

# City of Port Angeles 2025 Comprehensive Plan

## VOLUME II



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# Appendix A: Land Use

## A-1: Community Profile

### City History

The City of Port Angeles has long been the primary urban center of the North Olympic Peninsula.

The earliest residents of the area were the S'Klallam Tribe ("Strong People"), Native Americans who were sustained by the region's abundant natural resources. These same natural resources - the naturally protected deep-water harbor, abundant coniferous forests, prolific wildlife and marine resources, and an overall natural beauty also attracted the first non-natives to the area and continue today to encourage visitors and new residents alike from all walks of life. In 1855, as the non-native population grew, the S'Klallam leaders signed a treaty with the Federal government, ensuring their continued ability to hunt, fish, and gather on their usual grounds.

Known variously as "Old Dungeness," "False Dungeness," "Cherbourg," and "Port Angeles," the settlement was intermittent and sporadic throughout the city's early history.

In 1862 (largely due to the efforts of one man, Victor Smith, the "Father of Port Angeles"), President Abraham Lincoln signed an executive order setting aside 3,520 acres of land on the site as a U.S. Government Lighthouse and Military Reservation.

Soon after, the original townsite layout was platted by the US Army Corps of Engineers, and the townsite of Port Angeles has endured to this day.

Patterned after the plan of Cincinnati, Ohio (substituting the Harbor for the Ohio River), the streets are arranged and named the same: Front, First, Second, etc.; at right angles to these are Tumwater, Cedar, Pine, Valley, Cherry, Oak, Laurel, Vine, and Race Street.

While the City has benefited greatly from that original planning with its grid-pattern street layout, various challenges have also arisen, such as utility service provision and circulatory problems, due to the land's topography. Six different streams, with associated ravines, flow through the community, flowing north from the foothills of the Olympic Mountains and quickly making their way to the Strait of Juan de Fuca. They are: Dry Creek, Tumwater Creek, Valley Creek, Peabody Creek, Ennis Creek, White's Creek, with Lee's Creek, and Morse Creek located within the City's Urban Growth Areas.

Despite such early planning, a major settlement did not take place within the city until 1887, with the founding of the Puget Sound Cooperative Colony. A social experiment in communal living, the Colony contributed greatly to the early expansion of Port Angeles.

Although short-lived, this settlement near the mouth of Ennis Creek built a sawmill, lath-mill and shipyard; constructed a 58-foot propeller-driven schooner ("The Angeles"); started the first newspaper in town ("The



*Port Angeles, as depicted in a 1917 Army Corps/USGS survey map (Image: University of Texas, Perry-Castañeda Library Map Collection)*



*This detail of the "Ennis Creek" mural depicts a 1700s-era S'Klallam village. (Image: Feiro Marine Life Center)*

Model Commonwealth"); and built the first schoolhouse, office building and a city opera house - in addition to founding four different churches in Port Angeles. The colony was largely disbanded by 1889 due to internal disputes, but many of the colonists stayed and blended with the rest of the thriving community.

By 1890, the city's population had soared to over 3,000 people, and the Government Reserve, established 28 years earlier, had become a bottleneck to progress, completely restricting further city development because it could not legally be homesteaded. The result was a "land rush" onto the federal property, as citizens took matters into their own hands as "Reserve Jumpers" - moving in masse onto the reserve, platting lots, and establishing homesteads. Eventually, after being forced to recognize this matter officially, Congress conceded ownership of the Reserve to the squatters and opened the Reserve for sale to the public.

The year 1890 was also notable as the year Port Angeles was officially incorporated as a city in the newly established State of Washington, and that same year, it also became the County Seat of Clallam County.

Thereafter, the City grew more slowly and developed much as other small towns in the Pacific Northwest. Gone were the early pretensions of becoming a great seaport or second national city patterned after Washington, D.C.

Logging and timber have long been important industries, and in 1914, Port Angeles was home to the world's largest sawmill. In 1920, a large pulp and paper mill was built by Washington Pulp and Paper Company. Purchased a few years later and operated by Crown Zellerbach for over 60 years, the paper mill, located at the base of Ediz Hook. The facility is now owned by McKinley Paper Company, which shut down operations in 2024.

The City experienced sporadic growth until the linking of Port Angeles with the transcontinental railroad in 1914 brought increased prosperity. As rail transport increased and sea travel waned, Port Angeles surpassed Port Townsend as the major center for trade and commerce on the Olympic Peninsula. Sustained largely by the marine trades, the forest products and fishing industries, Port Angeles became a classic American small town and the center of urban life on the North Olympic Peninsula.

In 1922, the Port of Port Angeles was formed. The natural deep-water harbor has always attracted shipping as well as commercial and sports fishing. The Port now operates the Boat Haven Marina and the William Fairchild International Airport, in addition to managing many of the shoreline properties west of downtown Port Angeles.

The first Coast Guard air station on the Pacific Coast was established at Ediz Hook on June 1, 1935. It is the oldest United States Coast Guard Station in the country. The piece of land currently occupied by the Coast



*Port Angeles, as located in Clallam County and relative to Washington State.*



*Downtown Port Angeles was dramatically transformed in 1914 when street-level grades were raised 12 feet or more following a massive sluice operation - effectively a man-made mud slide using a nearby hillside for source material.*

Guard Station is the one remaining part of the military reservation that once encompassed all of what is now Port Angeles. The station officially became Coast Guard Group Port Angeles in September 1944 and received its first helicopter in 1946.

The downtown streets in 1914 were the largest civic project. That project established the current street elevation downtown, creating basement levels for then-existing businesses (now the "Port Angeles Underground"). The Olympic Power Company was formed in 1911 to construct the Lower Elwha Dam. The County Courthouse was built on Lincoln Street in 1915. A new fire station was built in 1931. A new police station and jail were built in 1954, and a new City Hall in 1987. In 1953, Port Angeles received the "All American City" award.

The City has used zoning to coordinate development and growth since the 1930s, and in the early 1960s, made a determined effort to improve planning through the development of a "701" master plan, along with new zoning and subdivision ordinances.

## Current Characteristics

Map A-1: Environmentally Sensitive Areas



This map is not to be used as a legal description. This map is produced by the City of Port Angeles for its own use and purposes. Any other use of this map/drawing shall not be the responsibility of the City.

*This map of Port Angeles' "environmentally sensitive areas" shows general locations of marine bluffs, ravines, shoreline buffers and modified fill areas.*

## **Location**

The City of Port Angeles is located in Clallam County on the northern coast of Washington's Olympic Peninsula (See Figure A.03). It is less than three hours driving time (including the ferry ride) from Seattle or Olympia and is located at the base of the Olympic Mountains' north slope. Immediately to the north is the coastal marine environment of the Port Angeles Harbor, one of the deepest naturally protected harbors on the West Coast, and the Strait of Juan de Fuca. To the south are the pristine alpine wilderness areas of the Olympic National Park, to the east is the semi-arid climate of the Sequim-Dungeness Valley, and within a two-hour drive to the west is the Hoh Rain Forest and the beaches and rugged beauty of the Pacific Coast.

## **Air**

The circulation of air around the Olympic Mountains and through the Strait of Juan de Fuca results in mostly easterly or westerly winds in the vicinity of Port Angeles. Highest winds are generally associated with intense winter storms and may be from either an easterly or westerly direction. On most summer afternoons, a moderate to strong westerly breeze can be expected. Wind velocity and direction vary with the season. Easterly winds occur mostly in the winter, and westerly winds occur mostly in the summer.

## **Water**

Port Angeles is located in the Port Angeles watershed, which drains 65,000 acres (101.5 square miles). A gradually descending slope from the Olympic Mountains north to the Strait of Juan de Fuca characterizes the topography of the immediate Port Angeles area. Steep hillsides and bluffs of 50 to 150 feet in elevation mark the northern edge of the slope. This region is segmented by streams that flow from the mountains toward the Strait, forming V-shaped ravines that are much lower in elevation than the surrounding areas. These ravines contain the following major creeks passing through the community to Port Angeles Harbor and the Strait of Juan de Fuca: Dry Creek, Tumwater Creek, Valley Creek, Peabody Creek, Ennis/White's Creek; Lee's Creek, and Morse Creek are located east of the City limits in the UGA. The Elwha River is located approximately 1.25 miles west of the City and is the primary source of water for the city. Very few sites in the City obtain potable water from wells.

## **Wildlife**

Port Angeles is located in an area replete with wildlife. The City is located adjacent to Olympic National Park and the Strait of Juan de Fuca. The drainages that pass through Port Angeles provide wooded corridors and habitat for a wide variety of wildlife. Various freshwater wetlands are scattered throughout the city. Port Angeles Harbor is approximately 2,435 acres and one of the deepest natural harbors on the West Coast. It provides habitat for many aquatic species.

The wooded riparian areas provide food, cover, spawning, breeding, and rearing areas for a wide variety of wildlife species. Trees and other plants shade streams, help keep water cool, stabilize banks, and provide food and habitat for insects, amphibians, reptiles, mammals, birds, and fish. Trees also provide cover for wildlife. When trees die and fall into streams, the logs create small dams and pools that provide fish-rearing habitat and cover from predators. Logs that remain on land provide cover for wildlife. Wildlife from the ravines also use surrounding developed and undeveloped properties for foraging.

Within Clallam County, the Washington State Department of Wildlife (Priority Habitats and Species program) has identified 15 "priority habitats" and 104 "priority species" (State of Washington Priority Habitats and Species List, 2023). Under an agreement with the Department of Wildlife, the locations of these habitats are not made available. The locations have been reviewed and considered in this analysis.

The location of other less sensitive species has been identified in the Draft Environmental Impact Statement (DEIS). In particular, there are three areas where harbor seals haul out. Those sites are the beach at the former Rayonier Mill site, Hollywood Beach near downtown, and the south shore of Ediz Hook in Port Angeles Harbor. Department of Wildlife maps identify an area along the Harbor side of Ediz Hook that has "regular large concentrations" of shorebirds.

The bluff along the shoreline also provides a special and valuable habitat for shorebirds and other wildlife.

Within the Olympic National Park, Roosevelt Elk roam the slopes of the mountains. Other wildlife includes black bears, cougars, coyotes, mountain beavers, minks, raccoons, otters, wolves, eagles, hawks, ravens, and grouse. Fisher has recently been reintroduced into the Olympic National Park as well. Mountain goats were introduced to Olympic National Park in the last century and have become well established.

All of the creeks that make up the Port Angeles watershed are used for fish habitat, but most have barriers to fish migration. Coho, cutthroat, and possibly steelhead use Dry Creek. Tumwater Creek provides anadromous use by coho, cutthroat, and steelhead well upstream of the City limits. Valley Creek and Peabody Creek may be used by sea-run cutthroat; however, these runs are not felt to be self-sustaining. The stream ravines provide sections of relatively high-quality habitat and are recognized by the State as supporting significant populations of resident fish and as potentially supporting salmon runs once downstream impediments are removed. The resident fish currently present in Ennis Creek are coho, sea-run cutthroat, and steelhead. The fish migrate up to 4.9 miles from the Port Angeles Harbor. White's Creek, which joins Ennis Creek, contains coho, steelhead, and sea-run cutthroat only up to Front Street. The estuary at Valley Creek was restored to its original condition as a mitigation action in 1996. Extensive restoration of Valley Creek has been accomplished upstream from the southern end of Valley Street to the Highway 101 crossing. Restoration efforts have been supported by City land acquisitions along the lower portions of Valley Creek, with the intent of future restoration projects.

### **Natural Resources**

There are very limited forest areas, and no mineral lands are located within the City. Much of the forested area is located within stream ravines or along marine bluffs. These stream ravines contain a mix of native vegetation and are predominantly dominated by hardwood species such as Red Alder and Bigleaf Maple. The parks and open spaces, such as Lincoln Park and Shane Park, also include forested areas protected from development. These forests have been in a state of decline over the last several years, presumably due to a combination of biotic and abiotic stressors, including prolonged summer drought and human-caused damage.

The Urban Forest has an overall average tree canopy cover of 19% when the protected areas, such as stream ravines, are removed. A recently adopted street tree program aims to increase the city-wide tree canopy cover; over 400 trees were distributed and planted throughout the City's right-of-way over a three-year period. The success of this program shows the City's commitment to enhancing the Urban Forest beyond those already protected forested areas. Trees provide numerous environmental, social, and economic benefits, and an Urban Forestry program at the City would allow staff to further their commitment to creating a hospitable environment for residents and wildlife alike.

The City of Port Angeles contains 26 miles of marine shoreline, including Ediz Hook, a four-mile-long sand spit, and 17 miles of streams. The vegetated creek ravines offer wooded open space, providing wildlife

habitat and corridors connecting the waterfront with the foothills. Other open space amenities include wetlands, steep slopes, marshes, hilltops, and even open fields. These natural amenities add to the social, environmental, and economic sustainability of our community. There are abundant scenic resources in Port Angeles. Notable visual elements include the Strait of Juan de Fuca, Ediz Hook, Vancouver Island, San Juan Islands, Mt. Baker, Hurricane Ridge, and the Olympic National Park. Of special note are the views along the bluffs above Port Angeles Harbor. The Ocean View Cemetery at the west edge of town provides views northward and along the coastline. The beaches and beachfront trail along the shoreline also offer views of Ediz Hook, the Strait of Juan de Fuca, and Vancouver Island. Ediz Hook has superlative views of the Strait, mountains, waterfront, and the city.

**Map A-2: Shoreline Designations**



*Map of the various Shoreline Designations in Port Angeles*

**Noise**

The primary sources of noise in Port Angeles are air traffic from the airport and the Coast Guard base, industrial activities along the Port Angeles Harbor shoreline, vehicular traffic, and construction activities. Ambient noise levels within the City of Port Angeles are expected to vary by location.

In 1986, a Noise Compatibility Planning Study was conducted for Fairchild International Airport in accordance with Federal Aviation Regulations. The Planning Study included analyses of both existing and projected noise levels associated with the aviation traffic.

The Rayonier Mill closed in the late 1990s, leaving no noise-producing industries east of downtown. The K-Ply mill near downtown closed in 2011, with site remediation completed in 2016. The Port of Port Angeles intends to redevelop the site for marine trades industries.

McKinley Paper Company was the one remaining mill along the waterfront that was a source of noise until its closure in 2024, relieving residential areas on the bluff top to the south, which received the greatest noise impacts.

Higher noise levels are allowed for motor vehicle operations on public roads. Warning sirens and temporary construction equipment are generally exempt from the noise regulations. Traffic levels would be expected to be highest along major transportation routes of US 101, First Street, Front Street, Lincoln, Lauridsen Boulevard, Race Street, Tumwater Truck Route, and Marine Drive.

### **Community Facilities**

Community facilities include a 126-bed hospital, one public library, one fire station, one police station, 45 parks or recreation facilities, the Senior Services Community Center, a public swimming pool, the Vern Burton Community Center, a publicly owned cemetery, one private golf course, four cultural centers (Port Angeles Fine Arts Center, Arthur D. Fierro Marine Lab, The Lower Elwha Klallam Cultural Center, and the North Olympic Cultural Center).

The Port Angeles School District Number 121 serves the City of Port Angeles and its surrounding community. The District operates five elementary schools, one middle school, one high school, and one alternative high school, and hosts the North Olympic Peninsula Skills Center. Within the City of Port Angeles, there are three elementary schools: Franklin Elementary, Hamilton Elementary, and Jefferson Elementary. Dry Creek Elementary School is located west of the city limits, and Roosevelt Elementary is located east of the City limits. Stevens Middle School, Port Angeles High School, and Lincoln High School provide secondary education.

The Skills Center, working closely with Peninsula College and five neighboring school districts - Cape Flattery, Crescent, Quileute, Port Angeles, and Sequim School Districts - provides the latest vocational/technical education in a competency-based learning environment.

Peninsula College, with its main campus located in the foothills of the Olympic Mountains and overlooking the Strait of Juan de Fuca, serves as a vital center for higher education and diverse cultural opportunities, strengthening community bonds for residents of the North Olympic Peninsula. College programs include traditional academic transfer offerings, professional-technical training, Basic Education for Adults, adult continuing education, online learning courses, and a center for baccalaureate degrees, allowing students many educational options.

In addition to the many associate degree and certificate programs, Peninsula College offers a baccalaureate degree in Applied Management. The college also works with key university partners, providing numerous opportunities for residents to earn bachelor's degrees locally. These partners include City University, Western Washington University, Goddard College, and Evergreen State College.

Peninsula College is committed to providing college/community connections and has numerous partnerships and collaborations in the community with the City of Port Angeles, the Port of Port Angeles, the Port Angeles School District, the Economic Development Council, local tribes, private businesses, and others. The college offers classes, training, and resources in support of workforce development and community enrichment.

Map A-3: Public Schools



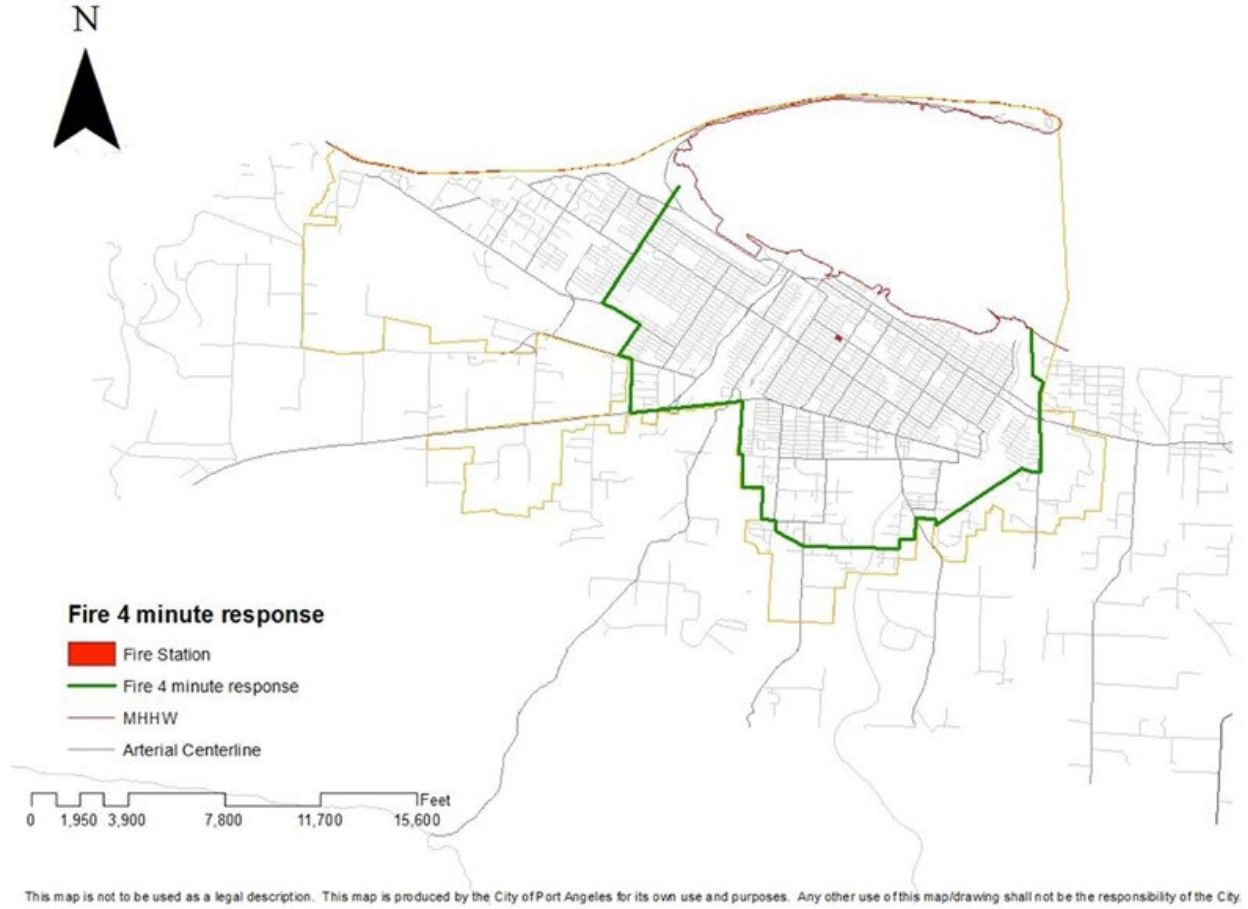
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*Public schools located in Port Angeles*

The college currently serves over 2,000 students (2023-2024 academic year).

The Port of Port Angeles operates a 16.1-acre marina, with approximately 375 boat slips and 3,000 feet of dock for tie-ups, and a public boat yard for repair and maintenance. The Boat Haven Marina was upgraded during 2007-2008. The Port also operates the William R. Fairchild International Airport.

Map A-4: Fire Stations and 3-Minute Response Boundary

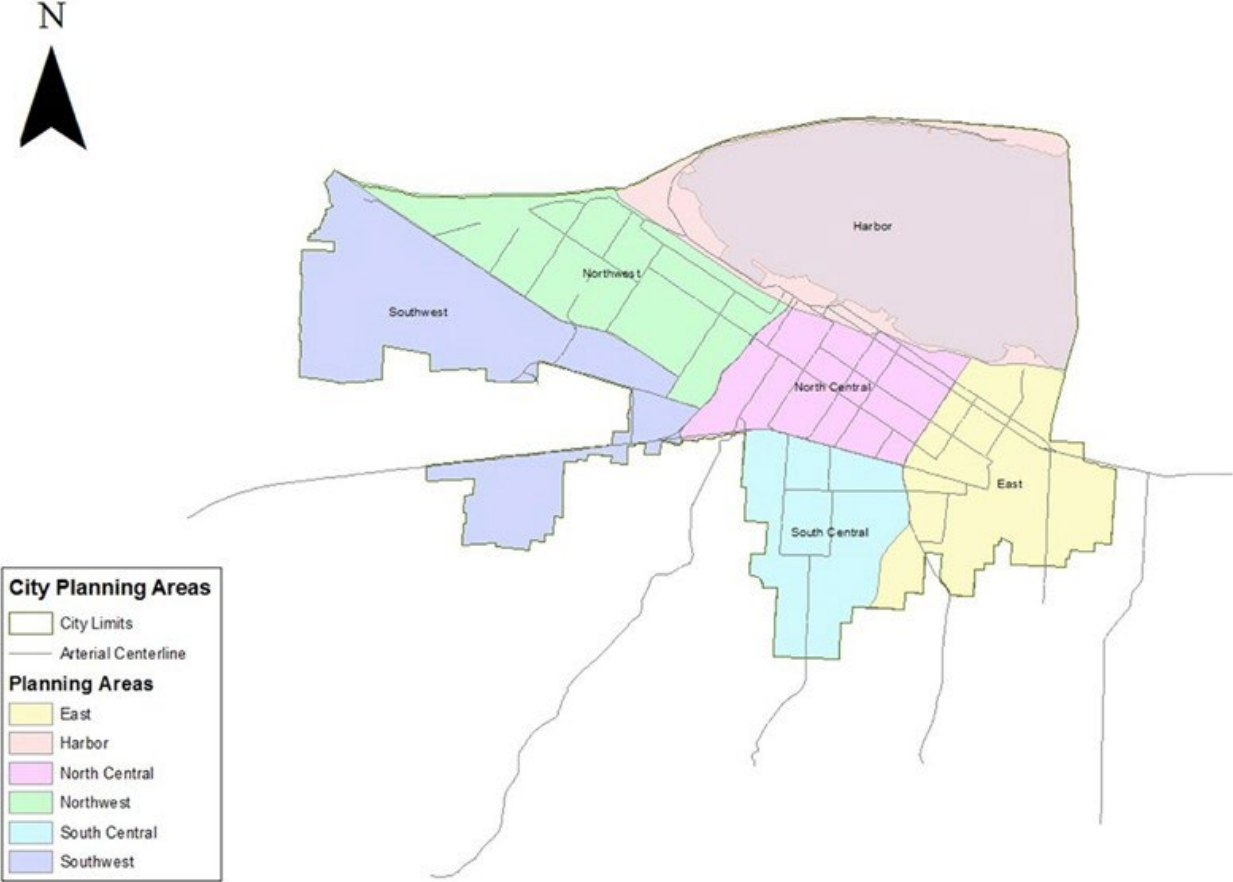


# City Areas

## Planning Areas

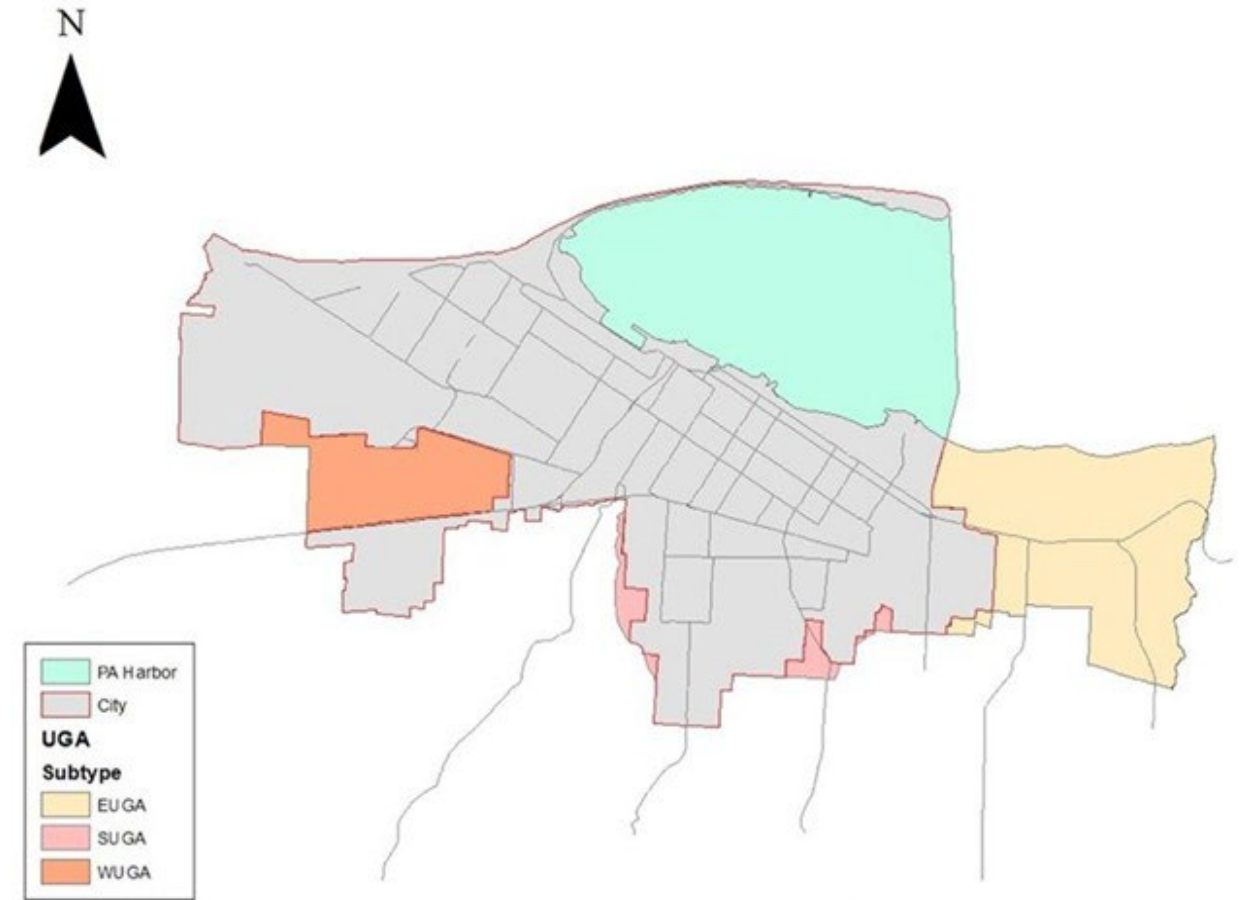
The Comprehensive Plan divides the City into eight planning areas. For the purpose of description, the individual planning areas are identified as the Harbor, Northwest, Southwest, North Central, South Central, East, Eastern Urban Growth Area, and Southwestern Urban Growth Area. These areas are described as follows:

Map A-5: Port Angeles Planning Areas



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Map A-6: Urban Growth Areas (UGAs)



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### Harbor

The Harbor planning area includes all shoreline areas adjacent to Port Angeles Harbor and contains the Coast Guard Station, the City-operated boat ramps, Harborview Park, and the McKinley Paper Company Mill, all on Ediz Hook. The historic downtown and waterfront are also essential parts of this sub-area. The Boat Haven Marina, the log export terminal, the Coho Ferry terminal, and City Pier Park line the waterfront. Entertainment activities (movie theaters, bookstores, antique shops, galleries, historic underground tours, and restaurants) abound in the pedestrian-oriented central business district.

Also in the Harbor planning area is the former Rayonier Mill site. The mill has been closed since 1997 and has been demolished. The site is undergoing remediation to clean up materials left by the previous mill operation. In 2013, the City purchased a five-million-gallon storage tank that remained on the site and has incorporated the tank into its facilities for the remediation of combined sewer overflows into Port Angeles Harbor.

### Northwest

The Northwest planning area covers the western edge of the city, lying west of Tumwater Creek and north of Fairchild International Airport. This area is largely comprised of older homes; however, recent growth pressure has led to new subdivisions and home construction. There is a commercial area located at 8th

and "C" Street, serving the residents of the west end of the City. A pocket of industrial/commercial activity is located along the Tumwater Truck Route near the US 101 junction. This area of town has limited access because of the Tumwater Creek ravine and the bluffs. The Northwest Planning Area has the largest segment of undeveloped residential land within the current City limits.

### **Southwest**

The Southwest planning area includes Fairchild International Airport, the Clallam County Fairgrounds, Ocean View Cemetery, the Port Angeles Regional Transfer Station, the Extreme Sports Park property, and Lincoln Park. In 2005, the city annexed 358 acres of land into the southwest planning area. Much of the area is included in the Eclipse Industrial Park. Industrial development is located in the airport industrial park, which was annexed in 2005. A few homes lie within the City limits along Lower Elwha Road, but otherwise, this planning area contains predominantly industrial and public land uses.

### **North Central**

The North Central planning area is an older, more densely populated portion of town. It is an area bounded on the west by the Tumwater Creek ravine and divided by Valley Creek and Peabody Creek ravines. It includes City Hall, the Clallam County Courthouse, the William Shore Pool, and the Carnegie Library Museum. The commercial uses along Lincoln Street provide community shopping opportunities. Recreation is available at several neighborhood parks. Much of the city's multifamily housing is within this planning area.

### **South Central**

The South-Central planning area is the area of town with newer homes on larger lots. This planning area was annexed into the City after much development had occurred. The street pattern changes from traditional townsite blocks to smaller lots in older areas and large blocks and cul-de-sacs in newer areas. The Port Angeles High School lies within this planning area. The Olympic National Park Headquarters and Visitors Center is along the Heart of the Hills Road.

### **East**

The East planning area is the area east of Race Street to the eastern city limits. This area includes a mix of older homes, newer residential subdivisions and developments, and a portion of the First and Front Street commercial corridor. This planning area includes Peninsula College facilities and Peninsula Golf Club.

## **Urban Growth Areas**

### **Eastern UGA**

The Eastern Urban Growth Area (UGA) is generally the area east of the city limits. Remnant properties in the UGA that are located south of the city limits and east of Valley Creek are considered to be in this UGA until annexation occurs, whereby they will be considered to be part of the adjacent planning area. Clallam County adopts policies for this planning area as a part of the Port Angeles Regional Comprehensive Plan.

### **Western UGA**

The Western UGA is generally the area west and south of the City limits. Remnant properties in the UGA that are located south of the pre-2005 city limits, north of Highway 101, and west of Tumwater Creek as far as Reddick Road are considered to be in this UGA until annexation occurs, whereby they will be considered

to be part of the adjacent planning area. Clallam County adopts policies for this planning area as a part of the Port Angeles Regional Comprehensive Plan.

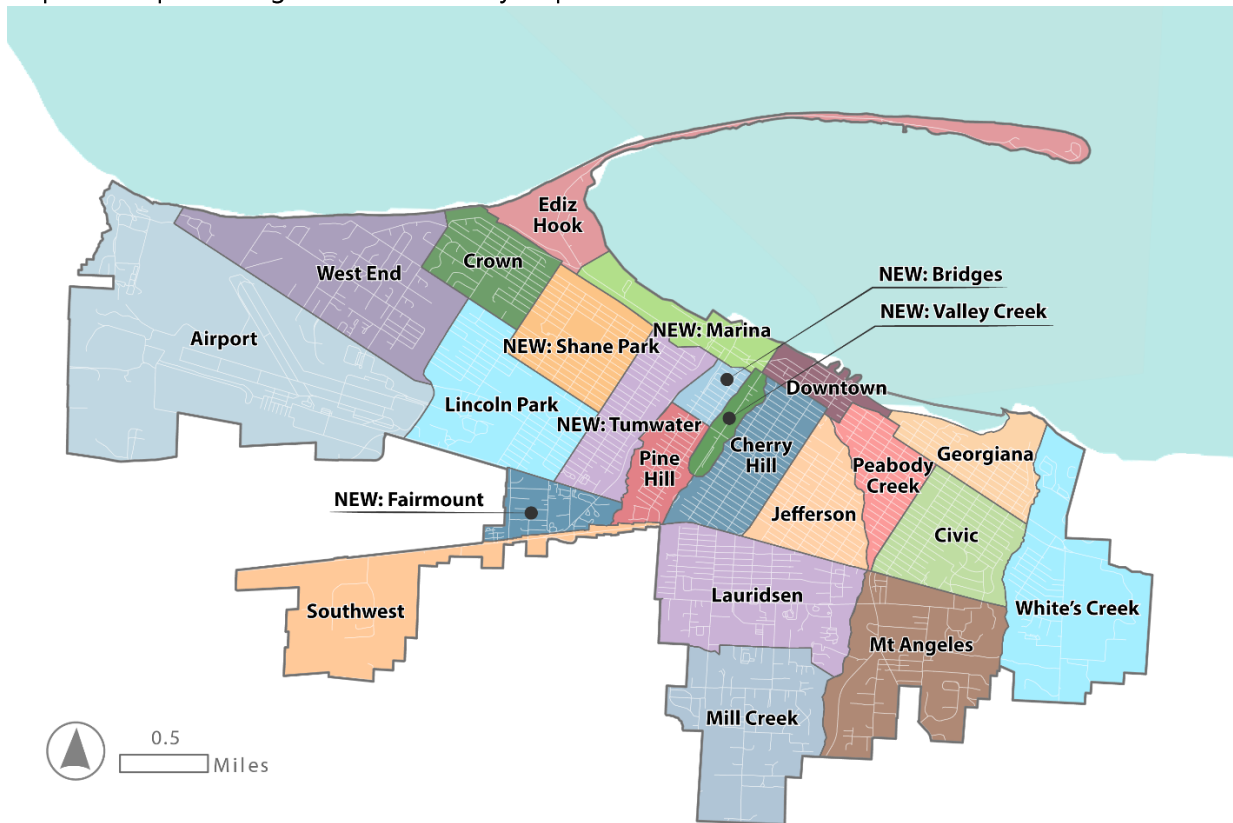
## A-2 Neighborhoods

The City has mapped 23 neighborhoods for planning purposes. These are mapped and named as shown below.

Table A-1: Neighborhoods by Planning Area

City Planning Area	Neighborhood
East	White's Creek, Georgiana, Civic, Mt. Angeles
Harbor	Ediz Hook, Marina, Downtown
North Central	Cherry Hill, Peabody Creek, Jefferson, Valley Creek, Bridges, Pine Hill
Northwest	West End, Crown, Shane Park, Lincoln Park, Tumwater
South Central	Lauridsen, Mill Creek
Southwest	Airport, Fairmount, Southwest

Map A-7: Proposed Neighborhood Boundary Map



Historically, the City did not use neighborhood boundaries for planning, budgeting, or programming purposes. With this 2025 update, Port Angeles revisited the neighborhoods concept to apply a more intentional focus. The map and names were updated as a first step to several possible outcomes, such as:

- Establishing neighborhood representatives who have formal connections to City Hall and who can advocate for neighborhood needs.
- Establishing a Community Emergency Response Team (CERT) program or similar effort, which relies upon volunteers to undergo training and store equipment to supplement government first responders in emergencies.
- Encouraging environmental stewardship efforts like stream restoration and tree planting.
- Encouraging social events like picnics, block parties, garage sales, and street/park cleanups.

To inform these opportunities, the City looked to map data and local sources of information on how people define their neighborhoods, conducted in-person and online public outreach activities, and spoke to other Washington state city staff for guidance and experience (including in Renton, Tacoma, and Spokane). These efforts are documented in the [Neighborhood Analysis Report \(May 2025\)](#) and the [Neighborhood Update Recommendations report \(September 2025\)](#).

## A-3: Land Capacity Analysis

### Introduction

Leland Consulting Group (LCG) was retained as part of a consultant team led by MAKERS Architecture & Urban Design to assist the City of Port Angeles in its 2025 Comprehensive Plan update. As part of this work, LCG conducted a Land Capacity Analysis (LCA) to determine the potential development capacity for housing and jobs in the city through 2045, including the capacity for housing units by income band, to comply with recent updates to the GMA resulting from the passage of HB 1220. This report details the methodology and results of this analysis, which was based on the methodologies in the following documents and guidebooks:

- Department of Commerce 2012 UGA Guidebook.
- Department of Commerce 2018 Buildable Lands Guidelines.
- Department of Commerce 2023 Commerce Guidance for Updating Your Housing Element.
  - Note: this guidebook also adds a methodology for housing unit capacity analysis by income band to comply with HB 1220.
- Recent Land Capacity Analysis methodologies used in Anacortes, Skagit County.

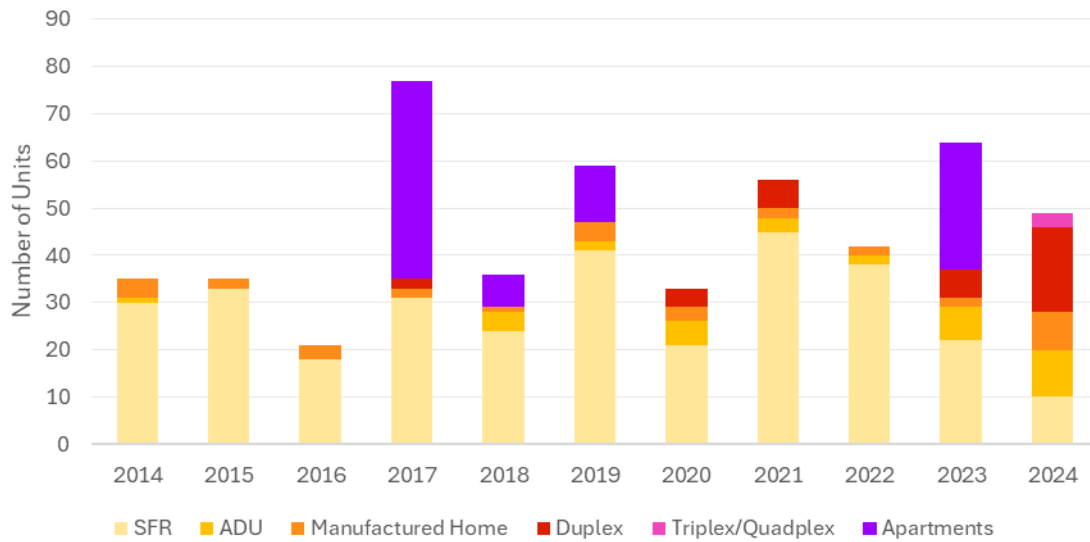
In the initial LCA dated January 3<sup>rd</sup>, 2025, the City was exploring the capacity of land within the city and the unincorporated urban growth area (UGA). As part of the ongoing Clallam County Comprehensive Plan update, the County has drafted a LCA for the Port Angeles' UGA areas. Therefore, the current version of Port Angeles's LCA report uses a study area bounded by the city limits and does not address housing goals or the housing and employment capacity of land in the unincorporated UGA.

### Review of Development Since 2014

Residential development in Port Angeles over the past 10 years was analyzed using city-issued permit data. Overall, about 545 housing units have been permitted between 2014 and December 2024, including 13 apartment buildings. As shown in **Figure A-1**, there has been an increase in middle housing types (duplexes, triplexes, and townhomes) and accessory dwelling units (ADUs) since 2017. However, apartment construction has fluctuated since peaking in 2017. Middle housing types accounted for 8 percent of all permits, ADUs accounted for 7 percent, and apartments accounted for 17 percent. Single-family permits totaled 62 percent.

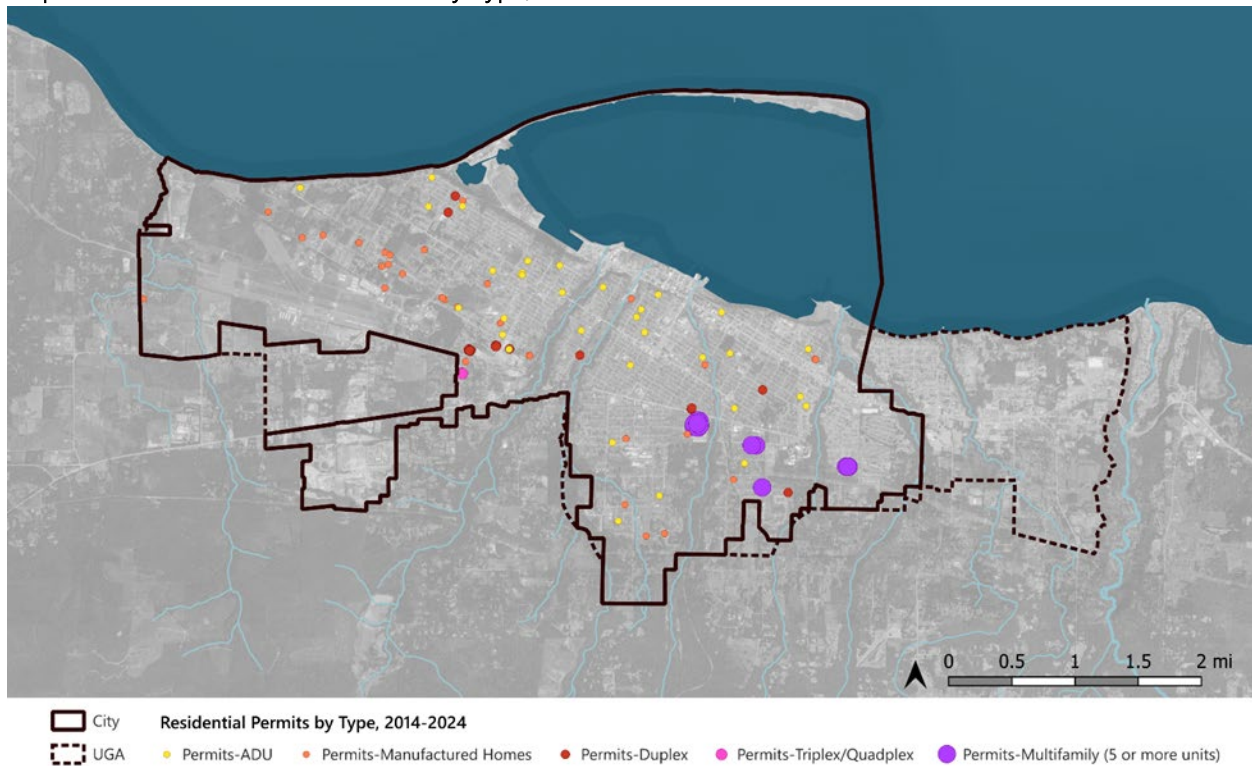
Map A-8 shows the locations of permitted residential developments comprising two or more units and ADUs since 2014<sup>5</sup>. Multifamily development has occurred mostly on the city's southeast edge, in the RHD (Residential High-Density) zone.

Figure A-1: Housing Units Permitted in Port Angeles by Type, 2014-2024



Source: City of Port Angeles, LCG

Map A-8: Residential Permit Locations by Type, 2014-2024

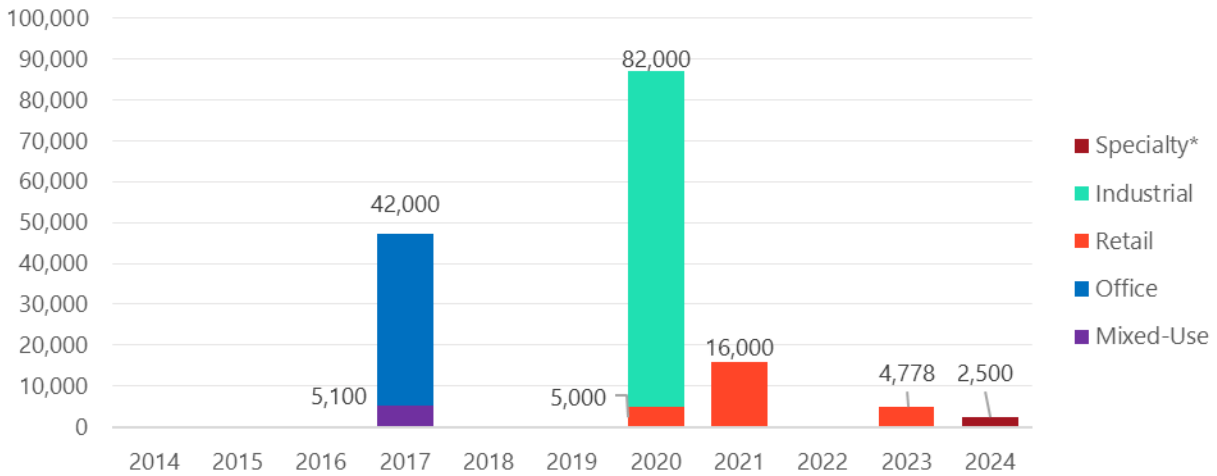


Source: City of Port Angeles, LCG

There has also been some commercial development in the past decade, primarily office and industrial buildings, along with some mixed-use and retail development. A total of **154,878 square feet of commercial development** was constructed in 2014. As shown in **Figure A-2**, the development has fluctuated significantly over time. Error! Reference source not found. Map A-9 shows the location of this

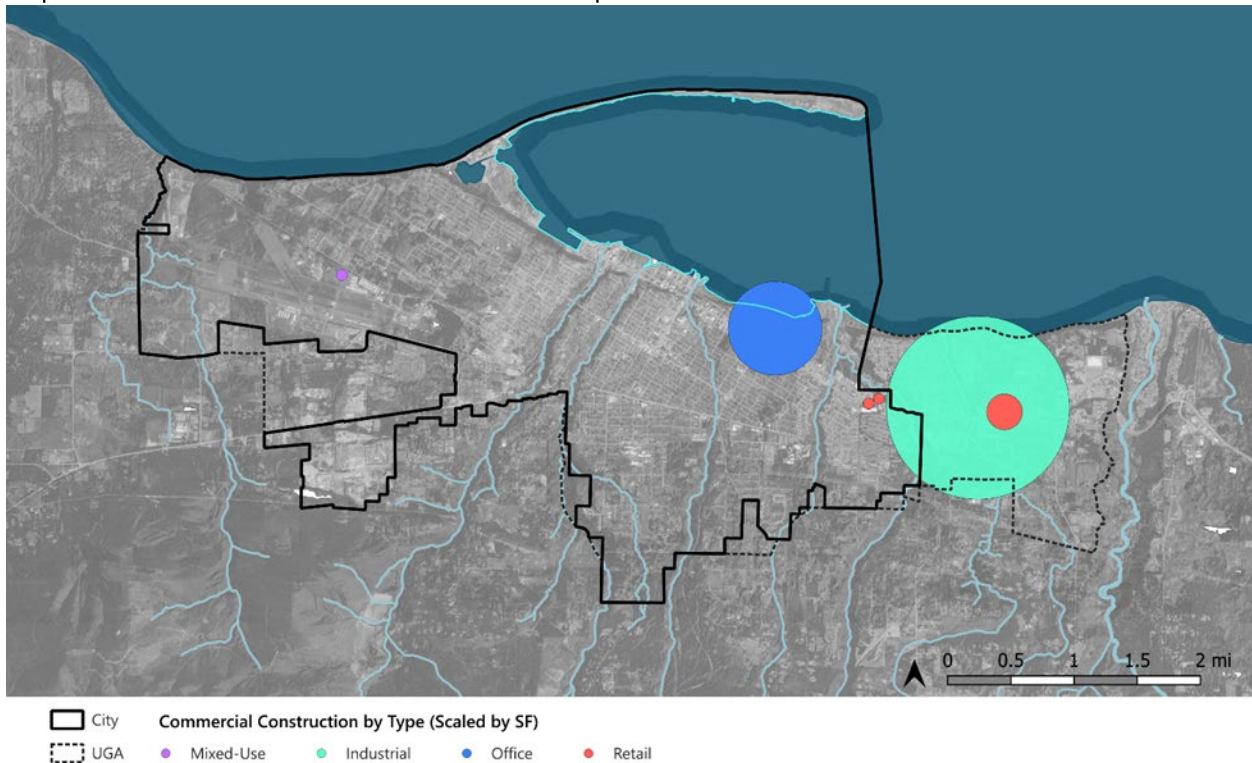
development. Much of the industrial development is clustered in the east Urban Growth Area, with some offices east of Downtown.

Figure A-2: Square Footage of Commercial Development Constructed or Under Construction in Port Angeles by Type, 2014-2024



Source: CoStar, LCG

Map A-9: Locations of Commercial Permitted Development, 2014-2024



Source: CoStar, LCG

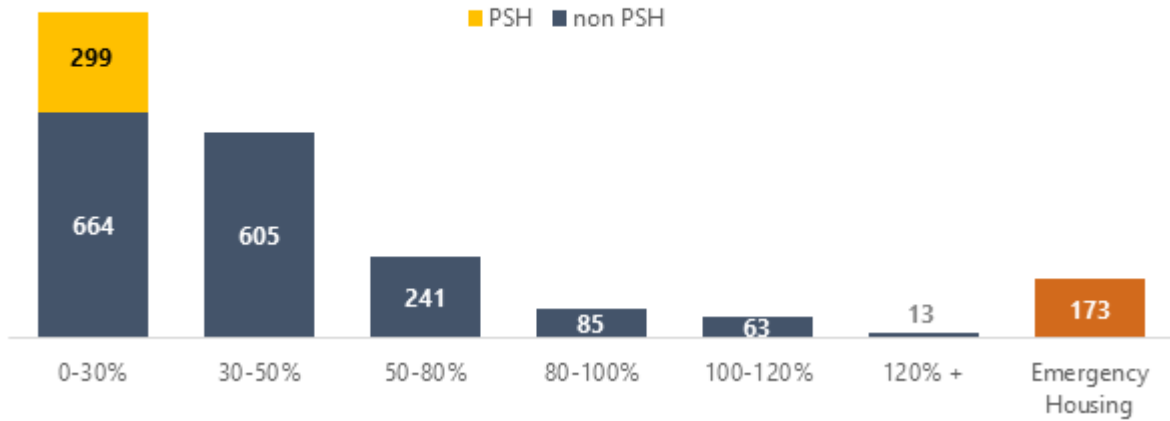
## Housing Needs and Employment Projections

In accordance with the GMA, all Clallam County jurisdictions are required to demonstrate that they have sufficient land capacity to accommodate the projected 2045 housing needs and job growth, based on the Washington Office of Financial Management countywide forecasts, as allocated to jurisdictions through the Countywide Planning Policies. As detailed in the Clallam County Growth Management Act Steering Committee (GMASC) Resolution 2023-01, Port Angeles' projected housing need within the city limits is **1,970 new housing units between 2025 and 2045**. The Clallam County Land Capacity Analysis of the Comprehensive Plan draft from March 5, 2025, shows an employment target for Port Angeles (city limits) of **967 new jobs** between 2025 and 2045. Per the GMA (HB 1220), Port Angeles must demonstrate the capacity to accommodate projected housing needs and employment growth within the city limits and the UGA. In the current version of LCA, it is assumed that the County's LCA calculates the targets and capacity for the unincorporated UGA.

The housing unit projections are further broken down by what income band the housing units can serve, expressed as a percentage of the HUD area median income (AMI). For reference, the 2024 AMI for Clallam County used in this analysis was \$93,900. The AMI is determined by the U.S. Department of Housing and Urban Development (HUD). It is generally higher than the U.S. Census-reported median household income for a given city since it is a countywide metric and adjusted for household size. The HUD AMI is used to determine eligibility and income limits for subsidized affordable housing units.

The projected housing needs for families earning under 30% AMI are broken down into permanent units (i.e., standard housing units) and permanent supportive housing (PSH), defined in the Department of Commerce guidebook as "subsidized, leased housing for people who are experiencing homelessness or are at risk of homelessness and living with a disabling condition." Finally, each jurisdiction received a projection for emergency housing needs, defined as "temporary accommodations for households who are experiencing homelessness or are at imminent risk of becoming homeless." Port Angeles' housing baseline and 2045 projections by income band are shown below. Note that housing developed or permitted since 2020 is counted toward meeting these projections; the baseline year for these housing-unit projections is set by the Department of Commerce.

Figure A-3: Net New Housing Units Needed in Port Angeles, 2020-2045



Source: Clallam County Resolution 101, 2024: Establishing growth and housing allocations for Clallam County and the incorporated city jurisdictions therein. 11-26-2024.

## Parcel Classification

To determine developable land capacity in Port Angeles, a set of assumptions was used to classify parcels as vacant, partially used, or redevelopable. Critical area acreage was then deducted to arrive at net buildable parcel acreage by zone. The assumptions and methodology for this process are detailed below.

### Parcels Excluded From Analysis

To develop the set of potential vacant, partially used, and redevelopable parcels, assessment use codes from Clallam County assessor data were used to identify and remove parcels that are not considered potential candidates to accommodate future growth within the next 20 years, based on Commerce guidance and staff input.

Parcels classified with the following assessment use codes were reviewed and excluded, when appropriate:

82	AGRICULTURE-RELATED ACTIVITIES	6700	GOVERNMENTAL
4315	AIRCRAFT STR	6722	FIRE PROTECT
4411	MARINE TM PS	6730	POSTAL
4500	HIGHWAY STR	6800	EDUCATIONAL
4540	ARTERIAL ST	6811	NURSERY SHCL
4560	LOCAS AC ST	7400	RECREATIONAL
4570	ALLEYS	7600	PARKS
4580	EASE-R/W	7630	GREEN BELTS
4590	HWY & ST R/W	7670	REGIONAL PRK
4700	COMMUNI	7700	NON-PROF ORG
4730	RADIO COMM	7800	INDIAN EXPT
4740	TELE COMM	7850	TRIBAL
4742	TELE TRANS	8300	AG (OS)
4749	OTHER TELE	8800	DESIGNATED

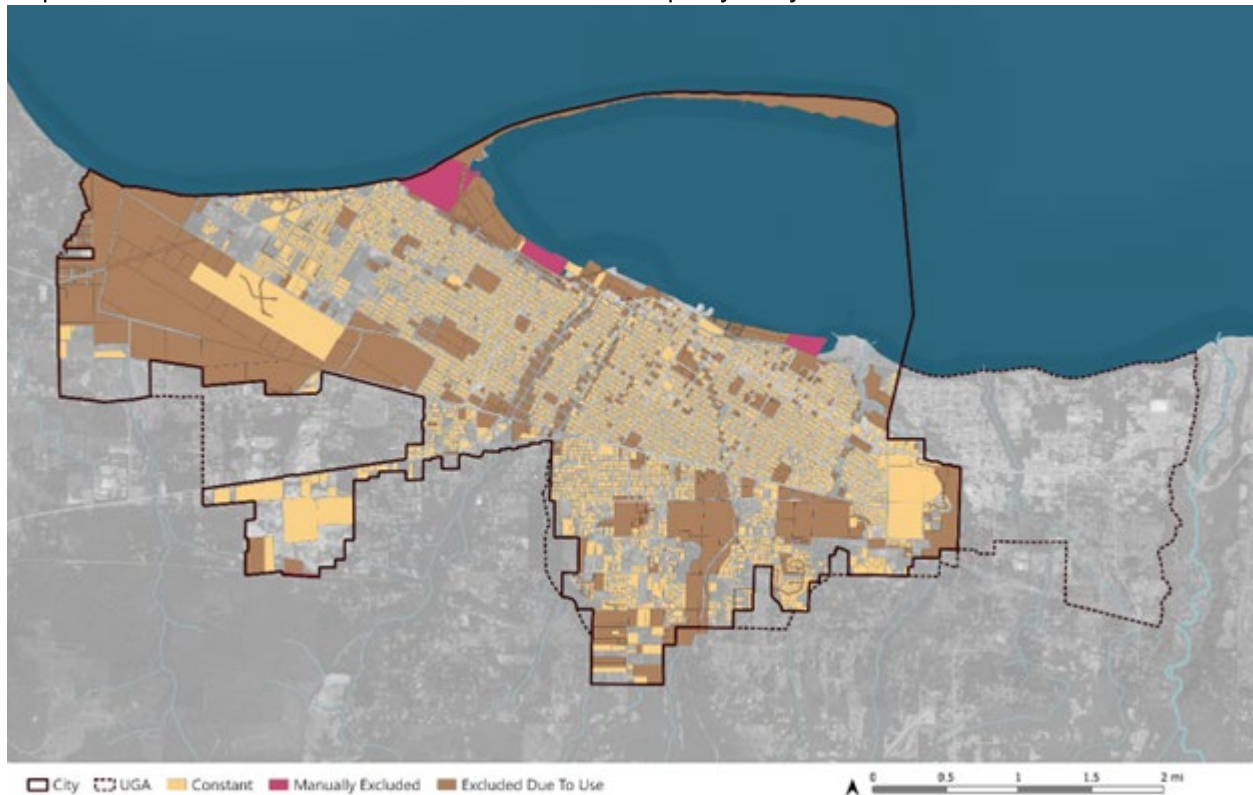
4800	UTILITIES	8900	FORESTRY
4813	ELECT SUB-ST	8912	TMB SAW LOGS
4823	GAS STR/DIST	8914	TMB MIXED
4830	WAT UTIL/IRG	8915	TREE PRODUCT
4832	WATER TREAT	8990	FORESTRY NEC
4833	WATER STOR	9300	WATER AREAS
4839	OTHER WAT/UT	9340	OCEANS/SEAS
4840	SEWAGE DISP	9350	SALTWATER TL
4843	SEWAGE DISP	9390	OTHER WATER
4850	WASTE DISP	9400	OPEN SPACE
4855	REFUSE DISP	9500	OS TIMBER
5731	RADIOS/TELE	9600	HM OWN EXPT
6242	CEMETERIES	9700	STATE EXMPT
6492	RADIO/TV RP	9730	COUNTY EXEMP
6621	PLUMB/HEAT	9750	EXEMPT

Some parcels were removed manually based on visual inspection and staff input, including:

- Exempt parcels with boat houses and parcels along the shoreline that encompass water predominantly.
- Small easements and sections of Right-Of-Way.

Finally, parcels with recently completed (in the last 10 years) or permitted development were excluded from consideration. The parcels removed from consideration in this land capacity analysis are shown in Figure 84. This map also shows parcels classified as “Constant,” i.e., parcels not expected to redevelop over the planning horizon because they do not fall into any of the classifications discussed below (vacant, partially used, or redevelopable).

Map A-10: Parcels Removed from Consideration in Land Capacity Analysis



Source: Clallam County Assessor Data, LCG.

The remaining parcels in the city were classified as vacant, partially used, or redevelopable using the criteria below.

### **Vacant**

Parcels in all zones were classified as vacant if the Clallam County Assessor’s combined improvement and land value was \$10,000 or less, or if the Assessor classified the parcel as “Undeveloped Land.”

### **Partially Used**

The partially used classification refers to parcels in low- and medium-density residential zones (R7, R9, R11, RTP, RMD, PRD) that are large enough (three times or more the minimum lot size) to be subdivided without rezoning. Per Commerce guidance, very high-value properties with improvement values exceeding the 93rd percentile in the city (\$594,007) were excluded, as it is unlikely that high-value homes on large properties would be subdivided.

### **Redevelopable**

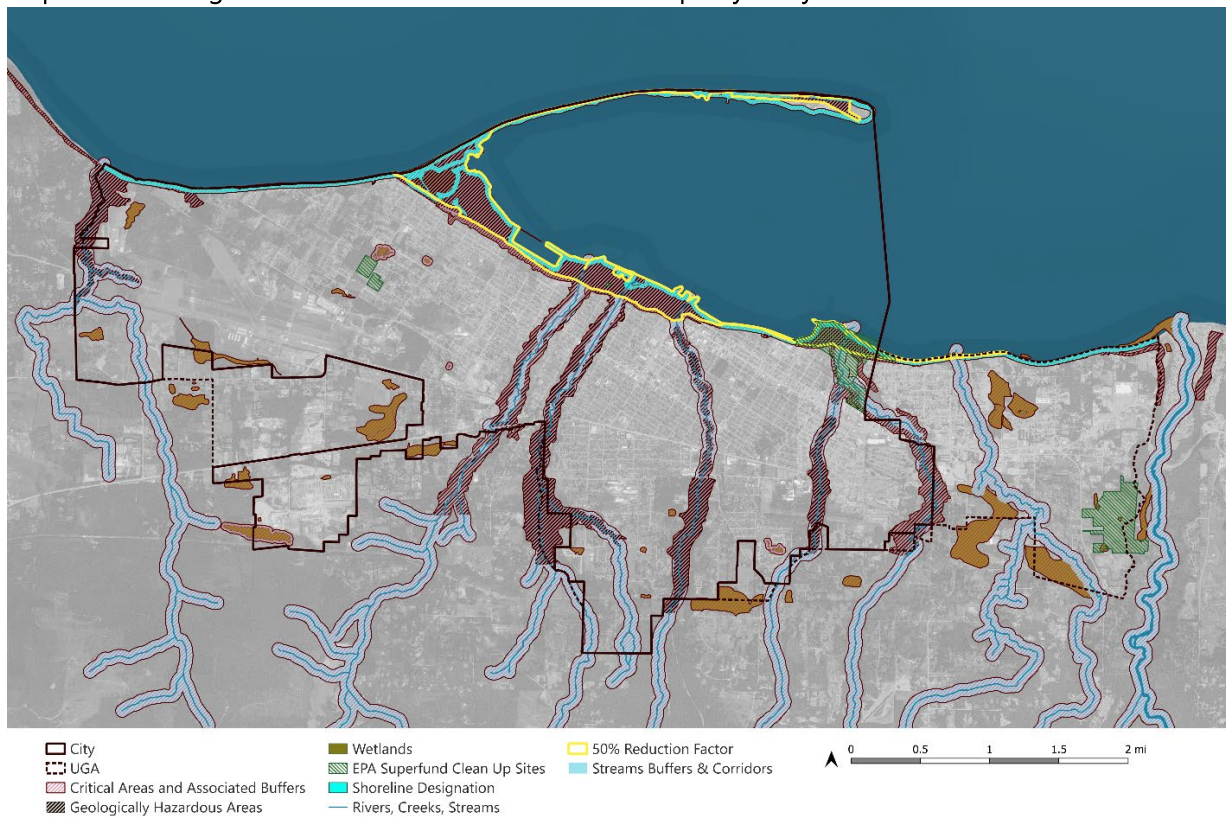
This category applies to parcels in low-, medium-, and high-density residential zones. Parcels are considered redevelopable if the improvement (building) value is less than the land value. If a property in the low- or medium-density residential zone had an improvement to land value ratio less than 2:1 and the building was built or renovated in or before 1969, the parcel was classified as redevelopable. Other parcels in low- and medium-density zones that were classified as “low condition” by Clallam Assessor data were also identified as redevelopable. These two criteria reflect the higher-than-average share of older housing stock in the City, as identified in the Housing Needs Analysis, which may require significant renovation or

redevelopment during this planning horizon. If a parcel shows a single-family property use in a high-density zone that allows multifamily housing, or in a commercial/industrial/mixed-use development zone, it is also classified as redevelopable.

**Critical Areas**

Critical areas and their associated buffers, as defined by the Port Angeles municipal code, were excluded from the developable parcel acreage. For this analysis, mapped wetlands, streams with buffers, habitats of local importance, geologically hazardous areas, and shoreline designations were removed from the potentially developable parcel acreage. Note that wetland areas and their buffer widths can vary widely depending on wetland category, functions provided, adjacent development, and other factors. In addition, parcels designated as Superfund sites by the EPA were removed from the developable acreage. Critical areas associated with geohazards (primarily areas with significant fill) in Downtown Port Angeles were only partially removed at a 50% reduction rate due to existing development activity on these sites. The 50 percent reduction assumes this development pattern will continue, but due to construction constraints in critical areas, the reduction factor was applied.

**Map A-11: Port Angeles Critical Areas Considered in Land Capacity Analysis**



Source: Clallam County, Port Angeles Municipal Code, EPA Superfund Sites.

**Total Acreage**

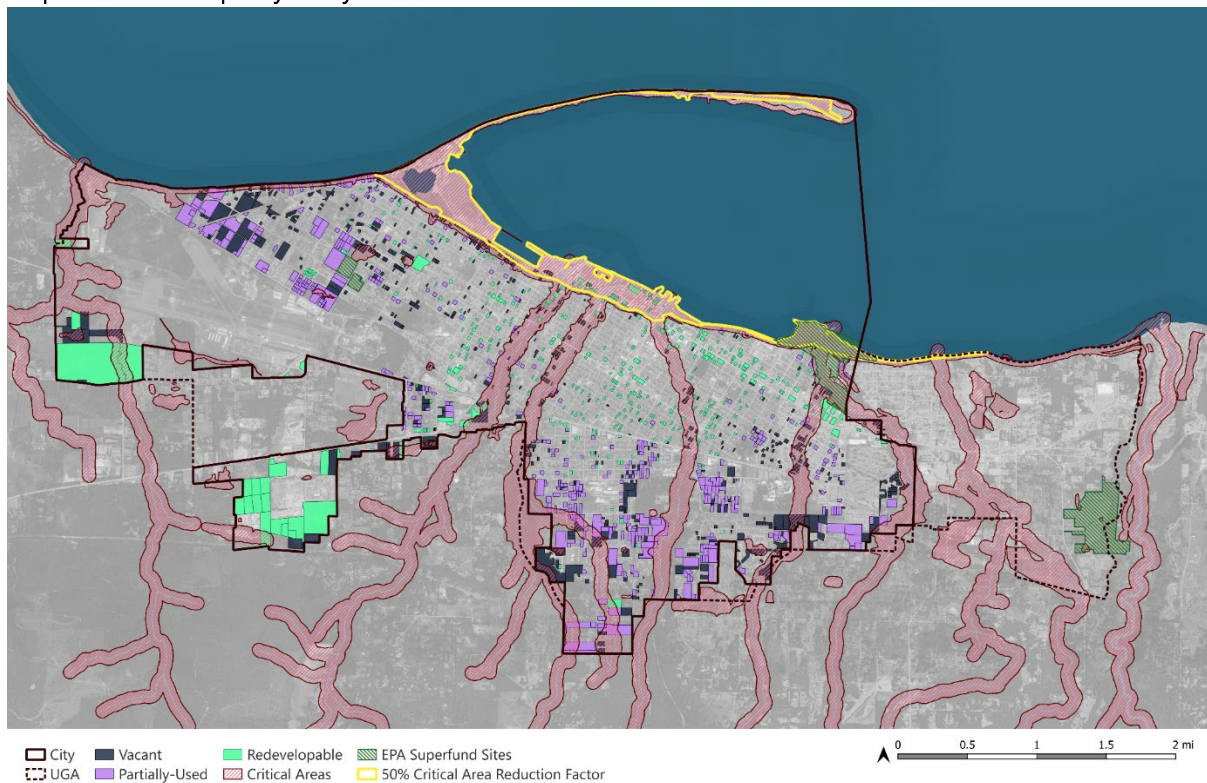
The table below shows the Vacant, Partially-Used, and Redevelopable acreage in each zone after the critical area acreage was removed. The locations of these parcels and of the critical areas are shown on Map A-12 below.

Table A-1: Total Gross Unconstrained Acreage of Vacant, Partially-used, and Redevelopable Zones

Abbreviation	Zone Name	Gross Vacant Acres (Less Critical Areas)	Gross Partially Used Acres (Less Structures and Critical Areas)	Gross Redevelopable Acres (Less Critical Areas)	Total Gross Unconstrained Acres by Zone	% Vacant /%Partially Used /%Redevelopable
<b>CITY OF PORT ANGELES ZONING CODE</b>						
R11	Residential Low Density	22.7	10.2	0.4	33.3	68/31/1
R9	Residential Low Density	89.6	201.0	3.3	293.9	31/68/1
R7	Residential Low Density	72.9	95.3	35.0	203.3	36/47/17
RTP	Residential Trailer Park Overlay	0.1	3.3	1.9	5.3	2/61/36
RMD	Residential Medium Density	24.9	47.8	0.0	72.7	34/66/0
RHD	Residential High Density	14.1	0.0	1.0	15.0	94/0/6
CO	Commercial Office	0.3	0.0	2.9	3.2	9/0/91
CN	Commercial Neighborhood	0.3	0.0	5.1	5.4	5/0/95
CSD	Commercial Shopping District	6.2	0.0	16.9	23.1	27/0/73
CA	Commercial Arterial	0.4	0.0	27.9	28.3	2/0/98
CBD	Commercial Business District/Downtown	0.0	0.0	2.9	2.9	0/0/100
CR	Commercial Regional	0	0	0	0	-
IM	Industrial Marine	0	0	0	0	-
IP	Industrial Park	0	0	0	0	-
IL	Industrial Light	17.9	0	12.2	32.8	55/0/45
IH	Industrial Heavy	18.0	0	203.0	221.0	8/9/92
PRD	Planned Residential Development Overlay	3.0	0	0.4	3.4	88/0/12
PBP	Public Buildings - Parks	12.4	0	0	12.4	100/0/0

PID	Planned Industrial Development Overlay <sup>1</sup>	0	0	0	0	-
MCO	Mixed Commercial Overlay <sup>1</sup>	0	0	0	0	-
PLID	Planned Low Impact Development Overlay <sup>1</sup>	0	0	0	0	-
IOZ	Infill Overlay <sup>1</sup>	0	0	0	0	-
<b>Total</b>		<b>282.8</b>	<b>357.6</b>	<b>315.6</b>	<b>955.9</b>	<b>30/37/33</b>

Map A-12: Land Capacity Analysis Classification



### Reduction Factor

Commerce’s HB 1220 guidance indicates that jurisdictions should reduce the amount of vacant and redevelopable acreage by a reasonable amount to account for land that may not be available for redevelopment due to the need for new right-of-way, public space, stormwater facilities, or other dedications. The Department of Commerce suggests a minimum reduction of **15 percent** for vacant parcels and **25 percent** for partially used and redevelopable parcels. These minimums were taken as a baseline for modeling the land capacity. In the UGA zones, an additional 50 percent reduction for vacant parcels and

<sup>1</sup>The zone is not designated in the zoning map.

40 percent for redevelopable and partially used parcels was applied due to the limited capacity of current sewage and other utilities.

