CLALLAM COUNTY
COUNTY-WIDE PLANNING POLICY

JUNE 30, 1992
CLALLAM COUNTY
COUNTY-WIDE PLANNING POLICY
OUTLINE

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Legislative Mandate

The Growth Management Act, as adopted in 1990 (ESHB 2929), declared that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest, the legislature declared, that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning.

For that reason, ESHB 2929 required that the comprehensive plan for each county or city be coordinated with, and consistent with, the comprehensive plans of other counties or cities with which the county or city has, in part, common borders or related regional issues.

Recognizing that the legislature did not provide a process and framework for adoption of these coordinated and consistent comprehensive plans, an amendment to the Growth Management Act was passed in 1991 (RSHB 1025) requiring the adoption of county-wide planning policies.

The county-wide planning policy is to be a written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted under the Growth Management Act. This framework ensures that the city and county comprehensive plans are consistent. This does not mean that the land-use powers of cities are altered.

RSHB 1025 requires that Clallam County adopt this county-wide planning policy by July 1, 1992 in cooperation with the cities. The process and framework for adoption of the county-wide planning policy is established in a collaborative process outlined in more detail in the next section. The cities and governor may appeal an adopted county-wide planning policy to the growth planning hearings board within sixty days of the adoption of the policy by the County.

RSHB 1025 required that the county-wide planning policy, at a minimum, address the following subjects:

1. Policies to implement RCW 36.70A.110 (Urban Growth Areas);
2. Policies for promotion of contiguous and orderly development and provision of urban services to such development;
3. Policies for siting public capital facilities of a county-wide or state-wide nature;
4. Policies for county-wide transportation facilities and strategies;
5. Policies that consider the need for affordable housing, such as housing for all economic segments of the population and parameters for its distribution;
6. Policies for joint county and city planning within urban growth areas;
7. Policies for county-wide economic development and employment; and
8. An analysis of the fiscal impact.

Adopted county-wide planning policies shall be adhered to by state agencies, in addition to the county and cities using the policies to form the framework for adoption of comprehensive plans, which must be adhered to.
AGREEMENTS

Section 2 of RSHB 1025 required that the process and framework for adoption of a county-wide planning policy be agreed upon by all the cities and the county by October 1, 1991. Representatives of the cities and county met to establish a collaborative process. The cities and county each individually adopted identical resolutions establishing a Growth Management Steering Committee (GMSC) operating under four terms and conditions:

1) The GMSC was composed of two representatives from each of the governments of Clallam County, the City of Port Angeles, the City of Sequim and the City of Forks. Representatives were elected officials, staff or anyone else for each of these governments.

2) The facilitator of the meetings alternated on a six month basis between Clallam County and the City of Port Angeles.

3) GMSC decisions were advisory and based upon consensus. GMSC decisions were final upon ratification by the governments represented in the GMSC.

4) The GMSC, subject to ratification, determined the procedures and provisions necessary for the adoption of the county-wide planning policy. These procedures and provisions included desired planning policies, deadlines, ratification of final agreements and demonstration thereof, and financing if any, of all activities associated therewith.

The first agreement was amended by Clallam County and the cities detailing ratification procedures and provisions for the County-wide Planning Policy. Included in the amendment were desired planning policy areas, of which open space corridors was an added subject. The desired planning policies and conceptual ratification process are included in Appendix A.

An agreement with the Port of Port Angeles, the cities and Clallam County was also entered into for adoption of portions of the County-wide Planning Policy by the Port. The subject areas that the Port agreed to be participants and signatories on were: 1) urban growth area designations; 2) contiguous and orderly development; 3) siting of public capital facilities; 4) transportation facilities and strategies; 5) joint county and city planning within urban growth areas; and 5) economic development and employment.

An agreement was also signed between Clallam County and the Public Utility District. The cities did not sign this agreement. The PUD and Clallam County agreed that the PUD would be participants in the county-wide planning policy for the following subject categories: 1) urban growth area designations; 2) contiguous and orderly development; and 3) siting of public capital facilities.
URBAN GROWTH AREA POLICIES

POLICIES RELATED TO THE DESIGNATION OF URBAN GROWTH AREAS

1. Minimum Urban Growth Areas (UGAs) shall be established based upon land use demand as determined by the Clallam County 20-year forecast of population for the county and specified sub-areas, so long as the county-wide forecast is not less than the most recent forecasts available from the Office of Financial Management (OFM). The county shall provide forecasts for the designation of urban growth areas.

A. The County growth population projection should be based on the OFM analysis prepared for Clallam County. The following projections were completed by OFM in a report dated January 31, 1992:

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>56,464</td>
</tr>
<tr>
<td>1995</td>
<td>57,754</td>
</tr>
<tr>
<td>2000</td>
<td>58,246</td>
</tr>
<tr>
<td>2005</td>
<td>58,753</td>
</tr>
<tr>
<td>2010</td>
<td>59,189</td>
</tr>
<tr>
<td>2012</td>
<td>59,312</td>
</tr>
</tbody>
</table>

Note: OFM estimated that the 1991 Clallam County population was as follows:

County: 58,500
Unincorporated 33,550
Forks 3,280
Port Angeles 17,890
Sequim 3,780

OFM estimated the preliminary 1992 Clallam County population as follows:

County: 60,000
Unincorporated 34,780
Forks 3,310
Port Angeles 18,040
Sequim 3,870

B. The County sub-area population projections should be based either on a straight line (linear) projection model or on the sub-area growth rate for the preceding 10 years. For the purposes of designating urban growth areas, a linear projection is preferred. For other planning purposes, the last ten year sub-area growth rate should be compared to a straight line projection and a determination made regarding which projection is most appropriate.
TABLE 2: AREA AVERAGE GROWTH RATE

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Agnew-Carlsborg</td>
<td>2.72</td>
<td>6,310</td>
<td>8,252</td>
<td>10,792</td>
</tr>
<tr>
<td>Clallam Bay-Neah Bay</td>
<td>.93</td>
<td>2,966</td>
<td>3,253</td>
<td>3,569</td>
</tr>
<tr>
<td>Crescent</td>
<td>2.2</td>
<td>2,507</td>
<td>3,116</td>
<td>3,874</td>
</tr>
<tr>
<td>Forks</td>
<td>-1.56</td>
<td>6,846</td>
<td>5,849</td>
<td>4,998</td>
</tr>
<tr>
<td>Sequim</td>
<td>2.7</td>
<td>11,076</td>
<td>14,457</td>
<td>18,870</td>
</tr>
<tr>
<td>Port Angeles</td>
<td>.44</td>
<td>26,759</td>
<td>27,959</td>
<td>29,214</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td></td>
<td><strong>56,464</strong></td>
<td><strong>62,886</strong></td>
<td><strong>71,317</strong></td>
</tr>
</tbody>
</table>

TABLE 3: LINEAR PROJECTION MODEL

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Agnew-Carlsborg</td>
<td>6,310</td>
<td>7,126</td>
<td>8,428</td>
</tr>
<tr>
<td>Clallam Bay-Neah Bay</td>
<td>2,966</td>
<td>3,334</td>
<td>3,636</td>
</tr>
<tr>
<td>Crescent</td>
<td>2,507</td>
<td>3,116</td>
<td>3,874</td>
</tr>
<tr>
<td>Forks</td>
<td>6,846</td>
<td>8,775</td>
<td>10,041</td>
</tr>
<tr>
<td>Sequim</td>
<td>11,076</td>
<td>12,522</td>
<td>14,751</td>
</tr>
<tr>
<td>Port Angeles</td>
<td>26,759</td>
<td>27,959</td>
<td>29,214</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>56,464</strong></td>
<td><strong>62,832</strong></td>
<td><strong>69,944</strong></td>
</tr>
</tbody>
</table>

C. The City population projections should encourage a shift from growth in unincorporated areas to urban areas, consistent with the intent of the Growth Management Act. The City population projections should also reflect sub-area growth trends, in that growth usually occurs based on geographic preference (schools, climate, jobs, etc.).

