



**PORT ANGELES**  
WASHINGTON, U.S.

DEPARTMENT OF  
COMMUNITY & ECONOMIC DEVELOPMENT

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**TO:** Planning Commission  
**FROM:** Ben Braudrick, Associate Planner  
**MEETING DATE:** May 11, 2022  
**RE:** 2022 Comprehensive Plan Amendment Application No. 22-35  
**APPLICANT:** City of Port Angeles Department of Community and Economic Development  
**LOCATION:** Citywide  
**REQUEST:** Annual amendment process to the City of Port Angeles Comprehensive Plan to meet the requirements of the Washington State Growth Management Act.

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#### **EXECUTIVE SUMMARY AND BACKGROUND**

The City of Port Angeles performs an annual amendment cycle for the Comprehensive Plan. All proposed amendments to the Comprehensive Plan are considered concurrently on an annual basis from July 1st through June 30th and can be adopted no more than once during this period, except those amendments conforming to the GMA may also be adopted whenever an emergency exists. Comprehensive Plan amendment proposals must be submitted no later than March 31<sup>st</sup>. The City did not receive any amendment proposals from the public.

In Fall of 2018, City Council finalized a two-year strategic plan outlining priority projects for the next two years. A priority during that process was based on equity of distribution of workflow among departments. Numerous projects were identified for the Community and Economic Development Department, but housing related items became the primary focus of the 2019/2020 work effort. As a result, the Climate Action Plan was assigned to the Fire Department for completion in 2019. In November the Fire Department in conjunction with the ad hoc Climate Action Planning Group (CAPG) put a series of recommendations to City Council that resulted in the follow up work being assigned to the Planning Commission.

The Planning Commission formed a subcommittee which regularly met for one hour twice per month prior to the regular planning commission meeting. Between December 2019 and February 2020 the city facilitated four open public subcommittee meetings. With staff facilitation, the subcommittee recommended a workplan for Planning Commission consideration, drafted a list of suggested volunteer tasks and objectives, and collected a list of potential volunteers.

Due to administrative issues that arose related to capacity to manage Public Records and Open Public Meetings Acts requirements during the Planning Commission subcommittee led greenhouse gas inventory and climate action plan work utilizing volunteers for data collection and management, planning staff requested that City Council allocate funding in order to produce a request for proposal and contract with a private consultant to assist in producing a greenhouse gas study and Climate Resiliency Plan.

In February of 2020 City Council directed staff to pursue a professional services agreement with a consultant to complete the City's climate resiliency planning effort and in November of 2020 City Council approved the selection of Cascadia Consulting to complete four tasks: (1) Kick-Off Meeting & Project Management, (2) Public Outreach & Participation Plan, (3) Community & Municipal Greenhouse Gas Inventory, and (4) Climate Resiliency Plan. As part of this process, Council also formed a Council Climate Action subcommittee.

A project kick-off meeting (See Appendix C) took place in January of 2021 with City Staff, City Council Climate Action Subcommittee members, some of the Planning Commission CAPG members, a volunteer member of the CAPG, and the Clallam County Internal Climate Taskforce Leader.

A Greenhouse Gas Inventory (See Appendix B) and Public Outreach Plan (See Appendix D) were adopted in coordination with city staff, Planning Commission, the Council Climate Action Subcommittee, and CAPG volunteer input. Staff also led the Planning Commission in a Climate Action SWOT analysis of each Comprehensive Plan element (See Appendix E). These initial planning efforts helped to guide the creation of the Climate Resiliency Plan and may further guide implementation and future Periodic Updates to the Comprehensive Plan.

Two virtual community workshops took place at integral steps in the plan's development. The first November 17<sup>th</sup> workshop focused on the goals and priorities of the plan (See Appendix F). The second workshop, held on March 16<sup>th</sup> focused on the Plan's strategies, actions, and multicriteria analysis (See Appendix G) to help prioritize top actions for analysis. The staff and consultant team developed each draft deliverable for review and input by the CAPG volunteers, Planning Commission, and Council Climate Action Subcommittee. Continuous engagement with these groups throughout the process helped to inform the City staff and consultant team next steps and engagement opportunities. Cascadia Consultants facilitated four meetings with the CAPG from March 2021 to March 2022 to provide guidance for the group's engagement activities and request input on the plan's deliverables. The collective result of all aforementioned individual efforts is the Draft Climate Resiliency Plan provided as Appendix A of this staff report.