**Table A-2: Reduction Factors for Land Capacity Analysis in Port Angeles**

Abbreviation	Zone Name	Vacant Reduction Factor	Redevelopable / Partially-Used Reduction Factor
<b>CITY OF PORT ANGELES ZONING CODE</b>			
R11	Residential Low Density	15%	25%
R9	Residential Low Density	15%	25%
R7	Residential Mixed Density	15%	25%
RTP	Residential Trailer Park Overlay	15%	25%
RMD	Residential Medium Density	15%	25%
RHD	Residential High Density	15%	25%
CO	Commercial Office	15%	25%
CN	Commercial Neighborhood	15%	25%
CSD	Commercial Shopping District	15%	25%
CA	Commercial Arterial	15%	25%
CBD	Commercial Business District/Downtown	15%	25%
CR	Commercial Regional	15%	25%
IM	Industrial Marine	15%	25%
IP	Industrial Park	15%	25%
IL	Industrial Light	15%	25%
IH	Industrial Heavy	15%	25%
PRD	Planned Residential Development Overlay	15%	25%
PBP	Public Buildings - Parks	15%	25%
PID	Planned Industrial Development Overlay	15%	25%
MCO	Mixed Commercial Overlay	15%	25%
PLID	Planned Low Impact Development Overlay	15%	25%
IOZ	Infill Overlay	15%	25%

## Housing and Job Density Assumptions

Having established the amount of available developable acreage, the next step in the analysis is to determine the share of this acreage that may be redeveloped as residential and nonresidential uses in each zone. As shown below, residential zones are assumed to redevelop to 100% residential use, while industrial, marine, and public zones are not expected to see any residential development.

For the remaining mixed-use zones, recent development and policy trends were analyzed to develop assumptions for the residential/commercial mix. Commercial zones have not experienced residential development in recent years. However, given recent and anticipated changes in development regulations and the region's overall housing demand, the LCA analysis assumes that 20% of the development capacity in commercial zones could be redeveloped for residential use. Commercial zones (URC) in the UGA where single-family and multi-family use is prohibited were excluded from residential capacity.

Table A-3: Assumed Commercial/Residential Share for Port Angeles LCA

Zone	Zone Name	% of Parcel Acreage Assumed to Redevelop as Residential
<b>CITY OF PORT ANGELES ZONING CODE</b>		
R11	Residential Low Density	100%
R9	Residential Low Density	100%
R7	Residential Mixed Density	100%
RTP	Residential Trailer Park Overlay	100%
RMD	Residential Medium Density	100%
RHD	Residential High Density	100%
CO	Commercial Office	20%
CN	Commercial Neighborhood	20%
CSD	Commercial Shopping District	20%
CA	Commercial Arterial	20%
CBD	Commercial Business District/Downtown	20%
CR	Commercial Regional	20%
IM	Industrial Marine	0%
IP	Industrial Park	0%
IL	Industrial Light	0%
IH	Industrial Heavy	0%
PRD	Planned Residential Development Overlay	100%
PBP	Public Buildings - Parks	0%
PID	Planned Industrial Development Overlay	-
MCO	Mixed Commercial Overlay	-
PLID	Planned Low Impact Development Overlay	-
IOZ	Infill Overlay	-

## Residential Density

The next step was to estimate the density at which the identified residential acreage could be redeveloped. Port Angeles measures density in residential zones by net acreage, which makes the actual density more difficult to precisely calculate. Assumed density is based on the minimum number of lots that could be achieved per acre, assuming one unit per lot (or more units per lot, depending on allowed housing types in the zone) or the maximum density allowed by the zoning code, whichever is higher. Then, the future density was validated against what was built over the past 10 years. If the zoning code had a maximum density, that was used. If not, the higher of either the minimum number of lots or the density achieved over the past 10 years was used.

The R7 mixed-density zone is a mix of single-family and infill housing on historic town-sized lots, allowing a maximum density of 24.9 units per acre by the current minimum lot size. However, since the zone has primarily developed with single-family uses, the conservative density of one unit per minimum lot size was applied.

In the high-density residential zone (RHD), density assumptions were based on assumed future development trends. Given the unlimited density and maximum building height of 45 feet, the assumed density of 40 units per acre was used. Although the existing multifamily in this zone has developed at densities closer to 20 units per acre, the Melody Lanes apartment project, currently under construction, is achieving about 40 units per acre and is only three stories tall, one story shorter than the potential height in RHD. Similarly, for the medium-density residential zone (RMD) with an achieved density of 11.7 units per acre over the last 10 years, a forward-looking density of 20 units per acre was applied, which is well within potential densities, and assumes the potential for increased multifamily development in Port Angeles in the coming years due to increased demand and the potential for future subsidy or policy decisions to encourage more multifamily development.

Given the potential densification of the downtown and commercial core, unlimited density, and maximum heights over 40 feet, the assumed density of 40 units per acre from the Melody Lanes prototype was also applied to commercial zones (CO, CN, CSD, CA, CBD, CR).

The PRD Planned Residential Development Overlay allows the density of the underlying zone or zones in which the site is located. As parcels zoned PRD do not have a base underlying designated zone, the density of the adjacent zone R9 was assumed.

**Table A-4: Assumed Densities for Port Angeles Land Capacity Analysis**

Zone	Minimum Lot Size (sq ft.)	Minimum Density (du/ac)	Maximum Density (du/ac)	Minimum Lots per Acre	10 Years Achieved Residential Density (du/ac)	Assumed Density (du/ac)
<b>CITY OF PORT ANGELES ZONING CODE</b>						
R11	9,000			4.8		4.8
R9	7,000			6.2		6.2
R7	5,000		24.9	8.7	9.6	8.7
RTP	3,500		12.4	12.4		12.4
RMD	3,500	8		12.4	11.7	20.0
RHD		10			17	40.0

CO	3,000			14.5		40.0
CN	5,000			8.7		40.0
CSD						40.0
CA						40.0
CBD						40.0
CR	7,000			6.2		40.0
PRD						6.2

### Employment Density

To determine the density of employment capacity on the nonresidential acreage in Port Angeles, a job density assumption was developed for each zone and measured in jobs per acre. Since there has been little commercial development in the last 10 years, the achieved jobs density was calculated beyond the 2014-2024 period.

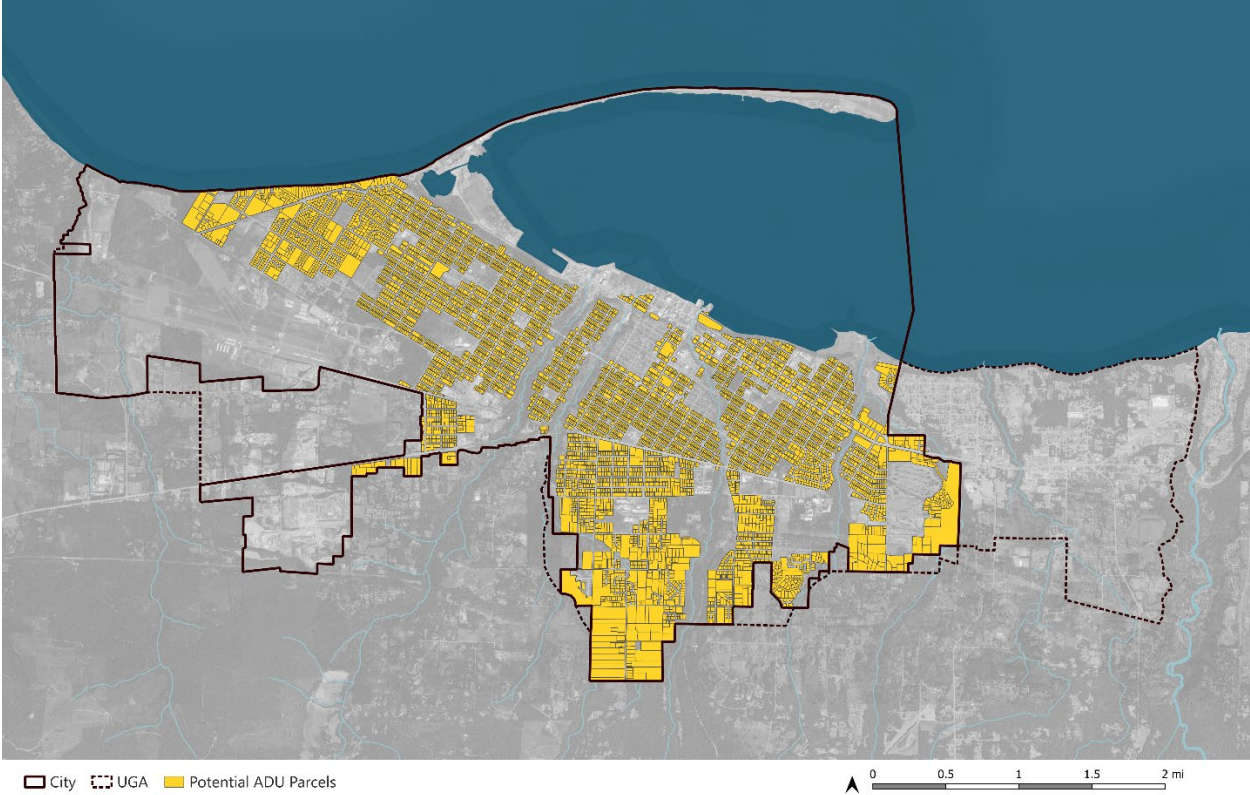
Table A-5: Job Density Assumptions Used for Port Angeles Land Capacity Analysis

Zone	Zone Name	Achieved Jobs per Acre	Assumed Jobs/Acre
<b>CITY OF PORT ANGELES ZONING CODE</b>			
CO	Commercial Office	11.1	11.1
CN	Commercial Neighborhood	18.3	18.3
CSD	Commercial Shopping District	9.7	9.7
CA	Commercial Arterial	11.5	11.5
CBD	Commercial Business District/Downtown	39.5	39.5
CR	Commercial Regional	-	-
IM	Industrial Marine	-	-
IP	Industrial Park	-	-
IL	Industrial Light	22.0	22.0
IH	Industrial Heavy	10.1	10.1

## Additional ADU Capacity

Given the recent policy revisions around ADUs in Port Angeles, parcels in residential zones (R7, R9, R11) and commercial/mixed-use zones (CA, CSD, CN, CO) were considered for the ADU capacity analysis. The existing building footprint was removed from the parcel acreage, and then the remaining acreage for new construction within the allowed lot coverage ratio (per the zoning code) was calculated. Assuming a 1,000 square feet maximum ground floor area for ADU, the number of parcels with possible ADU development is 8,083 parcels, as shown on the map in Map A-13. Based on Commerce guidance and recent ADU development trends in the city, the total amount of parcels was adjusted. LCG assumed that three percent of homeowners might choose to develop an ADU over the planning horizon, based on Commerce guidance and recent trends in the city. Assuming that a small share of those might also choose to construct two ADUs given new legislation, averaging 1.2 ADUs per lot, this would result in an **ADU capacity of 271 units**. This would average about 13.5 ADUs per year, compared to 4.8 ADUs per year permitted on average since 2019, according to city data. Although this is a significant increase, it represents a potential capacity for future ADU construction, as well as reflecting the increasing trend in ADU permitting shown above in Map A-8.

Map A-13: Potential ADU Parcels in Port Angeles



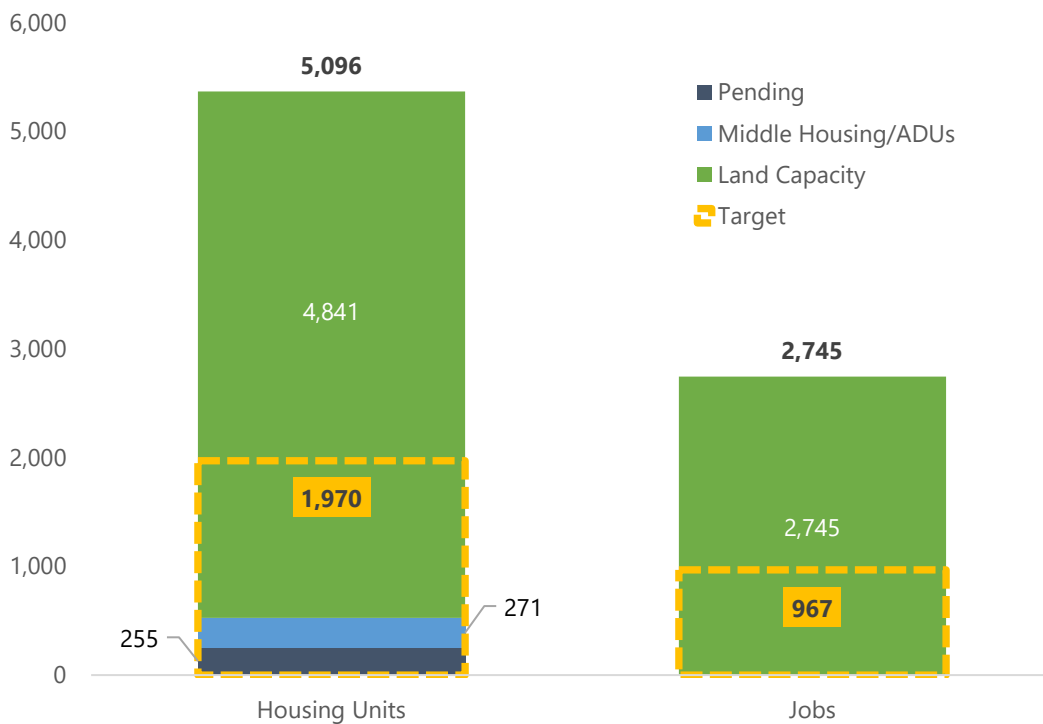
Source: City of Port Angeles, Clallam County, LCG

## Results

### Overall Results

Figure A-4 shows the overall results of the housing and jobs capacity analysis. Units that have been developed since the 2020 baseline or are permitted but not yet built are indicated in dark blue. The additional capacity for housing and jobs, as calculated above, is displayed in green. Under the assumptions described above, the **housing capacity is 4,841 units** and the **jobs capacity is 2,745**. The targets are highlighted in dashed yellow boxes. Overall, Port Angeles has sufficient capacity to accommodate its housing and job targets.

Figure A-4: Port Angeles Housing Unit and Jobs Projections and Capacity Through 2045



Source: Clallam County, LCG

Table A-6 shows the breakdown of the total unit and job capacity by zone, after applying the densities discussed above to the net acreage (less critical areas and infrastructure deductions) and subtracting units that would be lost to redevelopment.

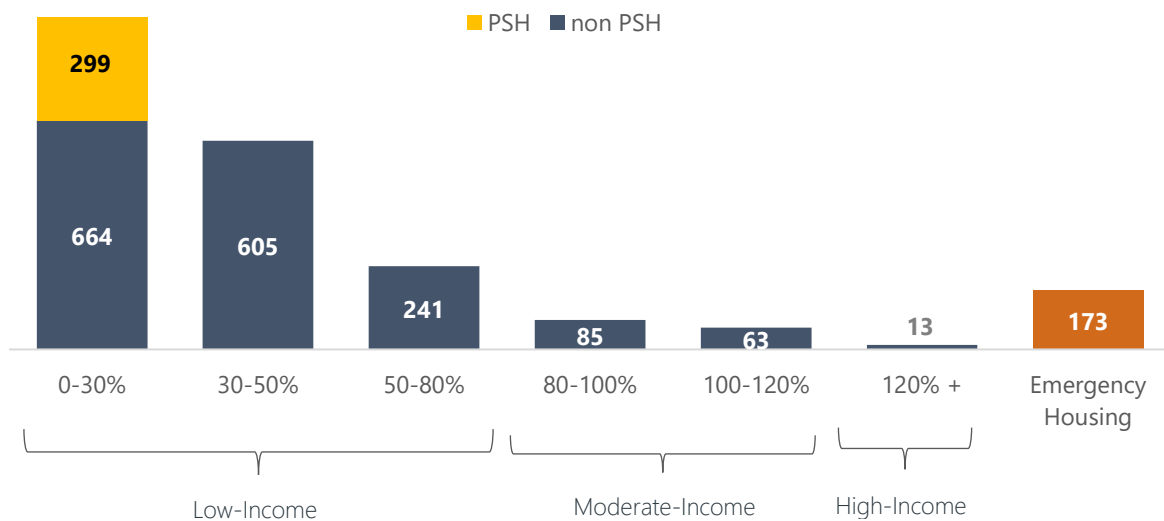
**Table A-6: Housing Unit and Job Capacity by Zone in Port Angeles, 2024-2045**

Abbreviation	Zone Name	Net Housing Unit Capacity	Net Job Capacity
<b>CITY OF PORT ANGELES ZONING CODE</b>			
R11	Residential Low Density	132	0
R9	Residential Low Density	1,424	0
R7	Residential Mixed Density	1,252	0
RTP	Residential Trailer Park Overlay	42	0
RMD	Residential Medium Density	1,141	0
RHD	Residential High Density	506	0
CO	Commercial Office	17	21
CN	Commercial Neighborhood	27	58
CSD	Commercial Shopping District	137	142
CA	Commercial Arterial	129	181
CBD	Commercial Business District/Downtown	18	70
CR	Commercial Regional	0	0
IM	Industrial Marine	0	0
IP	Industrial Park	0	0
IL	Industrial Light	0	581
IH	Industrial Heavy	0	1,692
PRD	Planned Residential Development Overlay	16	0
PBP	Public Buildings - Parks	0	0
<b>Total</b>		<b>4,841</b>	<b>2,745</b>

### Housing Needs by Income Band

HB 1220 requires jurisdictions to analyze their housing capacity by what household income level the new units can serve. Each county establishes income-based projections for each city within the county, and the cities must then demonstrate that they have sufficient land capacity for the number of units allocated in each income band, as well as capacity for emergency housing unit projected needs. Port Angeles' projected housing unit needs for the 2020-2045 period are shown in **Figure A-5**.

**Figure A-5. Port Angeles Projected Housing Needs by Income Band, 2020-2045**



Source: Resolution 101, 2024: Establishing growth and housing allocations for Clallam County and the incorporated city jurisdictions therein. 11-26-2024

### Pending Units by Income Band

The first step in this analysis is to break down the units built since 2020, those proposed, and those under construction by the income level they will serve. The unit rents and home prices were analyzed using average rents from Zillow and corroborated by data from the Washington Center for Real Estate Research at the University of Washington. These rents and housing prices were then compared to the HUD Area Median Income (AMI) for the appropriate household size to determine what income levels (as a percentage of the AMI) could afford to rent or purchase housing in Port Angeles without being cost-burdened (defined as spending more than 30 percent of household income on housing costs). This analysis showed that, on average, apartments in the city are rented at 70-85% AMI, condominiums are selling at around 100% AMI, and single-family homes are selling at around 120-135% AMI. Therefore, pending multifamily units were assigned to the low-income (0-80% AMI) category, middle housing, such as duplexes, triplexes, and townhomes, was assigned to the middle-income (100-120% AMI) category, and single-family housing was assigned to the high-income (120% AMI+) category.

### Land Capacity by Income Band

The subsequent step in this analysis involves categorizing the land capacity for future units into income bands that these units could accommodate. Following Department of Commerce guidelines, this is achieved by grouping zones into categories based on the permitted housing types. The classification, along with the net unit capacity per zone, is presented below. The RMD zone was split in half as it permits moderate-density housing such as duplexes and apartments.

After classification, the zone categories are combined, and future capacity is allocated to different income bands according to the zone category. The following breakdown includes pending units by zone category.

Zone	HB 1220 Zone Capacity	Net Unit Capacity
<b>CITY OF PORT ANGELES ZONING CODE</b>		
R11	Low Density	132
R9	Low Density	1,424
R7	Moderate Density	1,252
RTP	Low Density	42
RMD	Moderate Density	570
RMD	Low-Rise	570
RHD	Mid-Rise	506
CO	Mid-Rise	17
CN	Mid-Rise	27
CSD	Mid-Rise	137
CA	Mid-Rise	129
CBD	Mid-Rise	18
CR	Low-Rise	0
PRD	Moderate Density	16

Table A-7: Pending Units and Capacity Allocation by Zone Category

HB 1220 Zone Category	Housing Types Allowed	Pending Units	Total Additional Unit Capacity	Assumed Affordability Level for Capacity Analysis
Low Density	Detached single-family homes	135	1,598	120% + AMI
Moderate Density	Townhomes, duplex, triplex, quadplex	56	1,838	80-120% AMI
Low-Rise	Walk-up apartments, condominiums (2-3 stories)	41	1,405	0-80% AMI
Mid-Rise	Apartments, condominiums			0-80% AMI
ADU	Accessory Dwelling Units	23	291	50-80% AMI

Lastly, the housing targets for each income band are compared with the capacity breakdown by income band as detailed above. The results are illustrated in **Table A-8**.

**Table A-8: Port Angeles Housing Targets and Capacity by Income Band**

Income Band	Housing Needs	Aggregated Housing Needs	Pipeline Units	Remaining Housing Needs	Total Capacity	Surplus/ Deficit
0-30 PSH	299	1,809	64	1,745	1,676	(69)
0-30 Non PSH	664					
30-50	605					
50-80	241					
80-100	85	148	56	92	1,838	1,746
100-120	63					
120+	13	13	135	(122)	1,598	1,720
<b>Total</b>	<b>1,970</b>	<b>1,970</b>	<b>255</b>	<b>1,715</b>	<b>5,112</b>	<b>3,397</b>

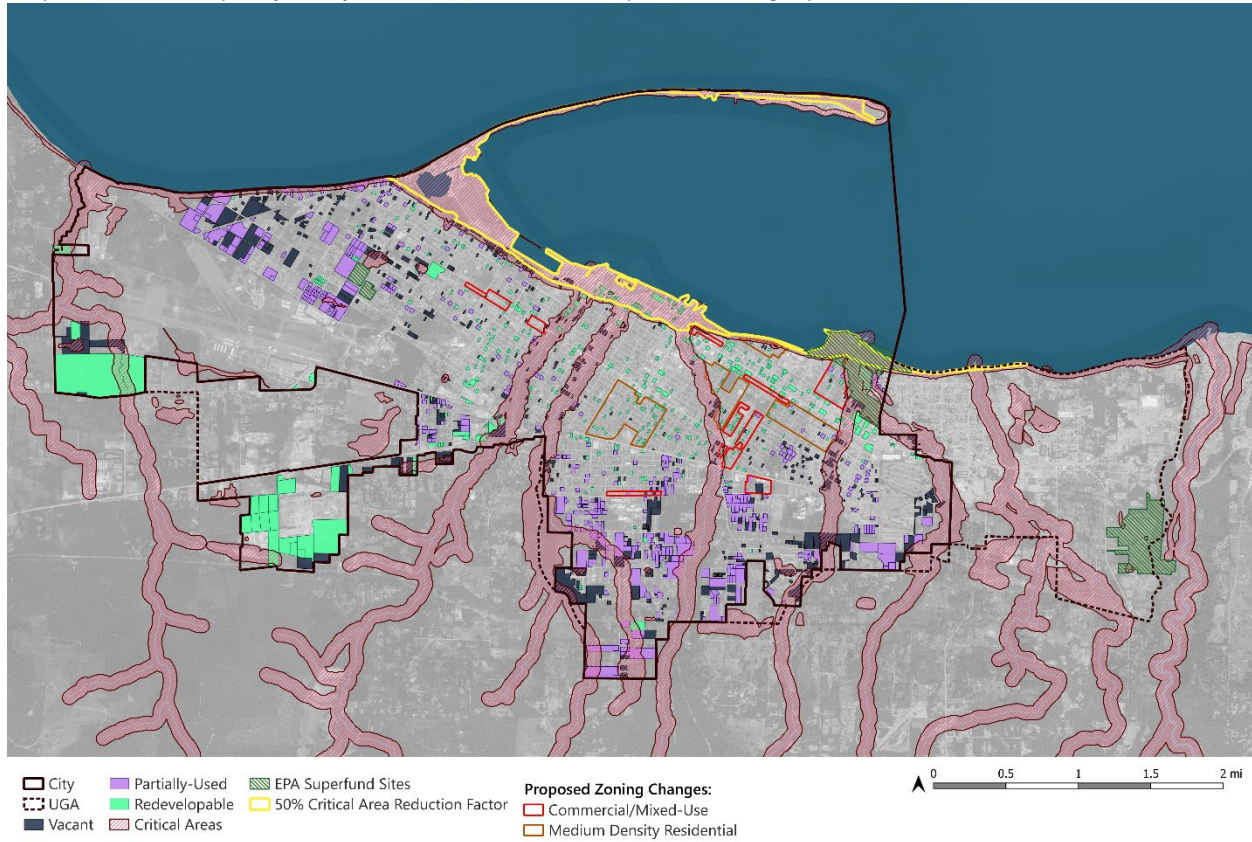
Source: Clallam County, Leland Consulting Group

This analysis shows that Port Angeles has sufficient zoned capacity to meet both its overall housing target and its targets for low-, moderate-, and high-income households. However, the city has a deficit of 69 units at the 0-80 percent AMI category – units serving low-income households. To address this deficit, the city will need to increase zoned capacity for multifamily housing that can accommodate affordable housing for low-income households.

**Addressing Low-Income Capacity Deficit**

Based on the 69-unit deficit in Port Angeles’ initial LCA analysis, several areas are proposed for zoning changes in accordance with the proposed future land use map. These zones will support commercial and mixed-use development corridors near downtown, allowing for higher residential density. Several residential areas are proposed to be upzoned to residential medium-density zones, as shown in Map A-14.

Map A-14: Land Capacity Analysis Classification and Proposed Zoning Update Areas



The table below shows capacity in zones with changed acreage after proposed zoning changes. The red color indicates a decrease in gross acreage due to the changes, and the green color indicates an increase in land capacity.

Table A-1 summarizes the total unit capacity if the changes were implemented and shows that the deficit of 69 units in low-income households would be addressed in this scenario. Per RCW 36.70A.115, cities planning under the GMA “shall ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth.” Therefore, Port Angeles should ensure that the zoning changes shown in Error! Reference source not found. are adopted concurrently with this Comprehensive Plan Update to ensure that the city has sufficient capacity to meet its housing targets at all income levels.

Table A-9: Port Angeles Housing Targets and Capacity by Income Band Under Proposed Zoning Update

Income Band	Housing Needs	Aggregated Housing Needs	Pipeline Units	Remaining Housing Needs	Total Capacity	Surplus/Deficit
0-30 PSH	299	1,809	64	1,745	1,777	32
0-30 Non PSH	664					
30-50	605					
50-80	241					
80-100	85	148	56	92	1,801	1,709
100-120	63	13	135	(122)	1,598	1,720
120+	13					
<b>Total</b>	1,970	1,970	255	1,715	5,117	3,462

Source: Clallam County, Leland Consulting Group

## A-4: Essential Public Facilities

Cities and counties planning under the Growth Management Act must identify “essential public facilities” and include a process for siting them. Per RCW 36.70A.200, essential public facilities are existing facilities that would be difficult to relocate, or new/expanded facilities that are difficult to site due to their size, special infrastructure requirements, actual or perceived adverse community impacts, state or federal development regulations, or other reasons. Essential public facilities do not need to be owned by a government agency.

The table below provides the required identification of essential public facilities in Port Angeles.

The City adopts by reference the process for siting essential public facilities in the [Clallam County Countywide Planning Policies \(2018\)](#).

The City does not prohibit the siting of essential public facilities in the Comprehensive Plan.

**Table A-10: Port Angeles Essential Public Facilities**

Type of Essential Public Facility	Port Angeles Facilities	More Information
<b>Airports</b>	William R. Fairchild International Airport	<a href="https://portofpa.com/air/william-r-fairchild-intl-airport-clm/">https://portofpa.com/air/william-r-fairchild-intl-airport-clm/</a>
<b>State Education Facilities</b>	Peninsula College WSU Clallam County Extension	<a href="https://pencol.edu/">https://pencol.edu/</a> <a href="https://extension.wsu.edu/clallam/">https://extension.wsu.edu/clallam/</a>
<b>State or Regional Transportation Facilities</b>	Port Terminal 1 (general cargo and vessel repair) Port Terminal 2 (Black Ball Ferry Line) Port Terminal 3 (forest products cargo) Port Terminals 4-7 (small or unused facilities) Clallam Transit Central Base WSDOT Port Angeles Maintenance Facility Highway 101 and Highway 117	<a href="https://portofpa.com/marine/terminal-facilities/">https://portofpa.com/marine/terminal-facilities/</a> <a href="https://www.cohoferry.com/">https://www.cohoferry.com/</a> <a href="https://www.clallamtransit.com/ctstamp">https://www.clallamtransit.com/ctstamp</a>
<b>Regional Transit Authority Facilities</b>	N/A	
<b>State and Local Correctional Facilities</b>	Clallam County Corrections Facility Clallam County Juvenile Correctional Facility	<a href="https://www.clallamcountywa.gov/564/Jail-Facilities">https://www.clallamcountywa.gov/564/Jail-Facilities</a> <a href="https://www.clallamcountywa.gov/287/Juvenile-Services">https://www.clallamcountywa.gov/287/Juvenile-Services</a>
<b>Solid Waste Handling Facilities</b>	Regional Transfer Station	<a href="https://wa-portangeles.civicplus.com/247/Regional-Transfer-Station">https://wa-portangeles.civicplus.com/247/Regional-Transfer-Station</a>
<b>Opioid treatment programs</b>	BAART Programs Olympic Peninsula Health Services Olympic Medical Center	<a href="https://baartprograms.com/locations/washington/port-angeles">https://baartprograms.com/locations/washington/port-angeles</a> <a href="https://ophsmat.com/">https://ophsmat.com/</a> <a href="https://www.olympicmedical.org/">https://www.olympicmedical.org/</a>

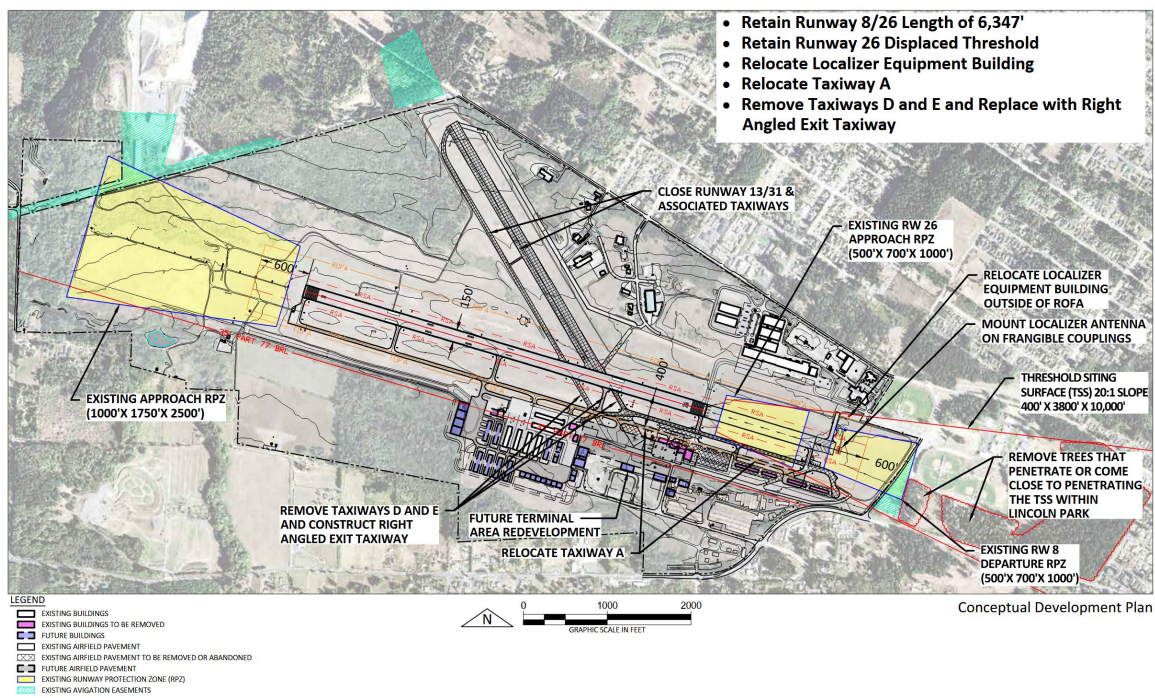
Recovery residences	Oxford House (multiple) Peninsula Behavioral Health (multiple)	<a href="https://www.oxfordhouse.org/">https://www.oxfordhouse.org/</a> <a href="https://peninsulabehavioral.org/services/residential/">https://peninsulabehavioral.org/services/residential/</a>
Harm reduction programs	Clallam County Harm Reduction Health Center	<a href="https://www.clallamcountywa.gov/660/Harm-Reduction-Health-Center-HRHC">https://www.clallamcountywa.gov/660/Harm-Reduction-Health-Center-HRHC</a>
Inpatient facilities, including substance use disorder treatment facilities, mental health facilities, group homes, community facilities as defined in RCW 72.05.020, and secure community transition facilities	North Olympic Healthcare Network Olympic Peninsula Health Services Olympic Medical Center	<a href="https://www.nohn-pa.org/services/office-based-addiction-treatment/">https://www.nohn-pa.org/services/office-based-addiction-treatment/</a> <a href="https://ophsmat.com/">https://ophsmat.com/</a> <a href="https://www.olympicmedical.org/">https://www.olympicmedical.org/</a>

## A-5: Airport Compatibility Planning

William R. Fairchild International Airport (identifier CLM) is the only airport in Port Angeles. It was developed in the 1930s for the U.S. Army and Navy and was transferred to public use in 1948. It has two runways and covers about 800 acres, including a 120-acre industrial park. The airport sees approximately 27,000 flight operations per year. As of 2025, the airport does not have regular commercial passenger service.

Per RCW 36.70.547, cities in which there is a general aviation airport must use their comprehensive plan and development to discourage the siting of incompatible uses adjacent to an airport. WAC 365-196-455 guides what land uses may be incompatible within one mile of an airport's approach paths. This includes residential uses; high-intensity uses such as schools, hospitals, and sporting venues; airspace and height hazard obstructions; and other issues unique to each airport, such as topography and geographic features.

The Port of Anacortes maintains a [William R. Fairchild International Airport Master Plan](#), last updated in 2019, which provides additional guidance, including a section on zoning, an existing land-use inventory, a discussion of compatible land uses, and a Land Use Compatibility Matrix specific to noise.



**Exhibit 1-1. Conceptual Development Plan**

William R. Fairchild International Airport — Master Plan Update — September 2019

*Airport conceptual development plan (Port of Port Angeles, 2019)*

The airport's master plan identifies these compatibility issues:

- The runway protection zone east of Runway 8 /26 overlaps with City-owned land consisting of S. L Street and 6-7 acres of Lincoln Park. The compatibility issues are that S. L Street is open to public traffic, Lincoln Park has tall trees that may be an airspace obstruction, and Lincoln Park has public

gathering spaces, including ballfields, a bicycle motocross track, and vehicle parking. The Port has identified a preference to close S. L Street and to purchase that portion of Lincoln Park.

- The runway protection zone west of Runway 8/26 extends off airport property onto the Olympic Discovery Trail and a small portion of the City-owned Regional Transfer Station (solid waste facility). The Port has identified a preference to purchase property or establish avigation easements to prevent incompatible land uses from developing in the future.
- The runway protection zone for Runway 13/31 extends off Port-owned property onto residential or vacant private land. The Port has identified a preference to purchase property or establish avigation easements to prevent incompatible land uses from developing in the future. However, the incompatibility will be eliminated when Runway 13 closes in the future after pavement conditions degrade due to a lack of maintenance funding.
- There are no land use incompatibilities associated with the existing noise levels generated by aircraft operations.

For more information, see the Port of Port Angeles's William R. Fairchild International Airport Master Plan Update (linked above).

Zoning and existing land use within the Port Angeles city limits around the airport are predominantly characterized by low- to medium-density residential, light and heavy industrial, and parks and open space. In the 2025 periodic update to the Comprehensive Plan, this pattern is expected to largely continue for the 20-year planning period, with some changes from the previous periodic update:

- The airport itself is designated from Industrial to Public Facilities in the Comprehensive Plan's Future Land Use Map. This better identifies the airport as an essential public facility. The airport industrial park and other non-airport lands remain designated as Industrial in the Future Land Use Map. The airport's underlying zoning, Industrial Light, is not proposed to change.
- North of the airport, approximately 25 acres of mostly vacant land north of W. 18th Street and west of S. M Street is redesignated from Medium Density Residential to Mixed-Use in the Comprehensive Plan's Future Land Use Map. This will require a zoning change to a commercial zone that allows higher-density residential use, additional non-residential uses, and more intense development, including taller structures. This area is outside of the runway protection zones and approach paths. One reason for the change is to increase options for siting a grocery store and other commercial services in the underserved western part of the city.
- North of the airport (and citywide), lands previously designated as Low Density or Medium Density Residential are changed to the new Low-Medium Density Residential designation in the Comprehensive Plan's Future Land Use Map. This will be followed by zoning changes that allow more intensive residential development, such as smaller lots and a wider range of attached housing. Except for a small area of vacant land north of Runway 13, these areas are outside of the runway protection zones and approach paths.
- South of the airport, in the western unincorporated growth area, Port Angeles is expecting to annex this land in the 20-year planning period and see more industrial development and infrastructure investments, including conversion of existing low-density residential uses and zoning. This area is outside of the runway protection zones and approach paths.

# Appendix B: Housing

# B-1: Housing Needs Assessment

## Introduction

This Housing Needs Assessment (HNA) is prepared as part of the background analysis for updating the Housing Element of the City of Port Angeles 2025 Comprehensive Plan Update as required by the State Growth Management Act (GMA) under RCW 36.70A.130. This report identifies current and future housing needs to serve all income demographics of the community and analyzes potential gaps in housing supply, type, and affordability.

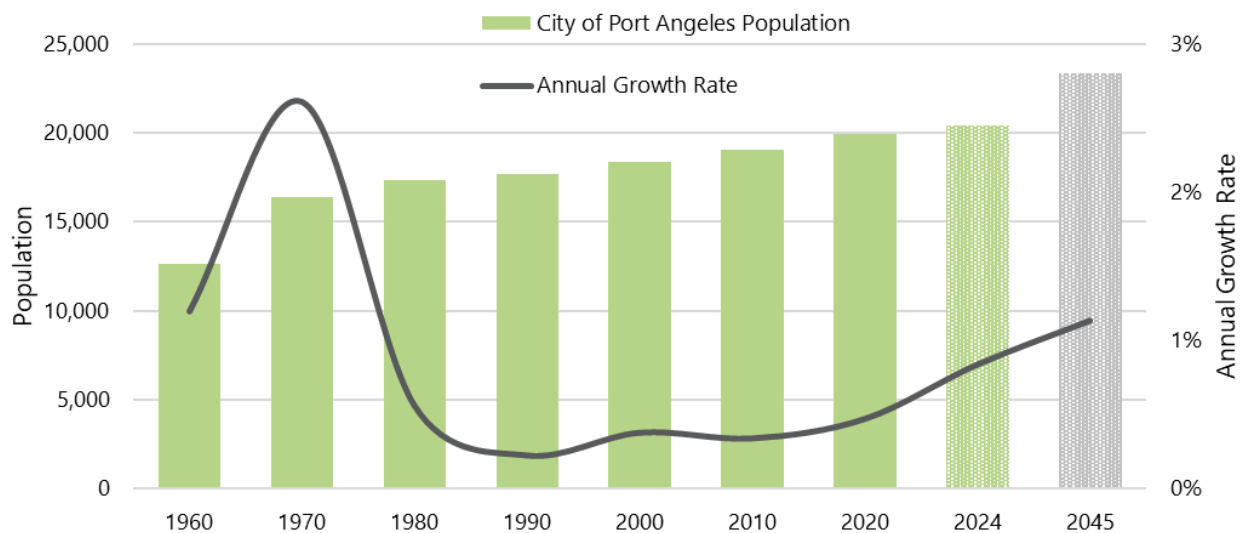
## Community Profile

This section summarizes key data on Port Angeles' population, demographics, and household characteristics to understand current and future housing needs in the city.

### Population Characteristics

According to the WA Office of Financial Management (OFM), as of 2024, there were an estimated 20,410 residents in Port Angeles. Since the 2020 Census, the city's population has grown by about 2.25 percent. The population grew rapidly in the 1950s and 60s but has slowed since the 1970s. After the permanent closure of the Fiberboard mill, which produced cartons and paper in 1970, the previously rapidly growing city has experienced slower growth, with annual rates between 0.02 and 0.84 percent. Clallam County projects that the city's population will grow to 23,369 by 2045, and unincorporated Port Angeles' urban growth area (UGA) population will reach 3,301. Therefore, the total population of the City of Port Angeles and the associated unincorporated UGA is projected to be 26,670 by 2045.

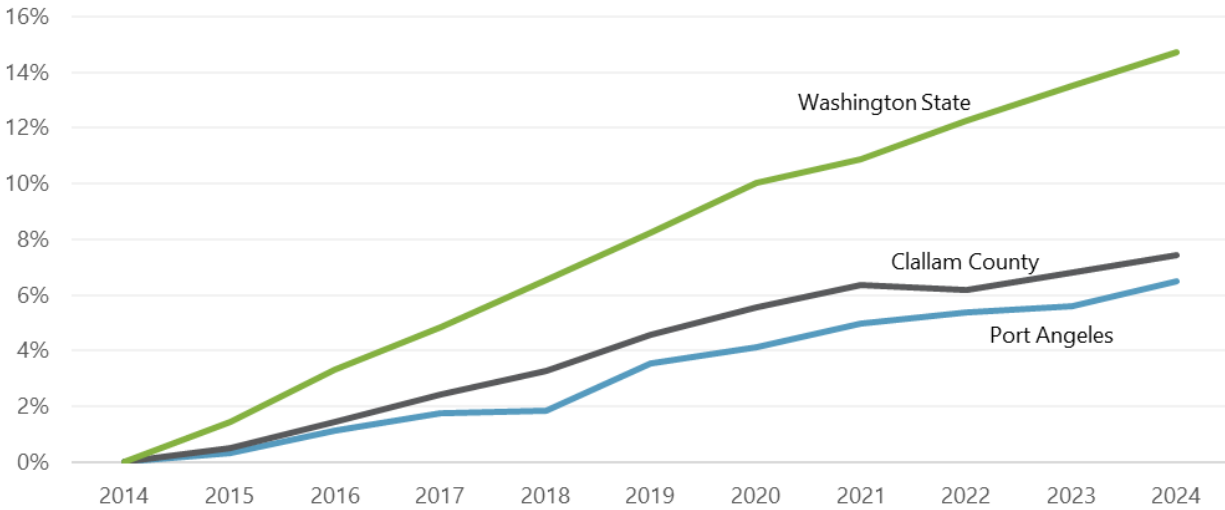
Figure B-1. Historic Population Growth in Port Angeles, 1960–2024



Source: U.S. Census Bureau Decennial Census, Washington Office of Financial Management (OFM) Historic Population Data and April 1 Population Estimates.

Figure B-2 shows that the Port Angeles population has grown more slowly than Clallam County and Washington State's total population over the past decade. The city's growth rate has been 6.5 percent since 2014, whereas the county grew at about 7.4 percent, and the state's population increased by 14.7 percent.

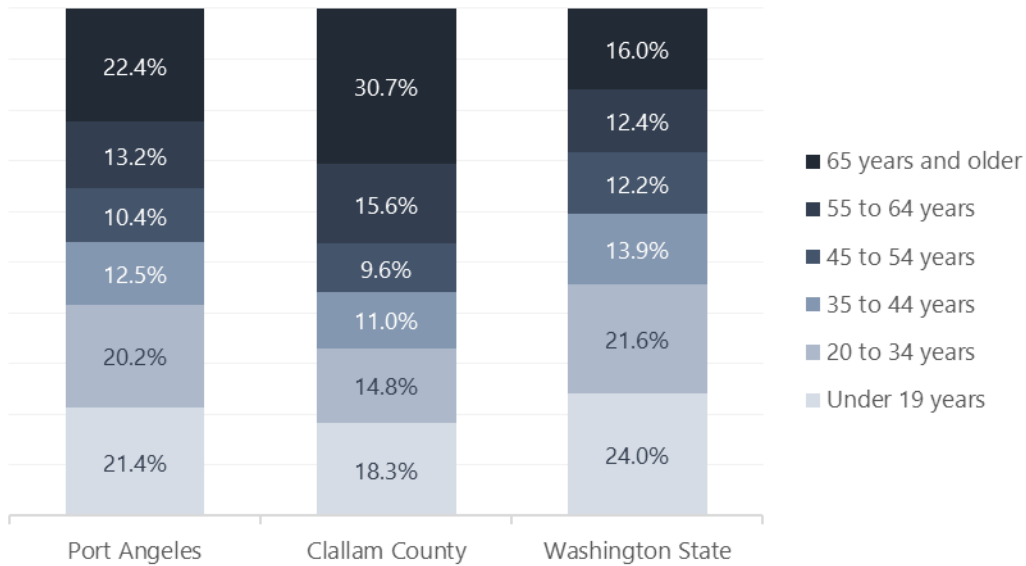
Figure B-2. Port Angeles Population Change with Regional Comparison, 2014-2024



Source: U.S. Census Bureau Decennial Census, Washington Office of Financial Management (OFM) Historic Population Data and April 1 Population Estimates.

Age distribution in Port Angeles’ population is closer to the state rather than the county distribution. The city’s median age is 41.3, about three percentage points higher than the state average of 38.4 years. However, the city’s population is significantly younger than the county’s median age of about 52, which is skewed by the high percentage of people 55 years old and older.

Figure B-3. Age Distribution in Port Angeles with Regional Comparison, 2022

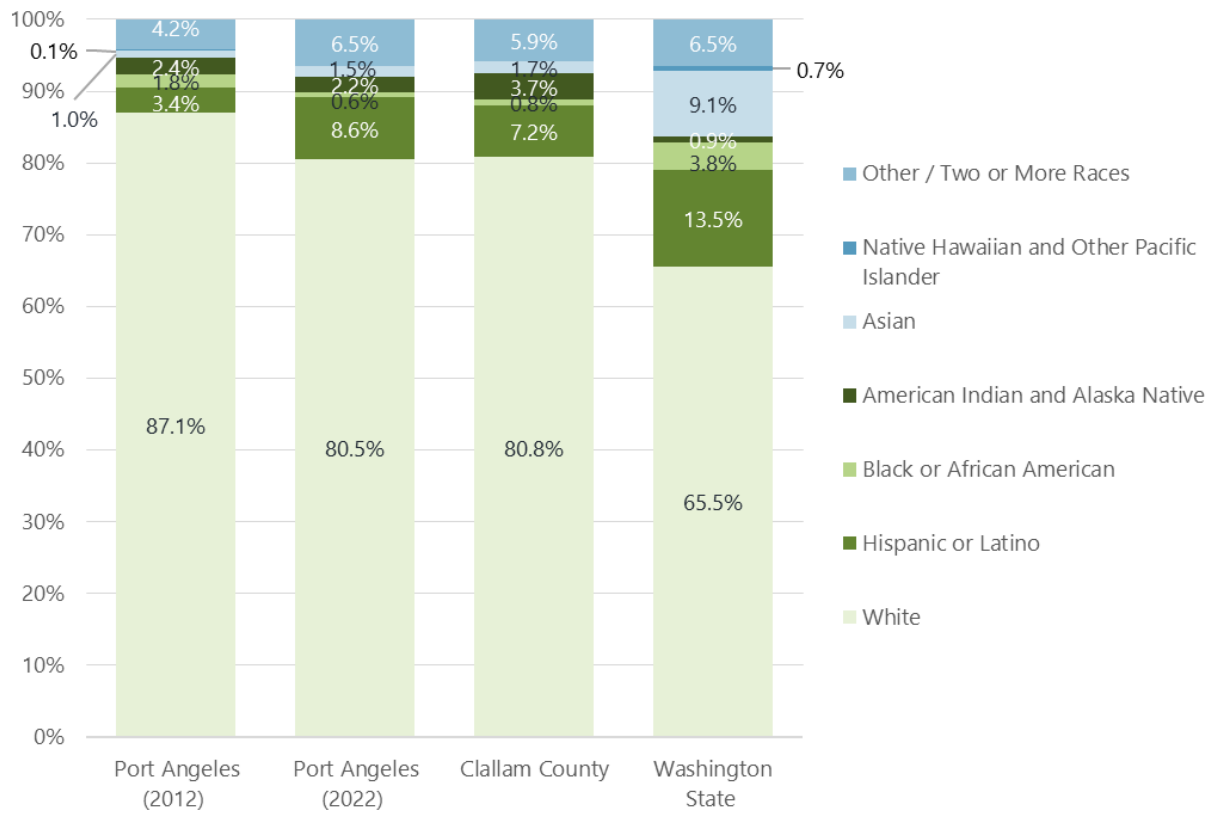


Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP05

Since 2012, Port Angeles has become more diverse with the increase of the Hispanic/Latino population share from 3.4 to 8.6 percent. In 2022, the city’s racial and ethnic diversity was relatively the same as the county’s racial distribution, with a slightly higher share of Hispanic/Latino residents representing 8.6 percent of the population, compared to 7.2 percent countywide. Asian and Black or African American populations are on average six times smaller than the state’s rates. However, the American Indian and

Alaska Native populations are almost 2.5 times higher than in the state. Overall, Port Angeles' racial and ethnic demographics are significantly more homogeneous than the state's.

Figure B-4. Race and Ethnicity in Port Angeles with Regional Comparison, 2012 and 2022



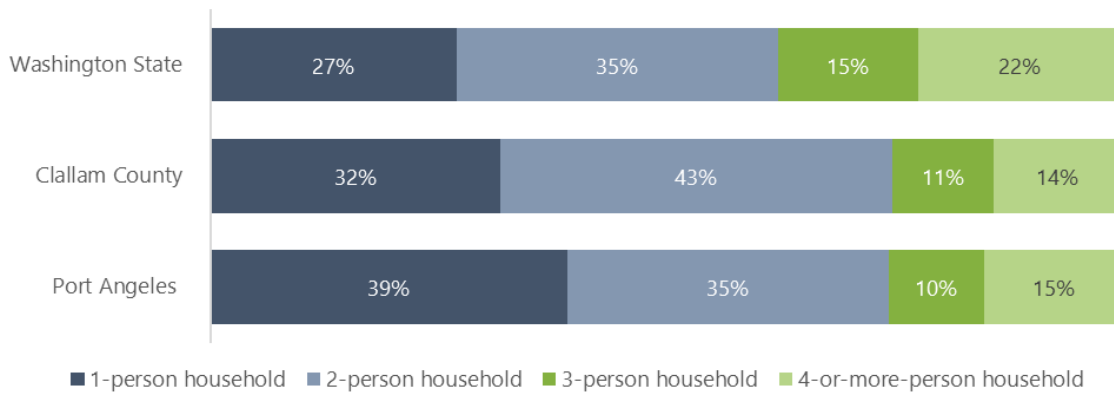
Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP05

### Household Characteristics

According to the 2022 American Community Survey (ACS), there were 9,087 households in Port Angeles, with an average household size of 2.2. This is a little larger than Clallam County's 2022 average household size of 2.1 and smaller than the 2022 statewide average of 2.5. A quarter of households have three or more people, a rate similar to the county's. Meanwhile, Port Angeles has a larger share of one-person households than the county and state. Figure B-5 visualizes the distribution of households in the city and the region.

According to the WA Office of Financial Management, Port Angeles 2024 postcensal estimated total housing units are 9,718.

Figure B-5. Household Size in Port Angeles with Regional Comparison, 2022



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table S2501

Error! Reference source not found. shows data on the makeup of Port Angeles’ households. Overall, 54 percent of households are family households, defined as two or more related family members living together in any combination. That percentage corresponds closely to housing ownership, as shown in Figure B-6. Of these, almost three-quarters are married couples. Less than a quarter of Port Angeles households have children, which is between the county and state rates of 18 and 27, respectively. With Port Angeles having a relatively younger population (see Figure B-3). Compared to the county, with household sizes similar to those in the county, there may be a need for smaller housing units for young adults and families in the city. On the other hand, 18 percent of Port Angeles’ households are single householders aged 65 or older, around the county average and higher than the statewide average. These older residents need senior-accessible housing units to meet their special needs.

Table B-1: Household Types in Port Angeles with Regional Comparison, 2022

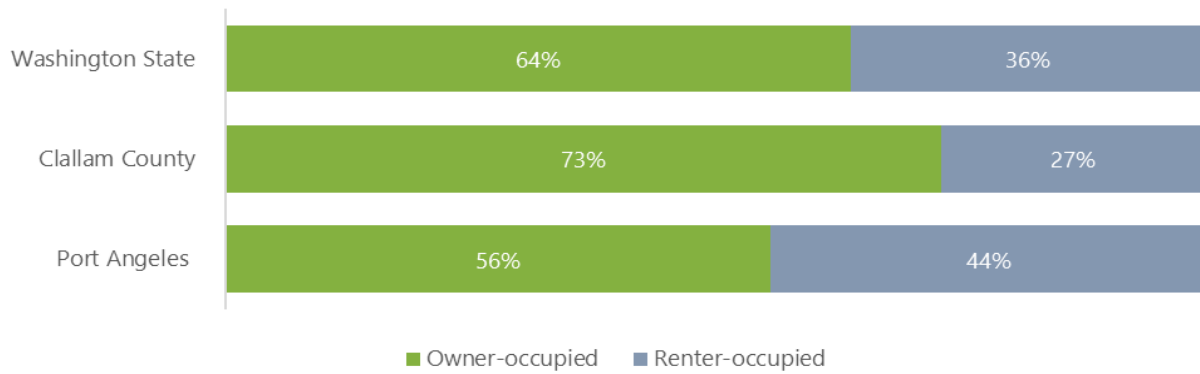
	Port Angeles		Clallam County		Washington State	
	Total	Share	Total	Share	Total	Share
Total Households	9,087		34,128		2,979,272	
Family households	4,888	54%	21,104	62%	1,910,770	64%
Married-couple family	3,577	39%	16,484	48%	1,482,230	50%
Other family	1,311	14%	4,620	14%	428,540	14%
With the children of the householder under 18 years	2,003	22%	6,235	18%	814,890	27%
Nonfamily households	4,199	46%	13,024	38%	1,068,502	36%
Householder living alone	3,555	39%	10,841	32%	803,383	27%
Householder 65 years and over	1,625	18%	5,848	17%	313,547	11%

Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table S2501

In Port Angeles, more than half of the housing units are owner-occupied, which is lower than the state average and significantly lower than the county average, as shown in Figure B-6. Renters represent a significant share of household tenure in 2022 and face a higher risk of housing instability due to rent

increases, evictions, and other factors, as well as lower incomes and higher cost burdens, as discussed in the section below.

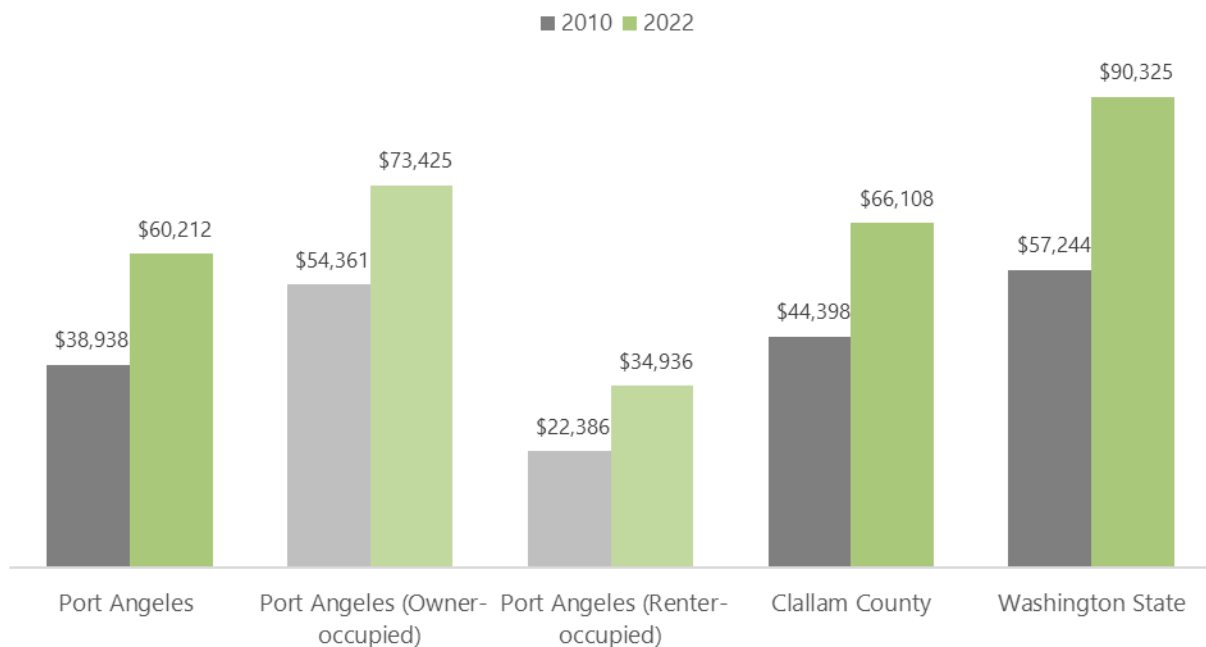
Figure B-6. Household by Tenure in Port Angeles with Regional Comparison, 2022



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table S2501

Port Angeles’ median household income is lower than the Clallam County and Washington state averages. Since 2010, incomes have increased by about 55 percent, from \$38,938 to \$60,212, not inflation-adjusted. This is a faster increase than in Clallam County, which increased at a slower rate of 49 percent in the last decade. However, the state median income grew faster, by about 58 percent over the same period. Households that own their homes in Port Angeles make more than twice as much as renter households, as shown in Figure B-7. Although renter households are often smaller on average than ownership households, which can account for part of this disparity, this suggests potential affordability concerns for rental households.

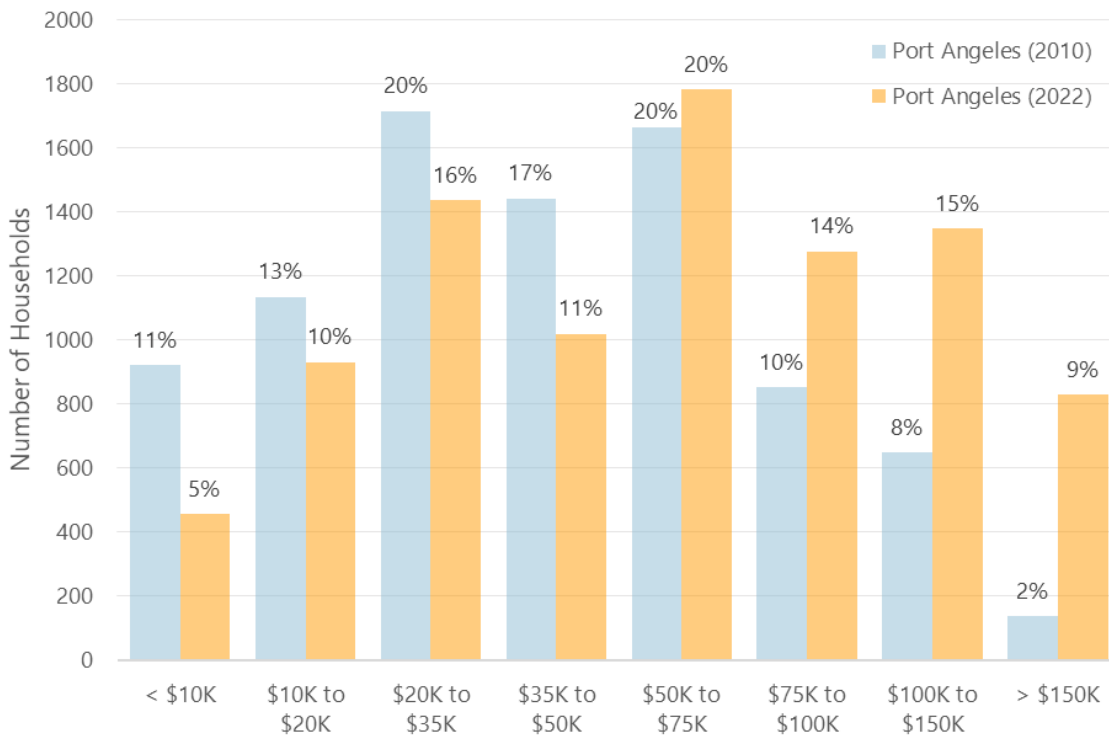
Figure B-7. Median Household Income in Port Angeles with Regional Comparison, 2022



Source: U.S. Census Bureau 5-Year ACS, Table S2503

**Figure B-8** further breaks down households' income by income brackets to describe changes in income levels over the past 12 years. In 2010, 57 percent of Port Angeles' households had incomes between \$20,000 and \$75,000; that share dropped to 47 percent in 2022. The overall rise in median income partially causes this decline; however, as shown below, the percentage of households earning more than \$150,000 has increased from two to nine percent since 2010 (from 137 households to 829), which is higher than the change in any other income group.

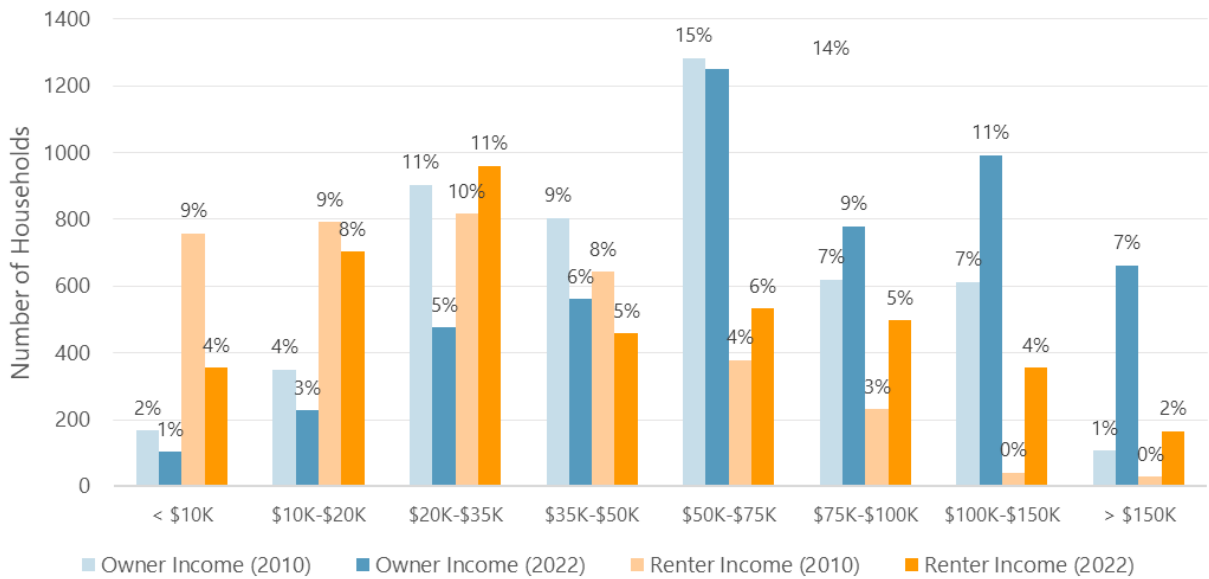
**Figure B-8. Household Income in Port Angeles by Income Brackets, 2010 and 2022**



Source: U.S. Census Bureau 5-Year ACS, Table S2503.

Between 2010 and 2022, the number of households increased by 549, or six percent, and the share of owner and renter households has stayed the same. Therefore, the significant increase in higher-income households might have caused an overall increase in the median household income for both owners and renters. However, **Figure B-9** shows that the percentage of owner-occupied households earning \$150,000 or more has increased at a much higher rate than for renter households. Although the percentage of renter-occupied households earning less than \$10,000 dropped significantly, the percentage of renter-occupied households in other mid-income categories has not changed at the same rate. Therefore, in 2022, the median household income more accurately reflects owner-occupied income than renter income.

Figure B-9. Tenure by Household Income in Port Angeles, 2010 and 2022



Source: U.S. Census Bureau 5-Year ACS, Table B25118.

The U.S. Department of Housing and Urban Development (HUD) determines a countywide area median income (AMI) for each county. In 2024, the Clallam County AMI was \$93,900. The HUD AMI is generally higher than the Census-reported median household income (see **Figure B-7** as an example) since AMI is based on Census-reported median family income, which excludes non-family households (one-person households and unrelated multi-person households). HUD defines households as “Extremely low income” if they earn 30 percent AMI or less, “very low income” if they earn 30-50 percent AMI, and “low income” if they earn 50-80 percent AMI. Error! Reference source not found. shows these three levels of AMI income limits in Clallam County. These figures are the maximum rents that households at each income level would pay for subsidized housing at that income level, based on household size. This metric is used to determine eligibility for subsidized affordable housing.

Table B-2: HUD Income Limits for Clallam County, 2024

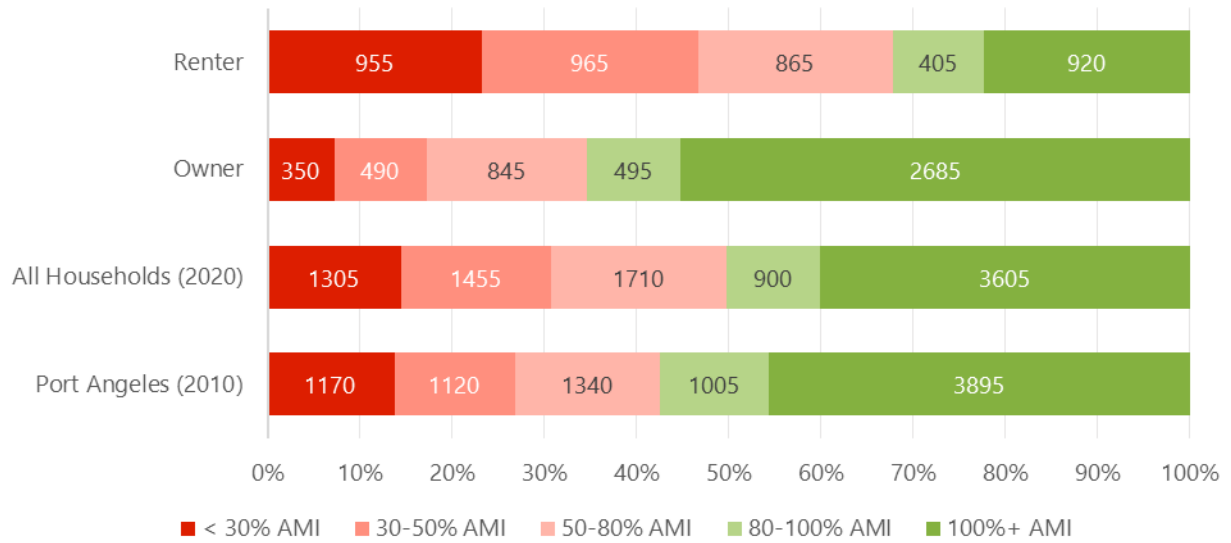
	Persons in Family							
	1	2	3	4	5	6	7	8
<b>Extremely Low Income (30% AMI)</b>	\$19,300	\$22,050	\$25,820	\$31,200	\$36,580	\$41,960	\$47,340	\$52,720
<b>Very Low Income (50% AMI)</b>	\$32,150	\$36,700	\$41,350	\$45,900	\$49,600	\$53,250	\$56,950	\$60,600
<b>Low Income (80% AMI)</b>	\$51,450	\$58,750	\$66,150	\$73,450	\$79,350	\$82,250	\$91,100	\$97,000

Source: U.S. Department of Housing and Urban Development (HUD)

**Figure B-10** shows a breakdown of Port Angeles’ households by tenure (ownership/rental) and income, as a percentage of AMI. The low-income share has grown by seven percent since 2010, showing a decrease in housing affordability. Overall, about 50 percent of households in the city are considered low-income, earning 80 percent or less of the AMI in 2020. However, nearly 68 percent of renter households, or 2,785 households, are earning less than 80 percent AMI and could be eligible for subsidized affordable housing.

This reinforces the data shown above about disparities between renter and ownership household income in the city.

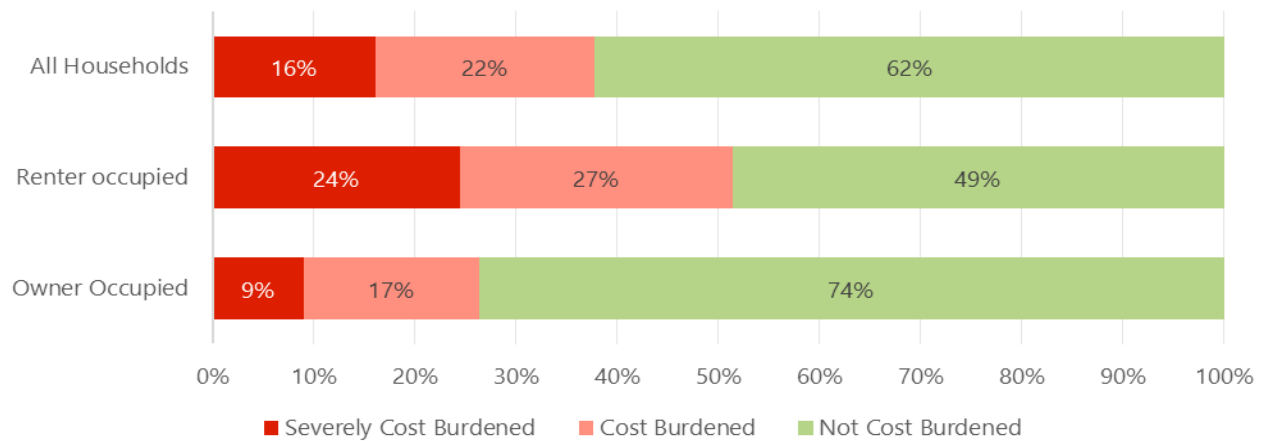
Figure B-10. Household Income as a Percentage of AMI by Tenure in Port Angeles, 2010 and 2020



Source: 2006-2010, 2016-2020 HUD Comprehensive Housing Affordability Strategy (CHAS)

HUD considers a household as cost-burdened when it spends more than 30 percent of its income on housing, including rent or mortgage and utilities. A household is considered “severely cost-burdened” if it spends more than 50 percent of its income on housing. **Figure B-11** shows Port Angeles’ households broken down by cost burden and tenure. Overall, 38 percent of households are cost-burdened, and 16 percent are severely cost-burdened. Renters face higher cost burdens, with half of renter households spending more than 30 percent of their income on housing, whereas almost three-quarters of homeowners are not cost-burdened. This shows a need for more affordable rental housing in the city.

