

# PACIFIC COUNTY, WASHINGTON



## COMPREHENSIVE PLAN UPDATE

2010 - 2030

OCTOBER 2010

## **Acknowledgements**

The Pacific County Comprehensive Plan Update was made possible through the collective contribution and participation of County Officials, County Staff and the public.

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*Partial funding assistance for the Pacific County Comprehensive Plan Update was provided by the Washington State Department of Commerce.*

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## **EXECUTIVE SUMMARY**

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### **INTRODUCTION**

In the 1980s, unprecedented population growth and suburban sprawl, especially in western Washington, threatened the state's forest and agricultural lands, critical wetlands, and wildlife habitat areas. Traffic congestion and air pollution had become major problems, and many sources of drinking water were at risk of becoming polluted. The Washington State Legislature responded to these trends by enacting the Growth Management Act in 1990.

Until the passage of the Growth Management Act, a unifying theme and coordinated process on managing growth did not exist. In 1990, Pacific County, at the option of their Board of County Commissioners, elected to prepare a comprehensive plan under the Act, and thus began a coordinated approach and process to address growth. The incorporated cities of Ilwaco, Long Beach, Raymond and South Bend were also embodied into the growth management planning process. All municipalities within the County began to update or prepare new comprehensive plans consistent with the Growth Management Act (GMA).

The plan is available to the public as a reference guide and is intended to notify citizens, the development community, builders, and other government agencies of how the county is directing its energies and resources to manage growth. It seeks to establish a clear intent and policy base which can be used to develop and interpret County regulations.

### **HISTORY OF PLAN DEVELOPMENT**

Traditionally, comprehensive planning has been a process by which a community or geographic area seeks to understand itself, its needs, its problems, and its potential, as well as the forces which will shape it for the next twenty years. On the basis of this understanding, the County prepares a plan containing its vision for the future.

Washington's 1990 Growth Management Act called for a deeper level of analysis than what had typically been used in the comprehensive planning process. The legislature recognized that uncoordinated and unplanned growth poses a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by Washington residents. In light of this, the GMA requires certain counties to adopt comprehensive plans which comply with new state requirements.

Pacific County's planning process began in 1990 when the Board of County Commissioners, after consultation with the four cities, citizens, and civic leaders, "opted in" to planning under the GMA. In 1992, interested citizen participants from five regional areas of the unincorporated county, and the Pacific County Regional Planning Council (PCRPC) held public workshops to identify the region's vision for the future and the issues which should be addressed in the planning process. Results of those workshops would guide the development of all elements of the plan. The five planning regions (Figure E-1) were:

- North Cove-Tokeland
- Willapa River Valley

- Bay Center-Nemah
- Naselle River Valley
- Southwest County

The PCRPC then conducted studies to facilitate preparation of a draft plan. A Citizen Advisory Committee from each regional area was appointed by the Board of County Commissioners to provide input to these studies, ensuring relevance to the community's concerns and goals. As the elements were being drafted, the PCRPC developed goals and policies through public meetings, the primary purpose of which were to receive input to the plan and provide the PCRPC with a thorough understanding of citizens' views on the draft goals and policies.

In 1994, the draft Pacific County Comprehensive Plan was completed and submitted to the Washington State Department of Community, Trade and Economic Development (CTED) for review. Through an informal comment process, CTED determined that it lacked completeness and consistency with the GMA. In August 1996, Pacific County retained Proulx Consulting, Inc. (PCI) to revise the plan to address the concerns of CTED. The revision was partially funded by a grant from CTED. The draft Comprehensive Plan was re-drafted through an extensive public process starting in late 1996 and culminating with the adoption of the final Pacific County Comprehensive Plan by Resolution No. 98-089 on October 13, 1998.

According to RCW 36.70A.130(4) and updated by ESHB 2171, each County in Washington State must take action to review and, if needed, revise its comprehensive plan and development regulations to ensure they comply with the Growth Management Act (GMA). This 2010 Comprehensive Plan fulfills this mandate as it reviews the period of time from 1998 – 2010, and then plans for the next 20 year planning horizon (2010 – 2030).

The following key points summarize the history of Growth Management in Pacific County.

### *Pacific County Opts In - 1990*

#### *Formed Regional Planning/Pacific Council of Governments*

- Formed nine planning subcommittees (4 Cities/5 County Regions).
- Produced a Comprehensive Plan for 4 Cities and County – 1995.
- State rejected plans in 1995-1996 (did not include required elements or meet goals).

### *County Assumes Lead - 1996*

- County started from cities outward (City plans rewritten first).
- County completed SEPA threshold determination in 1997. Issued a determination of significance and notice of scoping (identified ten items to be discussed in the environmental impact statement).
- Retained PCI to assist in writing the Comprehensive Plan and KCM together with David Nemens Associates, Inc., to prepare the DEIS.
- January 1998 – Draft Comprehensive Plan submitted to the State. Began 60 day review period, distributed 200 copies of plan.
- March 1998 – Preliminary Draft EIS completed (Draft EIS completed in April).

- April 1998 – Final Draft Comprehensive Plan completed.
- Final Draft Comprehensive Plan (April 1998) is written in response to GMA mandates and goals, State agency comments, case law (Growth Management Hearings Board Decisions), and legislative changes to GMA regarding limited commercial uses in rural areas. Goals and policies completed by original planning committees.
- October 1998 – Final Comprehensive Plan completed and adopted by County Commission.

*Status of Seven Required Products*

- |  |           |
|--|-----------|
| • Public Participation Strategy                      | 1996      |
| • Interim Urban Growth Areas of Incorporated Cities  | 1996      |
| • County wide Planning Policies                      | 1997      |
| • Critical Areas and Resource Lands Ordinance        | 1997      |
| • Four City Plans (justifiable population and UGA's) | 1997      |
| • County Comprehensive Plan                          | 1998      |
| • Unified Development Ordinances                     | 1998-2004 |

*Plan Implementation (1998 – 2009)*

- |   |           |
|---|-----------|
| • Land Division Ordinance Adopted               | 1999      |
| • SEPA Ordinance Update                         | 2000      |
| • Critical Areas and Resource Lands Ord. Update | 2000      |
| • Building Ordinance Update                     | 2001      |
| • Created Nahcotta Rural Activity Center        | 2001      |
| • Zoning Ordinance Adopted                      | 2004      |
| • Flood Damage Prevention Ordinance Update      | 2004      |
| • Forest Practices Ordinance Adopted            | 2005      |
| • Comprehensive Plan Amendments                 | 2000-2007 |

*Plan Review/Update (2009 - 2010)*

- 10 Year Review of Urban Growth Areas (UGA) initiated with preliminary meetings held with the four cities and workshops held with Planning Commission in 2008. Comments from Commerce (CTED) indicated the review wasn't complete enough and agreed that the UGA review would be conducted concurrently with the Comprehensive Plan update.
- 2010 Comprehensive Plan Update Initiated with a series of "scoping" workshops with the Planning Commission and public in late 2008 and early 2009. Additional workshops held with Planning Commission fall of 2009.
- The County's Public Participation Strategy was revamped for the 2010 Comprehensive Plan update.
- Several public workshops were conducted by the Planning Commission in late 2009 & early 2010 to review draft elements of the plan, including a draft Land Use Element and draft Land Use Map.
- April 2010 – SEPA conducted on plan update.
- April 2010 - UGA boundaries finalized.
- May - August 2010 – Public hearings were held with the Planning Commission

- on the 2010 Comprehensive Plan.
- October 2010 – Final 2010 Comprehensive Plan completed and adopted by County Commission.
- October & November 2010 – Public scoping sessions on the County’s development regulations held with the Planning Commission.
- January - April 2011 - public workshops held with the Planning Commission and public to consider amendments/modifications to the Pacific County Land Use Ordinance and other development regulations.
- April 2011 – SEPA conducted on development regulations update.
- July 2011 – Final Development Regulations completed and adopted by County Commission.

### **WHY PACIFIC COUNTY IS PLANNING**

#### **To Implement the Growth Management Act**

The Act invests local governments with significant decision-making power. The County has been directed to identify the concerns and goals of the citizens, to prioritize these goals, and to plan for how these goals will be achieved. While the Act requires the County to complete several planning tasks, the planning effort is in the hands of the County. Therefore the County has prepared a comprehensive plan as per state guidelines that establishes a clear intent and policy base which is used to develop and interpret local regulations.

#### **To Maintain Local Decision Making Power**

When the comprehensive planning process was initiated, the County was experiencing significant growth pressures. While the growth pressures have decreased in recent years, it is anticipated that Pacific County will continue to be affected by growth occurring from the more urbanized areas in the state and from other states. An indication of that growth is the increased demand for housing. An increasing number of policy decisions made at the federal, state, and regional level are also influencing the quality of life in the county

The County believes that the most effective way to maintain local control is to become more actively involved in planning. By preparing a plan with vision for the future of the area, the County is showing that it is informed about the implication of its policy decisions, and able to express community concerns to regional, state, and federal entities. In addition, the Act requires that state agencies must comply with local comprehensive plans and development regulations. Therefore, the comprehensive plan and the development regulations allow the County to assert local control over certain issues with the assurance that state agencies will respect County decisions in a manner which will reinforce the desired character, scale, and identity of the County.

#### **To Promote Desired Changes**

The comprehensive plan includes an evaluation of existing infrastructure capacity as compared to current and future demand, and a projection of capacity supply. The County can then establish

appropriate policies defining clear direction for future growth and development to ensure that it meets the County's standards. Even though Pacific County is not growing quickly, change is occurring. The County has chosen to take a proactive role in attracting developments to meet the needs of the citizens. Recognition of the type of changes that are occurring and readiness to make decision in light of such changes will allow the County to take advantage of positive opportunities and to address the effects on the quality of life.

### **To Address Changes in Community Needs**

Changes in population, land use patterns, housing, and the economy have occurred over the years. More recently, concerns about environmental quality have also created a change in traditional land use patterns. The comprehensive plan addresses these changes and reflects the concerns of communities throughout the County. An extensive public participation process was undertaken to ensure the vision expressed in the comprehensive plan reflects the needs and desires of the local population. An extensive public participation process was also undertaken during the preparation of the 2010 update to confirm the vision still reflected the needs and desires of the local population. The following issues were identified during the 1998 planning process and provide the basis for the 2010 update:

- Determine what public services the County wants to provide and at what level of service;
- Determine how these public services will be financed;
- Anticipate future expenditures;
- Maintain environmental quality;
- Maintain small town quality of life;
- Maintain and improve infrastructure;
- Reduce land use conflicts and haphazard development;
- Retain historic cultural diversity.

### **Vision Statement**

Based on the information received through the public workshops, the following vision statement has been prepared for Pacific County:

*Pacific County seeks to maintain and enhance the rural life-style of the planning area by promoting long-term development of agricultural, forest and fisheries resources; by reducing conflicts between residential, commercial, industrial, and farming activities; by conserving economic resources and promoting economic development that is compatible with the area's resources; and by promoting the safety, health and general welfare of all the residents.*

### **HISTORY OF PLAN DEVELOPMENT**

The County has coordinated its plan with adjacent jurisdictions in order to achieve compatibility and external consistency. Where appropriate, the County has given priority in addressing the following fourteen goals of the Growth Management Act:

*Urban Growth.* Encourage development in urban areas where adequate public facilities and

services exist or can be provided in an efficient manner.

*Reduce Sprawl.* Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

*Transportation.* Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

*Housing.* Encourage the availability of affordable housing to all economic segments of the population of the County, promote a variety of residential densities and housing types, and encourage preservation of existing housing.

*Economic Development.* Encourage economic development throughout the County that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the County's natural resources, public services, and public facilities.

*Property Rights.* Promote property rights by not taking private property for public use without just compensation. The property rights of land owners shall be protected from arbitrary and discriminatory actions.

*Permits.* Process development permit applications in a timely and fair manner to ensure predictability.

*Natural Resource Industries.* Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries.

*Open Space and Recreation.* Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

*Environment.* Protect the environment and enhance the County's high quality of life, including air, water quality, and the availability of water.

*Citizen Participation and Coordination.* Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

*Public Facilities and Services.* Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

*Historic Preservation.* Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

*Shoreline Management.* Promote consistency between the County's Comprehensive Plan and

the County's Shoreline Master Program to ensure shoreline areas are adequately protected from uncoordinated land use decisions.

### **LAND USE AND RURAL AREAS**

Pacific County's 1994 Draft Comprehensive Plan recognized both Urban Growth Areas (UGAs) of the incorporated cities, and the Community Growth Areas (CGAs) of unincorporated Pacific County. Incorporated cities and their UGAs include Ilwaco, Long Beach, Raymond, and South Bend. CGAs were included in the 1994 draft plan to acknowledge the small, historic community areas throughout the County that provide citizens with infrastructure, public services, and facilities. While these areas have no formal governing mechanisms, the density of housing and mixed land use within the CGAs is typical of an incorporated municipality.

The 1998 Comprehensive Plan continued the concept of the CGAs and rural areas established in the 1994 Draft Comprehensive Plan. However, it differed from the earlier plan in that it eliminated the CGA designation and replaced it with the Unincorporated Urban Growth Area, the Rural Village, or the Rural Activity Center designation. In addition, the plan identified and provided for other existing patterns of land use throughout the rural area. These include industrial, shoreline development, General Rural, and other rural designations. These changes were made in accordance with the 1997 Growth Management Act rural amendments (ESB 6094) which recognize the need to maintain and protect the county's rural character and existing land use patterns. A number of plan amendments adopted since the 1998 comprehensive plan that have modified some of the Rural Activity Centers and has added the Nahcotta Rural Activity Center.

The 1998 Comprehensive Plan also refined the boundaries for all growth areas designated in the 1994 draft plan. The GMA directs that urban growth areas be designated based on population forecasts and available land. Further, it directs that rural lands with more intensive development may include undeveloped lands if limited. At the time the 1994 draft plan was prepared, the County and the incorporated cities had designated large growth areas that included resource lands. The 1998 Comprehensive Plan revised the growth areas to accommodate the modest population increases expected in the 20-year planning period while logical outer boundaries were determined for the rural areas of more intensive development. The 2010 update plan revisited these specific geographic areas to determine whether there was a need to modify or alter the original assumptions made during the 1998 planning efforts. With the exception of the modifications to the Seaview Urban Growth Area to coincide with the Seaview Sewer District boundaries, there have been very few modifications made to the unincorporated Urban Growth Area boundaries, the Ocean Park Rural Village or the various Rural Activity Centers.

### **POPULATION PROJECTIONS**

According to the Office of Financial Management (OFM), the total population of Pacific County remained relatively constant between the 1998 Comprehensive Plan and the 2010 Comprehensive Plan. The 1996 population was 21,100 while the 2008 population of Pacific County was 21,800. The 1998 plan used a projected growth rate of 22.8% and predicted the total population would increase from 21,100 in 1996 to 27,107 in 2016. While the actual

population projections have not been realized, the amount of housing growth over the previous ten year period of time is comparable to the projected growth rate of 22.8% as the County has added approximately 2,200 new residential dwellings in the unincorporated areas.

For the 2010 Comprehensive Plan, we are predicting that the population will increase from 21,800 in 2009 to 26,770 in 2030, which yields an annual rate of 1.14 percent, or 22.8 percent for the entire 20-year period. At this rate, the County will add 4,970 new residents over the next twenty years. This number is higher than the OFM's "medium" predictions but less than the OFM's "high" growth rate predictions and was chosen because it is consistent with the predictions used in the 1998 plan.

To gain a better understanding of the various regions within the County, and to further allocate OFM population forecasts, land use planning work has been based on the five distinct geographic regions established in the 1994 Plan. Table E-1 shows the updated forecast population for the incorporated cities as well as for each Rural Activity Center, Rural Village, and Unincorporated Urban Growth Area within rural Pacific County. It also provides the total land area needed within each designation to accommodate the projected number of new residents, and the vacant, buildable land that is provided. Table E-2 provides an estimate of the total number of new housing units that can be accommodated on all vacant buildable land throughout the rural County.

The Land Use Map prepared for this Comprehensive Plan shows each urban growth area and the land uses throughout the remainder of the County. Definitions of the various land use designations are included in Section 2.

### **RESOURCE LANDS AND CRITICAL AREAS**

This section of the plan has been prepared to address conservation of critical areas and resource lands. Resource lands include agriculture, aquaculture, forest, and mineral resource activities. Critical areas are defined as one, or a combination of wetlands, critical aquifer recharge, frequently flooded, geologically hazardous, and fish and wildlife conservation areas. The purpose of this element is to provide the policy framework for the Pacific County Critical Areas and Resource Lands Ordinance No. 147. The ordinance provides guidelines for the designation and classification of these lands and establishes regulations for their protection while this Critical Areas and Resource Lands element further discusses classification and identification of such areas.



**Table E-1**  
**Population Distribution and Land Needs**

<b>Location</b>	<b>2009 Population<sup>1</sup></b>	<b>2030 Forecast Population<sup>2</sup></b>	<b>Projected New Residents</b>	<b>Land Area Needed<sup>3</sup> (Acres)</b>	<b>Vacant Buildable Land<sup>4</sup> (Acres)</b>
<b>Incorporated Cities</b>					
Ilwaco	1,070	1,321	244	18	149
Long Beach	1,535	1,885	350	32	77
Raymond	3,010	3,696	686	70	75
South Bend	1,770	2,174	404	40	18
<b>Total Incorporated Cities</b>	<b>7,385</b>	<b>9,076</b>	<b>1,684</b>	<b>160</b>	<b>319</b>
<b>Unincorporated County</b>					
<i>Rural Activity Centers</i>					
Bay Center	203	249	46	20	20
Chinook	483	593	110	49	49
Frances	46	57	11	5	9
Lebam	103	127	24	11	19
Menlo	142	174	32	15	60
Nahcotta	20	25	5	2	2
Naselle <sup>6</sup>	577	709	132	59	130
Tokeland	119	146	27	6	6
<i>Rural Village<sup>5</sup></i>					
Ocean Park	679	834	155	23	44
<i>Unincorporated UGA<sup>7</sup></i>					
Seaview	800	982	182	20	20
<i>Other Rural Areas<sup>8</sup></i>	11,243	13,805	2,562	4,000	9,900
<b>Total Unincorporated County</b>	<b>14,415</b>	<b>17,701</b>	<b>3,286</b>	<b>4,208</b>	<b>10,251</b>
<b>Pacific County Total</b>	<b>21,800</b>	<b>26,777<sup>9</sup></b>	<b>4,970</b>	<b>4,372</b>	<b>10,570</b>

<sup>1</sup> Source: "April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Revenues, State of Washington", Office of Financial Management, Forecasting Division, June 29, 2009.

<sup>2</sup> Calculated by subtracting 2009 allocated population from 2030 forecast population. Calculated 2030 forecast using a 22.8% growth rate for 2016 – 2030.

<sup>3</sup> Based on average household size of 2.27 persons in unincorporated County areas. For incorporated areas, see individual city comprehensive plans for methodology.

<sup>4</sup> Vacant, buildable land is land designated for residential development. See Appendix Z for land use analysis.

<sup>5</sup> An overall density of 1 dwelling unit per acre is assumed for new development due to on-site sewage disposal.

<sup>6</sup> There are uncertainties surrounding Naselle and the Naselle Youth Camp. The 1998 plan projected an expansion of the existing camp facilities. The current economic climate in 2009/2010 has seen proposals to close the youth camp. This plan assumes that the youth camp will not be closed.

<sup>7</sup> An overall density of 4 dwelling units per acre is assumed for new development.

<sup>8</sup> Other rural areas include a range of available densities.

<sup>9</sup> Calculated using a 22.8% growth rate for 2016 – 2030.

**TABLE E-2  
POTENTIAL HOUSING UNITS IN  
RURAL PACIFIC COUNTY**

<b>Residential Land Use Designation<sup>1</sup></b>	<b>Total Area<sup>2</sup> (Acres)</b>	<b>Vacant Land<sup>3</sup> (Acres)</b>	<b>Permitted Density</b>	<b>No. of Potential Housing Units</b>
Remote Rural	13,212	885	1 unit per 10 acres	89
General Rural	100,023	6,150	1 unit per 5 acres	1,230
Rural Agriculture	7,177	671	1 unit per 5 acres	134
Shoreline Development	1,572	63	1 unit per acre	63
Rural Activity Center	3,073	250	1 unit per acre	250
Rural Village	581	44	1 unit per acre	44
Unincorporated UGA	413	20	4 units per acre	80
<b>Totals</b>	<b>126,051</b>	<b>21,856</b>		<b>4,654</b>

<sup>1</sup> See Land Use Map (Section 2 – Land Use and Rural Areas) for locations of these designations.

<sup>2</sup> Numbers are rounded.

<sup>3</sup> Vacant, available land calculated as: Available Land = (Total Area – Nonresidential – Already Developed). For Remote Rural, General Rural, Rural Agriculture, and Shoreline Designations nonresidential assumed to be 60% of total area as follows: 15% roads, 20% critical areas and physically limiting features, and 25% not available for sale during 20 year planning period. For Rural Village, Rural Activity Center, and Seaview designations, see Appendix A.

## TRANSPORTATION

The transportation element identifies the types, location and extent of existing and proposed transportation facilities and services within Pacific County (air, water and land including transit systems, pedestrian and bicycle uses). County roads have been classified as either an arterial, major collector, or minor collector. Existing and forecast levels of service (LOS) have been evaluated for the county's major roads. All currently operate at an acceptable LOS A condition. Based on the traffic estimates made for the year 2030, the majority of County roadways will continue to operate at an acceptable LOS A condition. The analysis reflects average annual traffic conditions. While no capacity projects are proposed, the County remains committed to providing the best transportation system within funding capabilities for its citizens, and safety and preservation projects are planned.

## CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures of the county. This enables the County to maintain and improve public facilities and infrastructure to meet established standards. To ensure that the resources are available to provide the needed facilities, the plan will be reviewed on an annual basis. A master list of planned improvements is presented in Table E-3.

## PLAN AMENDMENT PROCESS

It is important to review and amend the comprehensive plan on a regular basis. Such review will allow the County to measure progress and clarify inconsistencies that may occur as a result of

changes in the community. The process also prepared the County for future updates of the plan. The procedure for implementing and amending the plan is as follows:

- The plan will be reviewed not more than once per year and updated at least every ten years.
- Development regulations will be considered for update at least every ten years.
- Base-line data will be updated as appropriate when the plan is subsequently reviewed.
- Obstacles or problems which result in under-achievement of goals and policies will be identified when the plan is reviewed, and action will be taken to address identified problems.
- The County will update or establish development ordinances to implement the policies in the plan amendment.

### **OPTIONAL PLAN ELEMENTS**

The Growth Management Act also suggests that each jurisdiction planning under the GMA include optional elements such as a Parks & Recreation Element, an Economic Development Element, and where appropriate, sub-area plans for specific geographic areas. Many of the components typically found within each of these elements are found elsewhere in this Comprehensive Plan. For example, Section 6 contains a discussion about the County's parks. Therefore, we decided to not include these optional elements into this plan at this time.

### **PLAN LANGUAGE**

This Comprehensive Plan includes many terms that can be confusing and easily misunderstood. To assist with the overall plan understanding, we have attempted to expand the Glossary section to help define and/or explain a number of the different terms one would encounter while reading this document.

### **GOALS AND POLICIES**

The Pacific County Comprehensive Plan includes the following goals. These goals, as well as the policies found throughout the remainder of the plan are intended to provide guidance for decision-making processes. The goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of these individual regions and the four cities have been combined as presented below. Goals and policies only apply to unincorporated areas of the County.

**Shoreline Master Program**

Goal SMP-1: The County should recognize and protect the functions and values of the shoreline environments of statewide and local significance. For shorelines of statewide significance (SSWS), protection and management priorities are to:

- a. Recognize and protect the statewide interest over local interest;
- b. Preserve the natural character of the shoreline;
- c. Provide long-term over short-term benefit;
- d. Protect the resources and ecology of shorelines;
- e. Increase public access to publicly owned areas of shorelines; and
- f. Increase recreational opportunities for the public in shoreline areas.

Protecting Pacific County's shoreline environment is of importance to preserving the economic, environmental and cultural resources of our community. The shoreline policies that follow have been crafted to recognize these unique and valuable shoreline resources and to protect them for the benefit of future generations. These policies are intended to be consistent with the Shoreline Management Act, Chapter 90.58 RCW.

**Land Use & Rural Areas**

Goal LU-1: Rural areas should take into consideration both human uses and the natural environment, and should maintain the existing rural character of the land. The County should protect the land and water environments required by natural resource-based economic activities, fish and wildlife habitats, rural lifestyles, outdoor recreation, and other open space.

Goal LU-2: Rural areas should generally be developed at low levels of intensity so that demands will not be created for high levels of public services and facilities. County requirements for housing in rural areas should encourage residential development that is compatible with farming, forestry, aquaculture, open space, outdoor recreation, rural service levels, and generally with the rural character. Existing areas of more intense development should be acknowledged and maintained.

Goal LU-3: The County's designated Urban Growth Areas should cumulatively provide the area and densities sufficient to permit the urban growth that is projected to occur in the County over the succeeding 20 years.

Goal LU-4: A Comprehensive Plan should be maintained for each urban growth area attached to an incorporated city. For urban growth areas around unincorporated centers and for Limited Areas of More Intensive Rural Development (LAMIRD), the policy framework for urban growth should be embodied either in this Comprehensive Plan or in an optional County Sub-Area Plan.

Goal LU-5: The County's designated Urban Growth Areas and LAMIRD's should concentrate

medium and higher-intensity residential, commercial, and industrial development in urban growth areas in a way that ensures livability and preservation of environmental quality, open space retention, varied and affordable housing, high quality urban services at the least cost, and orderly transition of land from the County to a city.

- Goal LU-6: The County should review annexations and incorporations to ensure consistency with this Comprehensive Plan, and to evaluate impacts on County land use, traffic circulation, public services and facilities, and the integrity and continuity of service areas and boundaries.
- Goal LU-7: The County should establish an effective system to promote participation by individuals and groups in the land use planning and decision making process.
- Goal LU-8: The County should encourage the public health, safety, and general welfare without unduly jeopardizing the rights of the individual, through use of a system of coordinated plans that direct the County's physical development and provide the framework for a variety of implementing mechanisms.
- Goal LU-9: The County should implement a Comprehensive Plan that promotes certainty but is adaptable to changing conditions.

### **Resource Lands & Critical Areas**

- Goal R-1: Agricultural land of long-term commercial significance should be preserved in order to encourage an adequate land base for long-term farm use.
- Goal R-2: Areas devoted to the process of growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be protected and preserved in order to promote an adequate resource base for long-term use.
- Goal R-3: Forest lands of long-term commercial significance should be conserved in order to maintain a viable forestry industry for long-term economic use while protecting environmental values.
- Goal R-4: Forest lands of long-term commercial significance should accommodate public recreation, where ever possible, and provided it does not compromise the economic and environmental integrity of those commercial forest lands.
- Goal R-5: Mineral resource land of long-term commercial significance should be allowed to be used by extraction industries, while minimizing conflicts between other land uses and general environmental concerns.
- Goal R-6: Wetlands should be protected because they provide important functions which add to the quality of life in Pacific County.

## **EXECUTIVE SUMMARY**

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- Goal R-7: Areas demonstrated to be critical aquifers and/or which play a crucial role in recharging our groundwater supplies should be carefully monitored and regulations developed to protect potable water sources.
- Goal R-8: Frequently flooded areas of Pacific County that are known to be vital to maintaining the integrity of natural drainage systems should be protected by adopting regulations to prevent adverse alterations and obstructions to those areas.
- Goal R-9: Appropriate measures should be provided to either avoid or mitigate significant risks to public and private property and to public health and safety that are posed by geologic hazard areas.
- Goal R-10: Fish and Wildlife habitat areas should be protected as an important natural resource for Pacific County.

### **Housing**

- Goal H-1: Enough housing should be available to meet the housing needs of the existing and projected population, including rental and purchase opportunities for all income levels.
- Goal H-2: New development should further the County's goal to maintain the rural quality of life for county residents.
- Goal H-3: The provision of housing in a wide range of costs, with emphasis on housing units for low- and moderate-income households, should be encouraged.
- Goal H-4: The provision of housing for the special needs populations in the County should be encouraged.
- Goal H-5: The structural integrity of the existing housing stock should be preserved to the extent practicable.
- Goal H-6: Affordable single and multi-family housing should be encouraged in urban areas.
- Goal H-7: The County should coordinate with the Joint Housing Authority and the cities to implement the Pacific County 10-year plan to end homelessness.

### **Transportation**

- Goal T-1: The transportation system should complement the land use and rural areas element of the Pacific County Comprehensive Plan.
- Goal T-2: The transportation system should be coordinated with neighboring cities and other transportation providers.

## **EXECUTIVE SUMMARY**

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- Goal T-3: The transportation system should promote safe and efficient access to land while maintaining the integrity of the arterial roadway system and limiting environmental impacts.
- Goal T-4: The transportation system should provide mobility for all citizens regardless of age, handicap or income and should be encouraged as a means to promote additional tourism within Pacific County.
- Goal T-5: The transportation system should enhance the health, safety, and welfare of Pacific County citizens.
- Goal T-6: The costs of transportation improvements directly associated with new development should be borne primarily by the developer. Broader transportation impacts and/or improvements required beyond the boundary of a specific project should be programmed within the County's funding capacity.

### **Capital Facilities**

- Goal CF-1: Public involvement should be solicited and encouraged in public facilities planning.
- Goal CF-2: When designing and locating public facilities, public entities and utility providers should provide mitigation to prevent adverse impacts on the environment and other public facilities.
- Goal CF-3: The costs of proposed County-owned capital facilities should be within the County's funding capacity, and be equitably distributed between facility users and the County in general.
- Goal CF-4: Public facilities and services should be provided commensurate with planned development intensities without unduly impacting current service levels.
- Goal CF-5: Public facilities and services should be provided at reasonable costs, consistent with the County's Comprehensive Plan, capital budget, and six year transportation program.
- Goal CF-6: Sewer systems should be provided in rural areas only to correct public health problems.
- Goal CF-7: New publicly owned drinking water systems should be provided in rural areas only to correct public health problems.
- Goal CF-8: Capital facilities should be designed to include mitigation to protect surface and ground water quality and habitat, to prevent chronic flooding from stormwater, to maintain natural stream hydrology, and to protect aquatic resources in areas experiencing flood control problems.

- Goal CF-9: The County should coordinate planning of parks, trails, and preserves with other local governments within the County so as to serve all residents of the County.
- Goal CF-10: New County government buildings should be located to provide convenient access to residents. County government buildings should be designed for efficient and effective use of public funds.
- Goal CF-11: The impact of new school facilities on roads and neighboring uses should be assessed before construction begins.
- Goal CF-12: While the County will not provide sanitary landfill services, the County will continue to coordinate the provision of solid waste disposal services with the cities, haulers and service providers. The County will also continue to monitor post closure activities at the Rainbow Valley Landfill in north Pacific County.
- Goal CF-13: The County should continue promoting the countywide recycling program which has a goal of reducing or recycling the County's waste stream as defined in the Pacific County Solid Waste Management Plan.

### **Utilities**

- Goal U-1: Necessary energy and communication facilities/services should be available to support current and future development.
- Goal U-2: Negative impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment should be minimized.
- Goal U-3: The County and cities should promote the use of alternative sources of energy such as wind, solar, hydro, tidal, biomass, biological, etc., and provided negative impacts associated with their siting, development and operation on adjacent properties and the natural environmental are minimized.

### **Essential Public Facilities**

- Goal PF-1: Appropriately located lands for essential public services should be identified before development or redevelopment of essential public services occurs.



## EXECUTIVE SUMMARY

**TABLE E-3**  
**MASTER LIST OF CAPITAL IMPROVEMENT PROJECTS**

Project Date	Project Name	Estimated Cost	Source of Funds		
Water & Sewer System Projects – None Identified At This Time					
Refuse and Recycling Projects					
2010	Loomis Lake Basin Drainage Channel	\$105,000	SC		
2011	Seaview Storm Drain Improvements	\$80,000	SC, CRF		
2011	East Main Outlet Pipe Replacement	\$107,500	SC		
2013	41 <sup>st</sup> Street Culvert	\$5,000	SC, CRF		
2013	95 <sup>th</sup> Street Culvert	\$110,000	SC		
2014	Sid Snyder Dr. Culvert Replacement	\$80,000	SC, CRF		
2015	South Surfside Outfall Extension	\$250,000	SC		
Total Stormwater System Projects		\$ 737,500			
Year of Construction	Project Name	Milepost From	Milepost To	Cost	Funding Source
2011	Butte Creek Road	1.32	3.16	\$1,300,00	CRF, STP
2011	Smith Creek Road	5.80	6.83	\$1,505,00	CRF, RAP
2011	Falls River Bridge	2.47		\$675,000	CRF, BROS
2011	Willapa Road	4.06	5.04	\$975,000	CRF, RAP
2011	Camp One Road	3.36	3.87	\$1,000,00	CRF
2011	Monohon Landing	0.28	0.85	\$1,700,00	CRF, RAP
2012	Niawiakum Bridge	7.65		\$2,500,00	CRF, BROS
2012	Parpala Road	2.30	2.46	\$800,000	CRF
2013	Rue Creek Road	2.01	3.36	\$1,500,00	CRF, RAP
2013	Davis Creek Bridge	1.55		\$1,275,00	CRF, BROS
2013	U Street	1.79	3.13	\$900,000	CRF, STP
2013	Pioneer Road	0.00	1.02	\$500,000	CRF
2013	Smith Creek Road	13.72	14.75	\$500,000	CRF, STP
2014	Smith Creek Road	12.72	13.72	\$500,000	CRF, STP
2014	County Line Bridge	2.30		\$4,000,00	CRF, BROS
2014	Heckard Road	0.00	1.02	\$875,000	CRF, RAP
2014	Sandridge Road	0.16	0.99	\$900,000	CRF, STP
2014	Joe Johns Road	0.00	0.96	\$350,000	CRF
2014	Tokeland Road	0.00	2.99	\$1,500,00	CRF, STP
2015	Heckard Bridge Rehabilitation	0.79		\$500,000	CRF, BROS
2015	67 <sup>th</sup> /68 <sup>th</sup> Extension	0.00	0.00	\$500,000	CRF
2015	Campbell Bridge			\$1,000,00	CRF, BROS

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2015	South Valley Road	0.00	1.93	\$1,500,00	CRF, STP
2015	Cranberry Road	0.00	1.40	\$500,000	CRF
2015	Oldani Road	0.00	0.65	\$200,000	CRF, CAPP
2015	Udell Hansen Road	0.00	0.73	\$950,000	CRF
2015	Miscellaneous Safety Enhancement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF
<b>Total Transportation Projects</b>				<b>\$ 28,855,000</b>	
<b>Building Projects</b>					
Unknown	South County Maintenance Facility			\$2,500,000	GO, CRF
Unknown	North County Maintenance/Public Works Facility			\$3,205,000	GO, CRF
<b>Total Building Projects</b>				<b>\$5,705,000</b>	
<b>Parks Projects</b>					
2010	Senior Center (Raymond)			\$440,000	CDBG
2012	Morehead Park, Septic and Drainfield Replacement			\$150,000	L, M
2012	Bruceport Park Restroom Remodel			\$15,000	U
2012	Chinook Park Seawall			\$350,000	U
2013	Chinook Park Rest Area Phase I			\$239,000	U
2014	Naselle Boat Launch, Phase III			\$400,000	U
2014	Bush Pioneer Park Land Acquisition			\$25,000	U
2014	Chinook Park Rest Area Phase II			\$275,000	U
2014	Port of Peninsula Beach to Bay Trail			\$232,000	U
2015	Chinook School Community Project			\$750,000	U
2016	Chinook Park Rest Area Phase III			\$50,000	U
Unknown	City of LB – Ocean Dune Open Space Park			\$200,000	U
Unknown	North County Swimming Pool			\$800,000	U
Unknown	So. County Youth Recreation Facility			\$25,000	U
<b>Total Parks Projects</b>				<b>\$3,511,000</b>	
<b>Funding Source Legend:</b>					
ALEA	Aquatic Lands Enhancement Account	NCRD	North County Recreational District		
BROS	Bridge Replacement Off System	P&T	Paths and Trails Fund		
CCWF	Centennial Clean Water Fund	PWTF	Public Works Trust Fund		
CDBG	Community Development Block Grant	RAP	Rural Arterial Preservation		
CRF	County Road Fund	RB	Revenue Bond		
CZMF	Coastal Zone Management Fund	S	State Grant		
DOE	Ecology Coordinated Prevention Grant	STP	Surface Transportation Program		
FCAAP	Flood Control (FC) Account Program	TIA	Transportation Improvement Account		
SC	FC Zone District No. 1 Service Charge	U	Unknown		
FEMA	Federal Emergency Management Agency	DOT	Washington State Dept. of Transportation		
GF	County General Fund	GO	General Obligation Bonds		
D	Donation	L	Local		
M	Match				

**1.1 Purpose**

In the 1980s, unprecedented population growth and suburban sprawl, especially in western Washington, were believed to potentially threaten the state's forest and agricultural lands, critical wetlands, and wildlife habitat areas. Traffic congestion and air pollution had become major problems, and many sources of drinking water were at risk of becoming polluted. The Washington State Legislature responded to these trends by enacting the Growth Management Act (GMA) in 1990, and mandating that certain cities and counties prepare comprehensive plans.

A comprehensive plan is an official document adopted by local government as a guide to making decisions about future physical development. It indicates, in a general way, how residents feel about their community. Until the passage of the GMA, a unifying theme and coordinated process on managing growth did not exist. In 1990, Pacific County, at the option of their Board of County Commissioners, elected to prepare a Comprehensive Plan under the Act, and thus began a coordinated approach and process to address growth.

The 1998 Comprehensive Plan was adopted on October 13, 1998 with three major purposes:

1. To catalog existing conditions within Pacific County's unincorporated areas;
2. To assess needs and evaluate alternatives for meeting those needs; and
3. To provide goals and policies as official direction for Pacific County.

According to RCW 36.70A.130, the 1998 Pacific County Comprehensive Plan is required to be reviewed, and updated where necessary, by 2010. This plan, the 2010 Comprehensive Plan Update, reviewed the previous ten years and then projects forward over the next twenty year planning horizon (2010 – 2030). Our review of the 1998 plan and the projections forward reflect the basic fact that Pacific County has experienced very little actual population growth or increases over the previous 10 years, yet has realized gains in new residential construction. Our analysis of the first ten years of the Pacific County Comprehensive Plan shows the assumptions of the 1998 plan are still valid. With the exception of meeting the population growth targets, the goals of the plan appear to be on track. Growth in the County is being directed towards the urbanizing areas and away from the resource lands. Infrastructure is not being extended to serve outlying areas. The Rural Areas of More Intensive Development continue to absorb their share of residential development yet have adequate land areas for future growth. The end result is a 2010 Comprehensive Plan that looks very similar to the 1998 plan.

The 2010 Comprehensive Plan retains the three main purposes expressed in the 1998 plan while adding two additional purposes:

1. To catalog existing conditions within Pacific County's unincorporated areas;
2. To assess needs and evaluate alternatives for meeting those needs;

3. To provide goals and policies as official direction for Pacific County; and
4. To evaluate the previous ten years to determine the effectiveness of the original planning effort: and
5. To build on the 1998 planning efforts as Pacific County looks forward to 2030.

The analyses of existing conditions, issues, facilities, population projections, and other factors within this plan will aid Pacific County officials and the County Commissioners in their decision making role. It will help with long-term planning efforts and in the coordination of these efforts with other nearby jurisdictions. Such coordinated planning will enable more efficient use of public funds and human resources. The plan is also intended to maintain reasonable continuity in future decision-making as turnover occurs within the County's legislative body. However, the plan must be periodically reviewed and updated to reflect technological, social, economic and political changes that may invalidate certain plans and policies.

The plan will continue to be available to the public as a reference guide and is intended to notify citizens, the development community, builders, and other government agencies of how the county is directing its energies and resources to manage its growth. It seeks to establish a clear intent and policy base which can be used to develop and interpret municipal regulations.

This document will also help Pacific County in its attempts to secure funding for development and capital improvement projects. Outside funding sources must be presented with a clear picture of existing conditions, needs, and goals. This document will provide this information as well as details on how individual projects fit into and support the county's overall vision for its future.

## **1.2 Authority to Plan**

With Pacific County's decision to plan under the GMA, the County embraced the growth management planning process. The County adopts this Comprehensive Plan under the authority of the Washington State Growth Management Act, RCW 36.70A. Both the Planning Commission Act and the Planning Enabling Act provide the authority and procedures for guiding and regulating the physical development of the County.

The Comprehensive Plan is a legally-recognized document which provides the framework for making land use and other planning and policy decisions. However, it is fundamentally a policy document. The implementation of these policies as required by the GMA is done through the County's zoning, subdivision and critical areas ordinances.

## **1.3 History of Plan Development**

Traditionally, comprehensive planning has been a process by which a community or geographic area seeks to understand itself, its needs, its problems, and its potential, as well as the forces which will shape it for the next twenty years. On the basis of this understanding, the County prepares a plan containing its vision for the future.

Washington's 1990 Growth Management Act called for a deeper level of analysis than what had typically been used in the comprehensive planning process. The legislature recognized that uncoordinated and unplanned growth poses a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by Washington residents. In light of this, the GMA requires certain counties to adopt comprehensive plans which comply with new state requirements.

Pacific County's planning process began in 1990 when the Board of County Commissioners, after consultation with the four cities, citizens, and civic leaders, "opted in" to planning under the GMA. In 1992, interested citizen participants from five regional areas of the unincorporated county, and the Pacific County Regional Planning Council (PCRPC) held public workshops to identify the region's vision for the future and the issues which should be addressed in the planning process. Results of those workshops would guide the development of all elements of the plan. The five planning regions were:

- North Cove – Tokeland
- Willapa River Valley
- Bay Center – Nemah
- Naselle River Valley
- Southwest County

Studies were then conducted by the PCRPC to facilitate preparation of a draft plan. A Citizen Advisory Committee from each regional area was appointed by the Board of County Commissioners to provide input to these studies, ensuring relevance to the Communities' concerns and goals. As the elements were being drafted, the PCRPC developed goals and policies through public meetings, the primary purpose of which was to receive input to the plan and provide the PCRPC with a thorough understanding of citizens' views on the draft goals and policies.

In 1994, the draft Pacific County Comprehensive Plan was completed and submitted to the Washington State Department of Community, Trade and Economic Development (CTED) for review. Through an informal comment process, CTED determined that it lacked completeness and consistency with the GMA. In August 1996, Pacific County retained Proulx Consulting, Inc. to revise the plan to address the concerns of CTED. The draft Comprehensive Plan was re-drafted through an extensive public process beginning in late 1996 and culminating with the adoption of the final Pacific County Comprehensive Plan by Resolution No. 98-089 on October 13, 1998. All of Pacific County's development regulations were completed with the adoption of Pacific County Ordinance No. 153, Land Use, on March 14, 2004.

RCW 36.70A.130(4), updated by ESHB 2171, requires each County in Washington to take action to review and, if necessary, revise its comprehensive plan and development regulations to ensure they comply with the Growth Management Act (GMA). The 2010 Comprehensive Plan fulfills this mandate.

## **1.4 PACIFIC COUNTY'S VISION FOR THE FUTURE**

Based on the information received through public workshops, the following vision statement has been prepared for Pacific County:

*Pacific County seeks to maintain and enhance a rural life-style by promoting long-term development of commercially viable agricultural, aquacultural, forest and fisheries resources; by reducing conflicts between residential, commercial, industrial, and farming activities; by conserving economic resources and promoting economic development that is compatible with the area's resources; and by promoting the safety, health and general welfare of all the residents.*

## **1.5 PLANNING AREA**

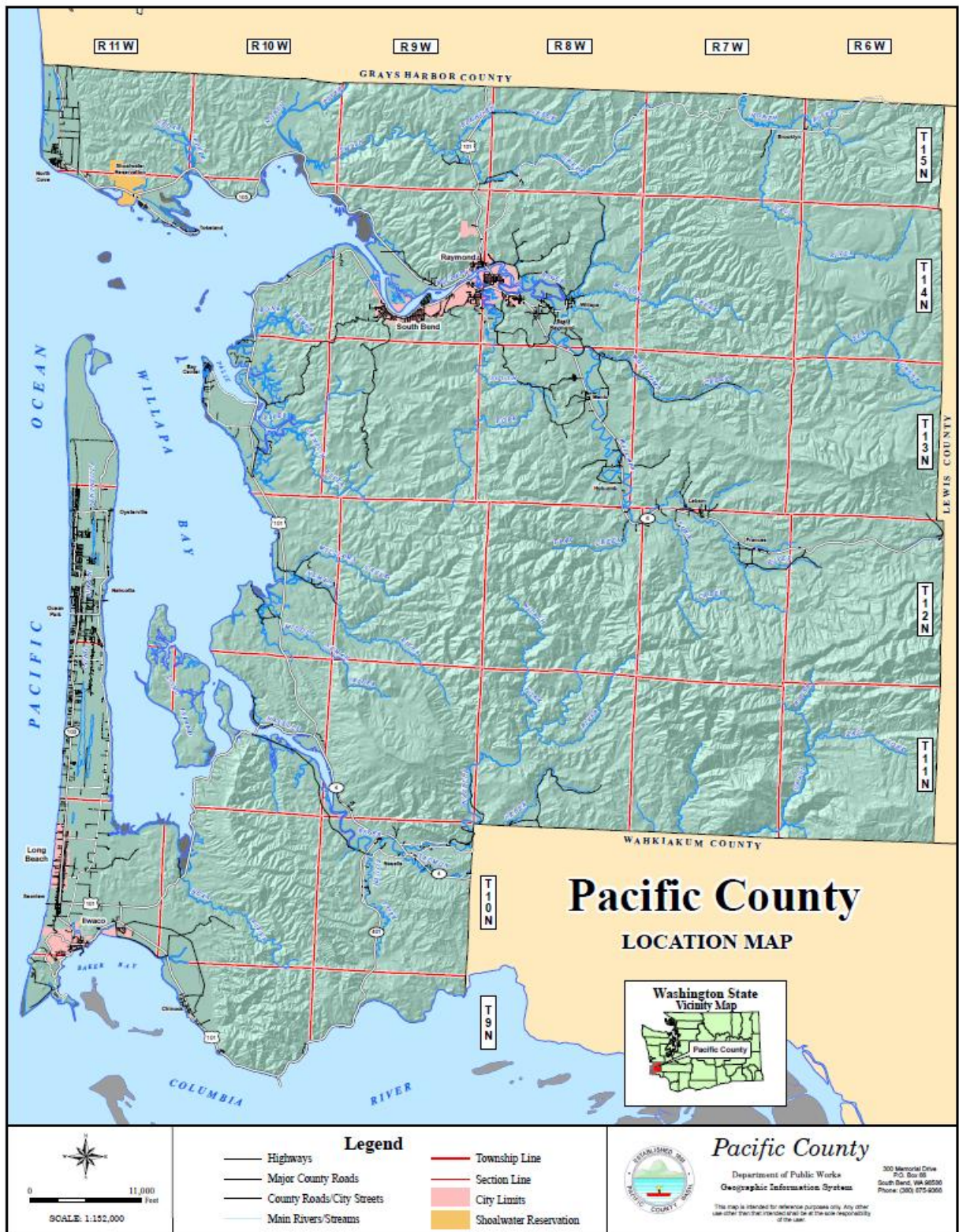
As illustrated in Figure 1-1, Pacific County is located in southwest Washington. The County is approximately 930 square miles in area and is bordered by the Pacific Ocean to the west, and by the Columbia River to the south. Grays Harbor, Lewis, and Wahkiakum Counties are to the north, east, and southeast, respectively. The County surrounds pristine Willapa Bay, which is separated from the Pacific Ocean by the Long Beach Peninsula. The peninsula is a sand spit, approximately three miles wide, jutting 28 miles north from the mouth of the Columbia River.

The topography in much of Pacific County is hilly and steep with elevations ranging from sea level to 2,600 feet. The majority of the County is situated within the Willapa Basin. This area is dominated by the rugged Willapa Hills to the east, and the Willapa Bay estuary to the west.

Willapa Bay hosts tremendous wildlife as it is surrounded by marsh, grassland, and dense forest. To the northwest is the dynamic Cape Shoalwater, the west coast's most active erosion area. The Pacific Ocean and the Willapa Bay salt water estuary surround the cape on three sides. The eastern portion of the County is predominately vast commercial timber lands with small residential and farming communities in the lower portion of the river valleys.

Pacific County's climate is strongly influenced by the Pacific Ocean and by the Willapa Hills. The climate is generally moderate with cool, dry summers and mild, wet, and cloudy winters. Mean monthly temperatures vary from 40 degrees Fahrenheit in January to 60 degrees Fahrenheit in July. Wind velocities of 50 to 70 miles per hour are not uncommon during winter storms. Pacific County experienced hurricane force winds on December 1 - 3, 2007 with recorded wind speeds reaching upwards of 119 miles per hour in Bay Center, 125 miles per hour at the Holy Cross tower site, and 140 miles per hour at Naselle ridge causing significant damage throughout the County. The rainy season begins in the fall, reaches a peak in winter, and declines in spring. Average annual rainfall in the beach areas ranges from 65 to 75 inches. Near the foothills, annual precipitation ranges from 80 to 90 inches and reaches a high of 100 inches in the Willapa Hills. During the December 1-3, 2007 storm, the Willapa Hills received upwards of 15 inches of rain within the 48 hour period of time causing significant flooding in many drainage basins in and near Willapa Valley. Typically, the majority of precipitation occurs between November and February.

Figure 1-1  
Location Map





Pacific County is primarily rural in nature. As of 2009, the unincorporated areas of Pacific County contained approximately 587,544 acres while the four incorporated cities and their associated Urban Growth Areas contained approximately 7,316 acres.

Prior to the adoption of the 1998 Pacific County Comprehensive Plan, the Long Beach Peninsula and the North Cove areas were the only places in Pacific County that had conventional zoning with comprehensive plans adopted in 1981 and 1984, respectively. Since the 1998 Comprehensive Plan, Pacific County adopted countywide zoning in 2004 following a lengthy, multi-year process.

Major landowners in the unincorporated county include the Washington State Department of Natural Resources, Weyerhaeuser Corporation, and other private timber companies. One of the more recent trends in land ownership within the County is the transfer of Willapa Bay tidelands, estuarine areas, important habitat or recreational areas, important watershed lands, and remaining old growth forestlands to a variety of conservation groups, the State of Washington or the Federal Government. Another trend is the transfer of forest ownership from the traditional company/mill ownership patterns to the REIT (Real Estate Investment Trust) ownership patterns. This type of ownership and forestry management may have future implications for the County's industrial and economic base.

The economy of Pacific County is greatly influenced by the timber industry as over 70 percent of the land area is forested (Washington State Department of Natural Resources). The other principal sources of income are aquaculture, farming and tourism. These industries include commercial fisheries, shellfish (oysters & clams), cranberries, pasture, hay, dairy and cattle. Tourism and recreation plays an important role in the coastal areas.

For the 2010 – 2030 planning horizon, the County is using a modified rate that falls in between the medium series and the high series. Pacific County is using a growth rate of 22.8 percent for the 20 year window, or an annual growth rate of 1.14 percent. This is similar to the growth rate used in the 1998 Comprehensive Plan. Using this rate of growth, Pacific County's population will increase from 21,800 in 2009 to 26,770 in 2030 which means the County is adding 4,970 new residents over the next twenty years. In reviewing the development and growth trends since 1996, staff felt that OFM's high series was too high while the medium series was too low. County staff believes a 22.8 percent rate of growth will accommodate the numbers of new permanent residents and/or the numbers of new dwelling units.

There are numerous challenges to projecting an accurate population growth rate for Pacific County. The County is rural in nature with a limited industrial base dependent upon declining natural resources. A large percentage of the residential construction is related to the recreational and secondary housing market which is highly susceptible to the regional and national economies. The County attracts a high percentage of transient residents who may live here seasonally. While the Census and OFM numbers shows the County's population only gained 800 persons between 1996 and 2009, OFM/Census housing data and County permitting data suggests that between 2,020 and 2,276 dwellings have been constructed in this period of time. Using 2.27 persons per dwelling, this represents a potential population increase of 4,585 – 5,166 persons during this period of time.



## **1.6 RELATIONSHIP TO OTHER PLANS**

### **1.6.1 ROLE OF THE COMPREHENSIVE PLAN**

The Pacific County Comprehensive Plan provides a legally recognized framework for making decisions about land use in Pacific County. Pacific County's Comprehensive Plan directs the County's future physical growth through several mechanisms. It provides guidance for development regulations, such as the zoning ordinance, and for other County wide plans such as solid waste, sewer, or capital facilities. Such plans must include the public facilities needed to accommodate the population growth anticipated in the comprehensive plan. They also must ensure that levels of service adopted within the plan can be maintained.

The comprehensive plan will also be useful when reviewing development applications and inter-local agreements or various County programs. Inter-local agreements are voluntary agreements entered into for various purposes, such as to coordinate policies of mutual interest, the use of shared facilities, and the accomplishment of mutual goals. County programs may be developed to fulfill the goals and policies of this Comprehensive Plan.

### **1.6.2 GROWTH MANAGEMENT ACT REQUIREMENTS**

The GMA requires Washington's fastest growing counties, the cities within them, and other jurisdictions opting into the process to plan extensively in accordance with the following goals:

- **Urban Growth.** Encourage development in urban growth areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing.** Encourage the availability of affordable housing to all economic segments of the population of the County, promote a variety of residential densities and housing types, and encourage preservation of existing housing.
- **Economic Development.** Encourage economic development throughout the County that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this County, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the County's natural resources, public services, and public facilities.
- **Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of land owners shall be protected from arbitrary and discriminatory actions.

- **Permits.** Permit applications for development should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries.
- **Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- **Environment.** Protect the environment and enhance the County's high quality of life, including air, water quality, and the availability of water.
- **Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

### **1.6.3 COMPREHENSIVE PLAN ELEMENTS**

The Pacific County Comprehensive Plan contains a number of mandatory elements that plan for the list of goals outlined above. These elements are briefly described below:

- *Land Use and Rural Element.* This element addresses land uses in unincorporated Pacific County over the next 20 years and serves as both the Land Use and Rural Areas elements of the Comprehensive Plan. This element addresses land uses such as commercial, industrial, residential, rural and natural resources. It also establishes the general distribution, general location and extent of the different uses. This element also includes population densities, building intensities and estimates of future population growth through 2030.
- *Critical Areas and Resource Lands Element.* This element addresses the conservation of critical areas and resource lands. Resource lands include agriculture, aquaculture, forest, and mineral resource activities. Critical areas are defined as one, or a combination of wetlands, critical aquifer recharge, frequently flooded, geologically hazardous, and fish and wildlife conservation areas. This element promotes the goal of maintaining and enhancing natural resource based industries, including productive timber, agricultural, and fisheries industries. This element also encourages the conservation of productive

forest lands and productive agricultural lands while discouraging incompatible uses".

- *Housing Element.* This element includes an inventory and analysis of existing and project housing needs in Pacific County. It includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and the development of housing. This element also encourages the availability of affordable housing to all economic segments of the population of the County, promotes a variety of residential densities and housing types, and encourages the preservation of existing housing.
- *Transportation.* This element includes an inventory and analysis of existing and proposed transportation improvements necessary to support existing and future development. The purpose of this plan element is to identify the types, location and extent of existing and proposed transportation facilities and services (air, water and land including transit systems, pedestrian and bicycle uses).
- *Capital Facilities Element.* This element provides an inventory of existing capital facilities and their condition, and establishes a timeline for meeting the county's capital facilities goals. This element also discusses public services, such as police and fire protection, refuse collection, and school systems.
- *Utilities Element.* This element includes an inventory of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.
- *Siting Essential Public Facilities Element.* The purpose of this element is to address the location of essential public facilities throughout Pacific County. The purpose of this element is to help differentiate Essential Public Facilities from public purposes.
- *Plan Amendment Process Element.* The purpose of this element is to outline the procedures for the implementation, monitoring and evaluation of the comprehensive plan. This element establishes mechanisms to implement the policies, and to review and amend these policies on a regular basis. Such review will allow the county to measure progress and clarify inconsistencies that may occur as a result of changes in the community.

The Growth Management Act also suggests that each jurisdiction consider a number of optional elements covering parks & recreation, economic development, and sub-area plans. This plan addresses portions of these topics within the existing plan elements and does not include any separate optional plan elements at this time.

#### **1.6.4 COUNTY-WIDE PLANNING POLICIES**

Growth management planning is a cooperative process which must occur between the County and cities. The County is a regional government within its boundary, and cities are primary providers of urban services within the designated urban growth areas. In order to effectively balance land use, infrastructure, and finance throughout a region, the GMA requires that an

overall vision for growth, plus general County-wide planning policies to implement this vision be established via a collaborative process between the County and city representatives. It is intended that the County-wide policies will serve as a framework for the development of each jurisdiction's comprehensive plan, ensuring consistency between city and County plans, and compliance with the requirements of the GMA.