## **PROPOSED PLAN ELEMENTS**

The plan is built to mirror the planning and public engagement process that was detailed in the executive summary. It introduces the purpose and background of the plan, details the process and results of the greenhouse gas inventory, describes the goals strategies and actions, and outlines the planned next steps for an implementation process that is scheduled to begin in June 2022.

### Greenhouse Gas Study

The greenhouse gas study is broken into both municipal government and community-wide inventories and categorizes emissions into several sectors, including:

#### Municipal Government Emissions

- Buildings & Facilities
- Streetlights & Traffic Signals
- Vehicle Fleet
- Solid Waste Facilities
- Water & Wastewater Treatment Facilities

#### Community Emissions

- Commercial Energy
- Industrial Energy
- Process & Fugitive Emissions
- Residential Energy
- Solid Waste
- Transportation
- Upstream Impacts of Activities
- Water & Wastewater

### Climate Resiliency Plan

The Resiliency Plan itself is broken down into five sectors. The sectors include:

- Community Health and Wellbeing;
- Ecosystem Health;
- Transportation;
- Buildings and Energy; and
- Consumption and Waste

Each sector includes goals that focus on the broad interest of the sector, city progress, and community-wide progress. The first public workshop served to direct what goals should be included and what goals didn't fit Port Angeles' unique circumstances. Two strategies defining the success of the plan are included in each sector and actions are provided that define how that

success will be achieved. In all, 70 actions are included in the plan, 40 of which went through a multicriteria analysis (MCA) to evaluate the action's relative performance based upon impact, equity, affordability, feasibility, community support, and co-benefits.

The MCA process is new to the City's comprehensive planning efforts. The process is designed to assess a representative set of priority actions as well as actions that may be controversial or need additional refinement. It is very important to note that this means that some of the most promising actions were intentionally excluded from the MCA, due to a high confidence each would be included in the Plan. Conversely, less promising actions (e.g., less impactful, more controversial) were included in the MCA, to gather more data on whether they were appropriate for Port Angeles to pursue. Whether or not the project team evaluated an action through the MCA is not an indicator of whether the action will or will not be taken by the City—all actions in the Plan are recommended for Planning Commission and City Council to consider including in the final plan, some to be considered for integration into the next Comprehensive Plan update. The MCA data information will help guide the process of timing and prioritization during the following implementation planning phase.

Finally, the plan includes indicators to assess implementation of the strategies and actions. The indicators provide a metric for the relative success of the Plan's strategies and actions that serve to improve each sector and, as an outcome, quality of life in the City of Port Angeles.

**PROCEDURE:**

On April 22, 2022 the Planning Division submitted its 60-day notice of intent to amend the City's Comprehensive Plan to the Washington State Department of Commerce (WSDOC). In accordance Port Angeles Municipal Code Chapter 18.04.040 states that Planning Commission will conduct a public hearing on the Amendment prior to or during May and City Council public hearings will be conducted prior to or during June. City Council's decision shall be rendered no later than June 30. This meets the requirements of the Washington State Department of Commerce. Notice of the application was provided on the following dates and in the following manner:

1. 4/22/22: Notice to WSDOC of Intent to Amend the Comprehensive Plan
2. 5/5/22: City of Port Angeles Website
3. 5/6/22: City Hall, Notice Board
4. 5/7/22: Peninsula Daily News, Circulation

**COMMENTS:**

The public comment period is 14 days, closing on May 21, 2022. No public comment has yet been submitted associated with this public comment period. The Director requested that Planning Commission review and provide feedback and suggested changes to Draft Climate Resiliency Plan.