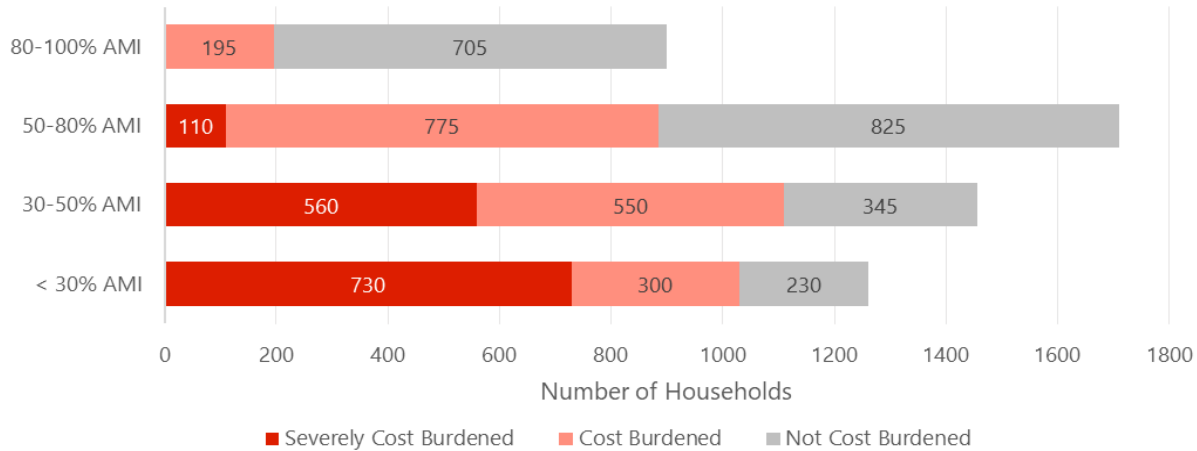
Figure B-11. Cost Burdened Households by Tenure in Port Angeles, 2020



Source: 2016-2020 HUD Comprehensive Housing Affordability Strategy (CHAS)

When analyzed by household income, Port Angeles' lower-income households (below 80 percent AMI) face much higher cost burdens. **Figure B-12** shows that 1030 of Port Angeles' extremely low-income households (earning 30 percent or less of AMI) are cost-burdened, and two-thirds of those are severely cost-burdened. Three-quarters of households earning under 50 percent AMI are also cost burdened, and more than half of low-income households earning 50 to 80 percent AMI also spend 30 percent or more of their income on housing costs. This data shows the need for subsidized rental units in Port Angeles to serve the city's lowest-income households, particularly those who are severely cost-burdened.

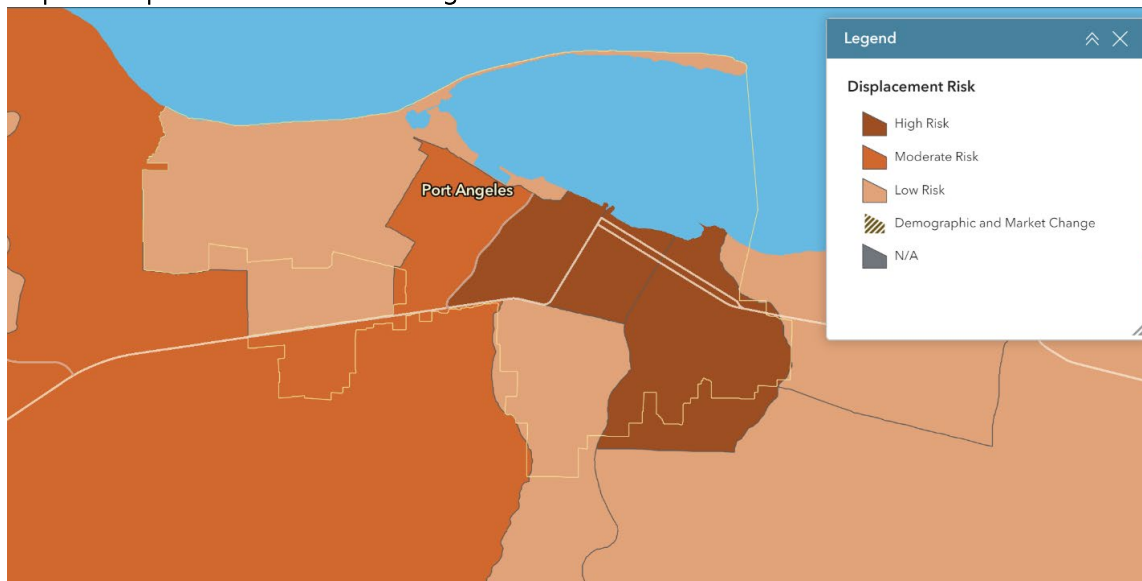
**Figure B-12. Cost Burden and Household Income in Port Angeles, 2020**



Source: 2016-2020 HUD Comprehensive Housing Affordability Strategy (CHAS)

According to the Washington Department of Commerce's draft Displacement Risk Map, most of the Port Angeles census tracts on the east face a high risk of displacement. Overall, this is one of the highest concentrations in the county. Along with the low median income compared to the county and state figures and the high housing cost burden, this indicates a need for additional housing that residents at risk can afford.

**Map B-1: Displacement Risk for Port Angeles**

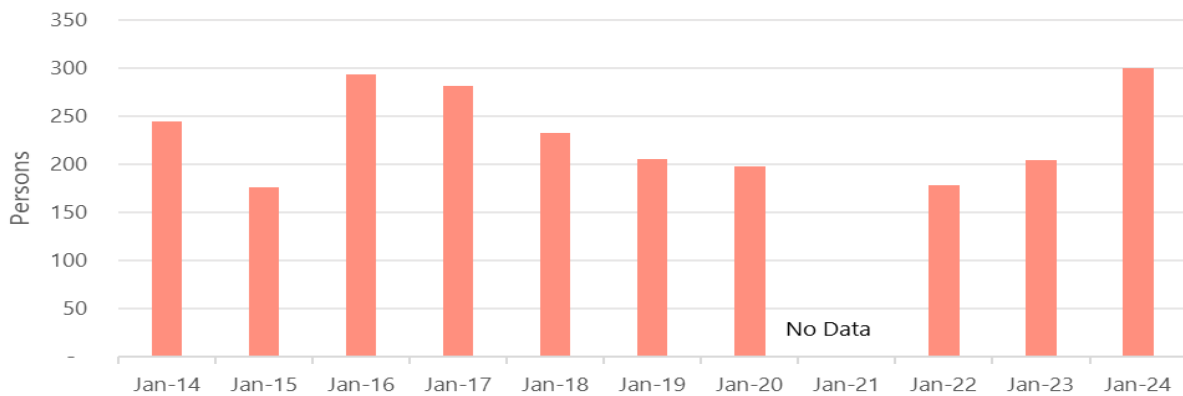


### Special Housing Needs

According to the January 2024 Point-in-Time Count, there are 300 homeless residents in Clallam County in 273 households. Over 50 percent of homeless residents are unsheltered (155) versus sheltered (145). The number of unsheltered residents has doubled since January 2023 (78 unsheltered), when there were an estimated 204 homeless residents in the county.

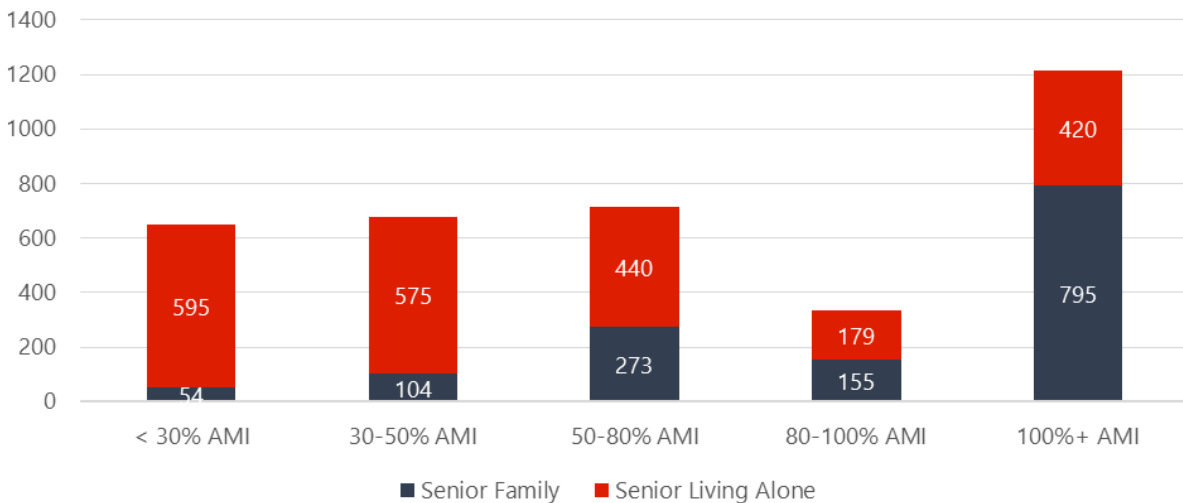
In 2022, there were 1,625 households in Port Angeles headed by a householder aged 65 or older, representing 18 percent of the city's total households. HUD data estimates that in 2020, 57 percent of all older adult households were low-, very low-, or extremely low-income. Further, 35 percent (1,244 persons) of all senior-headed households were seniors living alone experiencing a housing cost burden.

Figure B-13. Point-In-Time Homeless Census, 2014-2024



Source: Washington Office of Financial Management (OFM) Clallam County Annual Point-In-Time Count.

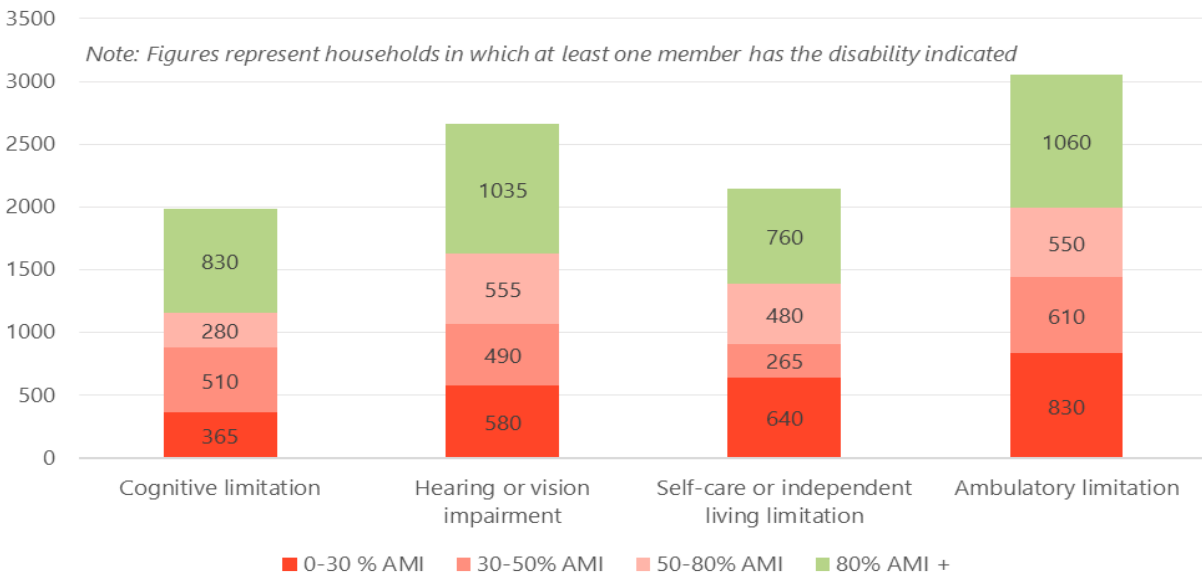
Figure B-14. Income Brackets for Older Adults Households (62+) in Port Angeles, 2020



Source: 2016-2020 HUD Comprehensive Housing Affordability Strategy (CHAS)

In Port Angeles, 2,840 households had a household member with a disability in 2020. These are classified into four categories: cognitive limitation, hearing or vision impairment, self-care or independent living limitation, and ambulatory limitation. Note that individuals can have one or more of these disabilities, so the totals may exceed the city's total number of households. The chart in **Figure B-15** shows households with one of the four disability categories broken down by household income. The most common type of disability in the city's population is ambulatory, and the majority of households in which a member has a disability are low-income households. This demonstrates the need for accessible housing at various price points and for supportive services in the city.

**Figure B-15. Disability and Household Income in Port Angeles, 2020**



Source: 2016-2020 HUD Comprehensive Housing Affordability Strategy (CHAS)

## Workforce Profile

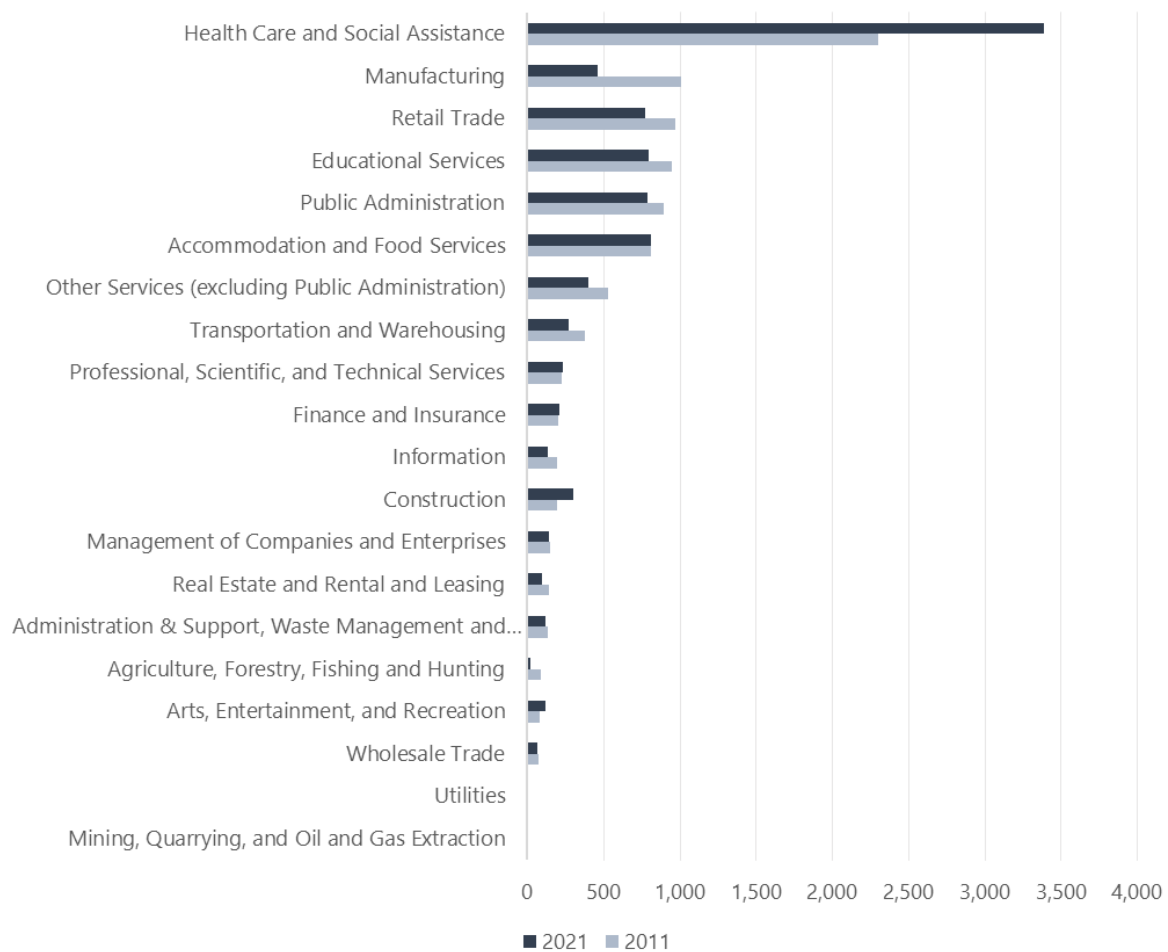
This section describes Port Angeles' workforce and job sectors, jobs-to-housing ratio, and employment trends and projections, which can help inform the city's future housing needs.

### Local Workforce Characteristics

According to the latest Census/LEHD data, there were 9,102 jobs in Port Angeles in 2021.

Figure B-16 shows employment by the top ten sectors. The top industry in the city as of 2021 is health care and social assistance, which has grown by almost 50 percent over the past decade and represents 37 percent of all jobs in the city. Other top employment sectors include accommodation and food services, education, retail, public administration, and manufacturing, which, significantly, dropped by 55 percent, from over 1,000 jobs to 458 over the last ten years. However, the construction industry has grown by 56 percent over the same period, although it accounts for only a small share of total jobs. The arts, entertainment, and recreation sector has followed a similar trend. The significant rise in the health care industry corresponds with the overall trend in the county, as can be seen in Figure B-16.

Figure B-16. Jobs by Sector in Port Angeles, in 2011 and 2021



Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap.

Error! Reference source not found. shows the comparison between the share of jobs by sector in Port Angeles and Clallam County overall. Port Angeles has a higher share of jobs in Health Care, accounting for 3,388 jobs. Clallam County has a higher share in Retail Trade and Public Administration than Port Angeles. Whereas Port Angeles has slightly higher shares of Education and Manufacturing jobs, the overall industry mix is relatively similar, with concentrations in Health Care, Accommodation and Food Services, Education, and Retail. Top employers in Port Angeles are the Olympic Medical Center, Peninsula College, Nippon Paper Industries USA, Port of Port Angeles, and governmental entities such as Port Angeles City and Clallam County Government.

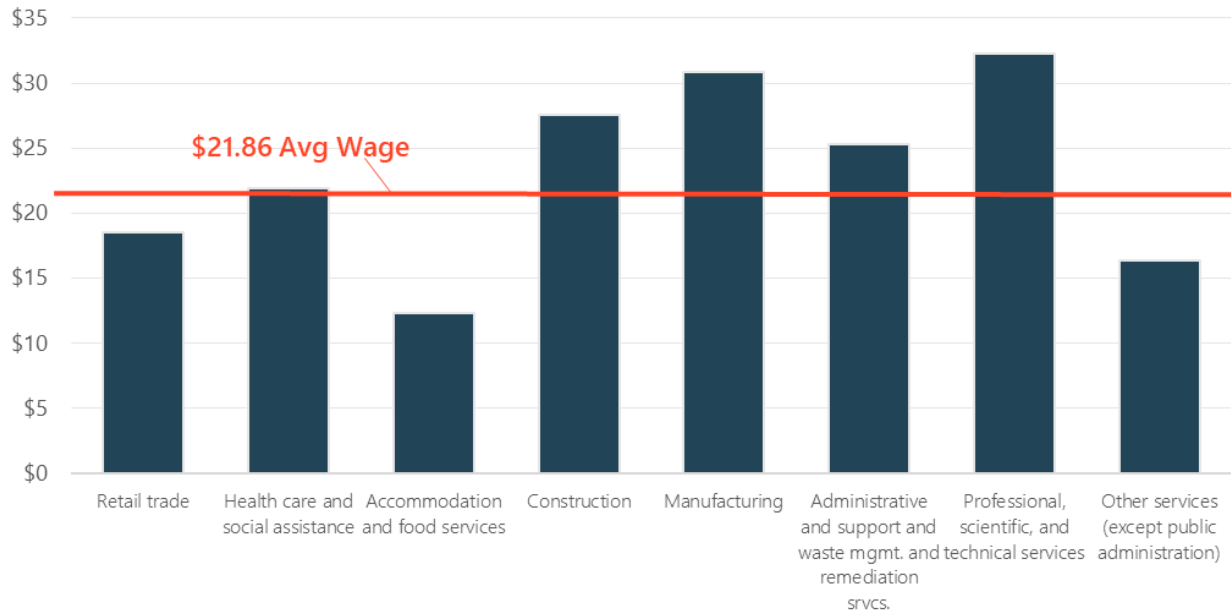
**Table B-3: Share of Jobs by Industry in Port Angeles and Clallam County, 2021**

NAICS Industry	Port Angeles		Clallam County	
	Total	Share	Total	Share
Health Care and Social Assistance	3,388	37.2%	5,182	23.6%
Accommodation and Food Services	808	8.9%	1,944	8.8%
Educational Services	798	8.8%	1,743	7.9%
Public Administration	788	8.7%	2,192	10.0%
Retail Trade	775	8.5%	2,945	13.4%
Manufacturing	458	5.0%	948	4.3%
Other Services (excluding Public Administration)	396	4.4%	720	3.3%
Construction	301	3.3%	1,248	5.7%
Transportation and Warehousing	270	3.0%	664	3.0%
Professional, Scientific, and Technical Services	229	2.5%	592	2.7%
Finance and Insurance	208	2.3%	384	1.7%
Management of Companies and Enterprises	139	1.5%	141	0.6%
Information	131	1.4%	192	0.9%
Administration & Support, Waste Management and Remediation	115	1.3%	828	3.8%
Arts, Entertainment, and Recreation	119	1.3%	858	3.9%
Real Estate and Rental and Leasing	98	1.1%	261	1.2%
Wholesale Trade	62	0.7%	360	1.6%
Agriculture, Forestry, Fishing, and Hunting	19	0.2%	658	3.0%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%	15	0.1%
Utilities	0	0.0%	119	0.5%

Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap.

The mean hourly wage in Clallam County as of 2023 is \$21.86 (roughly \$45,460 in gross annual income). **Figure B-17**, shows the mean hourly wage for jobs in the top employment sectors in Clallam County. Notably, the city’s top employment sector, Health Care and Social Assistance, pays around the county’s average (\$21.94), whereas the declining Manufacturing and slowly growing Construction industries pay significantly higher than the county’s average.

Figure B-17. Mean Hourly Wage for Jobs in Top Employment Sectors in Clallam County, 2023

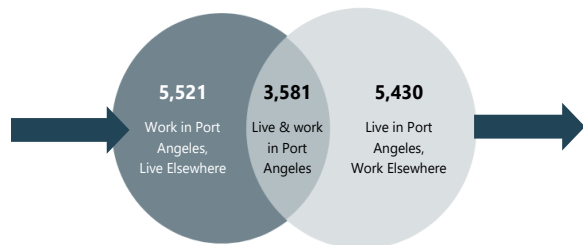


Source: U.S. Census Bureau of Labor & Statistics Quarterly Census of Employment and Wages

Figure B-18 visualizes commuter inflow and outflow in Port Angeles. The city has about the same number of commuters coming in each day as those working elsewhere. Thirty-nine percent of workers in the city also live there. Top destinations for commuting include Seattle, Sequim, and the Port Angeles East CDP. About 6.6 percent of Port Angeles residents work in Seattle, 5.2 percent in Sequim, and 2.7 percent in the Port Angeles East CDP. Smaller shares also work in Tacoma, Carlsborg CDP, Olympia, and Bellevue. Nonetheless, Seattle is the primary commute destination, and driving takes about 2.5 hours; therefore, the commuting out numbers might include remote employees working from home in Port Angeles but employed in Seattle. For in-commuting, about 5.3 percent of workers in Port Angeles live in Port Angeles East CDP, 3.9 percent in Sequim, and less than one percent each in Seattle, Port Townsend, Carlsborg CDP, and Forks. Smaller shares live elsewhere throughout the county.

Error! Reference source not found. shows the regional comparison of the work-home destinations. As described above, the top destination for commuting after Port Angeles is Seattle; however, Sequim, where 10 percent of the county’s labor population works, is the second destination after Port Angeles, followed by Seattle, sharing seven percent.

Figure B-18. Commute Patterns in Port Angeles and Clallam County, 2022



Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap

Table B-4: Work-Home Destinations in Port Angeles and Clallam County, 2022

	Port Angeles City		Clallam County	
	Count	Share	Count	Share
<b>Places Where Workers are Employed (All Jobs)</b>				
Total	9,011		30,203	
Port Angeles	3,581	40%	7,450	25%
Seattle	594	7%	2,135	7%
Sequim	471	5%	2,982	10%
Port Angeles East CDP	245	3%	678	2%
Tacoma	145	2%	478	2%
Carlsborg CDP	128	1%	660	2%
Olympia	119	1%	372	1%
Bellevue	111	1%	446	1%
Blyn CDP	101	1%	451	1%
Kent City	99	1%	-	-
All Other Locations	3,417	38%	14,551	48%
<b>Places Where Workers Live (All Jobs)</b>				
Total	9,102		21,994	
Port Angeles	3,581	39%	5,360	24%
Port Angeles East CDP	484	5%	841	4%
Sequim	357	4%	1,296	6%
Seattle	77	1%	231	1%
Port Townsend	72	1%	173	1%
Carlsborg CDP	60	1%	225	1%
Forks	46	1%	845	4%
All Other Locations	4,425	49%	13,003	59%

Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap

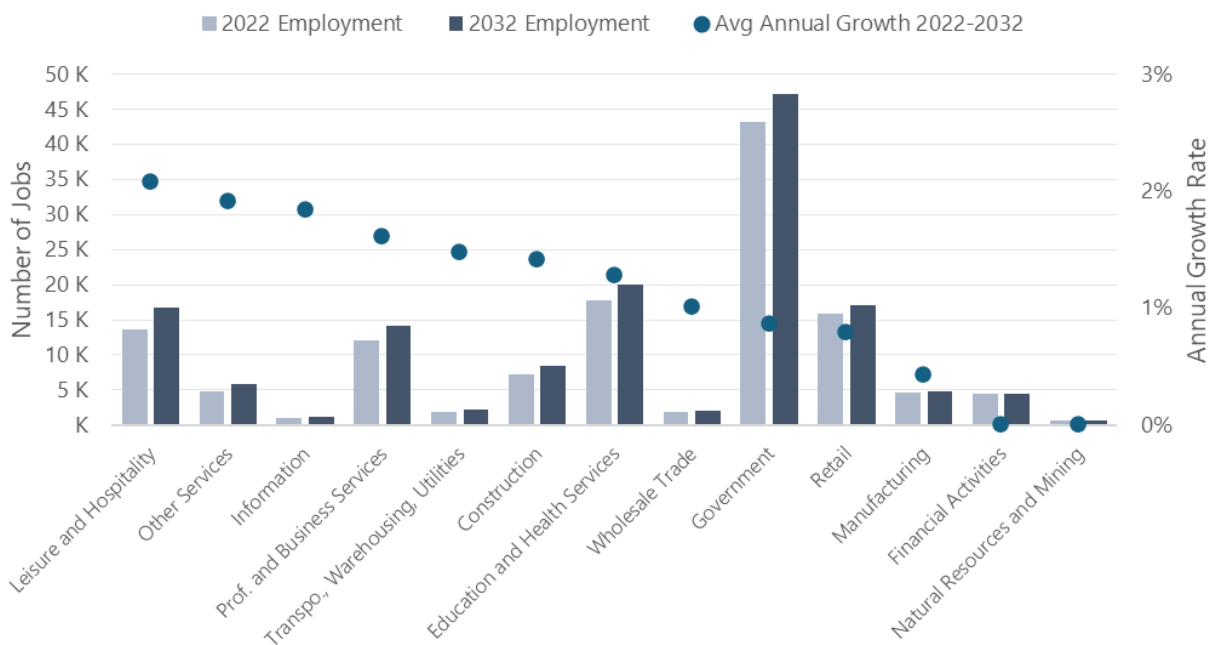
### Jobs to Housing Ratio

Port Angeles' employment-to-housing ratio, using 2021 LEHD and ACS data, is 0.9. This indicates a good balance of jobs to housing units in the city. A jobs-to-housing ratio at or near 1.0 suggests that residents have employment opportunities without commuting excessively long distances, which helps reduce vehicle miles traveled. In addition, employers have a reasonable population base upon which to recruit workers. However, most workers in the city live elsewhere (see Figure B-18) which may indicate a lack of housing units of this type for this demographic. According to the state Employment Security Department, the county had a significantly lower labor force participation rate of 49.2 percent in 2020, compared with 64.7 percent for the state.

## Employment Trends & Projections

In the larger Olympic Workforce Development Area, which includes all of Jefferson, Clallam, and Kitsap counties, the Government sector employed the largest number of workers in 2022. Washington Security Department projects that the Government sector will continue to be the top-emplying sector in 2032, followed by Education/Health Services and Retail; both sectors have the highest share of jobs in Port Angeles. Most of the fastest-growing industries, such as Leisure and Hospitality, Information, and Professional and Business Services, have little presence in Port Angeles' job market. Manufacturing is projected to grow slowly at an annual rate of around 0.4 percent. In contrast, the Construction sector, which has increased jobs in Port Angeles over the last decade (see Figure 21), is expected to grow at a high 1.4 percent per year countywide.

Figure B-19. Projected Employment by Industry, Olympic Workforce Development Area, 2022-2032



Source: Washington Employment Security Department.

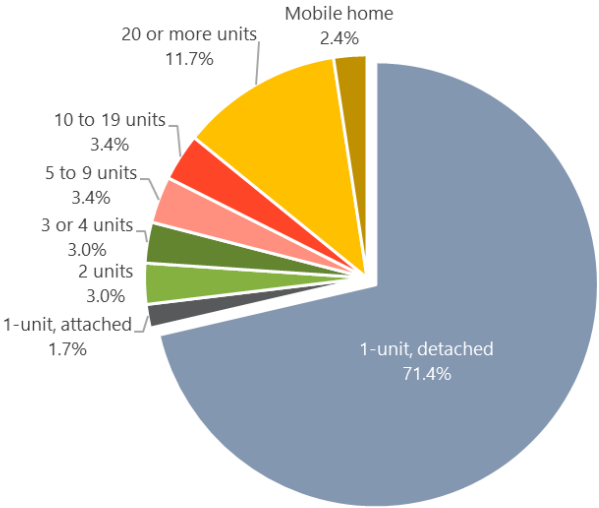
# Housing Supply

This section inventories Port Angeles' current housing stock and housing market, including rental and sales prices, and housing affordability indicators and trends.

## General Housing Inventory

Port Angeles had 9,930 housing units in 2022, according to the latest 5-year American Community Survey estimates. The breakdown of units by type is shown in **Figure B-20**. Nearly three-quarters of housing units in the city are in single-unit buildings, with detached single-family accounting for 71.4 percent and attached single-family accounting for an additional 1.7 percent. About 9.4 percent of the housing stock is in "Middle Housing" types of between two and nine units. Another 15.1 percent is in multifamily apartments, with most units (11.7 percent of total units) being in buildings of 20 or more units, and 2.4 percent of Port Angeles' housing stock is in mobile homes. As discussed above, Port Angeles' share of its population in younger age groups is similar to the state's. Therefore, the unit mix is similar to Washington state's proportion of multifamily units, compared to just about seven percent of multifamily housing units in Clallam County. However, Port Angeles' share of single-family detached units is similar to the county share. A lack of housing diversity can create barriers to housing for some segments of the population, such as older adults who wish to downsize, first-time homebuyers who cannot afford a large home, and renters.

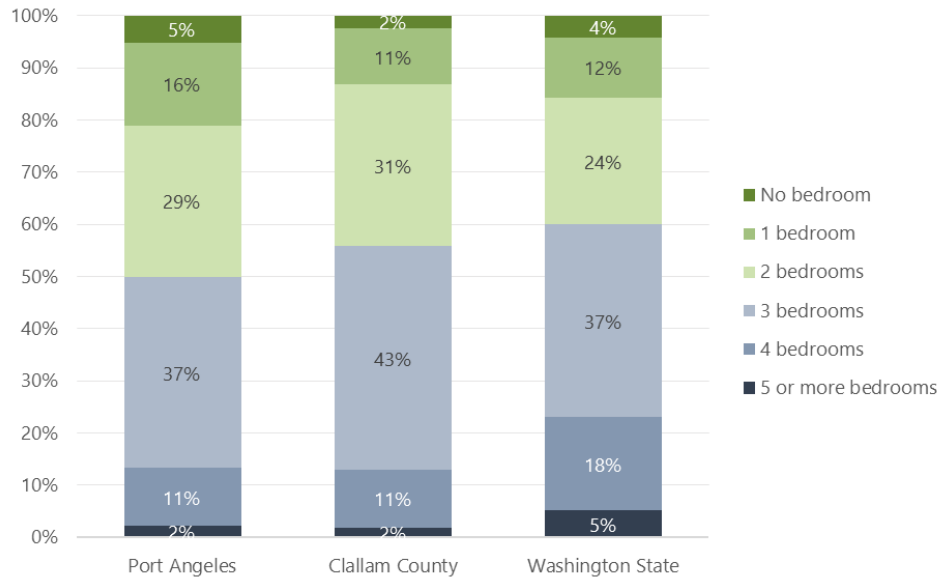
Figure B-20. Housing Unit Types in Port Angeles, 2022



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP04

Port Angeles' housing stock is primarily comprised of 3-bedroom units, as shown in **Figure B-20**. Overall, half of the city's housing units have 3 or more bedrooms, a lower share of larger units than in the county and state. This partially correlates with the smaller household sizes and larger shares of non-family households discussed above under "Households Characteristics".

Figure B-21. Housing Unit by Bedroom Count in Port Angeles with Regional Comparison, 2022

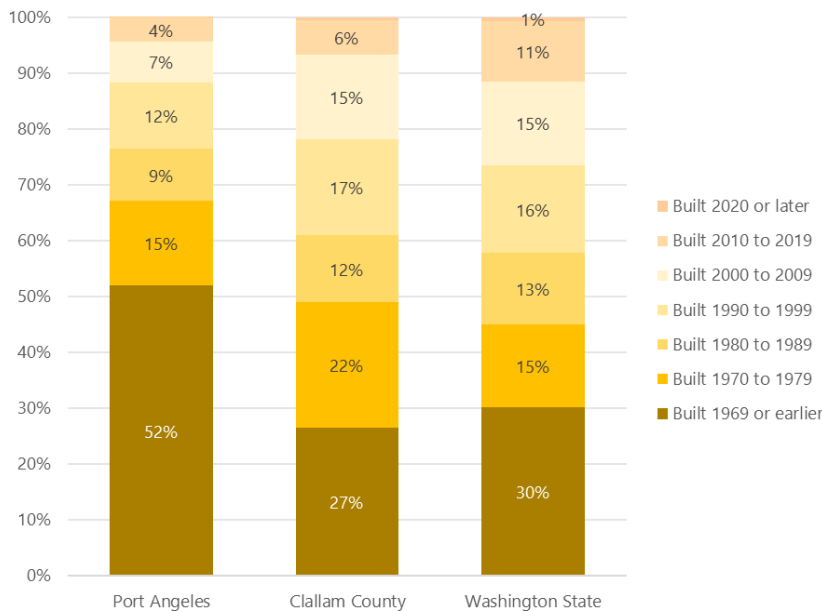


Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP04

Port Angeles has a notably larger share of older units than the county and state, with over half of its units built before 1970. Around 12 percent of the city’s units were built after 2000, which is significantly lower than the county and state (22 percent and 26 percent, respectively).

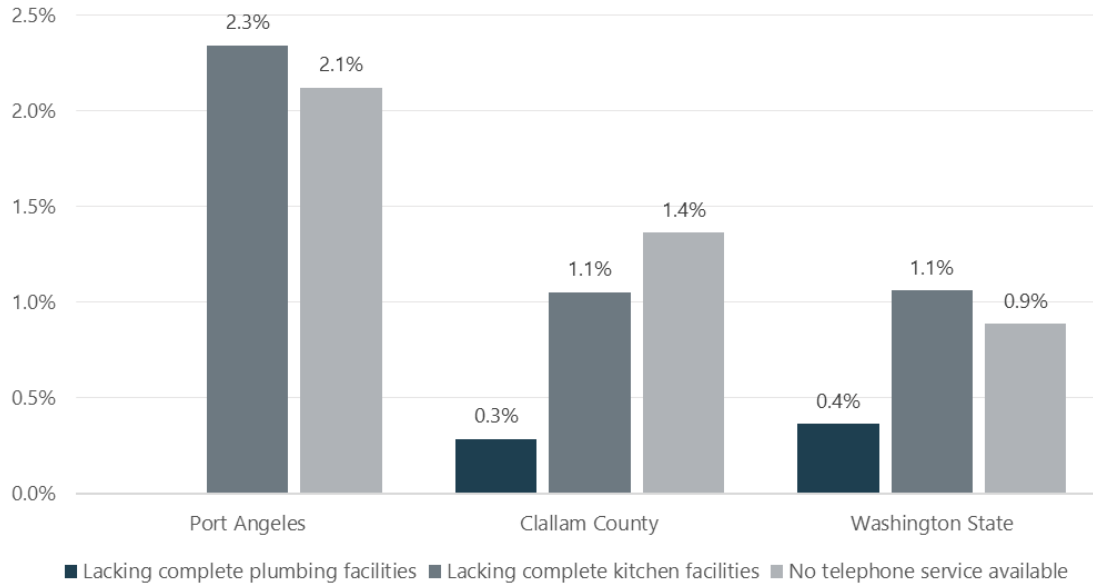
Figure B-23 shows specific housing characteristics. All households have a telephone service. However, 2.3 and 2.1 percent of the housing units lack plumbing and/or kitchen facilities, respectively, which is double the state rates.

Figure B-22. Age of Existing Housing Units in Port Angeles, 2022



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP04

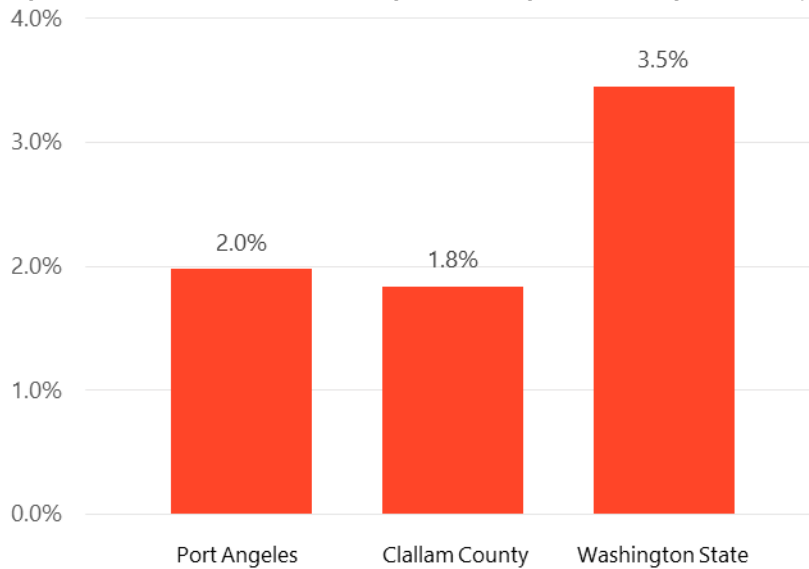
Figure B-23. Housing Conditions in Port Angeles with Regional Comparison, 2022



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP04

The U.S. Census considers a household as overcrowded if there is more than one person per room in the housing unit. As shown in **Figure B-24**, two percent of households are considered overcrowded in Port Angeles – an estimated 180 units. This shows that overcrowding is not a significant issue in the city.

Figure B-24. Rates of Overcrowding in Port Angeles with Regional Comparison, 2022



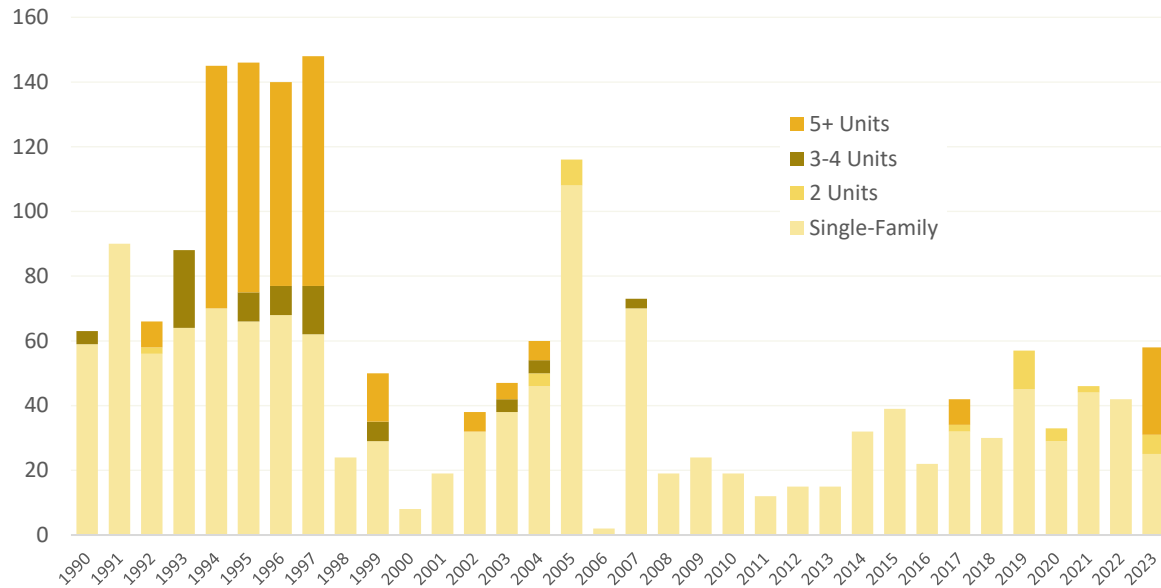
Source: U.S. Census Bureau 2022 5-Year ACS, Table DP04

### Housing Production

**Figure B-25** shows housing permit data from Port Angeles since 1990. Notably, multifamily production essentially ceased after the 2008 recession, after considerable multifamily activity in the late 1990s. There is currently one multifamily project under development in the city, along with at least one other proposal.

There has been an uptick in duplex construction in recent years. Overall, housing permit numbers have increased slightly since the 2008 recession, but, on average, are less than half as many per year as in the 1990s in the city. This data correlates with the data shown above in **Figure B-22** indicating the relatively older age of housing stock in Port Angeles.

**Figure B-25. Housing Unit Permits in Port Angeles, 1990-2023**

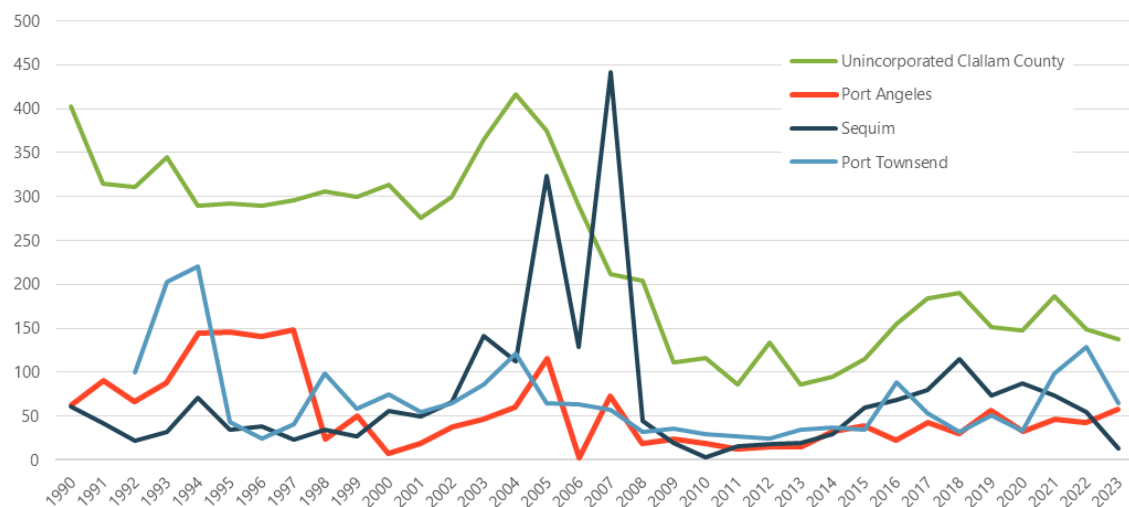


Source: U.S. Census Bureau Census Building Permits Survey

For comparison,

**Figure B-26** shows Port Angeles’ housing production in comparison with the unincorporated areas of Clallam County, Sequim, and Port Townsend. Permit trends in the County overall mirror those in the cities. Over the past decade, Sequim has seen significantly more housing permits than Port Angeles, with some more recent activity in Port Townsend as well. Sequim also saw very high production numbers leading up to the 2008 recession, far outpacing the rest of the county.

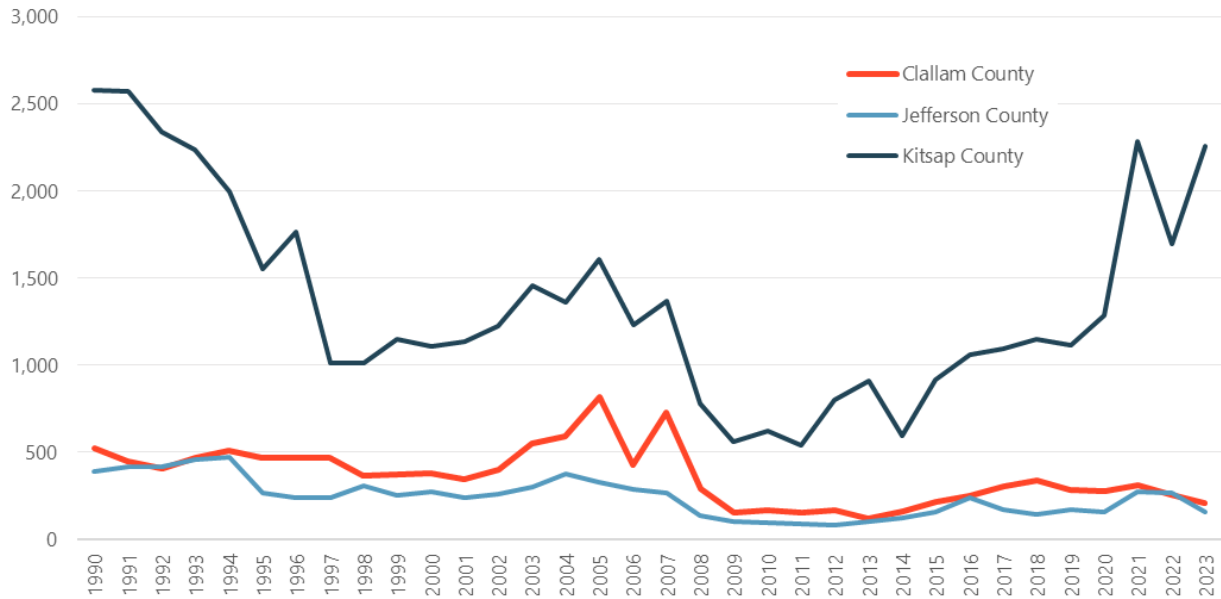
**Figure B-26. Housing Permits in Port Angeles and Comparison Geographies, 1990-2023**



Source: U.S. Census Bureau Census Building Permits Survey

Finally, **Figure B-27** shows permit trends in Clallam County compared with Jefferson and Kitsap Counties. Although permitting slowed significantly in all three counties after 2008, activity has rebounded much more quickly in Kitsap County than in Clallam and Jefferson Counties since then. This correlates with the recent increases in housing prices in Port Angeles and Clallam County, as well as demonstrating the scale of regional housing demand.

**Figure B-27. Housing Permits in Clallam, Jefferson, and Kitsap Counties, 1990-2023**



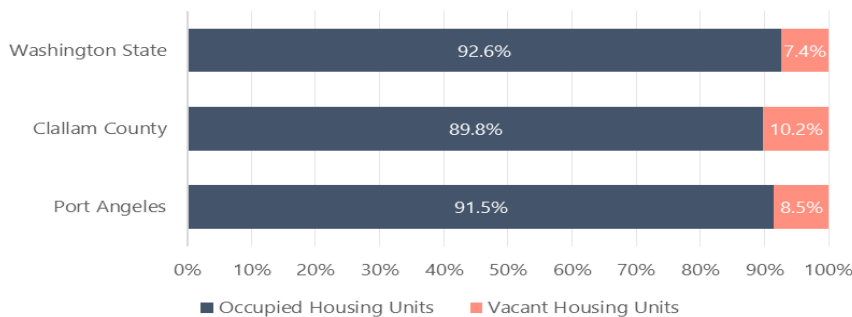
Source: U.S. Census Bureau Census Building Permits Survey

**Housing Market Conditions**

In Port Angeles, 91.5 percent of units are occupied, which is between the county and state rates. However, as shown in **Figure B-6**, 56 percent of houses are owner-occupied, and 44 percent are renter-occupied, which is significantly higher than the county and state rates.

In 2022, a total of 843 units were vacant in Port Angeles. However, the units are vacant for various reasons. Error! Reference source not found. shows the breakdown of the vacancy classification. 44% of vacant units are dedicated to seasonal, recreational, or occasional use, accounting for about four percent of total units in Port Angeles.

**Figure B-28. Residential Occupancy Rates in Port Angeles with Regional Comparison, 2022**



Source: U.S. Census Bureau 5-Year ACS, Table DP04

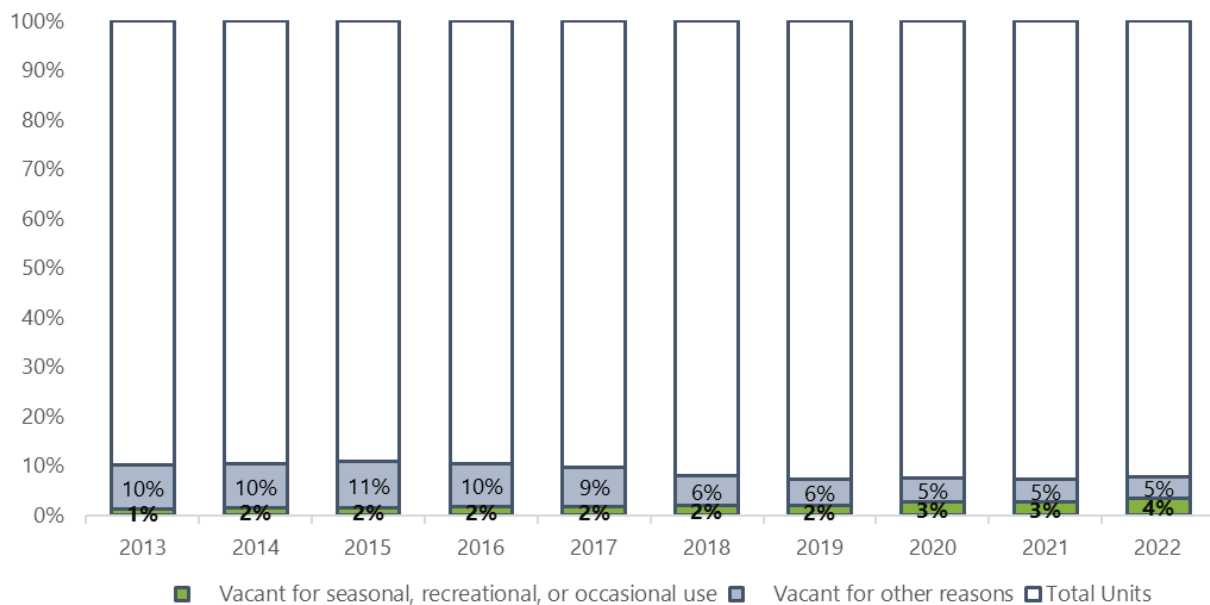
Over the last decade, the share of vacant seasonal, recreational, and occasional units in the total housing stock has increased gradually. At the same time, the share of vacant units has had minor fluctuations and stayed between eight and 11 percent (see Figure B-29). Therefore, the increased amount of short-term, seasonal, and recreational-use vacant units may have impacted the low vacancy rates for long-term rentals.

Table B-5: Vacant Unit Types in Port Angeles with Regional Comparison, 2022

	Port Angeles		Clallam County		Washington State	
	Units	Share	Units	Share	Units	Share
<b>Total Vacant Units</b>	<b>843</b>		<b>3,866</b>		<b>236,971</b>	
<b>For rent</b>	118	14%	213	6%	45,935	19%
<b>Rented, not occupied</b>	29	3%	52	1%	12,427	5%
<b>For sale only</b>	97	12%	199	5%	14,761	6%
<b>Sold, not occupied</b>	59	7%	317	8%	11,041	5%
<b>For seasonal/recreational/occasional use</b>	372	44%	1,916	50%	84,274	36%
<b>For migrant workers</b>	-	0%	57	1%	1,370	1%
<b>Other vacant</b>	168	20%	1,112	29%	67,163	28%

Source: U.S. Census Bureau 5-Year ACS, Table B25004.

Figure B-29. Residential Occupancy Rates in Port Angeles with Regional Comparison, 2022

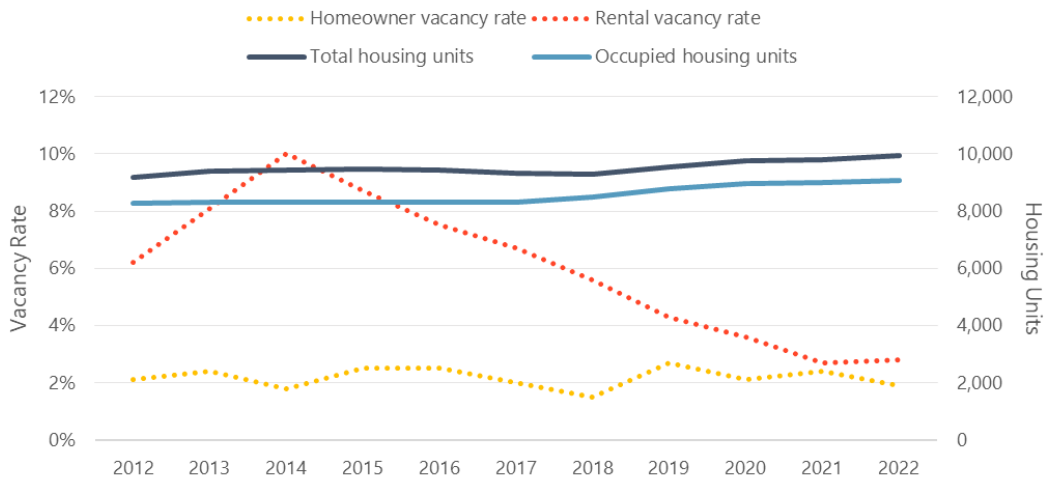


Source: U.S. Census Bureau 5-Year ACS, Table B25004, DP04.

Figure B-30 shows Census-reported total and occupied unit counts and vacancy rates in Port Angeles over the past decade for both ownership and rental units. Although ownership vacancy rates have remained relatively consistent over time, rental vacancy rates have dropped steadily since 2014, from 10 percent in 2014 to 2.8 percent in 2022. This trend indicates increased demand for apartments in the city, and likely an

undersupply. Low vacancy rates can make it harder for workers to find housing, make it harder for local employers to recruit and retain workers, and drive up housing costs, exacerbating housing insecurity overall. The current vacancy rates for both rental and ownership housing are below what is considered a “healthy” vacancy rate, which is between five and six percent. This demonstrates a need for more housing production in the city to keep up with demand and help improve housing affordability.

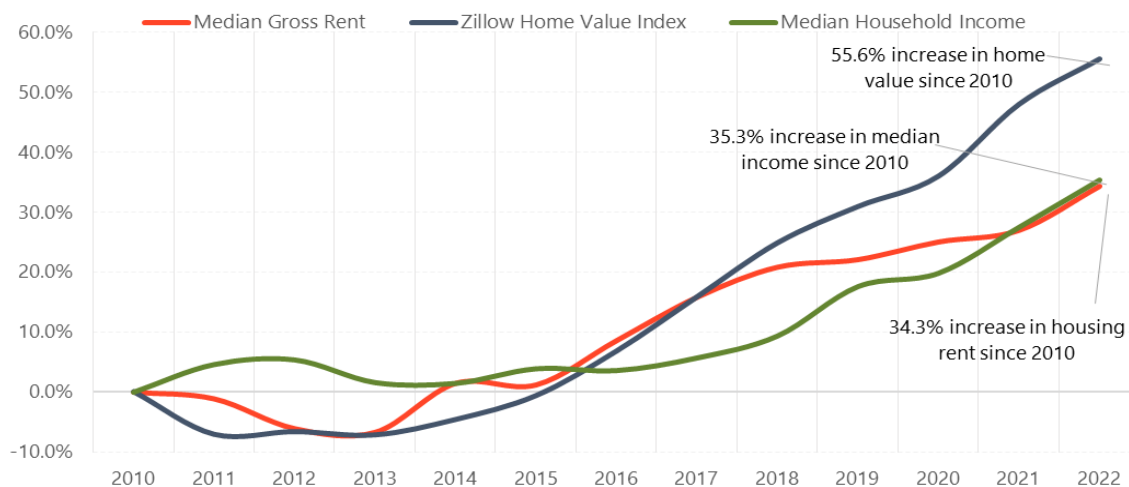
**Figure B-30. Housing Vacancy Rates in Port Angeles, 2012-2022**



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Table DP0

Rents in Port Angeles, according to the ACS 5-year estimates data, are about \$1,118 per month as of 2022. This is 2% higher than in Clallam County, but 30% lower than the statewide median of \$1,592. According to Zillow, the average housing value in Port Angeles as of July 2024 was \$452,961, up 4.1 percent over the past year. **Figure B-31** shows the percent change in rents, home values, and household incomes in Port Angeles from 2010 to 2022. Over this period, median household income increased by 35.3 percent and rents by 34.3 percent. Home values increased by 55.6%. Although rents fluctuated between 2010 and 2015, they kept pace with income growth and home values. However, since 2017, home prices have risen at a higher annual rate. That has resulted in lower housing affordability and may be a factor in the low homeownership share in Port Angeles (see **Figure B-6**).

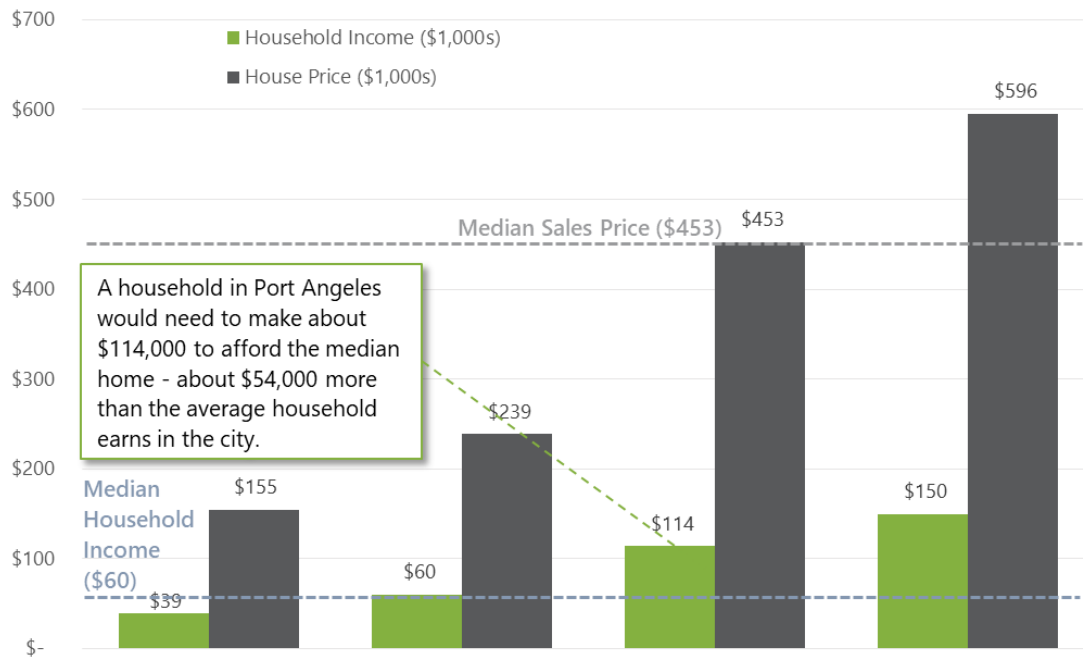
**Figure B-31. Change in Rents, Home Prices, and Income in Port Angeles, 2010-2022**



Sources: 2010-2022 American Community Survey 5-Year Estimates, Table S2503; Zillow Home Value Index.

To purchase a home at the average home price of \$452,961, a household would need to make about \$114,000, which is 89 percent higher than the median income (see **Figure B-7**). The median household earning \$60,212 could afford to purchase a house costing \$239,107, assuming current interest rates, a 20 percent down payment, and a 30-year mortgage. Therefore, there is a gap of about \$213,596 between what the average household in Port Angeles could afford and the average home price in the city. **Figure B-32** shows the home price that households at various income levels in Port Angeles could afford (in grey). The horizontal dashed lines show the median sales price and median household income in Port Angeles.

**Figure B-32. Housing Affordability at Various Income Levels in Port Angeles, 2022**



Sources: 2010-2022 American Community Survey 5-Year Estimates, Table S2503; Zillow Home Value Index; Freddie Mac; Clallam County; City of Port Angeles; Leland Consulting Group.

### Special Housing Inventory

The following section is copied from the previous 2019 Housing Action Plan (Chapter 4: Affordable Housing Inventory). HUD tables are updated with 2023 numbers based on the 2020 Census.

#### Peninsula Housing Authority

##### HUD Public Housing

- **PHA's HUD Public Housing** serves incomes up to 80% of Annual Median Income (AMI). Rents are based on 30% of the resident's adjusted monthly income, and applicants cannot bring any other subsidy. Applicants are placed on a waitlist. No smoking in any unit or within 25 feet of any public housing structure.
- **Mt. Angeles View Family** – is located between Francis and Eunice streets, south of Lauridsen Boulevard, with 1-4 bedrooms. Mt. Angeles View is a general population HUD Public Housing. Water, sewer, and trash are included. Residents receive a utility allowance for electricity. Central laundry and community room.

- **Mt Angeles View Manor** – is located on 323 East 2nd Street off of Peabody with studio and 1-bedroom 460-480 square foot units available for single and/or disabled individuals in a 4-story structure for seniors aged 62 or older and those with disabilities close to local stores and local transportation routes with a community room, elevators, and coin-operated laundry facilities. The property does not accept Section 8 or Tenant-Based Rental Assistance (TBRA) at this time. Tenants have the option of paying a Flat Rent (based on current market rents) versus an Income-Based Rent (based on annual adjusted income). Utilities are included; however, tenants must pay for cable, and satellite dishes are not allowed. Pets are allowed with a \$300 deposit, of which \$100 is non-refundable. No smoking is allowed in the building.
- **Mt Angeles View Villa** – is located on the corner of 401 East 5th and Peabody with 1-bedroom 480 square foot units available for single seniors age 62 or older and/or disabled individuals in a 2-story structure close to local stores and local transportation routes with a community room, elevators, and coin-operated laundry facilities. The property does not accept Section 8 or Tenant-Based Rental Assistance (TBRA) at this time. Tenants have the option of paying a Flat Rent (based on current market rents) versus an Income-Based Rent (Based on annual adjusted income). Utilities are included; however, tenants must pay for cable, and satellite dishes are not allowed. Pets are allowed with a \$300 deposit, of which \$100 is non-refundable. No smoking is allowed in the building.
- **Mt Angeles View Terrace** – is located on 114 East 6th Street off of Lincoln, with 1–2-bedroom 528-792 square foot units available for single seniors aged 62 or older and/or disabled individuals in a 3-story structure close to local stores and local transportation routes with a community room, elevators, and coin-operated laundry facilities. The property does not accept Section 8 or TBRA at this time. All tenants have the option of paying a Flat Rent (based on current market rents) versus an Income-Based Rent (Based on annual adjusted income). Utilities are not included; however, residents do receive a utility allowance. Tenants must pay for cable, and satellite dishes are not allowed. Pets are allowed with a \$300 deposit, of which \$100 is non-refundable. No smoking is allowed in the building.

#### PHA owned properties in Port Angeles

- **Sea Ridge** – is a newly constructed mixed finance project consisting of 63 tax credit units serving up to 60% of AMI. Sea Ridge is Comprised of 1- 4-bedroom units located between Francis and Eunice streets, south of Lauridsen Blvd with 1-4 bedrooms of 522-1,151 square foot units in single family, triple, quadplex, and townhouse structures close to the high school and two elementary schools with a Boys & Girls Club located on site, along with a local Head Start program. Mixed finance includes 33 units of HUD public housing, 20 units of project-based rental assistance via referral from partner agencies, and 10 units of HUD 811 with a Project Rental Assistance Contract via referral from DSHS. Tenants must be income-eligible and pay 30% of their adjusted monthly income toward rent. Water, sewer, and trash are included. Residents receive a utility allowance for electricity. Washer and dryer hookups are provided in each unit, and children’s play equipment is provided on site. Pets are allowed, with a \$300 pet deposit, of which \$100 is non-refundable. Smoking is not allowed anywhere on the property. Applicants cannot bring any other subsidy, i.e., Section 8 or Tenant-Based Rental Assistance (TBRA), at this time.

- **Lee Plaza** - is a 48-tax credit project serving up to 50% of AMI in a mixed-use structure located on 112 West First Street in downtown Port Angeles, directly on the local bus line, with five retail units on the ground floor and studio and one-bedroom units of 330-440 square feet on 3 upper floors. 12 units have project-based subsidies, where residents pay 30% of their adjusted monthly income for rent, and 36 units have flat affordable rents. The property accepts both Section 8 and Tenant-Based Rental Assistance (TBRA), and some units are currently set up for Project-Based Section 8 assistance. Residents pay for electricity and receive a utility allowance. Each unit also has a washer and dryer. Smoking is not allowed in the public/common areas; however, residents may smoke in their units. Pets are not allowed.
- **Wildwood Terrace Apartments** – are 56 USDA RD units with 55 units of Rental Assistance serving up to 50% of AMI at entry and up to 80% of AMI for continuing eligibility, located at 934 West Lauridsen Boulevard. The units are 1-2-bedroom units of 578-728 square feet for single individuals and small families, located on the west side of Port Angeles, close to the local middle school and one block from the local transit center. There are 8–12 apartments per building with a play area, adequate parking, and coin-operated laundry facilities. Applicants cannot bring any other subsidy, i.e., Section 8 or Tenant-Based Rental Assistance (TBRA). Residents pay 30% of their adjusted monthly income for rent. Water, sewer, and trash are included. Residents receive a utility allowance or electricity. The project includes a central laundry and children’s play equipment. Pets and smoking are not allowed.
- **Eklund Heights** – is 13 units of HOME-funded units located at 2341 East 7th Avenue, close to the local bus line and the east side of Port Angeles, serving 50% or below of AMI with a mix of 1–2-bedroom, 540-809 square foot units. Rent is a flat rate of \$496 for the 1-bedroom units and \$592 for the 2-bedroom units. Water, sewer, and trash are included. Residents receive a utility allowance for electricity. Section 8 and Tenant-Based Rental Assistance (TBRA) are accepted. Units have a full-size washer and dryer as well as a dishwasher. No pets and no smoking are allowed within 25 feet of the building.

#### PHA Mutual Self-Help Program

Peninsula Housing Authority sponsored 87 homes through the Mutual Self-Help program that utilizes the concept that, working together, families can build homes, similar to an old-fashioned barn-raising. PHA’s Construction Supervisor provides guidance and instruction on the use of tools and construction techniques and ensures that the homes are built to code and pass all inspections. PHA provides pre-purchase counseling, education, and credit repair.

PHA recently initiated the groundbreaking of 8 new homes on West 15th between K and M Street, being built by families under the Mutual Self-Help Program. Instead of a down payment, families promise to put in 32 hours a week working on their home and their neighbors’ homes until all 8 homes are completed. These hours are in addition to their regular jobs and caring for their families. They commit to working every week, no matter what the weather does (or what holidays fall in that week). Friends, extended family, and community volunteers can help with up to 16 hours per week, reducing the family’s hours to a minimum of 16.

The families in the program represent a cross-section of the community, including young families, senior citizens, families with no children, and single-parent households. There are health care workers, artists, social workers, educators, construction workers, service industry workers, and some with disabilities.

The following organizations provide volunteers and finance to support PHA’s Mutual Self-Help Program:

- USDA/Rural Development (RD) 523 Technical Assistance grant funds to pay for staff, equipment, and administration of the program, and RD502 Direct loans to homeowners to cover lot and construction costs.
- Department of Housing and Urban Development SHOP funds through Community Frameworks to purchase the land.
- Port Angeles Association of Realtors for down payment assistance for the families.
- RCAC, Rural Community Assistance Corporation, for their technical assistance.

Error! Reference source not found. shows changes in the characteristics of HUD-assisted housing households. The total number of people living in subsidized housing and the total subsidized units available have decreased since the last report in the 2019 Housing Action Plan. The total number of people in all HUD programs decreased by 501, and the total number of subsidized units decreased by 326. The total number of people in housing choice vouchers decreased by 162, and the total number of subsidized units decreased by 76.

**Table B-6: Characteristics of HUD Housing-Assisted Households**

	All HUD Programs	Housing Choice Vouchers
Total Persons	854	853
Subsidized units available	579	567
Percent occupied	91%	93%
Average months on waiting list	15	15
Moved in past year	8%	8%
Number of people per unit	1.6	1.6
<b>Income/Expenditures Characteristics</b>		
Household income per year	\$16,850	\$16,854
Per capita income per year	\$10,378	\$10,373
Percent of median household income	26%	26%
Percent Very Low Income	93%	93%
Percent Extremely Low Income	71%	71%
Percent in poverty	15%	15%
Average Family Expenditure per month	\$377	\$377
Average HUD Expenditure per month	\$700	\$698
Percent with utility allowance	73%	74%
Average utility allowance	\$131	\$131
<b>Household Characteristics</b>		
Percent 2+ adults with children	4%	4%
Percent 1 adult with children	18%	18%

Percent female head household	65%	66%
Percent female head with children	19%	19%
Percent with disability	47%	47%
Percent 62 or more years old	39%	39%
Percent 85 or more years old	1%	1%
Percent minority	12%	12%

Source: HUD Office of Policy Development & Research (PD&R), Picture of Subsidized Households, Year 2023, based on 2020 Census.

### Other Assisted Housing

**Low-income housing apartment complexes** - low-income housing apartment complexes that contain affordable apartments for rent in Port Angeles that are income-based include:

- **Pine Road Village**, located at 528 West Lauridsen Blvd in Port Angeles, has 1–2-bedroom apartments. Pine Road Village participates in the Section 515 Rural Rental Housing program.
- **Clallam County Hostelries** is a low-income apartment for low-income and disabled persons that accepts HUD subsidies.

**Low-income tax credit apartments** – that were constructed and made affordable to low-income persons in Port Angeles by the Low-Income Housing Tax Credit Program (LIHTC) include:

Highland Commons Apartments – provides 68 one-bedroom units and 31 two-bedroom units for seniors (age 55+) in the hillsides of Port Angeles near the golf course. The property includes an elevator, a community room with a warming kitchen and fireplace, a fitness center, and a library. Income restrictions apply; accepts Housing Choice Vouchers.

Affordable apartment projects funded through the LIHTC program may have rental units that are not subject to income or rent limits. The affordability period for tax credit-financed units varies and typically expires within 30 years. At that time, the units may revert to market-rate rental units or be converted to condominiums and sold at market-rate prices.

### Other Housing Assistance and Resources

A number of organizations provide emergency shelter, transitional housing, or supportive services throughout Clallam County that benefit Port Angeles residents, including:

#### Shelter

- Serenity House – provides emergency shelter, transitional housing, and supportive services to homeless individuals and families.
- Dove House – provides emergency shelter and transitional housing for victims of domestic violence.
- Bayside Housing – provides safe, temporary, supportive housing and services for people in need of permanent housing.