At a minimum, the GMA requires the county-wide planning policies to address:

- Implementation of RCW 36.70A.110 (Urban Growth Areas);
- Promotion of contiguous and orderly development and provision of urban services;
- Siting of public capital facilities;
- Transportation facilities and strategies;
- Affordable housing;
- Joint county and city planning with urban growth areas;
- County-wide economic development and employment; and
- Analysis of fiscal impact.

The County-wide planning policies (CWPP) adopted by Pacific County and the four incorporated cities are as follows:

***CWPP 1: ESTABLISHING URBAN GROWTH AREAS***

- The County, in consultation with the incorporated cities, should designate urban growth areas.
- All cities should be included within an urban growth area and the ability of a community to provide urban services should be considered in determining the growth area boundary.
- The designated urban growth areas should adequately accommodate the projected growth and development for the next 20 years.
- Publicly owned greenbelts and open space areas within urban growth areas should be preserved.
- Fully contained communities may be located outside of urban growth areas.
- The County, in consultation with each of the four incorporated cities, should review the urban growth areas every ten years and the comprehensive plan should be revised accordingly.

***CWPP 2: PROMOTING CONTIGUOUS AND ORDERLY DEVELOPMENT AND PROVIDING URBAN SERVICES***

- Developments within urban growth areas should be contiguous, orderly, and coordinated between the County and municipalities.
- The incorporated cities should have input in setting urban growth boundaries and how urban services will be provided so that concurrency requirements are met.
- Urban growth should be located primarily in areas already characterized by urban growth that have public facilities and services, and second in areas already characterized by urban growth that will be provided urban type services by public or private sources.
- The Urban Growth Area boundaries shall be adequately drawn to include those areas

already served by urban services, especially sewer service in the unincorporated areas. The UGA boundaries should also be consistent with the defined service provider plan boundaries established and adopted prior to the adoption of the 1998 Comprehensive Plan.

***CWPP 3: TRANSPORTATION FACILITIES AND STRATEGIES***

- A County-wide transportation plan should be developed pursuant to the GMA that is consistent with the land use element of the comprehensive plan.
- Transportation development and improvements should be concurrent with future commercial, residential and other land use development.
- The County-wide transportation planning effort should produce a methodology to evaluate the impact of development proposals and to identify necessary transportation improvements.
- County-wide transportation facility standards should be established by the County.
- A County-wide transportation needs assessment should be an element of the six-year transportation plan.
- The finance element of the transportation plan should show the ability of the county to fund existing and proposed transportation improvements in the unincorporated areas of the county.
- The County should strive through transportation system management strategies to optimize the use and maintenance of existing roads in order to minimize the construction costs and impacts associated with roadway facility expansion.
- The County should establish consistent roadway standards, level of service standards and methodologies, and functional classification schemes to ensure consistency throughout the county.
- State, regional, or county facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.
- The County should seek to foster a transportation system which is planned, balanced and compatible with land use densities so that adequate mobility and movement of goods and people can be maintained.

***CWPP 4: NEED FOR AFFORDABLE HOUSING FOR ALL ECONOMIC SEGMENTS OF THE POPULATION AND THE PARAMETERS FOR ITS DISTRIBUTION***

- A wide range of housing development types and densities throughout the County should be encouraged and promoted to meet the needs of a diverse population and provide affordable housing choices for all income levels.
- The County should determine the extent of the need for housing for all economic segments of the population that are projected for the community over the planning period.
- The housing projections should be based on census or other reliable data which indicated the economic segments of the population for whom housing needs to be provided.
- The County should prepare an inventory and analysis of existing and projected housing.
- The Comprehensive Plan should identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low income families, manufactured housing, multifamily housing, and group homes and foster care facilities.

- Where compatible with environmental and health regulations, the County should encourage infill housing within the logical outer boundary of rural areas that are already characterized by small lot sizes.

***CWPP 5      JOINT COUNTY AND MUNICIPALITY PLANNING***

- The County and relevant municipality may provide for joint jurisdictional planning when desired.
- When joint planning occurs, it should determine and resolve issues including subdivision of property adjacent to a city, service level standards, coordination of boundary changes, coordination of capital improvements, and jurisdictional responsibility.
- Joint planning may be desired for contemplated changes in boundaries, when development, capital improvements, or regulations will have significant impacts across boundaries, or when determining how public facilities and services should be provided.
- Annexation of territory beyond a municipality's urban growth area is prohibited.
- Unincorporated areas that are already urbanized are encouraged to annex or incorporate.

***CWPP 6      ECONOMIC DEVELOPMENT AND EMPLOYMENT***

- The County should ensure that there is an adequate supply of land suitable for commercial and industrial development.

***CWPP 7:      SITING COUNTY-WIDE AND STATEWIDE PUBLIC CAPITAL FACILITIES***

- The County should inventory existing public capital facilities and identify facilities that need to be expanded or constructed.
- Public facilities and services should be planned to maximize efficiency and cost effectiveness.
- The County should site capital facilities in a manner that is consistent with the comprehensive plan.
- When siting state and local public facilities, the County should consider land use compatibility, economic and environmental impacts, and public need.

***CWPP 8:      ANALYSIS OF THE FISCAL IMPACT***

- The County should establish financing strategies for capital improvement projects that will minimize the financial cost to local residents.
- The financial impact of new development on capital facilities and services should be considered during the development application process.
- The developer should pay for the services, utilities, and facilities, which are necessary for self-contained developments.
- Local residents should not pay an unfair share of the cost of growth-related impacts and resulting public improvements.
- The desirability of imposing impact fees should be explored.

### **1.6.5 COMPREHENSIVE PLANS OF INCORPORATED CITIES**

This Comprehensive Plan serves as the plan for the unincorporated areas within the urban growth boundaries of incorporated cities. The County should consult with the cities and incorporate city land use policies and standards into County Unified Development Ordinances (UDO) governing development within the Urban Growth Areas wherever practicable. The city comprehensive plans are integral parts of this comprehensive plan, although they appear in separate documents. City comprehensive plans have been developed by the cities of Ilwaco, Long Beach, Raymond, and South Bend, with the cooperation of the county. The goal of such cooperation is to achieve compatibility along jurisdictional boundaries and also to give more stability to planning and zoning as County lands are annexed into the cities. The four cities are in various stages of revising their Comprehensive Plans in preparation for the 2010 update.

### **1.6.6 SHORELINE MASTER PROGRAM**

RCW 36.70A.480 states that goals and policies of a shoreline master program for a County shall be considered an element of the County's Comprehensive Plan. The Pacific County Shoreline Master Program (SMP) was prepared in 1975. While this plan was updated in 1986, the SMP needs substantial revision. To set the parameters of this process, the County adopts the following shoreline goals and policies:

**Goal SMP-1: The County should recognize and protect the functions and values of the shorelines environments of statewide and local significance. For shorelines of statewide significance (SSWS), protection and management priorities are to:**

- a. Recognize and protect the statewide interest over local interest;**
- b. Preserve the natural character of the shoreline;**
- c. Provide long-term over short-term benefit;**
- d. Protect the resources and ecology of shorelines;**
- e. Increase public access to publicly owned areas of shorelines; and**
- f. Increase recreational opportunities for the public in shoreline areas.**

**Protecting Pacific County's shoreline environment is of importance to preserving the economic, environmental and cultural resources of our community. The shoreline policies that follow have been crafted to recognize these unique and valuable shoreline resources and to protect them for the benefit of future generations. These policies are intended to be consistent with the Shoreline Management Act, Chapter 90.58 RCW.**

#### **Policy SMP-1.1: General Shoreline Use**

- 1. Maintain areas within the shoreline jurisdiction with unique attributes for specific long-term uses, including agricultural, commercial, industrial, residential, recreational and open space uses.**

2. Ensure that proposed shoreline uses are distributed, located and developed in a manner that will maintain or improve the health, safety and welfare of the public when such uses occupy shoreline areas.
3. Ensure that activities and facilities are located on the shorelines in such a manner as to retain or improve the quality of the environment.
4. Ensure that proposed shoreline uses do not infringe upon the rights of others or upon the rights of private ownership.
5. Minimize the adverse impacts of shoreline uses and activities on the environment during all phases of development (e.g. design, construction, management and use).

**Policy SMP-1.2: Economic Development**

1. Ensure healthy, orderly economic growth by allowing those economic activities which will be an asset to the local economy, and for which the adverse effects on the quality of the shoreline and surrounding environment can be mitigated.
2. Protect current economic activity (e.g. shipping, marinas, agriculture, etc.) that is consistent with the policies of the SMP.
3. Develop, as an economic asset, the recreation industry along shorelines in a manner that will enhance public enjoyment.
4. Ensure that any economic activity taking place along the shorelines operates without causing irreparable harm to the quality of the site's environment or adjacent shorelands.
5. Develop, as an economic asset, the recreation industry along shorelines in a manner that will enhance public enjoyment.

**Policy SMP-1.3: Circulation**

1. Provide safe, reasonable, and adequate circulation systems to shorelines where routes will minimize adverse effects on unique or fragile shoreline features and existing ecological systems, while contributing to the functional and visual enhancement of the shoreline.
2. Within the shoreline jurisdiction, locate land circulation systems which are not shoreline dependent as far from the land-water interface as practicable to reduce interference with either natural shoreline resources or other appropriate shoreline uses.



**Policy SMP-1.4: Conservation**

1. Develop and implement management practices that will ensure a sustained yield of renewable resources of the shorelines while preserving, protecting, enhancing and restoring unique and nonrenewable shoreline resources, environments, or features.
2. Reclaim and restore areas which are biologically and aesthetically degraded to the greatest extent feasible.
3. Preserve scenic vistas, aesthetics, and vital estuarine areas for fisheries and wildlife protection.

**Policy SMP-1.5: Public Access**

1. Ensure that developments, uses, and activities on or near the shoreline do not impair or detract from the public's access to the water. Where practicable, public access to the shoreline should be enhanced.
2. Design public access projects such that they provide for public safety and minimize potential impacts to private property and individual privacy.

**Policy SMP-1.6: Recreation**

1. Optimize recreational opportunities now and in the future in shoreline areas.
2. Encourage federal, state and local governments to acquire additional shoreline properties in Pacific County for public recreational uses.

**Policy SMP-1.7: Historic/Cultural/Scientific/Educational**

1. Identify, protect, preserve, and restore important archaeological, historical, and cultural sites located in shorelands.
2. Encourage educational projects and programs that foster a greater appreciation of the importance of shoreline management, maritime activities, environmental conservation, and maritime history.
3. Prevent public or private uses and activities from destroying or damaging any site having historic, cultural, scientific or educational value without appropriate analysis and mitigation.

**Policy SMP-1.8: Wetlands**

1. Preserve and protect wetlands to prevent their continued loss and degradation.
2. Identify wetland areas and boundaries according to established identification and delineation procedures.
3. Provide adequate mitigation for disturbance of wetlands and buffers in the shoreline environment.
4. Maintain a wetland buffer zone of adequate width between a wetland and adjacent development to protect the functions and values of the wetland.
5. Base the width of the established buffer zone upon the functions and values of the wetland.
6. Wetlands which are impacted by activities of a temporary nature should be restored upon project completion.
7. Give preference to in-kind and on-site replacement of wetland functions and values. Where in-kind and/or on-site replacement is infeasible or impractical due to the characteristics of the existing wetland or property, mitigation of equal or greater ecological value should be provided off site.
8. Require an applicant to monitor mitigation plans, and to take corrective action if necessary, in order to ensure long-term success of mitigation projects.
9. Develop standards and procedures for wetland banking allowing for approval of wetland mitigation banks on a case by case basis until such standards and procedures are adopted.

**Policy SMP-1.9: Utilities**

1. Require utilities to utilize existing transportation and utility sites, rights-of-way and corridors whenever practicable, rather than creating new corridors in the shoreline environment. Joint use of rights-of-way and corridors in shoreline areas should be encouraged.
2. Locate utility facilities and corridors so as to protect scenic views. Whenever practicable, such facilities should be placed underground or alongside or under bridges.
3. Design utility facilities and rights-of-way to preserve the natural landscape and to minimize conflicts with present and planned land uses.

4. Prohibit solid waste disposal activities and facilities in certain sensitive shoreline areas.
5. Ensure that utilities that are necessary to serve shoreline uses are properly installed so as to protect the shoreline environment and water from contamination.
6. Locate and design utility facilities in a manner which preserves the natural landscape and shoreline ecology, and minimizes conflicts with present and planned land uses.

**Policy SMP-1.10: Beach Erosion**

1. Encourage the design and use of naturally regenerating systems and/or constructed engineering solutions for prevention and control of beach erosion where:
  - a. The length and configuration of the beach will accommodate such systems; and
  - b. Such protection is a reasonable solution to the needs of the specific site.

**Policy SMP-1.11: Vegetation Management**

1. Stress prevention of aquatic weed problems. Where active removal or destruction is necessary, it should be the minimum necessary to allow water-dependent activities to continue. Control activities should minimize negative impacts to native plant communities, and include appropriate disposal of weed materials.
2. Invasive, noxious weeds causing irreparable damage to the shoreline environment should be removed with all due diligence.

**Policy SMP-1.12: Water Quality**

1. Locate, design, construct, and maintain shoreline uses and activities to minimize adverse impacts to water quality and fish and wildlife resources.
2. Minimize or mitigate for impacts from agricultural activities such as animal feeding operations, feed lot wastes, retention and storage ponds, manure storage, use of fertilizers and pesticides and other like activities by implementing best management practices.

**Policy SMP-1.13: Urban Environment**

1. Prioritize the preservation or expansion of existing high-intensity commercial or industrial waterfront centers over the creation of new high intensity industrial or commercial sites.
2. Site industrial or urban development in areas without severe biophysical limitations.
3. Prioritize “water-dependent”, “water-related” and “water-enjoyment” uses over other waterfront uses.
4. Ensure that developments within the Urban environment are compatible with uses and activities in adjacent (including aquatic) environments.

**Policy SMP-1.14: Rural Environment**

1. Protect areas with a high capability of supporting agricultural or forestry uses from incompatible development.
2. Encourage public and private recreational facilities which are compatible with agriculture and forestry industry.
3. Discourage urban density development.
4. Promote low-density residential development.
5. Allow mineral extraction with sufficient buffers.
6. Require development within the Rural environment to be compatible with uses and activities in adjacent (including aquatic) environments.

**Policy SMP-1.15: Conservancy Environment**

1. Prohibit or restrict activities and uses which would substantially degrade or permanently deplete the physical or biological resources of the area.
2. Restrict new development to that which is compatible with the natural or biological limitations of the land and water.
3. Prohibit activities or uses which would strip the shoreline of vegetative cover, cause substantial erosion or sedimentation, or adversely affect wildlife or aquatic life.
4. Encourage agricultural and recreational activities which will not be detrimental to the natural shoreline character.

5. Allow single family residential development as a principal use in the Conservancy environment.
6. Ensure that developments within the Conservancy environment are compatible with uses and activities in adjacent (including aquatic) environments.

**Policy SMP-1.16: Natural Environment**

1. Restrict or prohibit uses or developments which would significantly degrade the natural value or alter the natural character of the shoreline area.
2. Permit access for scientific, historical, educational and low-intensity recreational purposes, provided that no significant adverse impact on the area will result.
3. Ensure that uses and activities permitted in locations adjacent to shorelines designated Natural are compatible and will not compromise the integrity of the natural environment.
4. Ensure that developments within the Natural environment are compatible with uses and activities in adjacent (including aquatic) environments.
5. Prohibit commercial and industrial uses other than low-intensity agricultural practices, low-intensity mineral extraction, and commercial forestry.
6. Prioritize preservation of resources over public access, recreation and development whenever a conflict exists.

**Policy SMP-1.17: Aquatic Environment**

1. Prohibit structures which are not water-dependent and uses which will substantially degrade the existing character of the area.
2. Ensure that developments within the Aquatic environment are compatible with the adjoining upland environment.
3. Encourage diverse public access opportunities to water bodies that are compatible with the existing shoreline environment.

**Policy SMP-1.18: Agriculture**

1. Protect agricultural land of long-term commercial significance from

incompatible and preemptive patterns of development.

2. Prohibit the creation of new agricultural land by the diking, draining or filling of tidelands and wetlands.
3. Protect the productivity of the land base by using best management practices to control soil erosion.
4. Maintain a vegetative buffer between agricultural lands and water bodies or wetlands.
5. Encourage areas with high aquacultural use potential to develop aquacultural uses.

**Policy SMP-1.19: Boating**

1. Locate and design boating facilities so that their structures and operations will be compatible with the area affected.
2. Discourage the use of floating homes and houseboats. They should be allowed only in limited circumstances where their negative environmental impacts can be substantially avoided.

**Policy SMP-1.20: Commercial Development**

1. Encourage new commercial development on shorelines to locate in those areas with existing, consistent commercial and/or industrial uses and in a manner that will minimize sprawl and the inefficient use of shoreline areas.
2. Encourage commercial development to utilize existing transportation corridors and to minimize the number of ingress/egress points. Ingress/egress should be designed to minimize potential conflicts with, and impact on, regular corridor traffic.

**Policy SMP-1.21: Flood Hazard**

1. Restrict or prohibit development uses in flood plains which will be dangerous to health, safety or property during flood events.
2. Require enhanced construction standards in areas that are vulnerable to flooding.

**Policy SMP-1.22: Forest Practices**

1. Promote timber harvesting practices that do not degrade existing water

quality, quantity and fish habitat, and that avoid adverse impacts to upland wildlife habitat.

2. Discourage logging on shorelines with slopes of such grade and/or soil type that would likely cause severe sediment runoff, unless adequate mitigation and/or restoration and erosion control can be accomplished.
3. Locate skid road and fire trails to minimize the disturbance to shoreline resources.

**Policy SMP-1.23: Industrial**

1. Restrict new industrial lands from being sited on sensitive and ecologically valuable shorelines.
2. Encourage new industrial development to provide physical and/or visual access to shorelines.
3. Encourage Industrial and Commercial Development within incorporated Urban Growth Areas, rural Areas of More Intense Development, and on existing Port owned and/or operated parcels.

**Policy SMP-1.24: Mining**

1. Protect water bodies from sources of pollution, including but not limited to, sedimentation and siltation, chemical and petrochemical use, and spillage and storage/disposal of mining wastes and spoils.
2. Minimize the disruption caused by mining activities so that the natural shoreline systems can function.
3. Minimize adverse visual and noise impacts of mining on surrounding shoreline areas.
4. Return closed mining sites to as near a natural state as feasible upon closure.

**Policy SMP-1.25: Recreational Development**

1. Locate and design shoreline recreational developments to reflect population characteristics, density and special activity demands.
2. Design recreational developments to minimize adverse impacts on the environment.
3. Encourage a variety of compatible recreational experiences and activities

to satisfy diverse recreational needs.

4. Encourage the linkage of shoreline parks, recreation areas, and public access points with linear systems, such as hiking paths, bicycle paths, easements and/or scenic drives.
5. Locate and design recreational developments to preserve, enhance, or create scenic views and vistas.
6. Locate, design and maintain trails and pathways to protect bank stability.

**Policy SMP-1.26: Residential Development**

1. Permit residential development where there are adequate provisions for utilities, circulation and access.
2. Design and locate residential development to preserve existing shoreline vegetation, to control erosion, and to protect water quality.
3. Encourage new residential development along the shoreline to cluster dwelling units in order to preserve natural features and minimize physical impacts.
4. Locate residential development so as not to cause significant adverse impacts to forestry, agricultural, or recreational uses.
5. Allow protection of single family residences and appurtenant structures against damage or loss due to shoreline erosion.

**Policy SMP-1.27: Transportation Facilities**

1. Locate roads to fit the topographical characteristics of the shoreline such that minimum alteration of natural conditions results. New transportation facilities should be located and designed to minimize the need for shoreline protection measures and to minimize the need to modify the natural drainage systems. The number of waterway crossings should be limited as much as practicable.
2. Encourage trail and bicycle paths along shorelines where they are compatible with the natural character and ecology of the shoreline.
3. Encourage joint use of transportation corridors within shoreline jurisdiction for utilities and other forms of transportation.



**Policy SMP-1.28: Shoreline Modification**

1. Allow location, design, and construction of riprap and other bank stabilization measures primarily to prevent damage to existing development or to protect the health, safety and welfare of Pacific County residents.
2. New development requiring extensive shoreline stabilization should be discouraged.
3. Locate and design new development to prevent or minimize the need for shoreline stabilization measures and flood protection works.
4. Encourage development of an integrated erosion control strategy that balances structural and non-structural solutions to reduce shoreline damage in an environmentally sensitive manner.

**Policy SMP-1.29: Dike and Levy**

1. Allow location, design, construction, and maintenance or removal of dikes and levees so that they will not cause significant damage to adjacent properties or valuable resources.

**Policy SMP-1.30: Dredging**

1. Site and regulate dredging and dredge material disposal in a manner which minimizes adverse effects on natural resources.
2. Ensure that dredging operations are planned and conducted in a manner that will minimize interference with navigation and that will lessen adverse impacts to other shoreline uses.

**Policy SMP-1.31: Landfill**

1. Allow landfills waterward of OHWM only when necessary to facilitate water-dependent and/or public access uses which are consistent with the master program.
2. Design and locate shoreline fills to minimize damage to existing ecological systems.
3. Design the perimeter of landfills to avoid or minimize erosion and sedimentation impacts. Encourage natural appearing and self-sustaining control methods over structural methods.

**Policy SMP-1.32: Pier, Dock, Float, and Buoy**

1. Design piers, docks, floats and mooring buoys to cause minimum interference with navigable waters and the public's use of the shoreline.
2. Site and design piers, floats, and docks to minimize possible adverse environment impacts.

**Policy SMP-1.33: Ocean Dunes**

1. Recognize the value of dunes in protecting inland areas from damaging inundation caused by a combination of high tides and storms, from the harmful effects of windblown sand, and from flooding losses.
2. Recognize the importance of dunes in providing open space that has economic, aesthetic and ecological value.
3. Promote a system of dune management that provides access across the dune to the beach in a manner that minimizes disruption of the dune land and natural vegetation.
4. Limit modification of the dunes and vegetation to comply with state and federal law, and to the minimum extent necessary to protect views and property values.
5. Recognize the importance of protecting the 100' protective strip eastward of the surveyed vegetation line.
6. Recognize that accretions have increased the value and amount of open space, and that the dune is, in places, wider than necessary to protect the upland development.
7. Acknowledge that all information is not available to determine the future of dunal accretion and/or erosion activity, and commit to amending land use policies that respond to refinements in technical research.
8. Maintain existing beach access roads, parking areas and sanitary facilities. Recognize that the ocean beach is a state corridor in transportation planning activities and studies.

**Policy SMP-1.34: Salmon Habitat**

1. Lessen impacts of uses, activities, structures, and landfills in salmon habitat, to the maximum extent possible. Significant unavoidable impacts should be mitigated by creating in-kind replacement habitat or other equal benefit where feasible.

2. Minimize the discharge of silt into waterways during in-water and/or upland construction.

**Policy SMP-1.35: Parking**

1. Locate and design parking facilities to minimize adverse impacts including those related to stormwater runoff and water quality.

**Policy SMP-1.36: Signage**

1. Design signs such that they do not block or otherwise interfere with visual access to the water or shorelands.
2. Require that signs in the shoreline environment be linked to the operation of existing uses and attached to said uses.

**Policy SMP-1.37: Utilities**

1. Require utilities to utilize existing transportation and utility sites, rights-of-way and corridors whenever possible, rather than creating new corridors in the shoreline environment. Joint use of rights-of-way and corridors in shoreline areas should be encouraged.

**Policy SMP-1.38: Clearing and Grading**

1. Regulate clearing and grading activities in shoreline areas.
2. Avoid negative environmental and shoreline impacts of clearing and grading wherever possible through site planning, construction timing, bank stabilization, and the use of erosion and damage control methods.
3. Design clearing and grading activities with the objective of maintaining natural diversity in vegetation species, age, and cover density.

**Policy SMP-1.39: Geological Hazard Area**

1. Minimize or mitigate development on unstable or moderately unstable slopes.
2. Avoid clearing vegetation on and within edges of bluffs. Retention of a natural buffer should be encouraged.
3. Design and construct structures in a manner that provides structural integrity and safety for their useful life.

4. Allow sufficient lot depth within new subdivisions such that bulkheading or other structural stabilization is not necessary.

**Policy SMP-1.40: Saltwater Habitat**

1. Protect critical saltwater habitats, including critical rearing and nursery areas for valuable recreational and commercial species. Protect habitat for ecologically important marine plants, fish and animals.
2. Ensure that developments within or adjacent to critical saltwater habitats do not directly or indirectly change the composition of the beach and bottom substrate. Habitat enhancement and restoration projects may change beach or bottom substrate when appropriate to restore or enhance habitats.
3. Design and construct activities and structures that affect critical saltwater habitats to minimize adverse environmental impacts.

**2.1 INTRODUCTION AND BACKGROUND**

The land use and rural areas element has been prepared in accordance with the Growth Management Act (GMA) to address land uses in unincorporated Pacific County over the next 20 years. It serves as both the Land Use and Rural Areas elements of the Comprehensive Plan as they are defined by the State Growth Management Act. This element of the Comprehensive Plan identifies the different kinds of land uses allowed. Further, in addressing land uses such as commercial, industrial, residential and natural resource, the proposed general distribution, general location and extent of the use are defined. This element also includes population densities, building intensities and estimates of future population growth for the planning horizon of 2010 through 2030.

**2.1.1 MAJOR LAND USE CONSIDERATIONS**

The simple allocation of available land among competing uses is rarely the sole factor in the land use decision making process. Even within the land use plan other variables significantly influence future land use patterns: population projections, wetlands and floodplains, agricultural and forest lands, large scale habitat preservation or enhancement projects, public acquisition and other ownership changes, etc. These factors all influence the type and intensity of the future development in unincorporated Pacific County. Planning for the type and intensity of development within unincorporated areas will make good use of public funds, maximize economic benefit, and protect the environment and quality of place that Pacific County residents treasure.

The challenge of the Comprehensive Plan is to set forth a course for Pacific County that will preserve its rural character while allowing for growth. This growth must be sensitive to the environment with provisions for protecting groundwater and surface waters, while providing the services and employment base necessary for Pacific County to continue to be a wonderful place to live.

**2.1.2 PREVIOUS COMPREHENSIVE PLANS**

Pacific County's 1994 Draft Comprehensive Plan recognized both Urban Growth Areas (UGAs) of the incorporated cities, and the Community Growth Areas (CGAs) of unincorporated Pacific County. Incorporated cities and their UGAs include Ilwaco, Long Beach, Raymond, and South Bend. CGAs were included in the 1994 draft plan to acknowledge the small community areas throughout the county that provide citizens with infrastructure, public services, and facilities. While these areas have no formal governing mechanisms, the density of housing and mixed land use within the CGAs is typical of an incorporated municipality.

The 1998 Comprehensive Plan replaced the concept of the CGAs established in the 1994 Draft Comprehensive Plan. The 1998 plan differed from the earlier draft plan in that it eliminated the CGA designation and replaced it with the un-incorporated urban growth area and the rural areas of more intensive development (RAID) designation. In addition, the 1998 plan identified and provided for other existing patterns of land use throughout the rural area. These include

industrial, shoreline development, General Rural, and other rural designations. These changes were made in accordance with the 1997 Growth Management Act rural amendments (ESB 6094) which recognized the need to maintain and protect the county's rural character and existing land use patterns.

The 1998 Comprehensive Plan also refined the boundaries for all growth areas designated in the 1994 draft plan. The GMA directs that urban growth areas be designated based on population forecasts and available land. Further, it directs that rural lands with more intensive development may include a limited amount of undeveloped lands. At the time the 1994 draft plan was prepared, the County and the incorporated cities had designated large growth areas that included resource lands. In the 1998 plan, the growth areas were revised to accommodate the modest population increases expected in the 20-year planning period while logical outer boundaries were determined for the rural areas of more intensive development.

The 1998 Comprehensive Plan differs from the 1994 draft plan in that a detailed Land Use Map was provided for the unincorporated areas and accompanying land use designations were defined. The 1998 plan refers to the city plans for land use designations within the incorporated cities and their corresponding UGA's and also contained a general policy that the County and the Cities would develop agreements for the land use within their respective UGA's.

Since the 1998 Comprehensive Plan adoption, an industrial lands analysis completed by the Pacific County Economic Development Council highlighted the need for additional industrial land capacity to not only service existing industrial needs, but to also attract future industrial growth within the County. The challenge in securing industrial lands is locating adequate land areas large enough to accommodate future industrial uses within a close proximity to existing infrastructure, i.e., water, electrical, sewer and roads, without the impacting any critical areas and resource lands, namely wetlands.

The 2010 Comprehensive Plan retains the structure and assumptions of the 1998 plan. This update evaluated existing rural areas of more intensive development (UGA's, Rural Activity Centers, Community Crossroads, & Rural Village) to ensure adequate area was available to accommodate the anticipated population increases in the next 20 year planning horizon (2010 – 2030). The 2010 plan update also reviewed the existing patterns of development within the rural areas not only to determine their adequacy for the next 20 years, but to ensure the mandates of the Growth Management Act are being met by encouraging more growth in the urbanized areas and reducing the amount of sprawl in the rural areas.

## **2.2 RELATIONSHIP OF LAND USE & RURAL AREAS ELEMENT TO OTHER PLANS**

### **2.2.1 GROWTH MANAGEMENT ACT REQUIREMENTS**

RCW 36.70A.070 establishes requirements for completing a land use element. The land use element must:

- Designate the proposed general distribution and general location and extent of uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry,

recreation, open space, general aviation airports, public utilities, public facilities, and other land uses.

- Include population densities, building intensities, and estimates of future population growth.
- Provide for the protection of the quality and quantity of groundwater used for public water supplies.
- Where applicable, review drainage, flooding, and stormwater runoff in the area and provide guidance for corrective actions to avoid or mitigate those discharges that pollute waters of the state, including Willapa Bay or waters entering Willapa Bay.

This section also serves as the rural areas element of the plan. RCW 36.70A.070 establishes the following requirements for completing a rural areas element:

- Establish patterns of rural densities and uses, considering local circumstances, that permit rural development, forestry, and agricultural.
- Provide for a variety of rural densities, uses, essential public facilities, and rural government services.
- Establish measures that apply to rural development that protect the rural character of the area including: containing or otherwise controlling rural development, assuring visual compatibility with surrounding rural area, reducing the inappropriate conversion into low density development, protecting critical areas, surface and ground water, and protecting against resource land conflicts.
- Allow for limited areas of more intensive rural development consisting of the infill, development or redevelopment of existing commercial, industrial, residential, or mixed-use areas; the intensification of development or new development of small-scale recreational tourist uses; and the intensification of development or new development of isolated cottage industries and small-scale businesses to support the development of new job opportunities for rural residents.
- Adopt measures to minimize and contain areas of more intensive rural development by establishing logical outer boundaries which: preserve the character of existing natural neighborhoods and communities; provide physical boundaries such as bodies of water, roads, and land forms; prevent abnormal or irregular boundaries; and allow for provisions of public facilities and public services in a manner that does not permit low-density sprawl.

### **2.2.2 County-Wide Planning Policies**

In addition to meeting requirements of the GMA, the land use and rural areas element should be consistent with Pacific County's adopted County-Wide Planning Policies. The policies address

land use as follows:

*Policy #1, Establishing Urban Growth Areas*

- The County, in consultation with the incorporated cities, should designate urban growth areas.
- All cities should be included within an urban growth area and the ability of a community to provide urban services should be considered in determining the growth area boundaries.
- The designated urban growth areas should adequately accommodate the projected growth and development for the next 20 years.
- Publicly owned greenbelts and open space areas within urban growth areas should be preserved.
- Fully contained communities may be located outside of urban growth areas.
- The County, in consultation with each of the four incorporated cities, should review the urban growth areas every ten years and the comprehensive plan should be revised accordingly.

*Policy #2, Promoting Contiguous and Orderly Development and Providing Urban Services*

- Developments within urban growth areas should be contiguous, orderly, and coordinated between the County and municipalities.
- The incorporated cities should have input in setting urban growth boundaries and how urban services will be provided so that concurrency requirements are met.
- Urban growth should be located primarily in areas already characterized by urban growth that have public facilities and services, and second in areas already characterized by urban growth that will be provided urban type services by public or private sources.
- The Urban Growth Area boundaries shall be adequately drawn to include those areas already serviced by urban services, especially sewer service in the unincorporated areas. The UGA boundaries should also be consistent with the defined service provider plan boundaries established and adopted prior to the adoption of the 1998 Comprehensive Plan.

*Policy #5, Joint County and Municipality Planning*

- The County and relevant municipality may provide for joint jurisdictional planning when desired.



- When joint planning occurs, it should determine and resolve issues including subdivision of property adjacent to a city, service level standards, coordination of boundary changes, coordination of capital improvements, and jurisdictional responsibility.
- Joint planning may be desired for contemplated changes in boundaries, when development, capital improvements, or regulations will have significant impacts across boundaries, or when determining how public facilities and services should be provided.
- Annexation of territory beyond a municipality's urban growth area is prohibited.
- Unincorporated areas that are already urbanized are encouraged to annex or incorporate.

*Policy #6, Economic Development and Employment*

- The County should ensure that there is an adequate supply of land suitable for commercial and industrial development.

*Policy #7, Siting County-wide and Statewide Capital Facilities*

- The County should inventory existing public capital facilities and identify facilities that need to be expanded or constructed.
- Public facilities and services should be planned to maximize efficiency and cost effectiveness.
- The County should site capital facilities in a manner that is consistent with the comprehensive plan.
- When siting state and local public facilities, the County should consider land use compatibility, economic and environmental impacts, and public need.

### **2.2.3 Comprehensive Plans of Incorporated Cities**

This Comprehensive Plan serves as the plan for the unincorporated areas within the urban growth boundaries of incorporated cities. However, during development of Unified Development Ordinances (UDO), the County should consult with the cities and incorporate city land use policies and standards into County Urban Growth Area UDOS wherever practicable. The city comprehensive plans are integral parts of this comprehensive plan, although they appear in separate documents. City comprehensive plans were developed by the Cities of Ilwaco, Long Beach, Raymond, and South Bend, with the cooperation of the County for the 1998 comprehensive plan. The Long Beach plan was recently updated with a planning horizon of 2026 while the other three cities are in the early stages of evaluating and updating their plans. The goal of such cooperation is to achieve compatibility along jurisdictional boundaries and also to give more stability to planning and zoning as County lands are annexed into the cities.

## **2.3 MAJOR ISSUES**

Pacific County encompasses a diverse geographic region and existing land uses vary from the densely populated ocean shores to the remote inland timber areas. The County hosts several historic community centers and commercial districts as well as waterfront properties and remote farmlands. A major issue facing the County is the need to acknowledge the special characteristics and lifestyle preferences of each region, and provide areas for future development and economic growth that maintain the current land use patterns. Another major issue is promoting and encouraging economic development to ensure subsequent generations are able to work and live in these communities. This land use and rural areas element has been developed with special attention given to preserving the diverse rural characteristics of the county. At the same time, goals, policies, and development standards must be established that provide uniform guidance for permitting agencies and the citizenry.

While necessary to acknowledge and maintain the various rural land uses, it is vital that Pacific County's resource lands, wildlife, and unique environmental beauty be protected. Boundaries of the more intense rural developments must be adequately defined, and buffers must be provided to protect resource lands and the remote rural areas. In addition, as community centers continue to grow, there may be a need for water and sewer services to protect both the public health and critical areas.

## **2.4 Land Use Inventory**

### **2.4.1 Physical Description of the County**

Pacific County is a predominantly rural county located in the southwest corner of Washington State. As of 2009, the unincorporated areas of Pacific County contained approximately 587,544 acres while the four incorporated cities and their associated Urban Growth Areas contained approximately 7,316 acres. The County includes a wide variety of natural resources, including productive forest lands, cranberry and other agricultural lands, a large bay with tidal flats suited to aquacultural activities, wildlife refuges, ocean beaches and ocean dunes. The bulk of the county is forested, with much of that land under the control of a few timber companies. It is rugged land, mostly inaccessible except by logging roads, and unlikely to develop within the timeframe covered by this comprehensive plan.

The population of the County is focused in two areas. These are Raymond/South Bend on the Willapa River, and Long Beach/Seaview/Ilwaco on the Pacific Ocean and the Columbia River. The remaining population is situated in the coastal regions of Tokeland/North Cove and Ocean Park/Surfside, in the Naselle and Willapa River Valleys, and in the Smith Creek Valley (Brooklyn).

State highways and local roads provide access throughout the County. State Route 101 is the primary highway in the county, traveling from Grays Harbor County in the north, through the cities of Raymond and South Bend, then south along the east shore of Willapa Bay to Seaview, Long Beach and Ilwaco. SR 101 continues south along the north shore of the Columbia River through Chinook to Megler, where it crosses the Columbia River into Astoria, Oregon. State

Route 103 travels the length of the Long Beach Peninsula from Seaview north to Ocean Park and Oysterville. State Route 100 travels from Ilwaco along Baker Bay to Cape Disappointment State Park. State Route 6 travels east out of Raymond through the Willapa River Valley. It passes through the communities of Menlo, Lebam and Frances before leaving the county heading east to Chehalis. State Route 4 runs along the northern edge of the Columbia River, then travels east through Naselle and into Wahkiakum County before terminating in Kelso. State Route 105 travels west from the city of Raymond on the north side of Willapa Bay and serves the communities of Tokeland, North Cove and Grayland before leaving the County and heading north into Grays Harbor County.

From its Pacific Ocean border on the west, across the Willapa Hills, to its Lewis County border on the east, Pacific County's unincorporated area is vast and diverse. Its geographic features and land uses change as one travels from dunes and lowland areas, to forest and farmlands. To gain a better understanding of the various regions within the county, and to recognize the different land use patterns and lifestyles, land use planning work has been based on five distinct geographic regions (Figure 2-1). These regions were identified during the development of the 1994 Draft Comprehensive Plan and reflect the diverse characteristics of different parts of the county. The history and character of these areas are described below.

#### **2.4.2 Willapa Valley**

##### Location and History

The Willapa Valley planning area is located in the northeast portion of the county. It is the largest planning area and includes the incorporated cities of Raymond and South Bend. South Bend is the county seat and the location of many of Pacific County's administrative buildings. Willapa Valley is also the location of the historic residential and commercial centers of Menlo, Lebam and Frances (rural activity centers), the rural community of Brooklyn, and the East Raymond commercial center (community crossroad). The North River and the Willapa River (including the South Fork of the Willapa) are the largest watersheds in the region.

The area was first settled in 1852 by Samuel Woodard who took a donation land claim of 640 acres. For many years, this location was known as Woodard's Landing and served as the port for the large boats that came in from Portland to discharge cargo and mail. When logging began in the 1870s, the area began to grow. The name was changed to Willapa in 1884. The numerous waterways throughout the planning area were the only means of transportation for mail and cargo and were essential to development.

The community of Willapa was the hub of the Willapa Valley. Boats came in three times a week to discharge cargo, mail, and passengers, and two large warehouses held supplies for the valley. Sidewalks were constructed along the main streets and roads were planked where needed. As Willapa boomed, houses sprung up everywhere, and by 1887 the community provided hotels, drug stores, a real estate office, and a barbershop. By 1900, the business center of the planning area had moved to South Bend and Raymond. Today, the historic mixed-use districts of Menlo, Lebam, Frances, and Brooklyn still provide residents with a pleasant place to live.

### Existing Land Use

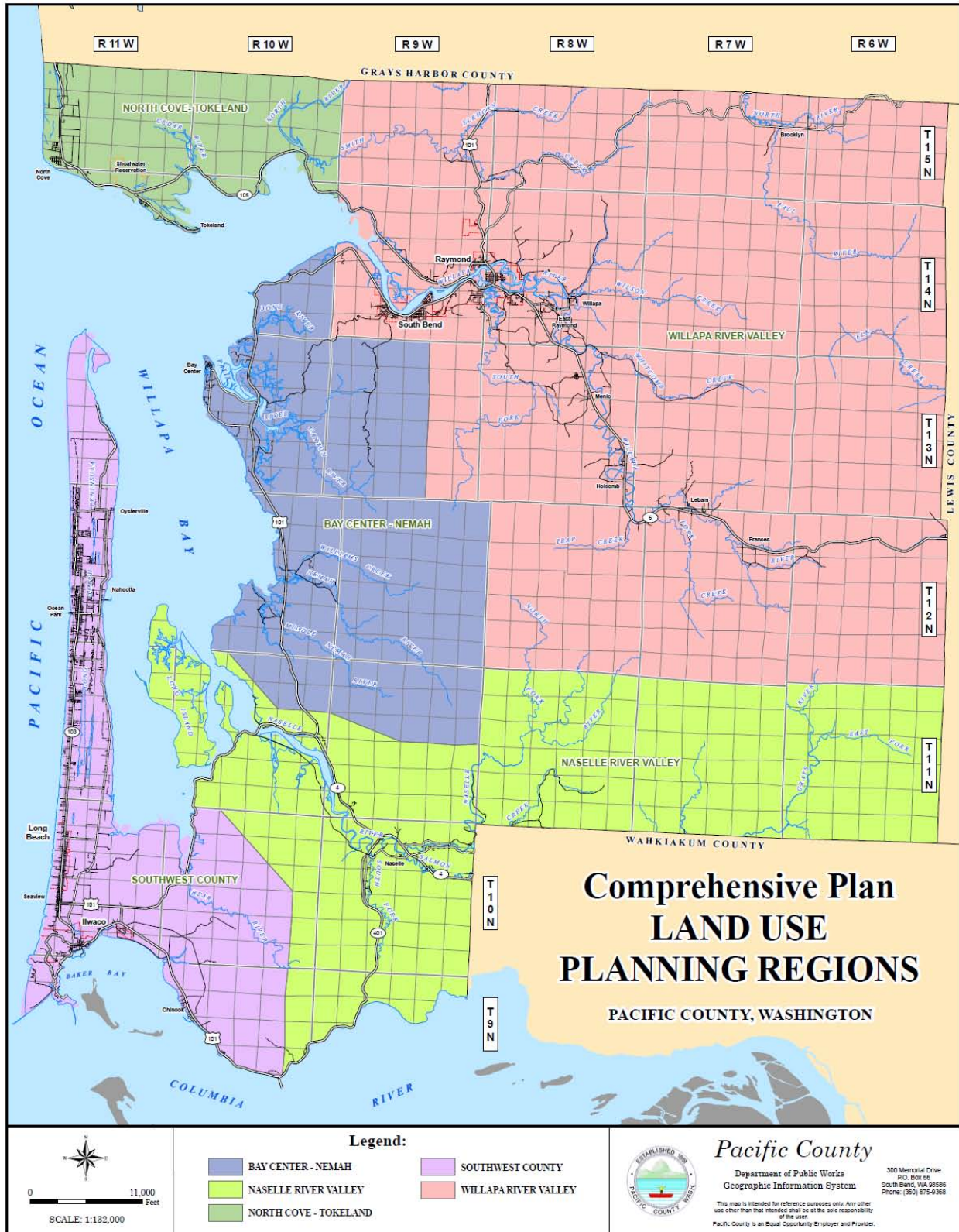
Typical land uses in the unincorporated area of the Willapa River Valley include managed forest areas, dairy farms, and cattle ranches. Agricultural products are primarily dairy, stock, and hay. Agricultural uses are limited to areas having suitable soils for crops or pasture, and level land with slopes typically less than ten percent. Forest areas are generally located on the steeper slopes. There is a wide range of residential land use in the Willapa River Valley. These include the high density urban growth areas of Raymond and South Bend, the smaller mixed use cores around Willapa, Menlo, Frances, and Lebam, and the large family farms and rural residences within farming and timber lands.

Residential densities in these areas vary greatly: Raymond and South Bend support urban densities typical of small cities; Willapa and Menlo are more suburban in nature, with densities as high as four to six units per acre focused around one or two main roads; Frances and Lebam are sparser, with densities on the order of one to four units per acre, centered on SR 6. Between these communities are rural residences and large family farms, supporting densities less than one unit per acre. Generally, residential uses follow the floor of the Willapa Valley where relatively level areas and some utilities (Willapa Valley Water District) are available.

Commercial uses are generally small. Though some scattered commercial uses exist, the majority are located in what used to be the retail centers of Willapa, Menlo, and Lebam. Commercial uses range from retail stores to cottage industries and include meat processing, retail stores, auto body and diesel mechanic, upholstery shops, computer repair, shake mill, hair dressers, construction, day care, retail agricultural products, and credit bureau.

There are numerous public facilities and recreational activities in the planning area. Public facilities include the Department of Natural Resource facility in Menlo, the Pacific County Fairgrounds, the Lebam Fire Station, the Menlo Fire Station, the Lebam and Menlo Post Offices, P.U.D. substations, and Willapa Valley schools at Lebam, Menlo and Old Willapa. The Willapa Valley Middle/High School recently underwent a major renovation in 2008 while the school at Lebam has been closed. The existing recreational facilities and activities in the planning area include the Willapa Boat Launch, Smith Creek Boat Launch, and Falls Creek Salmon Hatchery managed by the U.S. Fish & Wildlife, the Washington State Willie Keil's Grave Park, and the Department of Natural Resources Frances Park.

Figure 2-1  
Land Use Planning Regions





### 2.4.3 Grayland, North Cove, Tokeland

#### Location and History

This planning area is located in the northwest corner of the county. It is bordered by Grays Harbor County to the north, the Pacific Ocean to the west, and Willapa Bay to the south. It includes the mixed-use rural activity center of Tokeland, and the North Cove and Tokeland Road community crossroads. The coastal area contains ocean dunes and agricultural areas (cranberry farming), but inland areas are predominantly forest lands.

The Grayland beach area saw its first homestead in 1880 with cranberry production introduced in the early 1900s. The Grayland area extends from the Pacific County border, south approximately eight miles, to the town of North Cove. North Cove is a resort community located south of Grayland, along SR 105. The original site of North Cove was a sandy peninsula known as Cape Shoalwater (established 1884). The peninsula was once the site of a town, lifesaving station and lighthouse. Severe beach erosion that occurred over the course of a century erased the original site in the 1960s. The name North Cove is now applied to the surrounding community of cranberry farms, resort businesses, and beach homes, which crowd the landscape from Grayland to Tokeland.

Tokeland is a bay community on Toke Point peninsula located south of the junction of SR 105 and the Tokeland Road. The town was named after an Indian chief who lived there when the first white settlers entered the bay circa 1858. The community was a popular ocean resort from 1890 to 1940 and still has a resort atmosphere with its rustic hotel and associated golf course. Today the area functions primarily as the home to a small crabbing and fishing fleet providing a cannery and port facility.

#### Existing Land Use

Land uses identified in the planning area include forest and agricultural land, residential, commercial, and recreation. Timber grown in the area contributes to the northwest's regional economy and provides employment opportunities. Although many residents are employed outside the immediate area, there are numerous timber supported families in residence.

Agricultural lands lying between the coastal sand dunes and the Willapa Hills are used for cranberry farming. This is the primary activity that led to development of the area, and today, the farms are part of a nationwide cooperative that has brought stability and expanded markets for individual farmers.

Residential land use in the area varies greatly. In the North Cove and Grayland areas, homes are predominantly located in dunal areas on the west side of SR 105, while agricultural uses are located in bog areas east of SR 105. Residential densities vary from scattered single-family residences with land areas greater than one acre in size, to the beach plats where densities range from one to six units per acre. Residential homes consist of older, conventional type construction, and modular or mobile homes. In addition, the beach plat areas support a high proportion of seasonal residents occupying trailers.

There is a small commercial area in North Cove, which provides a gas station, general store,

Laundromat and fire station. A second commercial area is located at the intersection of SR 105 and the Tokeland Road. This commercial crossroad is adjacent to the Shoalwater Bay Indian Reservation and the tribe's casino and ancillary development. The area also provides a small motel. Recreation areas include the Grayland Beach State Park and several beach approach roads. The Shoalwater Tribe has been actively upgrading their tribal lands since the 1998 plan was prepared by constructing a community center, wellness center, health and dental clinic, library, pharmacy, pre-school/daycare center, police station, installing new sewer and water infrastructure, and improving their overall housing stock. They are also in the process of constructing a new gas station with small retail near the existing casino.

The Tokeland rural activity center provides single-family and multi-family housing. Densities in the area are typically two to four units per acre, with some areas reaching as high as six to eight units per acre. All of these uses are near Tokeland Road, the arterial accessing the peninsula. Commercial activity in the area includes a recording studio, nursery, gas station, RV Park, gift shops, retail stores, restaurants, motor repair, electronic repair, and banking. Existing industrial activities in the planning area are Nelson Crab Inc., Tokeland Oyster Company, and the Tokeland Marina.

This North Cove, Grayland, Tokeland area is both a bedroom community to a larger commercial center located in Grays Harbor County as well as a secondary and/or recreational housing area. Aberdeen offers a full spectrum of commercial services for a large region that includes all of north Pacific County.

#### **2.4.4 Bay Center, Nemah**

##### Location and History

The Bay Center and Nemah planning area is located on the eastern shore of Willapa Bay. It includes the rural activity center of Bay Center, and the historic farming community of Nemah. Bay Center is on a peninsula (the tip is called Goose Point) which extends into the geographic center of Willapa Bay. The community is home to several oyster seed hatcheries, a finfish and shellfish industry, and cattle ranches. The Nemah watershed is primarily an undeveloped region characterized by farmlands and low-lying forestlands, which form a significant wetland fringe along Willapa Bay.

White settlers first came to Bay Center in 1853, but the area was the site of an Indian encampment and trading ground before and after this date. With a booming oyster and farming industry, the beach front of the peninsula was crowded with homes by 1873. The settlement was called "Palix" meaning slough covered with trees, but this name was later changed to Bay Center when a post office was established in 1876. The Nemah area has historically been a farming and logging community that developed near the mouth, delta, and the three Nemah Rivers (North, Middle and South Forks). White settlers first arrived in the 1890s, but as with Bay Center, the area had previously been the site of an Indian village. Access to the area was by water until the Ocean Beach Highway was constructed in the 1920s. Today, SR 101 travels through the area.

##### Existing Land Use



The Nemah area is sparsely developed and has considerable timber resource lands. Residential homes in the Nemah area are predominantly older, conventional type structures or mobiles homes located on large lots along the North Nemah Road. Other land uses include farming (cattle/hay), and scattered residential dwellings.

Bay Center has traditionally been a residential and commercial community, with natural resource based industries, cattle ranching, and hay production. Residential homes in Bay Center are predominantly older conventional type homes on smaller lots, with densities of four to six units per acre. Some new lots have recently been platted in the area and are one-half to one acre in size. The Public Utility District No. 2 provides water in the area. Commercial land uses include a neighborhood retail store, restaurant, tavern, and activities at the Bay Center port dock. Industrial activities include fish processing, port activities, Shoalwater Bay Oysters, Ekone Oyster Co., Goose Point Oyster Co., Bay Center Mariculture, Micro Light Nutritional Products (light industrial), Intertidal Resources, and Neptune Boats.

Public facilities in the planning area include a post office, Port of Willapa Harbor boat launch, and the Bay Center Fire Station. Existing recreational facilities and open space areas include the Bruceport and Bush County Parks, the Niawiakum River conservation area (Department of Natural Resources), the Bone River conservation area (Nature Conservancy), and several beach access points.

#### **2.4.5 Naselle River Valley**

##### Location and History

The Naselle River Valley planning area is located in southeast Pacific County and includes the South and Main Forks of the Naselle River, portions of Salmon Creek, and the rural activity center of Naselle. The easternmost region of the planning area includes the higher watershed areas of the Grays River, which drain into adjacent Wahkiakum County. The region has historically been used for farming and timber production.

##### Existing Land Use

Typical land uses in the Naselle River Valley include forest lands, dairy farms, commercial, and residential. The forest areas are predominantly located on the steeper slopes with farming and residential areas located along the river valley. Development in the region is focused around the rural activity center of Naselle, situated at the intersection of SR 401 and SR 4. This intersection is the location of the Naselle High School, and commercial land uses extend east along SR 4, and south along SR 401. Residential land use densities in the rural activity center are approximately one unit per acre with some denser areas, including multi-family units. Commercial and public uses include banking, grocery and liquor stores, restaurants, health care, hotels, RV parks, nurseries, mini-storage facility, general retail, post office, school, library, parks, and open space. Existing industrial uses in the area include a gravel mine, commercial fueling station, electrical substation, DOT truck shop, and county truck storage. A state operated juvenile rehabilitation facility, the Naselle Youth Camp, is located northwest of Naselle along SR 4.

#### **2.4.6 Southwest County**

### Location and History

The Southwest County planning area is located in the southern coastal area of the county. It includes the incorporated cities and related UGAs of Ilwaco and Long Beach, the UGA of unincorporated Seaview, the rural village of Ocean Park, the rural activity centers of Chinook and Nahcotta, the community crossroads of Surfside and Klipsan, and the historic Long Beach Peninsula community of Oysterville. The peninsula communities are predominantly rural residential, with large seasonal populations.

While first inhabited by Native Americans, Captain Robert Gray landed at the ancient Indian village of Chinook on the north shore of the Columbia River in 1792. Lewis and Clark camped in the same area while leading their famous expedition and first saw the Pacific Ocean from Cape Disappointment, located on the southwest tip of the county. The first county seat was located at Pacific City on Cape Disappointment. In 1852, the Federal Government set aside 640 acres on the cape (including Pacific City) for a military reservation. The occupants of the town were ordered to vacate and the activities of the County government were then transferred to Chinook.

With an abundance of oysters, Oysterville located at the north end of the Long Beach Peninsula, was established in 1854. As the demand for oysters boomed in conjunction with the gold rush days of San Francisco, so too did the town of Oysterville, and the County seat was again relocated to this community. Near the turn of the century, growth within the county was focused more toward inland timber areas and the county seat was relocated to South Bend in 1893. The Long Beach Peninsula grew in popularity as a seaside resort. It remains as such today and tourists and local residents visit both the Fort Columbia State Park and the historic town of Oysterville.

### Existing Land Use

The Southwest County planning area includes a region of diverse land uses. At the south end of the Long Beach Peninsula are the incorporated cities of Ilwaco and Long Beach. Traveling north, the unincorporated areas of the peninsula include six communities, and substantial rural residential, commercial and agricultural lands. South of the peninsula are several rural residential areas, forest lands, Fort Columbia, a historical coastal defense military base and now a State Park. There are also state and regional parks throughout the planning area including Cape Disappointment State Park, a large State/Federal park that covers approximately 1,800 acres and that was recently enhanced to commemorate the Lewis & Clark Bi-centennial, Station Camp which is located along the Columbia River, and Leadbetter State Park located on the north end of the Long Beach Peninsula.

Residential land uses in the planning area are predominantly located on the west side of the Long Beach Peninsula. The community of Surfside is at the north end of the peninsula and has seen tremendous housing growth in the past ten years. This residential area has a large percentage of seasonal residences with densities of four to six units per acre. Over half of the lots within Surfside Estates are developed with residential dwellings while many of the lots are used for recreational purposes. Traveling south along Vernon Avenue, residential areas continue to Ocean Park. One acre lots designated as shoreline development are located on the west side of

SR 103 while the lots on the east side of SR 103 are slightly larger.

The rural village of Ocean Park encompasses several subdivisions that are already developed or are committed to development by virtue of existing infrastructure or small lot sizes. The rural village has seen an increase in its overall density as a number of new homes have been built on pre-existing lots. The overall density within the core of Ocean Park is approximately four units per acre while further from the village core it drops to one unit per acre. Ocean Park has a well-developed retail center and distinct neighborhoods surrounding it. Commercial uses in the area include retail stores, taverns, gas stations, restaurants, and gift shops. Public facilities include a post office, fire station, library, parks with a multi-use field for soccer and baseball, and a school. The Ocean Park School which houses Kindergarten through sixth grade was extensively remodeled in 2004 as a result of a bond initiative passed by the local voters.

Between Ocean Park and Long Beach, residential development is mostly rural or seasonal in nature, with the majority of homes on smaller lots. Densities are four to six units per acre west of SR 103 with slightly larger lots east of the highway. On the east side of the peninsula development is sparser with typical densities of one unit per five acres. The community of Oysterville includes historic homes on larger lots. South of Oysterville, residential development occurs on larger lots, ranging from one to five or more acres per unit. Large lots continue south to Long Beach with the exception of the Nahcotta area where densities are approximately four units per acre.

The rural activity center of Chinook is located on Baker Bay, south of the peninsula. Residential densities in Chinook are approximately two to four units per acre close to the community center, but decrease as you travel north or south. There are also several RV parks in Chinook. Commercial uses are generally rural in nature and include retail stores, taverns, gas stations, restaurants, gift shops and marina activities. There are several public facilities including a post office, fire station, and other facilities.

Recreational land uses in the planning area include Leadbetter Point State Park, Chinook County Park, Fort Columbia State Park, Cape Disappointment State Park, the Discovery Trail, Station Camp, a number of State and Federal holdings devoted to a combination of recreational and conservation purposes, the dunal region of the peninsula and miscellaneous park and beach access areas.

