

City of Shelton Comprehensive Plan



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City of Shelton Comprehensive Plan

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- III. Citizen’s Town Assessment
- IV. City of Shelton Parks and Recreation Comprehensive Plan, 1997
- V. Mason County and City of Shelton Housing Needs Assessment, May 2003
- VI. City of Shelton Water Comprehensive Plan/Appendices, October 2002
- VII. City of Shelton Comprehensive Sewer Plan Update, 2003

- VIII. City of Shelton Inflow and Infiltration Facility Plan Update, 1997
- IX. Utility Rate Study, 2003
- X. Feasibility Study on Privatization, 2003
- XI. Shelton Area Water and Sewer Regional Plan, 2001
- XII. City of Shelton Surface Water Drainage Utility Master Plan, October 1993
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- XIV. Cascade National Gas Corporation Least Cost Plan
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- XII. Oakland Bay Watershed Management Plan, December 1990
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- XVI. City of Shelton Capital Facilities Plan
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- XVIII. City of Shelton Six-Year Transportation Improvement Program
- XIX. Port of Shelton Airport Master Plan, 1997
- XX. Memorandum of Understanding between the City of Shelton and Mason County Establishing a Joint Planning Process for the Shelton Urban Growth Area, April 2003
- XXI. Washington Transportation Plan
- XXII. Shelton Regional Sewer Plan Wastewater Facility Plan
- XXIII. Water Comprehensive Plan Amendment and Project Report for the Shelton Area Regional Water System
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XXV. Shelton Urban Growth Area Subarea Plan Preliminary Land Use Analysis, Jones & Stokes, August 2004

XXVI. Shelton Critical Areas Ordinance Best Available Science Review and Recommendations for Code Update, prepared by Parametrix, 2006

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I. Introduction

The Now and Future Shelton

What makes Shelton a special place, a place that creates a hold on the hearts of its citizens, a place that, for many, means that Shelton will always be "home"? What makes people want to become new members of this community? What are the qualities that make this town a unique place in the world and special in the hearts of its residents?

Although the answers to such questions are, in many ways unique for each individual, there are certain core values held in common by most community members. These values define what brings people to Shelton. What holds them here, and what gives them the sense that they are members of a stable, supportive community — a sense that is absolutely necessary for a satisfying life. It is these core values that define the community we see about us today, and the community we wish to preserve for the future.

It is identifying these community values and agreeing on some strategies to maintain them, improve them, and adjust them to new realities, that planning is all about. Why do we love Shelton now, and how can we assure that as growth and change occur, this place continues to be our special place?

The Community Vision

In 1992, a comprehensive plan was prepared by the Shelton Planning Advisory Committee (PAC), for review and approval by the City Commissioners. This plan established policies to guide decision making in the community for the next twenty years. The plan set a framework

assuring that day-to-day decisions about land use, roads, utility extensions, and a variety of other community concerns consistently moved Shelton toward the future desired by its citizens.

As a foundation for that plan, the PAC set out to write a vision statement. This vision statement described a Shelton of the future that was consistent with the community's wishes — its values. It provided a target, toward which all decisions should steer the community. The PAC drew from a number of town workshops, surveys, and processes wherein the citizens discussed what they liked, disliked, valued, and wanted to see in the future for their community. As the Committee later stated, "...we have found a remarkable consensus between various efforts, such as *the AIA "Imagine Shelton!"* and the *Citizens' Town Assessment*, which hopefully reflects community consensus regarding our future direction." From these various efforts, "Basic Tenets" arose and form the basis of the City's Vision Statement.

In 2002, the City Commissioners initiated a process to update the City's Comprehensive Plan. As a part of this process the Commission reviewed the Vision Statement and reaffirmed the basic tenants on which it was based. The Vision Statement was revised to be more contemporary, but it remains essentially the same as it was first articulated in 1992.

The Vision Statement 2025

As we look into the future twenty years from now, we see Shelton as a place that residents, businesses, and visitors continue to find special with welcoming, courteous people, offering a high quality of life as a place to live, raise children, shop, work, recreate and socialize. In 2025, we see Shelton as...

- A community that **preserved its rural, small town atmosphere** as characterized by attitudes of friendliness, caring, respect, and relaxation.
- A community that **protected and enhances its natural setting** of forested hillsides, natural valley landscape, streams, waterfront, and mountains.
- A community that **instilled a sense of place** by physically defining city entrances, edges, neighborhoods and business districts.
- A community with **balanced neighborhoods and vital business districts** that encourage pedestrian activity.
- A community that **expanded learning opportunities and nurtures educational achievement**.

- A community that **built employment opportunity** through economic diversification.
- A community with a living/working downtown that is the **regional focus for business, government, arts, culture, and tourism**.
- A community with a sense of **community pride** evidenced by well-maintained streets, buildings, and yards.
- A community with **design standards that reflect town character**, and conserves historic landmarks.
- A community with an **open space network** linking neighborhoods, business districts, civic landmarks, and recreational opportunities with trails, sidewalks, bike paths and natural features.
- A community that **fostered broad-based citizen/business action groups** by maintaining a tradition of public participation.

Community Direction

While the Vision Statement provides a picture of what we would like to see in 20 years, the narrative description links the vision to what Shelton is today and our plans for tomorrow.

Land Use

The downtown is and should remain the central core of business, services, and government. A full range and mix of land uses is central to the vitality of downtown. Higher densities are desirable downtown to reflect its central role and to provide an area where housing growth can occur. While downtown should remain the center of civic pride, as the seat of both county and city government, a "medical/ educational" district including the hospital, high school, middle school and the Olympic College campus presents another type of civic space that can be defined through careful design and public improvements.

A second business district in the Olympic Highway North area is appropriate for regional, automobile-oriented retail commercial uses. New industrial growth should be focused on Port properties and facilities as well as privately owned property zoned for industrial uses. Residential growth should concentrate, as appropriate, on the infilling of vacant land, in order to provide economical services and to prevent sprawling, undefined settlements. Additional residential growth areas may be appropriate north and south of the current city limits (east of US 101) and northwest of the city beyond US 101.

The City and County have designated an Urban Growth Area around the corporate boundaries of Shelton in order to accommodate projected growth and increases in population. This area is based upon anticipated population growth, existing urbanized character, natural and manmade topographical constraints, infrastructure availability, and the city vision for growth. Expansion and development of areas beyond the current city limits will occur in a way that defines neighborhoods and provides boundaries and focal points to create a contained sense of place. The Urban Growth Area boundaries have been carefully drawn in a way that will not compromise our small town atmosphere. In accordance with the provisions of a Memorandum of Understanding with the County, the City has conducted a subarea planning process for the Urban Growth Area. This subarea plan is incorporated into the City's Comprehensive Plan as Chapter X and will guide future development in the UGA as well as future annexation decisions.

Gateways or entrances to the city are an important first impression for the visitor and a reflection of community pride for residents. Gateways must be identified within the urban growth area and the city proper, so that opportunities are not lost for creating the feeling of entering a distinct, unique place. The first and second exits from US 101 heading north should ease the transition from rural to urban, and maintain the feeling of Shelton's roots as a rural town. The northernmost exit already reflects a more urbanized character, and offers the most infrastructure capacity for regional commercial activities. The State Route 3 Gateway has little room for development expansion, which is helpful in efforts to build upon the scenic qualities of this corridor.

Housing and Neighborhoods

Housing growth is generally foreseen on undeveloped lots or blocks throughout the city, as well as areas to the north and south which are currently beyond corporate limits, but which lie east or "inside" of US 101. High density housing growth is appropriate northwest of the city (west of US 101), accompanying the commercial development that will gravitate toward the new interchange.

Innovative concepts to provide a variety of housing types and market niches will be promoted. Infill and revitalization of existing neighborhoods will demand creative responses, such as town homes and zero-lot line developments, particularly downtown. Increased housing density on the valley floor is very desirable, particularly south and west of the downtown commercial core. However, overall community scale is important to recognize, and higher density housing should retain an appropriate community scale. Heights of more than two stories in the downtown should be carefully sited. Building design techniques, such as layered or staggered setbacks, are important along shorelines and hillsides to reduce bulk and visual impacts. Buildings must be designed to reflect our historical architectural roots.

Though Shelton's neighborhoods have distinct physical identities, this has not resulted in isolated enclaves of ethnic or socio-economic groups that foster mistrust and division within a

community. To retain the social and physical feeling of living in a small town, we must focus on filling up vacant parcels before we spread outward. To maintain our current social and physical diversity, we must provide for a variety of housing uses and types within a given neighborhood.

Like most other towns, Shelton developed and grew as individual families constructed their homes, lot by lot. Typical suburban areas today are characterized by homogeneous, large tract developments with a high degree of uniformity. While this, to some degree, provides social and economic security, there are also negative undertones of sterility and monotony in this standard pattern which runs counter to the concept of a healthy, diverse, and socially interactive community. "Mixed use" housing districts are envisioned which would build upon the natural variety already evident and which makes us distinct as a community. Diversity should be promoted through the conservation of existing, sound housing stock, coupled with Infill construction that complements the local "flavor" of our neighborhoods and Shelton's small town atmosphere. Green areas and higher density housing will define the edges of neighborhoods and provide diversity while protecting traditional housing patterns at the neighborhood core.

Open space should be preserved and enhanced throughout our neighborhoods, through the protection of environmentally sensitive areas, reserved greenbelts and wooded areas, stream corridors, city parks, and/or trails. Neighborhoods need to be connected with trails, bikeways, and sidewalks to each other, to supporting community facilities such as parks and schools, to other open space areas, and to business districts, infrastructure that serves neighborhoods must be carefully designed to be consistent with the character of the neighborhood, yet adequate to prevent environmental problems.

Commercial Areas

Downtown

A lively and colorful atmosphere in our downtown will help ensure its economic vitality. Healthy residential neighborhoods on the periphery of downtown as well as upper-story apartments in downtown buildings will create a mutually beneficial environment where shoppers, merchants, residents, and visitors interact in a variety of settings. Downtown should remain the center of business, professional, financial, and government/support services. It is also the appropriate focal point for expanded tourism activities and services.

Downtown represents the core of our city and is the stage to observe our architectural heritage. Improvements to upgrade the appearance of buildings that are in keeping with our heritage can have positive economic benefits to the business community. Likewise, infill with new buildings, which reflect our culture and history, should be promoted. Design standards will ensure that renovations and construction retain the physical design components that make us unique.

"Cookie-cutter" development should be discouraged in the city, and this is especially so in our downtown district. While a theme, per se, is not necessarily the answer to downtown improvement, some uniformity in appearance, which builds upon our architectural and cultural heritage, is appropriate.

More "greening" is also desired downtown. Landscaping adds personality and reduces the negative effects of urban development. Pedestrian and bicycle linkages to the hills of Mountain View, Angle Side, Capital Hill, and Hillcrest will tie neighborhoods to downtown.

Priority should be given to the use of land for buildings, instead of vehicles and parking, in the downtown. Meanwhile, parking areas must be established so that space is available for customers and visitors. Parking lots, at regular intervals that are well landscaped, would meet an economic need and would consolidate a necessity that is often visually unappealing. In addition, efforts should be made to make more efficient use of parking areas and to promote the shared or joint use of parking facilities. Ultimately, parking garages, which minimize land dedicated for such uses may be desirable, with retail activities at the ground level to reduce the visual impact and provide additional shopping opportunities.

The potential for joint use of the waterfront presents some exciting opportunities for the future. As a result, the City may, in conjunction with Simpson Timber Company, initiate a waterfront study to identify opportunities for the shared use of existing industrial facilities, increased public access and enhanced tourism. In addition, this study will identify actions necessary to preserve the timber and aquaculture industries as well as potential strategies to resolve downtown traffic problems.

Outstanding viewsapes should be protected from development that would limit their enjoyment to a few. Goldsborough and Shelton Creeks, which run through our downtown, are unique assets that we should capitalize upon with public access and services. Creeks that are currently piped underground should be exposed again, with small "pocket parks" which provide access along both creeks.

Other Commercial Areas

In order to preserve downtown as a pedestrian place for shoppers, professionals, tourists and residents, intense commercial developments of a regional nature that are dependent upon automotive transportation should be located in the business district which is growing along the Olympic Highway North Corridor. The types of uses that are preferable are those oriented towards arterial highways that generate large amounts of traffic. As such, these uses will not be of the same type as those found downtown, and thus will augment each other rather than putting

either in a competitive situation. Improved access to the area via Wallace Boulevard and the grade-separated interchange with US 101 offers a safer and more appropriate location for intense uses.

The Downtown and the Olympic Highway North Districts offer enough area for commercial growth, and other districts are not appropriate until and unless our existing commercial districts are at capacity. This will keep the downtown core vital as a center of activity.

Economic Development

Taken as a whole, our local economy is slowly but surely moving away from timber-dependent uses. Aquaculture has emerged as a major industry and there are opportunities for the expansion of the tourism industry. More recently, the City has welcomed a number of new regional commercial businesses that has generated tax revenues, created jobs, and helped to reduce the "leakage" of dollars spent in neighboring counties.

Industrial growth areas are seen as appropriate at Port facilities and other industrially zoned properties. In addition, the former ITT facility on the waterfront may present an opportunity for a new industrial use or redevelopment. Expanded educational opportunities should focus on providing a highly trained work force prepared for a diversity of economic endeavors which provide good living standards and which have low environmental impacts.

Transportation

Pedestrian and cycling amenities are important in the downtown, in our neighborhoods, and to connect various parts of town. The current adopted Public Works Design and Construction Standards includes a Sidewalk Master Plan that will assist the City in prioritizing sidewalk construction that will address pedestrian access and connectivity from one end of the City to the other. Additionally, the Sidewalk Master Plan will ensure the City adheres to the state requirement of considering necessary sidewalks to address safe routes to schools. Public trails connecting natural areas, such as ravines and streams, would enhance the natural setting Shelton already enjoys. Since these areas naturally contain site features that present obstacles for construction activities, they should be protected from inappropriate development and remain as part of our natural heritage, but opened to public access. Trails, cycling facilities, and transit could each enhance tourism opportunities, promote good environmental practices, and provide recreational activities for residents with meaningful links to open space areas. Transit provides a much-needed option for residents. City transit stations should continue to be conveniently located and designed to be consumer-friendly, and should build upon employment and shopping opportunities while providing points of social interaction. Major transit facilities should be located in or adjacent to the downtown commercial district.

Through traffic that is trapped on local streets will make those areas of town less economically viable, as people seek to avoid congested areas. Expansions of the local street network that increase the number of alternative routes will go far in allowing congestion to find its own "relief valve." Our traditional grid street network should be expanded and integrated into future development in order to manage traffic effectively and to continue a street pattern that provides easy orientation and helps define a sense of place.

An interchange with Lake Boulevard/Cloquallum Road may become necessary as land south of the city is developed for residential uses. The impacts of commuter traffic in the southern half of the city would be largely addressed by this improvement, since this traffic would not be oriented towards the downtown nor forced to traverse downtown streets. The north end of town is likely to see many growth pressures, and adequate access is critical. Providing multiple access points from the UGA area east of Northcliff Road will be essential to avoid overloading any one intersection. Additionally providing access from the John's Prairie Industrial Area via Capital Hill Road to this UGA area will reduce the impacts of increased traffic on John's Prairie Road.

Freeway exits must be marked in a way that will encourage tourism and appropriate routing of traffic. Special treatment of the streetscapes in the vicinity of the hospital, proposed college, and existing schools would help establish the sense of being in a civic arena and define it as a significant public place.

Airport traffic is likely to grow, but its future potential lies more in air cargo, corporate, and recreational use. Improvements to infrastructure, which enhance and expand its current role, would be an investment in economic growth in the region. The City will be working with the Port of Shelton to incorporate the approved master plans for Sanderson Field and Johns Prairie into this Comprehensive Plan.

Waterways must be maintained as an efficient corridor for the movement of goods. At the same time, recreational usage needs to be enhanced, given the priority that has been placed upon public access to the waterfront. Tourism could also be stimulated through waterway use, as was suggested with steamboat rides to Olympia and perhaps points beyond.

Community Facilities

All public facilities should be as conveniently located as possible, and provide an inviting atmosphere. City government should continue to focus itself in the downtown, as it provides a civic anchor in the community. The new community center is a physical link that serves many social and recreational needs. A town commons or similar improvement would further cement the civic character of downtown. Since Shelton is the county seat, linkages between city and

county facilities and with natural amenities such as Goldsborough Creek have the potential for providing a government "axis" or corridor which enhances the banking and retail sectors in a pleasing environment.

Community facilities, such as parks and schools, belong in neighborhoods, and can act as positive community focal points, in conjunction with neighborhood "town squares." Expansions to Mason General Hospital and local schools will create another opportunity to instill a sense of civic pride and community responsibility, if their development is undertaken with sensitivity. Public improvements that link these facilities physically and visually are key in seizing this opportunity. Careful siting and design of appropriate public facilities will fulfill the City's role as the activity and service center of the region, encompassing the cultural, historical, governmental, economic, educational, and medical sectors of our community.

Planning for Growth

The magnitude and nature of inevitable growth are realities that must be dealt with by a community. How we respond to that growth will dictate whether growth benefits us, damages us, or even destroys all that we hold dear as a community. That is why we plan.

This plan seeks not to stop growth or even to retard it, as neither is possible, but to guide growth in a way that allows the community to benefit from growth's positive effects while mitigating its negative impacts. Through planning, the community seeks to grow in a way that is consistent with the citizens' vision of their own future.

The parameters of growth are defined by: employment growth, commercial and industrial development, and traffic increases, among others. The most basic indicator of the pace and scale of change in a community is, however, population growth. For this reason, forecasts of future population are the foundation used to build expectations of the future challenges the community faces.

As directed by the Growth Management Act, the Washington State Office of Financial Management (OFM) provides each county with a 20-year forecast of future population. This forecast is in turn, disaggregated by each county and their cities to create a population forecast for each community. The forecast is the foundation on which this comprehensive plan is built. For this reason, the City of Shelton's process for developing a 20-year population forecast is presented below in some detail.

The Population Forecast

The population projections used by Mason County are in the range of the State Office of Financial Management projection ranges, which for the intermediate series projected growth of 21,299 persons between 2005 and 2025, and which for the high series projected growth of 36,538 persons between 2005 and 2025. Mason County's estimate of net new growth countywide equals 31,299. Mason County has estimated that 33% of this future growth in population will be located within the Shelton UGA, which includes land within the Shelton city limits. Therefore by 2025, 10,500 new people are expected located in the Shelton UGA including the City. Table I-1 summarizes the population projections for the Comprehensive Plan through the year 2025. The City's population projections have been projected to 2025 to maintain consistency with Mason County's Comprehensive Plan (through 2025) which the County updated in 2006.

Table I-1: Summary of Population Forecast

	2000 Census	2003 Estimate	2004 Estimate	2025 Projection (Net increase)
Current City Limits	8,422	8,937	8,695	
Urban Growth Area (UGA)	3,118*	3,118*	2,553**	
City + UGA Growth Target (Net 2025)				10,500
City + UGA Total	11,540	12,055	11,248	21,748

* Based on Census 2000 data at a block level there would be about 3,118 persons. However, this is an estimate, as census block boundaries do not match exactly with UGA boundaries.

** The Mason County Comprehensive Plan 2005 edition, estimated populations based on 2004 Mason County Assessor's data for residential parcels located within the 1995 Shelton UGA boundary. Total number of residential parcels (with an improved value of more than \$20,000) was multiplied by an estimated 2.5 persons per household. Source: Mason County Comprehensive Plan 2006; Jones & Stokes

As detailed in the Land Use Element, this projection is the foundation on which the sizing of the Urban Growth Area is based. It also drives goals and policies set forth in all of the elements of this comprehensive plan.

The Challenge

The challenge faced by the community is this: how can such change and growth be accommodated in a way that is consistent with the values of the community? In other words,

how must we guide growth so that our desires to protect small-town character, preserve our natural setting, build strong neighborhoods, and meet all the other goals described in the community's Vision Statement, are fulfilled?

Meeting this challenge requires not only that we define our vision, but also that we chart a course for getting there. The Comprehensive Plan is that road map and will guide day-to-day decisions as well as the allocation of City resources.

Making the Vision Reality: The Comprehensive Plan

This Plan sets forth goals and policies that will guide elected officials, staff, and individual community members. In addition, the plan provides a list of implementation steps that will move the community even more specifically toward its goals. While no influence on the form and content of this plan is as great as the community ideals expressed in the *Vision Statement* several other influences are present. These include the Growth Management Act and the County-wide Planning Policies created in cooperation with Mason County.

The Growth Management Act

In 1990, the State of Washington passed the Growth Management Act (GMA). The GMA is a framework that encourages each community to respond to growth in a realistic way. It recognizes that some central issues exist for all communities, and that these issues have implications for the State as a whole. At the heart of the Act is a requirement that each community deal with the traditional tendency toward sprawling development patterns. Sprawl is seen to be at the very center of many problems facing us, including traffic congestion, environmental degradation, loss of resource lands, economic difficulties, and regulatory burdens/property rights issues.

The Act outlines a planning approach that gives each community a mechanism to respond to these issues in a way consistent with its unique situation. The GMA requires that each community create a Comprehensive Plan based on thirteen basic goals. Those are as follows:

- 1. Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- 2. Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

3. **Transportation.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
4. **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. **Economic development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. **Property rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
9. **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
10. **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

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

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

The County-Wide Planning Policies

The GMA requires that each County and its incorporated communities agree on a set of policies that will ensure coordinated planning across jurisdictional lines. Mason County in conjunction with the City of Shelton adopted County-wide Planning Policies (CWPP's) in 1992. The policies provide a framework for planning that includes designation of an urban growth area, provision of urban services in the UGA concurrent with growth, coordinated transportation systems, coordinated policies for housing, creation of joint planning within the UGA, and consistent economic development policies. The County-wide policies also directly address the GMA's goals that: a) private property rights be considered, b) that development permits be processed in a fair and timely manner, and c) that citizen participation be the foundation of all planning efforts. The CWPP's are included as an Appendix.

Organization of this Comprehensive Plan

The specific goals that the community has established to create or preserve the Vision Statement are highlighted in this Comprehensive Plan. Even more specific decision making policies appear next to the goals. These goals and policies form the heart of the Comprehensive Plan. Along with analysis of existing conditions, predicted future conditions, establishment of standards for future development and services provision, they create a road map that will guide the City toward the future described in the Vision Statement. The goals and policies, along with related analyses, are organized into separate elements. The Growth Management Act requires that the plan contain a Land Use Element, Transportation Element, Housing Element, Utilities Element, Economic Development Element, Parks and Recreation Element, and a Capital Facilities Element. In addition to these required elements, the City has elected to include a Historic Preservation Element.

This Comprehensive Plan required under the Growth Management Act differs from traditional comprehensive plans in several important ways: 1) it must be internally consistent; 2) it must be based on a proven ability to finance the growth anticipated concurrent with that growth; and 3) it must be coordinated with or compatible with the plans of surrounding jurisdictions.

1. Consistency

The Growth Management Act requires that all elements of a comprehensive plan be consistent with each other. For example, land use envisioned must be consistent with the roads system planned. Before the Growth Management Act, major conflicts arose between the goals being pursued in one arena versus the goals targeted in another. Common examples of this include encouragement of new housing in areas where insufficient roads are planned, or failure to account for new sewer lines or schools needed to service a new subdivision. Complex inter-relationships of the Comprehensive Plan Elements now link each of the elements to each other.

2. Ability to serve (Concurrency)

The Capital Facilities Element (CFE) ties all the others together and provides an analysis of the costs of the desired future, and an analysis of how public facilities and services will be provided to the expected growth and how it will be paid for. Can we provide services to this development pattern? How will this type of growth affect the quality of public services? What new facilities will be needed to maintain those services at the desired level of quality? How will we pay for them? The CFE answers all these questions, and in so doing makes this Comprehensive Plan a possible dream — not just a "pipe" dream! The Capital Facilities Element shows how necessary services will be provided as development occurs, or concurrent with growth.

3. Compatibility

The GMA also requires that neighbors coordinate their plans so that the activities of one do not thwart the goals of the other. The City and Mason County have, and continue to, conduct just such coordination in the development of their Comprehensive Plans. A prime example of this is the execution of an interlocal agreement for a subarea planning process for the Urban Growth Area around Shelton. This is an area where urban type growth will locate that is consistent with the standards, desires, and plans of the citizens of Shelton, as these areas may be part of the City someday.

Comprehensive Plan Amendments

Community planning is an iterative process, meaning that a comprehensive plan is a living document that will be amended on a regular basis as conditions change, better information becomes available, and/or community values evolve. The City will consider a unified package of amendments on an annual basis. Amendments requested by members of the public, suggested by staff, or made necessary on the basis of new information, will be analyzed for consistency with the overall plan, decided through public hearing in front of the City Commission, and implemented through ordinance.

How Will the Plan be Implemented?

The Growth Management Act contains requirements that communities take real steps to assure that the goals and policies are not ignored as decisions occur and are, in fact, implemented by day-to-day decisions. In order to make goals and policies actually affect what happens in the real world, several things must happen. To assure that all government decisions made after its adoption are consistent with the Comprehensive Plan, City codes, procedures and regulations must be amended to be consistent with The Plan. Primary implementation tools include the City Zoning Code, the Six Year Transportation Improvement Programs, State Environmental Policy Act (SEPA), the Shorelines Master Program, utility plans, and many other city codes and programs. The implementation phase of the planning process requires that these codes and programs be amended to implement the goals and policies of the Comprehensive Plan. In the period immediately after adoption of the Comprehensive Plan a series of such amendments will be placed before the City Commission. In addition, some new programs, such as a concurrency management system, will be created. Each change or new ordinance will be discussed in a public hearing and must be based on citizen involvement just as surely as the writing of the Plan. In this way, it can be assured that the specific steps taken are as consistent with community desires as the initial goals and policies.

II. Land Use Element

The Land Use Element takes into account existing land use conditions within Shelton for compatibility with both the goals of the community, as well as the existing and projected future demand for development within the City and an Urban Growth Area. The Land Use Element is important because it balances the real development pressures, and the environmental sensitivity of the land and water supply with the vision of our community, all in an attempt to facilitate orderly, well serviced, and cost effective development in the future.

Relation To the Visioning Process

Where the Vision Statement generally defines the conceptual "future" the community is working towards, the Land Use Element gives us more specific recommendations in the form of Goals and Policies concerning how to get there, as well as a future Land Use Map to use in determining related transportation, housing, and utility service needs. However, before we can address how best to achieve the desired relationship of land uses in Shelton, it is important to reiterate the key general land use concepts offered by the Vision Statement. Of the basic Vision Statement Tenets, the following relate most directly to Land Use:

Key Vision Statement Tenets

- A community that protects and enhances its natural setting of forested hillsides, natural valley landscape, streams, waterfront, and mountains.
- A community that instills a sense of place by physically defining city entrances, edges, neighborhoods and business districts.
- A community with a living/working downtown as a regional focus for business, government, arts, culture, and tourism.
- A community with design standards that reflect town character, and conserve historic landmarks.

- A community with an open space network linking neighborhoods, business districts, civic landmarks, and recreational opportunities with trails, sidewalks, bike paths and natural features.

The Land Use Section of the Shelton Vision Statement 2023 further describes the desired land use concept formulated by the citizens of Shelton, and can be found in its entirety, along with the rest of the Vision Statement, in the Introduction section of this Comprehensive Plan.

Land Use Background

This section of the Land Use Element provides important background information necessary to evaluate where Shelton stands today, and gives insight to how Shelton has evolved historically.

Designated Land Uses In Shelton

The following table summarizes the amount of land by future land use designations within the City Limits and UGA. The numbers provided were obtained from the Mason County Assessor's Office parcel database. The data was translated to and analyzed using Geographic Information System (GIS) technology. The variation in numbers between the 1995 Comprehensive Plan and the 2006 data is likely a result of a change in methodology – in that there were estimated numbers in 1995 verses more accurate Assessor's data in 2006.

Table II-1: Future Land Use Distribution

	Acres within City Limits	Acres within UGA	Total Acres
City & UGA Acres	3,928	5,056	8,984
Future Land Use			
Residential (NR)	1,999	2,169	4,168
Commercial (C/R-G, C/R-V, LI-C, C, DT, MU, PR-A, CT)	670	422	1,092
Industrial (C/I, I)	709	2,273	2,982
Public (P, ME)	550	192	742

Source: Mason County Assessor's Office 2006, Jones and Stokes 2007.

Resource Lands And Critical Areas

The Growth Management Act reinforces the importance of classifying and protecting resource lands and critical areas within the City limits. Resource lands consist of forest, farm, and mineral resource lands of long-term significance. Critical areas are wetlands, aquifer recharge areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat areas.

In 1992, the City of Shelton's citizen based Resource Lands and Critical Areas Technical Committee worked to identify Shelton's resource lands and critical areas and develop Findings and Recommendations concerning the Resource Lands and Critical Areas in Shelton. This work led to the adoption of Shelton's Critical Areas Protection Ordinance in 1992. As a part of the 2002/2003 updating process the City's Critical Areas Ordinances were reviewed and regulations in need of revision to reflect the principles of Best Available Science were noted. The City updated their critical area ordinance in 2007 following more detailed studies, in accordance with best available science applicable to Shelton critical area conditions. Comprehensive Plan Maps 3-10a reflect mapped critical areas available during the 2003 Comprehensive Plan process. Very similar, but more current mapping is available in the City of "Shelton Critical Areas Ordinance Best Available Science Review and Recommendations for Code Update" prepared in 2006.

While the Technical Committee found in their *Findings and Recommendations* that there are no lands within the City limits or the UGA that meet the definition of Resource Lands of long term commercial significance, a range of Critical Areas are present within Shelton and will continue to receive protection through development regulations formulated following Comprehensive Plan adoption in the form of a Critical Areas Ordinance. Based on GIS data, about 20% of the gross land area in the City contains mapped critical areas. Forested hillside/steep slopes make up for much of this area, as the entire downtown and many neighborhoods are characterized and defined by these distinctive topographical features. The percentage also includes wetlands, lakes, and streams.

Wetland and riparian areas, while comprising significantly less area than the hillside areas, account for many of the remaining critical areas, providing important fish and wildlife habitat. Maps indicating the general locations of resource lands and critical areas can be viewed at the City's Community and Economic Development Department and are hereby adopted as part of this Plan.

The Critical Areas Maps (See Figures 3-10 in the appendix) depict the general location of such lands within the City and Urban Growth Area. It is important to note that preservation of most of these areas will result naturally from the restrictions to development that must occur to protect public safety or health. In very few cases will an additional layer of regulation be needed beyond those that already exist to limit development of steep slopes, wetlands, or other critical environmental areas.

Shorelines Areas

The City of Shelton includes shoreline frontage on both saltwater and freshwater bodies that are recognized as Shorelines of the State by the Department of Ecology. The City completed an update of the Shoreline Master Program in April of 1995 that provides additional guidance concerning the siting of land uses within 200 ft. of both Goldsborough Creek and Oakland Bay. A large majority of the Oakland Bay frontage is occupied by industrial uses that are expected to continue in operation throughout the planning period. Opportunities for infill and redevelopment

do exist throughout the Goldsborough Creek corridor, which flows from the western City Limits out to Oakland Bay.

Several smaller creeks also flow through Shelton on their way to Oakland Bay. While the size of these creeks does not merit recognition by the State as a Shoreline Area or regulation under the local Shoreline Master Program, these creeks are widely recognized as important contributors to Shelton's unique historical and natural setting, as well as serving as important salmon spawning habitat areas, and will continue to receive consideration in the City's land use decisions. The location of these creeks is identified on the Critical Areas Maps (see Figures 3-10 in Appendix).

The provision of public access to shoreline areas throughout the City is an important goal of both the State Shoreline Management Act and Shelton's 1995 Shoreline Master Program (see Figure 3). Uses that are dependent upon shoreline access and which provide public access to the shorelines will continue to be given preference in land use decisions.

Open Space

Shelton is fortunate to have grown with an extensive network of open spaces. The location of forested hillsides, wetlands, and other difficult to develop areas has led to a pattern of linked natural areas throughout the City. They lend downtown Shelton its feeling of being nestled in a green forested valley and in other areas, provide natural separations between neighborhoods and differing land uses. They are also important as habitat areas providing living space for wildlife within the otherwise urban setting. For these and other reasons, open space is seen as crucial to the quality of life that the community seeks to preserve as growth occurs.

As development pressures increase, however, it will become necessary to take proactive steps to maintain these areas. In order to accomplish this it will be necessary to first define open space areas that will be targeted for preservation. The following criteria will be used:

- a. Sloped areas meeting the definitions of the geologically sensitive areas section of the critical areas ordinance;
- b. Wetlands and wetland buffers defined and regulated in the critical areas ordinance;
- c. Publicly-owned parks, city watershed property, and Sanderson Field aviation safe zone;
- d. Habitat areas designated by the State Priority Habitat and Species Program as regulated in the critical areas ordinance;
- e. Riparian habitats as regulated in the critical areas ordinance;
- f. Shorelines and shorelines buffers protected, or additional lands provided with incentives for preservation, under the City Shorelines Master Program; and

- g. Limited additional areas as necessary to provide linkage between defined open space areas, including areas beyond the Urban Growth Area, as indicated on the Mason County Comprehensive Plan Open Spaces Designation Map. Emphasis will be placed on areas with known game trails or habitat values. The City will focus incentive measures and acquisition efforts on these areas. The City will use flexibility in targeting specific lands to adjust to market opportunities or changes in scientific knowledge. In such cases, lands designated will be similar in location and volume to those indicated on the map.

It is desirable to link open spaces into continuous corridors providing migration routes for wildlife. In a few cases, it will be necessary to target lands for open space preservation that are not otherwise protected by existing laws. In these limited cases, the City will attempt to create open space linkages by purchasing the lands, obtaining donations of land, obtaining conservation easements, or by other methods advantageous to the affected property owners.

Population Projections

Under the Growth Management Act, local jurisdictions must designate areas near existing urban development for urban growth that cannot be placed in existing cities, called Urban Growth Areas. The size of the UGA is calculated to be sufficient to accommodate the expected urban growth at urban densities and intensities. The UGA for the City of Shelton is depicted on the Future Land Use Map located in the Land Use Element of this Plan.

The 2004 population of the UGA, outside the City Limits, was estimated to be approximately 2,553. Including the City of Shelton's population, the total Urban Growth Area currently accommodates a total of approximately 11,248 people. Mason County has assigned a growth target of 10,500 to the City and its UGA. When combined with the existing population (11,248), the total population of the City plus UGA by the year 2025 is projected to be 21,748.

Shelton's Urban Growth Area

The designation of an Urban Growth Area enables property owners and service providers to make more informed choices and to promote orderly growth and development. In 1996, the City of Shelton and Mason County identified and established an Urban Growth Area around the City of Shelton. The boundaries of the UGA were based on an assessment of the growth potential for Shelton and Mason County as well as the ability of the City to reasonably extend urban services.

As a part of the ongoing efforts to promote coordinated planning in the Shelton UGA, the City and County executed a Memorandum of Understanding (MOU) in 2003. This agreement authorized the City to take the lead in preparing a subarea plan for the UGA that is compatible with the City's updated Comprehensive Plan and Development regulations. The City-prepared UGA Plan is included as Chapter X. The County would then incorporate this subarea plan into the County's Comprehensive Plan, and subsequently revise and implement the development regulations for the UGA to be consistent. In addition, the MOU commits the County to provide

data and technical assistance to support the City's comprehensive planning process as well as establishes a protocol for utilizing and updating the County's GIS system.

In addition, the City will work closely with the Port of Shelton to incorporate the Sanderson Field and John's Prairie Master Plans into the City's Comprehensive Plan. It is expected that these efforts will promote compatible land uses and will enable service providers to plan for the appropriate sizing and location of facilities.

Future Land Use Map

As a part of the 2007 Comprehensive Plan Update process a revised Future Land Use Map was prepared to guide future land use and development in the City. The map would also apply to the UGA following adoption by Mason County. This map was based on a prior Shelton Future Land Use Map and the corresponding City zoning map as well as based on new population targets, employment needs analysis, and public input. Following the City's preparation of the UGA plan, it is anticipated that the County will incorporate the UGA designations into the County's Comprehensive Plan and will revise and implement the County's development regulations for the UGA to be consistent.

Future Land Use Designations Summary

This section provides a brief description of the land use designations shown on the "Future Land Use Map," Figure 1. The zoning ordinance will provide more detailed direction regarding development within these areas, consistent with the policies of this chapter.

