

Clallam County's Urban Growth Area Analysis and 10-Year Review

Clallam County Department of Community Development

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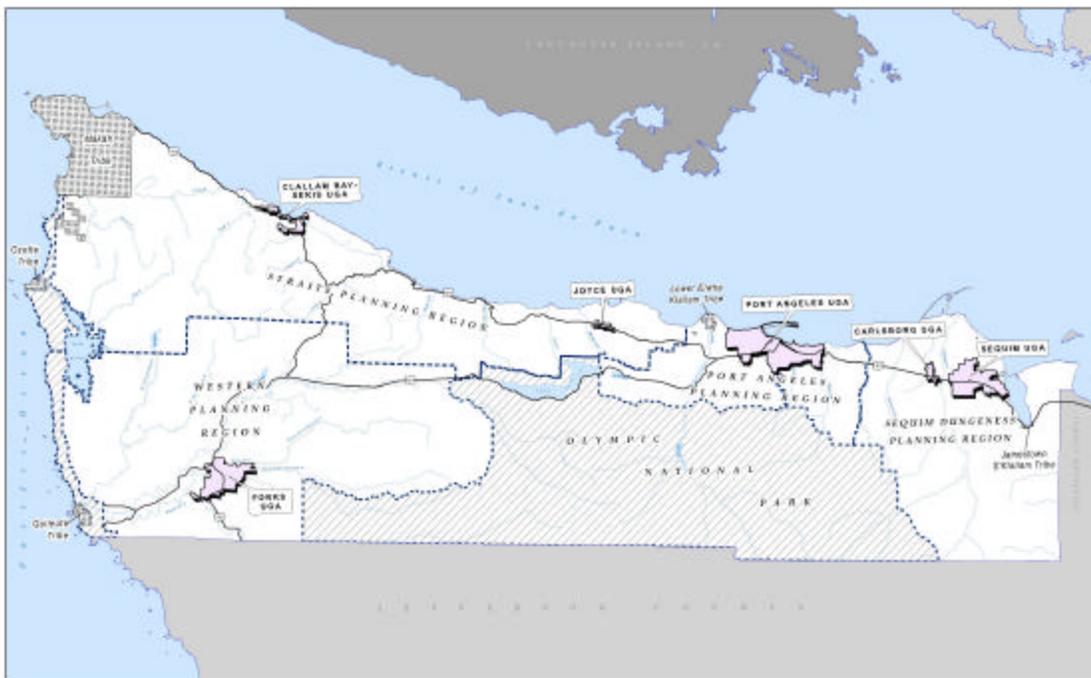


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Executive Summary

In accordance with RCW 36.70A.130(3), Clallam County has performed its 10-year review of its six designated Urban Growth Areas (UGAs): Sequim UGA, Carlsborg UGA, Port Angeles UGA, Joyce UGA, Clallam Bay-Sekiu UGA, and Forks UGA. As part of the review, the County considered whether the UGAs have sufficient land and densities to permit the urban growth that is projected to occur in the County for the succeeding 20-year period (RCW 36.70A.110(2); RCW 36.70A.130(3)). To comply with GMA 10-year review requirements the County has reviewed and evaluated the following information:

- UGA Characteristics;
- Growth Trends;
- Projected population growth for Clallam County and its cities;
- Permitted densities in the cities and unincorporated UGAs;
- Projected population growth for the County and a range of UGA allocations of that growth through 2025;
- Land availability analysis for each UGA;
- Housing units needed for the 2025 planned population; and
- Capacity of UGA to accommodate urban growth projected to occur in the next 20 years.

Clallam County is a rural county (38.98 people per square mile) as defined by the State Legislature and identified by the State Office of Financial Management, based on population. The County expects to continue to see population growth in rural areas as a lifestyle choice, but seeks to shift to higher percentage growth in the UGAs than past experience. CCC 31.02.230. This population shift requires competitive land market in UGAs, as well as attractive development opportunities and focused efforts to expand urban services.

UGA Characteristics

- Clallam County adopted its 20-year comprehensive plan and designated five of its six UGAs under the GMA in 1995. The Carlsborg UGA was designated in 2000. There have been few changes to County UGA. In 1996, the eastern Port Angeles UGA boundary was reduced to the western rim of the Morse Creek Canyon decreasing the size of the UGA by approximately 800 acres. In 2004, the Carlsborg UGA was decreased by approximately one acre.
- The total acreage for all six UGAs comprises less than 2% of the County lands. By total gross acreage the UGAs rank from largest to smallest as follows: Port Angeles with 9,307 acres; Sequim with 5,207 acres (excludes John Wayne Marina and tidelands); Forks with 4,935 acres; Clallam Bay-Sekiu with 1,412 acres; Carlsborg with 557 acres; and Joyce with 354 acres.

- The 2006 state OFM official population estimate for the cities was: Sequim (5,030), Port Angeles (18,970), and Forks (3,165).
- The 2006 state OFM population estimates for the six UGAs was: Sequim UGA (6,364), Carlsborg UGA (828), Port Angeles UGA (21,610), Joyce UGA (58), Clallam Bay – Sekiu UGA (1,271), and Forks UGA (4,105).
- From 1/1/1995 through 11/30/2006 there have been 57 recorded annexations with over 1,800 acres of land having been annexed to the cities. During this period, the City of Sequim has acquired the most annexed lands at 843 acres; the City of Forks acquired the second most annexed lands at 539 acres; and the City of Port Angeles acquired slightly less annexed lands at 535 acres.

Growth Trends

- County population grew by 11,596 persons (20.6% increase) from 1990 – 2006 period.
- All six UGAs experienced population growth since 1990: Sequim UGA (1,413 persons, 39.1% change), Carlsborg UGA (226 persons, 37.5% change), Port Angeles UGA (1,260 persons, 7.1% change), Forks UGA (327 persons, 11.5% change), Clallam Bay-Sekiu UGA excluding the Clallam Bay Correctional Facility (140 persons, 47.5% change), and Joyce UGA (6 persons, 11.5% change).
- New residential building permits from 1995 – 2005 averaged: Sequim UGA (132 units/yr); Port Angeles UGA (81 units/yr); Forks UGA (19 units/yr); Carlsborg UGA (1 unit/yr); Clallam Bay-Sekiu UGA (3 units/yr), and Joyce UGA (1 unit/yr).
- County UGAs and limited areas of more intensive rural development (LAMIRDs) consist of less than 3% of the County lands. In 7 of the last 11 years there has been more residential units approved for development in the UGAs and LAMIRDs than the balance of the County, and significantly more since 2002.
- New lots created in the UGAs outpaced new lot creation in the balance of the County by 4 to 9 fold for the years 2004 through 2006. During this period, almost 84% of the new lots were created in the UGAs which comprise less than 2% of the County's lands, with most created in the Sequim (592 lots/year) and Port Angeles (230 lots/year) UGAs.
- Clallam County has contained rural and urban sprawl consistent with the goal and policies of the GMA. Sixty percent of the County's population is located within the County's six UGAs (51%) and designated more intensive rural lands (9%), which represent approximately 3% of the County's land base. The remaining 40% is found mostly in other designated rural lands representing 8% of the County's land base and tribal lands (3% of County lands). Almost all of the County's population resides on only 14% of the County's land base with the remainder of

the lands, 86%, comprised of commercial forest resource lands, Olympic National Park, County and State Parks, and other lands (e.g., lakes).

Population Forecasts

- Clallam County's linear population projection for the period (1990 – 2010) used to develop the 1995 comprehensive plan have proven accurate and a useful tool for predicting growth patterns. The 1995 Plan projected 2010 County population of 69,507 is between the most recent state OFM intermediate (67,754) and high (72,383) series projections. Clallam County has experienced population growth that has been accommodated by its comprehensive plan without requiring major amendments.
- Clallam County's annual growth rate for the period 1990 to 2005 was 1.16%. Based on this growth rate, the projected County 2025 population of 84,130 persons is between the OFM intermediate (77,749 persons) and high (86,927 persons) series projections, but significantly closer to the state high population projection. Growth trends support the County utilizing the state OFM High Series Population Forecast, which projects that the County will grow over the next 20-years (2005 – 2025) by an estimated 20,137 persons from its 2005 estimate to OFM's High Series estimate for 2025 (OFM, 2002). This constitutes a compound annual growth rate of 1.3%.
- Clallam County adjusted growth rates upward for the Sequim and Port Angeles UGAs to plan for the expected higher percentage of the regional growth in eastern Clallam County to occur in these two UGAs over the next-20 years. These two UGAs can accommodate anticipated urban growth in the County for the next-20 years. The other four UGAs given their small size and/or remoteness on the west-end of the County are planned to continue to grow, but are only allocated approximately 6% of the 20-year projected growth.

In conclusion, Clallam County performed an analysis of the housing needed for the projected growth as specified in RCW 36.70A.070(2). In accordance with RCW 36.70A.110(2), the County through its analysis has determined that the six UGAs have sufficient lands and densities to meet the urban growth that is projected to occur in the County through 2025. Clallam County concludes from its Urban Growth Area Analysis and 10-Year Review that the County's existing UGAs continue to have an adequate 20-year land base, together with adequate existing and planned infrastructure capacity to accommodate the potential range of planned urban growth through 2025.

1.0 Introduction

Clallam County adopted a new Comprehensive Plan in 1995 in response to the state Growth Management Act (GMA), RCW 36.70A. The GMA enacted a new framework for land use planning and regulation. A goal of the GMA is to encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner (RCW 36.70A.020 (1)). Urban Growth Areas (UGAs) are designated by a county pursuant to RCW 36.70A.110.

Clallam County is a rural county that has designated UGAs around the cities of Sequim, Port Angeles, and Forks, and the unincorporated communities of Carlsborg, Joyce, and Clallam Bay-Sekiu (Map 1). The GMA requires UGAs to be reviewed at least every 10 years. This review must include the extent to which urban growth has occurred, permitted UGA densities, and land availability to accommodate urban growth projected to occur in the county for the next 20-years (RCW 36.70A.130 (3)). Except for the Carlsborg UGA, the county's six UGAs were all designated in 1995. The Carlsborg UGA was designated in 2000.

In 2004, Clallam County initiated a 10-year UGA review process in conjunction with review of its comprehensive plan and development regulations for continued compliance with the GMA as required under RCW 36.70A.130. The County reviewed growth trends, land availability, and state population forecasts (2005 – 2025). The results of this analysis were presented at four regional open houses and also at four regional public hearings held by the Clallam County Planning Commission in 2004.

The Planning Commission generally concluded that designated UGAs were of sufficient size to accommodate both the intermediate and high state 2025 population forecasts for Clallam County, and did not recommend any UGA expansions to the County Board based on data available and public input. However, they did recognize the need for additional analysis, coordination with cities, and documentation.

In August 2004, the Planning Commission developed a list of recommended actions to guide further evaluation and update of the county comprehensive plan and development recommendations. In regards to the 10-year UGA review, the Planning Commission recommended the County complete the 10-year review, including describing the extent to which urban growth has occurred, permitted UGA densities, and land availability to accommodate urban growth projected to occur in the county for the next 20 years. This report is in response to that recommendation and to finalize the County's 10-Year UGA Review required by the GMA.

Sources of data and information used to prepare the UGA Analysis and 10-Year Review Report included, but were not limited to:

- Historical information from County reports such as the 1992 Clallam County Profile;
- 1992 Countywide Planning Policies;

- Clallam County Comprehensive Plan;
- Comprehensive Plans for the cities of Sequim, Port Angeles and Forks;
- County and City Development Regulations (e.g., zoning);
- Population and demographic data from the State of Washington Office of Financial Management (OFM) and U.S. Census;
- Washington State County Population Projections for Growth Management (2000-2025), OFM Forecasting Division, March 2002;
- Clallam County parcel, land use and permit records;
- Permit data from the cities of Sequim, Port Angeles, and Forks;
- Annexation data from OFM;
- Clallam County Geographical Information System (GIS) data layers (parcels, zoning, UGA boundaries, critical areas, etc...); and
- Housing information from Clallam County Assessor's Office, OFM, and the cities of Sequim, Port Angeles, and Forks

Parcel-based data such as ownership, land use, number of dwelling units, and lot size and most other County GIS layers used was based on November 2006 data sets. Other data used in this UGA analysis varies in source and date, as noted in this report.

This County UGA Analysis and 10-Year Review Report is organized as follows:

- Executive Summary
- Section 1 – Introduction
- Section 2 – UGA Characteristics
- Section 3 – Growth Trends
- Section 4 – Population Forecasts (through 2025)
- Section 5 – Permitted Density
- Section 6 - UGA Allocations
- Section 7 – Conclusions and Recommendations

2.0 UGA Characteristics

This section contains background information for the County's six UGAs covering:

- Boundaries
- History
- Population
- Urban Services
- Annexations
- Land Use and Zoning Map
- Residential Lands and Housing
- Commercial and Industrial Lands
- Built Environment
- Plans, Regulations, and Agreements

2.1 Boundaries

Clallam County has six designated UGAs: Sequim, Carlsborg, Port Angeles, Joyce, Clallam Bay-Seki, and Forks. As shown in Map 1, Planning Regions and Urban Growth Areas Map, the UGAs are distributed within the four Clallam County Planning Regions. The Sequim-Dungeness Region contains both the Sequim and Carlsborg UGAs. Port Angeles is located in the Port Angeles Planning Region. Clallam Bay-Seki and Joyce are in the Straits Planning Region and Forks is in the Western Planning Region.

The total acreage for all six UGAs comprises less than 2% of the County lands. By total gross acreage the UGAs rank from largest to smallest as follows: Port Angeles with 9,307 acres; Sequim with 5,207 acres (excludes John Wayne Marina and tidelands); Forks with 4,935 acres; Clallam Bay-Seki with 1,412 acres; Carlsborg with 557 acres; and Joyce with 354 acres.

The boundaries for the UGAs have remained the same as when first designated except for the Port Angeles and Carlsborg UGAs. In 1996, the Port Angeles UGA's eastern boundary, which extended across the Morse Creek Canyon and included residential, commercial and mixed use lands east of the eastern rim of the canyon, was moved to the western rim of the Morse Creek ravine (Ordinance 584, 1996) decreasing the size of the UGA by approximately 800 acres.

The city and county agreed to the boundary change as a more logical natural boundary and more appropriate service area for municipal infrastructure planning. The Morse Creek Canyon area excluded from the UGA provides for an open space corridor and transition area, between urban and rural lands, even though intensely developed lands both within and along the east rim of the canyon exist. These open spaces include, but are not limited to, steep, forested canyon slopes, Morse Creek and associated estuary, wetlands, and floodplain areas, conservation lands (129 acres) owned by the state Fish and Wildlife Department, a segment of the Olympic Discovery Trail, and private

recreation (e.g., golf course, beach access) lands. The open space character of the US 101 corridor that crosses from the eastern and western rims of the canyon, and serves as the only public road access across the canyon, results in the traveler knowing when they are entering or leaving Port Angeles UGA.

The only other UGA boundary change (as through May 2007 occurred to the Carlsborg UGA in 2004. Ordinance 756 amended the Carlsborg UGA boundary by rezoning the 1.17 acres of Carlsborg Industrial (CI) to Rural Moderate (R2) and removing the acreage from the UGA. The change was initiated by the landowner and was characterized by a pre-existing residential use that abutted low density residential parcels one acre or larger in size.

2.2 History

Starting from East to West (see Map 1)

Sequim UGA. Sequim was one of the first inland communities in Clallam County to be settled. Originally the settlement grew slowly because of its dry climate; however, in 1896, irrigation waters from the Dungeness River were brought to Sequim's cleared lands. With the arrival of the railroad in 1915 and the irrigation water, Sequim became a major agriculture trade center (Clallam County Profile, 1992). Incorporation to a town occurred in 1913 and in 2006 when Sequim's population exceeded 5,000; it obtained the status of a city. The County adopted an interim UGA around the City in 1993 and designated a final UGA boundary in 1995.

Carlsborg UGA. Located along the US 101 corridor between the cities of Sequim and Port Angeles, the unincorporated community of Carlsborg was one of the County's earliest pioneer communities. Since its early days, there has been a mix of commercial, industrial, and residential uses in central Carlsborg. Founded in 1916 by industrialist C.J. Ericson as a lumber mill and railroad town, it was named after Karsborg, Sweden. As the mill prospered, housing was built for the mill workers and businesses and services were provided for the mill workers. Eventually the mill property was purchased by the Port of Port Angeles in 1968 and converted into an industrial park, Carlsborg Industrial Park. Outward residential growth from the historic town center on Carlsborg Road, expansion of urban services (community water, fire station, school, transit, trails), industrial park development, and significant small to large-scale commercial development along the US 101 corridor resulted in the County re-designating the community from a rural activity center to an urban growth area in 2000 to plan for continued residential and economic growth.