## **2.5 Final Urban Growth Areas**

### **2.5.1 GMA Requirements for Urban Growth Areas**

The purpose of the Washington State Growth Management Act is to encourage jurisdictions to manage growth. In order to achieve that purpose, GMA specifies several goals to be used to guide the development of comprehensive plans and development regulations (RCW 36.70A.020). The following points summarize the GMA requirements (RCW 36.70A.110):

- For each city or town within its borders, the County must designate an urban growth area,

within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.

- An urban growth area may include territory outside of a city or town only if the territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth or is a designated new fully-contained community under RCW 36.70A.350.
- The urban growth areas in the county must be sufficient to permit the urban growth that is projected to occur in the county over the next 20 years.
- Urban growth areas must permit urban densities and may include greenbelt and open spaces.
- Urban growth areas should not be expanded into existing 100 year floodplains unless circumstances warrant the expansion and it is consistent with the limitations enumerated in RCW 36.70A.110.
- Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional public facilities and services that are provided by either public or private sources. Additional urban growth should be located in the remaining portions of urban growth areas.
- At least every ten years, the County must reevaluate the Final Urban Growth Areas and the densities permitted within them (RCW 36.70A.130(3)).

### **2.5.2 Urban Growth Areas of Incorporated Cities**

There are four incorporated cities within Pacific County. In accordance with the adopted County-Wide Planning Policies, each of these municipalities has prepared a comprehensive plan for growth management that designates an urban growth area. Land area needs, land use designations, capital facility, and other GMA required elements for these UGAs may be found in the following plans:

1. City of Ilwaco
2. City of Long Beach
3. City of Raymond
4. City of South Bend

### **2.5.3 Urban Growth Area of Unincorporated Seaview**

The urban growth area of Seaview is located on the Long Beach Peninsula, within unincorporated Pacific County. It is situated between the UGAs of Ilwaco and Long Beach, both of which are incorporated cities. Seaview is predominantly residential, with commercial and light industrial uses adjacent to the highway. It is an established, historic oceanfront community that has public facilities and service capacities capable of serving new development. The area is served by the Seaview Sewer District and receives water from the City of Long Beach. Other urban services include but are not limited to fire, police protection, public transit services, and other public utilities.

This community is identified as a UGA for two reasons. Most importantly, commercial uses and residential densities consistent with urban development already characterize it. Densities vary from one to seven units per acre with an average density of four units per acre. The area does not include large areas currently characterized by rural uses, nor does it include resource lands or extensive critical areas within the UGA boundaries. In addition, it has been designated as a UGA because it is crucial to the character and significance of the area that Seaview preserve its ability to grow and serve the Long Beach Peninsula.

Seaview has been the focus of many important land use decisions over several decades. Seaview lies between the cities of Ilwaco and Long Beach, fronts the Pacific Ocean on the west and contains rural and productive cranberry bogs on the east. Seaview inside its UGA is urban in nature and enjoys urban levels of services. Seaview outside of the UGA is rural or suburban in nature and generally does not have access to typical urban services such as community sewer. The character of Seaview is that of a typical beachfront community, a commercial core with seasonal beach cabins and other permanent housing surrounding the commercial areas. Of important prominence in Seaview is the large expanse of dunes and wetlands located west of the built-up areas of Seaview and outside the UGA. This is an area of “dynamic tension” as the community has wrestled with the appropriateness of new development within the dunes for many years. Important to this plan and to the long term discussion, is the decision on where the UGA boundaries are located and where in turn urban services are to be provided. This plan defines the westerly edge of “urban” Seaview at a point lying 200’ west of the 1889 line which is also the westerly extent of the Seaview UGA. West of that line is “rural” Seaview where the lots are larger, the densities lower, the services are limited, and new development shaped by significant amounts of environmental constraints. The importance of the Seaview UGA line is that it defines the westerly edge of the urbanized areas and limits how far west sewer service can be extended. The decision not to extend sewer beyond the UGA line is rooted in case law and does not preclude the use of on-site sewage disposal systems (septic). The 2010 Comprehensive Plan does not seek to change this western boundary nor change the land use designations within the Seaview dunes.

The east side of Seaview is an area characterized by historical residential development on the higher areas and agricultural in the lower areas. The east side of Seaview contains several cranberry farms with active and productive cranberry bogs that were historically developed in the late 1800’s or early 1900’s, while the residential development is concentrated along the major roads, e.g., Sandridge, 30<sup>th</sup> Place, and State Route 101. The Seaview Sewer District adopted expansion plans prior to the 1998 Comprehensive Plan that includes the eastern portion

of Seaview in their future service boundary. A number of properties outside the Seaview UGA are currently served by the sewer district, including two large RV Parks. Both residents and the Seaview Sewer District have expressed a desire in serving the eastern portion of Seaview because the area has a relatively shallow water table during the winter months which can be problematic for existing septic systems.

The 2010 Comprehensive Plan expanded the Seaview UGA on the east and south sides of Seaview to include land area currently served by the Seaview Sewer District, and also to enable the provision of community sewer for those properties needing it due to problematic septic systems. Both areas are also characterized by large wetland areas.

The area immediately south of the Seaview UGA is located around Willows Road. The UGA boundary extends south from 26<sup>th</sup> Street to approximately 20<sup>th</sup> Street, is bordered by the Ilwaco UGA on the east and follows the existing westerly UGA boundary on the west side. The area contains 120 parcels on approximately 38 acres. The area contains an existing RV park and approximately 12 existing residences. Of the 38 acres, approximately 16 acres is wetlands, 12 acres are already developed, four acres are in roadway and approximately six acres appear to be suitable for new development. The area is served by public sewer and water.

The area on the east side of the Seaview UGA includes the land area from the existing UGA boundary out to the eastside of Sandridge Road. The northern boundary is around 46<sup>th</sup> Street while the southern boundary is the existing Ilwaco UGA located at 30<sup>th</sup>. This area contains 85 parcels on approximately 118 acres. The area contains two existing RV parks, approximately 60 existing residences, and some wetland areas. Of the total 118 acres, approximately 35 acres is considered wetlands, 20 acres are in roadways, approximately 25 acres are developed with the RV parks, approximately 28 upland acres are already developed with existing residential uses, and approximately ten acres are undeveloped and appear to be suitable for new development. The sewer district serves the southern portion of this area with community sewer while the entire area is served by public water.

The Seaview UGA encompasses an area approximately 413 acres in size. It is bordered to the north and south by the urban growth boundaries of Long Beach and Ilwaco respectively. Its western boundary is located at a line 200' west of the 1889 line which is in the dunal area of the Pacific Ocean. To the east, the boundary parallels Sandridge Road. Current land uses within the Seaview UGA are approximated as shown in Table 2-1. The 2010 population of Seaview is approximately 800 and this number increases significantly during the summer tourist season. Population forecasts and total land area needs are addressed in Section 2.9. The Seaview UGA is depicted in Figure 2-2 while the assumptions used in identifying land use acreages are located in Appendix A.

**Table 2-1**

**Land Use in Unincorporated Seaview UGA**

Area (Acres)					
Total	Residential <sup>1</sup>	Commercial/ Industrial <sup>2</sup>	Roads <sup>3</sup>	Other <sup>4</sup>	Vacant Buildable Land <sup>5</sup>
413	125	83	62	123	20

<sup>1</sup> Residential land area based on 2010 population of 800 people, household size of 2.27 people, and average density of 4 dwelling units/acre for SFR and 6 dwelling units/acre for MFR.

<sup>2</sup> Approximately 20 percent of total area assumed to be in commercial/industrial use.

<sup>3</sup> Approximately 15 percent of land area is used for roads and right of way.

<sup>4</sup> Other land includes critical areas, property that will not be for sale within the 20-year planning period, and other land generally not available for development and is approximately 30 percent of land area.

<sup>5</sup> Vacant buildable lands calculated as difference between total land area and land area considered in use or unavailable.

**2.5.4 Seaview UGA/Rural Subdivision**

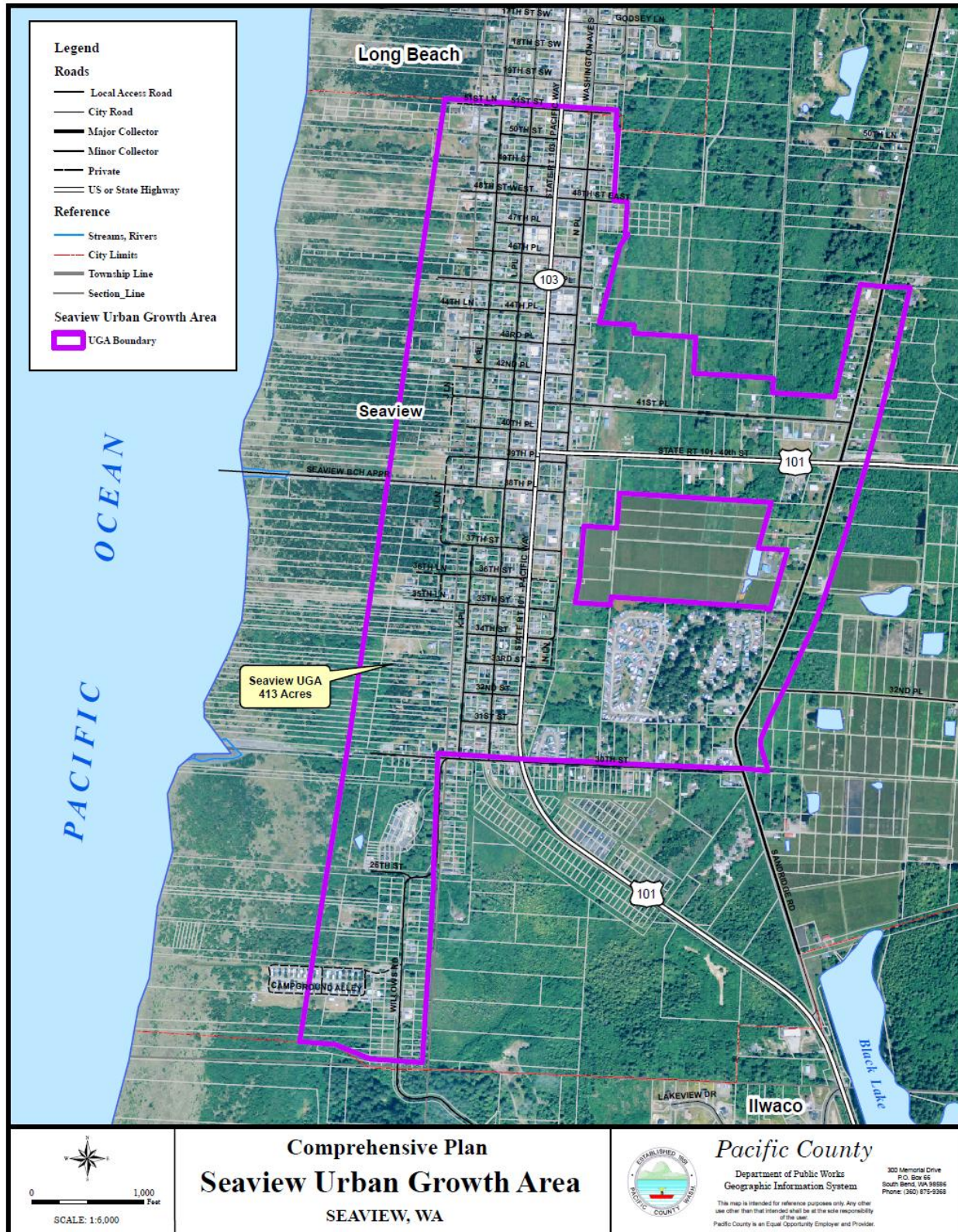
The Seaview area contains long, narrow, linear lots that cross the Seaview UGA/General Rural lands boundary. Due to this occurrence, existing ocean front lots in the Seaview area are subject to both the four unit per acre density designation within the UGA, and to the one unit per five acre density designation west of the UGA. To provide clarity to Seaview ocean front property owners regarding density requirements, the following density restrictions shall apply for newly subdivided lots:

Geographic Area	Permitted Density
Within the Seaview UGA (East of a line located 200' west of the 1889 line)	4 units per acre or greater
In the General Rural land west of the Seaview UGA Boundary (West of a line located 200' west of the 1889 line)	1 unit per five (5) acres

**Note:** Those ocean front lots which straddle the General Rural/Urban Growth Area boundary on the west of Seaview, which run continuously to the Pacific Ocean, and which are in existence upon the effective date of this plan shall be entitled to be subdivided at a density of 4 units/acre within the Seaview UGA and 1 unit/5 acres in the General Rural designation west of the Seaview UGA. For those lots which do not contain a minimum of five acres westward of the line located 200' west of the 1889 line, the property may be subdivided once at the Seaview UGA boundary line (a line located 200' west of the 1889 line), and the property located within the UGA area can be developed at a density of 4 units per acre, or greater, while the property located west of the UGA line is entitled to one residential dwelling unit but is not further subdividable.



Figure 2-2  
Seaview Urban Growth Area







## **2.6 Land Use Designations**

### **2.6.1 Overview**

The GMA requires that the County “designate the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses” (RCW 36.70A.070(1)). Population densities, building intensities and estimates of future population growth must also be included. This section of the Land Use and Rural Areas Element describes each of the land use designations depicted on the Land Use Maps (Figure 2-3 – 2-8). Each land use designation includes a statement of purpose and a description of characteristics typifying lands developed under each designation. The total land area within each of the designations is provided in Table 2-2.

For parcels that cross land use designation boundaries, subdivision along boundary lines shall not be prohibited by the County’s development ordinances so long as the subdivision meets environmental and public health requirements, and is consistent with the underlying land use designation.

### **2.6.2 Rural Area Designation**

The purposes of rural areas are to:

- Support the rural aspects of Pacific County.
- Protect areas with environmental constraints and preserve and buffer natural resource areas of agriculture, forestry, aquaculture, mineral deposits and fish and wildlife habitats from encroachment by or irreversible conversion to more intense uses.
- Allow low intensity residential uses which do not require a high level of public services and facilities.
- Allow limited areas of more intensive rural development including the infill, development or redevelopment of existing areas; the intensification of existing or development of new small scale recreation or tourist uses; and the intensification of existing or development of new isolated non-residential development, cottage industries, and small-scale businesses. Public services may be provided to these areas.

Rural areas are characterized by low density residential dwellings, concentrated mixed use areas, isolated commercial and industrial uses, farms, forest, mining areas, outdoor recreation and other open space activities. Commercial uses are generally small in scale; however, they are important to the rural economy of Pacific County. They may provide convenience services to the rural neighborhood, but are not principally designed to serve the rural population. Industrial uses will generally be those that are related to or dependent on natural resources such as agriculture, aquaculture, aquifer supply, timber or minerals. Home-base occupations and industries are allowed throughout the rural area provided they do not adversely affect the surrounding

residential uses.

Rural area residential densities will commonly average one dwelling unit per five acres. There are also areas with lower densities, one dwelling unit per ten or forty acres, and areas with higher densities, one or more dwelling units per acre. The latter are typically resort-residential areas adjacent to water bodies or urban growth areas. Areas of two or four units per acre are located only in those locations where this density already exists.

#### **2.6.2.1 Remote Rural – One Unit per Ten Acres**

The purpose of this designation is to maintain the rural aspects of the County, and to buffer environmentally sensitive areas and resource management areas from incompatible activities. The primary land uses in the Remote Rural areas include, but are not limited to, resource-oriented activities (farming, forestry, mineral extraction), open space, and residential. The allowable density is one dwelling unit per ten acres. These areas have moderate potential for farming or forestry management and are typically adjacent to long-term resource lands. Lands are typically too far from the urban area to enable cost-effective provision of public services at this time.

#### **2.6.2.2 General Rural – One Unit per Five Acres**

The purpose of this designation is to maintain the rural aspects of the county and to provide buffering or transitions between existing rural developments and areas of higher or lower densities. The General Rural areas are characterized by activities including, but not limited to, small-scale farms and forestry activities, dispersed single-family homes, and open space. The allowable density is one dwelling unit per five acres. This designation include lands that are typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require provision of urban services.

Figure 2-3  
Land Use Map – Countywide

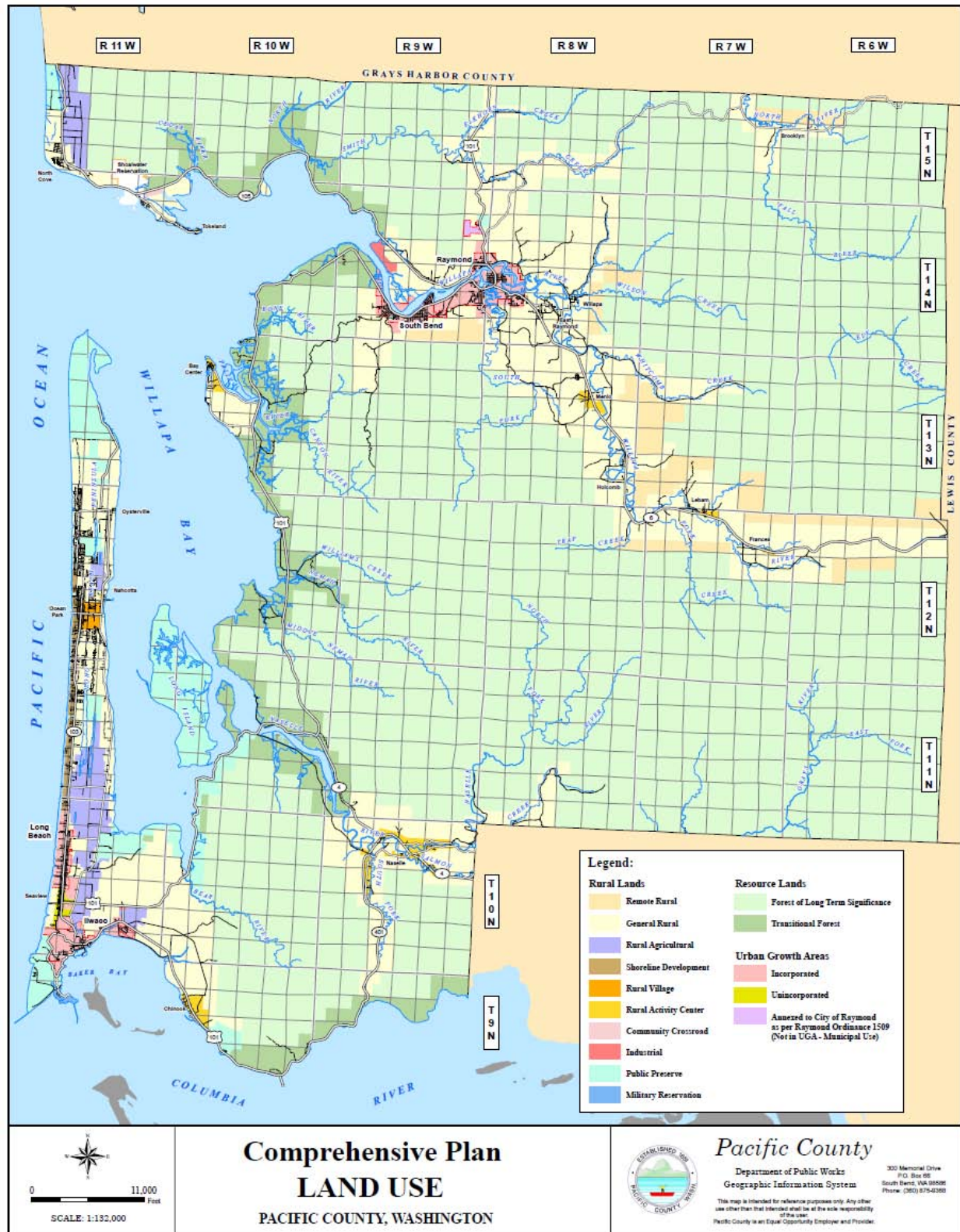




Figure 2-4  
Land Use Map – Bay Center/Nemah Planning Region

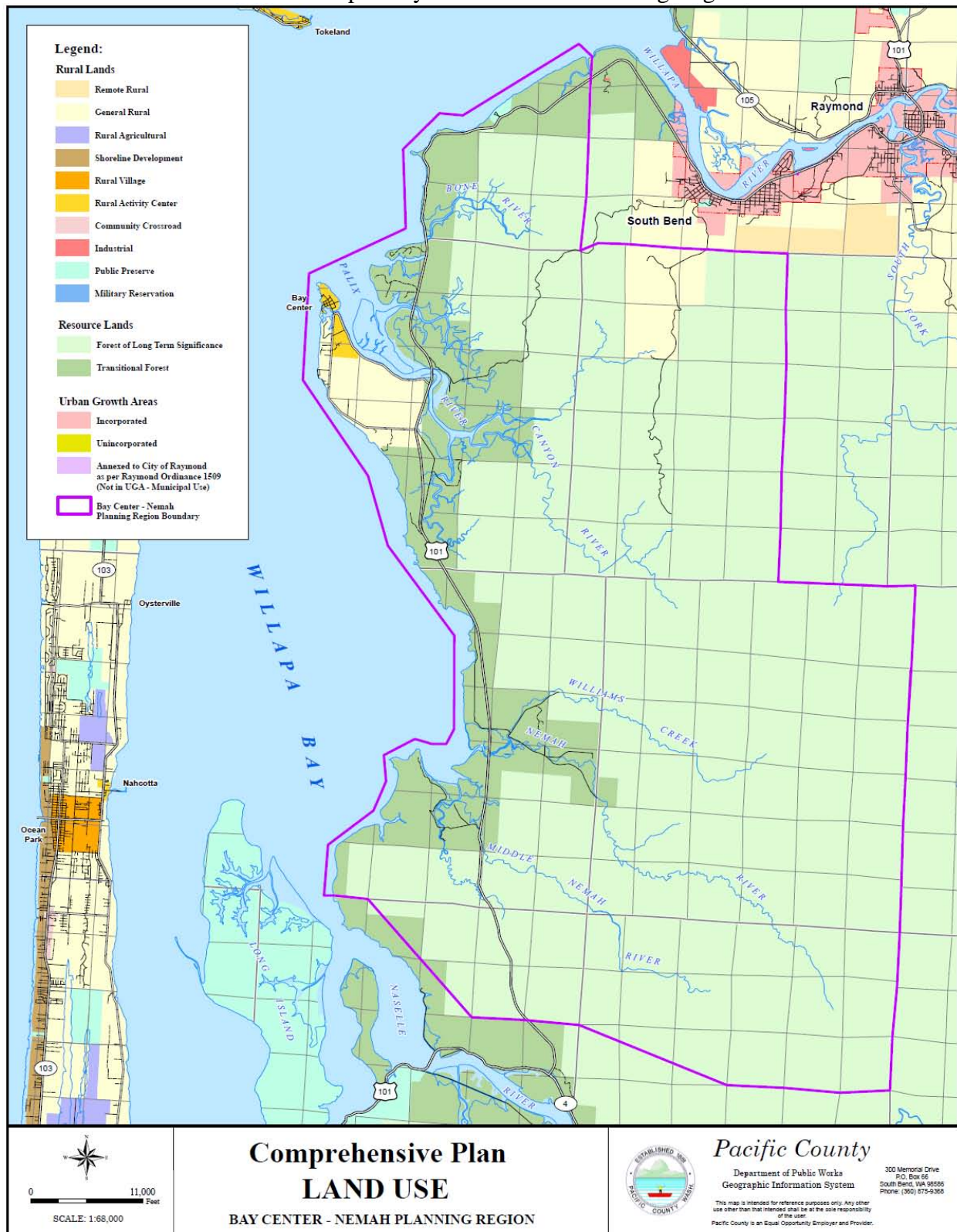


Figure 2-5  
Land Use Map – Naselle River Valley Planning Region

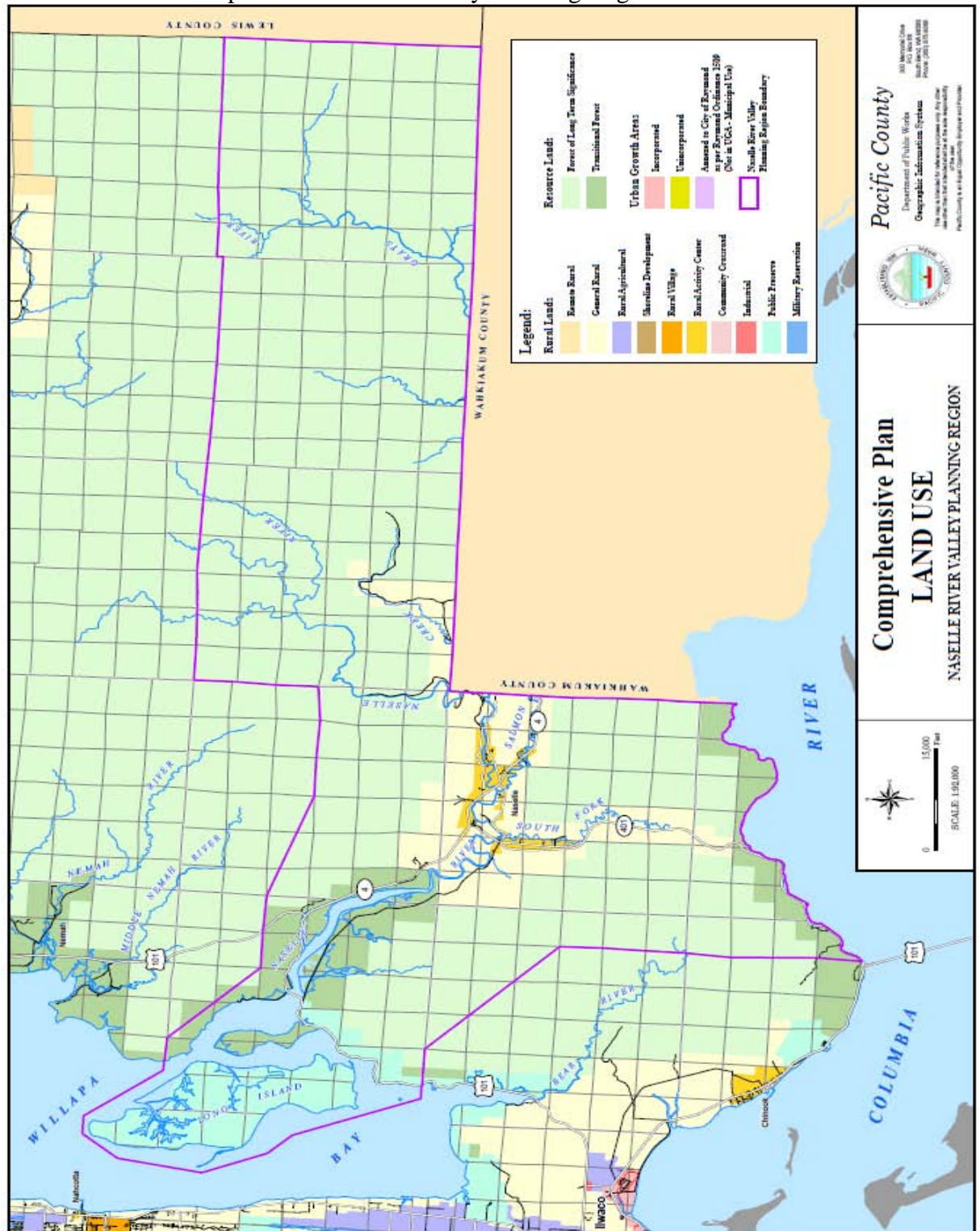




Figure 2-6  
Land Use Map – North Cove – Tokeland Planning Region

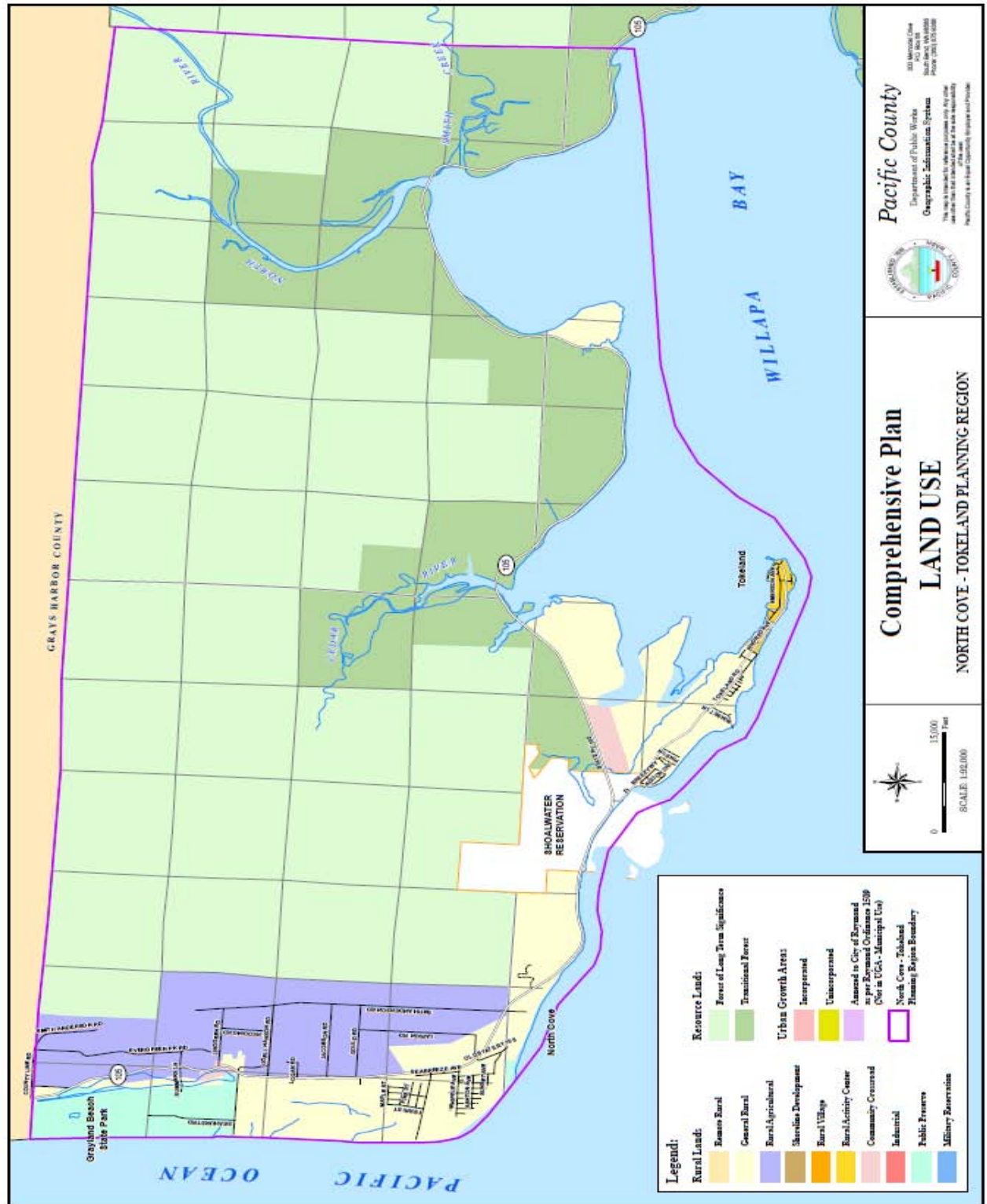


Figure 2-7  
Land Use Map – Southwest County Planning Region

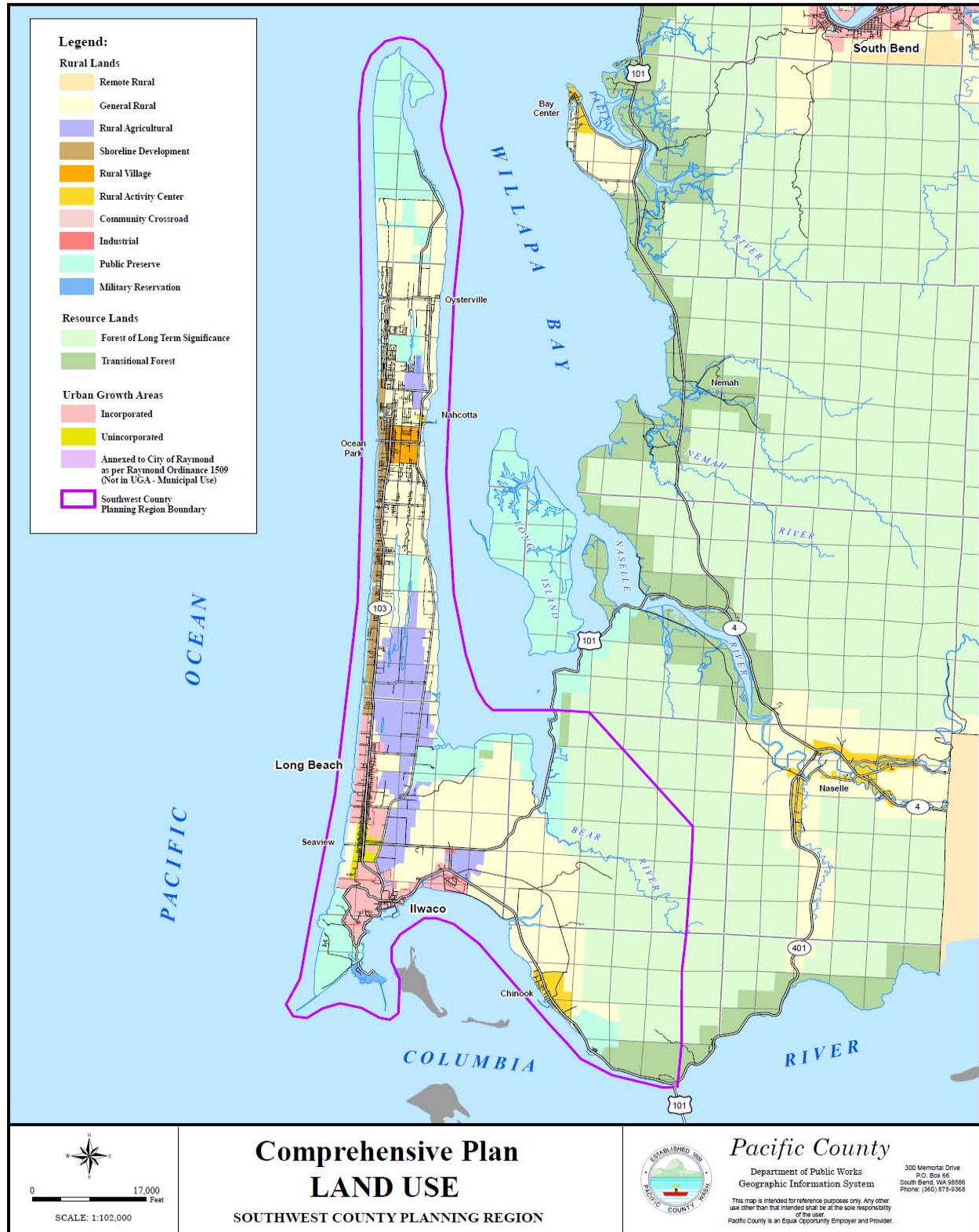
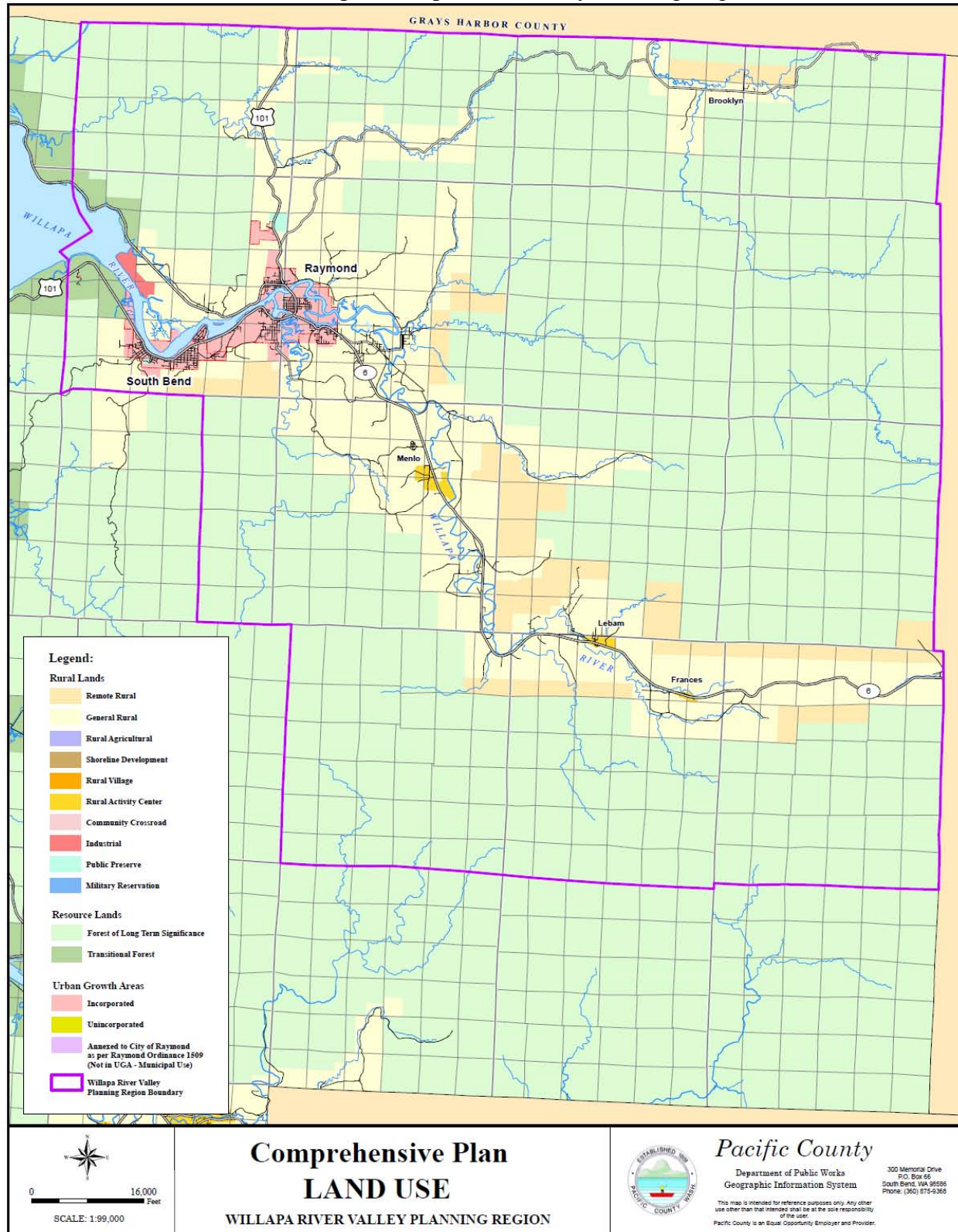




Figure 2-8  
Land Use Map – Willapa River Valley Planning Region



**Table 2-2  
Existing Land Use**

<b>Land Use Designation</b>	<b>Total Acres</b>	<b>Percentage of Total Area</b>
<b>Rural Land</b>		
Remote Rural	13,212	2.2
General Rural	100,023	16.9
Rural Agriculture	7,177	1.3
Shoreline Development	1,572	0.3
Rural Village	581	0.1
Rural Activity Center	3,073	0.4
Community Crossroad	195	<0.1
Industrial	358	<0.1
Public Preserve	16,309	4.0
Coast Guard	164	<0.1
<b>Resource Land</b>		
Forest LTCS	411,675	69.2
Transitional Forest	32,792	5.5
<b>Urban Areas (City/UGA)</b>		
City of Ilwaco	1,965	0.2
City of Long Beach	1,100	0.2
City of Raymond	2,970	0.4
City of South Bend	1,281	0.2
Unincorporated Seaview	413	<0.1
<b>Total Land Area</b>	<b>594,860</b>	

#### **2.6.2.3 Rural Agriculture – One Unit per Five Acres to One Unit per Ten Acres**

The purpose of this designation is to recognize the historic areas dedicated to cranberry production, areas of potential cranberry expansion, and to provide appropriate buffering from surrounding incompatible rural land uses. This designation should be considered representational in manner, and shall serve as a subset of the Rural Lands category. Lot size, permitted uses, and general zoning for the Rural Agriculture land use designation shall be determined after an analysis of existing land uses, the capability of soils to contain on-site sewage disposal systems, and the location of the cranberry industry. Generally, the typical density within the Rural Agriculture designation is one dwelling unit per five acres.

#### **2.6.2.4 Rural Shoreline Development – One Unit per Acre**

The purpose of this designation is to recognize existing residential development related to marine shorelines, or other recreational amenities in rural areas. This designation provides for residential development on parcels that are surrounded by smaller lots and which can physically support it without requiring urban service levels. The shoreline development areas are characterized by activities including, but not limited to, a predominance of existing one-acre lots

with single family residences (seasonal and year round use), and open space. These areas may have some existing commercial or resort-related land uses. The maximum density is one dwelling unit per acre. Lands that are typically too far from the urban area to enable cost-effective provision of public services nor do typical uses require the provision of urban services. The Comprehensive Plan designates the Pacific Ocean shoreline west of SR 103, north of the City of Long Beach, and South of Surfside Estates as Rural Shoreline Development.

#### **2.6.2.5 Rural Village – Mixed Use, New Residential One Unit per Acre**

The purpose of this designation is to recognize the historic, unincorporated communities that are characterized by urban type densities, are self sufficient villages offering a full range of consumer goods and services, and which may offer some urban services such as community water and fire protection. The rural village typically does not offer sewer treatment services. This designation provides for the infill, development, or redevelopment of lands within the rural village boundary. The rural village is generally a compact, self-sufficient town that functions as a small urban center and provides housing, convenience goods, and services to residents in and around the area. The rural village is characterized by activities including, but not limited to, single family residences, small-scale industries and businesses in a compact core, public facilities such as post offices, schools, and fire departments, and open space. Densities are limited by the capacity of area soils to support on-site sewage disposal. Industry and businesses do not necessarily provide services to neighboring residents but do provide job opportunities for rural residents. In addition, the rural village provides services to the traveling public.

It is intended that these areas continue to be a mixture of land uses including residential, commercial, and industrial. New residential development will be allowed at a density of one dwelling unit per acre provided the land can physically support it without requiring sewer or water services if not currently available. The rural village will also accommodate needed commercial and light industrial uses, but only after a site specific review process to determine and address potential impacts. This type of designation is not intended to accommodate new, recreationally oriented residential developments or master planned resorts.

The unincorporated, rural village to which this designation applies is:

- Ocean Park.

#### **2.6.2.6 Rural Activity Center – Mixed Use, New Residential One Unit per Acre**

The purpose of this designation is to recognize the historic, unincorporated communities that are characterized by urban type densities and which may offer some urban services such as community water, limited commercial uses, and fire protection. Rural activity centers are generally not self-sufficient. This designation provides for the infill, development, or redevelopment of lands within the rural activity center boundary. The rural activities centers are generally small, compact, isolated rural centers that primarily exist to provide housing, convenience goods, and services to residents in and around the area. The rural activity centers are characterized by activities including, but not limited to, single family residences, small-scale industries and businesses, public facilities such as post offices, schools, and fire departments, and

open space. Industry and businesses do not necessarily provide services to neighboring residents but do provide job opportunities for rural residents. In addition, the rural activity centers provide services to the traveling public.

It is intended that these areas continue to be a mixture of land uses including residential, commercial, and industrial. New residential development will be allowed at a density of one dwelling unit per acre provided the land can physically support it without requiring sewer or water services if not currently available. The rural activities centers will also accommodate needed commercial and light industrial uses, but only after a site specific review process to determine and address potential impacts. This type of designation is not intended to accommodate new, recreationally oriented residential developments or master planned resorts.

The unincorporated, rural activity centers to which this designation applies are:

- Bay Center;
- Chinook;
- Frances;
- Lebam;
- Menlo;
- Nahcotta;
- Naselle; and
- Tokeland.

#### **2.6.2.7 Community Crossroad - Commercial**

The purpose of this designation is to recognize the existing commercial centers located along state highways or county arterials that provide nearby residents, local vehicular traffic, and the traveling public with everyday convenience shopping goods and services. This designation provides for the infill, development, or redevelopment of lands within the community crossroad boundary. Community crossroads are generally small, compact, isolated commercial centers characterized by small-scale industries and businesses. Uses include, but are not limited to, restaurants, feed stores, garden supplies, greenhouse and plant nurseries, lumber sales, groceries and drug stores, gas stations, hotels and other small-scale businesses, including residences in conjunction with such businesses. Community crossroad areas maintain a high degree of compatibility with surrounding residential areas through the use of small buildings, small overall area devoted to commercial use, and design and layout which screen residential areas from lights, storage and parking areas.

The areas to which the community crossroad designation applies are:

- Klipsan Crossing;
- Lindgren Road;
- East Raymond;
- Surfside Estates; and
- Tokeland Road.

It is intended that commercial uses serving a given area should be clustered together in small planned centers or around existing single businesses to avoid the development of commercial strips or many small businesses strung out along arterial roads. The community crossroad designation allows for new commercial uses, but only after a site specific review process to determine and address potential impacts. This type of designation is not intended to accommodate new, recreationally oriented residential developments or industrial sites.

#### **2.6.2.8 Industrial**

The purpose of this designation is to recognize areas where industrial activities are located and to provide controls for such activities that protect nearby land uses. This designation provides for existing industrial users, as well as for the intensification of development, or new development of small-scale industries. It is not intended that these industries be principally designed to serve the existing and projected rural population and nonresidential uses, but they do provide job opportunities for rural residents. Industrial activities include, but are not limited to, research, manufacturing, processing, fabrication, wholesaling and storage of products, and associated offices. Typical uses include building materials storage, boat building and repair, contract construction service shops and storage yards, laboratories, wholesale business and storage, automobile business and storage, feed and fuel storage, warehouses, locally distributed utilities, log storage, saw and lumber mills, rock crushing, welding and sheet metal shops, parking lots, laundries, machinery and transportation sales, service and repair, saw and filing shops, emergency fire and police facilities, recycling accessory drop boxes, community recycling centers and processing plants.

The industrial areas are generally small, compact, isolated centers. Industrial users, while not required, are often those that are related to or dependent on natural resources such as agriculture, aquaculture, aquifer supply, timber or minerals, and industrial lands are often located near natural resources. Major industrial areas in Pacific County include those operated by the Ports of Willapa, Chinook, and Peninsula. These are primarily located near water bodies. This land use designation also applies to the Skinville Cutoff. While often related to natural resources, the area to be designated industrial should itself have minimal potential for natural resource utilization. Industrial land should be capable of supporting industrial development with minimal environmental constraints. Particularly important is the ability to support intensive use without significant adverse effects on surface or ground water, or in any critical areas.

It is intended that areas currently designated as industrial receive designation for continued development as industrial lands. Enough land should be available in an industrial designation so that expansion of individual industrial establishments may be accommodated, or so that several establishments may be served in one contiguous area. At the same time, buffer areas must be provided to separate industrial uses from any adjacent non-industrial areas. Few residential or commercial uses should exist on lands considered for designation as industrial.

A 2008 study conducted by the Pacific County Economic Development Council concluded there was insufficient industrial land area currently available in Pacific County and the four incorporated cities. A future goal of this Comprehensive Plan is to identify and designate additional lands suitable for industrial development. Lands identified as suitable for industrial

development should be areas with minimal environmental constraints, should have access to public infrastructure, and should be located away from existing residential areas.

#### **2.6.2.9 Public Preserve**

The purpose of this designation is to identify and protect unique and outstanding examples of publicly owned areas pertaining to recreation, fish and wildlife habitat conservation, or unique geologic features. This land use designation also acknowledges the ongoing responsibility of the county, state and federal government to protect critical areas and other valued resources on lands within this designation. These lands are owned by a federal, state or local governmental entity and are maintained as closely as possible to their natural state. This is one land use designation that has increased in the overall amount of acreage since 1998 as the amount of publicly owned land within the County is increasing due to expansions at the Willapa National Wildlife Refuge, Leadbetter State Park area, the Ellsworth Creek natural area and the Potter's Slough area. It is anticipated that the amount of acreage in the Public Preserve land use designation will continue to increase as diked tidelands are restored to their pre-dike status, and lands around Willapa Bay and other important watersheds are purchased for restorative activities by various public and/or quasi public entities.

#### **2.6.2.10 Military Lands**

The purpose of this designation is to recognize military lands and their associated missions within the County. This designation includes the Cape Disappointment Coast Guard Station located on the Long Beach Peninsula. These lands are owned by the federal government.

### **2.6.3 Resource Area Designations**

#### **2.6.3.1 Agriculture**

The purpose of this designation is to:

- Conserve agricultural lands of long-term commercial significance used for the production of crops, livestock or other agricultural products;
- Conserve aquaculture lands of long-term commercial significance used for marine life raising, research and labs, and harvesting of seafood;
- Discourage residential encroachment and other incompatible development from long-term agricultural and aquaculture lands of long-term commercial significance;
- Encourage the continued viability of agriculture and aquaculture; and
- Protect the shellfish and fishing industries.

This designation includes lands meeting the definition for agricultural and aquaculture lands of long-term commercial significance as defined in Section 3, Critical Areas and Resource Lands,

of this Comprehensive Plan. The criteria for locating agriculture and aquaculture lands of long-term commercial significance are based on the Washington State Department of Commerce guidelines for the classification and designation of resource lands, as well as existing County policies, and an analysis of local conditions.

#### **2.6.3.2 Forest Land of Long Term Commercial Significance**

The purpose of this designation is to:

- Conserve forest lands of long-term commercial significance;
- Maintain and enhance resource-based industries;
- Discourage residential encroachment and other incompatible development from long-term forest lands; and
- Promote and protect forestry and its dependent community through the enhancement, protection and perpetuation of the ability of private and public landowners to grow and harvest timber.

This designation includes lands meeting the definition for forest lands of long-term commercial significance as defined in Section 3, Critical Areas and Resource Lands, of this Comprehensive Plan. Existing designated forest lands include much of Pacific County's mainland areas. Within designated Forest Land of Long Term Commercial Significance, residential densities are limited to one unit per 40 acres. The criteria for locating Forest Land of Long-Term Commercial Significance are based on the Washington State Department of Commerce guidelines for the classification and designation of resource lands, and an analysis of local conditions.

#### **2.6.3.3 Transitional Forest Land**

The purpose of this designation is to protect transitional forest areas, primarily located adjacent to rural shoreline areas along Willapa Bay, the Naselle River and the Columbia River. This designation provides for rural types of residential development along with commercial forestry production on parcels in accordance with the protection standards of this subsection and the Critical Areas and Resource Lands Ordinance No. 147. Small-scale farms and forestry activities, dispersed single-family dwellings and open space characterize the transitional forest areas. Lands are typically too far from the urban area to enable cost-effective provisions of public services at this time. Within designated Transitional Forest Lands, residential densities are limited to one unit per five (5) acres, with the actual lot size determined by the presence of any critical area, the suitability of the site for on-site sewage disposal and the availability of potable water.

#### **2.6.4 Urban Growth Area Designations around Cities**

The County should develop Unified Development Ordinances (UDO) governing land use within the UGAs after consulting with the cities to solicit their input. Because it is the intent that these

areas ultimately be annexed by the cities, and to provide for an orderly transition, it is essential that the governing agencies involved promote a unified vision for the future.

Land use designations are provided in the following plans:

1. City of Ilwaco;
2. City of Long Beach;
3. City of Raymond, and
4. City of South Bend.

### **2.6.5 Urban Growth Area Designations of Unincorporated Seaview**

Land within the Seaview urban growth area has been designated as mixed use. The purpose of this designation is to encourage growth within the area that will enhance the tax base and employment opportunities. It will also serve to encourage residential development within the area and reduce pressures on rural areas while facilitating the most economical provision of public services to new development.

### **2.6.6 Land Use Decision Making**

In making land use decisions, one of the county government's ongoing challenges is to balance the various special interests of the community within the context of protecting the health, safety and welfare of the community at large. Therefore, an issue of particular concern is how to take into account the variety of community interests as the policies are being developed. In making land use decisions, the three general guidelines presented below should be used. The goals and policies in Section 2.15 provide further guidance in determining the appropriate land use designations for lands in rural areas.

#### Citizens Preference Identified Through Public Process

Desires of the citizenry for certain types of land uses over others should be an important consideration in making land use decisions. Citizen preference is important, for example, when deciding to give weight to one factor over another, or in deciding among conflicting factors.

#### Impacts on Economy, Employment and Tax Base

A variety of factors associated with these impacts should be considered when making land use designation decisions. For example, a county-wide balance should be maintained between residential and industrial/commercial/agricultural/forestry areas in order to enhance and provide diversity to the County's tax base and employment opportunities.

#### Easy to Identify Boundaries

The boundaries of land use designations should follow easily identified features on the land, such as the existing built environment, utility corridors or observable terrain changes. When areas with severe limitations for development (e.g. soils, geology, steep slopes, flooding, wetlands) do



not coincide with such identifiable landmarks, the boundaries should be drawn with land capability in mind.

## **2.7 Rural Areas of More Intensive Development**

### **2.7.1 GMA Provisions for More Intensive Development**

As previously mentioned, the purpose of the Washington State Growth Management Act is to encourage jurisdictions to manage growth. In order to achieve that purpose, the GMA has established provisions for limited areas of more intensive rural development (LAMIRD) within rural areas. RCW 36.70A.070 provides for the following limited areas:

- The infill, development or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments.
- The intensification of development on lots containing, or new development of, small-scale recreational tourist uses, including commercial facilities to serve those recreational or tourist uses that rely on a rural location and setting, but that do not include new residential development.
- The intensification of development on lots containing isolated non-residential uses or new development of isolated cottage industries and isolated small-scale businesses that are not principally designed to serve the existing and projected rural population and nonresidential uses, but do provide job opportunities for rural residents.

The GMA further provides that the County shall adopt measures to minimize and contain the existing areas of more intensive rural development. It is intended that lands included in such existing areas or uses shall not extend beyond the logical outer boundary of the existing area or use, thereby allowing a new pattern of low-density sprawl.

### **2.7.2 Limited Areas of More Intensive Rural Development in Pacific County**

Through the land use inventory and planning process, Pacific County has identified several existing, rural land use patterns that are considered more intense than the surrounding countryside. These historic areas, identified in Section 2.4 Land Use Inventory, have been designated as a rural village, a rural activity center, or a community crossroad and are summarized in Table 2-3 below. Both the rural village and the rural activity center are mixed use, residential areas. The difference between these two designations is that small-scale business and industry are present in the rural activity center, while the rural village provides a more intense level of business activity such that a self-sufficient community exists. The community crossroad may provide some residential use but is primarily an existing commercial center. A complete discussion of the County's land use designations and permitted uses is provided in Section 2.6.

During the 1998 planning process, logical outer boundaries were established for each of the

limited areas of more intensive rural development. In general, the boundaries of the community crossroad areas were established to delineate the built environment. It was assumed that infill and redevelopment within the area would accommodate future growth through the 20-year planning period. Boundaries for the rural activity centers and the rural village also delineate the built environment, but include limited undeveloped land.

**Table 2-3**  
**Limited Areas of More Intensive Rural Development**

<b>Location</b>	<b>Area (Acres)</b>
<b>Community Crossroad</b>	
Klipsan Crossing	72
Lindgren Road	22
East Raymond	7
Surfside Estates	9
Tokeland Road	85
<b>Rural Activity Centers</b>	
Bay Center	251
Chinook	545
Frances	64
Lebam	165
Menlo	305
Nahcotta	42
Naselle	1,554
Tokeland	145
<b>Rural Village</b>	
Ocean Park	581

Since 1998, there have been a number of minor amendments to these limited areas of more intensive rural development as circumstances and needs within the community have changed. In 2000, the Menlo Rural Activity Center was expanded by 107 acres, the Seaview UGA was modified to correct a boundary discrepancy and the Raymond UGA was modified to correct a boundary discrepancy. In 2002 the Naselle Rural Activity Center was expanded by 140 acres to include approximately 168 parcels into the RAC while the 42 acre Nahcotta Rural Activity Center was created. In 2004, the South Bend UGA was expanded by approximately 40 acres. In 2007, the Naselle Rural Activity Center was amended to correct a boundary discrepancy, and the Klipsan Crossing Community Crossroads was expanded by approximately one acre. The majority of these amendments were to correct mapping deficiencies and to ensure the integrity of the historic Areas of More Intensive Rural Development boundaries remained intact.

Based on the analysis conducted for the 2010 plan update, the boundaries of these limited areas of more intensive rural development appear to be sufficient to accommodate future redevelopment and infill needs for the next 20-year period of time; although, minor modifications may be necessary to accommodate changing conditions such as in Seaview where there have been discrepancies between the UGA boundary and the Seaview Sewer District

service boundary. An analysis of land needs has been completed for each of these mixed-use areas and the findings are summarized in Table 2-4. Appendix A provides site maps and a discussion of assumptions used in identifying land use requirements for each of the specific LAMRID's.

