

XI. 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 Mason County Comprehensive Plan and 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 Mason County and City of Shelton Comprehensive Plans 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^{1,2}.

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%

¹The 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.

² 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 XI-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 XI-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**	
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 2025³. 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.

³ A planning level capacity analysis in Appendix A shows a capacity within 1% of the 10,500 growth target assuming revised UGA boundaries.

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.⁴

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.

⁴ 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 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.

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. 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 XI-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. Generalized countywide critical area inventories are included in Mason County Comprehensive Plan Chapter IV, Land Use. 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) and Mason County Comprehensive Plan (Chapters III-5 and IV-4) 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 XI-2:

Table XI-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 Figures VIII-5-2 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 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) and Mason County's Comprehensive Plan (Chapter VI, Capital Facilities Element) address 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.⁵

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.

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.

⁵ Acres are based on the December 2007 future land use map.

- 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 XI-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 XI-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:

- The annexation boundary, where appropriate, should adjust any impractical or irregular boundaries created in the past.
- The annexation boundary should, where appropriate, provide a contiguous and regular boundary with current City limits.
- 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.
- 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.
- 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.