#### Assistance

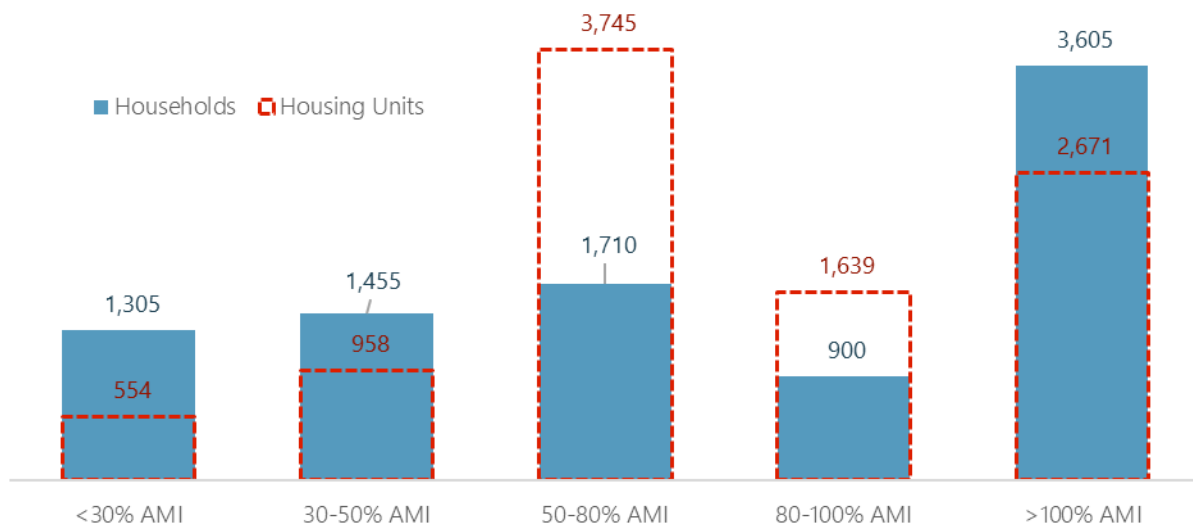
- All Treatment – educates, informs, and guides individuals through recovery or the recovery of a loved one regarding various treatment centers.

- Housing Resource Center – works with clients to establish the need for each and directs them to the appropriate assistance.
- United Way 211 – is a telephone hotline to help people and families with services such as shelter, addiction, childcare, mental health, senior assistance, health care, and more.
- Peninsula Behavioral Health – provides support for people dealing with addictions, mental health issues, and in need of residential support.
- Volunteers in Medicine of the Olympics – provides medical and mental health care as well as specialty referrals for adults on the Olympic Peninsula who do not have access to health care.
- Healthy Families – provides prevention and treatment services for child abuse, parenting classes, in-home parent aides, domestic violence and sexual assault, prevention crisis intervention, counseling, and advocacy.
- OlyCAP – provides housing, gas vouchers, counseling, and more.
- Parentline – provides parenting classes, supervised visitations, community referrals, and childcare.

## Gap Analysis

**Figure B-33** below shows a comparison of households at various income levels (shown based on household income as a percentage of AMI) and housing units in Port Angeles affordable to those income levels. This data is based on the WA Department of Commerce’s Housing Planning for All (HAPT) tool. In Port Angeles, there is a surplus of affordable units for low- and middle-income households earning between 50 and 100 percent of AMI. The supply of very low- and extremely low-income housing units is not sufficient to meet the current number of households in those income bands. This shows a need for more housing serving very low- and extremely low-income households in the future. Extremely low-income housing would likely need to take the form of subsidized affordable housing projects, but other forms of housing, including market-rate apartments and ADUs, may also provide housing for low- and moderate-income households in the city. There are also more high-income households earning more than 100 percent of AMI than housing units in that price range in the city. These households are likely being accommodated in less expensive housing, which can provide cost savings for higher-income households but also reduce availability of more affordable units for lower- and middle-income households.

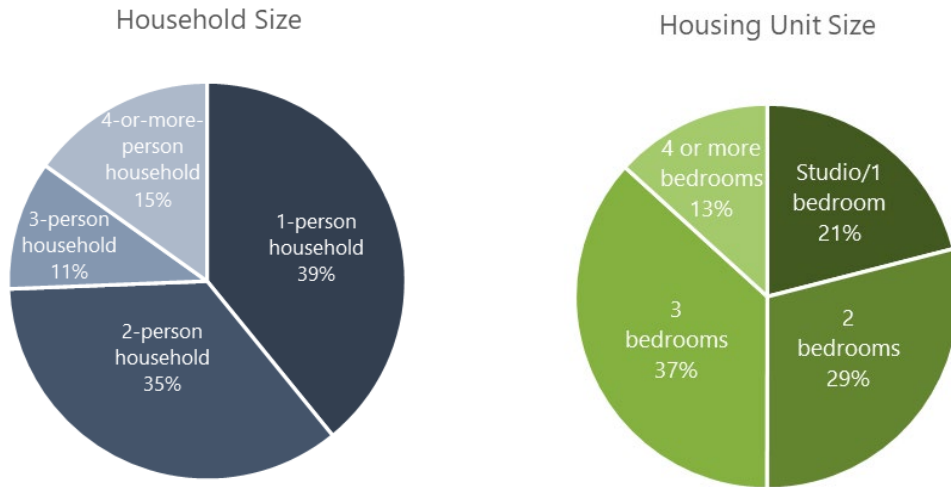
**Figure B-33. Comparison of Housing Units and Household Incomes in Port Angeles, 2020**



Source: 2016-2020 HUD Comprehensive Housing Affordability Strategy (CHAS), WA Department of Commerce Housing Planning for All Tool (HAPT).

**Figure B-34** shows a comparison of household and housing unit size in Port Angeles. There is a gap between household and housing unit sizes, with more smaller households than smaller units. Less than a quarter share of one-bedroom units and the large number of three-bedroom units, along with the majority of the households being one-person occupied, and the small percentage of three-person households, suggest that most households have at least one extra bedroom. Although an extra bedroom might provide space for guests, short-term rental, a home office, or other activities, it can also reduce overall housing affordability if smaller households cannot afford to pay for that extra space.

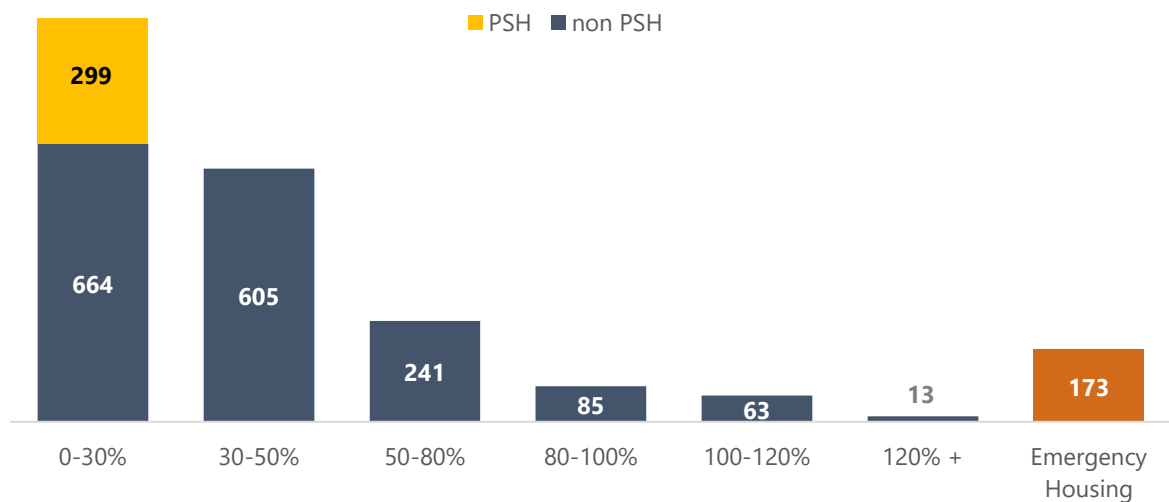
Figure B-34. Household and Housing Unit Size Comparison in Port Angeles, 2022



Source: U.S. Census Bureau 2022 American Community Survey 5-Year Estimates, Tables S2501, DP04

Figure B-35 shows Port Angeles’ projected housing need by income band (shown as a percentage of AMI). Overall, it is projected that Port Angeles will need to plan for 1,970 new housing units by 2045 to accommodate future population growth, account for housing needs, address housing for those experiencing homelessness, and consider a future “healthy” vacancy rate of 6 percent. Most of Port Angeles’ housing unit targets fall in the lower-income range, under 80 percent of AMI. Additional units for moderate-income households are projected. The Growth Management Act, as amended by HB 1220 in 2021, requires jurisdictions to show land capacity for target units based on zoning regulations, as detailed below under the “Land Capacity Analysis” section.

Figure B-35. Port Angeles Target Housing Units by Income, 2024-2045



Source: WA Department of Commerce Housing Planning for All Tool (HAPT).

## Land Capacity Analysis

Amendments to the Growth Management Act from HB 1220, passed in 2021, require jurisdictions to analyze their estimated housing capacity by household income level. Using county-level housing targets, Clallam County allocates units to be accommodated in Port Angeles and associated unincorporated areas, categorized by the income band the units can serve. Port Angeles must demonstrate sufficient land capacity for the number of units allocated for households under different income bands, as shown above in **Figure B-35**. In addition, Port Angeles must demonstrate overall land capacity to support future population, housing, and job targets, based on land use and zoning.

In Port Angeles’ case, a Land Capacity Analysis (LCA) was conducted within the city limits to determine whether there is capacity to accommodate housing targets set by the County. The unincorporated UGA was not included in the study area because the County has prepared an LCA for it.

First, parcels that are exempt from development, such as public land for recreational uses, utilities, and roads, were removed from the analysis. In addition, parcels with recently completed or permitted development and those not expected to be redeveloped were excluded from consideration. All other parcels were classified as vacant, partially used, or redevelopable based on assessor data, parcel size, lot coverage requirements, building values, and land values. Critical areas and their associated buffers, as defined by the municipal code, were excluded from the total redevelopable gross acreage.

Second, a reduction factor based on market assumptions about the amount of land to be allocated for right-of-way, public space, stormwater facilities, or other dedications was applied. Third, based on the recent construction or permitted development density, assumptions for each zone were applied to calculate housing unit capacity. Finally, the capacity under the existing land use and zoning was compared to the County targets. While Port Angeles has enough land capacity for the total number of units, when determining which households these units could serve, there is a deficit of land for units that can serve low-income households. Per Commerce guidance, these units primarily take the form of multifamily structures, which can provide subsidized affordable housing. Therefore, to accommodate the needs of low-income households, the city will need to consider land-use and zoning changes concurrently with the adoption of this Comprehensive Plan update. Error! Reference source not found. shows housing target allocations by income band and land capacity for each category under the existing land use, and the proposed zoning changes, addressing the low-income capacity deficit. Error! Reference source not found. shows areas with proposed zoning changes, primarily concentrated in and around downtown and commercial corridors. These zones will support commercial and mixed-use development corridors near downtown, allowing for higher residential density. Several residential areas are proposed for upzoning to residential medium-density zones.

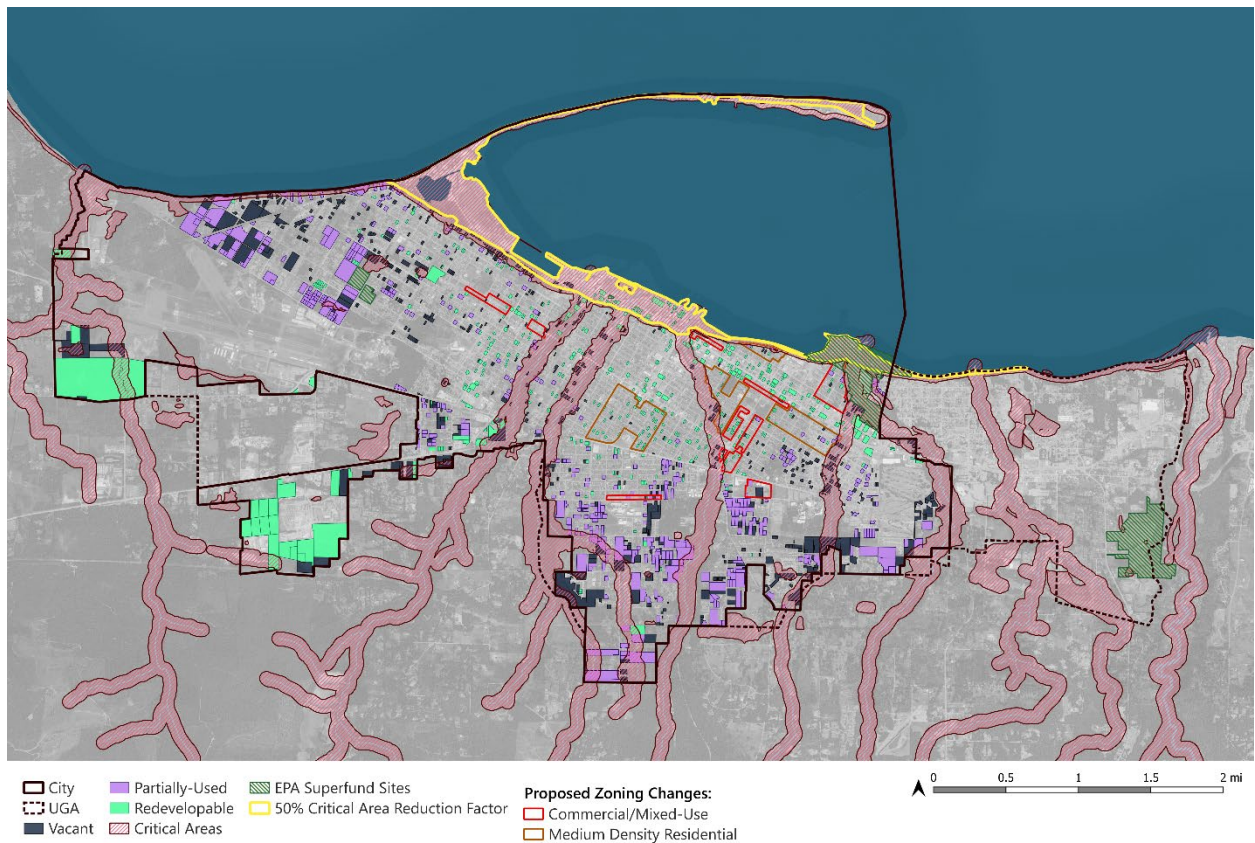
**Table B-7: Port Angeles Housing Targets and Capacity by Income Band**

Income Band	Housing Needs	Aggregated Housing Needs	Pipeline Units	Remaining Housing Needs	Capacity (Existing Zoning)	Surplus/Deficit (Existing Zoning)	Capacity (Proposed Zoning Changes)	Surplus/Deficit (Proposed Zoning Changes)
0-30 PSH	299	1,809	64	1,745	1,676	(69)	1,777	32

0-30 Non PSH	664							
30-50	605							
50-80	241							
80-100	85	148	56	92	1,838	1,746	1,801	1,709
100-120	63							
120+	13	13	135	(122)	1,598	1,720	1,598	1,720
<b>Total</b>	<b>1,970</b>	<b>1,970</b>	<b>255</b>	<b>1,715</b>	<b>5,112</b>	<b>3,397</b>	<b>5,177</b>	<b>3,462</b>

Source: Clallam County, Leland Consulting Group.

Map B-2: Land Capacity Analysis Classification and Proposed Zoning Update Areas



## Key Takeaways

### Community Profile

- Port Angeles' population has slowly grown since 1980, with an annual growth of less than one percent. This is a slower growth rate than Clallam County and significantly slower than state population growth. It is estimated that Port Angeles' population was 20,410 in 2024.
- Port Angeles' average age in 2022 is 41.3 years, which is younger than the county's average age but older than the state average.
- Port Angeles has relatively homogeneous racial diversity, with 80 percent of the population identified as White. Overall, the city's population diversity is similar to that of Clallam County and less diverse than the state as a whole.
- The average household size in Port Angeles is 2.2, which is around the county average household size and smaller than the 2022 statewide average of 2.5. However, the state has a higher share of family households and children than Port Angeles and Clallam County.
- Over 50 percent of households own their homes, and homeowners earn more than twice as much as renter-households in the city.
- Nearly half of Port Angeles' households are considered low-income, earning less than 80% of the Area Median Income. 68 percent of households among renters are considered low-income.
- 38 percent of households are cost-burdened, spending more than 30 percent of their income on housing costs, with renters and lower-income households facing high levels of cost-burden.
- In 2024, homelessness in Clallam County is at the highest rate over the last decade. The number of unsheltered unhoused persons has doubled since 2023.
- In 2020, over half of elderly family households were low-income households, and 35 percent of all senior-headed households were seniors living alone and cost-burdened.
- 2,840 households where a household member has a disability, and the majority of them are low-income households.

### Workforce Profile

- In 2021, there were 9,102 jobs in Port Angeles. The Health Care and Social Assistance sector has dominated and rapidly grown since 2011. This is also a top industry in Clallam County. The industry's average wage is comparable to the county's average. Other key job sectors are Accommodation and Food Services, Education, Retail, Public Administration, and Manufacturing.
- Port Angeles has a similar number of people commuting in and out, while 39 percent of workers in the city also live in Port Angeles. The commuting-out patterns are varied, with Seattle and many other small places being the job destinations.
- Port Angeles has a balanced employment-to-housing ratio, at 0.9.
- The Education and Health Care sector is projected to grow in the Olympic Workforce Development Area by 1.3 percent. The fastest growing sector would be Leisure and Hospitality (2.1 percent annual growth)

### Housing supply

- 9,930 housing units in 2022. Almost three-quarters were single-unit buildings. 9.4 percent in middle housing types and 15 percent in multifamily apartments.
- Large units with three or more bedrooms represent half of the city's housing stock.
- More than half of the housing in Port Angeles is old housing built before 1970.

- The current rent in Port Angeles is about \$1,118 per month, and housing prices are around \$452,961, on average.
- Since 2010, the median income in Port Angeles has increased by 35 percent, which is comparable to the median gross rent growth of 34 percent. The home's value has increased by 57 percent.
- Since 2014, the rent vacancy rate has decreased significantly from ten to around three percent. Overall, 8.5 percent of housing units are not occupied.

#### **Gap Analysis**

- The supply of very low- and extremely low-income housing units is not sufficient to meet the current number of households in those income bands.
- There is a gap between household size and unit size: more smaller households than smaller units available.

#### **Land Capacity Analysis**

- While Port Angeles has enough land capacity for the total housing unit target, when determining what households these units could serve, there is a deficit of land for units that can serve low-income households. Therefore, to accommodate the needs of low-income households, the city will need to consider land-use and zoning changes concurrent with the adoption of this Comprehensive Plan update.

## B-2: Racially Disparate Impacts Background Analysis

### Introduction

In 2021, the Washington State Legislature passed House Bill 1220 (HB 1220) as an amendment to the State Growth Management Act (GMA). HB 1220 requires local governments to plan for housing at all income levels and to assess the Racially Disparate Impacts (RDI) of existing housing policies. Conditions that indicate that policies have racially disparate impacts can include segregation, cost burden, displacement, educational opportunities, and health disparities.

This section covers both Step 2 and Step 3 – it includes a summary of findings based on data from the US Census Bureau, the US Department of Housing and Urban Development (HUD), and other sources. Note that the HUD data presented in this report, from the Comprehensive Housing Affordability Strategy (CHAS), contains margins of error due to the disaggregation of incomes, tenure, and other metrics by race and ethnicity. The household counts presented throughout this report reflect the Census Bureau and HUD’s best assessment of the distribution of the data in Port Angeles. Still, they may not reflect the exact numbers of households in all cases. These findings inform the policy evaluations and recommendations at the end of the report.

#### FIVE STEPS TO EVALUATE AND ADDRESS RDI:

- Step 1: Engage the Community.
- Step 2: Gather & Analyze Data.
- Step 3: Evaluate Policies.
- Step 4: Revise Policies.

### Key Findings

- While Port Angeles is more diverse than Clallam County, it is not yet as diverse as Washington State.
- Between 2015 and 2020, the White share of Port Angeles’ population decreased slightly, while the share of Black/African American and Asian residents decreased more significantly. Overall racial/ethnic diversity increased due to increases in Hispanic/Latino, American Indian/Alaska Native, and multiracial residents.
- White households in Port Angeles are less likely to be cost-burdened (spending more than 30 percent of their income on housing costs) than Black/African American and Hispanic/Latino households.
- There is a sharp divide in affordability and stability between renters and owners. When combined with the fact that almost half of the city’s households are renters, this can result in high inequality. The share of renters among people of color is higher than among White households in Port Angeles.
- Among Asian households, 42 percent make more than 100 percent AMI—the highest share of any racial group in the city, while 43 percent make below 30 percent AMI—also the highest share of any racial group. Ninety percent of Black/African American households make between 50 and 80 percent AMI, and 10 percent make below 30 percent AMI. 74 percent of all Hispanic/Latino households make below 80 percent AMI.
- Port Angeles has a significant rental housing shortage at the high and low ends of the market. The city needs 370 rental units for households earning less than 30 percent AMI and 580 rental units for households earning more than 80 percent AMI to meet current demand. There is a significant surplus of 975 affordable units for households making 50-80% AMI.

- Displacement risk is generally low to moderate in Port Angeles. However, the central and eastern neighborhoods have experienced some gentrification, according to the Washington Department of Commerce’s mapping tool. Displacement risk is identified at the census tract level, which is a large scale for a small city such as Port Angeles. Therefore, additional community input is needed to identify specific neighborhoods and communities with an elevated risk of displacement.
- Children in the central and the far east neighborhoods of Port Angeles are expected to have a lower income at adult age than children growing up on the west edge of the city.

## Historical Context

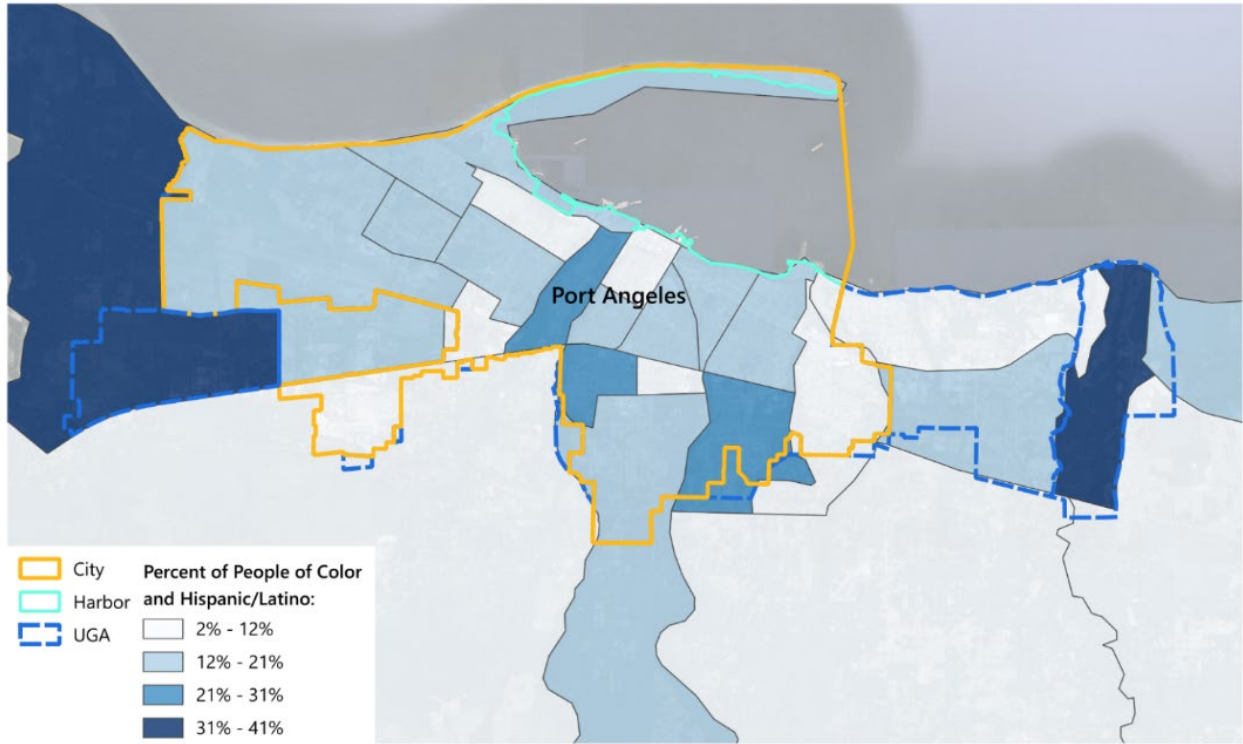
Throughout United States history, a combination of laws and practices has shaped the places where specific groups live, the opportunities they have access to, and their ability to build wealth through stable housing. Unfortunately, many of these policies explicitly or implicitly benefited White residents at the expense of all others. The legacy of policies like redlining, which used racial criteria in determining which neighborhoods were suitable for government-backed loans, highway development through predominantly Black neighborhoods, and racial covenants explicitly excluding certain groups from owning specific properties, continues to impact non-white communities today.

While many cities have acknowledged the harms of these policies, many of which are no longer legal, there are still policies in effect today that hold cities back from rectifying systemic harms. These can include policies that reference vague concepts like “neighborhood character,” and those that permit only the most expensive homes to be built, thus shutting lower-income residents out of high-opportunity areas.

Although Port Angeles does not experience vast racial segregation, the country's legacy of historic oppression has impacted racial distribution even in remote cities such as Port Angeles. **Map B-3** shows the distribution of People of Color and Hispanic/Latino populations by census group block in Port Angeles. This section explains some known policies and programs that could have caused racially disparate impacts in Port Angeles, serving as a starting point for understanding present-day conditions.

Throughout the United States, racial covenants were used to exclude certain races and religious groups from residing in specific neighborhoods, creating exclusive areas for White, Christian residents. These deed restrictions were legally enforceable from 1927 to 1968. The [Washington State Racial Restrictive Covenants Project](#) has been researching race-based deed restrictions across the state. The project does not yet include Clallam County, so concrete data on the locations and numbers of racially restrictive covenants in Port Angeles is currently lacking. However, the Project has found such deed restrictions throughout Washington, and research is ongoing, which will likely include Clallam County in the future.

Map B-3: Percent of People of Color and Hispanic/Latino by Census Block Group in Port Angeles, 2022



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2022, Table B02001.

## Assessing Racially Disparate Impacts

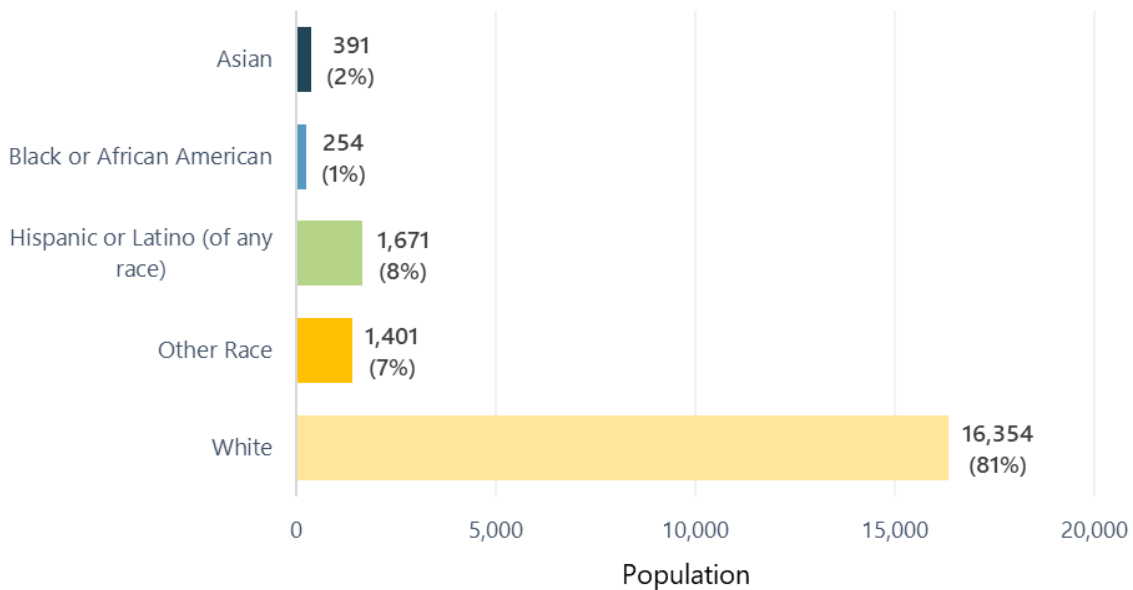
Between 2015 and 2020, Port Angeles became more diverse. While the city gained 702 Hispanic/Latino residents over that period, a 72 percent increase rate, it lost 9 percent of its Asian population over the same period. The White population decreased from 85 to 81 percent, while the total population in Port Angeles increased by five percent. Over the same period, Clallam County's population went from 84 percent White to 82 percent White, with Hispanic or Latino seeing the biggest countywide increase by 20 percent, followed by multiracial residents, Black/African American, and American Indian/Alaska Native. The Native Hawaiians and Other Pacific Islanders lost almost half of their population.

**Table B-8: Change in Population by Race/Ethnicity in Port Angeles and Clallam County in 2015 and 2020**

Race or Ethnic Category	Port Angeles			Clallam County		
	2015	2020	Change	2015	2020	Change
American Indian and Alaska Native	322	442	120	3,198	3,580	382
Asian	428	391	-37	1,046	1,065	19
Black or African American	342	254	-88	612	708	96
Hispanic or Latino (of any race)	969	1,671	702	4,119	5,147	1,028
Native Hawaiian and Other Pacific Islander	0	0	0	43	26	-17
Other Race	1	93	92	154	114	-40
Two or more races	768	866	98	2,564	3,003	439
White	16,370	16,354	-16	60,661	62,839	2,178
<b>Total</b>	<b>19,200</b>	<b>20,071</b>	<b>871</b>	<b>72,397</b>	<b>76,482</b>	<b>4,085</b>

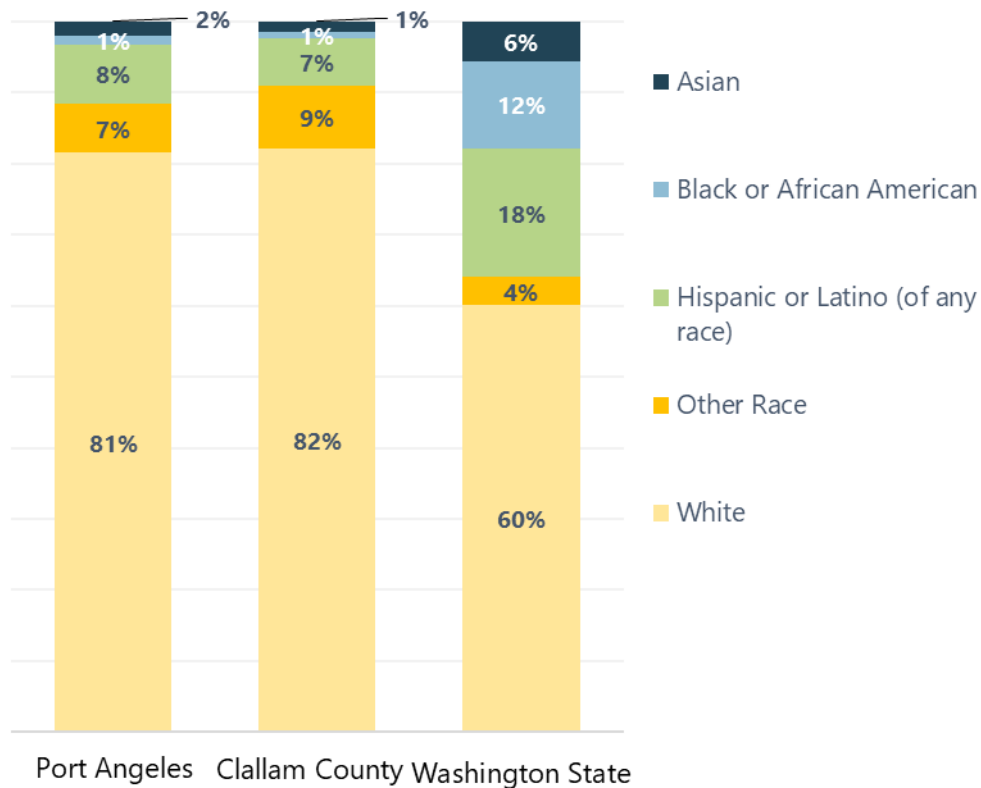
Source: U.S. Census Bureau, 2011-2015 and 2016-2020 American Community Survey 5-Year Estimates, Table DP05; Washington Department of Commerce, 2023.

**Figure B-36. Population by Race/Ethnicity in Port Angeles in 2020**



Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates, Table DP05; Washington Department of Commerce, 2023.

Figure B-37. Racial Composition of Port Angeles, Clallam County, and Washington State in 2020



Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates, Table DP05; Washington Department of Commerce, 2023.

HUD defines a household as cost-burdened when it spends more than 30 percent of its income on housing, including rent or mortgage and utilities. A household is considered “severely cost-burdened” if they spend more than 50 percent of their income on housing. Port Angeles is home to 4,665 homeowner households and 4,120 renter households. Of the homeowner households, 25 percent are cost-burdened, with 15 percent spending between 30 percent and 50 percent of their income on housing costs and 10 percent being severely cost-burdened, spending more than half of their income on housing costs. By contrast, 46 percent of renter households in Port Angeles are rent-burdened, with 25 percent spending between 30 and 50 percent of their income on housing costs and 21 percent spending more than half of their income on housing. This sharp divide in affordability and stability between renters and owners, combined with the fact that almost half of the city’s households are renters, can result in high inequality. The rental-owner inequality divide should be further analyzed for racially disparate impacts since the share of renters among people of color is higher than among White households in Port Angeles.

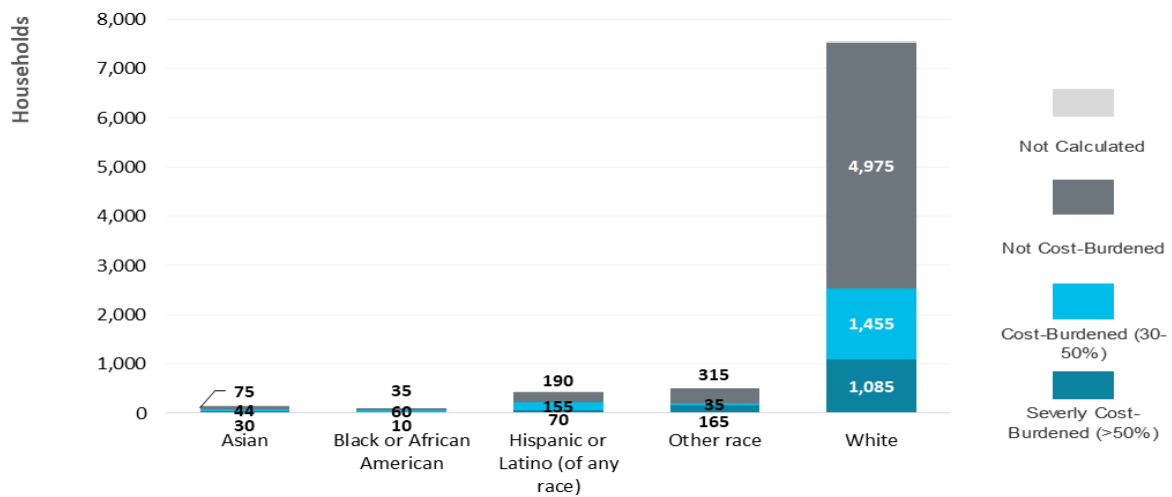
In 2019, all Black or African American households, 76 percent of Asian households, 64 percent of Hispanic/Latino households, 62 percent of American Indian or Alaska Native households, and 64 percent of households of other races were renter households, compared with 44 percent of White households in Port Angeles. However, the cost barriers impact both White residents and residents of color, especially renters. 48 percent of households of color are cost-burdened, and 33 percent of White households are also cost-burdened. While 56 percent of persons of color rent households are cost-burdened, 44 percent of White rent households are also cost-burdened.

Table B-9: Number of Households by Cost Burden in Port Angeles in 2019

	White	Black or African American	Asian	American Indian or Alaska Native	Pacific Islander	Other Race	Hispanic or Latino (of any race)	Total
Owner Households								
Not Cost Burdened	3,165	0	25	40	0	110	95	3,435
Total Cost-Burdened	1,095	0	4	30	0	15	60	1,204
<i>Cost-Burdened (30-50%)</i>	655	0	4	0	0	0	60	719
<i>Severely Cost-Burdened (&gt;50%)</i>	440	0	0	30	0	15	0	485
Not Calculated	15	0	10	0	0	0	0	25
<b>Total</b>	<b>4,275</b>	<b>0</b>	<b>40</b>	<b>75</b>	<b>0</b>	<b>125</b>	<b>150</b>	<b>4,665</b>
Renter Households								
Not Cost Burdened	1,810	35	50	25	0	140	95	2,155
Total Cost-Burdened	1,445	70	70	95	0	60	165	1,905
<i>Cost-Burdened (30-50%)</i>	800	60	40	20	0	15	95	1,030
<i>Severely Cost-Burdened (&gt;50%)</i>	645	10	30	75	0	45	70	875
Not Calculated	40	0	0	0	0	0	4	44
<b>Total</b>	<b>3,295</b>	<b>110</b>	<b>125</b>	<b>120</b>	<b>0</b>	<b>200</b>	<b>270</b>	<b>4,120</b>
<b>Total Households</b>	<b>7,570</b>	<b>110</b>	<b>165</b>	<b>195</b>	<b>0</b>	<b>325</b>	<b>420</b>	<b>8,785</b>

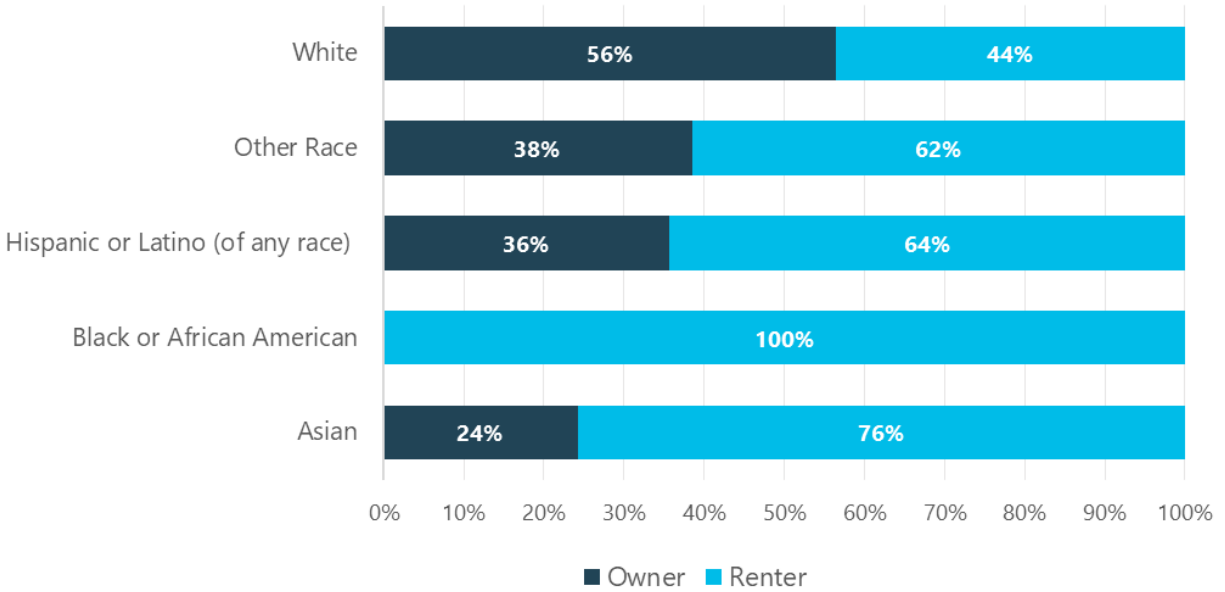
Source: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023.

Figure B-38. Port Angeles Total Housing Cost Burden by Racial & Ethnic Group in 2019



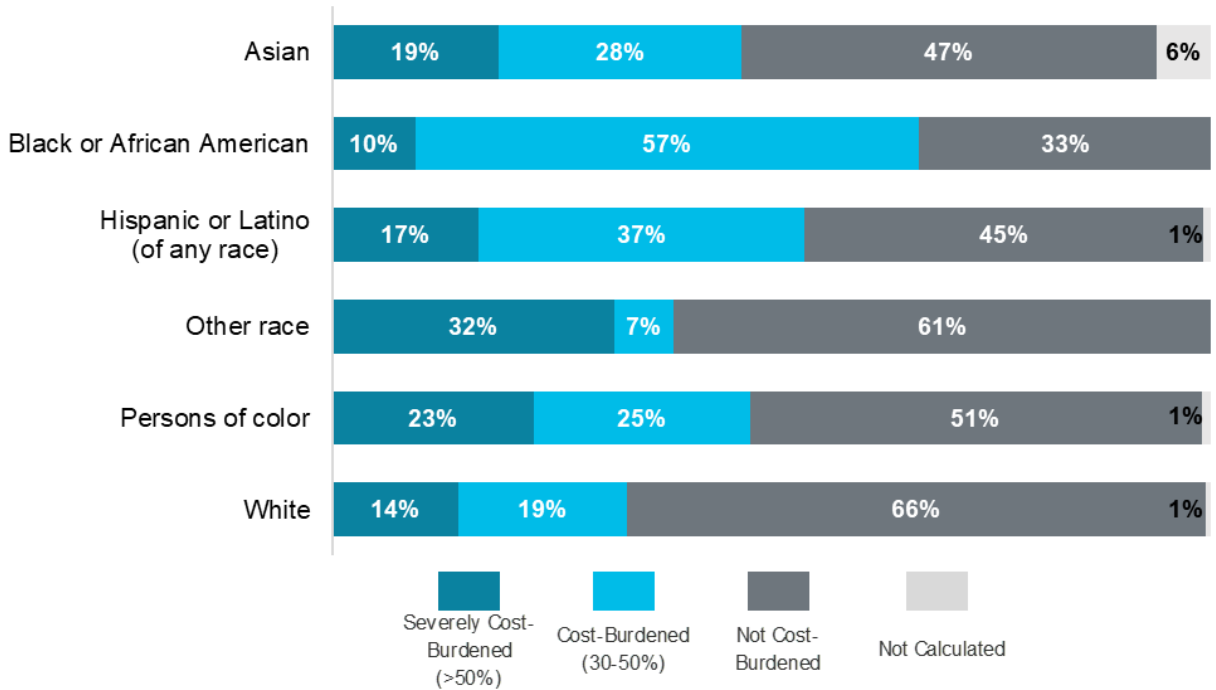
Source: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023.

Figure B-39. Port Angeles Owner and Renter Households by Race & Ethnicity in 2019



Source: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9).

Figure B-40. Port Angeles Percent of All Households Experiencing Housing Cost Burden in 2019



Source: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023.

In Port Angeles, there is a racial divide in income distribution. Citywide, 39 percent of households make above 100 percent AMI – including 42 percent of Asian households, 41 percent of White households, 30 percent of American Indian/Alaska Native households, and 19 percent of Hispanic/Latino households. While 16 percent of households make below 30 percent AMI, 43 percent of Asian, a quarter of American

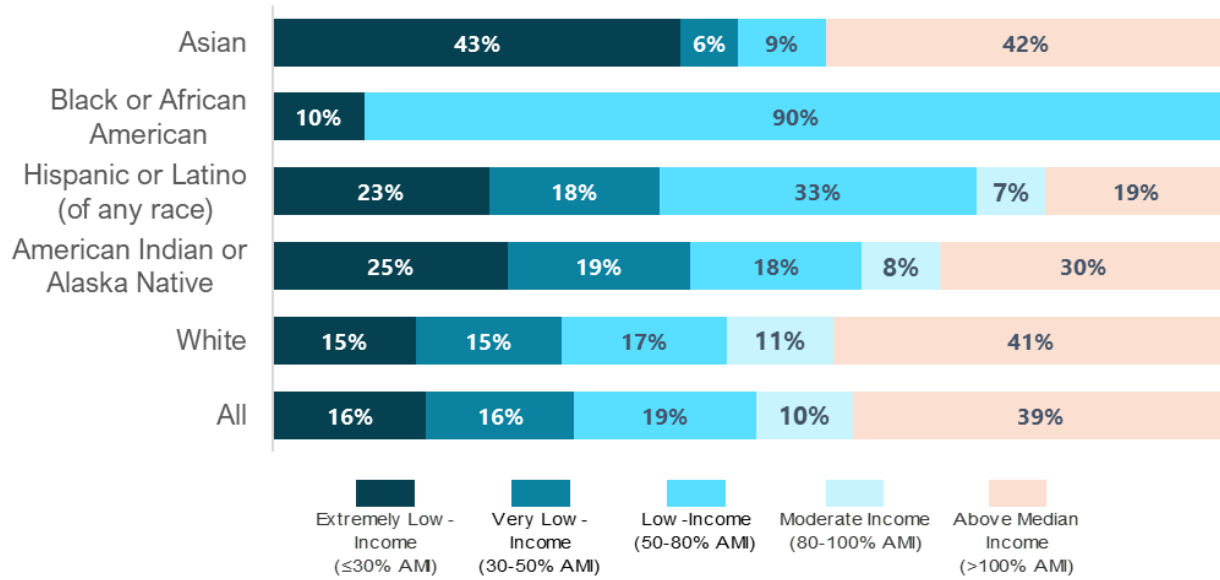
Indian/Alaska Native, and 23 percent of Hispanic/Latino households fall into that category. While just 10 percent of Black/African American households are extremely low-income, the remaining 90 percent are low-income households.

Table B-10: Port Angeles Count of Households by Income and Race, 2019

	American Indian or Alaska Native	Asian	Black or African American	Hispanic or Latino (of any race)	Pacific Islander	White	Not Reported*	All
<b>Number</b>								
Extremely Low-Income ( $\leq 30\%$ AMI)	45	70	10	95	-	1,130	60	1,410
Very Low-Income (30-50%)	35	10	-	75	-	1,160	85	1,365
Low-Income (50-80%)	33	15	95	140	-	1,310	77	1,670
Moderate Income (80-100%)	15	-	-	30	-	850	5	900
Above Median Income ( $>100\%$ )	55	69	-	80	-	3,125	111	3,440
<b>Total for published estimates</b>	<b>183</b>	<b>164</b>	<b>105</b>	<b>420</b>	<b>-</b>	<b>7,575</b>	<b>338</b>	<b>8,775</b>
<b>Percentage</b>								
Extremely Low-Income ( $\leq 30\%$ AMI)	3%	5%	1%	7%	0%	80%	4%	
Very Low-Income (30-50%)	3%	1%	0%	5%	0%	85%	6%	
Low-Income (50-80%)	2%	1%	6%	8%	0%	78%	5%	
Moderate Income (80-100%)	2%	0%	0%	3%	0%	94%	1%	
Above Median Income ( $>100\%$ )	2%	2%	0%	2%	0%	91%	3%	

\* The category "Other (including multiple races, non-Hispanic)" is suppressed in source data (CHAS 2015-2019 Table 1).  
 Sources: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1) & U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 8).

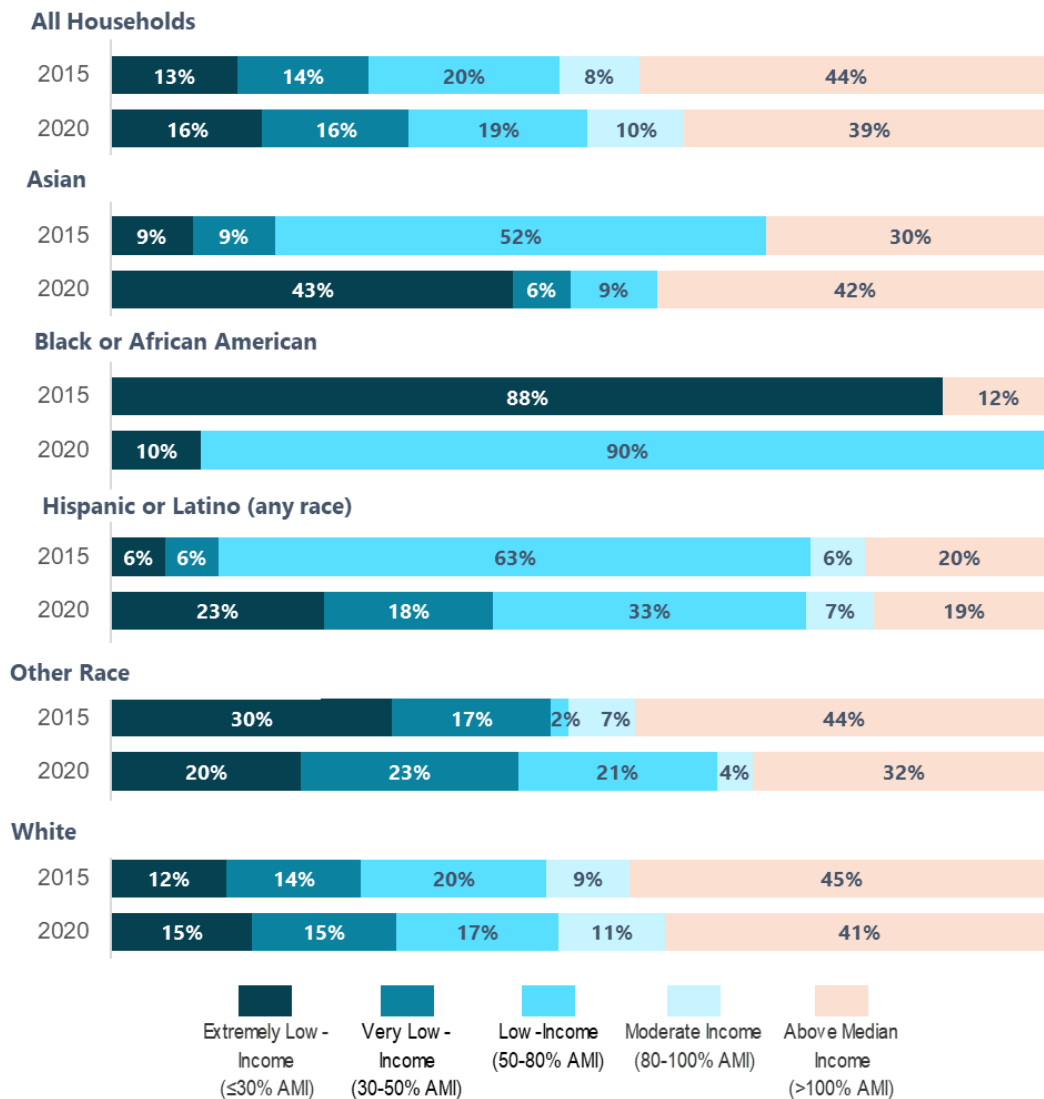
Figure B-41. Port Angeles Distribution of Households by Income and Race or Ethnicity, 2019



Sources: U.S. H.U.D, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1).

Between 2015 and 2020, the percentage of households making above the median income decreased from 44 percent to 39 percent. This decline is largely due to a decline in income among Black, multiracial, and White households. However, over the same period, the share of Asian households making above the median income increased from 30 percent to 42 percent while the share of Asian households making below 30 percent AMI increased from 9 percent to 43 percent. During the same period, the share of Black/African American households making below 30 percent decreased from 88 percent to 10 percent, and the share of Black households making between 50 and 80 percent AMI rose from zero to 90 percent.

Figure B-42. Port Angeles Percentage of All Households by Income Category and Race (2010-2014 vs. 2015-2019)



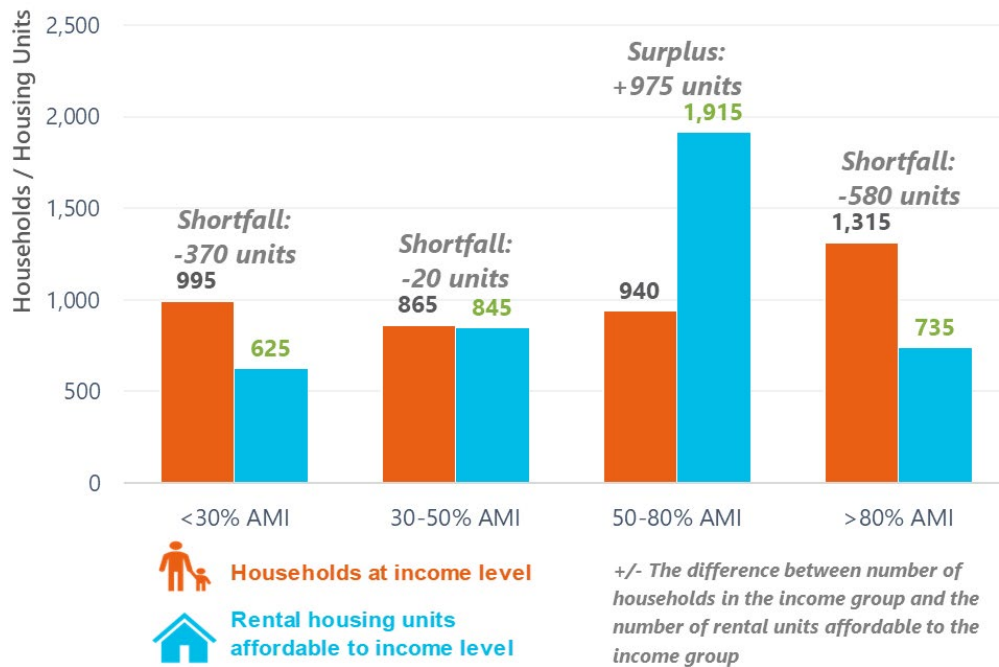
Sources: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1).

The Washington Center for Real Estate Research publishes a quarterly estimate of housing affordability in Washington state. A score of 100 suggests that the housing market is balanced to the median household income; a lower score indicates that housing costs are higher than what the median household can afford. The Housing Affordability Index in Port Angeles has dropped significantly from 93 at the beginning of 2021 to 58 in the second quarter of 2024.

Figure B-43 shows the current number of renter households compared with the number of rental units affordable to households in each income level in Port Angeles. The rental cost burden is driven by a shortage of rental units at the high and low ends of the market (greater than 80% AMI and less than 30% AMI). When there are shortages of units corresponding to a given income level, those households will rent units affordable to a different income level. For instance, the lack of housing at greater than 80% AMI indicates that there are likely renters at that income level renting units affordable for households below 80% AMI, making it harder for households in that income range to find affordable housing. Alternatively,

the shortage of housing units at the less than 30% AMI range indicates that households at that income level are likely cost burdened.

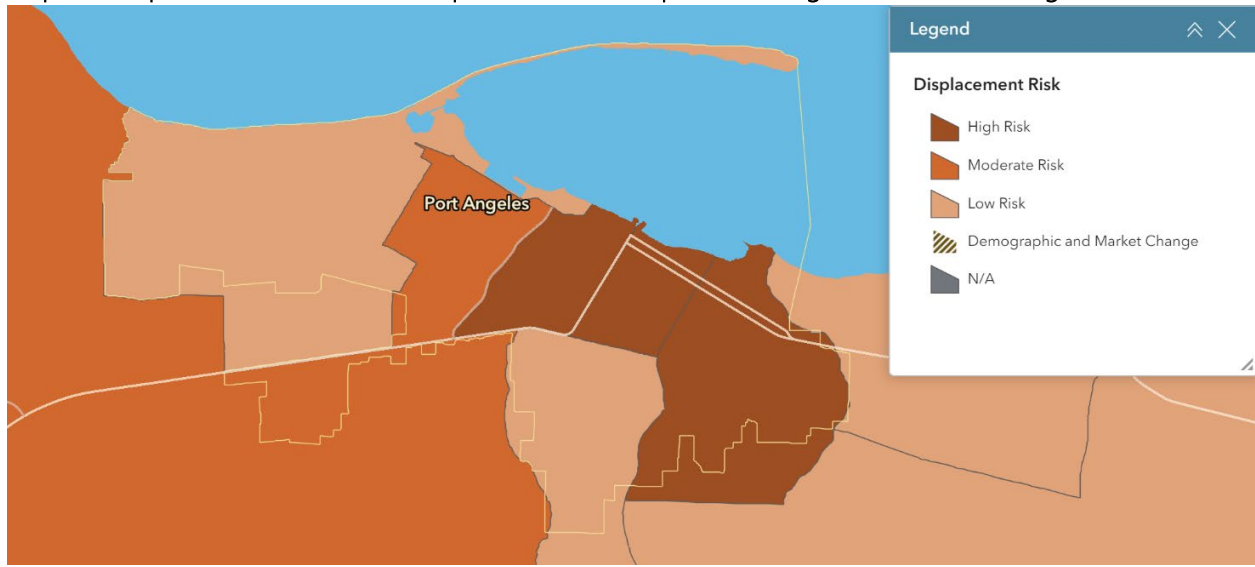
Figure B-43. Port Angeles Renter Households by Income Compared to Rental Units by Affordability, 2019



Sources: U.S. HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 15C) & US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 14B).

The Washington Department of Commerce’s Displacement Risk Map identifies areas that may be at higher risk of displacement driven by the housing market. . shows that the west edge of Port Angeles is considered at “lower risk”. However, the central and eastern portions of Port Angeles are an area with demographic and market change – according to the Department of Commerce, this is an area that is currently undergoing gentrification. The displacement risk is identified by the census tract which is a large scale for a small city such as Port Angeles. Therefore, additional community input is necessary to identify specific neighborhoods and communities that have an elevated risk of displacement.

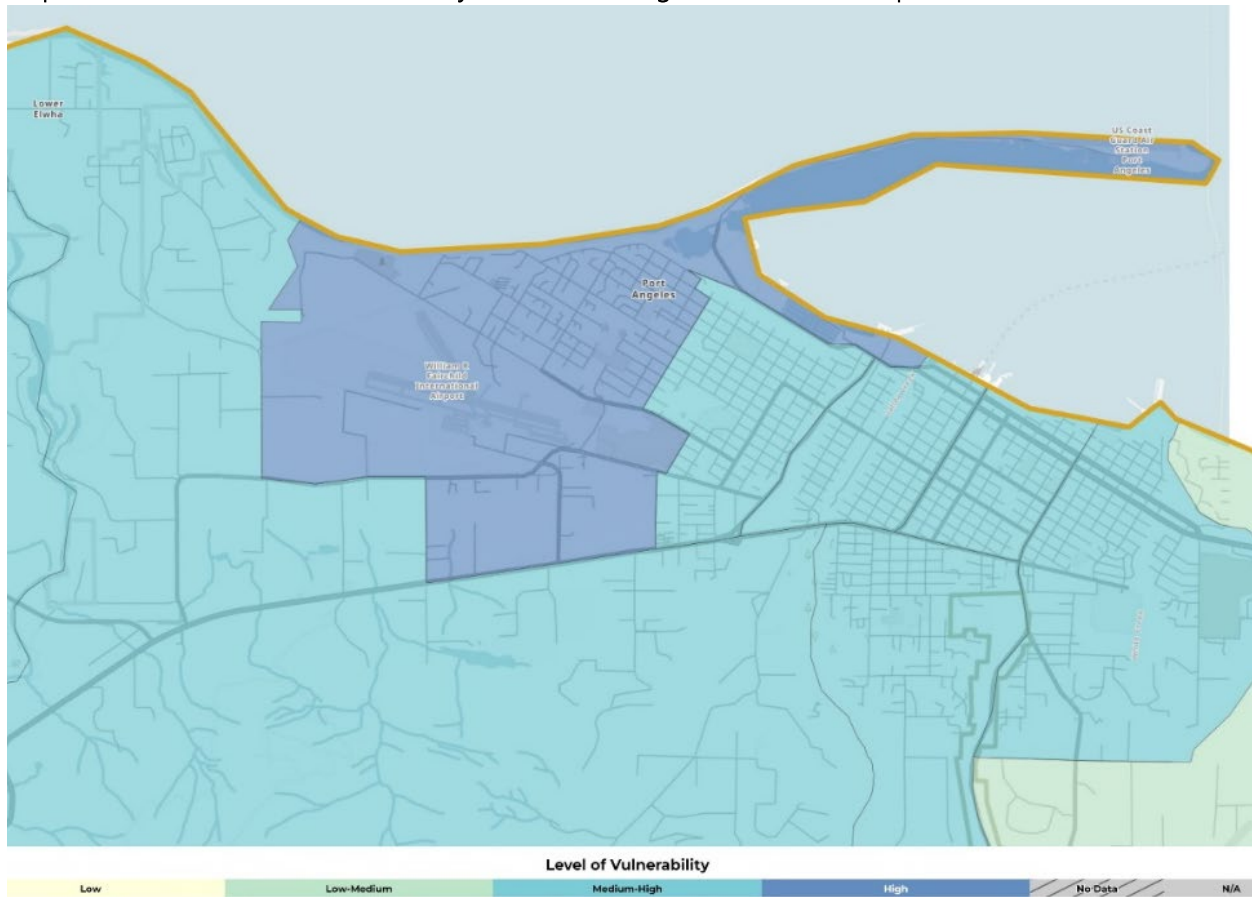
Map B-4: Department of Commerce Displacement Risk Map for Port Angeles and Surrounding Area



Sources: Washington Department of Commerce Draft Displacement Risk Map.

The Centers for Disease Control and Prevention and the Agency for Toxic Substances and Disease Registry's Social Vulnerability Index (CDC/ATSDR SVI) identifies communities experiencing social vulnerability based on Socioeconomic, Household Characteristics, Race & Ethnic Minority Status, and Housing Type & Transportation categories, by census tract. Map B-4 shows that according to CDC/ATSDR SVI, in Port Angeles, census tracts on the west experience higher social vulnerability (including disability, poverty, and lack of access to transportation) with a percentile rank of 0.84 compared to the central and tracts to the east ranging from 0.64 to 0.59 percentile (0 being the lowest vulnerability and to 1 is the highest). Therefore, a ground-truthing analysis should be conducted to verify specific social vulnerabilities across different neighborhoods.

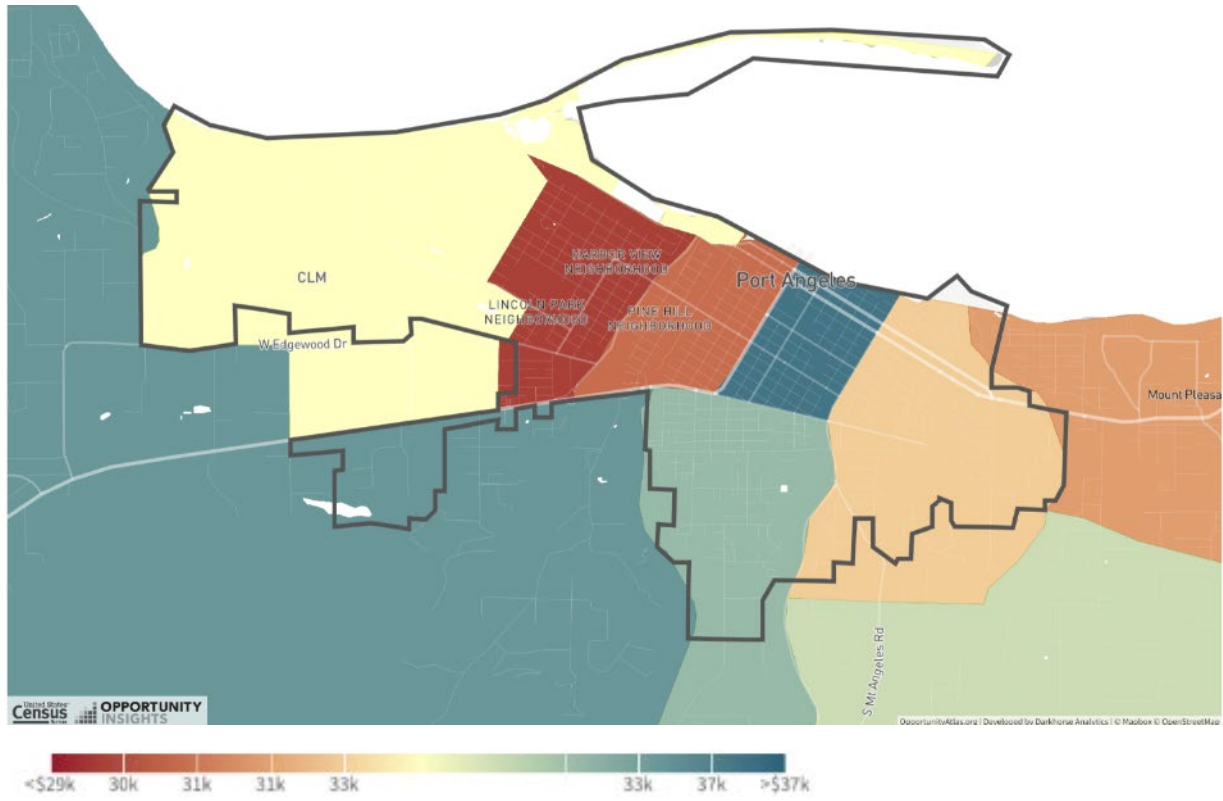
Map B-5: CDC Overall Social Vulnerability Index in Port Angeles, Statewide Comparison, 2022



Sources: CDC/ATSDR Social Vulnerability Index Map.

The Opportunity Atlas is a tool that assesses opportunities for children’s outcomes in adulthood by looking at potential earnings in each Census tract. Error! Reference source not found.20 shows that children born to families in the bottom income quartile in Port Angeles can expect to have incomes between \$29,000 and \$37,000 in adulthood. In the Harbor View Neighborhood, located west of downtown, children born to low-income families can expect to earn around \$30,000.

Map B-6: Household Income at Age 35 in Port Angeles’ Opportunity Map



Sources: The Opportunity Atlas.

## Policy Evaluation

Based on the above analysis, there is room to improve Port Angeles' policies to reduce racially disparate impacts. The analysis and data were used to inform the next steps of the racially disparate impacts assessment process – evaluating and revising policies that reinforce historical patterns of segregation, displacement, and inequitable outcomes. Taking a proactive approach to shaping policy to address these challenges will benefit all Port Angeles households as the city seeks to build a more equitable future of well-being for its residents.