**Table 2-4**  
**Land Use in Limited Areas of More Intensive Rural Development**  
**(Acres)**

<b>Location</b>	<b>Total</b>	<b>Residential (developed) <sup>1</sup></b>	<b>Comm./ Industrial<sup>2</sup></b>	<b>Roads<sup>3</sup></b>	<b>Public<sup>4</sup></b>	<b>Other<sup>5</sup></b>	<b>Vacant Land<sup>6</sup></b>
<b>Rural Activity Centers</b>							
Bay Center	251	98	25	38	32	38	20
Chinook	545	233	54	82	5	124	49
Frances	64	20	6	13	0	16	9
Lebam	165	50	8	33	4	51	19
Menlo	305	63	31	46	17	73	75
Naselle	1,555	373	124	188	40	700	130
Nahcotta	42	4.5	25.5	4	0	6	2
Tokeland	145	69	15	15	17	23	6
<b>Rural Village</b>							
Ocean Park	581	247	116	90	5	87	44
<b>Unincorporated UGA</b>							
Seaview	413	125	83	62	0	123	20

<sup>1</sup> Residential shows 2010 land area. Calculations based on 2010 population, average household size of 2.27 people, and density of 1 dwelling unit/acre. Exceptions are Chinook assumes 1 dwelling unit/0.75 acre and Ocean Park assumes 3 dwelling units/acre.

<sup>2</sup> Commercial/industrial land area is based on percentage of total, with 2010 value equal to 2030 value.

<sup>3</sup> Roads area based on percentage of total, with 2010 value equal to 2030 value.

<sup>4</sup> Public lands include schools, parks, public buildings, etc. Land area shown is 2010 value and assumed to be constant through year 2030.

<sup>5</sup> Other land includes critical areas, property that will not be for sale within the 20 year planning period, and other land generally not available for development. Land area based on percentage of total, with 2010 value equal to 2030 value.

<sup>6</sup> Vacant, buildable land represents land area for residential development through year 2030.

## 2.8 Population and Demographic Trends

### 2.8.1 Recent Population Trends

The total 2009 population of Pacific County is 21,800. As shown in Table 2-5, this has increased from 21,100 in 1996, demonstrating a total growth rate within the County of approximately 3.3% since the 1998 Comprehensive Plan. The 2009 population of the County's unincorporated areas is 14,415, which is an increase over the 1996 unincorporated area population of 14,216, and accounts for approximately 66% of the total population. The 2009 population of the incorporated cities is 7,385, which is an increase over the 1996 incorporated area population of

6,884, and accounts for approximately 34% of the total population. The percentages allocated to either the unincorporated areas or the incorporated areas are consistent with the 1998 plan; however, the individual percentages of each city has changed as the bulk of the new growth in the incorporated areas has been in the Cities of Long Beach and Ilwaco.

A further breakdown of the population in the unincorporated areas of the County is provided in Table 2-6. These breakdowns are provided for the eight rural activity centers as well as for the communities of Ocean Park and Seaview. Table 2-6 also includes a comparison of the 1996 and 2009 population numbers for each of these areas.

The community population distributions are based on the 2000 Federal Census block data, the 2008 population data from Washington State Office of Financial Management (OFM), aerial photography, and field reconnaissance work conducted in 2009. The 2000 Census block data was reviewed and adjusted to match the boundaries of the County's LAMIRD's to get a base count. The 2008 population data from the Washington State Office of Financial Management (OFM) was used to generate 2009 population figures by projecting ahead using a 1.4% growth rate as established by the County-wide population summary provided by the Washington State Office of Financial Management (OFM). These projections are often referred to as "population distributions" because they split up the projected population growth, distributing it among the four cities in the County and the LAMIRD's.

**Table 2-5**  
**Recent Population Trends**

<b>Location</b>	<b>1990</b>	<b>1996</b>	<b>2000</b>	<b>2009</b>	<b>Difference 1996-2009</b>	<b>% of Total Population (2009)</b>
Pacific County	18,882	21,100	20,984	21,800	700	100%
Unincorporated County	12,356	14,216	13,969	14,415	199	66%
Incorporated Cities:	6,526	6,884	7,015	7,385	501	34%
Ilwaco	838	864	950	1,070	206	5%
Long Beach	1,236	1,400	1,283	1,535	135	7%
Raymond	2,901	2,960	2,975	3,010	50	14%
South Bend	1,551	1,660	1,807	1,770	110	8%

Source: "April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Revenues, State of Washington", Office of Financial Management, Forecasting Division, June 29, 2009.

**Table 2-6**  
**2009 Population Distribution**  
**Comparison with 1996**

<b>Location</b>	<b>1996 Population</b>	<b>2009 Population<sup>1</sup></b>	<b>Difference (1996 – 2009)</b>
Incorporated Cities	6,884	7,385	501
Unincorporated County <sup>2</sup>			
<i>Rural Activity Centers</i>			
Bay Center	275	203	-72
Chinook	588	483	-105
Frances	70	46	-24
Lebam	179	103	-76
Menlo	189	142	-47
Nahcotta <sup>3</sup>		25	0
Naselle	588	577	-11
Tokeland	72	119	47
<i>Rural Village</i>			
Ocean Park	827	679	-148
<i>Unincorporated UGA</i>			
Seaview	743	800	57
Other Rural Areas	10,685	11,238	553
Unincorporated County	14,216	14,415	199
Pacific County Total	21,100	21,800	700

<sup>1</sup> Source: “April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Reviews, State of Washington”, Office of Financial Management, Forecasting Division, June 29, 2009.

<sup>2</sup> Estimated population distribution.

<sup>3</sup> The Nahcotta Rural Activity Center was created after the 1998 plan was adopted; therefore, there are no 1996 population estimates for the Nahcotta RAC.

## 2.8.2 Demographic Characteristics

### Household Size

According to the 2000 U.S. Census, the average household size in Pacific County was 2.27 persons which is a change from 1990 when the average household size in Pacific County was 2.39 persons per household. There were also 13,991 dwellings and 9,096 occupied households in 2000 which compares with 7,896 occupied households in 1990. The total number of households in the County in 1990 was 12,404, the total number of households in 2000 was 13,991 while in 2008 the total number of households was 14,708. These totals include both occupied and vacant homes and reflect the large number of seasonal residences within the County. According to the 2000 Census, there were 4,895 seasonal households in the County representing approximately 35% of the total housing stock.

### Income Characteristics

The 1990 U.S. Census reported that Pacific County's median household income was \$20,029, its median family income was \$25,244, and per capita income was \$10,952. The 2000 U.S. Census reported that Pacific County's median household income was \$31,209, the median family income was \$39,302, and the per capita income was \$17,322. The 2008 Census & OFM data reported that Pacific County's median household income was \$37,759, the median family income was \$47,815, and the per capita income was \$21,252.

## **2.9 Population Forecasts**

### **2.9.1 Office of Financial Management Projections**

One of the essential components of the growth management strategy is accommodating anticipated growth. The Office of Financial Management (OFM) has projected population growth for Pacific County for the next twenty years, and the GMA requires the County to plan to accommodate this forecast. Using OFM projections, the 1998 Comprehensive Plan projected that the total population of Pacific County would increase from 21,100 in 1996 to 27,107 in 2016, which yielded an annual rate of 1.26 percent, or 28.5 percent for the entire 20-year period. The expectation was that the County would be adding 6,007 new residents in the 1996 – 2016 period of time. This represented the medium series of population projections provided by the OFM. It is apparent from the most current population data released by the OFM for 2009 Pacific County is not meeting this population project. According to the OFM, Pacific County's 2000 population was 20,984 while the 2009 population was 21,800. The total increase in the past 13 years has been 700 persons representing a total growth rate of approximately 3.3 percent.

The anticipated growth rate in the 1998 plan has not been realized partially due to the changing economies of the area's resource based industries along with the overall aging of the County's residents. The employment base in the resource driven industries, (e.g. fishing, timber, agriculture) have declined due to increasingly efficient technologies replacing traditionally labor intensive jobs, changing markets, limited access to cheap feedstock, the centralization of large industrial complexes around existing industrial areas and increased regulatory restrictions. As the local resource based industries decline, or leave the area, there are fewer family wage jobs available. The result is an outmigration of younger individuals or families in search of economic opportunities. The end result is an economy increasingly dependent upon on tourism, recreation and secondary housing which, because it tends to be more susceptible to market variations or trends, is also inherently more difficult to plan for.

According to OFM's medium series of population projections, Pacific County's population would increase from 21,800 in 2009 to 22,985 in 2030, which yields an annual rate of 0.26 percent, or 5.43 percent for the entire 20-year period. At this rate, the County would add 1,185 new residents over the next twenty years. According to OFM's high series of population projections, Pacific County's population would increase from 21,800 in 2009 to 28,043 in 2030, which yields an annual rate of 1.4 percent, or 28.6 percent for the entire 20-year period. At this rate, the County would add 6,243 new residents over the next twenty years.

For the 2010 – 2030 planning horizon, the County is using a modified rate that falls in between

the medium series and the high series. Pacific County is using a growth rate of 22.8 percent for the 20 year window, or an annual growth rate of 1.14 percent. According to this rate of growth, Pacific County's population would increase from 21,800 in 2009 to 26,770 in 2030. At this rate, the County will be adding 4,970 new residents over the next twenty years. In reviewing the development and growth trends since 1996, OFM's high series was too high while the medium series was too low. County staff believes a 22.8 percent rate of growth will accommodate the numbers of new permanent residents and/or the numbers of new dwelling units.

The difficulties in projecting population growth as it relates to new residential development is the fact that Pacific County is recreationally oriented attracting a large number of secondary home owners. While the Census and OFM numbers show the County's population only gained 700 persons between 1996 and 2009, OFM/Census housing data and County permitting data suggests that between 2,020 and 2,276 dwellings have been constructed in this period of time. Using 2.39 persons per dwelling, this represents a potential population increase of 4,828 – 5,440 persons during this period of time.

In recent years, building starts in rural, unincorporated areas have outpaced growth in the cities. However, the County-wide growth strategy directs urban style growth to the incorporated cities and their corresponding urban growth areas. Because of this policy, and the intent to direct growth to areas where urban services are readily available, it is anticipated that the incorporated areas will accommodate a slightly higher percentage of the new residents. The 2010 Comprehensive Plan still holds to this concept of directing urban style growth to the incorporated cities and their corresponding urban growth areas. Table 2-7 shows the forecast population for the year 2030, for both incorporated and unincorporated areas of Pacific County using the OFM's high series of population projections. In comparison, the 2030 percentage for population allocation is fairly close to the 2016 allocation. The cities and the broader rural areas have gained a slight share while the limited areas of more intensive rural development appear to have dropped.

### **2.9.2 Projected Land Need**

Many factors will influence the amount of land Pacific County will need to provide to accommodate growth through the year 2030. The most important of these factors are the rate of growth and the density of future residential development. For the purposes of this element the County is planning for an annual growth rate of approximately 1.14 percent for the next 20 years. As has been shown, this will increase the County's population from 21,800 in 2009, to 26,770 in 2030, adding a total of 4,970 new residents. The incorporated cities and corresponding UGAs of Ilwaco, Long Beach, Raymond and South Bend are projected to accommodate approximately 1,684 new residents. The rural activity centers of Bay Center, Chinook, Frances, Lebam, Menlo, Nahcotta, Naselle, and Tokeland, together with the Ocean Park Rural Village and the Seaview UGA, will accommodate 724 new residents. The other rural areas of the county will accommodate the remaining 2,562 new residents.

**Table 2-7**  
**Projected Population Distribution**

Location	2030 Forecast			
	2009 Population <sup>1</sup>	Projected New Residents <sup>2</sup>	Total Population <sup>3</sup>	% of Total County Population
Incorporated Cities	7,385	1,684	9,069	33.9
Unincorporated County				
<i>Rural Activity Centers</i>				
Bay Center	203	46	249	0.9
Chinook	483	110	593	2.2
Frances	46	11	57	0.2
Lebam	103	24	127	0.5
Menlo	142	32	174	0.6
Nahcotta	20	5	25	0.1
Naselle	577	132	709	2.6
Tokeland	119	27	146	0.5
<i>Rural Village</i>				
Ocean Park	679	155	834	3.1
<i>Unincorporated UGA</i>				
Seaview	800	182	982	2.9
<i>Other Rural Areas</i>	11,243	2,562	13,805	52.3
Total Unincorporated County	14,415	3,286	17,701 <sup>4</sup>	66.1
Pacific County Total	21,800	4,970	26,770 <sup>5</sup>	100.0

<sup>1</sup> Source: "April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Revenues, State of Washington", Office of Financial Management, Forecasting Division, June 29, 2009.

<sup>2</sup> Calculated by subtracting 2009 allocated population from 2030 forecast population. Used a 22.8% growth rate for 2016 – 2030.

<sup>3</sup> Source for incorporated cities: Comprehensive Plans of South Bend, Raymond, Ilwaco, and Long Beach project using same growth rate of 22.8 %. Source for unincorporated County: Calculated by projecting 2009 population at 22.8% growth rate.

<sup>4</sup> Source: Calculated as difference between total County population and estimated population of incorporated cities.

<sup>5</sup> Source: Official Growth Management Population Projections, High Series: 2000-2030, Office of Financial Management, Forecasting Division, November 2, 2007 but modified to meet local needs. Reduced the High Series growth rate of 28.6% to 22.8%.

Table 2-8 provides a summary of the additional residential land that will be needed throughout Pacific County to accommodate population growth through the year 2030. The current comprehensive plans of the incorporated cities provide more than the 319 acres of vacant, developable land shown as needed in Table 2-8. For an itemization of land area by use type, and for complete methodologies within these urban growth areas, the reader is referred to the individual city comprehensive plans.



**Table 2-8  
Residential Land Needs**

<b>Location</b>	<b>Projected New Residents<sup>1</sup></b>	<b>Land Area Needed<sup>2</sup> (Acres)</b>	<b>Vacant Buildable Land (Acres)</b>
<b>Incorporated Cities<sup>3</sup></b>			
Ilwaco	246	18	149 <sup>4</sup>
Long Beach	350	32	77 <sup>5</sup>
Raymond	696	70	75
South Bend	409	40	41
<b>Total Incorporated Cities</b>	<b>1,684</b>	<b>160</b>	<b>319</b>
<b>Unincorporated County</b>			
<i><b>Rural Activity Centers<sup>6</sup></b></i>			
Bay Center	46	20	20
Chinook	110	49	49
Frances	11	5	9
Lebam	24	11	19
Menlo	32	15	60
Nahcotta	5	2	2
Naselle	132	59	130
Tokeland	27	6	6
<i><b>Rural Village<sup>6</sup></b></i>			
Ocean Park	155	23	44
<i><b>Unincorporated UGA<sup>7</sup></b></i>			
Seaview	182	20	26
<i><b>Other Rural Areas<sup>8</sup></b></i>	<b>2,562</b>	<b>3,805</b>	<b>9,892</b>
<b>Total Unincorporated County</b>	<b>3,240</b>	<b>4,212</b>	<b>10,251</b>
<b>Pacific County Total</b>	<b>6,007</b>	<b>4,372</b>	<b>10,570</b>

<sup>1</sup> New Residents calculated as the difference between projected population in year 2010 and 2030 population. See Table 2-7 for unincorporated county, for incorporated data see individual city comprehensive plans.

<sup>2</sup> Based on average household size of 2.27 persons in unincorporated county areas.

<sup>3</sup> Land needs of incorporated cities and their corresponding urban growth areas are provided only to demonstrate that the county has adequate land capacity to accommodate projected population growth. Land needs are based on an average household size of 2.5 persons and a density of 4 units per acre for Raymond and South Bend, an average household size of 2.27 persons and density of 6 units per acre for Ilwaco, and an average household size of 1.9 persons and an average density of 5.8 units per acre for Long Beach. For complete methodology and total area by land use type in these UGA's the reader is referred to the individual city comprehensive plans.

<sup>4</sup> Based on Ilwaco Comprehensive Plan and 1998 annexations (Gross Land Available). The available acreage in Ilwaco's UGA exceeds the Land Area Needed acreage due to a variety of factors: the MSW project, a Master Planned Community, which is developing in phases and includes large tracts of open space, commercial areas, golf course, etc.; the large amounts of environmentally sensitive areas included in the UGA; the need to match pre-existing/pre-GMA sewer service boundaries; and for ease of mapping and overall administration.

<sup>5</sup> The available acreage in Long Beach's UGA exceeds the Land Area Needed acreage due to the large amount of natural areas the City of Long Beach is proposing to include in their regional trail network. The UGA also included dunal areas associated with upland building sites. The actual range of available "buildable lands" for residential and commercial development is 23 – 80 acres and is further defined in Appendix A.

<sup>6</sup> An overall density of 1 dwelling unit per acre is assumed for new development for on-site sewage disposal.

<sup>7</sup> An overall density of 4 dwelling units per acre is assumed for new development.

<sup>8</sup> Other rural areas include a range of available densities. This estimate is provided only to demonstrate that the county has adequate land capacity to accommodate projected population growth and is based on all growth occurring within the general rural designation with density of 1 dwelling unit per 5 acres. Total land area is 99,360 acres, assumes 40% is residential, of which approximately 75% is already developed. See Appendix A.

Appendix A provides an analysis of the four incorporated cities and their UGA's. The additional residential land area needed in unincorporated areas of the county has also been provided. The areas of more intense development, rural activity centers, rural village, and unincorporated urban growth area, provide approximately 351 acres of vacant, developable land for residential use. This is more than the 212 acres calculated as being needed. Other rural areas provide more than the 4,500 acres calculated as needed to accommodate the remainder of the population growth (see Appendix A).

## **2.10 Measures Governing Rural Development**

### **2.10.1 Rural Development**

Rural development, as defined by the GMA, refers to development outside the urban growth area and outside agricultural, forest, and mineral resource lands. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Pacific County is predominantly rural and includes a wide variety of densities, uses, and natural resources. To maintain a balance between growth, lifestyle preferences, economic development, and protection of these resources and the environment, the County has established measures to govern rural development. It is the intent that the existing rural character of the diverse regions of the county described in the land use inventory of this element be protected by the measures described below.

### **2.10.2 Containing Rural Development**

Preservation of Pacific County's open space and low density rural areas is a high priority, and proper planning which will preserve the area's rural character is essential. As permitted densities increase, so should the guidelines and safeguards applied by the County to ensure that rural development does not result in unaffordable and nonfunctional sprawl. The County's land use designations and accompanying map provide for a variety of rural land uses. These are primarily low-density rural residential and resource land designations. However, the County has acknowledged and provided for several types of existing, higher density residential and commercial development within the rural areas. These are the rural activity center and rural village mixed use lands, the community crossroad commercial center, and the shoreline development areas (residential one dwelling unit per acre). Areas with these designations are existing land uses as defined by RCW 36.70A.070. Several measures have been taken to contain these limited areas of more intensive development.

#### Logical Outer Boundaries

The primary method of containing higher density development patterns is through the establishment of logical outer boundaries and preparation of the land use map. Logical outer boundaries were developed for the 1998 Comprehensive Plan and are held to be valid for the 2010 Comprehensive Plan. Any deviation from the boundaries shown on the adopted land use map will require an amendment to this comprehensive plan. Logical outer boundaries were established first by delineating the area of existing development. This was accomplished through site reconnaissance, review of County assessor maps and review of aerial photography. Next,

estimates of buildable land were developed, taking into account current residential land use, tracts of land dedicated to public use, topography, and critical areas. In controlling rural development, it is essential that residential areas provide adequate buildable land area to meet projected land use needs. Population forecasts were then developed to estimate the number of building sites needed over the planning period (Section 2.9 Population Forecasts). The outer boundaries were then adjusted to better match these projections, and to coincide with physical features such as bodies of water, streets, and landforms. Adjustments were also made to avoid irregular boundaries, providing a block of land rather than ribbons that could potentially house strips of development. Final logical outer boundaries include some undeveloped lands but predominately delineate the built environment. The 2010 plan analysis reviewed the 1998 boundaries by evaluating specifically at the amount of new growth, the adequacy of the available buildable lands and the population forecasts for the next 20 year planning horizon. The 2010 plan map includes some minor boundary modifications, but only where necessary to correct plan deficiencies or correct earlier errors.

#### Provision of Urban Services

Rural development will also be controlled through the provision of urban services. Development and increased densities tend to occur in areas offering easy access and full utility services. With some minor exceptions that predate even the 1998 Comprehensive Plan, urban services and amenities are generally only available within the County's urban growth areas. Private water and on-site sewage disposal systems typically serve Pacific County's low-density rural areas. County roads provide access with design standards reflecting low volumes. By continuing to provide urban type services only in urban growth areas, low-density sprawl will be curtailed.

A majority of the County's rural activity centers are served by public water systems but still utilize individual septic tanks for sewage disposal. Although the infill and revitalization of these areas is encouraged, it is the County's policy not to provide sewer and water service unless mandated by a public health hazard. As such, the maximum allowable density in these areas, one dwelling unit per acre, is based in large part on area soil conditions for on-site septic tanks. Should a public health emergency be declared, the County would be faced with providing urban type services in a rural area. At that time, it may be feasible to allow more intensive development within the logical outer boundaries of the activity center, but any capital improvement program must be reviewed carefully in assessing potential impacts on the neighboring rural areas.

#### **2.10.3 Assuring Visual Compatibility**

Rural areas in Pacific County will typically border urban growth areas, rural activity centers, or resource lands. Often times, they are in a position of providing a transition between these vastly different types of areas. To assure visual compatibility, a transition of uses and densities has been provided whenever possible on the land use map. Rural areas adjacent to urban growth areas and rural activity centers are typically designated as General Rural with a density of one dwelling unit per five acres. Rural lands adjacent to resource lands are typically designated as Remote Rural with a density of one dwelling unit per ten acres. However, because 70 percent of the County is designated as resource lands, it is not always possible to locate low-density rural lands along these vast borders. Whenever possible, resource lands have been laid out in large blocks

with changes of topography and other natural features used as boundaries.

While a gradual transition of densities generally improves compatibility, it is also necessary to control visual impacts within the activity center, and particularly at its edge. Development controls can help to assure that rural activity centers continue to fit their rural surroundings, making them an attractive place to live and providing a unified image for visitors. There are generally a number of unifying elements which can be found in an existing activity center. These include common height and scale, use of local construction materials, and provisions for parking and pedestrians. Development controls will be implemented to encourage efficient, concentrated development within the activity center, while landscaping, natural features, and other buffering methods are to be used at the edge.

#### **2.10.4 Reducing Inappropriate Conversion of Undeveloped Land**

Undeveloped lands in the County are of significant value, primarily as resource lands, but also as the low density, natural areas that characterize rural Pacific County. Sprawling, low-density development promotes an inefficient and unattractive use of developable land and frequently destroys significant environmental and natural resources. To reduce the inappropriate conversion of undeveloped land the County has taken the following actions:

1. Approximately 70 percent of the County's land area has been designated as forest land of long term commercial significance. The minimum parcel size is 40 acres. Forest and other resource lands are protected by the Critical Areas and Resource Lands Ordinance, and as discussed in Section 2.10.6 below.
2. When preparing the County land use map, population forecasts were considered when determining logical outer boundaries for rural activity centers and urban growth areas. This was necessary to ensure that adequate developable land will be available for the projected population. The map was also prepared so that clear boundaries exist between the various land uses. This prevents ribbons or pockets of large lot residential from being interspersed with, and posing a threat to, resource lands.

#### **2.10.5 Protecting Critical Areas, Surface and Ground Water**

Pacific County hosts a wide variety of natural resources and scenic wonders. Wetlands, shorelines, wildlife habitat, and exceptional water quality are common features throughout the county. These features not only help to define the region's rural character, but also are the aspects of the area that residents treasure. Such features have historically been taken for granted, and not until 1997 were they protected by Pacific County's Critical Areas and Resource Lands Ordinance No. 147 (CARL), and the Land Alteration and Drainage Ordinance No. 1 of the Flood Control Zone District within the Long Beach peninsula.

Together, these ordinances serve to protect wetlands, shorelines, waterways, wildlife habitats, and frequently flooded, aquifer recharge (groundwater), and geologically hazardous areas. CARL provides the authority to regulate these critical areas, methods for their identification, and protection standards. Protection is provided by regulating allowable uses, providing mitigation

and setback requirements, and establishing minimum parcel areas. The County's land alteration and drainage ordinance establishes design guidelines and standards for development activities. Standards are included for the control of surface water quality, and protection from erosion and flooding. While this Ordinance currently applies only to the Long Beach peninsula, it effectively governs the majority of development activity within the County. Provisions in the County's land division ordinance allow the County Engineer to require storm water quality and runoff control improvements as deemed necessary.

Critical areas are also protected by this Comprehensive Plan. Not all land areas are equal in development potential, and the goals and policies of this plan encourage development patterns that better fit rural lands and protect critical areas. Protection measures provided by the plan begin by establishing land use designations and maximum densities. Within the various land use types, sewage disposal is a primary concern, and all rural development is subject to a review of soil conditions. Further, the County desires to promote development that is laid out to reserve land for open space and that protects critical areas and natural processes. The County's land use ordinance has provisions governing the clustering of development as a means to protect critical areas while still allowing limited development. The Critical Areas and Resource Lands Element of this Comprehensive Plan provide protection by establishing permit review procedures, goals, and policies.

#### **2.10.6 Protecting Resource Lands**

The land use map presented in this Comprehensive Plan plays a vital role in protecting resource lands. Rural residential development can create conflicts with resource land operations and special attention is needed at the interface between rural areas and other types of areas. As a result, significant effort has gone into preparing the map, both in identifying resource lands and evaluating potential conflicts. Resource lands have been designated in large blocks with changes of topography and other natural features used as boundaries whenever possible. This eliminates ribbons and islands of residential areas and potential conflict points. The large blocks also serve to isolate resource lands from rural residential uses so that roads and utilities servicing development do not cross expanses of resource lands. This allows resource uses to be excluded from assessments for improvements and services needed to support residential development.

Resource lands are protected under Pacific County's Critical Areas and Resource Lands Ordinance No. 147 (CARL), and by Section 3, the Critical Areas and Resource Lands Element of this Comprehensive Plan. CARL addresses agriculture, forest, and mineral resource lands and provides for their identification, permitted uses, and protection standards. Protection is provided by limiting allowable uses, providing setback requirements for structures, requiring nuisance notification, and establishing minimum parcel areas. Section 3 of this Comprehensive Plan protects resource lands by providing permit review procedures, goals, and policies.

#### **2.11 Grandfathering Nonconforming Uses**

As a general rule, new development regulations should apply prospectively. Land development, land activities, and or land uses that existed immediately prior to the enactment of a development regulation, but are inconsistent with the provisions of that development regulation, should be

“grandfathered” provided that:

1. The scope of the inconsistent land development, land activity, and or land use does not expand; and
2. The inconsistent land development, land activity and or land use is not abandoned for an extended period, which in most cases should be deemed to be one year. Nonconforming structures which are destroyed by fire, earthquake, flood, or other natural or manmade event may be reconstructed so long as a building permit for such reconstruction is approved within a reasonable period of time, which generally shall be deemed to be one year.

If the scope of the inconsistent land development, land activity, and or land use diminishes for an extended period, which in most cases should be deemed to be one year, the lesser scope of the inconsistency should not be allowed to subsequently expand. In addition, certain special types of nonconforming land development, land activities, and or land uses that may create a nuisance or negatively affect the health, safety and welfare should only be “grandfathered” for a fixed period of time. This period of time shall roughly equate to the useful expected “life” of the nonconforming use. Existing illegal uses should not be grandfathered. The County’s land use ordinance regulates non-conforming uses.

## **2.12 Conditional Uses and Variances**

When specific classes of new land development, new land activities, and or new land uses may or may not be compatible with the intent of particular sections of development regulations, those sections of the development regulations should allow specific classes of new land development, new land activity, and or new land use to be subject to a review process by the appropriate hearing body. For specific classes of new land development, new land activities, and or new land uses, the appropriate hearing body should have the authority to approve, to approve conditionally, or to deny potentially incompatible new land development, new land activities, and or new land uses. The appropriate hearing body also should have the authority to grant variances based on the criteria that are contained in the ordinances that will be adopted to effectuate this Comprehensive Plan. As a general proposition, the decision of the appropriate hearing body should be based on whether a specific proposal is likely to negatively affect the surrounding area in a significant manner. A particular proposal that is likely to negatively affect the surrounding area in a significant manner should be denied unless specific conditions, for example, restrictions, can be placed on the proposal to mitigate the potential negative impacts. Depending on the nature of the application in question, the appropriate hearing body may be the Department of Community Development, the Board of Adjustment, or a hearing examiner. Commercial establishments in existence prior to the adoption of this Comprehensive Plan and subsequent Unified Development Regulations that do not comply with zoning requirements shall be reviewed via the conditional use process to apply appropriate conditions for continued operation.

### **2.13 Tourism and Recreation**

Pacific County traditionally has catered to a variety of land uses that often conflict with each other. Recreational and tourist activities increasingly comprise a significant portion of the economy of the County. Consequently, this plan recognizes the importance of recreation/tourism in enhancing the vibrancy of the local economy. In the next two decades the impacts of recreation/tourism will likely be most significant on the Long Beach Peninsula and in the Tokeland-Grayland area. The impacts for the most part will be seasonal, since the number of visitors to beach areas dramatically spikes up during the summer time. In addition, local festivals along with sporadic clam digging opportunities cause people to flock to beach areas. The influx of visitors to beach areas inevitably will cause problems, since the local infrastructure will be stretched.

Nevertheless, uncontrolled, sprawling growth is not inevitable. Although some local factions uncritically support uncontrolled growth in recreation/tourism activities, a wise policy would balance the desirability of expanded economic growth with the needs of permanent residents who desire to maintain a rural lifestyle. Accordingly, this plan seeks to limit potentially deleterious impacts from short-term and seasonal visitors, without adversely impacting the economic base of the county. Several issues were raised during the 1998 planning process, with the most noticeable being vacation rentals and the use of recreational vehicles. Pacific County has several ordinances in effect that minimize the impacts of these and other similar, activities. The Pacific County zoning ordinance regulates the location, intensity and use of vacation rentals, bed & breakfast establishments, and recreational vehicles. Pacific County Board of Health Ordinance No. 3E regulates the use of septic systems by these types of activities and is important for ensuring overuse does not create any groundwater problems. And finally, the County's building ordinances ensures the occupants of vacation rentals and B&B's are safe by addressing life/safety issues.

An issue that was raised during the 2009/2010 planning process concerned the saturation of vacation rentals within the residential zones and the potential impacts to the character of residential neighborhoods. This issue was also raised during the 2003 zoning update project which resulted in Vacation Rental standards being included in Ordinance No. 153. The perception at the time of the zoning update was that, while vacation rentals may be an appropriate use in many areas, especially the beach communities, the County needed to implement standards of operation to protect the neighbors around the various vacation rentals as many were operating with no oversight. The County should review the practice of vacation rentals in residential areas along with the current vacation rental standards, when the zoning ordinance is updated later in 2010, to ensure the residential character of the residential zones are not being compromised by the permitting of vacation rentals.

### **2.14 Trail Corridors**

In recent years much attention has been focused on the creation of extensive recreational trails that would benefit equestrians, bicyclists and pedestrians. The 1998 Comprehensive Plan briefly discussed the Discovery Trail through the inter-dunal area in Seaview, and in more depth, the Rail's to Trail project in north County. Since 1998, the City of Long Beach has created a trail

that originates in Long Beach and runs through the inter-dunal area of the City of Long Beach, Seaview, Ilwaco, Cape Disappointment State Park ending near the Port of Ilwaco. The purpose of this trail was to commemorate the Lewis & Clark expedition and bicentennial. This trail was accomplished with a wide range of partners but was not without its share of controversy, especially from many landowners in Seaview. Phase I of the trail linking Long Beach, Ilwaco and Cape Disappointment State Park has been successfully completed and is used by residents and visitors alike. Also new since the 1998 Comprehensive Plan has been the construction of the first phase of the Ocean Beach to Bay Trail in Ocean Park along Bay Avenue. The second phase of this trail project, linking Ocean Park with the Port of Peninsula is currently in the preliminary design stage with actual construction dependent upon securing adequate funding. At full build-out, this trail will link the Pacific Ocean, Ocean Park, Willapa Bay, the Port of Peninsula, and the historic community of Oysterville.

The 1998 Comprehensive Plan devoted most of this section to the east-west trail in the northern portion of the County. The discussion was fueled by the Washington State Parks and Recreation Commission's acquisition of the rail corridor between Chehalis and South Bend. State Parks acquired this property when it was abandoned as a railroad corridor. Parenthetically, it should be noted that the previous railroad owner's possess a reversionary interest in the property. In other words, State Parks owns the corridor between Chehalis and South Bend, unless the corridor reverts to railroad use. For the foreseeable future there are no plans to resume rail service between Chehalis and South Bend. Portions of the trail have been constructed with at least a rocked surface and are used by residents. Future plans regarding additional improvements in the unincorporated areas are unknown at this time.

## **2.15 Goals and Policies**

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of the individual areas and the four cities has been combined as presented below. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County.

**Goal LU-1: Rural areas should take into consideration both human uses and the natural environment, and should maintain the existing rural character of the land. The County should protect the land and water environments required by natural resource-based economic activities, fish and wildlife habitats, rural lifestyles, outdoor recreation, and other open space.**

**Policy LU-1.1:** Priority rural area land uses should be small scale farms, aquaculture, forestry and mining areas, outdoor recreation and other open space activities, rural residential development, and limited areas of more intense development.



- Policy LU-1.2:** Residential development in rural areas should be provided on lands which can physically support it without requiring urban growth area services. Densities should be low enough to discourage urban sprawl, and should not significantly interfere with natural resource management.
- Policy LU-1.3:** Limited areas of more intense rural development should be provided on land exhibiting those existing intense patterns of development and lifestyle preferences. Additional undeveloped land may be included in these areas to allow for growth.
- Policy LU-1.4:** Residential use near designated long-term agriculture, aquaculture or forestry areas should be developed in a manner which minimizes potential conflicts and reduces unnecessary conversion of resource land. Mechanisms such as clustering, buffering, and deed notification should be used.
- Policy LU-1.5:** Home-based occupations and cottage industries may be allowed throughout the rural area as a permitted or conditional use, provided they do not adversely affect the surrounding residential uses.
- Policy LU-1.6:** Industrial uses in areas designated as agriculture or forest (other than small scale home-based industries) should generally be those appropriate to the lower densities and land uses of rural areas, such as:
- Independent contracting services;
  - Industries related to and dependent on natural resources of agriculture, aquaculture, timber and minerals;
  - Industries requiring large secluded areas away from population centers and not requiring urban services;
  - Commercial recreational uses;
  - Wireless Communication Facilities; and
  - Energy Production Facilities using wind energy, bio-mass, hydro, solar or other similar types of technology.
- Policy LU-1.7:** Commercial uses should be permitted within RAID's and UGA's.
- Policy LU-1.8:** County owned municipal water and sewer utilities should only be extended into rural areas to correct an identified public health

hazard.

**Policy LU-1.9:** Vacation rentals may be unsuitable or inappropriate for some residential neighborhoods in the rural areas due to a neighborhood's historical character, small lot sizes or overall density of existing uses. Vacation rentals shall not infringe upon the character of a residential neighborhood.

**Policy LU-1.10:** When considering a Conditional Use Permit for a vacation rental, the Board of Adjustment shall take into account the proposed vacation rental's compatibility with the characteristics of the neighborhood, i.e. the density of existing land uses, existing lot sizes, access to the site, parking areas, and proximity to neighboring residential dwellings. When considering a Special Use Permit for a vacation rental, the Hearings Examiner shall take into account the proposed vacation rental's compatibility with the characteristics of the neighborhood, i.e., the density of existing land uses, existing lot sizes, access to the site, parking areas, and proximity to neighboring residential dwellings

**Goal LU-2:** Rural areas should generally be developed at low levels of intensity so that demands will not be created for high levels of public services and facilities. County requirements for housing in rural areas should encourage residential development that is compatible with farming, forestry, aquaculture, open space, outdoor recreation, rural service levels, and generally with the rural character. Existing areas of more intense development should be acknowledged and maintained.

**Policy LU-2.1:** Residential densities that average one dwelling unit per ten acres should be the residential density level in rural areas that:

- May have severe soil limitations, critical areas and/or very limited ground water;
- Are in/or adjacent to farm, forest, or aquaculture areas;
- Are too far from urban areas to enable cost effective provision of public services, or contain land uses that do not require extension or provision of urban services; and
- Are in parcels ten acres or larger in size.

**Policy LU-2.2:** Residential densities that average one unit per five acres should be the predominant residential density level in rural areas. This density should be applied where:

- There is a need to provide a transition between existing rural developments and areas of higher or lower densities;
- There is a need to provide a buffer between rural areas and high urban densities where no natural buffers, such as ravines or public open space exist; and
- Soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters.

**Policy LU-2.3:** Residential densities of one unit per acre may occur in rural areas where:

- There is already an existing mix of higher density residential developments, scattered single residences and small farms, and where some exclusively residential developments are expected to continue to occur;
- Soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters; and
- The area has been designated Rural Shoreline, is within a LAMIRD, or Rural Industrial area.

**Policy LU-2.4:** Mixed use areas comprised of high density residential, small scale industries and businesses, and public facilities may be located in rural areas where:

- Historic, unincorporated communities with an existing mix of higher density land uses already exists, and where some new adjacent residential, commercial, and industrial development is expected to continue to occur;
- Soil conditions are able to handle the cumulative long-term impacts of on-site sewage disposal without adverse impacts to ground and surface waters; and
- Community water systems are available.

**Policy LU-2.5:** Within rural areas, proposed new residential development should not negatively affect land based and marine aquacultural activities and farm and forestry activities. These activities should not be considered a nuisance if they are operating in a reasonable manner and within applicable regulations. In addition, buffers between the

residential uses and the natural resource based uses as provided in the County's Critical Areas and Resource Lands Ordinance should be provided by the residential development.

**Policy LU-2.6:** Residential development adjacent to land based and marine aquacultural activities and farm and forestry activities should be designed in a manner which minimizes potential conflicts and reduces unnecessary conversion of these resource lands.

**Policy LU-2.7:** Residential sewage in rural areas should be treated via individual or neighborhood septic systems, or by other methods approved by the County Health Officer. Municipal sewer treatment systems should be extended beyond UGAs only in response to an identified public health hazard and in accordance with the Growth Management Act.

**Goal LU-3:** The County's designated Urban Growth Areas should cumulatively provide the area and densities sufficient to permit the urban growth that is projected to occur in the County over the succeeding 20 years.

**Policy LU-3.1:** Urban growth areas contiguous to an incorporated city should contain areas characterized by urban growth with minimum densities of four units per acre.

**Policy LU-3.2:** Urban growth areas should be served by or planned to be served by municipal utilities.

**Policy LU-3.3:** Urban growth areas should contain vacant land near existing urban areas that is capable of supporting urban development.

**Policy LU-3.4:** Urban growth areas should be designated so as to be compatible with the use of designated natural resource lands and critical areas.

**Policy LU-3.5:** Urban growth areas should follow logical boundaries and consider citizen preferences.

**Policy LU-3.6:** The County should attempt to reach agreement with each incorporated city as designated in this Comprehensive Plan, on the location of an urban growth area boundary.

**Policy LU-3.7:** Prior to expansion of urban growth areas containing an incorporated city, it should be shown that the expansion area can and will be served by municipal sewer and water within a time frame accepted by the County, and in a manner that does not degrade surface or ground waters.

- Policy LU-3.8:** Expansion of an urban growth area boundary should meet one of the follow two criteria:
- There is insufficient land within the existing urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years; or
  - An overriding public interest is shown for moving the urban growth area in order to gain a public benefit related to protecting public health, safety and welfare; enabling more effective, efficient provision of sewer or water service; or enabling the locally-adopted Comprehensive Plans to more effectively meet the goals of the Washington State Growth Management Act.
- Policy LU-3.9:** The area that is designated for the expansion of any urban growth area should be contiguous to an existing urban growth boundary.
- Policy LU-3.10:** Reductions in any urban growth boundary should ensure that sufficient land will remain within the reduced urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years.
- Policy LU-3.11:** Expansion or reductions in any urban growth area should take into consideration the presence of natural resource lands and critical areas.
- Policy LU-3.12:** The designation of or change to urban growth areas should be consistent with the Pacific County County-Wide Planning Policies.
- Goal LU-4:** **A Comprehensive Plan should be maintained for each urban growth area attached to an incorporated city. For urban growth areas around unincorporated centers and for LAMIRD's, the policy framework for urban growth should be embodied either in this Comprehensive Plan or in an optional County Sub-Area Plan.**
- Policy LU-4.1:** Compatible level of service standards for public services and facilities should be adopted and maintained among jurisdictions within urban growth areas.
- Policy LU-4.2:** For each city urban growth area the County and the municipalities should establish common standards for roads and utilities.
- Goal LU-5:** **The County's designated Urban Growth Areas and LAMIRD's should concentrate medium and higher-intensity residential, commercial, and industrial development in urban growth areas in a way that ensures livability**

**and preservation of environmental quality, open space retention, varied and affordable housing, high quality urban services at the least cost, and orderly transition of land from the County to a city.**

- Policy LU-5.1:** Infilling in areas already characterized by urban growth that have the capacity and provide public services and facilities to serve urban development should be encouraged.
- Policy LU-5.2:** Urban development and facilities should be phased outward from core areas.
- Policy LU-5.3:** Where urban services and utilities are not yet available in an urban growth area, development should be configured so that urban development may eventually infill and become urban.
- Policy LU-5.4:** Residential development in urban growth areas and overall densities should be high enough to support efficient public services and provide for affordable housing choices. There should be a variety of densities based on land capability, environmental sensitivity, and capacity of public services.
- Policy LU-5.5:** Industrial and commercial development of all types may occur in urban growth areas, particularly the larger and more intensive types of development which require higher levels of public services and facilities. Within the urban growth areas around the incorporated cities, the industrial and larger commercial development should take place inside the cities themselves in order to support their roles as the economic centers of their areas.
- Policy LU-5.6:** The highest levels of public services and facilities should be provided in urban growth areas, but may be provided at lesser levels in the urban growth areas that do not contain an incorporated city within their boundaries. Some services and facilities may only be provided after areas incorporate or are annexed to adjacent cities. These urban services and facilities may include sanitary and storm sewers; police and fire protection; paved streets with curbs, sidewalks and streetlights; and public transit and bicycle paths. Other services may include community and neighborhood parks, government offices, libraries, medical facilities, manned fire stations, and animal control.
- Policy LU-5.7:** Open space lands contributing to the livability of urban growth areas should be preserved, including those providing scenic amenity, community identity, and buffers within and between urban and rural areas.

- Policy LU-5.8:** A variety of densities and single- and multi-family housing should be provided in urban growth areas.
- Policy LU-5.9:** Within urban growth areas that do not contain an incorporated city, as identified in this comprehensive plan:
- Residential development should be encouraged to support the economic base of the community, to reduce growth pressures on rural areas, and to facilitate the most economical provision of public services to new development; and
  - New development should be responsible for providing its utility service, unless it is clearly in the public interest for the general public to do so.
- Policy LU-5.10:** Vacation rentals may be unsuitable or inappropriate for some residential neighborhoods due to a neighborhood's historical character, small lot sizes or overall density of existing uses. Vacation rentals shall not infringe upon the character of a residential neighborhood.
- Policy LU-5.11:** Vacation rentals may be more suitable in certain areas such as commercially zoned areas, areas adjacent to commercial zoning, areas with low density development, or areas with larger lots.
- Policy LU-5.12:** When considering a Conditional Use Permit for a vacation rental, the Board of Adjustment shall take into account the proposed vacation rental's compatibility with the characteristics of the neighborhood, i.e. the density of existing land uses, existing lot sizes, access to the site, parking areas, and proximity to neighboring residential dwellings. When considering a Special Use Permit for a vacation rental, the Hearings Examiner shall take into account the proposed vacation rental's compatibility with the characteristics of the neighborhood, i.e., the density of existing land uses, existing lot sizes, access to the site, parking areas, and proximity to neighboring residential dwellings.
- Goal LU-6:** The County should review annexations and incorporations to ensure consistency with this Comprehensive Plan, and to evaluate impacts on County land use, traffic circulation, public services and facilities, and the integrity and continuity of service areas and boundaries.
- Policy LU-6.1:** Cities and the County shall support annexations of areas within urban growth areas of cities.

**Policy LU-6.2:** Annexations of unincorporated islands within an urban growth area should be actively encouraged and creation of new unincorporated islands should be discouraged.

**Policy LU-6.3:** Annexations will not be permitted outside of designated urban growth areas.

**Policy LU-6.4:** Cities may require an annexation commitment as a condition of utility service within designated urban growth areas.

**Policy LU-6.5:** New city incorporations should provide adequate facilities and services for urban growth consistent with the Comprehensive Plan.

**Policy LU-6.6:** Cities and the County should jointly develop annexation agreements which define policies, including sharing of revenue of annexation reimbursement for capital projects developed by the County, maintenance of infrastructure, inclusion of roads and streets, and other issues.

**Goal LU-7: The County should establish an effective system to promote participation by individuals and groups in the land use planning and decision making process.**

**Policy LU-7.1:** The County should provide adequate staff support within available funding constraints to help persons seeking development permits and participating in permit review processes. Development permits should be processed in a timely and fair manner to ensure predictability. Communications between the County and citizen groups should be facilitated by providing information on programs, regulations and development projects impacting various areas of the County.

**Policy LU-7.2:** The County shall provide for public involvement early and continuously throughout the process of developing and amending plans and regulations and shall utilize a variety of public participation and information strategies in keeping with adopted public participation policies.

**Goal LU-8: The County shall encourage the public health, safety, and general welfare without unduly jeopardizing the rights of the individual, through use of a system of coordinated plans that direct the County's physical development and provide the framework for a variety of implementing mechanisms.**

**Policy LU-8.1:** The Comprehensive Plan should serve as the master plan to guide the County's physical development and the preparation of the comprehensive plans of incorporated cities, and plans for special services, functions or issues.



**Policy LU-8.2:** As the master plan for the County's development, the Comprehensive Plan should establish the framework of goals and policies for aspects of future development. It should also establish the pattern for future land use and transportation by identifying areas for growth and rural development, providing guidelines for more detailed land use and transportation planning by geographic area, and establishing the plans for those land uses that should be approached on a County-wide basis rather than by geographic area.

**Policy LU-8.3:** Sub-area plans can be used to identify the area-specific land use and transportation plans for geographic sub-areas of the County. Sub-area plans could be developed as needed to accommodate the needs of a discrete portion of the rural area, or areas of more intense rural development, using the following principles:

- Property owners and residents of the sub-area, as well as any other interested persons and groups should be informed of the preparation of the sub-area plan; and
- The future land use pattern and transportation system prepared for sub-areas should be based on and consistent with the goals and policies for land use and transportation planning established in the Comprehensive Plan.

**Policy LU-8.4:** Agreements between the County and incorporated cities should be developed and maintained for urban growth areas around the cities. They should promote consistency and certainty about how the area will be planned and developed in the future. The agreements should be prepared and used according to the following principles:

- The future land use pattern and transportation systems identified in these agreements should be honored as development in the county and annexations to the cities take place; and
- These agreements should provide for phasing of development and the orderly extension of city services and annexations.

**Goal LU-9: The County should implement a Comprehensive Plan that promotes certainty but is adaptable to changing conditions.**

**Policy LU-9.1:** The Pacific County Comprehensive Plan should be reviewed, evaluated and revised periodically and as changing circumstances require.

**Policy LU-9.2:** The County should strive to make the permitting process consistent. The permitting process should be streamlined whenever practicable.