TABLE 4: CITY POPULATION PROJECTIONS
LINEAR PROJECTION MODEL BASED ON SUB-AREA (Table 3)

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Port Angeles</td>
<td>17,710</td>
<td>18,382</td>
<td>19,053</td>
</tr>
<tr>
<td>City of Sequim</td>
<td>3,616</td>
<td>4,650</td>
<td>5,683</td>
</tr>
<tr>
<td>City of Forks</td>
<td>2,862</td>
<td>3,453</td>
<td>4,044</td>
</tr>
</tbody>
</table>

D. The county population forecasts should be reviewed every five years. Such review shall include an analysis of the previous ten year period.

2. The county should designate as urban growth areas those unincorporated areas not in proximity to existing cities, provided that such areas meet the principles established for
UGAs and that appropriate service providers are identified to provide the specified urban governmental services.

3. UGAs shall include areas characterized by urban growth adjacent to existing city boundaries and physical features shall be considered in establishing UGA boundaries.

4. The current County Comprehensive Plan identifies a density exceeding one unit per acre as urban/suburban. Density is one factor that will form the demarcation between urban and rural for purposes of establishing an urban growth area. This does not preclude land currently zoned R (Rural) from a UGA. It shall preclude urban growth outside UGAs, and shall permit urban densities inside urban growth areas.

5. It is expected that net densities will increase over current city densities as urban growth and development occurs within the UGA, and the UGA boundary should be established toward this objective. Included in this principle is the requirement that cities should develop specific strategies and programs to encourage infill development and redevelopment of identified underdeveloped lands.

6. Land designated for commercial or industrial uses which encourage adjacent urban development shall not be located outside a UGA.

7. The amount of acreage designated for commercial, industrial or other non-residential uses within a UGA adjacent to a city boundary shall be based upon the land use element and economic development element of the city's comprehensive plan.

8. The amount of acreage designated for commercial uses, industrial uses, regional facilities or other non-residential uses within a UGA not adjacent to a city boundary shall be based upon a reasonable level of service for the size of the UGA's service area.

9. Urban growth areas should be established to avoid critical areas, except where addressed as part of the city's comprehensive plan or critical areas ordinance. Urban growth areas should not include designated resource lands unless the city or county has enacted a program authorizing transfer or purchase of development rights.

10. Urban growth area designations shall consider the linkage with open space corridors within and between urban growth areas as required in this policy and the Growth Management Act.
POLICIES RELATED TO THE IMPLEMENTATION OF AN URBAN GROWTH AREA

The following policies contain specific statements and directed actions that when accepted as policy and/or implemented will protect the integrity of the designated UGA.

11. Lands within urban growth areas which are adjacent to existing cities should be able to be annexed to those cities. The cities and county, in coordination with existing and ultimate service providers, should develop an annexation plan which includes annexation of land characterized by urban development and a phased program of annexation consistent with the extension of services and the development of land in accordance with the city's comprehensive plan and capital facilities plan.

12. Public facilities and services necessary to support urban development will be specifically identified for provision within the designated urban growth areas of Clallam County in accordance with the policies for Joint Planning and Contiguous and Orderly Development.

13. Urban services to be provided within UGAs should include, at a minimum, provision for sanitary waste, solid waste disposal systems, water systems, urban roads and pedestrian facilities, transit systems, stormwater systems, police and fire and emergency services systems, electrical and communication systems, school and health care facilities, and neighborhood and/or community parks.

14. Urban services/facilities required to meet the needs of new development shall be provided, or shall be planned to be available within six years, to meet the levels of services established for such services within each UGA.

15. Urban services shall be provided and constructed in accordance with the design and construction standards as specified in the UGA Urban Services and Development Agreement required by the policies for Joint Planning and Contiguous and Orderly Development.

16. Services and facilities which are not available at the time of the development project giving rise to the need for such services shall be included in a financially feasible capital facilities element of the comprehensive plan for the city responsible for such service provision, and/or in the appropriate plans of the service provided.

17. Before extension or construction of urban services, the city or service provider shall demonstrate the financial capability for continued operation of the facility.

18. The county and the cities will ensure appropriate techniques for managing future growth consistent with the designation of urban growth areas, such as a minimum density within the UGA and a maximum density outside the UGA. A range of densities should be provided for by the city and county for lands within the UGA, including some lands for relatively low density single-family development and some lands at a range of densities both allowing and encouraging multi-family development. The rural element of the County's comprehensive plan shall permit only those land uses that are compatible with the rural character of such lands and provide for a variety of rural densities and
development patterns, including the use of cluster housing concepts to encourage conservation of open space and resource lands.

19. Where critical areas occur within the designated UGA, policies and regulations will be developed to ensure protection of such areas.

20. The County, in coordination with the adjacent city, shall consider the need for future expansion of urban growth areas beyond the projected 20-year period required by the Growth Management Act. Special density considerations shall be given at the edge of urban growth areas, if determined necessary based on a land use analysis, so that future extension of urban growth areas and urban services allows conversion to more efficient urban patterns. Special density considerations could include reduced densities or cluster development options. Such considerations shall occur during preparation and adoption of joint city/county comprehensive plans for the unincorporated urban growth area.


**JOINT PLANNING AND CONTIGUOUS AND ORDERLY DEVELOPMENT**

Once the Urban Growth Areas (UGAs) have been established by the County, it will be imperative for both the County and the Cities to agree on a procedure to ensure the contiguous and orderly development of the UGAs and to ensure the appropriate provision of urban services to such development. Some service providers such as schools and libraries provide services outside of urban growth areas. Service provision in the area outside the urban growth areas will be determined by the county which will work with the service providers for these areas. The following county-wide planning policies provide general guidance for the future development and provision of services both within and outside of the individual UGAs.