Port Angeles UGA. Port Angeles is located on the shores of the Strait of Juan de Fuca, with the town center situated along the natural, deep water harbor formed by Ediz Hook in the Port Angeles area. The area was the home to the Klallam tribe before the arrival of European settlers. By the 1850s there was a small but established white settlement. In May 1862, President Lincoln transferred the custom house to Port Angeles from Port Townsend and set aside 3,250 acres of land inside Ediz Hook as a federal reserve for a lighthouse and military observation point or townsite. Even though the town was platted

by the US Army Corp of Engineers in 1862, major settlement of the town did not occur until 1887 with the founding of the Puget Sound Cooperative Colony, a social experiment in communal life and industry (The Comprehensive Plan for the City of Port Angeles, amended 2006). By 1890 Port Angeles was incorporated and became the new seat of county government. In 1910 two hydroelectric dams were constructed on the Elwha River to supply electricity to the city. The Milwaukee Railroad was completed in 1914, increasing trade from the Olympic Peninsula to the Seattle and Tacoma area. Industrial development included the construction of several large timber mills in the early decades of the 20th century. Today, Port Angeles is the largest city in the County. The County adopted an interim UGA around the City in 1993 and designated a final UGA boundary in 1995 (amended in 1996-see section 2.1).

Joyce UGA. Joyce is an unincorporated community located within central Clallam County. Highway 112, a major traffic corridor in the County, runs through the UGA. The Joyce Depot built in 1915 for the arrival of railroad service is considered one of the historical features of Clallam County. Since the mid-1960s, the Crescent Water Association has provided water service to the area. Because of its commercial and residential development along Highway 112, location in the County, community water system, school, fire and other urban characteristics, it was designated an interim urban growth area in 1993 and designated a final UGA boundary in 1995.

Clallam Bay-Sekiu UGA. Clallam Bay and Sekiu are two unincorporated communities founded in 1870 and 1890, respectively, on opposite sides of Clallam Bay along the Strait of Juan de Fuca. The main attraction was jobs in timber and fishing industries. Declines in these natural resource industries has resulted in population loss over the past 20 years, with the only notable population growth in recent years attributed to the 1992 expansion of the Clallam Bay Correctional Facility. Both communities are located along the SR 112 National Scenic Byway, which continues west to provide links to the Ozette entrance of Olympic National Park and the Makah Reservation. These two communities were designated as a UGA in 1995 and provide limited urban services and facilities (airport, school, community center, lodging, food) in the remote northwestern portion of the County. The County designated an interim UGA around both communities in 1993 and finalized the Clallam Bay-Sekiu UGA designation in 1995.

Forks UGA. The Forks area has been an established community since the first homesteading occurred in 1878. According to Clallam County Profile (1992), the townsite of Forks was developed in 1912, but was not incorporated until 1945. The City of Forks is the largest community in the west end of the County. The Forks area is known for their logging and wood products industries, which have been in decline since the early 1990s. The community contains an industrial park and urban services and facilities (airport, school, police and fire protection, lodging, food services, medical). The City and its water service area were designated a UGA in 1995.

2.3 Population

The state Office of Financial Management (OFM) releases official state population estimates by June 30th of each year. 2006 population estimates for Clallam County and the cities of Sequim, Port Angeles, and Forks are shown in Table 1. Approximately 40% of the population resides in one of the County's three cities, which account for less than 1.2% of the County's land base.

Table 1—2006 Population for Clallam County and the Cities of Sequim, Port Angeles, and Forks

	Population	% of Total Population
Clallam County	67,800	100.0
City of Sequim	5,030	7.4
City of Port Angeles	18,970	28.0
City of Forks	3,165	4.7
Unincorporated Areas ¹	40,635	59.9

Source: April 1 Population of Cities, Towns, and Counties Used for Allocation of Selected State Resources, OFM, 2006.

¹Unincorporated areas include the Clallam-Bay/Seki, Joyce, and Carlsborg UGAs; and the unincorporated areas of the Sequim, Port Angeles, and Forks UGAs.

Population data for each of the County's six UGAs (includes both unincorporated and incorporated areas) is shown in Table 2. The population estimates were requested from OFM's Small Area Estimate Program (SAEP). Through the SAEP, OFM produces population estimates for user-defined boundaries of special districts such as UGAs, Islands, Water Resource Inventory Areas (WRIA), etc.. The base data for SAEP is derived from Census block data. "The SAEP tracks new and demolished housing units by structure type statewide. Changes to the housing stock are developed and distributed to census blocks using building permit data, assessor records, postal delivery statistics, and census data. Population estimates are derived from the current housing stock using decennial census based occupancy rates and household size that has been adjusted based on other estimation information" (<http://www.ofm.wa.gov/pop/smallarea/default.asp>, 2006). For more information on the SAEP, visit the website listed above.

The UGAs that are associated with a city have the largest population. The Port Angeles UGA at 21,610 has the highest population followed by the Sequim UGA at 6,364, and then the Forks UGA at 4,105. The Joyce UGA at 58 people has the least population of the six UGAs. Overall, approximately 51% of the population resides in UGAs, which account for 1.9% of the county lands.

Table 2—2006 Population for the Clallam County UGAs

	Population	% of Total Population
Clallam County	67,800	100.0
Sequim UGA	6,364	9.4
Carlsborg UGA	828	1.2
Port Angeles UGA	21,610	31.9
Joyce UGA	58	0.1
Clallam Bay-Sekiu	1,271	1.9
Forks UGA	4,105	6.1

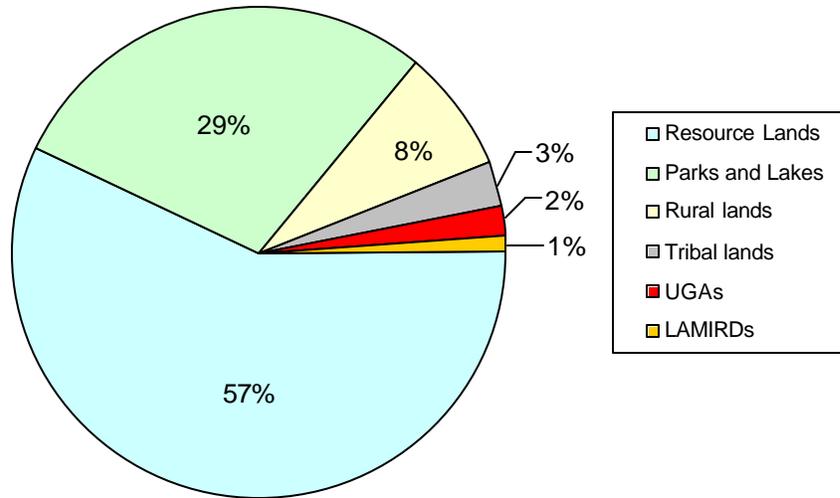
Source: OFM's Small Area Estimates Program (SAEP), OFM, 2007.

1. The 2006 population estimates for the County and city were obtained from OFM's Intercensal Population Estimates Program. The population estimates for the UGAs were obtained from OFM's Small Area Estimates Program (SAEP). There are differences between the methodologies used by the two programs so that OFM does not advise subtracting to obtain the population estimates for the unincorporated UGA.
2. The Clallam Bay-Sekiu UGA population estimates obtained from OFM's SAEP include the prison population of the Clallam Bay Correctional Facility.

Besides the intensively developed lands found in UGAs, the County also includes lands of more intensive development in rural areas. These lands with limited areas of more intensive rural development are called LAMIRDs. In the 1997 amendment to GMA (ESB 6094), three types of LAMIRDs were authorized. More details on the LAMIRDs in Clallam County are discussed in the draft 2006 Clallam County LAMIRD Report, as supplemented. Population estimates for the County's LAMIRDs, UGAs, and tribes were generated by OFM's Small Area Estimate Program.

The UGAs comprise about 2% of the County lands and the LAMIRDs comprise about 1% of the County lands as shown in Figure 1. Together the UGAs and LAMIRDs are about 3% of all County lands. 51% of the population in the County is located in the UGAs and 9% of the population is found in the LAMIRDs. Therefore, approximately 60% of the population resides in the more intensively developed areas such as the UGAs or LAMIRDs, accounting for only 3% of the County's land base. The remaining 40% of the population is mainly found on rural lands (8% of County lands) and tribal lands (3% of the County lands). In summary, almost all of the County's population resides on only 14% of the County's lands with the remainder of the lands, 86%, comprised of parks and lakes and resource lands.

Figure 1—County Zoning



2.4 Urban Services

Urban services according to the Growing Smart Legislative Guidebook are “those activities, facilities, and utilities that are provided to urban-level densities and intensities to meet public demand or need and that, together, are not normally associated with non-urban areas. Urban services may include, but are not limited to: the collection and treatment of sewage; the provision of water lines and the pumping and treatment of water; fire protection; parks, recreation, and open space; streets and roads; mass transit; and other activities, facilities, and utilities of an urban nature, such as stormwater management or flood control.”

County UGAs have public services and facilities common to urban areas. Maps 2 through 7 show many of the urban services associated with each UGA such as roads and streets; schools; mass transit centers; parks, open space, and recreation; post offices; airport and ferry facilities; medical facilities; police; water service, and other services. Not all urban services are depicted on the maps. For example, electricity, water, and sewer service lines are not shown. Maps 8 through 13, Generalized Zoning, show locations of public facility/land zoning that contain public facilities and services, open space and recreational lands, and/or future locations of planned public facilities and services.

County UGAs are served by multi-modal transportation facilities. Each of the six UGAs is located along a major transportation corridor (US 101, SR 112) that is also served by Clallam County Transit. The Sequim, Carlsborg, and Port Angeles UGAs are all connected by completed portions of the Olympic Discovery Trail (ODT), which provides for pedestrian, bicycle, and equestrian uses. Other portions of the trail east and west of these communities are constructed, pending construction, or in the process of construction. The trail construction is planned to be essentially completed to the Forks UGA by 2010. The section between Dan Kelly Road west of Port Angeles and Joyce will likely be completed by 2015. Public use airports are located within or near all six UGAs. The Sequim Valley Airport is approximately a half of mile northwest of the Carlsborg UGA and about 2.5 miles northwest of the Sequim UGA. The Fairchild International Airport is within the Port Angeles UGA; the Sekiu Airport is within the Clallam Bay-Sekiu UGA. The Forks UGA contains the Forks Municipal Airport and is about 6 miles east of the city-owned, Quillayute Airport. Passenger and vehicle ferry service is available from Port Angeles to Victoria, British Columbia.

Other information on urban services within the County's six UGAs from east to west follows:

Sequim UGA. The Sequim UGA has full urban services and facilities common to a small community (Map 2). The City has a state of the art wastewater treatment system that produces Class A water suitable for reuse. City sewer and water service areas are the UGA, including unincorporated areas. However, not all areas are currently served by these services. The Sequim Bay Resort and Marina water system also supplies water within the city limits. Other UGA water service providers include the Clallam County Public Utility (PUD) #1 Evergreen, Palo Verde 2, Vista, Flauras, and Deytona water systems supply other parts of the unincorporated Sequim UGA (City of Sequim 2006 Comprehensive Plan Update, Appendix 18—Water System Comprehensive Plan, 2000). Map 2, Sequim UGA Urban Services, shows the location of many of the City's urban services and facilities. The UGA is on the service route of Clallam Transit.

Carlsborg UGA. Public services include, but are not limited to, elementary school and fire station (Map 3). The community is situated along the US 101 corridor and also is the intersection of several heavily traveled County roads. The Carlsborg UGA is served by the PUD and several other Group A Public Water Systems. The County and the PUD has a sewer feasibility study currently underway for the Carlsborg UGA, which is scheduled for completion by late spring, 2007. The UGA is on the service route of Clallam Transit.

Port Angeles UGA. The City includes all normal urban services expected of a moderate size community (Map 4). Other services include, but are not limited to a hospital, port facilities, marina, Fairchild International Airport, private vehicle/passenger ferry terminal (with service to Victoria, British Columbia), community college, transit, an alternative high school, and the North Olympic Skills Center. The Clallam County PUD #1 is the primary water service provider in the

eastern, unincorporated areas of the UGA. Dry Creek Water Association provides water service to some western UGA areas.

Joyce UGA. Joyce is located along SR 112 National Scenic Byway. Public services in Joyce include, but are not limited to, Crescent Water System, K-12 public schools, community grange, and fire station (Map 5). The population in the Joyce UGA is small and there has been minimal increase since the UGA was designated. Until there is a significant increase in the population or public health concerns, a sewer system is not feasible for the Joyce UGA. The UGA is on the service route of Clallam Transit.

Clallam Bay-Sekiu UGA. The communities of Clallam-Bay and Sekiu are located along the SR 112 National Scenic Byway. Public services in these two communities include, public water system operated by the Clallam County Public Utility District, K-12 public schools, Clallam Bay Correctional Facility, Sekiu Airport, community hall, County park, and a west-end County Sheriff office (Map 6). The UGA has two public sewer systems operated by Clallam County. One sewer system is in Clallam Bay and one is in Sekiu. Both were constructed in 1975. Two wastewater treatment facilities were needed due to the landslide potential in an unstable area that separates Clallam Bay from Sekiu. The two facilities have significant treatment capacity available. The UGA is on the service route of Clallam Transit.

Forks UGA. The City of Forks includes all public services and facilities common to a small city (Map 7). The city has a dense urban core served by sewer and water. The UGA boundary was drawn to include the service area of the City of Forks water system. The area outside of the developed city core does not have sewer services, but the City has sewer capacity to serve the UGA. Slow growth in the UGA and west-end of County limits public infrastructure investment and expansion. The UGA is on the service route of Clallam Transit.

2.5 Annexations

From 1995 to 2006 there have been a number of annexations of the unincorporated UGA to the cities of Sequim, Forks, and Port Angeles. Table 3 shows the total annexations to the cities. From 1/1/1995 through 11/30/2006 there have been 57 recorded annexations with over 1,800 acres of land having been annexed to the cities. The City of Sequim has acquired the most annexed lands at 843 acres; the City of Forks acquired the second most annexed lands at 539 acres; and the City of Port Angeles acquired slightly less annexed lands at 535 acres. The Forks UGA contains the most gross acres remaining in unincorporated lands (2,656) followed by the Port Angeles UGA at 2,384. The Sequim UGA has the least remaining acres of its unincorporated lands at 1,227 gross acres. The information on annexations was obtained from OFM. Only those annexations that were approved by OFM from the 1995 through 11/30/2006 time frame are listed in Table 3.

Table 3—Acres Annexed to the Cities from 1995 to 2006

	Acres Annexed to the Cities from the Unincorporated UGA 1995 -2006	Number of Annexations	Acres Left in Unincorporated UGA ¹
City of Sequim	843	31	1,227
City of Port Angeles	535	9	2,384
City of Forks	539	17	2,656

Source: Annexations Approved by the Office of Financial Management from 01/01/2000 through 11/30/2006 and Annexations Approved by the Office of Financial Management from 01/01/1990 through 12/31/1999, 2006.

¹Acres based on gross land area between UGA and city boundaries from GIS zoning layer and includes roads and fresh water but excludes salt water.

2.6 Land Use and Zoning Map

The County's six UGAs are characterized by residential, commercial, industrial, mixed use, and public land use zoning designations. County UGAs consist of 11,837 acres of residentially-zoned lands, 1,370 acres of commercially-zoned lands, 2,422 acres of industrially-zoned lands, 1,370 acres of mixed use lands, and 1,934 acres of public facility/land zoning. Maps 8 through 13 show generalized comprehensive plan land use and zoning map designations found within each UGA and areas of potential significant environmental limitations. Table 4 describes the approximate acreage and percent coverage of residential, commercial, industrial, mixed use, and public land use and zone designations for each UGA shown on Maps 8 through 13. The acreage was obtained from the GIS parcel layer and generally excludes roads, common areas, and parcels that are not zoned. Split zones are placed in the majority zone.