Figure 2-9  
Zoning Map – Countywide

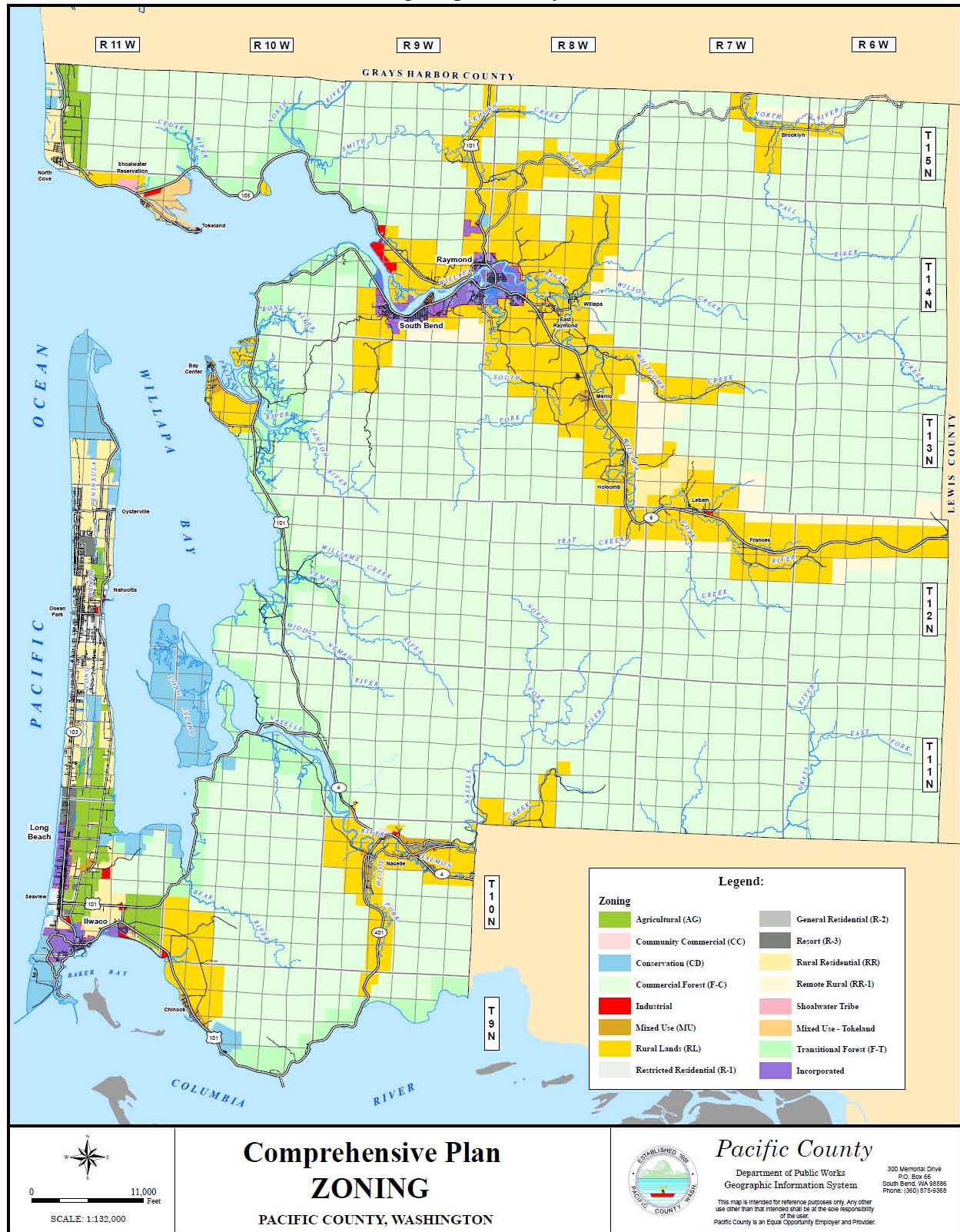


Figure 2-10  
Zoning Map – Bay Center/Nemah Planning Region

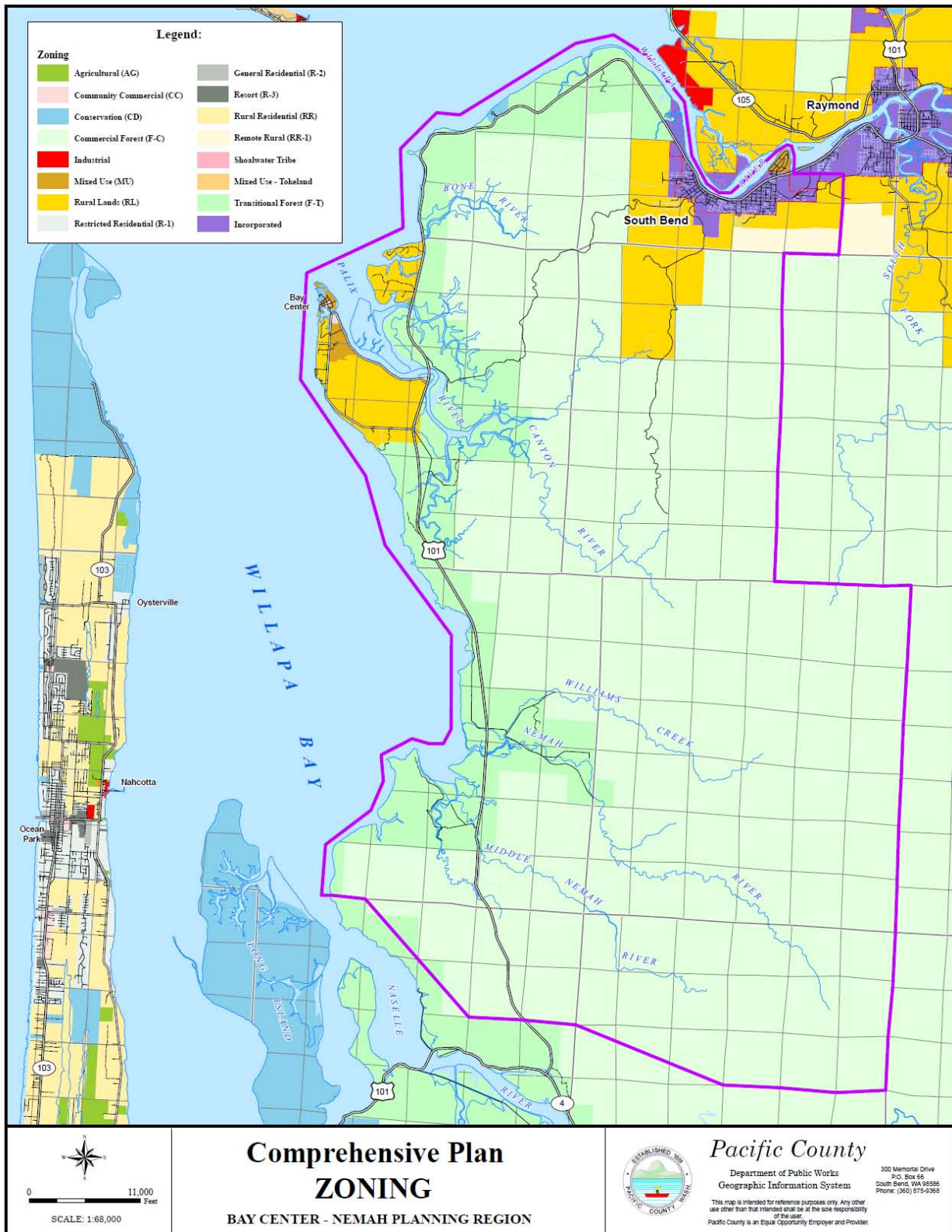




Figure 2-11  
Zoning Map – Naselle Planning Region

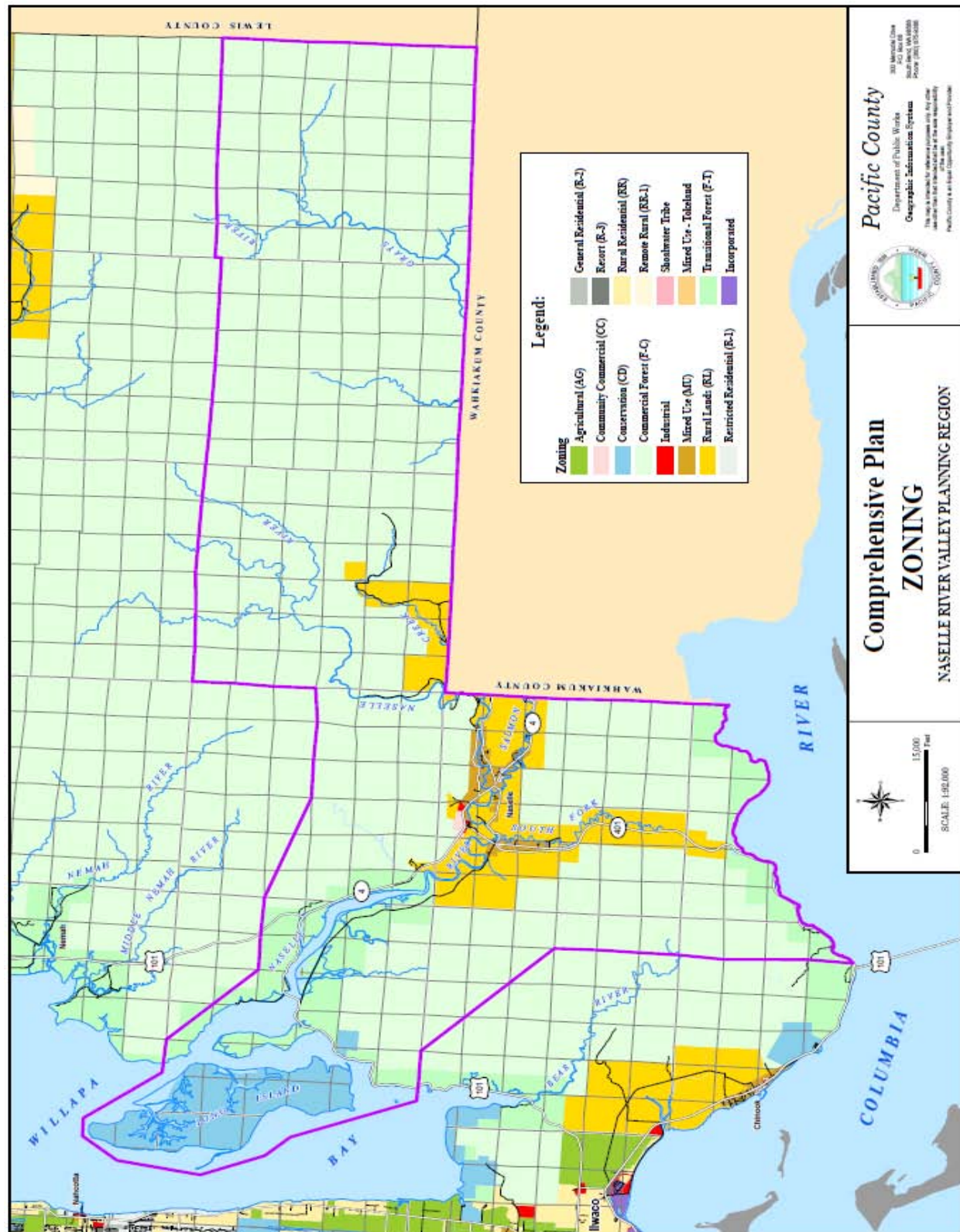


Figure 2-12  
Zoning Map – North Cove/Tokeland Planning Region

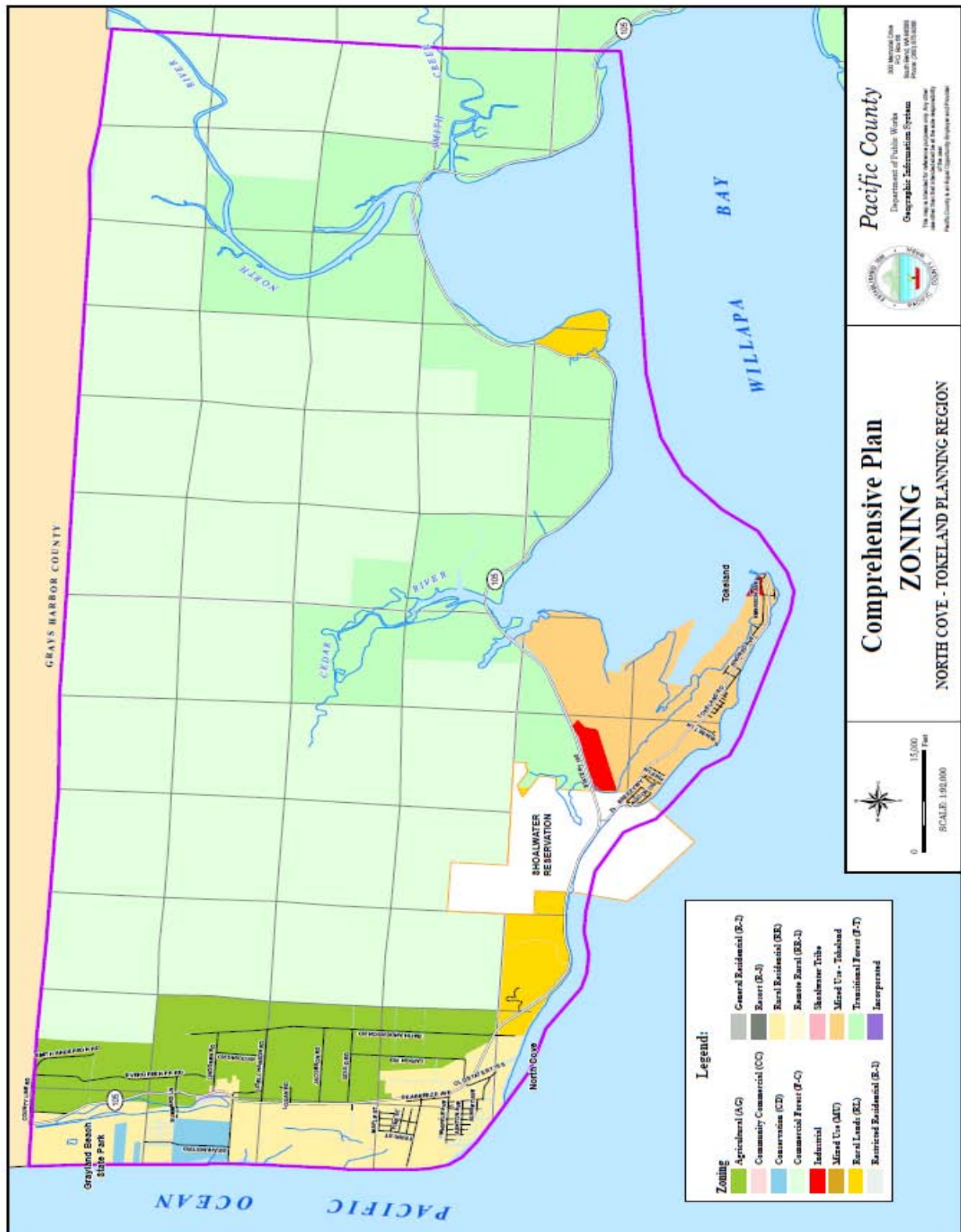




Figure 2-13  
Zoning Map – Southwest County Planning Region

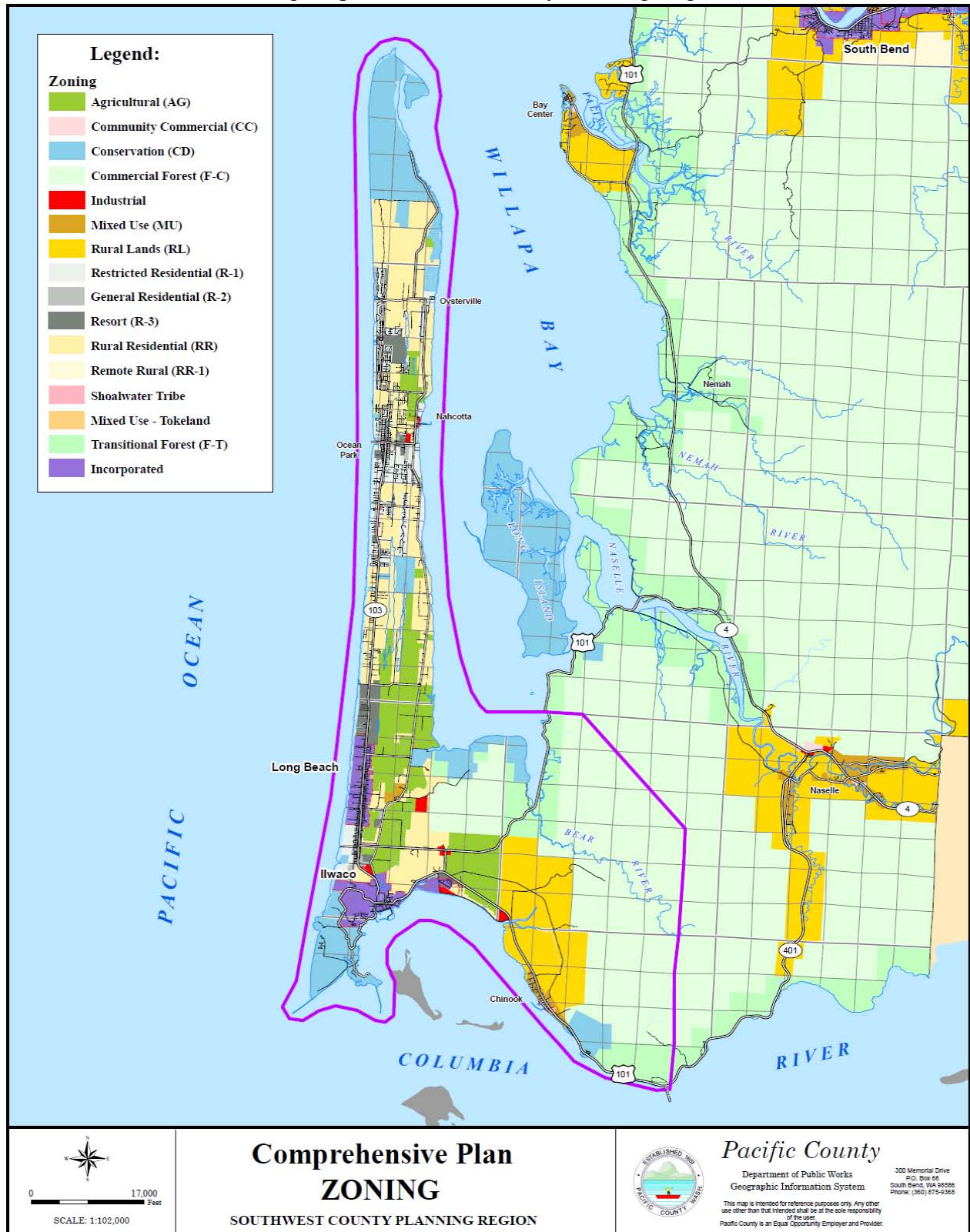
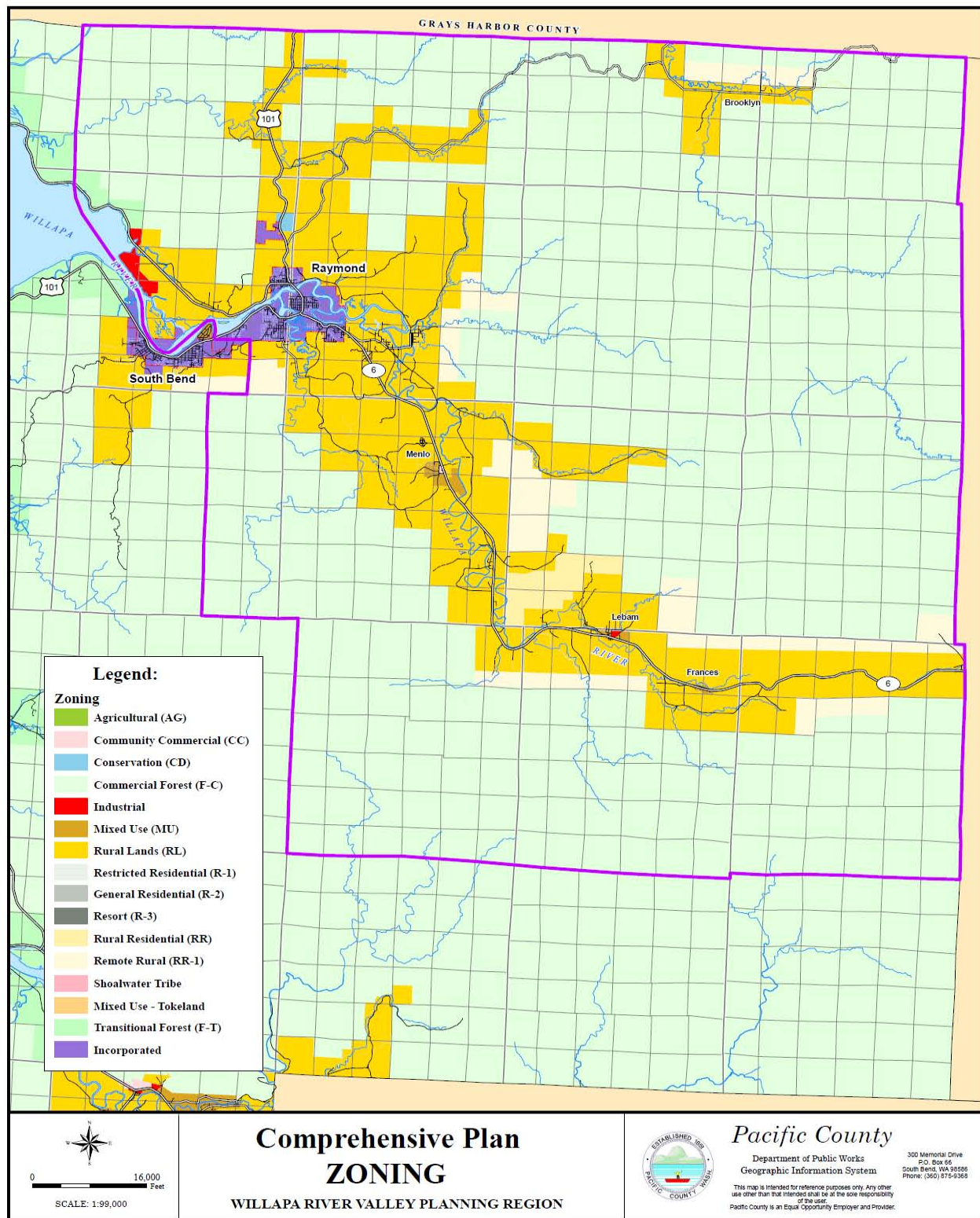


Figure 2-14  
Zoning Map – Willapa Valley Planning Region





**3.1 INTRODUCTION**

This section of the Comprehensive Plan has been prepared in accordance with the Growth Management Act (GMA) to address conservation of critical areas and resource lands. Resource lands include agriculture, aquaculture, forest, and mineral resource activities. Critical areas are defined as one, or a combination of wetlands, critical aquifer recharge, frequently flooded, geologically hazardous, and fish and wildlife conservation areas. The GMA contains the following goal for natural resource industries: "Maintain and enhance nature resource based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses" (RCW 36.70A.020). The GMA further requires all local governments planning under RCW 36.70A.060 to identify critical areas and resource lands, and to adopt development regulations precluding land uses or development that are incompatible.

The purpose of this element is to carry forward the intent of the Pacific County Critical Areas and Resource Lands Ordinance No. 147. The ordinance provides guidelines for the designation and classification of these lands and establishes regulations for their protection. This Critical Areas and Resource Lands element further discusses classification and identification of such areas. By providing substantive policies and criteria that can be considered during the review of a development proposal, this element assures there is a tool not only to meet the requirements of the GMA, but also to maintain these valuable resources that help define the quality of life in Pacific County. It is not the intent, however, to require existing uses to be subjected to these policies unless a change in land use is proposed in the form of a development application.

**3.2 GENERAL POLICY STATEMENT**

It is a policy of Pacific County that the beneficial functions, and structure, and values of critical areas and resource lands be protected as identified herein and in Pacific County Critical Areas and Resource Lands Ordinance No. 147, and further that potential dangers or public costs associated with inappropriate use of such areas be minimized by reasonable regulation of uses within, adjacent to, or directly affecting such areas. Reasonable regulation shall be achieved by the balancing of individual and collective interests.

All proposed critical areas alterations should include mitigation sufficient to maintain the functional values of the critical area or to prevent risk from a critical area hazard and shall give adequate consideration to the economically viable use of the property. Mitigation of one critical area impact should not result in unmitigated impacts to another critical area. Mitigation may include, but is not limited to: buffers, setbacks, limits on clearing and grading, best management practices for erosion control and maintenance of water quality, or other conditions appropriate to avoid or mitigate identified adverse impacts.

**3.3 REVIEW PROCEDURES**

No alteration of critical areas and resource lands as defined or designated by the Ordinance should occur in the absence of express approval by Pacific County. Any alteration of any critical

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areas and resource lands as defined or designated by this Ordinance should occur only through the issuance of a development permit. For any critical areas or resource lands alteration not requiring any other land development permit, such alteration should not proceed in the absence of approval of a critical areas alteration permit issued under the Pacific County Critical Areas and Resource Lands Ordinance No. 147.

In dealing with all of the critical areas and resource lands contained in this element, review procedures should be established through appropriate development ordinances, which allow for consideration of the goals, policies and implementation criteria established herein. This process is defined in the Critical Areas and Resource Lands Ordinance No. 147, and is summarized below.

1. The Administrator first must determine whether the proposed activity fits within any of the exemptions to the Critical Areas and Resource Lands Ordinance. If the proposed activity meets any of the listed exemptions, no critical areas and resource land review is required.
2. If the proposed activity is not exempt, then a person seeking a development permit, shall complete a critical areas and resource lands checklist on the forms to be provided by the Department of Community Development. Staff will then review the checklist together with the maps and other critical areas resources identified in the relevant sections of the Critical Areas and Resource Lands Ordinance and make a site visitation to determine whether critical areas, resource lands, or their required buffers are affected by the proposed activity. The person seeking to develop is responsible for providing the County with sufficient information so that the Administrator can make this determination.
3. If the checklist, maps, other references, site visitation and other information supplied by a person seeking a development permit, do not indicate the presence of any critical areas or resource lands associated with the project, the review required pursuant to the Critical Areas and Resource Lands Ordinance is complete.
4. If at any time prior to completion of the applicable public input process on the proposed project, the Administrator receives new evidence that critical areas or resource lands may be associated with the proposed project, the Administrator may reopen the critical areas and resource lands review process pursuant to the Critical Areas and Resource Lands Ordinance and may require the requisite level of critical areas and resource lands review and mitigation as is required by the Critical Areas and Resource Lands Ordinance. Once the public input process on the associated permit or approval is completed and the record is closed, then the County's determination regarding critical areas and resource lands pursuant to the Critical Areas and Resource Lands Ordinance shall be final, unless appealed as described in the Critical Areas and Resource Lands Ordinance.
5. If the checklist, maps, site visitation, and other references indicate that critical areas or resource lands are associated with the proposed project area, then a critical areas and resource lands assessment shall be completed.

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6. If, as a result of the critical areas and resource lands assessment recommendations, a person believes that he or she is entitled to a variance from one or more of the requirements of the Critical Areas and Resource Lands Ordinance, then a person may request a variance as described in the Critical Areas and Resource Lands Ordinance.
7. If, as a result of the critical areas and resource lands assessment recommendations, a person believes that the requirements of the Critical Areas and Resource Lands Ordinance, including any request for a variance, leave the applicant with no economically viable use of his property, then a person may apply for a viable use exception pursuant to the Critical Areas and Resource Lands Ordinance.

The review process utilizes reference maps indicating areas containing potential critical areas or resource lands. It is recognized that the reference maps mentioned above may be subject to change throughout the planning period. However, to maintain the integrity of the planning process associated with this comprehensive plan, and to ensure the intent of the plan is carried out in the future, those reference maps will only be changed and/or adopted during the annual, formal, comprehensive plan amendment process established in this document.

### **3.4 PROTECTION STANDARDS, LAND USE, AND NOTIFICATION**

#### **3.4.1 PROTECTION STANDARDS**

The Critical Areas and Resource Lands Ordinance No. 147 may identify specific protection standards, including buffers, setbacks, and mitigation, for critical areas and resource lands.

#### **3.4.2 LAND USE**

The Critical Areas and Resource Lands Ordinance No. 147 may identify specific land use restrictions or requirements, including requirements for primary use, accessory use, and incidental use for critical areas and resource lands.

#### **3.4.3 NOTIFICATIONS**

The Critical Areas and Resource Lands Ordinance No. 147 may require that notification be placed on property title and/or land division documents or for regulated activities for properties within an area identified as critical areas and resource lands. Such notification shall be as specified in the Critical Areas and Resource Lands Ordinance No. 147.

### **3.5 AGRICULTURAL RESOURCES**

#### **3.5.1 AGRICULTURE IN PACIFIC COUNTY**

Although Pacific County is not often noted as a farming county, local agriculture does account for over five percent of the county's land area with the predominate agricultural land uses being

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hay production, cattle grazing and cranberry production. The county's farming community produces a variety of goods including hay, cranberries, shellfish, and includes numerous beef and dairy products. The county also has a diversity of farm types including larger-scale commercial farms, historic family farms, and part-time farming operations.

The 2007 Federal Farm Census shows an increase in the number of farms, farm acreage and values of agricultural products sold since the 1998 Comprehensive Plan. In 1992, the total land in farms was 32,637 acres; in 1997 the total land in farms was 40,228 acres, while in 2007 the total land in farms was approximately 61,749 acres. The total number of farms in 1992 was 248; the total number of farms in 1997 was 253 while the total number of farms in 2007 was 390. The market value of all agricultural products sold in Pacific County in 1992 was \$12.7 million dollars; the total market value of all agricultural products was \$16.9 million dollars in 1997 while the total market value of all agricultural products sold in 2007 was \$34.9 million dollars. Of the 2007 total amount, approximately \$8.6 million was for dairy, cattle and other livestock while \$7.1 million was for cranberry products, hay and nursery products. Equally important to the Pacific County agricultural community is the aquaculture industry. According to the 2007 Federal Farm Census, there were 21 shellfish farms with a total market value of shellfish products at \$19.2 million dollars.

Since the 1940s, conventional crop production (corn, oats, wheat, etc.) has shifted to Eastern Washington. Regardless of the presence of prime soils as mapped by the Natural Resource Conservation Service, conventional crops and modern farming practices do not fit with the wet climate and small-scale nature characteristic to farming in this area. In addition, farmers in Pacific County are affected by labor shortages and limited infrastructure within the county, such as transportation routes, processing plants, and agricultural suppliers.

### **3.5.2 IDENTIFYING AND CLASSIFYING AGRICULTURE LANDS**

Section 17 of the GMA (RCW 36.70A.170) requires counties to identify agricultural lands of long-term commercial significance. RCW 36.70A.030(2) defines agricultural land as “land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, finfish in upland hatcheries, or livestock, and that has long-term commercial significance for agricultural production.”

WAC 365-190-050 identifies a three part test for designating agricultural land of long-term commercial significance. First, the land is not already characterized by urban growth. Second, the land is used or capable of being used for agricultural production. This factor evaluates whether lands are well suited to agricultural uses based primarily on their physical and geographic characteristics. Third, the land has long-term commercial significance for agriculture based on several applicable criteria including the following:

- Classification of prime and unique soils as mapped by the Natural Resources Conservation Services;

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- Availability of public facilities, including roads;
- Tax status;
- Availability of public services;
- Relationship or proximity to urban growth areas and to markets and suppliers;
- Predominant parcel size;
- Land use settlement patterns and their compatibility with agricultural practices;
- Intensity of nearby land uses;
- History of land development permits issued nearby; and
- Land values under alternative uses.

Agricultural land in Pacific County is classified as: (1) "agricultural land of long-term commercial significance" which includes all land devoted to the production of aquaculture, cranberries, and/or other bog related crops; and (2) "agricultural land of local importance" which includes diked tidelands involved in existing and ongoing agricultural activities as of the adoption date of Ordinance No. 147/147A on April 13, 1999 and containing the soil types listed in Table 3-1 as defined in the "Soil Survey of Grays Harbor County Area, Pacific County, and Wahkiakum County, Washington, 1986, Soil Conservation Service, USDA".

**Table 3-1**  
**Agricultural Land of Local Importance Soil Types**

SCS Map Unit	Soil Series	SCS Map Unit	Soils Series
104	Ocosta silty clay loam	147	Seastrand variant muck

### 3.5.3 MAPS AND REFERENCES

Agricultural lands are identified on the Pacific County Comprehensive Land Use Map as Rural Agriculture while they are designated as Agriculture on the zoning maps. Shellfish areas are not mapped on the Pacific County Comprehensive Land Use Map, rather their location is identified in the text of Pacific County Ordinance No. 153, Land Use.

### 3.5.4 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as agriculture lands of long-term commercial significance:

- Soil types;
- Parcel size;
- Local and regional economic conditions and market trends;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity;

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- Impact of proposed activity on commercial agricultural structure of area;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

### **3.6 FOREST RESOURCES**

#### **3.6.1 FOREST RESOURCES IN WASHINGTON STATE**

Forest lands are a paramount economic resource for the State of Washington. This valuable resource must be conserved and protected to ensure that the production of timber and forest products continues into the future. It is the State's policy to encourage forestry and restocking of forests (RCW 84.33.010). It is through proper forestry management that environmental benefits will be enhanced in the areas of water quality, air quality, reducing soil erosion, lessening of storm and flood damage, protection of valuable wildlife habitats, and the provision of scenic and recreational spaces.

#### **3.6.2 FOREST RESOURCES IN PACIFIC COUNTY**

Forestry production activities have had a long history in Pacific County evolving from the timber "mining" days of the late 19th and early 20th centuries to the sustained yield forestry management that occurs today. Approximately 70 percent of the county's land area is managed for long-term forestry production. Of this land, approximately 85 percent is private commercial timberland, and 15 percent is Department of Natural Resources (DNR) managed land. There are no federally owned forest resource lands within the county. In addition to timber and timber by-products, a variety of other economic products are harvested from forests in Pacific County including salal, ferns, and moss for the floral industry and mushrooms for a growing food market.

#### **3.6.3 IDENTIFYING AND CLASSIFYING FOREST LANDS**

The GMA specifies that forest lands of long-term commercial significance be designated as such. These lands are to be defined by the growing capacity, productivity, and soil composition of the land for long-term commercial production, and in consideration of the land's proximity to population areas, and the possibility of more intense uses of the land. Commerce recommends that classification of forest lands be based, among other criteria, on the private forest land grades of the Department of Revenue (WAC 458-40-530) and further recommends that each county determine which land grades constitute forest land of long-term commercial significance based on local and regional physical, biological, economic, and land use considerations.

Forest land in Pacific County is identified as land that is not already characterized by urban growth and that is significant for the commercial production of timber and forest products. Forest lands are further classified as either of Long-Term Commercial Significance or as Transitional Forest Land.

### **3.6.4 MAPS AND REFERENCES**

Forest land areas shall be field located based on applicable criteria.

### **3.6.5 MAJOR ISSUES**

Forestry activities can have a major impact on adjacent land uses and the general environment. The use of chemicals may pose a public health threat and logging practices may cause erosion and adversely impact water quality. Forest practices undertaken in conformity with all applicable laws and established prior to surrounding non-forestry uses, are presumed to not constitute a nuisance unless the activity has a substantial adverse effect on the public health and safety. However, forestry operations do need to minimize the potential impacts. Policies in this element try to strike a balance between forestry management and other activities and environmental concerns.

### **3.6.6 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA**

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as forest lands:

- Potential of land to support forest growth;
- Parcel size;
- Local and regional economic conditions and market trends;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity;
- Impact of proposed activity on commercial forest structure of area;
- Impacts of proposed activity on public rights-of-way;
- Potential impacts to surface and groundwater; and
- Suitability to accommodate on-site wastewater disposal and domestic water facilities.

## **3.7 MINERAL RESOURCES**

### **3.7.1 MINERAL LANDS IN PACIFIC COUNTY**

The mineral lands in Pacific County consist primarily of sand and gravel mining operations. These operations are important from the standpoint of providing vitally needed construction materials. Residential, commercial, and industrial construction, in addition to road construction and repair, depend on a stable, low-cost source of gravel. Beach sand is available along much of the Pacific County coastline. Beach sand is used as general site fill and is important for agricultural purposes. Conservation of these resources must be assured through measures designed to prevent incompatible development in or adjacent to resource lands.

### **3.7.2 IDENTIFYING AND CLASSIFYING MINERAL LANDS**

The Growth Management Act (RCW 36.70A.170) states that "...each county...shall designate where appropriate...mineral resource lands that are not already characterized by urban growth and that have long-term significance for the extraction of minerals." The GMA defines "minerals" as gravel, sand, and valuable metallic substances. Other minerals may be designated as appropriate. In addition, the GMA directs Commerce to provide guidelines to counties for how to classify and identify resource lands of long-term commercial significance. Mineral lands in Pacific County are identified as land that has long-term significance for the extraction of minerals. Mineral lands are further classified as any area in Pacific County presently covered under a valid Washington State Department of Natural Resources (DNR) surface mining permit and any beach area where sand is removed for commercial purposes. Any other area shall be classified as mineral land when a surface mining permit is granted by the DNR.

### **3.7.3 MAPS AND REFERENCES**

Mineral land areas shall be field located based on applicable criteria.

### **3.7.4 MAJOR ISSUES**

Mining operations are often considered poor neighbors and nuisance claims against operators are common. To assure the long-term use of these resources, residential and other incompatible uses should be prevented from locating adjacent to these deposits. Because of this potential conflict, mineral extraction sites are primarily located in rural areas. While this will serve to lessen the impact on neighboring land uses, the movement of large amounts of mineral resources necessitates good roads capable of handling significant numbers of heavily loaded trucks. Loaded trucks en route from the extraction site may lose a very small but potentially hazardous portion of their load, and track dirt or mud onto public roadways. Therefore, better prevention of such mining impacts on county residents is also needed.

Just as sand and gravel is a natural resource, so too is surface and ground water. Mining operations should minimize adverse impacts on the environment, and specifically, should minimize its effect on surface and ground waters. Restoration of mining sites is a crucial element of such protection measures. Existing, non-operating or abandoned mining sites pose a concern because they may leave aquifers vulnerably exposed, and invite illegal waste dumping.

### **3.7.5 BEACH SAND REMOVAL**

The mining of beach sand is an activity that needs to be managed in a manner that facilitates a "win-win" situation. If managed properly, beach sand mining activities can help maintain public access to the beaches on the County beach approaches while at the same time provide a useful resource for development activities. However, indiscriminate mining of beach sand can produce deleterious consequences by exacerbating dune erosion and flooding. Consequently, the mining of beach sand is regulated through a permitting process that minimizes adverse effects on adjacent landowners, minimizes impacts to the beaches, helps to ensure illegal trespass does not



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occur during mining activities, and monitors the placement of the mined sand to ensure indiscriminate wetland fills are not occurring.

### 3.7.6 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as mineral lands:

- Type and extent of mineral deposits;
- Proposed reclamation plan;
- Parcel size;
- Local and regional economic conditions and market trends;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity;
- Impacts of proposed activity on public rights-of-way;
- Potential impacts to surface and groundwater; and
- Suitability to accommodate on-site wastewater disposal and domestic water facilities.

### 3.8 WETLANDS

#### 3.8.1 WETLANDS IN PACIFIC COUNTY

Wetlands are transitional areas between upland and aquatic environments where water is present long enough to form distinct soils, and where specialized "water loving" plants can grow. Wetlands include marshy areas along shorelines, inland swamps, and seasonal watercourses. Wetlands are typified by a water table that usually is at or near the surface, and there may be standing water all or part of the year. Soils that are present in wetlands are known as "hydric soils". Certain plant species, including trees, shrubs, grasses, and glasslike plants have adapted to the low oxygen content of wetland soils. These plants are known as "hydrophytes".

Another distinguishing characteristic of wetlands, in addition to soil type and types of plants present, is the wetness of the soil, or "hydrology" (i.e., how often is the soil saturated or flooded with water and how long does it last?) Indicators of wetland hydrology may include drainage patterns, sediment deposition, watermarks, stream gauge data, flood predictions, historic data, visual observation of saturated soils, or flooded soils. Many wetlands in Pacific County are influenced by tides and most of the wetland plants found are tolerant of the brackish water that results from the mixing of salt water and fresh water.

In their natural state, wetlands perform functions, which are impossible or difficult and costly to replace. Wetlands provide erosion and sediment control; the extensive root systems of wetland vegetation stabilize streambanks, floodplains, and shorelines. Wetlands improve water quality by decreasing the velocity of water flow, resulting in the physical interception and filtering of

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waterborne sediments, excess nutrients, heavy metals, and other pollutants. Wetlands also provide food and shelter, essential breeding, spawning, nesting and wintering habitats for fish and wildlife, including migratory birds, anadromous fish, and other species.

### **3.8.2 IDENTIFYING AND CLASSIFYING WETLANDS**

Pacific County has adopted the Washington State Department of Ecology Manual titled the “Washington State Wetland Rating System for Western Washington (published August, 2004, revised August 2006)” as the Pacific County wetland delineation manual for purposes of this Ordinance.

If Pacific County has reason to believe that a wetland may exist on a parcel which is the subject of a development application or within one hundred (100) feet of the parcel, a written determination regarding the existence or nonexistence of wetlands must be submitted to the Department of Community Development.

If it is determined that wetlands exist, a wetland delineation must be obtained when an activity regulated under the Pacific County Critical Areas and Resource Lands Ordinance No. 147 is proposed within one hundred (100) feet of the boundary of a wetland. Requirements for wetland delineations are specified in the Pacific County Critical Areas and Resource Lands Ordinance No. 147.

Pacific County only accepts written determinations and delineations prepared by the U.S. Army Corps of Engineers, the Washington State Department of Ecology, the Natural Resources Conservation Service, or a qualified critical areas professional as to whether wetlands exist on or within one hundred (100) feet of a specific parcel.

Wetlands shall be classified as follows:

1. Class I Wetlands: All wetlands scoring a "Category I" rating under the Washington State Department of Ecology (WDOE) Washington State Wetlands Rating System for Western Washington, August 2004, revised August 2006.
2. Class II wetlands: All wetlands scoring a “Category II” on the WDOE rating scale.
3. Class III wetlands: All wetlands scoring a “Category III” on the WDOE rating scale.
4. Class IV wetlands: All wetlands scoring a “Category “IV” on the WDOE rating scale.

### **3.8.3 MAPS AND REFERENCES**

The following references may provide an indication of wetland locations. However, these and other similar resources were not prepared at a level of detail sufficient to accurately portray the exact location and extent of wetlands in Pacific County, and cannot be used in place of an on-site field determination of wetlands. Many wetlands in Pacific County will not appear on these

resources.

1. National Wetland Inventory.
2. Natural Resources Conservation Service (formerly the Soil Conservation Service), soils map for Pacific County, hydric soils designations.

### **3.8.4 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA**

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as wetlands:

- Wetland classification;
- Proposed mitigation, restoration, creation, or enhancement;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

## **3.9 AQUIFER RECHARGE AREAS**

### **3.9.1 AQUIFER RECHARGE AREAS IN PACIFIC COUNTY**

As precipitation reaches the earth it can do several things: become part of a snow pack, enter into lakes, streams, rivers, oceans, or wetlands, seep into the soil to be taken up by plant roots, or filter into the ground and become groundwater. The land surface where this filtering process takes place is called an aquifer recharge zone. Aquifer recharge zones warrant special protection from surface pollution to protect the quality of the groundwater in the area. As groundwater moves through the ground it may discharge to surface water features, such as lakes, streams, or rivers, which will in turn recharge the groundwater. The water that remains in the ground makes up the aquifer. Groundwater sometimes flows underground to other locations. Where this is the case, pollution emanating from one area may contaminate the groundwater in another area. Groundwater pollution is very difficult, and often impossible, to clean.

The primary drainage basin in Pacific County is the Willapa Bay basin. The tributaries, which enter Willapa Bay, drain an area approximately 900 square miles in size. Most of this area is within Pacific County although small areas of Grays Harbor, Lewis, and Wahkiakum County are also tributary to the basin. Three major stream drainages enter Willapa Bay. These are the North River (including Smith Creek), Willapa River and the Naselle River. Lesser streams entering Willapa Bay are the Cedar, Bone, Niawiakum, Palix, Nemah, and Bear Rivers. In addition, portions of the Long Beach peninsula and the north coast area drain into Willapa Bay

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by means of ditches and small streams.

Willapa Bay is designated as a Class A surface water according to the Water Quality Standards for the State of Washington (WAC 173-201). Class A waters are of excellent quality and are to be maintained as such. While characteristic uses for Class A waters include commerce and navigation, to maintain water quality, future development must consider point source discharges, non-point source discharges, and erosion.

Not all of Pacific County is drained by the tributaries of Willapa Bay. Portions of the coastal area drain to the Pacific Ocean. The southeastern portion of the County drains to Grays River and Deep River, both tributaries of the Columbia River. The southwestern portion of the County drains to the Chinook River and the Wallicut River, both of which drain into Baker Bay and the Columbia River. The east central portion of the County drains to the Chehalis River.

Pacific County conducts annual groundwater sampling throughout the Long Beach Peninsula testing for Nitrates, Chlorides, pH, temperature and Dissolved Oxygen in order to detect any potential contaminants and to determine whether the freshwater drinking supply on the Peninsula is threatened by saltwater intrusion.

### **3.9.2 IDENTIFYING AND CLASSIFYING AQUIFER RECHARGE AREAS**

Aquifer Recharge Areas in Pacific County are identified as any land within Pacific County that contains the soil types listed in Table 3-2 as defined in the "Soil Survey of Grays Harbor County Area, Pacific County, and Wahkiakum County, Washington, July 1986, Soil Conservation Service, USDA".

### **3.9.3 MAPS AND REFERENCES**

Aquifer Recharge areas shall be field located based on applicable criteria.

### **3.9.4 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA**

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as an Aquifer Recharge Area:

- Potential impacts to groundwater quality;
- Proposed groundwater protection and monitoring plan;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

**Table 3-2**  
**Aquifer Recharge Area Soil Types**

<b>SCS Map Unit</b>	<b>Soil Series</b>	<b>SCS Map Unit</b>	<b>Soils Series</b>
8	Beaches	133	Seastrand variant muck
35	Dune land	147	Urdorthents, level
92	Netarts fine sand, 3-12 percent slope	153	Westport fine sand, 3-10 percent slope
108	Orcas peat	162	Yaquina loamy fine sand
132	Seastrand mucky peat		

### **3.10 FREQUENTLY FLOODED AREAS**

#### **3.10.1 FREQUENTLY FLOODED AREAS IN PACIFIC COUNTY**

The Federal Emergency Management Agency (FEMA) has defined the extent of the 100-year floodplain in order to establish actuarial flood insurance rates and to assist communities in efforts to promote sound floodplain management. Most river systems within Pacific County are included in the 100-year floodplain. Rivers are dynamic systems, and flooding is a normal occurrence. The proximity of the county's rivers to the Pacific Ocean compounds the problem as many are tidally influenced. Large areas of the Long Beach peninsula are also included in the 100-year floodplain.

To limit damage to individuals, property, and natural systems, Pacific County requires compliance with the provisions of the Flood Damage Prevention Ordinance (No. 116A) and the Shoreline Master Program. The Pacific County Flood Control Zone District No. 1 Ordinance Numbers 1, 2 and 3, which pertain to land alteration and drainage, also apply to the Long Beach Peninsula. The intent of these regulations is to promote an efficient use of land and water resources by allocating frequently flooded areas to the uses for which they are best suited. It is also important and necessary to discourage obstructions to floodways, as well as to prohibit uses that pollute or deteriorate natural waters and watercourses. The ordinances are administered through the permitting process for building and development.

#### **3.10.2 IDENTIFYING AND CLASSIFYING FREQUENTLY FLOODED AREAS**

Frequently flooded areas within Pacific County are identified and classified using the following criteria:

1. Frequently flooded areas shall be those floodways and associated floodplains designated by the Federal Emergency Management Act (FEMA) flood hazard classifications as delineated on the area flood hazard maps for Pacific County dated September 27, 1985, or as subsequently revised by FEMA, as being within the 100-year floodplain, or those floodways and associated floodplains delineated by a comprehensive flood hazard management plan adopted by the Pacific County Board of County Commissioners, as

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being within the 100-year floodplain or having experienced historic flooding. In case of conflict between FEMA flood hazard maps and the comprehensive flood hazard management plan designations, the more restrictive designation shall apply.

2. If an area of interest is not included in a comprehensive flood hazard management plan adopted by the Board of County Commissioners, and the County Engineer believes that the FEMA flood hazard maps do not correctly delineate the 100-year floodplain, the County Engineer may delineate the 100-year floodplain based on documented historic flooding of the area. If such documentation is not adequate to allow the County Engineer to make such delineation, the person seeking development which is covered under the Pacific County Critical Areas and Resource Lands Ordinance shall provide a flood hazard study prepared by a qualified critical area professional assessing the extent of the 100-year floodplain, which shall be subject to approval by the County Engineer.

### 3.10.3 MAPS AND REFERENCES

The following references may provide an indication of frequently flooded area locations. However, these and other similar resources may not be prepared at a level of detail sufficient to accurately portray the exact location and extent of frequently flooded areas in Pacific County, and cannot be used in place of an on-site field determination. Many frequently flooded areas in Pacific County will not appear on these resources.

1. Federal Emergency Management Agency Flood Hazard Maps, September 27, 1985, or as subsequently revised by FEMA.
2. Comprehensive Flood Hazard Management Plans prepared for specific drainage basins and adopted by the Pacific County Board of County Commissioners.
3. Frequently Flooded Area maps prepared by the County Engineer for specific areas experiencing seasonal and/or historic flooding.

### 3.10.4 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA

All development within designated frequently flooded areas shall be in compliance with Pacific County's Flood Damage Prevention Ordinance No. 116B, and the Shoreline Management Master Program, as now or hereafter amended. Development within the limits of the Pacific County Flood Control Zone District No. 1 shall also be consistent with any Land Alteration and Drainage requirements enacted by ordinance.

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as a frequently flooded area:

- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;

- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity; and
- Impacts of proposed activity to public rights-of-way.

### **3.11 GEOLOGICALLY HAZARDOUS AREAS**

#### **3.11.1 GEOLOGICALLY HAZARDOUS AREAS IN PACIFIC COUNTY**

Geologically hazardous areas are defined as "areas that, because of their susceptibility to erosion, sliding, earthquake or other geologic events, are not suited to the siting of commercial, residential or industrial development consistent with public health or safety concerns". When development is sited within these areas, there is a potential threat to the health and safety of citizens. In some cases the risk to development from geological hazards can be reduced or mitigated to acceptable levels by engineering design or modified construction practices. However, when the risks cannot be sufficiently mitigated, development needs to be prohibited.

To better understand the particular aspects of the different types of geologic hazards, the following summary descriptions are provided.

##### Erosion Hazard Areas

Erosion is a common occurrence in Pacific County due to hydrologic and geologic characteristics, vegetative conditions, wind and human land use. By minimizing the negative impacts of human land use on these areas, the damage to the natural environment as well as to human-built systems is reduced. A major problem in Pacific County is erosion of shoreline areas. Such erosion is caused by tidal force and wave action, as well as by construction activity.

##### Landslide Hazard Areas (Steep Slopes)

Landslide hazard areas are those areas within Pacific County that are subject to potential slope failure. The characteristics of landslide hazard areas include slopes of 15 percent or greater that are underlain by weak, fine grained unconsolidated sediments, jointed or bedded bedrock, or landslide deposits, including the top and toe of such areas. It is necessary to protect the public from damage due to development on, or adjacent to, landslides; preserve the scenic quality and natural character of Pacific County's hillsides; and to protect water quality.

##### Seismic Hazard Areas

Seismic hazard areas are associated with active fault areas and earthquakes. While earthquakes cannot be eliminated, there are areas of Pacific County which have been identified to pose hazards to life and property resulting from the associated ground shaking, differential settlement, and/or soil liquefaction.

##### Mine Hazard Areas

Mine hazard areas are defined as "areas directly underlain by, adjacent to, or affected by mine workings such as adits (mine entrance), tunnels, drifts, or air shafts." Mine hazards may also include steep and unstable slopes created by open mines. Because of the geology of Pacific County there has been little or no historical subsurface mining that could have left areas of

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Pacific County honeycombed with abandoned mine tunnels. Similarly, any open mining is required to have both an approved erosion control plan and an approved reclamation plan that will address steep and unstable slopes.

### 3.11.2 IDENTIFYING AND CLASSIFYING GEOLOGICALLY HAZARDOUS AREAS

Geologically hazardous areas in Pacific County are identified as follows:

#### Erosion Hazard Areas

Erosion hazard areas include lands that are classified by the SCS as having a potential for wind and/or water erosion as detailed in the soil descriptions contained in the "Soil Survey of Grays Harbor County Areas, Pacific County and Wahkiakum County", Washington, 1986, Soil Conservation Service, USDA. The legislative authority of Pacific County also may designate by resolution erosion hazard areas. The Washaway Beach area in North Cove and the western side of Bay Center are considered Erosion hazard areas. Ordinance No. 147 has specific development standards for these areas based on a predicted rate of erosion over a 30 year period of time.

#### Landslide Hazard Areas

Landslide hazard areas are those areas meeting any of the following criteria:

1. Areas of historic failure, such as areas designated as quaternary slumps, earthflows, mudflows, or landslides on maps published as the United States Geological Survey or Department of Natural Resources Division of Geology and Earth Resources;
2. Areas which are rated as unstable in the Department of Ecology Coastal Zone Atlas;
3. Any area with all of the following:
  - a. a slope greater than 15%;
  - b. hillsides containing geologic contacts between a relatively permeable sediment overlying a relatively impermeable sediment or bedrock; and
  - c. springs or groundwater seepage.
4. Slopes that are parallel or sub-parallel to planes of weakness (such as bedding planes, joint systems, and fault planes) in subsurface materials;
5. Slopes having gradients greater than 80% subject to rockfall during seismic shaking;
6. Areas potentially unstable as a result of rapid stream incision and streambank erosion;
7. Areas located in a canyon or on an active alluvial fan, presently or potentially subject to inundation by debris flows or catastrophic flooding; and
8. Any area with a slope of forty percent (40% ) or steeper and with a vertical relief of ten (10) or more feet except areas composed of solid rock. A slope is delineated by establishing its toe and top and measured by averaging the inclination over at least ten



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(10) feet of vertical relief.

### Seismic Hazard Areas

For the purposes of this classification, the entire County constitutes a seismic hazard area because all areas are subject to a Seismic Risk Zone D-2 rating or higher. The County may require site specific field studies or special reports for the location of any new construction within seismic hazard areas and/or within areas susceptible to soil liquefaction.

### Mine Hazard Areas

Mine hazard areas are those areas within 100 horizontal feet of a mine opening at the surface.

### **3.11.3 MAPS AND REFERENCES**

The following references may provide an indication of geologic hazard area locations. However, these and other similar resources may not be prepared at a level of detail sufficient to accurately portray the exact location and extent of hazard areas in Pacific County, and cannot be used in place of an on-site field determination. Many geologic hazard areas in Pacific County will not appear on these resources.

1. Erosion Hazard Areas: The approximate location and extent of erosion hazard areas is displayed in the Soil Survey of Grays Harbor County Area, Pacific County, and Wahkiakum County, Washington, 1986, Soil Conservation Service, USDA, and on erosion hazard zone maps prepared by the USGS and Pacific County.
2. Landslide Hazard Areas: The Soil Survey may be relied upon by the Administrator as a basis for requiring field investigation and special reports. In the event of a conflict between information contained in the Soil Survey and information shown as a result of a field investigation, the latter shall prevail.
3. Seismic Hazard Areas: The International Building Code (IBC) Seismic Risk Zone Map of the United States and the Washington State Department of Natural Resources' Liquefaction Susceptibility and Site Class Maps for Pacific County.

### **3.11.4 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA**

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity in areas identified as geologically hazardous:

- Geotechnical conditions;
- Potential impact on geologic conditions;
- Potential impact of geologic hazards on proposed activity;
- Type of proposed activity;
- Proposed erosion control plan;
- Results and recommendations of special geotechnical or geological investigations

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prepared by qualified professional;

- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

### **3.12 FISHERIES, WILDLIFE, SHELLFISH, KELP, EELGRASS, HERRING, AND SMELT SPAWNING HABITAT CONSERVATION AREAS**

#### **3.12.1 HABITAT CONSERVATION AREAS IN PACIFIC COUNTY**

Pacific County is fortunate to have natural resources encompassing a large variety of environments. Many residents and visitors to the area participate in recreational activities that involve wildlife, including hunting, fishing, clamming, photography of wildlife, bird watching, and others. Pacific County has begun to capitalize on these numerous natural resources through promotion of the area as a recreational paradise, and many of the smaller, more remote communities would like to use recreationally oriented tourist activities to promote economic development. To that extent, as well as for the inherent importance of wildlife and the natural environment to the quality of life in Pacific County, it is the intent of these policies to recognize the importance of protecting fish, wildlife, shellfish, kelp, eelgrass, herring, and smelt spawning habitat areas.

At the same time, it is important to encourage the continuation of historical forestry, agricultural and aquacultural practices. It is also the intent of these policies to protect the habitat resources and encourage their enhancement and preservation when development influences are proposed. It is not intended that these policies be applied to, or create a burden to, existing land uses.

#### **3.12.2 POLICY REGARDING PROTECTION OF HABITAT CONSERVATION AREAS**

Pacific County's policy is to protect habitat conservation areas for endangered, threatened, or sensitive species listed by the Washington State Department of Fish & Wildlife. Pacific County adopts the Department of Natural Resources' Official Water Type Maps. Definitions are as identified in the water typing criteria in WAC 222-16-030; provided, however, that artificially created structures, ditches, canals, ponds, irrigation return ditches, and stormwater channels of every type shall not be considered a stream for purposes of this section. Streams are classified as Type S, F, Np or Ns for critical area protection purposes based on the water typing criteria in WAC 222-16-030.

Pacific County has adopted the designations listed at WAC 232-12-014 (Endangered), WAC 232-12-011 (Threatened and Sensitive), WAC 232-12-292 (Bald Eagle), and federally designated threatened or endangered species categories legally applicable to Pacific County.

### **3.12.3 IDENTIFYING AND CLASSIFYING HABITAT CONSERVATION AREAS**

Habitat conservation areas in Pacific County are identified as follows:

#### Fisheries and Wildlife

Fish and Wildlife habitat conservation areas in Pacific County are identified as:

1. Areas with which endangered, threatened, and sensitive species have a primary association;
2. Commercial and recreational shellfish areas;
3. Shellfish, kelp and eelgrass beds; herring and smelt spawning areas;
4. Naturally occurring ponds under twenty (20) acres and their submerged aquatic beds that provide fish or wildlife habitat;
5. Waters of the State;
6. Lakes, ponds, streams, and rivers planted with game fish by a governmental or tribal entity; or
7. State natural area preserves and natural resource conservation areas.

#### Shellfish, Kelp, Eelgrass, Herring, and Smelt Spawning

Shellfish, Kelp, Eelgrass, Herring, and Smelt Spawning critical areas in Pacific County are identified as those public and private saltwater tidelands or beds that are devoted to the process of growing, farming, or cultivating shellfish, including commercial clam and oyster grounds, oyster and mussel raft areas, and recreational shellfish harvesting areas. In addition, all property located three hundred (300) feet landward from the boundary of upland vegetation (or highest tide if so designated by the Administrator of Ordinance No. 147) shall be designated as a critical area. The importance of this 300' strip is that within this area, the requirements governing the use and installation of on-site sewage disposal standards have been enhanced to help protect water quality within the Bay. New septic systems being installed adjacent to Willapa Bay are meeting effluent treatment standards that exceed State standards for new systems. The County also administers a low interest loan program targeting failed systems immediately adjacent to the Bay.

### **3.12.4 MAPS AND REFERENCES**

The following references may provide an indication of habitat area locations. However, these and other similar resources may not be prepared at a level of detail sufficient to accurately

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portray the exact location and extent of habitat areas in Pacific County, and cannot be used in place of an on-site field determination. Many habitat areas in Pacific County will not appear on these resources.

1. Fisheries: DNR base maps for stream types and topography provide an indication of the location of fisheries resources. Field conditions shall be used to determine the existence or extent of any classified stream area.
2. Wildlife: Wildlife critical areas shall be field located based on applicable criteria by a qualified, critical areas professional. Department of Fish and Wildlife maps of bald eagle, sensitive, threatened, and endangered species and habitat shall be consulted.
3. Shellfish, kelp, eelgrass, herring, and smelt spawning areas should be field located by a qualified, critical areas professional.

### **3.12.5 CRITICAL AREAS AND RESOURCE LANDS ASSESSMENT CRITERIA**

If a critical areas and resource lands assessment is required by the Critical Areas and Resource Lands Ordinance No. 147, the following criteria may be considered when reviewing a proposed activity:

- Proposed mitigation plan;
- Type of proposed activities;
- Proposed revegetation plan;
- Availability of public facilities and services;
- Proximity of proposed activity to urban growth areas;
- Compatibility of proposed activity with adjacent land use;
- Environmental impacts of proposed activity on commercial aquaculture structure of area;
- Impacts of proposed activity to public rights-of-way; and
- Suitability to accommodate on-site wastewater disposal and domestic water supply facilities.

### **3.13 GOALS AND POLICIES**

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of these individual regions and cities, have been combined as presented below. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County.

**Goal R-1: Agricultural land of long-term commercial significance should be preserved in order to encourage an adequate land base for long-term farm use.**

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- Policy R-1.1:** Agricultural land of long-term commercial significance should be identified and designated as such.
- Policy R-1.2:** Residential uses adjacent to agricultural land of long term commercial significance should be developed in a manner which limits potential conflicts and reduces unnecessary conversion of farmland.
- Policy R-1.3:** Commercial farmland owners should be encouraged to retain their land in commercial farm production.
- Policy R-1.4:** In order to reduce development pressure on agricultural land of long-term commercial significance, future development should be directed toward areas of more intense development where existing and planned services can more easily accommodate growth. Outside these areas, densities should remain low.
- Policy R-1.5:** Designated agricultural land of long-term commercial significance should be zoned at very low densities to ensure the conservation of the resource for continued agricultural use.
- Policy R-1.6:** Except within urban growth areas, land uses that are adjacent to agricultural land of long-term commercial significance should be compatible with agriculture, i.e., sawmill operations, warehousing, agri-businesses, and low density residential.
- Policy R-1.7:** In addition to those agricultural lands considered lands of long-term commercial significance, the County should encourage small “truck farms” to ensure a variety of agricultural products are available for the public.
- Goal R-2:** **Areas devoted to the process of growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be protected and preserved in order to promote an adequate resource base for long-term use.**
- Policy R-2.1:** Critical areas for growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be identified and designated as such.
- Policy R-2.2:** Use of lands that are adjacent to areas identified for growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be compatible, such as forestry and low density rural residential. Those uses should not appreciably increase stormwater runoff or otherwise degrade water quality for aquacultural use.

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- Policy R-2.3:** Facilities for land based and marine operations related to growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be protected from incompatible adjacent or nearby land uses.
- Policy R-2.4:** Land based and marine activity related to growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should not be considered a nuisance if carried out in a reasonable manner and within applicable regulations. Restrictions should not be imposed on such activities unless they are necessary for preserving the public health, welfare, and safety.
- Policy R-2.5:** Proposed residential and other uses in areas used for growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be developed in a manner which lessens potential conflicts with such operations.
- Policy R-2.6:** Activities related to growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt should be undertaken in a way that reduces adverse impacts.
- Policy R-2.7:** Activities related to growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt that draw on ground water supplies should not degrade the quality nor substantially reduce the quantity of ground water.
- Policy R-2.8:** Water quality in the County's marine estuaries, inland waters, and ground water should be protected from degradation. Waters within drainage basins of areas identified as critical for growing, farming, or cultivating shellfish, kelp, eelgrass, herring, and smelt, that fail to meet water quality standards, should be restored.
- Goal R-3:** **Forest lands of long-term commercial significance should be conserved in order to maintain a viable forestry industry for long-term economic use while protecting environmental values.**
- Policy R-3.1:** The County supports and encourages the maintenance of forest lands in timber and current use property tax classifications consistent with RCW 84.33, and 84.34.
- Policy R-3.2:** Residential development adjacent to forestry uses should occur in a manner which reduces potential conflicts and reduces unnecessary conversion of forest land through use of such mechanisms as clustering, buffers, etc.

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- Policy R-3.3:** The primary land use activities in forest land of long-term commercial significance should be commercial forest management, agriculture, mineral extraction, accessory uses, wildlife habitat enhancement programs, and other non-forest related economic activities relying on forest land.
- Policy R-3.4:** Land use activities within or adjacent to forest land of long-term commercial significance should be sited and designed to minimize conflicts with forest management, and other activities on forest land.
- Policy R-3.5:** The County discourages the establishment or expansion of utility local improvement districts, or sewer, water or public utility districts on forest lands of long-term commercial significance which result in the imposition of assessments, rates, or charges on designated forest land.
- Policy R-3.6:** Clustering of residential development on adjacent rural lands is encouraged. The open space in clustered development should be adjacent to the forest land of long-term commercial significance.
- Policy R-3.7:** The County encourages the continuation of commercial forest management by supporting land trades that result in consolidated forest ownerships that are in the public interest.
- Policy R-3.8:** Subject to any state or local regulation of critical areas, the County encourages the multiple economic use of forest land for a variety of natural resource and other land use activities particularly suited for forest lands because of physical and topographical characteristics; remoteness from populated areas; availability of water supplies; the quality of the forest environment; or where the efficient provision of statewide or regional utilities, energy generating and/or transmission facilities, or public facilities require access across or use of such forest lands.
- Policy R-3.9:** Forest practices within Pacific County should be given protection from nuisance claims in accordance with state law.
- Goal R-4: Forest lands of long-term commercial significance should accommodate public recreation.**
- Policy R-4.1:** Public trails, camping facilities, and other low intensity recreation uses are encouraged in forest lands, subject to available financial resources.