1. Each agency and/or service provider which provides an urban service within an Urban Growth Area or its associated joint city/county planning area should participate in the development and implementation of a UGA Urban Services and Development Agreement. Each UGA Urban Services and Development Agreement should contain the following:
   
   a. the establishment of an Urban Growth Area Development Committee made up of representatives from each of the participating agencies and/or service providers for the purpose of reviewing, coordinating, ensuring equitable financing and recommending long range service plans and capital facility plans for urban services proposed in the UGA and associated joint planning area;
   
   b. a definition of "urban services" which at a minimum includes the provision for sanitary waste, solid waste disposal systems, water systems, urban roads and pedestrian facilities, public transportation systems, stormwater systems, police and fire and emergency service systems, electrical and communication systems, school and health care facilities, and neighborhood and/or community parks;
   
   c. level of service standards for urban services within the unincorporated UGA and associated joint planning area;
   
   d. policies identifying the interim and ultimate responsible service provider for the various urban services and their roles;
   
   e. a requirement that any capital improvement and/or public facility providing an urban service constructed and/or planned within a UGA meet all design and urban service requirements of ultimate service provider;
   
   f. a policy and procedure identifying which development projects (subdivisions, rezones, etc.) require intergovernmental communication and coordination between the County and the adjacent city and a procedure for the submittal, review and approval of such project applications located in the UGA; (nothing in this policy or procedure shall be construed to alter the land use powers of the city or the county)
   
   g. a requirement that any project located in the UGA meet the subdivision, zoning, building, design and urban service standards agreed upon by the County and adjacent city;
h. an annexation plan which encourages annexation of land characterized by urban development and is a reasonable extension of urban services consistent with the City's Comprehensive Plan and Capital Facilities Plan;

i. a policy prohibiting annexation of areas outside the UGA or areas not reasonably contiguous with the existing city limits and areas of urban services;

j. policies which protect existing and future transportation/utility corridors, facilities, and services within the UGA and the associated joint planning area;

k. the establishment of a procedure for review by the participating agencies of amendments to land use regulations and plans;

l. a procedure for joint capital facility planning between the participating agencies and service providers within the UGA and to ensure equitable financing of such facilities;

m. policies to ensure a functional transition of public infrastructure between incorporated and non-incorporated areas within the UGA.

2. Each agency and/or service provider participating in a UGA Urban Services and Development Agreement should make available as early as possible an inventory and analysis of its existing and/or planned urban services for the purpose of coordinating with other such agencies and/or service providers in the UGA Urban Services and Development Agreement.

3. The County will establish which services will be provided in the area outside the Urban Growth Areas or the associated city planning area. The County and special purpose districts will work together to define the role of the special purpose districts in areas outside the Urban Growth Area or the associated city planning area.

4. The County and its cities will develop a process for early review and input in the development of comprehensive plans covering the land contained within the unincorporated portions of the city's urban growth areas in order to provide for coordinated and consistent planning between jurisdictions. Amendment of these plans will also be subject to early review and input by all jurisdictions operating within urban growth areas.
SITING OF PUBLIC CAPITAL FACILITIES

The Growth Management Act requires local governments to inventory existing capital facilities owned by public entities, evaluate existing and planned capacities of current facilities, determine capital facility needs for the next twenty years and develop policies for siting needed capital facilities. Counties and cities are required to coordinate their efforts in siting of county-wide and state-wide capital facilities in a manner that will reduce any potential adverse impacts resulting from the location and development of these facilities. Government entities must develop a process for siting essential public facilities.

1. Public capital facilities of a county-wide or state-wide nature as referenced in this document means existing, new or expanded physical facilities which are owned, licensed or sanctioned by a public entity, are large in size, and serve a county-wide or state-wide population. Public capital facilities of a county-wide or state-wide nature may include but are not limited to the following:

- Airports
- State Education Facilities
- State and Federal Transportation Facilities
- Regional Transportation Facilities
- State Correctional Facilities
- Local Correctional Facilities
- Solid Waste Handling, Disposal and Storage Facilities
- In-patient Facilities including:
  - Abuse Facilities
  - Mental Health Facilities
  - Group Homes
- National, State and Regional Parks and Recreation Facilities
- Marine Terminals
- Libraries
- Fairgrounds
- Hospitals
- County Courthouse

2. The County and the cities should develop an inventory of existing public capital facilities of a county-wide or state-wide nature which includes the current capacity and planned capacity of such facilities.

3. The County and the cities should determine the need for new public capital facilities over the next twenty year period.

4. Public capital facilities that generate substantial travel demand should be located along or near major transportation routes.

5. Some types of public capital facilities such as those for waste handling, may be more appropriately located outside of urban growth areas due to objectionable characteristics, size or potential for danger. Public capital facilities located outside of urban growth areas should be largely self-contained or be served by urban governmental services in such a manner that sprawl will not be promoted. Utility and service considerations must be incorporated into site planning and development.
6. The multiple use of corridors for major utilities, trails and transportation rights-of-way is encouraged.

7. Public capital facilities which are unrelated to recreational uses shall not be located in designated resource lands unless alternate locations in non-resource zones are unavailable or impractical and then only if siting of such facilities would not interfere with resource management on adjacent resource lands. Water and sewer systems designed to provide service to more than one development or to serve a large area shall not provide service to or be located within resource lands with the exception of water extraction or water storage facilities.

8. Essential public facilities as referenced in this document are public capital facilities of a county-wide or state-wide nature which are typically difficult to site. Essential public facilities include the following:

- Airports
- State education facilities
- State or regional transportation facilities
- State and local correctional facilities
- Solid waste handling facilities
- In-patient facilities including
  - Substance Abuse Facilities
  - Mental Health Facilities
  - Group Homes

9. The County should develop and maintain a current list of essential public facilities which meet a county-wide or state-wide need.

10. When an essential public facility is proposed, the county in association with other affected governmental or public agencies shall appoint a committee composed of representatives from the county, each city and urban growth area in the county, affected service providers and citizen members selected to represent a broad range of interest groups and charged with producing a facility site selection, analysis and evaluation report which shall at a minimum consider the following:

   a. need for the new or expanded facility;
   b. an inventory of existing facilities used for this purpose and the impacts created by those facilities;
   c. an analysis of the fair share allocation of such facilities;
   d. development of specific siting criteria with an emphasis placed on environmental constraints;
   e. the identification, analysis and ranking of potential project sites;
   f. potential impacts to the economy, environment and community character;
   g. measures to minimize or mitigate potential physical impacts from facility development;
   h. measures needed to minimize or mitigate the fiscal impacts of development of the facility.

The committee shall involve the public at an early stage in the development of their report and keep them involved through the process. When established state-wide procedures exist for siting facilities, the local process will serve the purpose of providing local citizen participation in the state process and will be consistent with the state's procedures and shall not duplicate studies undertaken by the state.
11. County and city comprehensive plans shall not preclude the siting of essential public facilities.

12. The schedule for building new, essential public facilities should be coordinated with the provision of infrastructure and other development. Essential public facilities shall be sited in areas that can easily be supported by infrastructure and services.

13. Essential public facilities should be sited in places that enhance the regions economic development strategy.

14. All jurisdictions should strive to identify locations of essential public facilities so as to distribute them equitably county-wide. No single community should be required to absorb an undue share of the impacts of essential public facilities.
TRANSPORTATION FACILITIES AND STRATEGIES

The Growth Management Act fundamentally changed the way that comprehensive planning will be done within the State of Washington. This change is notable by the increased importance of the transportation element of the comprehensive plan. The Act makes it unlawful to approve development for which the approving jurisdiction cannot demonstrate the availability of infrastructure and service which are needed to accommodate the increase in traffic at the adopted level of service within six years. Future development activity will be constrained by a jurisdiction's ability to finance and provide transportation improvements or implement high occupancy vehicle strategies. This fact has some very significant implications for all jurisdictions which are dependent upon the region's transportation system because projected traffic growth on portions of the road system may exceed the ability to finance and construct the improvements needed to maintain existing level-of-service. Development within any one jurisdiction may also experience major impacts by decisions beyond that jurisdiction's control.