Based on the guidance provided by the Washington State Department of Commerce, the following policy evaluation framework was used to evaluate Port Angeles' existing Housing Goals & Policies:

Criteria	Evaluation
The policy is valid and supports meeting the identified housing needs. The policy is needed and addresses identified racially disparate impacts, displacement and exclusion in housing.	<b>S</b> Supportive
The policy can support meeting the identified housing needs but may be insufficient or does not address racially disparate impacts, displacement and exclusion in housing.	<b>A</b> Approaching
The policy may challenge the jurisdiction's ability to meet the identified housing needs. The policy's benefits and burdens should be reviewed to optimize the ability to meet the policy's objectives while improving the equitable distribution of benefits and burdens imposed by the policy.	<b>C</b> Challenging
The policy does not impact the jurisdiction's ability to meet the identified housing needs and has no influence or impact on racially disparate impacts, displacement or exclusion.	<b>NA</b> Not applicable

Table B-11: Housing Goals and Policies Racially Disparate Impact Review

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
<p>Goal G-6A: To improve the variety, quality, availability, and attainability of housing opportunities in the City of Port Angeles.</p>		Approaching	The Goal aims to enhance housing affordability through the variety, quality, and attainability of housing opportunities. However, it does not highlight the attainability of housing for households across income levels and for minority racial/ethnic groups in the community.	The City should consider adding language about equitable housing opportunities for people of different income levels and racial/ethnic groups that have experienced inequities due to past unfair housing policies and/or disinvestment in particular neighborhoods.
Policy P-6A.01	Expand the residential land use options in the Zoning Code by classifying residential zones by allowed density rather than by housing types.	Supportive	Choosing the right language for classifying neighborhoods is important to prevent racial segregation that has been associated with housing types such as single-family housing. It also prevents biases in the Zoning Code and increases housing diversity in the city.	While the policy is an appropriate tool for inclusionary zoning, it does not specify zoning updates aligned with the City's housing targets and needs for specific community demographics.
Policy P-6A.02	Allow residential uses in all non-industrial zones. In situations where a limited work/live environment is found to be compatible with an underlying industrial zoning, such environments may be deemed suitable when the living space is subordinate to the industrial use component and the integrity and intent of the industrial zone are maintained.	Approaching	While the increase of land with allowable residential use promotes more housing per se, some uses that are more compatible with housing can attract only particular demographic groups, which may increase gentrification risks. In addition, environmental justice issues may arise for housing located near industry, which marginalized communities have historically borne more of.	The City should specify that the residential use allowance will vary depending on the type of non-residential zones, existing and planned infrastructure capacity, and adjacent parcel zoning. The City should ensure that environmental justice considerations are applied to the work/live environment in industrial zones.
Policy P-6A.03	Encourage the retention and development of safe and attractive mobile home parks.	Approaching	Mobile homes provide lower-cost housing opportunities. Preserving and developing safe mobile home parks is a viable part of the affordable housing inventory. However,	The city should consider adding language about the targeted audience of the Mobile Home Parks, e.g., restrictions on low- and moderate-income households, as well as policies to prevent sharp rent

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
			there is a risk of increased rental costs due to rising land values, which may price mobile homes out of the market or make rent unaffordable.	increases and/or a variety of mobile home parks' land ownership (housing trust, non-profit, etc.).
Policy P-6A.04	Plan for sufficient urban services to support future housing in a variety of allowable densities.	N/A		Keep the policy.
Policy P-6A.05	Allow accessory residential units in single-family residential zones.	Approaching	Accessory residential units offer lower-cost opportunities for homeownership and are particularly suitable for intergenerational families. While flexible zoning that allows ADUs can increase housing supply, it may not increase opportunities for households of color in historically exclusive neighborhoods.	Along with allowing ADUs in single-family residential zones, review the additional infill development opportunities in other residential zones, and ensure the regulations incentivize and support them.
Policy P-6A.06	Promote acceptance of low- and moderate-income housing.	Approaching	The City experiences a shortage of housing for low-income households. This policy should accelerate the development of housing for these demographics.	As written, the policy is relatively vague. The City should specify the approach for promoting acceptance of low- and moderate-income housing.
Policy P-6A.07	Consider the impact of impact fees on housing affordability before establishing them.	Approaching	While it is fair to consider fee impacts on residential development and leverage those that significantly slow housing production, they may affect housing affordability differently across various affordability levels.	The City should consider applying fees after assessing them concerning the different housing affordability levels. Impact fees should be lowered or reduced for smaller/less impactful housing types such as ADUs and duplexes to promote housing affordable to a broader range of incomes
Policy P-6A.08	In accordance with RCW 59.18.440 and .450, require State and Federal publicly assisted housing under current contracts that demolish,	N/A		Keep the policy.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
	substantially rehabilitate, change the use of residential property, or remove use restrictions, developments to provide relocation assistance to those tenants displaced as provided for in sections 49 and 50 of the Growth Management Act.			
Policy P-6A.09	Work with the County to increase densities in some areas of the sparsely developed southwestern UGA along Lauridsen Boulevard from low density to medium density, consistent with the recently developed airport safety zones, and FAA use recommendations.	N/A		
Policy P-6A.10	Investigate the appropriate siting of additional land to be designated as medium- and high-density.	Approaching	Upzoning can be a useful tool for providing more housing opportunities. However, the upzoning may not incentivize housing construction on its own without additional incentives and adequate infrastructure provision.	The City should consider socio-economic characteristics while investigating the appropriate siting of additional land for medium and high density to prevent unbalanced zoning (e.g., concentration of high-density zoning in low-income neighborhoods) in underserved communities and communities of color.
Policy P-6A.11	Provide an appropriate balance between attainable market-rate housing and affordable housing and	Challenging	Increasing the diversity of housing (market-rate and affordable) in residential areas can help create more heterogeneous communities and potentially reduce social and economic inequality.	The City should increase the specificity of this policy to make it clear that this is intended to help residents improve their neighborhoods and will benefit everyone in the long run, rather than preserve the status quo.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
	ensure that affordable housing is provided in a way that contributes to the physical appearance and economic and social health of the neighborhoods and the City.		However, the contribution to physical appearance and the improvement of economic and social health in some neighborhoods may become controversial (e.g., high-income, single-family areas).	
Policy P-6A.12	Encourage the use of Green Building techniques for new developments and support Green Built certification for new developments.	N/A		Keep the policy.
Policy P-6A.13	Encourage the use of Low Impact Development stormwater management techniques (such as vegetated roofs, permeable pavement, rainwater harvesting, and bio-retention) for all new developments.	Challenging	While LID increases community environmental resilience and sustainability, it may impose an additional burden on renters and drive-up housing costs if no incentive program (density bonus, etc.) supports LID implementation.	The City should clarify whether all buildings are required to have these features or whether there will be an incentive offering height or density bonuses for implementing LID infrastructure. If the former is right, the policy is challenging; if the latter does not apply to RDI.
Policy P-6A.14	Allow for mixed-use opportunities in neighborhoods, including commercial development and a mix of housing densities.	Approaching	Providing mixed-use land use and a mix of housing density may enhance housing opportunities and help those previously shut out of high-opportunity areas due to housing costs or other policies. Increasing the density in residential areas could potentially help increase homeownership opportunities and reduce the cost burden. However, mixed-use development does not	The City should reconsider the application of the policy in different neighborhoods and make sure that it will not exacerbate gentrification and the displacement of low-income residents and communities of color. In addition, consider applying tools that encourage housing affordability MFTE, etc.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
			necessarily provide housing affordability.	
Policy P-6A.15	Identify opportunities for housing revitalization in targeted areas, including the downtown core.	Approaching	Increasing opportunities for housing in office and commercial areas with underutilized square footage and land (such as the downtown core) may help improve housing affordability by expanding the housing supply.	The policy does not address the needs of socially and economically vulnerable communities, which are concentrated in the downtown core area, as identified in the RDI report. The City should amend the policy to prevent displacement in these areas.
Policy P-6A.16	Promote and increase the number of downtown residential living units.	Approaching	While the increase in the number of housing units in downtown will help achieve overall housing unit targets, as written, the policy does not ensure the affordability of new units.	The City should identify the type of housing units and, more importantly, the income level of the new housing units in downtown that will be targeted. The City should ensure that the new units align with the existing community's needs.
Policy P-6A.17	Develop strategies to combat homelessness and housing insecurity amongst residents.	Approaching	Overall, the policy encourages decreasing current homelessness and preventing housing insecurity.	As written, the policy language is relatively vague. The City should consider specifying the type of strategies and policies that will address the homelessness crisis and the increasing number of unsheltered persons in the City.
Policy P-6A.18	Develop and implement tools to support a range of housing types, including affordable housing options.	Approaching	Overall, the policy encourages a variety of housing and the attainability of housing opportunities.	As written, the policy language is relatively vague. The City should consider specifying the particular affordable housing needs since the shortage in different housing affordability levels varies as was identified in RDI. More specifically, there is a significant shortage in extremely low-income housing supply.
Goal G-6B: To participate with Clallam County and other entities in programs to increase the availability and affordability of public assisted housing and rental units as well as other affordable housing opportunities.		Approaching	Collaborating and coordinating with the County and other entities and participating in various housing programs are essential actions for addressing the housing crisis. However, while this policy could potentially increase housing options for households of color and low-income households, it does not directly address racial and economic disparities.	The City should consider adding language about equitable housing opportunities for different income levels and racial/ethnic groups that have experienced inequities due to previous unfair housing policies and/or disinvestments in particular neighborhoods.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
<b>Policy P-6B.01</b>	Participate in a county-wide housing task force comprised of representatives from government, financial institutions, business, construction, real estate, non-profit housing entities, and other citizens interested in housing issues. A major goal of the task force should be coordinating efforts to provide affordable housing, encouraging rapid review of low- and moderate-income housing projects throughout the County, and promoting public education and awareness regarding the need for and nature of affordable housing.	<b>Supportive</b>	Participating in the housing task force, including coordinating efforts on housing projects specifically targeting low- and moderate-income households, can accelerate affordable housing production and allow residents to choose housing they can afford. Renters, who are primarily BIPOC in the community based on housing analysis, can benefit from this policy. Public engagement and education will contribute to broader community awareness of housing needs in the City and the nature of housing affordability.	The City should connect with households of color to better understand their specific needs to provide affordable housing.
<b>Policy P-6B.02</b>	Cooperate with the county-wide housing task force and other agencies in assembling packages of publicly owned land, which could be used for low and moderate-income housing and for shelter or transitional housing.	<b>Supportive</b>	Designation of publicly owned land for low and moderate-income housing and shelter/transitional housing may contribute to the housing supply for these targeted groups. The City should also apply policies and programs to promote the construction of housing in these lands, along with the land use designation.	While allocating public land for housing will preserve opportunities for low and moderate-income shelters and transitional housing, this may not target local households of color.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
Policy P-6B.03	Cooperate with the County to promote innovative housing techniques and explore creative regulatory programs for the purpose of creating and preserving existing affordable housing opportunities.	Supportive	Public cooperation and finding innovative solutions to preserve existing affordable housing inventory will allow residents to stay in housing they can afford. Renters, who are primarily BIPOC in the community based on the housing analysis, can benefit from this policy.	
Policy P-6B.04	Invite the Peninsula Housing Authority to participate in a variety of affordable housing opportunities and seek representation on the Peninsula Housing Authority and non-profit housing organizations.	Approaching	Supporting non-profit organizations that construct and manage affordable housing is crucial for attracting new affordable housing development. However, while some of these organizations specifically serve local households of color, this is not true of all nonprofit affordable housing providers.	The City should ensure that, as it builds these relationships, it does not overlook local, specialized organizations with racial equity and environmental justice goals.
Policy P-6B.05	Provide adequate low- and moderate-income housing opportunities within the Port Angeles Planning Area.	Approaching	The RDI found disparities in housing tenure and cost burden between racial and ethnic groups in Port Angeles. Promoting adequate and equitable housing opportunities for low- and moderate-income households should help ensure that these disparities do not result in displacement.	As written, the policy is relatively vague, as it does not specify the exact methods and tools to encourage the provision of low- and moderate-income housing opportunities. The policy should also address the particular needs of communities of color.
Policy P-6B.06	Support affordable housing by developing utility cost savings programs and the provision of transitional and	Supportive	Utility costs increase the housing cost burden on low-income households. Utility cost savings programs can help alleviate the cost burden of housing. The provision of transitional and temporary housing for the homeless	The City may consider splitting the policy into two, since the utility costs regulation and the provision of transitional and temporary housing for unhoused persons and displaced families require the development of different policy tools.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
	temporary housing for the homeless and/or displaced families.		and/or displaced families will mitigate the housing crisis.	
Policy P-6B.07	"Designate specific medium and high-density zones where increased	Approaching	Incentives for building heights can help provide more housing opportunities. However, it does not necessarily increase housing options for residents with low incomes and communities of color.	The City should consider further detailing the policy by including the affordability criteria in the increased building height limitations (e.g., allowing increased building height while elevating the minimum share of affordable housing units in the building).
Goal G-6C: To use the 2019 Housing Action Plan as a guide and implementation tool for future City actions in support of providing available State supported financing options, municipal code revisions that promote innovative housing products and designs, incentive zoning, and renovation/rehabilitation of existing of the City's housing stock.		N/A		
Policy P-6C.01	Encourage innovative housing development based on Port Angeles' forecasted demographic changes.	Approaching	Leveraging housing development aligned with forecast demographic changes is a valuable practice to encourage housing that corresponds to community demographics.	As written, the policy is relatively vague. The City should consider leveraging innovation toward the racial and income disparities identified in the RDI report for Port Angeles to prevent an increase in the inequality gap.
Policy P-6C.02	Designate timelines for planning actions that adequately address housing needs within the City and unincorporated UGA.	Supportive	The timeline is an essential consideration for corresponding to current and future community housing needs.	
Policy P-6C.03	Promote housing renovation and rehabilitation.	Supportive	Housing renovation and rehabilitation may help to preserve existing affordable housing opportunities and allow residents to stay in housing they can afford.	As written, the policy is relatively broad, and the language is vague. The City should consider revising and tightening the policy to ensure it targets the most vulnerable areas (e.g., neighborhoods with old

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
			However, as written, the policy can exacerbate the housing cost burden for low-income households.	housing stock, low-income, and communities with a high share of BIPOC households) and implement a program that prevents putting the renovation costs burden entirely on renters and/or low-income owners.
Policy P-6C.04	Incentivize the provision of non-cash density offsets to assist in the development of affordable housing options.	Approaching	Incentives to increase affordable housing supply will help create more opportunities for residents with lower incomes. However, the location of where these incentives will be available will impact its ability to address housing affordability and racial disparities more directly.	The City should target these incentives in high-opportunity areas connected to services and transit, where there has not previously been significant investment in affordable housing.
Policy P-6C.05	Encourage the partnership and coordination of the City of Port Angeles, Clallam County, Peninsula Housing Authority, Lower Elwha Klallam Tribe, other local public agencies, and North Peninsula Builders Association to continue focusing on solving issues with the developed and provision of attainable housing on the North Olympic Peninsula.	N/A		Keep the policy.
Policy P-6C.06	Encourage the issuance of annual and periodic updates to the Housing Action Plan.	N/A		Keep the policy.
Policy P-6C.07	Develop measurable standards to assess the	N/A		Keep the policy.

Existing Housing Goals & Policies		Equity Assessment	Why	Notes
	progress and implementation of the core recommendations of the Housing Action Plan.			
<b>Policy P-6C.08</b>	Encourage high-density infill, affordable housing, and mixed-use development to increase the housing stock and increase walkability.	<b>Approaching</b>	Providing new, high-density infill, affordable housing, and mixed-use development will help to increase housing stock and also increase opportunities for those previously shut out of high-opportunity areas due to housing costs or other policies. Increasing the density in residential areas could potentially help increase homeownership opportunities and reduce the cost burden.	The City should reconsider the application of the policy in different neighborhoods and make sure that it will not exacerbate gentrification and the displacement of low-income residents and communities of color.
<b>Policy P-6C.09</b>	Decrease or remove parking minimums to allow higher occupancy land use.	<b>Approaching</b>	Parking limits impact housing costs due to the high parking construction and consecutive rent costs. Parking also may occupy the land that might have been used for the construction of additional housing units.	The City should amend the policy to ensure that the decrease in parking minimums is applied across a broad range of neighborhoods, so that land capacity for housing development is not concentrated in a single type of neighborhood (e.g., non-single family).

### B-3: Adequate Provisions Analysis

RCW 36.70A.070(2)(d) requires jurisdictions planning under the GMA to include in their comprehensive plan a housing element that makes adequate provisions for existing and projected needs of all economic segments of the community, including:

- i. Incorporating consideration for low, very low, extremely low, and moderate-income households;
- ii. Documenting programs and actions needed to achieve housing availability, including gaps in local funding, barriers such as development regulations, and other limitations;
- iii. Consideration of housing locations in relation to employment location; and
- iv. Consideration of the role of accessory dwelling units in meeting housing needs.”

This section begins with Commerce’s Adequate Provisions checklists, which document potential barriers to housing production, and continues with an analysis of Port Angeles’ existing subsidized housing inventory, a gap analysis of potential funding levels needed to develop the quantity of affordable units needed to meet housing targets, and a list of potential sources of funding for those subsidized units over the planning horizon.

#### Barrier Review Checklists

In their August 2024 *Guidance for Updating Your Housing Element* (also known as “Book 2”), the Department of Commerce developed checklists for jurisdictions to evaluate regulatory, procedural, financial, and land constraints to affordable housing development. These checklists for moderate-density housing, low- and mid-rise housing, PSH and emergency housing, and ADUs follow:

Table B-12: Moderate Density housing barrier review checklist (R7 and RMD)

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address the barrier.
<b>DEVELOPMENT REGULATIONS</b>			
Unclear development regulations	No.	The R7 and RMD code lists the allowed, accessory, and conditional uses. These zones display a clear area, dimensional, and density requirement table, along with links to other relevant standards.	
Prohibiting some moderate-density housing types, such as: <ul style="list-style-type: none"> <li>• Duplexes</li> <li>• Triplexes</li> <li>• Four/five/six-plexes</li> <li>• Townhomes</li> <li>• Cottage housing</li> <li>• Live-work units</li> <li>• Manufactured home parks</li> </ul>	No.	The R7 and RMD lots allow for all listed housing types.	

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address the barrier.
High minimum lot sizes	No.	The minimum lot size in R7 is 5,000 sq. ft. or 3,500 sq. ft for alley access lots. RMD's minimum lot size is 3,500 sq. ft.	
Low maximum densities or low maximum FAR	No.	R7 has a maximum net density of 1 unit per 1,750 sq ft. RMD has a minimum net density of 8 units/ acre with no maximum density.	
Low maximum building heights	Yes.	R7 had a max. The building height is 30 ft. RMD has a maximum height of 35 ft. with no height bonuses.	The City of Port Angeles will undergo a rezoning in 2026. This will include evaluating building height.
Large setback requirements	No.	R7 and RMD have a 5 ft side setback, a 15 ft rear setback, and front setbacks between 10 and 20 ft, depending on the home's configuration. Both R7 and RMD have less stringent setbacks for ADUs.	
High off-street parking requirements	No.	Off-street parking is dependent on room size. There are parking reduction tools if you are close to transit, building affordable housing, or cooperative parking lots.	
High impervious coverage limits (site coverage)	Yes.	R7 has a maximum site coverage of 65%, and RMD is 75%, which allows for open and green space in our community.	The City could explore increasing the maximum site coverage in the 2026 rezone.
Lack of alignment between building codes and development codes	No.	There is no alignment issue between the building and development codes. The City regularly attends the builder's roundtable to evaluate existing policies.	
Other (for example: complex design standards, tree retention regulations, historic preservation requirements)	No.	The City of Port Angeles does not have historic preservation requirements. Tree regulations can be negated with the fee-in-lieu for frontage improvements.	The City will explore simplifying the design standards in 2026 and 2027.
<b>PROCESS OBSTACLES</b>			
Conditional use permit process	No.	The Port Angeles Municipal code allows for four units and two ADUs on a	

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address the barrier.
		standard 7,000 sq. ft. city lot without a CUP.	
Design review	No.	City staff frequently collaborate with developers to understand the design review criteria during preapplication meetings.	
Lack of clear and accessible information about the process and fees	No.	The City of Port Angeles has adopted the standards of SB 5290, which outlines all permitting processes. The master fee schedule is accessible online and in person.	
Permit fees, impact fees, and utility connection fees	No.	The City of Port Angeles has no impact fees, and it has a fee waiver program that waives permitting and development review fees for ADUs, middle housing, and multifamily housing.	
Processing times and staffing challenges	No.	There are no staffing challenges, and processing times are standardized following the implementation of SB 5290.	
SEPA process	No.	SEPA review is required throughout WA - there is no indication that it is more onerous in Port Angeles than elsewhere. Most SFR and Middle Housing projects in these zones are exempt from SEPA.	
<b>LIMITED LAND AVAILABILITY AND ENVIRONMENTAL CONSTRAINTS</b>			
Lack of large parcels for infill development	No.	There are significant opportunities for infill and multifamily housing. However, some of these parcels lack access to utilities.	The City has a grant fund for off-site infrastructure improvements.
Environmental constraints	No.	The City of Port Angeles has natural land barriers, including shoreline management and environmentally sensitive areas, surrounding the five streams in Port Angeles. Nevertheless, the LCA indicates that the City has sufficient zoned capacity to accommodate the projected population, housing, and employment, particularly in the critical areas of the City.	

Table B-13: Low-Rise or Mid-Rise housing barrier review checklist (RHD and Commercial)

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address the barrier.
<b>DEVELOPMENT REGULATIONS</b>			
Unclear development regulations	No.	There are no unclear development regulations in the RHD and commercial zones.	
High minimum lot sizes	No.	There is no minimum lot size for RHD, CBD, CA, or CSD. The CN zone has a minimum lot size of 5,000 square feet, and the CO has a minimum lot size of 3,000 square feet.	
Low maximum densities or low maximum FAR	No	The RHD minimum net density is 10 units/acre. Neither RHD nor the commercial zones have a maximum density requirement.	
Low maximum building heights	No.	The maximum building height for RHD is 45 feet, and the commercial zones have height restrictions between 40 and 75 feet, with additional height bonuses.	
Large setback requirements	No.	Most setbacks within the commercial zones are zero feet for the front, side, and rear setback. The RHD has a front setback between 15 and 20 feet, a side setback of 5 feet, and a rear setback of 15 feet.	
High off-street parking requirements	No.	Off-street parking is dependent on room size. There are parking reduction tools if you are close to transit, building affordable housing, or cooperative parking lots.	
High impervious coverage limits	No.	The maximum site coverage percentage in RHD is 75% and between 75% and 80% for commercial zones.	
Lack of alignment between building and development codes	No.	There is no lack of alignment between the building and development codes. The City regularly attends the builder's roundtable to evaluate existing policies.	
Other (for example: ground floor retail requirements, open space requirements, complex design standards, tree retention regulations, historic preservation requirements)	No	Ground-floor retail is allowed. There are no historic preservation requirements. Tree regulations can be negated with the fee-in-lieu for frontage improvements. The design and open space standards do not significantly impact feasibility.	

PROCESS OBSTACLES			
Conditional use permit process	No	Low and mid-rise buildings are allowed in RHD and commercial zones.	
Design review	No	City staff frequently collaborate with developers to understand the design review criteria during preapplication meetings.	
Lack of clear and accessible information about the process and fees	No	The City of Port Angeles has adopted the standards of SB 5290, which outlines all permitting processes. The master fee schedule is accessible online and in person.	
Permit fees, impact fees, and utility connection fees	No	The City of Port Angeles has no impact fees, and the City has a fee waiver program to waive permitting and development review fees for ADUs, middle housing, and multifamily housing.	
Process times and staffing challenges	No	There are no staffing challenges, and processing times are standardized following the implementation of SB 5290.	
SEPA process	No	SEPA review is required throughout WA - there is no indication that it is more onerous in Port Angeles than elsewhere. Most SFR and Middle Housing projects in these zones are exempt from SEPA.	
LIMITED LAND AVAILABILITY AND ENVIRONMENTAL CONSTRAINTS			
Lack of large parcels for infill development	No	There are significant opportunities for infill and multifamily housing. However, some of these parcels lack access to utilities.	The City has a grant fund for off-site infrastructure improvements.
Environmental constraints	No	The City of Port Angeles has natural land barriers, including shoreline management and environmentally sensitive areas, surrounding the five streams in Port Angeles. Nevertheless, the LCA indicates that the City has sufficient zoned capacity to accommodate the projected population, housing, and employment, particularly in the critical areas of the City.	

Table B-14: Supplementary barrier review checklist for PSH and emergency housing

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address the obstacles.
<b>DEVELOPMENT REGULATIONS</b>			
Spacing requirements (for example, minimum distance from parks, schools, or other emergency/PSH housing facilities)	No	There are no spacing requirements for PSH and emergency housing	
Parking requirements	No	There are parking reduction tools for affordable housing	
On-site recreation and open space requirements	No	There is a requirement for open space, but it does not significantly impact feasibility.	
Restrictions on support spaces, such as office space, within a transitional or PSH building in a residential zone	No	Public Housing Authority Offices are allowed in residential zones as a conditional use.	
Arbitrary limits on the number of occupants (in conflict with RCW 35A.21.314)	No	The only limit to the number of occupants is in the building and fire code.	
Requirements for PSH or emergency housing that are different than the requirements imposed on housing developments generally (in conflict with RCW 36.130.020)	No	PSH and emergency housing are allowed in all spaces where hotels are permitted, and there are exemptions for religious institutions.	
Other restrictions specific to emergency shelters, emergency housing, transitional housing, and permanent supportive housing	No	The City has a director's determination that explains the process of temporary and transitional housing units and shelters.	

Table B-15: Accessory dwelling unit barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address the obstacles.
DEVELOPMENT REGULATIONS			
<ul style="list-style-type: none"> <li>• Consistent with HB 1337 (2023)</li> <li>• Must allow two ADUs on each lot in urban growth areas;</li> <li>• May not require the owner to occupy the property, and may not prohibit sale as independent units, but may restrict the use of ADUs as short-term rentals;</li> <li>• Must allow an ADU of at least 1,000 square feet;</li> <li>• Must set parking requirements based on distance from transit and lot size;</li> <li>• May not charge more than 50% of the impact fees charged for the principal unit;</li> <li>• Must permit ADUs in structures detached from the principal unit;</li> <li>• May not restrict roof heights of ADUs to less than 24 feet, unless that limitation applies to the principal unit;</li> <li>• May not impose setback requirements, yard coverage limits, tree retention mandates, restrictions on entry door locations, aesthetic requirements, or requirements for design review for ADUs that are more restrictive than those for principal units;</li> </ul>	No	Two ADUs are allowed on all City of Port Angeles lots. There is no owner occupancy restriction. ADUs can be up to 1,000 sq. ft. or half of the primary structure, whichever is larger. ADUs do not affect parking requirements because they do not contribute to density. The City does not have impact fees and waives review/permitting fees for all ADUs. ADUs can be up to 30 feet. Detached ADUs have a separate and less stringent setback requirement from the principal unit.	

<ul style="list-style-type: none"> <li>• Must allow an ADU on any lot that meets the minimum lot size required for the principal unit;</li> <li>• Must allow detached ADUs to be sited at a lot line if the lot line abuts a public alley, unless the city or county routinely plows snow on the public alley;</li> <li>• Must allow conversions from existing structures, even if they violate current code requirements for setbacks or lot coverage; and</li> <li>• May not require public street improvements as a condition of permitting ADUs.</li> </ul>			
Unclear development regulations	No	Development regulations are clearly stated in the Port Angeles Municipal Code.	
Large setback requirements	No	Attached ADUs are subject to the same setbacks as principal units. Detached ADUs have less stringent setback requirements.	
Off-street parking requirements	No	There are no additional parking requirements for ADUs	
Other (for example: burdensome design standards, tree retention regulations, historic preservation requirements, open space requirements, etc.)	No	The design standards for ADUs are limited and speak towards the size and placement of the unit.	
<b>PROCESS OBSTACLES</b>			
Lack of clear and accessible information about the process and fees	No	The City of Port Angeles has adopted the standards of SB 5290, which outlines all permitting processes. The master fee schedule is accessible online and in person.	
Permit fees, impact fees, and utility connection fees	No	The City of Port Angeles has no impact fees, and the City has a fee waiver program to waive permitting and	

that are not proportionate to the impact		development review fees for ADUs, middle housing, and multifamily housing.	
Processing times and staffing challenges	No	There are no staffing challenges, and processing times are standardized following the implementation of SB 5290.	

Table B-16: Checklist for local option tools for addressing affordable housing funding gaps

Local option tools for addressing affordable housing funding gaps*	Implementation status	Plans for implementation
Housing and related services sales tax (RCW 82.14.530)	Implemented	The COPA has a 1/10th of 1% sales tax that goes towards affordable housing and a housing administrator staff position.
Affordable housing property tax levy (RCW 84.52.105)	N/A	
REET 2 (RCW 82.46.035) – GMA jurisdictions only and only available through 2025	N/A	Clallam County has a REET fund.
Affordable Housing Sales Tax Credit (RCW 82.14.540) – was only available to jurisdictions through July 2020	N/A	
Lodging Tax (RCW 67.28.150 and RCW 67.28.160) to repay general obligation bonds or revenue bonds	N/A	
Mental Illness and Drug Dependency Tax (RCW 82.14.460) – jurisdictions with a population over 30,000	N/A	
Donating surplus public lands for affordable housing projects (RCW 39.33.015)	Researching	The City of Port Angeles is exploring a community opportunity to purchase a model for City-owned surplus land.
Impact fee waivers for affordable housing projects (RCW 82.02.060)	N/A	The City of Port Angeles does not have impact fees.
Application fee waivers or other benefits for affordable housing projects (RCW 36.70A.540)	Implemented	The City of Port Angeles has a fee waiver program for the following housing types: Accessory Dwelling Units (ADUs) <ul style="list-style-type: none"> <li>• Duplexes</li> <li>• Triplexes</li> <li>• Fourplexes</li> <li>• Cottage Housing</li> <li>• Caretaker Units</li> <li>• Apartment Complexes</li> <li>• Townhomes</li> <li>• Multifamily Housing</li> <li>• Group Homes</li> <li>• Permanent Supportive Housing</li> </ul>

		<ul style="list-style-type: none"> <li>• Transitional Housing</li> <li>• Emergency Housing</li> <li>• Adult Family Homes</li> <li>• Single-family homes constructed through a recognized non-profit, local, state, or federal low-income homeownership program</li> </ul>
<b>Multifamily Tax Exemption (MFTE) with affordable housing requirement (RCW 84.14)</b>	Implemented	The City of Port Angeles has an 8- and 12-year MFTE program in which 25% of units must be offered at or below 80% AMI.
<b>General funds (including levy lid lifts to increase funds available)</b>	N/A	

\* Some tools may be unavailable for specific jurisdictions. For example, only GMA jurisdictions can use REET 2, or the surrounding county may have already implemented the housing and related services sales tax. See MRSC's summary of Affordable Housing Funding Sources for more details and the Association of Washington Cities (AWC)/MRSC booklet on Homelessness & Housing Toolkit for Cities (2022).

## Emergency Housing Land Capacity Analysis

RCW 36.70A.070(2)(c) requires that, in addition to land capacity for permanent housing, jurisdictions also show sufficient land capacity for their allocations of emergency housing as part of their comprehensive plan updates. This section outlines the methodology and results of this analysis, which is based on the Emergency Housing Land Capacity Analysis Option B (assumed density method) as outlined on pp. 44-48 of the WA Department of Commerce’s “Guidance for Updating Your Housing Element” (August 2024).

Per PAMC 17.20.020, Port Angeles allows “Emergency Housing,” “Emergency Shelter,” and “Transitional Housing” as permitted uses in the CBD and CA zones and as conditional uses in the CSD, CN and CO zones. These are the same zones where hotels are allowed, satisfying the requirement in RCW 35.21.683 that emergency housing be allowed in all zones where hotels are allowed.

Per Commerce guidance, this analysis considers parcels in these zones which were classified as “Vacant,” “Partially-Used,” or “Redevelopable” in the city’s land capacity analysis for permanent housing. Port Angeles does not have any intensity or spacing requirements for emergency housing which would limit the number of these potential parcels that could be used. Port Angeles also does not have any emergency housing development in the pipeline. Under current zoning, the total net area in these zones available for emergency housing is 58.8 acres.

This acreage is then multiplied by a density assumption for potential emergency shelters, measured in beds per acre. The density assumption is based on a combination of prototypes drawn from the Commerce guidebook which most closely match staff expectations for the types of potential emergency housing that could be developed in Port Angeles under current zoning. Details and densities on the prototypes used and the percentage of each prototype used in generating the average density assumption of 39 beds per acre are shown below.

**Table B-17: Density Prototypes for Port Angeles Emergency Shelter Land Capacity Analysis**

Name	Location	Zoning	Details	Beds	Acres	Density (beds/acre)	Percentage
Tri-City Union Gospel Mission	Pasco	Light Industrial	1 story, parking, open space	162	6.30	25	10%
Serenity of House of Clallam County	Port Angeles	Residential Moderate Density	Clustered 2 story buildings, parking, open space	70	1.89	37	75%
North King County Enhanced Shelter	Shoreline	Mixed Business	1 story former nursing home, parking, open space	60	2.66	23	15%

Average Density 34 100%  
for LCA:

Source: WA Department of Commerce, City of Port Angeles, Leland Consulting Group

Applying this density assumption to the available acreage by zone results in a capacity for **1,614** beds on vacant and redevelopable parcels in zones where emergency housing is allowed in Port Angeles, as broken down below in **Table B-18**.

**Table B-18: Emergency Shelter Capacity by Zone in Port Angeles, 2020-2045**

Zone	Net Acres	Beds / Acre	Emergency Shelter Bed Capacity
CBD	2.2	34	74
CA	21.3	34	718
CSD	17.9	34	603
CN	4.1	34	138
CO	2.4	34	81
<b>Total</b>	<b>47.9</b>		<b>1,614</b>

Source: WA Department of Commerce, City of Port Angeles, Leland Consulting Group

Port Angeles’s target for emergency housing as established by Clallam County is 200 beds. Therefore, the city has a surplus capacity of 1,414 shelter beds for the 2020-2044 planning period, as shown below in **Table B-19**. Note that in the two zones where emergency housing is allowed by right (CBD and CA), there is capacity for 792 beds, a surplus of 592 beds above the target. This shows that the city has sufficient capacity for emergency housing even without the potentially more challenging process of developing in zones which require a conditional use permit.

Note that the Department of Commerce’s “Guidance for Updating your Housing Element” explicitly states on p. 46 that “when completing an emergency housing LCA, land included in the general residential land capacity analysis may also be counted as land for the emergency housing LCA.” However, for the sake of transparency and to enable comparison between the analyses, as shown in the table below, this analysis shows that Port Angeles would need 5.9 acres among all the zones shown above to accommodate its emergency housing target.

Table B-19: Emergency Shelter Capacity and Target in Port Angeles, 2020-2044

Total Emergency Shelter Need (Beds)	Total Emergency Shelter Capacity (Beds)	Surplus/ Deficit	Acreage Needed to meet target
200	1,614	1,414	5.9

Source: Clallam County, WA Department of Commerce, City of Port Angeles, Leland Consulting Group

Overall, this analysis shows that Port Angeles has sufficient land capacity under current zoning to meet its target for Emergency Housing. Note that this Emergency Housing LCA was calculated using *existing zoning* in Port Angeles. Additional capacity generated by proposed land use changes needed to meet capacity requirements for permanent housing, as detailed in the city's Land Capacity Analysis, will further increase capacity for Emergency Housing as well.

### Subsidized Housing Inventory

Port Angeles has a variety of existing affordable housing units serving low- and extremely low-income households in the city, including units developed and administered by the Peninsula Housing Authority and other entities using the Low-Income Housing Tax Credit (LIHTC), Section 515 Rural Rental Housing Program, and other funding sources. These units are detailed in the "Special Housing Inventory" section of the Housing Needs Assessment, found in the **Appendix B-1: Housing Needs Assessment**

## Affordable Housing Funding Gap

In addition to the qualitative “Adequate Provisions” checklists, the Department of Commerce suggests analyzing the funding gap required to provide the quantity of subsidized housing needed to meet the jurisdiction’s targets at lower income bands.

This analysis begins with reviewing the production of subsidized housing units built in recent history, drawn from the Housing Needs Assessment and shown in the tables below. From 2010 to 2025, approximately 24 subsidized units were constructed or acquired/converted each year in Port Angeles. Given a continuation of this rate of production, this would equate to 480 additional subsidized units over the 2025-2045 planning horizon. Based on Port Angeles’s housing targets, including 1,809 subsidized units for households earning 0-80% AMI, a gap of 1,329 units would be needed to meet the target. Given Commerce’s estimation of \$359,266 (as of 2023) needed to construct a subsidized unit in Clallam County, this would equate to a need for **\$477.5 million** in additional subsidized housing funding over 20 years, or **\$23.9 million per year** (not adjusted for inflation). These figures do not account for ongoing subsidies and operational costs.

Table B-20: Existing Subsidized Housing Units

Property	Program	Total Units	Income Limits	Owner	Year Placed in Service	Year Originally Constructed
<b>Wildwood Terrace</b>	USDA RHS515	56	50%	<b>PHA</b>	2007 (Acq/rehab)	1977
<b>Public Plaza (4 buildings scattered site)</b>	Low Income Housing Tax Credit (LIHTC)	218	60%	LIHTC Partnership - <b>PHA</b> and RBC	2021 (Acq/rehab)	1920/1969/1972/1980
<b>Sea Ridge</b>	Low Income Housing Tax Credit (LIHTC)	63	30%, 40% and 60%	LIHTC Partnership - <b>PHA</b> and NEF	2018 (new construction)	2018
<b>Mt. Angeles View Family (NEW)</b>	General low-income housing/PBS8	67	80%	<b>PHA</b>	2022 (Conversion)	1942/1952/1970
<b>Eklund Heights</b>	HOME	13	50% (HOME LIMITS)	<b>PHA</b>	2013 (new construction)	2013
<b>Maloney Heights</b>	Subsidized by Project-Based Vouchers through PHA	28	30%	<b>Serenity House and PHA</b>	Over ten years ago	Over ten years ago
<b>Evergreen Family Village</b>	section 8 voucher, CBRA Salish Behavioral Health voucher, subsidized by Clallam Families Rapid Re-housing	16	30%	<b>Serenity House</b>	Over ten years ago	Over ten years ago
<b>Dawn Court</b>		26		<b>Peninsula Behavioral Health</b>		

Property	Program	Total Units	Income Limits	Owner	Year Placed in Service	Year Originally Constructed
<b>The Outpost</b>	VASH Project-Based	4	30%	Sarge's Veterans Place (PHA is the management agent)	2013 (Acq/Rehab)	2013

Table B-21: Planned Future Subsidized Housing Units

Property	Program	Total Units	Income Limits	Owner	Year Placed in Service	Year Originally Constructed
<b>Eklund @ Gales</b>	General low-income housing	24	60%	PHA	Currently in funding Phase	2026 Estimated date of Construction start
<b>Mt. Angeles View Redevelopment</b>	Unknown	141-200?	unknown, up to 80%	PHA/LIHTC partnership likely	Currently in early pre-development	Unknown
<b>Northview Apartments</b>	General low-income/PSH	36	unknown	Peninsula Behavioral Health	Finishing Construction open in summer 2026	2025

## Sources of Affordable Housing Funding

The private market is not inclined to provide affordable housing for lower-income households on its own because of low investment returns and other financial criteria for developers and financial institutions. Public subsidy is typically needed to make this type of housing economically viable. However, cities and counties struggle to provide such subsidies to the private market or to build affordable public housing directly because of the limited funding options available to local governments in Washington state.

Other tools, such as reducing zoning barriers, streamlining permitting, and financial or regulatory incentives, are typically used. These alternatives in Port Angeles include:

- A building permit fee waiver for affordable, infill, and multifamily housing projects. Since 2023, a total of 53 housing development projects have utilized a fee waiver, resulting in the construction of 103 housing units through this program and more than \$450,000 in waived fees returned to developers.
- Predesigned and permit-ready plans for small projects, including accessory dwelling units and duplexes. Since 2023, 29 projects have used these plans.
- Grants for neighborhood infrastructure in areas with high potential for housing development. The program has been in place since 2004. Four grants have been provided for a total value of \$115,590

A comprehensive listing of affordable funding options can be found at the [Municipal Research Service Center](#) website. In summary, these options include:

- Currently used by Port Angeles:
  - Housing and Related Services Sales Tax (RCW 82.14.530). After voter approval in 2020, this tool has been collecting funds for affordable housing. As of 2025, four grants have been awarded, totaling \$869,998.
  - Multi-Family Tax Exemption (RCW 84.14). Port Angeles has an 8, 12, and 20-year multifamily tax exemption program, including height bonuses in two commercial zones for developments that participate. The program has been in place since 2019, and as of 2025, 18 affordable housing units have been built through it.
- Other available options to the City government:
  - Affordable Housing Property Tax Levy (RCW 94.52.105)
  - Real Estate Excise Tax (RCW 82.46.035)
  - Lodging Taxes (RCW 67.28.150-160)
- Other available options to housing developers:
  - Washington State Housing Trust Fund
  - Community Development Block Grants (federal program)
  - Low-Income Housing Tax Credit (federal program)
  - Section 8 Housing Choice Vouchers (federal program)

## B-4: Housing Stakeholder Interview Summary

### Introduction

Leland Consulting Group (LCG) was retained as part of a consultant team led by MAKERS Architecture & Urban Design to assist in the 2025 update to the City of Port Angeles' Comprehensive Plan. As part of this effort, LCG conducted a number of individual and group interviews in September and October 2024 with Port Angeles community members involved in housing production, affordable housing development and provision, real estate, and housing advocacy. This memo summarizes key themes and takeaways from these conversations, which can supplement quantitative data found in the Housing Needs Analysis and help inform goals and policies in the Housing Element of the Comprehensive Plan.

### Interviewees

- Jim Haguewood – Port Angeles Association of Realtors
- Sarah Martinez – Peninsula Housing Authority
- Trupti Thatte-Maupin – U.S. Coast Guard Housing Officer
- Shamber Twedt – Port Angeles Association of Realtors
- John Ralston – Local private developer
- Erik Marks – Local private developer, Port Angeles Wharf
- Amber Dewey – North Peninsula Builders' Association

### Interview Themes and Discussion

#### Housing Costs and Demand

Stakeholders described how Port Angeles' housing costs have increased rapidly since the COVID pandemic, which has spurred a significant population increase in the city. The Association of Realtors now estimates that an affordable rent or mortgage payment for a household earning 80 percent of the Area Median Income (AMI) is about \$1,200 per month. They also estimate that the typical price for a new 1,500-square-foot house on a 7,000-square-foot lot is around \$500,000, which would require a household income of \$125,000 or more per year to afford. Some stakeholders and their associates in the industry are building smaller homes, around 1,300-1,400 square feet, which are slightly more affordable, but these are small-scale builders. Small developers reported strong demand for these houses, with homes selling as quickly as they could complete them. However, the overall picture is that development is happening at a relatively small scale in Port Angeles, particularly compared with Sequim, which has seen much larger subdivisions and more active home developers in recent years.

Interviewees described housing demand from a wide range of income levels and resident types. Some described an increase in remote workers and retirees from King County who find they can afford larger or higher-quality homes in Port Angeles. On the other hand, others described strong demand for moderate-income housing, including apartments, from service industry and industrial employees in the city, as well as from the Coast Guard. In particular, Coast Guard employees tend to stay for only a few years and so are primarily in need of rental housing, which has proven challenging to find for many of them. Overall, many stakeholders expressed concern that Port Angeles' workforce, particularly younger residents, is being pushed out of the city by rising housing prices.

## **Housing Types**

There was a variety of opinions among interviewees about preferred housing types. Many agreed that, in general, the Port Angeles population prefers detached single-family homes with yards, and this is one reason many are attracted to the region. One noted that Port Angeles residents in general don't want huge apartment buildings, but they also don't want extensive high-end subdivisions, which aren't affordable. Some interviewees felt that the city's recent push towards incentivizing ADUs and middle housing was misguided, given the prevailing desire for single-family homes. On the other hand, others felt that cottage clusters or attached townhomes could be a viable product in Port Angeles, particularly for younger families or couples, assuming they could be built to a price point of \$300,000 or less. However, it was noted that achieving this price point would be tricky given the development market. Finally, some discussed the demand for apartments among lower- and moderate-income residents, particularly given the wages of Port Angeles workers.

## **Regulatory Environment**

There were discussions about several levels of regulation and their effect on housing production. Most interviewees felt that the city's regulations are not a significant barrier to production. However, permitting timelines were cited several times as a significant barrier, particularly in the past few years, when the market has been shifting rapidly, and delays can significantly alter the calculus for construction and labor costs. The permitting timeline and process are simpler in unincorporated Clallam County, leading to development there instead. There was some discussion about the city's recent short-term rental regulations, with several interviewees feeling that these restrictions may be driving up rents because landlords are now unable to earn as much from long-term rent as they did previously. Several stakeholders expressed concerns over statewide legislation that favors tenants as a potential issue driving small-scale landlords out of the market, and new statewide requirements for updated HVAC, solar, and other building standards as a factor decreasing the market's feasibility, including in Port Angeles.

## **Multifamily Housing**

One of the main issues discussed in these interviews was the lack of multifamily development in Port Angeles over the past few decades and the associated barriers to multifamily construction. Three main reasons for this trend emerged: construction costs, labor capacity, and achievable rents. All three of these are also tied to Port Angeles' relatively remote location.

## **Construction Costs**

Several stakeholders discussed high construction costs as a fundamental issue for multifamily feasibility in the city. A recent project in the eastern UGA saw construction costs of \$500 per square foot. One stakeholder described Port Angeles' multifamily construction costs as the highest in the entire region. Some of this is driven by post-COVID trends affecting the real estate industry nationwide, particularly increases in material costs. Stakeholders agreed that city fee waivers and programs such as MFTE are useful and helpful for feasibility, but the construction cost issues go beyond the scale that can be effectively addressed through reduced fees. Port Angeles' remote location is a significant factor that also drives up the cost of materials and transportation.

## **Labor Capacity**

There was robust discussion about labor capacity as a significant limiting factor in multifamily feasibility and housing production in Port Angeles. On the developer side, the city does not have many established

developers with the expertise, experience, and capital to build apartment projects at scale, and larger developers from the Puget Sound are reticent to engage in projects in a remote location. Perhaps more importantly, stakeholders described difficulties finding quality, skilled contractors in the city. The small number of contractors results in inflated prices, a lack of competition, and an overall lack of capacity. And, yet again, the remote location precludes easy access to potentially larger labor pools in Kitsap County and the Puget Sound region. The North Peninsula Builders Association is running programs to encourage trades training in local schools to help grow a local workforce, but with limited success so far.

### **Achievable Rents**

Perhaps most fundamentally, the potential rents for multifamily projects in Port Angeles are too low to make projects financially feasible, given the high costs of labor and materials. Developers discussed how the cost of building in Port Angeles is likely similar to or higher than in places such as Silverdale or Woodinville, but rents in the city, even for higher-end apartments, are not high enough to make a project work. The lack of recent development also acts as a barrier, since there are no comparable projects to show what types of rents a new, higher-end apartment could command in the city, another disincentive for developers from elsewhere to build multifamily in Port Angeles.

### **Infrastructure**

Most stakeholders agreed that infrastructure also poses significant challenges in the city, with an overall feeling that the city needs to invest in infrastructure to avoid passing on costs to developers who are already struggling with feasibility. Several examples were discussed, including an \$18 million project in which the developer paid \$1.2 million for stormwater improvements. Interviewees discussed the western UGA as particularly impacted by the lack of sewer capacity. Several projects were brought up, but didn't proceed due to sewer and stormwater costs. For comparison, some stakeholders noted that one reason Sequim is seeing greater housing production is the availability of more existing sewer capacity there.

## **Conclusions & Key Takeaways**

- Housing costs have increased rapidly in Port Angeles since the COVID-19 pandemic, and development has not kept pace with demand, resulting in a lack of workforce housing, young residents leaving town, and deferred maintenance on older housing stock.
- There seems to be demand for a variety of housing products in the city, but continued demand for single-family detached homes in particular.
- Port Angeles has seen very little multifamily development in recent decades. High construction costs, limited labor capacity, low achievable rents, and the city's remote location make it an extremely challenging market for multifamily development, even with subsidies provided to the extent possible by the city.
- Infrastructure, particularly the lack of sewer, is also a notable constraint to development, and specifically to multifamily development in Port Angeles.
- Several incentives and funding strategies were proposed, including:
  - Sales tax exemption on multifamily housing construction. (Note: this may require state legislation)
  - Incentivize maintenance and provision of long-term rentals by small-scale landlords via a landlord mitigation fund, potentially funded by tourism tax.

- Create a sidewalk funding bank using a portion of fee-in-lieu funds to help small projects where sidewalk costs are high.
  - Create a first-time homebuyer program to help low- and moderate-income households become homeowners.
  - Prioritize city-funded infrastructure improvements, particularly sewer, to the greatest extent possible.
- Multifamily feasibility will improve if incomes increase. If the city strategically focuses on Economic Development initiatives that increase wages and attract new industries, this could eventually move the needle on the potential for multifamily development in Port Angeles.



# Appendix C: Economic Development



# C-1: Economic Development Background Report

## Introduction

The intent of the Economic Development Element is to guide decision-making and investments that diversify and strengthen the local economy. Key themes of the Element include:

- Optimizing the city's relationship with its natural setting
- Supporting safe, attractive, and character-rich neighborhoods
- Creating a more dynamic, successful downtown
- Improving Port Angeles' standing as a regional hub for business and Port-related enterprises.
- Recognizing and supporting the economic impact of the college, Homeland Security, and Department of Defense presence.

This report provides background information on Economic Development overall and specific data on Port Angeles' economy, workforce, key industries, and commercial real estate market. This data was used to inform updates to the Economic Development goals and policies and can also be used as reference material for City staff, policymakers, stakeholders, and the public as the City works to implement the goals and policies of this plan.

### **What is Economic Development?**

Economic development can be defined as efforts to improve a community's economic well-being and quality of life by creating and/or retaining jobs and growing the tax base through diversification of the local economy. Businesses are generally categorized as either the traded sector or the local sector, each of which has different needs and fills a different role in the regional economy:

- **Traded Sector:** Traded sector businesses include industries and employers that produce goods and services that are consumed outside the region where they are produced and therefore bring in new income to the area (e.g., forestry products, tourism). Workers in the trade sector tend to be better educated, work more hours, and earn higher average wages than those in the local sector.
- **Local Sector:** Local sector business consists of industries and firms that are in every region. They produce goods and services that are consumed locally in the region where they were made and therefore circulate existing income in the area (e.g., grocery stores, physician offices, restaurants). These businesses are important because they provide essential services and amenities that serve existing residents and attract young professionals and families, who will drive economic growth.
- **Microenterprise:** Small businesses can play an important role in both the traded and local sectors. According to the 2021-2025 North Olympic Peninsula Comprehensive Economic Development Strategy (CEDS), two-thirds of businesses in Clallam County have under 10 employees, and half of those businesses have under five employees. These businesses are an important part of the Clallam County and Port Angeles economies.

### **City's Role in Economic Development**

Cities play a key role in economic development, though they have limited tools at their disposal. These include:

- **Placemaking:** Foster a place where employers and workers can thrive through zoning, permitting, development regulations, and investments that build community character, livability, and a unique identity.
- **Infrastructure:** Maintain resilient infrastructure that supports the efficient movement of people, goods, and information through the community, and ensure future infrastructure planning provides needed capacity for economic growth and a healthy economy.
- **Partnerships:** Put forth a clear vision and collaborate with local, regional, state, and national partners to diversify the employment base and foster a reputation as a willing and highly functioning partner. Key Economic Development partners for the City of Port Angeles include:
  - Port Angeles Waterfront District
  - Port Angeles Chamber of Commerce
  - Port of Port Angeles
  - Clallam County Economic Development Council
  - North Olympic Development Council
  - Jamestown S’Klallam Tribe
  - Lower Elwha Tribe
- **Support Small Businesses:** Foster a culture of creativity and entrepreneurship by assisting local businesses with access to markets, workforce, and attractive housing options that maintain and grow their customer base and support the needs of their workforce.

### **Port Angeles’ Economic History and Future**

Port Angeles has a long and complex history. Much of the economic growth and activity on the Olympic Peninsula has been concentrated in the city during various periods. Most notably, logging and timber have been key industries in the city since the early 20<sup>th</sup> century, when the world’s largest sawmill was built in 1914. The pulp and paper mill, which, until this year, was operated by McKinley, had been in operation since 1920 and provided a major source of employment in the city. The former Rayonier Mill, now a brownfield site undergoing remediation, also provided a strong employment base in forest products until its closure in 1997. The Port of Port Angeles, formed in 1922, has also been and continues to be a major contributor to the city’s economy, operating the airport and marina and controlling many of the city’s shoreline properties, which contain active marine trade uses. Fishing was also an important contributor to the economy throughout the 20<sup>th</sup> century. More recently, the tourism and recreation economy, driven primarily by proximity to Olympic National Park and the Black Ball Ferry from Port Angeles to Victoria, B.C., has become an increasingly important part of the city’s identity and economy.

In Port Angeles and across the North Olympic Peninsula more broadly, natural resource-based economic activity has declined as regulation and overharvest have reduced the potential for timber harvesting and fishing. As a result, the economy has become more dependent on the tourism and service sectors, as well as on health care and government jobs. These sectors, particularly the service sector, tend to pay lower wages and provide less job security and stability than the traditional resource-based jobs that were more common throughout the early and mid-20<sup>th</sup> century. This shift has contributed to some degree of wage and income stagnation in the city. However, this economic transition also creates new opportunities to plan for future industries and economic activity in the city and region. For example, the prevalence of remote workers arriving in Port Angeles since the COVID-19 pandemic suggests one potential path for jobs outside the traditional resource economy. However, it also poses challenges to housing affordability.

Sustainable, value-added wood products may also help replace more traditional forestry products, and future opportunities in placemaking in Port Angeles’ downtown could help foster small businesses. Overall, this Comprehensive Plan comes at an important moment for the city, as it evaluates its economic past and future.

### Development of the Economic Development Element

Chapter 9 of Port Angeles’ 2016 Comprehensive Plan (amended in 2023) contains an Economic Development element with five main goals and associated policies. As part of this Comprehensive Plan Update, the consultant team conducted an audit of the existing Goals and Policies, which helped inform the updated goals and policies found in the Economic Development element.

Several other existing Economic Development plans for the region helped inform this plan update, including the Port of Port Angeles 2023–2028 Strategic Plan and the 2021–2025 North Olympic Peninsula Comprehensive Economic Development Strategy (CEDS). In addition, input from the broader community engagement efforts conducted for this plan update, including the community survey, storefront studio, and stakeholder advisory group were incorporated, as well as feedback from a series of stakeholder interviews conducted by the consultant team of key community members including representatives from the Port, Economic Development Council, and Waterfront District, as well as community business leaders. A full summary of these interviews can be found in the following chapter.

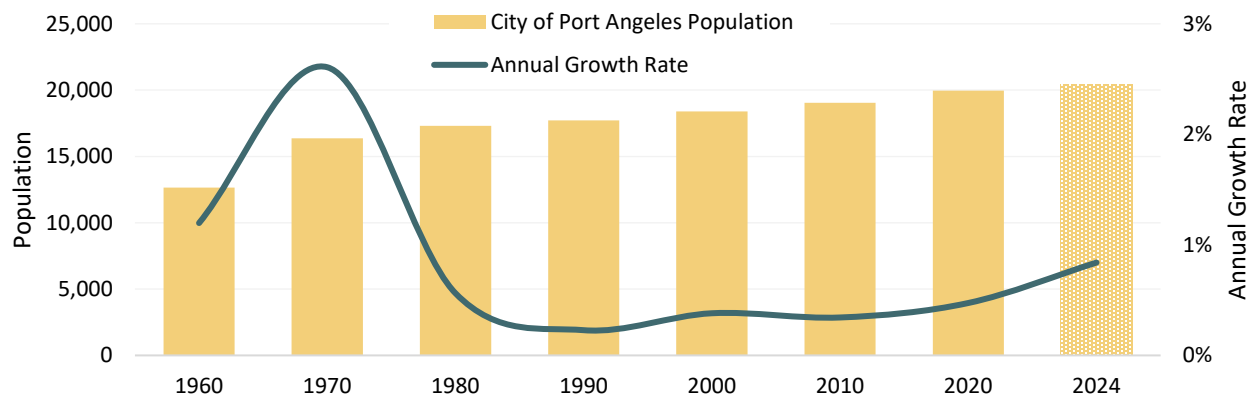
## Workforce Characteristics

This section discusses Port Angeles’ workforce, demographics, employment trends, wages, and regional industry trends. Additionally, this section evaluates city revenue, commuting patterns, workforce housing affordability, and land capacity for employment uses.

### Population Growth and Targets

Port Angeles’ population grew rapidly in the 1960s and 70s, alongside the booming forestry economy of that time. Since the 1990s, population growth has been considerably more modest, at an annual rate of under one percent. The city has seen a more significant influx of residents in the past five years, since the onset of the COVID-19 pandemic, driven by the natural beauty of the area, potential for remote work, and relatively lower housing prices than areas closer to the Seattle metro, as shown below in **Figure C-1**.

Figure C-1. Historic Population Growth in Port Angeles, 1960–2024

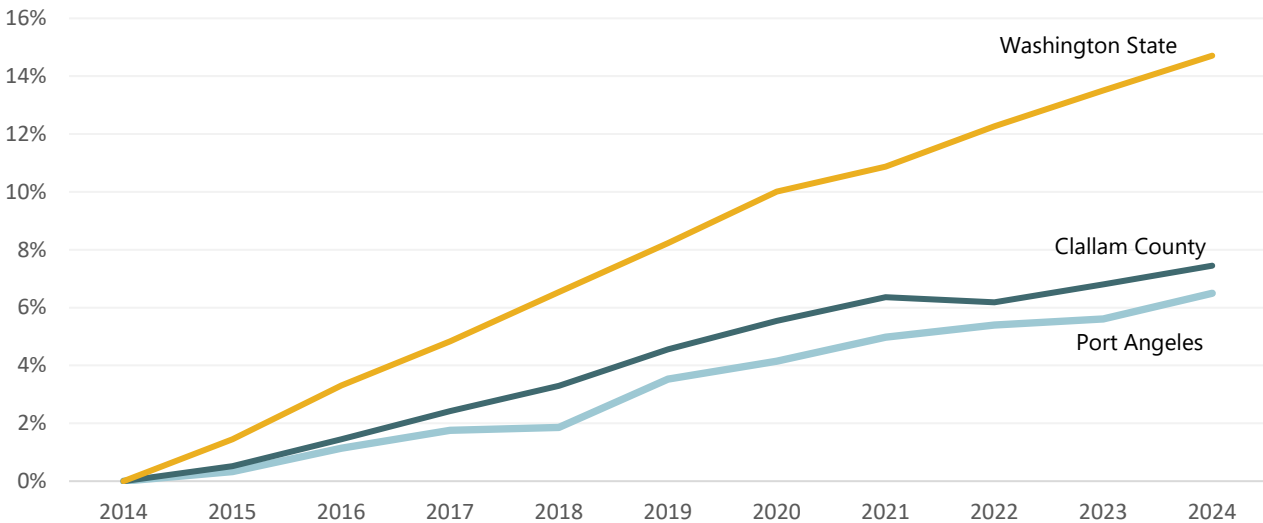


Source: US Census Bureau Decennial Census, Washington Office of Financial Management (OFM) Historic Population Data and April 1 Population Estimates.

Compared with Clallam County, Port Angeles has seen similar population growth over the past decade, a population increase of about seven percent since 2014. On the other hand, Washington as a whole has seen double that population growth since 2014, as shown below in

Figure C-2.

Figure C-2. Port Angeles Population Change with Regional Comparison, 2014-2024



Source: US Census Bureau Decennial Census, Washington Office of Financial Management (OFM) Historic Population Data and April 1 Population Estimates.

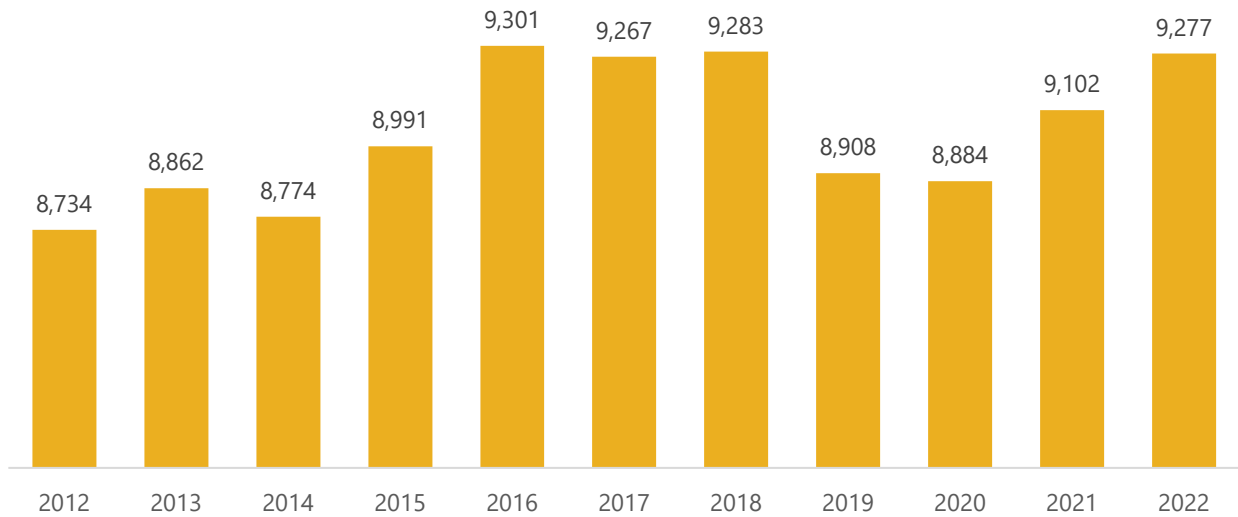
For the 2020-2045 planning period, Port Angeles must plan for an additional 1,970 new housing units, equating to a net new population of 3,943 residents, for a total 2045 population of 23,369 residents. This represents a 20 percent increase over the 2020 population, or an annual growth rate of 0.7 percent – slightly higher than the growth rate over the past few decades, but in line with the level of growth seen since 2020.

- Overall, a continued influx of new workers to Port Angeles at a higher rate than in recent decades could provide an increased workforce for businesses in the City in the coming years, although if a large number of new residents are remote workers, this may further increase the demand for service industry jobs without providing significant additional employees.
- Increased population growth may also increase housing prices if housing production does not keep pace, which can result in decreased workforce housing availability and make recruitment of employees more difficult.

### Employment Trends and Targets

Over the past decade, total job numbers in Port Angeles have fluctuated significantly, with a high point in 2016-18, prior to ownership changes at the McKinley Mill. McKinley purchased the mill and adjacent biomass fuel facility from Nippon Paper and closed the facility for several years before reopening in 2020. As of 2022, employment in the city had rebounded to similar levels to 2018, with 9,277 jobs in the City, representing about 41 percent of all jobs in Clallam County. Overall, over the past decade, Port Angeles saw a 6.2 percent increase in total jobs, as shown below in **Figure C-3**.

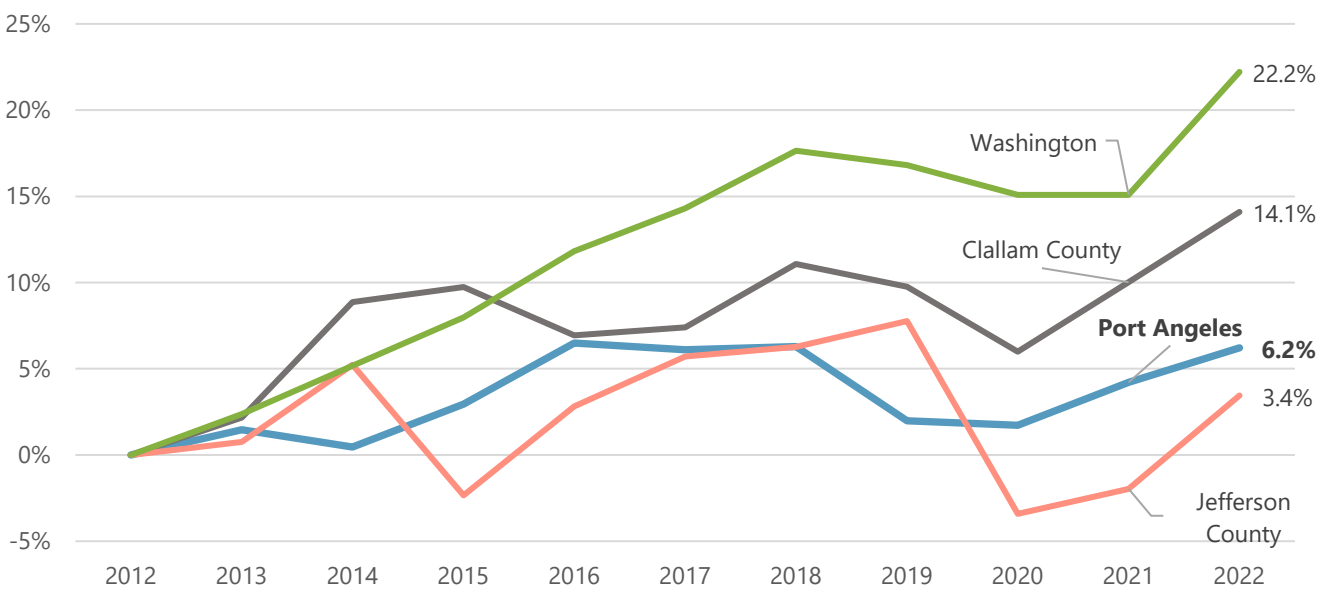
Figure C-3. Total Jobs in Port Angeles, 2012-2022



Source: U.S. Census Longitudinal Employer Household Dynamics (LEHD) via Census OnTheMap.

Compared with Clallam County as a whole, job growth in Port Angeles has been slower over the past decade. Between 2012 and 2022, Port Angeles saw a 6.2 percent increase in total jobs, while the County saw a 14 percent increase. Statewide, the number of jobs increased by over 22 percent. Employment growth in Port Angeles was stronger than in Jefferson County. Overall, job growth in the City, County, and state has rebounded significantly since the pandemic, showing the continued strength of Washington’s economy. Although much of this economic activity is centered in the Seattle metro area, the Olympic Peninsula is also seeing continued job growth, at least on par with pre-COVID levels.

Figure C-4. Cumulative Job Growth (2012-2022)



Source: U.S. Census Longitudinal Employer Household Dynamics (LEHD) via Census OnTheMap.

For the 2020-2045 planning period, Port Angeles' employment target is 967 new jobs. Under current development regulations, the City has the capacity for 2,745 new jobs.

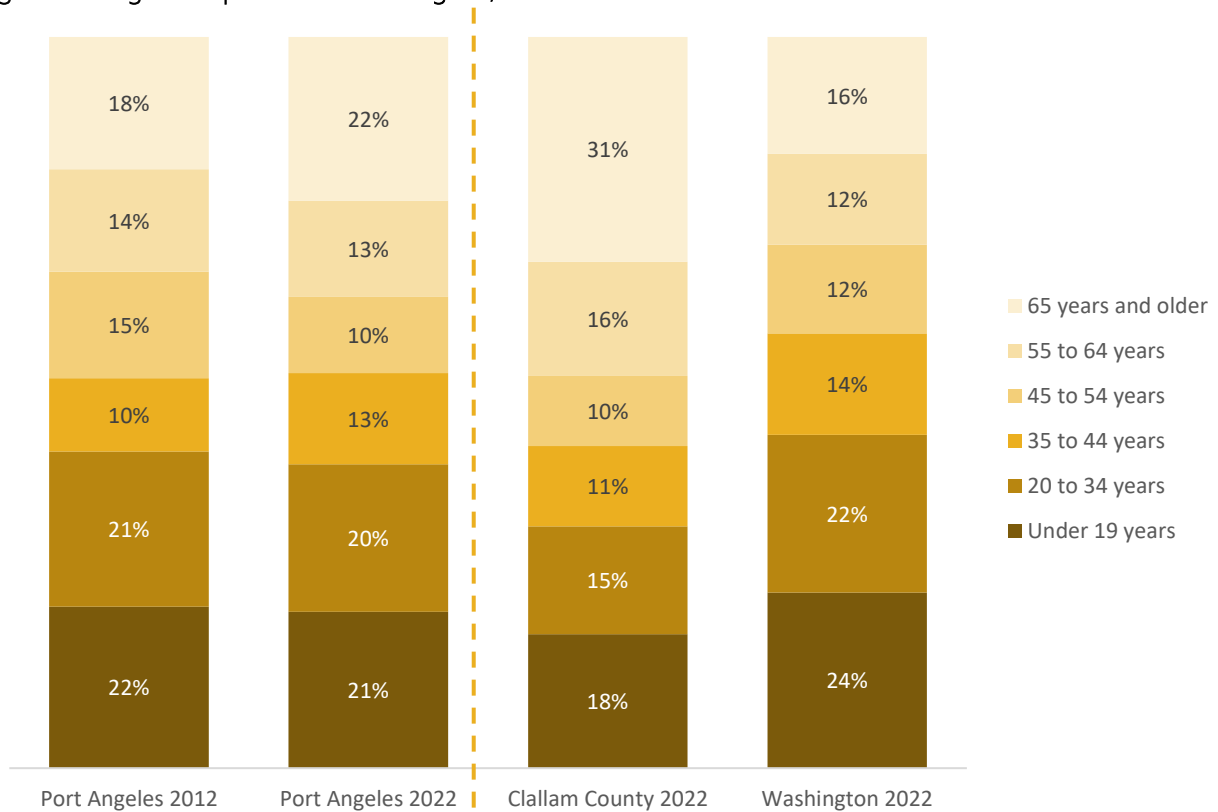
### Population and Workforce Demographics

#### Age

Port Angeles' total population is older than the statewide average, but not as old as the Clallam County population, as shown below in

**Figure C-5.** However, the population has aged significantly since 2012, with 22 percent of residents aged 65 or older, compared with 18 percent a decade ago. Although this is still lower than Clallam County's 31 percent, it does indicate that an increasing share of Port Angeles' population is likely to be retired and therefore not participating in the workforce, and may require services from specific sectors, such as increased medical care.

**Figure C-5. Age of Population in Port Angeles, 2012-22**



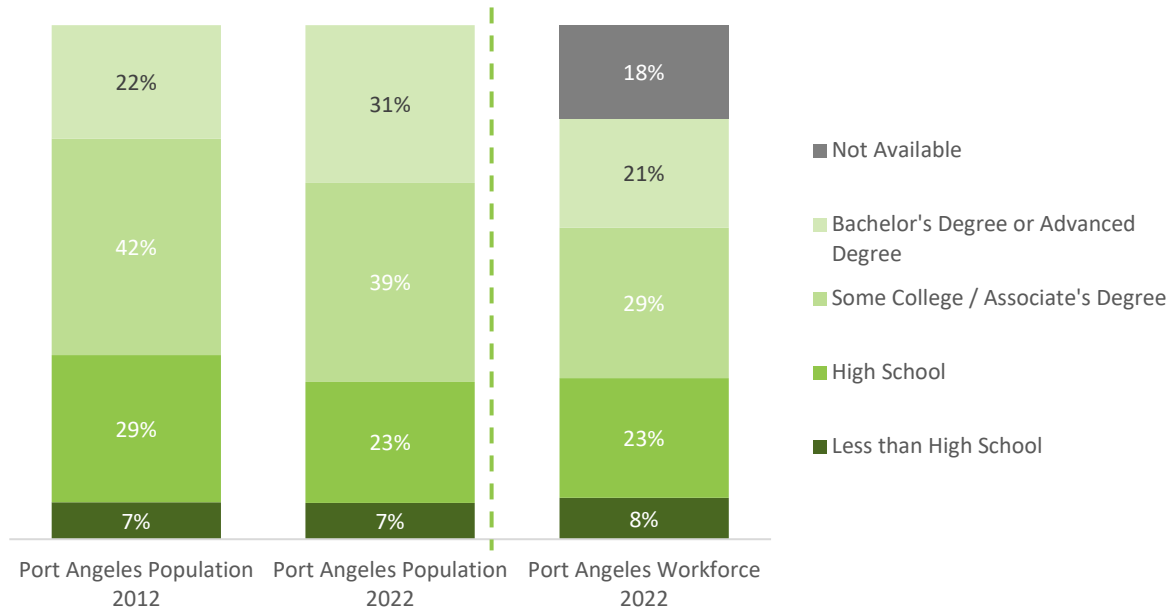
Source: U.S. Census Bureau American Community Survey 2022 5-Year Estimates, Table DP05

#### Educational Attainment

The chart below is in **Figure C-6** shows the educational attainment of Port Angeles' overall population and workforce. Over the past decade, the population has become more highly educated, with 30 percent of the city's population now having a college degree, compared with 24 percent a decade ago. The chart also compares the total population's educational attainment with the educational attainment of the city's workforce – people employed in Port Angeles, regardless of where they live. Although there are some gaps in this data, it indicates a smaller share of highly educated workers in the city compared with the

overall population. Although an increase in highly educated residents does suggest the potential for a larger supply of higher-income workers, the workforce data suggests that the increase in residents with college degrees may skew towards the retired population or remote workers.

Figure C-6. Educational Attainment of Population and Workforce in Port Angeles, 2012-2022

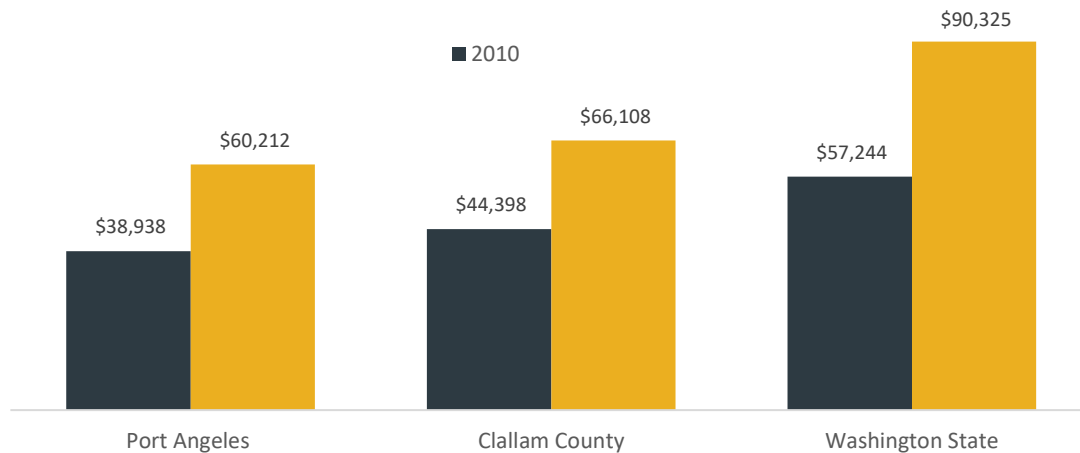


Source: U.S. Census Bureau American Community Survey 2022 5-Year Estimates, Table S1501, U.S. Census Longitudinal Employer Household Dynamics (LEHD) via Census OnTheMap

### Income

Port Angeles' median household income is lower than the Clallam County and Washington state medians, as shown below in **Figure C-7**. Since 2010, incomes have increased by about 55 percent, from \$38,938 to \$60,212, not adjusted for inflation. This is a faster increase than in Clallam County, which increased at a slower rate of 49 percent over the past decade. However, the state median income grew faster at about a 58 percent increase over the same period.