Neighborhood Residential

The Neighborhood Residential district (NR) is designed to provide for a variety of housing types throughout Shelton's neighborhoods while maintaining neighborhood character. City regulations should permit flexibility in the arrangement of structures on the site in order to encourage good architectural design, ensure adequate light and air, and to promote compatible uses.

Commercial

The Commercial (C) District is intended to provide for a full range of high-intensity, automobile-oriented general commercial and professional services. These uses tend to locate along arterials, and, by the nature of their activity, create a high degree of turning movements.

Low-Intensity Commercial

The Low-intensity Commercial (LI-C) District is designed to provide for a variety of low-intensity commercial uses along Olympic Highway between C and K Streets and Adams and Jefferson Streets while protecting the abutting neighborhood. City regulations should permit

flexibility in the arrangement of structures on the site in order to encourage good architectural design, ensure adequate light and air, mitigate off-site development, and promote compatible uses.

Mixed Use

The Low-intensity Mixed Use designation (MU) is intended to provide for a mixture of residential and commercial uses in close proximity to, or integrated within the same structure, while maintaining a high degree of design standards. The designation is intended to maintain the historic and small town character of the existing neighborhood and gateway while allowing compatible commercial development to occur. The area from 10th Street traveling west on Railroad Avenue to US 101 is one corridor where these special provisions would apply.

Valley Commercial/Residential Mix District

The Valley Commercial/Residential designation (C/R-V) is to provide for residential and commercial mixed-use structures or separate uses that are compatible with a traditional pedestrian-oriented scale. The designation also provides for higher density residential apartment complexes and government offices. This District is intended to combine these uses in a centrally located area that will conveniently and adequately serve the populace of the Shelton area with a varied and specialized selection of goods and services. It is further intended to promote development in this district in such a manner as to minimize traffic and parking congestion and to provide for the safety and convenience of shoppers, visitors, and pedestrians.

Professional Office/Residential Mixed Use District

The Professional Office/Mixed Use District (PR-A) facilitates land uses that provide a logical transition between sensitive residential neighborhoods and high traffic/commercial corridors. Uses in these areas will be limited to professional offices and/or residential types creating very limited impact on adjacent residences. Land use and development standards in this area should recognize that the strength and happiness of a community is measured and preserved by the contributions and commitment of its people to its past, present and future. By preserving and protecting Shelton's historic heritage, measures taken in this area will enhance and contribute to the general health, safety and welfare of the residents of the community. In this area, high standards for buffering neighborhoods from the effects of traffic and commercial structures and activities will be adopted and rigorously applied. Architectural styles in professional office/residential areas will be compatible with and complimentary to nearby residential areas, especially those with special historic significance. In addition, incentives will be established that encourage the adaptive reuse of properties on the national, state or local historic registers, or with potential for placement on these registers, and discourage demolition of these structures.

Goose Lake Commercial/Residential Mix

The Goose Lake Commercial/residential designation (C/R-G) allows for new development that provides for higher-density residential development with a mix of pedestrian-oriented commercial development in order to support transit service and provide maximum protection for the environment.

Downtown

The Downtown designation (DT) provides for commercial structures that are compatible with a traditional pedestrian-oriented scale and contain residences as secondary uses. This District is intended to foster relatively dense, urban development that will support pedestrian and transit use and contribute to a thriving core area of Shelton. It is further intended to promote development in this district in such a manner as to provide for the safety and convenience of residents, shoppers, and visitors.

Commercial-Industrial

The Commercial-Industrial designation (C-I) provides for light industrial and commercial uses that are compatible and which complement one another while maintaining a convenient business environment. Commercial - Industrial mixed-use areas should be buffered from residential uses through the provision of adequate mitigation, including landscaping, as a part of site plans for these higher intensity uses. In addition, to lessen traffic congestion that may be created by these uses, this use district shall be located in areas directly accessible to the arterial and transportation systems of the city.

Industrial

The Industrial designation (I) provides for moderate to heavy industrial development in the city of Shelton in order to provide needed goods, materials, and services to ensure the economic vitality of the city and Mason County. The industrial areas should be separated from residential and commercial uses by vegetative buffers or lighter intensity land uses to create a transition. All industrial uses should avoid activities that could possibly pollute air and water resources or be considered detrimental to the health, safety, and general welfare of the surrounding population.

Medical/Educational Areas

The Medical/Educational (ME) District is intended to provide for the recognition of parcels and facilities currently in use, or planned for, where the primary function is to provide services including public and private educational institutions as well as public and private health care facilities. This District is intended to provide high levels of pedestrian and transit-oriented service and a safe, pleasant environment for education and health care. Campus style development should be encouraged in this area.

Public Lands/Open Space

The City may establish a Public Lands/Open Space designation (P) to include City parks, designated open spaces, and publicly owned lands. This designation shall provide for the preservation of land in essentially a natural and open state to further the protection of environmentally sensitive areas. The open space designation also accommodates public recreational pursuits through the development and inclusion of parks. Where associated with Port of Shelton property adjacent to Sanderson Field, the designation recognizes intended uses of the Sanderson Field Airport Master Plan.

Gateway Corridor

The City has identified three distinct gateways into the City that provide an important first impression for visitors, and reflect community pride for residents. It is the intent of the City to establish overlay requirements for each of the designated gateway corridors that include design review guidelines and performance standards to guide new development and redevelopment activities.

Land Use Goals and Policies

These goals and policies will serve to move the City of Shelton toward the future described in the Vision Statement, which was developed as a fundamental description of community desires. The goals and policies will serve as a map for guiding decision makers in setting the future direction of the city.

The goals and policies for land use are very much related to other goals and policies throughout this Comprehensive Plan, as well as the Shoreline Master Program adopted in 1994, The Vision Statement serves as the link between the elements of this document and the Shoreline Master Program, providing a basis for internal consistency.

LU1. Future growth and development shall occur in accordance with the provisions of this Comprehensive Plan.

- LU1a. The City shall approve new development only if adequate public facilities or services are available. No development should be permitted that results in a reduction of adopted levels of service for any transportation facility or service, at a minimum, without mitigation efforts such as impact fees, improvements, dedications, etc,
- LU1b. Consistent and compatible land use patterns should be established within the UGA through a cooperative planning process between the City and County.

- LU1c. Land use regulations shall provide for a full range of land uses in order to allow Shelton to develop as a full-service community, rather than serving solely as a bedroom community to outlying urban areas.
- LU1d. The City shall, utilizing its new GIS database, review and evaluate the amount of vacant and underdeveloped commercial and industrial land in the City and UGA, and make revisions as appropriate.
- LU1e. The City should review and revise the land use designations and development regulations in the zoning code to be consistent with the Vision Statement, Goals and Policies, and Future Land Use Map (Figure 1) of this Comprehensive Plan.

LU2. Assure that adequate urban services are available to all new development.

- LU2a. The City should adopt regulations that require all future development within the City connect to municipal water and sewer services.
- LU2b. The City shall continue to update its water, sewer, transportation, utility, and capital facility plans to ensure that adequate plans exist to support the improvement or extension of urban level of services within the City and UGA as appropriate.

LU3. Assure that land use policies and patterns adequately protect and preserve resource lands, critical areas, water supplies, water bodies, and other areas of cultural or historical significance.

- LU3a. The City shall implement the City's Critical Areas regulations to protect wetlands, aquifer recharge areas, frequently flooded areas, seismic hazard areas, steep slopes, anadromous fisheries habitat, etc. from incompatible levels or types of development in accordance with the provisions of the Washington State Growth Management Act.
- LU3b. The City shall provide for protection of wellheads and springs from land uses that present a threat to surface or ground water quality. Aquifer recharge areas shall be the subject to close scrutiny and intergovernmental efforts to control potential threats to aquifer contamination.
- LU3c. The City shall protect shoreline areas from incompatible types and intensities of development through careful application and periodic review of the Shelton Shoreline Master Program (SMP). All goals and policies of the Shelton SMP and any subsequent amendments shall be adopted by reference in their entirety to assure consistency between the Comprehensive Plan and the SMP.

- LU3d. The City shall formally acknowledge known sites of cultural or historical significance, including those identified by the Shelton Historic Preservation Board, and work to protect and acknowledge new sites as they become known.
 - LU3e. The City shall regulate businesses storing, transporting, making, or using hazardous substances so that they pose no more than a negligible risk to these groundwater sources.
 - LU3f. The City shall integrate flexibility into development regulations that would allow for incentives and bonuses for developers who maintain natural areas and open space as a part of new residential development.
 - LU3g. Critical areas regulations should include significant Fish and Wildlife habitat and a framework for identifying wildlife corridors. The critical areas ordinance should identify these natural corridors using the best science available and provide for their preservation in accordance with the provisions of the GMA.
 - LU3h. The City shall identify and protect significant fish and wildlife habitat and wildlife corridors through the application of best available science.
 - LU3i. The City shall promote the preservation of open space and the retention of natural areas within the City.
- LU4. Adopt land use policies that reduce or eliminate negative impacts of development on storm water drainage capacities and systems.**
- LU4a. The City shall prohibit the filling of natural watercourses or flood plains without adequate provisions to meet City and Puget Sound Water Quality Authority drainage standards.
 - LU4b. The City shall encourage the retention of native vegetation or the creation of vegetative buffers near drainage courses to preserve water quality, and to aid in bio-filtration of storm water.
 - LU4c. The City shall require the utilization of on-site detention and/or infiltration facilities as a part of new developments which demonstrate the capacity to accommodate such facilities and/or would significantly burden the City's storm water infrastructure facilities if not utilized.
 - LU4d. The City shall regularly review, in conjunction with Mason County, proposed plans and developments located within the Oakland Bay/Hammersley Inlet watershed to identify and prevent discharges that pollute the Oakland Bay/Hammersley Inlet system. The purpose of these actions is to insure

mitigation efforts of possible non-point source pollution entering the Puget Sound, as described in the Oakland Bay Watershed Management Plan.

LU4e. The City shall ensure that new development will not increase peak storm water runoff, and will follow the guidance defined by the 1992 Storm Water Management Manual for the Puget Sound Basin as currently exists or as subsequently amended.

LU4f. The City shall regularly review, in conjunction with Mason County, the current storm water quantity and quality, and assess any corrective actions needed to mitigate or cleanse those discharges, entering the Puget Sound.

LU5. Ensure that future development patterns will encourage efficient multi-modal transportation systems.

LU5a. The City should permit densities and mixes of uses that reduce the number and lengths of vehicle trips, and increase the opportunity to use public transit and other non-motorized modes of travel.

LU5b. The City should promote pedestrian facilities linking downtown with the surrounding neighborhoods.

LU5c. The City should, as a means to discourage "leap frog" development patterns, give priority to capacity improvements to the City's transportation system that are designed to serve proposals that are contiguous to existing development.

LU5d. The City should provide development incentives (increased density allowances, increased square footage, etc.) for proposed developments located adjacent to transportation corridors when amenities for transit users, bicyclists and pedestrians are included.

LU6. Promote a variety of housing densities, types, and market niches throughout Shelton's neighborhoods while maintaining neighborhood character.

LU6a. The City should develop regulations and incentives that allow for and encourage the siting of duplex and triplex uses within single-family neighborhoods subject to design features to reflect neighborhood character.

LU6b. The City should ensure that all new infill development in historic neighborhoods retain design features which incorporate the significant design elements of the neighborhood.

- LU6c. The City should protect residential neighborhood areas from the impacts of both residential and non-residential uses of a scale not appropriate to the neighborhood.
- LU6d. The City should allow for green areas and higher density housing as methods for defining the edges of neighborhoods while protecting traditional housing patterns at the neighborhood core.
- LU6e. The City should allow for areas of lower density residential development in areas outside of the existing urban core in a manner that will not jeopardize opportunities for additional infill in the future. Higher density residential types should be allowed in conjunction with mixed commercial/residential areas.
- LU6f. New mobile home parks should be permitted, subject to design and site plan review to ensure compatibility with existing neighborhoods and projected land uses.
- LU6g. The City should encourage higher density residential uses downtown and in areas of commercial and retail activity.

LU7. Promote pedestrian activities.

- LU7a. New residential developments should provide pedestrian and bicycle links between neighborhoods, as well as between neighborhoods and supporting community facilities such as parks, schools, transit systems, other open spaces, and business districts.
- LU7b. The City shall give preference to the development of "grid" street patterns in new developments, except where not practical due to topography
- LU7c. The City shall permit limited retail/service uses to serve the neighborhood population base through the Planned Unit Development (PUD) process. Small establishments such as a neighborhood grocery, salon, Laundromat, and coffee shop, could be allowed.
- LU7d. The City should encourage the coordinated siting of transit/ pedestrian/ bicycle facilities throughout the city to accommodate users of these modes of transportation.
- LU7e. The City should require all new residential subdivisions to demonstrate a reasonable ability to access the transit system. All residential subdivisions shall be encouraged to incorporate transit facilities into their site design during site

plan review per Mason County Transit Authority recommendations and guidelines.

LU8. Encourage infill development.

LU8a. The City shall encourage infill development on vacant or underutilized land within existing urbanized areas through development regulations which will allow for innovative and creative approaches for providing affordable and infill housing including town homes, zero-lot line developments, mother-in-law apartments, accessory uses, etc., while maintaining the character of Shelton's neighborhoods.

LU8b. The use of upper-story apartments in downtown buildings shall be encouraged.

LU9. Maintain and establish opportunities for neighborhood improvements that increase livability and help to establish neighborhood identity.

LU9a. The City should encourage neighborhood improvement efforts through matching fund grants, local improvement districts, opportunities for community involvement in decision making, neighborhood town meetings, etc.

LU9b. The City should enhance neighborhood identities through signage, plantings, and workshops, etc.

LU9c. The City should take advantage of opportunities to provide for future parks and open space areas in both new and existing neighborhoods by purchasing or otherwise setting aside land for such uses early in the development process as consistent with the City's Park Plan.

LU10. The City should develop and maintain gateways or entry corridors to Shelton that provide a positive first impression to visitors, and that are a reflection of community pride for residents.

LU10a. Formally identify and designate the gateways leading into Shelton.

LU10b. The City should develop overlay requirements for each of the designated gateways that include design guidelines and performance standards that acknowledge the community desire of maintaining the feeling of Shelton as a small town.

LU10c. The City shall support the Port in the application of its own design guidelines for its Gateway District along US 101.

- LU10d. Commercial land uses permitted in the Gateway areas should be oriented toward the provision of tourist information and related services.
- LU10e. The City, in consultation with the Port and WSDOT, establish coordinated landscape standards for designated Gateway areas that emphasize the importance of retaining existing trees as key elements of Shelton's rural character.
- LU10f. The City shall work with private property owners and civic organizations to improve the appearance of gateways to the City.

LU11. Promote commercial infill and revitalization downtown, as well as new commercial development along Olympic Highway North and South (US 101).

- LU11a. The City shall implement regulations that allow for a full range and mix of general commercial and professional services downtown and along both the north and south ends of the Olympic Highway corridor.
- LU11b. The City shall coordinate with local commercial and economic development organizations in conducting a commercial land needs analysis at least every seven years, and amend the comprehensive land use map accordingly.
- LU11c. Regional commercial uses shall be focused toward the area near Wallace Kneeland Blvd. and the US 101 interchange until such time that a comprehensive market survey shows that additional land for regional commercial use is needed.
- LU11d. The City shall require developers to mitigate their project's impact upon the transportation system in the regional commercial area(s) prior to project approval in order to maintain safe and efficient traffic flow in the automobile oriented regional commercial area(s).
- LU11e. The City shall encourage nodal development and discourage strip development.

LU12. Acknowledge downtown as the center of retail shopping, professional, financial, and government services, as well as the stage to observe our cultural and architectural heritage.

- LU12a. The City should support improvements to upgrade the appearance of buildings and streets that are in keeping with our heritage.
- LU12b. The City should implement regulations that allow for a full range and mix of pedestrian oriented land uses in the downtown core.

- LU12c. The City should adopt design standards that will ensure that renovations and construction retain the physical design components that make downtown Shelton unique, and which discourage "cookie-cutter" type development.
 - LU12d. Pedestrian activity in downtown Shelton should be encouraged through the provision of safe and accessible sidewalks and curb-cuts, as well as bikeways and trails linking neighborhoods with natural features such as Oakland Bay and Goldsborough Creek as consistent with the Shelton Parks Plan, or other related circulation plans. The City should prepare and maintain a neighborhood circulation map to facilitate development of areas with trails and paths connecting nodes of the City.
 - LU12e. The City should promote the easy use of transit through convenient, well-marked and evenly distributed transit facilities and parking opportunities throughout downtown Shelton.
 - LU12f. Downtown Shelton shall be the appropriate area for city, county, and other governmental services.
 - LU12g. Preserve existing tree-lined streets and work to establish additional street-side plantings along downtown streets.
 - LU12h. Encourage the development of a "people place" in the downtown to serve as a gathering place including rest rooms, drinking fountain, town square, clock, public art, etc.
 - LU12i. The linear quality (grid pattern) of the downtown commercial area shall be emphasized by establishing focal points at key locations.
 - LU12j. The City shall support the development of information and incentive programs that aid property owners in improving their property consistent with our heritage.
- LU13. Recognize Shelton's regional commercial area as a significant part of Shelton and encourage inclusion of these areas into the City as a whole through regulations, including design review standards, which are consistent with those for other commercial areas.**
- LU13a. The City shall require adequate landscaping throughout regional commercial areas to complement the City of Shelton's existing natural appearance.

LU13b. The City should apply at least the same level of service standards for pedestrian facilities associated with regional commercial development as are applied in other commercial areas.

LU13c. The City should encourage the retention of trees and mature vegetation on those portions of sites not directly included as a part of building footprint and parking areas. Also, seek to retain existing mature vegetation as a part of parking lot landscaping whenever possible.

LU14. New development that includes a mix of residential and commercial uses is encouraged, subject to certain conditions.

LU14a. Residential uses in the Residential Commercial mix areas should be pedestrian oriented in nature, higher density types, and may occur either within the same structure with commercial uses or in separate structures on the site.

LU14b. Commercial uses in the Low intensity mixed use areas should be subject to design review to insure that commercial structures have an architectural character that is compatible with a residential neighborhood character.

LU15. Encourage new industrial growth in designated industrial areas.

LU15a. The City shall coordinate with the Port of Shelton to ensure that Port facilities are linked with the municipal sewer and water services necessary to attract and support additional industrial development and economic growth.

LU15b. The City should, in partnership with the Simpson Timber Company, prepare a waterfront development plan to:

- Promote the shared use of industrial facilities;
- Identify opportunities for public access and tourism enhancement;
- Integrate future use and development of industrial properties with state and local transportation planning; and
- Support and enhance the forest product and aquaculture industries.

LU15c. The City shall work with the Port to ensure that there is an adequate supply of industrial zoned land for sale and lease.

LU15d. The City should consider establishing a “Quicksites” project or similar effort to facilitate the permitting of designated economic development sites.

LU15e. Ensure that less intensive land uses located adjacent to Commercial-Light Industrial Mix areas are buffered from the greater intensity land use through the provision of adequate mitigation, including landscaping, as a part of site plans for these higher intensity uses.

LU16. Concentrate medical and education facilities in the Medical/Educational District.

LU16a. New medical and educational facilities should be directed to the Medical/Educational District.

LU16b. The City should revise/create design guidelines to promote campus-style development within the Medical/Educational District.

LU17. Strategically designate land suitable for new school facilities within areas where new residential neighborhood creation is desired.

LU17a. The City shall work with school district planners to identify opportunities for providing land for new school facility development within areas targeted for future neighborhood development.

LU18. Site essential public facilities in a manner consistent with County-wide Planning Policies and City policies.

LU18a. The City will not preclude the siting of essential public facilities; however, it shall enforce its Comprehensive Plan and development regulations to ensure reasonable compatibility with other land uses.

LU19. Support the operation of and development of Sanderson Field in accordance with an approved master plan.

LU19a. The City shall restrict uses in airport areas that would create hazards or conflict with safe and effective airport operations. Prohibit uses in airport areas which attract birds, create visual hazards, discharge any particulate matter into the air which could alter atmospheric conditions, emit transmissions which would interfere with aviation communications and/or Instrument Landing Systems, otherwise obstruct or conflict with airport operations or aircraft traffic patterns, or result in potential hazard for off-airport land use.

LU19b. Encourage those land uses in airport areas that would benefit from aircraft locations and are least affected by noise and other annoyances.

- LU19c. Discourage land uses in airport areas that are negatively impacted by airport operations. Decisions on zone reclassifications and land use development shall be partially based upon the noise hazards of aircraft operations and accident potentials.

- LU19d. The City should encourage continuing airport planning that considers expansion of existing airport facilities to meet changing needs.

III. Parks and Recreation Element

The “Basic Tenants” of the Vision Statement provided in the Introduction of this Comprehensive Plan highlight the community’s desire to foster open space networking, including recreational opportunities, districts, and landmarks, as well as preserve natural features. In particular, the community sees Shelton as:

- A community that protects and enhances its natural setting of forested hillsides, natural valley landscape, streams, waterfront, and mountains.
- A community with an open space network linking neighborhoods, business districts, civic landmarks, and recreational opportunities with trails, sidewalks, bike paths, and natural features.

Existing Conditions

The City of Shelton Parks and Recreation Plan was prepared in 1997. Its goals and policies have been incorporated into this element, and the plan is hereby incorporated for planning purposes into this Comprehensive Plan as the Parks and Recreation Element.

The City has eight developed park/recreation sites, including Brewer Park, Callanan Park, Johnson Park, Kneeland Park, Overlook Park, Post Office Park, Loop Field, the Huff and Puff Trail, and Sixth Street Park. Undeveloped park sites include the Pine Street Boat Launch and property dedicated to the City in conjunction with the approval of the Terrace Heights subdivision.

In addition to the City parks, community residents use the athletic fields and play equipment available at local schools. The City of Shelton and Shelton School District entered into an Memorandum of Understanding in 1996, outlining usage of each party’s resources for the community. Shelton School District facilities include:

- Shelton High School
- Oakland Bay Junior High School
- Olympic Middle School
- Bordeaux Elementary School
- Evergreen Elementary School
- Mountain View Elementary School
- Choice Alternative School

Other community facilities that offer meeting rooms to accommodate recreational and community programs include Public Utility District #3 Auditorium, Memorial Hall, and the National Guard Armory. Nearby recreational areas include Walker Park (one mile east of Shelton), Mason County Recreation Area (2 miles northeast of Shelton), Island Lake Access (1.3 miles north of Shelton), and Arcadia Point Boat Launch (7 miles east of Shelton). The City also offers a variety of youth, teen and adult recreation programs, such as softball, volleyball and basketball.

In addition to the designated City parks, the City is blessed with a wide range of open spaces and undeveloped lands. Many of these areas feature environmentally sensitive areas and are best left in their natural state. Some areas may be suitable for passive recreational activities such as walking, bird watching, etc.

Parks And Recreation Goals And Policies

P1. The City shall provide for public recreation facilities in a variety of geographic locations, to adequately serve all members of the public.

- P1a. The City shall conduct regular surveys of neighborhoods and parks to determine park locations, needs, and citizen preferences.
- P1b. The City should pursue opportunities to build parks at waterfront locations.
- P1c. The City shall prioritize possible new park locations by areas that are not currently served by parks and recreational facilities.
- P1d. Develop a fund to be used specifically for the purchase and maintenance of open space areas, which provide an opportunity to enjoy the benefits of Shelton's unique natural setting.

- P1e. Prepare a strategy for responding to landowners' offers of gifts of land, or other memorials to the City so that inquiries can be addressed quickly and consistently.
- P1f. Investigate selling small parcels of land owned by the City that are too small for park and recreation development, or are poorly located, so that the funds could be used to acquire lands conducive to the development of public open space areas.
- P1g. The City should pursue the acquisition of small parcels of land, especially near the downtown area, for use as mini parks.
- P1h. The City will endeavor to establish community parks to the number, size, and standards of the National Recreation and Park Association.
- P1i. The City should coordinate with Mason County to create and manage regional parks that will be available for and appeal to citizens throughout the City and County, as well as visitors to the area.

P2. The City shall provide facilities for a broad range of uses.

- P2a. As they are developed, the City should contain a balanced mixture of both passive and active facilities.
- P2b. It shall be a priority in parks development for each facility, to the extent possible, to provide a mixture of picnic areas, playgrounds, open space, and playfields for the enjoyment of Shelton's citizens.
- P2c. The City shall provide facilities for the use of large groups (e.g. picnic shelters) as desires are indicated through the citizen survey.
- P2d. The City should facilitate individual activities (e.g. running, walking, biking) as well as group functions.
- P2e. To the extent possible, parks should include amenities that appeal to several age groups within one park.
- P2f. Parks should support a variety of activities, through the provision and maintenance of such amenities as playground equipment, picnic/game tables, trails, benches, etc.

P3. The City should develop recreation programs that are appropriate and appealing to all age groups and ensure as broad participation in its programs as possible.

- P3a. The City should continue offering programs for youth, and expand these programs as the citizen survey indicates needs and desires.
- P3b. The City should explore the creation of programs for teens, in response to the citizen survey results.
- P3c. The City should continue offering programs for adults, and expand these programs as the citizen survey indicates needs and desires.
- P3d. The City should explore the creation of programs for seniors, in response to citizen survey results.
- P3e. The City shall produce quarterly brochures to advertise available programs and facilities, as well as existing media opportunities.
- P3f. To the extent possible, the City shall attempt to lower costs for program participation.
- P3g. The City shall remain accountable and responsive to community wants and needs.
- P3h. The City shall continue to offer its current athletic and fitness programs, and explore the expansion of such programs as indicated through survey results.
- P3i. The City shall continue to offer its current educational, enrichment, and excursion programs, and explore the expansion of such programs as indicated through survey results.
- P3j. The City shall pursue the desire for and development of outdoor / adventure programs, education, and excursions.
- P3k. The City should increase the opportunities for sedentary activities, as indicated through the citizen survey.
- P3l. The City shall pursue and continue cooperative efforts with Mason County, Shelton School District, and other community agencies for coordinated recreation programs.

P4. City shall dedicate funds and prioritize spending to ensure well-maintained parks, programs, and facilities.

- P4a. The City shall develop funding priorities to adequately maintain and develop facilities to established standards.
- P4b. The City shall establish a regular maintenance schedule for all facilities.
- P4c. Current and new parks equipment will be maintained and replaced on a regular basis.
- P4d. The City shall make it a priority to create and maintain adequate signage for each facility.
- P4e. The City shall explore the feasibility of utilizing volunteers and civic groups to maintain and enhance City parks.

P5. The City shall dedicate funds and coordinate with police and public safety organizations to ensure safe parks, programs, and facilities.

- P5a. The City shall coordinate with the Shelton Police Department to regularly patrol park facilities to ensure public safety.
- P5b. The City parks maintenance schedule should pay particular attention to security lighting and alternatives.
- P5c. The design and location of plantings and equipment in both new and renovated parks should enhance public safety.
- P5d. All parks facilities and equipment shall undergo regular inspections for safety, maintenance standards, and ADA compliance.
- P5e. New renovated facilities shall be designed to maximize accessibility for those with disabilities.

P6. The City shall as a part of this ongoing transportation planning and management, establish a multimodal circulation system to link park and recreation facilities, with designated open spaces and surrounding neighborhoods. Features of this system shall include pedestrian and bicycle linkages.

- P6a. Take advantage of opportunities to provide for future parks and open space areas in both new and existing neighborhoods by purchasing or otherwise

setting aside land for such uses early in the development process as consistent with the City's Park Plan.

- P6b. Encourage pedestrian activity in downtown Shelton through the provision of safe and accessible sidewalks and curb cuts, as well as bikeways and trails linking neighborhoods with natural features such as Oakland Bay and Goldsborough Creek as consistent with the Shelton Parks Plan, or other related circulation plans.
- P6c. Preserve existing tree-lined streets and work to establish additional street-side plantings along downtown streets.
- P6d. The City shall recruit and train volunteers to establish and update a comprehensive inventory of trails and sidewalks and to identify potential missing links of opportunities.

P7. Protect and enhance opportunities to enjoy Shelton's natural areas including forested hillsides, the natural valley landscape, streams, waterfront, views of mountains and developed park areas.

- P7a. Pursue grants to be used specifically for the purchase and maintenance of open space areas that provide an opportunity to enjoy the benefits of Shelton's unique natural setting.
- P7b. Identify key parcels of land for acquisition by the City in order to provide appropriate levels of public access to natural areas.
- P7c. Give priority to creating links between critical areas and designated open spaces.

IV. Transportation Element

Introduction

The Transportation Element of the City of Shelton Comprehensive Plan serves the important role of identifying the current and future facility needs of Shelton's transportation system. In addition to automobile oriented facilities, the Transportation Element addresses other modes of transportation including air, rail, pedestrian, and bicycle facilities.

As population growth is experienced in and around Shelton and its Urban Growth Area (UGA), the demands placed upon the transportation system can be expected to increase. By identifying those facilities that will require improvements in the future, the City can begin the process of identifying appropriate funding sources to ensure that improvements are made in a timely and cost-effective manner.

The Transportation Element includes an assessment of existing roadways and roadway level-of-service (LOS), transit service, non-motorized facilities, air and rail. Transportation conditions expected to occur over the next 20 years are projected so that future improvements can be identified in the City's Six-Year Transportation Improvement Plan (TIP) and Capital Facilities Plan.

Goals and Policies, presented at the end of the Transportation Element, have been developed to guide how the City will respond to additional growth pressures upon the transportation network. Generally speaking, new development will be required to accept responsibility for its impacts to Shelton's roadways, and play an active role in future transportation improvements. Under the Growth Management Act, any new development that is projected to cause a transportation facility to drop below a locally-adopted LOS standard cannot be permitted unless specific actions are taken to mitigate the projected impacts in a timely manner. In addition, policies to address the impact of growth on existing capacity ensure that an unfair burden is not placed on the single project that causes service to finally fall below the adopted LOS standard. These policies will help to ensure that existing taxpayers are not unfairly burdened with the costs associated with accommodating new population growth in the City of Shelton. It should be recognized, however, that the implementation of such policies can require significant commitment of City resources.

The Transportation Element of the Comprehensive Plan also seeks to understand the impacts of increased population and traffic growth from outside the greater Shelton area. Coordination with the long-range plans of Mason County, the Peninsula Regional Transportation Planning Organization (PRTPO), and the Washington State Department of Transportation (WSDOT), is critical in the development of a meaningful plan for Shelton's future transportation system.

Planning Context

Growth Management Act

Transportation planning at the State, County and local levels is subject to the provisions of the Washington State Growth Management Act (GMA). In addition to requiring consistency with the land use element, the GMA requires that the Transportation Element of the City's Comprehensive Plan include:

- An inventory of facilities by mode of transport
- LOS calculations to aid in determining the existing and future operating conditions of the facilities
- Proposed actions to bring deficient facilities into compliance with adopted LOS standards
- Future traffic forecasts
- Identification of transportation infrastructure needs to meet current and future demands
- Funding analysis for needed improvements, as well as identification of possible additional funding sources
- Identification of intergovernmental coordination efforts
- Identification of Transportation Demand Management (TDM) strategies as available

The Growth Management Act also requires that public facilities must be adequate to support new growth and development or that improvements be made to maintain established levels of service. In terms of transportation impacts, this requirement, also known as concurrency, must be met within six years of development approval. If the existing roads and intersections cannot accommodate new growth without creating unacceptable congestion and delays, then development approval may be conditioned upon the project sponsor making improvements or contributing a pro rated share toward the future improvements necessary to maintain the established levels of service. In addition to construction of new capital facilities, new

developments may also be required to support improved transit service, TDM strategies, or Transportation System Management (TSM) strategies.

Land Use Assumptions

In order to serve as a realistic guide to the future transportation needs of the City of Shelton, the Transportation Element must relate directly to both the existing and projected future land uses within Shelton and its UGA.

Because certain land uses can be expected to generate more vehicular traffic and daily trips than others, the proposed locations for future land uses as indicated in the Land Use Element of the Comprehensive Plan, were taken into account in the development of future traffic projections.

Inventory of Existing Facilities and Services

Roadways

Functional Classification

Based on state law, cities and counties are required to adopt a street classification system that is consistent with State and Federal guidelines. In the State of Washington, these requirements are codified in RCW 35.78.010 and RCW 47.26.090. Each local jurisdiction is responsible for defining its transportation system into the following functional classifications: Freeway, Principal Arterial, Minor Arterial, and Collector. All other roadways are Local Access streets. Figure 11 shows the adopted City of Shelton functional classification for existing roadways. The City of Shelton roadways classifications are summarized as follows.

Freeway/Interstate is a multi-lane, high-speed, high-capacity roadway intended exclusively for motorized traffic. Typically, freeways have two or more lanes for traffic in each direction and road crossings are grade-separated. All access is controlled by interchanges. Within the City of Shelton, US 101 is fully access controlled and classified as a freeway. US 101 provides access to the Olympic Peninsula to the northwest, the Aberdeen/Hoquiam area to the southwest, and Olympia and Interstate 5 (I-5) to the southeast.

Principal Arterial (also called Major Arterial) is an inter-community roadway that connects major community centers and facilities, and is often constructed with limited direct access to abutting land uses. The primary function of Principal Arterials is to provide a high degree of vehicular mobility; however, they may play a minor role in providing land access. Principal Arterials serve high-volume corridors, carrying the greatest portion of through or long-distance traffic within a city, serving inter-community trips that connect major activity centers. On-street parking is limited to improve capacity for through traffic. Generally, Principal Arterials are usually multi-lane facilities and have traffic signals at intersections with other arterials. They

typically are provided with sidewalks and planting strips. The selected routes should provide an integrated system for complete circulation of traffic, including ties to the major highways entering the urban area.

Principal Arterials serve as key elements to the City of Shelton's transportation network, connecting the City's employment and residential centers. The following roadways are designated as Principal Arterials within the City of Shelton.

- Wallace Kneeland Boulevard, between US 101 and Shelton Springs Road
- Olympic Highway North, between Wallace Kneeland Boulevard and Alder Street
- Alder Street, between Olympic Highway North and First Street
- First Street, between Alder Street and Railroad Avenue
- Railroad Avenue, between US 101 and First Street
- SR 3 (Pine Street/Front Street/Railroad Avenue/First Street/Olympic Highway South), between the northeast UGA boundary and the south UGA boundary

Minor Arterial is an intra-community roadway, bounded by the principal arterial system that connects centers and facilities within the community and serving some through traffic, while providing a greater level of access to abutting properties. They can typically be found in residential, commercial and industrial areas. Minor Arterials connect with other arterial and collector roads extending into the urban area, and tend to serve less concentrated traffic-generating areas, such as neighborhood shopping centers and schools. Minor Arterial streets serve as boundaries to neighborhoods, and generally have greater right-of-way and wider traffic lanes than residential streets. They often have continuous left-turn lanes and are normally provided with sidewalks and planting strips. Provision for on-street parking varies by location. Although the predominant function of Minor Arterial streets is the movement of through-traffic, they also provide for considerable local traffic with origins or destinations at points along the corridor.

Minor Arterials also play an important role in connecting US 101 and SR 3 and the principal arterials with other arterials, neighborhoods, and commercial centers. The following roadways are classified as Minor Arterials within the City of Shelton:

- N 13th Street/Brockdale Road, between C Street and the northern UGA boundary
- Wallace Kneeland Boulevard, between Shelton Springs Road and Brockdale Road

- John's Prairie Road, between Brockdale Road and the eastern boundary of the UGA
- C Street, between Olympic Highway North and 13th Street
- Arcadia Avenue, between Lake Boulevard and Arcadia Road
- Arcadia Road, between Arcadia Avenue and the eastern UGA boundary

Collector is a roadway designed to fulfill both functions of mobility and land access. Collectors typically serve intra-community trips connecting residential neighborhoods with each other or activity centers, while also providing a high degree of property access within a localized area. Collector roadways serve as the means of connecting neighborhoods into the Principal/Minor Arterial system. They do not carry high volumes of traffic, but are an important means of transporting people to the main roadway system. Additionally, Collectors provide direct services to residential areas, local parks, churches and areas with similar land uses. Collectors may be separated into Major and Minor designations according to the degree of travel between areas and the expected traffic volumes. Typically, right-of-way and paving widths are narrower for Collectors than Arterials. They may only be two lanes wide and are quite often controlled with stop signs. Spacing of Collector roadways is generally less than one mile. The City of Shelton further defines Collectors as Major Collector and Minor Collector.