Financial constraints and potential coordination problems make it necessary to undertake a new approach, for both transportation planning and land use planning. This is necessary if the region is to avoid haphazard denials of development permits following the deadline for implementing ordinances. In order to limit sprawl, retain the desired rural character and urban form, and provide some measure of predictability for landowners and developers, the county's transportation improvements must be focused on areas where densities support a multi-modal transportation system. System capacity investments should be targeted first to those areas where the existing land use and transportation system may achieve the desired multi-modal level-of-service within six years of the improvement.

GENERAL POLICIES:

1. Clallam County, its cities, tribes, adjacent counties, Clallam Transit System (CTS), the Port of Port Angeles, the Washington State Department of Transportation (WSDOT) and federal agencies should support the continuous, comprehensive and cooperative transportation planning process conducted by Peninsula Regional Transportation Planning Organization (PRTPO) for the development of regional transportation systems plans and strategies.

2. The existing and future land use pattern shall be supported by a balanced transportation system which promotes the mobility of people and goods with a variety of options. This system shall be cooperatively planned, and constructed between the county, state and cities.

   The transportation system shall include the following:

   A. Highways, and major and minor roads;
   B. A transit component;
   C. Non-motorized facilities; and
   D. Air and water transportation modes and facilities.

3. The balanced, multi-modal transportation system shall include highway and road improvements which help alleviate existing traffic congestion problems, enhance transit
and ridesharing operations, and provide access to desired growth areas as identified in
adopted land use plans. General capacity improvements promoting only single-
occupant vehicle traffic shall be a lower priority. The movement of goods shall be
considered as a factor in determining transportation improvements.

4. A new county-wide forum or task force committee consisting of PRTPO policy board and
technical advisory members shall be appointed whose ongoing responsibility will
include:

- assessing and maintaining coordinated level-of-service standards for urban
  major and urban minor streets and transit routes, of Clallam County significance
- developing consistent county-wide policies and negotiating concurrence
- advising transportation financing strategies, including recommendations for
  prioritizing capacity improvements eligible to receive federal funds available to
  the region under the Inter-modal Surface Transportation Efficiency Act (ISTEA)

**LEVEL-OF-SERVICE (LOS) POLICIES:**

5. Level-of-service standards shall be used as the basis to evaluate concurrency for long-
range transportation planning, development review and programming of transportation
investments. They shall be ultimately adopted by each jurisdiction. As long-range
transportation planning goals change, the level-of-service will change accordingly.

6. Highway level-of-service standards shall incorporate other factors of transportation to
calculate the level-of service such as freight vehicles and bicycles.

7. Level-of-service standards shall vary by different levels of development patterns and
growth management objectives and account for alternative travel modes. It shall
concentrate growth into existing urban centers, and not encourage growth in resource
lands. Lower standards, tolerating more congestion, shall be established for urban
centers. Transit and major urban road LOS standards shall focus on higher service
levels in and between centers and decrease as population and employment densities
decrease.

8. Clallam Transit System (CTS) should coordinate transit level-of-service standards to the
highway level-of-service standards with the County and cities. CTS should provide
adequate public transportation within the service area based on level-of-service given
funding ability.

The transit level of service should address the following service objectives:

a. degree of route coverage by type of service;
b. frequency of service during peak and off-peak hours; and
c. travel speed relative to single occupant vehicles (SOVs).
9. The County, or other appropriate regional agency, should develop a traffic simulation and forecasting model in coordination with the cities based on land-use assumptions and calibrated to existing traffic patterns.

**CONCURRENcy POLICIES:**

10. Clallam County, its cities, adjacent counties and other jurisdictions shall comply with GMA concurrency requirements and establish a consistent regional process for implementing concurrency, including responsibility for impacts on adjacent jurisdictions.

11. Each jurisdiction shall identify the facilities needed to ensure that services are provided consistent with the jurisdiction's adopted level-of-service levels. Timelines for the construction of the needed facilities should be identified.

**REASSESSMENT POLICIES:**

12. Local governments shall work together to reassess regional land use and transportation elements, if transportation adequacy and concurrency cannot be met.

13. Should funding fall short for transportation improvements or strategies needed to accommodate growth, the following action should be taken in order of:
   
   a. consider appropriate changes in land use and level-of-service standards to better achieve adequacy and concurrency requirements;
   
   b. work with WSDOT, CTS and the private sector to seek additional state transportation revenues and local options, to make system improvements necessary to accommodate projected employment and population growth.

**STATE TRANSPORTATION ROLE AND STATE HIGHWAYS:**

14. Local governments should coordinate with the State and commit to common land use strategies as they affect state transportation systems.

15. The County and its cities will plan for alternative state highway routes or improvements and have coordinated land-use controls to preserve the integrity of the alternative routes or improvements.

**SITING REGIONAL AND COUNTY-WIDE TRANSPORTATION FACILITIES:**

16. Clallam County, its cities, CTS, the PRTPO, and the State shall identify significant regional/county-wide right-of-way needs for transportation and plan work programs for long-range transportation use.

17. The County and the PRTPO should establish a process of prioritizing and siting the location of facilities.
18. County and State transportation facilities shall be sited to support the county-wide land use pattern, support economic activities, and minimize public costs.

19. Minimize and control levels of harmful pollutants generated by transportation construction and activities from entering surface and groundwater resources and degrading air quality. Implement water quality management practices in designs.

FINANCING POLICIES:

20. In projecting the probable funding available to meet its future growth-related transportation improvements needs, each jurisdiction shall first program necessary funds to maintain the safe operation of its existing transportation infrastructure. To the extent revenues from existing sources are insufficient to meet a jurisdiction’s maintenance and safety needs, the jurisdiction shall describe how additional funds will be raised to meet those basic needs.

21. The comprehensive plans of the County and the cities should include policies which ensure that new development projects contribute their fair share of financing transportation improvements needed to accommodate the impacts to the transportation system resulting from new developments.

22. Regional revenues should be used to address regional mobility projects, including such strategies as creating or enhancing transit/ridesharing transfer centers.

NON-MOTORIZED TRANSPORTATION POLICIES:

23. The transportation element of comprehensive plans shall include trail corridors, pedestrian and bicycle travel as part of the transportation system and be developed on a coordinated, regional basis. The non-motorized element shall be a part of the funding component of the capital improvement program.

24. The safety and quality of the travel experience for the non-motorized traveller shall be improved with a larger role in the transportation system.

TRANSPORTATION DEMAND STRATEGIES:

25. The comprehensive plans of the County and the cities should include policies which encourage reduced reliance on the single occupant vehicle and the vehicle trips generated while encouraging the use of other transportation facilities and links to alternative modes (transit, commuter vanpools, bicycles and ferries) as cost effective and/or time saving travel alternatives.

- provide incentives to transit such as offering free transit passes in lieu of private vehicle mileage reimbursement
- promote disincentive strategies such as imposing parking fees
- encourage and support the major employment and commercial centers in reducing single occupant vehicle trips by enacting ridesharing, transit and staggered work hour (TDM) strategies
- support capital improvement projects that facilitate and contribute to the success of transportation demand management measures
TRANSIT POLICIES:

26. The comprehensive plans of the County and the cities should include strategies which support coordinated land-use policies for affordable housing, higher density housing and employment centers with transit or multi-modal options.