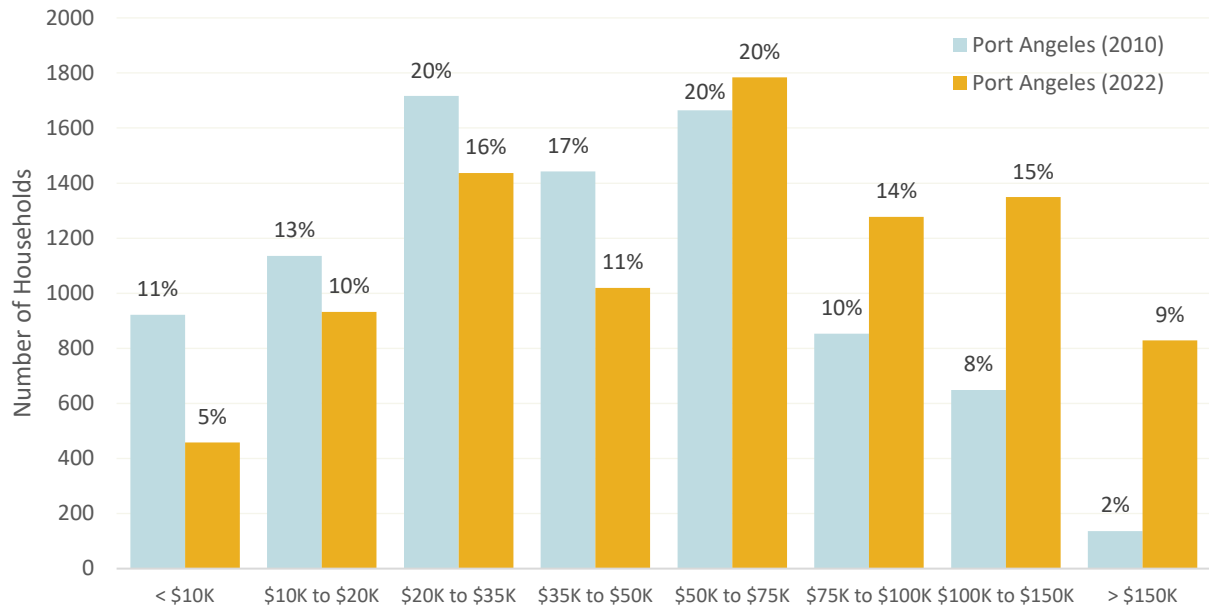
Figure C-7. Median Household Income in Port Angeles with Regional Comparison, 2022



Source: U.S. Census Bureau American Community Survey 2022 5-Year Estimates, Table S2503.

**Figure C-8** further breaks down household income by different income brackets to show the change in income levels over the past 12 years. In 2010, 57 percent of Port Angeles households had income between \$20,000 and \$75,000; that share dropped to 47 percent of households in 2022. This decline is partially caused by the overall rise in median income; however, as shown below, the percentage of households earning more than \$150,000 has increased from two to nine percent since 2010 (from 137 households to 829), which is higher than the change in any other income group.

**Figure C-8. Household Income in Port Angeles by Income Brackets, 2010 and 2022**



Source: US Census Bureau 5-Year ACS, Table S2503.

- This increase in higher-income households correlates with the increasing age of the population and increases in educational attainment seen previously.
- These demographic shifts can signal the potential for increased retail demand in the city, as well as for higher-end housing development, assuming that these income increases are not outpaced by increasing housing costs.

### Jobs and Businesses by Sector

**Table C-1** below shows jobs in Port Angeles broken down by sector, with comparisons to 2012. The top employment sector in the city is health care and social assistance, with 3,332 jobs. This sector added over 1,000 jobs citywide between 2012 and 2022. The main health care employer in the city is the Olympic Medical Center, but there are also numerous small- and medium-sized health care businesses in the city, including Peninsula Behavioral Health, Crestwood Health & Rehabilitation, and smaller outpatient, family medicine, and dental practices. In addition to health care, Port Angeles also has significant employment in education, public administration, and several tourism and recreation-oriented sectors, including accommodation and food services, retail trade, and arts, entertainment, and recreation.

Since 2012, there has been a notable decline in manufacturing jobs in the city by nearly 50 percent, and a doubling of employment in arts, recreation, and entertainment, reflecting the continued shift away from the traditional resource-based economies and towards tourism as an important economic force in Port Angeles.

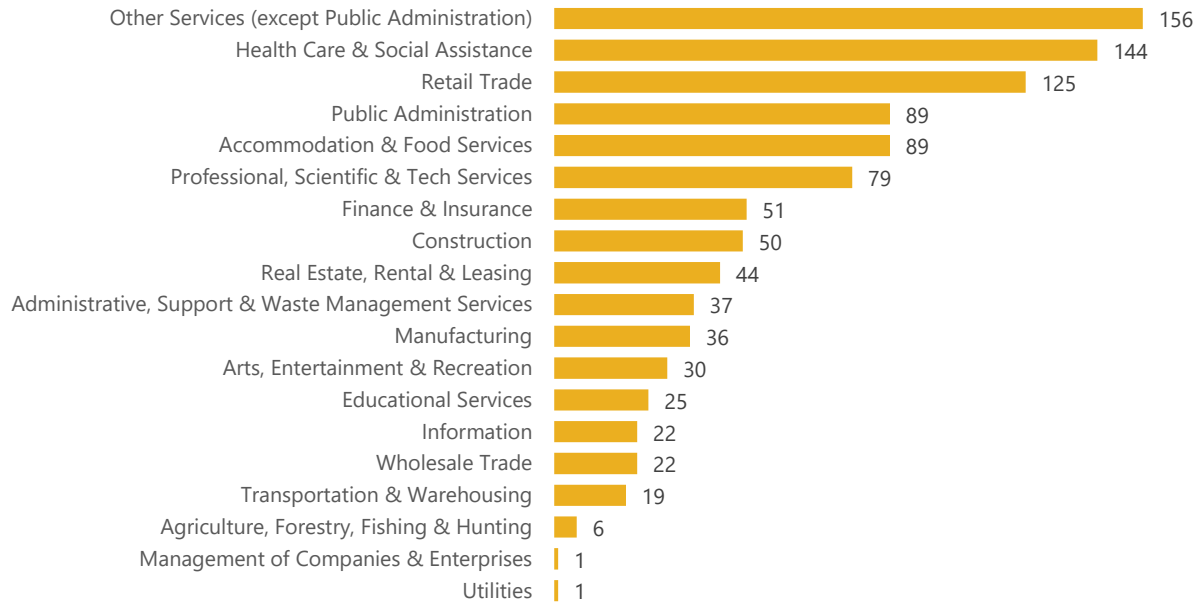
Table C-1: Port Angeles Employment by Sector, 2012-2022

	<b>2012</b>	<b>2022</b>	<b>Change</b>
Health Care and Social Assistance	2,296	3,332	1,036
Educational Services	885	942	57
Accommodation and Food Services	866	895	29
Public Administration	846	748	(98)
Retail Trade	888	734	(154)
Manufacturing	977	555	(422)
Other Services (excluding Public Administration)	461	328	(133)
Transportation and Warehousing	219	278	59
Construction	199	277	78
Professional, Scientific, and Technical Services	200	257	57
Finance and Insurance	196	189	(7)
Arts, Entertainment, and Recreation	78	176	98
Management of Companies and Enterprises	136	159	23
Information	104	130	26
Administration & Support, Waste Management and Remediation	109	96	(13)
Real Estate and Rental and Leasing	126	96	(30)
Wholesale Trade	76	62	(14)
Agriculture, Forestry, Fishing and Hunting	69	23	(46)
Mining, Quarrying, and Oil and Gas Extraction	-	-	0
Utilities	3	-	(3)

Source: U.S. Census Longitudinal Employer Household Dynamics (LEHD) via Census OnTheMap.

Figures C-9 and C-10 below shows the number of businesses (rather than employees) in Port Angeles by sector. Establishments classified as “other services” include repair and maintenance, personal services, and religious and civic institutions. Overall, the breakdown is similar to the employment breakdown shown above. However, this data does illustrate the prevalence of small businesses in some sectors. For example, the 734 employees in retail services are employed by 144 businesses in the city, for an average business size of five employees. Similarly, the average size for businesses in the accommodation and food service sector is 8.2 employees. On the other hand, the 3,332 employees in health care and social assistance work in 144 businesses, with an average of 23 employees per business. However, the hospital likely employs at least 1,000 people, demonstrating that many of the other healthcare businesses in Port Angeles are also relatively small. Overall, this data shows the importance of small businesses to the Port Angeles economy, even in its large health care sector, and particularly in more tourism-focused sectors.

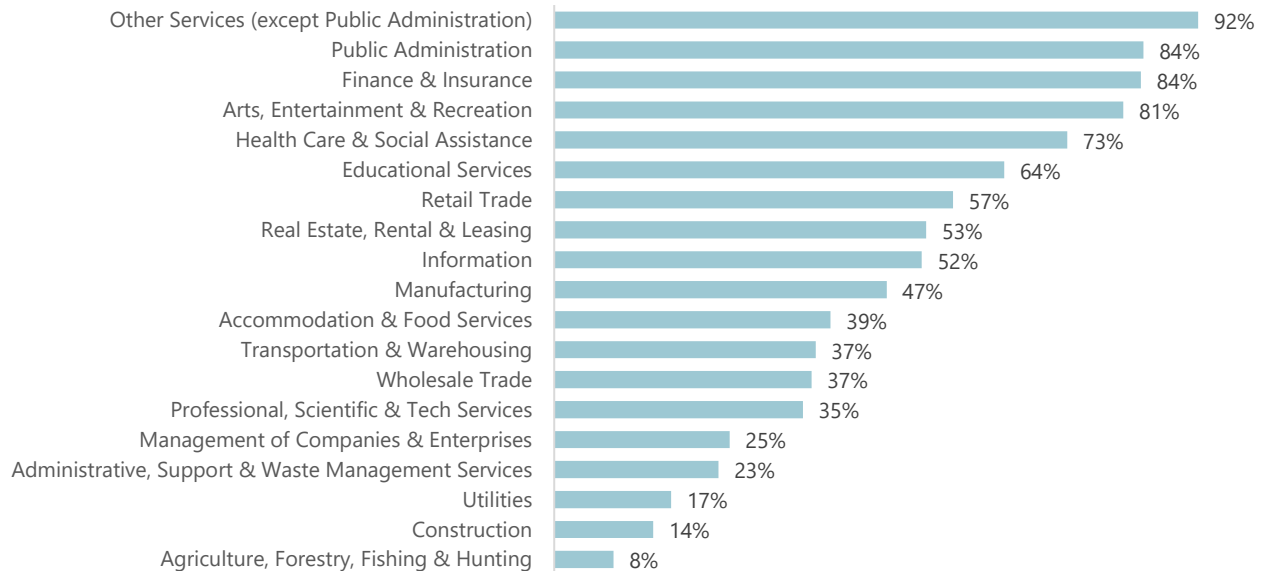
Figure C-9. Port Angeles Businesses by Sector (2024)



Source: Data Axle via Esri Business Analyst.

Out of nearly 2,200 businesses in Clallam County, 1,026, or 46 percent, are located in Port Angeles, demonstrating the city’s importance to the county’s economy as a whole. Many of the “other services,” such as personal services, churches, and repair and maintenance, are concentrated in the city. Public administration, finance and insurance, and arts, entertainment, and recreation businesses are also concentrated in Port Angeles. In contrast, some industrial sectors, such as manufacturing, as well as agricultural and forestry, are naturally more prevalent outside the city.

Figure C-10. Share of Clallam County Businesses Located in Port Angeles

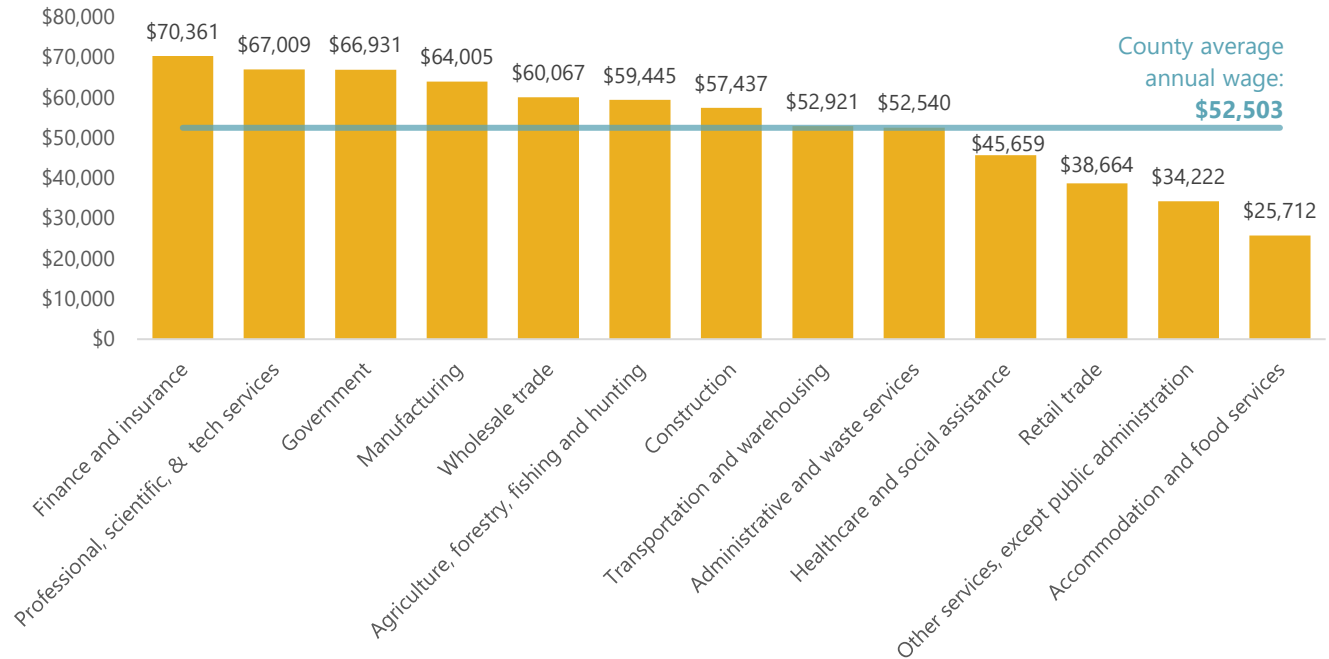


Source: Data Axle via Esri Business Analyst.

## Wages

Wage data by industry is provided at the Countywide level through the Quarterly Census of Income and Wages (QCEW). Since a large portion of Clallam County’s jobs are in Port Angeles, this can provide an overall picture of what workers in the city are earning by industry. As shown below in **Figure C-11**, the average wage countywide is \$52,503. Most of the top industries in Clallam County have a higher average wage, though healthcare, retail, other services, and accommodation and food services have below-average wages.

**Figure C-11. Average Annual Wage for Top Sectors in Clallam County (2023)**



Source: QCEW via Washington DES.

While healthcare typically includes high-wage earners like physicians, nurses, and other specialists, 53 percent of Clallam County’s jobs in this sector are social assistance, which has an average wage of under \$30,000 annually, as shown below in. Between 2019 and 2023, the average annual wage increased by 25 percent for ambulatory health care services jobs and 32 percent for social assistance jobs. However, social assistance jobs still have an average annual wage below \$30,000.

**Table C-2: Health Care and Social Assistance Jobs by NAICS Sector in Clallam County**

	2019		2023	
	Employment	Avg. Ann Wage	Employment	Avg. Ann Wage
621 Ambulatory health care services	928	\$49,573	1,027	\$62,147
624 Social assistance	1,047	\$22,492	1,157	\$29,606

Source: QCEW via Washington DES.

Alongside government, retail, and health care (the largest employment sector in Port Angeles), key industries in Clallam County include manufacturing and innovation, outdoor recreation and tourism, and port and marine operations. **Table C-1** breaks down manufacturing jobs and wages in the county by subsectors. The biggest manufacturing sectors in Clallam County are transportation equipment, wood

products, and miscellaneous manufacturing. Project Macoma, a pilot carbon sequestration project in development that will treat water in the Port Angeles harbor to better absorb carbon dioxide from the atmosphere, falls under the chemical manufacturing category, which, as of 2023, employed just four workers countywide. This sector has a significantly higher average annual wage than other manufacturing sectors, at \$113,278. There was no significant job growth in the manufacturing sector between 2019 and 2023. While the county added 25 new positions in wood product manufacturing, it lost 146 in transportation equipment manufacturing.

Table C-1: Manufacturing Employment by NAICS Sector in Clallam County

	2019		2023	
	Employment	Avg. Ann Wage	Employment	Avg. Ann Wage
336 Transportation equipment manufacturing	445	\$50,395	299	\$61,116
321 Wood product manufacturing	232	\$69,109	257	\$84,341
339 Miscellaneous manufacturing	130	\$35,901	137	\$54,192
312 Beverage and tobacco product manufacturing	53	\$22,867	60	\$28,265
311 Food manufacturing	47	\$11,326	56	\$23,204
332 Fabricated metal product manufacturing	22	\$34,584	24	\$45,731
337 Furniture and related product manufacturing	29	\$34,439	23	\$41,218
323 Printing and related support activities	13	\$28,776	13	\$39,440
325 Chemical manufacturing	*	*	4	\$113,278

Source: QCEW via Washington DES. (\*Data suppressed.)

- Overall, this shows that even within Port Angeles’ prominent health care sector, there is a wide range of incomes.
- Jobs in the tourism and recreation sector pay significantly less than the Countywide average. These jobs are also highly seasonal, compounding challenges for employees in tourism-related sectors.
- As discussed further in the Housing Needs Assessment in Appendix B-1: Housing Needs Assessment. Many workers in the tourism industry likely face challenges affording housing in the city.
- This data also supports efforts to bring higher-wage jobs to the city in sectors that are currently not as highly represented in Port Angeles’ economy.

## Revenue

Two major components of municipal revenue are sales tax and property tax revenue. This tax base can help fund infrastructure and public facilities necessary for employment growth in the city. Port Angeles’ sales tax revenue for 2023 is shown in Table 35 below, along with regional comparisons. The amounts shown below represent the city’s “basic” and “optional” sales tax revenue<sup>1</sup>, and do not include state sales tax revenue. Port Angeles’ sales tax revenue has increased 80 percent since 2014<sup>2</sup>, slightly less than Port

1 These are also known as “first half” and “second half” sales taxes, which are unrestricted (general fund) taxes as authorized under RCW 82.14.030(1) and (2). For more information, see <https://mrsc.org/explore-topics/finance/data/tax-and-population-data>

2 Note that MRSC does not provide data earlier than 2014, thus the 9-year comparison.

Townsend and Sequim. Per capita, Sequim collects the most sales tax revenue on the north Olympic Peninsula, likely due to its cluster of “big box” retailers.

Table C-2: Port Angeles Regular & Optional Sales Tax Distributions with Regional Comparisons

	2014		2023		% Change 2014-24
	Total	Per Capita	Total	Per Capita	
Port Angeles	\$2,769,404	\$145	\$4,976,146	\$244	80%
Port Townsend	\$1,726,225	\$184	\$3,228,961	\$307	87%
Sequim	\$2,360,642	\$341	\$4,352,846	\$518	84%
Clallam County	\$4,656,655	\$64	\$9,700,478	\$123	108%
Jefferson County	\$2,300,937	\$75	\$5,314,301	\$158	131%
Kitsap County	\$19,244,582	\$75	\$38,248,842	\$134	99%

Source: Municipal Research and Service Center of Washington (MRSC)

Table C-3 shows property tax valuation in Port Angeles. The total value of property in the city has doubled since 2014, but again lags behind Port Townsend and Sequim, despite the recent increases in home prices in Port Angeles. Per capita, the city also has a considerably lower property tax base than other north Olympic Peninsula cities.

Table C-3: Assessed Valuation in Port Angeles with Regional Comparisons

Jurisdiction	2014		2023		% Change 2014-24
	Total	Per Capita	Total	Per Capita	
Port Angeles	\$1,451,933,471	\$75,859	\$2,925,335,846	\$143,329	101%
Port Townsend	\$1,219,761,437	\$130,039	\$2,656,425,608	\$252,272	118%
Sequim	\$812,601,422	\$117,513	\$1,820,099,782	\$216,550	124%
Clallam County	\$7,002,941,388	\$96,393	\$14,967,504,004	\$190,547	114%
Jefferson County	\$4,418,216,296	\$143,077	\$8,611,499,998	\$255,534	95%
Kitsap County	\$25,910,905,304	\$100,352	\$60,628,527,471	\$211,914	134%

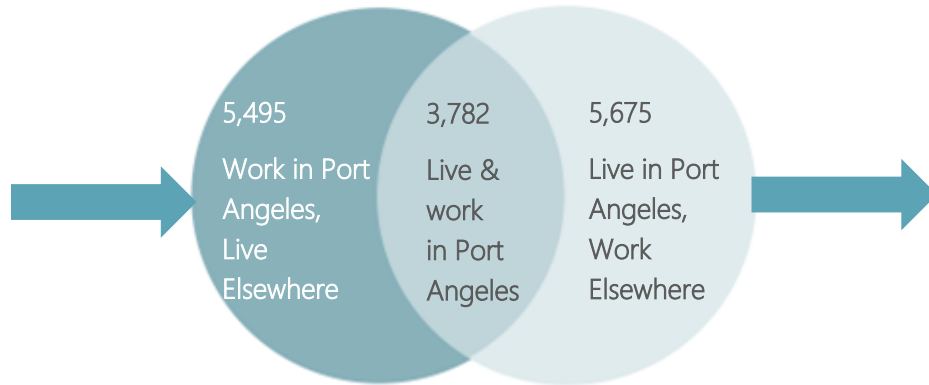
Source: Municipal Research and Service Center of Washington (MRSC)

- If the city is able to recruit industries with higher wage workers, or potentially a higher share of remote workers with disposable income, this could help increase the retail tax base.
- The market for development is challenging in Port Angeles, as discussed further below under “Commercial Market Analysis.” However, the potential for increased multifamily development in Port Angeles, as well as other redevelopment in the Waterfront District or the Rayonier Mill site, could also help increase the city’s property tax base, since new development can increase the property tax base beyond the 1 percent cap.
- Washington’s recently instituted Tax Increment Financing (TIF) program can also be used as a funding tool for local jurisdictions to fund infrastructure improvements needed to stimulate new development. This program may be an effective way for Port Angeles to fund new infrastructure investments despite a relatively low tax base compared to regional jurisdictions.

## Commuting

As shown below in **Figure C-12**, Port Angeles has about the same number of commuters coming in daily as commuters working elsewhere. In addition, about 41 percent of Port Angeles' workforce both live and work in the city.

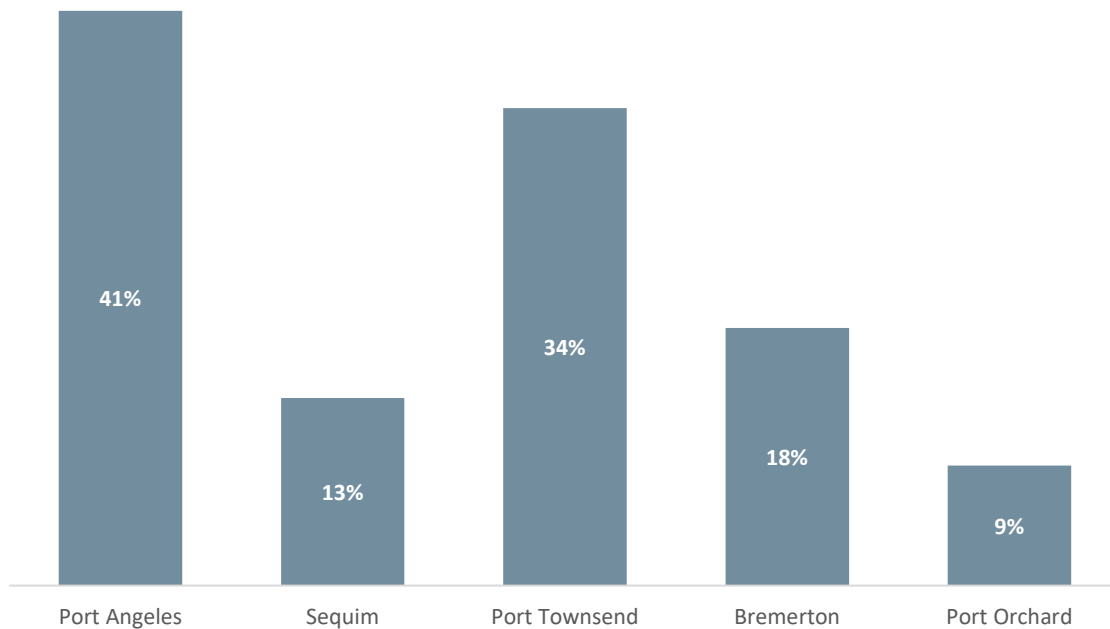
**Figure C-12. Commute Patterns in Port Angeles and Clallam County, 2022**



Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap

Compared with other cities, both nearby and in Kitsap County, Port Angeles has a relatively high share of workers who both live and work in the city, as shown in **Figure C-13**. This indicates a relative balance of jobs to housing in the city and reflects Port Angeles' status as the economic center of the northern Olympic Peninsula. The city's relative isolation also likely contributes to this trend.

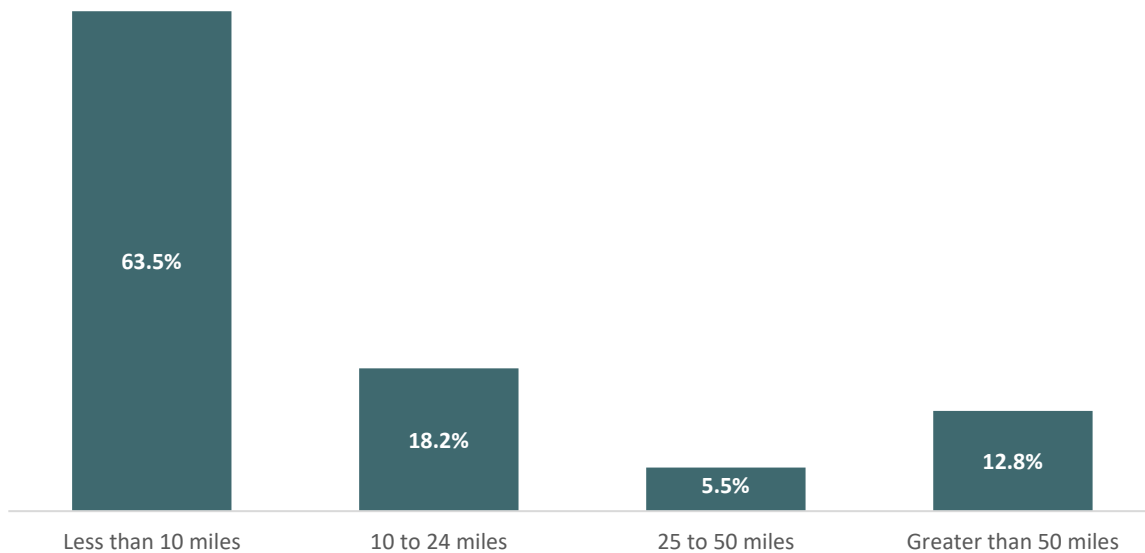
**Figure C-13. Share of Workers who Live and Work in Port Angeles with Comparison Jurisdictions, 2022**



Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap

Figure C-14 shows data on commuting distance for workers employed in Port Angeles. In addition to the 41 percent of residents who work and live in Port Angeles, another quarter of Port Angeles workers live within 10 miles of the city. Almost 20 percent of residents commute 10 to 24 miles, with only about 5 percent commuting 25 to 50 miles. The 12.8 percent of residents who commute greater than 50 miles likely includes at least some remote workers employed by companies in the central Puget Sound. A detailed breakdown of this data shows about 7 percent of Port Angeles residents are employed in Seattle, and another 5 percent are employed in Bellevue, Tacoma, and Olympia.

Figure C-14. Commuting Distance for Port Angeles Workers, 2022



Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD) via Census OnTheMap

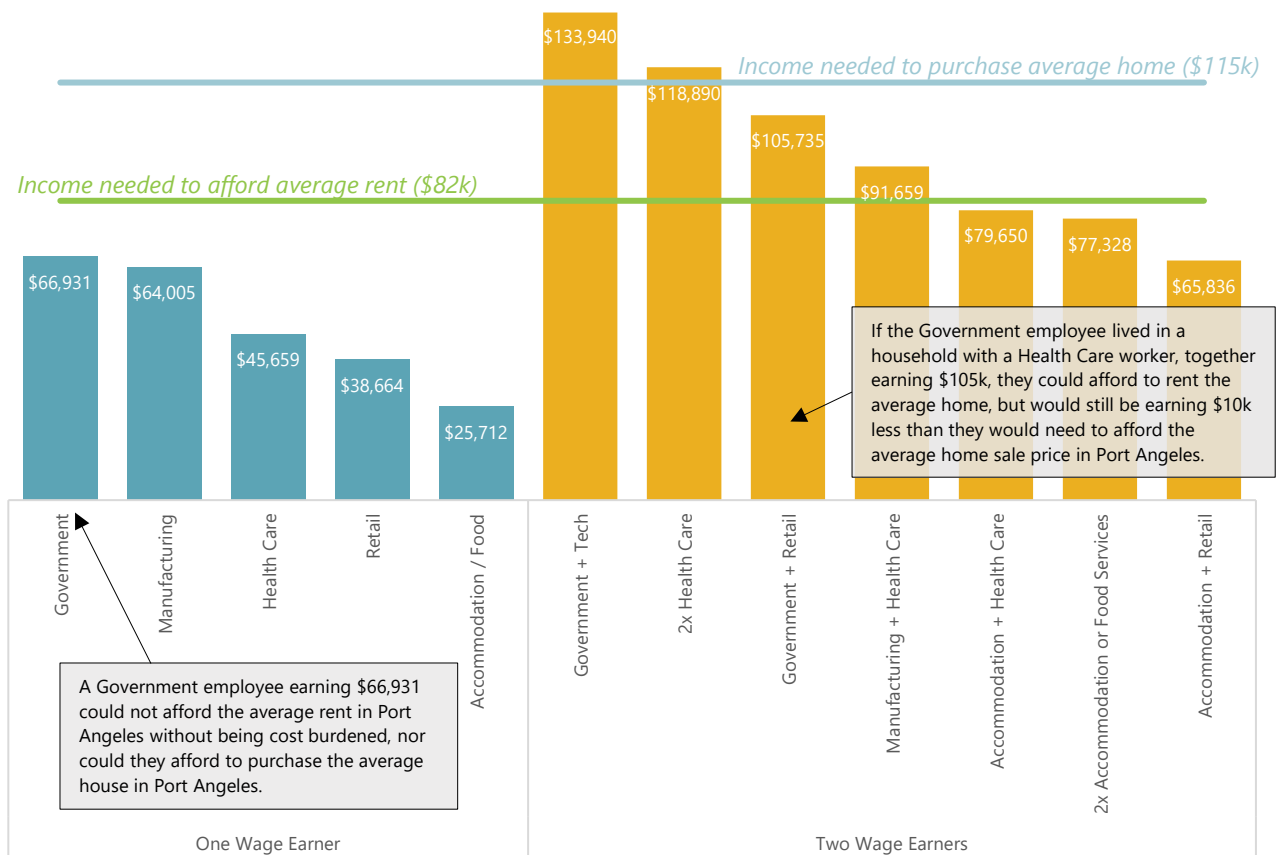
- The available commuting data shows that Port Angeles does have a strong base of employees who live in and near the city. This is beneficial from a quality-of-life perspective as well as to further climate goals from reduced greenhouse gas emissions.
- The data also suggests that about 10 percent of residents work in the Seattle metro area, likely representing remote workers. Anecdotal evidence suggests that recent increases in remote workers have reduced housing affordability and availability for Port Angeles residents.
- Maintaining the city’s jobs-housing balance will require adequate planning for housing supply and affordability, particularly if job growth continues or accelerates.

### Housing Affordability

Housing and economic development are closely linked. Without an adequate housing supply at a variety of affordability levels, businesses can have trouble recruiting and retaining employees. If incomes stagnate while housing prices increase, workers’ quality of life can decrease, and some can be forced out of the city. On the other hand, increased wages can provide more disposable income and stimulate new housing development. As detailed in the Housing Needs Assessment in the Housing Appendix, incomes in Port Angeles have not kept pace with housing prices, with a 35 percent increase in median income since 2010, compared with a 56 percent increase in home values. The average home value in the city is now around \$456,000, meaning a household would need an income of about \$115,000 to afford the average home.

However, the median household income is only about half of this, at \$60,212. Average rents in the city are about \$2,000 per month, which would be affordable for a household earning about \$82,000. These housing prices are out of reach for many households in the city, as shown below in **Figure C-15**. This chart compares individual and household incomes for some of Port Angeles' top industries with housing costs for ownership and rental housing in the city. The blue bars on the left show that a single-income household in the city's top industries would have great difficulty affording housing without being cost-burdened or adding another income-earner to the household. On the right, some of the city's top industry wages are combined into theoretical two-income households. The majority of these households, particularly in tourism-related sectors, would also struggle to afford a home in the city, although more two-income households could comfortably afford the average rents.

**Figure C-15. Wages and Housing Costs in Port Angeles**



Source: QCEW via Washington DES, Zillow, Freddie Mac, Leland Consulting Group

- This analysis shows the importance of increasing wages in the city, given current housing prices, as well as the need for a suitable stock of more affordable housing units to serve a variety of households and income levels, which could take the form of subsidized units or more affordable, smaller market-rate units.

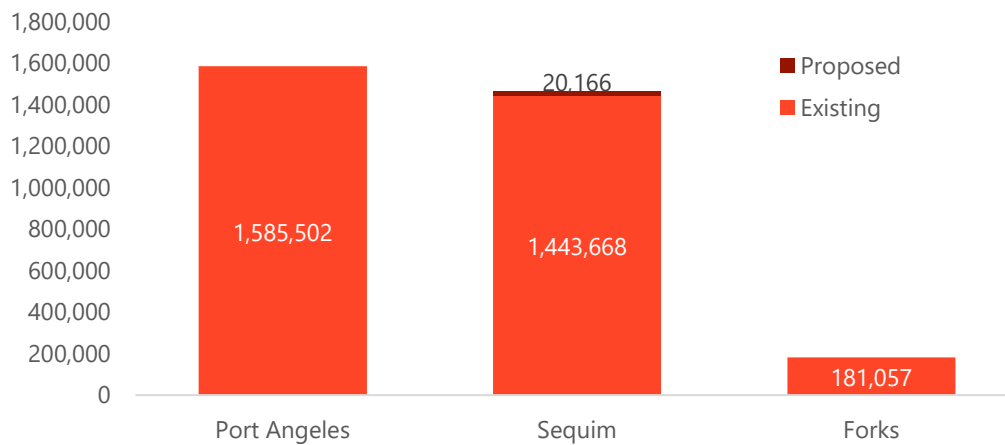
## Commercial Market Analysis

This section provides an overview of the retail, office, and industrial real estate markets in Port Angeles. This can help inform economic development policy by enabling policymakers to better understand trends in the market that may point towards specific types of industries to target or incentivize.

### Retail

Overall, there are over 3.2 million square feet of retail space in Clallam County, nearly half of which (49 percent) is located in Port Angeles. The majority of the remaining retail space in the county is located in Sequim. While there is no retail currently under construction in Port Angeles, 20,166 square feet of new retail space is proposed in Sequim.

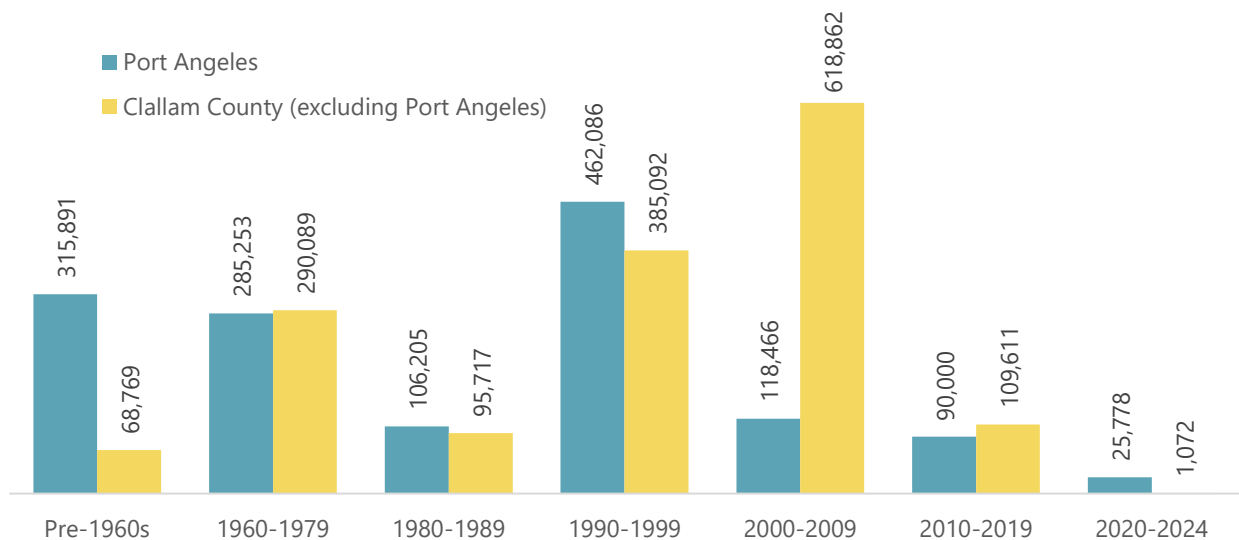
Figure C-16. Rentable Building Area (Square Feet) of Retail Space in Clallam County Cities



Source: CoStar

The 1990s were the most active decade for retail construction in Port Angeles and Clallam County. While countywide retail deliveries remained strong in the early 2000s, most of this new space was located outside of Port Angeles.

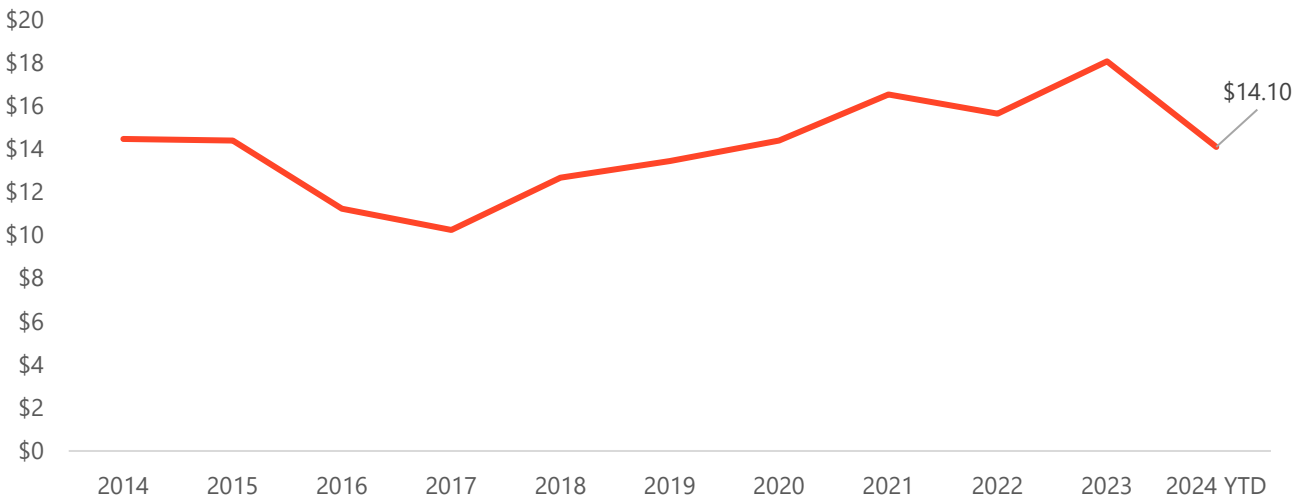
Figure C-17. Rentable Square Feet of Retail Space by Decade Built



Source: CoStar

Retail rents in Port Angeles are shown below in **Figure C-18**. Rents have remained relatively stable over the past decade and are relatively low, indicative of a soft market for retail in the city. Rents of \$14 per square foot are too low to justify a new construction of retail uses, but owner-users or key anchors may still choose to locate in Port Angeles if there is a market opportunity. For example, the recently constructed Starbucks, built in 2023, is rented for \$45 per square foot. On the other hand, low retail rents can present an opportunity for smaller entrepreneurs to start businesses with a lower barrier to entry than they might face in higher-cost locations, such as the Seattle area.

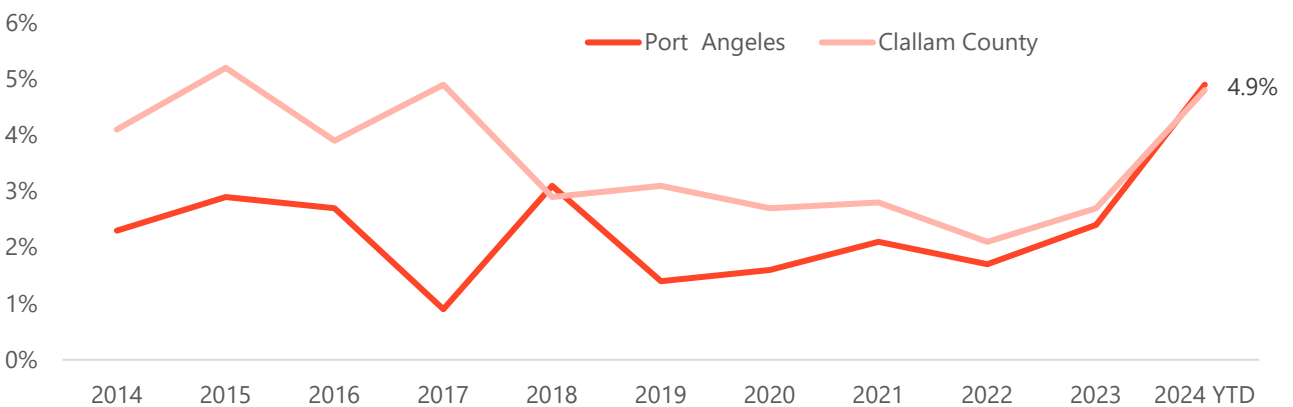
**Figure C-18. Retail Rent in Port Angeles and Clallam County, 2014-2024**



Source: CoStar. Retail rent is direct, NNN.

Retail vacancy in Port Angeles is 4.9 percent, indicating a slightly constrained but relatively balanced market. The countywide retail vacancy is 4.8 percent. Retail vacancy in Port Angeles has been below five percent since 2014. More recently, the retail vacancy rate has been stable around two percent for the past five years or so, indicating some degree of undersupply of retail. Given the low retail rents discussed above, this potential undersupply is unlikely to result in large-scale retail construction in the city. Remove

**Figure C-19. Retail Vacancy in Port Angeles and Clallam County, 2014-2024**

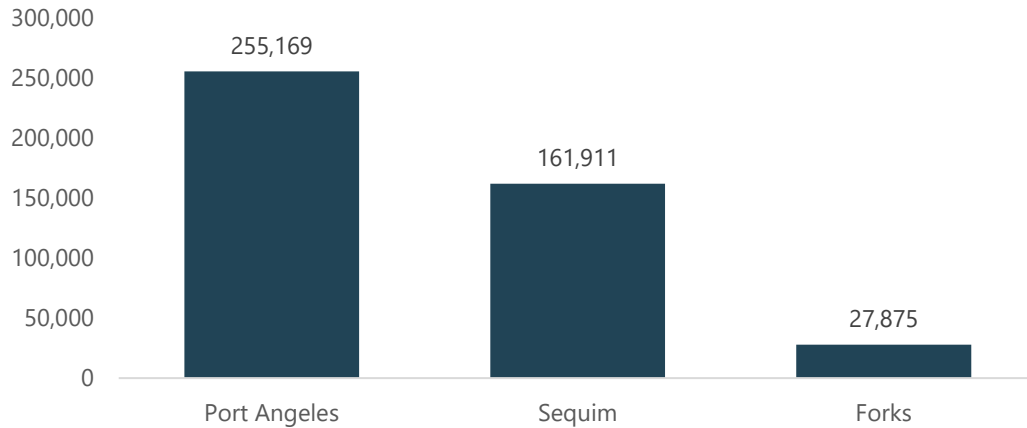


Source: CoStar

## Office

Overall, Clallam County has around 445,000 square feet of office space, 57 percent of which is located in Port Angeles. There is no new office space in the development pipeline due to nationwide challenges in the office market since the COVID-19 pandemic and the rise of remote work which has significantly impacted Port Angeles by bringing remote workers into the city who do not require physical office space.

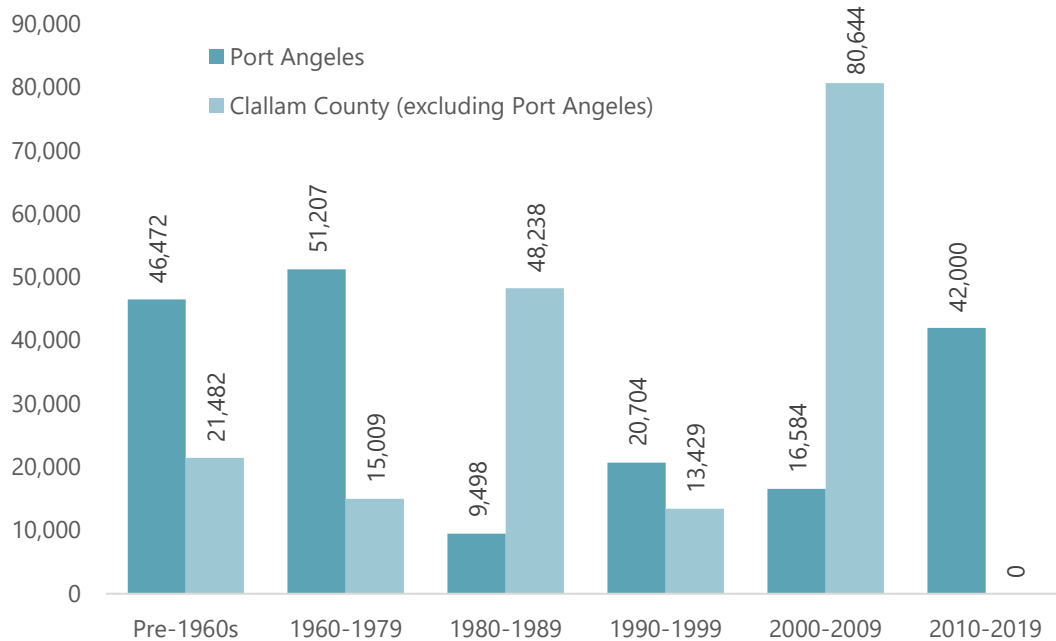
Figure C-20. Rentable Building Area (Square Feet) of Office Space in Clallam County Cities



Source: CoStar

Just two new office properties have been built since 2005. In Clallam County, the biggest decade for new office development was 2000-2009. Of the 97,228 square feet of new office space built that decade, 83 percent was in Sequim, and the rest was in Port Angeles. In Port Angeles, 22 percent of all office space was built prior to 1980, as shown below in Figure C-21.

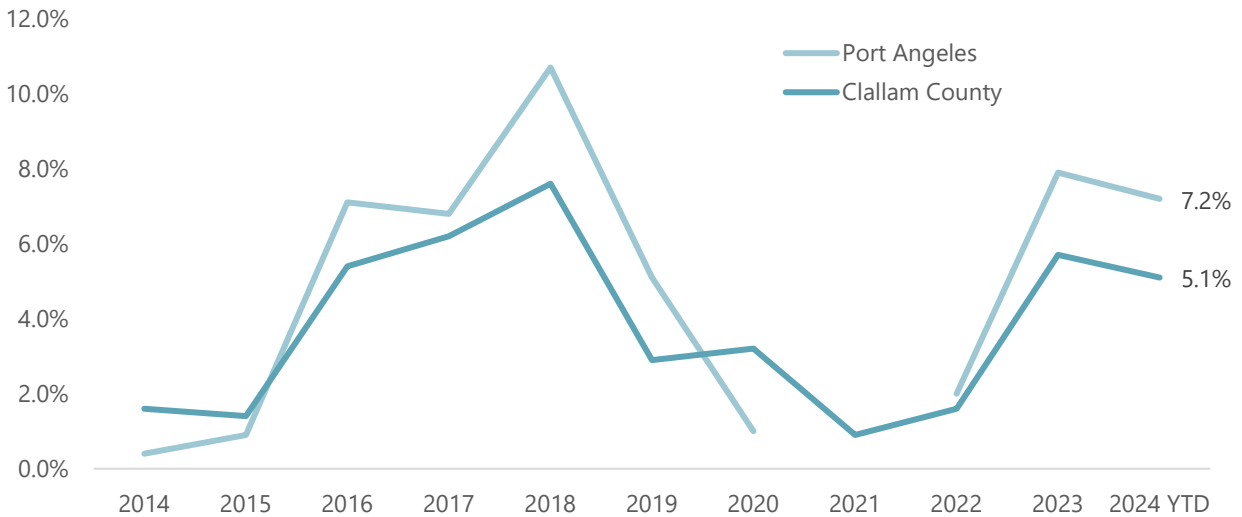
Figure C-21. Square Feet of Office Space by Decade Built in Port Angeles and Clallam County



Source: CoStar. Only includes RBA of properties for which vintage data is available.

The vacancy rate for office space in Port Angeles is just over seven percent, higher than the five percent vacancy rate in Clallam County. The volatility of the office vacancy rate in Port Angeles is largely due to the small number of office properties – there are just 48 citywide.

Figure C-22. Office Vacancy Rate In Port Angeles and Clallam County, 2014-2024<sup>3</sup>

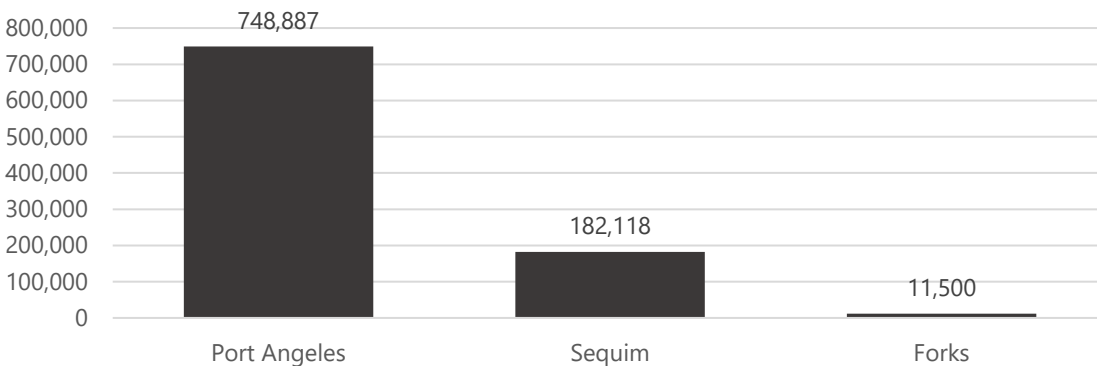


Source: CoStar

### Industrial / Flex

Port Angeles is the major industrial center in Clallam County and home to three-quarters of the county's industrial space. This reflects the city's manufacturing- and resource-based industrial history and shows that, despite the recent mill closure and other declines in industrial employment over the past few decades, Port Angeles' industrial economy remains an important facet of the regional economic landscape.

Figure C-23. Rentable Building Area (Square Feet) of Industrial and Flex Space in Clallam County by City

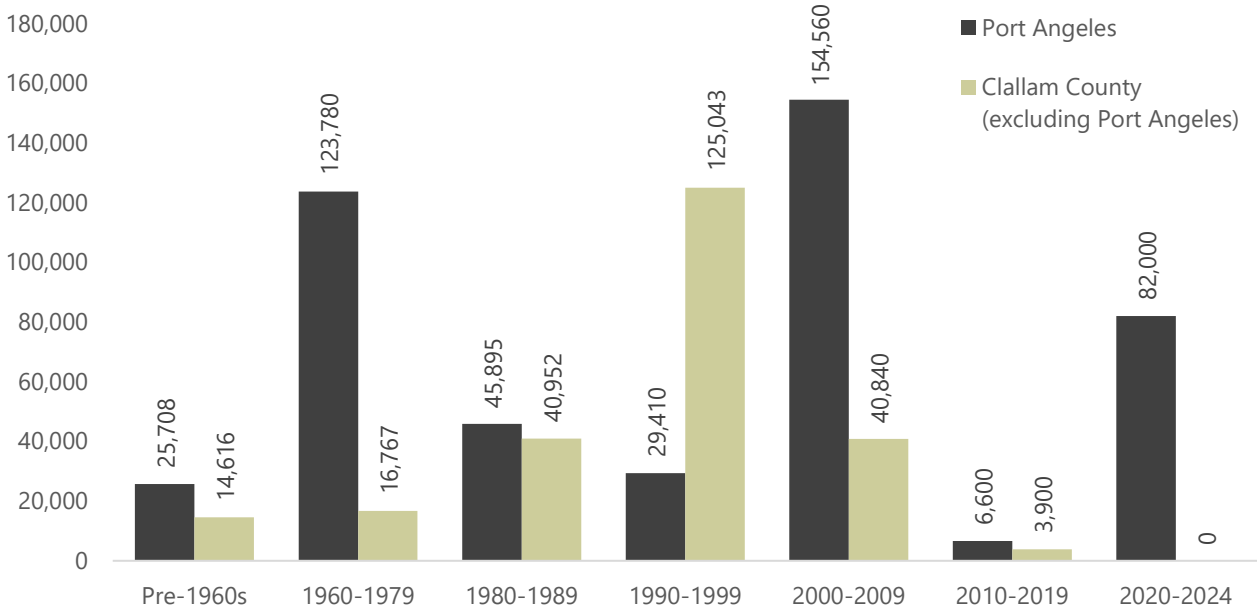


Source: CoStar

<sup>3</sup> There is no vacancy data available for Clallam County or Port Angeles from 2008 to 2010.

Nearly one third of industrial and flex space development in Port Angeles was completed between 2000 and 2024, while 35 percent of countywide construction was completed between 1990 and 2009. This also demonstrates the continued industrial activity in Port Angeles.

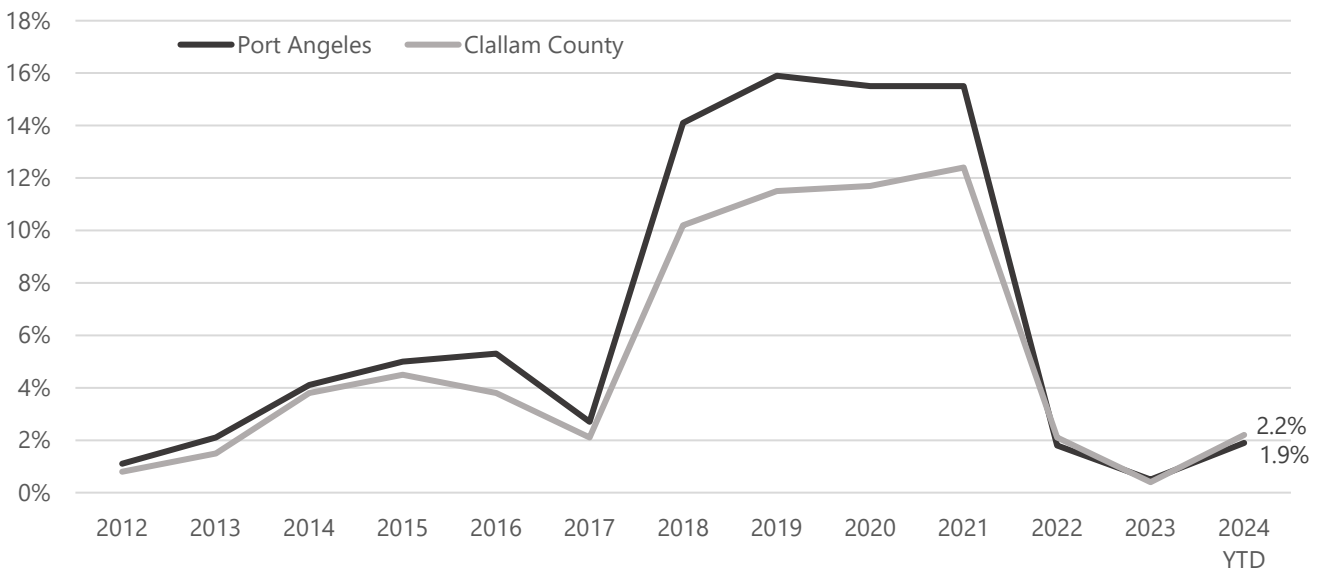
Figure C-24. Square Feet of Industrial and Flex Space by Decade Built



Source: CoStar. Only includes RBA of properties for which vintage data is available.

The vacancy rates for industrial and flex space in Port Angeles and Clallam County are extremely low, at around two percent. This indicates a need for more industrial space countywide, particularly in Port Angeles, where industrial sector companies have direct access to the Port.

Figure C-25. Vacancy Rate for Industrial and Flex Space (2012-2024)



Source: CoStar

## Key Takeaways / Conclusions

### Overview

- Economic Development efforts should have strategies to support both the **traded sector**, which brings new income to a city, and the **local sector**, which produces goods and services consumed in the city.
- Key roles that the city can play in economic development efforts include **placemaking**, investments in **infrastructure**, fostering **partnerships**, and supporting **small businesses**.
- Port Angeles has a long economic history due to its port, history of logging and timber industries, and more recent emergence as a tourism destination. As natural resource industries have declined, **the city faces an important shift in its economic landscape**.

### Workforce and Industry Characteristics

- Port Angeles' **population** has grown modestly at less than one percent per year since 1980. The city must plan for an additional **3,943** residents by 2045, bringing the projected 2045 population to **23,369**. This represents a **20 percent** increase in population over the planning horizon. This increased population can provide a needed influx to the **workforce**, **but** will also increase pressure on the city's **housing market**.
- Port Angeles has **9,277 jobs** as of 2022. Employment has rebounded since the pandemic, but the McKinley Mill closure will impact these numbers. Job growth in the city has been **slower** than Clallam County and the state over the past decade.
- Port Angeles' population has **aged** since 2012, with **22 percent of residents now over 65**. The higher share of retired residents can cause issues for workforce availability and increase demand for specific services such as healthcare.
- Port Angeles' population has also become **more highly educated** since 2012, although the overall population shows higher levels of educational attainment than the city's workforce.
- **Median household income** in Port Angeles is **\$60,212** as of 2022, an increase of 55 percent since 2010. This change has been concentrated in **high-income households** earning over \$100,000 per year.
- Increases in age, educational attainment, and income can signal increased **retail demand** as well as increased demand for **higher-end housing** development, assuming income increases are not outpaced by housing cost increases.
- **Health care and social assistance** is the city's largest employment sector, with over **3,000 jobs**. This sector has also seen the largest increase in jobs over the last decade. **Manufacturing**, on the other hand, now employs only half as many people in Port Angeles as it did a decade ago. Education, arts, entertainment, recreation, accommodation, and food service have also seen job growth since 2012.
- **Small businesses** are key to Port Angeles' employment landscape. The average size of a retail business is five employees, and there are 144 retail businesses in the city. The 89 accommodation and food service businesses in the city employ about eight people each, on average. Many health care businesses other than the hospital are also relatively small.
- The county's employment landscape by sector is similar to the city's, and **46 percent** of Clallam County businesses are located in Port Angeles.

- The average annual wage in Clallam County is **\$52,503**. Healthcare jobs have a wide range of wages, with many social assistance jobs paying under \$30,000 or being part-time employment. Tourism jobs also pay relatively low wages and are highly seasonal, whereas manufacturing and government jobs pay in the \$65,000-70,000 range in Clallam County.
- Port Angeles' **property** and **sales tax** revenue per capita is lower than that of other north Olympic Peninsula cities. **New development** could help increase the city's revenue from property taxes, and Washington's new **Tax Increment Financing (TIF) program** could be used as a tool to provide infrastructure for development without using limited general fund revenue.
- Port Angeles has a strong base of employees who live in and near the city, with **63 percent** commuting less than 10 miles, a higher proportion than many other cities. Port Angeles residents who work elsewhere primarily commute to nearby cities, but about **10 percent** work in Seattle, Olympia, Bellevue, and Tacoma, and at least a portion of these are likely **hybrid or remote** workers.
- Average **home prices** in Port Angeles are **out of reach** for single-income households in the city's main job sectors. In fact, most single-income households would also be **rent cost-burdened** in the city. For two-income households, some combinations of employment sectors, such as government and health care, would generate enough income to purchase the average home in the city, but **even with two incomes**, households in some of the city's main sectors, particularly tourism-related jobs, would struggle to buy a house or afford average rents without being cost-burdened.

### Commercial Market Analysis

- **Half** of Clallam County's **retail space** is located in Port Angeles, although very little has been built since 2000 in the city. Retail vacancy is around **five percent**, an increase from recent lower vacancy rates, which may signal an **undersupply** of retail space in the city, at least of some types. However, retail rents, currently around \$14, are not high enough to lead to new retail construction aside from some owner-occupied properties or large companies such as Starbucks.
- Port Angeles has most of Clallam County's **office** space, but much of it was built before 1980. There has been some recent **medical office** development in the city. The market for new office space, regionally and nationally, is challenging, though less so for medical uses. Office rents are currently around **\$13** per square foot in Port Angeles.
- Port Angeles is a **regional industrial hub**, and about **one-third** of the city's current stock of industrial and flex space was developed since 2000. Industrial and flex vacancy rates in Port Angeles are **extremely low**, indicating the potential demand for more industrial space in the city.

## C-2: Economic Development Stakeholder Interview Summary

### Introduction

Leland Consulting Group (LCG) was retained as part of a consultant team led by MAKERS Architecture & Urban Design to assist in the 2025 update to the City of Port Angeles' Comprehensive Plan. As part of this effort, LCG conducted a number of stakeholder interviews in November and December 2024 with Port Angeles business leaders, economic development professionals, and representatives of the Waterfront Association, Port, and Chamber of Commerce. This memo summarizes key themes and takeaways from these conversations, which can supplement quantitative data found in the Economic Development Background Analysis and help inform goals and policies in the Economic Development Element of the Comprehensive Plan.

### Interviewees

- Erik Marks – Local private developer, Port Angeles Wharf
- Sam Grello – Port Angeles Waterfront Association
- Marc Abshire – Port Angeles Chamber of Commerce
- Collen McAlleer – Clallam Economic Development Council
- Donya Alward – Red Lion Hotel, Port Angeles Harbor
- Jack Heckman – Local businessman

### Interview Themes and Discussion

#### **Economic Sectors**

Stakeholders discussed the strengths, weaknesses, past, and future of key economic sectors in Port Angeles. Overall, there was concern about the loss of middle-income jobs due to the closure of mills over the past few decades, as well as about the comparatively lower wages paid by the tourism sector. Most stakeholders agreed on the importance of increasing wages in the city to improve the quality of life, housing affordability, and the economy. However, opinions differed on how best to do so. Several people mentioned the seasonality of the overall job market in Port Angeles, not only in the tourism sector but also in the marine trades.

#### **Forestry & Resources**

Stakeholders discussed the shift away from forestry and a resource-based economy over the past several decades. There was considerable discussion about the recent closure of the McKinley mill site, and some reports of potential future uses for the site in more advanced value-added wood products or biomass manufacturing. Stakeholders were divided on the future of resource-based economic activity in the city, with some advocating for the potential of biomass, value-added wood products, or more innovative resource-based activities, such as growing eelgrass, as generators of the types of middle-income jobs previously provided in the community through forestry. Others were less optimistic about the future of these types of industries.

## Tourism

The tourism industry and Olympic National Park were major topics of conversation in all the interviews, with a variety of divergent opinions. Strengths and weaknesses of the tourism economy and some specific topics that emerged are discussed below:

### Strengths & Advantages

Most stakeholders agreed that the tourism industry is very important to the city's future and that the presence of Olympic National Park is key to Port Angeles' economy. Some felt that the city's future lies in embracing this opportunity and continuing to expand the tourism economy, specifically by adding more attractions, year-round activities and festivals, and businesses that are focused on tourism as a year-round source of revenue. Although wages are relatively low in this sector, some felt that the already depressed economy of Port Angeles and relatively lower housing prices compared with the rest of the state will continue to make service sector employment viable. Other strengths of the tourism sector discussed included the potential for increased activity at the Field Arts & Events Hall, as well as the potential to work with the regional Native American tribes to increase opportunities for cultural tourism. A previous attempt to build a gondola to the National Park was brought up as an interesting case study in a large-scale project to boost the tourism economy that did not pan out. Other recreational activities in addition to the park were also discussed, including the rising popularity of the city for foil boarding due to the specific types of currents and winds in the strait.

### Weaknesses & Disadvantages

Some stakeholders were more skeptical of the potential for the tourism economy to benefit Port Angeles, pointing out the low wages, seasonality, and relatively short lifespan of many service industry businesses, although most at least acknowledged that increased tourism in the city in the coming decades is likely inevitable. Some stakeholders expressed concerns over the lack of commercial development expertise and management workforce in the city. Others acknowledged the potential for more sales tax from increased retail activity, but felt that the presence of "big box" stores in Sequim would preclude this as a significant potential source of revenue, even with increased tourism.

### Lodging and Hotel Market

Several stakeholders discussed the lodging and short-term rental situation in the city. Overall, there are not a lot of hotels, although the Lower Elwha Tribe is in the process of developing a new hotel downtown. Hotel demand comes not just from tourism but also from the Port and other corporate clients, but with the seasonality of the tourist hotel demand, some felt that it was unlikely that many new hotels would get built. Several stakeholders were concerned about the city's recent short-term rental restrictions, particularly that they would be detrimental to the tourist economy given the small number of hotel rooms in the city, and some felt that they should not be restricted in the downtown area specifically.

### Relationship with Victoria, B.C.

A number of interviewees discussed Port Angeles' relationship with Victoria, B.C. The presence of the Black Ball Ferry is generally acknowledged to be an important economic driver for the city, although many interviewees felt that the unattractive area near the ferry terminal is resulting in a bad "first impression" of the city and Port Angeles is therefore losing potential for economic activity from the ferry, particularly downtown. Some stakeholders felt that Port Angeles could be marketed as a sort of "southern suburb" of

Victoria, and noted the potential for package drop-offs, currency exchange, and other services currently lacking in the downtown area.

### **Marine Economy**

Several stakeholders discussed the value of the Port of Port Angeles to the city's economy and noted the Port's significant waterfront land holdings as a potential asset for future commercial development. The forthcoming Marine Trades Center and recent development of a ship repair building by Platypus Marine were mentioned as good examples of continued activity in this sector in Port Angeles.

### **Health Care**

Health Care was brought up in a couple of interviews as an important sector for middle- and higher-wage jobs. In addition, the relatively older age of Port Angeles' population and the ongoing aging trend were cited as drivers of increased demand for health care services. The hospital was not a major topic of discussion, though it provides a large share of the city's jobs.

### **Technology & Remote Work**

Many interviewees discussed the increase in remote workers in Port Angeles since the onset of the COVID-19 pandemic. Many of these employees work in the technology sector, and several stakeholders feel that they are a welcome addition to the community, with positive effects on retail spending and the economy, although others voiced concerns over decreasing housing availability and affordability stemming from the arrival of remote workers with higher incomes. Some stakeholders also discussed the potential for a small tech hub to emerge in Port Angeles with some entrepreneurial talent in the city, although others felt that the remote location of the city would preclude any larger-scale tech businesses from actually locating in Port Angeles.

### **Downtown**

The downtown area was an important topic of discussion with many interviewees. Overall, most feel that Port Angeles downtown is important to the region, with retail, the Black Ball Ferry, Field Arts & Event Hall, restaurants, and hotels, as well as the Port. However, most also expressed concerns over vacant and underused properties, crime and homelessness, and an overall feeling that the downtown is not attractive or reaching its full potential. Although many merchants were able to survive the retail downturn caused by the COVID-19 pandemic, many of them do not own their own buildings, and out-of-state owners are showing little concern for the upkeep and maintenance of many properties. Some felt that the city could be doing a better job of code enforcement as well as facilitating the ease of placemaking in the district through improvements to the façade improvement program, which is challenging for many merchants to use since it is a reimbursement program that requires upfront capital, which many business owners don't have. The Waterfront District has recently taken over administration of the Parking Benefit Improvement Area funds, and interviewees feel that this will increase the potential for placemaking, events, and other improvements to the downtown.

Most interviewees responded positively to the idea of increased housing in the downtown area, both because of the potential to serve a variety of residents through denser housing types and because of the positive effects of increasing downtown activity beyond the typical business day. They felt overall that there is enough demand for new downtown apartment housing at higher rents as well as for renovation of some of the many vacant second floors of downtown retail buildings into housing. Port Angeles' aging

population was again discussed here, since downtown housing could be particularly attractive to this demographic with smaller units and more amenities within walking distance.

### **Housing**

There is a strong connection between housing and economic development, which emerged in many conversations. As discussed previously, most stakeholders noted the increase in housing prices in Port Angeles since the pandemic, partially driven by the recent influx of remote workers and retirees, as a significant challenge. Many described issues with workforce housing availability and affordability, particularly for service industry workers catering to the tourism economy. Developing the construction industry in town was also discussed as an important economic priority given the lack of development expertise, the housing need, and the city's remote location. Most interviewees agreed that recent efforts to increase capacity for middle housing and ADUs in the city were positive since they can create housing at more affordable price points, and most were also receptive to increased density, particularly downtown. Some stakeholders felt that the prevailing anti-growth feeling in the community was beginning to fade, but others were interested in limiting the city's growth.

### **Education**

Some stakeholders discussed the role of Peninsula Community College in Port Angeles' economy. Overall, there were many positive sentiments expressed about the college and its new leadership, as well as about improved communication and partnership with the city's business community. Several mentioned that the college has taken steps toward programs that can generate higher-income jobs in the community, such as the new dental hygienist program. Outside the college, some stakeholders also noted the need for more education and workforce development in the trades, as did the stakeholder interviews on housing.

### **Location and Transportation**

One sentiment that emerged from these interviews was that Port Angeles has a strong culture of independent-minded people who have come to the city because of its remote location and relative affordability. This has resulted in a culture that places limited value on the urban lifestyle, according to some interviewees. In addition, the remote location has significant economic impacts. The lack of rail connection reduces the city's attractiveness for manufacturing activity and presents challenges for some of the value-added wood products discussed earlier. It also significantly increases the cost of development.

The airport was discussed at length by several interviewees. Although Horizon used to offer commercial flights to SeaTac, the economics of resuming commercial air service are very complicated due to the challenges with staffing, fog, and weather in Port Angeles, and the relative ease of driving or taking a bus to Seattle in not much more time than flying. However, some felt that there was some potential for commercial air service to return, and that it would be a boon to the city's business and tourism economy. Another potential discussed was for a seaplane dock in Port Angeles, which could be used for either commercial or private service.

### **Land Use**

One land use consideration that came out of these interviews was the potential need for larger (over 40 acres) parcels of industrially zoned land, for which there is some regional demand. In addition, current industrial zoning contains some areas with creek buffers, which would preclude actual industrial uses. The western UGA in particular was discussed as a prime location for potential rezoning to accommodate larger industrial parcels. The area around the airport was also discussed. Evidently, only aviation-related uses are

allowed under the airport master plan, which has purportedly reduced potential commercial development in the past. Several stakeholders, however, felt there is potential for commercial development around the airport in the future and were unsure about this blanket restriction.

### **City's Role in Economic Development**

When asked about what efforts the city should engage in to foster economic development in Port Angeles, a number of themes were discussed:

**Infrastructure** – Stakeholders mentioned issues with infrastructure availability and the importance of continuing to invest in infrastructure to serve future business. Specifically, significant issues with roads deteriorating downtown, some of which were constructed on old wooden piers, were discussed as a potential city priority for improving the gateway to the city from the ferry.