## **FINDINGS OF FACT & STAFF ANALYSIS**

Analysis and findings of fact from Department of Community and Economic Development (DCED) Staff are based on the entirety of the application materials, Port Angeles Municipal Code (PAMC), standards, plans, public comment, and all other materials available during the review period. Collectively the information contained in the staff report is the record of the review. The findings and analysis section this report are a summary of the DCED Staff completed review.

### **Port Angeles Municipal Code**

Section 18.04.040 - Annual amendment cycle.

All proposed amendments to the Comprehensive Plan shall be considered concurrently on an annual basis from July 1st through June 30th and shall be adopted no more than once during said period, except that amendments conforming to the GMA may also be adopted whenever an emergency exists. Amendment proposals should be submitted, public hearings will be conducted, and action shall be taken, in accordance with the following schedule:

A. Comprehensive Plan amendment proposals shall be submitted no later than March 31st;  
*Staff Analysis: The Comprehensive Plan amendment proposal was submitted as a part of the 2022 City of Port Angeles work plan.*

B. The Washington State Department of Community, Trade and Economic Development (CTED) shall be notified of Comprehensive Plan amendment proposals no later than May 1st;

*Staff Analysis: Planning staff provided notice to the Washington State Department of Commerce on April 22, 2022.*

C. Planning Commission hearings will be conducted prior to or during May;

*Staff Analysis: A Planning Commission public hearing is scheduled for May 11, 2022.*

D. City Council hearings will be conducted prior to or during June;

*Staff Analysis: A City Council public hearing is scheduled for June 7, 2022*

E. The City Council's decision shall be rendered no later than June 30th and shall be transmitted to CTED within ten days after final adoption. The proposed amendments meet the requirements of the Washington State Department of Commerce for periodic updating of the Comprehensive Plan. The requirements of the Washington State Department of Ecology to modify the City's approach to stormwater management have been incorporated into the Comprehensive Plan.

*Staff Analysis: A City Council Decision is scheduled for June 21, 2022.*

Section 18.04.060 - Comprehensive Plan amendment elements.

Comprehensive Plan amendments shall address the following elements:

A. Demonstration of why existing Comprehensive Plan provision(s) should not continue in effect;

*Staff Analysis: The proposed amendment is adding a Climate Resiliency Plan to the Comprehensive Plan as an associated document. The proposal is integrating new policy that does not directly replace or conflict with existing goals and policies.*

- B. Demonstration of how the amendment complies with the Growth Management Act's goals and specific requirements;

*Staff Analysis: Proposed changes are not in conflict with the Plan's current compliance with the Growth Management Act, as they are meant to make the current Plan reflect current issues facing the City of Port Angeles over the next 20 years.*

- C. Demonstration of how the amendment complies with the County-wide planning policies;

*Staff Analysis: Proposed changes are not in conflict with the Plan's current compliance with the Clallam County-Wide Planning Policies as they are proposing municipal and citywide practices that are more sustainable, reduce environmental impacts, reduce waste, and promote regional economic and environmental resilience.*

- D. Demonstration of how the amendment is consistent with the Capital Facilities Plan and the comprehensive services and facilities plans;

*Staff Analysis: Proposed changes may instigate the revision of some of the Capital Facilities Plan projects. The Climate Resiliency Plan is not directive on specific changes to these projects; however, it includes goals to reduce the city's carbon footprint using greenhouse gas emissions as a metric. The Plan's policies include draft indicators that will assist in measuring the success of the Plan's implementation. The Plan poses no conflict. It does propose changes to city operations and capital projects to be more sustainable, cost effective, consider long range effects, reduce environmental impacts, reduce waste, and promote regional and environmental resilience.*

- E. Demonstration of how the amendment is in the public interest and is consistent with the public health, safety and welfare;

*Staff Analysis: Proposed changes continue support of the public interest and seek to improve public health, safety, and welfare by providing policy guidance to reduce cost of City services promote sustainability, consider long range planning and economic decision-making, reduce environmental impacts, reduce waste, and promote regional and environmental resilience.*

- F. Consideration of the cumulative effect of all proposed Comprehensive Plan amendments.