The Major Collectors in the City of Shelton include:

- Shelton-Spring Road, between US 101 and Brockdale Road
- K Street, between Olympic Highway North and Northcliff Road
- Northcliff Road/First Street, between Brockdale Road and Alder Street
- 7th Street/Angleside Road, between Alder Street and Turner Avenue
- Front Street/Kneeland Street, between Railroad Avenue and First Street
- Turner Avenue, between 16th Street and SR 3
- Lake Boulevard/Pioneer Way, between southern UGA boundary and SR 3
- Shelton-Matlock Road, between US 101 and western UGA boundary

Minor Collectors serve the same general function as Major Collectors, but experience lower volumes of traffic. The Minor Collectors in the City of Shelton include:

- Poplar Street, between Tobin Avenue and Fogerty Street
- Tobin Avenue, between Chestnut Street and Poplar Street
- Fogarty Avenue, between Chestnut Street and Poplar Street
- Park Street/Chestnut Street, between Magnolia Street and Fogerty Street
- Magnolia Street, between San Joaquin Avenue and Chestnut Street
- Otter Street, San Joaquin Avenue and Chestnut Street
- San Joaquin Avenue, between Northcliff Road and Otter Street
- 10th Street/Highland Drive, between Wyandotte Avenue and 7th Street
- Wyandotte Avenue/2nd Avenue/Delaware Street, between 10th Street and Pioneer Way
- Fairmount Avenue, between SR 3 and the eastern UGA boundary
- Cascade Avenue/Mason Street/Dickinson Avenue, between SR 3 and Puget Street
- Puget Street, between Dickinson Avenue and Fairmount Avenue
- SR 102/Dayton Airport Road, between US 101 and the western UGA boundary
- W Shelton Valley Road, between Shelton-Matlock Road and the western UGA boundary

Local Access Street is a roadway designed with a primary function of providing access to residents. Typically, local access streets are only a few blocks long and are relatively narrow. All roadways in the City of Shelton that have not been designated as a Freeway, Arterial or a Collector roadway are considered to be local access streets. Local access streets make up the majority of the miles of roadway. Spacing of neighborhood collectors that are local streets but carry higher traffic volumes are typically less than one-half mile.

State Highways

There are three highway facilities within the Shelton UGA: SR 3, US 101, and SR 102. SR 3 runs roughly north-south on the east side of the City near the waterfront, US 101 runs north-south along the west side of the City, and SR 102 runs east-west within the northwest corner of the UGA. SR 3 begins at milepost 348.95 on US 101 south of the City and runs north to the City of Bremerton and continues northerly through the Kitsap Peninsula to SR 104 and the Hood Canal Bridge. As the highway passes through the City it is a two-lane urban arterial with 6

signalized intersections and some sidewalks. The total length of SR 3 within the City limits and UGA is 2.8 miles. US 101 begins on the Columbia River near Ilwaco and encircles most of the Olympic Peninsula passing through the City of Shelton and ending at I-5 in the City of Olympia. As the highway passes through the City it is a two-lane roadway with access control. The total length of US 101 within the City limits and UGA is 5.4 miles. SR 102 begins at SR 101 on the north side of Sanderson Field and runs westward 2.8 miles to its terminus. It is a 2-lane roadway primarily serving as access to the Washington State Patrol Training Facility and Washington State Corrections Center. The PRTPO classifies the highway as a roadway of Regional Significance. The total length of SR 102 is 2.5 miles of which 0.6 mile is within the UGA.

In 1998, Highway of Statewide Significance (HSS) legislation was passed by the Washington State Legislature and codified as RCW 47.06.140. Highways of Statewide Significance are those facilities deemed to provide and support transportation functions that promote and maintain significant statewide travel and economic linkages. The legislation emphasized that these significant facilities should be planned from a statewide perspective (WSDOT 2002). Thus, LOS requirements for HSS highways are not subject to local standards. Both SR 3 and US 101 are HSS facilities within the City of Shelton.

Traffic Control

Traffic signals located within the City of Shelton are owned both by the City and by WSDOT. Signals currently under the jurisdiction of WSDOT are located at the following intersections:

- SR 3 and Cascade Avenue
- SR 3 (1st Street) and Mill Street
- SR 3 (1st Street) and Cota Street
- SR 3 (1st Street) and Railroad Avenue
- SR 3 and Arcadia Avenue
- Olympic Hwy North and Wallace Kneeland Boulevard

Signals currently under the jurisdiction of the City of Shelton are located at the following intersections:

- Railroad Avenue and 4th Street
- Railroad Avenue and 7th Street

- Alder Street and 7th Street
- Olympic Hwy North and K Street
- N 13th Street and K Street
- Shelton Springs Road and Wallace Kneeland Boulevard
- Wallace Kneeland Boulevard and Wal-Mart and Kneeland Plaza entrance

Truck Routes

Preferred routes for freight movement for the City of Shelton are illustrated in Figure 12. The figure shows the all the designated truck routes, which apply to semi-tractor trailers, as well as the emergency weight restriction routes. These route designations are based upon the typical origins and destinations of freight transport within the City, as well as identification of roads built to adequate design standards for large trucks. Trucks are restricted to the emergency weight restriction routes when freeze-thaw conditions exist. This prevents excessive degradation to City streets by restricting heavy vehicle movement at the time when pavement is most vulnerable to damage.

Transit Service

The Mason County Transportation Authority (MCTA) services the transit needs for the citizens of the City of Shelton. Mason Transit offers four types of service:

1. **Route Service** – Scheduled fixed route bus service.
2. **Route Deviation** – For citizens with limited mobility that makes it difficult to access transit stops and routes, most schedules allow transit to deviate a limited distance off route. Citizens need to call Mason Transit in advance for this service.
3. **Express Route Service** – This service operates on peak commuter runs between Olympia and Shelton, with limited stops and route deviations.
4. **Dial-A-Ride** - Service is available for customers who experience difficulty using regular routed service. Citizens need to call Mason Transit to make reservations for this service.

At this time, no fares are collected on routes operating within Mason County. A fare of \$1.00 per one-way trip is collected on routes to and from Olympia, Bremerton and Brinnon in Jefferson County. The “free fare” service is paid for solely from 6/10th of one-cent sales tax revenues levied specifically for transit within Mason County.

All Mason Transit vehicles are equipped with bike racks and with wheelchair lifts. Transit service within the City of Shelton and UGA is summarized in Table IV-1 and shown in Figure 13.

Port of Shelton

Marine Facilities

The Port of Shelton owns and administers a marine facility in the City of Shelton. The port dock, which is leased by the Shelton Yacht Club, is located on the northern portion of Oakland Bay off of SR 3. The Yacht Club facility includes moorage for members and non-members, as well as a small dock for transient moorage. The small visitors dock is also open to the general public for access to Shelton’s waterfront.

The Simpson Timber Company’s waterfront operation includes a barge loading facility for hauling sawdust to Tacoma. Log rafts are also assembled and transported from Oakland Bay by the Simpson Timber Company and the Manke Lumber Company via private tugboats.

A public boat launch owned by the City of Shelton exists near the Yacht Club, where the Pine Street right-of-way extends out to Oakland Bay. The launch is concrete, and not accessible during periods of low tide.

Table IV-1: Existing Transit Service

Route Number	Description	Days of Service	Frequency of service
1	Shelton to Belfair Via SR 3 (connections to Bremerton)	Monday through Saturday	Four round trips per day on weekdays. Three round trips per day on Saturday
2	Shelton to Belfair Via SR 106 (connections to Bremerton)	Monday through Saturday	Three northbound and two southbound trips per day on weekdays. Two trips per day each direction on Saturday.
5	Shelton South Loop	Monday through Saturday	12 round trips per day (one hour headway)
6	Shelton to Olympia/Olympia to Shelton (connections with Intercity, Grays Harbor and Pierce Transit)	Monday through Saturday	Eight trips per day each direction on weekdays. Four trips per day each direction on Saturday.
7	Shelton North Loop	Monday through Saturday	11 round trips per weekday (one hour headway). Five trips per day on Saturday.
8	Shelton to Brinnon (connections with Jefferson Transit)	Monday through Friday	Two round trips per day.

Source: Mason County Transportation Authority, Transit System Schedule, effective in 2007.

Air Facilities

The Port of Shelton's Sanderson Field is located in the City's UGA at an elevation of 278 feet, and serves as Mason County's only public airport. The facility was originally developed as a 1,082 acre U.S. Naval Auxiliary Air Station fighter training base during World War II. In 1957, the facility was quitclaimed to the Port of Shelton, and was maintained by the Civil Air Patrol. In 1966, the site was officially named Sanderson Field and has since been managed by the Port of Shelton.

The Airport Master Plan was updated in 1997. While the majority of users of Sanderson Field come from the Mason County area, the airport also serves a customer base from outside the area because it is the only general aviation airport within a radius of 45 statute miles that is capable of handling corporate aircraft.

Rail Service

Rail America and the Simpson Logging Railroad (SLR) provide freight service in Mason County and the City of Shelton. Primary operations for Rail America and SLR are centered in the

Simpson Plywood Mill. Rail America operates rail lines extending from Grays Harbor County and the City of Aberdeen, northeast through Mason County and the City of Shelton, and continuing northeast to Kitsap County and the City of Bremerton, along tracks owned by the United States Government. The SLR is owned and operated by the Simpson Plywood Mill. SLR track extends from the Simpson Mill westbound through Mason County and then northbound through Grays Harbor County.

Limited Rail America facilities are also available north of Shelton at the Port of Shelton's John's Prairie industrial site. Current use at this site involves the loading of finished Douglas-fir poles for distribution to regional, national, and international markets.

The United States Navy owns the railroad line from the south line of Goldsborough Creek north to Bremerton. Any future projects or development affecting these tracks will require coordination with the United States Navy.

Pedestrian and Bicycle Facilities

The core area of downtown Shelton provides an extensive sidewalk network along most major corridors. The east side of Front Street (SR 3) is the only principal arterial in the central business district (CBD) that does not have a sidewalk, although it does have wide shoulders that permit pedestrian and bicycle traffic. All signalized intersections in the downtown core have pedestrian crossing signals. No formal LOS measurement is currently available for non-motorized facilities, and informal observation indicates that bicycle and pedestrian facilities are not adequate. As the facilities are expanded and continued connections take place, it is expected that they will see additional use.

A number of smaller, informal trail systems link many of the City's neighborhoods with the downtown area, and with natural features such as creeks. A majority of these trails occur on privately owned property. While the level of accessibility and maintenance on these trails is limited, they appear to play an important role in the lives of citizens who use them frequently for recreation and access between neighborhoods and downtown.

It is anticipated that the City will seek local volunteers or a non-profit group to assist in the preparation of a detailed sidewalk and trail inventory. This will enable the City to identify missing links and prioritize future trail improvements, sidewalk construction, and property acquisition.

Analysis of Existing Conditions

Existing Traffic Volumes

The City identified nine critical intersections for LOS analysis within the City Limits. US 101 was additionally identified for highway LOS analysis. Traffic volumes for locations along state highways were obtained from WSDOT. Volumes for other locations were obtained from existing City of Shelton counts, and by additional counts ordered by the City. These counts were completed in 1997 for the intersection of Olympic Highway South and Arcadia Avenue, in 1999 for the intersection of First Street and Railroad Avenue, and in 2002 for the other seven intersections. Figure 14 shows the locations and respective 2002 traffic volumes at selected intersections within the City Limits.

An Average Daily Traffic (ADT) count was obtained from WSDOT for US 101 within the City Limits. The most recent count available for this location was taken in 2000, and it indicates a two-directional ADT on US 101 of 15,300 vehicles per day.

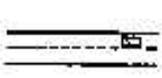
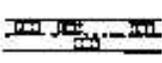
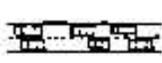
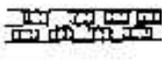
To analyze traffic conditions within the UGA, 11 intersections were identified for LOS analysis. PM peak hour traffic counts for these intersections were taken on a typical weekday of January 2007 with no unusual weather related conditions. Figures 14a and 14b show the locations and respective 2007 traffic volumes of the intersections for the UGA Plan. After reviewing the count data, the volumes for the intersection of Wallace Kneeland Boulevard and Olympic Highway were found to be an anomaly and the 2002 counts were used instead with an adjustment factor. Traffic counts for the intersections on Shelton-Mattlock Road were conducted in 2006 and obtained from WSDOT.

LOS Analysis

LOS Approach

LOS is a quantitative measure, and is the primary measurement used to determine the operating condition of a roadway segment or intersection. LOS is calculated by comparing the actual number of vehicles using a roadway (volume of traffic) to its carrying capacity. The *Highway Capacity Manual* (HCM, Transportation Research Board 2000) is the recognized source for the techniques used to measure transportation facility performance. Using the HCM procedures, the quality of traffic operation is graded into one of six LOS designations: A, B, C, D, E, or F. LOS A represents the best range of operating conditions and LOS F represents the worst. Table IV-2 summarizes the characteristic traffic flow for the varying LOS.

Table IV-2: Characteristic Traffic Flow for Varying Levels-of-Service

Level-of-Service		Characteristic Traffic Flow
A		Free flow – Describes a condition of free flow with low volumes and high speeds. Freedom to select desired speeds and to maneuver within the traffic stream is extremely high. Stopped delay at intersections is minimal.
B		Stable flow – Represents reasonable unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tensions.
C		Stable flow – In the range of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. The selection of speed is now significantly affected by interactions with others in the traffic stream, and maneuvering within the traffic stream required substantial vigilance on the part of the user. The general level of comfort and convenience declines noticeably at this level.
D		Stable flow – Represents high-density, but stable flow. Speed and freedom to maneuver are severely restricted, and the driver or pedestrian experiences a generally poor level of comfort and convenience- Small increases in traffic flow will generally cause operational problems at this level.
E		Unstable flow – Represents operating conditions at or near the maximum capacity level. Freedom to maneuver within the traffic stream is extremely difficult, and it is generally accomplished by forcing a vehicle or pedestrian to “give way” to accommodate such maneuvers. Comfort and convenience levels are extremely poor, and driver or pedestrian frustration is generally high. Operations at this level are usually unstable, because small increases in flow or minor disturbances within the traffic stream will cause breakdowns
F		Forced flow – Describes forced or breakdown flow, where volumes are above theoretical capacity. This condition exists wherever the amount of traffic approaching a point exceeds the amount that can traverse the point. Queues form behind such locations, and operations within the queue are characterized by stop-and-go waves that are extremely unstable. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclical fashion.

Source: Highway Capacity Manual 1997

LOS for intersections is determined by the average amount of delay experienced by vehicles at an intersection. Table IV-3 summarizes the LOS criteria for signalized intersections.

Table IV-3: LOS Criteria for Signalized Intersections

LOS	Average Delay per Vehicle (seconds/vehicle)
A	≤ 10

LOS	Average Delay per Vehicle (seconds/vehicle)
B	> 10 – 20
C	> 20 – 35
D	> 35 – 55
E	> 55 – 80
F	> 80

Source: Transportation Research Board 2000

For two-way stop-controlled intersections, LOS depends on the amount of delay (average delay per vehicle) experienced by drivers on the minor (stop-controlled) approach. All-way stop-controlled intersections require drivers on all approaches to stop before proceeding into the intersection. LOS for all-way stop-controlled intersections is determined by the average delay per vehicle for all movements.

The LOS criteria for stop-controlled intersections have different threshold values than those established for signalized intersections, primarily because drivers expect different levels of performance from distinct types of transportation facilities. In general, stop-controlled intersections are expected to carry lower volumes of traffic than signalized intersections. Thus for the same LOS, a lower level of delay is acceptable at stop-controlled intersections than it is for signalized intersections. Table IV-4 summarizes the LOS thresholds for both two-way and all-way stop-controlled intersections.

Table IV-4: LOS Criteria for Stop-Controlled Intersections

LOS	Average Delay per Vehicle (seconds/vehicle)
A	≤ 10
B	> 10 – 15
C	> 15 – 25
D	> 25 – 35
E	> 35 – 50
F	> 50

Source: Transportation Research Board 2000

LOS analysis was also performed for US 101, which is a two-lane rural highway. The LOS for two-lane rural highway segments is calculated using average two-way volumes for the peak

hour, and the LOS criteria is based on Percent Time-Spent-Following (PTSF) and the Average Travel Speed, as summarized in Table IV-5. It should be noted, however, that the City may, in consultation with WSDOT and the County, be examining the feasibility of adding a new highway interchange to serve the community and/or improvements to SR 3.

Table IV-5: LOS Criteria for Two-Lane Rural Highways

LOS	Average Time Spent Following Another Vehicle (percent)	Average Travel Speed (miles/hour)
A	≤35	>55
B	>35 – 50	>50 – 55
C	>50 – 65	>45 – 50
D	>65 – 80	>40 – 45
E	>80	≤40
F	Applies whenever the flow rate exceeds the segment capacity	

Source: Transportation Research Board 2000

LOS Standard

The City has adopted LOS D as the LOS standard for all City roadways. The LOS standards are consistent with PRTP standards, and were established through a process of citizen education, discussion, participation and review. WSDOT has adopted LOS D as the standard for US 101 and SR 3.

By adopting minimum LOS standards for the City’s roadways, Shelton has committed to an LOS that must be maintained as new development occurs. As new development is proposed and impacts assessed, developers and/or the City must mitigate transportation impacts to ensure that LOS does not fall below the standard. As set forth in GMA, Shelton has developed a Concurrency Management Ordinance based upon this plan, which specifies how definition of impacts and mitigation should take place.

LOS Analysis of Existing Conditions

The following assumptions were made for intersection LOS analysis:

- Traffic signal timing and phasing – All traffic signals are fully actuated, except possibly Railroad Avenue and 7th Street. WSDOT provided phasing and timing data for signals located at state highways. The City of Bremerton who maintains the City’s signals provided the following defaults for the other signals: yellow time = 3.5 seconds; all-red time = 1 second; and minimum cycle length = 60 seconds.
- Peak-hour factor – A peak-hour factor (ratio of the highest 15-minute volume to peak-hour volume) of 0.94 was utilized. This value was derived from peak hour traffic counts.
- Percent heavy vehicles – Percent of heavy vehicles (percentage of heavy trucks and buses as part of total traffic) of 3 percent was utilized for analysis. This value was derived from traffic mix data included with the 2002 City traffic counts.

Table IV-6 summarizes the results of existing intersection LOS within the City Limits, which is based upon average delay for all critical traffic movements at an intersection. Thus, specific directions of traffic movements may experience more delay than the composite LOS measure shows.

Table IV-6: Existing (2002) PM Peak Hour Intersection LOS Within City Limits

	Intersection	Traffic Control	Average Delay (sec/veh)	LOS
1	Olympic Highway N and Wallace Kneeland Boulevard	Signal	38	D
2	Olympic Highway N and K Street	Signal	11	B
3	N 13 th Street and K Street	Signal	13	B
4	Seventh Street and Alder Street	Signal	20	C
5	First Street and Railroad Avenue	Signal	8	A
6	First Street and Turner Avenue	Eastbound Stop Controlled	37	E
7	First Street and Mill Street	Signal	21	C
8	SR 3 and Arcadia Avenue	Signal	16	B
9	Seventh Street and Railroad Avenue	Signal	8	A

Analysis shows that under 2002 existing conditions, all City intersections studied operate at LOS D or better, with the exception of the unsignalized intersection at First Street and Turner Avenue. However, traffic signals on First Street at both Mill Street and Railroad Avenue may provide adequate gaps for the westbound traffic at this location.

Table IV-7 summarizes the results of the existing intersection LOS analysis within the Shelton UGA. This analysis shows that under existing conditions (2007), all intersections operate at LOS D or better, with the exception of the stop controlled intersection at N Shelton Spring Road/W Alpine Way and N 13th Street. The westbound approach on W Alpine Way is operating at LOS F during the PM peak hour.

Table IV-7: Existing (2007) PM Peak Hour Intersection LOS Within Shelton UGA

	Intersection	Traffic Control	Average Delay (sec/veh)	LOS
U1	E Wallace Kneeland Boulevard and Olympic Highway N	Signal	31	C ¹
U2	E Wallace Kneeland Boulevard and N Shelton Spring Road	Signal	7	A
U3	N Shelton Spring Road /W Alpine Way and N 13th Street	Eastbound/ Westbound Stop Controlled	59	F
U4	E Wallace Kneeland Boulevard and N 13th Street	All-way Stop Controlled	16	C
U5	E Batstone Cutoff Road and E Brockdale Road	Eastbound/ Westbound Stop Controlled	19	C
U6	E Shelton Spring Road and E Island Lake Drive	Southbound Stop Controlled	12	B
U7	E Shelton Spring Road and US 101	Westbound Stop Controlled	14	B
U8	W Sanderson Way and US 101	Eastbound Stop Controlled	12	B
U9	W Dayton Airport Road/SR 102 and US 101	Eastbound Stop Controlled	11	B
U10	Shelton-Matlock Road and US 101 Northbound Ramps	Northbound Stop Controlled	14	B
U11	Shelton-Matlock Road and US 101 Southbound Ramps	Northbound Stop Controlled	16	B

¹The new version of the LOS analysis software resulted in an improved LOS as compared to the 2002 analysis.

LOS of US 101

LOS analysis of US 101, adjacent to the City of Shelton, was based upon the average two-way hourly volume of 638 vehicles per hour. Typical heavy vehicle percentages of 6 percent trucks and 3 percent recreational vehicles were assumed. The terrain is rolling with truck passing lanes.

Analysis of these existing conditions on US 101 indicates that it operates at LOS D, with an average travel speed of 40 miles per hour. The posted speed is 60 mph, and 45 mph west of the Wallace Kneeland overpass.

Accident Summary

Identification of the highest accident locations in the City of Shelton is based upon four years (1998 through 2001) of accident data collected and compiled by the WSDOT Transportation Data Office. This WSDOT database records accidents only by location, not by type or severity. A total of 712 accidents (average 178 per year) were recorded for the City over the four-year period. Table IV-8 summarizes the intersections that experienced an average of one accident per year or higher during that time.

The City has also identified the intersection of SR 3 (1st Street) and Park Street as a location with high accident potential. This is due primarily to poor sight distance at this intersection combined with a significant number of semi-tractor trailer trucks that pass through this location heading to and from Mill Street.

Table IV-8: Highest Accident Locations Within Shelton City Limits

Intersection		Four-Year Accident Total (1998 – 2001)	Average No. Accidents per Year
Wallace Kneeland Boulevard	Olympic Highway N	19	4.75
Wallace Kneeland Boulevard	Shelton Springs Road	19	4.75
7 th Street	Railroad Avenue	18	4.5
K Street	Olympic Highway N	15	3.75
4 th Street	Railroad Avenue	13	3.25
1 st Street	Alder Street	11	2.75
7 th Street	Alder Street	10	2.5
4 th Street	Cedar Street	8	2

Intersection		Four-Year Accident Total (1998 – 2001)	Average No. Accidents per Year
13 th Street	Alpine Way	7	1.75
13 th Street	Shelton Springs Road	7	1.75
1 st Street	Pine Street	7	1.75
3 rd Street	Alder Street	7	1.75
4 th Street	Franklin Street	7	1.75
5 th Street	Franklin Street	7	1.75
1 st Street	Park Street	6	1.5
4 th Street	Alder Street	6	1.5
5 th Street	Railroad Avenue	6	1.5
8 th Street	Railroad Avenue	6	1.5
A Street	Olympic Highway N	6	1.5
B Street	Olympic Highway N.	6	1.5
10 th Street	Railroad Avenue	5	1.25
13 th Street	K Street	5	1.25
1 st Street	Franklin Street	5	1.25
2 nd Street	Cota Street	5	1.25
5 th Street	Cedar Street	5	1.25
7 th Street	Cedar Street	5	1.25
7 th Street	Franklin Street	5	1.25
Arcadia Avenue	Summit Drive	5	1.25
Batstone Cutoff Road	Brockdale Road	5	1.25
Pioneer Way	Harvard Street	5	1.25
Wallace Kneeland Boulevard	Kneeland Plaza Access	5	1.25
Wallace Kneeland Boulevard	Wal-Mart Parking Lot	5	1.25

The five-year (2002 through 2006) accident data for the analysis intersections in the Shelton UGA was compiled and provide by the WSDOT Transportation Data Office. Table IV-9 summarizes the intersections that experienced an average of one accident per year or higher during that time. As shown in Table IV-8 and IV-9, the intersection of E Wallace Kneeland Boulevard and Olympic Highway N and intersection of E Wallace Kneeland Boulevard and N

Shelton Springs Road both experienced a substantial increase in the accident rate from 1998 to 2006.

Table IV-9: Intersection Accidents Within Shelton UGA

Intersection		Five-Year Accident Total (2002 – 2006)	Average No. Accidents per Year
E Wallace Kneeland Boulevard	Olympic Highway N	51	10.2
E Wallace Kneeland Boulevard	N Shelton Springs Road	34	6.8
E Wallace Kneeland Boulevard	N 13th Street	22	4.4
Shelton-Matlock Road	US 101 Southbound On-Ramp	13	2.6
E Shelton Spring Road	US 101	6	1.2
N Shelton Spring Road	N 13th Street	5	1
W Dayton Airport Road/SR 102	US 101	5	1

Summary of Existing Deficiencies

All signalized intersections were found to be operating at acceptable LOS during the weekday PM peak hour, except the unsignalized intersection at 1st Street and Turner Avenue. The LOS of US 101 was also found to be adequate.

Though LOS at the intersection of 1st Street and Park Street meets the City's adopted standard, it has been identified as a high accident location. The recommended Transportation Plan should address the safety issues at this location.

Under 2007 existing conditions, the intersection LOS analysis performed for the UGA Plan shows that all intersections operate at LOS D or better, with the exception of the stop controlled intersection at N Shelton Spring Road/W Alpine Way and N 13th Street.

Roadway conditions on many of the arterials and throughout downtown have not been upgraded to urban standards (i.e., curb, gutter, sidewalks, road surface, and closed drainage). While these conditions do not affect the LOS, they do influence the perception of the community. Lack of sidewalks deters pedestrians and bicyclists from utilizing other viable modes of transportation.

Analysis of Future Conditions

Traffic Volume Forecasts for 2004 Comprehensive Plan

Analysis of future conditions required that traffic volumes be forecast for the years 2008 and 2022. Traffic growth tends to slightly exceed population growth depending on the area. The Shelton area is isolated and the commercial and residential areas are very small in size and traffic volumes would be anticipated to closely approximate population growth. An analysis of population growth over the 1990 to 2000 time period showed a 1.7% growth rate. The City of Shelton *Water System Comprehensive Plan* (October 2002) and the *Water and Sewer Regional Plan* (November 2001 and thereafter amended in 2005 and 2006) assumed a population growth rate of 2%. Based on this analysis a 2% traffic volume growth rate was assumed for City intersections. Examination of historical traffic trends in the area indicates that 2% represents the upper end of the range of likely growth rates.

Figure 15 presents the projected intersection traffic volumes for 2008, and Figure 16 presents the projected intersection traffic volumes for 2022, based on the assumed 2% growth rate.

Applying the growth rate assumption to US 101 results in projected ADT volumes of 17,300 vehicle per day in 2008, and 22,800 vehicles per day in 2022.

Traffic Volume Forecasts for UGA Plan

Two analysis periods were selected to analyze future traffic conditions for the UGA, a short range, year 2013 consistent with a 6-year plan analysis and a long range, year 2025 consistent with Mason County's long-range population forecasts. A growth rate of 2 percent was used consistent with the Comprehensive Plan for the short-range analysis, which would also be more consistent with current growth. This growth rate was applied to current 2007 traffic volumes. Figures 14a and 15a present the projected intersection traffic volumes for 2013.

After completion of the Shelton Comprehensive Plan, Mason County distributed population targets for the 2005 to 2025 period. Analyzing the City of Shelton's target population, assigned by the County, a growth rate for build out would be 3% per year. However most of the long-range growth would occur within the UGA rather than throughout the City, thus a more detailed analysis of the appropriate growth rate for each of the analysis intersections was conducted. The UGA area was segregated and employment and residential unit development were considered. Seven zones were created as follows: east of Northcliff Road and south of John's Prairie, surrounding Island Lake, Sanderson Field, west of the US 101 and south of Sanderson Field and north of Goose Lake, south of Goose Lake, surrounding the Shelton Mattlock and US 101 interchange, and south of the City. The growth in trips for each area was determined and then applied as appropriate for each of the analysis intersections. Growth rates varying from 3% to

4% were used. In some cases additional trips were assigned to an intersection based on selected roadways providing access to a large UGA growth area.

The long-range growth rates were applied to current 2007 traffic volumes. Figures 14a and 16a present the projected intersection traffic volumes for 2025, based on these growth rate assumptions.

Future LOS With No Additional Improvements

Intersection LOS

The results of future intersection LOS analysis are summarized in Table IV-10 for intersections within the City Limits and in Table IV-11 for intersections within the UGA. The assumptions utilized for analysis were the same as those utilized for analysis of existing conditions.

LOS of US 101

Highway LOS analysis was conducted for future conditions using the traffic volumes projected for the years 2008 and 2022, and assuming that the vehicle percentages and other geometric assumptions will be the same as existing conditions. Analysis showed that based upon these numbers, in 2008 US 101 will operate at LOS D with an average travel speed of 40 mph, and in 2022 the highway will operate at LOS E with an average travel speed of 39 miles per hour. Though the 2022 conditions are projected to be LOS E, the calculated measures are very close to LOS D. Since somewhat aggressive growth rate assumptions were utilized to estimate future conditions, future traffic growth should be carefully monitored before making any decisions to improve this section of highway.

Table IV-10: Future PM Peak Hour Intersection LOS Within Shelton with No Additional Improvements

	Intersection	Traffic Control	Year 2008		Year 2022	
			Average Delay	LOS	Average Delay	LOS
1	Olympic Highway N and Wallace Kneeland Boulevard	Signal	54	D	103	F
2	Olympic Highway N and K Street	Signal	12	B	13	B
3	N 13 th Street and K Street	Signal	14	B	18	B
4	7 th Street and Alder Street	Signal	32	C	85	F
5	1 st Street and Railroad Avenue	Signal	9	A	15	B

	Intersection	Traffic Control	Year 2008		Year 2022	
			Average Delay	LOS	Average Delay	LOS
6	1 st Street and Turner Avenue	Eastbound Stop Controlled	55	F	271	F
7	1 st Street and Mill Street	Signal	26	C	74	E
8	SR 3 and Arcadia Avenue	Signal	19	B	34	C
9	7 th Street and Railroad Avenue	Signal	9	A	11	B

Table IV-11: Future PM Peak Hour Intersection LOS Within Shelton UGA with No Additional Improvements

	Intersection	Traffic Control	Year 2013		Year 2025	
			Average Delay	LOS	Average Delay	LOS
U1	E Wallace Kneeland Boulevard and Olympic Highway N	Signal	35	D ¹	105	F
U2	E Wallace Kneeland Boulevard and N Shelton Spring Road	Signal	8	A	43	D
U3	N Shelton Spring Road/W Alpine Way and N 13th Street	Eastbound/ Westbound Stop Controlled	131	F	>180	F
U4	E Wallace Kneeland Boulevard and N 13th Street	All-way Stop Controlled	21	C	>180	F
U5	E Batstone Cutoff Road and E Brockdale Road	Eastbound/ Westbound Stop Controlled	24	C	>180	F
U6	E Shelton Spring Road and E Island Lake Drive	Southbound Stop Controlled	13	B	29	D
U7	E Shelton Spring Road and US 101	Westbound Stop Controlled	15	B	21	C
U8	W Sanderson Way and US 101	Eastbound Stop Controlled	13	B	16	C

	Intersection	Traffic Control	Year 2013		Year 2025	
			Average Delay	LOS	Average Delay	LOS
U9	W Dayton Airport Road/SR 102 and US 101	Eastbound Stop Controlled	12	B	15	B
U10	Shelton-Matlock Road and US 101 Northbound Ramps	Northbound Stop Controlled	15	C	62	F
U11	Shelton-Matlock Road and US 101 Southbound Ramps	Northbound Stop Controlled	20	C	147	F

¹The new version of the LOS analysis software resulted in an improved LOS as compared to the 2002 analysis.

Summary of Future Deficiencies

Analysis shows LOS at the stop controlled intersection of First Street and Turner Avenue, which has been identified as an existing deficiency, to degrade to poorer conditions with increased future volumes. The projected increases in traffic volumes do not result in any additional intersections to fall below the LOS standard by 2008. However, by 2022, analysis shows that the intersections of Seventh Street with Alder Street will drop to LOS F; and that the intersection First Street and Mill Street will drop to LOS E. Since conditions at these three intersections are projected to fall below the established LOS standard, improvement of these locations should be included in the Recommended Transportation Plan. The intersection of Olympic Highway North with Wallace Kneeland Boulevard will also drop to LOS F. However this intersection is owned by WSDOT as part of the US 101 interchange. US 101 is a HSS Highway and is therefore exempt from City LOS standards. Proposed improvements to meet the WSDOT LOS standard are suggested in this element for city staff discussions with WSDOT.

As shown in Table IV-11, the analysis for the UGA Plan shows that LOS at the intersection of N Shelton Spring Road/W Alpine Way and N 13th Street, which was identified as an existing deficiency, would degrade to poorer conditions with increased future volumes. The projected increases in traffic volumes would not result in any additional intersections falling below the LOS standard by 2013. By the 2025, the LOS analysis shows that five additional intersections would exceed the LOS standard. These include the intersections of E Wallace Kneeland Boulevard and Olympic Highway North (LOS F), E Wallace Kneeland Boulevard and N 13th Street (LOS F), E Batstone Cutoff Road and E Brockdale Road (LOS F), and Shelton-Matlock Road and US 101 Southbound and Northbound Ramps (LOS F). However, US 101 is a HSS highway within the City and thus is exempt from the City LOS standards. The intersections that would exceed the Shelton LOS standards are listed below.

- E Wallace Kneeland Boulevard and Olympic Highway North (Projected deficiency by 2025¹) (Olympic Highway is a HSS highway exempt from City LOS standards)
- N Shelton Spring Road/W Alpine Way and N 13th Street (Existing deficiency)
- E Wallace Kneeland Boulevard and N 13th Street (Projected deficiency by 2025)
- E Batstone Cutoff Road and E Brockdale Road (Projected deficiency by 2025)
- Shelton-Matlock Road and US 101 Southbound and Northbound Ramps (HSS highway exempt from City LOS standard)

Recommended Transportation Plan

Recommended Roadway Improvements

Table IV-12 summarizes the roadway improvements recommended to address the existing and projected future roadway deficiencies that have been identified for the City of Shelton. The lowest cost improvements were sought that would ensure that existing and future roadway capacity will be sufficient to meet the City’s LOS standards, and to improve roadway safety.

Table IV-12: 20-Year Recommended Transportation Improvements

Location	Problem	Recommended Improvements
1 st Street (SR 3) and Turner Avenue	Traffic demand on westbound approach exceeds the LOS for TWSC intersections. (Existing deficiency)	Install a traffic signal at 1 st St and Turner Ave; signal coordination; railroad synchronization.
1 st Street and Park Street	Poor sight distance and significant presence of large trucks heading to and from Mill St result in high accident frequency. (Existing deficiency)	Close Park St along the north side of Kneeland Park and provide alternate street route along the west side of the park to Turner Ave, providing a better route to accommodate trucks and eliminating the sight distance problem.
Olympic Highway N and Wallace Kneeland Boulevard	Substantial demand for eastbound right-turn and northbound left-turn traffic. (Projected deficiency by 2022) (This is a highway of statewide significant exempt from city LOS standards.)	Construct an eastbound right-turn lane and an additional northbound left-turn lane. This project is compatible with a future WSDOT two-lane US 101 overpass widening.

¹ This intersection was identified for 2022 improvement in the City intersection analysis above.

Location	Problem	Recommended Improvements
7 th Street and Alder Street	Substantial demand for eastbound through and right-turn traffic. (Projected deficiency by 2022)	Construct right-turn lane, and improve the signal.
1 st Street (SR 3) and Mill Street	Insufficient lane capacity for southbound through and right-turn traffic. (Projected deficiency by 2022)	Remove and replace 1 st Avenue parking, rechannelize and realign left turn radius, upgrade signal.

LOS analyses were conducted for these improvements to ensure that the results in all locations meet the City’s LOS standard. Table IV-13 summarizes the projected 2022 LOS at the intersections with the proposed improvements.

Table IV-13: 2022 PM Peak Hour Intersection LOS with Recommended Projects

Intersection	Without Improvement		With Recommended Project	
	Avg. Delay (sec/veh)	LOS	Avg. Delay (sec/veh)	LOS
Olympic Highway N and Wallace Kneeland Boulevard	103	F	44	D
Seventh Street and Alder Street	85	F	29	C
First Street (SR 3) and Turner Avenue	271	F	20	C
First Street (SR 3) and Mill Street	74	E	39	D

For each of the analyzed intersections, Figure 17 shows the location, existing traffic control, existing and 2022 LOS, and where applicable, 2022 LOS with recommended transportation improvements. The figure shows that the recommended projects will address all identified LOS deficiencies.