Table 4—UGA Generalized Zoning Based on Parcels¹

UGA		Residential ²		Commercial ²		Industrial ²		Mixed Use ²		Public ²		Totals	
		Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Sequim	City	2,398	70	473	14	0	0	282	8	286	8	3,439	100
	Unincorporated	1,161	100	0	0	0	0	0	0	0	0	1,161	100
	<i>Total UGA</i>	<i>3,560</i>	<i>77</i>	<i>473</i>	<i>10</i>	<i>0</i>	<i>0</i>	<i>282</i>	<i>6</i>	<i>286</i>	<i>6</i>	<i>4,600</i>	<i>100</i>
Carlsborg	UGA	265	53	86	17	77	15	37	7	38	8	505	100
Port Angeles	City	2,408	44	332	6	1,594	29	0	0	1,149	21	5,481	100
	Unincorporated	1,531	71	231	11	137	6	0	0	270	12	2,169	100
	<i>Total UGA</i>	<i>3,939</i>	<i>51</i>	<i>563</i>	<i>7</i>	<i>1,731</i>	<i>23</i>	<i>0</i>	<i>0</i>	<i>1,419</i>	<i>19</i>	<i>7,651</i>	<i>100</i>
Joyce	UGA	75	22	0	0	0	0	246	73	19	5	340	100
Clallam Bay-Sekiu	UGA	673	59	0	0	141	12	290	26	33	3	1,138	100
Forks	City	1,103	54	225	11	199	10	384	19	134	7	2,045	100
	Unincorporated	2,222	84	23	1	274	10	131	5	5	0.2	2,655	100
	<i>Total UGA</i>	<i>3,325</i>	<i>71</i>	<i>248</i>	<i>5</i>	<i>473</i>	<i>10</i>	<i>515</i>	<i>11</i>	<i>139</i>	<i>3</i>	<i>4,700</i>	<i>100</i>

Source: Clallam County Department of Community Development, 2007

1- Numbers generated from GIS parcel layer. The numbers do not include roads, common areas, and parcels that are not zoned. Split-zoned parcels placed in the majority zone. UGA boundaries do not follow parcel lines so border parcels may be included or excluded in the calculations depending upon where the majority of the parcel is located.

2- The specific zones in each generalized zoning category are listed by UGA in Appendix A.

2.7 Residential Lands and Housing

Table 5 shows the number and mix of single-family, multi-family, manufactured home, mobile home park, and other residential housing for the County's six UGAs. The information on residential units was based on the County's Assessor's database (November 2006) and verified by comparison with the dwelling unit information for the UGAs and cities of Sequim, Port Angeles, and Forks provided by OFM, and consultation with the cities of Sequim, Port Angeles, and Forks. Most housing is located within areas zoned as residential (Maps 8 through 13), although UGA mixed use zones and many commercial zones permit residential use.

Sequim UGA. The Sequim UGA has 3,560 acres of its land zoned for residential land use, and an additional 755 acres in the City in commercial and mixed use zoning that allow residential development (Map 8). In the Sequim UGA there are a total of 3,620 dwelling units of which over 53% (1,921 units) are single family dwellings, about 27% (979 units) are multi-family housing units, and about 17% (600 units) are manufactured /mobile homes. The Sequim UGA has the highest percentage of total housing in multi-family units of all the UGAs.

Table 5—Residential Units and Types of Residential Units in Each UGA

UGA	RESIDENTIAL UNIT TYPE	EXISTING RESIDENTIAL UNITS	% TOTAL UNITS
SEQUIM UGA	Single Family Residential	1,921	53.3
	Multi Family Residential	979	26.7
	Manufactured Home	184	5.1
	Mobile Home Park	416	11.5
	Other	120	3.3
	<i>TOTAL</i>	<i>3,620</i>	<i>100.0</i>
CARLSBORG UGA	Single Family Residential	90	19.7
	Multi Family Residential	6	1.31
	Manufactured Home	50	10.9
	Mobile Home Park	310	67.8
	Other	1	0.2
	<i>TOTAL</i>	<i>457</i>	<i>100.0</i>
PORT ANGELES UGA	Single Family Residential	7,083	72.7
	Multi Family Residential	1,922	19.7
	Manufactured Home	413	4.2
	Mobile Home Park	261	2.7
	Commercial	7	0.1
	Other	53	0.5
<i>TOTAL</i>	<i>9,739</i>	<i>100.0</i>	
JOYCE UGA	Single Family Residential	16	53.3
	Multi Family Residential	0	0.00
	Manufactured Home	14	46.7
	Mobile Home Park	0	0.00
	<i>TOTAL</i>	<i>30</i>	<i>100.0</i>
CLALLAM BAY/SEKIU UGA	Single Family Residential	157	46.6
	Multi Family Residential	61	18.1
	Manufactured Home	77	22.8
	Mobile Home Park	40	11.9
	Commercial	1	0.3
	Other	1	0.3
<i>TOTAL</i>	<i>337</i>	<i>100.0</i>	
FORKS UGA	Single Family Residential	901	48.0
	Multi Family Residential	243	12.9
	Manufactured Home	267	14.2
	Mobile Home Park	467	24.9
	<i>TOTAL</i>	<i>1,878</i>	<i>100.0</i>

1. Other indicates houses categorized as vacation, quasi-public, utility, or exempt housing.
2. Generated from County Assessor's database compiled in November, 2006.

Carlsborg UGA. The Carlsborg UGA has about 265 acres zoned for residential land use, and an addition 60 acres more in commercial and mixed use zones that allow residential uses (Map 9). In the Carlsborg UGA there are a total of 457 dwelling units. Unlike the other UGAs the majority of housing units in the Carlsborg UGA are manufactured/mobile homes, approximately 79% (360 units) are manufactured/mobile homes. Of the remaining units, approximately 20% (90 units) are single family dwellings and about 1% (6 units) are multi-family housing units.

Port Angeles UGA. The Port Angeles UGA has approximately 3,939 acres of its total land zoned for residential use, and an additional 476 acres in commercial zoning that allows residential uses (Map 10). There are a total of 9,739 dwelling units of which over 73% (7,083 units) are single family dwellings, about 19% (1,922 units) are multi-family housing units, and 7% (674 units) are manufactured /mobile homes.

Joyce UGA. The Joyce UGA has about 75 acres of its total land zoned for residential land use, and an additional 246 acres in mixed use zones that allow residential uses (Map 11). The Joyce UGA is the smallest UGA of the six and likewise has the least number of housing units, 30. Of these 30, 53% (16) are single family houses and 47% (14) are manufactured/mobile homes.

Clallam Bay-Sekiu UGA. The Clallam Bay-Sekiu UGA has approximately 673 acres zoned for residential use, and an additional 290 acres in mixed land use, which allow residential uses (Map 12). In the Clallam Bay-Sekiu UGA there are a total of 337 dwelling units of which over 46% (157 units) are single family dwellings, about 18% (61 units) are multi-family housing units, and about 35% (117 units) are manufactured /mobile homes.

Forks UGA. The Forks UGA has approximately 3,325 acres of its land zoned for residential land use, and an additional 538 acres in mixed use zones that allow residential uses (Map 13). The Forks UGA has a total of 1,879 dwelling units of which about 48% (901 units) are single family dwellings, about 13% (243 units) are multi-family housing units, and about 39% (734 units) are manufactured /mobile homes.

As described earlier in this section, the housing units obtained from the County Assessor's database were checked against the number of housing units estimated for 2006 by OFM's SAEP. Table 6 shows the County housing numbers and OFM's SAEP housing numbers. The County housing numbers from all the UGAs except the Port Angeles UGA are similar with a difference from OFM generated numbers ranging from 1.5 to 3.8%. There is a much larger discrepancy for the Port Angeles UGA, 6.3% difference. The County is in contact with the City of Port Angeles and OFM to assess why this difference exists.

Table 6—Comparison between County and OFM Housing Numbers

UGA	County Housing Units	OFM Housing Units (2006)	Difference	% difference ¹
Sequim	3,620	3,505	115	3.2%
Carlsborg	457	467	10	-2.2%
Port Angeles	9,739	10,322	583	-6.3%
Joyce	30	29	1	3.3%
Clallam Bay-Sekiu	337	342	5	-1.5%
Forks	1,878	1807	71	3.8%

¹ % difference is in comparison to County housing unit numbers.

2.8 Commercial and Industrial Lands

Maps 8 through 13 show the current location and extent of commercial, industrial, and mixed use zoning designations within County UGAs. The amount of land in each of these designations by UGA is contained in Table 4. The Port Angeles UGA contains the most commercial zoned lands totalling 563 acres and by far the most acres (1,731 acres) of industrial zoned lands in comparison to the other five UGAs (Table 4).

In 2004, Clallam County conducted a study of commercial, industrial, and mixed use zoned lands (C/I) within the County's six UGAs and rural commercial nodes. The results of the 2004 Clallam County Commercial and Industrial Land Availability study included land use and land availability statistics and maps generated for each UGA and Rural Commercial nodes.

In summary, the 2004 study found that there were approximately 8,290 acres of C/I zoned lands in Clallam County. Of that total, approximately 5,438 acres were located in UGAs. 2,404 acres were determined to be vacant and another 3,034 acres were developed. Seventy-six percent of vacant lands were privately owned, with twenty-four percent publicly owned. The Port Angeles UGA has the most acres of C/I lands and the most C/I acres developed (1,412 acres). Forks has the second highest amount of C/I lands and the most C/I lands that are vacant (821 acres). Table 7 and Figure 2 summarize acres of vacant and developed C/I-zoned for each UGA in 2004. Appendix D contains maps from the 2004 study that show the C/I land availability at that time.

Additional information about C/I lands within UGAs and rural commercial lands is discussed in the economic development element of the countywide comprehensive plan (CCC 31.02.610(7)). A comprehensive analysis of rural commercial areas is found within the Draft 2006 Clallam County LAMIRD Report, as supplemented.

Table 7—Commercial/Industrial Zone Land Use in Clallam County UGAs in 2004

UGA	Developed (acres)	Vacant- Private (acres)	Vacant-Public (acres)	Totals (acres) ⁴
Sequim	416	344 ¹	46	806
Carlsborg	150	58	<1	208
Port Angeles	1,412	348	430 ²	2,190
Joyce UGA	155	70	3	228
Clallam Bay-Sekiu	274	220	64	558
Forks	627	794	27	1,448
TOTALS	3,034	1,834	570	5,438

Source: Clallam County Department of Community Development, 2004.

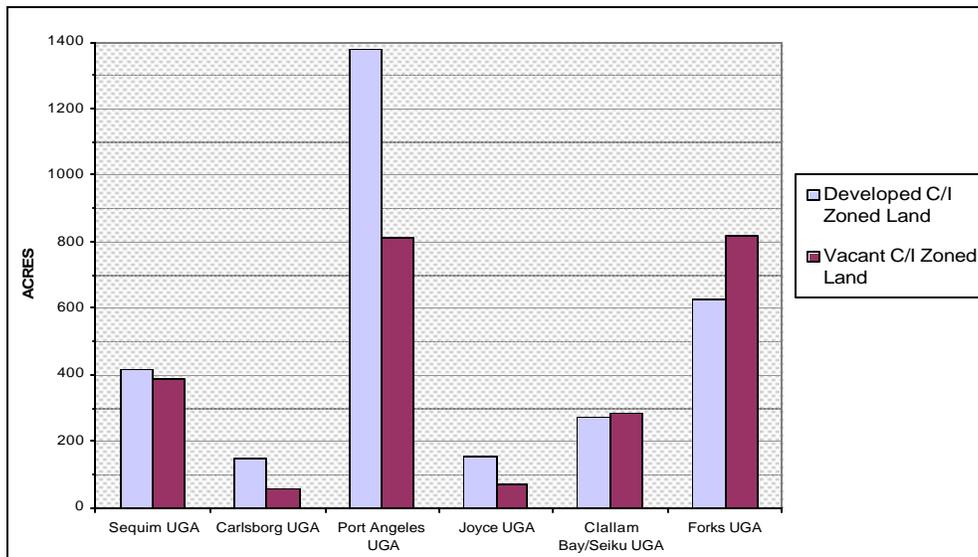
¹Vacant C/I zoned lands within the Sequim UGA include city-approved commercial developments covering ninety-seven (97) acres with more than 540,000 square feet of commercial space planned.

²Vacant land includes 260 acres of Port-owned land around William Fairchild International Airport.

³C/I lands include commercial, industrial, and mixed use zoned lands.

⁴The number of acres of C/I lands in Table 7 differ slightly from the total acreages of commercial, industrial, and mixed use zones listed in Table 4 of Section 2.6 due to study assumptions, changes in city zoning designations, annexations, and improved accuracy of the County's GIS layers and database.

Figure 2—Acres of Vacant and Developed Commercial and Industrial Land within Clallam County UGAs in 2004



Source: Clallam County Department of Community Development, 2004.

Notes:

1. Vacant C/I zoned lands within the Sequim UGA include city-approved commercial developments covering ninety-seven (97) acres with more than 540,000 square feet of commercial development.
2. Vacant land includes 260 acres of Port-owned land around William Fairchild International Airport.

2.9 Built Environment

Maps 14 through 19 show the “built environment” for the six County UGAs as visible on 2005 aerial photos. Since 2005, additional infill or redevelopment of residential, commercial, industrial, and mixed use lands has occurred in each UGA, especially within the Port Angeles and Sequim UGAs. Only minor changes in the built environment have occurred in the west-end UGAs of Joyce, Clallam Bay-Sekiu, and Forks. As previously described, all six UGAs contain a mix of land uses and services.

2.10 Plans, Regulations, and Agreements

County and city comprehensive plans, capital facility plans, development regulations, intergovernmental agreements, and various other planning efforts play a key part for guiding growth, land use, housing needs, environmental protection, cultural resources, economic development, and provision of public facilities and services within Clallam County. This section summarizes the major County and city plans, regulations, and agreements that apply to the County’s six UGAs and the unincorporated areas between UGAs.

1992 Countywide Planning Policies

Pursuant to the GMA, Clallam County and its cities worked together to adopt County-wide Planning Policies. These policies address issues such as urban growth, affordable housing, economic development, and public facilities to achieve consistency between County and City Comprehensive Plans.

The Clallam County County-wide Planning Policy of June 30, 1992 establishes the collaborative framework by which the County and cities manage the UGAs, provide services for the unincorporated UGAs, proceed with policies for annexations, and deal with the policies concerning development standards within the UGA.

Clallam County Comprehensive Plan

The Clallam County Comprehensive Plan has served as a guide for directing local land use policy and decision-making since adoption of the first plan in 1967. Clallam County adopted a new Comprehensive Plan in 1995 in response to the state Growth Management Act (GMA). The GMA enacted a new framework for land use planning and regulation. The current Plan represents a vision for land use and development for the early twenty-first century, and defines the policies, programs, and actions necessary to attain this vision.

The Clallam County Comprehensive Plan, Title 31 CCC, consists of a Countywide Comprehensive Plan (Chapter 31.02 CCC); Sequim-Dungeness Regional Comprehensive Plan (Chapter 31.03 CCC); Port Angeles Regional Comprehensive Plan (Chapter 31.04 CCC); Straits Regional Comprehensive Plan (Chapter 31.05 CCC); Western Regional Comprehensive Plan (Chapter 31.06 CCC); City of Forks Urban Growth Area Comprehensive Plan (Chapter 31.07 CCC); and an Implementation chapter (Chapter 31.08 CCC). The objective of the County-wide Comprehensive Plan is to identify the

goals and policies for those issues that are of a county-wide nature, and provide the framework for adoption of all other Plan parts. To reflect regional differences, the County is divided into four regional planning areas (Map 1).

For the County's six UGAs, a generalized version of the preferred land use designations is represented by Maps 8 through 13. The Clallam County County-wide Comprehensive Plan addresses UGA issues and policies (designation, implementation, and amendment) CCC 31.02.(210 – 240). The County's regional plans—Sequim –Dungeness (Chapter 31.03 CCC), Port Angeles (Chapter 31.04 CCC), Straits (Chapter 31.05 CCC), and Western (Chapter 31.06 CCC)—and the Forks UGA Comprehensive Plan (Chapter 31.07 CCC) provide additional vision, inventory, goals and policies for the County's six UGAs under the Clallam County Comprehensive Plan.

The Comprehensive Plan is subject to ongoing evaluation and periodic amendment and update. However, since it is long-range by design, strives to provide consistency, and represents a significant investment of community time and public tax dollars, all changes require careful review. Annual changes normally consist of clarifying intent, correcting errors, amending the future land use map for a specific neighborhood or property, and/or policy revisions related to a specific subject area. The County must consider the cumulative impacts of all proposed amendments prior to making any changes.

Clallam County Capital Facility Plans

Capital Facility Plans (CFP) serves as an extension of the Comprehensive Plan. A CFP guides County actions and investment in developing new, or maintaining existing, public facilities and services. Current County CFP's include:

Clallam County 10-Year Capital Facility Plan (Funding Plan). The 10-Year CFP is updated annually as previous projects are completed and as new projects come into the budgeting horizon. It is submitted as part of the annual County budget review and adoption process. The financing of transportation improvements are not addressed in the 10-Year CFP, but are reviewed and updated annually through the 6-Year Transportation Improvement Program (TIP).