27. Planning and construction standards shall be developed by the cities and county to emphasize transit compatibility.

HIGHWAY POLICIES:

28. The comprehensive plans of the County and the cities should include policies which would support the increased efficiency of the regional highway system by maximizing use of the existing facility and optimizing the schedule coordination between other modes.

29. The comprehensive plans of the County and the cities should include policies which protect and enhance scenic vistas visible from the highway and provide limited and safe access to vista points when possible.

30. The comprehensive plans of the County and the cities should include policies which would seek to control commercial roadside sign usage and placement along the regional transportation system.

AIRPORT POLICIES:

31. The comprehensive plans of the County and the cities should include policies which establish priorities for regional transportation system routes serving airports of which the highest priority shall be given to transit accessing airports.

32. The comprehensive plans of the County and the cities should include policies which coordinate land-use development in and adjacent to airports, that will reflect good safety measures and not contribute a negative impact to the regional transportation system.

FREIGHT POLICIES:

33. The comprehensive plans of the County and the cities should include policies which promote plans, procedures and systems aimed at providing safe movement and routing of freight, which will assist in decreasing accidents, vehicle breakdowns, spilled loads, or other events which reduce the capacity of the road system.

34. The comprehensive plans of the County and the cities should include policies which identify options to reduce the impacts of congestion on roadway freight movement, as well as identifying options to mitigate the impacts of roadway freight movement on urban congestion.
WATER TRANSPORT POLICIES:

35. The comprehensive plans of the County and the cities should include policies which establish priorities for regional transportation system routes serving ferries in which high priority shall be given to transit accessing ferry terminals and parking facilities at the terminals to relieve congestion on urban streets.
AFFORDABLE HOUSING

Soaring land costs and the preponderance of construction of high end housing projects have taken their toll on the ability of median-income families to find the kind of housing they want and need. A comprehensive response will bring a range of solutions that address major causes of the decline in housing affordability. The focus of countywide housing efforts should be directed at increasing the supply of low to moderate income housing. For use in the county-wide policy plan and comprehensive plans, low and moderate income are defined below:

a. **Low income** shall mean those households that have incomes that are below 80 percent of the county-wide median.

b. **Moderate income** shall mean those households that have incomes within the range of 80 - 95 percent of the county-wide median.

1. Each comprehensive plan should include a policy encouraging participation in a Housing Task Force comprised of representatives from government, financial institutions, business, construction, real estate and other citizens interested in housing issues. A major goal of the Task Force would be coordination of efforts to provide affordable housing and providing mechanisms for rapid review and financing of low and moderate income housing projects.

   **Policy Explanation.** The Housing Task Force could develop a program to monitor and report progress toward meeting housing production and rehabilitation goals. The Task Force could develop a Rental Housing Action plan with an objective to build 500-1,000 new rental units in Clallam County over the next ten years. Additionally the Task Force could develop a Special Needs Housing, Homeless and Services Plan with an objective to provide 100-500 new special needs units in Clallam County over the next ten years. Agencies willing to develop special needs housing projects and secure technical assistance for them to apply for special needs housing funding programs could be identified and encouraged by the Task Force.

   The Housing Task Force could develop a Housing Rehabilitation Program with an objective to upgrade 3,400 residential units from poor and fair condition to average condition in Clallam County over the next ten years. The use of FHA 504 Home Repair Program and Housing Preservation Grant Program Funds could be examined by the Task Force as a means of upgrading existing housing units. The Housing Task Force could use the Washington State Housing Finance Commission Single Family Program, the Farmer’s Administration Loans Guarantee Program and other programs in conjunction with State Trust Funds or Block Grant Funds to facilitate the objectives of the Task Force. The Task Force could identify agencies willing to become sponsors of FHA self-help housing projects and start a self-help housing projects and start a self-help project by 1992. The Housing Task Force could explore methods to purchase existing single family housing on scattered sites to be offered as permanent rental housing.

2. Innovative zoning techniques should be utilized to create affordable housing opportunities.

   **Policy Explanation** The county’s new Planned Unit Development Ordinance provides density bonuses for provision of affordable housing and the county’s proposed cluster ordinance allow developers to build housing on smaller lots which should provide cost savings in land costs. The new Planned Residential Community Ordinance in Port Angeles allows multi-family projects to be proposed in many zoning districts. Additional examples of innovative techniques would include allowing accessory housing as a permitted use within large
single family structures in some zones and allowing affordable housing construction in some commercial
districts. Affordable housing provision could become a requirement for large development projects which are
granted density bonuses for providing more units than those that are required. As new ordinances are
developed in response to growth management initiatives, affordable housing alternatives could be built into the
provisions where appropriate.

3. Cities and the county should develop programs to assemble packages of publicly owned
land to be used for low and moderate income housing.

Policy Explanation. The county, cities, port district, school districts, public utilities and transportation
agencies own substantial amounts of undeveloped urban land. This land could be designated for the siting of
low and moderate income housing or other types of subsidized housing and could be sold or leased at prices
reflecting the value for this use. Land trusts and the housing authorities could be explored as a suitable vehicle
for assembling and holding land.

4. Cities and the county should inventory and designate land which is suited for high
density development and should examine the establishment of zoning districts where high
density housing is the only permitted residential use of property.

Policy Explanation. Vacant lands within the city or in close proximity to the cities which would be
ideally suited to high density development could be identified, designated and zoned to encourage the
construction of high density development. Limiting residential development options within these zones can
ensure that an adequate supply of high density, low cost housing is available to meet projected housing needs.

5. A fair share of low and moderate income housing should be provided within each
jurisdiction in the county.

Policy Explanation. Each jurisdiction within the county should provide its fair share of low and
moderate income housing.

6. Educational programs should be developed to promote acceptance of low and moderate
income housing.

Policy Explanation. Dialogue should be encouraged to help people realize that people seeking
affordable housing are not just the underemployed but could include school teachers, firefighters, secretaries
and service sector workers. The challenge is how to make multi-family projects not just housing, but also
neighborhoods with playgrounds, community services, green spaces and other amenities so that these workers
can also enjoy a quality living environment.

7. Jurisdictions should consider how proposed development impact fee ordinances will
affect affordable housing opportunities.

Policy Explanation. Impact fees should apply only to new demand, not catch-up for past under-
funding.
8. Jurisdictions should consider enacting ordinances which require property owners who demolish, substantially rehabilitate, change the use of residential property or remove use restrictions in assisted housing developments to provide relocation assistance to low income tenants as provided for in sections 49 and 50 of the Growth Management Act.

**Policy Explanation.** Relocation assistance can be required of property owners who displace low income households through demolition or conversion of low income housing. Relocation assistance can include relocation expenses such as moving costs, advance payments required at the new residence, utility connection fees and anticipated additional rent and utility costs for one year after relocation.

9. The cities and the county should coordinate their efforts to develop a transfer of development rights program with high density receiving zones located within Urban Growth Areas.

**Policy Explanation.** Clallam County could develop a transfer of development rights program in conjunction with the cities in the county. Receiving areas could be designated close to existing cities where high density projects could be provided with urban services. This program would not only conserve productive farms and forest land but it would create the potential for using increased density to meet affordable housing needs of the urban areas.

10. Density incentives should be developed to effectively enhance supply of low and moderate income housing.

**Policy Explanation.** Incentives could be applied to projects that will yield a minimum set-aside of units which will remain part of the low and moderate income housing stock. These incentives should apply to an entire project, not to individual units, to allow the project to be financially viable even with a set-aside of below market rate units.