An additional urban roadway analysis was conducted for SR 3. The roadway segment LOS was analyzed based on the methodology from the Highway Capacity Manual for Urban Streets. The LOS analysis results for SR 3 are shown in Table IV-14.

Table IV-14: SR 3 Roadway Segment LOS

Roadway	Existing Conditions		Year 2008		Year 2022		Year 2022 with Improvements ¹	
	Speed	LOS	Speed	LOS	Speed	LOS	Speed	LOS
SR 3 Northbound	23.7	B	23.1	B	15.1	C	16.9	C
SR 3 Southbound	22.0	B	21.0	B	15.8	C	18.4	C

¹ Along SR 3 the one-way couplet as proposed in the Transportation Plan was assumed to have been implemented for the Year 2022 with Improvements analysis.

Recommended Roadway Improvements for UGA Plan

Table IV-15 summarizes the roadway improvements recommended to address the existing and 6-year intersection deficiencies. The lowest cost improvements were sought that would ensure that existing and future roadway capacity will be sufficient to meet the City’s LOS standards, and to improve roadway safety.

Table IV-15: 6-Year Recommended Transportation Improvements for UGA Plan

Location	Problem	Recommended Improvements
N Shelton Spring Road/W Alpine Way and N 13th Street	Traffic demand on eastbound and westbound approaches causes the intersection to exceed the City LOS standard for stop-controlled intersections. (Existing deficiency)	Change the intersection control to all-way stop control. Restripe northbound approach to 2-lane approach instead of existing 3-lane approach for safety reasons.

LOS analyses were conducted for these 6-year improvements to ensure that the results at this location would meet the City’s LOS standard. Table IV-16 summarizes the projected 2013 LOS at the intersection with the proposed improvements.

Table IV-16: 2013 PM Peak Hour Intersection LOS with 6-Year Recommended Improvements

Intersection	Without Improvement			With Recommended Improvements		
	Traffic Control	Avg. Delay (sec/veh)	LOS	Traffic Control	Avg. Delay (sec/veh)	LOS
N Shelton Spring Road/W Alpine Way and N 13th Street	Eastbound/ Westbound Stop Controlled	131	F	All-way Stop Controlled	19	C

Table IV-17 summarizes the roadway improvements recommended to address the 20-year intersection deficiencies. The lowest cost improvements were sought that would ensure existing and future roadway capacity will be sufficient to meet the City’s LOS standards, and to improve roadway safety. The intersection of Shelton-Matlock Road and the US 101 Southbound and Northbound Ramps involves a HSS Highway and does not need to meet the City’s LOS standard. The E. Wallace Kneeland Boulevard and Olympic Highway north intersection is under WSDOT jurisdiction and is not subject to local LOS standards. However, proposed improvements for HSS locations are suggested for discussion with WSDOT.

Table IV-17: 20-Year Recommended Transportation Improvements for UGA Plan

Location	Problem	Recommended Improvements
N Shelton Spring Road/W Alpine Way and N 13th Street	Traffic demand on eastbound and westbound approaches causes the intersection to exceed the City LOS standard for stop-controlled intersections. (Existing deficiency)	Install a traffic signal with northbound and southbound left-turn protected phases. Construct an eastbound right-turn lane.
E Wallace Kneeland Boulevard and Olympic Highway N	Substantial demand for eastbound right-turn and northbound left-turn traffic. (Projected deficiency by 2022 and 2025) (HSS highway exempt from City LOS standard)	Construct an eastbound right-turn lane and an additional northbound left-turn lane. This project is compatible with a future WSDOT two-lane US 101 overpass widening. The improvement is also consistent with the recommended improvement for the year 2022, shown in Table IV-12.
E Wallace Kneeland Boulevard and N 13th Street	Traffic demand at the intersection causes the intersection to exceed the City LOS standard for all-way stop-controlled intersections. (Projected deficiency by 2025)	Install a traffic signal with eastbound and westbound left-turn protected phases.
E Batstone Cutoff Road and E Brockdale Road	Traffic demand on eastbound and westbound approaches causes the intersection to exceed the City LOS standard for stop-controlled intersections. (Projected deficiency by 2025)	Construct a northbound left-turn lane and a southbound left-turn lane. Install a traffic signal.
Shelton-Matlock Road and US 101 Southbound Ramps	Traffic demand on southbound off-ramp causes the intersection to exceed the WSDOT LOS standard for stop-controlled intersections. (HSS highway exempt from City LOS standard)	Construct a northbound right-turn lane, and a northbound to southbound left turn acceleration lane.

Location	Problem	Recommended Improvements
Shelton-Matlock Road and US 101 Northbound Ramps	Traffic demand on northbound off-ramp causes the intersection to exceed the WSDOT LOS standard for stop-controlled intersections. (HSS highway exempt from City LOS standard)	Construct a northbound right turn lane.

LOS analyses were conducted for these 20-year improvements to ensure that the results at these locations would meet the City’s LOS standard. Table IV-18 summarizes the projected 2025 LOS at the intersections with the proposed improvements.

Table IV-18: 2025 PM Peak Hour Intersection LOS with 20-Year Recommended Improvements

Intersection	Without Improvement			With Recommended Improvements		
	Traffic Control	Avg. Delay (sec/veh)	LOS	Traffic Control	Avg. Delay (sec/veh)	LOS
N Shelton Spring Road/W Alpine Way and N 13th Street	Eastbound/ Westbound Stop Controlled	>180	F	Signal	29	C
E Wallace Kneeland Boulevard and Olympic Highway N	Signal	105	F	Signal	47	D
E Wallace Kneeland Boulevard and N 13th Street	All-way Stop Controlled	>180	F	Signal	41	D
E Batstone Cutoff Road and E Brockdale Road	Eastbound/ Westbound Stop Controlled	>180	F	Signal	13	B
Shelton-Matlock Road and US 101 Southbound Ramps	Northbound Stop Controlled	147	F	Northbound Stop Controlled	27	D
Shelton-Matlock Road and US 101 Northbound Ramps	Northbound Stop Controlled	62	F	Northbound Stop Controlled	20	C

Roadway Connections

The adequacy of the connectivity and circulation of the City’s roadway system was evaluated, with consideration of the following issues:

- Safety: A street network deficient in connectivity results in longer emergency vehicle response times. In some areas where cul-de-sac, dead-end or closed loop streets dominate,

emergency access is made more difficult because of the lack of direct routes. Furthermore, lack of connection in a street network tends to concentrate traffic onto fewer intersections and roadway segments.

- **Traffic congestion:** When local trips are forced to use the arterial system because the local street system does not provide connectivity, they increase traffic and delay on the regional system. Traffic congestion will lead to higher levels of driver frustration and accident frequencies.
- **Trip length:** A lack of local street connections limits personal travel options, forcing longer routes for local trips such as those to schools, to other neighborhoods, and to shopping.
- **Alternative travel modes:** A lack of local street connections also limits other modes of travel such as walking, bicycling, and transit, since automobiles are the most convenient mode in areas where limited street connections require longer trips.
- **Service delivery:** A lack of local street connections increases the number of delivery trips and causes inefficient trip routes. It also causes inefficient school bus routes. Unnecessary longer trips consume more energy and increase fuel emissions, which is particularly significant for large trucks and buses.
- **Utility distribution:** The degree of street connectivity also affects utility distribution costs, since utility lines are normally laid within street right-of-way. Options for utility distribution are limited on nearby dead-end streets, and easement acquisition normally drives up costs.

Based upon these considerations, location of existing development, and the expected location of future development, a number of new roadway connections are recommended for the City of Shelton. Proposed connections are shown schematically in Figure 18. Actual alignment of a roadway would be determined at pre-design, and the exact location would be established to accommodate development, topographical constraints, and environmental constraints in the most cost-effective manner possible. The proposed connections are described as follows.

Within the southwest quadrant of the City, additional connections are recommended to address planned future residential development in the Beverly Heights neighborhood. The extension of University Avenue to the east will provide improved access to Pioneer Way and Lake Boulevard. The extension of University Avenue to the west provides a west access point to this neighborhood and a shorter route between southern Shelton and US 101.

The roadways proposed in the northwest quadrant of the City, west of US 101, would serve commercial development planned in this area. The proposed north-south connection of this area to C Street is particularly important as it provides a needed secondary access to the area.

A roadway connection between Olympic Highway N and Wallace Kneeland Boulevard is proposed along the existing electrical transmission lines. Addition of this roadway will reduce congestion at the intersection of Wallace Kneeland Boulevard with Olympic Highway N, and on Wallace Kneeland Boulevard in front of the retail mall.

In the northeast quadrant of the City, roadway connections are proposed to address planned future residential development northeast of Northcliff Road. The extension of Burns Avenue north to John's Prairie Road, extension of Alpine Way to east to Capitol Hill Road, and the other proposed east-west roadways will provide an adequate roadway system to serve traffic in this area. In the east quadrant of the UGA, a roadway connection between John's Prairie Road and Capitol Hill Road would serve industrial and residential developments planned in this area.

In the neighborhood bordered to the west by Magnolia Road and to the south by San Joaquin Road, the only roadway that provides access in and out of the area is San Joaquin Road to the east. The presence of steep bluffs between this area and SR 3 to the south makes provision of secondary access to this area very difficult. Thus the extension of Capital Hill Road to the northeast, ultimately connecting to SR 3 to the east, is recommended to provide this neighborhood with secondary access.

It is expected that the construction of new roadways will be privately funded, in conjunction with the development of the adjacent properties. In addition to the roadway connections proposed within the City UGA, Mason County has proposed a roadway connection between John's Prairie Road and Mason Lake Road in the 2005 Comprehensive Plan, which is also shown in Figure 18.

Functional Classification

20-year land use projections and identification of potential development areas indicate that new arterials will be necessary to serve future growth. While the identification of the exact location of these facilities is not appropriate at the planning-level analysis conducted for this Transportation Element, the need for additional facilities can be reasonably identified in a generalized manner.

Figure 19 shows dashed lines indicating areas where new functionally classified roadways are recommended under projected future conditions. The existing functionally classified roadways are shown in this figure as well. The proposed lines are not intended to define an actual route, but rather to indicate the potential need for additional north/south or east/west arterial routes. To the greatest extent possible given topographic constraints, the new functionally classified roadways should attempt to provide a grid system.

Freight Routes

Trucking activities in the City of Shelton are a major concern. Roadway projects, particularly those in the vicinity of the Simpson mill, need to take large vehicles into account to the greatest extent possible in the design of new facilities. The widening of SR 3 north of Pioneer Way/Mill Street, including a new bridge, would enhance trucking operations.

Roadway Upgrades

The City's road improvement priorities are included in a 6-Year Transportation Plan (TIP). The purpose of most of the projects is to upgrade the roadways to urban standards, which should include provision of sidewalks and/or guardrail; improvement of drainage, channelization, and/or lighting; slope stabilization; widening; and/or signalization. A copy of the most recent TIP is included in the Appendix.

Transit

It is the policy of the City of Shelton to work cooperatively with the Mason County Transportation Authority (MCTA) to maintain an acceptable level of transit service throughout the planning period. It is the stated mission of the MCTA to develop a coordinated system of affordable public transportation that operates within financial limits, maximizes the use of existing transportation resources including volunteers, and is available in most areas of Mason County. The MCTA Board welcomes public input regarding service needs and it is expected that service route and schedule changes will continue to be made in the future as demand warrants. Through the careful identification of route needs based upon public comment, it is expected that the MCTA will continue to provide for adequate transit service for Shelton and the Urban Growth Area.

The MCTA Comprehensive Transit Plan 1995-2000 identifies many projects and improvements that will aid in the maintenance of adequate transportation service levels throughout the County. In addition to future expansion goals, major service development goals presented in the plan include:

- Development of a new schedule for the local Shelton area
- Acquisition of new vehicles to replace currently leased vehicles
- Installation of shelters at key locations in and outside Shelton
- Installation of route signs on primary system routes

- Conducting several service studies, including a Park & Ride study
- Establishing additional connections to Kitsap and Jefferson Counties

Bicycle and Pedestrian Paths

Providing access for bicyclists and pedestrians is an important aspect of Shelton's future transportation system. The Shelton Vision Statement and Forested Hillides Strategy reinforce the importance of developing formal links between Shelton's neighborhoods and downtown as a key element of Shelton's small town atmosphere.

Due to the fact that many of the existing informal trail areas along Shelton's hillsides that were identified during the development of the Forested Hillides Strategy are privately owned, securing ownership or access easements along these corridors represents a key step in the process of developing a comprehensive, effective trail system.

Figure 20 provides a conceptual map that indicates a potential trail system that would reflect the general direction offered in the Vision Statement. Some of the conceptual trail corridors on this map may already exist informally, although are located on private property. Until such time in the future when these trails may be formally acquired or designated for public use, potential users should respect their private ownership. It is likely that specific LOS guidelines for pedestrian trails and bicycle facilities will be developed in conjunction with the future Parks and Recreation Plan update. A list of priority pedestrian improvement projects may be fund in the City's 6-Year Transportation Improvement Plan.

Transportation Demand Management Strategies

Transportation Demand Management addresses traffic congestion by focusing on reducing travel demand rather than adding more roads and facilities. TDM consists of strategies that seek to maximize the efficiency of the transportation system by reducing demand on the system. The results of successful TDM can include:

- Travelers switch from single-occupancy-vehicle (SOV) to HOV modes such as transit, vanpools or carpools.
- Travelers switch from driving to non-motorized modes such as bicycling or walking.
- Travelers change the time they make trips from more congested to less congested times of day.

- Travelers eliminate trips altogether through such means as compressed workweeks, consolidation of errands, or use of telecommunications.
- Shared access in commercial districts

While Shelton and Mason County remain rural in nature when compared with much of the Puget Sound basin, efforts to reduce the number of single occupancy vehicles on Shelton's roadways should be encouraged. Coordination with local and regional transit providers, promotion of transit services and facilities such as park and ride lots or vanpools, as well as the provision of safe, well marked pedestrian and bicycle facilities will aid in achieving transportation demand management goals at a scale appropriate to Shelton.

The City can promote TDM through administration of land use and zoning policies and/or investments that seek to generate fewer vehicle trips that may include. Strategies can include, but are not limited to, the following:

- parking management;
- trip reduction agreements;
- restricted access to facilities and activity centers; and
- transit-oriented and pedestrian-friendly design; and
- work with Simpson Timber regarding train schedules and crossing policies.

Transportation Finance

Concurrency Management System

For those roadways projected to operate below the established LOS standards under future conditions, the City shall enforce the concurrency management guidelines developed as a part of the implementation of the Comprehensive Plan. The concurrency management guidelines adopted by the City ensure that any existing facilities that function below the established standard receive priority in the City's Transportation Improvement Program. These guidelines also ensure that new development does not occur in a manner that places the entire cost burden for needed improvements upon the taxpayers of Shelton. Specific actions are required by developers to ensure that deficient facilities are targeted for improvement to achieve the minimum adopted LOS standard.

Funding of Improvements

Capital Facilities Element of the Comprehensive Plan provides for specific financing information related to the funding of future transportation improvements within the City of Shelton.

Intergovernmental Coordination

Intergovernmental coordination is a key aspect of the development and implementation of this comprehensive plan. As Shelton and Mason County continue to grow, coordination within the county and the region will become increasingly important. In an effort to develop a positive working relationship with both Mason County and the other counties that make up the PRTP, the City of Shelton has participated in opportunities to share products and information.

State of Washington

The Washington Transportation Plan (WTP) presents the State of Washington's strategy for implementation programs and budget development over a 20-year planning horizon. The WTP contains an overview of the current conditions of the statewide transportation system, as well as an assessment of the State's future transportation investment needs. The WTP policy framework sets the course for meeting those future needs. The goals of the WTP are grouped into three major categories: Vibrant Communities, Vital Economy, and Sustainable Environment.

- Under Vibrant Communities, goals are directed at maintaining and operating the transportation system to provide all citizens access to basic services; providing seamless multimodal statewide transportation system with minimal congestion; providing a transportation system that is safe and secure; and building communities through community-based design and collaborative decision-making.
- Under Vital Economy, goals are directed toward promoting the State's general prosperity through competitive freight movement and support for tourism.
- Under Sustainable Environment, goals are directed toward stewardship of the environment through maintenance of air quality, water quality, habitats, watershed quality, and connectivity; and by reuse and recycling resource materials.

The WTP addresses the essential and interconnected roles of the Regional Planning Organizations and their local jurisdictions, and the important transportation issues of tribal governments in Washington State. It highlights the role of WSDOT to maintain, preserve and improve the transportation system while meeting the other societal defined above. Although not

included in the current update, future updates of the WTP will include a 10-year prioritized implementation plan for meeting the transportation needs of the people of Washington State.

The City of Shelton will continue to cooperate and coordinate with the State of Washington in meeting planning goals, and will identify the impacts that development inside the City will have on the statewide transportation system.

Peninsula Regional Transportation Plan

The goals and policies in this Transportation Element work to support the goals and policies within the PRTPO. The City of Shelton has actively participated in the technical analysis and policy approvals for the Regional Transportation Plan, through attending meetings, conducting City-wide surveys, and reviewing drafts, participating in PRTPO's open house for public comment. The City will continue to ensure that transportation planning efforts are coordinated with and consistent with the Regional Plan.

Mason County

In addition to coordination with PRTPO, the Transportation Element of the Shelton Comprehensive Plan reflects the Countywide Planning Policies with their emphasis upon building an efficient multi-modal transportation system, based on regional priorities. The policies build on the Regional Transportation Plan. These intergovernmental coordination policies express the commitment to coordinate regional and local plans through Peninsula Regional Transportation Planning Organization. During the development of the Transportation Element, Mason County and the City of Shelton have shared their drafts of the Transportation Goals and Policies, demonstrating a commitment towards a cooperative planning effort.

In addition, the City should cooperate with Mason County and the State of Washington in identifying the impacts that development outside the City will have on the City of Shelton's transportation facilities. It is recognized that development in the Urban Growth Area may be subject to the City's concurrency guidelines, and vice versa, and that the two entities should cooperate in performing capacity evaluations and concurrency implementation. Traffic volume increases on City/UGA streets leading to County roads outside the UGA are not anticipated to result in level of service problems for those roadways within the County's jurisdiction.

Transportation Goals and Policies

The identification of Shelton's current and future transportation needs is highly dependent on how the City desires its transportation system to look and operate. This dependency requires

clear definition of the City's goals, and specific policy commitments to achieve those goals. The City of Shelton's Plan Advisory Committee Vision Statement 2010, adopted by the City Commission in January 1993 and updated in 2003, defines Shelton's transportation goals and provides some basis for transportation policy development. The goals and policies were developed based upon the revised Vision Statement 2010, discussions with the City's original Planning Advisory Committee, City staff, local citizens and review of transportation goals and policies developed by other jurisdictions.

Shelton's transportation goals and policies provide the foundation of the transportation element. They define a framework that can be used in determining what is deficient and what isn't, and provide the direction needed for determining when improvements are necessary, and when they are not.

Transportation goals are grouped into the following major subject areas;

- General
- Transportation and Land Use
- Circulation
- Coordination
- Transit-Ridesharing and Non-Motorized Transportation
- Neighborhood Protection
- Parking Management
- Transportation LOS
- Concurrency Management
- Financing and Implementation
- Transportation Demand Management
- Transportation System Management

The following goals and policies apply to all new development unless otherwise noted.

T1. Establish an effective transportation planning process in Shelton.

- T1a. Provide a transportation planning, funding and implementation framework that distributes costs and benefits equitably, assures adequate provision of necessary infrastructure, includes ample opportunity for public participation, and offers reasonable levels of certainty regarding transportation system development.
- T1b. Give primary consideration during planning, development, maintenance and administration of the City's transportation system to the implementation of the City's land use plan and regional growth strategy.

T2. Support a safe, comfortable and reliable transportation system, providing adequate mobility for all people, goods and services.

- T2a. Encourage a range of viable transportation alternatives to assure mobility for Shelton citizens and workers.

T3. Encourage compatibility between transportation facilities and surrounding land uses.

- T3a. The City's transportation system shall be planned and designed to support growth and economic vitality in accordance with this Comprehensive Plan.
- T3b. The City shall require new development and redevelopment to incorporate transit, pedestrian, and non-motorized transportation supportive measures proportionate to the scale of proposed development, during the development review process, including measures such as:
 - Providing adequate sidewalks, pathways and crosswalks that allow for access by all persons;
 - Minimizing walking distances between buildings and streets, sidewalks, and transit stops;
 - Clustering buildings;
 - Preserving and extending the connectivity of the pedestrian, bicycle and grid street system;
 - Incorporating traffic calming measures in neighborhoods, as appropriate, to reduce speeds and crossing distances;

- Promote shared access; and
- Designing transit access into new developments, as appropriate, considering stops and shelters as part of the overall project, when recommended by the Mason County Transit Authority.

T3c. Public and private development projects shall be designed to be accessible to all citizens and by many different modes of travel.

T3d. The City should explore strategies to improve traffic flow on 1st Avenue including, but not limited to, establishing one-way couplets.

T4. Secure adequate land for rights-of-way, including land needed for future roadway and trail system improvements.

T4a. The City shall emphasize planning of land uses that minimizes the demand for travel by providing for a mixture of compatible, complementary uses in reasonable proximity to each other.

T4b. The City shall approve the vacation of City rights-of-way only when it can be demonstrated that such a vacation would significantly advance other City goals and objectives, and that the vacated property will never be needed for public purposes.

T4c. Review proposed new developments to avoid the isolation of nearby properties from the transportation network.

T5. Minimize travel times for people and goods.

T5a. The City should seek to assure convenient access from arterials to residential neighborhoods, employment and retail centers, and major community and government facilities. Development approval should:

- Require that all improved property in the city be conveniently accessible from streets, walkways or trails;
- Maintain continuity of the street pattern by avoiding half streets and non-extendible dead-end streets without adequate turn-around room for emergency vehicles;
- Expand the city's street grid system where feasible; and

- Avoid the creation of excessively large blocks and long local streets through the development of maximum size guidelines for new City blocks.

T6. Emphasize the movement of people and goods rather than vehicles in order to obtain the most efficient use of transportation facilities.

T6a. The City should seek to maximize the functionality and safety of the local circulation system while minimizing environmental impacts by observing the following guidelines:

- Control the location and spacing of driveways and the design of parking lots to avoid traffic and pedestrian conflicts, confusing circulation patterns, and line-of-sight obstructions resulting from signage, natural features, roadway curves, etc. Develop clear and uniform signage to guide traffic through and within the City;
- Encourage through-traffic to take advantage of alternative by-pass routes through the use of signage when possible;
- Designate special routes for through truck traffic and the transportation of hazardous materials;
- As development occurs, extend dead-end streets to improve access and circulation and complete the street grid network;
- Allow street alignments to follow existing topography when development of the grid pattern would cause severe grades;
- Provide adequate access for public safety vehicles; and
- Incorporate significant natural landscape features in the design of circulation improvements whenever practical.

T7. Reduce consumption of energy through an efficient and convenient transportation system.

T7a. The City should identify specific corridors, zones, or connection points throughout the City around which a coordinated system of multi-modal facilities should be developed to aid the convenient movement of people within Shelton.

T7b. The City should support and develop transportation facilities that seek to integrate or link two or more potential modes of travel along appropriately identified corridors.

T8. Promote effective coordination between and among governments, private enterprise, and the community.

T8a. The City will support and participate in the cooperative regional transportation planning process conducted by the Peninsula Regional Transportation Planning Organization (PRTPO).

T8b. The City will continue to work with Mason County, WSDOT, the Mason County Transportation Authority, and other agencies or transportation service providers on an ongoing basis to plan, fund, and implement joint transportation projects and programs.

T8c. Use the telephone, website, and local media to receive public concerns and comments regarding specific transportation facilities or issues.

T8d. Provide opportunities for public involvement in the identification, design, and implementation of transportation related improvements in Shelton.

T9. Recognize and implement the community vision of safe and coordinated pedestrian and bicycle facilities as an effective transportation alternative within Shelton.

T9a. Promote the use of bicycle and pedestrian transportation as viable alternatives to the single occupant vehicle, especially for trips within downtown Shelton.

T9b. Provide a safe, coordinated system of bikeways, walkways, and trails, including through routes, to meet existing and anticipated needs of non-motorized transportation.

T9c. Maximize the safety and functionality of the pedestrian and bicycle system by:

- Requiring intersection design that facilitates pedestrian crossing;
- Minimizing obstructions within paths and/or pedestrian walkways; and
- Providing a consistent, comprehensive system of signs.

T9d. The City should research and develop appropriate standards for sidewalks and road improvements for use in the review and approval of in-fill development projects.

T10. Participate in the development of coordinated transit and ridesharing services and access locations within the City of Shelton.

- T10a. The City shall work with the Mason County Transportation Authority in its development of a public transportation system that allows people convenient and quick travel between and within local activity centers.
- T10b. The City shall work with the Mason County Transportation Authority to identify and designate appropriate sites for transit facilities, including bus stops and Park and Ride facilities for commuters traveling to Olympia and Bremerton. Ensure that clear provision for such facilities is made in the City's zoning code and development regulations.
- T10c. The City shall support ridesharing services such as ride matching, van pools, personalized commuter assistance, and the marketing of such services through a cooperative effort with the Mason County Transportation Authority and neighboring jurisdictions.
- T10d. The City shall work with the Mason County Transportation Authority, WSDOT and Mason County to jointly plan and build a network of primary transit corridors that emphasize transit, ride-sharing, and bicycling to move people between activity centers. Incorporate designated primary transit corridors into the City's plans.
- T10e. The City shall work with the Mason County Transportation Authority, WSDOT, and Mason County to plan and construct transit-friendly road treatments along primary corridors and selected transit routes.
- T10f. The City shall encourage the use of public transit by bicyclists and pedestrians by:
- Providing for safe, attractive, comfortable walkways and waiting facilities at public transit loading areas;
 - Providing for secure bicycle storage at transit facilities;
 - Supporting the installation of bicycle racks on all Mason County Transit buses; and
 - Assisting with the development and distribution of information concerning local and regional non-motorized routes,

T11. Protect residential neighborhoods from adverse traffic impacts.

- T11a. The City shall minimize the environmental impacts of traffic on residential neighborhoods by discouraging the regular use of local access streets by non-local traffic.
- T11b. The City shall establish and maintain a traffic control program for assessing and responding to residential neighborhood traffic control concerns. Establish standards for maximum desirable traffic volumes and percentage of non-local traffic, particularly for peak travel periods. Establish a process for escalating control responses based on the severity of the local traffic problem.
- T11c. The City shall design new residential streets to discourage regular use by cut-through traffic while maintaining the connectivity of the transportation system. Design could include traffic calming devices, or other measures proven effective to reduce cut-through traffic.
- T11d. The City shall pursue the designation of new arterial roadways in neighborhoods where such a designation would aid in a reduction of recurring traffic impacts.

T12. Recognize the importance of adequate, easily accessible, attractive, and well dispersed on-street and/or on-site parking as a valuable community asset, especially downtown.

- T12a. The City should apply parking ratios that reflect the least amount of spaces required for development approval where forms of transportation besides the automobile are demonstrated to be available to serve travel needs.
- T12b. The City should assure parking availability for commercial needs without impacting arterial circulation, residential neighborhoods, or other businesses by:
- Limiting parking on arterials that have inadequate capacity;
 - Encouraging joint development of off-street parking facilities for compatible land uses to reduce total parking capacity needs;
 - Working with business owners toward a goal of limiting employee parking to off-street facilities, and reserving on-street parking for business customer and residential use;
 - Making more efficient use of existing parking facilities and opportunities for the shared use of facilities; and

- Coordinating parking facilities and parking related policies with the Mason County Transportation Authority's transit plan to encourage alternative travel by employees and customers.
- T12c. Solicit the help and support of downtown merchants to inventory and assess parking capacity needs in the Downtown Shelton area on a regular basis, and to develop strategies to provide more efficient shared parking.
- T12d. The City should explore a range of parking alternative scenarios, including one-way designations and/or diagonal parking, along less traveled side streets in downtown Shelton.
- T12e. The City should recognize the negative impact that parking ratios can have upon historic or downtown buildings and districts, and allow for the creation of a special overlay district within which parking requirements may be waived or lessened.
- T12f. The City should encourage the use of landscaped planters, brick walls, etc. along the edge of parking areas when abutting major streets in an attempt to maintain consistency in the building facade line. (The Key Bank drive-thru at the corner of Railroad and Fifth Streets is one example of this concept.)
- T13. Establish minimum LOS standards to assure adequacy of transportation facilities throughout the City and its planning area.**
- T13a. The City should establish consistent functional classifications to preserve traffic capacity and to plan for needed capacity improvements based on function and desired land use patterns.
- T13b. The City shall develop and maintain a transportation system inventory program to provide information needed for facility operation, maintenance and planning. This program should, as resources are available, include:
- Traffic counts;
 - LOS calculations (at identified links and intersections);
 - Accident History;
 - Speed studies;
 - Signs and markings;

- Signals and street lights;
- Parking (on- and off-street);
- Pavement conditions; and
- Ten-year traffic forecasts.

T13c. The minimum LOS standard for City of Shelton intersections and roadway segments shall be LOS D.

T14. Maintain consistency in analysis through the establishment of clear guidelines for calculating transportation LOS on Shelton’s arterial roadways and intersections.

T14a. LOS shall be calculated using a combined intersection delay and volume-to-capacity method for intersections, and volume-to-capacity ratio for street segments.

T14b. The City should consider the addition of new roadway segments, new intersections, and new transportation facilities of all types, to those measured for LOS as the need is established.

T15. Ensure that established LOS for transportation facilities are maintained on all roadways within the City of Shelton as new development occurs by adopting clear concurrency management guidelines.

T15a. In the event that the City is unable to fund its share of transportation capital improvements needed to maintain adopted transportation service standards, then the City shall take one or both of the following actions:

- Reassess the City’s land use and growth plans to reduce the travel demand placed on the system to the degree necessary to meet adopted transportation service standards
- Lower the City’s adopted transportation LOS standards to reflect service levels that can be maintained given known financial resources

T15b. If the LOS along an identified roadway segment or at an identified intersection falls below the established minimum LOS standard for that segment or intersection, the City shall take one or a combination of all the following actions:

- Supply more transportation capacity in the form of roadway or other necessary improvements on the affected arterial to achieve the threshold;
 - Designate new alternative arterial routes on adjacent existing roadways to aid in the reduction of congestion;
 - Restrict new growth to reduce travel demand to achieve the threshold; and/or
 - Lower the City's LOS standards and/or compliance threshold-
- T15c. New development or redevelopment that is found to cause LOS to fall below the established LOS standard shall be required to pay its fair share of the costs of mitigating the identified impacts.
- T15d. Review all proposed development to ensure that adequate transportation facilities are available or will be made available within six years of occupancy or operation and that adopted service standards have been maintained. (Any development that would cause the LOS to fall below adopted service standards shall demonstrate a commitment to comply with the City of Shelton Transportation Concurrency Management Ordinance prior to development approval.)
- T16. Provide for a reasonable level of flexibility in the administration of Shelton's concurrency management program.**
- T16a. Provide a mechanism for exempting specific land uses from meeting the City's transportation service standards when it is established that those land uses significantly advance City objectives in areas other than mobility.
- T16b. Recognize that special events such as festivals, fairs, parades, athletic events, and large meetings may burden the transportation system beyond its ordinary capacity, and that since these events can expand the culture and improve the quality of life of the community, the City, with the sponsors, will seek to provide for such events by making appropriate provisions (street closures, traffic control, etc.) In general, the costs of such provisions will be assessed to the promoters or organizers of such events.

T17. Recognize the need for coordination and cooperation with Mason County, and WSDOT in the development of an effective transportation system in and around Shelton.

- T17a. The City should develop Memorandum of Understandings with Mason County and the WSDOT in which the parties agree to participate in the mitigation of significant impacts caused by development in one jurisdiction that affects service standards in the other jurisdictions. Prior to entering into such an agreement, the City shall verify the reasonableness of the concurrency service standards of Mason County and the WSDOT.
- T17b. The City should, in consultation with WSDOT and the County, evaluate the feasibility of adding a new freeway interchange and/or making improvements to SR 3.

T18. Distribute transportation costs and benefits equitably.

- T18a. The City shall develop and maintain financial mechanisms that assure that on-going development contributes its fair share to the mitigation of transportation impacts related to growth. Such mechanisms may include impact fees, local improvement districts, and transportation benefit districts. Fair share shall be calculated by allocating costs on the basis of benefit derived.
- T18b. Expenditures for neighborhood traffic control programs shall be largely or completely borne by new development in recognition of the direct linkage between growth-induced traffic congestion and “overflow” traffic impacts.
- T18c. The City should develop and maintain mechanisms for sharing costs of transportation improvements with other jurisdictions when such improvements are necessary to mitigate impacts of travel from those jurisdictions to or through Shelton.
- T18d. The City should explore new mechanisms for distributing the costs of transportation facility improvements with as broad a base of users as possible in an attempt to recognize that landowners adjacent to such improvements are not the sole beneficiaries of such improvements.

T19. Be consistent and fair in establishing priorities for transportation expenditures.

- T19a. The City shall allocate resources in the City’s transportation capital investment program according to the following guidelines:

- Address public health and safety concerns;
- Ensure adequate maintenance of existing facilities throughout the city, while minimizing the cost;
- Provide capacity improvements serving downtown Shelton;
- Provide capacity improvements serving Port properties and other designated manufacturing and industrial areas; and
- Provide capacity improvements serving all other areas.

T19b. The City should allocate resources in the City's transportation capital investment program to give priority to multi-modal projects over projects primarily serving one mode.

T20. Maximize the use of non-City funds, including but not limited to Federal and State grants to pay for necessary transportation improvements.

T20a. The City should identify and pursue a long-term strategy for obtaining grant funding that matches project objectives with revenue sources to maximize opportunities for leveraging local funds. Allocate adequate local funds to effectively compete in regional, state and federal grant funding programs.

T21. Develop an efficient and cost effective transportation system.

T21a. The City should promote the planned use of limited resources such as land, manpower, and money in order to minimize transportation facility and service costs and protect capital investment in transportation facilities while enhancing options for future improvements to the transportation system by taking advantage of advances in technology and transportation research.

T22. Reduce the use of single-occupant vehicles and vehicle-miles traveled, through a coordinated program of regulations, marketing, and provision of alternative travel options.

T22a. The City should encourage new development to include site design features that reduce auto dependency.

T22b. The City should develop a marketing strategy to inform people about travel choices and promote changes in travel behavior.

- T22c. The City should develop a sufficient array of alternative travel options by providing and maintaining pedestrian and bicycle facilities.
- T22d. Public transit use shall be promoted by working with the Mason County Transportation Authority to expand service as feasible, enhance existing transit facilities and ensure new development provides for needed transit improvements.

T23. Identify and meet transportation system expansion and maintenance needs created by existing and projected traffic levels.

- T23a. The City should ensure that existing and future roadways are maximized through proper traffic operations and traffic control systems.
- T23b. The City should coordinate transportation services and facilities to increase the carrying capacity of the existing transportation system.
- T23c. All transportation system facilities should be designed, constructed, and maintained to ensure safe movement of vehicles, goods, pedestrians, and bicycles.
- T23d. The City should establish design-based standards for streets and associated improvements that complement neighborhood character while safely accommodating forecasted traffic levels. Traffic levels should be based on local and regional land use assumptions.

Additional transportation policies pertaining to the UGA can be found in Chapter X.

References

- Federal Highway Administration (FHWA). 1989. Highway Functional Classification: Concepts, Criteria and Procedures.
- Trafficware. 2001. Synchro 5.0 User's Guide for Windows. Albany, CA.
- Transportation Research Board (TRB). 1997 and 2000 updates. Highway Capacity Manual (HCM). Special Report 209. National Research Council. Washington, DC.
- Washington State Transportation Commission (WSTC). February 2002. *Washington Transportation Plan: 2003 – 2022*. Prepared for the Washington State Department of Transportation.

V. Housing Element

Introduction

In 2002, Mason Matters, a non-profit organization working on health and social issues in Mason County, contracted with the consulting group Common Ground to prepare a housing needs analysis for Mason County and the City of Shelton. The report entitled “Mason County and City of Shelton Housing Needs Assessment” was accepted by Mason County in May 2003 (see Appendix). The report provides an overview of the housing market as well as statistical and analytical information for Mason County and the City of Shelton relating to the need for additional permanent and transitional housing units and special supportive services for low- and moderate-income households and individuals, including those with special needs.