Six-Year Transportation Improvement Program (TIP). The Six-Year TIP is updated annually as previous projects are completed and as new projects come into the budgeting horizon. The program includes new construction only and does not include maintenance activities. The program includes only transportation projects under the jurisdiction of the Public Works Department, such as county road projects, county trail projects, and county bridge projects. State, city, and other agency projects are not included on the program except in the case where they are being administered by the county. An example of the latter would be the US 101/Deer Park Overpass Study Project.

Clallam County Park and Recreation Master Plan (2005-2015). The Park and Recreation Master Plan includes, but is not limited to: parks and recreational land inventory, park site plans and facility descriptions, needs and demands, and action

plan (acquisition program, development/capital improvement program, and special equipment needs). County parks and recreation facilities are found both within and near the County's six UGAs.

Clallam County Fairgrounds 10-Year Master Plan (2005-2015). The Clallam County Fairgrounds is located within the Port Angeles UGA. The fairgrounds' 10-year master plan includes, but is not limited to: fairgrounds' mission, goals, and objectives; facility survey and condition reports; action plan, and 10-year capital improvement program plan.

2000 Carlsborg UGA Capital Facility Plan. The Carlsborg UGA Capital Facility Plan (CFP) addresses on-site sewage disposal facilities, water facilities, stormwater management, solid waste, parks and recreation, law enforcement, fire protection, transportation system, and capital facility financing. The County and Clallam County Public Utility District has a sewer feasibility study currently underway for the Carlsborg UGA, which is scheduled for completion by late spring, 2007. Other efforts to support implementation and updates to the Carlsborg CFP include, but are not limited to: 1) recommendations of the Carlsborg Community Advisory Council, Infrastructure Funding for the Carlsborg Urban Growth Area (April 2003); 2) Staff Report to the Board of County Commissioners, Regarding the Recommendations of the Carlsborg Community Advisory Council (March 2004); and 3) Clallam County Resolution 55, 2004, Acceptance and statement of intent regarding the recommendations of the Carlsborg Community Advisory Council.

Clallam County Solid Waste Management Plan (2006). This plan was recently updated and intergovernmental agreements are in place to address solid waste needs with the closure of the Port Angeles Landfill.

Clallam County Capital Facility Plan. The Clallam County CFP was adopted in June 1995 [Ordinance 573, 1995] as Appendix A under Section 31.02.810 of the Countywide Comprehensive Plan. The 1994 CFP establishes a 6-year and 20-year plan for construction and maintenance of the County's capital facilities. It does not address facilities owned and managed by other entities, such as the public utility district, schools, fire districts, etc. Capital facilities covered in the 1994 Plan includes sanitary sewer, general administration, courts, detention and corrections, law and justice, parks, recreation and open space, flood control devices, solid waste and equipment maintenance facilities. The CFP contains an inventory of existing facilities, level of service standards, forecast of future needs, proposed locations and capacities of capital facilities, and six-year financing plan. Updates to the latter have occurred through other capital facility plans listed previously.

City Comprehensive Plans

The cities of Sequim, Port Angeles, and Forks have all adopted comprehensive plans under the GMA. City comprehensive plan guide land use planning within the incorporated areas of the UGA, provision of urban services within the unincorporated UGA, and City goals and policies for unincorporated UGA lands.

City of Sequim. The Sequim-Dungeness Regional Comprehensive Plan directs that the City of Sequim should take the lead responsibility for planning the urban growth area, and that the Regional Plan should adopt the City's plan by reference, provided the plan is consistent with the Clallam County Comprehensive Plan and the Growth Management Act (CCC 31.03.310(7)). The City of Sequim adopted its GMA Comprehensive Plan for Sequim UGA on December 23, 1996 (City of Sequim Ordinance 96-032). Clallam County adopted the City's 1996 Plan by reference under the Sequim-Dungeness Regional Comprehensive Plan, subject to 28 amendments (CCC 31.03.315). In August 2006, the City completed a major update in response to the GMA 7-year review and update requirements of RCW 36.70A.130.

City of Port Angeles. The City of Port Angeles adopted its GMA Comprehensive Plan in 1994. The City has updated the Plan since 1994, with major updates adopted in 2004 and 2006.

City of Forks. Clallam County and the City of Forks mutually adopted the 1996 City of Forks Urban Growth Area Comprehensive Plan. The City of Forks took the lead for preparation of the 1996 Plan. The City of Forks has updated the Forks Urban Growth Area Plan since 1996.

City Capital Facility Plans

The cities of Sequim, Port Angeles, and Forks comprehensive plans contain capital facility elements to guide planning, financing, and implementation of public facility and service needs within the City and also for providing service within their respective unincorporated UGAs. The cities also prepare and update water, sewer, parks and recreation, and other plans to guide and manage capital facility planning and financing efforts.

Development Regulations

Development regulations such as zoning, land division, critical area, shoreline management, and other land use controls are key implementation tools and must be consistent with the Comprehensive Plan. Clallam County and the cities of Sequim, Port Angeles, and Forks have adopted development regulations to implement their respective comprehensive plans. City regulations govern incorporated areas, while Clallam County rules apply to the unincorporated areas of the Sequim, Port Angeles, and Forks UGAs and the Carlsborg, Joyce, and Clallam Bay-Seki UGAs.

Interlocal Agreements

Clallam County and cities within the county have entered into interlocal agreements to establish leadership roles and procedures for managing the UGAs. These agreements include, but are not limited to:

- The County and City of Sequim signed an interlocal agreement on March 23, 1998 to establish a procedure for the orderly development of the unincorporated

- area of the Sequim UGA. Part of the interlocal agreement includes the Service Extension Review Process (SERP). The SERP sets forth the agreement between the County and City on the provision of sewer and water services within the unincorporated UGA and the requirements for providing municipal and non-municipal sewer and water utilities in the unincorporated UGA.
- The County and City of Port Angeles signed an interlocal agreement on February 22, 2005 to establish procedures for the orderly expansion of sewer and water to the unincorporated lands in the western Port Angeles UGA. The city extended services such as domestic water, sewer, and fire services to the western part of the UGA. Extension of services took less than one year and was completed by December, 2005.
 - The County and City of Port Angeles have entered into several interlocal agreements that deal with annexation of lands in the eastern UGA and the extension of sewer to the eastern UGA:
 - Interlocal Agreement Establishing a Method for Phased Annexation of the Port Angeles Eastern Urban Growth Area, November 8, 2005.
 - Interlocal Cooperation Agreement Establishing a Method for Wastewater Collection and Treatment Services Extension to the Port Angeles Eastern Urban Growth Area, December 20, 2005.
 - Interlocal Cooperation Agreement for Coordinating the Construction, Administration and Operation of the Sewer System for the Port Angeles Eastern Urban Growth Area, November 21, 2006. This agreement includes the establishment of a Sewer Expansion Coordinating Committee (SECC) to act as an advisory committee to the Board of Clallam County Commissioners and the Port Angeles City Council on issues concerning operation, maintenance, expansion, financing, service fees, and construction of the eastern sewer expansion, and implementation of the interlocal agreements.
 - Interlocal Agreement, Clallam County and the City of Port Angeles Revenue Sharing within the City's Eastern Urban Growth Area, November 21, 2006.

Other Planning Efforts

Clallam County and partners (e.g., cities, tribes) have adopted or are in the process of finalizing watershed plans under the Watershed Protection Act (RCW 90.82) for the three Water Resource Inventory Areas (WRIAs) that cover Clallam County. The WRIA 18 Plan, which covers eastern Clallam County (includes the Dungeness and Elwha River areas) was adopted in 2005. WRIA 19 and 20 Plans covering western county watershed areas are under development and expected to be recommended for adoption in 2007. The

watershed plans identify recommendations to balance human, fish, and wildlife needs for water, as well as protection and restoration of water quality and fish and wildlife habitat.

Four species of Salmonids are listed as “threatened” in Clallam County under the federal Endangered Species Act (ESA). Clallam County and partners (e.g., tribes) have developed or are preparing draft recovery plan. Restoration projects (e.g., Elwha Dam removal, Jimmycomelately Creek realignment) and the WRIA 18 Watershed Plan (see above) are integral parts. County growth management policies and regulations, including the county’s critical area ordinance are also being evaluated. Updates to the county’s growth management plans and regulations may be one outcome of ESA recovery planning.

Clallam County adopted a multi-jurisdictional Hazard Mitigation Plan in January 2004. The plan identifies and assesses key natural hazards (e.g., earthquakes, flooding, severe storms, etc...), identifies hazard mitigation goals and objectives, establishes hazard mitigation strategies to be implemented by the various partners. A key recommendation is to adopt the Clallam County Hazard Mitigation Plan as a future element of the Clallam County Comprehensive Plan. The plan also contains several specific recommended updates to the comprehensive plan.

3.0 Growth Trends

Clallam County adopted its 20-year comprehensive plan and designated five of its six UGAs under the GMA in 1995. The Carlsborg UGA was designated in 2000. Under the current 20-year plan, UGA boundaries considered land use demand as determined by the 20-year forecast (1990 – 2010) of population for the County (CCC 31.02.230). This section provides a 10-year review of UGA and countywide growth trends. This section also compares reported US 2000 Census population and state OFM 2006 population estimates for the County, cities, and UGAs to the Clallam County 1990-2010 population forecast used to guide development of the county comprehensive plan. Review of growth trends provides a measure to assess comprehensive plan assumptions for growth accommodations during the 20-year planning period.

3.1 Population Change (1995-2005)

Clallam County's population grew by an estimated 5,339 persons between 1995 and 2005. Population growth was experienced in all three cities during this 10-year period, with the City of Sequim exhibiting the highest growth rate with a compound annual growth rate of 1.69% from 1995 through 2005. The compound annual growth rate for the County was 0.84%. Growth for the cities of Forks and Port Angeles was more gradual at 0.12 and 0.37 %, respectively. More growth has occurred in the eastern part of the County. The City of Sequim's percentage of County population increased to over 7%, while the percentage of County population decreased for the Cities of Forks and Port Angeles since 1995. Table 8 shows population change and annual growth rate for the County and each city during this period.

Table 8—Population Change for Clallam County and Cities from 1995 To 2005

	1995 Estimate	% County (1995)	2005 Estimate	% County (2005)	Difference	Compound Annual Growth Rate %
County	61,461		66,800		5,339	0.84
City of Sequim	4,000	6.5	4,730	7.1	730	1.69
City of Port Angeles	17,959	29.2	18,640	27.9	681	0.37
City of Forks	3,088	5.0	3,125	4.7	37	0.12

Source: OFM Intercensal and Postcensal Estimates, 2006.

3.2 Changes in Population in the UGAs (1990-2006)

The change in population for County UGAs for the period 1990 – 2006 is shown in Figures 3 and 4. This information was provided by OFM's Small Area Estimates Program (SAEP) and is listed in Table 9. A discussion of the SAEP was provided in Section 2.3.

As shown in Figures 3 and 4, the UGA populations for Sequim and Port Angeles UGAs in general have been increasing from 1990 through 2006. The Clallam Bay-Seki, Carlsborg, Joyce, and Forks UGAs have all increased in population from 1990 to 2000. However, after 2000, the populations in Carlsborg and Joyce have remained fairly constant, while the populations in Forks and Clallam Bay-Seki have tended to decrease.

Figure 3—Population Change for Five Clallam County UGAs from 1990 through 2006

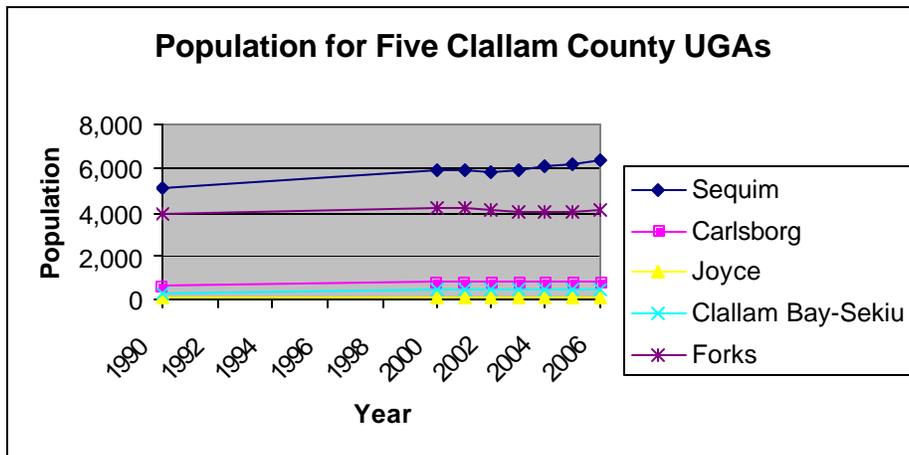


Figure 4—Population Change for Port Angeles UGA from 1990 through 2006

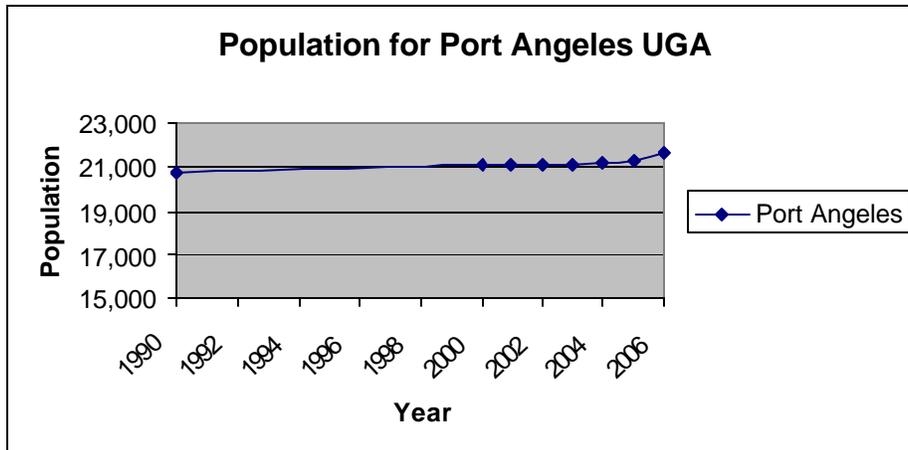


Table 9—OFM Population Estimates from the SAEP ¹

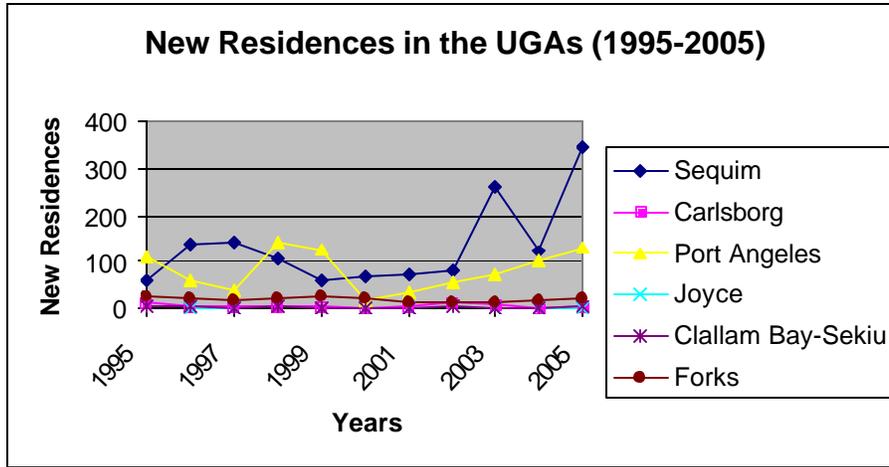
UGA	YEAR							
	1990	2000	2001	2002	2003	2004	2005	2006
Carlsborg	602	806	806	807	817	827	828	828
Clallam Bay-Sekiu ²	295	462	455	453	452	444	439	435
Forks	3,928	4,201	4,217	4,143	4,082	4,071	4,070	4,105
Joyce	52	58	58	58	58	58	58	58
Port Angeles	20,795	21,080	21,081	21,098	21,125	21,169	21,275	21,610
Sequim	5,136	5,923	5,965	5,875	5,957	6,109	6,226	6,364

- 1- These estimates are made using an areal interpolation process performed by the State of Washington OFM. The data was last updated by OFM on 12/27/2006. 1990 and 2000 Estimates are based on the 1990 and 2000 Federal Census counts. 2001 to 2006 Estimates are based on the OFM SAEP. For more information on the SAEP or areal interpolation, see <http://www.ofm.wa.gov/pop/smallarea/default.asp>. By using these data the user agrees that the Washington State OFM shall not be liable for any activity involving these data with regard to lost profits or savings or any other consequential damages; or the fitness for use of the of the data for a particular purpose; or the installation of the data, its use, or the results obtained.
- 2- The Clallam Bay -Sekiu UGA population obtained from OFM was adjusted by removing the prison population at the Clallam Bay Correctional Facility. According to OFM's group quarter population, the prison population has ranged from 830 to 850 since 2000. The population estimates listed for the Clallam Bay-Sekiu UGA, therefore, consist of the population in the UGA that are residents but not prisoners.