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- Policy R-4.2:** Forest land considered desirable for acquisition for public purposes should first be evaluated for its impact on a viable forest industry and local government revenue and programs.
- Policy R-4.3:** When timber harvesting is for conversion to other uses, the County should ensure that harvesting is done in a manner compatible with land uses of the surrounding area and which maintains water quality and environmentally sensitive features. Conversion of forest land that has not been designated as being of long term commercial significance should be accommodated.
- Policy R-4.4:** Owners of forest land planned for conversion to another use should provide buffers between their property and adjacent forestry uses.
- Goal R-5:** **Mineral resource land of long-term commercial significance should be allowed to be used by extraction industries, while minimizing conflicts between other land uses and general environmental concerns.**
- Policy R-5.1:** Designated mineral resource land of long-term commercial significance should be conserved for mineral extraction, and the use of adjacent lands should not interfere with the continued use of the designated mining sites that are being operated in accordance with applicable best management practices and other laws and regulations.
- Policy R-5.2:** Designated mineral resource sites that are being operated in accordance with applicable best management practices and other laws and regulations should be given protection from nuisance claims from landowners who have been notified of the presence of the long-term mineral extraction site.
- Policy R-5.3:** Restoration of mineral extraction sites should occur as the site is being mined. The site should be restored for appropriate future use and should blend with the adjacent landscape and contours.
- Policy R-5.4:** Agriculture and aquaculture land should not be used for mining purposes unless it can be restored to its original production capacity after mining ceases.
- Policy R-5.5:** Extraction industries should not adversely impact adjacent or nearby land uses, or public health and safety. Mineral extraction activities also should not negatively affect or endanger surface and ground water flows and quality.
- Policy R-5.6:** Areas where existing residential uses predominate should be



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protected against intrusion by mineral extraction operations.

**Goal R-6: Wetlands should be protected because they provide important functions which add to the quality of life in Pacific County.**

**Policy R-6.1:** Wetland areas should be identified by the applicant and reviewed by the County prior to development.

**Policy R-6.2:** Wetlands should be protected from alterations due to land use changes, which may create unmitigated adverse impacts to the wetland.

**Policy R-6.3:** Whenever feasible, new technologies which enhance a wetland and promote it as a useful, functioning part of the development should be encouraged.

**Policy R-6.4:** Wetland preservation strategies and efforts, including wetland banking, should be coordinated with appropriate local, state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance, and to avoid duplication of efforts.

**Goal R-7: Areas demonstrated to be critical aquifers and/or which play a crucial role in recharging our groundwater supplies should be carefully monitored and regulations developed to protect potable water sources.**

**Policy R-7.1:** Critical groundwater supply areas, aquifer recharge areas, and areas with a high groundwater table and/or unconfined aquifers that are used for potable water should be identified.

**Policy R-7.2:** The establishment of land use intensity limitations based on the availability of sanitary sewers should be encouraged. Cluster developments are encouraged because of the potential for shared, community sewage disposal systems instead of dispersed individual septic systems.

**Policy R-7.3:** Forestry, agricultural, and aquacultural activities shall incorporate best management practices concerning waste disposal, fertilizer, use, pesticide use, and stream corridor management.

**Policy R-7.4:** Fertilizer and pesticide management practices of new schools, parks, golf courses and other recreational or institutional facilities that maintain large landscaped areas shall incorporate best management practices (BMPs) as recommended by the Cooperative Extension Service. Existing facilities are strongly encouraged to also incorporate these BMPs.

## ...CRITICAL AREAS AND RESOURCE LANDS ELEMENT

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- Policy R-7.5:** It is the responsibility of the developer to reasonably demonstrate that their proposal would not significantly affect the recharge of an aquifer. Development which could substantially and negatively impact the quality of an aquifer shall not be allowed unless it can be demonstrated that these negative impacts can be mitigated.
- Policy R-7.6:** Within aquifer recharge areas, short and long subdivisions and other divisions of land should be evaluated for their impact on groundwater quality and quantity.
- Goal R-8:** **Frequently flooded areas of Pacific County that are known to be vital to maintaining the integrity of natural drainage systems should be protected by adopting regulations to prevent potential alterations and obstructions to those areas.**
- Policy R-8.1:** Frequently flooded areas within active flood control zone districts should be identified as such and mapped.
- Policy R-8.2:** Growth and development patterns compatible with natural drainage features should be encouraged, and alteration of natural drainage features should be discouraged.
- Policy R-8.3:** Control of erosion at its source as a means of controlling water pollution, flooding, and habitat damage downstream shall be encouraged.
- Policy R-8.4:** A drainage ordinance that directs all land development activities to make provisions for control of surface water discharge impacts should be implemented for any portion of the County within an active flood control zone district.
- Policy R-8.5:** New development in frequently flooded areas that poses a threat to human health and property shall be prohibited unless the deleterious impacts can be mitigated.
- Goal R-9:** **Appropriate measures should be provided to either avoid or mitigate significant risks to public and private property and to public health and safety that are posed by geologic hazard areas.**
- Policy R-9.1:** Probable significant adverse impacts from geologically hazardous areas should be identified during the review of a development application.
- Policy R-9.2:** Within active flood control zone districts, grading and clearing for

## ...CRITICAL AREAS AND RESOURCE LANDS ELEMENT

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both private developments and public facilities or services should be limited to the minimum necessary to accomplish engineering design.

**Policy R-9.3:** To minimize blowing soil during land development or alteration such as dune modification or development, appropriate water and mulch material should be required on any areas without a vegetative cover.

**Policy R-9.4:** To maintain the natural integrity of landslide hazard areas and to protect the environment, and the public health and safety, an adequate buffer of existing vegetation shall be maintained around all sides of the landslide hazard areas.

**Goal R-10: Fish and Wildlife habitat areas should be protected as an important natural resource for Pacific County.**

**Policy R-10.1:** Pacific County should recognize critical fish and wildlife habitat conservation areas that have been recognized by state and federal agencies with jurisdiction.

**Policy R-10.2:** The impacts of new development on the quality of land, wildlife and vegetative resources should be considered as part of the environmental review process. Appropriate mitigating measures should be required. Such mitigation may involve the retention and/or enhancement of habitats.

**Policy R-10.3:** Restoration of lost and damaged fish habitat, should be encouraged.

**Policy R-10.4:** Proper riparian management that maintains existing riparian habitat and is consistent with best agricultural management practices should be encouraged.

**Policy R-10.5:** Land uses adjacent to naturally occurring water bodies and other fish and wildlife habitat areas should not significantly impact the habitat areas. If a change in land use occurs, adequate buffers should be provided to the habitat areas.

**Policy R-10.6:** Activities allowed in fish and wildlife habitat conservation areas and open space should be consistent with the species located there, and in accordance with all applicable state and federal regulations and/or best management practices. Low impact recreational activities should be encouraged.

**4.1 INTRODUCTION AND BACKGROUND**

Pacific County currently contains a range of affordable housing choices. The demand for housing is increasing as the quality of life in Pacific County gains recognition and as people living and working in more urbanized areas escape the congestion of urban life. As growth occurs within Pacific County and its incorporated cities, there will be an increasing need for more housing that is affordable and desirable.

Growth within the county will most likely occur within the urban growth areas (UGAs) first, followed by development in rural areas. Pacific County should develop policies that will encourage the development of new housing within the UGAs, rural villages, and rural activity centers. Such development should be compatible with the unique character of the county, and should provide for the revitalization of existing service areas as well as for adequate open space. This housing element is intended to guide the location and type of housing that will be built over the next twenty years.

**4.2 RELATIONSHIP OF HOUSING ELEMENT TO OTHER PLANS****4.2.1 GROWTH MANAGEMENT ACT**

This housing element must be consistent with the Growth Management Act (GMA). RCW 36.70A.070 states that it must recognize "the vitality and character of established residential neighborhoods" and:

- include an inventory and analysis of the existing and projected housing needs;
- include a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and the development of housing, including single family residences;
- identify sufficient land for housing, including but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and
- make adequate provisions for existing and projected needs of all economic segments of the community.

**4.2.2 COUNTY-WIDE PLANNING POLICIES**

In addition to the GMA, comprehensive plans should be consistent with adopted County-wide policies. The Pacific County County-wide policies for housing were developed to provide a framework on housing issues of regional significance and to ensure consistency County-wide. The policies address the need for affordable housing for all economic segments of the population and the parameters for its distribution. The County-wide policies related to housing are summarized as follows:

*Policy #4, Need for affordable Housing for all Economic Segments of the Population and the Parameters for its Distribution.*

- A wide range of housing development types and densities throughout the County should be encouraged and promoted to meet the needs of a diverse population and provide affordable housing choices for all income levels.
- The County should determine the extent of the need for housing for all economic segments of the population that are projected for the community over the planning period.
- The housing projections should be based on census or other reliable data which indicated the economic segments of the population for whom housing needs to be provided.
- The County should prepare an inventory and analysis of existing and projected housing.
- The Comprehensive Plan should identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low income families, manufactured housing, multifamily housing, and group homes and foster care facilities.
- Where compatible with environmental and health regulations, the County should encourage infill housing within the logical outer boundary of rural areas that are already characterized by small lot sizes.

#### **4.2.3 HOUSING NEEDS ASSESSMENT PLAN**

In 2004, Pacific County and the four incorporated cities formed the Joint Pacific County Housing Authority, which owns a low income housing project in Raymond (Eagles Apartments), has constructed a 15 unit permanent supported housing project in South Bend, has purchased land in Long Beach for a future 16 unit complex, and contracts with the Longview Housing Authority to manage its housing units, for access to its executive director, for financial and administrative support, and to administer the Section 8 housing program. Emergency housing and shelter facility programs are administered by the Crisis Support Network.

#### **4.3 MAJOR ISSUES**

The goal of adequate housing for all income groups is not easy to achieve. This is especially true in areas designated, appropriately, for rural land uses and densities. It is likely that the county will not be able to accommodate low income housing in rural areas and will need to identify any potential shortfalls and work with the cities to explore ways to accommodate a greater share of housing within the UGAs. The County and Cities are working to provide affordable low income housing in the four cities.

#### **4.4 PLANNING ASSUMPTIONS**

Several assumptions described elsewhere in this plan are pertinent to the housing element. This section will list those assumptions, and the calculations throughout the remainder of this housing

element will rely upon the assumptions. This approach ensures that the housing element is consistent with the land use and capital facility elements of the plan.

- By 2030, Pacific County is expected to grow by 4,970 people. Much of this growth will be absorbed by the cities and their surrounding UGAs. However, the County's unincorporated UGA, rural village, rural activity centers, and the remaining rural areas will be accommodating 66 percent of this added population or 3,286 new residents in the next twenty years.
- It is estimated that an average of 2.27 persons will live in each household.

## **4.5 EXISTING CONDITIONS**

### **4.5.1 HOUSING TYPE AND TENURE**

There are three basic types of housing in the County:

- Single family.
- Multi-family (apartment, duplex); and
- Group homes (group care, nursing, and foster care facilities).

The information contained in Table 4-1 presents a comparison of housing data between 1990 and 2000. In 1990, there were a total of 12,404 dwelling units while in 2000 there were 13,991 dwelling units in the County. Of the 13,991 units in the County, 65 percent were owner and renter occupied, and 35 percent of the units were either vacant, homes for sale, or homes used as secondary/seasonal/vacation homes.

**Table 4-1**  
**Number of Housing Units by Tenure (1990 – 2000)<sup>1</sup>**

<b>Location</b>	<b>Owner Occupied</b>	<b>Rented</b>	<b>Vacant<sup>2</sup></b>	<b>Total</b>
<b>Pacific County</b>				
1990	5,677	2,219	4,508	12,404
2000	6,796	2,300	4,895	13,991

<sup>1</sup> Source: 2000 U.S. Census.

<sup>2</sup> Vacancies include homes with seasonal, recreational, or occasional use, homes intended for full time occupancy (i.e., homes available for purchase), and vacant homes available for rent. According to OFM, 2000 Census Summary, 3,848 vacancies are houses for seasonal, recreational, or occasional use.

Table 4-2 shows the composition of housing types in the county in both 1990 and 2000. The housing stock consists predominantly of single-family homes, both site-built and mobile homes. Multi-family units are primarily located within the incorporated cities and their associated UGAs. Table A-9 in Appendix A also includes housing data for 2008.

**Table 4-2**  
**Number of Housing Units by Housing Type (1990 – 2000)**

Location	Single Family		Multi-Family		Mobile Home		Total	
	1990	2000	1990	2000	1990	2000	1990	2000
Ilwaco	299	392	66	84	55	48	420	524
Long Beach	650	723	178	265	142	167	970	1,155
Raymond	910	916	260	284	88	138	1,258	1,338
South Bend	524	575	118	137	84	103	726	815
Unincorporated County	6,097	6,911	284	274	2,649	2,974	9,030	10,159
County Total	8,480	9,517	906	1,044	3,018	3,430	12,404	13,991
As Percentage	68.4%	68%	7.3%	7.5%	24.3%	24.5%	100.0%	100.0%

Source: Office of Financial Management, 2008 Population Trends.

#### 4.5.2 VALUE AND COST OF HOUSING

The value of owner-occupied housing, based on data from the 2000 U.S. Census, is presented in Table 4-3. The 1990 median value of an owner-occupied home in Pacific County was \$49,300 whereas in 2000, the median value increased to \$102,700. While the value of owner-occupied housing has increased over the ten year period of time (1990-2000), the trend during the 2008 – 2010 period of time was a reversal of values as home prices and land values dropped dramatically during this period of time.

**Table 4-3**  
**Value of Owner Occupied Housing - 2000**

Reported Value	No. of Units	% of Total
<\$50,000	384	8.7%
\$50,000 - \$99,999	1740	39.6%
\$100,000 - \$149,999	1157	26.3%
\$150,000 - \$199,999	635	14.5%
\$200,000 - \$299,999	333	7.6%
\$300,000 - \$499,999	111	2.5%
>\$500,000	36	0.8%
Total	4,396	100.0%
Median Value	\$102,700	

Source: Office of Financial Management, 2000 Census and Pacific County Assessor.

#### 4.5.3 CONDITION OF HOUSING STOCK

The 2000 U.S. Census surveyed housing conditions within the County. The survey noted the following indicators of substandard housing: lacking complete plumbing; lacking complete

kitchen facilities; and lacking a heating source. Table 4-4 summarizes the housing conditions based upon these criteria.

**Table 4-4**  
**Indicators of Substandard Housing - 2000**

Lack Complete Plumbing		Lack Complete Kitchen Facilities		Lack Heating Source	
Number	%	Number	%	Number	%
306	2.1%	312	2.2%	50	0.3%

Source: Office of Financial Management, 2000 Census.

#### 4.5.4 HOUSING REHABILITATION

Prior Housing Needs Assessments conducted by the County concluded that much of the housing stock is in need of rehabilitation, especially low-income housing. In many cases, rehabilitation of existing houses is the most cost-effective way to increase and preserve the number of affordable housing units. However, repairing roofs, walls, and foundations are some of the most costly home repairs. Although expensive, correcting these deficiencies provides a multitude of benefits. For example, insurance companies may be more inclined to issue homeowners' policies for homes in good repair than to those in need of substantial repair. Fire insurance premiums may be higher in substandard housing. Deteriorated housing can also result in high heating bills, which presents an added economic hardship to the occupant.

Rehabilitation and weatherization programs are important means to maintain the County's older housing stock. A number of rehabilitation programs are available for which low- and moderate-income residents are eligible. The following is a sample of the state, federal, and local rehabilitation programs available to county residents:

*Housing Preservation Grant Program.* Funded by USDA - Rural Development (RD). Non-profit organizations are eligible to apply for grants to rehabilitate housing of very low and low-income households.

*Home Investment In Affordable Housing Program.* Funded by the Department of Housing and Urban Development (HUD). Funds are disbursed by the Washington State Department of Commerce. Cities and counties are eligible to apply for rehabilitation programs on behalf of low- and moderate-income homeowners and renters.

*Community Development Block Grant.* Funded by HUD. Funds disbursed by Commerce. Cities and counties are eligible to apply for rehabilitation programs on behalf of low-and moderate-income persons.

*Home Improvement Loans and Repair Loans and Grants.* Funded by USDA, Rural Development (RD). Funding is available for eligible homeowners with a very low income and for the purpose of home improvement and home repairs.



*Habitat for Humanity.* Encourages participation of homeowner and volunteers in rehabilitating and constructing housing.

*Housing Improvement Program.* Funded by the Bureau of Indian Affairs. Eligible applicants are Native American homeowners.

*Weatherization Grants.* Weatherization grants may be used for rehabilitation projects, which increase protection of the house from weather. The following programs are available:

- Energy Matchmakers Program: Funded by Washington State Capital Budget and disbursed by Commerce. Eligible applicants are cities; eligible beneficiaries are lower income renters and homeowners.
- Indian Housing Program: Comprehensive Improvement Assistance Program, funded by HUD. Housing Authorities are eligible applicants; Native American occupants of assisted housing are beneficiaries.
- Weatherization Program: Funded by the U.S. Department of Energy and U.S. Department of Health and Human Services; administered by Commerce. Individuals are eligible applicants; eligible beneficiaries are low-income renters and homeowners.
- Weatherization Program: Funded by Bonneville Power Administration; disbursed by Commerce. Eligible applicants are low-income homeowners who have electrically-heated homes.

## **4.6 NEEDS ASSESSMENT**

### **4.6.1 POPULATION TRENDS**

The population projections contained in the land use and rural areas element of this plan form the basis for the projections of housing need. The 2009 population of Pacific County is 21,800. An annual growth rate of approximately 1.14 percent is projected for the 20 year planning period. This will increase the County's population to 26,770 in 2030, adding a total of 4,970 new residents. The incorporated cities and corresponding UGAs of Ilwaco, Long Beach, Raymond, and South Bend are projected to accommodate 1,684 of these new residents. The areas of more intense development within the unincorporated county (UGAs, rural villages, and rural activity centers) are projected to accommodate 687 of the new residents, and the other rural areas of the County are projected to accommodate the remaining 2,599 new residents. Table 4-5 summarizes the population projections for Pacific County's urban and unincorporated areas.

**Table 4-5**  
**Population Projections<sup>1</sup>**

<b>Jurisdictional Area</b>	<b>2009 Population</b>	<b>2030 Population</b>	<b>Population Increase</b>	<b>Percent Increase</b>
Incorporated Cities <sup>2</sup>	7,385	9,069	1,684	22.8%
Unincorporated County	14,415	17,701	3,286	22.8%
County Total	21,800	26,770	4,970	22.8%

<sup>1</sup> Assumes annual growth of approximately 1.14 percent as discussed in Section 2, Land Use and Rural Areas.

<sup>2</sup> Includes Ilwaco, Long Beach, Raymond, South Bend and their respective UGAs.

#### 4.6.2 ANALYSIS OF FUTURE HOUSING NEEDS

##### Housing

Examination of Pacific County's present population and housing stock provides direction in determining the area's future housing needs. By projecting population for the next twenty years and dividing by the average household size, an estimate of the needed dwelling units (DU) can be determined. An analysis of the total dwelling units needed to accommodate future growth is provided in Table 4-6. An estimate can also be given for the number of housing units, by type (i.e., single-family, multifamily, etc.), that will be needed in the next 20 years. The analysis provided in Table 4-7 assumes that the relative percentage of housing unit types will remain constant at their 2000 values.

**Table 4-6**  
**Dwelling Units Needed To Accommodate Future Growth**

<b>Jurisdictional Area</b>	<b>2030 Population</b>	<b>Population Increase</b>	<b>Total DU's Needed<sup>2</sup></b>	<b>Available Vacant DU's<sup>3</sup></b>	<b>New DU's Needed<sup>4</sup></b>
Incorporated Cities <sup>1</sup>	9,069	1,684	742	392	350
Unincorporated County	17,701	3,286	1,448	761	687
Unincorporated County <sup>5</sup>			27	0	27
Total	26,770	4,970	2,217	1,153	1,064

<sup>1</sup> Includes Ilwaco, Long Beach, Raymond, South Bend, and their respective UGA's.

<sup>2</sup> Number of dwelling units based on 2000 U.S. Census median household size of 2.27 persons in unincorporated areas. Raymond and South Bend based on median household size of 2.5 persons, Ilwaco based on a median household size of 2.27 persons and Long Beach based on median household size of 1.9 persons.

<sup>3</sup> Source: Office of Financial Management, 2000 Census Summary. Reported number of vacancies distributed between incorporated cities and unincorporated County based on ratio of total housing units. Vacancies did not include the 3,742 dwelling units deemed vacant but determined to be used for seasonal, recreational or occasional use. Vacancies include all of the other subtypes as enumerated on the OFM's 2000 Census Summary.

<sup>4</sup> Number of new dwelling units needed equals difference between total dwelling units needed and available vacant dwelling units.

<sup>5</sup> In the mid 1990's, the Naselle Youth Camp anticipated demolishing 27 existing dwelling units to allow for facility expansion. It was assumed these homes would be replaced within the unincorporated County. As of 2009/2010, it is unclear whether the Naselle Youth Camp will be closed, will remain open at the same size/capacity, or remain open and expand in response to closures elsewhere in the State. Because there are so many unknowns, the assumptions regarding the NYC will remain in the plan and modified if necessary at a later date.

**Table 4-7**  
**Projections of Housing Types and Number of Units**

Year	Single Family	Multi-Family	Manufacture Home/Trailer	Total DU's
2000	68.0%	8.0%	24.0%	100.0%
2030 <sup>1</sup>	1,490	175	525	2,190

<sup>1</sup> Assumes that the relative percentage of housing unit types will remain constant at their 2000 values.

#### Land Requirements in the County

In order for the county to meet its housing needs for the next 20 years, an adequate amount of land must be available to absorb new housing construction. As shown in Table 4-6, approximately 687 new dwelling units are required in the unincorporated area of the County. These dwelling units will accommodate the expected population increase through the year 2030. To determine if adequate vacant, buildable land will be available, each land use designation was evaluated to determine the potential dwelling units that could be provided. Table 4-8 shows the distribution of housing units in the unincorporated area of the County, and provides an estimate of the land area that has already been developed. Table 4-9 provides an estimate of the vacant buildable land within each land use designation and the number of potential housing units based on permitted densities.

**Table 4-8**  
**2008 Distribution of Housing Units in**  
**Rural Pacific County**

Residential Land Use Designation <sup>1</sup>	No. Housing Units <sup>2</sup>	Average Density <sup>3</sup>	Developed Area (Acres)
Remote Rural	440	1 unit per 10 acres	4,400
General Rural	6,772	1 unit per 5 acres	33,860
Rural Agriculture	440	1 unit per 5 acres	2,200
Shoreline Development	880	1 unit per acre	880
Other <sup>5</sup>	263	1 unit per acre	1,315
Rural Activity Center	1,012	1 unit per acre	1,012
Rural Village	740	3 unit per acre	247
Unincorporated Seaview	503	4 units per acre	126
Totals <sup>4</sup>	11,050		44,040

<sup>1</sup> See Land Use Map (Section 2 – Land Use and Rural Areas) for locations of these designations.

<sup>2</sup> For Rural Village, Rural Activity Center, and Unincorporated Seaview, number of housing units based on Federal Census block data and average household size of 2.27 people (see Appendix A). Remote Rural, Rural Agriculture, and Shoreline Development assume approximately 6% of total, and General Rural assumes approximately 66% of total.

<sup>3</sup> Average densities based on field reconnaissance. Rural Activity Centers generally average 1 unit per acre except as detailed in Appendix A.

<sup>4</sup> Source: Office of Financial Management, 2008 Population Trends.

<sup>5</sup> “Other” includes Transitional Forest, Industrial, UGA’s, Community Crossroads, etc.

As shown, the unincorporated County areas provide sufficient land to accommodate

approximately 6,183 new dwelling units. This exceeds the 687 dwelling units that will be needed through the year 2030. Comprehensive plans of the incorporated cities provide the goals and policies for meeting housing needs for the unincorporated County within Urban Growth Areas.

#### 4.6.3 AFFORDABLE HOUSING

The County is able to provide adequate land to meet housing needs through the year 2030. Land, however, is not the only consideration. The challenge lies in adequately providing for the low- and moderate-income households. Affordable housing means that someone can afford a place to live, support a family, and able to pay his or her bills. For these households, location of social, health, transportation, and housing services and proximity to jobs, shopping, and businesses, become much more integral to determining housing affordability.

**Table 4-9  
Potential Housing Units in Rural Pacific County**

<b>Residential Land Use Designation<sup>1</sup></b>	<b>Total Area<sup>2</sup> (Acres)</b>	<b>Non-Residential (Acres)</b>	<b>Developed Land (Acres)</b>	<b>Available Land<sup>3</sup> (Acres)</b>	<b>Permitted Density</b>	<b>No. of Potential Units</b>
Remote Rural	13,212	7,927	4,400	885	1 unit per 10 acres	89
General Rural	100,023	60,013	33,860	6,150	1 unit per 5 acres	1,230
Rural Agricultural	7,177	4,306	2,200	671	1 unit per 5 acres	134
Shoreline Development	1,572	629	880	63	1 unit per acre	63
Rural Activity Center	3,073	1,854	908	250	1 unit per acre	250
Rural Village	581	298	239	44	1 unit per acre	44
Unincorporated Seaview	413	268	145	20	4 units per acre	80
<b>Totals</b>	<b>126,051</b>	<b>75,295</b>	<b>42,632</b>	<b>8,083</b>		<b>1,890</b>

<sup>1</sup> See Land Use Map (Section 2 – Land Use and Rural Areas) for locations of these designations.

<sup>2</sup> Numbers are rounded.

<sup>3</sup> Vacant, available land calculated as: Available Land = (Total Area – Nonresidential – Already Developed). For Remote Rural, General Rural, Rural Agriculture, and Shoreline Designations nonresidential assumed to be 60% of total area. Non-residential acreage in the Shoreline Development district is assumed to be 40% of the total area. For Rural Village, Rural Activity Center, and Seaview designations see Appendix A. Already developed land is taken from Table 4-8.

#### Income Characteristics

The 1990 U.S. Census reported that Pacific County's median household income was \$20,029, its median family income was \$25,244, and per capita income was \$10,952. It was reported that 13.3 percent of the population was living at or below the poverty level. The 2000 U.S. Census reported that Pacific County's median household income was \$31,209, the median family

income was \$39,302, and the per capita income was \$17,322. According to the Washington State OFM, Pacific County's 2008 median household income was \$37,759, the 2008 median family income was \$47,815, and the 2008 per capita income was \$21,252. As of 2008, approximately 14.9 percent of the population was living at or below the poverty level in 2008. This data is also shown in Table 4-10. According to the Washington State Employment Security Department, the 2009 unemployment rate in Pacific County was 10.9%.

**Table 4-10**  
**Income Characteristics (1990 – 2008)**

	1990	2000	2008
Median Household Income	\$20,029	\$31,209	\$37,759
Median Family Income	\$25,244	\$39,302	\$47,815
Per Capita Income	\$10,952	\$17,322	\$21,252

Source: 2000 Census and Office of Financial Management, 2008 Population Trends.

#### Purchasing a New Home

In 1990, in order to purchase a home at the average purchase price of \$49,300 with a ten percent down payment, the mortgage payment including tax and insurance was \$400 per month. This assumes eight percent interest and a 30 year fixed rate. According to the Department of Housing and Urban Development (HUD), a person should not contribute more than 28 percent of his or her monthly income toward the purchase of a home. Given this payment schedule and assuming the down payment money was available, one would have needed to earn \$17,143 per year. The median family income in Pacific County in 1990 was approximately \$25,244. There was more than \$8,100 difference between the median family income and the income that was required to afford an average home in Pacific County, which means that housing was considered affordable in 1990.

The average purchase price of a home in 1995 was \$85,000. In order to purchase a home at this average purchase price with a ten percent down payment, the mortgage payment including tax and insurance was approximately \$680 per month (eight percent interest, 30 year fixed rate). Using the same assumptions as above, one would have needed to earn \$29,110 per year. Assuming the median family income in Pacific County is \$28,950 (estimated value for 1995), housing in Pacific County is much less affordable in 1995 than it was in 1990.

The median purchase price of a home in 2007 was \$150,000 while in 2008 it was \$165,000. In order to purchase a home at the 2008 median purchase price with a ten percent down payment, the mortgage payment including tax and insurance was approximately \$1,040 per month (six percent interest, 30 year fixed rate). Using the same assumptions as above, i.e., a person should not contribute more than 28 percent of his or her monthly income toward the purchase of a home, one would have needed to earn \$44,571 per year. Assuming the 2008 median family income in Pacific County is \$47,815, housing is still relatively affordable.

#### Rental Housing/Apartments

While housing in Pacific County continues to be affordable, there appear to be adequate rental units available. According to the Bureau of Census Report on Population and Housing

characteristics, the 2007 vacancy rate in Pacific County was reported to be 11.8 percent with a median rental rate of \$486. In comparison, the overall statewide vacancy rate for Washington was 5.9 percent.

#### Mobile Homes and Accessory Apartments

There are a number of ways that Pacific County could encourage the development of affordable housing that do not directly involve public financing. The County's zoning ordinance allows mobile home parks. The average price of a mobile home is less than the average price of a site-built home. Therefore, mobile homes serve an important affordable housing need. The zoning ordinance also allows accessory residential dwellings in many land use districts.

#### **4.6.4 AFFORDABLE HOUSING PROGRAMS**

A number of state and federal initiatives are aimed at fulfilling basic housing needs and expanding home ownership opportunities for low- and moderate-income citizens. A few of the programs are discussed below.

##### *The Washington State Housing Finance Commission*

The Washington State Housing Finance Commission (WSHFC) is a secondary lending institution that works to open the doors of opportunity for low- to moderate-income residents of the state by creating successful housing finance programs. The Commission's single-family programs assist first-time homebuyers by offering low interest mortgage loans through participating lenders. Eligible borrowers cannot make more than 80 percent of the county's median income, adjusted for family size. The program also includes a down payment assistance subsidy.

The Low-Income Housing Tax Credit Program is a federally sponsored incentive program administered by the WSHFC. It provides a dollar-for-dollar reduction in federal tax-liability to developers of multi-family apartments who agree to reserve a percentage of units for low-income renters and to restrict rents within a prescribed level. Developers can sell tax credits to investors who purchase a partnership interest in the property. This process allows the developer to raise funds required to finance the project.

##### *COMMERCE Housing Division*

The Housing division of Commerce is the backbone of the state housing delivery system. One of the division's major programs is the Housing Assistance Program which provides loans and grants to local governments, non-profit organizations, and public housing organizations to increase the availability and affordability of low-income and special needs housing. Eligible activities include:

- New construction;
- Rehabilitation or acquisition of housing or homeless shelters;
- Rent or mortgage guarantees and subsidies;
- Matching funds for social services directly related to providing housing for special needs groups in assisted projects;
- Pre-construction technical assistance; and

- Technical assistance, design, consultation, administrative costs, and finance services for eligible non-profit, community, or neighborhood-based organizations.

#### *Financing Options for Local Governments*

In addition to federal and state programs, there are a number of housing finance mechanisms of which the County could take advantage to promote the construction of affordable housing. Commerce's website provides an excellent index of these programs. Among the local government options are:

- General Obligation Bonds for Housing

The County could issue general obligation bonds for public purposes, which include the provision of housing for households at or below 80 percent of the area's median income. Bonds can be issued with or without voter approval. Voter-approved bonds are "unlimited" general obligation bonds, and bonds issued without voter approval are "limited" or "councilmanic" bonds.

Voter-approved bonds must be approved by 60 percent of those voting in the bond election and they must represent 40 percent of the voter turnout in the last general election in the jurisdiction. Councilmanic bonds can be issued only if the total debt of the jurisdiction does not exceed 75 percent of the jurisdiction's total assessed property value. No combination of voter-approved and councilmanic debt can exceed 2.5 percent of the total assessed value of all taxable property in the jurisdiction. Bond funds are limited to providing the capital costs of projects.

- Special Purpose Property Tax Levy

A document recording fee is collected during real estate transactions that are deposited into a Special Fund administered by the County to support low income house. These funds are used by the local housing authority to purchase property and construct new low income housing.

- Document Recording Fees to Support Low Income Housing

The County can increase regular property taxes for special purposes, including low-income housing, for a specific time period subject to voter approval. No minimum voter turnout is required and the measure can pass with a simple majority vote. Levies can provide housing at an overall lower cost than bonds because there are no issuance costs or repayment of principal and interest. Levy funds can also be used for a broader set of purposes than can bonds, including operating and administrative costs. These funds are one of the most flexible local resources for housing. Programs can be designed to address local needs. Levy funds qualify as matching funds for all state and federal housing programs.

#### **4.6.5 GROUP CARE AND FOSTER CARE FACILITIES**

The GMA requires that the housing element of the comprehensive plan address special housing needs, such as group care homes and foster care facilities. In 2009, Pacific County had no group care homes, but provided 16 active foster care homes with a combined 36 bed capacity. Nine of

the foster homes are located in unincorporated areas. In 2009, there were two convalescent homes with a combined capacity of 152 persons. These facilities are located in Long Beach and Raymond. In addition, there are seven licensed adult family homes, each with a one to six bed capacity, a 36 unit assisted living complex in the South Bend area and a 40 unit assisted living complex in the Klipsan area.

Representatives from the child services division of the Washington State Department of Social and Health Services report a need for additional facilities in Pacific County. The adult service representative reports that convalescent facilities are adequate to meet demand at this time. The County's current zoning ordinance makes provisions for convalescent, nursing and group homes in a variety of land use districts either through a special use permitting process or a conditional use permitting process.

#### **4.6.6 HOUSING NEEDS STATEMENT**

The County has determined that there is a need for housing for people of all income levels. In addition, it has been determined that much of the housing stock is in need of rehabilitation. The County, however, is not in a position to commit significant finances resources of the County to address housing needs.

#### **4.7 GOALS AND POLICIES**

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of these individual areas and the cities have been combined as presented below. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County.

**Goal H-1: Enough housing should be available to meet the housing needs of the existing and projected population, including rental and purchase opportunities for all income levels.**

**Policy H-1.1:** Land use restrictions should allow government-assisted housing, housing for low-income families, single family housing, manufactured housing, and residential care facilities in some areas of the County.

**Policy H-1.2:** Residential land development regulations should be evaluated to encourage a variety of housing densities and types. Within rural areas, a variety of residential development types and housing mixtures should be available, such as detached single family housing, cluster housing, duplexes, and a residence in conjunction with commercial uses within rural areas of more intense development.



**Policy H-1.3:** Local development standards and regulations should be periodically evaluated to determine the effects on housing costs. Development regulations which unnecessarily add to housing costs should be modified. The following are strategies for consideration.

- Review regulations to find those that cause excessive costs and determine if they can be revised, replaced, or eliminated.
- Make regulations and permit processing more predictable, to remove some uncertainty for both builders and lenders.

**Policy H-1.4:** The County should encourage the cities to accommodate low- and moderate-income families, recognizing that affordable housing is best located within urban areas due to the greater accessibility to transportation systems, jobs, support services, shopping, and businesses.

**Goal H-2:** New development should further the County's goal to maintain the rural quality of life for county residents.

**Goal H-3:** The provision of housing in a wide range of costs, with emphasis on housing units for low- and moderate-income households, should be encouraged.

**Goal H-4:** The provision of housing for the special needs populations in the County should be encouraged.

**Policy H-4.1:** Residential care facilities (such as group homes) should be allowed in some residential areas following public review via a conditional use permit that considers the adequacy of public services, parking, and impacts on adjacent properties. Occupancy and staffing levels should be compatible with the surrounding density and the availability of transportation and services.

**Policy H-4.2:** Any proposed County housing programs/assistance should be financed through federal, state, or private sources rather than from funds raised through local taxes. The County is not in a position to commit significant financial resources to address housing needs.

**Goal H-5:** The structural integrity of the existing housing stock should be preserved to the extent practicable.

**Policy H-5.1:** Existing housing stock in the County should be conserved through code enforcement, appropriate zoning, and the possible

participation in federal, state and regional rehabilitation programs.

**Goal H-6:**     **Affordable single and multi-family housing should be provided in urbanizing areas.**

**Policy H-6.1:**     The County should encourage the cities to provide for affordable low and moderate income single- and multi-family housing within UGA's.

## 5.1 INTRODUCTION

A safe and efficient transportation system for the movement of people and goods is needed to support existing and future development. The purpose of this plan element is to identify the types, location and extent of existing and proposed transportation facilities and services (air, water and land including transit systems, pedestrian and bicycle uses).

## 5.2 RELATIONSHIP OF TRANSPORTATION ELEMENT TO OTHER PLANS

### 5.2.1 Growth Management Act

This transportation element has been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA) to address transportation needs in Pacific County. It represents the county's policy plan for the next 20 years and specifically considers the location and condition of the existing traffic circulation system, the projected transportation needs, and plans for addressing future transportation needs while maintaining established level of service standards. According to the GMA this element must include:

- Land use assumptions used in estimating travel;
- An overview of facilities and service needs;
- An analysis of funding capability and a multi-year financing plan to fund the needed improvements;
- Intergovernmental coordination efforts; and,
- Demand-management strategies.

### 5.2.2 County-Wide Planning Policies

In addition to the GMA, comprehensive plans should be consistent with adopted county-wide policies. Policies developed for county-wide transportation facilities include:

#### *Policy #3, Transportation Facilities and Strategies.*

- A County-wide transportation plan should be developed pursuant to the GMA that is consistent with the land use element of the comprehensive plan.
- Transportation development and improvements should be concurrent with future commercial, residential and other land use development.
- The County-wide transportation planning effort should produce a methodology to evaluate the impact of development proposals and to identify necessary transportation improvements.
- County-wide transportation facility standards should be established by the county.
- A County-wide transportation needs assessment should be an element of the six-year transportation plan.

- The finance element of the transportation plan should show the ability of the county to fund existing and proposed transportation improvements in the unincorporated areas of the county.
- The County should strive through transportation system management strategies to optimize the use and maintenance of existing roads in order to minimize the construction costs and impacts associated with roadway facility expansion.
- The County should establish consistent roadway standards, level of service standards and methodologies, and functional classification schemes to ensure consistency throughout the county.
- State, regional or County facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.
- The County should seek to foster a transportation system which is planned, balanced and compatible with land use densities so that adequate mobility and movement of goods and people can be maintained.
- The County should ensure that any transportation planning undertaken in the Pacific County Comprehensive Plan is consistent with current emergency management efforts in planning for emergency earthquake and tsunami evacuation routes.

### **5.3 LEVEL OF SERVICE AND CONCURRENCY**

This element contains Pacific County's plan to provide specified levels of transportation service in a timely manner. The level of service (LOS) standards that are adopted in this plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. The 1985 Highway Capacity Manual, together with the Southwest Washington Regional Transportation Planning Organization (RTPO) Level of Service standards, is used in this plan. The level of service standards for transit facilities have been linked to the level of service standards for the street system. These standards provide measurable criteria to judge the adequacy of roadway service provision.

The process of establishing level of service standards requires the county to make quality of service decisions explicit. As specified in the GMA, new developments will be prohibited unless transportation improvements to accommodate the impacts of development or funding strategies for such improvements are made concurrent with the development or will be financially planned to be in place within six years.

### **5.4 INVENTORY OF THE TRANSPORTATION SYSTEM**

#### **5.4.1 State Highways**

The Washington State Department of Transportation (DOT) is responsible for maintenance of the following state highways through Pacific County:

- SR 4 - traverses along the northern edge of the Columbia River, then traverses east through Naselle and into Wahkiakum County before terminating in Kelso.
- SR 6 - traverses east from the City of Raymond, through the Willapa Valley. It passes through the communities of Menlo, Lebam and Frances before leaving the county heading east to Chehalis.
- SR 100 - provides access from Ilwaco to Cape Disappointment State Park and the U.S. Coast Guard Station.
- SR 101 - provides primary access through the County, traversing from Grays Harbor County in the north, through the cities of Raymond and South Bend, then south along the east shore of Willapa Bay to Seaview, Long Beach and Ilwaco. SR 101 continues south along the north shore of the Columbia River through Chinook to Megler, where it crosses the Columbia River into Astoria, Oregon.
- SR 103 - provides access to the Long Beach Peninsula. The highway traverses north from the community of Seaview, through the City of Long Beach, terminating in Ocean Park.
- SR 105 - enters Pacific County in Grayland, providing access to North Cove and Tokeland before terminating at the City of Raymond.
- SR 401 - connects the Megler area at the Washington/Oregon border to SR 4 at the community of Naselle.

#### **5.4.2 County Roads and Functional Classifications**

With the exception of state highways, and city streets within the incorporated cities of Ilwaco, Long Beach, Raymond, and South Bend, all other roads within the County are maintained by Pacific County or are private, unmaintained roads. Three functional classifications of roadways exist within the county: arterial, major collectors, and minor collectors. An arterial road is a relatively continuous roadway with relatively high traffic volumes, long average trip lengths, and high operating speed. A collector road is a roadway that serves travel of intra-county rather than statewide importance and includes those routes where predominant travel distances are shorter than on arterial routes. Figures 5-1 and 5-2 show the principal arterial and major collector roadways in the County.

Roadways within Pacific County should be designated according to the standards within *A Policy on Geometric Design of Highways and Streets*, published by the American Association of State Highway and Transportation Officials (current edition), and the guidelines of the Washington State Department of Transportation as mandated by RCW 47.05.021.

#### **5.4.3 Public Transportation**

Bus service in Pacific County was initiated in January 1980 and is provided by the Pacific Transit System. The system provides service along several fixed routes throughout the County. Weekday service is also provided to Astoria Oregon, and to Aberdeen in Grays Harbor County.

Demand response service (Dial-A-Ride) is provided to disabled persons and to persons not having easy access to fixed route services.

#### **5.4.4 Pedestrian/Bicycle Trails**

The Burlington Northern Railroad Company provided service between Chehalis and the Raymond/South Bend area for 100 years. In June of 1993, these commercial rail operations ceased. The Washington State Parks and Recreation Commission currently own the rail corridor, and the proposed use is a non-motorized trail. The corridor is approximately 56 miles long and averages approximately 100 feet in width. The corridor follows the Willapa River and SR 6 as it descends from Pluvius in eastern Pacific County passing through the small rural communities of Frances, Lebam and Menlo, through the City of Raymond and then terminating in the City of South Bend. A pedestrian bicycle trail was constructed in the dunal area from the City of Long Beach to the City of Ilwaco while the first phase of the Ocean to Bay Trail was constructed along Bay Avenue in Ocean Park. Maintenance on the dune trail is provided by the City of Long Beach, the City of Ilwaco and State Parks. Shoulder bike lanes are currently provided on only a few of the County arterial roads due to insufficient road shoulder widths. The construction and use of multi-purpose trails and bike lanes should be encouraged whenever possible.

#### **5.4.5 Air**

There are two port owned airports within Pacific County. These are the Port of Ilwaco Airport and the Port of Willapa Harbor Airport. Both facilities provide limited general aviation services and are capable of accommodating small aircraft only. No commercial air service exists to the county. The Astoria Regional Airport, owned by the Port of Astoria, Oregon is located approximately 20 miles southwest of Naselle. It provides general aviation services on its two paved, lighted runways with instrument navigation equipment. Commercial airlines currently provide intermittent passenger service between the Astoria Regional Airport and Portland International Airport.

#### **5.4.6 Water**

With the large amount of river frontage and associated harbors in the county, waterways formed an important facet of transportation in the past. While ships no longer handle freight and passengers on a scheduled basis, waterfront commerce such as commercial fishing remains important on a non-scheduled basis. There are ocean going vessels, barges, and fishing boats regularly at the Ports of Chinook, Ilwaco, Peninsula, and Willapa Harbor. In addition, the Ports of Longview, Kalama, and Vancouver in Washington, and the Ports of Portland, St. Helens and Astoria in Oregon depend on deep draft navigation provided along the Columbia River.

### **5.5 CAPACITY AND NEEDS ASSESSMENT**

#### **5.5.1 Adopted Standards**

The GMA requires that level of service (LOS) standards be adopted for all major routes to serve as a gauge to judge performance of the transportation system. Level of service is an estimate of

the quality and efficiency of facilities and services provided. It is a measure that describes the operational conditions on roadways and transit systems.

The County has adopted Level of Service standard A through F as the minimum criteria for the quality of service provided at peak hours and for the average daily conditions for roadway segments on all arterials and collectors. The standard is based on the ratio of volume (V) to capacity (C) as follows:

**LOS A:         $V/C < 0.60$**

Primarily free-flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delays at intersections are minimal.

**LOS B:         $0.60 < V/C < 0.70$**

Reasonably unimpeded stable traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tensions.

**LOS C:         $0.70 < V/C < 0.80$**

Stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists will experience appreciable tension while driving.

**LOS D:         $0.80 < V/C < 0.90$**

Small increases in traffic flow may cause substantial increases in approach delays and, hence, decreases in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. High-density traffic restricts maneuverability.

**LOS E:         $0.90 < V/C < 1.0$**

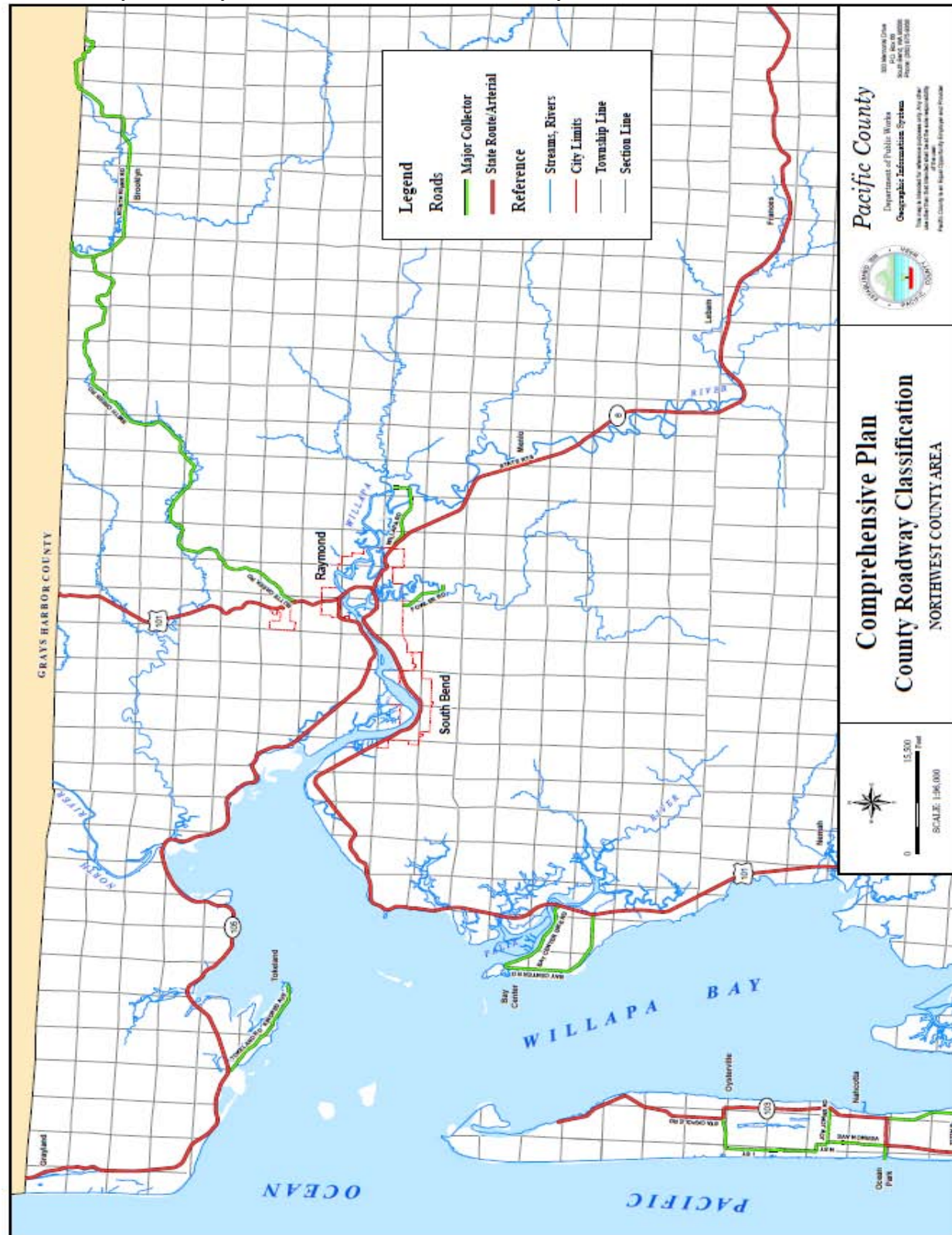
Unstable traffic flow. Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination of adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing. Considerable delay, volume at or near capacity. Freedom to maneuver is extremely difficult.

Figure 5-1  
County Roadway Classification, Long Beach Peninsula Area





Figure 5-2  
County Roadway Classification, Northwest County Area



**LOS F:       $V/C > 1.0$**

Traffic flow operations at extremely low speeds. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse signal progression is frequently a contributor to this condition. Very low speeds, volumes exceed capacity, long delays.

Both the Southwest Washington Regional Transportation Planning Organization (RTPO) and Pacific County have adopted the level of service standards shown below.

- LOS C    Roads in rural areas.
- LOS D    Roads within city limits.

### **5.5.2 Existing Level of Service**

#### Capacity

The capacity (C) of Pacific County's streets can be estimated from DOT tables that present general capacities of different types of roads. The capacity of Pacific County's arterial and collectors can be derived from Table 5-1 below, under the headings "Undivided Arterial, 2 or 4 lane" and "Collector, 2 lane undivided." These capacity values represent peak hour conditions for the County roadways.

These capacity values are then converted to total daily "carrying-capacity" of roadway segments. The carrying capacity can be derived by increasing the peak hour capacities in Table 5-1 by a factor of 10. The resulting average daily traffic (ADT) volume capacities are commonly used in evaluating roadway segment deficiencies and operational conditions of rural arterials and collectors. Typically, the peak hour capacity values (Table 5-1) are used in assessing intersection operations and signal system analyses for higher volume locations, which are more common in the urban areas.

For the purposes of this study, ADT capacity values will be used to evaluate level of service conditions for the arterial and collector roadways in the County, and segments of the state highway system. Table 5-2 shows the potential capacity of the primary roadways in the County. In evaluating the calculated volume/capacity ratios for each roadway, LOS C will be used as the threshold ( $V/C$  ratio between 0.70-0.80) in determining capacity deficiencies and operational conditions.

#### Volume

Traffic volume counts for County roads were provided by the Pacific County Department of Public Works. The traffic counts, taken from the July 2009 Pacific County Road Log, represent average daily traffic (ADT) volumes on selected portions of county roadways. Most of the traffic counts have been updated since the 1998 Plan was adopted and are fairly representative of traffic conditions experienced under 2009 conditions. In fact, many of the traffic counts have declined since 1996 which is probably the result of utilizing better counting methodology and/or equipment.

**TABLE 5-1**  
**GENERAL HIGHWAY PEAK HOUR CAPACITIES<sup>1</sup>**

Type of Facility	Level of Service				
	A	B	C	D	E
Undivided Arterial, 2 lane	470	790	1,180	1,420	1,570
Undivided Arterial, 4 lane	820	1,360	2,040	2,450	2,720
Collector, 2 lane undivided	390	650	970	1,170	1,290
Collector, 2 lane divided	510	850	1,270	1,520	1,690
Bridge/Causeway, 2 lane	660	1,090	1,640	2,050	2,460
Rural Highway, 2 lane	800	1,330	1,990	2,390	2,650

<sup>1</sup> Peak Hour Capacity typically represents ten percent of the Daily Traffic Volume Capacity.

These estimated traffic volumes will be used as the 2009 base year condition in evaluating present traffic operations and current capacities of the county roadways. However, it should be noted that the calculated LOS and V/C ratios for the 2009 base-year will be an estimated measure of traffic flow and may not accurately depict existing conditions for some of the primary roadway segments. Therefore, implementing a comprehensive traffic count program is recommended to create a current database of traffic volumes and usage on the county roadway system.

Traffic volumes (ADTs) for State Routes within Pacific County are from the Washington State Department of Transportation 2008 Annual Traffic Report. These volumes were used as 2009 base-year conditions for the purposes of this study.

#### Existing Level of Service - 2009

Based on the V/C calculation shown in Table 5-2, all of Pacific County's arterials and collectors presently operate at an acceptable LOS A condition. The results of the V/C calculations for the state highway routes, as presented in Table 5-3, indicate that each of the primary highway segments will also operate at an acceptable LOS A or better for 2030 conditions. This indicates that existing roadways have sufficient capacity for the current traffic demand.

The LOS analysis is based on average annual traffic conditions and does not reflect the peak traffic fluctuations observed during summer months on the coastal highway corridors. Seasonal peak conditions are addressed in Section 5.5.4 below.

While the analysis indicates that all roadways have sufficient capacity for current traffic levels, other conditions exist that require facility improvements. Types of improvements include pavement overlays, shoulder widening, installation of guardrail, bridge replacements, alignment modifications and other safety enhancements. These types of improvements are identified on the County's Six Year Transportation Improvement Program (TIP).

### **5.5.3 Forecast of Traffic**

#### Volume

To estimate traffic volumes that will occur in the year 2030, the base condition traffic volumes

were increased using anticipated growth rates that reflect future usage of County and state roadways. The growth rates are based on population forecasts developed for the various regions of the County as presented in Section 2, Land Use and Rural Areas. The Long Beach Peninsula area is expected to receive the highest traffic growth rate in the County. Figures 5-3 and 5-4 show both current and forecast ADTs for the major County and state roadway segments.

#### Forecast Level of Service - 2030

Based on the traffic estimates made for the year 2030, and as shown in Table 5-4, the majority of County roadways will continue to operate at an acceptable LOS A condition. It is projected that Vernon Avenue will continue to operate at an acceptable LOS A/B condition. The results of the LOS analysis for the State Routes, as shown in Table 5-5, indicate that most roadways in the County are expected to remain at an acceptable LOS. As noted above, the results of this analysis reflect average annual traffic conditions and do not depict the seasonal peak conditions experienced on the State Highway routes.

#### **5.5.4 Seasonal Peak Traffic Conditions**

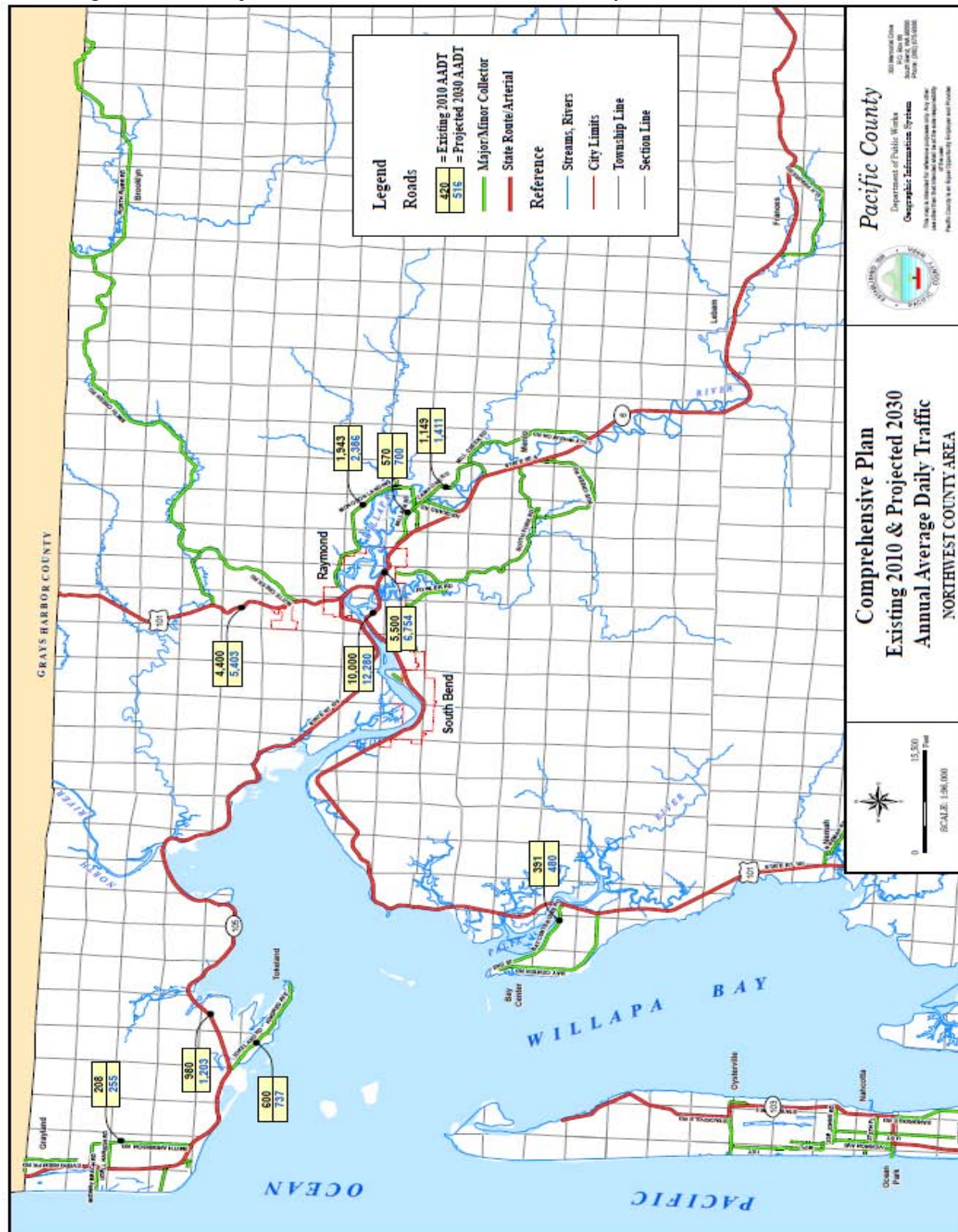
The Long Beach Peninsula area is heavily influenced by summer tourist travel, as are some other portions of Pacific County. During the peak summer months, traffic volumes near Long Beach are typically 20 to 30 percent higher than the annual average volumes used for the previous analysis. If a seasonal peak traffic volume adjustment is used, the V/C calculations indicate that during peak summer months, some roadways will be over capacity in the year 2030. Table 5-6 shows the V/C and Level of Service for selected roadways during peak summer usage.