Information in the report was compiled over a six-month period, with input from public meetings, planning meetings with key stakeholders, and representatives of various agencies and organizations providing housing services within Mason County.

Below is a list of key points identified in the report. See the “Housing Needs Analysis for Mason County and The City of Shelton” for a complete analysis of the data and conclusions/recommendations.

- Population data show a trend toward smaller household size in the City of Shelton.
- Mason County’s and the City of Shelton’s economy were historically based on natural resource and agricultural industries. The primary local employment sectors, however, have changed from those industries to retail sales and service sectors. Typically lower incomes are associated with these jobs.

- Median household income in Shelton in 1999 was \$32,896, or 28% lower than the State of Washington.
- In Shelton approximately 19% of households live in poverty, compared to 12% in Mason County and 11% in the State.
- The majority (69%) of housing in Shelton is single family, and the overall ownership rate of single-family housing is about 61%.
- Single-family housing conditions are generally sound in Shelton, based on a windshield survey of housing conditions conducted in 2002, but about 22% of the houses surveyed had one or more significant structural problem(s).
- Building activity in Shelton has been dominated by the construction of new single-family residences, according to building permits issued between 1994 and 2002.
- The median value of an owner-occupied house in Shelton was lower than in the County or the State. However, increases in the values of homes in Shelton have kept pace with the rates of increases in housing prices throughout the State.
- Shelton had the lowest average home sales prices in Mason County between 2000 and 2001.
- Between 2000 and 2002 about 29% of the sales in Shelton were priced below the level of affordability for low-income families.
- Mason County Housing Coalition and the Mason County Housing Authority offer a range of supportive services related to housing, especially for low-income populations and homeless individuals and families.

Existing Conditions

Community Profile

Population

The population in Mason County grew from 31,184 in 1980 to 49,405 by 2002. About 17% of this growth occurred in the City of Shelton, increasing from 7,629 in 1980 to 8,495 in 2002. Most of the change was due to more people moving into the area than were leaving. The City of Shelton had a net loss of -5% of population between 1980 and 1990, but grew about 17% between 1990 and 2000.

Household Composition

At the national level, population data show that the trend is towards smaller households. Nationally, the average number of persons per household was 2.27 in 1990 and 2.24 in 2000. In Washington State, the average household size in 2000 was 2.5 (compared to 2.6 in 1990), and in Mason County it was 2.5 (compared to 2.6 in 1990). The average household size in the City of Shelton was 2.5 in 2000 (compared to 2.6 in 1990), and within renter occupied units the average household size in Shelton was 2.7. In 2000, about 30% of people in Shelton were living alone, and 16% were single persons 65 and older. This is higher than the County's percentage (9.5%) of persons 65 or older living alone.

Smaller households, especially those with single elderly persons and single parents with children under 18, are more likely to be occupied by persons earning lower incomes and therefore are less likely to be able to afford market-rate housing and other living expenses. About 9% of the population in Shelton is comprised of single mothers with children under 18, compared to 6% in the County and 6% in the State.

Group Quarters

The U.S Census Bureau classified all people not living in households as living in group-quarters. There are two types of group quarters: institutional (e.g. nursing homes, correction facilities) and non-institutional (e.g. college dormitory, military barracks). In the City of Shelton, 391 (about 3%) persons were reported to be living in group-quarters in 2000. Of the 391, about 284 were in institutional facilities. The largest facility providing resources is the Mason County Shelter, which has the capacity to serve 12 families in their transitional housing facility in Shelton. There are no facilities such as work release or a halfway house in Mason County for released offenders. This makes it difficult for the Department of Corrections to monitor or follow-up those individuals that have been released.

Household Income

Prior to the 1960s, Mason County's economy was based on agriculture and natural resources, such as timber, mining, and fishing. The County, however, has changed from a natural resource- and agriculture-based economy to retail sales and service sectors. Typically lower incomes are associated with these jobs, which is evident in Shelton.

The 1999 median household income in Mason County was \$39,586 (13% lower than the State), compared to \$32,896 (28% lower than the State) in the City of Shelton. Median family income and per capita income were also proportionately lower in Shelton and Mason County than the State. The median income for Shelton has been consistently lower than the County.

Households in Poverty

In 2001 the U.S. Census Bureau defined the poverty level to be \$17,960, for a family of four with two children under 18 years. In 1999, a higher percentage of individuals in the City of Shelton live in poverty (19%) than in Mason County (12%) or the State (11%).

In Shelton, over 45% of single female householders with children under age 18 live in poverty, and 60% of single female head of householders with children under five years of age live in poverty.

Housing Market

Housing Units by Type

In the City of Shelton, 69% of the housing is single family, while about 22% is multi-family, and 9% is mobile homes. Total housing units in Shelton in 2000 was 3,422. Shelton has a much higher percentage of multi-family housing than the County, which has about 6%. This is to be expected however, since higher density housing is only permitted within urban areas and rural areas are limited to low-density single-family development.

Ownership versus Rental

The overall home ownership rate in Mason County is about 79%, higher than the City of Shelton, which is closer to 61%. This is expected due to the placement of higher density rental units in incorporated areas.

In terms of vacancy, Shelton had a low overall vacancy rate of 6% in 2000. Of the vacant units, nearly equal portion were for rent (39%) as were for sale (43%). Mason County, on the other

hand, had an overall vacancy rate of 26% in 2000. The high vacancy rate in Mason County is largely attributed to the substantial number of vacant units in the “seasonal, recreational, and occasional use” category. The City of Shelton had no units in that category.

Housing Condition

In July 2002, a “windshield” survey of housing conditions in Mason County was conducted by students from Olympic Community College. The survey was conducted to obtain a visual assessment of the overall exterior condition of single family housing in the County. Shelton was one of the areas included in the survey.

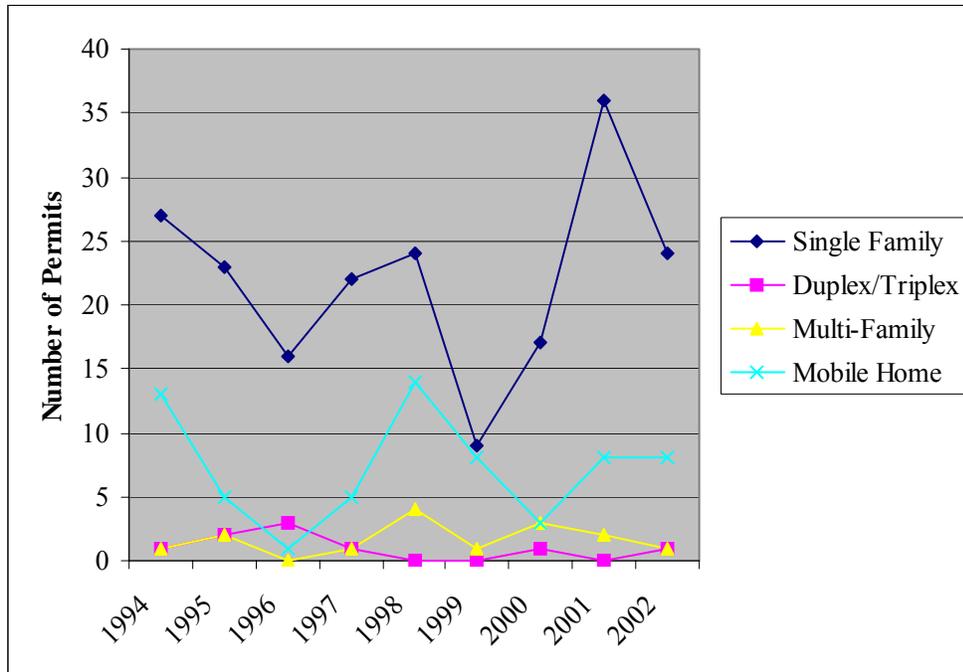
Based on the exterior physical condition of the structures, their appearance was assessed on a scale of 1 to 5, with 1 designated as “excellent and sound condition” and 5 as “dilapidated/uninhabitable.” In Shelton, about 46% received a score of 1 or 2, while 22% had a rating of 4 or 5. Of the 22%, only 3% received a score of 5, or “dilapidated/uninhabitable.” Homes that scored 4 typically had a roof problem and one other significant structural problem. Houses with scores of 5 showed multiple major problems, including roof replacement, foundation repair, and repair of replacement siding.

Overall, the results show that the single-family housing condition was relatively sound in Shelton.

New Building Permits

The City of Shelton’s construction growth from 1994 to 2002 has been dominated by the development of single-family houses. The only exception to this was in 1999, when only 9 permits were issued for single family housing, while 8 permits were issued for mobile homes. Table V-1 shows the distribution of building permits by building type in Shelton between 1994 and 2002.

Table V-1: Building Permits Issued For City of Shelton, 1994-2002



Source: Housing Needs Analysis for Mason County and the City of Shelton

Housing Costs and Affordability

Ownership Housing

Income levels in the City of Shelton and Mason County are lower than in the State, and housing costs are also correspondingly lower. The median value of an owner-occupied house in Shelton in 2000 was \$93,300, compared to \$120,400 in Mason County.

Historically, the rates of increase in home values in Shelton and Mason County have kept pace with those throughout the State. For example, in 1990 the median value of a house in Shelton was \$49,200, but by the year 2000 had increased to \$93,300. The median value of housing increased about 48% in Shelton between 1990 and 2000, and the median value of housing increased about 46% in Mason County.

Housing Unit Sales

A total of 507 housing units were sold in the City of Shelton between 2000 and 2002. In Mason County, the City of Shelton had the second highest number of units sold over the three-year period, followed by Belfair and the NW Mason County neighborhoods. The greatest number of

units were sold in the South Shore/Mason Lake area. The City of Shelton had the lowest average home sales prices (below \$100,000) in Mason County for 2000 and 2001.

In 2000, in the City of Shelton 91% of the total units for sale were priced under \$100,000. By comparison, 50% of the total units in Mason County, or 31% in the State, were offered for sale in the same price range.

Rental Housing

In the City of Shelton, approximately 49% of the renters spent less than 30% of their income on housing, compared to 60% and 58% for Mason County and the State, respectively. However, a proportionately high percentage of renter households in the City of Shelton spend more of their income in the 30% to 39% and 50+% categories. See Table V-2, which shows gross rent as a percentage of household income in Shelton, Mason County, and the State.

Table V-2: Gross Rent as Percentage of Household Income

	Shelton		Mason Co.		Washington	
	Number	%	Number	%	Number	%
Total Number (%) Of All Renter-Occupied Units	1,202	100%	3,454	100%	748,822	100%
Households with Rent Less Than 30% Of Income	591	49%	2,084	60%	437,766	58%
Households with Rent 30%-39% Of Income	220	18%	380	11%	111,551	15%
Households with Rent 40%-49% Of Income	89	7%	271	8%	57,514	8%
Households Rent 50% Or More Of Income	302	25%	719	21%	151,991	19%
Median Gross Rent	\$563	na	\$579	na	\$663	na

Source: U.S. Census, Census 2000 (SF3: H73) from the Housing Needs Analysis for Mason County and the City of Shelton

Housing Affordability

According to HUD guidelines, housing is affordable when a household is paying no more than 30% of gross income for gross housing costs (including basic utilities). Lower income households paying more than 30% for housing costs are considered housing cost burdened. In Mason County, almost 40% of renters were paying in excess of 30% of household income for rent in 2000.

In the City of Shelton approximately 507 units were sold during 2000 and 2002, and only 29% of the sales were priced below the level of affordability for low-income families (less than \$70,000).

People employed in retail and service industries, which are the rising employment sectors in Mason County, are having difficulty paying for housing. Homelessness data reports that many with inadequate or unaffordable housing try to avoid homelessness by living in overcrowded conditions, in inadequate or even substandard, unsafe, or hazardous conditions.

Housing Needs

In 2002, there were an estimated 8,045 households (out of 21,422 households) at or below 80% of the County median family income (38% MFI). This number is up 32% from 1990. Of the total households, 9% were at or below the 30% median family income (extremely low income) level, while 22% were at or below the 50% (very low income) level.

Table V-3 below shows the number of households in need of affordable housing for any reason, whether because of being cost-burdened or living in overcrowded units, in 2002.

- Among renter households, 2,991 or 59% of all households had incomes below the 80% MFI level. This also compares to 59% of renters overall in Washington who were in the same category.
- Of the renter households 1,974 or 39% had incomes below the 50% level of very low-income.
- Of the elderly homeowners 1,505, or 25%, had incomes at or below the 50% MFI level and 2,762, or over 47%, had incomes at or below the 80% MFI level.

Table V-3: Renter and Owner Mason County Households According To MFI Income Levels

Percent of Median Income	Renter Households					Owner Households			Total Households
	Elderly (1&2)	Small Related Family (2-4)	Large Related Family (5+)	Other	Total	Elderly	Other	Total	
Very Low-Income									
0 to 30%	316	438	79	259	1,092	442	471	913	2,005
31 to 50%	336	273	77	196	882	1,063	721	1,784	2,666
Other Low-Income									
51 to 80%	193	390	153	281	1,017	1,257	1,100	2,357	3,374
Moderate Income									
81 to 95%	28	111	52	117	308	644	710	1,354	1,662
95% and above	109	990	161	428	1,709	2,431	7,555	10,006	11,715
All Households	982	2,222	523	1,281	5,008	5,837	10,577	16,414	21,422

Source: HUD 2002 CHAS Tables from the Housing Needs Analysis for Mason County and the City of Shelton

Available Housing Assistance

Supportive Services and Section 8 Housing

Mason County Housing Coalition offers a range of supportive services, including emergency housing, transitional housing, job training, child care, counseling and basic needs assistance, to name a few.

The Mason County Housing Authority administers a total of 165 HUD Section 8 renter assistance vouchers. In addition, there are approximately 317 vouchers administered by Lewis County that are used by residents in Mason County. The majority of assistance vouchers are tenant-based, meaning that the tenant locates suitable housing in the community and the Housing Authority assists with the rent payment. Generally, Mason County’s Housing Authority’s waiting list has about a one-year turnaround period.

Project-based Section 8 units that are threatened with loss are usually those units that have been constructed with HUD loans by private developers. The developer agrees to keep a certain number of units available for lower income households (with lower rents at 30% of that household’s income).

When the terms for the original loan agreement are met, these units may be converted and rented for market-level rates, thus decreasing the community's affordable housing stock. There are options for keeping these units, including a variety of purchase options, assistance programs, and buying techniques. The Mason Matters "Housing Needs Analysis for Mason County and The City of Shelton" provides a list of recommendations for Mason County's housing organizations to preserve project-based Section 8 housing units.

Homelessness

The Mason County 2002 Homelessness Gaps Analysis estimates that approximately 370 persons are homeless in Mason County at any given time. Of these, 280 are members of families and more than 90 (verify with Housing Needs Analysis) represent single adults or independent youth or are couples without children. In 2002, the Mason County Housing Coalition identified large homeless families as a group with the most affordable housing and housing supportive service needs.

While there is no accurate Homeless Management Information Systems (HMIS) database in the County to determine overall trends in homelessness, there is evidence that homelessness may be on the rise in the County. The Mason County Shelter reports that in recent months, turn-aways at the Shelter due to lack of available beds has increased in more than 30 cases per month. See the Mason Matters "Housing Needs Analysis for Mason County and The City of Shelton" for a list of resources to assist homeless persons and families as well as priorities for addressing the needs of the homeless.

Special Populations Housing And Service Needs

Mason County offers a number of specialized services to meet some of the major needs for elderly households, including Chore Girls (provides light housekeeping), Meals on Wheels (provides cooked meals), and a local bus service. Housing for seniors in the County does not seem to have a great demand, evidenced by the short waiting list at senior developments.

There currently is no dedicated permanent supportive housing for persons with mental illness, nor are there any "Safe Haven" units in Mason County to provide shelter for homeless persons with chronic chemical dependencies who refuse treatment.

The Mason Matters "Housing Needs Analysis for Mason County and The City of Shelton" provides several strategies for addressing the affordable housing and supportive needs of the special populations of lower income Mason County residents.

Housing Goals And Policies

The following Goals and Policies have been developed in response to the housing related issues addressed in this Comprehensive Plan. As Shelton continues to grow, the preservation of existing housing stock, the maintenance of neighborhood character, a healthy mix of housing types, and the provision of available, affordable housing are all difficult, yet important goals that must be pursued. Through clear Goals and Policies, Shelton can begin to work toward these challenges.

H1. Maintain a socio-economic and physical diversity within and among existing and new neighborhoods that build upon existing physical features and that define the Shelton area landscape.

- H1a. Encourage a variety of housing types and styles within individual developments/neighborhoods and throughout the community as a whole through the identification and implementation of tools such as performance or design standards.
- H1b. Establish building design guidelines for specific areas of the city, such as downtown or historic districts, which encourage developers to recognize and incorporate elements of Shelton's rich historical past.
- H1c. Encourage the provision of public, semi-public and/or private open space and parks as part of all new residential developments through an incentive/ density bonus program.
- H1d. Analyze opportunities to link open space corridors prior to permitting and clearing and grading for new residential development. Encourage developers to incorporate greenbelts, forested areas, streams, trails and other significant landscape features into residential developments and to retain these natural features as a means of defining neighborhoods.
- H1e. Encourage the rehabilitation or redevelopment of older residential areas, while preserving the character of established and viable residential neighborhoods.
- H1f. Residential redevelopment and infill should be encouraged by providing flexibility in the zoning code to encourage creative solutions where strict application of the normal standards will not meet the intent of efficient land utilization and preservation of neighborhoods.
- H1g. Special Needs Housing shall be designed and maintained to be compatible with the surrounding neighborhood.

H2. Focus new residential development toward vacant, platted lots and ensure that all new development outside of existing platted areas is carefully sited, and consistent with desired development patterns.

H2a. All residential developments shall respect the physical characteristics of the site relating to soils, slope, geology, erosion, hydrology and natural vegetation.

H2b. Residential development along City shorelines and hillsides should be subject to appropriate setbacks and buffers in order to reduce the bulk and visual impacts.

H3. Encourage the availability of an adequate supply of housing at price ranges and rent levels that meet the community's needs and allow for flexibility of location, type and density.

H3a. Provide a variety of lot sizes to increase opportunities for affordable housing.

H3b. Designate sufficient land for a variety of housing types and densities.

H3c. Disperse assisted housing intended to meet the needs of low-income people throughout the City.

H3d. Encourage the development of the potential living space currently located above many of the retail businesses in downtown Shelton as an important affordable housing resource.

H3e. Support regional efforts to provide affordable housing opportunities throughout the County.

H4. Ensure that the basic infrastructure needs of residential development, such as roads, alleys, schools and parks, are designed to best serve the needs of residential development, and the community as a whole, in terms of access, efficiency and compatibility with existing and future development on adjacent parcels.

H4a. Encourage alleys as the appropriate location for garage access, garbage and recycling containers and other items that detract from the "curb appeal" of residential developments.

H4b. "Grid" or modified grid street patterns shall be encouraged when topography permits in any new residential development in order to maintain points of reference and the feeling of community, as well as to provide an efficient roadway network.

H4c. Maintain the feeling of a small and "visitor friendly" community through the placement and maintenance of traditional street signs in all residential areas.

H4d. Integrate new infrastructure into existing networks to provide smooth transitions and to maintain community character.

H5. Allow mobile homes and/or manufactured housing within residential areas with design standards applied to ensure compatibility with existing neighborhoods or anticipated housing.

H5a. Manufactured housing and/or mobile home parks shall be permitted in accordance with design standards to ensure compatibility with neighborhood character.

VI. Utilities Element

Introduction

The Utilities Element of Shelton's Comprehensive Plan seeks to identify the utilities currently provided to Shelton residents, the providers of these utilities, their locations, and the current and future abilities of these providers to serve Shelton's Urban Growth Area. The Utilities Element also provides the important linkage between the growth strategy of the Land Use Element and the costs and revenue analysis in the Capital Facilities Element, and helps to maintain consistency throughout the Comprehensive Plan.

Also included are goals and policies that will guide the development of future utilities, reduce the impacts on the natural environment, warrant safety and aesthetic design qualities, and help to ensure that utility extensions are concurrent with anticipated growth.

The Utilities Element includes an analysis of the following utility services provided in the City and Urban Growth Area:

Public Utilities

- potable water
- sanitary sewer
- storm water management
- solid waste management

Investor-Owned Private Utilities

- electricity
- natural gas
- telecommunications
- cable television

The preceding public utilities will be assigned a level of service (LOS) standard that is related to the operational characteristics of the facility. LOS standards are a summary of existing or desired public service conditions. The process of establishing level of service standards requires the City to make quality of service decisions explicit.

The goal of this Utilities Element is to identify ways of improving utility services within Shelton and the Urban Growth Area over the next twenty years while ensuring the interests of public health and safety. This information will allow Shelton to identify the issues, policies, and regulatory changes necessary to assure that the efficient provision of utilities is properly coordinated with land use throughout the Urban Growth Area.

Public Utilities

The City of Shelton owns and operates the sewer, water, and public storm water management utilities, as well as the solid waste management activities. These utilities currently serve the citizens within the city limits and have been projected through various utilities master plans to provide services to their respective "service areas" during the planning period. This section of the element gives a general description of each public utility and the current levels of service, as well as the future levels of service that will need to be maintained during the planning period.

In addition, the City of Shelton in partnership with Mason County, the Washington Corrections Center, and the Washington State Patrol have prepared two documents pertaining to a regional water and sewer plan. These documents are titled *Shelton Regional Sewer Plan Wastewater Facility Plan* and *Water Comprehensive Plan Amendment and Project Report for the Shelton Area Regional Water System*. These plans, along with an addendum titled *Addendum To Shelton Regional Sewer Plan Wastewater Facility Plan And To Shelton Water Comprehensive Plan And Project Report For The Shelton Area Regional Water Systems*, are hereby incorporated by reference into this Utilities Element of the Shelton Comprehensive Plan.

Water**Background**

The City of Shelton owns and operates a water system serving the customers within the existing City boundary, and within a limited portion of the Urban Growth Area (UGA) on an emergency basis. Other waster systems serving the UGA include:

- Port of Shelton, Sanderson Field
- Port of Shelton, Johns Prairie
- Other Class A Water Systems:
 - Cherry Park
 - Island Lake Manor
 - Parkwood
 - Rae Lake
 - Springwood
- Four Smaller Water Systems:
 - Airport Grocery
 - Hidden Haven Mobile Home Park
 - PJ's Store
 - Evergreen Mobile Estates

Beyond the UGA, but related to essential public facilities, the Washington State Patrol and the Washington Corrections Center have additional water rights/systems.

Water system plans anticipate that the regional water system will include the City, Washington State Patrol, and Washington Corrections Center. Class A water systems are not included in the regional water plans, but the four smaller water systems noted above are anticipated to be connected to the City water system some day. The City will act as the regional purveyor of water to the other regional partners, who will be wholesale customers. The Port is no longer

involved as a regional partner, but will someday become a retail customer, and its future needs have been anticipated in the plan.

In order to meet the future water demand, the City has recently completed a Water Comprehensive Plan (2002) and the Water Comprehensive Plan Amendment and Project Report for the Shelton Area Regional Water System (2005) that provide recommendations needed to improve the existing facilities, meet future supply needs, and ensure compliance with water quality regulations. The plans address a 6-year and 20-year planning period. The 2002 Water Comprehensive Plan, the 2005 Water Comprehensive Plan Amendment, and their subsequent updates, are hereby adopted by reference into the City of Shelton Comprehensive Plan.

Current System

The Shelton Water Comprehensive Plan (WCP) updated in November 2002 and the 2005 Amendment describes the current system and long-term planning strategy for the City's water department over six-year and twenty-year planning periods. This plan indicates that the existing Shelton wells will not be capable of meeting the forecasted 2023 water demands. Therefore, four new wells with a combined capacity of 4,000 gpm are proposed to be added to the system in the 20 year planning horizon. This improvement will enhance the reliability of the water system and permit the removal of a large source from the system for maintenance and repair. Water rights are adequate to meet water demands within the City's present service area for at least the next 20 years.

The total amount of water used for extinguishing fires is typically negligible compared to a service area's annual consumption. However, the rate at which fire flow must be supplied typically results in the largest variations on the water system, a significant concern when planning and designing future water facilities. The Washington Surveying & Rating Bureau (WSRB), responsible for classifying municipalities with respect to their fire defense services, establishes minimum thresholds for fire protection.

A classification system has been set up to rate communities based upon their relative fire response capabilities. Communities are rated from one to ten with one being the highest, or best rating. The City of Shelton was rated as a Class 5 community, and is required to meet a fire flow of 3,500 gallons per minute for 180 minutes. Due to the projected population growth expected to occur, the WSRB has indicated that the City may be required to provide 4,000 gpm for four hours, within the next few years. Further information on the WSRB's inspection and grading can be found in the WCP (Appendix C).

Future Demand

In combination with the population forecasts, estimates of water production needs were used to project the future source requirements for the City and for the Regional Water System partners. In addition, growth was estimated for the Port of Shelton Sanderson Field and Johns Prairie sites, as well for the UGA generally. The 2002 WCP and 2005 Water Comprehensive Plan Amendment projection assume that the average day demand will increase by 2% per year through the year 2023. Based on these assumptions, the projected water supply needs for all Regional Water System partners, for maximum year peak day demand, will be 6.4 million gpd (7,370 gpm peak hour demand) by 2023. Based on the new population projections assigned to the City of Shelton by Mason, County, the combined City and UGA population is expected to increase at a 3% growth rate by the year 2025. At the year 2023, based on a 2% growth rate, the City and UGA population would equal approximately 17,913 persons. At a 3% growth rate, the population level assumed to be reached by the year 2023 (17,913) would instead be reached in 2018. The 2025 population for the City and UGA is anticipated to equal 21,748.

The City's existing well capacity in gallons per minute (gpm) equals 4,960, and instantaneous water rights are 7,450 gpm. At the 2% growth projection level to the year 2023, peak day demand is anticipated to be 4,470 gpm and peak hour demand in 2023 would equal 7,370 gpm. New facilities to be constructed as part of the regional system include a reservoir, a well with water rights transferred from the City's existing Shelton Springs Source, booster pump stations, and water transmission main.

To avoid a supply shortage in the future the City will either need to increase source capacity or decrease system demands. Additionally, the water projections identified above do not account for savings due to water reuse. It was noted in the 2005 Water Comprehensive Plan Amendment that utilization of reclaimed water and water conservation will allow Regional Water System partners to serve additional demand beyond the projections reported above, while not exceeding water use projections. Water reuse is planned in Shelton sewer plans (see below). Monitoring of actual usage, Water Plan updates to new horizon years and population projections (for example, establishing a new 6-year and 20-year horizon), together with conservation and water reuse are anticipated to assist in meeting revised growth levels for the City and its UGA.

Sewer**Background**

The City of Shelton provides wastewater collection and treatment services for the residents, commercial establishments, and industries in its current service area. The service area is currently set at the City Limits; however, future service areas have been formally acknowledged in sewer plans from 1994 forward, including the November 2001 Shelton Area Water and Sewer

Regional Plan as supplemented by the December 2005/April 2006 Shelton Regional Sewer Plan Wastewater Facility Plan, which together serve as the current plan. In 1997 the City of Shelton produced the Inflow and infiltration (I/I) Facility Plan Update. The 1997 plan does not replace the Sewer Plan, but provides updating information based on population projections, and regulatory and financial considerations. These Plans, and their subsequent updates, are hereby adopted by reference into Shelton's Comprehensive Plan as the basis for future direction and recommendations for the City's sanitary sewer system.

Current System

The City of Shelton operates and maintains a wastewater treatment facility, three sewage pump stations, and over 35 lineal miles of sewer lines. Shelton's Wastewater Treatment Plant (WWTP) is a secondary treatment facility that cleanses the wastewater that flows into the plant via the collection system and discharges the clarified and disinfected effluent into Oakland Bay. The treated effluent that is discharged into Oakland Bay is 85% free of Biochemical Oxygen Demand (BOD). BOD essentially represents the strength of the wastewater. The sludge resulting from this treatment is applied to forested land at a 108 acre permitted site located approximately 5 miles from the WWTP. Originally constructed in 1977, the plant was equipped to handle an average design flow (ADF) of 4.02 million gallons per day (mgd) and is currently rated for a maximum day flow (MDF) of 6.65 mgd. The plant's design population is 12,400. When the plant was constructed the engineers designed the plant to be easily expanded to meet future treatment needs of Shelton.

Other wastewater treatment facilities in the Shelton vicinity are beyond the UGA but serve an essential public facility: Wastewater flows at Washington Corrections Center are collected from the correctional facilities and gravity piped to the treatment plant at the southwest side of the institution. Some portions of the institution are served by septic fields. The design population is 2,650 persons. The maximum monthly flow design is 0.40 mgd.

Regional sewer plans provide for improvements to serve the City, UGA, and the Washington State Patrol and Washington Corrections Center.

Future Demand

The Comprehensive Sewer Plan provides in-depth modeling used to predict the amount that future flows will impact the wastewater treatment plant. However, this section of the Utilities Element will offer only a brief overview of the resulting figures. Inflow and infiltration (I/I) figures have been isolated, to describe the amount of wastewater normally collected from residential, commercial, industrial, and school sources. Infiltration is the quantity of groundwater that leaks into the collection system from the surrounding soils, while inflow represents the

amount of storm water entering the collection system by means above the surface. Breaks in the collection system causing the I/I problems make it difficult if not impossible to accurately determine the future flow rates.

Shelton's Urban Growth Area is well within the projected "20 year service area" of the CSP, but in order to accommodate future burdens on capacity, the City must identify additional improvements to the existing system. During the years 1990-1992 the WWTP was monitored to depict the overall performance of the plant. The flow rates were tabulated and analyzed to be used as a base for projecting the future flows and loadings to the plant. The conclusions from the studies resulted in many issues: breaks within the older collection lines allow groundwater to enter the system; flows exceed the capacity of the plant due to severe inflow and infiltration (I/I) problems; the main pump station has been overloaded causing overflows; and the plant was originally under-rated.

In order to mitigate the existing problems and meet the 20 year demand, the Comprehensive Sewer Plan and amendments contain recommended projects and funding plans to be implemented within the Capital Facilities Plan. Projects that eliminate existing deficiencies will be weighted higher on the inventory lists. Twenty-year population projections are similar to those identified for water system plans. Therefore, I/I improvements, monitoring of actual flows, sewer plan updates to new horizon years and population projections (for example, establishing a new 6-year and 20-year horizon), together with conservation and water reuse are anticipated to assist in meeting revised growth levels for the City and its UGA. As noted above, when the City's treatment plant was constructed the engineers designed the plant to be easily expanded to meet future treatment needs of Shelton. In addition, the City is planning a satellite wastewater reclamation plant in the vicinity of the Washington Corrections Center, Washington State Patrol, and Port of Shelton. Design criteria for the satellite facility include that it must be expandable in modules.

Storm Water

Background

A Surface Water Drainage Utility Master Plan (SWDUMP) has been devised to guide the future direction of the utility. The plan was approved by DOE in July of 1994. The City also adopted the regulations from the 1992 Puget Sound Basin Storm Water Management Plan.

Storm water originates from precipitation that falls to the ground within geographical areas called watersheds. The surface water that is not absorbed into the soil accumulates and flows downhill towards drainage basins, creating intermittent and diurnal streams. Impervious surfaces such as roads and roofs, in urban areas, diminish absorbency and accelerate the amount and

movement of surface water thus creating the need for storm water management. Urban environments are also associated with automobiles, which create hazardous substances such as gas and oil to be deposited on roadways. Storm water flushes these pollutants into streams and wetlands that negatively impact the natural ecosystems. Without proper management urban cities would flood more frequently and affect surrounding water bodies, including ground water, producing adverse impacts and jeopardizing the public health and safety.

Current Services

Surface water in the City is currently managed using a variety of techniques including collection and conveyance in storm drains, collection and conveyance in roadside ditches and culverts, retention in impoundments, and disposal into infiltration dry wells. Surface water collected and conveyed is eventually discharged in the several creeks flowing through Shelton or directly into Oakland Bay. The system has inadequacies during storm events that is evidenced throughout the City as ponding and flooding.

Storm drainage in the City is dependent upon the carrying capacity of the receiving streams. The City contributes only 20% of these stream flows; the remaining 80% remains in the watershed outside of the City Limits. Activity such as new or intensive land use in the surrounding watershed greatly impacts stream flows and ultimately reduces the loading capacity available to the City. In order to control runoff rates within the watershed, intergovernmental agreements must be included as a part of the broader management plan.

The City does not have an updated inventory on the physical facilities associated with storm drainage and control. However, a map of the drainage system is included in this section to aid in determining the existing capacity of the pipes and discharge points.

Future Services

New development must incorporate storm drainage design, including retention/detention of stormwater as mandated in the Shelton Municipal Code and compliance with the 1992 Stormwater Management Plan regulations. These regulations will greatly reduce impacts associated with growth but will not completely eliminate the amount of surface water runoff entering the system. The Land Use Element has determined the general designations for future land uses for the Urban Growth Area, which will ultimately govern the location of future services.

Solid Waste**Background**

In October 1990 the City passed a resolution to participate in the planning process with Mason County for the creation of a Solid Waste Management Plan. The Solid Waste Management Plan was adopted by the County Commissioners in 1992 and will be the referencing document for this sub-section of the Utilities Element. The City also has conducted a Rate Study and completed a Feasibility Study on Privatization in 2003.

Current Services

The City of Shelton operates a garbage collection system that serves approximately 2,915 residential and commercial customers as of March 31, 2003. Within the City, refuse collection is mandatory; all residents pay for the service, whether they use it or not. The service fee is based on the size of container that the customer requests, as the City provides the containers. The City also implemented a curbside recycling program in 1994.

The collected refuse is transported to a transfer station at the Mason County Solid Waste Facility located northwest of Shelton. Mason County charges the City to export the refuse to the regional landfill located in Klickitat County.

Waste reduction efforts in Shelton are accomplished by sub-contracting with Mason County Garbage for the collection of recyclable materials. This service is mandatory, but the recycling containers are provided at no charge by the City. Households that take advantage of the recycling program have the option to change their garbage collection to bi-weekly; thus there is an incentive to lower their bill by reducing the total waste collected. Recyclable materials include newspaper, magazines, mixed paper, cardboard, tin cans, aluminum cans, and glass. Mason County Garbage delivers the recyclables to All Star Recycling, located in Olympia, for processing and marketing.

Future Services

The future collection of garbage and recyclables will be demand driven. Mason County's agreement with Klickitat County was originally for 5 years of permitted land filling with a possibility of an extension. After the five years (1993-1998) the County now has the ultimate discretion for future dumping. The City of Shelton, however, could contract with another county to deal with future disposal of solid waste. Currently the City has no formal agreement with Klickitat County but still use them for land filling purposes.

Private Utilities

Natural Gas - Cascade Natural Gas

Background

Cascade Natural Gas Corporation (CNG) builds, operates, and maintains the natural gas facilities serving Shelton. CNG is an investor-owned utility serving customers in sixteen counties within Washington State. Cascade Natural Gas provides natural gas for residential, commercial, and industrial uses in Shelton and the Urban Growth Area.

The Pacific Northwest, including Washington, Oregon, and Idaho, receives its supply of natural gas from both the Southwest United States and Canada. Natural gas is supplied to the entire region via two interstate pipeline systems. The Pacific Gas Transmission Company and The Williams Companies each own and operate their respective regional pipeline networks, which supply natural gas to Washington, Oregon, and Idaho.

Once delivered, natural gas can be stored in two ways. First, it can be pressurized and then injected into underground geologic structures that are suitable for gas storage. This is done locally at the Jackson Prairie Gas Storage Field located south of Chehalis. This gas is used to supplement the region's gas supply in colder weather. Secondly, natural gas can be stored by cooling it to -258 degrees Fahrenheit. At this temperature, it becomes a very dense liquid and can be stored in storage tanks. Such a storage facility exists currently in Plymouth, Washington. These two methods of natural gas storage ensure the reliability of this utility.

Current Services

The components and hierarchy of CNG's gas supply system are described below.

- A Gate Station is the delivery point of natural gas from the upstream interstate pipeline to CNG's system. Gate stations normally include metering stations, odorizing stations, and pressure reduction stations.
- High Pressure Lines transport gas to district regulators throughout CNG's service area. These high pressure line mains may vary in size from 2" to 20," and in pressure from 150 to 600 pounds per square inch.