3.3 New Residential Building Activity

The amount of new residential building activity is another indicator of growth in the County. Figure 5 shows new residential building activity based on the building permits for new homes requested from 1995 through 2005 in the UGAs. The building permit requests for the unincorporated areas were obtained from the County's database and information for the cities was obtained from Sequim, Port Angeles, and Forks.

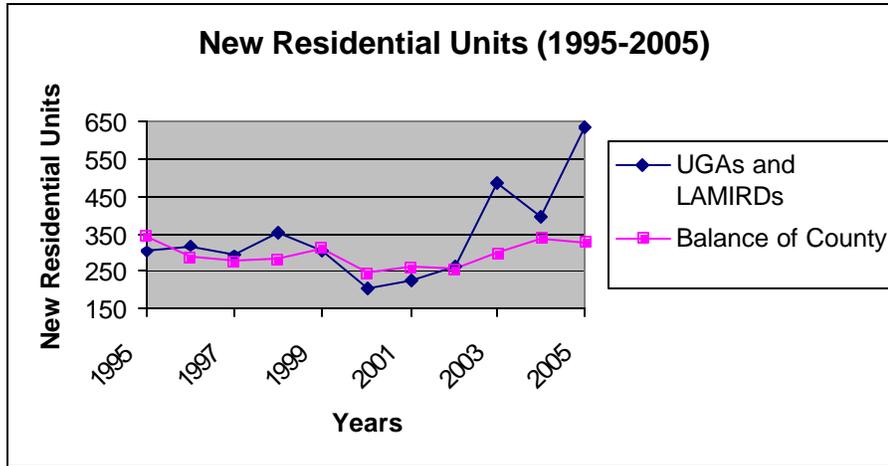
Figure 5—Total Number of Residential Units Requested by Building Permits from 1995 through 2005 in the UGAs



An additional indicator of the faster growth in the eastern part of the County is that the number of permit requests for residential units was highest for the Sequim UGA. From 1995 through 2005, almost 1,460 units have been requested in the Sequim UGA, averaging about 132 units/year. There was an increase in requested units in 1996 and 1997, followed by a decrease until 2000, and then a sharp increase in 2003 and in 2005. The Port Angeles UGA had the next highest request for residential units at 886 units or approximately 81 units/year. Its highest request for permits was in 1998, but since 2000 there has been a steady increase in the number of residential units permitted. From 1995 through 2005 the Forks UGA has permitted more than 200 residential units, an average of 19 units/year. The other three less populated UGAs of Carlsborg, Clallam-Bay Sekiu, and Joyce had far less requests for building permits. They averaged 5, 3, and 1 units/year for permitted residential units, respectively.

Figure 6 shows a comparison between the number of residential units approved for development in the more intensively developed lands in the County such as the UGAs and LAMIRDs and the more rural lands that comprise the balance of the County. Even though the UGAs and LAMIRDs consist of less than 3% of the County lands, in 7 of the last 11 years there has been more residential units approved for development in the UGAs and LAMIRDs than the balance of the County, and significantly more since 2002. This is a strong indicator that the County policies to prevent urban sprawl are working and that more growth is occurring in the intensively developed lands such as the UGAs and LAMIRDs than in the rural lands.

Figure 6— Total Number of Residential Units Requested by Building Permits from 1995 through 2005 in the UGAs and LAMIRDs and the Balance of the County

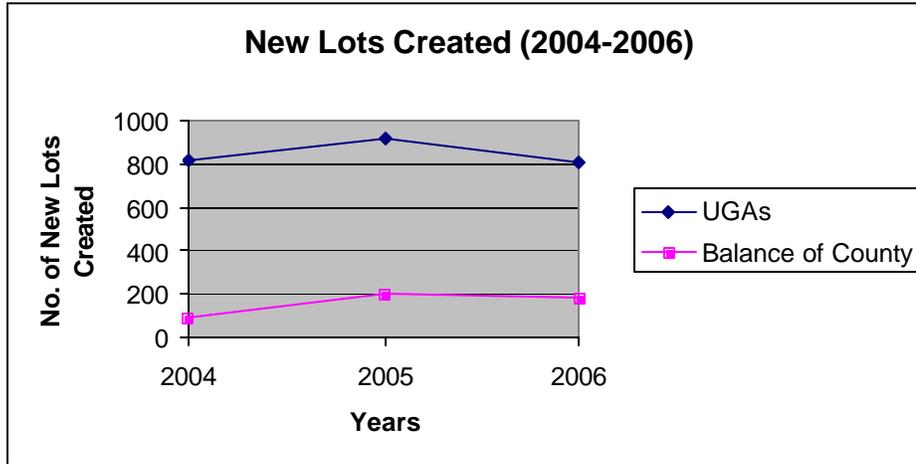


3.4 New Lot Creation (2004-2006)

An additional measure of the growth in the County is the the number of new lots created. The lots created from land divisions establish land use patterns in the ensuing years. More lots created correlates to more future development. Figure 7 shows the number of new lots created from 2004 through 2006 in the UGAs and the balance of the County. The lots created for the unincorporated areas was obtained from the County's database and for the cities was obtained from the cities of Sequim, Port Angeles, and Forks. The comparison between the number of lots for the UGAs versus the balance of the County is only for the years of 2004 through 2006 because the cities did not have the staff available to compile the data for years earlier than 2004.

Figure 7 shows that significantly more lots were created in the UGAs than the balance of the County. From 2004 through 2006 there were over 3,000 new lots created in the County. Over 2,500 or almost 84% of the new lots were created in the UGAs which comprise only 2% of the County's lands while 470 or almost 16% of the new lots were created in the rest of the County. The new lots created from 2004-2006 in the UGAs range from 807 to 918 per year while in the balance of the County range from 88 to 199 per year. This is approximately a 4 to 9 –fold increase between the number of new lots generated in the balance of the County to that of in the UGAs, indicating a trend of significantly higher development in the UGAs than the surrounding County for at least the next several years as the lots created become developed.

Figure 7—Total Number of New Lots Created in the UGAs and the Balance of the County (2004-2006)



An additional indicator of the faster growth in the eastern part of the County is that the number of new lots created was highest for the Sequim UGA. From 2004 through 2006, almost 1,800 new lots were created in the Sequim UGA, averaging about 592 lots/year. The Port Angeles UGA had the next highest number of new lots created from 2004 through 2006 at almost 700 new lots or approximately 230 new lots/year. From 2004 through 2006 the Forks UGA has generated 26 new lots, an average of almost 9 new lots/year. The other three less populated UGAs of Carlsborg, Clallam-Bay Sekiu, and Joyce had fewer new lots created from 2004 through 2006. They totaled 14, 6, and 5 new lots for the period of 2004 through 2006, respectively.

3.5 Comparison to 1995 County Projections

As part of the 10 year review the County evaluated the population projections stated in the Comprehensive Plan for the County, cities, and UGAs. Population projections were provided in the County-wide Comprehensive Plan in CCC 31.02.230. No population projections were determined for the Sequim, Port Angeles, and Forks UGAs, although projections were made for the City of Sequim, City of Port Angeles, and City of Forks and U.S Census subareas (CCC 31.02.230).

The 1995 Clallam County Comprehensive Plan in CCC 31.02.230 provided a 20-year population forecast for the period of 1990 to 2010. The forecasts were prepared for the County, cities, census divisions (1990), and unincorporated UGAs. Population projections were based on a linear projection because the County had exceeded the 1992 OFM population projections by 1994.

For clarity Section 3.5 has been written in two parts. The first part discusses the County projections made for 2000 and how they compare to the actual 2000 Census population estimates. The second part deals with the County population projections for 2010 and

how the 2006 population data compare to the 2010 projections. County projections in comparison to 2000 Census are shown in Table 10 and County projections for 2010 in comparison to 2006 state population estimates are shown in Table 11.

2000 Population Projections

Table 10 compares the County Comprehensive Plan 2000 population forecast for Clallam County, cities, and unincorporated UGAs from CCC 31.02.230 to the 2000 US Census populations and OFM SAEP population estimates for the County's unincorporated UGAs. In summary, the comparisons showed:

- The County projected 2000 population was within 1,296 persons or only 2% lower than the 2000 Census population.
- The 2000 Census population (3,120) for the City of Sequim was only 316 people lower than the projected 2000 estimate (3,453 persons).
- The County's projected 2000 population for the City of Port Angeles was within 15 persons of the reported 2000 Census population.
- The County's 2000 projected population (3,453) for the Forks UGA was 333 people higher than the 2000 Census population (3,120).
- The projected 2000 populations for the unincorporated UGAs of Carlsborg, Joyce, and Clallam Bay-Sekiu were within 79, 41, and 240 persons, respectively, of the 2000 Census populations estimated by OFM SAEP.

The 2000 population estimates for the County, cities, and unincorporated UGAs were close to the projected population values. This supports that the County's linear projections (1990 – 2010) generated in preparation of the 1995 comprehensive plan were reasonable projections in comparison to actual reported 2000 US Census population counts.

Table 10—Comparison of Clallam County Comprehensive Plan Projections to 2000 Census Population Estimates

Geographic Area	Census 1990	Census 2000	County 2000 Projection	Compare 2000 Projection to Census 2000
County	56,204	64,179	62,883	1,296
Cities				
Sequim	3,617	4,334	4,650	-316
Port Angeles	17,710	18,397	18,382	15
Forks	2,838	3,120	3,453	-333
Unincorporated UGA				
Carlsborg	602	806	885	-79
Joyce	52	58	99	-41
Clallam Bay-Sekiu ¹	295	462	702	-240

Sources: Clallam County 1995 Comprehensive Plan (CCC 31.02.230), 1990 and 2000 U.S. Census, and OFM SAEP.

¹ The Census 1990 and 2000 estimates listed do not include the prison population at the Clallam Bay Correctional Facility.

2010 Population Projections

Table 11 compares the 2000 Census populations, the 2006 OFM state population estimates, and the County's 2010 projected populations from CCC 31.02.230 for Clallam County, cities, and unincorporated UGAs. In summary, the comparisons showed:

- The County's 2006 population estimate (67,800) is more than 67% of the difference between the 2000 Census population (64,179) and the County's 2010 population projection (69,507).
- The 2006 population estimate for the City of Sequim (5,030) is about 50% of the difference between the 2000 Census population (4,334) and the County's 2010 population projection (5,683).
- The 2006 population estimate (18,970) for the City of Port Angeles is about 87% of the difference between the 2000 Census population (18,397) and the County's 2010 population projection (19,053).

2010 Population Projections Cont.

- The 2006 population estimate ((3,165) for the City of Forks is about 5% of the difference between the 2000 Census population (3,120) and the County's 2010 population projection (4,044).
- The 2010 population projections are higher than the 2006 estimates for Carlsborg UGA, Joyce UGA, and Clallam Bay-Sekiu.

Clallam County's linear population projection for the period (1990 – 2010) have proven accurate and a useful tool for predicting growth patterns. The most recent state OFM 2006 population estimates for the County, cities, and unincorporated UGAs have not exceeded the County's 2010 projections. Clallam County's population projections (1990 – 2010) also remain consistent with the most recent state 20-Year Growth Management Population Projection (2000 to 2025) released by OFM in 2002. Specifically, the 1995 Comprehensive Plan projected 2010 County population of 69,507 is between OFM's intermediate (67,754) and high (72,383) growth management population projections (OFM Series Projections, 2002). Clallam County has experienced population growth that has been accommodated by its comprehensive plan without requiring major amendments.

Table 11—Comparison of Clallam County Comprehensive Plan 2010 Projections to 2006 OFM Population Estimates

Geographic Area	Census 2000	OFM 2006 Estimate	Change from 2000 to 2006	County 2010 Projection
County	64,179	67,800	3,621	69,507
Cities				
Sequim	4,334	5,030	696	5,683
Port Angeles	18,397	18,970	573	19,053
Forks	3,120	3,165	45	4,044
Unincorporated UGAs				
Carlsborg	806	828	22	1,120
Joyce	58	58	0	124
Clallam Bay-Sekiu ¹	462	435	-27	777

Sources: Clallam County 1995 Comprehensive Plan (CCC 31.02.230), 1990 and 2000 U.S. Census, OFM SAEP.

¹ The 2000 and 2006 estimates for Clallam Bay –Sekiu UGA do not include the prison population at the Clallam Bay Correctional Facility.

4.0 Population Forecasts (2005 through 2025)

In order for the County to perform its 10-year review of its designated UGAs and in order to assess whether the UGAs have sufficient lands and densities to permit the urban growth that is projected to occur in the County for the succeeding 20-year period (RCW 36.70A.110), the County first reviewed and evaluated the following information:

- OFM County Growth Management Population Projection (2000-2025)
- County Linear Growth Projections (2005-2025)
- City Population Projections

With this information the County then determined population growth rates and population forecasts through 2025 for the UGAs in continued compliance with RCW 36.70A.070. Later in this document, Section 6.1 describes how this information and County growth patterns were used to arrive at planned population allocations for the UGAs through 2025.

4.1 OFM County Growth Management Population Projection (2000-2025)

The state OFM’s most recent 20-year population forecasts must be considered in designating UGAs (RCW 36.70A.110(2)). OFM has generated forecasts for the 20-year planning period. The most recent growth management forecasts were released by OFM in 2002, and included low, intermediate, and high series projections. Table 12 shows the Washington State County Growth Management Population Projections for Clallam County.

Table 12—OFM High, Intermediate, and Low Population Projections (2000-2025) for Clallam County

OFM Projection	Year						Change	Compound annual growth rate
	2000 Census Estimate	2005	2010	2015	2020	2025		
High	64,179	68,333	72,383	76,776	81,894	86,927	18,594 (27.2%)	1.2%
Intermediate	64,179	64,969	67,754	70,769	74,349	77,749	12,780 (19.7%)	0.9%
Low	64,179	61,442	62,781	64,225	66,059	67,598	6,156 (10.0%)	0.5%

Source: Washington State County Growth Management Population Projections, 2000 to 2025, January 2002, OFM.

The OFM 2005 population estimate of 66,800 for Clallam County was approximately 1,831 persons more than the OFM intermediate projection, but less than the OFM high projection by 1,533 persons. The 2002 OFM population forecasts for the 2000-2025 period in comparison to state 2005/2006 County population estimates show the County growing at an annual growth rate between 0.9% and 1.2%, or between the intermediate and high projection (Table 12).

4.2 County Linear Growth Projections (2005 – 2025)

The Clallam County Comprehensive Plan states that at minimum UGAs shall be established based upon land use demand as determined by the Clallam County 20-year population forecast of population for the County and specified subareas, so long as the County-wide forecast is not less than the most recent forecasts available from OFM. The policy of preparing a county population projection was necessary to plan for growth under the current county comprehensive plan for the planning period (1990 – 2025) because 20-year state projections issued in 1992 were already exceeded by the County by 1994 (CCC 31.02.230 (1)).

Clallam County growth has historically followed a linear projection (CCC 31.02.230 (1) (a)). The 1992 Countywide Planning Policies and 1995 Comprehensive Plan direct that population forecasts for the County should be based on straight line (linear) projection model or on the subarea growth rate for preceding ten years with the linear projection method being the preferred method for designating UGAs (CCC 31.02.230 (1) (b)).

Table 13 shows a new 20-year population forecast (2005 to 2025) prepared by Clallam County for the county and the cities of Sequim, Port Angeles, and Forks using a linear projection based on population changes for the period 1990 through 2005. U.S. Census and state OFM population estimates for the period 1990 through 2005 were used to calculate a compound annual growth rate to generate the linear projection. The 1990 – 2005 timeframe was selected because it included the last two Census counts (1990 and 2000) and the 10-year period from County adoption in 1995 of five of six of its UGAs. In addition, it considers population change dating back to when the county and each city within the county were required to initiate planning under the 1990 GMA. Using 15 years of preceding data to forecast 20 years into the future is more robust than using the minimum 10 years of data directed by the comprehensive plan to predict the succeeding 20-year period.

Clallam County's annual growth rate for the period 1990 to 2005 was 1.16%. Based on this growth rate, the projected County 2025 population of 84,130 persons is between the OFM intermediate (77,749 persons) and high (86,927 persons) series projections (Table 12), but significantly closer to the state high population projection.