11. Retention and development of quality mobile home parks should be encouraged.

**Policy Explanation.** Mobile home parks are an important part of the affordable housing stock in Clallam County and this use of land could be encouraged. Mobile home parks should have design standards which ensure that they can become viable single-family neighborhoods. In rural areas, a large portion of new housing is individual mobile homes on owner-occupied lots. Almost one-fourth of all housing units being added in the state of Washington are manufactured. Because mobile homes are a growing portion of the county’s affordable housing inventory, standards for manufactured housing and the status of existing and potential mobile home parks need to be put on a more stable basis.

12. Each comprehensive plan should include a policy to encourage local non-profit groups or housing authorities to initiate a Scattered Site Housing Construction Program.

**Policy Explanation.** Rental housing could be built on scattered sites by non-profits groups or housing authorities to provide for affordable rental housing. Scattering of these projects would tend to increase community acceptance of subsidized housing.
13. Each comprehensive plan should include policies encouraging the development of a range of housing types which result in affordable housing for those in need of assistance such as the "working poor" and households on fixed incomes. Housing concepts which should be examined include accessory housing units, additional multi-plex rental housing, additional condominium development, high-density detached housing (small single family lots) and low-density attached (planned unit developments with clustered housing and open space).

*Policy Explanation.* Housing options which increase density tend to increase affordability. As the population of Clallam County ages, zoning ordinances could be examined to ensure a range of housing types are allowed as permitted uses.

14. Each comprehensive plan should include land use policies which promote housing development for the existing and projected needs of all economic segments of the community.

*Policy Explanation.* The current housing market meets the needs of high and middle income workers. The housing needs of lower income workers must also be met. High density housing will be needed workers who are a growing segment of our economy. Land use regulations must provide for increased opportunities to develop high density housing.

15. Each comprehensive plan should include policies which encourage the improvement of substandard housing.

*Policy Explanation.* The Clallam County Department of Community Development conducted a housing needs assessment in 1991. This study revealed that up to twenty percent of existing housing was in substandard condition. The county and cities could identify federal, state or private funding for housing rehabilitation and coordinate the distribution of these funds.

16. Each comprehensive plan should include a policy within its Capital Facilities section which establishes a high priority for provision of infrastructure to serve high density housing development.

*Policy Explanation.* Undeveloped land within the cities or on the edge of current city limits may provide the least controversial location for new multi-family zoning. When areas are zoned for multi-family development, those lands could be provided with infrastructure as soon as it can be provided in order to facilitate the development of new multi-family housing.

17. Each UGA comprehensive plan should include policies which encourage the provision of sufficient areas for high density development to provide for affordable housing opportunities.

*Policy Explanation.* Establishing sufficient areas where multi-family housing may be conducted that this land can be purchased at a reasonable cost. Low land costs are an important factor in the provision of affordable housing.

18. Each comprehensive plan should include policies which promote utility cost saving strategies in order to increase the affordability of housing.
**Policy Explanation.** Utility costs are a factor in housing affordability. Energy efficient low and moderate income housing will be more cost effective to the owner than units which are not built in an energy efficient manner.
1. Each comprehensive plan adopted by the County and cities should contain policies which support and encourage economic development and employment to provide opportunities for prosperity and adequate funding for local government services.

2. Each comprehensive plan adopted by the County and cities should include an economic development element.

3. Each economic development element should identify the types of commerce and industry that Clallam County and its cities wants to attract so the necessary infrastructure and support services can be planned and built.

4. The cities and county planning under these policies should seek assistance by the Economic Development Council with drafting the economic development element of local comprehensive plans. Their work could include assistance in:
   - identifying economic development goals and criteria
   - identifying future capital facility needs and investments
   - evaluating available mechanisms for funding capital improvements

5. As part of local comprehensive plans, each local government should prepare an:
   - analysis of its local economy, including an inventory and map of the existing economic base and tax base and an analysis of land availability
   - analysis of the growth potential of area industries
   - assessment of the comparative advantages which the community now offers or could create to support its future economic diversification and vitality

6. To help ensure the economic health of the community, each local comprehensive plan's land use element should explicitly identify areas where future economic activity and growth is intended or desired to occur. This identification of areas of future economic growth should be part of the process for designating the proposed general location of commerce and industry in the land use element and in designating urban growth areas.

7. The economic development element of local comprehensive plans should support and be supported by basic development of capital and utility facilities. Special attention should be given to coordinating economic activity with transportation needs and developing land use policies that support successful implementation of the economic development element.

8. The economic development element of each local comprehensive plan should be coordinated with other elements of the plan. It also should be consistent with other public policy goals, and provide certainty about future growth and economic development.
9. Because of the multi-jurisdictional nature of a dynamic economy, each economic development element should encourage inter-jurisdictional cooperation on economic development issues, particularly those that affect the size and diversity of the economic base.

10. Each economic development element should promote resource management to seek a balance between the environment and the economy, as well as encourage multi-use approaches.
FISCAL IMPACT ANALYSIS OF URBAN GROWTH AREAS

Note: Section 2 of RSHB required an analysis of the fiscal impact. This subsection is particularly vague. In a Briefing Paper issued by the Association of Cities, which were participants in drafting this section, they noted the following:

"In developing a policy or policies which address "fiscal impacts," you must first determine what you want this to mean. Does this language call for an analysis of fiscal impacts associated with developing the planning policies? It might instead mean an analysis of fiscal impacts associated with implementing the policies. An example of this might be establishing policies, relating to the complex issues of service and revenue transfer between a city, the county and special districts as an area is annexed. Overall, you should consider how far you want to go in addressing fiscal impacts. Given the short timeframes and potential complexity of the issues, it might be wise to narrow the focus for the purposes of this initial planning policy effort."

For these reasons, Clallam County and the cities chose to focus on the fiscal impact of urban growth areas in adoption of policies for this section.

1. Clallam County and the cities will complete an analysis of the fiscal impact of annexation of lands within urban growth areas. Clallam County, the cities and other public service providers shall develop agreed upon strategies for mitigation of the fiscal impact on the county, the cities or other service providers.
OPEN SPACE CORRIDORS WITHIN AND BETWEEN URBAN GROWTH AREAS

The Growth Management Act requires each county and city preparing a comprehensive plan under the Act to identify open space corridors within and between urban growth areas. They will include lands useful for recreation, wildlife habitat, trails, and connection of critical areas. The county and cities are also required to identify lands useful for public purposes such as recreational corridors. Local governments should develop policies for designation of open space corridors which can be used to separate urban growth areas, provide travel corridors for wildlife and recreational users both within and between urban growth areas and connect critical areas in such a manner that wildlife and recreational values are enhanced.

1. The County and the cities in Clallam County recognize that open space is vital to the quality of life and sense of place in the county. The County and the cities should include a open space element within their comprehensive plans which provides for a coordinated response to the issues of protection and connection of critical areas within a system of linked greenbelts, parks and open space to protect wildlife corridors and to enhance recreational opportunities, public access and trail development.

2. Each County and city comprehensive plan shall identify open space corridors within and between urban growth areas and lands useful for public purposes such as utility corridors, landfills, sewage treatment facilities, recreation, schools, and other public uses.