- Pressure Reduction Stations are installed at the point of delivery of natural gas lines from the High Pressure Lines to the lower pressure distribution systems. Distribution system main sizes vary from 2" to 16."

Customer hook-up to the distribution system is governed by CNG's tariffs as filed with and approved by the Washington Utilities and Transportation Commission (WUTC). Connection to CNG's distribution system is solely demand driven. Connections cannot be planned in advance; rather, connections are initiated by customer requests.

Future Services

Currently the existing natural gas system is fully functional and meeting the needs of the customers in Shelton. Cascade Natural Gas Corporation Least Cost Plan, as filed with the WUTC, addresses the adequacy of service to be provided within the company's certified service area.

The location, capacity, and timing of new improvements depend greatly on opportunities for expansion, and how quickly Shelton grows. There are usually several possible routes to connect different parts of the system. The final route taken will depend on right-of-way permitting, environmental impacts, and opportunities to install gas mains with new development such as highway improvements or other utilities.

Cascade Natural Gas has an active policy of expanding its supply system to serve additional natural gas customers. CNG's engineering department continually performs load studies to determine CNG's capacity to serve its customers. The maximum capacity of the existing distribution system can be increased as required by one or more of the following:

1. Increasing distribution and supply pressures in existing lines.
2. Adding new distribution and supply mains for reinforcement.
3. Increasing existing distribution system capacity by replacement with larger sized mains.
4. Adding district regulators from supply mains to provide additional intermediate pressure gas sources to meet the needs of new development.

As the current provider of natural gas to Shelton and the Urban Growth Area, Cascade Natural Gas Corporation is planning to continue meeting the needs of Shelton and the Urban Growth Area during the planning period.

Electricity-Mason County Public Utility District #3

Background

Residents of the City of Shelton and Urban Growth Area receive their electricity from the Bonneville Power Administration via Mason County Public Utility District #3. Mason County P.U.D. #3 was organized in 1939 in an effort to address the utility needs of local residents. Public Utility Districts in general have evolved from the Federal Rural Electrical Administration, to granges, and finally to Public Utility Districts.

Current Services

Mason County P.U.D. #3 currently serves residents throughout the City of Shelton and the Urban Growth Area. Public Utility District #3 has divided its greater service area into 28 smaller analysis areas. Six of these analysis areas or subareas (Shelton Core (#17), North Shelton Suburb (#18), Mountain View/Airport (#25), Lake Limerick Area (#14), Arcadia & Cole Road (#22), and South Shelton Suburb (#21)) are located entirely or partially within the Urban Growth Area.

There are currently ten substations operated by P.U.D. #3 within Mason County, all of which could support pockets of limited industrial activity. All electrical load on both the Kamilche and Bayshore substations has been removed and those substations are no longer in service. (The property and substations are owned by the Bonneville Power Administration. The facilities have been removed and the substations abandoned.) These substations were replaced by the Skookum and Pioneer substations respectively, which were constructed and put on line by the PUD in 1998 (Skookum) and 1999 (Pioneer). Both the Skookum and Pioneer substations are running at between 10 and 15 percent of capacity.

The Bonneville Power Administration maintains a major substation in the Mt. View neighborhood that receives electricity from high voltage BPA transmission lines, and then distributes it at appropriate levels to local P.U.D. #3 transmission lines. This substation is accessible from Olympic Highway North near "K" Street. The BPA also maintains a smaller substation in downtown Shelton, near the intersection of Goldsborough Creek and First Street, which serves as the central electricity source for all of downtown Shelton.

Future Services

The provision of electricity by P.U.D. #3 is demand driven, (i.e. when development is proposed, an application is completed and services are designed for expansion to meet the demand). It is important to note that although customers may reside varying distances from urbanized areas, the cost of electricity for all customers remains the same.

It is conceivable that with additional growth in the downtown area, the BPA downtown substation may require upgrading. Likewise, as the industrial area on John's Prairie continues to grow, so will the need for increased quantities of electricity. Currently, John's Prairie is served via transmission lines which run along North 13th, through the Shelton Medical and Education district. Plans are still underway for a large gravel mining operation in that area. In light of that fact and the needs for redundancy in the PUD's system – including the ability to shut down substations for maintenance work, a substation in the area is scheduled to be energized in 2004.

The location of electrical lines within new development is ultimately up to the developer, but the P.U.D. advises that transmission lines should be placed beneath the ground. Underground transmission lines are more than double the expense of constructing overhead lines. Some benefits of underground lines include: aesthetic considerations, reduced maintenance and service, and reliability. If problems do arise with existing underground transmission lines, then servicing, due to the unknown location, becomes a difficult task. Within the current City Limits, it is estimated that 75% of the transmission lines are overhead and the remaining 25% are located beneath the ground. System-wide, the P.U.D. has 60 percent of its primary system underground and 40 percent is overhead.

Current P.U.D. #3 facilities tend to follow existing roads, and are considered fairly accessible for maintenance, repairs, etc. P.U.D. #3 currently does not purchase or condemn rights-of-way for their utility lines, but hopes to continue to use public rights-of-way for the shared expansion of utility lines in the future. Currently, the P.U.D. has not acquired any lands for future expansions, but this approach has not been ruled out.

P.U.D. #3 will continue to provide electrical service to Shelton and the Urban Growth Area during the planning period. Since new facilities are added to the system based upon immediate demand, it is accepted that P.U.D. #3 will continue to provide electrical services to the Urban Growth Area as development is proposed. As the Land Use Element is implemented within Shelton and the currently unincorporated Urban Growth Area, P.U.D. #3 will be better able to plan for future service extensions.

Conservation and Cogeneration

As P.U.D. #3 and other electricity providers look toward the future of electricity provision in the Northwest, issues such as declining salmon runs along hydroelectric river corridors and the costs associated with additional generating structures take the forefront. Electricity providers across the northwest are currently examining various options available to them such as co-generation, where steam from industrial processes is used to generate electricity at a significantly lower cost than purchasing the power from outside the region. Electricity providers purchase this power from the industrial operation, convert it to usable voltages, and then sell the electricity to regional and local customers. Innovations in technology are gradually making co-generation more cost effective, and expandable to locations such as Shelton.

Other alternatives that may prove to be valuable to P.U.D. #3 in the future include energy conservation programs that have been shown to effectively reduce the level of demand among residential customers, thereby postponing or eliminating the need to create additional power generating facilities. P.U.D. #3 customers currently have access to flow regulators for faucets and showers, blanket wraps for hot water heaters, and a range of compact fluorescent light bulbs. All of these items are offered at little or no cost to utility customers.

It is very likely that both co-generation and conservation programs will play a significant role in the electrical utility industry in Washington over the duration of the planning period.

Telecommunication-Qwest Communications

Background

QWEST Communications is the primary provider of telecommunication services to the residents and businesses in the City of Shelton and the Urban Growth Area. QWEST operates as a private, for-profit corporation offering regulated and non-regulated services (including Internet-based data, voice, and image communications) to 30 million customers in 14 western states. QWEST and its predecessors have provided telecommunication services in Washington communities for over 100 years.

The Washington Utilities and Transportation Commission regulates the telecommunications services provided by QWEST. These services are also subject to various federal laws and regulations administered by the Federal Communications Commission.

Current Services

Washington is divided into four geographical areas called Local Access and Transport Areas (LATA's). A LATA is a telephone exchange area that serves to define the area within which QWEST is permitted to transport telecommunications traffic. QWEST provides exchange telecommunications services to customers in Shelton, consisting of local services and the completion of long distance calls made to locations within the LATA boundary.

When a call is made across a LATA boundary, a long distance carrier is necessary- In Shelton, QWEST provides exchange access service that links the equipment of a subscriber to the transmission facilities of long distance carriers who provide inter LATA services (e.g, AT&T, MCI,SPRINT).

There is one central switching office (CO) serving the City of Shelton and the surrounding area, located at 6th and Railroad. A CO is the facility of a telecommunications common carrier (QWEST) where calls are switched.

From the CO, there are four main cable routes generally heading north, south, west, and east. Connected to these main feeder routes are branch feeder routes. From the branch feeder routes are thousands of local loops that provide dial tone to every QWEST subscriber. The routes may be aerial or buried, copper or optical fiber lines.

Future Services

QWEST's facilities are created ultimately by customers' demands upon the existing system. As communities grow, facilities are upgraded to ensure adequate service levels. To make additional services available, facilities are frequently upgraded with new technology. Local construction plans are submitted to obtain needed permits and authorizations from local government planning and public works departments.

The telecommunications industry is currently in the midst of tremendous advances in technology. Soon, transmission of high quantities of multiple use services (voice, data, and video) over a single communications circuit will become common. Due to advances in cellular communication, as well as new providers entering the telecommunication market, it is difficult to assess all of the ways in which future telecommunication will be provided by QWEST and others.

Qwest is in the process of developing a new broad-based network that will carry multi-media service, and will make it easier to diagnose and fix problems before they affect customer service. A trial of this new network will begin late in 1993. By 1995, QWEST expects construction to be at a pace that will add 500,000 or more telecommunications customers a year through the end of the decade.

QWEST currently provides telecommunications service to Shelton's Urban Growth Area, and does not expect difficulties in continuing to provide services to the future residents of Shelton over the next twenty years.

Cellular Communications

Cellular communications services are included as a part of the Utilities Element due to the increasingly important role they play in the day-to-day transfer of information, and communication for business, emergency, and personal uses.

As new uses for cellular technology are created, and as the cellular technology itself is improved, the use of this technology is likely to increase greatly. This increase in use will require additional transmission site facilities, and the need for coordinated planning to ensure that permits and applications are processed in a timely manner, and in a manner consistent with the Land Use Element of this Plan.

It is expected that Qwest Cellular, Verizon, Sprint and others will continue to offer cellular communications services throughout the Urban Growth Area during the planning period.

Cable Television- Comcast

Cable television service is provided in the greater Shelton area by Comcast. This privately owned utility is projected to serve the future corporate boundaries of Shelton, which is why it is included as a sub-section of this Element.

Without cable television, one is limited to public broadcasting stations, which makes cable TV a desirable service for most residents and businesses throughout the Shelton area. The cable service offers a variety of different viewing channels ranging from the Discovery Channel to the Prime Sports Northwest Channel. Pay-per-View options and digital cable are also available through Comcast as well as additional paid movie channels.

The location of the main utility lines that currently distribute the cable service throughout Shelton and the Urban Growth Area are shown on the attached map. Comcast foresees no capacity problems for providing service to the future corporate boundaries of Shelton. The distribution system will need to expand, allowing for services to the areas experiencing development as a result of population growth.

Although no formal joint utility agreements have been reached, the continued cooperation with P.U.D. and Qwest should ensure joint extensions of utility services and joint cost benefits for both customers and utility providers.

Utilities Goals and Policies

U1. Promote consistency between the long-range utilities planning and the Comprehensive Plan.

U1a. The City shall adopt the following utilities plans as they now exist, and as subsequently amended, as part of this comprehensive plan: *Shelton Regional Sewer Plan Wastewater Facility Plan* and *Water Comprehensive Plan Amendment and Project Report for the Shelton Area Regional Water System, Addendum To Shelton Regional Sewer Plan Wastewater Facility Plan And To Shelton Water Comprehensive Plan And Project Report For The Shelton Area Regional Water Systems.*

U1b. All utility master plans shall be updated to support the objectives of the Comprehensive Plan.

U1c. The City shall provide periodic updates of population, employment, and development forecasts to all utility managers to promote joint planning efforts.

U2. Provide and maintain public utility facilities and services to all persons living within utility service areas in a cost effective manner.

U2a. Promote conservation and demand management programs to reduce the need for rate increases and new facilities created by future growth.

U2b. Public utility maintenance and rehabilitation programs should be implemented to reduce maintenance costs and minimize rate increases.

U2c. Public facilities and services should be designed and constructed to handle the anticipated growth of the service area, and to minimize future maintenance and repair costs.

U3. Ensure utility improvements are made to provide for future growth and service demands associated with population growth.

U3a. The location of future utilities shall be consistent and compatible with other plan elements.

U3b. Future utility improvements shall follow the expected growth projections in the Comprehensive Plan, to size facilities and services appropriately.

U3c. Extension of water and sewer lines and related facilities needed to serve new development shall be the responsibility of the developer or in some cases provided through a local improvement district.

U3d. Utility improvements shall be included in the Capital Facilities Plan to ensure needed facilities and improvements are financed and completed in a timely fashion.

U4. Ensure environmentally sensitive, safe, and reliable utility services that are reasonably compatible with surrounding land uses.

U4a. The City shall ensure that utilities are reasonably compatible with surrounding land uses and reasonably minimize their impacts on the natural environment, consistent with the serving utility's public service obligations.

U5. Provide an adequate and effective recycling program to serve the needs of Shelton's residents.

U5a. The City should encourage multi-family and commercial developments to provide onsite recycling containers through land development regulations.

U6. Process permits and approvals for utility facilities in a fair and timely manner and in accord with the development regulations.

U6a. The City shall promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of

construction timing to minimize construction-related disruptions to the public and reduce the cost to the public of utility delivery.

- U6b. Private utility providers and special purpose districts shall prepare such plans and strategies as may be necessary to provide necessary services concurrent with demand.

U7. Coordinate utility planning and provision with the goals and policies, and map designations of the Land Use Element of this Comprehensive Plan.

- U7a. The City should, in conjunction with private utility providers and special purpose districts, designate areas for the location of utility facilities when it is known that facilities are needed and planned.

- U7b. The City supports necessary amendments to the Utility Element for the purposes of updating individual utility provider plans and adjacent jurisdiction consistency.

VII. Capital Facilities Element

Introduction

The Shelton Capital Facilities Element (CFE) is a document that provides a list of proposed major capital expenditures throughout the City and Urban Growth Area. It also provides a multi-year look at the strategies and financing requirements for major capital programs. The Element attempts to project needs six years into the future for major construction, infrastructure improvements, land acquisition, and equipment and machinery purchases. The CFE then provides a funding strategy and projected funding scenarios for each succeeding year.

The principal criteria used in identifying needed capital improvements are adopted standards for level of service (LOS). Each capital facility has been assigned a "future LOS standard" that is required to be maintained during the planning period. Concurrency requires that development not occur unless needed public facilities adequate to insure that LOS standards are not diminished are provided at the time of the development. Concurrency is a central feature of the Capital Facilities Element. If level of service is reduced to within 90% of the adopted standard, the Concurrency Management System will impose necessary sanctions to alleviate any further reductions for those facilities.

As provided in the Growth Management Act, Capital Facilities Plans are a required part of the Comprehensive Plan and are to provide capital facilities for land development that is envisioned or authorized by the Land Use Element. Due to the interrelationship between land use and public facilities and services, the CFE should be viewed as a vehicle for identifying and coordinating capital facility needs in a manner that maximizes the return to the community. Also, the Element is meant to coordinate and provide consistency among the other plans, including the Parks and Recreation, Transportation and Utilities Elements of the Comprehensive Plan, various master plans and other studies. The CFE, like the other elements of the Comprehensive Plan, contains broad-based goals and specific policies that guide and implement the provision of adequate public facilities.

The Capital Facilities Element transforms the remainder of the Comprehensive Plan from a visionary document to having real validity and life. The CFE establishes the community's ability to provide adequate services to new development and to maintain that service to today's community at the same time. By analyzing the funding required to provide facilities for growth, the CFE serves as a "reality check" of the desired growth patterns and standards established throughout the Comprehensive Plan. By funding projects needed to maintain level of service and for concurrency, the CFE influences the quality of life in the community. Planning for capital facilities is a complex task. It requires understanding of future needs, assessing the various types of capital facilities that could be provided, and identifying the most effective and efficient array of facilities to support the needed services.

Identifying the needed capital facilities is itself only a beginning. Planning how to pay for these needs is another step. Only certain improvements can and will be afforded. Securing the most effective array of facilities in light of limited resources and competing demands requires coordination of the planned facilities and their implementation. It also requires a thorough understanding of the fiscal capacity of the City to finance these facilities. Financial planning and implementation of capital facilities cannot be effectively carried out on an annual basis, since often the financing requires multi-year commitments of fiscal resources.

Definition of Capital Facilities

Capital Facilities or Capital Improvements for the purpose of this Element are defined as land, improvements to land, structures (including design, permitting, and construction), infrastructure improvements, and equipment whose valuation exceeds \$20,000 and has an expected useful life of at least 8 years.

List of Capital Facilities

The capital facilities contained in this element include: water, sewer, stormwater, solid waste, police, fire, library, schools, parks and recreation, transportation, hospital, cemetery, and municipal services.

Growth Assumptions

This Element is based on the population projections for the next six years (2003-2009), which are used in determining needed projects to maintain the adopted level of service for each facility. These projections are consistent with the 20-year population projections in the Land Use Element of Shelton's Comprehensive Plan. Table VII-1 below depicts the figures.

Table VII-1: Population Projections

6-year Population Projections.	
2003 City population	8,937
2009 City + UGA Pop. projections	13,576 ²

Level of Service

Levels of service (LOS) are usually quantifiable measures of the amount of public facilities that are provided to the community. Facility levels of service are typically expressed as ratios of capacity to demand (i.e., actual or potential users), for example, square feet of school building per students. The preceding capital facilities have been assigned level of service standards, which are indicators of the extent or quality of service provided by a facility that are related to the operational characteristics of the facility. These adopted LOS standards are the desired public service conditions that the citizens of Shelton have determined should be preserved and maintained. Public involvement in the LOS adoption process ensures both public officials and citizens that future improvements are planned on a basis that balances desired service levels with taxpayers' ability to pay.

Under concurrency requirements, the level of service standards for transportation will influence the timing and location of development, by clarifying which locations have excess transportation capacity that may easily support new development, and by delaying new development in other locations until it is feasible to provide the needed transportation facilities. Level of service standards will be used as a tool to determine the need for particular transportation facilities and determine when the Concurrency Management System will impose requirements to mitigate the affected capacity of that transportation facility.

Concurrency

Concurrency is essentially the balance between demand for, and the capacity of, capital facilities. The Growth Management Act (GMA) specifically defines *concurrent with development* as "improvements or strategies that are in place at the time of development, or that show financial commitment is in place to complete the improvement or strategies within six years." The GMA requires that transportation facilities and services, at a minimum, necessary to support new

¹ This figure represents the projected population within the incorporated City Limits plus the City's UGA and can be used for calculating the future level of service. See Land Use Element for more detail. Using a 2004 base year population of 11,248 and an approximate 3% growth rate, the 2009 population is similar to the 2009 population listed in the table.

development, and needed to maintain adopted level of service standards, must be available concurrent with development occupancy or use.

In order to accomplish concurrency between development impacts and necessary facilities and services, the City of Shelton has adopted a Concurrency Monitoring and Implementation System. This system is used to determine which development permits will result in a reduction of the level of service standards as envisioned in the comprehensive planning process. Each development application must demonstrate that the adopted LOS and concurrency standards for transportation facilities and services, at a minimum, will not be degraded as a result of such development. If the development is determined to cause such impacts, then the developer must go through the mitigation process to obtain a Certificate of Concurrency.

The City provides an annual capacity statement for transportation facilities, and makes that statement available to the public, as set forth in the Concurrency Implementation and Management System ordinance (SMC 17.07).

Revenue Sources

It is anticipated that the City will utilize some or all of the following methods to finance the projects listed in the CFE. Revenues discussed throughout the Capital Facilities Element are in 2003 dollars unless otherwise indicated.

- General Funds
- Revenue Bonds
- Grant Funds
- General Obligation Bonds
- Developer Funds
- Local Improvement Districts
- Utility Funds
- Impact Fees
- Low Interest Loans

Why have a Capital Facilities Element?

The Capital Facilities Element provides many benefits for the City of Shelton and its community such as:

- Scheduling improvements to make the best and most economical use of personnel, public funds, and equipment;
- Establishing a basis upon which the City can request federal and state assistance;
- Providing resolution of competing priorities among departments;
- Allowing for coordination of projects with other agencies;
- Providing the private sector with an indication of the timing of public improvements; and
- Assuring that growth is accommodated in a manner that does not degrade the quality of public services or overall quality of life.

Mason General Hospital**Inventory Of Current Facilities**

Mason General Hospital is the primary medical care facility for residents of Shelton and Mason County. The hospital is located in the Mountain View neighborhood of Shelton, and is located off of 13th street, "K" street, and Sherwood Lane.

Mason General Hospital is 54,000 square feet in size and was newly remodeled in 1993 with a \$10.05 million, 29,000 square foot facelift and expansion. The hospital is licensed for 68 beds, and is currently set up for 51 beds. More than 60 physicians and 240 employees assist in providing health care services.

Forecast of Future Need

In order to continue to serve the needs of Shelton and the surrounding Mason County residents the hospital has prepared an expansion plan that includes 133,000 sq. ft. of new facilities and the alteration of 31,000 sq. ft. of the existing facilities. In addition, the hospital has identified an area suitable for subdivision into eight lots for future use as medical office space.

Current and Future Level of Service

The current LOS is 6,042 sq. ft. per 1,000 population, which is based on the current inventory divided by the 2003 population of 8,937. The proposed expansion will enable the hospital to maintain if not improve this LOS as the City and surrounding County continue to grow.

Projects and Financing

Initiation of the proposed hospital expansion and renovation project will be subject to the voter approval of a bond issue.

Parks and Recreation

Inventory of Current Facilities

The City of Shelton currently owns 23.92 acres of developed and undeveloped recreational facilities. These facilities range from community and neighborhood parks to an undeveloped public boat launch.

In addition to the facilities owned and operated by the City of Shelton, the Shelton School District owns additional recreational facilities. These facilities are located in conjunction with school sites; however, they are not included in the inventory of developed parks and recreation facilities used to calculate current and future level of service.

Forecast of Future Need

The most recent evaluation of City park facilities was conducted in 1996 and a new park plan was adopted on March 31, 1997.

The City plans to renovate the parks, replace aging playground equipment, comply with the recreational standards, and make other improvements at the City's parks. As Shelton continues to grow, provision of neighborhood parks will become an important priority. Neighborhood parks would allow residents living at the perimeter of Shelton and the UGA walking-distance access to public places in which to relax, recreate, or exercise. The City is identifying areas in the UGA within which it plans to locate future neighborhood park facilities.

The 1996 Park Plan indicates that in general, Shelton's parks are small. NRPA standards suggest that community parks be 25 acres or larger, and that neighborhood parks be 15 acres or larger.

Shelton's community parks range between 3.9 and 6.9 acres, with other recreation areas averaging .68 acres. The Huff and Puff facility skews the overall figures for average park size and current park space per 1,000 population.

A general need for additional park facilities in the Northcliff, Capital Hill, Angleside/South Hill, and Beverly Heights neighborhoods has been determined through the analysis of population growth in the 1996 analysis of neighborhood parks. It is recommended that future park development projects take into account the potential for future growth in neighborhoods such as Angleside and South hill.

Current and Future Level of Service

The current number of acres of parks per population is approximately 2.68 acres per 1,000 population, which is based on the existing inventory of all City owned developed facilities (23.92 acres) divided by the 2003 actual City population (8,937). If developed park space is unchanged by the year 2009, the ratio would fall to approximately 1.76 acres per 1,000 population, a 34% decrease in level of service. The 1996 Comprehensive Parks Plan adopts a Level of Service standard of 5 acres per 1,000 population.

Projects and Financing

The projects and financing for park improvements are set forth in the current Shelton Comprehensive Parks Plan and are hereby adopted by reference as part of this Comprehensive Plan.

Public Library Services

Inventory of Current Facilities

The William G. Reed library, located at the corner of 7th and Alder streets in downtown Shelton, serves as the library resource for residents in the Shelton Urban Growth Area.

Built in 1989, the 16,000 square foot William G. Reed library operates as a branch of the Timberland Regional Library system, which serves communities in Grays Harbor, Lewis, Mason, Pacific, and Thurston counties. The 17,338 cardholders in the Shelton area have local access to 77,478 items in the library's holdings, with access to over 800,000 items through the networked Timberland Regional Library system

Forecast of Future Need

Timberland Regional Library officials have not identified any existing or future deficiencies. There are no current plans to expand the Shelton library facility within the six-year CFE planning period. Timberland's administration indicated that the American Library Association (ALA) standards are one of the bases for determining space needs and that Shelton's facility is sufficiently sized for future growth. The only concern is parking associated with the heavy use of the library.

Current and Future Level of Service

The current LOS is 1,790 sq. ft. per 1,000 population, which is based on the existing inventory divided by the 2003 population of 8,937. Currently the William G. Reed Library is well above the American Library Association (ALA) standards and should continue to provide quality service without further capital improvements. The future population projection of 13,576 will decrease the current LOS to 1,179 square feet per 1,000 population, but will not affect the functional services provided.

Projects and Financing

Routine Maintenance and replacement of the heating and cooling system have been identified by Timberland Regional Library for the six year planning period.

Fire Protection

Inventory of Current Facilities

The Shelton Fire Department had to move out of the old fire station, the Public Safety Building, located at the corner of 2nd and Franklin Streets in downtown Shelton, due to water and mold issues in the building. The fire department has been housed in two modular buildings in the parking lot of that location, and still uses the truck bays that are attached to the Public Safety Building.

The City has conducted a mold remediation study to identify that the Public Safety Building could be rehabilitated. The City is conducting further pre-design to determine costs and plans to make a decision soon on rehabilitating the Public Safety Building or building a new fire station to provide permanent accommodations for the fire department.

The Shelton Fire Department is currently staffed by one Fire Chief, one Assistant Fire Chief/ Fire Marshall, three Lieutenants, three Firefighters, seven Resident Volunteer Firefighters, 18 Volunteer Firefighters, and one Administrative Assistant.

The Shelton Fire Department owns and operates three engines, one rescue vehicle, one command vehicle, and one support vehicle.

Forecast of Future Need

As Shelton grows in population and size with the eventual annexation of land area within Shelton's Urban Growth Area, so will the demands that are placed upon the Shelton Fire Department. Over the short term, it is likely that the Shelton Fire Department would work toward agreements with existing Mason County Fire Districts for the mutual provision of services at currently provided levels.

Longer term plans will require more intensive studies to determine the best placement of new facilities to serve Shelton's residential, industrial and commercial areas. Given the recent and expected residential growth north of the existing City limits, and a fairly evenly distributed population otherwise, the Shelton Fire Department expects the need to expand to a two-station operation. The new facility would likely be located in the Mountain View/ Sanderson Field area, and would be staffed at current downtown station levels. This would allow for the downtown station to continue in operation at current levels, and would help the City in maintaining a Level 5 Insurance Service Office rating, the desired level of service.

Current and Future Level of Service

The LOS for fire protection and emergency services capital facilities reflects operational requirements of the current average fire response time of less than 5 minutes. Currently the fire and emergency services facility has 5,591 sq. ft. of workspace, which calculates to current LOS of 665 sq. ft. per 1,000 population. This level of service is based on the existing inventory divided by the 2003 population of 8,937. The future (2009) projected space need for fire and emergency services will eventually be accommodated by rehabilitation of the Public Safety Building or construction of a new facility. Future level of service will range from 751 sq. ft. per 1,000 population in the year 2009 to 1,007 sq. ft. per 1,000 population. The average response time of less than 5 minutes should be maintained through the year 2009 as the future LOS. The City should also maintain a Level 5 Insurance Office rating as the desired LOS.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Police Protection

Inventory of Current Facilities

Police protection is provided primarily by the City of Shelton's Police Department, although Mason County Sheriffs Department is also located in the City Limits. The Police Department is located in the Civic Center at 525 West Cota Street.

The Shelton Police Department is currently staffed by 18 full-time commissioned officers, 5 volunteer reserve commissioned officers, one support services officer (animal control/parking enforcement), and 15.25 civilian employees (one administration, two records, 11.75 communications [SHELCOM], .5 animal control). The Shelton Police Department personnel utilize 12 vehicles to provide law enforcement services and one vehicle for animal control services. The Communications Division [SHELCOM] is described as a sub-facility under this Police Protection section.

Forecast of Future Need

As the primary provider of police services, the Shelton Police Department will require additional staff and facilities to maintain the high quality of service for the future population. The future increased population and incorporated lands will generate more calls and decrease the response times if new personnel and supporting facilities are not available to meet those needs.

Current and Future Level of Service

The current LOS is 293 sq. ft. per 1,000 population, which is based on the current inventory divided by the 2003 population of 8,937. Police Protection services also uses a LOS formulated by the number of calls received per population. In 2002 there were 12,046 calls received, making the current LOS 1,348 calls per 1,000 population. The space needs for police protection services, as determined by the "space needs assessment", of 7,500 sq. ft. were accommodated within the new Civic Center. Given this figure, the future LOS is 553 sq. ft. per 1,000 population, which is determined by the future space inventory divided by the projected population of 13,576, in the

year 2009. To maintain the current LOS of 1,348 calls received per 1,000 population, there would need to be capacity to process 18,301 total calls in the year 2009, given the projected population. This increase in calls received will ultimately require additional staff, which will be accommodated in the new Civic Center.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Animal Shelter**Inventory of Current Facilities**

The animal shelter is located at 10th and Pine Streets adjacent to the City Shop. The building was completed in 1995, with 1,040 total sq. ft. including office, storage, and kennel space. Maximum holding capacity of the facility is 12 animals in individual kennels.

Forecast of Future Need

Due to the recent completion of the shelter, the City does not foresee additional space needs for the next six years.

Current and Future Level of Service

The current LOS is 116 sq. ft. per 1,000 population, which is based on the current inventory divided by the 2003 population of 8,937. The future LOS is 77 sq. ft. per 1,000 population, based on the projected population of 13,576 in the year 2009. Although the LOS will decrease in the future due to increasing population and no planned expansions, the overall performance of the facility will remain adequate.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Emergency Communication Services (SHELCOM)

Inventory of Current Facilities

Emergency Communication Services [SHELCOM] is a division of the Shelton Police Department, located in the Civic Center at 525 West Cota Street. SHELCOM is the Public Safety Answering Point (PSAP) for all of Mason County. SHELCOM dispatches for the Shelton Police Department, Mason County Sheriff's Office, Squaxin Island Tribal Enforcement, Skokomish Department of Public Safety, Shelton Fire Department, and Mason County Fire Protection Districts 2, 12, and 16. The facility currently has 2,450 square feet for 11 staff members.

Current and Future Level of Service

The current LOS is 52 sq. ft. per 1,000 population, which is figured by the current inventory divided by the 2003 population of 8,937. The future LOS is 181 sq. ft. per 1,000 population, based on the projected population of 13,576 in the year 2009.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Schools

Inventory of Current Facilities

The Shelton School District #309 provides public school services for the City of Shelton as well as surrounding areas of Mason County. In the 2002-2003 school year, the District served students in three primary schools, one middle school, one high school, and one special needs school.

- Primary Schools: Kindergarten to Grade 5
- Middle School: Grade 6 to Grade 8
- High School: Grade 9 to Grade 12, Choice High School: Grade 9 to Grade 12

Capacity is defined as the number of students that a school design can accommodate in permanent facilities only. Capacity is determined by the District using recommended State Housing Standards for primary and secondary school facilities. Capacity considers both regular classrooms and other programs such as bilingual education, accelerated learning, and special education. The following table (Table VII-2) represents the Shelton School District facilities and associated capacities.

Table VII-2: School Facilities

School	Site Size (acres)	Facility Size (sq. ft.)	Capacity*	# of Portables
Bordeaux Elementary	5.53	43,401	543	5
Evergreen Elementary	2.37	31,337	392	4
Mt. View Elementary	12.76	51,418	603	5
Shelton Middle School	22.1	82,839	809	4
Shelton High School	38.03	177,624	1424	2
CHOICE High School	N/A	18,268	228	0

* Capacity figures do not include portables. These figures were provided by District #309.

Forecast of Future Need

The Washington State Superintendent of Public Instruction (SPI) provides enrollment projections. Historically, State SPI projections in growing school districts tend to underestimate the actual student enrollment growth. However, state funding for capital projects is based on the SPI enrollment projections.

Table VII-3: School Enrollment

School Facilities	Enrollment Projection				
	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
K-Grade 5	1,265	1,243	1,210	1,225	1,211
Grade 6-8	872	845	858	823	804
Grade 9-12	1,625	1,670	1,670	1,658	1,626

Enrollment in the District can be expected to decrease over the next several years, which is illustrated in Table VII-3 above. However, in order to satisfy the long-term demand for permanent facilities, the District's capital improvement program must accommodate the conversion of portables into permanent facilities.

Current and Future Level of Service

Table IIV-4 depicts current LOS's, which are based on the permanent facilities' square footage divided by the October 2002 "head count" enrollment figures. The net reserve or deficiency is justified using the State Housing Standards.

Table VII-4: Schools - LOS

Schools	2002 enrollment	Student Capacity	Current LOS (s.f./student)	State Standard	(+)Reserve or Deficiency(-)
Bordeaux Elementary	506	543	86	80	+6 s.f./student
Evergreen Elementary	401	392	78	80	-2 s.f./student
Mt. View Elementary	464	603	111	80	+31 s.f./student
Shelton Middle School	859	809	96	110	-14 s.f./student
Shelton High School	1534	1424	116	120	-4 s.f./student
CHOICE High School	135	228	135	120	+15 s.f./student

Some of the immediate deficiencies are being resolved by additional portable classrooms, providing temporary solutions at best. If SPI's enrollment projections come to fruition, level of service for the middle school facility, in particular, would experience notable deficiencies.

The School District is under financial constraints to provide expansions or new facilities. However, the district has the ability to levy bonds, based on its bond indebtedness. While the City has not adopted school impact fees, the City requires new developments (plats, PUDs, etc.) to work with the Shelton School District on school mitigation issues.

Projects and Financing

No projects have been identified by District #309 at the time of adoption of this plan.

Water**Inventory of current facilities**

See the Utilities Element for an inventory of current water system facilities based on adopted utility plans.

Forecast of Future Need

Currently, there have been no significant deficiencies identified with the existing water system. See the Water Comprehensive Plans identified in the Utilities Element for a detailed analysis of future deficiencies, as well as future source, storage, transmission/distribution, and booster pumping improvements.

Current and Future Level of Service

The Shelton Water Comprehensive Plan was updated in 2002 and by amendments in 2005 as identified in the Utilities Element. As with the other City utility plans, a "Level of Service" method of project identification and prioritization is not used. Instead the plan evaluates the overall water system and the availability to serve a future "service area," to arrive at a listing of needed improvements. The Utilities Element includes a description of the overall capacity of the water system and the future demands from the expected population growth.

The Level of Service Standard for Water service is established as follows. 1) Maintain provision of 230 gpd per ERU (equivalent residential unit); 2) Create source, storage and distribution facilities in an amount equal to the additional capacity required by new development; and 3) Meet minimum fire flow requirements. The City will determine how these level of service standards may be met; for example, mitigation may be accomplished through either direct provision of source or distribution capacity, or through contribution to a water source development fund. The City should also maintain the "class 5 community" fire flow rating by completing the necessary storage projects identified in the WCP.

Projects and Financing

The Shelton Water Comprehensive Plan (2002) and the Water Comprehensive Plan Amendment and Project Report for the Shelton Area Regional Water System (2005) and their subsequent updates, are hereby adopted by reference into the City of Shelton Comprehensive Plan as the basis for future direction and recommendations for water system improvements.

Sewer**Inventory of Current Facilities**

See the Utilities Element for an inventory of current sewer system facilities based on adopted utility plans.

Forecast of Future Need

See the Utilities Element and adopted sewer plans for a description of existing or future deficiencies as well as future treatment plant and collection system projects.

Current and Future Level of Service

The Shelton Comprehensive Sewer Plan (CSP) and amendments determine the ability to serve future population by looking at 6-, 10-, and 20-year service areas with forecasted figures for each designation. The Utilities Element includes a description of the overall capacity of the sewer system and the future demands from the expected population growth.

The Level of Service Standard for Sewer facilities is established as follows. 1) Collect, transmit, and treat 230 gpd per ERU; and 2) Mitigate inflow and infiltration flow in an amount equal to the additional sewer flows created by new development. The City will determine how the level of service standards will be met; for example, mitigation may be accomplished through either direct correction of I/I into the sewer system, or through contribution to an I/I mitigation fund.

Projects and Financing

The Projects and Financing for Sewer Improvements are set forth in the current Shelton Comprehensive Sewer Plan: November 2001 Shelton Area Water and Sewer Regional Plan as supplemented by the December 2005/April 2006 Shelton Regional Sewer Plan Wastewater Facility Plan and the 1997 Inflow and infiltration (I/I) Facility Plan Update). These Plans, and their subsequent updates, are hereby adopted by reference into Shelton's Comprehensive Plan as the basis for future direction and recommendations for the City's sanitary sewer system.