*Staff Analysis: The cumulative effect of the proposed amendment is a Plan that better prioritizes sustainable City development and better directs the City Council in its efforts to improve the City of Port Angeles for the benefit of all its residents and the environment.*

- A. Public hearings on Comprehensive Plan amendments shall be conducted by the Planning Commission and the City Council in accordance with the schedule set forth in PAMC 18.04.040.

*Staff Analysis: Public Hearings will be held on May 11, 2022 with the Planning Commission and June 7, 2022 with the City Council.*

- B. Notice of public hearings on Comprehensive Plan amendments shall be provided in the same manner as set forth in PAMC 17.96.140 for public hearings required pursuant to the Zoning Code.

*Staff Analysis: Notice has been provided via the City Website on May 5, 2022, City Notice board on May 6, 2022, and Peninsula Daily News legal advertisement on May 7, 2022.*

#### 18.04.090 - Comprehensive Plan amendment decisions.

- A. The Planning Commission shall make a recommendation to the City Council on all Comprehensive Plan amendments.

*Staff Analysis: Staff has incorporated suggested edits from the Planning Commission and has recommended that the Planning Commission recommend approval of the 2022 Comprehensive Plan Amendments on either May 11, 2022 or May 25, 2022 with a continued public hearing.*

- B. The City Council shall make the final decision on all Comprehensive Plan amendments. The Council's decision shall be supported by written findings and conclusions, which shall address the elements set forth in PAMC 18.04.060.

*Staff Analysis: City Council will make a final decision on the 2022 Comprehensive Plan Amendment on June 21, 2022.*

#### **Environmental Review**

The City has issued a Determination of Non-Significance (No. 1448) for this proposed action on May 7, 2022, per WAC 197-11-340.

#### **Consistency**

In preparation and submission of a Comprehensive Plan Amendment application, City Staff has demonstrated that all standards will be met in accordance with the Port Angeles Municipal Code and RCW 36.70a.

#### **Recommendation**

The Planning Division proposes the Planning Commission recommend adoption of the Climate Resiliency Plan and approval of the 2022 Annual Comprehensive Plan Amendment (Application No. 22-35) citing 3 conclusions in support of that action.

### DECISION, CONCLUSIONS, & CONDITIONS

Having reviewed and considered the staff report, application materials, public comment, and all the information presented, the Planning Division is providing the following three alternative recommendations to the Planning Commission:

1. Continue the public hearing to the regular May 25, 2022 Planning Commission meeting to incorporate suggested changes and allow additional public comment on the 2022 Annual Comprehensive Plan Amendment (Application No. 22-35);
2. Provide any final suggested changes to the Comprehensive Plan Amendment (Application No. 22-35) to be included in the recommendation to City Council with any minor changes based upon continued public comment and staff input; or
3. Recommend approval of the 2022 Annual Comprehensive Plan Amendment (Application No. 22-35) to City Council with any minor changes based upon continued public comment and staff input, citing the Appendix A – Climate Resiliency Plan, Appendix B – Greenhouse Gas Inventory Council Memo, Appendix C – Climate Resiliency Plan Kickoff Notes, Appendix D – Climate Resiliency Plan Public Outreach Plan, Appendix E – Comprehensive Plan SWOT Analysis, Appendix F & G – Public Workshop synopses, and the following 3 conclusions in support of that action:
  1. The proposed amendments to the Comprehensive Plan are in compliance with the State’s requirements for updating the Comprehensive Plan under the Growth Management Act and with Section 18.04.040 of the Port Angeles Municipal Code.
  2. The Comprehensive Plan amendments are not in conflict with the City’s development regulations or Capital Facilities Plan and will not reduce the level of service required by the Comprehensive Plan for those urban services necessary to serve development projects.
  3. The Comprehensive Plan was last thoroughly reviewed and amended in 2019. This 2022 amendment is a part of a City recognized annual amendment cycle.

### APPENDICES

A – Draft Climate Resiliency Plan

B – Greenhouse Gas Inventory Council Memo

C – Kick Off Meeting Notes

D – Public Outreach Plan

E – Planning Commission Comprehensive Plan SWOT Analysis

F – November 19 Workshop Results

G – March 16 Workshop Results