The annual growth rate for the County's three incorporated areas during the period 1990 to 2005 was Sequim at 1.81% (1,113 population gain), Port Angeles at 0.34% (930

population gain), and Forks at 0.64% (213 population gain). The County expects that population growth in the three cities to at least continue at this growth rate over the next 20 years. Appendix B shows population by year and annual percent change for the cities of Port Angeles, Sequim, and Forks from 1980 through 2006.

Table 13—County and City Population Forecasts Using Linear Projection (2005 – 2025)

	Estimate	Linear projection forecasts				
	2005	Est. 2010	Est. 2015	Est. 2020	Est. 2025	Compound annual growth rate ¹
County	66,800	70,765	74,966	79,416	84,130	1.16%
Cities						
City of Sequim	4,730	5,174	5,659	6,190	6,771	1.81%
City of PA	18,640	18,959	19,284	19,604	19,949	0.34%
City of Forks	3,125	3,226	3,331	3,439	3,550	0.64%

Source: Clallam County, 2006.

¹ Compound annual growth rate is based on data from 1990 through 2005.

4.3 City Growth Projections (2005 – 2025)

This section describes 20-year population projections (2005-2025) prepared by the cities of Sequim, Port Angeles, and Forks in their recent comprehensive plan updates.

City of Sequim

In its 2006 Comprehensive Plan, the City of Sequim states that it plans to use a 6.47% per annum growth rate for the City and UGA for the next 3 to 5 years. With this same growth rate, the City forecasts a population for the UGA of 18,880 by 2015 and over 29,000 by 2025 (City of Sequim Comprehensive Plan Update, 2006). In comparison, the annual growth rate for the entire UGA based on 1990 - 2005 population estimates from OFM's SAEP (Table 9 of Section 3.2) is 1.29% for the period 1990 to 2005.

The City of Sequim's projections are based in large part on the higher growth rates seen over the last 3 years that ranged from 3.16 to 6.34% according to state population estimates. In addition, during the last three years, the City has experienced a significant increase in new home and business construction, subdivisions activity, and commercial development proposals.

In 2006, the City experienced a 6.34% growth rate. Prior to 2006, the highest annual growth rate occurred in 1986 when the growth rate was 5.11%. As far back as 1980, the annual growth rate for the City exceeded 5% three times, but has not exceeded 6.47% projected by the City. Since 1980 the compounded annual growth rate has been approximately 2.01% for the City of Sequim (Appendix B). During the 10-year UGA planning period (1995-2005), the compound annual growth rate of the City was 1.69%.

OFM's population estimates for the City of Sequim, which is the majority of population in the UGA, have had very good historical accuracy. According to OFM, "in over 30 years, OFM's population estimates for Sequim have been less than 100 persons, and less than 3 percent, different than the [C]ensus count" (City of Sequim: History and persons counted in the 2006 Population Estimate, OFM, 2006). OFM's letter to Sequim is available for review in Appendix C.

Based on the 2006 City Comprehensive Plan and a City planning staff presentation at the Olympic Peninsula Planner's Forum of the Washington chapter of the American Planning Association on January 19, 2007, the City of Sequim's forecast is for a 21,760 population increase within the Sequim UGA between 2005 and 2025. OFM "High" Population projection is for a 20,137 population increase from the 2005 County population estimate to OFM's High Population 2025 forecast for the *entire county*. In essence, Sequim is predicting and planning for more growth within its UGA and the County than what is projected under the state's 2025 high population series projection for the whole county.

Clallam County adopted the 1996 City of Sequim Comprehensive Plan by reference as part of the Sequim-Dungeness Regional Comprehensive Plan (CCC 31.03.315). The 1996 City Plan adopted a 5% per annum growth rate to project population for the 20-year planning period (1995 through 2015). The County recognized that historic growth trends for the City of Sequim did not support a sustained 5% annual growth rate, but that regional growth in eastern Clallam County was exceeding this rate. In addition, preceding the City's 1996 comprehensive plan, the City experienced an average annual growth rate of 2.74%, with two years at 4.0% growth and one year at 5.02% growth (Appendix B). To plan for and encourage more UGA growth, the County's 1995 Comprehensive Plan used a population allocation to the City of Sequim based on the policy that the Sequim UGA "*shall be planned to accommodate a minimum annual growth in population of 2.5%, and shall anticipate and accommodate an annual population growth rate of 5% per year for the next 20-year*" (CCC 31.03.315(2)). From 1996 to 2003, the City did not come close to 5% annual growth, and only exceeded 2.5% in 1996. Starting in 2004, annual growth rose above 3%, with 2006 experiencing 6.34% growth. The table in Appendix B shows the population and population change from 1980 through 2006 for the City of Sequim.

City of Port Angeles

Population projections for the City of Port Angeles generated by the City of Port Angeles are presented in a table in the Comprehensive Plan for the City of Port Angeles amended in 2006. A modified version of this table to correct an error for the 2015 numbers is summarized below in Table 14. The city determined its population projections by

applying “the 2000 percentage of Clallam County’s population (64,179) attributed to the City of Port Angeles (28.5%)” to OFM’s projected intermediate growth population forecasts for Clallam County. For 2025 the City of Port Angeles anticipates a population of 22,159. This is over 2,210 more people, 11% higher, than predicted by the County using a linear projection based on the annual growth rate for the period 1990 to 2005 (Table 13). The city’s projected increase in population from 2000 to 2025 equates to a 0.75% compound annual growth rate.

The City of Port Angeles’ actual annual growth rate for the period 1990 to 2005 was 0.34%, but was 1.77% in 2006. Appendix B provides a historical perspective of the population change for the City of Port Angeles from 1980 through 2006, including the percent yearly change in population. With significant water supply capacity and the extension of sewer service to the western UGA and expansion of sewer to the eastern UGA anticipated for completion in 2007, there is expectation that the Port Angeles UGA will attract a higher percentage of regional growth in the next-20 years.

Table 14—Population Projections for the City of Port Angeles

Geographic Region	Year				
	2000	2010	2015	2020	2025
City of Port Angeles	18,397	19,309	20,169	21,190	22,159
Clallam County ¹	64,179	67,752	70,769	74,350	77,751

Source: Comprehensive Plan for the City of Port Angeles, amended in 2006.

1. The City of Port Angeles chose to use OFM’s projected intermediate growth population forecasts for Clallam County in their population analysis.

City of Forks

The 1996 City of Forks UGA Comprehensive Plan (CCC 31.07.040) forecasted the linear population growth factor for the UGA was 74.9 people per year for 20 years. Starting with a population of 4,361 in 1990, it was forecasted that the 2010 population would be 5,859. According to OFM SAEP estimates, from 1990 to 2000 there was only an increase of 13 people in the Forks UGA, indicating growth at significantly less than the 74.9 people per year. From 2000 to 2005, the OFM SAEP estimates indicate that the population in the UGA has been decreasing, but in 2006 the population increased by 35 people. The OFM estimates for the City of Forks show an increase in population of 327 from 1990 through 2006 with the population fluctuating up and down from a population high of 3,136 in 1992. Unless there is a significant increase in population growth, the Forks UGA will not reach the population estimate for 2010. The City of Forks Comprehensive Plan update in 2005 concluded that “based on the past ten year history,..... It is extremely unlikely that in the next nine years the City will see the projected increase forecasted in 1993 of over 40% growth during 1993-2013 period.”

5.0 Permitted Density

The GMA provides that at least every ten years, each County that designates UGAs shall review its designated UGA areas, and the densities permitted within the incorporated and unincorporated portions of each UGA (RCW 36.70A.130(3)). This section describes the permitted residential densities in the city and unincorporated zones for each UGA. In Section 6.0, UGA permitted densities are used to assess land availability to accommodate projected housing needs for each UGA.

The range of residential densities allowed within the Sequim, Carlsborg, Port Angeles, Forks, Joyce, and Clallam-Bay/Sekiu UGAs is described in Tables 15 through 20, respectively. These tables also provide a breakdown of each residential zone: 1) total zone acreage and percent of UGA; 2) percent of zone vacant; 3) percent of zone occupied with potential for redevelopment (e.g., subdividable) to higher residential density; and 4) percent of zone fully developed. Commercial and most mixed use zones that allow for residential development were excluded due to assumption that both current and anticipated future uses would be predominantly non-residential. The one exception was including the Urban Center (UC) zoning designation for the Joyce and Clallam Bay-Sekiu UGAs, which is characterized by a significant mix of residential, commercial, and other uses.

A summary of permitted residential densities allowed in each of the County's six UGAs follows. Additional details on the residential zones are available for review in Appendix A, Clallam County Zoning Code (CCC Title 33, Zoning), and the zoning codes of the cities of Sequim, Port Angeles, and Forks.

Sequim UGA

Allowed residential densities in the Sequim UGA range from 2 to 22 dwelling units per acre (du/acre), with more than 90% zoned for densities of 4 du/acre or higher (Table 15). Approximately 1,700 acres are vacant and an estimated 1,390 acres of developed residential lots are eligible for higher densities.

The city zones in the Sequim UGA have maximum allowed densities that range from 5 du/acre to 22 du/acre (Table 15). The Sequim Urban Residential II zone (S_R-II) at a maximum of 5 du/acre comprises over 82% of the residential acres in the city. This zone contains approximately 1,184 acres (60%) vacant lands and an estimated 506 acres (25.6%) of the zone contains developed residential lots that are eligible for higher densities. The other two residential zones in the city are S_R-III and S_R-IV and have maximum densities of 14 and 22 du/acre, respectively. The S_R-III is about 30% (74 acres) vacant and the S_R-IV is about 47% (80 acres) vacant, with an estimated 159 acres (63.4%) and 82 acres (48%), respectively, containing developed residential lots that are eligible for higher densities.

The remaining unincorporated area of the Sequim UGA has residential zones with maximum allowed residential densities ranging from 2 du/acre to 16 du/acre (Table 15), with the majority of the area being zoned to allow densities of 4 du/acre or higher. Unincorporated UGA residential zones contain approximately 361 acres (31%) vacant lands and an estimated 640 acres (55%) of developed residential lots that are eligible for higher densities.

The S(R-I) zone within the unincorporated UGA totals approximately 452 acres, or 9.8% of the UGA, and allows for a maximum residential density of 2 du/acre. Approximately 162 acres (36%) is vacant and an estimated 235 acres (52.1%) consists of developed lots eligible for higher densities. The S(R-I) designation (or equivalent) was adopted by both the City and County in 1996 due to: 1) existence of established residential neighborhoods that were not developed at 4 du/acre or higher densities; 2) distance to existing sewer and/or water infrastructure; 3) nuisance issues related to proximity to the Sequim Wasterwater Treatment Plant; and/or 4) reduced development potential due to existence of critical areas (e.g., wetlands). S(R-I) equivalent zones within the City were rezoned in 2006 to allow for densities of 4 du/acres or higher. The City's 2006 comprehensive plan update also supported zoning of remaining unincorporated S(R-I) zoned areas to increase the maximum allowed residential density from 2 du/acre to 4-5 du/acre upon annexation.

Table 15—Sequim UGA Residential Zoning

SEQUIM UGA	ZONING	MAXIMUM DENSITY (DU PER ACRE)	TOTAL ACRES	% VACANT	% OCCUPIED W/ REDEV. POTENTIAL	% FULLY DEVEL- OPED	% OF UGA	% OF UGA RES.
City	S_R-II	5	1,977	59.9%	25.6%	11.9%	43.0%	55.5%
	S_R-III	14	251	29.6%	63.4%	4.8%	5.5%	7.1%
	S_R-IV	22	171	46.6%	48.0%	2.6%	3.7%	4.8%
Unincorporated	S(R-I)	2	452	36.0%	52.1%	6.1%	9.8%	12.7%
	S(R-II)	4 to 5 ¹	643	26.9%	59.3%	14.0%	12.2%	18.1%
	S(R-III)	4 to 10 ¹	50	45.8%	29.2%	21.4%	1.1%	1.4%
	S(R-IV)	4 to 16 ¹	16	20.6%	74.7%	4.7%	0.3%	0.4%

1. Residential densities of up to 4 du/acre allowed without the purchase of transfer of development rights (TDR). Higher densities allowed with TDRs. The requirements for TDRs are explained in CCC 33.19.050.

Map 14, Sequim UGA Built Environment, shows that there are larger tracts of vacant lands in the southeast, east, southwest, center, and northwest sections of the City and UGA. There is more land vacant in the City of Sequim (32.6% of the vacant lands in the UGA) than in the unincorporated part of the UGA (6.9% of the vacant lands in the UGA). Besides the 3,560 acres of residential land, there is an additional 473 acres in commercial and 282 acres in mixed use zoning that allow residential development.

Carlsborg UGA

The Carlsborg UGA has almost 53% of its acres zoned for residential use (Table 16). The maximum allowed density within the Carlsborg Residential (CR) zone is 2 du/acre. Of the 265 residential acres zoned CR, 37% of it is vacant, and an estimated 20% of the zone contains developed residential lots that are eligible for higher densities.

The Carlsborg UGA is served in part by public water, but lacks public sewer. The Carlsborg subsurface materials consist mainly of gravels which are very permeable and do not filter sewage effluent. To address public health concerns, a maximum residential density of 2 du/acre was adopted for CR zones. This density is generally possible under local and state health rules for development served by public water, but no public sewer. In addition, the County requires that new on-site septic systems and repairs of failed systems shall utilize enhanced treatment technologies in order to achieve a minimum 50% percent reduction in nitrate discharge (CCC 31.03.350 (4)).

PUD No 1 of Clallam County in association with Clallam County is jointly sponsoring a sewer feasibility study. The Sewer Feasibility Study is intended to establish the planning and cost basis for the PUD, Clallam County, and the Carlsborg community to decide whether developing a sewer system to serve the Carlsborg UGA is appropriate. A key objective of the sewer system plan is allow the County and the community to consider increasing allowed residential densities to 4 du/acre or higher.

Although residential densities are limited to 2 housing units per acre, or about ½-acre per home, pockets of smaller lots and higher density residential development exist throughout the UGA, including a number of pre-existing, manufactured home parks. The manufactured home parks may be eligible for higher densities if a community sewage system is feasible and replaces community septic drain field areas within these developments. Similarly, a community sewage system would create future opportunities to allow for redevelopment of other Carlsborg lands encumbered by on-site septic drain fields.

Large parcels of vacant lands developable for residences exist in the northwest, southwest, and southeast sections of this UGA as shown on Map 15, Carlsborg UGA Built Environment. Besides the 265 acres of land zoned for residential use, there is an additional 60 acres in commercial zoning (23 acres) and mixed use zoning (37 acres) that allow residential development. The permitted residential densities in the commercial and mixed zones because of the subsurface soils are the same as the residential zones, 2 du/acre.

Table 16—Carlsborg UGA Residential Zoning

UGA	ZONING	MAXIMUM DENSITY (DU PER ACRE)	TOTAL ACRES	% VACANT	% OCCUPIED W/ REDEV. POTENTIAL	% FULLY DEVELOPED	% OF UGA	% OF UGA RES.
Carlsborg	CR	2	265	36.9%	20.3%	40.8%	52.6%	100.0%

Port Angeles UGA

Port Angeles UGA residential zones allow for densities ranging from 2 to 39 du/acre (Table 17). The 3,930 acres zoned residential contains approximately 976 acres vacant lands and an estimated 1,470 acres of developed residential lots are eligible for higher densities.

The residential zones in the city of Port Angeles range in maximum allowed densities from approximately 4 to 39 du/acre (Table 17). The P_RS7 and P_RS9 zones are the two largest residential zones in the city with 1,162 and 850 acres, respectively. These two zones make up almost 84% of the residential zones in the city. The P_RS7 zone (6.22 du/acre) is 75% fully developed, approximately 105 acres (9%) is vacant, and an estimated 160 acres (13.8%) contains developed residential lots that are eligible for higher density. The P_RS9 zone (4.84 du/acre) contains approximately 281 acres (33%) vacant lands and an estimated 405 acres (47.6%) of the zone contains developed residential lots that are eligible for higher densities. The cities higher density residential zones (9 du/acre to 39 du/ac) total 272 acres with approximately 61 acres vacant and an estimated 76 acres developed and eligible for higher densities.

Maximum allowed densities for the residential lands in the unincorporated UGA range from 2 to 15 du/acre (Table 17). Unincorporated residentially-zoned areas comprise approximately 1,522 acres, or 20% of the UGA. Approximately 462 acres (30%) of unincorporated residential zoned areas is vacant and an estimated 774 acres (51%) of these zones contains developed residential lots that are eligible for higher densities.