3. The County and the cities shall examine the effect of critical area, shoreline and resource protection ordinances and policies in providing travel corridors for wildlife. Where additional connections are needed to tie critical areas together or where lands would be occupied by a public use, the county and cities should target identified lands for acquisition of development rights.

4. Each County and city comprehensive plan should contain policies supporting the acquisition of development rights in targeted areas within open space corridors through the use of funds authorized by RCW 84.34.230 or from other sources such as public/private partnerships, bond issues, dedications, conservation easements, fee and less than fee simple purchases.

5. Each County and city comprehensive plan should contain policies which promote a range of non-motorized opportunities within Clallam County in the form of multipurpose recreation and transportation trails for users of all abilities.

6. Each County and city comprehensive plan should contain policies which promote establishment of transportation linkages between urban growth areas, neighborhoods, activity centers, schools, recreational resources, and other existing and proposed trails.

7. Each County and city comprehensive plan should contain policies which promote intergovernmental cooperation in trail planning, funding, construction, and management.
8. Each County and city comprehensive plan should contain policies which promotes dedication of public rights-of-way for construction of trails and bike lanes separate from vehicle lanes of travel in all new roadway construction.
APPENDIX A

DESIRED PLANNING POLICIES

URBAN GROWTH AREA DESIGNATIONS

1. Agreed upon population forecast and distribution by geographic subareas.
2. Agreed upon process to designate urban growth areas.
3. Agreed upon policies/principles to designate urban growth areas.
4. Agreed upon process to amend urban growth area designations.

CONTIGUOUS AND ORDERLY DEVELOPMENT

1. Agreed upon service provisions within designated urban growth areas.
2. Agreed upon service provisions outside designated urban growth areas.
3. Definition of special purpose district role in the provision of services inside and outside of urban growth areas.
4. An agreed upon process to establish consistent and coordinated service level standards for public facilities within geographic planning area and urban growth area. Process should also establish how "concurrency" would be addressed from one jurisdiction to another.
5. Policies to prohibit or discourage "leap-frog" development inside urban growth areas.
6. Policies regarding annexation and phasing of development.
7. Agreed upon policies or process for consistent development standards within urban growth areas.
8. Agreed upon policies or process regarding land division and land use review within urban growth areas and geographic planning areas.

SITING OF PUBLIC CAPITAL FACILITIES

1. Agreed upon process for identifying which public capital facilities are of a county-wide or state-wide nature.
2. Agreed upon process for scheduling and distribution of facilities, including within urban growth areas.
3. Agreed upon policies for location and size, environmental and design standards of public capital facilities.

COUNTY-WIDE TRANSPORTATION FACILITIES AND STRATEGIES

1. Agreed upon process for adoption of transportation policies and strategies, including the role and linkage with the Peninsula Regional Transportation Planning Organization.
2. Agreed upon policies for the improvement of state highway system.
3. Agreed upon policies for the linkage and improvement of transit and non-vehicular transportation in the regional transportation network.
4. Agreed upon process for insuring consistency and coordination of level-of-service designations.
AFFORDABLE HOUSING

1. Policies to encourage affordable housing opportunities through land use regulations.
2. Agreed upon strategies for encouragement and development of affordable housing.
3. Policies to ensure a fair share distribution of affordable housing in Clallam County.
4. Policies to address compensation for displacement of affordable housing with new development.

JOINT COUNTY AND CITY PLANNING IN URBAN GROWTH AREAS

1. Policies to encourage consistent development standards within the urban growth area.
2. Agreed upon process for joint public facility planning.
3. Agreed upon process for financing public facilities within urban growth area.
4. Agreed upon policies for public infrastructure transition in urban growth areas.
5. Agreed upon process for intergovernmental coordination and communication of development projects within urban growth areas.
6. Agreed upon process for adoption and amendment of coordinated and consistent plans within urban growth areas.

COUNTY-WIDE ECONOMIC DEVELOPMENT AND EMPLOYMENT

1. Policies that consider the need for economic diversification and employment.
2. Policies that consider the county-wide linkages in economic development and employment, such as tourism, conventions, promotion and marketing, transportation, diversified manufacturing, retirement, forest products and infrastructure needs, etc.
3. Policies that address need for sites for economic development, particularly suitable land for commercial and industrial development.
4. Agreed upon process for siting, coordination and consistency of economic development plan implementation.

FISCAL IMPACT ANALYSIS

1. Policies that consider service transfer as areas become annexed.
2. Policies that consider revenue transfer as areas become annexed.
3. Policies that consider phased annexation within urban growth areas.

OPEN SPACE CORRIDORS

1. Agreed upon policies or process to identify open space corridors within and between urban growth areas useful for recreation.
2. Agreed upon policies or process to identify open space corridors within and between urban growth areas useful for wildlife habitat.
3. Agreed upon policies or process to identify open space corridors within and between urban growth areas useful for trails.
4. Agreed upon policies or process to identify open space corridors within and between urban growth areas useful for connection of critical areas.
APPENDIX B
POPULATION TRENDS

The population of Clallam County has grown from 26,396 in 1950 to 56,465 in 1990, an increase of 30,069. A brief analysis of this growth trend, broken down into ten-year increments is given below:

<table>
<thead>
<tr>
<th>TABLE 1: CLALLAM COUNTY GROWTH TRENDS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>% Growth/Year</td>
</tr>
<tr>
<td>Absolute Growth/Year</td>
</tr>
</tbody>
</table>

As shown above, the period of greatest population growth in Clallam County was between 1970 and 1980. Since 1980, the County's population has continued to grow, but at a much slower rate.

Clallam County may be broken down into six sub-areas which correspond to the County's U.S. census divisions: Agnew-Carlsborg, Clallam Bay-Neah Bay, Crescent, Forks, Port Angeles, and Sequim. (See Figure 2.) Historical population trends for these sub-areas are difficult to isolate due to fluctuations in census division boundaries over the years. The greatest census division boundary discrepancies exist in the Crescent and Port Angeles subareas. To compensate for these discrepancies, trends from 1950 to 1980 were first analyzed adjusting division boundaries to make the areas compatible throughout the study period. Unfortunately, slight discrepancies still existed, causing the Crescent population to be somewhat overestimated and Port Angeles, correspondingly, underestimated. However, the discrepancies appear to be minor and the trends remain significant. Historical population trends for the six sub-areas are shown in Table 2 on the following page.