The LOS results shown in Table 5-6 indicates that, during peak traffic conditions in the Long Beach Peninsula area, service levels will reach unacceptable conditions. It is predicted that such conditions would occur between July and September when summer tourism and travel is highest. Even though peak summer traffic conditions are not typically used as the threshold for determining system improvements, corridor improvements to the Long Beach Peninsula may be warranted.

Figure 5-3  
Existing 2010 and Projected 2030 AADT, Long Beach Peninsula Area







**TABLE 5-2**  
**PACIFIC COUNTY ROADS**  
**1996 & 2009 LEVELS OF SERVICE**

Major Collector	Vicinity	1996 AADT <sup>1</sup>	2009 AADT <sup>2</sup>	Capacity	V/C	LOS
Sid Snyder Drive	Long Beach	380	1902	11,700	0.16	A
Pioneer Road	Long Beach	1000	1090	12,900	0.08	A
Cranberry Road	Pacific Beach	600	573	12,900	0.04	A
227th Place	Klipsan Beach	1250	687	11,700	0.06	A
Bay Avenue	Ocean Park	1850	1105	12,900	0.08	A
Joe Johns Road	Ocean Park	2700	650	12,900	0.05	A
295th Street	Ocean Park	1250	1250	11,700	0.11	A
Vernon Avenue	Ocean Park	5260	4574	12,900	0.35	A
Oysterville Road	Oysterville	280	420	11,700	0.04	A
Sandridge Road	Peninsula	1910	2794	12,900	0.22	A
Bay Center Dike Road	Bay Center	760	391	11,700	0.03	A
Knappton Road	Naselle	980	198	11,700	0.02	A
N. Nemah Road	Nemah River	750	312	11,700	0.26	A
School Street	Willapa	570	570	11,700	0.05	A
Camp One Road	Willapa	620	1149	11,700	0.10	A
Monohan Landing Rd	Raymond	960	1943	11,700	0.17	A
Lindgren Road	North Cove	380	256	11,700	0.02	A
Smith Andersen Road	North Cove	270	208	11,700	0.18	A
Tokeland Road	Tokeland	1740	600	11,700	0.05	A

<sup>1</sup> AADT equals Average Annual Daily Traffic

<sup>2</sup> 2009 numbers represent traffic counts completed since the 1998 Comprehensive Plan was adopted. Where the AADT is identical to the 1996 AADT, an updated count has not occurred since 1996.

**TABLE 5-3  
STATE ROUTES  
2008 LEVELS OF SERVICE**

<b>State Route</b>	<b>Mile Post</b>	<b>Vicinity</b>	<b>AADT<sup>1</sup></b>	<b>Capacity</b>	<b>V/C</b>	<b>LOS</b>
SR 4	0.06	After SR 101	1200	15,700	0.08	A
	4.75	Before SR 401	1800	15,700	0.11	A
	4.75	After SR 401	2600	15,700	0.17	A
	8.54	County Line	1800	15,700	0.11	A
SR 6	0.00	After SR 101	5500	15,700	0.35	A
SR 100	0.06	After 2nd Ave. SW	990	15,700	0.06	A
	2.97	After Fort Canby SP Spur	740	15,700	0.05	A
SR 101	0.00	Oregon State Line	6800	15,700	0.43	A
	9.43	After Alt. SR 101	2900	15,700	0.18	A
	13.38	Before SR 103	4900	15,700	0.31	A
	13.38	After SR 103	2700	15,700	0.17	A
	58.48	Before SR 6	10000	27,200	0.37	A
	58.48	After SR 6	12000	27,200	0.44	A
	63.12	Before Smith Creek Road	4400	15,700	0.28	A
SR 103	0.00	After SR 101	7300	15,700	0.46	A
	1.02	Before 10th Street	7800	15,700	0.50	A
	11.09	Before Vernon/Bay	3900	15,700	0.25	A
	13.34	After Joe John's Road	930	15,700	0.06	A
SR 105	18.60	Before Tokeland Road	980	15,700	0.06	A
SR 401	0.00	After SR 101	2200	15,700	0.14	A
	11.27	After So. Valley Road	2500	15,700	0.16	A
	12.13	Before SR 4	2800	15,700	0.18	A

<sup>1</sup>AADT equals Average Annual Daily Traffic



**TABLE 5-4**  
**PACIFIC COUNTY ROADS**  
**PROJECTED 2030 LEVELS OF SERVICE**

Major Collector	Vicinity	2009 AADT <sup>1</sup>	2030 AADT <sup>2</sup>	Capacity	V/C	LOS
Sid Snyder Drive	Long Beach	1902	2336	11,700	0.20	A
Pioneer Road	Long Beach	1090	1339	12,900	0.10	A
Cranberry Road	Pacific Beach	573	703	12,900	0.05	A
227th Place	Klipsan Beach	687	844	11,700	0.07	A
Bay Avenue	Ocean Park	1105	1357	12,900	0.11	A
Joe Johns Road	Ocean Park	650	798	12,900	0.06	A
295th Street	Ocean Park	1250	1535	11,700	0.13	A
Vernon Avenue	Ocean Park	4574	5617	12,900	0.44	B
Oysterville Road	Oysterville	420	516	11,700	0.04	A
Sandridge Road	Peninsula	2794	3431	12,900	0.27	A
Bay Center Dike Road	Bay Center	391	480	11,700	0.04	A
Knappton Road	Naselle	198	243	11,700	0.02	A
N. Nemah Road	Nemah River	312	383	11,700	0.03	A
School Street	Willapa	570	700	11,700	0.06	A
Camp One Road	Willapa	1149	1411	11,700	0.12	A
Monohan Landing Rd	Raymond	1943	2386	11,700	0.20	A
Lindgren Road	North Cove	256	314	11,700	0.03	A
Smith Andersen Road	North Cove	208	255	11,700	0.02	A
Tokeland Road	Tokeland	600	737	11,700	0.06	A

<sup>1</sup> AADT equals Average Annual Daily Traffic.

<sup>2</sup> 2009 number represents work completed since the 1998 Plan adoption. These AADT numbers are derived from actual counts conducted since 1996. Where the AADT is identical to the 1996 AADT, an updated count was not taken.

**TABLE 5-5  
STATE ROUTES  
PROJECTED 2030 LEVELS OF SERVICE**

<b>State Route</b>	<b>Mile Post</b>	<b>Vicinity</b>	<b>AADT<sup>1</sup></b>	<b>Capacity</b>	<b>V/C</b>	<b>LOS</b>
SR 4	0.06	After SR 101	1474	15,700	0.15	A
	4.75	Before SR 401	2210	15,700	0.21	A
	4.75	After SR 401	3193	15,700	0.36	A
	8.54	County Line	2210	15,700	0.19	A
SR 6	0.00	After SR 101	6754	15,700	0.56	A
SR 100	0.06	After 2nd Ave. SW	1216	15,700	0.10	A
	2.97	After Fort Canby SP Spur	909	15,700	0.10	A
SR 101	0.00	Oregon State Line	8350	15,700	0.54	A
	9.43	After Alt SR101	3561	15,700	0.27	A
	13.38	Before SR 103	6017	15,700	0.38	A
	13.38	After SR 103	3316	15,700	0.21	A
	58.48	Before SR 6	12280	27,200	0.45	A
	58.48	After SR 6	14736	27,200	0.54	B
	63.12	Before Smith Creek Road	5403	15,700	0.34	A
SR 103	0.00	After SR 101	8964	15,700	0.57	B
	1.02	Before 10th Street	9578	15,700	0.61	B
	11.09	Before Vernon/Bay	4789	15,700	0.31	A
	13.34	After Joe John's Road	1142	15,700	0.07	A
SR 105	18.60	Before Tokeland Road	1203	15,700	0.08	A
SR 401	0.00	After SR 101	2702	15,700	0.17	A
	11.27	After So. Valley Road	3070	15,700	0.20	A
	12.13	Before SR 4	3438	15,700	0.22	A

<sup>1</sup>AADT equals Average Annual Daily Traffic

**TABLE 5-6**  
**PROJECTED 2030 PEAK SUMMER LEVEL OF SERVICE (WEEKEND)**

Roadway	Vicinity	Summer Peak ADT <sup>1</sup>	Capacity	V/C	LOS
SR 103	Before 10 <sup>th</sup> St.	12,451	15,700	0.79	C
SR 101	Before SR 6	15,964	27,200	0.59	C
Vernon Avenue	Near SR 103	5,617	12,900	0.57	C

<sup>1</sup> Assume 30% increase over 2030 numbers in Table 5-5.

Further study is required to determine the extent of improvements needed on state highways and County roadways. The preparation of a comprehensive “Long Beach Peninsula Area Transportation Study” is recommended to evaluate specific areas of traffic congestion, intersection operations, travel delays and emergency evacuation routes due to the County’s proximity to the Tsunami Inundation Zone. A study will need to be a joint effort between all affected jurisdictions including Pacific County, WSDOT, and the Cities of Long Beach and Ilwaco. The results of the study will enable each jurisdiction to plan roadway and intersection improvements, determine locations of potential new roadway links, identify potential emergency evacuation routes and equipment staging areas, and develop an implementation strategy to construct the improvements.

## 5.6 FINANCIAL PLAN FOR TRANSPORTATION IMPROVEMENTS

Table 5-7 shows the planned transportation improvements within Pacific County for the next six years. As Tables 5-2 and 5-4 indicate, no improvements are needed in order to continue providing the adopted level of service on Pacific County's major roads. Even so, the county remains committed to providing the best transportation system within funding capabilities for its citizens. While no capacity projects are proposed, safety and preservation projects are necessary. The various project types, safety, preservation, or capacity, are defined below.

- Safety improvements reflect current road safety standards applied by county engineers. The projects are for "spot" type improvements to improve safety. They include such things as guardrail, spot roadway alignments, channelization, and traffic signal installations.
- Preservation improvements are upgrades to the existing roadway system to address current design standards. These improvements do not generally add additional lanes except at select intersections. The needed improvements provide greater lane width, improve roadway curves, or load carrying capacity. They may include safety features and add paved shoulders for multiple uses. Separate facilities may also be provided for pedestrians and bicycles.
- Capacity improvements provide new roads, new lanes, or other improvements that provide greater traffic carrying capacity of existing roads to meet the needs of new growth.

The proposed projects include those that could receive matching funds from state and federal grant programs, for which there is considerable competition and limited grant funding. In

addition to the availability of grant funds, there is the question of difference in priority between the county and the granting agency. It is not unusual for the County's second choice project to be the first choice of the granting agency. Because of this, the County typically submits more projects than there is a likelihood of receiving grant funding. This Transportation Improvement Plan, particularly in the later years, reflects more projects than are anticipated to be grant funded. To compensate for not receiving grants, or a lower percentage of grant participation than anticipated, and for emergencies or unanticipated safety upgrades not specifically listed by name in the plan, a "working reserve" fund balance is desired to be maintained in the County Road Fund.

If the County is faced with transportation funding shortfalls, any combination of the following strategies should be used to balance revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service. This could involve instituting measures to slow or direct population growth or development, for example, developing only in areas served by facilities with available capacity until funding is available for other areas, or by changing project timing and phasing.
- Revise the Comprehensive Plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.

**TABLE 5-7**  
**PLANNED COUNTY TRANSPORTATION IMPROVEMENTS**

Year of Construction	Project Name	Milepost		Cost	Funding Source
		From	To		
2011	Butte Creek Road	1.32	3.16	\$1,300,00	CRF, STP
2011	Smith Creek Road	5.80	6.83	\$1,505,00	CRF, RAP
2011	Falls River Bridge	2.47		\$675,000	CRF,
2011	Willapa Road	4.06	5.04	\$975,000	CRF, RAP
2011	Camp One Road	3.36	3.87	\$1,000,00	CRF
2011	Monohon Landing	0.28	0.85	\$1,700,00	CRF, RAP
2012	Niawiakum Bridge	7.65		\$2,500,00	CRF,
2012	Parpala Road	2.30	2.46	\$800,000	CRF
2013	Rue Creek Road	2.01	3.36	\$1,500,00	CRF, RAP
2013	Davis Creek Bridge	1.55		\$1,275,00	CRF,
2013	U Street	1.79	3.13	\$900,000	CRF, STP
2013	Pioneer Road	0.00	1.02	\$500,000	CRF
2013	Smith Creek Road	13.72	14.75	\$500,000	CRF, STP
2014	Smith Creek Road	12.72	13.72	\$500,000	CRF, STP
2014	County Line Bridge	2.30		\$4,000,00	CRF,
2014	Heckard Road	0.00	1.02	\$875,000	CRF, RAP
2014	Sandridge Road	0.16	0.99	\$900,000	CRF, STP
2014	Joe Johns Road	0.00	0.96	\$350,000	CRF
2014	Tokeland Road	0.00	2.99	\$1,500,00	CRF, STP
2015	Heckard Bridge Rehabilitation	0.79		\$500,000	CRF,
2015	67 <sup>th</sup> /68 <sup>th</sup> Extension	0.00	0.00	\$500,000	CRF
2015	Campbell Bridge			\$1,000,00	CRF,
2015	South Valley Road	0.00	1.93	\$1,500,00	CRF, STP
2015	Cranberry Road	0.00	1.40	\$500,000	CRF
2015	Oldani Road	0.00	0.65	\$200,000	CRF,
2015	Udell Hansen Road	0.00	0.73	\$950,000	CRF
2015	Miscellaneous Safety Enhancement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF

Funding Legend:	CRF	County Road Fund	STP	Surface Transportation Program
	BROS	Bridge Replacement Off System	RAP	Rural Arterial Preservation
	P&T	Paths and Trails Fund	FHWA	Federal Highway Administration

## 5.7 GOALS AND POLICIES

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and

by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of these individual regions and cities have been combined and refined as presented below. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County.

**Goal T-1: The transportation system should complement the land use and rural areas element of the Pacific County Comprehensive Plan.**

*Policy T-1.1:* Land use decisions regarding types and levels of development intensity should determine the types and levels of transportation facilities to be provided within the unincorporated County. Land use and transportation goals and decisions should be integrated with one another and coordinated with adjacent jurisdictions.

*Policy T-1.2:* Future land use projections based on the population projections within the Comprehensive Plan should be used to determine the need for additional rights-of-way corridors and other improvements.

*Policy T-1.3:* Where roadway construction or improvement which serves designated land use intensities is not feasible, such land use designations or the level of service should be reviewed.

**Goal T-2: The transportation system should be coordinated with neighboring cities and other transportation providers.**

*Policy T-2.1:* The County should coordinate with other jurisdictions, including the Pacific Transit System, to plan, fund, and implement multi-jurisdictional projects necessary to meet shared transportation needs (including right-of-way preservation and purchase). All efforts shall also ensure consistency with the Pacific Transit System's Comprehensive Plan.

**Goal T-3: The transportation system should promote safe and efficient access to land while maintaining the integrity of the arterial roadway system and limiting environmental impacts.**

*Policy T-3.1:* The County should adopt standards that limit access to present and planned future arterials; access should be channeled where possible to local or collector roadways connecting to arterials.

*Policy T-3.2:* Land development should have adequate access and circulation for public service vehicles.

*Policy T-3.3:* Compatible street and road standards should be maintained among Pacific County jurisdictions.

*Policy T-3.4:* The current beach access roads should be maintained.

**Goal T-4: The transportation system should provide mobility for all citizens regardless of age, handicap or income and should be encouraged as a means to promote additional tourism within Pacific County.**

***Policy T-4.1:*** Bicycle and pedestrian facilities should be promoted, wherever reasonable, to provide access between schools, recreation areas, business areas, public facilities and activity centers.

***Policy T-4.2:*** Bicycle and pedestrian trails should be promoted and developed, wherever possible, to ensure coordination among potential users.

***Policy T-4.3:*** Bicycle and pedestrian trails within the dunes should be designed and constructed to provide an alternative means of access for fire-fighting purposes and emergency access.

**Goal T-5: The transportation system should enhance the health, safety, and welfare of Pacific County citizens.**

***Policy T-5.1:*** Sufficient travel lane capacity should provide safe vehicular travel in major corridors.

***Policy T-5.2:*** Highways and roadways should be designed and maintained consistent with geometric and structural standards that reduce the risk of serious injuries and fatalities in the event of accident.

***Policy T-5.3:*** Traffic control devices, channelization, and appropriate signalization and signing should be utilized to improve the safety and operation of county roadways.

**Goal T-6: The costs of transportation improvements associated with new development should be within the County's funding capacity and equitably assigned to the developer and the County.**

***Policy T-6.1:*** New development should be prohibited unless 1) the transportation system can accommodate the impacts of development, 2) necessary transportation improvements occur simultaneously with the development, or 3) a funding strategy is in place to ensure that necessary transportation improvements will occur within 6 years.

***Policy T-6.2:*** The peak period volumes generated by such development should be used as the primary measurement in establishing the proportionate share of street improvement which a proponent will be required to assume.

***Policy T-6.3:*** Each phase of such development should be accompanied by a program to provide mitigation of off-site traffic impacts.

***Policy T-6.4:*** If the County is faced with transportation funding shortfalls, any combination of the following strategies should be used to balance revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes, regional cost sharing, or voluntary developer funds.
- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects to focus on those related to concurrency.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service. This could involve instituting measures to slow or re-direct population growth or development.
- Revise the Comprehensive Plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of transportation facilities that can be provided.

***Policy T-6.5:*** A "working reserve" fund balance should be maintained in the County Road Fund for emergencies, unanticipated safety upgrades, or similar County road needs.



**6.1 INTRODUCTION**

In order to comply with state laws, to maintain and improve public services to citizens, and to accommodate orderly growth, Pacific County anticipates a continued investment in its capital facilities over the next several years. Capital facilities include roads, bridges, sewers, parks and open spaces, drinking water, stormwater, and all the government buildings which house public services. To approach these projects in a coordinated and cost-effective way, the County has developed this capital facilities element.

This section provides an inventory of existing capital facilities and their condition, and establishes a timeline for meeting the county's capital facilities goals. In addition, this section discusses public services, such as police and fire protection, refuse collection, and the school system. County transportation facilities are summarized in this section but are addressed in more detail in the transportation element. Private utilities such as electricity, telephone, and telecommunications are addressed in the utilities element.

**6.2 RELATIONSHIP OF CAPITAL FACILITIES ELEMENT WITH OTHER PLANS****6.2.1 Growth Management Act Requirements**

This element was developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA), which requires that the capital facilities element consist of:

- an inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
- a forecast of the future needs for such capital facilities;
- the proposed locations and capacities of expanded or new capital facilities;
- at least a six-year plan that will finance such capital facilities within projected funding capacities, and clearly identifies sources of public funding for such purposes; and
- a reassessment of the land use element if probable funding falls short of meeting existing needs, and to ensure that the land use element, capital facilities plan element, and financing plan are coordinated and consistent.

**6.2.2 County-Wide Planning Policies**

The element is also developed to be consistent with the County-Wide Planning Policies. The policies address capital facilities as follows:

*Policy # 7 - Siting Public Capital Facilities.*

- The County should inventory existing public capital facilities and identify future facility

needs.

- Public facilities and services should be planned to maximize efficiency and cost effectiveness.
- The County should site capital facilities in a manner consistent with the Comprehensive Plan.
- When siting state and local public facilities, the county should consider land use compatibility, economic and environmental impacts, and public need.

*Policy #8 - Analysis of the Fiscal Impact.*

- The County should establish financing strategies for capital improvement projects that will minimize the financial cost to local residents.
- The financial impact of new development on capital facilities and services should be considered during the development application process.
- The developer should pay for the services, utilities, and facilities, which are necessary for self-contained developments.
- Local residents should not pay an unfair share of the cost of growth-related impacts and resulting public improvements.
- The desirability of imposing impact fees should be explored.

## **6.3 PLANNING ASSUMPTIONS**

### **6.3.1 Definition of Capital Improvement**

This capital facilities element is concerned with needed improvements which are of relatively large scale, are generally non-recurring, and which may require multi-year financing. For the purposes of this plan, a capital project is defined as an expenditure greater than \$10,000 for an item with a life span of at least three years.

### **6.3.2 What Facilities are in this Plan**

This plan includes two categories of public facilities: those provided by County government, and those provided by other public jurisdictions in Pacific County (excluding cities because their facilities are found in city growth management Comprehensive Plans). Pacific County is currently responsible for providing the following:

- Eklund Park limited sewage system (in conjunction with South Bend);
- Roads and related transportation facilities (located outside city limits);
- County government buildings;

- Parks and beach gap roads;
- Solid waste administration and recycling services; and
- Law enforcement services.

The facilities and services provided by other public jurisdictions are summarized in Section 6-10. These include the following:

- Individual water systems;
- Stormwater (Flood Control Zone District No. 1, supervised by Board of County Commissioners);
- Schools;
- Fire protection;
- Libraries;
- Sewer systems;
- Refuse and recycling services; and
- Hospitals.

These facilities are included in Pacific County's Capital Facilities Plan because the GMA requires that this section include public facilities owned by public entities. Inclusion of these public facilities and services provided by other entities does not imply approval by Pacific County of their adopted levels of service standards or plans. This plan includes the facilities of other public entities for information, only.

The County plan does not include capital facilities that the cities will provide for city residents. In some cases, the cities extend their services outside city limits, mainly sewer, water, and refuse collection to serve unincorporated urban growth areas. Those extended services will be found in the individual city comprehensive plans.

### **6.3.3 Assumptions**

Several assumptions described elsewhere in this plan are pertinent to the capital facilities element. The calculations throughout the remainder of this capital facilities element will rely upon the assumptions. This approach ensures that the capital facilities element is consistent with the land use element and provides an accurate estimate of the costs associated with implementing the plan. The assumptions are:

- As of 2009, there are currently 14,415 persons living in unincorporated areas of the County. The population of unincorporated Pacific County will increase to 17,702 by the year 2030.. The County will accommodate 3,287 new residents in the next twenty years.
- An average of 2.27 persons will live in each household.

## **6.4 WATER AND SEWAGE SYSTEMS**

### **6.4.1 Pacific County Policy**

It is Pacific County's policy not to directly serve rural areas with municipal-type sewer and water systems. An exception is made only where there are water quality or health problems from existing development. For this reason, this plan does not provide for systematic construction of rural sewer and water systems. The County currently has no County owned water systems, and operates only one sewage system (Eklund Park).

In the future, individual water and sewer systems in the rural area may experience failure. In those cases the County will work with local residents to plan, design, and construct sewer and water systems to solve these local problems. In some cases, solutions other than sewer and water systems may be appropriate. Given the number of small, private community water systems, the County may have to use its financial resources to assist local residents to identify and plan for needed improvements.

The Cities of Raymond and South Bend are currently in the process of regionalizing their respective sewer systems. The existing treatment plant in Raymond will be upgraded to accommodate waste from both cities. Waste from South Bend will be pumped to the new plant in Raymond while the treatment lagoons adjacent to the Willapa River will be removed. At this time there are no other plans for development of water systems or further development of sanitary sewage systems in any part of the County

### **6.4.2 Eklund Park Sewer System**

Eklund Park is an existing subdivision containing approximately 90 existing residential units. Eklund Park lies within the City of South Bend Urban Growth Area. The area was platted more than 100 years ago and contains a number of vacant lots with a development potential of approximately 20 - 25 additional residential units.

Existing residences receive domestic water supply service from the City of South Bend and, prior to the installation of municipal sewer, residences were using individual, on-site sewage systems discharging directly to surface water features (ditches) or directly to the Willapa River. In 1991, following a condition survey conducted by the Pacific County Department of Health, the Washington State Department of Health classified the area as a public health hazard. A moratorium was imposed by the County for all future development in the area until such time as a public sewage system was implemented.

The Pacific County Department of Community Development together with the Department of Public Works proceeded with a municipal sewer project for the area. A combination gravity and grinder pump collection system was constructed which conveys domestic sewage from all residences to a duplex, submersible pump station. Sewage is pumped via force main to the City of South Bend collection system. The sewage collected from the Eklund Park area is conveyed to the City of South Bend's wastewater treatment facility for final treatment and disposal.

In 1996, the Department of Public Works formed the Eklund Park Sanitary Sewer Utility. An

interlocal agreement was developed between the City of South Bend and the Utility for treatment and disposal of sewage received from Eklund Park, for operation and maintenance of the Utility by the City, and for administration and billing for service. The system was completed and available for use in summer 1997.

#### **6.4.3 Planned Improvements**

At this time there are no planned improvements to the Eklund Park Sanitary Sewer System, although it is anticipated that new service connections will be added from time to time. The cost of such additional connections will be borne by the private party requesting service.

#### **6.4.4 Lebam Water System**

The Lebam Water System (WSDOH ID #AA361G) was developed by Pacific County throughout 2002 and 2003 and began supplying water to many residents in the unincorporated community of Lebam in November of 2003. The community is located along State Route 6 approximately 14 miles east of the intersection of SR 101 and SR 6 in the City of Raymond. The System was turned over to Public Utility District No. 2 of Pacific County in February of 2004. As of the end of 2004, the System served fifty (50) residential and seven (7) commercial accounts. The System at that time included two wells, a 35,000 gallon above ground storage tank, and just over two (2) miles of distribution piping, much of which was new.

An old spring source was secured from the Willapa Valley School District as a backup supply in late 2005 and a third well installed and put online in the summer of 2007. The System, with the addition of this new well, has nearly three (3) miles of distribution piping as of the end of 2009. There are currently fifty-three (53) residential and six (6) commercial accounts served by the Lebam Water System. The System is approved for 71 connections.

There are no additional planned improvements scheduled for the Lebam Water System in the near future. It is anticipated, however, that new service connections will be added from time to time. The cost of any new connections will be paid for by the party requesting water service.

#### **6.4.5 Wilson Point Water System**

The Wilson Point Water System is currently owned by Harbor Rock, Inc. The System serves approximately forty (40) residential accounts located along the west side of State Route 101 bordered by the Niawiakum and Bone Rivers, and Willapa Bay.

Operation and maintenance of this System has been contracted to Public Utility District No. 2 of Pacific County since October of 2007. The System includes one well, a 50,000 gallon above ground storage tank, and just over two (2) miles of distribution piping. The Department of Ecology has approved this System for 68 connections.

The Wilson Point Water System is scheduled for transfer to Public Utility District No. 2 of Pacific County in early 2010. A number of improvements are scheduled in 2010 after the

transfer of ownership has taken place including the installation of service meters, a generator, new well house, upgrade of wiring in the pump house, four new valves, a permanent chlorination system, and one additional hydrant.

#### **6.4.6 North Beach Water System**

The North Beach Water System is owned and operated by the North Beach Water District, an entity created by the Pacific County Commissioners. The North Beach Water System was created through the purchase and consolidation of the Pacific Water Company and the Ocean Park Water Company in 2006. The North Beach Water System serves the Ocean Park, Klipsan and Nahcotta areas with approximately 2,644 service connections of which approximately 200 are categorized as commercial (2006).

The North Beach Water System currently has two source of water for the system. The North Well Field consists of eight wells with a production rate of 700 gallons per hour and the South Well Field consisting of three wells with a currently production rate of 365 gallons per hour. The water system currently has a storage capacity of approximately 748,000 gallons.

There are no additional planned improvements scheduled for the North Beach Water System in the near future. It is anticipated, however, that new service connections will be added from time to time. The cost of any new connections will be paid for by the party requesting water service.

#### **6.4.7 Western Wahkiakum County Water System**

The Western Wahkiakum County Water System is owned and operated by the Wahkiakum PUD No. 1. This system serves Western Wahkiakum County and was expanded into the Salmon Creek area of Pacific County in 2005. A new 80,000 gallon reservoir was constructed in 2006 near the intersection of Salmon Creek Road and Deep River Road. Service was extended to an initial 40 customers in the Salmon Creek Road area with system expansion projected to occur south along Salmon Creek Road and then west/east along SR 4 to facilitate an inter tie with the existing Naselle Water System and the existing Western Wahkiakum Water System to the east.

The PUD currently serves approximately 248 residential and small business connections within the service area of Western Wahkiakum Water System. The average daily water consumption per residential connection is approximately 177 gallons. Annual water production has ranged from 24 million gallons in 2002 to 27.5 million gallons in 2004. Growth of the water system remained relatively stable and added approximately 40 – 50 new connections in 2006 when the system was expanded in Pacific County. Annual water demand is projected to increase from a projected 30 million gallons in 2005 to a projected 39 million gallons in 2025.

### **6.5 STORMWATER MANAGEMENT**

#### **6.5.1 Existing Facilities**

Pacific County stormwater facilities consist primarily of roadside ditches and culverts. The

County does not currently operate any regional stormwater detention or treatment facilities and road related drainage improvements include maintenance only. Since a series of significant winters storms and winter flooding occurred in 1997 & 1998, Pacific County and Flood Control Zone District No. 1, has methodically installed a significant amount of drainage improvements to alleviate seasonal flooding on the Long Beach Peninsula.

The County does experience severe flooding problems in the coastal areas and various drainage and diking districts have been formed over the years to manage these areas. None of these districts were under the jurisdiction of the County until 1961, when several drainage districts situated on the Long Beach Peninsula, and a separate zone near Chinook, were consolidated into the Flood Control Zone District No. 1 (FCZD#1).

During the 1960s and 1970s, several modifications were made to the FCZD#1 boundaries but little progress was made toward solving flood problems. Following years of inaction, the Board of County Commissioners reestablished the FCZD#1 and its subzones on May 5, 1986. The FCZD#1 now includes the South Long Beach Peninsula Flood Control Zone and the North Long Beach Peninsula Flood Control Zone (Figure 6-1). In accordance with RCW 86.15.070, the Board of County Commissioners is the supervisor of the FCZD#1. As part of the May 5, 1986 order, the Commissioners also created the Flood Control Advisory Board (the Board) which is tasked with the responsibility of advising the Board of Commissioners on surface water matters within the zone, and coordinating with the Department of Public Works on proposed improvements.

The Board is charged with the responsibility for working with the County to develop annual and six year plans for the FCZD#1 and ensuring that adequate funds are available to carry out required construction and maintenance functions. In 1986, the Board recommended and the County Commissioners approved the collection of a service charge from all properties within the FCZD#1. This service charge has been in effect since 1986 and can be used to fund improvements in the plans.

The FCZD's Comprehensive Flood Control Management Plan delineates seven major drainage basins on the Long Beach Peninsula: Tarlett Slough, South Main, East Main, Loomis Lake, South Willapa, Hines-Whiskey, and Surfside. The plan provides a detailed analysis of, and recommends capital improvements to manage runoff in the Loomis Lake Basin and the South Main Basin. Basin plans have been completed for Surfside and the East Main.

### **6.5.2 Planned Improvements**

The six year capital improvement plan of the FCZD#1 is updated annually and includes costs for County administrative functions, basin planning and monitoring, engineering, capital improvements, and maintenance. The plan also addresses project financing which includes the costs of bond and legal counsel, and debt service costs. The major planning and capital improvement projects, including implementation date, estimated cost, and proposed funding source, are identified in Table 6-1.

**TABLE 6-1  
PLANNED STORMWATER MANAGEMENT PROJECTS**

<b>Proposed Project Date</b>	<b>Project Name</b>	<b>Estimated Cost at Project Date</b>	<b>Source of Funds</b>
2010	Loomis Lake Basin Drainage Channel	\$105,000	SC
2011	Seaview Storm Drain Improvements	\$80,000	SC, CRF
2011	East Main Outlet Pipe Replacement	\$107,500	SC
2013	41 <sup>st</sup> Street Culvert	\$5,000	SC, CRF
2013	95 <sup>th</sup> Street Culvert	\$110,000	SC
2014	Sid Snyder Dr. Culvert Replacement	\$80,000	SC, CRF
2015	South Surfside Outfall Extension	\$250,000	SC

Funding Source: SC - Flood Control Zone District No. 1 Service Charge; CRF – County Road Fund

## **6.6 TRANSPORTATION**

### **6.6.1 Existing Facilities**

The County maintains a system of public streets and roadways within the unincorporated areas of Pacific County. The County is also served by State Highways 4, 6, 100, 101, 103, 105, and 401, which are maintained by the Washington State Department of Transportation (WSDOT). A more detailed description and analysis of the County's transportation system and proposed projects appears in the transportation element.

This section of the Capital Facilities Element includes those transportation facilities that Pacific County government is responsible for providing (roads, bridges, and sidewalks). It does not include facilities provided by other entities; for example, transit services are provided by Pacific Transit System, and construction of state highways is provided by the WSDOT. Road maintenance is not included as part of the capital program as these costs are covered by designated maintenance funds.

### **6.6.2 Planned Improvements**

Transportation improvements, including implementation date, estimated cost, and proposed funding source, are identified in Table 6-2.



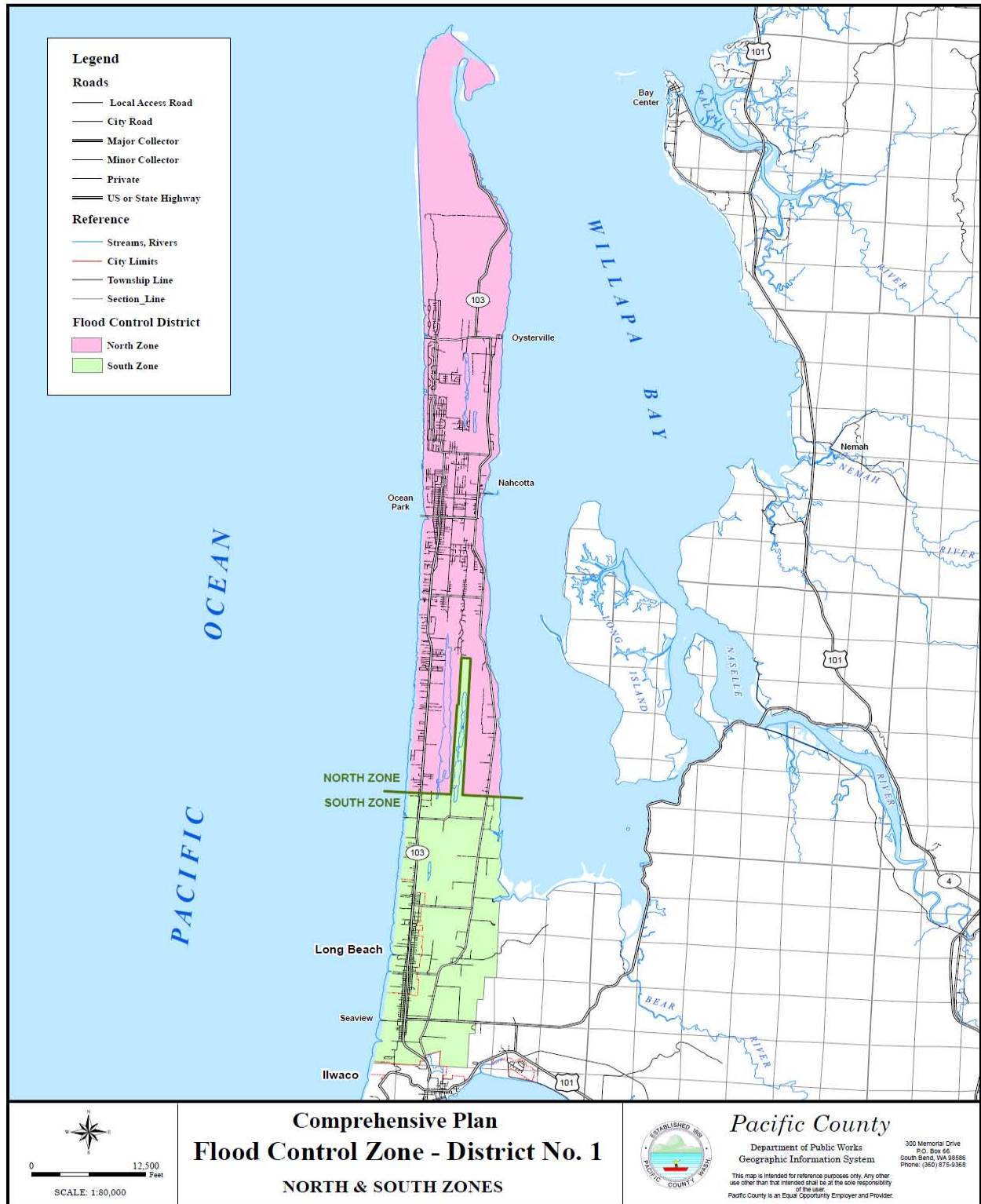
...CAPITAL FACILITIES ELEMENT

TABLE 6-2 PLANNED TRANSPORTATION IMPROVEMENTS

Year of Constr.	Project Name	Milepost		Cost	Funding Source
		From	To		
2011	Butte Creek Road	1.32	3.16	\$1,300,00	CRF, STP
2011	Smith Creek Road	5.80	6.83	\$1,505,00	CRF, RAP
2011	Falls River Bridge	2.47		\$675,000	CRF,
2011	Willapa Road	4.06	5.04	\$975,000	CRF, RAP
2011	Camp One Road	3.36	3.87	\$1,000,00	CRF
2011	Monohon Landing	0.28	0.85	\$1,700,00	CRF, RAP
2012	Niawiakum Bridge	7.65		\$2,500,00	CRF,
2012	Parpala Road	2.30	2.46	\$800,000	CRF
2013	Rue Creek Road	2.01	3.36	\$1,500,00	CRF, RAP
2013	Davis Creek Bridge	1.55		\$1,275,00	CRF,
2013	U Street	1.79	3.13	\$900,000	CRF, STP
2013	Pioneer Road	0.00	1.02	\$500,000	CRF
2013	Smith Creek Road	13.72	14.75	\$500,000	CRF, STP
2014	Smith Creek Road	12.72	13.72	\$500,000	CRF, STP
2014	County Line Bridge	2.30		\$4,000,00	CRF,
2014	Heckard Road	0.00	1.02	\$875,000	CRF, RAP
2014	Sandridge Road	0.16	0.99	\$900,000	CRF, STP
2014	Joe Johns Road	0.00	0.96	\$350,000	CRF
2014	Tokeland Road	0.00	2.99	\$1,500,00	CRF, STP
2015	Heckard Bridge Rehabilitation	0.79		\$500,000	CRF,
2015	67 <sup>th</sup> /68 <sup>th</sup> Extension	0.00	0.00	\$500,000	CRF
2015	Campbell Bridge			\$1,000,00	CRF,
2015	South Valley Road	0.00	1.93	\$1,500,00	CRF, STP
2015	Cranberry Road	0.00	1.40	\$500,000	CRF
2015	Oldani Road	0.00	0.65	\$200,000	CRF,
2015	Udell Hansen Road	0.00	0.73	\$950,000	CRF
2015	Miscellaneous Safety Enhancement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF

Funding Sources: CRF- County Road Fund; STP – Surface Transportation Program; BROS – Bridge Replacement Off-System; RAP – Rural Arterial Preservation; P&T - Paths and Trails Fund; FHWA - Federal Highway Administration.

Figure 6-1  
FCZD#1, North and South Zones



## 6.7 BUILDINGS

### 6.7.1 Existing Facilities

Pacific County owns and maintains the buildings shown in Table 6-3.

### 6.7.2 Needs Assessment

A Facilities Master Plan has been prepared to address the future needs of Pacific County's planning, public works, law enforcement, and other public services. The plan provides an inventory of existing staff, buildings, and equipment, and addresses future needs and capital improvement budgets for the 20-year planning period.

**TABLE 6-3  
COUNTY BUILDING INVENTORY**

<b>Facility</b>	<b>Location</b>	<b>Area (sq. ft.)</b>	<b>Value<sup>1</sup></b>
Courthouse	South Bend	29,425	\$17,024,200
Public Safety Building	South Bend	25,152	\$8,443,800
So. County Administrative Facility	Long Beach	26,000	\$5,356,000
Courthouse Annex Building	South Bend	12,989	\$2,293,800
Generator Building	South Bend	168	\$84,054
Senior Services Center (new)	Raymond	6,000	\$440,000
Vehicle Repair Shop	Raymond	5,938	\$1,025,500
Equipment Storage/Road Office	Raymond	4,128	\$170,441
Equipment Shed/Sign Shop	Raymond	8,760	\$307,655
Public Services Building	Long Beach	12,336	\$1,189,400
Equipment Storage/HHW Facility	Long Beach	6,858	\$357,000
Generator and Fuel Storage Building	Long Beach	240	\$62,829
Communications Building	Long Beach	286	\$284,978
Road Oil Tank	Long Beach	240	\$72,255
DCD So. County Operations Bld.	Long Beach	2,520	\$227,400
Naselle Maintenance Building	Naselle	1,464	\$34,278
North Cove Maintenance Bld.	North Cove	1,920	\$68,647
Vegetation Mgmt. Building	South Bend	4,000	\$73,978
Senior Services Center (old)	Raymond	2,720	\$645,882
Storage Shed	SE Raymond	1,584	\$20,160
Road Oil Tank	Raymond	240	\$34,200
Fairgrounds	Menlo	41,278	\$1,916,473
Evidence Storage	Raymond	288	\$3,477
Bruceport Park Facilities	SR 101	1,260	\$152,898

## ...CAPITAL FACILITIES ELEMENT

Chinook Park Facilities	Chinook	1,152	\$55,002
Bush Pioneer Park Facilities	Bay Center	1,296	\$127,519
Camp Morehead Facilities	Peninsula SR	6,240	\$536,452
North Cove Site	North Cove	309	\$206,828
Holy Cross Radio Relay Tower	Raymond	630	\$457,805
KO Hill Radio Relay and Generator	Lebam	784	\$531,736
Megler Hill Radio Relay	Megler	882	\$577,091
Radar Ridge Radio Relay	Naselle	NA	\$118,126
Church Road Radio Relay	South Bend	NA	\$87,603
PUD Building	Ilwaco	100	Leased
PUD Building	Raymond	120	Leased

<sup>†</sup> Insured value as reported by County Risk Manager.

### 6.7.3 Planned Improvements

While a number of facility needs have been identified in the Facilities Master Plan, the six year capital improvement budget includes only a small portion of the proposed improvements. The planned improvements, including implementation date, estimated cost, and proposed funding source, are identified in Table 6-4.

**TABLE 6-4  
PLANNED BUILDING PROJECTS**

<b>Proposed Project Date</b>	<b>Project Name</b>	<b>Estimated Cost at Project Date</b>	<b>Source of Funds</b>
2016	South County Maintenance Facility	\$2,500,000	GO, CRF
2016	North County Maintenance/Public Works Facility	\$3,000,000	GO

Funding Sources: GO - General Obligation Bonds & CRF - County Road Fund

## 6.8 PARKS AND RECREATION

### 6.8.1 Existing Facilities

The County presently operates eight major parks, and maintains ten beach access points. In addition, the Washington State Parks and Recreation Commission, Department of Fish and Wildlife, Department of Natural Resources, and the National Fish & Wildlife Service operate several State and Federal parks, conservation and natural areas, boat launch facilities, and a public golf course. Existing County parks are summarized below.

#### Bruceport Park

This park is situated on the southeast portion of Willapa Bay, on SR 101, midway between South Bend and Bay Center. This large park provides several campsites, picnic shelter, picnic tables,

and restroom facilities. The park offers scenic views and close to 4,000 feet of shoreline.

#### Bush Pioneer Park

This park is located on the Goose Point peninsula adjacent to the unincorporated community of Bay Center. This park has a few camping sites, but is more oriented towards day use. Amenities include restrooms, playground equipment, picnic tables and shelter, and open space. The park also provides some of the finest sand beaches on Willapa Bay.

#### Chinook Park

Located on Baker Bay, north of the Columbia River and adjacent to Fort Columbia State Park, the park is at the east end of the unincorporated community of Chinook and provides easy access to the largest salmon fishery on the west coast. The park was the County's largest campground with 100 sites but was closed as a campground in the 90's and turned into a day-use only park. Recently upgraded restrooms and picnic tables are provided. The park provides access to small water craft to Baker Bay and the Columbia. A parks plan was developed for the Chinook Park in 2005 with most residents agreeing that the park should be maintained as a day-use/passive use type of facility.

#### Morehead Park

This park was donated to the County for the benefit of youth activities. Currently various youth groups including 4H use the park. The park is located in the unincorporated community of Nahcotta. The Willapa Bay borders the east side of the park. Amenities include several cabins, restrooms, meeting room/mess hall, amphitheater, ball field, parking, and RV hook-ups. The site has a wonderful sand beach.

#### Courthouse Park

The grounds around the historic Pacific County Courthouse are maintained and landscaped to enhance the beauty of the courthouse and offer the visitor a pleasant area to enjoy the vista over South Bend. The grounds also provide a scenic pond with picnic area.

#### Pacific County Fairgrounds

The historic fairgrounds in Menlo are the scene of a lively fair during August of every year. Fairgrounds provide facilities for livestock and games, a grandstand, produce and craft display buildings, and concession stands. The fairgrounds are also used for a variety of events throughout the year, including gun shows, bike shows, 4-H events, etc.

#### Beach Gap Roads

There are ten gap roads that provide access from County roads to the ocean beaches. These are maintained to provide access to the beaches both for pedestrian and vehicular use. Both the State of Washington and the County have restricted private access roads through the dunes in an attempt to direct traffic onto the County maintained beach access roads in order to protect the dunes from rampant over-use, reduce the threat of fire, and reduce the amount of littering/vandalism. The Seaview, Ocean Park, and Midway gap roads have improved parking and restroom facilities. The gap road at Warrenton Cannery is closed due to severe erosion.

## **6.8.2 Park Classification System**

The park and recreation facilities in Pacific County are classified as either a community park or a regional facility as shown in Table 6-5. These designations and the level of service standard are defined as follows:

### ***Community Park***

Community parks are designed to serve the surrounding community and are intended for day-use activities. Such parks often provide amenities including playgrounds, playfields, and picnic areas.

Service Area: Approximately 2 to 10 mile radius  
Size: Approximately 2 to 20+ acres

### ***Regional Facilities***

Regional facilities are designed to serve users from outside the county as well as residents within the County. These facilities may contain a range of camping accommodations, from primitive sites to those with utility service, or special amenities attractive to visitors throughout the area. Such parks often consist of significant natural features, such as large tracts of open space or natural areas.

Service Area: County wide  
Size: Approximately 2 to 20+ acres

### ***Service Standards***

The level of service standard for park and recreation facilities in the county is shown below. This service standard may be achieved through any combination of park types.

Service Standard: Eight acres per 1,000 population

**TABLE 6-5  
PARKS WITHIN THE PLANNING AREA**

<b>Park Facility</b>	<b>Total Acres</b>	<b>Park Type</b>
Bruceport	60.0	Regional
Bush Pioneer	46.0	Regional
Chinook	19.0	Regional
Morehead	7.0	Regional
Courthouse	5.0	Community
Pacific County Fairgrounds	4.0	Community
Beach Gap Roads		NA
Total	141.5	

### 6.8.3 Capacity Analysis

The adopted level of service standard for parks is the provision of eight acres per 1,000 population (community and regional combined). This pertains only to that segment of the population residing in unincorporated areas. The standard can be used to evaluate whether the existing supply of recreational land is adequate to meet the demands of the county residents. Based upon the level of service standard, Pacific County has adequate recreational lands to meet the needs of the population through the year 2030 as shown in Table 6-6.

### 6.8.4 Needs Assessment

Park facilities are generally in fair condition. Currently, all regional parks are operated through contract or lease with private parties. While this approach minimizes costs to Pacific County, it substantially removes the park system from its control. In some cases, this management approach has resulted in minimal capital improvements, and some elements of the park facilities are in need of renovation.

**TABLE 6-6  
RECREATIONAL LAND NEEDS**

<b>Park Type</b>	<b>Total Acres</b>	<b>Acre/1000 Population (2009)<sup>1</sup></b>	<b>Acre/1000 Population (2030)<sup>2</sup></b>
Regional	132.0	9.15	7.46
Community	9.5	0.66	0.51
<b>Total</b>	<b>141.5</b>	<b>9.81</b>	<b>7.97</b>

<sup>1</sup> 2009 Pacific County population in unincorporated areas is 14,415.

<sup>2</sup> 2030 Pacific County population in unincorporated areas is projected to be approximately 17,702.

Pacific County prepared a Comprehensive Parks and Recreation Plan January 10, 1995. The plan identified improvements needed at the County's existing parks, as well as additional facilities needed throughout the County. Additional facility needs are based on the results of public participation workshops and a mail-in survey. The findings of the parks plan are summarized below.

#### Bruceport

The focus of this park is overnight camping, currently providing 35 sites with seven providing full RV hook-up facilities. Proposed improvements include relocation of the park entrance and new signage, additional campsites for recreational vehicles, new ADA compatible restrooms with showers, office, and concessionaire space, shoreline access trail, playground equipment, picnic shelter, interpretive signs, and landscaping.

#### Bush Pioneer

This park has few amenities, most of which are in poor condition. However, the park has tremendous potential because of its location of Willapa Bay and its 4,600 feet of beachfront.

## ...CAPITAL FACILITIES ELEMENT

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Amenities include picnic tables, an old picnic shelter, and a well used restroom and playground. In addition, there are ten camp sites, but all are primitive. The County would like to transition this facility to a day use park for residents and visitors, maintaining some campsites for use with the proposed Willapa Bay Water Trail system. Proposed improvements include new or significantly remodeled restrooms with shower facilities, addition of a community center, a shoreline access trail, new playground equipment, interpretive signs, an entrance sign, and landscaping.

### Morehead

This park, located on the Long Beach Peninsula, provides 300 feet of Willapa Bay shoreline. It has been dedicated to youth functions and provides five cabins, a recreation hall, craft hall, mess hall and kitchen, amphitheater, and restrooms. The restrooms were recently upgraded and new playground equipment was added. The facilities are in need of general maintenance only. The County's vision for this park is to provide a coastal environmental retreat center. The center would be used by school districts and youth groups to allow hands on awareness of local ecosystems, as well as by professional groups and agencies. Proposed improvements include upgrading all facilities including the fireplace and refrigeration system, addition of a small conference center and laboratory, interpretive signs, an entrance sign, and landscaping.

### Chinook

Located on the Columbia River, this park is frequently used by local residents. The use of Chinook Park for camping has been discontinued with the overall use shifted towards day use only. New ADA complaint restrooms and a new septic system were installed in 2004 to replace the older restrooms. The County has entered into an agreement with the Port of Chinook to oversee the park during the summer months. A Chinook Park Plan was completed by Pacific County in 2003 and explored developing the site as a “gateway” primarily for the Lewis & Clark bicentennial. That option was not favored by the local residents therefore the park remains as a community park available for day use only. Proposed improvements include new playground equipment, picnic shelter, interpretive signs, landscaping, and a potential trail along SR101 linking Chinook Park with Fort Columbia. In addition, an assessment of the seawall/bulkhead was completed in 2003 and repairs are necessary to ensure the seawall does not fail during large winter storms. Topping of the wall can occur during the winter storms with heavy winds and high tides; however, future repairs are dependent upon securing adequate funding.

### Fairgrounds

The fairgrounds are the site of the annual Pacific County Fair as well as other events held throughout the year. The overall size of the fairgrounds increased with the purchase of an old church property in Menlo and which is now developed with a new fire station, fair office space and limited parking areas. The overall electrical system is scheduled to be upgraded in 2010. Proposed improvements to the fairgrounds include upgrading the grandstands and restrooms (including ADA accessibility), parking area improvements, and addition of an SR 6 rest stop. A number of buildings also need to be repaired or upgraded as the winter storm of 2007 damaged a number of buildings. Winds in excess of 100 mph combined with extremely heavy precipitation caused damage throughout the fairground complex. Future repairs are dependent upon adequate funding.



#### Additional Facilities Needed

Additional facilities requested by the public include a park in Willapa Valley near Menlo, water front parks (boat launch and water trails), an indoor swimming facility, multipurpose recreational centers, and development of trails to serve pedestrians, bicyclists, and equestrians. While both the County and public support the development of these facilities, there are currently no funds identified to complete these projects.

### **6.8.5 Planned Improvements**

While the above facility needs have been identified, the six year capital improvement budget includes only a small portion of the projects. The planned improvements, including implementation date, estimated cost, and proposed funding source, are identified in Table 6-7.

**TABLE 6-7  
PLANNED PARKS AND RECREATION PROJECTS**

<b>Proposed Project Date</b>	<b>Project Name</b>	<b>Estimated Cost at Project Date</b>	<b>Source of Funds</b>
2012	Morehead Park, Septic and Drainfield Replacement	\$150,000	L, M
2012	Bruceport Park Restroom Remodel	\$15,000	U
2013	Chinook Park Seawall	\$350,000	U
2013	Chinook Park Rest Area Phase I	\$239,000	U
2014	Naselle Boat Launch, Phase III	\$400,000	U
2014	Bush Pioneer Park Land Acquisition	\$25,000	U
2014	Chinook Park Rest Area Phase II	\$275,000	U
2014	Port of Peninsula Beach to Bay Trail	\$232,000	U
2015	Chinook School Community Project	\$750,000	U
2016	Chinook Park Rest Area Phase III	\$50,000	U
Unknown	City of LB – Ocean Dune Open Space Park	\$200,000	U
Unknown	North County Swimming Pool	\$780,000	U
Unknown	So. County Youth Recreation Facility	\$25,000	U
Unknown	Washington Parks/Recreation Rails to Trails	\$596,700	U

Funding Sourced: GF - County General Fund; D – Donation; L – Local; U – Unknown; M - Match

## **6.9 LAW ENFORCEMENT**

### **6.9.1 Existing Services and Facilities**

#### Sheriff's Department

The Pacific County Sheriff's Office serves all unincorporated areas of Pacific County. The Sheriff's Office has several divisions including the patrol division, the civil/clerical division, the telecommunications (E-911) division, the emergency management division, and the corrections

division (jail). The north County offices and jail facility are located in the Public Safety Building adjacent to the County Courthouse, in South Bend. The south County office is located in a new facility in Long Beach and contains a sally port area, storage facilities, office space, evidence room, and several holding cells.

In 2010, the Sheriff's office patrol division consists of a Sheriff, Undersheriff, Patrol Lieutenant, two Sergeants, nine patrol deputies and two reserve deputies. Some of the specialty units include a narcotics enforcement team, a registered sex offender deputy and a narcotics detection K-9. Major equipment includes a Mobile Command vehicle, a CBRNE tactical van, three undercover patrol vehicles, and 21 patrol vehicles. Most patrol deputies have mobile data computers in their patrol vehicles. The civil division consists of a chief civil deputy, a civil clerk, a clerk/secretary, and an evidence custodian/clerk. The Telecommunications division consists of a shared E-911/Emergency Management director, 12 telecommunicators, and a computer administrator. The corrections division consists of a jail inspector, a corrections sergeant, a part time administrative assistant, ten corrections officers, and four cooks.

The County Sheriff Department has a mutual aid agreement with the City Police Departments of Long Beach, Raymond, and South Bend, to ensure cooperation and efficient police protection throughout the county. The County Sheriff Department provides jail services to the other incorporated cities under contract.

#### Courts

The Pacific County District Court is a court of limited jurisdiction that handles felony preliminary appearances, misdemeanors, infractions, anti-harassment orders, name changes, civil and small claims cases, and impound hearings. The District Court is divided into the Peninsula District (South District) and the Willapa District (North District) which serves the south and north ends of the County, respectively. Superior Court services are also provided. Both the Willapa District Court and the Superior Court convene on the second floor of the courthouse located in South Bend. The South District Court convenes in the new South County Administrative Facility in Long Beach.

### **6.9.2 Capacity Analysis**

According to the Pacific County Sheriff, less than minimal staffing currently exists in all divisions. In order to accomplish an acceptable level of public safety and fulfill mandated responses, the Sheriff has stated that large additions of staff, especially in patrol, are necessary. These needs are driven not only by an anticipated population increase over the next 20 years, but also an increase in the visitor population to the County. The Pacific County Sheriff has proposed the addition of a major crimes division with three detectives, an increase of five – ten patrol officers, one – two patrol sergeants, an apprehension K-9 unit, a traffic division, a training officer, a registered sex offender management unit, a special weapons and tactics team (SWAT), and a volunteer coordinator to implement and supervise citizen volunteers over the next 20 year planning horizon (2010 – 2030).