Approximately 96% of the Port Angeles UGA zones that allow residential development permit residential densities for new development at 4 du/acre or higher. Residential zones restricting new development to less than 4 du/ac is limited to the Urban Very Low Density (VLD) zones located in the unincorporated eastern UGA. The VLD zone allows for a maximum allowed residential density of 2 du/ac, or generally the maximum density allowed within areas served by public water and no public sewer. The lower density designation is attributed to one or more of the following factors: 1) existing residential lot sizes; 2) distance to city sewer services; and 3) presence of critical areas such as wetlands, marine bluffs, and critical aquifer recharge areas. Currently, sewer is being extended to the eastern Port Angeles UGA. Extending sewer into the eastern UGA will

provide the opportunity for the County and City to consider higher residential densities within the VLD zone, since sewer will mitigate some of the issues (water quality, bluff instability, and habitat) of development near sensitive areas related to on-site septic systems.

The unincorporated UGA also has a VLD/LD zone, urban very low density to low density, whereby the maximum allowed residential density is 2 du/acre and can be increased to 9 du/acre with transfer of development rights from rural sending areas. The VLD/LD zone is less than 9% of the UGA, is about 28% vacant, and an estimated 46% of the zone contains developed residential lots that are eligible for higher densities. No TDRs have been transferred since program inception in 1998.

Map 16, Port Angeles UGA Built Environment, shows that there are large parcels of vacant lands potentially available for residential development in the south, southwest, and east part of the UGA and northwest part of the city. In the Port Angeles UGA more than 7% of the land in the city is vacant, and in the unincorporated area it is 20% vacant. Besides the 3,930 acres of land zoned for residential use, there is an additional 476 acres in commercial zoning that allow residential development.

Table 17—Port Angeles UGA Residential Zoning

PORT ANGELES UGA	ZONING	MAXIMUM DENSITY (DU PER ACRE)	TOTAL ACRES	% VACANT	% OCCUPIED W/ REDEV. POTENTIAL	% FULLY DEVELOPED	% OF UGA	% OF UGA RES.
City	P_RS11	3.96	124	54.3%	44.3%	1.4%	1.6%	3.1%
	P_RS9	4.84	850	33.0%	47.6%	17.0%	9.2%	21.7%
	P_RS7	6.22	1,162	9.0%	13.8%	73.8%	15.2%	29.6%
	P_RTP	8.71	23	30.0%	27.6%	39.8%	0.3%	0.6%
	P_RMD	2 du, 12.44 ¹	117	29.1%	45.3%	24.4%	1.5%	3.0%
	P_RHD	2du , 38.56 ²	132	14.9%	12.9%	62.4%	1.7%	3.4%
Unincorporated	VLD	2.03	304	42.5%	41.7%	13.0%	4.0%	7.7%
	VLD/LD	2 to 9 ³	663	27.5%	45.5%	9.1%	8.7%	16.9%
	LD	9	351	31.0%	60.1%	7.6%	4.6%	8.9%
	MD	15	204	20.5%	65.9%	0.4%	2.7%	5.2%

1. 2 du for the first 7,000 sq ft., plus one unit for each additional 3,500 sq ft up to a maximum of 12.44 du/acre.
2. 2 du for the first 7,000 sq ft., plus one unit for each additional 1,000 sq ft up to a maximum of 38.56 du/acre.
3. Residential densities of up to 2 du/acre without TDR and up to 9 du/acre with TDR. For more specifics see CCC 33.13.050.

Forks UGA

The Forks UGA has 3,325 acres (70%) of its land in residential zones, with 1,103 acres (54%) of the City and 2,223 acres (84%) of the unincorporated area zoned residential (Table 18). In addition, approximately 348 acres of the City is zoned mixed use, the Overlay zones ((F_OL1 through F_OL6), that allow residential development. The Overlay zones act as truly transitional zones between established residential and commercial lands. The UGA has additional lands in commercial zoning that allows residential development.

Forks UGA residential zones allow for residential densities ranging from 1 dwelling unit per 5 acres to 17.4 du/acre (Table 18). The 3,326 acres zoned residential is approximately 2,175 acres are vacant and an estimated 812 acres of developed residential lots are eligible for higher densities.

The City of Forks F_R-1 zone covers approximately 372 acres of the UGA (11.2%) most of which (98%) is vacant land. The F_R-1 zone limits residential densities to 1 dwelling unit per 5 acres and was designated "to comply with the comments received from CTED, dated October 21, 1997, regarding the keeping of "densities low inside the incorporated urban growth area where urban services are not currently available..."." The parcels in this zone currently have little or no infrastructure in place, but are parcels likely to have urban development and/or infill development occur in time. When urban services are expanded into these areas, then those areas could potentially request rezoning into another zone that has higher densities (FMC 17.20.010).

Approximately 1,925 acres (44%) of the Forks UGA unincorporated UGA is zoned for maximum residential densities of 2 du/acre, or generally the maximum density allowed within areas served by public water and no public sewer. Of this, approximately 1,348 acres are vacant (70%) and an estimated 445 acres (23.1%) contains developed residential lots that are eligible for higher densities. The lower density designation is attributed primarily to lack of City sewer in these areas. Until it is economically feasible to extend city sewer service, densities will need to remain low in these areas (Clallam County Urban Growth Analysis, 1992). Slow growth within the Forks UGA prevents the City from investing in major sewer extensions, but the City is a willing service provider if a developer pays for such extension.

Map 19, Forks UGA Built Environment, shows that there are large parcels of vacant land available for development throughout the City of Forks and UGA. The UGA is about 49% vacant; with over 18% vacant lands located the city and over 31% vacant lands in the unincorporated UGA.

Table 18—Forks UGA Residential Zoning

UGA	ZONING	MAXIMUM DENSITY (DU PER ACRE)	TOTAL ACRES	% VACANT	% OCCUPIED W/ REDEV. POTENTIAL	% FULLY DEVELOPED	% OF UGA	% OF UGA RES.
City	F_R1	0.2	372	98.7%	0.0%	0.0%	7.8%	11.2%
	F_R2	2	184	64.3%	25.9%	0.3%	3.9%	5.5%
	F_R-3	5	540	42.5%	24.7%	25.8%	11.3%	16.2%
	F_R-4	17.42	7	41.4%	57.9%	0.0%	0.2%	0.2%
Unincorporated	URL	2.03	1,925	70.0%	23.1%	2.5%	40.3%	57.9%
	LD	9	298	36.2%	59.2%	1.1%	6.2%	9.0%

Joyce and Clallam-Bay Sekiu UGAs

Both the Joyce and Clallam Bay-Sekiu UGAs, have one residential zone, Urban Residential High (URH), with a maximum allowed residential density of 3.5 du/acre and a mixed use zone, Urban Center (UC) that allows 6 to 9.6 du/acre (Tables 19 and 20). In the Joyce UGA the URH zone comprises 75 acres, or 22% of the UGA, with approximately 39 acres (52.6%) vacant and an estimated 30 acres (39.9%) of developed residential lots that are eligible for higher densities. Besides the 75 acres of residential land, there is an additional 246 acres in mixed use zoning (UC) land that allows residential development. The UC zone in the Joyce UGA comprises almost 73% of the UGA with approximately 133 acres (33.8%) vacant and an estimated 133 acres (54.4%) of developed residential lots that are eligible for higher densities. Map 17, Joyce UGA Built Environment, shows that there are large parcels of land available for development throughout the Joyce UGA.

The residential land (URH) in the Clallam Bay-Sekiu UGA comprises 673 acres (59%) of the UGA, with approximately 406 acres (52.6%) vacant and an estimated 47 acres (7%) of developed residential lots that are eligible for higher densities. There is an additional 290 acres in mixed use zoning (UC) that allows residential development. Approximately 148 acres (51%) of the UC zone is vacant and an estimated 85 acres (29.3%) of developed residential lots that are eligible for higher densities. Map 18, Clallam Bay-Sekiu UGA Built Environment, shows that there are large parcels of land available for development throughout the UGA.

Table 19—Joyce UGA Residential Zoning

UGA	ZONING	MAXIMUM DENSITY (DU PER ACRE)	TOTAL ACRES	% VACANT	% OCCUPIED W/ REDEV. POTENTIAL	% FULLY DEVELOPED	% OF UGA	% OF UGA RES.
Joyce	URH	3.49	75	52.6%	39.9%	0.0%	22.0%	23.3%
	UC	6.21 to 9.6+ ¹	246	33.8%	54.3%	0.2%	72.5%	76.7%

¹. Minimum lot area is for a single family dwelling is 7,000 sq ft (6.21 du/acre); duplex is 9,000 sq ft (9.67 du/acre); triplex is 14,000 sq ft (9.32 du/acre); fourplex is 18,000 sq ft (9.67 du/acre); five or more du is 19,500 sq ft (11.15 du/acre) for a 5 unit structure plus 1,000 sq ft for each du which exceeds 5 units.

Table 20—Clallam Bay-Seki UGA Residential Zoning

UGA	ZONING	MAXIMUM DENSITY (DU PER ACRE)	TOTAL ACRES	% VACANT	% OCCUPIED W/ REDEV. POTENTIAL	% FULLY DEVELOPED	% OF UGA	% OF UGA RES.
Clallam Bay-Seki	URH	3.49	673	60.4%	7.0%	5.1%	59.2%	69.9%
	UC	6.21 to 9.6+ ¹	290	50.9%	29.3%	7.5%	25.5%	30.1%

¹. Minimum lot area is for a single family dwelling is 7,000 sq ft (6.21 du/acre); duplex is 9,000 sq ft (9.67 du/acre); triplex is 14,000 sq ft (9.32 du/acre); fourplex is 18,000 sq ft (9.67 du/acre); five or more du is 19,500 sq ft (11.15 du/acre) for a 5 unit structure plus 1,000 sq ft for each du which exceeds 5 units.

6.0 UGA Allocations

Based on OFM forecasts, the County's "UGAs" must include areas and densities sufficient to permit the urban growth that is projected to occur in the County for the succeeding 20-year period (RCW 36.70A.110(2)). The GMA provides that at least every ten years, each County that designates UGAs shall review its designated UGA areas, and the densities permitted within the incorporated and unincorporated portions of each UGA (RCW 36.70A.130(3)). RCW 36.70A.130(3) further states that the comprehensive plans of the county "shall be revised to accommodate the urban growth projected to occur in the county for the succeeding twenty-year period." To comply with RCW 36.70A.130 (3) the County has reviewed and evaluated the following information:

- UGA Characteristics (Section 2);
- Growth Trends (Section 3);
- Projected population growth for Clallam County and its cities (Section 4);
- Permitted densities in the cities and unincorporated UGAs (see Section 5);
- Projected population growth for the County and a range of UGA allocations of that growth through 2025;
- Land availability analysis for each UGA;
- Housing units needed for the 2025 planned population; and
- Capacity of UGA to accommodate urban growth projected to occur in the next 20 years.

This section contains recommended UGA population allocations through 2025, land availability within each UGA to accommodate urban growth to occur in the next 20-years and additional housing needed for planned UGA population allocations.

6.1 Planned Population Allocations

Table 21 shows recommended UGA population allocations through 2025 for each of the County's six UGAs. Adjustments were made to the UGA and city growth rates according to comprehensive plan policies, growth trends, available or planned infrastructure, and other considerations.

Table 21—Population Allocations for the UGA in the Next 20 Years

UGA	Estimate	Population Linear projection				Planned annual growth rate	Comments
	2005	2010	2015	2020	2025		
Sequim UGA	6,226	7,044	7,970	9,017	10,202	2.5%	Used annual growth rate from CCC 31.03.315
	6, 226	7,946	10,142	12, 943	16,519	5.0%	
Carlsborg UGA	828	921	1,024	1,139	1,267	2.15%	Historical growth rate
Port Angeles UGA	21,275	22,360	23,501	24,700	25,960	1.0%	
	21, 275	22,919	24, 691	26,599	28,654	1.5%	
Joyce UGA	58	61	65	78	72	1.09%	Static from 2000-2005, used projection of 1990 and 2000 data
Clallam Bay-Sekiu UGA ³	439	461	485	509	536	1.0%	
Forks UGA	4,070	4,202	4,338	4,479	4,624	0.64%	Used city compound annual growth rate

1. The population estimates for the UGAs were obtained from OFM SAEP.
2. The compound annual growth rates were determined for UGAs using data from 1990 and data from 2000 to 2005 except where noted otherwise.
3. The population estimates and forecasts for the Clallam Bay-Sekiu UGA do not include the prison population at the Clallam Bay Correctional Facility. The prison population has been relatively stable since the expansion in 1992. Since 2000, the prison population has ranged from 830 to 850.

The assumptions and support for the UGA population allocation were based on direction from the comprehensive plan, UGA growth trends, and infrastructure considerations and included:

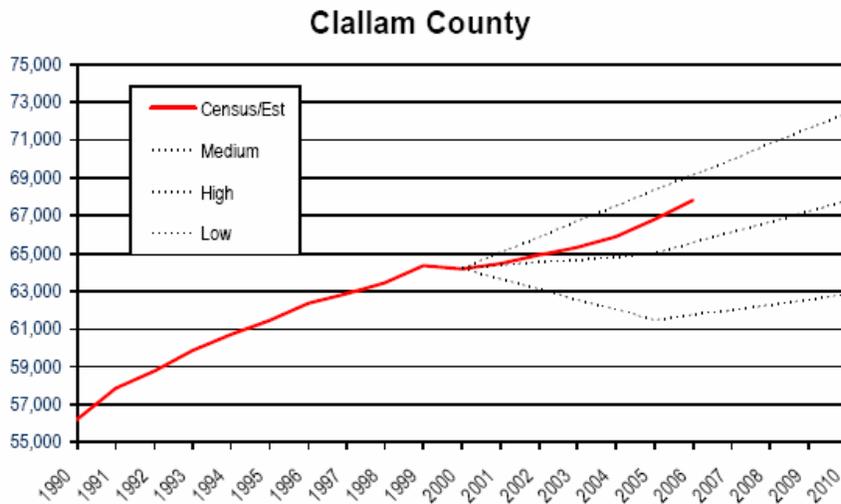
1. Minimum urban growth areas (UGAs) shall be established based upon land use demand as determined by the Clallam County twenty (20) year forecast of population for the County and specified subareas, so long as the County-wide forecast is not less than the most recent forecasts available from the Office of Financial Management (CCC 31.02.230).

Clallam County growth has historically followed a linear projection (CCC 31.02.230 (1) (a)). The County's linear population projection for 2025 of 84,130 (see Section 4.2 of Report) is close to the OFM 2025 High Series population

projection of 86,927 people. Furthermore, state OFM population estimates show growth in the County has been trending towards the High Series (Figure 7). In 2000 the County population was at the Intermediate Series line, but since 2000 the population estimates have been consistently sloping more steeply towards the High Series. Since 2000 the annual growth rate has had a fairly consistent increase from the low of -0.29% in 2000 to 1.50% in 2006 as shown in OFM's Tracking the 2002 GMA Projections.

Growth trends support the County utilizing the state OFM High Series Population Forecast, which projects that the County will grow over the next 20-years (2005 – 2025) by an estimated 20,137 persons from its 2005 estimate to OFM's High Series estimate for 2025(OFM, 2002). This constitutes a compound annual growth rate of 1.3%..

Figure 7—OFM Tracking of the 2002 GMA Projections for Clallam County



Source: Growth Management Population Projection Tracking Report from OFM (2006)

2. The annual growth rate for the County's three incorporated areas during the period 1990 to 2005 was Sequim at 1.81% (1,113 population gain), Port Angeles at 0.34% (930 population gain), and Forks at 0.64% (213 population gain). The County expects that population growth in the three cities to at least continue at this growth rate over the next-20 years.
3. Clallam County is a rural county (38.98 people per square mile) as defined by the State Legislature and identified by the State Office of Financial Management, based on population. The County expects to continue to see population growth in rural areas as a lifestyle choice, but seeks to shift to higher percentage growth in

the UGAs than past experience (CCC 31.02.230). This population shift requires competitive land market in UGAs, as well as attractive development opportunities and focused efforts to expand urban services. There are indicators of this population shift as evidenced by increases in residential building activity in the more intensively developed lands such as UGAs and LAMIRDs and lot creations in the UGAs in recent years (see Sections 4.3 and 4.4).