Stormwater

Inventory of Current Facilities

See the Utilities Element of the Comprehensive Plan for a description of current storm water system facilities.

Forecast of Future Need

See the Utilities Element for a description of future storm water needs.

Current and Future Level of Service

The City of Shelton adopted the regulations of the 1992 Storm Water Management Plan for the Puget Sound Basin. Level of service for storm water is based on meeting the design requirements of the 1992 Storm Water Manual for the collection, impoundment, treatment and release of storm water. The intent of the design requirements is to: 1) Control flooding; and 2) Protect water quality. The City will determine how the level of service will be met; for example, mitigation may be accomplished by new development through project design and site plan review agreements, and/or through contribution to a fund for mitigation of storm sewer deficiencies to which the new development is expected to contribute. These problem areas are identified in the 1994 Surface Water Drainage Utility Master Plan (SWDUMP) and corresponding mitigation projects are identified in the City's Capital Improvement Program (CIP).

An Memorandum of Understanding on storm water management, with Mason County, should be put in place to regulate storm water in the entire watershed, including the unincorporated UGA.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Solid Waste**Inventory of Current Facilities**

See the Utilities Element of the Comprehensive Plan for a description of current solid waste services.

Forecast of Future Need

See the Utilities Element of the Comprehensive Plan for a description of future solid waste service deficiencies and necessary improvements.

Current and Future Level of Service

The collection hours divided by the total customers currently served computes to 1.2 collection hours per customer, which will serve as the current level of service. Maintaining the LOS of 1.2

collection hours per customer in the year 2009 will require 8,327 collection hours, given the projected population of 13,576.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Transportation

Inventory of Current Facilities

A comprehensive listing of all current facilities can be found in the Transportation Element of this Comprehensive Plan.

Forecast of Future Need

With planned improvements identified in the Transportation Element, all intersections were found to be operating at an acceptable level of service during the weekday P.M. peak hour. Daily traffic volumes on roadway segments were also found to be functioning sufficiently. However, roadway conditions on many of the arterials and throughout downtown have not been upgraded to urban standards, i.e., curb, gutter, sidewalks, road surface, and closed drainage. These conditions affect the LOS as related to safety and the perception of the community. Lack of sidewalks deters pedestrians and bicyclists from utilizing those modes of transportation. For detailed descriptions of future facility needs and capacities refer to the "Future Traffic Projections" and "Future System Expansion Needs" sections of the Transportation Element.

The Concurrency Monitory and Implementation System adopted by the City will determine which development permits will result in a reduction of the level of service standards. Each development application must demonstrate that the adopted LOS and concurrency standards for transportation facilities and services, at a minimum, will not be degraded as a result of such development, or must go through the mitigation process to obtain a Certificate of Concurrency.

Current and Future Level of Service

A comprehensive listing of all current facilities and their current level of service can be found in the Transportation Element of this Comprehensive Plan.

A Level of Service standard of “D” has been established for Shelton’s arterial roadways. This level of service standard will be applied to all roadway segments and intersections identified on the future traffic volumes and levels of service map with the exception of the intersection of Wallace Kneeland Boulevard and Olympic Highway North where a Level of Service standard of “E” has been designated. (SMC 17.07.030)

Projects and Financing

The Projects and Financing for Transportation facilities are set forth in the current six-year Transportation Improvement Program (TIP) and are hereby adopted by reference as part of this Comprehensive Plan. It is recommended that a future TIP update address any existing deficiencies identified in the Transportation Element.

Cemetery**Inventory of Current Facilities**

The Shelton Memorial Park is located on the west side of the City Limits, just south of Callanan Park, and serves as the only cemetery for the City. The cemetery is estimated to be 23 sq. acres, three acres of which are currently being developed for additional grave sites. Shelton Memorial Park is a non-profit organization and functions primarily from the interest accrued on the 20% endowment care fund.

Forecast of Future Need

The organization does not expect any additional space needs as much of the land has not been developed. There are rumors for an office expansion/remodel project in the future, but at this time nothing has been planned.

Current and Future Capacity and/or LOS

The current level of service is 2.6 acres per 1,000 population, which is based on the existing inventory divided by the 2003 population (8,937). The future level of service of 1.7 acres per 1,000 population, is 42% lower than the current LOS. The proposed LOS will not require any additional acreage through the year 2009.

Projects and Financing

No additional space needs are anticipated at this time.

Municipal Services

Inventory of Current Facilities

The new Civic Center houses Administrative Services, City Commission, City Administrator, Public Works and Community & Economic Development Services, Municipal Court, Police Department, and Emergency Communication Services. The City Shop is located at 1000 W. Pine Street that houses Field Services, providing for the maintenance and operation of all City public facilities. The City Animal Shelter neighbors the City Shop. The Fire Department is housed in temporary quarters at the old existing fire station located at 2nd and Franklin. However, it is the intent of the City to house all City services into one location, which will include relocating the Fire Department to the Civic Center.

Forecast of Future Need

The primary capital facility requirement of municipal government is office and other related space. Space needs for municipal services were analyzed in 1995 as preparation for construction of a new Civic Center, which was completed in February 2003. The *Space Needs Analysis* forecasted future needs based on accepted State of Washington standards for space per employee and projections of staffing needs determined by City department heads. These needs are now accommodated in the new Civic Center.

Future Facility Needs

The new Civic Center provided space and facilities meeting the future level of service and needs discussed above, with the exception of the City Shop/Field Services.

Projects and Financing

A project specific funding strategy will be prepared for capital improvements projected to be necessary during the years 2004-2009 in order to maintain compliance with the established Level of Service Standards. These strategies will be prepared for inclusion in this Comprehensive Plan following adoption of the City's 2004 Annual Budget or through the City's annual Comprehensive Plan amendment process.

Level of Service (LOS)

Table VII-5: Municipal LOS

Departments	LOS Standard** (sq. ft. per 1,000 population)
Administrative Services	350
City Commission	173
City Administrator	100
Development Services	598
*Field Services (office)	135
Police Services	575
Emergency Comm. Services	188
Municipal Court	326

* This service will not be located in the new Civic Center, and the LOS does not include the shop space.

** Washington State Standards converted to per 1,000 capita

Summary of Levels of Service

Table VII-6: Current & Future LOS Standards Table Summary

Facility	2003 LOS	2009 LOS STANDARDS
Mason General Hospital	6,042 sf per 1,000	3,978 sf per 1,000
Parks and Recreation	2.68 acres per 1,000	5 acres per 1,000
William G. Reed Library	1,790 sf per 1,000	1,179 sf per 1,000
Fire Protection	665-sf per 1,000 <5 min. response	751 sf per 1,000 <5 min. response
Police Protection	293 sf per 1,000 1,348 calls per 1,000	552 sf per 1,000 1,348 calls per 1,000
Animal Shelter	116 sf per 1,000	77 sf per 1,000
SHELCOM	52 sf per 1,000	181 sf per 1,000
Shelton School District	See Section	See Section
Water	230 GPD (ERU), Class 5 rating	230 GPD (ERU), Class 5 rating
Sewer	245 GPD (ERU)	230 GPD (ERU)
Stormwater	25 yr. storm	25 yr. storm
Solid Waste	1.2 collection hours per customer	1.2 collection hours per customer
Transportation	See Section	See Section

Facility	2003 LOS	2009 LOS STANDARDS
Cemetery	2.6 acres per 1,000	1.7 acres per 1,000
Municipal Services	See Section	See Section

The following programs should be implemented to ensure that the goals and policies established in the Capital Facilities Element will be achieved or exceeded, and that the needed improvements will be constructed. Although the City may choose to require concurrency only for transportation facilities, programs should be established to monitor the level of services of all public facilities and provide a framework within which the City and developers can cooperate to mitigate any impacts new development will have on those Levels of Service. These programs may need to be adopted by ordinance, resolution or executive order, as appropriate for each implementation program.

Review of Applications for Development Permits

The City should amend its land development regulations to provide for a system of review of various applications for development permits which, if granted, would impact the level of service standards of, at a minimum, transportation facilities. The review system would assure that no final development permit be issued which brings a reduction to any adopted level of service standards for certain public facilities. The regulations should base the issuance of development permits on a determination that there is sufficient capacity (90% threshold) of transportation facilities to meet the standards for level of service for both existing development and the impacts of the proposed development.

The land development regulations should also address the circumstances under which public facilities may be provided by applicants for development permits. Applicants for development permits may offer to provide public facilities at the applicant's own expense in order to insure sufficient capacity of certain public facilities. Development permits may be issued subject to the provision of public facilities by the applicant subject to the following requirements:

- a. The City and applicant enter into an enforceable agreement that shall provide, at a minimum, a schedule for construction of the public facilities and mechanisms for monitoring to insure that the public facilities are completed concurrent with the impacts of development, or the development will not be allowed to proceed.
- b. The public facilities to be provided by the applicant are contained in the schedule of capital improvements of the Comprehensive Plan and will achieve and maintain the adopted LOS standards concurrent with the impacts of development.

Impact Fees

Enabled through the Growth Management Act, the City of Shelton may choose to impose impact fees on development that reduces the adopted LOS standards as described in the Capital Facilities Element. Such fees could be used to provide facilities and services to meet the adopted standards set by the citizens of Shelton.

Annual Budget

The annual budget should include in its capital appropriations all projects in the schedule of capital improvements that are planned for expenditures during the subsequent fiscal year.

Update of Capital Facilities Element

The Element should be reviewed and updated on an annual basis. Also, the element should be updated in conjunction with the budget process and the release of the official population estimates and projections by the Washington State Office of Financial Management. The update should:

- Revise population projections
- Update inventory of public facilities
- Update costs of public facilities
- Update public facilities requirements analysis (actual level of service compared to adopted standards)
- Update revenue forecasts
- Revise and develop capital improvements projects for the next six fiscal years
- Update analysis of financial capacity
- Amend the CFE, including amendments to level of service standards, capital projects, and/or the financing plan sources of revenue.

Concurrency Implementation and Monitoring System

The City should maintain the Concurrency Monitoring and Implementation System (SMC 17.07). The System consists of the following components:

- a. **Annual Report on Level of Service and Capacity for Public Facilities.** The report should summarize the actual capacity of public facilities compared to the adopted LOS standards and forecast the capacity of public facilities for the six succeeding years. The forecast should be based on the most recently updated schedule of capital improvements in the Capital Facilities Element. The annual report should provide the initial determination of the capacity and level of service of public facilities for the purpose of issuing development permits during the 12 months following completion of the annual report. Each application will be analyzed separately for concurrency requirements. A concurrency threshold of 90% will be reviewed and amended as needed to assure that adequate public facilities are in place at the time of development. Permits will not be issued until a Certificate of Concurrency has been granted through the CMS.

- b. **Public Facility Capacity Review of Development Applications.** The City should use the procedures specified in SMC Chapter 17.07 to enforce the requirements of the CMS at the time each application for development in the unincorporated area is reviewed. This review process will be conducted according to the joint planning agreement between Shelton and Mason County. Records shall be maintained during each fiscal year to indicate the cumulative impacts of all development permits approved and recorded in the annual report on capacity and level of service of public facilities.

The land development regulations of the City shall provide that applications for development permits that are denied because of insufficient capacity of public facilities may be resubmitted after a time period to be specified in the land development regulations. Such time period is in lieu of, and not in addition to, other minimum waiting periods imposed on applications for development permits that are denied for reasons other than lack of capacity of public facilities. Land development regulations shall require that development commence within a specified time after permit issuance, or the development permit shall expire, subject to reasonable extensions of time based on criteria included in the regulations.

- c. **Review of Changes to Planned Capacity of Public Facilities.** The City should review each amendment to this CFE, in particular any changes in LOS standards and changes in the schedule of capital improvements.

Evaluation Reports

Evaluation reports will address the implementation of the goals and policies of the Capital Facilities Element. The monitoring procedures necessary to enable the completion of evaluation include:

- a. Review of Annual Reports of the Concurrency Implementation and Monitoring System.
- b. Review of Annual Updates of this Capital Facilities Element, including updated supporting documents.

Contractor Performance System.

The City should develop a system of monitoring the actual performance of contractors who design and/or construct public facilities for the City. The monitoring system will track such items as actual vs. planned time schedule, and actual vs. bid cost. The performance of contractors will be considered when the City awards contracts for public facilities.

Capital Facilities Goals and Policies**CF1. Ensure that public facilities and services are provided, operated, and maintained in an effective and efficient manner.**

- CF1a. Public facilities and services should be designed and constructed to handle the anticipated growth of the service area, and to minimize future maintenance and repair costs.
- CF1b. Sewer and water lines and related facilities needed to serve new development should be the responsibility of the developer or in some cases provided through a local improvement district.
- CF1c. The City shall continue to update and conduct capital facilities planning through the annual review process of the CFE, mandated by the GMA.
- CF1d. The City should continue to apply for all available state and federal grants and other funds to assist development and improvement of sewer, water, and other public facilities and services.

CF1e. Impacts on future City development and land use patterns should be considered in the timing and locating of new facilities and the improving of existing facilities.

CF2. Maintain and enhance current facilities standards and capacities, as growth occurs, to ensure the continued high quality of life available to the citizens of Shelton.

CF2a. The City will maintain a Concurrency Management System that will help to monitor the effects of population growth and contain requirements to maintain the adopted LOS standards.

CF2b. Ensure that new development occurs only when adequate public facilities to support the development are available.

CF3. Prioritize capital facilities in such a way that existing deficiencies are eliminated before other improvements are considered.

CF3a. The City shall actively seek public input when establishing capital facility priorities.

CF3b. The available revenue sources should be allocated to finance the facility improvements that eliminate the most important deficiencies first.

CF4. The City shall establish a financing strategy to cover the costs of needed facilities and improvements contained in the Capital Facilities Element.

CF4a. The City's CFE shall identify all funding sources to pay for the needed projects, as required by the GMA.

CF4b. If probable funding falls short the City shall incorporate one or all of the following:

- Reassess the Land Use Element to reduce the impacts associated with densities and land use designations;
- Lower the adopted level of service standards to reflect service levels that can be maintained given the known financial resources;
- Increase the amount of available revenue through rate increases;
- Impose impact fees; or

- Decrease the amount of project costs.

CF5. A concurrency management system should be created to assure maintenance of an adopted level of service for open space.

CF5a. Development in the City and in development in the Urban Growth Area occurring after adoption of this ordinance and subsequently annexed, would be required to satisfy at least one of the following requirements in a manner proportional to the impact and/or size of the development as part of expected growth:

- a. Provide an open space easement or dedication as a development requirement if within designated open space areas. Development incentives may be offered for remainder of property. These could include, current use taxation programs, transfer of development rights programs, etc., or
- b. Contribute to open space acquisition fund, or
- c. Donate property open space designation to the City, or
- d. Create an irrevocable living will or trust providing that the open space area will be donated or an easement created in the future. Such agreements must be guaranteed by an encumbrance to property title. (For purposes of this policy, "development" is defined as any construction of a new residential unit, or a commercial or industrial building.)

CF6. Implement the Capital Facilities Plan in a manner that coordinates and is consistent with the plans and policies of other elements of the Comprehensive Plan, Countywide Planning Policies, and the Growth Management Act.

CF6a. All capital facilities and improvements shall be consistent with the adopted Land Use Map and the goals and policies of other elements of this Comprehensive Plan.

CF6b. The City of Shelton shall enter into a Memorandum of Understanding with Mason County to coordinate planning for and development of the Urban Growth Area, to ensure that development and facilities follow the vision set out in the Comprehensive Plan.

VIII. Historic Preservation Element

Shelton's identity is reflected in its buildings and places. As evidence of the past, the historic buildings, markers, and sites in Shelton are irreplaceable. To ensure that guardianship continues into future generations, Shelton's rich historical heritage should be recognized and protected.

Several factors have contributed to Shelton's present appearance. One was the decision made by the Simpson Logging (Timber) Company in the early years of the twentieth century to move its operational headquarters to Shelton. Under the leadership of Mark E. Reed, members of this firm helped to develop the town into a community for both themselves and their employees. This was especially the case following the creation of the Reed, McCleary and Rainier (Rayonier) mills in the 1920's.

For Mark E. Reed, the role as town builder manifested itself in donations for a hospital and high school, as well as through his services as mayor and Washington State legislator. Here his successful efforts in the 1920's to have the Olympic Highway pass through Shelton contributed to the addition of a new commercial area along First Street. This is not to suggest that others did not make significant contributions to the historical significance of Shelton, but only that in terms of the physical development of the town, Simpson Timber Company's role is of major importance.

A second factor involves the fires that destroyed the wood frame storefronts in the commercial area. These occurred in 1907 (Webb Hotel) and 1914, when most of the commercial area along Railroad Avenue and South Second Street was lost. The replacement of these wood structures with brick ultimately inspired the replacement of others, as well as the construction of new buildings of brick. This re-development, beginning in 1907 and continuing into the 1920's and 1930's, corresponds in time to the introduction of the automobile and street paving. The end result is commercial streetscapes, in strong contrast to the original wood frame "pioneer" buildings. These are the most distinctive features of the twentieth century small town.

A third factor relates to the residential response to Shelton's economic growth. Beyond the town's central core, platted sections were developed into farms or house lots with subsistence gardens. As Shelton grew, however, the farms were divided and sold for new residences. This process continued into the World War II era and it may be possible to date the evolution of housing by the choice of vernacular designs chosen by the builders. Even with this infill, Shelton's gracious lot size has resulted in a spacious ambiance even more pronounced than in most Western cities where detached housing is the norm. However, recent growth pressures have created non-compatible construction in Shelton's historic neighborhoods and commercial areas.

Shelton is one of the few "timber" towns to retain one of its mills on the fringe of its downtown. Simpson Timber Company has downsized in the last 20 years, but it is continuing to make long term investments in its existing facilities and in the community. These actions provide an indication that Simpson will continue to be an anchor for Shelton's economic future and potentially provide future historic resources within the mill site.

Many of Shelton's citizens are aware of and wish to preserve Shelton's history and historic resources which include buildings, districts, objects, sites, and structures. In a survey distributed in the spring of 1992, respondents said, among things, that our historic origins set Shelton apart from other towns our size in Washington, and when asked "What three things or places you hope never change in Shelton?", landmarks and historic buildings ranked highly.

Current Historic Preservation Efforts

In December 1992, the City of Shelton adopted a Historic Preservation Ordinance which formed the Shelton Historic Preservation Board (SHPB) and enabled the City to become a Certified Local Government (CLG). A CLG, among other benefits, allows the City to be eligible for Grant funds from the State and Federal Government for historic preservation activities. The CLG Program is administered by the Director of Community and Economic Development. The City has been successful in obtaining grants to help fund several preservation activities, including four inventories (Downtown, Downtown vicinity, Angleside Addition, and Hillcrest neighborhood), interpretive signage, development of design guidelines for local landmarks, and creation of a walking tour map. The City is currently applying for CLG funding to create a historic preservation website that would be linked to the City's website.

The Historic Preservation Board reviews and provides recommendations for applications of property placement on the National and Shelton Historic Registers, and provides design review services for properties on the local register. In addition to reviewing applications, the SHPB has been instrumental in developing design guidelines, providing educational opportunities to the public, developing the foundation material for creating historic districts, and providing an historic preservation prospective for other city projects, such as participating on the Downtown

Street Task Force and the Sign Committee. Since the formation of the SHPB, there have been 23 properties added to the Shelton Historic Register and two properties added to the National Register of Historic Places.

The Future of Historic Preservation in Shelton

The high level of public interest in historic preservation in Shelton over the past few years provides an indication that Shelton's historic resources are sure to play an important role in defining the Shelton of the future. Additional publicity, public education, and the addition of properties to the local historic register will continue to aid in Shelton's development. For example, the SHPB engages community members each year to work on and complete a preservation project in the City of Shelton. The City also participates annually in National Historic Preservation Week. The SHPB has also developed an incentive program for properties listed on the Shelton Historic Register. Each building on the local register receives a plaque with the date of the building and acknowledgment of inclusion in the Shelton Historic Register.

As new development and expansion take place, careful identification, restoration, and preservation of Shelton's historic resources are essential to maintaining Shelton's identity. Careful application of goals, policies, and development standards that respect historical resources and support by the City Commissioners will ensure that Shelton's past plays a part in the future.

Historic Preservation Goals and Policies

HP1. Preserve, maintain, and use historic attributes of Shelton and encourage new development that will enhance and reinforce the historic community identity that will improve the City's aesthetics and economic vitality.

- HP 1a. The City should encourage and promote preservation, restoration, renovation, and official recognition of Shelton's historic resources.
- HP 1b. The City should encourage new businesses to locate in the historic downtown.
- HP 1c. The City should assist, encourage, and provide incentives for downtown businesses to restore the historic character of their buildings wherever appropriate.
- HP 1d. The City should strive to preserve, protect, and enhance Shelton's historic character.

- The City should consider imposing a historic overlay zone in the zoning code that would require design review for construction within the overlay zone.
- Gateway corridors are currently designated on US 101 from the north to the Wallace Kneeland interchange and on State Route 3 where it enters the City at both the north and south ends. The City should work with the Port of Shelton and the Washington State Department of Transportation to develop design guidelines for the gateway corridors.
- Encourage ongoing maintenance of historic resources to conserve the original components of the resources.

HP 1e. Inventories of neighborhoods and other areas of Shelton should be conducted regularly to identify potential historic districts or properties that are eligible for the national and/or local historic registers.

HP 1f. Formally acknowledge known sites of cultural and/or archaeological significance and work to protect and acknowledge new sites as they become known.

HP 1g. The City should support the formation of potential historic districts by encouraging property owner participation.

HP 1h. Historic markers should continue to be placed on properties on the local historic register. As districts are designated, markers should be placed at the main entrances of the districts.

HP 1i. The City should maintain its Certified Local Government Status to be eligible for federal and state grant funds, to participate in regional training, and to participate in the national register process.

HP 1j. The Historic Preservation Board should continue to update its design guidelines for future preservation and renovation efforts and for the design of new buildings, but should allow for innovative strategies.

HP 1k. The City shall continue efforts to obtain grant funding for historic preservation projects.

HP2. Develop support for the preservation of significant historic resources and foster civic and neighborhood pride through educational programs.

HP2a. The Historic Preservation Board should participate in the development of educational programs for the local schools' local history curriculum.

- HP2b. The Historic Preservation Board should participate in local historic events and provide educational information.

- HP2c. The Historic Preservation Board should develop and sponsor practical workshops for maintenance and renovation of historic properties.

IX. Economic Development Element

As the only incorporated City in Mason County Shelton is the regional center for government and substantial commercial activity. In addition, the City's proximity to US 101 and SR 3 make it a gateway to the Olympic Peninsula, the Grays Harbor communities, and the South Puget Sound Region. Historically the economy of Shelton has reflected the well being of the timber industry that contributed so significantly to the development of the community. Aquaculture continues to be a significant economic contributor with the founding and expansion of local oyster harvesting and shell fish industries. Most recently, Shelton has become the home for several large regional retailers that have lead to the capture of an increasing percentage of retail sales.

The community is served by a wide range of organizations and firms that play a significant role in local economic development activities including but not limited to:

- Mason County EDC
- Port of Shelton
- P.U.D. #3
- Shelton Chamber of Commerce
- Olympic College Shelton
- Shelton School District
- Mason County
- City of Shelton

- Mason County Transit
- Squaxin Island Tribe
- Skokomish Tribe.

Despite the downturn in national economy, the Shelton community has enjoyed a number of recent economic successes, including but not limited to:

- Passage of a \$32 million school construction bond;
- Doubling the size of the Olympic College campus;
- City LID project in Downtown Shelton;
- Broadband and high speed internet access developed by PUD #3, Qwest, Hood Canal communications and others.;
- Support of public transit;
- Goldsborough Dam removal;
- Approval of the Simpson Habitat Conservation Plan;
- Expansion of the local aquaculture industry; and
- Regulatory stability in the local timber industry.

In addition, a number of local businesses have expanded to offset job losses in other industries and the City has welcomed several new commercial businesses and business expansions.

As a part of the process to update this comprehensive plan, the City sponsored an economic development summit on May 2, 2003 to identify economic development needs and opportunities and to identify actions that the City can take to support collaborative economic development ventures in the community. The notes from the Summit meeting are included in the Appendix. Highlights from the Summit include:

- A suggestion by Simpson Timber Company that the City initiate a waterfront planning process to identify opportunities for the joint use of existing facilities without adversely affecting the timber and aquaculture industries, as well as opportunities for additional public access and tourism, as well as potential solutions to downtown traffic congestion.

- Recognition of the importance of continuing to invest in upgrading the City's infrastructure as well as the regional importance of extending a sewer line to the Port of Shelton, Department of Corrections, and Washington State Patrol facilities near the airport.
- Identification of opportunities for the expansion of the tourism industry.
- Recognition of the high degree of local coordination and cooperation from groups such as EDC and the Chamber of Commerce in promoting economic development activities in the community.

Economic Development Goals and Policies

Based on the input provided received during the Summit and subsequent discussions, the following Economic Development goals and policies are established for the City of Shelton:

E1. Recognize and support the historic economic base of the community and long-serving local businesses.

E1a. The City should, in conjunction with the Simpson Timber Company, initiate a Comprehensive Waterfront Development Plan. This plan should identify opportunities for the shared use of existing industrial facilities and increased opportunities for tourism and public access without adversely affecting the operations of the Simpson Mill or the local aquaculture industry.

E2. Support the growth of the local aquaculture economy.

E2a. The City shall continue to preserve and protect water quality as well as shorelines to ensure that that oyster and shellfish beds are not adversely affected.

E3. Support growth and diversification of the economic base of the community.

E3a. The City should, in conjunction with the Port of Shelton, identify a wide range of sites available for sale or lease, within the City and UGA suitable for industrial development.

E3b. The City should seek to facilitate the development of sites targeted for industrial development, including but not limited to streamlined permitting and/or expedited environmental reviews utilizing "Quicksites" or related techniques.

- E3c. The City should periodically review the effectiveness of its permitting process and identify opportunities to streamline the permit process without compromising the public health and safety.
- E3d. The City should, when preparing a subarea plan for its UGA identify sites suitable for industrial, manufacturing, and commercial development.
- E3e. The City should continue to identify and prioritize infrastructure needs, and actively seek grant funds to keep taxes and utility rates low.
- E3f. The City shall actively participate in and support regional efforts to extend sewer service to the Washington State Corrections Facility.

E4. Promote the growth and expansion of the tourism industry.

- E4a. The City should consider the establishment of a visitor information center on US 101.

E5. Support the growth of home-based businesses.

- E5a. Recognize and support the valuable contributions that the Shelton School District and Olympic College make in educating and training the local workforce.

X. Shelton Urban Growth Area Plan

Introduction

The Shelton Urban Growth Area (UGA) Plan has been prepared as a subarea plan pursuant to the Growth Management Act (GMA). The purpose of this UGA Plan is to establish guiding goals and policies for future development within the Shelton UGA. Goals and policies contained in this UGA Plan address land use, population growth, transportation, annexation, and interjurisdictional coordination.

The Shelton UGA is the area immediately outside of the Shelton City limits located within unincorporated Mason County. The City of Shelton and Mason County have been planning in the UGA for over 10 years. Under the Washington State Growth Management Act (GMA), counties, in consultation with cities, may designate areas abutting municipal limits, characterized by urban growth and able to be served, as UGAs. In 1995/1996, the City of Shelton and Mason County first established an UGA around the City in accordance with the principles of the GMA. The boundaries of the UGA were based upon an assessment of the anticipated population growth, existing urbanized character, natural and manmade topographical constraints, infrastructure availability, and the community's vision for growth.

Description of UGA

The Shelton UGA is a part of the larger Shelton community, but is distinct in its own right. The Shelton UGA and the Shelton City limits share an interdependent transportation network, school district/utility districts, and a regional economic role. However, the UGA has its own unique characteristics. The UGA is characterized by its residential development pattern, developed at urban densities, but located within partially developed areas. Natural features such as the creeks and the presence of old growth trees also help to define the character of the UGA. The presence of essential public facilities such as Sanderson Field, other Port of Shelton properties, and the presence of traditional forest industries such as finished forest products all contribute to the economic base of the region.

In the past, Mason County's Comprehensive Plan designated Shelton's UGA as an "Urban Area". Previous land use designations did not break down this "Urban" designation further. However, Mason County's Comprehensive Plan has consistently contained general goals and policies for the Shelton UGA.

The Shelton UGA Plan now provides area-specific goals and policies, and a more detailed Future Land Use Map identifying a variety of residential, commercial, and industrial uses reflecting current land uses and the future vision for the area. This UGA Plan is incorporated into the City of Shelton Comprehensive Plan.

Relationship to Existing Comprehensive Plan

In 2003, the City commenced its Comprehensive Plan update. Associated with this planning effort, the City and County executed a Memorandum of Understanding, which authorized the City to take the lead in preparing a plan for the UGA, one that is compatible with the City's updated Comprehensive Plan and development regulations.

This UGA Plan augments the other chapters of the City of Shelton Comprehensive Plan and addresses the Shelton UGA in greater detail. Other Comprehensive Plan Elements provide the general goals and policies for land use, transportation, economic development, etc. for the UGA. However, policies in the UGA Plan are intended to address unique characteristics or issues relevant to the UGA.

The UGA Plan is designed to implement the 2003 Memorandum of Understanding between the City of Shelton and Mason County to establish a joint planning process for Shelton's UGA. Specific benefits of this joint planning effort between the City and County include:

- To serve as an informational resource for the City and County staff, elected officials, residents, property owners, and business owners;
- To plan for orderly growth and development;
- To facilitate the cost-effective extension of services;
- To identify UGA specific goals and policies;
- To provide greater predictability to property owners on the future use and enjoyment of their property;
- To provide a framework to guide future annexation decisions and extension of public services.

To implement the goals, policies, and recommended actions of this plan, the City and County have incorporated the UGA plan into their Comprehensive Plans. The County will then revise and implement development regulations for the UGA consistent with the City of Shelton's regulations.

UGA Population Profile

In order to plan for future population growth in the UGA, it is important to understand the current population characteristics. The UGA population in 2004 was estimated by Mason County to be approximately 2,553 persons^{3,4}.

Population Characteristics

According to 2000 census data, the average age of residents in the UGA is 36 years old, with the average male resident about one and a half years older than the average female. Approximately 30 percent of the population in the UGA are children (under age 18). Approximately one-eighth of the UGA population is age 65 or older.

Based on the 2000 Census data, roughly approximated to the UGA boundaries, a majority of the population is white. A minority of the population identify with other races. Results show:

- White—88.6%
- Black or African American—0.4%

³The Mason County Comprehensive Plan 2005 edition, estimated populations based on 2004 Mason County Assessor's data for residential parcels located within the 1995 Shelton UGA boundary. Total number of residential parcels (with an improved value of more than \$20,000) was multiplied by an estimated 2.5 persons per household.

⁴ Based on Census 2000 data at a block level there would be about 3,118 persons. However, this is an estimate, as census block boundaries do not match exactly with UGA boundaries.

- American Indian and Alaska Native—2.8%
- Asian—1.3%
- Native Hawaiian and Other Pacific Islander—0.4%
- Other single race—3.8%
- Two or more races—2.8%

The U.S. Census Bureau considers Hispanic or Latino origin an ethnicity, not a race, and reports statistics on these populations separately. As a result, Hispanics or Latinos may belong to any race or combination of races. Results for the UGA show approximately 6.7 percent of the residents to be of Hispanic or Latino origin.

Housing and Household Characteristics

According to the 2000 census, the average household size in the UGA is 2.71 persons per household, while the average family size is 2.98 persons per family. As of 2000, approximately 1,285 households reside in the UGA, of which 967 are families.

Approximately 1,388 housing units are within the UGA, of which 103 are vacant. Almost two-thirds of the housing units are owner-occupied, while the remaining third are rentals.

Population Forecast

The population projections used by Mason County are in the range of the State Office of Financial Management projection ranges, which for the intermediate series projected growth of 21,299 persons between 2005 and 2025, and which for the high series projected growth of 36,538 persons between 2005 and 2025. Mason County’s estimate of net new growth countywide equals 31,299. Mason County has estimated that 33% of this future growth in population will be located within the Shelton UGA, which includes land within the Shelton City limits. Therefore by 2025, 10,500 new people are expected located in the Shelton UGA. Table X-1 summarizes the population projections for the Comprehensive Plan through the year 2025. Shelton City limit population projections have been projected to 2025 to maintain consistency with Mason County’s Comprehensive Plan horizon year.

Table X-1: Summary of Population Forecast

	2000 Census	2004 Estimate	2025 Projection (Net increase)
Current City Limits	8,422	8,695	
Urban Growth Area (UGA)	3,118*	2,553**	

	2000 Census	2004 Estimate	2025 Projection (Net increase)
City + UGA Growth Target (Net 2025)			10,500
City + UGA Total	12,055	11,248	21,748

* Based on Census 2000 data at a block level there would be about 3,118 persons. However, this is an estimate, as census block boundaries do not match exactly with UGA boundaries.

** The Mason County Comprehensive Plan 2005 edition, estimated populations based on 2004 Mason County Assessor’s data for residential parcels located within the 1995 Shelton UGA boundary. Total number of residential parcels (with an improved value of more than \$20,000) was multiplied by an estimated 2.5 persons per household. Source: Mason County Comprehensive Plan 2006; Jones & Stokes

Land Capacity Analysis

A land capacity analysis was prepared for both the City of Shelton and the Shelton UGA to identify the amount of residential, commercial, and industrial land available to accommodate the projected population growth. This exercise was conducted to determine whether the UGA is adequately sized to accommodate population projections through 2025. The analysis looked at the vacant and potentially redevelopable areas (land not developed to full potential). For residential capacity, the total vacant and underdeveloped acres were discounted for critical areas such as wetlands, streams, and steep slopes, rights-of-way and public purpose lands, and market factors (i.e. not all property owners would want to sell or develop). These acres were then multiplied by a density factor of 4 dwelling units/acre in the unincorporated UGA and 5.4 dwelling units per acre in the City limits. It should be noted that a capacity analysis may make adjustments or discounts to the amount of available land, but does not estimate the time or rate that growth will occur, only the capacity of the land for additional development. The market demand for homes and potential commercial/industrial development interest will in part determine the timing and rate of growth within the 20-year planning period for the UGA.

A summary of the results of the UGA Land Capacity Analysis and policy discussion is included below.

Residential Growth

The Shelton UGA was sized in the 1995 City of Shelton Comprehensive Plan and the 1996 Mason County Comprehensive Plan for a net increase in 6,476 persons between 1995 and 2014. In 2004 the City of Shelton adopted a Comprehensive Plan update, which estimated a net increase in UGA population of 1,514 by 2023 based on a 2% growth rate. In 2005, Mason County adopted new population projections and allocated 33% of future growth within the Shelton UGA. This UGA Plan addresses projected UGA growth by 2025 and land use plans,

and includes adjustments in future land use designations and the sizing of the UGA boundary as appropriate to meet the projected population increase of 10,500 new residents by 2025⁵. A land capacity analysis is included in Appendix A.

Consistent with GMA provisions regarding UGA sizing, the designated UGA is to include densities sufficient to permit the urban growth projected to occur in the community for the 20-year planning period. Population targets are formally designated by Mason County in accordance with the GMA. UGAs may also include greenbelts and open space areas, including lands useful for recreation, wildlife habitat, trails and connection of critical area habitat. Typically this will include public properties but may include private properties that are unique, recognizing that any such designations need to provide for reasonable use of private property.

Further, GMA describes the phasing of growth. Communities are to promote growth first in areas already characterized by urban growth that have adequate existing public facility and service capacities, second in areas already characterized by urban growth that will be served adequately by a combination of both existing and future public/private facilities and services, and third in the remaining portions of the UGAs.

Western Washington Growth Management Hearings Board (WWGMHB) cases have generally held that UGAs should be sized to match the population allocations projected for a community. The WWGMHB has acknowledged that there may be unique cases in determining UGA boundaries.

Commercial/Industrial Growth

In 2006, a Mason County Industrial Needs Analysis was prepared for the Mason County Economic Development Council that looked at the industrial land needed to sustain economic development in Mason County through 2025. The analysis projected a need for 1,790 gross acres of land designated for industrial use throughout Mason County and identifies a great need for 20 – 40 acre sized parcels—both leased and purchased. Minus already designated industrial land as of the date of the Industrial Needs Analysis there is an unmet countywide need for about 804 additional vacant industrial acres.⁶

⁵ A planning level capacity analysis in Appendix A shows a capacity within 1% of the 10,500 growth target assuming revised UGA boundaries.