The 1990 Census was not analyzed to adjust division boundaries to make 1950 to 1970 data comparable to 1990 data. Therefore, the 1950 to 1980 trends established in Table 2 were supplemented by trends indicated in 1980 to 1990 population data shown in Table 3 on the following page. (The 1980 data shown below differs slightly from that given earlier since the 1980 division boundaries were previously adjusted to make data comparable to earlier years. The 1980 data shown below is comparable to 1990 data.)
### TABLE 2: CLALLAM COUNTY SUB-AREA GROWTH TRENDS

<table>
<thead>
<tr>
<th></th>
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<th></th>
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<tbody>
<tr>
<td><strong>Agnew-Carlsborg</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>1493</td>
<td>1438</td>
<td>2031</td>
<td>4825</td>
</tr>
<tr>
<td>% Growth/Year</td>
<td>-.27</td>
<td>3.51</td>
<td>5.84</td>
<td>9.04</td>
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<tr>
<td>% of County Population</td>
<td>5.66</td>
<td>4.79</td>
<td>5.84</td>
<td>9.35</td>
</tr>
<tr>
<td><strong>Clallam Bay-Neah Bay</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>1638</td>
<td>2343</td>
<td>2496</td>
<td>2703</td>
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<tr>
<td>% Growth/Year</td>
<td>3.64</td>
<td>.63</td>
<td>.80</td>
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<tr>
<td>% of County Population</td>
<td>6.21</td>
<td>7.8</td>
<td>7.18</td>
<td>5.23</td>
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<tr>
<td><strong>Crescent</strong></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>2082</td>
<td>2155</td>
<td>1912</td>
<td>3656</td>
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<tr>
<td>% Growth/Year</td>
<td>.34</td>
<td>-1.19</td>
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<tr>
<td>% of County Population</td>
<td>7.89</td>
<td>7.18</td>
<td>5.50</td>
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<tr>
<td><strong>Forks</strong></td>
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<td></td>
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<tr>
<td>Population</td>
<td>2918</td>
<td>3216</td>
<td>3899</td>
<td>8015</td>
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<tr>
<td>% Growth/Year</td>
<td>.98</td>
<td>1.94</td>
<td>7.47</td>
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<tr>
<td>% of County Population</td>
<td>11.05</td>
<td>10.71</td>
<td>11.21</td>
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<tr>
<td><strong>Sequim</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>2709</td>
<td>2919</td>
<td>3974</td>
<td>8483</td>
</tr>
<tr>
<td>% Growth/Year</td>
<td>.75</td>
<td>3.13</td>
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<tr>
<td>% of County Population</td>
<td>10.26</td>
<td>9.72</td>
<td>11.43</td>
<td>16.42</td>
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<tr>
<td><strong>Port Angeles</strong></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>15,556</td>
<td>17,951</td>
<td>20,458</td>
<td>23,966</td>
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<tr>
<td>% Growth/Year</td>
<td>1.44</td>
<td>1.32</td>
<td>1.60</td>
<td></td>
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<tr>
<td>% of County Population</td>
<td>58.93</td>
<td>59.79</td>
<td>58.84</td>
<td>46.40</td>
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</table>

### TABLE 3: 1980 - 1990 SUB-AREA GROWTH TRENDS

<table>
<thead>
<tr>
<th>Sub-Area</th>
<th>1980</th>
<th>1990</th>
<th>1990 % of County</th>
<th>% Growth/Year</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agnew-Carlsborg</strong></td>
<td>4,825</td>
<td>6,310</td>
<td>11.17</td>
<td>2.72</td>
</tr>
<tr>
<td><strong>Clallam Bay-Neah Bay</strong></td>
<td>2,703</td>
<td>2,966</td>
<td>5.25</td>
<td>.93</td>
</tr>
<tr>
<td><strong>Crescent</strong></td>
<td>2,017</td>
<td>2,507</td>
<td>4.44</td>
<td>2.20</td>
</tr>
<tr>
<td><strong>Forks</strong></td>
<td>8,015</td>
<td>6,846</td>
<td>12.12</td>
<td>-1.56</td>
</tr>
<tr>
<td><strong>Sequim</strong></td>
<td>8,483</td>
<td>11,076</td>
<td>19.62</td>
<td>2.70</td>
</tr>
<tr>
<td><strong>Port Angeles</strong></td>
<td>25,605</td>
<td>26,759</td>
<td>47.39</td>
<td>.44</td>
</tr>
</tbody>
</table>
Table 4 shows population trends for the three cities of Sequim, Port Angeles and Forks. One factor which has changed the population figures of cities is the rate of annexation. In the case of these three cities, however, most annexations were of vacant land. Thus, the population increases still represents real population growth of the city, versus a shift in population counts from rural areas to the city.

<table>
<thead>
<tr>
<th>TABLE 4: CITY POPULATION TRENDS (1970 - 1990)</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Port Angeles</td>
</tr>
<tr>
<td>Population</td>
</tr>
<tr>
<td>% of County</td>
</tr>
<tr>
<td>% Growth/Year</td>
</tr>
<tr>
<td>City of Sequim</td>
</tr>
<tr>
<td>Population</td>
</tr>
<tr>
<td>% of County</td>
</tr>
<tr>
<td>% Growth/Year</td>
</tr>
<tr>
<td>City of Forks</td>
</tr>
<tr>
<td>Population</td>
</tr>
<tr>
<td>% of County</td>
</tr>
<tr>
<td>% Growth/Year</td>
</tr>
</tbody>
</table>
The Growth Management Act requires the county to designate urban growth areas which include areas and densities sufficient to permit the urban growth which is projected to occur in the county for the succeeding twenty-year period. As can be seen in Table 5, the growth patterns of Clallam County over the past twenty-year period has been towards rural growth, rather than urban growth. Table 6 shows the change in each city's relative percentage of the census division. As can be seen in that table, the trend within each one of those sub-areas is away from urban growth and towards rural growth.

**TABLE 5: UNINCORPORATED AND URBAN GROWTH (1970 - 1990)**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Cities</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>19,596</td>
<td>23,384</td>
<td>24,188</td>
</tr>
<tr>
<td>% Growth/Year</td>
<td>--</td>
<td>1.78</td>
<td>.34</td>
</tr>
<tr>
<td>% of County Population</td>
<td>56.36</td>
<td>45.28</td>
<td>42.83</td>
</tr>
<tr>
<td>Unincorporated</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population</td>
<td>15,174</td>
<td>28,264</td>
<td>32,276</td>
</tr>
<tr>
<td>% Growth/Year</td>
<td>--</td>
<td>6.42</td>
<td>1.34</td>
</tr>
<tr>
<td>% of County Population</td>
<td>43.64</td>
<td>54.72</td>
<td>57.16</td>
</tr>
</tbody>
</table>

**TABLE 6: CITY PERCENTAGE OF SUB-AREA POPULATION**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Port Angeles</td>
<td>80%</td>
<td>72.23%</td>
<td>66.18%</td>
</tr>
<tr>
<td>City of Sequim</td>
<td>38.98%</td>
<td>35.52%</td>
<td>32.64%</td>
</tr>
<tr>
<td>City of Forks</td>
<td>43.09%</td>
<td>38.18%</td>
<td>41.81%</td>
</tr>
</tbody>
</table>
RATIFICATION OF COUNTY-WIDE PLANNING POLICY

The following entities hereby certify that the policies contained within this document have been adopted through resolution and pursuant to the agreements for adoption of this planning policy document:

______________________________________________ ________________  Date
Chairman, Clallam County Board of Commissioners

______________________________________________ ________________  Date
Mayor, City of Port Angeles

______________________________________________ ________________  Date
Mayor, City of Sequim

______________________________________________ ________________  Date
Mayor, City of Forks

______________________________________________ ________________  Date
Chairman, Port of Port Angeles
(policies ratified by Port:  1) urban growth area policies;  2) joint planning and contiguous and orderly development; 3) siting of public capital facilities;  4) transportation facilities and strategies;  5) economic development and employment; and 6) implementation of county-wide planning policies.)

______________________________________________ ________________  Date
President, Public Utility District #1 of Clallam County
(policies ratified by PUD:  1) urban growth area policies;  2) joint planning and contiguous and orderly development; 3) siting of public capital facilities; and 4) implementation of county-wide planning policies.)