**Code Enforcement and Permitting** – Some stakeholders felt that the city has been overly conservative in applying codes and regulations and would appreciate a more collaborative approach to working with developers and business owners, as well as the potential for developing easier ways to help business owners and developers navigate city permitting processes.

**Marketing** – Some interviewees suggested that the city could improve its messaging to the public overall, as well as prioritize marketing of Port Angeles as a tourism and business destination more widely throughout the region.

**Land Use** – Increased availability of large industrially zoned parcels could help bring more industrial activity and middle-income jobs to the city.

**Partnerships** – Stakeholders interviewed for this project included representatives from a wide variety of organizations in Port Angeles. They described a business community that is closely connected in a cooperative environment. The city should develop and maintain partnerships with these key organizations and others in the business community to help further the city's economic development objectives:

- Port Angeles Waterfront District
- Port Angeles Business Association
- Clallam Economic Development Council
- Port Angeles Chamber of Commerce
- Sequim Chamber of Commerce
- Port of Port Angeles
- Field Arts & Events Hall
- Black Ball Ferry

## **Conclusions & Key Takeaways**

- There has been a loss of middle-income jobs in Port Angeles over the past few decades, with a move away from forestry and towards tourism, which generally provides lower-income and more seasonal jobs.
- There is some potential for value-added wood products, biomass manufacturing, and other innovative resource-based industries as one avenue to increase higher-paying jobs in the city.
- The tourism economy is important to Port Angeles' future, capitalizing on the popularity of Olympic National Park. Adding more attractions, year-round activities, and festivals can help make

this a more sustainable year-round source of employment and revenue. However, wages in the service sector are substantially lower than in many other sectors, and the city should avoid over-reliance on the tourist economy if possible.

- The Black Ball Ferry is an important presence in the city, and cultivating a better relationship with Victoria, B.C., as well as improving the gateway to the city near the ferry terminal, would be beneficial.
- Other important sectors in the Port Angeles economy include the marine trades, health care, and an increasing number of remote workers in tech industries.
- Downtown Port Angeles is key to the region's economy, but vacant and underused properties, perceptions of crime and homelessness, and lack of placemaking have hampered the downtown's attractiveness and potential. Recent efforts by the Waterfront District and others are improving downtown, and the potential for new housing or the reuse of vacant second floors presents a key opportunity for the district as well.
- Workforce housing availability and affordability are growing concerns with recent rises in housing costs. Improving the local construction industry and continuing to allow more diverse and denser housing types are positive steps towards addressing this issue.
- The Community College is an important player in the city's economy, and recent leadership changes have positively impacted the potential for the College to have an impact on workforce training in the city.
- The remote location of Port Angeles presents challenges for manufacturing industries as well as driving up the costs of development. The airport is unlikely to resume commercial service soon, but it could happen in the long term, and there is also the potential for a seaplane dock to be developed.
- There is a lack of large, industrially zoned industrial parcels in the city. The Western UGA may be particularly suited to rezoning to accommodate potential industrial uses.
- Key actions the city can take to further the Port Angeles economy include:
  - Proactive infrastructure investments
  - Improved climate around code enforcement and permitting processes
  - Marketing the city as a tourism and business destination
  - Increase availability of large industrially zoned parcels through land use changes
  - Foster new partnerships and build upon existing relationships with the business



# Appendix D: Transportation



## D-1: Existing Conditions

Port Angeles' transportation network supports various modes of travel, including walking, bicycling, driving, public transportation, and freight. According to the 2023 Census data<sup>1</sup>, among workers 16 years or older, approximately 73% drive alone to work, 10% carpool, 4% walk, 2.5% use public transportation, less than 1% use bicycles, and less than 1% use taxis, motorcycles, or other means. The remaining 8.5% work from home. While vehicular travel is the primary mode of transportation, the City also promotes active transportation by investing in bicycle and pedestrian facilities to address network gaps and to enhance safety. The city has shared-use paths or trails for bikes and pedestrians, and continuous sidewalks east of Tumwater Creek. Clallam Transit provides transit services, including the Strait Shot between the downtown Gateway Transit Center and Bainbridge Ferry Terminal. Black Ball Ferry connects to Victoria, BC, Canada, from the waterfront. The William R. Fairchild International Airport in the western part of the city no longer offers regular commercial flights, as Kenmore Air ceased operations in 2008. This section outlines the current conditions of different modes of transportation in Port Angeles.

### Roadway Network

Streets are the foundation of multimodal travel in Port Angeles. They support the lives and activities of the city's residents and visitors. Port Angeles' street network is classified into four categories by functions and average daily traffic volumes: local/access roads, collector arterials, minor arterials, and principal arterials.

shows the street network with its classifications. Following the replacement of the Lauridsen Boulevard Bridge, the City has observed increased traffic demand along E Lauridsen Boulevard between S Lincoln Street and S Race Street in the past ten years. As conditions evolve, the City may consider reclassifying this segment to a principal arterial to better reflect its function.

US Highway 101 (US 101) traverses through the city east-west and connects to regional destinations on the north end of the Olympic Peninsula. Within the City's limit, US 101 splits into a one-way couplet at 1<sup>st</sup> Street and Front Street between S Lincoln Street and Golf Course Road.

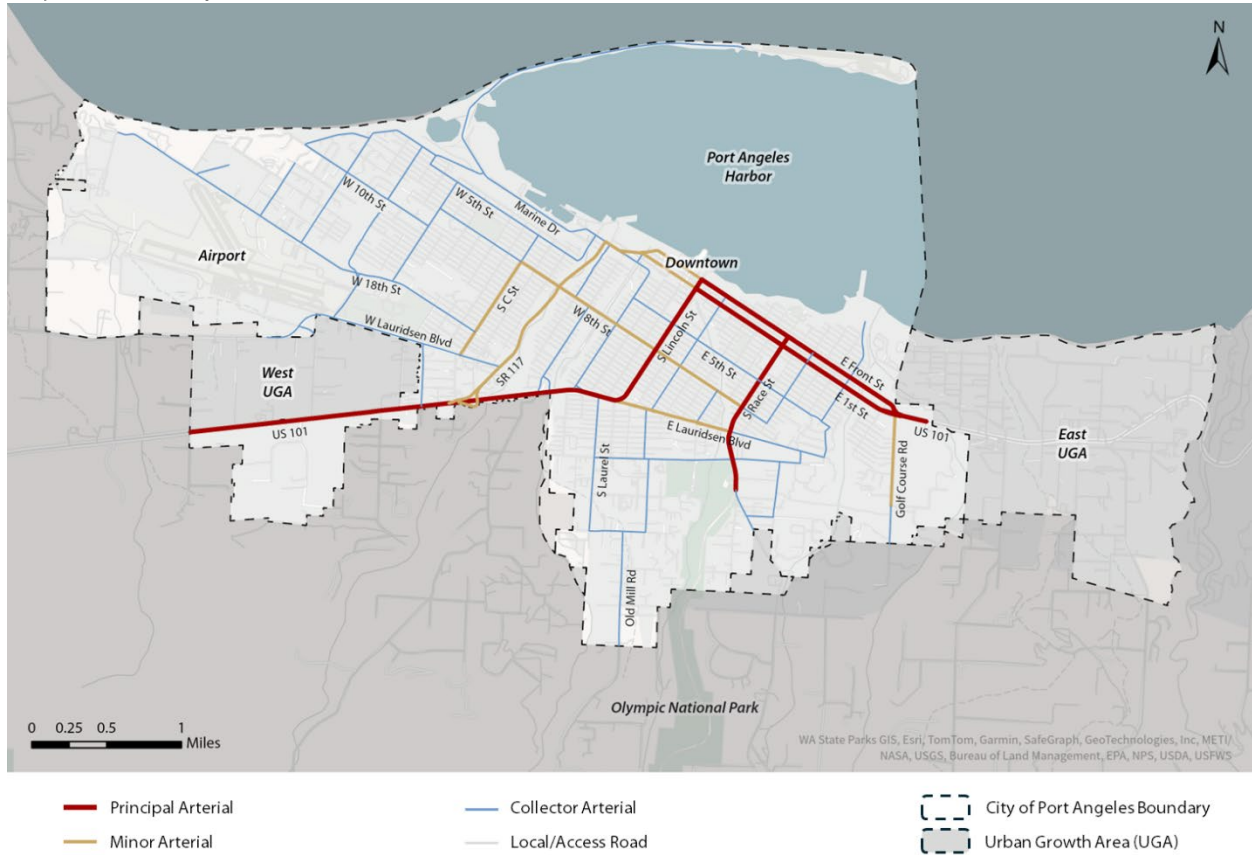
Port Angeles has historically been a small community supported by its lumber industry and mills, which nourished its economy and residents. S Tumwater Truck Route (SR 117) connects US 101 between the 1<sup>st</sup>/Front Street couplet and W Lauridsen Boulevard along the Tumwater Creek, accommodating freight mobility, including logging trucks that routinely load and offload at marine terminals in Port Angeles harbor.

Port Angeles is also known for its natural features, including forests, creeks, and mountains, and serves as a gateway to the Olympic National Park. While these natural features offer numerous amenities, they also constrain the city's transportation network: the city's roads are divided by creeks running from south to north, which disrupt the otherwise well-connected grid network and necessitate reliance on bridges over the creeks. Currently, the W 8th Street Bridge and W Lauridsen Boulevard allow passage over Tumwater Creek and Valley Creek. E 8th Street and E Lauridsen Boulevard provide access over Peabody Creek. To cross White Creek, however, one must use the 1<sup>st</sup>/Front Street couplet, as there are no through routes south.

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<sup>1</sup>2019-2023 American Community Survey (ACS) 5-Year Estimates. Table S0801. US Census Bureau, 2023.

Map D-1: Roadway Functional Classification

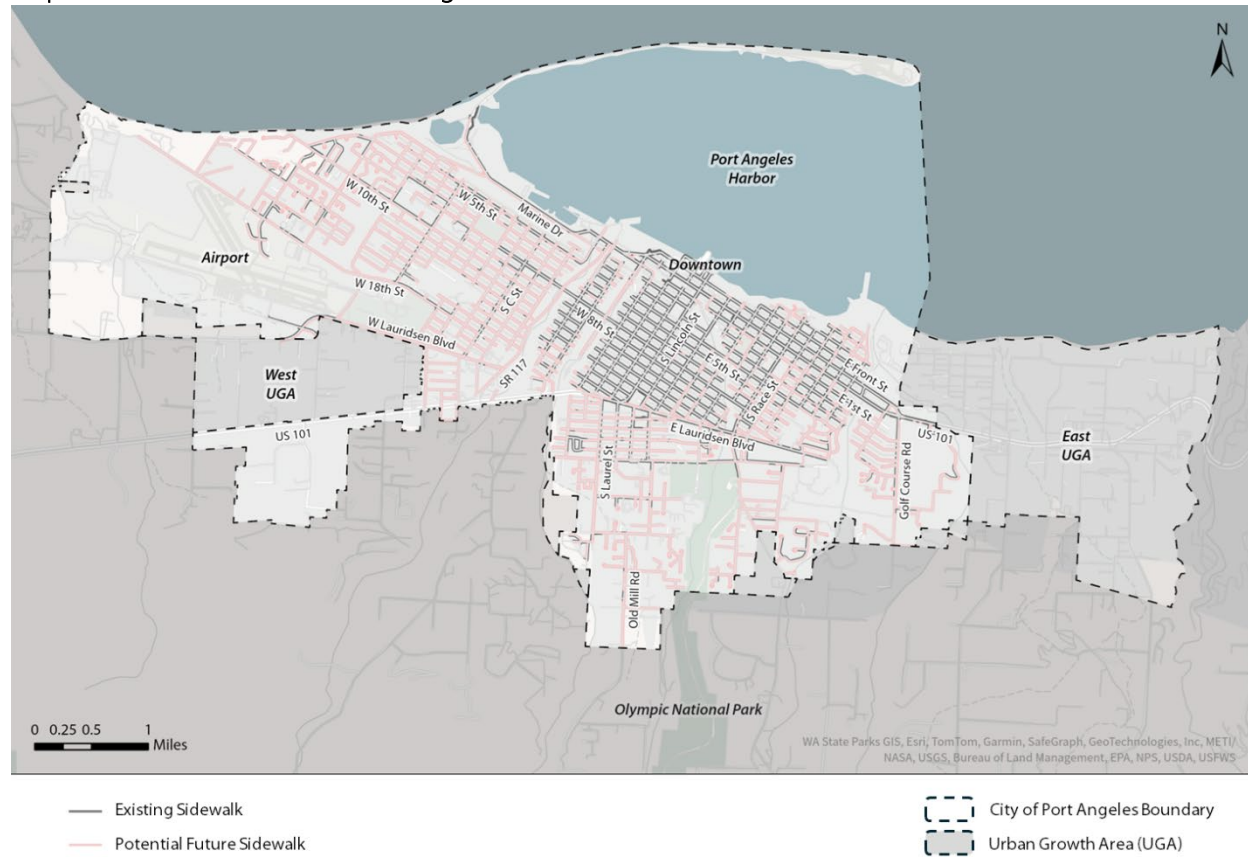


Source: City of Port Angeles, Fehr & Peers, 2025.

## Pedestrian & Bicycle Network

Port Angeles' pedestrian and bicycle network consists of sidewalks and shared-use paths or trails. Most of the City's sidewalks are located east of Tumwater Creek and north of Lauridsen Boulevard, both along arterial roads and within residential areas. Sidewalks are largely absent in other areas of Port Angeles. The city's current sidewalk infrastructure totals approximately 83 miles, including both sides of each road. The City has identified a need to expand its sidewalk infrastructure. Map D-1 shows the current sidewalks in Port Angeles, as well as potential future sidewalks (e.g., areas where none exist).

Map D-2: Sidewalk Network in Port Angeles



Source: City of Port Angeles, Fehr & Peers, 2025.

Existing bicycle facilities include the Waterfront Trail, the Olympic Discovery Trail, and dedicated bike lanes. In all, these facilities total approximately 14 miles within Port Angeles. As shown in **Map D-3**, the City has constructed dedicated bike lanes along the following corridors:

- Front Street between Marine Drive and N Lincoln Street
- 1st Street between Marine Drive and N Alder Street
- S Lincoln Street between 1st Street and E 8th Street
- E 8th Street between S Peabody Street and S Race Street
- E Lauridsen Boulevard between S Lincoln Street and S Race Street
- W 8th Street between S Lincoln Street and S A Street.
- W 10th Street between S N Street and S I Street

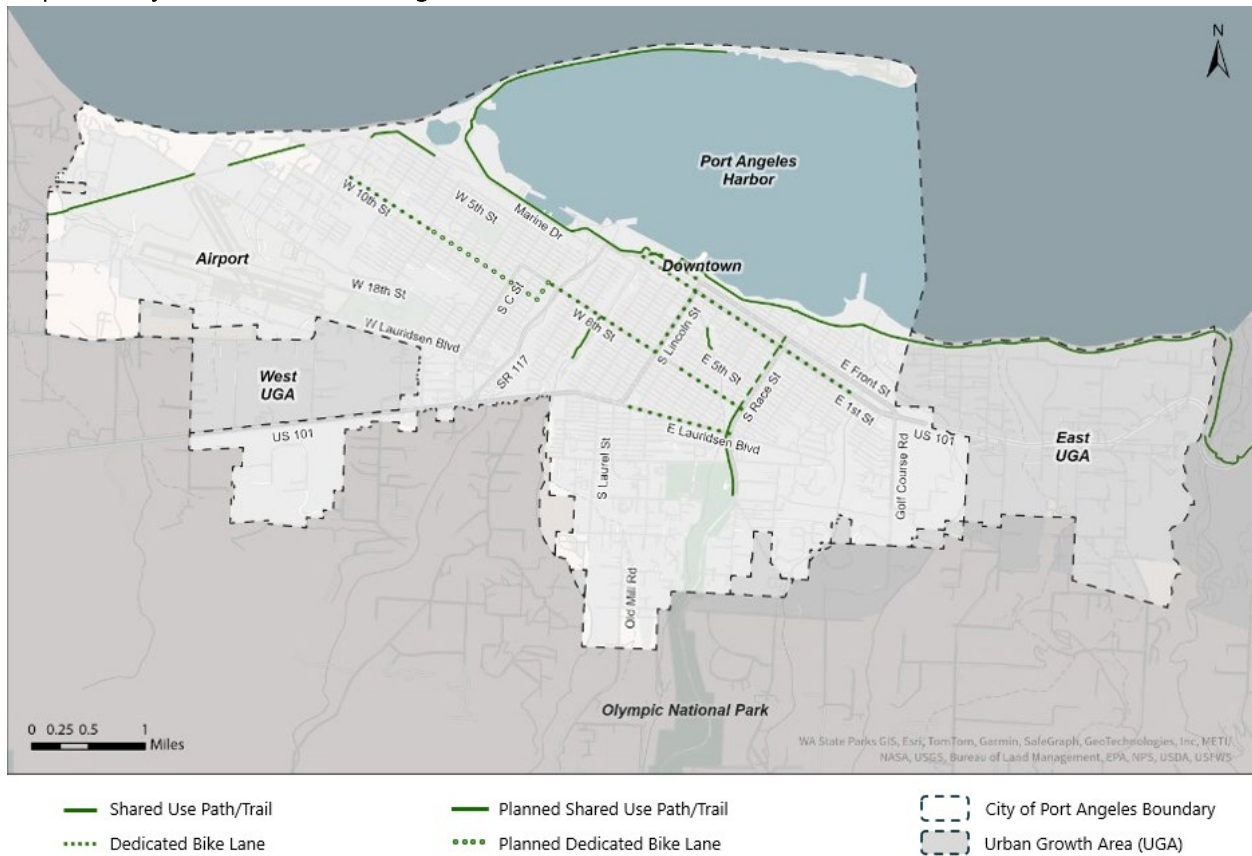
As this plan is being drafted, the City has secured funding for additional dedicated bike lanes to be designed and constructed in 2025 and 2026:

- S A Street between W 8th Street and W 10th Street
- W 10th Street between S A Street and S I Street

Upon completion, the existing and near-term built dedicated bike lanes will constitute a total of six miles. Besides near-term projects, the Race Street Complete Street Project will add another 0.6-mile shared-use path/trail between E 8<sup>th</sup> Street and Front Street. The project is scheduled to enter the planning and design

phase in 2025. **Map D-3** illustrates the existing and near-term bicycle and pedestrian facilities within Port Angeles city limits.

**Map D-3: Bicycle Network in Port Angeles**



Source: City of Port Angeles, Fehr & Peers, 2025.

One of the quantifiable metrics that Port Angeles could use to evaluate the quality of existing bicycle infrastructure is the bicycle level of traffic stress (LTS). LTS scores range from 1 to 4, with the lowest level of traffic stress classified as LTS 1, where a wide range of users feel safe and comfortable on an active transportation facility, and the highest level of traffic stress classified as LTS 4, where most users feel uncomfortable when walking or biking. Overall, the bicycle LTS can be described as follows:

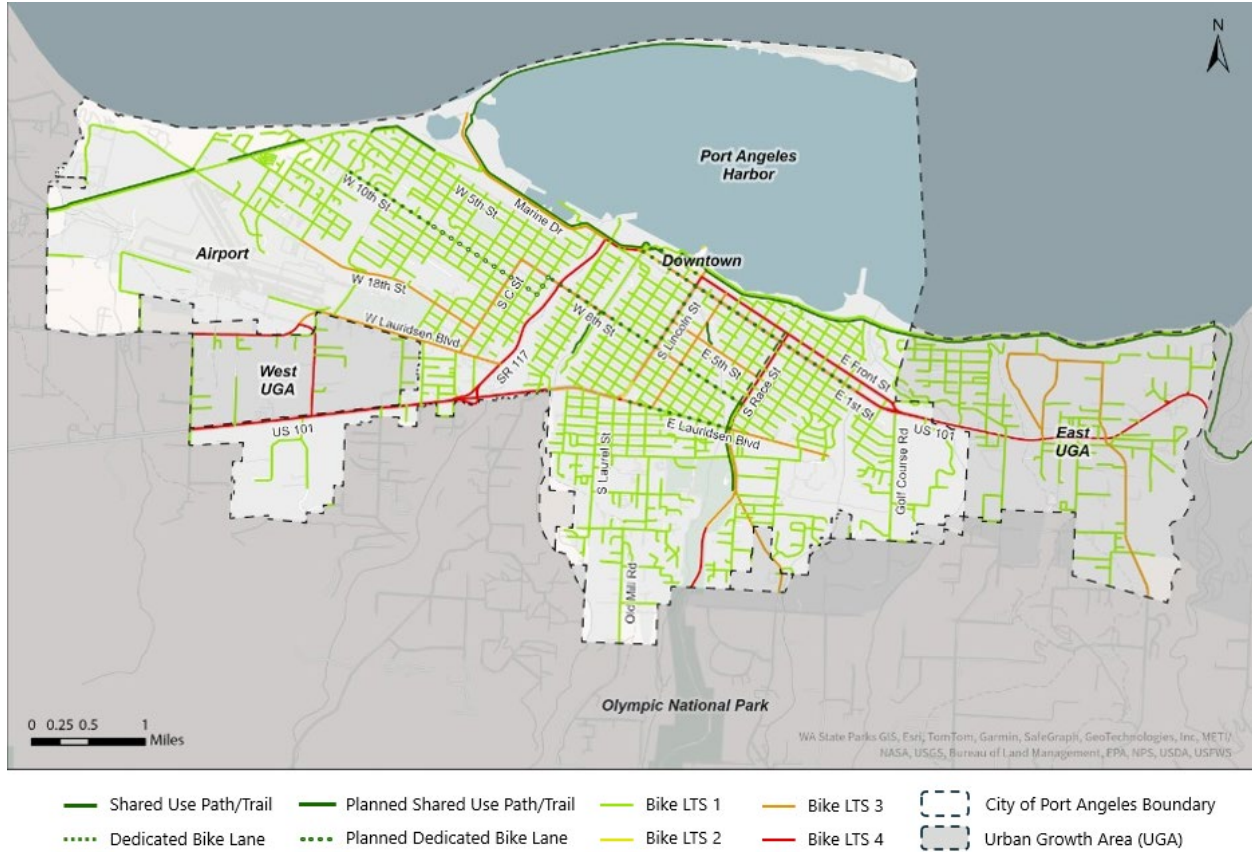
- LTS 1: Bicycle facilities are safe and comfortable for people of a wide range of ages and abilities.
- LTS 2: Bicycle facilities are comfortable for most adults but may include small segments that exceed the tolerance for people of a wide range of ages and abilities.
- LTS 3: Bicycle facilities are tolerable for confident, experienced bicyclists and pedestrians.
- LTS 4: Bicycle facilities are missing and/or uncomfortable for most people and serve as a barrier to biking for many.

Currently, the City of Port Angeles has not adopted a methodology for determining bicycle LTS, so a set of criteria was developed by Fehr & Peers to analyze current conditions and to help identify potential future active transportation projects. Detailed criteria for determining bike LTS are documented in the appendix.

**Map D-4** below shows the results of bike LTS in Port Angeles. Most of the local access streets are classified as LTS 1 because streets in residential areas usually have lower speed limits and traffic volumes, which

create a safer environment for cyclists. Note that the results do not consider any planned facilities even though they are labeled on the map for reference.

Map D-4: Current Bicycle Level of Traffic Stress (LTS)



Source: City of Port Angeles, OpenStreetMap, Fehr & Peers, 2025.

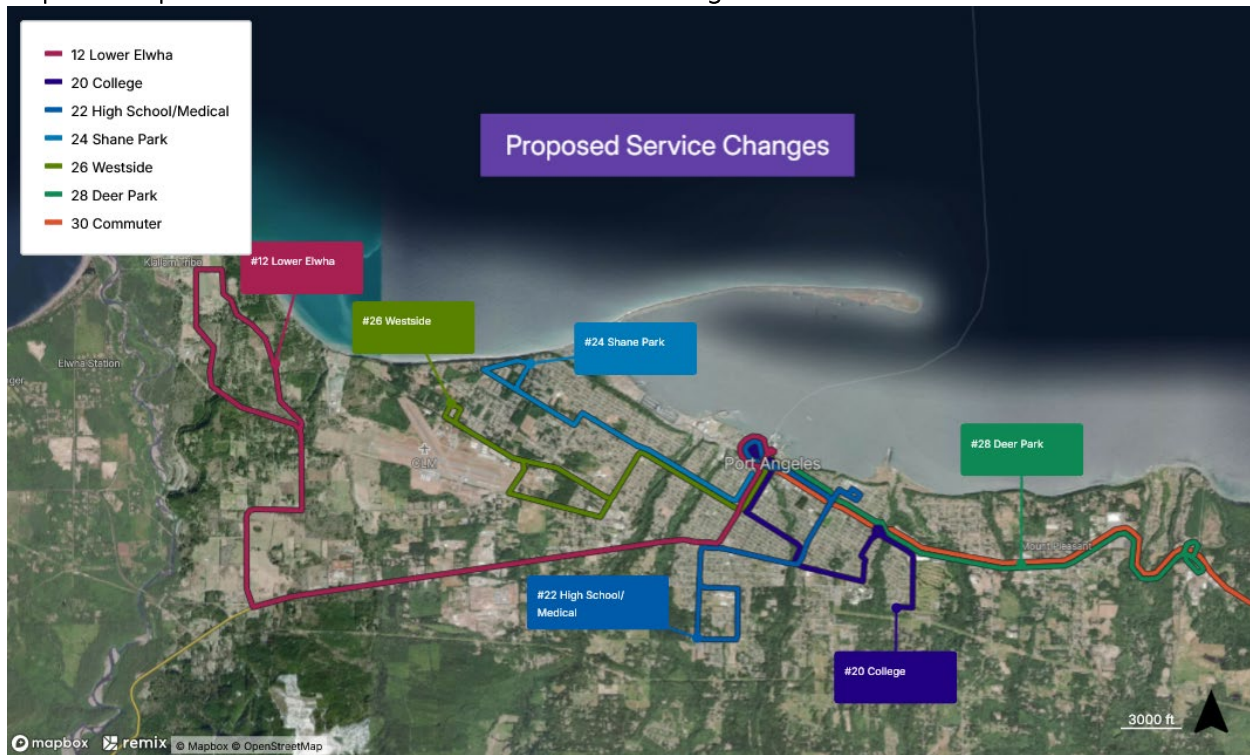
## Transit Network

Clallam Transit provides transit services in Port Angeles with internal circulations and connections to neighboring cities and tribes. All routes depart from the Gateway Transit Center, which is located between N Lincoln Street and N Laurel Street, across the street from the Port Angeles Visitor Center. As of 2024, a total of 28 bus shelters are available in Port Angeles, including six at the Gateway Transit Center<sup>2</sup> and others are sporadically located along arterial streets within the city. However, most current bus stops consist merely of a pole with a bus sign, lacking route or timetable information. All Clallam Transit fixed routes, with the exception of Route 123 Strait Shot and the seasonal Hurricane Ridge Shuttle, are fare-free as of January 1, 2024. Total ridership on fixed routes increased by approximately 26% from 627,000 in 2023 to 791,000 in 2024. All buses are free for youth, Peninsula College students, and veterans. The paratransit program by Clallam Transit, Clallam Connect, provides door-to-door service for senior residents and people with disabilities. **Map D-5** illustrates proposed 2026 Clallam Transit fixed-route

<sup>2</sup> Appendix A: Transit Amenities, 2024-2029 Transit Development Plan, Clallam Transit System. [https://irp.cdn-website.com/0eaf265e/files/uploaded/2024-2029\\_TDP.pdf](https://irp.cdn-website.com/0eaf265e/files/uploaded/2024-2029_TDP.pdf)

services in Port Angeles. Table D-1 shows the average monthly ridership in summer 2024 for fixed routes in Port Angeles.

Map D-5: Proposed 2026 Clallam Transit Bus Routes in Port Angeles



Source: Clallam Transit, Fehr & Peers, 2025.

Routes within the city depart approximately every 30 minutes on weekdays, mainly between 6 am and 8 pm, and every 60 minutes on Saturdays, mainly between 8 am and 8 pm. There is no service available on Sundays or holidays.

- **Route 20** is an out-and-back that circulates to Peninsula College via Lincoln to 8th Street, Race Street to Lauridsen Boulevard, Ennis to 1st Street, and Golf Course Road, terminating at Melody Circle and returning on the opposite route.
- **Route 22** is an out-and-back route that travels to Olympic Medical Center via 1<sup>st</sup> and Race Streets, heading on Race Street to Lauridsen Boulevard and onto Laurel, where it circulates back to Laurel and back via Viewcrest, Peabody, and Park Streets.
- **Route 24** is an out-and-back route that travels to Shane Park via Lincoln and 8th Streets until "I" Street, where it jogs to 10th Street and circulates back via Milwaukee Drive and "N" Street.
- **Route 26** circulates around Lincoln Park via Lincoln and 8<sup>th</sup> Streets, "C" Street to 16<sup>th</sup>/18<sup>th</sup> Streets, and back via "L" Street and Lauridsen Boulevard.
- **Route 12** connects to the Lower Elwha Klallam Reservation via Lincoln and Highway 101, connecting Laird and Lower Elwha Roads and back around via Kacee Way and Lower Elwha Road.

Intercity and rural routes have varying frequencies, with no service on Sundays or holidays except for Route 123 Strait Shot and the seasonal Hurricane Ridge Shuttle.

- **Route 10:** connects rural communities to the northwest of Port Angeles as far as Joyce and Lyer River via SR 112 (Strait of Juan de Fuca Highway). The route is scheduled with six runs in each direction on weekdays and four on Saturday.
- **Route 14:** connects communities between Port Angeles and Forks via US 101. The route is scheduled for eight runs in each direction on weekdays and four runs in each direction on Saturday.
- **Route 30:** connects Port Angeles and Sequim via US 101. Buses depart approximately every 30 minutes on weekdays and 60 minutes on Saturdays.
- **Route 123 Strait Shot:** connects Port Angeles directly with the Bainbridge Island Ferry Terminal with limited stops. The route is scheduled for three runs in each direction, Monday through Saturday, and two runs in each direction on Sunday and some holidays. A \$10 fare is required for Route 123 Strait Shot, with a reduced fare of \$5 available for senior citizens and individuals with disabilities.

Clallam Transit also operates a seasonal **Hurricane Ridge Shuttle** during the summertime. The shuttle departs every hour from the Gateway Transit Center and stops at different trailheads in the Olympic National Park. A \$1 fare is required to take the shuttle, with a reduced fare of \$0.50 for senior citizens and individuals with disabilities.

**Table D-1: Current Clallam Transit Fixed-route Service Ridership**

Route	Service Type/Area	Summer 2024 Monthly Ridership (June - September)
10	Rural; SR 112 – Joyce	1,600
14	Intercity; US 101 – Forks	4,100
20	Urban	6,800
22	Urban	8,700
24	Urban	8,500
26	Urban	11,100
30	Intercity; US 101 – Sequim	20,400
123 Strait Shot	Intercity; US 101 – Bainbridge Island Ferry Terminal	2,100
Hurricane Ridge Shuttle	Shuttle – Olympic National Park	2,200

Source: Clallam Transit, 2025.

## Freight Network

Home to the Port of Port Angeles and located on the Olympic Peninsula amidst the timber industry, freight mobility is an important consideration in Port Angeles’ transportation network. The Washington State Department of Transportation (WSDOT) classifies freight corridors into five different classes based on annual freight tonnage moved on the roadway segment. **Table D-2** categorizes Port Angeles roadways into the five classes based on WSDOT 2023 Freight and Goods Transportation System (FGTS) truck corridors<sup>3</sup>. Currently, US 101 and SR 117 consist of the City’s truck route. Error! Reference source not found.

illustrates the WSDOT classification of freight corridors in Port Angeles and the current truck route.

**Table D-2: WSDOT Freight Classifications in Port Angeles<sup>4</sup>**

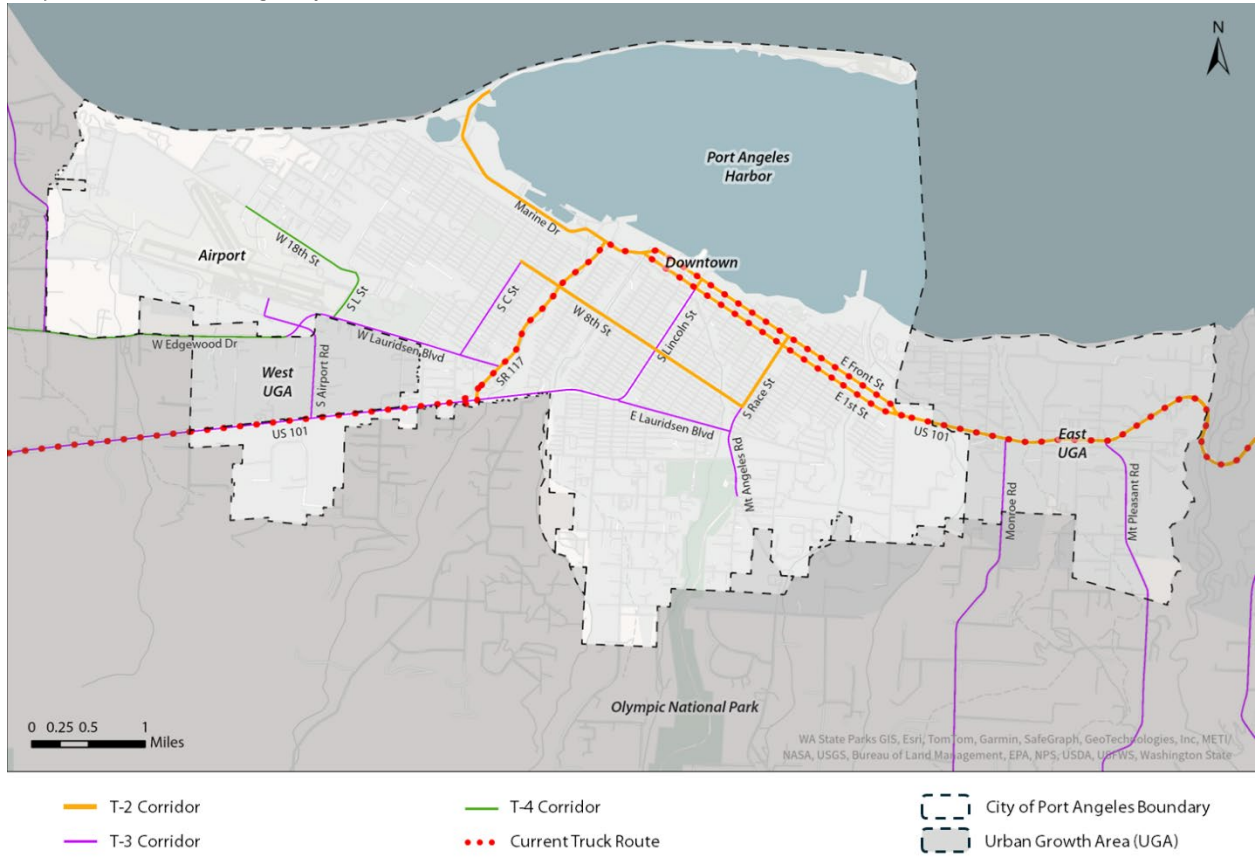
FGTS Truck Corridor Tier	Description	Streets in Port Angeles
T-1	More than 10 million tons per year	No Streets Classified
T-2	4 million to 10 million tons per year	US 101, SR 117, S Race Street, E/W 8 <sup>th</sup> Street, Marine Drive
T-3	300,000 to 4 million tons per year	E/W Lauridsen Boulevard, S Airport Road, S C Street, S Lincoln Street, Mt Angeles Road
T-4	100,000 to 300,000 tons per year	W Edgewood Drive, W 18 <sup>th</sup> Street, S L Street
T-5	At least 20,000 tons in 60 days and less than 100,000 tons per year	No Streets Classified

Source: WSDOT, Fehr & Peers, 2025.

3 <https://wsdot.maps.arcgis.com/home/item.html?id=09185bbba7c94253a26961489bb8ad20>

4 Appendix D: Washington’s Freight Transportation System, pp.10. Freight System Plan. Washington Department of Transportation.

Map D-6: WSDOT Freight System



Source: WSDOT, Fehr & Peers, 2025.

## Automobile Network

According to the Capital Facility Element of the Comprehensive Plan, traffic operations on all arterial streets shall function at an average daily Level of Service (LOS) of D or better. LOS is a term that qualitatively describes the operating performance of an intersection or on a roadway segment. LOS is reported on a scale from A to F, with A representing the lowest delays and F the highest. **Table D-3** provides a brief description of each LOS letter designation based on the Highway Capacity Manual (HCM), 6th Edition.

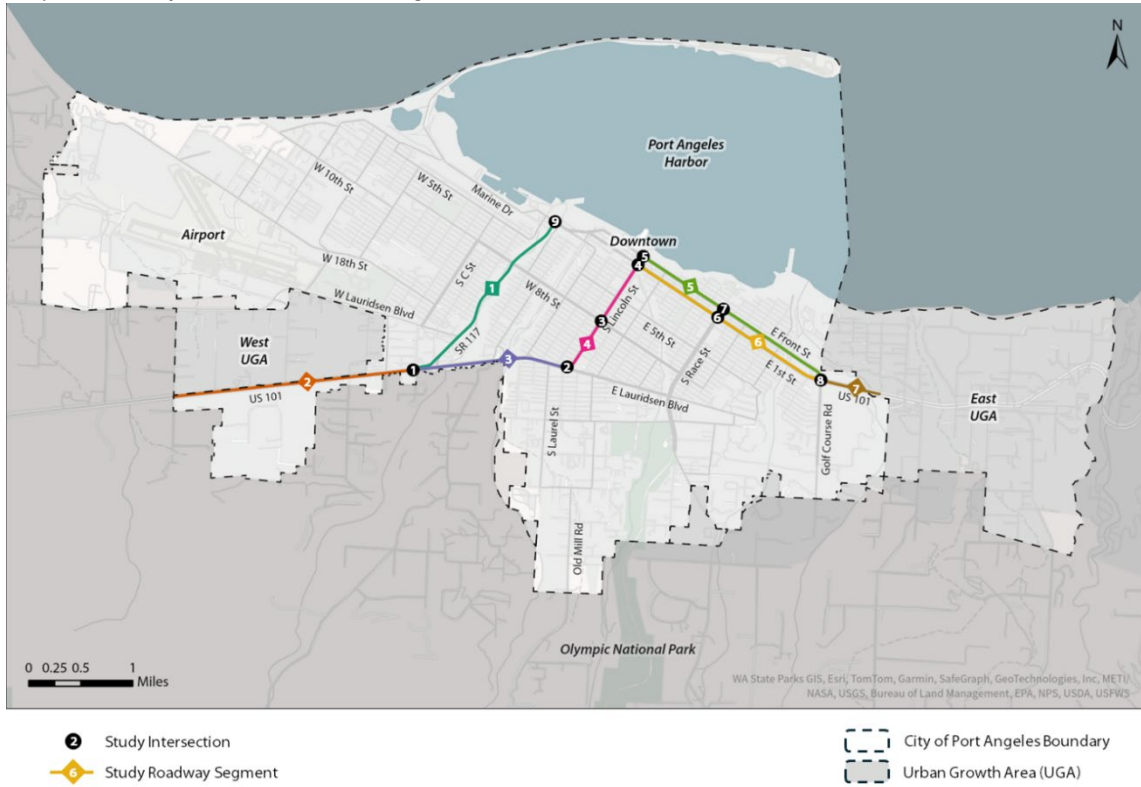
**Table D-3: Level of Service Descriptions**

LOS	Description
A	Free-flowing conditions
B	Stable operating conditions
C	Stable operating conditions, but individual motorists are affected by interaction with others.
D	High density of motorists, but stable flow.
E	Near-capacity operations, with significant delay and low speeds
F	Overcapacity, with excessive delays and forced, unpredictable flows.

Source: Fehr & Peers. Descriptions based on Highway Capacity Manual, 6<sup>th</sup> Edition.

To evaluate whether the Port Angeles roadway facilities meet the standard today, intersection LOS and roadway segment LOS at selected high-volume locations were evaluated and reported in this section. **Map D-7** shows the study intersections and roadway segments locations.

Map D-7: Study Intersections and Segments



Source: Fehr & Peers, 2025.

Table D-3 and Table D-4 present the LOS results at study intersections and roadway segments under existing conditions. Map D-8 summarizes the results. All intersections meet the City’s standard currently. Six of the seven study roadway segments also meet the City’s standard currently. One segment operates at LOS F: of the section of US 101 from S Golf Course Road to N Baker Street (East City Limits). For detailed methodologies and analysis, refer to the appendix.

Table D-4: Existing Conditions Intersection Level of Service Summary

ID	Intersection Name	Control	LOS Standard	LOS	Delay (sec)
1	US 101 / SR 117	SSSC**	D	C	20
2	US 101 (E Lauridsen Boulevard) / S Lincoln Street	Signalized	D	B	11
3	US 101 (S Lincoln Street) / E 8th Street	Signalized	D	D	37
4	US 101 (N Lincoln Street) / E 1st Street	Signalized	D	C	23
5	US 101 (N Lincoln Street) / E Front Street	Signalized	D	D	35

ID	Intersection Name	Control	LOS Standard	LOS	Delay (sec)
6	US 101 (E 1st Street) / S Race Street	Signalized	D	D	43
7	US 101 (E Front Street) / S Race Street	Signalized	D	B	14
8	US 101 (E 1st Street & E Front Street) / S Golf Course Road	Signalized	D	C	21
9	SR 117 / Marine Drive	Signalized	D	B	17

\*\* SSSC = side-street stop control  
Source: Fehr & Peers, 2025.

Table D-5: Existing Conditions Roadway Segment Level of Service Summary

ID	Roadway Segment Name	Bi-Directional Volume	Bi-Directional MSV* of LOS D	LOS
1	SR 117 from Marine Drive to US 101	640	1,368	C
2	US 101 from Cameron Road (West City Limits) to SR 117	1,260	1,659	D
3	US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street	1,030	1,422	D
4	US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street	880	1,493	D
5	US 101 (E Front Street) from S Lincoln Street to S Golf Course Road	1,580	1,706	D
6	US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road	1,680	1,792	D
7	US 101 from S Golf Course Road to N Baker Street (East City Limits)	3,260	3,129	F

\* MSV = maximum service volume  
Source: Fehr & Peers, 2025.

Map D-8: Existing Conditions Intersection and Roadway Segment LOS Results



Source: Fehr & Peers, 2025.

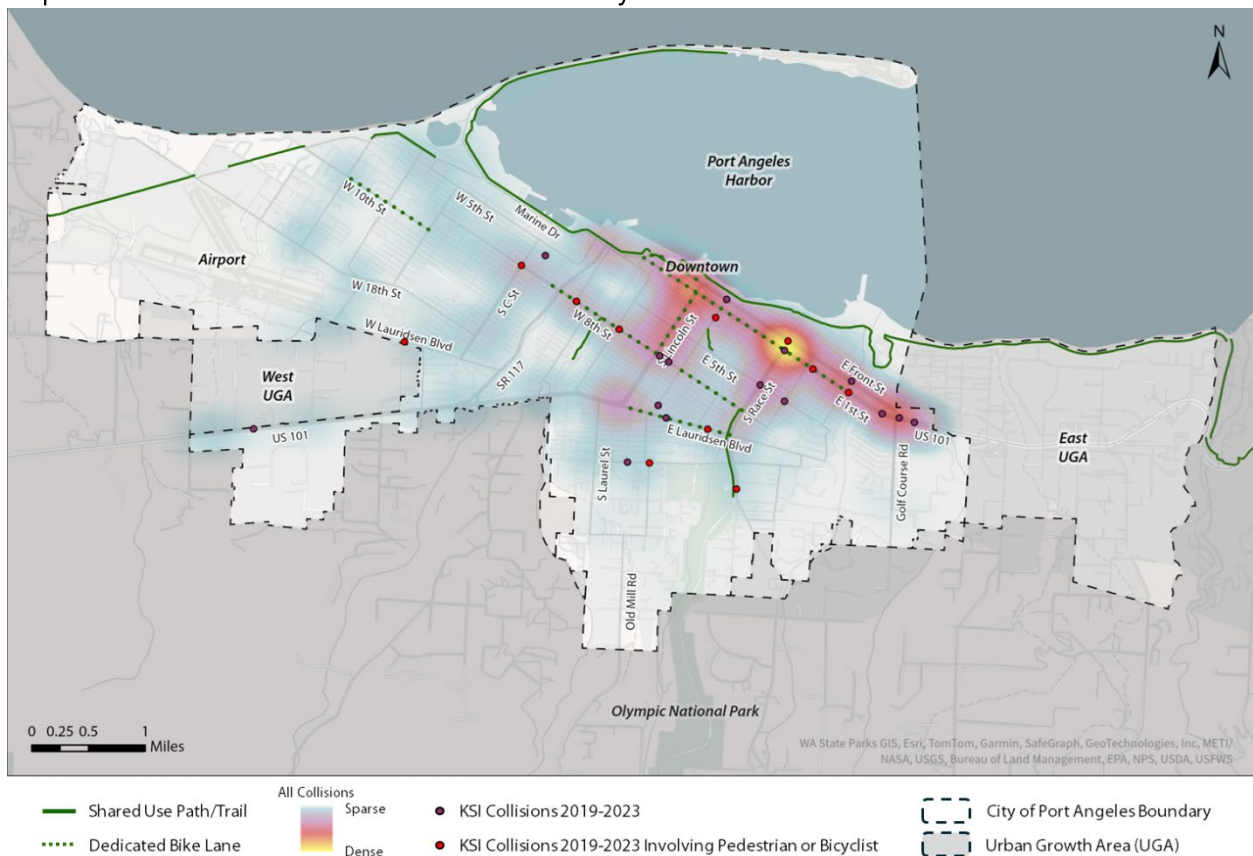
## Safety

Collision data from 2019 to 2023<sup>5</sup> was obtained from WSDOT to identify collision hotspots in Port Angeles. Key findings include:

- 1,290 collisions were reported along streets within the city's limits during this time.
- 26 of these collisions involved pedestrians, and 24 involved bicyclists.
- 25 collisions resulted in serious injuries, and 10 of the serious injury collisions involved pedestrians or bicyclists.
- One collision resulted in the death of a bicyclist. This collision occurred on E Lauridsen Boulevard west of Race Street.

Map D-9 illustrates where collisions were most frequent, noting the specific locations of collisions that resulted in a fatality or serious injury, based on the 2019–2023 WSDOT data. The map reveals that most collisions occurred along the principal arterials, particularly at intersections along the 1<sup>st</sup>/Front Street couplet. In addition, according to City staff, another fatal collision occurred on US 101 near Del Guzzi Drive in 2024.

Map D-9: Collisions in the Past Five Years within the City's Limits



Source: Fehr & Peers, WSDOT, 2025.

<sup>5</sup> 2023 data was the most recent data available by the time this plan is drafted.

## D-2: Future Modal Plan Guidelines

### Pedestrian & Bicycle

As shown in Error! Reference source not found., Port Angeles has opportunities to improve walkability, connectivity, and safety by expanding the current sidewalk system. The *City of Port Angeles Complete Streets Guiding Principles*, adopted in 2018, promote the consideration of all modes of transportation at “each phase of planning, design, funding, construction, and the ongoing operation, preservation, and maintenance of new and modified roadways.” Incorporating sidewalks to accommodate walking is consistent with the City’s guidelines.

Another focus is on school walking routes in Port Angeles, as seen in Error! Reference source not found.. Corridors lacking sidewalks along these routes should be prioritized for future sidewalk construction. The following segments along the school walking routes generally lack complete sidewalks on both sides of the road:

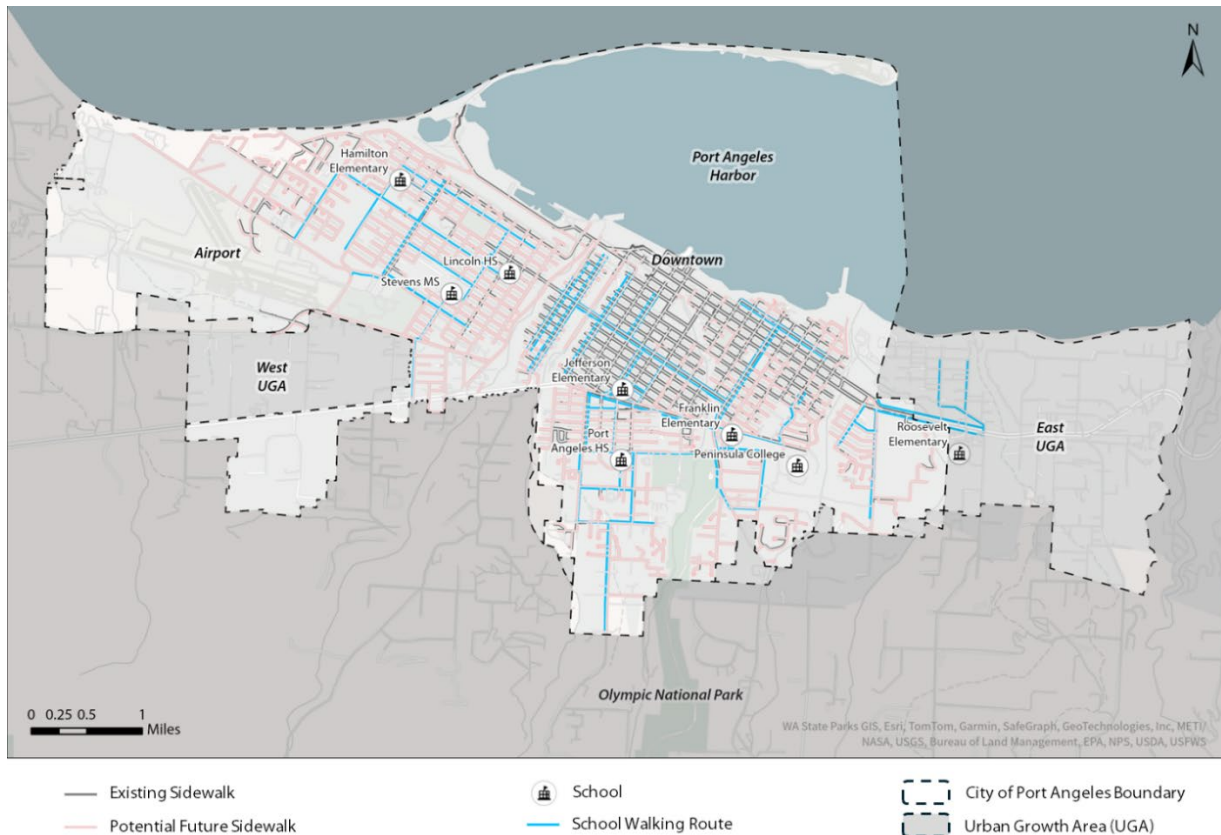
- On S D Street between W 6<sup>th</sup> Street and W 14<sup>th</sup> Street
- On S E Street between W 16<sup>th</sup> Street and W Lauridsen Boulevard
- On S M Street between W 10<sup>th</sup> Street and W 16<sup>th</sup> Street.
- On S N Street between W 10<sup>th</sup> Street and W 14<sup>th</sup> Street and between W 16<sup>th</sup> Street and W 18<sup>th</sup> Street
- On W 6<sup>th</sup> Street between S B Street and S I Street
- On W 10<sup>th</sup> Street between S C Street and S I Street
- On W 12<sup>th</sup> Street between S D Street and S I Street
- On W 16<sup>th</sup> Street between S C Street and S E Street
- On W 18<sup>th</sup> Street between S M Street and S I Street
- On E 3<sup>rd</sup> Street between Penn Street and Golf Course Road
- On S Fairmont Avenue between W Lauridsen and US 101
- On S Liberty Street between E 5<sup>th</sup> Street and E 8<sup>th</sup> Street
- On Porter Street between E Park Avenue and Campbell Avenue
- On Penn Street between US 101 and E 6<sup>th</sup> Street
- On S Laurel Street and S Peabody Street between E Park Avenue and E Ahlvers Road
- On E Ahlvers Road between Laurel Street and Canyon Edge Drive
- On Old Mill Road between E Ahlvers Road and the City’s limit to the south.

Other considerations for improving pedestrian safety at intersections include installing advanced pedestrian signal controls. The City’s Signal Controller Upgrades Project (TR0120) will add leading pedestrian interval timing and no-turn-on-red blank-out signs at intersections along US 101 (the 1<sup>st</sup>/Front Street couplet). Moving forward, the City should consider implementing similar controls to prioritize pedestrian and bicyclist safety on other arterials, such as S Lincoln Street, S Race Street, and 8<sup>th</sup> Street, where bike lanes or shared-use trails are implemented.

As presented in **Map D-4**, while most local and access roads in Port Angeles provide a low-stress (LTS 1) environment for cyclists, due to their low speeds and traffic volumes, many arterials are much higher-stress (LTS 3 and LTS 4). To provide a low-stress system for cyclists with improved connections, the City should consider the following improvements:

- On Olympic Discovery Trail:
  - Adding physical buffers to separate the trail and traffic between S Valley Street and W Hill Street.
  - Extend the current trail to fill the gap on W Hill Street and S Milwaukee Drive.
- Link trails with other bike facilities:
  - Extend the northern end of the current dedicated bike lanes on S Lincoln Street to the Olympic Discovery/Waterfront Trail.
  - Extend the northern end of the planned/designed Race Street shared use path to the Olympic Discovery/Waterfront Trail.
  - Extend the western end of the dedicated bike lanes on W 10<sup>th</sup> Street to the Olympic Discovery Trail on S Milwaukee Drive.
- Fill the gaps between dedicated bike lanes
  - Complete the bike lanes on E 8<sup>th</sup> Street between S Lincoln Street and S Peabody Street.
  - Extend the bike lanes on S Lincoln Street between E 8<sup>th</sup> Street and E Lauridsen Boulevard.
- Freight/bike interactions
  - Dedicated facilities (trails, bike lanes) and enhanced signage along Marine Drive and other streets in the vicinity of the port provide additional protection for cyclists from freight traffic.

Map D-10: Sidewalk and School Walking Routes in Port Angeles



## Transit

According to the 2021 Clallam Transit System Comprehensive Operation Analysis, fixed routes serving urban areas in Port Angeles (i.e., Routes 20, 22, 24, and 26) carried half of Clallam Transit’s total ridership, and the intercity routes (i.e., Routes 14, 30, and 123) carried an additional forty percent. These percentages underscore the importance of Clallam Transit’s fixed route services in Port Angeles. However, these fixed-route services are constrained by a circular route design that results in a low-frequency schedule, likely depressing potential ridership, since trips are less efficient. With more multifamily development coming to Port Angeles, there might be opportunities for the transit agency to consider restructuring routes to offer bi-directional cross-town services and to introduce microtransit with on-demand hailing to cover areas of the city not served by fixed routes. These revisions could result in higher-frequency services on arterials and shorter travel times, with limited additional operating costs.

According to the 2024-2029 System Transit Development Plan, Clallam Transit will consider expanding its microtransit service in urban areas where traditional fixed route services are not preferred. The plan also suggests considering late-night and Sunday service in urban areas with a combination of fixed route and microtransit services<sup>6</sup>. **Map D-11** The following demonstrates some potential high-frequency cross-town transit corridors. Note that instead of changing the service network all at once, the City of Port Angeles should work with Clallam Transit to implement pilot programs using current resources and, in the long term, transition to a combination of cross-town fixed routes and microtransit services.

**Map D-11: Potential Cross-town Transit Corridors and Multifamily Development (Draft)**



6 Section 11: Action Strategies, 2024-2029 Transit Development Plan. Clallam Transit System. [https://irp.cdn-website.com/0eaf265e/files/uploaded/2024-2029\\_TDP.pdf](https://irp.cdn-website.com/0eaf265e/files/uploaded/2024-2029_TDP.pdf) Source: MAKERS, 2025.

## Freight

At present, the US 101/Tumwater Truck Route (SR 117) interchange is not configured to accommodate westbound-to-northbound and southbound-to-eastbound truck movements. As a result, many large trucks traveling between the Port of Port Angeles and points west use the First/Front Street couplet, which impacts downtown with noise and traffic. For more than a decade, the City has explored implementing a new cross-town route to support freight traffic in Port Angeles. This truck route would require improvements to the US 101/Tumwater Truck Route (SR 117) interchange to accommodate westbound-to-northbound and southbound-to-eastbound truck movements; enhancements to Lauridsen Boulevard to ensure that added truck traffic can be safely accommodated alongside other uses, and other associated treatments to connect the truck route to the eastside of the city, potentially including bridges and intersection treatments on US 101. In the coming years, the City should revisit the concept of an alternative truck route and look for funding opportunities to advance key components, such as the reconfiguration of the US 101/Tumwater Truck Route (SR 117) interchange and safety and capacity enhancements to Lauridsen Boulevard.

## Automobile

Roads in Port Angeles will experience increased traffic as the city and region grow over the next 20 years. According to the Clallam County Comprehensive Plan Land Capacity Analysis report, by 2045, Port Angeles' population is projected to increase by 2,690, a 13% increase from the City's 2024 population of 20,410<sup>7</sup>. The total number of jobs is projected to increase by 967, representing a 10% increase over the estimated number of jobs of 9,277<sup>8</sup> in Port Angeles as of 2022.

To estimate the performance of the City's roadway segments and intersections with growth anticipated by 2045, the project team estimated future traffic volumes by escalating existing traffic counts by 13%, the same percentage projected for population increase. Level of service at intersections and along roadway segments was then evaluated with the forecast future volumes using the same methodologies as documented for analyzing existing conditions LOS. **Table D-6** and below show future LOS results at study intersections and on study roadway segments, respectively. The locations and results are also mapped in **Map D-12** below.

All study intersections would continue to meet the City's standard (LOS D) in 2045 despite increased traffic volumes. Most intersections would maintain the same LOS as under the existing conditions. The only intersection experiencing a measurable degradation of operations is at SR 117 and Marine Drive, where the LOS would drop from B to C, yet it would still comply with the City's standard.

Three study roadway segments would fall below the City's LOS D standard: the Front Street and 1st Street segments on US 101, between S Lincoln Street and S Golf Course Road, would degrade from LOS D to LOS E and the US 101 segment between S Golf Course Road and N Baker Street (East City Limits) already fails to meet the City's standard and will continue to do so with increased future traffic. Estimated future volumes and LOS results at study intersections and roadway segments are documented in the appendix.

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<sup>7</sup> April 1, 2024 Population of Cities, Towns and Counties. Washington State Office of Financial Management.

<sup>8</sup> Port Angeles Comprehensive Plan 2025-2045, Economic Development Element. City of Port Angeles.

With a total increase of 13% over 20 years, an annualized growth rate of 0.62% per year is calculated. The Front Street and 1st Street segments on US 101, located between S Lincoln Street and S Golf Course Road, are projected to degrade from LOS D to LOS E in approximately 12 years and 10 years, respectively, based on the assumed annualized growth rate. Therefore, the project team recommends the City keep monitoring the volumes on the two roadway segments and consider mitigation strategies over time.

**Table D-6: Estimated 2045 Intersection Level of Service Summary**

ID	Intersection Name	Control	LOS Standard	LOS	Delay (sec)
1	US 101 / SR 117	SSSC**	D	C	23
2	US 101 (E Lauridsen Boulevard) / S Lincoln Street	Signalized	D	B	12
3	US 101 (S Lincoln Street) / E 8th Street	Signalized	D	D	47
4	US 101 (N Lincoln Street) / E 1st Street	Signalized	D	C	29
5	US 101 (N Lincoln Street) / E Front Street	Signalized	D	D	54
6	US 101 (E 1st Street) / S Race Street	Signalized	D	D	44
7	US 101 (E Front Street) / S Race Street	Signalized	D	B	17
8	US 101 (E 1st Street & E Front Street) / S Golf Course Road	Signalized	D	C	32
9	SR 117 / Marine Drive	Signalized	D	C	23

\*\* SSSC = side-street stop control

**Table D-7: Estimated 2045 Roadway Segment Level of Service Summary**

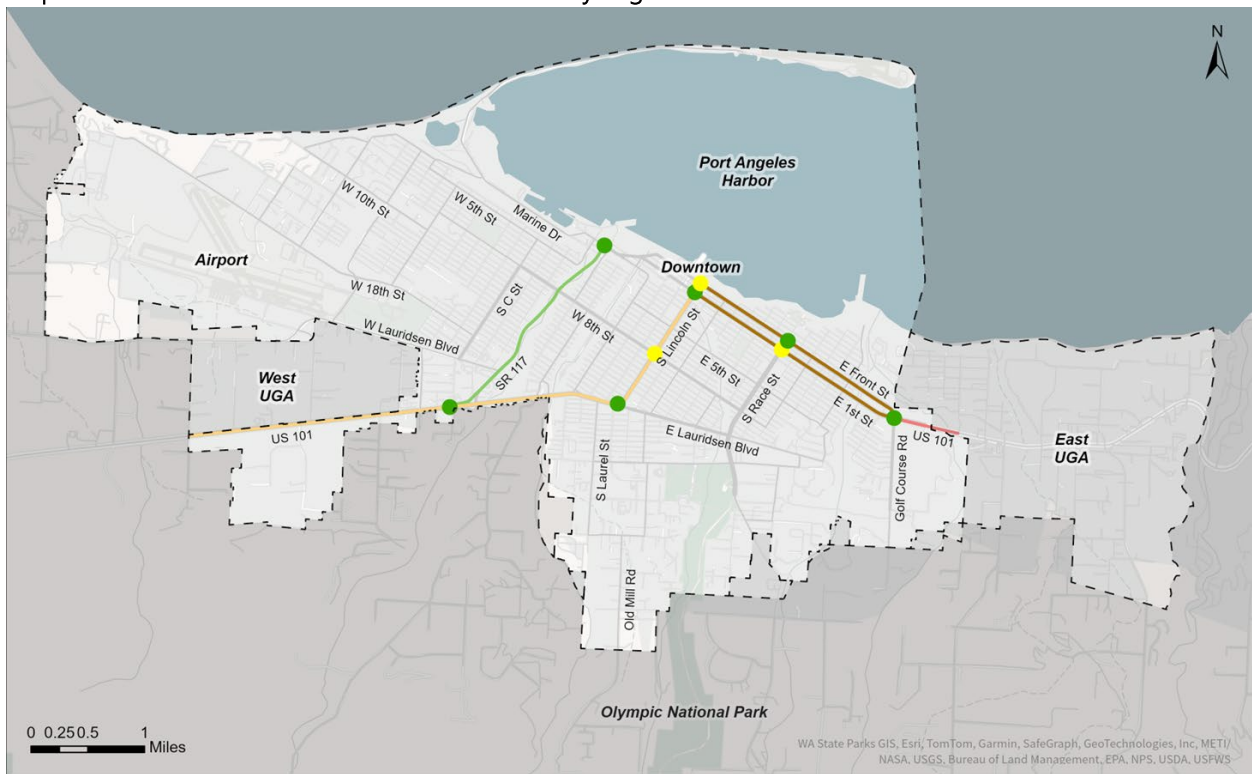
ID	Roadway Segment Name	Bi-Directional Volume	Bi-Directional MSV* of LOS D	LOS
1	SR 117 from Marine Drive to US 101	720	1,368	C
2	US 101 from Cameron Road (West City Limits) to SR 117	1,430	1,659	D
3	US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street	1,170	1,422	D
4	US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street	1,000	1,493	D

ID	Roadway Segment Name	Bi-Directional Volume	Bi-Directional MSV* of LOS D	LOS
5	US 101 (E Front Street) from S Lincoln Street to S Golf Course Road	1,790	1,706	E
6	US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road	1,900	1,792	E
7	US 101 from S Golf Course Road to N Baker Street (East City Limits)	3,690	3,129	F

\* MSV = maximum service volume

Source: Fehr & Peers, 2025.

Map D-12: Estimated 2045 Intersection and Roadway Segment Level of Service



- Intersection LOS B or C
- Roadway Segment LOS B
- Intersection LOS D
- Roadway Segment LOS D
- Roadway Segment LOS E
- Roadway Segment LOS F
- City of Port Angeles Boundary
- Urban Growth Area (UGA)

Source: Fehr & Peers, 2025.

### D-3: Potential Future Investments

The previous sections describe the City's vision for accommodating travel for everyone in Port Angeles, guided by a framework of multimodal networks and policies to achieve it. This section describes the Transportation Element project needs, which, if addressed, would provide a safer and more connected multimodal system utilizing a Complete Streets approach to improvements to address identified needs. The following section also describes the City's anticipated financial resources over the next 20 years to implement projects that address these needs.

During the Transportation Element development process, many transportation needs and project ideas to meet those needs were identified across the city. Project ideas came from a variety of sources, including community ideas shared during the Comprehensive Plan outreach events, projects carried forward from past plans, projects identified as needed to provide sufficient capacity to accommodate Port Angeles' planned growth, as well as projects that would help construct the modal networks presented in the previous section.

Over 100 ideas were identified (see the Future Project Ideas List in the appendix that describes these project ideas). These project ideas are high-level, not prioritized or financially constrained, but encompass the complete list of possible project needs identified through this planning process. Project ideas are grouped into the following categories:

- **Programmatic Projects:** These are ongoing investments in the city's transportation system to ensure it continues to function. Programmatic expenditures can include pavement preservation, ADA spot improvements, and upgrades to existing signals.
- **Mitigation Projects:** These include capacity enhancements geared at maintaining the city's LOS standard. Investments include efforts to monitor the performance of key segments along US 101 and building a roundabout at the intersection of US 101 and Golf Course Road.
- **Active Transportation Connectivity Projects:** These are trails, bicycle and pedestrian facilities to encourage active transportation, prioritizing connections of existing bicycle facilities and roadways identified in school walking routes projects that do not have sidewalks on either side of the road.
- **Safety Projects:** These are projects that address identified safety concerns by adding dedicated facilities for people walking and bicycling and reducing vehicle conflict points.
- **Freight Connectivity Projects:** These are projects that support freight mobility in the city, including the development of an alternative truck route.
- **Other CFP/TIP Projects:** These are projects already on adopted plans, such as the Capital Facilities Plan and the Transportation Improvement program. These projects represent long-standing commitments citywide.

## D-4: Funding Resources

This section outlines potential funding sources for the City's transportation investments over the next two decades. It summarizes current funding sources and describes additional strategies to optimize the transportation network.

### Estimated Funding for the Next 20 Years

The City of Port Angeles uses different sources for funding capital projects and maintenance and operation costs. **Table D-8** below provides a high-level summary of funding sources and potential amounts that could be expected annually based on today's conditions. The table also provides estimates over a 20-year period by assuming that funding levels (and purchasing power) are constant over the 20-year horizon. Each of the funding sources is discussed in this section. As with any financial forecasts, the amounts shown below are based on historical revenues and grants, and funding may go up or down in any given year. The funding forecasts (and cost estimates) in this plan are based on 2024 dollars.

**Table D-8: Transportation Funding Resources**

Funding Resources		Annual Funding	Funding over 20 Years*
City Funding	Transportation Benefit District (TBD)	\$1.1M	\$22M
	Real Estate Excise Tax (REET)	\$500K	\$10M
	General Fund	\$100K	\$2M
Grant Funding	Grants from the Transportation Improvement Board (TIB)	\$1M	\$20M
	Other Types of Grants	\$1M	\$20M
Total Funding for Capital Projects		\$3.7M	\$74M
Total Funding for Operations and Maintenance		\$2.2M	\$44M
TOTAL		\$5.9M	\$118M

\* Values do not account for inflation.

Source: City of Port Angeles, Fehr & Peers, 2025.

### Transportation Benefit District

Starting on January 1, 2018, the City of Port Angeles established a Transportation Benefit District (TBD), which utilizes a two-tenths-of-one-percent increase in the local sales tax to preserve and maintain the existing transportation infrastructure, in accordance with RCW 36.73. Ordinance No. 3593 defined TBD as the exact boundaries as the City limits. Voters approved another increase of one-tenth of one percent in the local sales tax, effective January 1, 2024, for the TBD. The TBD generated over 1 million dollars in 2024.

### Real Estate Excise Tax (REET)

Real Estate Excise Tax (REET) is an optional tax collected on the sale of qualifying real estate. REET is dependent on the amount of real estate sales and tends to fluctuate from year to year. Senate Bill 5972 enacts up to 0.25% of the annual sales for real estate for capital facilities. The Growth Management Act authorizes another 0.25% for capital facilities. Revenues must solely be used for financing new capital facilities or maintenance and operations at existing facilities, as specified in the capital facilities plan. REET allocated to fund transportation was over \$500,000 in 2024.

## General Fund

The City of Port Angeles' general fund is supported by diverse tax revenues such as property taxes, sales taxes, business license fees, and fines. While the annual allocation to transportation from the general fund varies, the City could anticipate an average allocation of \$100,000 per year over the next 20 years.

## Grant Funding Opportunities

External grant funding is essential, as the revenue the City generates would not be sufficient to finance all capital projects. The City has been utilizing some of these grants to date, and it is important to continue applying for and securing such funding. Examples of state-level grant opportunities that could support projects in Port Angeles over the next 20 years are listed below.

### The Washington State Transportation Improvement Board (TIB)

- Urban Sidewalk Program
- Urban Active Transportation Program
- Urban Arterial Program

### WSDOT

- Pedestrian and Bicycle Program
- Safe Route to School
- Local Bridge Program
- Vanpool Investment Program

### Freight Mobility Strategic Investment Board

- Freight Mobility Strategic Investment Board

According to City staff, the City could anticipate an average of \$1 million from TIB grants and another \$1 million from other grant types each year.

## Potential Funding Resources to Consider: Transportation Impact Fee

Transportation impact fees (TIF) are a one-time funding source paid by development to fund new transportation infrastructure needed to support growth. TIF collected can be used to fund "public streets, roads, and bicycle and pedestrian facilities that were designed with multimodal commuting as an intended use" under RCW 82.02.090. The City of Port Angeles currently does not have a TIF program. The City might want to consider utilizing TIF as a tool for generating funding for its future transportation infrastructure.

## **D-5: Transportation Demand Management (TDM)**

According to City code section 14.40.050, a transportation demand management (TDM) assessment is required to analyze the off-street parking needs of new developments or expansions from existing developments. TDM strategies, however, should not be limited to parking itself. In fact, in recent years, the concept of TDM has evolved from a focus on commuters and strategies for reducing single-occupancy vehicle demand at peak times to a focus on maximizing the modal choices of all travelers and trip types. To align with the City's investments in multimodal transportation mentioned earlier in this element, the following TDM strategies can be considered by the City:

- Transit and microtransit – Working with Clallam Transit, commuters in Port Angeles could potentially benefit from the implementation of microtransit with more frequent bi-directional cross-town bus routes.
- Walking/Biking – As the pedestrian and bicycling networks are constructed and development occurs along arterials and school walking route areas, these modal options are anticipated to be increasingly viable. The project identified earlier in this element aligns with plans to expand walking and biking options in the city.

## D-6: Fiscally Constrained Project List

The prior section established that Port Angeles can expect roughly \$74 million to manage and expand its transportation system over the next few decades. While \$74 million is a substantial amount of funding for transportation, it is nowhere near the level of revenue needed to fully fund the project needs presented in the appendix. **Table D-9** presents Port Angeles’ fiscally constrained list of projects and programmatic investments for the 20-year horizon of this TE. This list includes programs and projects that the City of Port Angeles has already committed to funding, as well as those needed to meet the City’s concurrency requirements through 2045. These projects total approximately \$74 million in transportation mobility investments, which consist of approximately \$44 million<sup>9</sup> for operations and approximately \$30 million for capital projects.