4. Planning for a shift of population growth from unincorporated areas to urban areas is consistent with the intent of the GMA and County Comprehensive Plan), and should also reflect subarea growth trends, in that growth usually occurs based on geographic preference (schools, climate, jobs, etc.) (CCC 31.02.230 (1)(c)). The County has adjusted the linear growth rates upward for the Sequim and Port Angeles UGAs to plan for the expected higher percentage of the regional growth in eastern Clallam County as follows:
 - For the Sequim UGA, the County continues to plan “to accommodate a minimum annual growth in population of 2.5%, and anticipate and accommodate an annual population growth rate of 5% per year for the next 20-year” (CCC 31.03.315 (2)). The decision to continue planning for this rate is supported by factors such as the higher three-year growth in the City in excess of 3%, recently approved developments and lot creations, and extension and adequacy of sewer and water infrastructure. The City of Sequim between 2004 to August 2006, gave preliminary or final approval for development of almost 2,600 dwelling units (Peninsula Daily News; August 1, 2006). Shifting population allocation to the City allows the City to plan for adequate infrastructure to support and encourage this shift;
 - For the Port Angeles UGA, the County plans for a minimum annual growth rate of 1.0% and up to 1.5%. This growth rate is above the 0.75% projected by the City for growth within the city and above the 0.34 % growth rate experienced between 1990 and 2005 for the UGA. Supporting factors for higher annual growth rates include renewed interest in the UGA based on recent population growth, subdivision activity, lot creations, and constructed and planned major infrastructure expansions. The latter included an expansion of City water, sewer and other services into the western UGA in 2005, and a planned major eastern expansion of City sewer anticipated to be constructed by the end of 2007. The eastern expansion will include an anticipated expansion of over 23,500 linear feet of sewer mains, servicing approximately three square miles of the eastern unincorporated UGA. The expectation is that with the new investment in infrastructure, Port Angeles growth has the potential to exceed the planned 1.0% rate, which is why the County is planning for a range of growth up to 1.5%. Allocating this range of growth to the City allows the City to plan for adequate infrastructure to support and encourage this population shift.

5. For the Carlsborg UGA, the County will apply an annual growth rate of 2.15%, which is consistent with the historical growth rate between 1990 and 2005 for this UGA. If a sewer system is feasible for Carlsborg and is installed, this growth rate could be higher, and policies to increase densities would be processed to accommodate that growth. However, the County is working to make sewer available. Maintaining the population allocation for this UGA consistent with past experience supports the investment in infrastructure, which in turn would accommodate increased densities in this UGA.
6. For the Forks UGA, the County has planned that the growth rate will be at least as high as the growth rate for the City of Forks (0.64%).
7. For the Joyce UGA, the County plans an annual growth rate of 1.09%, the historical growth rate from 1990 to 2000. Since 2000, the population in the Joyce UGA has remained fairly stable at 58 people according to OFM's SAEP.
8. For the Clallam Bay-Sekiu UGA, the County plans for a 1% annual growth rate. Since 2000 there has been a decrease in the population in this UGA. However, with the recent interest in Clallam Bay-Sekiu area as a more affordable retirement area, the County continues to encourage and plan for increased growth since there is infrastructure capacity available.
9. Infrastructure expansion of sewer and water, recent development approvals (residential subdivisions, commercial and industrial developments), and other UGA improvements (parks and recreation) in the Port Angeles and Sequim UGAs will result in a higher percentage of regional growth occurring within these respective UGAs. Clallam County consulted with the cities of Sequim, Port Angeles, and Forks to determine whether there was adequate sewer and water infrastructure and capacity to accommodate the planned population allocations for the Sequim, Port Angeles, and Forks UGAs. The cities confirmed that they had adequate infrastructure or planned expansions of infrastructure to handle the water and sewer needs of the population allocations through 2025:
 - According to the City of Sequim's Comprehensive Plan (2006), the city's "sewer treatment facility..... already has the capacity to handle up to 70% of the estimated build-out by year 2025, for the City, and the Urban Growth Area." The City of Sequim recently began its next planned phase of sewer treatment facility expansion. This upgrade will provide the facility "the capacity to handle the remaining build-out of all of the City lands, plus an additional 20% overflow capacity." The Oct 2006 update to the City of Sequim's Water System Comprehensive Plan states that there will be adequate water to accommodate a 2025 projected population of 22,000;
 - The City of Port Angeles' 2006 General Sewer Plan indicates that the wastewater treatment facility's capacity of 6.7 mgd will not be exceeded even with an anticipated growth of 1.0% through 2026. Moreover, the City

plans for an increase in capacity to 9.2 mgd before 2026. The City's March 2002 Water System Plan clearly "shows that the City has enough annual water right quantity to meet current and projected future needs." For 2020 the City projects a water demand of 9.0 mgd with a water right excess of 23.4 mgd;

- According to the Forks Comprehensive Plan (2004), the Forks water system has enough capacity to accommodate the needs of over 6,234 people which exceeds the planned population allocation by more than 1,600 people for the Forks UGA through 2025. The City of Forks has informed the County that their sewer system has an additional 35 to 40% capacity available in the system to accommodate population growth (personal communication, Rod Fleck, City Attorney/Planner, 2007).

Population forecasts are based on population information from prior years and growth trends. The future holds many uncertainties that could significantly change the population growth from what is predicted. To compensate for potential change, according to the County-wide Planning Policies (1992) and policies in the Comprehensive Plan (CCC 31.02.230 and CCC 31.02.250), the County population forecasts should be reviewed every five years to ascertain whether adjustments need to be made to the forecasts and how the deviation from the forecasts impacts the UGAs. The five year review should include an analysis of the previous ten year period. In the present review the County concludes that its existing UGAs continue to include an adequate 20-year land base, together with adequate existing and planned infrastructure capacity to accommodate the potential range of planned urban growth in that period.

6.2 Land Availability and Housing Needs

As required by RCW 36.70A.070(2), Clallam County performed an analysis of the housing needed for its planned growth. Section 6.1 discusses the planned population growth for the County and this section, Section 6.2, explains the land availability analysis performed by the County. Section 6.2 also considers whether there is enough residential land available to meet the 2025 planned population and housing needs.

Methodology

Table 22 summarizes the planned population to be allocated by 2025 and the additional units and acres needed to meet the planned population. The additional population to be allocated by 2025 was based on the assumptions discussed in Section 6.1. To summarize, the County is planning for an increase in population of over 18,500 people with most of the population increase to be located in the eastern part of the County especially in the Port Angeles and Sequim UGAs. The County and cities of Port Angeles and Sequim have encouraged and supported the expansion of infrastructure such as sewer, water, and roads and other UGA improvements such as parks and recreation to provide the services and features that would attract more population and be able to handle the additional capacity required. More specifics on the planned allocation assumptions are addressed in Section 6.1.

To calculate the number of additional units needed to handle the increase in population, the additional population to be allocated by 2025 for each UGA was divided by the Persons per Occupied Household (PPH) provided by OFM. The Sequim UGA has the lowest PPH at 1.9974 of all the UGAs due to the demographics of older, retired residents. On the other hand the Forks UGA has the highest PPH at 2.6774 as a result of younger residents with larger families and the need for low income residents to share households to reduce expenses in a depressed economy. As discussed in Section 6.1, the County has planned for a range of growth rates and associated additional population allocation for 2025 for the Sequim and Port Angeles UGAs. For both the Sequim and Port Angeles UGAs, the infrastructure and its planned expansions and upgrades have the capacity to handle the low and high growth rates proposed.

The additional housing units needed for the planned population allocations in each UGA was then divided by a minimum urban density to obtain the acres of residential land needed to accommodate the increase in housing and population. The minimum targeted urban density used was 4 du/acre. Due to current lack of sewer and permitted densities, a minimum density of 2 du/acre was also calculated for the Carlsborg UGA. City and county policies and zoning support higher densities in UGAs. If the County's six UGAs can accommodate the additional housing and population at the minimum urban density of 4 du/acre, then at the higher densities allowed in the UGAs there should be no problem to accommodate the housing needed and population increase. Permitted residential densities for all six UGAs are described in Section 5.0.

The acres needed to accommodate the increase in population were then compared to the vacant residential land available in each UGA. A reduction factor was applied to the amount of vacant residential lands available. Considering that there are critical areas that may not be buildable, configuration of parcels that may not allow for maximum densities, owners not interested in developing, and other issues that might decrease full buildout, a 25% reduction in the total vacant residential lands available was determined for each UGA. The Western Washington Growth Management Hearings Board has found that a 25% market factor to be an acceptable rate in most cases.

For the Clallam Bay-Sekiu UGA, the total residential vacant lands available were reduced further. The coastal area of the Clallam Bay-Sekiu UGA is considered a critical area because of landslide hazards as shown on Map 12. The 2005 Orthophoto in Map 18 shows that there are residences in this area. Development can occur in this landslide region with proper engineering and geologic review, but due to the limitations of the landslide hazard it is unlikely that development will occur at the zoning densities. Considering this issue, the County decided to use a higher reduction factor and decreased the amount of land for residential development by 50% for the Clallam Bay-Sekiu UGA.

Results

According to this analysis all of the UGAs have enough vacant residential land capacity to accommodate the 2025 planned populations for the UGAs and the associated housing needs. This is possible even with the 25% reduction (50% for Clallam Bay-Sekiu) in the amount of residential land that is vacant.

Sequim UGA. The Sequim UGA has adequate vacant residential lands to accommodate the population and housing needs for both the 2.5% as well as the 5.0% population growth rate using the minimum target density of 4 du/acre. According to the Sequim Public Works Department there is adequate infrastructure with the planned expansions to both sewer and water to accommodate the planned population increase at both the 2.5 and 5.0% annual growth rates. The Sequim Public Works Department states that they are planning for infrastructure capacity to accommodate a 6.5% annual growth rate through 2025.

Carlsborg UGA. The Carlsborg UGA requires about 10% more vacant residential land than currently available when using a minimum targeted density of 2 du/acre and a 25% reduction factor. In the next 20 years it is exceedingly likely that a sewer system will be constructed in the Carlsborg UGA and densities will likely be increased to a minimum density of 4 du/acre or higher. This would decrease the number of acres needed by at least half and the residential vacant lands would be more than adequate to accommodate the population increase as shown in Table 22. In addition, there are also 54 acres of residential land in the Carlsborg UGA where redevelopment is possible and 60 acres of commercial zoning (23 acres) and mixed use zoning (37 acres) that allow residential development and in which some residential development will occur.

Port Angeles UGA. The Port Angeles UGA has enough vacant residential lands to accommodate the population and housing needs for both the 1.0% as well as the 1.5% population growth rate using the minimum target density of 4 du/acre. The Port Angeles Public Works Department confirmed that there is adequate infrastructure with the planned expansions to both sewer and water to accommodate the planned population increase at both the 1.0 and 1.5% annual growth rates.

Joyce, Clallam Bay-Sekiu, and Forks UGAs. The western part of Clallam County is an economically depressed area. As a result, the western UGAs have experienced stagnant and even decreasing population between 2000 and 2006. The planned populations allocated for the Joyce and Clallam Bay- Sekiu UGAs are low because their base populations are low. Because of the low allocated population planned for the western UGAs, the housing needs and land needed to accommodate the population and associated housing is low. Clallam County is a rural county, having less than 39 people per square mile according to OFM. These western UGAs were designated because of their historical positions as population and service centers in this extremely low density, rural area of the County¹. Their boundaries were designated in part to reflect the ability to provide urban services, including water, sewer, schools, etc. The desire to support and build up these urban communities in the West end demands special consideration. The County recognizes that these UGAs vary from general guidelines balancing population allocation and land capacity that have developed through decisions of the Western Washington Growth Management Hearings Board.

¹ The City of Forks constitutes an UGA area by law under the GMA and an unincorporated UGA was designated in the County's initial comprehensive plan process.

Clallam County determines, however, that these communities present unique local circumstances in a rural county, and it exercises its authority to provide more flexibility consistent with the GMA. The GMA affords rural counties the flexibility under RCW 36.70A.011 “to create opportunities for business development.” Having UGAs with urban services in the western part of the County provides opportunities for business development and retention and expansion of existing businesses. This is also consistent with the economic development goals of RCW 36.70A.020(50) in which counties and cities should “promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth.”

The analysis of land capacity and housing needs indicates that there are adequate lands to meet the County’s planned population for 2025 and the associated housing needs. This is possible even with the 25% reduction (50% reduction for Clallam Bay-Seki) in the amount of residential land that is vacant and using a minimum targeted density. County Comprehensive Plan and Zoning policies encourage and support higher densities. If the UGA can accommodate the additional housing and population at a minimum target density, then at the higher densities allowed in the UGAs there should be no problem to accommodate the housing needed and population increase. There is also additional capacity available in lands that aren’t vacant but have infill and redevelopment potential. Other factors that would increase land capacity are special incentive bonuses such as clustering and transfer of development rights, planned unit developments, and increased densities when unincorporated UGA lands are annexed to the cities. Moreover, some commercial and mixed use lands allow residential development. Recently the cities of Sequim and Port Angeles developed policies that support housing above commercial development.

In summary, findings from the County’s analysis of land capacity and housing needs indicates that there are adequate lands in all six UGAs to meet the County’s planned UGA populations for 2025. There is also adequate sewer and water infrastructure or planned infrastructure to accommodate the planned population allocations through 2025 for the Sequim, Port Angeles, and Forks UGAs. Based on the analysis and review, the six County UGAs have capacity to accommodate urban growth projected to occur in the next 20-years.

Table 22—Housing Needs and Land Capacity for the Planned Population Allocated by 2025

UGA	2006 Population	2025 Estimated Population	Additional Population to be Allocated by 2025	PPH	Additional Units Needed	Minimum Targeted Density	Acres Needed	Residential Acres Vacant	Reduction Factor	Adjusted Residential Acres Vacant
Sequim 2.5%	6,364	10,202	3,838	1.9974	1,921	4	480	1,701	25%	1,275
Sequim 5.0%	6,364	16,519	10,155	1.9974	5,084	4	1,271	1,701	25%	1,275
Carlsborg	828	1,267	439	2.0138	218	2	109	98	25%	73
						4	55	98	25%	73
Port Angeles 1.0%	21,610	25,960	4,350	2.2419	1,940	4	485	1,427	25%	1,070
Port Angeles 1.5%	21,610	28,654	7,044	2.2419	3,142	4	786	1,427	25%	1,070
Joyce	58	72	14	2.4288	6	4	2	40	25%	30
Clallam Bay-Sekiu	462	534	72	2.2887	31	4	8	406	50%	203
Forks	4,105	4,624	519	2.6774	194	4	49	2,173	25%	1,630

1. Persons per Occupied Housing Unit (PPH) were obtained from OFM. OFM recommended using PPH rates from the 2000 Census.
2. Clallam Bay-Sekiu UGA was provided a 50% reduction factor for vacant residential lands because of the potential landslide hazard in the area.
3. Planned population allocations do not include the Clallam Bay Correctional Facility since the population has consistently been at 830 to 850 prisoners. There is no plan to expand the facility at this time.

7.0 Conclusions

Clallam County performed an analysis of the housing needed for the projected growth as specified in RCW 36.70A.070(2). In accordance with RCW 36.70A.110(2), the County through its analysis has determined that the six UGAs have sufficient lands and densities to meet the urban growth that is projected to occur in the County through 2025. Clallam County concludes from its Urban Growth Area Analysis and 10-Year Review that the County's existing UGAs continue to have an adequate 20-year land base, together with adequate existing and planned infrastructure capacity to accommodate the potential range of planned urban growth through 2025.

Opportunities to increase densities and encourage growth with UGAs should be continued to be explored in County and City. Examples of recent efforts include: 1) the cities of Sequim and Port Angeles updates to support housing above commercial development; 2) City of Sequim density incentives for affordable housing; and 3) County sewer planning for the Carlsborg UGA. Additional strategies to consider in coordination with cities and affected neighborhoods include, but are not limited to: 1) higher densities in the eastern Port Angeles UGA, which can be supported by the major sewer extension into this area to be completed in 2007; 2) consider Sequim's 2006 updates to their comprehensive plan that support increasing densities from 2 du/acre to 4-5 du/acre in the unincorporated S(R-I) zone (City will support higher density upon annexation); and 3) reevaluate the Clallam County Transfer of Development Right (TDR) program.

The TDR program designates receiving areas and provides for density incentives within the unincorporated Port Angeles UGA and Sequim UGA, where development rights from designated agricultural and rural lands are transferred. No TDRs have occurred since program inception in 1998. The cities of Sequim and Port Angeles currently do not designate receiving areas within the city, and unincorporated receiving areas are lost upon annexation.

The County will continue to evaluate population growth and land capacity. In accordance with the County-wide Planning Policies (1992), CCC 31.02.230, and CCC 31.02.250, the population forecasts will be reviewed every five years to assess impacts on the UGAs and whether there is a need to make adjustments to forecasts, allocations, and the UGA boundaries. However, this should not preclude consideration of UGA boundary changes within the next five years that: 1) address irregular UGA boundaries or more logical boundaries for urban growth; 2) provide for more efficient provision of public services; 3) address employment growth and retention; and/or 4) promote infill of urban growth.