⁶ The Industrial Land Needs Analysis assumed 872 acres of land 3 acres or greater were designated as Industrial in Shelton. Based on the current land capacity analysis for the December 2007 Future Land Use Map, the number of

The Shelton UGA Plan could help meet the unmet demand by providing 677 gross redevelopable acres. Considering there is less desire or ability to redevelop, one could count the net redevelopable acres as helping meet the demand. This would equal 203 acres. The City of Shelton and Mason County may consider additional areas for industrial use within the demand analysis.

The City of Shelton 1995-2014 Comprehensive Plan had estimated a need for 378.7 gross acres of commercial land. A new commercial land demand analysis has not been prepared for the 2025 horizon. The number of gross vacant commercial/mixed use acres in the City limits and unincorporated UGA equals 233, and the number of redevelopable acres equals 172. The net vacant/redevelopable acres combined equals only about 157. This does not include the “commercial/industrial” acres that were counted as “industrial” above.

The results of the employment capacity analysis are that the industrial and commercial buildable acres could support between 3,500 and 6,400 jobs.

Shelton serves as the major community in south Mason County. The Industrial Land Needs Analysis for Mason County identified a high retail leakage to other areas – only 54% of residents’ retail spending occurs in Mason County. By bringing in more family wage industrial jobs, and reducing out-commuting, more retail dollars may be spent locally than spent in Olympia or elsewhere. Please see Appendix A. The City of Shelton and Mason County may consider additional areas for commercial use to meet community needs.

UGA Land Use Analysis

This UGA Plan is intended to accommodate forecasted growth as well as to meet the community vision for the Shelton UGA. The UGA Plan recognizes the existing land use character, demand for commercial services, the need for an employment base, and locations for public services. One of the first steps in the UGA Plan preparation was to conduct a land use analysis in the UGA. The purpose of the land use analysis was to highlight the existing land use and regulatory framework for the Shelton UGA. Utilizing Mason County Assessor’s data and GIS analysis, a series of maps were developed to understand existing conditions in the UGA.

The results of this land use analysis are described in the *Shelton Urban Growth Area Subarea Plan Preliminary Land Use Analysis* (Jones & Stokes, August 2004), and summarized below.

gross vacant industrial acres equals about 848 rather than 872. That would mean that the new net land demand need Countywide would be about 828 acres rather than 804.

This information was then used as the baseline conditions assessment to inform subsequent stages of analysis such as the Land Capacity Analysis, refinements to the UGA boundaries and land use designations, and the development of land use goals and policies specific to Shelton's UGA. The land use analysis evaluated existing land use patterns, compared the land use designations prepared for the 1995 City of Shelton Comprehensive Plan to existing land use, reviewed and evaluated the UGA boundaries, confirmed land use designation boundaries, and evaluated the potential for land use incompatibilities as the UGA urbanizes over time.

Existing Land Use Patterns and Distribution

The predominant character of the UGA consists of single-family residential development, and commercial and industrial uses, that are located at major intersections and along arterial roadways and highways, interspersed with vacant/undeveloped land.

A detailed review of existing land uses and future land use and zoning was conducted to determine if adjustments to the basic land classification system were necessary in portions of the UGA. One of the first steps in the land use analysis was to compare the current use of land in the UGA with the land use designations the City of Shelton applied to the UGA in 1995.

Airport/Land Use Compatibility

The Port of Shelton has completed an Airport Master Plan for Sanderson Field (TRA BV, 1997). The Master Plan identifies on-site and off-site land use, noise, and other issues. Federal thresholds for noise are not exceeded in off-property areas. Mason County and the City of Shelton have adopted airport overlay zoning regulations addressing land uses and densities near the airport. The UGA Plan also classifies that land east of the Airport to Shelton Springs Road as Industrial, Mixed Use, and Public/Open Space to improve airport/land use compatibility. UGA policies (UGA2b) below also address compatibility.

Nonconforming Uses

Cottage Industries (Home Occupations)

Mason County allows for more intense home occupations by special use permit (e.g. home occupations requiring parking – called cottage industries), whereas this process is not available in the City of Shelton. Although residential properties with a cottage industry/special use permit would be allowed as a pre-existing non-conforming use if annexed to the City, there could be potential future land use conflicts associated with incompatible land uses over time as infill and increased urban densities occur within residential areas. UGA policies (UGA2c & 2d) address County/City procedures, grandfathering (i.e. allowance of legal nonconforming uses), and buffering next to less intense uses.

Pre-existing, Non-conforming Uses

A comparison of existing land uses (current use) to future land use designations identified in the City of Shelton's 1995 plan indicate that there would be a limited number of non-conforming uses once under the City's jurisdiction (Jones & Stokes, August 2004). Based on the 1995 land use plan, there would be limited cases of residential uses in industrially designated areas and commercial/industrial uses in residentially designated areas. For the most part the future land use designations for the UGA resolves the nonconformities applying land classes that match groupings of nonconforming uses. In some cases there are isolated residential or commercial uses in land use classes that promote the opposite uses. UGA policies (UGA2c & 2d) address grandfathering (i.e. allowance of legal nonconforming uses) of these uses.

Gateways

The Future Land Use Map (Figure 1) identifies three gateway locations that provide an important first impression for visitors to the community. The gateway corridors are located along Highway 101 and on SR-3 at the north and south entrances to City limits. These three gateway locations either extend into the UGA or represent the approach into the City limits and provide the opportunity to create the feeling of entering a distinct, unique place. UGA policy (UGA 2a) addresses the landscaping and buffers associated with these gateway locations in the UGA.

Critical Areas

Environmentally sensitive areas in the UGA include wetlands, streams and lakes, fish and wildlife habitat conservation areas, aquifer recharge areas, frequently flooded areas, and geologic hazard areas. These areas are shown on Shelton Comprehensive Plan maps, and more currently in "Shelton Critical Areas Ordinance Best Available Science Review and Recommendations for Code Update" prepared in 2006. Most of the critical areas within the UGA tend to be located along the major creeks and water bodies in the UGA such as John's Creek, Mill Creek, Goldsborough Creek, and Oakland Bay.

Shorelines of the State

Shorelines of the State are defined as streams with flows great than 20 cubic feet per second (cfs) and lakes greater than 20 acres in size. Shorelines of the State within the UGA include:

- Mill Creek;
- John's Creek;
- Goldsborough Creek;
- Oakland Bay;
- Island Lake.

Frequently Flooded Areas

Frequently flooded areas (100-year floodplain) are primarily associated with Shorelines of the State such as John’s Creek, Mill Creek, Goldsborough Creek, and Oakland Bay. Properties adjacent to Coffee Creek are also located within the 100-year floodplain.

Wetlands

Known wetlands are located throughout the UGA and tend to be associated with creeks, springs, and lakes.

Geologically Hazardous Areas

Geologically Hazardous Areas/Seismic Hazard Areas, areas with the highest susceptibility to soil liquefaction are located in northwest portions of the UGA-in the vicinity of John’s Creek, in the southwest portions of the UGA near Coffee Creek, and in an area which trends SW to NE between Island Lake and Goose Lake. Steep slopes (greater than 15%) are predominantly located in the vicinity of creek channels-such as Goldsborough Creek.

Aquifer Recharge Areas

Aquifer Recharge Areas are areas that have a critical recharging effect on aquifers (groundwater) used for potable or drinking water. These areas are vulnerable to contamination that would affect the potability of the water. A Class I: Extremely Critical Aquifer Recharge Area is located in the northern half of Shelton and the Shelton UGA.

Critical Area Regulations

There are similarities between the City and County’s critical areas regulations; however there are some differences in how the City regulations are more specific to particular locations, e.g. stream reaches. Interjurisdictional policies (UGA6a & UGA6b) would guide the application of regulations, future permitting activities, and potential future regulation amendments.

UGA Critical Areas Policies

The critical areas goals and policies in the Shelton Comprehensive Plan (Chapter II-Land Use) address critical areas in the UGA. No additional policy language regarding the protection of critical areas in the UGA are included in this UGA Plan. Coordination of critical areas regulations and development review would support Interjurisdictional Coordination policies UGA6a & UGA6b.

Transportation Facilities

Functional Classification

Roadways located within the UGA have been identified in the City’s and County’s functional classification systems, and are summarized in Table X-2:

Table X-2: Summary of Roadway Functional Classifications in the Shelton UGA

City Comprehensive Plan Functional Classifications	Mason County Comprehensive Plan Functional Classifications
Freeways	State Route
U.S. Highway 101	U.S. Highway 101 State Route 3
Principal Arterial	
State Route 3 (Olympic Highway South) Railroad Avenue	
Minor Arterials	
John’s Prairie Road Brockdale Road	
Major Collector	Major Collector
Shelton Springs Road Lake Boulevard Norcliff Road	Johns Prairie Road Brockdale Road Shelton Matlock Road Railroad Avenue Cloquallum Road Arcadia Road
Minor Collector	Minor Collector
State Route 102	State Route 102 Shelton Valley Road Shelton Springs Road

Future roadways are shown on Shelton Comprehensive Plan Figures 18 and 19, indicating areas where new functionally classified roadways are recommended under projected future conditions. Future roadways are recommended in the UGA where development of sizeable undeveloped

properties are located. Mason County's Comprehensive Plan also identifies potential new roadways.

Traffic Volumes

Mason County conducted a transportation analysis for its 2005 Comprehensive Plan Update. For the transportation analysis zones encompassing the City of Shelton and the Shelton UGA, the County reviewed a low growth and a high growth scenario, assuming 5,187 new persons by 2025 on the low end and 12,814 new persons by 2025 on the high end. Shelton's population target is 10,500 within the range.

The City of Shelton conducted additional transportation analysis for the UGA Plan similar to the methods used for the City limits. Volumes are expected to increase between 3 and 4 percent annually dependent on the roadway and the potential future land use (see City of Shelton's Comprehensive Plan, Transportation Element).

Last, the City is preparing a model to help refine traffic projections for the City limits and Shelton UGA and to determine impact fees. In the future, the City and County may conduct additional modeling. Once that information is available it can be incorporated into the City and County Comprehensive Plans as needed.

Level of Service Policy Analysis

The City's level of service standard (LOS) is LOS D. For purposes of the UGA Plan, eleven intersections were studied in the UGA including:

- E Wallace Kneeland Boulevard and Olympic Highway N
- E Wallace Kneeland Boulevard and N Shelton Spring Road
- N Shelton Spring Road /W Alpine Way and N 13th Street
- E Wallace Kneeland Boulevard and N 13th Street
- E Batstone Cutoff Road and E Brockdale Road
- E Shelton Spring Road and E Island Lake Drive
- E Shelton Spring Road and US 101
- W Sanderson Way and US 101
- W Dayton Airport Road/SR 102 and US 101
- Shelton-Matlock Road and US 101 Northbound Ramps
- Shelton-Matlock Road and US 101 Southbound Ramps

Results of the LOS analysis for intersections in the UGA include:

- Existing LOS 2007: Under existing conditions, all studied intersections operate at LOS D or better, with the exception of the stop controlled intersection at N Shelton Spring Road/W Alpine Way and N 13th Street. The westbound approach on W Alpine Way is operating at LOS F during the PM peak hour.
- Future LOS 2013: LOS at the intersection of N Shelton Spring Road/W Alpine Way and N 13th Street, which was identified as an existing deficiency, would degrade to poorer conditions with increased future volumes.
- Future LOS 2025: The projected increases in traffic volumes would result in five additional intersections exceeding the LOS standard: E Wallace Kneeland Boulevard and Olympic Highway N; E Wallace Kneeland Boulevard and N 13th Street; E Batstone Cutoff Road and E Brockdale Road; and Shelton-Matlock Road and US 101 Southbound and Northbound Ramps. However, US 101 is a Highway of Statewide Significance (HSS) within the City and thus is exempt from the City LOS standards.

The City of Shelton Transportation Element identifies improvements to deficient intersections to allow the adopted LOS standard to be met. These improvements include added turn lanes or signals depending on the locations.

LOS analyses were also performed on all Mason County Major and Minor Collectors in the 2005 Mason County Comprehensive Plan Update. Collectors were projected to operate at LOS B or LOS C or better.

The City and County will consider an appropriate LOS standard for the UGA. The mechanism for implementing this level of service standard is through a joint agreement between the City and County, whereby the City and County would agree to apply the same level of service standards for the UGA. (See policies UGA3b and policies UGA6a and 6b.) The LOS standards could be revisited when additional transportation modeling is complete.

UGA Public Services and Annexation

Service Providers in UGA

Water

The City of Shelton owns and operates a water system serving the customers within the existing City boundary, and within a limited portion of the UGA on an emergency basis. Other water systems serving the UGA include:

- Port of Shelton, Sanderson Field
- Port of Shelton, Johns Prairie
- Other Class A Water Systems:

- Cherry Park
- Island Lake Manor
- Parkwood
- Rae Lake
- Springwood
- Four Smaller Water Systems:
 - Airport Grocery
 - Hidden Haven Mobile Home Park
 - PJ's Store
 - Evergreen Mobile Estates

Beyond the UGA but related to essential public facilities, the Washington State Patrol and the Washington Corrections Center have additional water rights/systems.

Currently, most water is generally provided by private wells within the UGA. However, the Regional Water and Sewer Plan as most recently amended in 2005 and 2006 is a plan designed to implement a regional system for potable water in the UGA. The regional water service area includes the Shelton City limits and the Shelton UGA, the Washington State Patrol Academy, and the Department of Correction's Washington Correction Center facility to the west. Class A water systems are not included in the regional water plans, but the four smaller water systems noted above are anticipated to be connected to the City water system some day. The City of Shelton will act as the regional purveyor of water to the other regional partners, who will be wholesale customers. The Port of Shelton is no longer involved as a regional partner, but will someday become a retail customer, and its future needs have been anticipated in the regional water plans.

In combination with the population forecasts, estimates of water production needs were used to project the future source requirements for the City of Shelton and for the Regional Water System partners, including residential and non-residential demand. In addition, growth was estimated for the Port of Shelton Sanderson Field and Johns Prairie sites, as well for the UGA generally. The water system plan projections assume that the average day demand will increase by 2% per year through the year 2023. Based on these assumptions, the projected water supply needs for all Regional Water System partners, for maximum year peak day demand, will be 6.4 million gpd (7.37 gpm peak hour demand) by 2023. Based on the new population projections assigned to the

City of Shelton by Mason County, the combined City and UGA population is expected to increase at a 3% growth rate by the year 2025. At the year 2023, based on a 2% growth rate, the City and UGA population would equal approximately 17,913 persons. At a 3% growth rate, the population level assumed to be reached by the year 2023 (17,913) would instead be reached in 2018. The 2025 population for the City and UGA is anticipated to equal 21,748.

To avoid a supply shortage in the future the City of Shelton will either need to increase source capacity or decrease system demands. Additionally, the water projections identified above do not account for savings due to water reuse. It was noted in the 2005 Water Comprehensive Plan Amendment that utilization of reclaimed water and water conservation will allow Regional Water System partners to serve additional demand beyond the projections reported above, while not exceeding water use projections. Water reuse is planned in Shelton sewer plans (see below). Monitoring of actual usage, Water Plan updates to new horizon years and population projections (for example, establishing a new 6-year and 20-year horizon), together with conservation and water reuse are anticipated to assist in meeting revised growth levels for the City of Shelton and the Shelton UGA.

At this time, the water system planning efforts effectively result in three tiers of water system improvement or expansion:

- Tier 1: City Limits
- Tier 2: System Extension to Regional Partners (State essential public facilities)
- Tier 3: UGA land not otherwise served by Class A systems

The extension to Regional Partners beyond the UGA can help facilitate future system expansion to other UGA locations. Further, with the utility plans in place accommodating growth projected to 2018 (at an annual rate of 3%), there is opportunity to prepare more specific utility plans to serve other locations in the UGA prior to additional demand occurring. Last, as mentioned above, water conservation and water re-use can help meet revised growth levels.

The Shelton Water Comprehensive Plan (2002) and the Water Comprehensive Plan Amendment and Project Report for the Shelton Area Regional Water System (2005) and their subsequent updates, are incorporated by reference into the City of Shelton Comprehensive Plan.

Sewer

The City of Shelton provides wastewater collection and treatment services for the residents, commercial establishments, and industries in its current service area. The service area is currently set at the City limits; however, future service areas have been formally acknowledged in sewer plans from 1994 forward, including the November 2001 Shelton Area Water and Sewer Regional Plan as supplemented by the December 2005/April 2006 Shelton Regional Sewer Plan

Wastewater Facility Plan, which together serve as the current plan and which are incorporated by reference. No known sewer districts lie within the boundaries of the Shelton UGA. Wastewater in the Shelton UGA is generally treated by private septic systems. Other wastewater treatment facilities in the Shelton vicinity are beyond the UGA but serve an essential public facility: Washington Corrections Center. Sewer system plans anticipate that the regional sewer system will include the City of Shelton, Washington State Patrol, and Washington Corrections Center. The Port is no longer involved as a regional partner, but will someday become a retail customer, and its future needs have been anticipated in the plan.

In order to mitigate the existing problems and meet the 20-year demand, the City of Shelton Comprehensive Sewer Plan and amendments contain recommended projects and funding plans to be implemented within the City's Capital Facilities Plan. Projects that eliminate existing deficiencies will be weighted higher on the inventory lists. Twenty-year population projections are similar to those identified for water system plans. Therefore, infiltration/inflow (I/I) improvements, monitoring of actual flows, sewer plan updates to new horizon years and population projections, together with conservation and water reuse are anticipated to assist in meeting revised growth levels for the City and the Shelton UGA. When the City's treatment plant was constructed the engineers designed the plant to be easily expanded to meet future treatment needs of Shelton. In addition, the City of Shelton is planning a satellite wastewater reclamation plant in the vicinity of the Washington Corrections Center, Washington State Patrol, and Port of Shelton. Design criteria for the satellite facility include that it must be expandable in modules.

The tiering discussion under "Water" above applies as well to the issue of "Sewer" service.

Solid Waste

The Mason County Solid Waste Management Plan was adopted by the County Commissioners in 1992 and provides the guidance for solid waste services within the Shelton UGA and Countywide. A transfer station is located at the Mason County Solid Waste Facility northwest of Shelton. The refuse is then exported to the regional landfill located in Klickitat County. Mason County Garbage is responsible for the collection of recyclable materials. Recyclable materials include newspaper, magazines, mixed paper, cardboard, tin cans, aluminum cans, and glass. Mason County Garbage delivers the recyclables to All Star Recycling, located in Olympia, for processing and marketing.

Fire Protection Services

Two fire districts provide the majority of the fire protection services for the UGA: Fire District #11 and Fire District #5. Fire District #11 provides fire protection services to the northern portion of the Shelton UGA. This relatively small fire district (9 square miles) focuses its

services on the area immediately around the City of Shelton. Fire District #5 provides fire protection services to the northeastern portion of the UGA, serviced by Station 510 (John's Prairie). The small areas of unincorporated UGA to the south and southwest of the City are covered by Fire District #16 (southwest of the city), Fire District #13 (north of the junction of Highway 3 and Highway 101), and Fire District #4 (east of Highway 3).

Police Services

Police services within the Shelton UGA are provided by the Mason County Sheriff's Office. The Mason County Sheriff's Office is a full service Sheriff's Department with 41 Commissioned Officers, 22 Corrections Officers and 11 civilian personnel. These officers respond to law enforcement needs throughout the UGA.

Emergency Medical Services (EMS)

Fire districts/departments are generally the "first responders" to an EMS call. Within the Shelton UGA, the fire districts that serve the UGA provide emergency medical services. Mason County Medic One also responds to calls within the Shelton UGA. These Mason County EMS agencies provide Advanced Life Support (ALS) and Basic Life Support (BLS) level care as well as transport to a Level 4 Trauma Center at Mason General Hospital.

Electrical, Telecommunication, and Natural Gas Services

Public Utility District (PUD) #3 provides electrical and telecommunication services within Shelton's UGA. The PUD is currently building a fiber optic backbone. Services that are provided on the PUD 3 backbone include high-speed Internet service, networking and data services for business, security monitoring, and telephone service. Future services may include cable and high definition television programming, and video conferencing. Other communication service providers include Qwest, Hood Canal Communications, and ComCast. Qwest offers wholesale and retail broadband DSL services in the Shelton area, as well as a full-range of telephone and cellular services throughout the County. Hood Canal Communications and ComCast provide telecommunication services and fiber optics.

Cascade Natural Gas provides natural gas to the Shelton area. The customer service center in Aberdeen serves Shelton area customers.

Essential Public Facilities

RCW 36.70A.200 states that essential public facilities are "those facilities that are typically difficult to site, such as:

- Airports,
- State education facilities
- State or regional transportation facilities as defined in RCW 47.06.140,
- State and local correctional facilities,
- Solid waste handling facilities,
- In-patient facilities including substance facilities, mental health facilities, group homes, and
- Secure community transition facilities as defined in RCW 71.09.020.”

Essential public facilities can be government owned and operated facilities, or privately owned facilities that are regulated by public entities. This definition is not considered to be all-inclusive, but provides examples of facilities that are difficult to site. No local comprehensive plan or development regulation may preclude the siting of essential public facilities.

Shelton’s UGA and land west of the UGA contain several essential public facilities including highways of statewide significance such as Highway 101 and SR-3, and the Port of Shelton Sanderson Field. The Department of Corrections Washington Corrections Center and the Washington State Patrol Academy are essential public facilities located just outside of the UGA, but within the City’s Regional Water and Sewer Plan service boundaries. The City of Shelton’s Comprehensive Plan (Chapter II-Land Use Element) addresses essential public facilities.

Annexation

For purposes of efficient services, coordinated land planning and development, and unity between economically and socially related areas, citizens, property owners, and the City of Shelton may desire annexation. As noted above, the GMA provides for coordinated UGA planning between counties and cities with the intent that urban and urbanizing areas ultimately be served by municipalities. In the GMA framework, annexations may occur only within a jurisdiction’s designated UGA. By addressing the Shelton City limits and the Shelton UGA in the Shelton Comprehensive Plan, and by addressing the Shelton UGA in the Mason County Comprehensive Plan, the City and the County are responding to the GMA framework to manage growth, provide efficient services, and plan for the community needs of the broader Shelton community.

The methods of annexation applicable to the Shelton UGA include:

- The Election Method, Initiated by Ten Percent Petition, is initiated by the collection of signatures from qualified electors in the area proposed for annexation equal to ten percent of the number of voters in the last general election in that area. This method would require an election by the residents of the area being considered for annexation. This method could be used to annex portions of or all of the UGA at a time.

- The Election Method, Initiated by Resolution, may be initiated by city commission resolution. This method would require an election by the residents of the area being considered for annexation. This method could be used to annex portions of or all of the UGA at a time.
- In May 2003, legislation became effective which adopted a new “Petition Method of Annexation.” Under the law, the annexation petition must be signed by property owners (owning a majority of the area) and by registered voters (a majority in the area). If there are no registered voters (vacant, commercial, or industrial property, or property that has residents but no registered voters), then only owners of a majority of the area need sign. This method could be used to annex portions of or all of the UGA at a time.
- The Sixty Percent Petition Annexation Method is initiated by the collection of signatures from the owners of property representing not less than ten percent of the assessed value of the property for which annexation is sought. If the legislative body of the city accepts the 10 percent petition, then petitioners must collect petition of the owners of at least 60 percent of the property value in the area, computed according to the assessed valuation of the property for general taxation purposes. A public hearing is held before a decision is made by the city legislative body. This is the most frequently used method of annexing unincorporated territory for code cities.
- Unincorporated Island Annexation. Annexation statutes provide for an abbreviated procedure to annex unincorporated islands or pockets of property within a city. When there is an unincorporated area (1) containing less than 100 acres of which at least 80 percent of the boundaries are contiguous to a city or (2) of any size and having at least 80 percent of the boundaries contiguous to a city if the area existed before June 30, 1994 and the city was planning under the Growth Management Act as of that date, the city commission may initiate annexation proceedings by resolution. However, annexation by this method is potentially subject to a referendum election within the unincorporated territory.
- Annexation for municipal purpose, where a code city may, by majority vote of the city commission, annex territory outside its limits for any municipal purpose, if the territory is owned by the city. This may be done regardless of whether the territory is contiguous or noncontiguous.

As indicated in the methods above, annexation is largely a citizen/property owner driven process. The City of Shelton intends to promote a smooth transition from Mason County to City of Shelton administration, upon approval of annexation petitions.

Key issues for the City of Shelton will be the feasibility of providing services to areas that request annexation, and the coordination with the County as areas transition to the City. UGA policies (UGA5a-5f) address annexation and coordination between the City of Shelton and Mason County.

Coordinated Development Review

One of the key implementation goals for the UGA Plan is to develop a coordinated development review process between the City and County for the UGA. The 2003 Memorandum of Understanding that County staff, upon adoption of the UGA Plan, will apply the City's land use designations when reviewing land use and development proposals in the UGA. This approach will help to minimize future land use conflicts for permitted projects in the UGA. Goals and policies provide direction on this coordinated development review process with the ultimate objectives being:

- Provide a predictability and timeliness and use process for property owners
- Facilitate land use compatibility
- Implement the Memorandum of Understanding between the City and County

UGA Boundaries and Land Use Designation

Split Parcels

In general, the Shelton UGA boundary tends to follow property lines, streams, and major rights-of-way. As adopted in 1995, there were approximately 50 parcels split by Shelton's UGA boundary. Split parcels are typically found in instances where a parcel has a creek running through the property, such as John's Creek along the northern UGA boundary and Mill Creek to the south, where the creek is used to delineate the UGA boundary. This UGA plan adjusts the UGA boundary and removes split parcels from within the eastern, southern, western and northwestern UGA boundaries and includes several split parcels within the UGA boundaries. Remaining split parcels tend to be associated with the John's Creek centerline to the north based on property owner interest and the existing development pattern, as well as along the rail lines and Oakland Bay. Removing split parcels together with other UGA boundary adjustments reflecting UGA population sizing and public input resulted in a net decrease of 108 acres within the UGA.⁷

Although most of the 1995 Plan land use designations followed property lines and major rights of way, there are instances where the prior plan did not such as along John's Prairie Road and the Matlock Interchange vicinity. The 2007 UGA Plan generally adjusted future land use designations to be consistent with property lines. In a few instances on large parcels there may be more than one land use designation that follow straight lines that are easily identified and scaled.

⁷ Acres are based on the December 2007 future land use map.

Future Land Use Designations for the UGA

Future Land Use designations in the UGA are based on the results of the land capacity analysis, the findings from the *Shelton Urban Growth Area Subarea Plan Preliminary Land Use Analysis* (Jones & Stokes, August 2004), and public input during the preparation of the UGA Plan. The UGA Plan incorporates revisions to the City of Shelton's original 1995 land use designations, and the revised Plan is intended to meet the following objectives:

- Tie land use designations to parcel boundaries.
- Find the best match between how property owners and their neighbors use land and future land use plans.
- Avoid small pockets of isolated land uses as a result of the revisions.

Compared to the 1995/96 UGA boundary originally approved by Mason County, this UGA Plan includes adjustments to the UGA boundary from the, by removing several split parcels by either locating them completely inside or outside the UGA. This was done after considering the following issues:

- Presence of critical areas-exclude areas where critical areas may prevent urban levels of development;
- Resource Lands-avoid including County designated resource lands, e.g. agriculture;
- Results of the land capacity analysis in order to appropriately size the UGA.
- Existing commercial/industrial uses-include commercially/industrially developed land similar in nature to portion of the same property inside the UGA;
- An evaluation of land uses in the vicinity of Sanderson Field;
- The ability to extend services to the area within the 20-year planning horizon.

The Future Land Use Map (Figure 1) incorporates the updated UGA Boundary and Land Use designations. These 2007 revisions to the Future Land Use Map aim to provide for future growth while maintaining and enhancing the character and quality of existing residences, industries, and natural areas that define the UGA.

Urban Growth Area Goals & Policies

The following UGA goals and policies are in addition to the goals and policies contained in other chapters of the Comprehensive Plan, and are specific to the unique circumstances of the UGA. As appropriate, the UGA Plan goals and policies shall be applied together with other Comprehensive Plan goals and policies.

Urban Growth Area Land Use

UGA Goal 1: Provide for orderly growth in Shelton’s UGA.

Policy UGA1a. Land use policies and regulations shall accommodate a residential growth target of approximately 10,500 additional persons within the City and UGA boundary by 2025, as established in the Countywide Planning Policies.

Policy UGA1b. The UGA shall include land sufficient to accommodate commercial uses serving local and regional populations, including retail, service, financial, and institutional uses of small, medium, and large sizes.

Policy UGA1c. The UGA shall designate land suitable for industrial purposes, sufficient in acres and parcel sizes to accommodate small to large industrial uses. Such uses shall be sited and designed to be compatible with adjacent non-industrial uses while meeting employer needs.

Policy UGA1d. The UGA designations shown on the official Land Use Map (Figure 1) includes enough land to provide the capacity to accommodate growth expected over the 20-year planning period. These lands should include only those lands that meet the following criteria.

- a. Are characterized by urban development, which can be efficiently and cost effectively served by urban governmental services within the next 20 years;
- b. Greenbelts and open space in the UGA including lands useful for recreation, wildlife habitat, trails, and connection of critical areas, consistent with GMA requirements and in a manner recognizing reasonable use of private property;
- c. Are not unincorporated agricultural or forestry lands of long-term commercial significance designated through Mason County Comprehensive Plan or the Countywide Planning Policies process.

Policy UGA1e. Areas with significant environmental hazards, unique or fragile ecosystems of high rank, order, and function, or long-term infrastructure limitations, may be further protected beyond the application of development regulations through low-density zoning.

Policy UGA1f. Parcels which are split by the UGA boundary line should be redesignated to either all urban or all rural unless the parcel is split to recognize unique physical and environmental features, or the requirements of interlocal agreements, or other County or City plans.

Land Use Compatibility

UGA Goal 2: Protect and enhance the character, quality and function of development in the UGA while accommodating future growth.

Policy UGA2a. The City, in consultation with Mason County, the Port and WSDOT, shall establish landscape standards and buffers for designated Gateway areas that emphasize the importance of retaining existing trees as key elements of Shelton’s character.

Policy UGA2b. The City and County should ensure plans and regulations address, where appropriate, compatibility issues including height hazards, safety and noise that can affect the long-term viability of Sanderson Field. Through the airport overlay zone adopted by the City and the County, allow compatible uses, buildings, or activities in the vicinity that do not present safety problems to normal airport operations, or that would not be sensitive to noise from the Airport operations.

Policy UGA2c. The City should work with the County to develop standards for unincorporated land within the UGA that will require buffering of cottage uses next to less intense properties, such as landscaping, fencing, setbacks, or a combination of approaches. The City should recognize cottage industries permitted in the UGA as grandfathered uses when annexed. The County should consider applying the City’s home occupation standards to land within the Shelton UGA.

Policy UGA2d. The City shall recognize legally established residences in commercial/industrial zones, and legally established commercial/industrial uses in residential zones as grandfathered (nonconforming) uses when annexed.

Urban Growth Area Transportation

UGA Goal 3: Establish a safe, coordinated, and linked multimodal transportation system to service local and area-wide travel needs.

Policy UGA3a. As appropriate, subsequent transportation modeling should jointly be conducted by the County and the City, to identify current traffic levels, identify recommended improvements, and address future levels of service.

Policy UGA3b. To address traffic concerns and mitigation, the City and County should jointly determine an appropriate LOS standard as part of an interlocal agreement. The City and County may revisit standards upon the completion of additional traffic analyses.

Policy UGA3c. To the greatest extent possible, given topographic and environmental constraints, future functionally classified roadways should attempt to provide a grid system to facilitate an interconnected system of streets in the UGA.

Urban Growth Area Services Provision

The following goals and policies for future annexations and the provision of services in the UGA provide direction regarding utility extension and the circumstances in which it will occur. This will help to facilitate a seamless transition of services in the UGA if and when properties become annexed to the City.

UGA Goal 4: Provide effective, efficient, and quality capital facilities and public services at the level necessary to meet community needs and support allowed growth.

Policy UGA4a. The County and City should coordinate with service and utility providers to ensure UGA services support planned growth, meet desired customer service needs, and result in a comparable community system in the greater Shelton area.

Policy UGA4b. The City and County should coordinate with local Fire Districts, to ensure adequate fire and emergency response in the UGA.

Policy UGA4c. The City's level of service standards for sewer and water service should be applied to the UGA once services are extended into the UGA. Sewer and water improvements and services should be consistent with the Regional Water and Sewer Plans identified in the City of Shelton Comprehensive Plan Utilities Element as amended over time.

Policy UGA4d. In consultation with the Mason County Sheriff's Department, the City should ensure adequate police services are provided within the UGA.

Policy UGA4e. To avoid City assumption of nonconforming infrastructure, a coordinated Capital Improvement Program and maintenance plan should be prepared between the City and County. Such a program should be developed prior to annexation required to meet levels of service are implemented concurrent with new development. When considering annexation

proposals that have significant existing nonconforming infrastructure, the City should consider service delivery and revenue enhancement options.

Policy UGA4f. The City will consider extension of water and sewer services outside City limits based on criteria including, but not limited to the following:

- The lands to be served must be, either:
 - Inside the City’s UGA, or
 - Intended to service essential public facilities, or
 - In rural areas only in limited circumstances when shown necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development, consistent with State law.
- Extension of services to Regional Plan Partners is to be accomplished in accordance with Regional Water and Sewer Plans and agreements.
- Land owners requesting water and/or sewer service outside the City limits are to sign a utility extension agreement that addresses the following:
 - Costs of design, engineering, construction, and inspection of extension as paid by the owner;
 - Easements and permits to be secured and obtained by the owner;
 - Dedication of capital facilities to the City;
 - Connection charges paid by the owner;
 - Agreement by the owner not to protest annexation;
 - Connection to both sewer and water services;
 - Waiver of right to protest local improvement district;
 - Development of property to conform to City code when developing or redeveloping the property subject to the agreement; and
 - Remedies that may be required due to noncompliance with the terms of the agreement.

Annexation

UGA Goal 5: Provide a framework for processing annexation requests.

Policy UGA5a. The City should use, but is not limited to, the following factors in determining the specific location of an annexation proposal boundary:

- a. The annexation boundary, where appropriate, should adjust any impractical or irregular boundaries created in the past.
- b. The annexation boundary should, where appropriate, provide a contiguous and regular boundary with current City limits.
- c. The annexation boundary, where appropriate, should be drawn along property lines and/or existing or future right-of-way boundaries. Annexation boundaries, where possible, should not be drawn along right-of-way centerlines.
- d. UGA roadways contiguous to a proposed annexation area should not be included within the proposed annexation boundary, unless the roadways are contiguous to current City limits.
- e. When a proposed annexation includes portions of a natural lake, the annexation boundary should be modified to include or exclude the entire lake area from the proposed annexation. If more than 50 percent of lakefront property is included in an annexation proposal, then the annexation boundary should include the entire lake; if less than 50 percent of the lakefront property is part of the annexation proposal, then the lake should be excluded.

Policy UGA5b. The City should process annexation requests in accordance with review criteria. Review criteria should include, but are not limited to:

- Areas to be annexed are included in the Shelton UGA.
- The annexation proposal should create and/or preserve logical service areas. Annexations generally should not have or create abnormally irregular boundaries that are difficult to serve.
- The annexation proposal should use physical boundaries, including but not limited to bodies of water, highways, and land contours as noted in Policy UGA5a.

Policy UGA5c. The City should give priority consideration to annexation proposals that are financially self-sufficient or those where the fiscal impact can be improved. The City should develop a variety of service delivery or revenue enhancement options to increase the feasibility of annexation.

Policy UGA5d. The City may request a fiscal analysis of the annexation proposal by annexation proponents.

Policy UGA5e. Upon annexation, the City shall require properties to assume zoning consistent with the UGA Plan Land Use Map, as adopted or as amended where appropriate.

Policy UGA5f. Where appropriate, the City and/or County should allow development agreements in the UGA that are consistent with the approved UGA Plan.

Interjurisdictional Coordination

UGA Goal 6: Coordinate UGA planning efforts with Mason County and other neighboring jurisdictions and agencies.

Policy UGA6a. Following the approval and adoption of this plan, the City of Shelton and Mason County shall enter into an agreement that details the process and expectations for coordinated development review in the UGA. Topics may include but are not limited to: land use and development regulations, public service delivery responsibilities, infrastructure standards, procedures and fees, and other relevant topics.

Policy UGA6b. The City of Shelton and Mason County should conduct a regulatory consistency analysis with County and City regulations. The City and County should jointly determine which regulations apply to lands and development in the UGA, and apply regulations consistently.