**Table D-9: Fiscally Constrained 20-Year Project List**

ID	Project Name/Location	Project Description	20-Year Cost Estimate
<b>Programmatic Projects</b>			
1	Revolving Street Improvements	Street-related small capital projects throughout the City for asphalt, sidewalks, and curbing.	\$600,000
2	Complete Street Revolving Fund	The focus of this program is to install or repair sidewalks, curb ramps, bike lanes, and other complete street elements to maintain safety for pedestrians in Port Angeles roadways and meet Council and citizen expectations for complete streets.	\$3,000,000
3	Traffic Control Improvements at Signalized Intersections	Implementing leading pedestrian interval and signal coordination on City signalized intersections.	\$1,600,000
4	Traffic Control Improvements at Uncontrolled Intersections	This project will install stop signs, yield signs, or traffic circles at priority uncontrolled intersections.	\$350,000
5	Downtown Traffic Study	The project will study options for modifying street and alley lane directions, number of lanes, and limiting vehicle access or creating pedestrian malls, to facilitate improved access, mobility, safety, parking, community gathering spaces, and economic development.	\$50,000
6	Waterfront Trail Renovation and Sustainability Study	This project is to study the sustainable improvement options along the downtown waterfront Olympic Discovery Trail.	\$1,000,000
7	Prioritize Pavement Maintenance	This project includes patching, chip sealing, and HMA overlay to distressed pavement areas.	\$20,000,000 <sup>1</sup>

<sup>9</sup> According to City staff, the whole Operation budget which includes Wages, Material, etc. for 2025 is \$2,206,600. The estimated 20-year operation budget is derived by \$2 million multiplied by 20.

ID	Project Name/Location	Project Description	20-Year Cost Estimate
8	ADA Transition Plan Implementation	This project details the implementation of the City's ADA Transition Plan	\$3,000,000 <sup>2</sup>
<b>Mitigation Projects</b>			
9	1st/Front Street between S Lincoln St and S Golf Course Road	The city will keep monitoring traffic volumes, with the results guiding the evaluation of access control measures and the implementation of capacity enhancements based on future traffic growth.	\$500,000
10	US 101 between S Golf Course Road and N Baker Street	The city will keep monitoring traffic volumes, with the results guiding the evaluation of access control measures and the implementation of capacity enhancements based on future traffic growth.	\$500,000
11	US 101/Golf Course Road intersection	Replace the existing signal-controlled intersection with a roundabout	\$8,500,000
<b>Active Transportation Connectivity Projects</b>			
12	Stevens Middle School Walking Routes	Install sidewalks and curb ramps on designated school walking routes near Stevens Middle School.	\$915,000
13	Sidewalks & Paving for Mt Angeles Road & Porter Street	Sidewalks along Porter Street and Mt Angeles Road do not currently exist. These are walking routes to Peninsula College, Franklin Elementary School, the Boys & Girls Club and Port Angeles High School. Install sidewalks, with curb ramps and asphalt on designated school walking routes from Eckert North to Park Ave on both Porter Street and Mt Angeles Road.	\$3,000,000
<b>Safety Projects</b>			
14	Olympic Discovery Trail between S Valley Street and Boathaven Drive	Build a physical buffer between the trail and vehicular traffic.	\$2,000,000

ID	Project Name/Location	Project Description	20-Year Cost Estimate
15	Marine Drive and other streets near the port	Dedicated facilities (trails, bike lanes) and enhanced signage along Marine Drive and other streets in the vicinity of the port provide additional protection for cyclists from freight traffic. Intersection improvements for Port Access along Marine Drive.	\$8,500,000
16	US 101 between Golf Course Road and N Baker Street	Reconfigure the segment to be right-in-right-out.	\$1,000,000
Freight Connectivity Projects			
17	Lincoln, Laurel & Lauridsen Intersection	Improve the intersection at Laurel Street and Lauridsen Boulevard. The City is researching both traffic signal and roundabout options.	\$4,000,000
18	Truck Route at Hwy 101 Intersection	Reconfigure the interchange to allow westbound-to-northbound and southbound-to-eastbound truck movements and provide improved channelization for westbound US 101 to northbound SR 117.	\$13,305,300
<b>Total 20-Year Capital Projects Cost Estimate</b>			<b>\$71,820,300</b>
<b>Total 20-Year Capital Projects Funding Estimate</b>			<b>\$74,000,000</b>

1. Assuming \$1,000,000 per year as a minimum for the next 20 years. Higher cost is likely warranted. Detailed cost estimates will be based on the forthcoming Pavement Management Plan.

2. \$3,000,000 per year is the fiscally constrained cost. Costs could be higher with more projects from the ADA Transition Plan.

Source: City of Port Angeles, Fehr & Peers, 2025.

## D-7: Bicycle Level of Traffic Stress (LTS) Development

In 2006, Roger Geller, the Bicycle Coordinator for Portland, Oregon, in his paper “Four Types of Cyclists,” categorized cyclists into four categories based on his experiences and data in Portland, OR. According to Geller, the four categories are:

1. **No Way No How:** People who only use bicycles for recreational purposes and do not consider bicycling as a formal means of transportation.
2. **Interested but Concerned:** People who like riding a bicycle but are afraid to ride on a roadway mixed with vehicular traffic.
3. **Enthusied and Confident:** People who are willing to share the road with vehicles when riding a bicycle but prefer to ride within bicycle facilities.
4. **Strong and Fearless:** People who ride a bicycle regardless of roadway conditions.<sup>10</sup>

Geller’s research revealed that 60% of cyclists in Portland were “interested but concerned”. The result indicates that cities could engage the large group of “interested but concerned” cyclists to increase bicycle activity by investing in bicycle facilities.

To attract more “interested but concerned” cyclists to ride, jurisdictions nowadays often conduct a level of traffic stress (LTS) analysis of their roadways to identify gaps in riders’ experiences. Such an analysis will assign an LTS grade to a roadway by aggregating quantifiable roadway characteristics that could reflect the traffic stress experienced by pedestrians and cyclists.

The LTS analysis categorizes roadways into four different levels that correspond to the four types of cyclists. A road identified as LTS 1 presents the least stress on pedestrians and cyclists, while a road identified as LTS 4 presents the most stress on pedestrians and cyclists.

Washington Department of Transportation (WSDOT) describes the four roadway categories as follows:

- **LTS 1:** Suitable for all ages and abilities; children could walk or bike independently. Separated and/or barrier protected.
- **LTS 2:** Comfortable for most adults, including most adults experiencing disabilities. Some separation, no barrier.
- **LTS 3:** Tolerable for enthusiastic and/or confident adults. Little space, no separation.
- **LTS 4:** Only used by highly confident people, or those with no alternative. No dedicated space, no separation.<sup>11</sup>

Although WSDOT provides descriptions, there is no universal standard for the roadway attributes required for LTS analysis in Washington. Many methodologies rely heavily on traffic volume data, such as the annual average daily traffic (AADT).

However, for a small city like Port Angeles, obtaining traffic volume data with limited resources can be challenging. Therefore, the LTS analysis for this Comprehensive Plan update used the methodology

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<sup>10</sup> Roger Geller, “Four Types of Cyclists”.

<sup>11</sup> Washington Department of Transportation, “Level of Traffic Stress”.

proposed by the Mineta Transportation Institute (2012) which allows LTS analysis using more publicly available roadway attributes and does not require traffic volumes.

The method first assesses whether the lanes for biking are adjacent to a parking lane, and then examines different roadway attributes, such as road width, the number of bike lanes, speed limit, etc. to determine the bicycle LTS. Detailed roadway attributes used and criterion for assigning different LTS grades are cited in Tables D-10 and D-11 below.

Table D-10: Criteria for Bike Lanes Alongside a Parking Lane

	LTS ≥ 1	LTS ≥ 2	LTS ≥ 3	LTS ≥ 4
Street width (through lanes per direction)	1	(no effect)	2 or more	(no effect)
Sum of bike lane and parking lane width (includes marked buffer and paved gutter)	15 ft. or more	14 or 14.5 ft. <sup>a</sup>	13.5 ft. or less	(no effect)
Speed limit or prevailing speed	25 mph or less	30 mph	35 mph	40 mph or more
Bike lane blockage (typically applies in commercial areas)	rare	(no effect)	frequent	(no effect)

*Note:* (no effect) = factor does not trigger an increase to this level of traffic stress.

<sup>a</sup> If speed limit < 25 mph or Class = residential, then any width is acceptable for LTS 2.

Source: Mineta Transportation Institute, 2012.

Table D-11: Criteria for Bike Lanes Not Alongside a Parking Lane

	LTS ≥ 1	LTS ≥ 2	LTS ≥ 3	LTS ≥ 4
Street width (through lanes per direction)	1	2, if directions are separated by a raised median	more than 2, or 2 without a separating median	(no effect)
Bike lane width (includes marked buffer and paved gutter)	6 ft. or more	5.5 ft. or less	(no effect)	(no effect)
Speed limit or prevailing speed	30 mph or less	(no effect)	35 mph	40 mph or more
Bike lane blockage (may apply in commercial areas)	rare	(no effect)	frequent	(no effect)

*Note:* (no effect) = factor does not trigger an increase to this level of traffic stress.

Source: Mineta Transportation Institute, 2012.

The LTS analysis was then conducted using ESRI ArcGIS software and a roadway network downloaded from OpenStreetMap, along with available roadway attributes. A LTS grade was calculated and assigned to each street in Port Angeles. Any existing trails/shared paths that are separate from the mixed traffic are manually added to the map and assigned LTS 1 if the OpenStreetMap did not capture them. The final map was presented “Bike and Pedestrian Network” section in the Transportation Element.

## D-8: Existing Conditions Traffic Operations Analysis

### Introduction

This section in the appendix summarizes traffic operations as of 2024 for intersections and roadway segments along state highways in Port Angeles. This assessment was conducted to support the development of the Transportation Element, as part of Port Angeles' Comprehensive Plan update. This assessment includes a discussion of study locations, traffic data, growth factors, and existing level of service (LOS) calculations. Contents of this memorandum will be used for the existing conditions section of the City's Comprehensive Plan.

### Study Intersections and Roadway Segments

Traffic operation analysis for the 2024 existing conditions was conducted at nine intersections and on seven roadway segments. The study intersections and roadway segments are consistent with the ones that were analyzed in the previous Transportation Element. The location of study intersections and roadway segments are listed below:

#### Study Intersections

- US 101 / SR 117
- US 101 (E Lauridsen Boulevard) / S Lincoln Street
- US 101 (S Lincoln Street) / E 8th Street
- US 101 (N Lincoln Street) / E 1st Street
- US 101 (N Lincoln Street) / E Front Street
- US 101 (E 1st Street) / S Race Street
- US 101 (E Front Street) / S Race Street
- US 101 (E 1st Street & E Front Street) / Golf Course Road
- SR 117 / Marine Drive
- Study Roadway Segments
- SR 117 from Marine Drive to US 101
- US 101 from Cameron Road (West City Limits) to SR 117
- US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street
- US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street
- US 101 (E Front Street) from S Lincoln Street to S Golf Course Road
- US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road
- US 101 from S Golf Course Road to N Baker Street (East City Limits)

#### Traffic Data and Growth Factors

Traffic data in 2024, including weekday PM peak hour intersection counts and bidirectional roadway segment volumes, were grown from a 2017 analysis conducted for the previous Transportation Element by Fehr & Peers. With approval from the City's Public Works staff, a 1% cumulative annual growth rate was applied from 2017 to 2024, excluding 2020 and 2021 due to potential COVID-19 pandemic impacts on traffic volume.

Tables D-12 and D-13 below document the total volumes at study intersections and roadway segments in 2017 and their grown totals in 2024.

Table D-12: Intersection Volumes

ID	Intersection Name	PM Peak Hour Volumes	
		2017 Volume <sup>1</sup>	2024 Grown Volume <sup>2</sup>
1	US 101 / SR 117	1,227	1,290
2	US 101 (E Lauridsen Boulevard) / S Lincoln Street	1,146	1,205
3	US 101 (S Lincoln Street) / E 8th Street	1,616	1,705
4	US 101 (N Lincoln Street) / E 1st Street	1,874	1,970
5	US 101 (N Lincoln Street) / E Front Street	1,543	1,625
6	US 101 (E 1st Street) / S Race Street	2,500	2,625
7	US 101 (E Front Street) / S Race Street	1,880	1,975
8	US 101 (E 1st Street & E Front Street) / S Golf Course Road	3,607	3,705
9	SR 117 / Marine Drive	1,174	1,230

1. Total volume of all turning movements at an intersection during the PM peak hour.

2. Rounded to the nearest five after applying a 1% per year cumulative growth rate from 2017 to 2024, excluding 2020 and 2021.

Source: Fehr & Peers, 2017, 2025.

Table D-13: Roadway Segment Volumes

ID	Roadway Segment Name	PM Peak Hour Bi-Directional Volumes	
		2017 Volume	2024 Grown Volume <sup>1</sup>
1	SR 117 from Marine Drive to US 101	610	640
2	US 101 from Cameron Road (West City Limits) to SR 117	1,200	1,260
3	US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street	980	1,030
4	US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street	840	880
5	US 101 (E Front Street) from S Lincoln Street to S Golf Course Road	1,500	1,580
6	US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road	1,600	1,680
7	US 101 from S Golf Course Road to N Baker Street (East City Limits)	3,100	3,260

1. Rounded to the nearest ten after applying a 1% per year cumulative growth rate from 2017 to 2024, excluding 2020 and 2021.

Source: Fehr & Peers, 2017, 2025.

## Intersection Level of Service

### Methodology

Traffic operations at signalized and unsignalized intersections are evaluated using the LOS methods described in Highway Capacity Manual (HCM) 6<sup>th</sup> Edition, respectively. At a signalized intersection, LOS is based on the weighted average control delay measured in seconds per vehicle and includes initial deceleration delay, queue move-up time, stopped delay, and final acceleration. At an unsignalized intersection, operations are defined by the average control delay per vehicle (measured in seconds) for each movement that must yield the right-of-way. For all-way stop-controlled intersections, the average

control delay is calculated for the intersection as a whole. At two-way or side street-controlled intersections, the control delay (and LOS) is calculated for each controlled movement, the left turn movement from the major street, and the entire intersection. **Table D-14** summarizes the relationship between the control delay and LOS for signalized and unsignalized intersections.

**Table D-14: Intersection Level of Service Criteria**

LOS	Description	Average Control Delay (Seconds per Vehicle)	
		Signalized Intersection	Unsignalized Intersection
A	Little or no delays	< 10.0	< 10.0
B	Short traffic delays	> 10.0 to 20.0	> 10.0 to 15.0
C	Average traffic delays	> 20.0 to 30.0	> 15.0 to 25.0
D	Long traffic delays	> 30.0 to 55.0	> 25.0 to 35.0
E	Very long traffic delays	> 55.0 to 80.0	> 35.0 to 50.0
F	Extreme traffic delays with the intersection capacity was exceeded	> 80.0	> 50.0

Source: Highway Capacity Manual 6th Edition, Transportation Research Board, 2016.

### LOS Standard

The Capital Facilities Element of the Port Angeles Comprehensive Plan states that “all arterial streets shall function at an average daily Level of Service (LOS) of D or better.” In addition, it notes that Highways of Statewide Significance (US 101) should function at LOS D or better per the Washington Department of Transportation (WSDOT) and the Peninsula Regional Transportation Planning Organization (PRTPO).

### LOS Results

Existing traffic operations were analyzed using the Synchro 11 software package. Synchro calculations are based on procedures outlined in the HCM and described in the preceding sections for signalized and unsignalized intersections. **Table D-15** shows the LOS results for the existing weekday PM peak hour. Under existing conditions, all intersections operate at LOS D or better. Therefore, all intersections meet the standards established by the City, WSDOT, and PRTPO.

**Table D-15: Intersection Operations Summary**

ID	Intersection Name	Control Type	Delay (in Seconds)	LOS
1	US 101 / SR 117	SSSC**	20***	C
2	US 101 (E Lauridsen Boulevard) / S Lincoln Street	Signalized	11	B
3*	US 101 (S Lincoln Street) / E 8th Street	Signalized	37	D
4*	US 101 (N Lincoln Street) / E 1st Street	Signalized	23	C
5	US 101 (N Lincoln Street) / E Front Street	Signalized	35	D
6	US 101 (E 1st Street) / S Race Street	Signalized	43	D
7	US 101 (E Front Street) / S Race Street	Signalized	14	B
8*	US 101 (E 1st Street & E Front Street) / S Golf Course Road	Signalized	21	C
9	SR 117 / Marine Drive	Signalized	17	B

\* Intersection(s) analyzed using HCM 2000 instead of HCM 6<sup>th</sup> Edition methodology due to incompatible configurations.

\*\* SSSC = side-street stop-controlled intersection

\*\*\* Assuming 1 vehicle can be stored within the median (two-way left turn lane).

Source: Fehr & Peers, 2025.

## Roadway Segment Level of Service

### Methodology

Roadway segment LOS can be measured by comparing bi-directional traffic volume to Maximum Service Volume (MSV). For this analysis, each study segment is assigned a maximum PM peak hour service volume, or capacity. If the actual two-way PM peak hour volume on the segment exceeds the MSV, then the segment does not meet the LOS standard. WSDOT does not maintain a protocol for selecting MSVs for state routes, so a set of standards developed by the Florida Department of Transportation (FDOT) based on the Highway Capacity Manual 6<sup>th</sup> Edition was used to assign MSVs to the roadway segments and determine grade A – F LOS thresholds. Specific methodologies and standards can be found in FDOT’s *2023 Multimodal Quality/Level of Service Handbook* Appendix B. The MSV threshold is determined by factors such as area type (urban or rural context), number of lanes, presence of median, speed, and presence of turn lanes.

### LOS Standard

The Capital Facilities Element of the Port Angeles Comprehensive Plan states that “all arterial streets shall function at an average daily Level of Service (LOS) of D or better.” In addition, it notes that Highways of Statewide Significance (US 101) should function at LOS D or better, per WSDOT and PRTPPO.

### LOS Results

The calculation of roadway segment MSV thresholds and LOS grades is summarized in **Table D-16**. Under existing conditions, all roadway segments operate at LOS D or better, except for the segment of US 101 between Golf Course Road and the City’s limit to the east. That segment operates at LOS F which exceeds the LOS D threshold established by WSDOT and PRTPPO.

**Table D-16: Roadway Segment Operation Summary**

ID	Roadway Segment Name	Bi-Directional Volume	Maximum MSV of LOS D <sup>1</sup>	LOS
1	SR 117 from Marine Drive to US 101	640	1,368	C
2	US 101 from Cameron Road (West City Limits) to SR 117	1,260	1,659	D
3	US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street	1,030	1,422	D
4	US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street	880	1,493	D
5	US 101 (E Front Street) from S Lincoln Street to S Golf Course Road	1,580	1,706	D
6	US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road	1,680	1,792	D
7	US 101 from S Golf Course Road to N Baker Street (East City Limits)	3,260	3,129	F

1. The maximum MSV of LOS D is derived by applying contextual factors mentioned in the Methodology sections on top of a baseline MSV of LOS D published in the FDOT document. If the PM peak hour bi-directional volume of a roadway is smaller than the maximum MSV of LOS D, the LOS results would be LOS D or better. Source: Fehr & Peers, 2025.

## D-9: Future Conditions Traffic Operations Results

To derive the future year traffic operation results, the project team escalated the 2024 volumes at study intersections and roadway segments by 13% - the forecast percentage population growth between 2024 and 2045. The 2045 volumes are shown in Tables D-17 and D-18.

Table D-17: Intersection Volumes 2045

ID	Intersection Name	PM Peak Hour Volumes	
		2024 Volume <sup>1</sup>	2045 Volume <sup>2</sup>
1	US 101 / SR 117	1,290	1,460
2	US 101 (E Lauridsen Boulevard) / S Lincoln Street	1,205	1,370
3	US 101 (S Lincoln Street) / E 8th Street	1,705	1,935
4	US 101 (N Lincoln Street) / E 1st Street	1,970	2,225
5	US 101 (N Lincoln Street) / E Front Street	1,625	1,845
6	US 101 (E 1st Street) / S Race Street	2,625	2,970
7	US 101 (E Front Street) / S Race Street	1,975	2,235
8	US 101 (E 1st Street & E Front Street) / S Golf Course Road	3,705	4,195
9	SR 117 / Marine Drive	1,230	1,395

1. Total volume of all turning movements at an intersection during the PM peak hour.

2. Rounded to the nearest five after applying a 13% 20-year growth rate from 2024 to 2045.

Source: Fehr & Peers, 2025.

Table D-18: Roadway Segment Volumes 2045

ID	Roadway Segment Name	PM Peak Hour Bi-Directional Volumes	
		2024 Volume	2045 Volume <sup>1</sup>
1	SR 117 from Marine Drive to US 101	640	720
2	US 101 from Cameron Road (West City Limits) to SR 117	1,260	1,430
3	US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street	1,030	1,170
4	US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street	880	1,000
5	US 101 (E Front Street) from S Lincoln Street to S Golf Course Road	1,580	1,790
6	US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road	1,680	1,900
7	US 101 from S Golf Course Road to N Baker Street (East City Limits)	3,260	3,690

1. Rounded to the nearest ten after applying a 13% 20-year growth rate from 2024 to 2045.

Source: Fehr & Peers, 2025.

Based on the future volumes presented in Tables D-17 and D-18 and the same methodologies documented in the Existing Conditions Traffic Operations Analysis section, Tables D-19 and D-20 present the 2045 LOS results for the study intersections and roadway segments, respectively.

**Table D-19: Estimated 2045 Intersection Level of Service Summary**

ID	Intersection Name	Control	LOS Standard	LOS	Delay (sec)
1	US 101 / SR 117	SSSC**	D	C	23
2	US 101 (E Lauridsen Boulevard) / S Lincoln Street	Signalized	D	B	12
3	US 101 (S Lincoln Street) / E 8th Street	Signalized	D	D	47
4	US 101 (N Lincoln Street) / E 1st Street	Signalized	D	C	29
5	US 101 (N Lincoln Street) / E Front Street	Signalized	D	D	54
6	US 101 (E 1st Street) / S Race Street	Signalized	D	D	44
7	US 101 (E Front Street) / S Race Street	Signalized	D	B	17
8	US 101 (E 1st Street & E Front Street) / S Golf Course Road	Signalized	D	C	32
9	SR 117 / Marine Drive	Signalized	D	C	23

\*\* SSSC = side-street stop control

Source: Fehr & Peers, 2025.

**Table D-20: Estimated 2045 Roadway Segment Level of Service Summary**

ID				
1	SR 117 from Marine Drive to US 101	720	1,368	C
2	US 101 from Cameron Road (West City Limits) to SR 117	1,430	1,659	D
3	US 101 from SR 117 to E Lauridsen Boulevard / S Lincoln Street	1,170	1,422	D
4	US 101 from S E Lauridsen Boulevard / S Lincoln Street to E 1st Street / E Front Street	1,000	1,493	D
5	US 101 (E Front Street) from S Lincoln Street to S Golf Course Road	1,790	1,706	E

6	US 101 (E 1st Street) from S Lincoln Street to S Golf Course Road	1,900	1,792	E
7	US 101 from S Golf Course Road to N Baker Street (East City Limits)	3,690	3,129	F

\* MSV = maximum service volume. Source: Fehr & Peers, 2025.

## D-10: Future Project Ideas List

Table D-21: A Full List of Future Project Ideas

Project Name/Location	Project Description
<b>Programmatic Projects</b>	
Revolving Street Improvements	Street-related small capital projects throughout the City for asphalt, sidewalks, and curbing.
Complete Street Revolving Fund	The focus of this program is to install or repair sidewalks, curb ramps, bike lanes, and other complete street elements to maintain safety for pedestrians in Port Angeles roadways and meet Council and citizen expectations for complete streets.
Traffic Control Improvements at Signalized Intersections	Implementing leading pedestrian interval and signal coordination on City signalized intersections.
Traffic Control Improvements at Uncontrolled Intersections	This project will install stop signs, yield signs, or traffic circles at priority uncontrolled intersections.
Downtown Traffic Study	The project will study options for modifying street and alley lane directions, number of lanes, and limiting vehicle access or creating pedestrian malls, in order to facilitate improved access, mobility, safety, parking, community gathering spaces, and economic development.
Waterfront Trail Renovation and Sustainability Study	This project is to study the sustainable improvement options along the downtown waterfront Olympic Discovery Trail.
Prioritize Pavement Maintenance	This project includes patching, chip sealing, and HMA overlay to distressed pavement areas.
ADA Transition Plan Implementation	This project details the implementation of the City's ADA Transition Plan.
Support Clallam Transit System with Bus stop/signage improvements	This project aims to assist Clallam Transit with transit infrastructure improvements.
Support Clallam Transit System with its planned cross-town routes	This project aims to assist Clallam Transit with cross-town transit route planning.
<b>Mitigation Projects</b>	
1st/Front Street between S Lincoln St and S Golf Course Road	The city will keep monitoring traffic volumes, with the results guiding the evaluation of access control measures and the implementation of capacity enhancements based on future traffic growth.
US 101 between S Golf Course Road and N Baker Street	The city will keep monitoring traffic volumes, with the results guiding the evaluation of access control measures and the implementation of capacity enhancements based on future traffic growth.
US 101/Golf Course Road intersection	Replace the existing signal-controlled intersection with a roundabout.

Project Name/Location	Project Description
<b>Active Transportation Connectivity Projects</b>	
Hill Street - Olympic Discovery Trail	Build trails to connect the existing trails.
Olympic Discovery Trail on W 4th Street	Build trails to connect the existing trails.
Olympic Discovery Trail on S Milwaukee Drive	Build trails to connect the existing trails.
S Lincoln Street between E 1st Street and Olympic Discovery Trail/Waterfront Trail	Expand bike facilities on S Lincoln Street to connect with the Olympic Discovery/Waterfront Trail.
S Race Street between E 1st Street and Olympic Discovery Trail/Waterfront Trail	Expand bike facilities on Race Street to connect with the Olympic Discovery/Waterfront Trail.
W 10th Street between S I Street and W Milwaukee Drive	Expand bike facilities on W 10th Street to the Olympic Discovery Trail on S Milwaukee Drive.
E 8th Street between S Lincoln Street and S Peabody Street	Add bike facilities to connect to the existing bike network.
S Lincoln Street between E 8th Street and E Lauridsen Boulevard	Add bike facilities to connect to the existing bike network.
N Street between Milwaukee and 18th Street	Expand bike facilities on 4th Street South to 18th.
S D Street between W 6th Street and W 14th Street	Add a sidewalk.
S E Street between W 16th Street and W Lauridsen Boulevard	Add a sidewalk.
S M Street between W 10th Street and W 16th Street.	Add a sidewalk or shared-use path.
S N Street between W 10th Street and W 14th Street, and between W 16th Street and W 18th Street	Add a sidewalk.
W 6th Street between S B Street and S I Street	Add a sidewalk.
W 10th Street between S C Street and S I Street	Bike Boulevard.
W 12th Street between S D Street and S I Street	Add a sidewalk.
W 16th Street between S C Street and S E Street	Add a sidewalk or shared-use path.
W 18th Street between S M Street and S I Street	Add a sidewalk.
E 3rd Street between Penn Street and Golf Course Road	Add a sidewalk.
S Fairmont Avenue between W Lauridsen and US 101	Add a sidewalk.
S Ennis Street between E 5th Street and E 8th Street	Add a sidewalk.
Porter Street between E Park Avenue and Campbell Avenue	Add a sidewalk.
Penn Street between US 101 and E 6th Street	Add a sidewalk.
S Laurel Street and S Peabody Street between E Park Avenue and E Ahlvers Road	Add a sidewalk.
E Ahlvers Road between Laurel Street and Canyon Edge Drive	Add a sidewalk or shared-use path.

Project Name/Location	Project Description
Old Mill Road between E Ahlvers Road and the City's limit to the south.	Add a sidewalk.
<b>Safety Projects</b>	
Olympic Discovery Trail between S Valley Street and Boathaven Drive	Build a physical buffer between the trail and vehicular traffic.
Marine Drive and other streets near the port	Dedicated facilities (trails, bike lanes) and enhanced signage along Marine Drive and other streets in the vicinity of the port provide additional protection for cyclists from freight traffic. Intersection improvements for Port Access along Marine Drive.
US 101 between Golf Course Road and N Baker Street	Reconfigure the segment to be right-in-right-out.
<b>Freight Connectivity Projects</b>	
Lincoln, Laurel & Lauridsen Intersection	Improve the intersection at Laurel Street and Lauridsen Boulevard. The City is researching both traffic signal and roundabout options. This project may also consider changes to the functional classification of Lauridsen Boulevard between Lincoln Street and Race Street.
Truck Route at Hwy 101 Intersection	Reconfigure the interchange to allow westbound-to-northbound and southbound-to-eastbound truck movements and provide improved channelization for westbound US 101 to northbound SR 117.
<b>Other CFP/TIP Projects</b>	
ADA - Peabody Street	Curb ramps will be installed to provide sidewalk accessibility and meet ADA compliance.
Marine Drive Bulkhead Repairs	The project will start with an alternative analysis to determine the preferred method to repair or replace the wooden bulkhead and repair the walkway adjacent to Marine Drive along the Port Angeles Marina between B and E streets.
N Street Reconstruction	This project involves pavement removal and replacement of N Street from 5th Street to 15th Street, including storm conveyance improvements, water quality storm improvements, and pedestrian accessible ramps.
Park Avenue Paving Overlay	This project involves overlaying asphalt and performing subgrade repairs on Park Avenue from Race Street to Liberty Street.
Hamilton School Walking Routes	This project will create safe walking routes for children walking to Hamilton School.
Marine Drive Paving	This project involves the milling and overlay of Marine Dr from Hill Street to the bridge at the mill.
Lauridsen St Chip Seal	The project involves pavement repair and double chip sealing of Lauridsen Street from Tumwater Truck Route to L

Project Name/Location	Project Description
	Street. ADA ramp upgrades will be included where required.
Railroad Avenue Overlay	This project involves the overlay of approximately 500 linear feet of asphalt with reinforced mesh on Railroad Ave between Lincoln and Laurel streets. This work is to include an overlay of the City Pier Parking Lot.
5th Street Chip Seal ("A" to "M" Streets)	The chip seal will extend the life of the pavement and reduce the cost to overlay or reconstruct the roadway.
18th Street Chip Seal	This project involves the chip sealing of 18th Street from I Street to the transfer station.
Liberty Street Reconstruction	Reconstruction of Liberty Street from 5th Street to Lauridsen Blvd to correct structural failure of the roadway. Replace base, asphalt, and update drainage. A traffic circle will be evaluated for the 6th and Liberty intersection to improve traffic safety.
ADA - Cherry Street	Curb ramps will be installed to provide sidewalk accessibility and meet ADA compliance. Existing ADA sidewalk ramps to be brought into compliance are located from 2nd\3rd alley at Cherry Street south to West 15th Street.
Lincoln Street Safety (8th to Lauridsen)	Install pedestrian and traffic safety treatments on Lincoln Street between 8th Street and Lauridsen Boulevard to improve safety, approximately 2,250 feet.
Laurel Street/Ahlvers Road Overlay	This project will overlay Ahlvers Road from Peabody to Laurel and will include ditches and walking paths.
Cherry Street Area Chip Seal	This project involves chip sealing the upper Cherry Street area bounded by 8th Street to 15th Street and from Lincoln Street to the west side of Cherry Street.
ADA - Oak & Laurel Streets	Curb ramps will be installed to provide sidewalk accessibility and meet ADA compliance.
2nd & Valley Streets Pavement	Reconstruction of Valley Street from 1st Street to 6th Street to correct structural failure of the roadway and culvert.
O Street Improvements	Pave "O" Street, add curbs, gutters, drainage, and utilities to the current gravel road.
Hill Street Intersection Reconstruction	Realignment of Hill Street to 4th Street, and Hill Street to Marine Drive.
Chase Street Vicinity Chip Seal	This project involves the chip sealing of Chase Street and crossing streets between 4th and 8th streets.

Project Name/Location	Project Description
Sidewalk For Ennis Street Improvements	Provide a sidewalk on the west side of Ennis Street from East Lauridsen Blvd to East 8th Street. This addition of approximately 270 LF of 6-foot wide, curb-tight sidewalk where there is no pedestrian walk. Five (5) ramps would be required and striping at 3 locations to complete the connectivity of the walks.
Marine Drive / Tumwater Intersection	This project involves the redesign of the intersection of Marine Drive and Tumwater Truck Route.
Ennis Street Reconstruction (1st to Laur.)	This project involves the redesign of Ennis Street from 1st Street to Lauridsen Street. This is to be a complete street design with pavement, bicycle lanes, stormwater facilities, sidewalks, and street trees.
Alley Paving Revolving Fund	This project involves paving of alleys and exists as a revolving fund. The funds are transferred in from the Solid Waste Collection Division for use on future alley projects.
Waterfront Trail Repairs	Winter storms continue to deplete the shoring armor and create undermining within the Waterfront Trail from the City Pier to Morse Creek.
Speed Feedback Sign Program	The project will install and maintain solar-powered electronic speed signs at priority locations in the City.
Laurel Street Stairs Replacement	Replacement of stairs at Laurel Street from the top of the bluff to downtown with easy-to-maintain materials.
1st/Front Pedestrian Enhancements	This project will conduct a crossing study along the corridors of E 1st St, Front St, and Marine Dr. The crossing study will be utilized to identify locations to receive and implement enhanced crossing treatments. Treatments include, but are not limited to, rectangular rapid flashing beacons (RRFBs), curb extensions, advanced signage, and channelization. A total of eight intersections are assumed to be part of the scope of the project, but additional crossings may be added if resources allow, following the site study.
Peabody Creek/Lincoln Street Culvert Repair	Repair of the culvert that carries Peabody Creek under Lincoln Street. This The project will repair the invert of the culvert, stabilize adjacent soil, and include rehabilitation of the culvert with a shotcrete liner.
Traffic Signal Interconnect/Preemption	The project will upgrade the signal controls south of 1st Street.
Tumwater Bridge Repair	This project will repair the damage to the drainage that is causing the bridge girder to be damaged.

Project Name/Location	Project Description
16th Street Stormwater Retrofit - "C" to "E" Streets	This project will use retrofit techniques to add treatment to existing stormwater infrastructure between "C" and "E" Streets. The Department of Ecology (ECY) offered the City a grant with no match requirements for project design.
8th/10th Street Bike Lanes	Bike lanes and shared route from 10th and "I" to 8th and "A" using the existing road network.
1st/2nd/Valley/Oak Green Alley	Repair pavement and stormwater connections in this alley. Alley paving funds will be used for a match to the Stormwater LID grant.
Lauridsen Boulevard Reconstruction (L Street to City Limits)	Reconstruction of Lauridsen Blvd from L Street to the City limits to correct structural failure of the roadway. Replace base, asphalt, and update drainage.
Stevens Middle School Walking Routes	Install sidewalks and curb ramps on designated school walking routes near Stevens Middle School.
First/Front Paving (Lincoln to Tumwater Street)	This project involves the milling and overlay of First and Front from Lincoln Street to Tumwater Street.
Traffic Circle Program	The project will install mini-roundabouts at 4-way unsignalized intersections on priority corridors located one block off City arterials. Initial locations include South Laurel, 6th Street, and East 2nd Street.
Wayfinding & ODT Signage	Specific to the wayfinding efforts, the following items will occur within the first year: update the sign design palette, increase the variety of sign types within the plan, improve materials for long-term maintenance, and initial installation at defined key locations. The second year would be to complete the plan's installation. Specific to the heritage tourism signage efforts, the following items will occur within the first year: Identify sites, design, and number of signs. The second year would be the installation of the plan and introduction of a mobile tour component.
Klallam Language Street Signs	This project is needed to enhance diversity and inclusion in Port Angeles. The goal of the project is to add signage to the current street signs, noting the street name in the Klallam language.
Valley Street Culvert Crossing	The project will start with an alternative analysis to determine the preferred method to address the failing bridge. Alternatives to consider include bridge replacement, property acquisition, and bridge removal.
Race Street Complete Design & Construction Phase 2	Improvements include the installation of a shared-use trail, pedestrian safety enhancements, plantings, and pavement restoration along Race Street between the project extents of Front Street south to the Olympic National Park Visitor and Wilderness Information Center.

Project Name/Location	Project Description
Traffic Safety Camera Program	Implement a traffic safety camera program that includes cameras in school zones and certain intersections.
Sidewalks & Paving for Mt Angeles Road & Porter Street	Sidewalks along Porter Street and Mt Angeles Road do not currently exist. These are walking routes to Peninsula College, Franklin Elementary School, the Boys & Girls Club, and Port Angeles High School. Install sidewalks, with curb ramps and asphalt on designated school walking routes from Eckert North to Park Ave on both Porter Street and Mt Angeles Road.
Race Street Complete Design & Construction Phase 3 Planning	Improvements include the installation of a shared-use trail, pedestrian safety enhancements, plantings, and pavement restoration along Race Street between the project extents of Front Street north to the Olympic Discovery Trail.
Gales Addition Olympic Discovery Trail Connector Planning	The City has identified a need for a plan for an additional alternate route for the Olympic Discovery Trail in the event of a large and lengthy closure of the waterfront portion of the trail.
Valley Creek Trail Loop	Construction of a trail extending south from the Waterfront Trail, utilizing Valley and Peabody Creek corridors. These would be connected with two or more cross-over opportunities, possibly at Park Avenue or Old Mill Road.
Zig-zag at Oak Street	Replacement of the Zig-Zag Ramp at Oak Street from the top of the bluff to downtown with easy-to-maintain materials.
Waterfront Redevelopment Phase III	Part of the Waterfront and Transportation Improvement plan included reconfiguring the eastern portion of Railroad Avenue to match the existing Waterfront Development project. This project includes the expansion of the Hollywood Beach Area, the continuation of the Olympic Discovery Trail, and the upgrading of the City Pier.
18th Street Bike Accessibility	This project will construct a shared-use path along 18th Street from Lincoln Park to Milwaukee Drive and the Olympic Discovery Trail.
Caroline Street Slide Repair	Purchase land for new roadways and abandon existing Caroline and Eunice Streets due to unsafe hillsides.
1st, Front & Race Street Crossings	Create pedestrian-oriented crossings at First and Front Streets where they intersect with Race Street.
Nancy Lane Pavement	The project will rebuild Nancy Lane.
Alternate Cross-Town Route Study	Hire a qualified traffic engineer to conduct a transportation study to evaluate and determine appropriate alternatives for both short and long-term crosstown routes.
"I" to "M" Street Paving & Sidewalk LID	Create a local improvement district to pave gravel roads between I Street and M Street and 10th and 12th Streets.

Project Name/Location	Project Description
	The scope of work will include suburban street standard with HMA, sidewalk, and ditches.
Lindberg Road Pavement	The project will rebuild 2000 feet of Lindberg Road. Will need water quality facilities.
First & Front Street Decoupling	Perform a traffic study and public outreach regarding the proposed decoupling of the 1st and Front Street one-way couplets to return each street to a two-way operation and designate 1st Street as State Route 101. This change will create a safer environment for non-motorized and pedestrian traffic attempting to cross the street; reduce barriers for pedestrians; provide better access for businesses and homes located along the decoupled corridor; and initiate the redevelopment of Front Street as a collector arterial with parking, bicycle lanes, and land uses geared more toward pedestrian activities and mixed-density housing. The project will need to consider traffic impacts to vehicular movement through the city and may require additional capacity projects to mitigate the effects of the decoupling. Consideration should also include analysis of resultant City street maintenance costs.

Source: Fehr & Peers, City of Port Angeles, 2025

# Appendix E: Capital Facilities



## E-1: Capital Facilities Inventory and Forecasted Needs

The Capital Facilities Element of the City's Comprehensive Plan identifies the existing inventory of city-owned facilities, detailing their current conditions, capacities, and any identified deficiencies. Based on projected growth, the element will forecast future capital facility needs and directly relate these projections to the established Level of Service standards to ensure the city can maintain or improve the desired quality and quantity of public services as the City grows and evolves. By strategically planning for and investing in these vital assets while coordinating with other service providers, the City can ensure a resilient and prosperous future for the community.

### General Government/Facilities

#### Existing Facilities and Capacity

Currently, the City of Port Angeles provides several General Government Facilities that support its administrative and operational functions. The primary hub is City Hall, located at 321 E 5th St, Port Angeles, WA 98362. This building houses the City Council chambers, the City Manager's Office, the City Clerk, the Finance Department, and other key administrative staff. The Public Works Department operates from facilities situated at 1005 W 8th St, Port Angeles, WA 98362, overseeing the maintenance and operation of the city's infrastructure. Additionally, various other smaller facilities support specific functions. These General Government Facilities are essential for the efficient delivery of public services and the overall governance of the City of Port Angeles.

#### Forecasted Needs

To meet the demands of a growing population and provide public works services to new Urban Growth Areas (UGAs), the City Corporation yard and its facilities will need to be updated. Concurrently, City Hall will require expansion to accommodate the increase in employees driven by this population growth.

### Public Safety

The City's public safety-related departments include the Fire and Police Departments.

#### Police Department

##### Existing Facilities and Capacity

The Port Angeles Police Department provides the full range of police services within the city limits of Port Angeles, operates PenCom (the county-wide 911 dispatch center for police, fire, and EMS calls that represents 18 agencies), and works with allied agencies on a regional basis to include the Olympic Peninsula Narcotics Enforcement Team. The police station is located at 321 E 5th Street, Port Angeles, WA 98362, and is comprised of 40 full-time police personnel.

#### Fire Department

##### Existing Facilities and Capacity

The Port Angeles Fire Department provides fire response and advanced life support emergency medical services within the city limits of Port Angeles. The Fire Department headquarters station is located at 5th and Laurel Streets. The Department has 27 career personnel, including 24 firefighters who are cross-trained as emergency medical technicians, with 8 certified as paramedics. In addition to career personnel, the Department has an active volunteer component that is consolidated with the adjoining fire district. The Port Angeles Fire Department strives to maintain a level of service ratio of personnel per 1,000 residents

comparable to cities with a similar population. As of the last Port Angeles Fire Department Annual Report from 2020, the Department was just slightly below that of comparable cities.

### **Forecasted Needs**

Forecasting future needs reveals several key projects currently in the unfunded category requiring attention. The Westside Fire Station project, estimated at \$10,000,000, has remained unfunded for over a decade. The Fire Station Front Driveway Repair, with a \$130,000 estimate, is facing increasing degradation and liability concerns due to settling and open drain grates, necessitating action sooner rather than later. The Fire Training Facility, ideally to be built concurrently with the Westside Fire Station at a cost of \$1,200,000, also remains unfunded. Finally, the SCBA Refill Compressor System, estimated at \$103,000, is anticipated to require emergency repair or replacement, highlighting an immediate potential need.

## **City Parks and Recreation Facilities**

### **Existing Facilities and Capacity**

The City Parks and Recreation Department maintains over 114 acres of developed park land, another 81.5 acres of undeveloped land reserved for future park development, and 91.8 acres of undeveloped land set aside for protection as open space. The Parks Department maintains 14 playgrounds, 13 baseball and/or softball fields, 9 football and/or soccer fields, and 12 tennis courts. Approximately 10 acres are taken up by community facilities. The Senior and Community Services Center and the Vern Burton Community Center provide a wide range of year-round recreational services. Civic Field provides a full athletic complex for soccer, football, and baseball, with lighting for nighttime activities, concessions, covered stadium seating, and locker rooms. The Carnegie Library has been converted into a museum leased by the Lower Elwha Klallam Tribe and neighbors the City's former fire hall. The city owns and operates the 41-acre Ocean View Cemetery. Other city facilities include the Feiro Marine Life Center, located in City Pier Park, and a traditional native long house, the Loomis Building, and several other log structures at Lincoln Park. The Port Angeles Fine Arts Center is located in Webster Woods Park. Two public walkways connecting the downtown area with the residential area at the top of the bluff are owned and maintained by the city. One of those walkways terminates at the Conard Dyar Memorial Fountain downtown. The city also operates a boat launch ramp and floats for boat moorage on the eastern end of Ediz Hook. The city pier provides moorage for transient boaters. The city maintains the Olympic Discovery/Waterfront Trail from Morse Creek to the Coast Guard Base entry on Ediz Hook and through the city to the western city limits at Lower Elwha Road.

### **Forecasted Needs**

Forecasted needs for Port Angeles parks likely involve maintaining and upgrading existing infrastructure while addressing aging facilities to ensure safety and functionality. Depending on population growth and Level of Service standards, expanding parkland and improving equitable access across neighborhoods may be necessary. Enhancing recreational opportunities through diverse facilities, improving accessibility for all abilities, and continuing the protection of natural areas and open spaces are also anticipated. Furthermore, ongoing trail development and connectivity, along with understanding and responding to evolving community needs through engagement, will shape future park priorities and development within the city.

Looking ahead, the city has several unfunded projects requiring attention, such as replacing the senior center front doors and addressing necessary repairs for the city pier and lighting at Shane & Elks Field. In contrast, the aluminum bleacher upgrades are active and planned for completion with the purchase of units in 2025 and 2026 through the general fund CFP process. The Parks Department is actively pursuing FEMA funding for the Ediz Hook boat launch repairs. While neighborhood park development relies on donations, securing resources for the other currently unfunded projects will be crucial for future improvements.

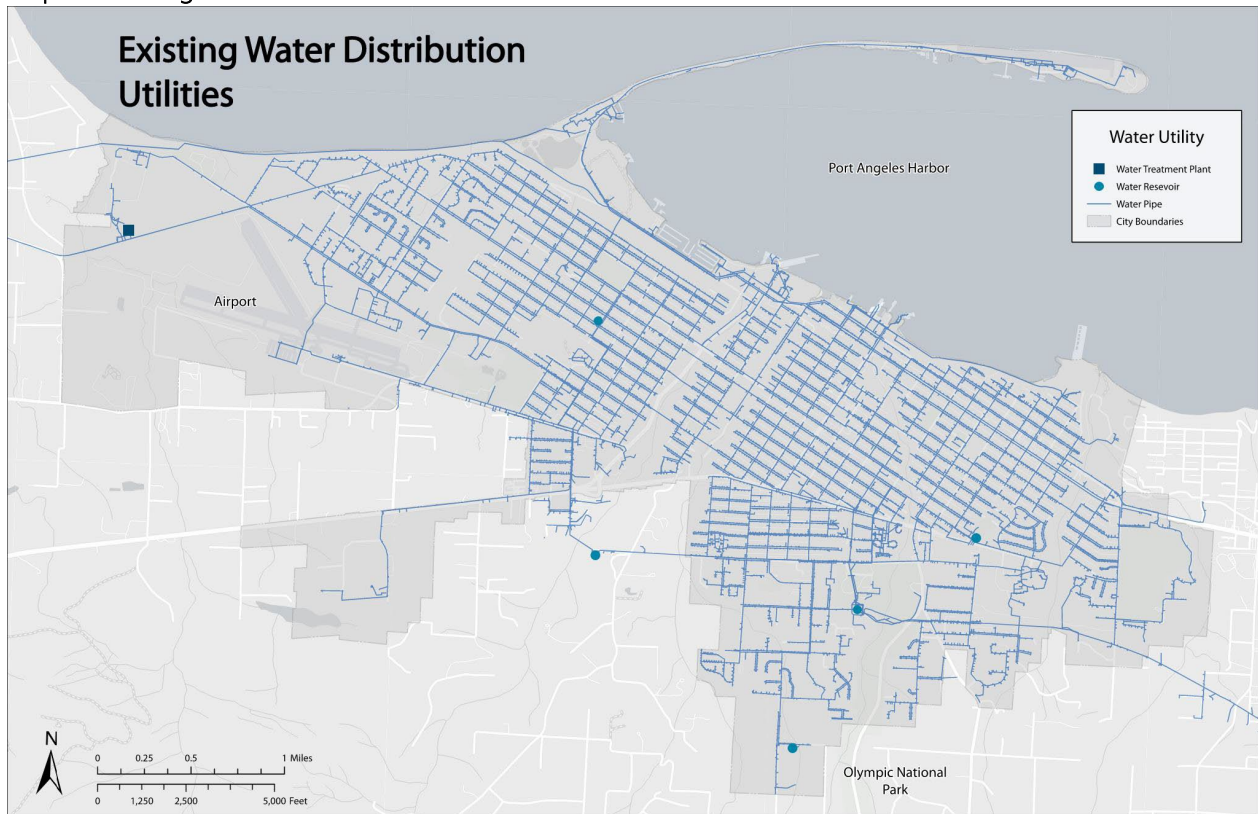
The Capital Facilities Plan, attached in the Appendix, details upcoming capital improvement projects for parks and recreation over the next six-year planning horizon. This plan, which includes potential funding avenues, is updated annually to reflect evolving needs and priorities for the city's park system.

## Water Utility

### **Existing Facilities and Capacity**

The City of Port Angeles water service area includes the land within the city boundaries, along with services within Clallam County PUD No. 1, 71 Dry Creek customers, 4 Black Diamond customers, and one government account outside the city limits. The City also provides wholesale water to Clallam County PUD No. 1, subject to certain conditions consistent with GMA. The current water supply for the City is from the Elwha River via the Elwha River Ranney Well System adjacent to the Elwha river, but can also be supplied from the Elwha Surface Intake (ESWI) which is primarily used to divert Elwha River water to the Nippon pulp and paper mill, the Washington State Department of Fish and Wildlife (WDFW) fish rearing channel, and the Lower Elwha Klallam Tribe fish Hatchery. The Elwha River Ranney Well System, with a minimum yield of 11 million gallons, was originally constructed in 1977 with major renovations made during the Elwha Dam removal project started in 2010. This source provides for domestic, commercial, and some industrial needs of the City. The City's Elwha River water supply, coming from either source, is then conveyed via a 24-inch-diameter supply pipeline to the Port Angeles Water Treatment Plant (PAWTP), where it is directly connected to the City's two largest storage reservoirs, Black Diamond and Peabody Heights. The City of Port Angeles owns and operates a total of 5 reservoirs throughout the service area and oversees over 10,000 commercial, residential, and industrial connections.

Map E-1: Existing Water Distribution Utilities



### Forecasted Needs

According to the City's 2018 Water System Plan, the City has sufficient supply, treatment, and transmission capacity to serve the projected additional connections within its existing and future service areas. The water department is continuously working on water main rehabilitation and plant improvements, with a primary focus on secondary water supply investigations aimed at enhancing the city's water source resiliency. The city is also contending with several unfunded projects, including water line replacements, fire flow improvements, and major water main replacements. A Western UGA water main extension is currently being planned, dependent on UGA development. The Mill Creek reservoir expansion remains a possibility if the need arises. Overall, managing the city's aging water infrastructure remains an ongoing challenge, necessitating continuous replacement, repair, and updates to meet current standards, with some projects requiring expedited attention.

## Wastewater Utility

### Existing Facilities and Capacity

The City's wastewater system includes a wastewater treatment plant (WWTP) built in 1968-69 as a primary treatment facility and upgraded to a secondary wastewater treatment plant built in 1994. The plant is the trickling filter/solids contact treatment system. Biosolids are hauled to the City's composting facility, where they are composted and sold for beneficial reuse. The sewer conveyance system includes 119 miles of sanitary and combined sewer pipe ranging from 4 to 36 inches in diameter, 17 pump stations, and two marine outfalls. The treatment plant was modified most recently in 2014, when the first phase of the CSO Reduction program was completed. Modifications included a 4.9-million-gallon storage tank for temporary storage of peak flows of sewage diluted by stormwater (combined sewage) during rain events, a refurbished deep water marine outfall providing improved dispersion of WWTP effluent, improvements to the trickling filters and headworks, and associated elements. The WWTP is located at the west end of Ennis Creek Road. The wastewater treatment plant is rated at 10.8 million gallons per day (MGD) maximum monthly design flow and can handle peak combined sewer flows of up to 20 MGD. The WWTP treated an average of 2.5 MGD of domestic sewage between 2016 and 2021. Peak system flow capacities averaged 12.4 MGD. The peak system flow for that period was in December 2020, when there was a Peak Hour Flow of 50 MGD, which resulted in a regulated combined sewer overflow. The second and final phase of the CSO Reduction program was completed in 2016. The CSO reduction program has helped to reduce the combined sewer overflows to Port Angeles harbor to less than once per year per outfall location. By design, overflows will occur at the 8000-foot-long refurbished marine outfall before they occur at the two near-shore outfalls. One outfall location was eliminated entirely. This represents a significant reduction, from an average of over 70 overflow events per year, and is a big pollution control achievement for the City.

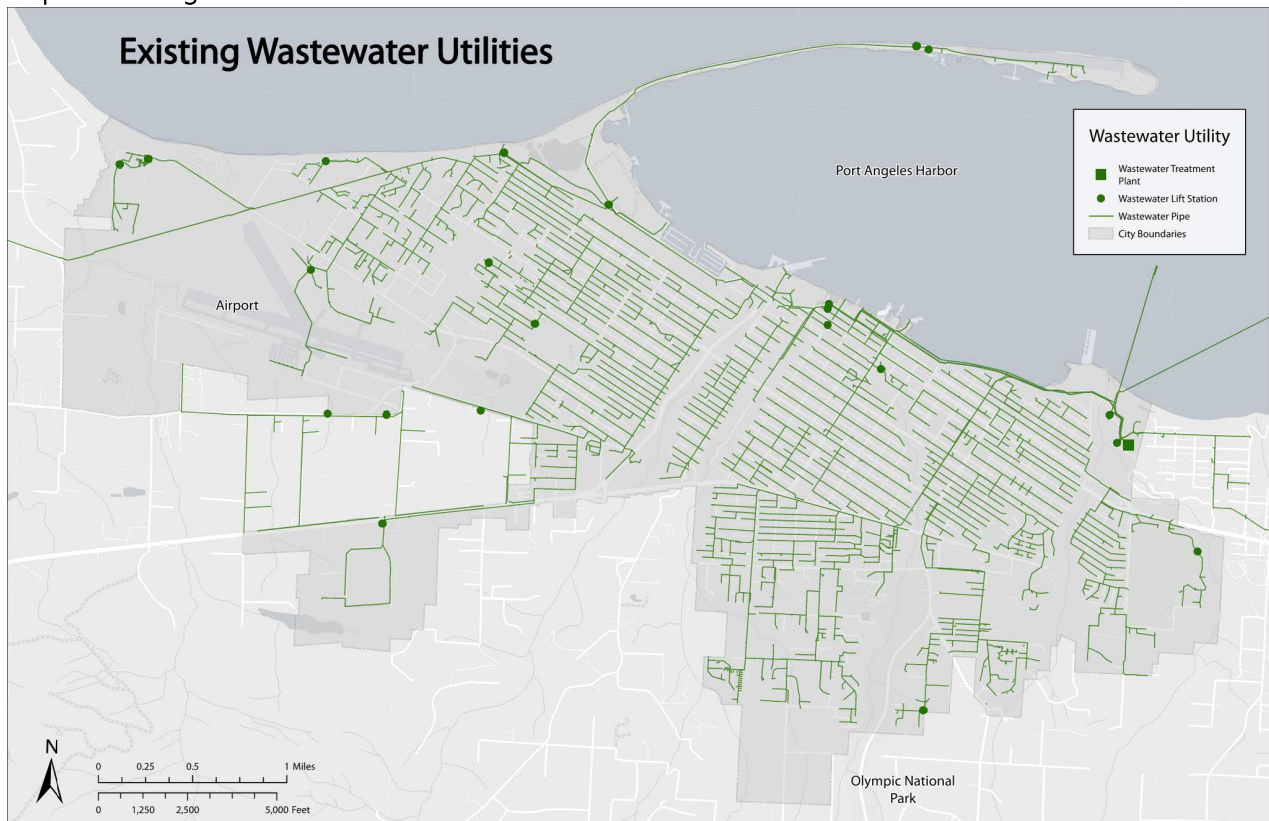


*Port Angeles Wastewater Treatment Plant*

The Utility serves unincorporated areas of Clallam County (the Eastern and Western Urban Growth areas, and the Lower Elwha reservation land) and treats 2 million gallons annually of septage generated in Clallam and Jefferson County that is trucked to the WWTP. The WWTP treats about 0.5 million gallons of leachate generated by the COPA landfill and the Rayonier Mount Pleasant landfill annually. The sewer system serves approximately 3,700 acres in Port Angeles. The city has mostly 8-inch local sanitary sewers and even some small 6-inch sewers. However, the city's original collection system was designed as a combined sewer system with stormwater. There were no storm sewers in the city until the 1950s. The existing storm sewer system grew in bits and pieces as individual renovation projects, and Local Improvement Districts (LID) responded to local problems. The storm sewers are 6" and 8" in diameter due to the steep terrain of the city. The existing storm sewers run primarily in the north/south "short block" orientation, picking up catch basins, which happen to be at the east/west "long block" intersections. In summary, the old downtown area has combined sewers, and the rest of the city has varying degrees of partially separated sewers. The Wastewater Utility employs a Source Control Specialist as part of the

Pretreatment program to better control what comes to the WWTP and to provide education and technical assistance to business owners. Several sources of grease and oils have been identified and remedied to relieve sewer backups. The Wastewater Utility staff operates, inspects, maintains, and repairs the sewer conveyance system, the pump stations, and the WWTP. The Utility funds an organized program of Capital Improvement projects that is approved by City Council each year and includes a six-year plan for future projects.

Map E-2: Existing Wastewater Utilities



### Forecasted Needs

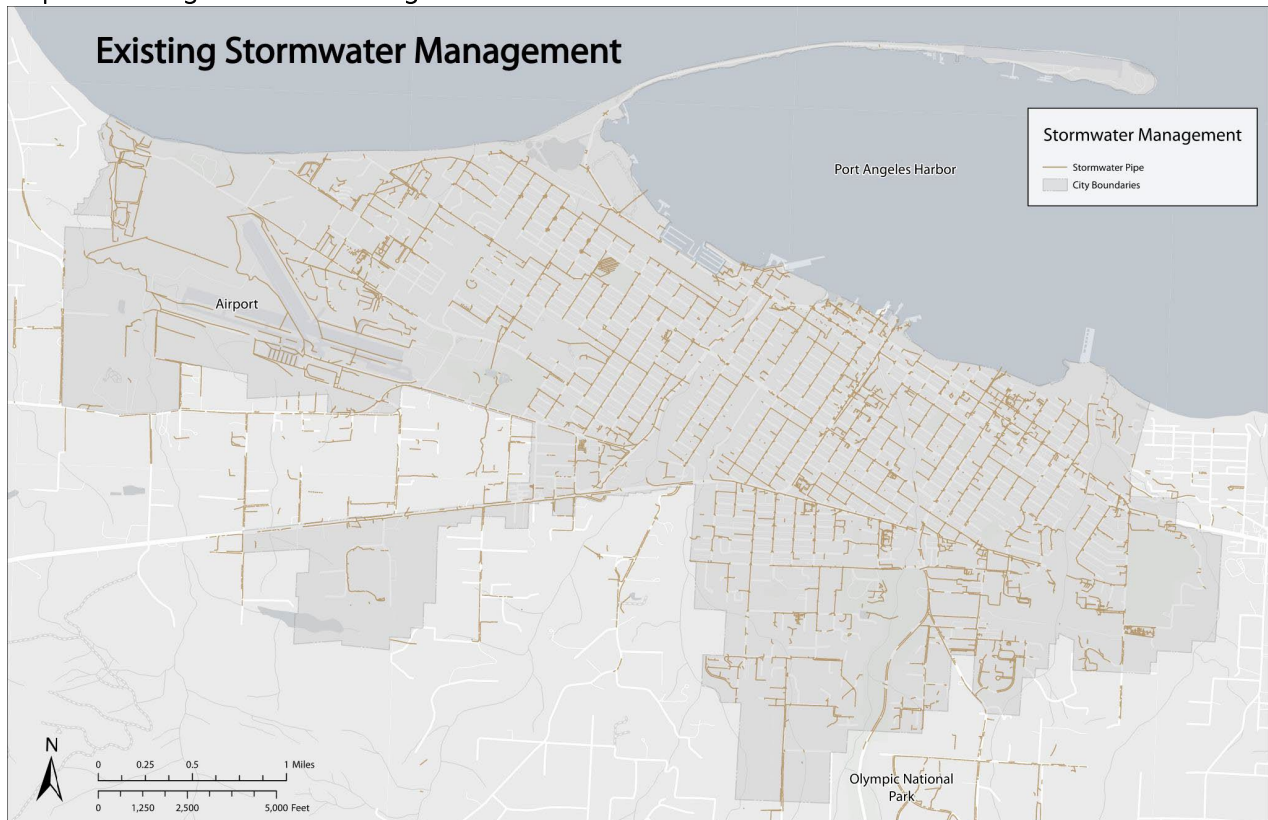
The City of Port Angeles's Wastewater Comprehensive Plan from 2022 forecasts that the current wastewater facility will reach its permitted Total Suspended Solids (TSS) load limitations by 2040. This will require the city to upgrade its current treatment facility to be able to process those TSS levels. The city's Wastewater Comprehensive Plan also highlighted the need to expand the capacity of multiple trunklines, primarily in the west end of the city, to meet anticipated growth in wastewater conveyance capacity needs. The City of Port Angeles will also need to strive to be compliant with the Department of Ecology's Nutrient Grading Permit (NGP), which was developed by Ecology in 2019. The NGP requires all point source wastewater discharges to the Washington Waters of the Salish to regulate the amount of Total Inorganic Nitrogen (TIN), which is a primary contributor to reduced dissolved oxygen conditions within the Salish Sea.

## Stormwater Management

### Existing Facilities and Capacity

The City maintains all public storm sewers, culverts, and stormwater facilities, including the WSDOT conduits, culverts, and stormwater facilities along the US 101 corridor within the city limits. The City is currently making a major shift in its approach to stormwater management, moving away from the more traditional system of hard surfaces draining to catch basins and being piped to the nearest water body to a more natural acting system of allowing stormwater to be absorbed into the earth through the installation of rain gardens and enhancing vegetative cover, including vegetated roof systems.

Map E-3: Existing Stormwater Management



### Forecasted Needs

The City of Port Angeles's 2023 Stormwater Management Program Plan identified a critical need to address a shortfall in stormwater rates to adequately fund future Stormwater Capital Improvement Projects. A key priority for the city is to tackle the remaining storm sewer infrastructure, which will help alleviate persistent overcapacity issues in the wastewater system. These stormwater projects heavily rely on grant funding to avoid accumulating city debt, meaning their specifics often depend on the parameters of available grants.

## Solid Waste Utility

### Existing Facilities and Capacity

The Solid Waste Utility operated by the Port Angeles Public Works and Utilities Department provides solid waste services. Residential customers' waste is picked up weekly or biweekly, and collection is mandatory. Commercial customers are picked up 6 days a week. Curbside yard waste and recycling are offered and provided by a private contractor. Current participation in the curbside recycling program is 80% percent of the residential customers. Curbside participation in the yard



waste program is around 50% percent of the residential customers. The City of Port Angeles owns and operates the Port Angeles transfer station. The Port Angeles Regional Transfer Station began operation in 2007 after conversion from a landfill. The landfill conversion was mandated by the Federal Aviation Administration because of the potential for scavenger birds at the landfill interfering with air traffic from the adjacent airport. This site accepts municipal solid waste from residential, commercial, and industrial customers throughout Clallam County. The Port Angeles Regional Transfer Station does not accept out-of-county waste. Recycling drop boxes are provided and accept glass, aluminum, and paper. Used oil, antifreeze, and batteries are also accepted at the site. Municipal solid waste is transported to regional landfills in Eastern Washington or Oregon. A second issue related to the landfill was the release of buried refuse onto the beach as normal bluff erosion continued. Two major projects were undertaken by the City to relocate waste materials and stabilize the bluff erosion to resolve the problem.

### Forecasted Needs

The forecasted needs for the Solid Waste Utility are mainly centered around the maintenance and improvement of the existing solid waste infrastructure and facilities. The water department is continuously working on water main rehabilitation and plant improvements, with a primary focus on secondary water supply investigations aimed at enhancing the city's water source resiliency. The city is also contending with several unfunded projects, including water line replacements, fire flow improvements, and major water main replacements. A Western UGA water main extension is currently being planned, dependent on UGA development. The Mill Creek reservoir expansion remains a possibility if the need arises. Overall, managing the city's aging water infrastructure remains an ongoing challenge, necessitating continuous replacement, repair, and updates to meet current standards, with some projects requiring expedited attention.

## Electric Utility

### Existing Facilities and Capacity

The Light Division of the City of Port Angeles Public Works and Utilities Department is the electric power provider within the city limits. The Light Operations Division of the Public Works Department operates and maintains a system of 8.8 miles of 69kV sub transmission, 127 miles of overhead, 42 miles of underground 12.47kV distribution system, and seven substations. Light Operations serves approximately 10,750 customers within the 13.5 square mile city limits of Port Angeles. Clallam County PUD is the electric power provider for the unincorporated areas surrounding Port Angeles. The Bonneville Power Administration (BPA), via its transmission lines, delivers the power used by both the City of Port Angeles and Clallam County PUD. The PUD has one substation within the Eastern UGA at Monroe Street, and another in the

Western UGA near Benson Road and Highway 101. There are seven electrical substations owned by the City of Port Angeles within the City limits.

### Forecasted Needs

The City plans a significant upgrade to its electrical infrastructure over the next five years, focusing on substation replacement and transmission line expansion into the Urban Growth Area (UGA). Where feasible, utilities will be placed underground, with the possibility of securing grant funding and coordinating these efforts with transportation projects. For the Western UGA expansion, two options are being considered: purchasing existing infrastructure from a neighboring utility or building a new substation in the area and connecting it when the broader expansion occurs. These plans are outlined in the Capital Facilities Plan (CFP).

## Alternative Facilities Providers

### Port Angeles School District

The Port Angeles School District serves the educational needs of students within the city limits and surrounding areas, encompassing a range of elementary, middle, and high schools. Committed to providing a comprehensive and supportive learning environment, the district focuses on academic excellence, student well-being, and preparing students for future success.

### Existing Facilities and Capacity

The current inventory of education facilities for the Port Angeles School District is presented in **Table E-1**.

**Table E-1: Existing Facility and Capacity Inventory**

Name	Student Count	Description	Grades	Location
Stevens Middle School	493	Middle School		1139 West 14th, Port Angeles, WA 98363
Seaview Academy	191	Alternative Online School		905 W. 9th Street, Port Angeles, WA 98363
Dry Creek Elementary	372	Elementary School	K-6	25 Rife Road, Port Angeles, WA 98363
Franklin Elementary	339	Elementary School		2505 S. Washington Street, Port Angeles, WA 98362
Hamilton Elementary	355	Elementary School	Pre-6	1822 W. 7th Street, Port Angeles, WA 98362
Jefferson Elementary	255	Elementary School	K-6	218 E. 12th Street, Port Angeles, WA 98362
Roosevelt Elementary	440	Elementary School	K-6	106 Monroe Road, Port Angeles, WA 98362
Lincoln High School	79	High School	9-12	924 West 9th Street, Port Angeles, WA 98363

Port Angeles High School	997	High School	9-12	304 Park Avenue, Port Angeles, WA 98363
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\*Source: Washington State Report Card

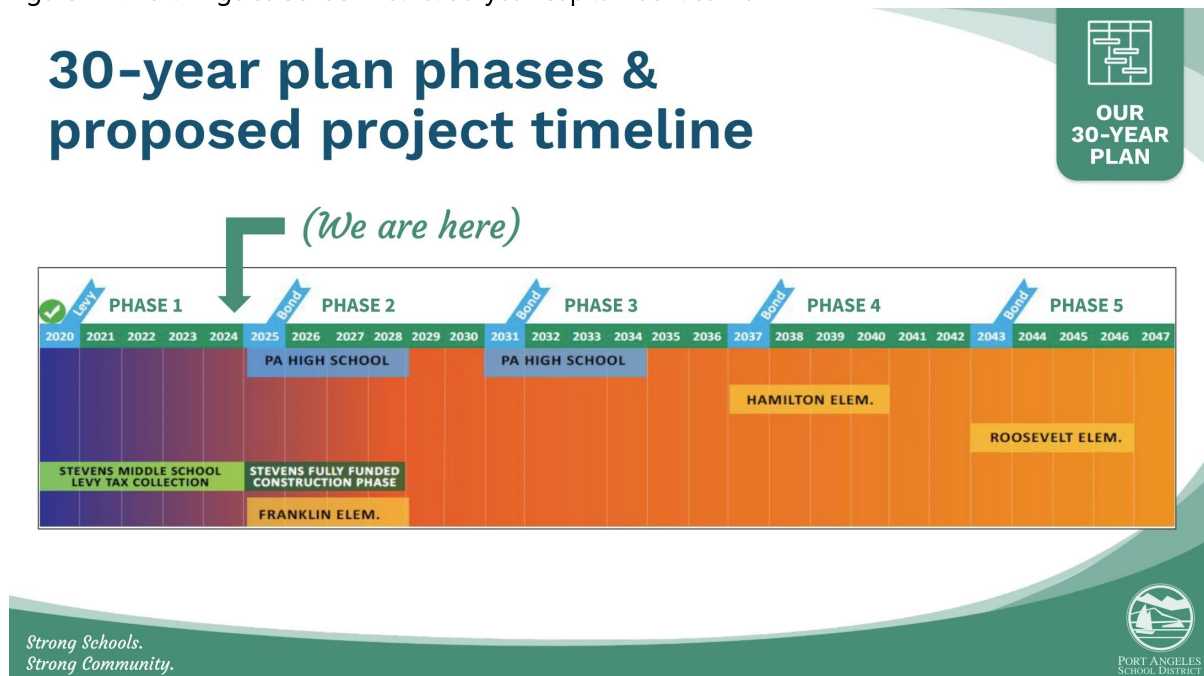
### Forecasted Needs

The anticipated forecasted needs for the School District include facility modernization and replacement, particularly for aging buildings like Port Angeles High School and Franklin Elementary, to create contemporary and safe learning environments.

### Port Angeles School District Capital Improvement Projects 2025-2030

The Port Angeles School District has created a 30-year plan to help address the needs of the School District. That plan is broken down into the phases for each proposed project and highlights potential funding sources. The visual below provides a snapshot of that 30-year plan.

Figure E-1: Port Angeles School District 30-year Capital Facilities Plan



North Olympic Regional Library System. The Port Angeles Library, located at 2210 Peabody St, Port Angeles, WA 98362, is an integral branch of the North Olympic Regional Library System (NOLS), which serves Clallam County. The current Port Angeles Main Library building, constructed in 1998, offers nearly 25,000 square feet and houses a collection of over 151,000 volumes

### Forecasted Needs

Forecasted needs for the library system generally include continuous technology upgrades to maintain digital access and resources, optimization of library spaces for flexible programming and community use, ongoing improvements to accessibility for all patrons, sustained development of diverse collections in various formats, and the creation of welcoming community engagement areas. Ensuring adequate and well-trained staffing to deliver quality services across all branches is also a consistent priority for the library system's future.