### **6.9.3 Needs Assessment**

Pacific County recently constructed a new facility in Long Beach housing all of the County's south County administrative functions including law enforcement services and the court services. The portion of the new building devoted to law enforcement has areas for processing and storing evidence, booking and holding detainees, office space, training and storage areas. Adequate room exists in both north and south County facilities to handle the County's law enforcement administrative needs through the next 20 years.

The existing Pacific County jail facility in South Bend operates at near capacity on a frequent basis and may be inadequate to adequately meet project needs. The County will need to further evaluate the existing jail facility as the population continues to grow.

## **6.10 REFUSE AND RECYCLING SERVICES**

### **6.10.1 Existing Facilities**

The County adopted the Pacific County Solid Waste Management Plan Update, 2008, which requires solid waste storage and disposal facilities to be located, maintained, and operated in a manner that will protect the public health, prevent air and water pollution, and avoid the creation of nuisances. While the County is responsible for administering these solid waste facilities and services throughout Pacific County, the transfer stations are privately owned and operated while Pacific County Department of Community Development operates a Moderate Risk Waste Facility where household waste is processed for recycling or eventual disposal.

Peninsula Sanitation Service provides the majority of garbage collection service within Pacific County. Harbor Disposal Company provides collection service in the North Cove and Tokeland area, while the Cities of Raymond and South Bend provide collection service to city residents and businesses. With the exception of waste from the North Cove and Tokeland area, waste from the northern part of the county is transported to the Royal Heights Transfer Station. Refuse from the North Cove area is transported directly to disposal facilities in Grays Harbor County. In the southern part of the County, waste is transported to Pacific Solid Waste Disposal's transfer station which just went through a renovation and expansion. From these transfer stations, the waste is hauled to the Wasco County Regional Landfill in The Dalles, Oregon and to the Roosevelt Regional Landfill located near Goldendale, Washington.

The County initiated a recycling program in October 1992 to reduce waste. Recycling receptacles are available in Bay Center, Chinook, Ilwaco, Long Beach, Naselle, Ocean Park, Raymond, South Bend, Willapa Valley, and at both transfer stations. Materials accepted include plastic, glass, metal, aluminum, cardboard, and newspaper. The County also administers seasonal collection of household hazardous wastes through its permanent collection facility in Long Beach and through period events held throughout the County. Pacific County, in conjunction with both transfer stations, also sponsors annual appliance collection events and other specialized collection events.

In 1998, the County, utilizing Coordination Prevention Grant Funding and General Funds, constructed a permanent Household Hazardous Waste Facility in Long Beach. This facility collects, processes, recycles and ships various common household items such as oil based paints, pesticides, fuels, oils, batteries, etc., in order to eliminate these potentially harmful items from the waste stream and the regional landfills.

### **6.10.2 Capacity Analysis**

Transfer station and landfill facilities serving Pacific County are privately owned and operated. At this time, all facilities provide adequate capacity to meet the county's needs and no major improvements are planned within the six year planning period. However, as part of the ongoing solid waste management planning process, Pacific County should identify transfer station capacity and projected demand to determine if satisfactory levels of service will be provided. The 2008 Pacific County Solid Waste Management Plan Update reviewed the transfer station capacity and determined that each of the transfer stations are adequate to ensure satisfactory levels of service will be provided for the foreseeable future. The transfer station in Long Beach is undergoing a renovation and expansion project in 2009 to increase their capacity to offer enhanced recycling opportunities throughout the community.

### **6.10.3 Planned Improvements**

In addition to ongoing administration, planning, and operation of local recycling receptacles and household hazardous waste collection, the County will be working with the Royal Heights Landfill to complete the closure of the North County landfill which started approximately 20 years ago. This is expected to begin in 2011 with revenues from the Post Closure Fund currently collected on solid waste processed through the Royal Heights transfer station.

## **6.11 FACILITIES OF OTHER PUBLIC ENTITIES**

### **6.11.1 Overview**

Other public entities within Pacific County include individual water systems, school districts, library system, hospitals, and fire protection districts. For these services that are not within the jurisdiction of the County government, but are required by the residents of Pacific County, this plan encourages those service providers to consider the information and vision presented in this document when planning for future capital improvements. Because the County acts as coordinator and/or clearing house for population growth and related development, this plan also encourages these service providers to maintain close communications with the county in regard to the capacities of their systems or facilities as growth and development take place. By coordinating individual purveyors' plans with this plan, a more effective, cost efficient provision of services will benefit the users and the purveyors. Inclusion of other entities' public facilities, does not imply approval by the County of others' level of service standards or plans. This plan includes facilities of other public entities for informational purposes only.

### 6.11.2 Existing Facilities

#### Water Systems

The Washington State Department of Health categorizes public purveyors of potable water into two groups. Group "A" water systems have 15 or more service connections, regardless of the number of people served, or serve 25 or more people per day for a minimum of 60 days per year. Group "B" systems serve less than 25 people for 60 days or more per year. Pacific County has a total of 40 Group A water systems and a total of 30 Group B water systems in operation throughout the county.

Four of the Group A systems are provided by the incorporated cities of Ilwaco, Long Beach, Raymond, and South Bend. For information on these municipal systems, the reader is referred to the individual City Comprehensive Plans or the Washington State Department of Health. The remaining Group A purveyors are located throughout the County and service a variety of populations, communities and uses. In addition to the incorporated cities, the larger purveyors are found in Bay Center, Naselle, Willapa Valley, Surfside, Ocean Park and Lebam, while the smaller Group A systems are found in a variety of State Parks, RV Parks, school districts and smaller residential neighborhoods (See Figure 6-2).

By Joint Plan of Operation, all activities of the Group A and B water systems, including system operation, maintenance, expansion, and water quality, are monitored by the Washington State Department of Health (DOH). Data obtained from the DOH Southwest Regional Office regarding the permitted capacity of each Group A system is summarized in Table 6-10. The DOH reports no capacity problems at this time.

**TABLE 6-8**  
**GROUP A WATER SYSTEMS & DISTRICTS - PERMITTED SERVICE CONNECTIONS**

Water District	Approved <sup>1</sup> Connections	Active Connections <sup>2</sup>		Total Connections
		Residential	Non-Residential	
Loomis Lake State Park	U	1	1	2
Grayland Beach State Park	124	2	4	6
Fort Columbia State Park	9	4	5	9
Cape Disappointment S.P.	94	3	90	93
Pacific Pines State Park	U	0	1	1
Dismal Nitch Rest Area	1	0	1	1
PUD No. 2 (Lebam)	71	50	6	56
Willapa Valley Water Dis.	U	690	35	725
Vista Dunes	U	17	19	36
Tradewinds Mutual Services	47	32	1	33
Tokeland CO OP	57	51	5	56
Surfside Water Company	U	749	953	1702
South Bend Water	U	820	122	942
Raymond Water	U	1,444	160	1,604

### ...CAPITAL FACILITIES ELEMENT

Peggs Oceanside RV Park	U	1	31	32
Lands End RV Park	U	1	50	51
North Beach Water District	U	2,444	200	2,644
OP Retreat Center	U	1	30	31
Nelson Crab Inc.	U	1	2	3
Naselle Water Company	648	493	85	578
Sundown Water Resources	U	6	47	53
Long Beach Water	U	1,562	773	2,335
Kenanna RV Park	U	2	92	94
Ocean Bay RV Park	U	20	18	38
Ilwaco Water	U	615	89	704
Heather Water Works	U	17	0	17
Oysterville	99	61	18	79
Dunes Bible Camp	U	2	23	25
Dexter By The Sea	28	59	12	71
Cranberry RV Park	27	10	17	27
Pacific Coast Cranberry Res.	U	1	2	3
Chinook Water District	395	333	32	365
Bruceport County Park	U	0	9	9
North River School Dist.	6	1	5	6
Dunes Loomis Lake	U	1	12	13
Twin Harbors Community	U	18	1	19
Bayshore RV Park	U	1	50	51
PUD No. 2 (Bay Center)	330	205	22	227
PUD No. 2 (Wilson Point)	68	49	0	49
Andersen's RV Park	64	5	59	64

<sup>1</sup> Water Districts with approved connections designation 'U' have unlimited, undetermined or unapproved connection ability. DOH allows the Water Districts/systems with an unlimited or unspecified number of approved connections to be self-governing based on data provided in water system plans.

<sup>2</sup> The DOH reporting system notes residential and non-residential connections without identifying the specific demands of the user. Non-residential uses range from part-time seasonal residents, public drinking faucets, and commercial and industrial users. Where total connections exceed approved connections, an equivalent residential unit (ERU) justification order is on file with the DOH.

#### School Districts

There are seven school districts serving Pacific County. The South Bend, Raymond, and Ocean Beach districts serve the incorporated cities, but they also draw students from beyond their urban growth areas. The remaining districts primarily serve rural areas. The Ocosta district is located in Grays Harbor County but includes the northwest portion of Pacific County within its boundaries. All of the school districts within the County have undergone extensive remodeling or new facility construction since the 1998 plan was adopted. A summary of the seven school districts, including a brief description of their facilities is provided below.

#### *Naselle-Grays River Valley School District No. 155*

The Naselle-Grays River School District provides a single school combining all grades, kindergarten through twelve. The Naselle School is located at the intersection of Highways SR 401 and SR 4, within the Rural Activity Center of Naselle. Ancillary facilities include a

gymnasium, separate maintenance/bus garage, and outdoor athletic fields. This school was remodeled in the mid 90's.

*North River School District No. 200*

The North River School District provides a single facility serving Kindergarten through 12<sup>th</sup> grade. The school is located in North River. The North River campus also includes an athletic field and track.

*Ocosta School District No. 172*

The Ocosta School District provides an elementary school, and a combined junior and senior high school. The two facilities are located adjacent to each other in Westport, Grays Harbor County. While not physically located within Pacific County, the district serves students from the County's northwest region.

*Ocean Beach School District No. 101*

The Ocean Beach School District serves the entire Long Beach Peninsula as well as the Chinook area. The district provides two elementary schools (k - 6), and a combined junior and senior high school. The elementary schools are located in the Long Beach Urban Growth Area and in the Ocean Park Rural Village. Both schools were extensively remodeled and updated, and were expanded to hold grades K-6. The junior and senior high facility is located within the Ilwaco Urban Growth Area and provides a bus/maintenance building and an outdoor athletic field. Both the junior and senior high schools were moved into the Hilltop School after it was extensively remodeled in 2007. With the exception of the gymnasium and other limited facilities, the existing high school building is currently closed.

*Raymond School District No. 116*

The Raymond School District provides the Ninth Street Elementary School and a combined junior and senior high school. The facilities are located across from each other at Ninth and Commercial Streets in Raymond. The district also provides a gymnasium, bus garage, ECAP building, athletic practice field, tennis courts, and a playground. A second elementary school, located in the Riverview residential area of Raymond, was closed at the end of the 1996 school year and is now functions as the North Pacific County Grays Harbor College. A new junior/senior high school was constructed in 2002.

*South Bend School District No. 118*

The South Bend School District provides an elementary school, and a combined junior and senior high school. The two facilities are located adjacent to each other on First Street in South Bend. Ancillary facilities include a gymnasium, bus garage, playground, track and field, and separate buildings for administration, vocational occupations, special education and ECEAP. The South Bend has completed the planned renovation work on all its facilities using revenues generated by school bonds.

*Willapa Valley School District No. 160*

The Willapa Valley School District provides one elementary school and one junior/senior high school. The elementary school is located in Old Willapa (East Raymond). The Lebam

elementary school has been closed and its future use is unknown at this time. The Willapa Valley High School is located in the Rural Activity Center of Menlo and was also recently remodeled with work completed in 2008. Each of the two campuses contains a gymnasium. The Menlo campus also provides athletic fields and a bus garage.

Historic enrollment at Pacific County schools is provided in Table 6-11. All of the school districts have experienced a declining or stagnant enrollment since the 1998 plan was adopted. For example, the Ocean Beach School District is down from a high of 1,398 students to 942 students in 2008. All districts prepare forecasts of future enrollment on an annual basis and report either no growth or a decline in enrollment projections for the foreseeable future. Based on these projections, and because a majority of the districts have recently completed extensive facility renovations, it appears the districts will be able to accommodate their students within their existing facilities.

#### Grays Harbor College

Grays Harbor College contains two satellite campuses in Pacific County. One facility is located in Raymond and serves the North County area while a new campus is located at the Port of Ilwaco and serves South County. The Raymond campus was upgraded and expanded in 2002 and provided enhanced learning opportunities including vocational and technical training, ESL classes, community classes, and college level classes both on-site and through long distance programs in conjunction with the Washington State University system. The Ilwaco campus was moved from its location in downtown Ilwaco to a new facility located at the Port in 2005. The campus also provides vocational and technical training, ESL classes, community classes, and college level classes, both on-site and through long distance programs, in conjunction with the Washington State University system. Both campuses provide much needed training and educational opportunities for local residents who would otherwise have to travel outside the area for higher education.



**TABLE 6-9**  
**HISTORIC ENROLLMENT BY SCHOOL DISTRICT**

<b>School District</b>	<b>Grade</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
<b>South Bend No. 118</b>	K - 6	311	298	289	285
	7 - 12	279	281	293	269
	<b>Total</b>	<b>590</b>	<b>579</b>	<b>582</b>	<b>554</b>
<b>Raymond No. 116</b>	K - 6	265	284	283	289
	7 - 12	279	279	251	258
	<b>Total</b>	<b>544</b>	<b>563</b>	<b>534</b>	<b>547</b>
<b>Ocean Beach No. 101</b>	K - 6	520	501	493	481
	7 - 12 <sup>2</sup>	524	544	513	461
	<b>Total</b>	<b>1044</b>	<b>1045</b>	<b>1006</b>	<b>942</b>
<b>Naselle No. 155</b>	K - 6	166	175	176	166
	7 - 12	177	183	172	162
	NYC	118	102	102	90
	<b>Total</b>	<b>461</b>	<b>460</b>	<b>450</b>	<b>418</b>
<b>Willapa Valley No. 160</b>	K - 6	159	158	151	143
	7 - 12	221	208	209	181
	<b>Total</b>	<b>380</b>	<b>366</b>	<b>360</b>	<b>334</b>
<b>Ocosta No. 172</b>	K - 6	362	363	377	376
	7 - 12	347	324	276	293
	<b>Total</b>	<b>709</b>	<b>687</b>	<b>653</b>	<b>669</b>
<b>North River No. 200</b>	K - 12	54	61	57	57
	<b>Total</b>	<b>54</b>	<b>61</b>	<b>57</b>	<b>57</b>

<sup>1</sup> Source: Washington Superintendent of Public Instruction, year-end average.

<sup>2</sup> Enrollment includes alternative high school.

The Growth Management Act requires school districts to prepare plans for future needs including six-year capital facilities plans. Each district is charged with developing long-range strategic plans that outline facility conditions, establish maintenance and utilization plans for existing facilities, plan for additions to existing facilities, and plan for new or replacement facilities. It is expected that level of service standards, future school needs, and funding mechanisms will be identified during the planning processes. Pacific County cannot control the planning of these school districts but encourages them to complete these long-term plans and to use land use, population, and other assumptions generated in this Comprehensive Plan.

#### Fire Districts

There are eight fire protection districts that serve Pacific County (see Figure 6-3). These districts operate as junior taxing districts within the County with all revenue obtained from property taxes or special bonds. The bulk of fire suppression resources are provided by volunteers who report to the emergency scene or to assigned stations to bring equipment to the fire scene. The only district with a paid staff is District No. 1 on the peninsula with a staff of 23 paid employees and

38 volunteers. Two districts, 3 and 8, contract with nearby cities for fire protection. A brief summary of each district is provided below. Capital needs are included for those districts providing this information. No budget data was available.

*Peninsula District No.1*

Peninsula District No. 1 serves the entire Long Beach peninsula with the exception of the incorporated cities of Long Beach and Ilwaco, both of which maintain a mutual aid agreement with the district. Facilities include two primary stations located in Ocean Park and Seaview, and five satellite stations throughout the peninsula area. Staff includes 23 paid employees and 38 volunteer fire fighters. The district operates 30 emergency response vehicles, including fire trucks, tankers, rescue vehicles and aid cars. The district responds to approximately 2,400 aid calls on an annual basis with over 80 percent of those calls being medically related.

*Chinook District No.2*

The Chinook District No. 2 serves the Chinook valley area to the Oregon border. Maintains one fire station in Chinook and operates with 18 volunteer fire fighters, two EMTs, and one paramedic. Equipment includes three trucks. Projected need for new fire truck.

*Willapa Valley District No. 3*

The Willapa Valley District No. 3 serves the area east of Raymond to Elk Prairie Road, north to the County boarder, and west to Baleville. The district contracts with the City of Raymond to provide fire protection services throughout the majority of the district. District volunteers staff a new station in Menlo and one satellite fire station in Lebam.

*Naselle District No. 4*

The Naselle District No. 4 extends east to Salmon Creek, west to Parpala Road, north to Johnson Landing, and south along Knappton Road. Maintains one fire station and operates with a volunteer staff of 30 fire fighters, and seven EMTs. Equipment includes three tankers, four trucks, three ambulances, and one rescue vehicle. Projected need for a new fire truck.

*North Cove District No. 5*

The North Cove District No. 5 includes the Pacific Coast area from Tokeland, north to the county boarder. Service is provided from two fire stations located in North Cove and Tokeland, and with a volunteer staff of 24 fire fighters, one paramedic. Equipment includes two trucks, one tanker, and one brush truck. Projected need for a new fire truck.

*Bay Center District No. 6*

The Bay Center District No. 6 serves the Bay Center peninsula west to Goosepoint, and the area south to Nemah, and north to Stony Point. Service is provided from one fire station in Bay Center and with a volunteer staff of 14 fire fighters, four EMTs, and seven first responders. Equipment includes three trucks, and one tanker.

*Nemah District No. 7*

The Nemah District No. 7 serves the area from Nemah Road to Linn Point. The district provides one fire station and operates with a volunteer staff of eight fire fighters, and two trucks. The

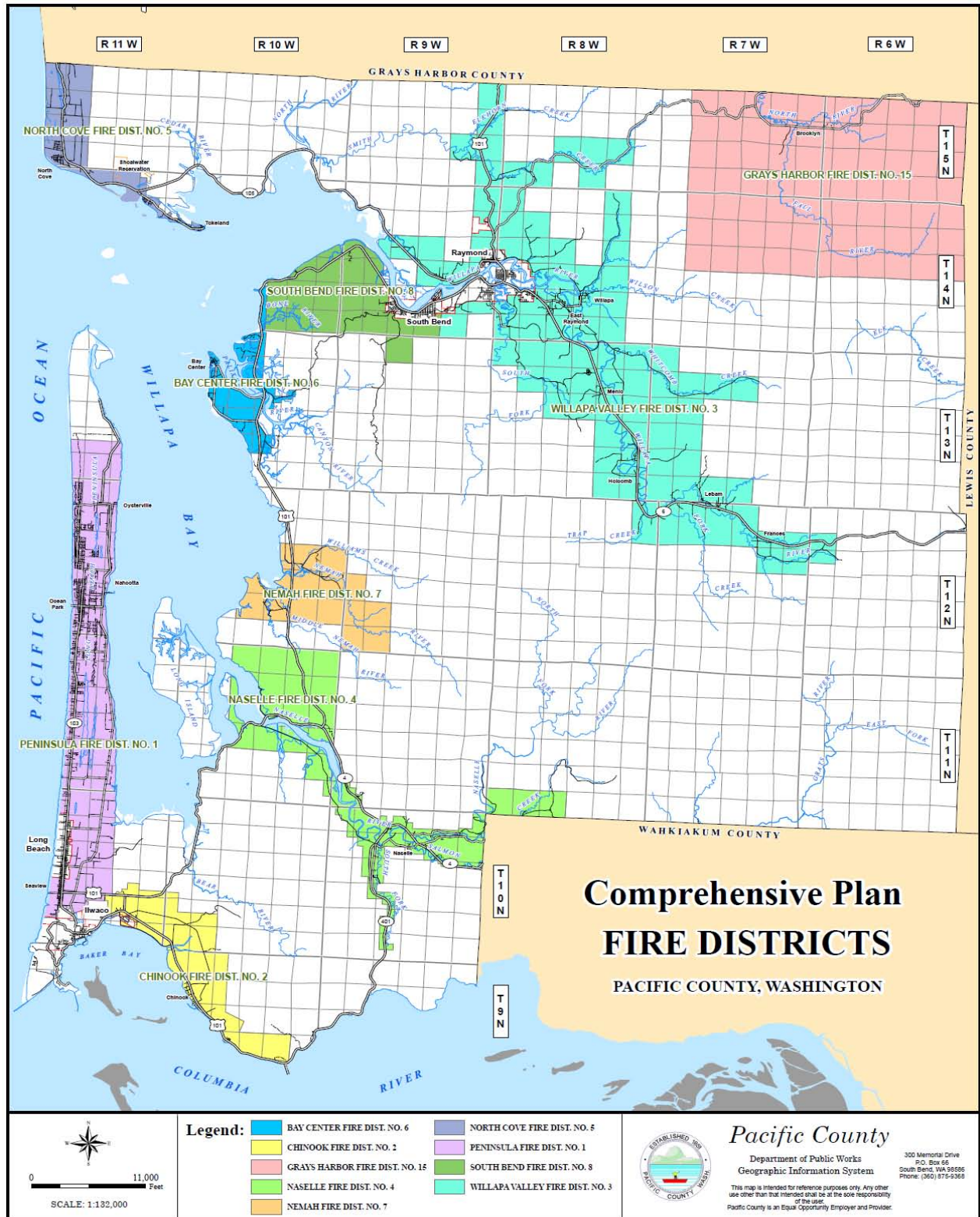
existing fire station was remodeled in 2008.

*Rural South Bend No. 8*

The Rural South Bend No. 8 service area extends from Eklund Park, west to Bruceport Park with the exception of Stony Point. The district contracts with the City of South Bend to provide fire protection services.

The Brooklyn area is served by a Grays Harbor Fire Protection District and which has future plans to construct an equipment storage building to service the Brooklyn area.

Figure 6-2  
Fire Districts



### Libraries

The County is served by the Timberland Regional Library System, with facilities located in South Bend, Raymond, Naselle, Ilwaco, and Ocean Park.

### Hospitals

The north end of the County is served by the Willapa Harbor Hospital located in South Bend. South County is served by the Ocean Beach Hospital located in Ilwaco.

## **6.12 AVAILABLE SOURCES OF REVENUE**

### **6.12.1 General**

Pacific County has three general criteria for the funding of capital improvement projects. First, the County is committed to meeting all County, state, and federal laws and regulations, particularly as they apply to public health and safety. Second, the County wishes to meet its capital facilities needs in the most cost-effective manner possible. Finally, the County attaches much importance to financial responsibility. While the County anticipates that the capital improvements included in this plan will contribute to greater economic vitality, fiscal prudence dictates that the County must plan for relatively flat revenues over the next few years.

Capital outlays in Pacific County tend to vary a great deal from year to year, depending on need and ability of the County to secure grants to fund particular projects. In the past, Pacific County has not typically allocated general fund revenues for large capital projects. Rather, these projects are funded through bond issues, state and federal grants, and revenues from enterprise funds, such as water and solid waste fee revenues. Special assessment or special benefit district formation, including local improvement district bonds, is another potential method of funding projects. The County also taps the resources of the private sector to help pay for capital construction, through developer contributions which may be assessed as part of the development permit review process.

Abbreviations used throughout this section for funding sources include:

ALEA	Aquatic Lands Enhancement Account
BROS	Bridge Replacement Off-System
CCWF	Centennial Clean Water Fund
CDBG	Community Development Block Grant, Department of Commerce
CRF	County Road Fund
CZMF	Coastal Zone Management Fund
DOE	Department of Ecology Coordinated Prevention Grant
ESF	Eklund Park Sewer Fund
GO	General Obligation Bonds
SC	Flood Control Zone District Service Charge
FEMA	HMA Federal Emergency Management Agency Hazard Mitigation Assistance
GF	Pacific County General Fund
P&T	Paths and Trails Fund

PWTF	Public Works Trust Fund
RAP	Rural Arterial Preservation
RB	Revenue Bonds
STP	Surface Transportation Plan
USDA	Rural Development Fund
WSDOT	Washington State Department of Transportation

### **6.12.2 Locally-Generated Revenue**

Locally generated revenues can be used to cover costs of capital facility improvements as well as the expenses of replacing and updating existing facilities, administration, operations and maintenance, and debt service on previous system improvements. Typical local revenue sources include the following:

- General government taxes such as property taxes and sales tax.
- Revenue or general obligation bonds.
- Local Improvement District (LID), Utility Local Improvement District (ULID), or Road Improvement District (RID) formation as an equitable assessment of benefited properties.
- Developer financing, or improvements made in lieu of financial contributions, utilizing a variety of extensions and agreements tailored to specific projects.
- County funding with a general facilities charge assessment made to each property in the benefited area.
- Creation of Special Districts, such as a Flood Control Zone District, with a rate structure to generate required revenue.

Several of these revenue options are discussed below.

#### Revenue Bonds

The most common source of funds for construction of major utility improvements is the sale of revenue bonds. The tax-free bonds are issued by the County. The major source of funds for debt service on these revenue bonds is from user service rates. In order to qualify to sell revenue bonds, the County must show that its net operating income (gross income less expenses) is equal to or greater than a factor, typically 1.2 to 1.4, times the annual debt service on all par debt. If a coverage factor has not been specified it will be determined at the time of any future bond issue. This factor is commonly referred to as the coverage factor and is applicable to revenue bonds sold on the commercial market.

#### General Obligation Bonds

The County, by special election, may issue general obligation bonds to finance almost any project of general benefit to the County. The bonds are paid off by assessments levied against all

privately owned properties within the County. This includes vacant property which otherwise would not contribute to the cost of such general improvements. This type of bond issue is usually reserved for municipal improvements that are of general benefit to the public, such as arterial streets, bridges, lighting, municipal buildings, firefighting equipment, parks, and water and wastewater facilities. Inasmuch as the money is raised by assessment levied on property values, the business community also provides a fair share of funds to pay off such bonds.

General obligation bonds have the best market value and carry the lowest rate of interest of all types of bonds available to the county.

Disadvantages of general obligation bonds include the following:

- Voter approval is required which may be time-consuming, with no guarantee of successful approval of the bond; and
- The County would have a practical or legal limit for the total amount of general obligation debt. Financing large capital improvements through general obligation debt reduces the ability of the utility to issue future debt.

#### Utility Local Improvement Districts

Another potential source of funds for improvements comes through the formation of Utility Local Improvement Districts (ULIDs) involving an assessment made against properties benefited by the improvements. ULID bonds are further guaranteed by revenues and are financed by issuance of revenue bonds.

ULID financing is frequently applied to utility system extensions into previously unserved areas. Typically, ULIDs are formed by the County at the written request (by petition) of the property owners within a specific area of the County. Upon receipt of a sufficient number of signatures on petitions, the local improvement area is defined, and a utility system is designed for that particular area in accordance with the County's Comprehensive Plan. Each separate property in the ULID is assessed in accordance with the special benefits the property receives from the system improvements. A county-wide ULID could form part of a financing package for large-scale capital projects such as water supply or storage improvements which benefit all residents in the service area.

There are several benefits to the county in selecting ULID financing. The assessment places a lien on the property and must be paid in full upon sale of the property. Further, property owners may pay the assessment immediately upon receipt reducing the costs financed by the ULID.

The advantages of ULID financing, as opposed to rate financing, to the property-owner include:

- The ability to avoid interest costs by early payment of assessments;
- If the ULID assessment is paid off in installments, it may be eligible to be deducted from federal income taxes;

- Low-income senior citizens may be able to defer assessment payments until the property is sold; and
- Some Community Block Grant funds are available to property owners with incomes near or below the poverty level. Funds are available only to reduce assessments.

The major disadvantage to the county-wide ULID process is that it may be politically difficult to approve formation. The ULID process may be stopped if owners of 40 percent of the property area within the ULID boundary protest its formation.

#### Developer Financing

Developers may fund the construction of extensions to the utility systems to property within new plats. The developer extensions are turned over to the county for operation and maintenance when completed.

It may be necessary, in some cases, to require the developer to construct more facilities than those required by the development in order to provide either extensions beyond the plat or larger pipelines for the ultimate development of the system. The County may institute regulations to reimburse the developer through direct outlay, latecomer charges, or reimbursement agreements for the additional cost of facilities, such as increased size of pumping stations and pipelines over those required to serve the property under development. Developer reimbursement (latecomer) agreements provide up to ten years or more for developers to receive payment from other connections made to the developer-financed improvements.

#### System Development Charges (SDC)

The County may adopt a system development charge or connection charge to finance improvements of general benefit to infrastructure which are required to meet future growth. System development charges are generally established as one-time charges assessed against new customers as a way to recover a part or all of the cost of additional infrastructure capacity constructed for their use.

The system development charge or fee is deposited in a construction fund to construct such infrastructure. The intent is that all new customers will pay an equitable share of the cost of the infrastructure improvements needed to accommodate growth.

### **6.12.3 Non-Local Revenue**

It is important for the County to identify sources of revenue available from agencies outside the county for implementing projects identified in this Capital Facilities Element. Federal, State, and other public program funds have assisted in financing capital improvement projects in the past. However, such monies have become increasingly scarce in recent years.

The following describes several funding sources available to the county without reference to any specific project. The selected funding sources will depend on the status of the County's existing



financial commitments, capital and cash flow requirements, funding source availability, and the impact on the service rates and connection charges. Potential funding sources include:

Grants: Department of Community Development  
USDA, Rural Development (Formerly FMHA)

Loans: Public Works Trust Fund  
Flexline  
Rural Economic Community Development

#### Community Development Block Grant

Community Development Block Grant (CDBG) financing is available to non-entitlement cities and counties for projects primarily benefiting low to moderate-income persons. The maximum grant funding available is \$1,000,000. To be eligible for CDBG grants, the municipality must be included on the list of eligible jurisdictions and this must be a jurisdiction with at least 51 percent low/moderate incomes. The County meets both of these eligibility requirements.

#### USDA, Rural Development (Formerly FMHA)

Rural Development (RD) has a loan program, which, under certain conditions, includes a limited grant program. Grants may be awarded when the annual debt service portion of the utility rate exceeds 1.0 percent to 1.5 percent of the municipality's median household income. In addition, RD has a loan program for needy communities that cannot obtain funding by commercial means through the sale of revenue bonds. The loan program provides long-term 30 to 40-year loans at an interest rate that is based on federal rates and varies with the commercial market. RECD loans are revenue bonds with a 1.1 debt coverage factor.

#### Public Works Trust Fund

The Public Works Trust Fund (PWTF) is a revolving loan fund designed to help local governments finance needed public works projects through low-interest loans and technical assistance. The PWTF, established in 1985 by legislative action, offers loans substantially below market rates, payable over periods ranging up to 20 years.

Interest rates are one, two, or three percent, with the lower interest rates providing an incentive for a higher local financial share. To qualify for a three percent loan, the local community must provide ten percent of the project costs. A 20 percent local share qualifies the applicant for a two percent interest rate and a 30 percent local share qualifies for a one percent loan. The useful life of the project determines the loan term, with a maximum term of 20 years.

To be eligible, an applicant must be a local government such as a city or County, or special purpose utility district, and have a long-term plan for financing its public work needs. If the applicant is a county or city, it must adopt the 1/4 percent real estate excise tax dedicated to capital purposes. Eligible public works systems include streets and roads, bridges, storm sewers, sanitary sewers, and domestic water. Loans are presently offered only for purposes of repair, replacement, rehabilitation, reconstruction or improvement of existing eligible public works systems, in order to meet current standards and to adequately serve the needs of existing service

users. Ineligible expenses include public works financing costs that arise from forecasted, speculative, or service area growth. Such costs do not make a project ineligible but must be excluded from the scope of their PWTF proposal.

Since substantially more trust fund dollars are requested than are available, local jurisdictions must compete for the available funds. The applications are carefully evaluated, and the Public Works Board submits to the Legislature a prioritized list of those projects recommended to receive low-interest financing. The Legislature reviews the list and indicates its approval through the passage of an appropriation from the Public Works Assistance Account to cover the cost of the proposed loans. Once the Governor has signed the appropriation bill into law (as action that usually occurs by the following April), those local governments recommended to receive loans are offered a formal loan agreement with appropriate interest rate and term as determined by the Public Works Board.

### **6.13 CAPITAL IMPROVEMENT PLAN**

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures of the county. This enables the county to maintain and improve public facilities and infrastructure to meet established standards. A master list of capital improvement projects is presented in Table 6-13.

To ensure that the resources are available to provide the needed facilities, the plan will be reviewed on an annual basis by the county. If the county is faced with funding shortfalls various strategies to meet funding needs may be used. These include, but are not limited to, prioritizing projects focusing on concurrency, increasing revenues through use of bonds or user fees, decreasing facility costs by changing the project scope, or revising the comprehensive plan's land use element or adopted levels of service. In addition, the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities may vary from that stated in the capital improvement plan due to:

- unanticipated revenues or revenues that become available to the county with conditions about when they may be used; or
- new development that occurs in an earlier or later year than had been anticipated.

Specific debt financing proposals may vary from that shown in the comprehensive plan due to changes in interest rates, other terms of financing, or other conditions which make the proposals in the plan not advantageous financially.

### **6.14 GOALS AND POLICIES**

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this Plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a

whole, the work of the individual areas and the cities has been combined as presented below. Goals and policies do not apply to the incorporated cities, but rather, only to unincorporated areas of the County.

**Goal CF-1: Public involvement should be solicited and encouraged in public facilities planning.**

**Goal CF-2: When designing and locating public facilities, public entities and utility providers should provide mitigation to prevent adverse impacts on the environment and other public facilities.**

*Policy CF-2.1:* Impacts on water resources, drainage systems, natural habitat, geologically hazardous areas, other sensitive areas, and transportation systems should be considered and adverse impacts avoided or mitigated.

**Goal CF-3: The costs of proposed County-owned capital facilities should be within the County's funding capacity, and be equitably distributed between facility users and the County in general.**

*Policy CF-3.1:* The Capital Facilities Plan should integrate all of the County's capital project resources (grants, bonds, general county funds, donations, real estate excise tax, fees and rates for public utility services, and any other available funding).

*Policy CF-3.2:* The additional operation and maintenance costs associated with the acquisition or development of new capital facilities should be assessed. If accommodating these costs places an unacceptable burden on the operating budget, capital plans may need to be adjusted.

*Policy CF-3.3:* Regional funding strategies should be explored for capital facilities to support comprehensive plans developed under the Growth Management Act.

*Policy CF-3.4:* Agreements should be developed between the County and cities for transferring the financing of capital facilities in the Urban Growth Areas to the cities before annexations occur.

*Policy CF-3.5:* Public utility services should be provided at the lowest possible cost, taking into account, both construction and operation/maintenance costs.

*Policy CF-3.6:* New public utility services should provide adequate growth capacity to avoid expensive retrofits or expansions.

*Policy CF-3.7:* If the County is faced with capital facility funding shortfalls, any combination of the following strategies should be used to balance

revenues and public facility needs:

- Increase revenues through use of bonds, new or increased user fees or rates, new or increased taxes/service charges, regional cost sharing, or impact fees.
- Decrease level of service standards if consistent with Growth Management Act Goals.
- Reprioritize projects.
- Decrease the cost of the facility by changing project scope, or finding less expensive alternatives.
- Decrease the demand for the public service or facility. This could involve instituting measures to slow or direct population growth or development.
- Revise the Comprehensive Plan's land use and rural areas element to change types or intensities of land use as needed to match the amount of capital facilities that can be provided.

**Goal CF-4: Public facilities and services should be provided commensurate with planned development intensities without unduly impacting current service levels.**

***Policy CF-4.1:*** Land use decisions as identified in the comprehensive plans of the County and cities should be the determinants of development intensity rather than public utility decisions and public utility planning.

***Policy CF-4.2:*** Where land use plans and zoning regulations conflict with long-range plans for public utilities, the plan and zoning designations should be reviewed.

***Policy CF-4.3:*** Extension of services and construction of public capital facilities should be provided at levels consistent with development intensity identified in this Comprehensive Plan.

***Policy CF-4.4:*** Public utility services within urban growth areas and areas of more intense development should be phased outward from the urbanizing core in order to promote infilling.

**Goal CF-5: Public facilities and services should be provided at reasonable costs, consistent with the County's Comprehensive Plan, capital budget, and six year transportation program.**

***Policy CF-5.1:*** Pacific County's annual capital budget and six year transportation program required under RCW 36.81.121 should be consistent with the intent and substance of this Capital Facilities Plan and the Transportation Element of this Comprehensive Plan.

**Goal CF-6: Sewer systems should be provided in rural areas only to correct public health problems.**

***Policy CF-6.1:*** Pacific County should allow sewer systems in designated urban growth areas. They should be allowed in rural areas only to correct identified health hazards or water quality problems in areas of existing development.

***Policy CF-6.2:*** Where new sewer systems are being provided to unincorporated rural areas, Pacific County should be the primary sewer system provider.

**Goal CF-7: New County owned drinking water systems should be provided in rural areas only to correct public health problems.**

***Policy CF-7.1:*** In unincorporated areas inside the urban growth areas around cities, the cities should be the primary water provider.

***Policy CF-7.2:*** In order to resolve documented health hazards, safety, or pollution problems in areas of existing rural development, the County may serve as the water utility owner, or develop a proactive assistance program focused on keeping small distribution systems in private ownership.

**Goal CF-8: Capital facilities should be designed to include mitigation to protect surface and ground water quality and habitat, to prevent chronic flooding from stormwater, to maintain natural stream hydrology, and to protect aquatic resources in areas experiencing flood control problems.**

***Policy CF-8.1:*** Within active flood control zone districts, comprehensive Drainage Basin Plans should be developed to identify and prioritize necessary stormwater services and capital facilities. As new Basin Plans are adopted, the stormwater element of the Capital Facilities Plan should be reprioritized and updated as needed.

***Policy CF-8.2:*** Within active flood control zone districts, the County should attempt to limit potential damage, dangers, or public costs associated with inappropriate land development by reasonable regulation of and application of uniform surface water and erosion control standards.

***Policy CF-8.3:*** New development activities in sensitive areas should make provisions for surface water control.

***Policy CF-8.4:*** Public improvements and private developments should not alter natural drainage systems without acceptable mitigating measures which limit the risk of flooding or negative impacts to water quality.

***Policy CF-8.5:*** Natural surface water storage sites that help regulate streamflows and/or recharge groundwater should be preserved and their water quality protected, as may be further defined in any adopted drainage ordinance.

***Policy CF-8.6:*** Capital facilities development should not increase peak surface water runoff. In critical drainage, erosion, or flood hazard areas, development should not increase total runoff quantity.

***Policy CF-8.7:*** Site designs and construction practices should limit on-site erosion and sedimentation during and after construction.

***Policy CF-8.8:*** Surface water runoff from development adjacent to steep slopes, ravines, or marine bluffs should be routed so it does not cause erosion or landslides. Runoff should be sufficiently diffused so that flows do not create erosion.

***Policy CF-8.9:*** Natural stream channels should be preserved, protected, and enhanced for their hydraulic, ecological, and aesthetic functions.

***Policy CF-8.10:*** The natural flood storage function of floodplains should be preserved where practicable.

***Policy CF-8.11:*** One hundred year floodplains should be protected by locating roads and structures above the one hundred year level, and requiring development to mitigate for existing flood storage capacity lost to filling.

***Policy CF-8.12:*** Development on steep slopes should be designed to prevent property damage and environmental degradation.

***Policy CF-8.13:*** In areas subject to erosion, native ground cover should be retained or replaced after construction, special construction practices should be used, and allowable site coverage may need to be reduced to prevent erosion and sedimentation. Limitations on the time when site work can be done may also be appropriate.

**Goal CF-9:** The County should coordinate planning of parks, trails, and preserves with other local governments within the County so as to serve all residents of the County.

***Policy CF-9.1:*** Future acquisition of parks, trails and preserves, if desired, should occur in a coordinated manner, within an overall plan that identifies priorities,

funding sources, and a timetable for acquisition.

***Policy CF-9.2:*** The County should cooperate with other public agencies to share public facilities for park and year-round recreational use.

**Goal CF-10: New County government buildings should be located to provide convenient access to residents. County government buildings should be designed for efficient and frugal use of public monies.**

***Policy CF-10.1:*** Standards for level of service must be realistic, attainable, and not excessive. Level of Service standards should be based on:

- Consideration of national, state and professional standards for the applicable space.
- Applicable federal and state laws.
- Cost effectiveness and consideration of the ability of the county to fund ongoing costs of operations and maintenance.

***Policy CF-10.2:*** Efficiency in design and use should be a goal for new facility development. Building design and function should promote flexibility to accommodate a variety of uses and interior spatial changes.

***Policy CF-10.3:*** Charges for space in County buildings should recover full costs, including capital expenses, amortization, depreciation, and maintenance and operation cost.

**Goal CF-11: The impact of new school facilities on roads and neighboring uses should be assessed before construction begins.**

***Policy CF-11.1:*** Where the size of a single proposed development warrants, the developer should identify at the first stage of project review proposed school sites which meet school district needs.

***Policy CF-11.2:*** Where practical, schools should be located along non-arterial roads, or should include frontage and off-site improvements needed to mitigate the impacts of pedestrian and vehicular traffic. Availability of sewer and water facilities and the presence of safety hazards should also be considered in siting schools.

**Goal CF-12: The County should not provide landfill services.**

***Policy CF-12.1:*** The County should continue to oversee the landfill and transfer station facility activities provided by private companies. To facilitate the

coordination of these services, the County should discuss and exchange population forecasts, development plans, and technical data with the providers identified in this plan.

**Goal CF-13: A recycling program should exist with the goal of reducing or recycling the County's waste stream as defined in the Pacific County Solid Waste Management Plan.**

**Goal CF-14: The Grays Harbor College Facilities should be expanded to provide additional, enhanced and convenient educational, vocational and technical training and opportunities for a changing residential population.**



...CAPITAL FACILITIES ELEMENT

**TABLE 6-10**  
**MASTER LIST OF CAPITAL IMPROVEMENT PROJECTS**

Project Date	Project Name	Estimated Cost	Source of Funds		
Water & Sewer System Projects					
Refuse and Recycling Projects					
2010	Loomis Lake Basin Drainage Channel	\$105,000	SC		
2011	Seaview Storm Drain Improvements	\$80,000	SC, CRF		
2011	East Main Outlet Pipe Replacement	\$107,500	SC		
2013	41 <sup>st</sup> Street Culvert	\$5,000	SC, CRF		
2013	95 <sup>th</sup> Street Culvert	\$110,000	SC		
2014	Sid Snyder Dr. Culvert Replacement	\$80,000	SC, CRF		
2015	South Surfside Outfall Extension	\$250,000	SC		
Total Stormwater System Projects		\$ 737,500			
Year of Constr.	Project Name	Milepost From	Milepost To	Cost	Funding Source
2011	Butte Creek Road	1.32	3.16	\$1,300,00	CRF, STP
2011	Smith Creek Road	5.80	6.83	\$1,505,00	CRF, RAP
2011	Falls River Bridge	2.47		\$675,000	CRF, BROS
2011	Willapa Road	4.06	5.04	\$975,000	CRF, RAP
2011	Camp One Road	3.36	3.87	\$1,000,00	CRF
2011	Monohon Landing	0.28	0.85	\$1,700,00	CRF, RAP
2012	Niawiakum Bridge	7.65		\$2,500,00	CRF, BROS
2012	Parpala Road	2.30	2.46	\$800,000	CRF
2013	Rue Creek Road	2.01	3.36	\$1,500,00	CRF, RAP
2013	Davis Creek Bridge	1.55		\$1,275,00	CRF, BROS
2013	U Street	1.79	3.13	\$900,000	CRF, STP
2013	Pioneer Road	0.00	1.02	\$500,000	CRF
2013	Smith Creek Road	13.72	14.75	\$500,000	CRF, STP
2014	Smith Creek Road	12.72	13.72	\$500,000	CRF, STP
2014	County Line Bridge	2.30		\$4,000,00	CRF, BROS
2014	Heckard Road	0.00	1.02	\$875,000	CRF, RAP
2014	Sandridge Road	0.16	0.99	\$900,000	CRF, STP
2014	Joe Johns Road	0.00	0.96	\$350,000	CRF
2014	Tokeland Road	0.00	2.99	\$1,500,00	CRF, STP

### ...CAPITAL FACILITIES ELEMENT

2015	Heckard Bridge Rehabilitation	0.79		\$500,000	CRF, BROS
2015	67 <sup>th</sup> /68 <sup>th</sup> Extension	0.00	0.00	\$500,000	CRF
2015	Campbell Bridge			\$1,000,00	CRF, BROS
2015	South Valley Road	0.00	1.93	\$1,500,00	CRF, STP
2015	Cranberry Road	0.00	1.40	\$500,000	CRF
2015	Oldani Road	0.00	0.65	\$200,000	CRF, CAPP
2015	Udell Hansen Road	0.00	0.73	\$950,000	CRF
2015	Miscellaneous Safety Enhancement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF
2015	Miscellaneous Culvert Replacement			\$150,000	CRF
<b>Total Transportation Projects</b>				<b>\$ 28,855,000</b>	
<b>Building Projects</b>					
Unknown	South County Maintenance Facility			\$2,500,000	GO, CRF
Unknown	North County Maintenance/Public Works Facility			\$3,205,000	GO, CRF
<b>Total Building Projects</b>				<b>\$5,705,000</b>	
<b>Parks Projects</b>					
2010	Morehead Park, Septic and Drainfield Replacement			\$150,000	L, M
2010	Bruceport Park Restroom Remodel			\$15,000	U
2011	Chinook Park Rest Area Phase I			\$239,000	U
2011	Chinook Park Seawall			\$350,000	U
2012	Naselle Boat Launch, Phase III			\$400,000	U
2012	Bush Pioneer Park Land Acquisition			\$25,000	U
2012	Chinook Park Rest Area Phase II			\$275,000	U
2012	Port of Peninsula Beach to Bay Trail			\$232,000	U
2013	Chinook School Community Project			\$750,000	U
2014	Chinook Park Rest Area Phase III			\$50,000	U
Unknown	City of LB – Ocean Dune Open Space Park			\$200,000	U
Unknown	North County Swimming Pool			\$800,000	U
Unknown	So. County Youth Recreation Facility			\$25,000	U
<b>Total Parks Projects</b>				<b>\$3,511,000</b>	
<b>Funding Source:</b> ALEA - Aquatic Lands Enhancement Account; NCRD - North County Recreational District; BROS - Bridge Replacement Off System; P&T - Paths and Trails Fund; CCWF - Centennial Clean Water Fund; PWTF - Public Works Trust Fund; CDBG - Community Development Block Grant; RAP - Rural Arterial Preservation; CRF - County Road Fund; RB - Revenue Bond; CZMF - Coastal Zone Management Fund; S - State Grant; DOE - Ecology Coordinated Prevention Grant; STP - Surface Transportation Program; FCAAP - Flood Control Account Program; TIA - Transportation Improvement Account; SC - Flood Control Zone District No. 1 Service Charge; U – Unknown; FEMA - Federal Emergency Management Agency; DOT - Washington State Department of Transportation; GF - County General Fund; GO - General Obligation Bonds; U – Unknown; D – Donation; L – Local; M – Match.					

**7.1 INTRODUCTION**

The utilities element has been developed in accordance with Section 36.70A.070 of the Growth Management Act (GMA) to address utility services in Pacific County for the next twenty years. The GMA defines electricity, gas, telecommunications, and cable TV as "utilities." It defines water and sewer systems separately as "public facilities." As used in this comprehensive plan, "utility" and "public facility" are not interchangeable terms. Plans for transportation and circulation-related facilities are addressed in Section 5, the transportation element, and water supply and sewage treatment are addressed in Section 6, the capital facilities element.

Pacific County understands that providers of electricity, telephone, and telecommunication services are regional or inter-regional entities, and that provision of utility services must be well coordinated. In devising a utility plan for Pacific County, the County has consulted providers, other jurisdictions, and regional coordinating groups to ensure that this plan is consistent with other plans.

Virtually all land uses require one or more of the utilities discussed in this element. Local land use decisions drive the need for new or expanded utility facilities. In other words, private utilities follow growth. Expansion of the utility systems is a function of the demand for reliable service that people, their land uses, and activities place on the systems.

**7.2 RELATIONSHIP OF UTILITIES ELEMENT TO OTHER PLANS****7.2.1 Growth Management Act**

This utilities element must be consistent with the Growth Management Act (GMA). RCW 36.70A.070 states that this element must consist of:

- a description of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.

**7.2.2 County-Wide Planning Policies**

In addition to the GMA, comprehensive plans should be consistent with adopted county-wide policies. This element has been developed to be consistent with the County-Wide Planning Policies.

**7.3 ELECTRICAL POWER SUPPLY****7.3.1 Existing Facilities**

The largest power supplier in the County is the Public Utility District No. 2 of Pacific County (PUD). Formed in 1937, the PUD serves all of Pacific County with the exception of small areas in the northwest and east portions of the County. Grays Harbor PUD serves the Grayland, North Cove and Tokeland areas while the Lewis County PUD serves a small east county area. As of

this plan date, the PUD is a full requirements customer and purchases all of its power from the Bonneville Power Administration (BPA).

In accordance with state law, electric power providers have an obligation to provide electricity upon demand. In other words, the power companies must provide service to customers within their service territory as it is requested. This is known as a utility's duty to serve. Consistent with this duty, the electric power providers follow growth and will provide electrical service to development both within and outside of urban growth areas. Electrical facilities are therefore not a distinguishing factor in delineating "urban" from "rural" areas. An increased demand for electricity is expected as development occurs.

#### System Inventory

This inventory includes only the major features of the electrical transmission and distribution systems. A full discussion and inventory of the distribution feeder systems throughout the County is not included in this element because the level of detail required to do so is prohibitive. The design and location of future additions to the distribution system is not presented here because the exact design of the system is driven by new development as it occurs.

The Pacific County PUD No. 2 has eight delivery points from the Bonneville Power Administration within Pacific County. Those eight sites along with PUD substation and service areas are described below.

#### *Valley Substation*

A 115 kV BPA tap, located just east of Oxbow County Road along SR 6, is the delivery point serving PUD's Valley Substation (intersection of Oxbow County Road and SR 6). This substation, with a capacity of 5/6.25 Mva, has two feeder lines that provide electricity to customers in the east service area of Pacific County. The service area extends from Menlo east through Frances. Facilities are located both overhead and underground.

#### *Henkle Substation*

A three mile 115 kV transmission line runs south from BPA's Raymond Substation, on the east side of SR101 just north of Butte Creek Road, across the Willapa River to a location known as the Raymond Tideflats where a PUD transmission line makes connection. This line continues south along Eighth Street, terminating at the PUD's Henkle Street Substation. The Henkle Street Substation is located along the south side of SR 6 just east of the intersection of SR 101 and SR 6. This substation, with a 15/20/25 Mva capacity and a 12/16/20 Mva backup, has seven distribution lines that provide power to the City of Raymond and the surrounding area. Facilities are located both overhead and underground.

#### *Willapa River/Skidmore Substations*

The PUD's Willapa River Substation is located along the old South Bend/Raymond Road just east of Harrison Avenue in South Bend and is the power supply for the PUD's Skidmore Substation. The transmission voltage is reduced in the Willapa River substation from 115 kV to 12.47 kV. The two substations, located near the easterly boundary of the South Bend City limits, are separated only by approximately 250 feet of 12.47 kV line. The Skidmore Substation, with a 15/20/25 Mva capacity from the Willapa River Substation, has six feeder lines that provide power to the City of South Bend and the surrounding area, traveling as far west and

south as the Nemah Valley Area. Facilities are located both overhead and underground.

#### *Naselle Substation*

The Naselle area is served by BPA's Naselle Substation. This facility is located along SR 4, just west of the SR 4/SR 401 intersection, and provides a transmission voltage of 115kV through a short line to the PUD's Naselle substation for conversion to a distribution voltage of 12.47 kV. A 10/12.5 Mva transformer with three feeders supplies electricity to the Naselle area. Facilities are located both overhead and underground.

#### *Hagen Substation*

A 115 kV BPA tap is located at the top of Bear River Hill along the south side of SR 101. This delivery point serves the PUD's Hagen Substation located east of the SR 101/Alternate 101 intersection. This substation, with a capacity of 15/20/25 Mva, has three feeder lines that provide electricity to customers in Chinook, the City of Ilwaco, Seaview and other surrounding areas. Facilities are located both overhead and underground.

#### *Tarlett/Long Beach Substation*

The PUD's Tarlett Substation is located east of Sandridge Road on the north side of 95th Street and is the power source for their Long Beach Substation. At Tarlett Substation, the transmission voltage of 115 kV is reduced to 12.47 kV and sent over two spans to the Long Beach substation. The PUD's Long Beach substation, with a capacity of 12/16/20 Mva from the Tarlett Substation, has five feeder lines that provide power to the City of Long Beach, portions of Sandridge Road, Klipsan, Loomis, and other surrounding areas. Facilities are located both overhead and underground.

#### *Ocean Park Substation*

A 115 kV BPA tap is located at the PUD's Long Beach Substation. From this point, a PUD 115 kV transmission line continues north along the east side of Sandridge Road for nine miles to the PUD's Ocean Park Substation. The transmission voltage is stepped down to 12.47 kV through a power transformer with a capacity of 15/20/25 Mva. Electricity is distributed via four feeders to customers north of 227th Street, including the communities of Ocean Park and Nahcotta, as well as other surrounding areas. Facilities are located both overhead and underground.

#### *Oysterville Substation*

A PUD 115 kV transmission line runs north from the Ocean Park Substation for two and one-half miles to the PUD's Oysterville Substation. The transmission voltage is stepped down at that location through a 12/16/20 Mva power transformer to a 12.47 kV distribution level. Two main feeder lines provide electricity to customers in Oysterville and Surfside Estates. Facilities are located both overhead and underground.

#### *Tokeland Substation*

PUD No. 1 of Grays Harbor currently provides electrical service to customers in Tokeland, North Cove, and Grayland in northwest Pacific County. PUD No. 2 of Pacific County is designing a 115 kV transmission line and substation to serve that area. This conversion is planned for 2010.

**7.3.2 Condition and Capacity Analysis**

According to PUD No. 2 of Pacific County, the 2008 total winter peak load within their Pacific County service area was 80,112 Kilowatts (kW). For each of the PUD's eight delivery points, winter peak loads for 2008, and projected loads for the year 2015 are shown in Table 7-1. The 2008 figures are actual demand amounts whereas the projected 2015 values are weather adjusted and do not approximate actual amounts.

**TABLE 7-1  
PUD NO. 2 OF PACIFIC COUNTY PEAK LOADS**

<b>Delivery Point</b>	<b>Winter Peak 2008</b>	<b>Weather Adjusted 2015</b>
Valley	3,626	2,574
Henkle Street 115 kV	18,643	19,771
Willapa River 115 kV	9,312	13,244
Naselle 115 kV	4,866	4,803
Hagen 115 kV	12,605	20,624
Tarlett 115 kV	14,321	13,483
Ocean Park 115 kV	12,634	18,402
Oysterville	4,105	6,240
<b>Total</b>	<b>80,112</b>	<b>99,141</b>

Source: Doug Miller, General Manager, PUD No. 2 of Pacific County

**7.3.3 Needs Assessment**

While PUD No. 2 of Pacific County does not anticipate any problems meeting future demands throughout their service areas in the County, it is continually working to provide the most reliable, cost effective system possible. Proposed electrical distribution and transmission facility improvements intended to serve local and regional needs as well as descriptions, maps, and inventories of existing and in-progress projects, are presented the Pacific County PUD No. 2, Capital Improvement Plan.

**7.3.4 Energy Demand Management**

The per capita consumption of electricity in Pacific County is low relative to averages from other utility service areas. This is due in part to the large number of summer only customers (vacation homes) as well as the significant number of homes that rely on wood burners as the primary heating source. Even so, the County promotes a number of community programs aimed at conserving electricity by decreasing demand.

The Housing Rehabilitation Program, funded by a Community Development Block Grant, provides loans to low-income families in order to rehabilitate deteriorated housing units. Many of the improvements that are funded through this program (such as restoration of foundations, walls, windows, or ceilings) improve energy efficiency in the home. Precise data on energy

savings resulting from the program are not available because the program does not collect such data. Other programs available through the power companies include providing home weatherization assistance.

### **7.3.5 Emerging Trends in Energy Production**

Recent trends in energy production in Pacific County include both wind energy and wave energy. Currently, a wind energy project is under construction in North Cove along the Pacific County/Grays Harbor County Line. The total project includes four wind turbines, two in Pacific County and two in Grays Harbor County, and is capable of producing 6 MW of energy. Another wind project is planned for the Naselle ridge area with 32 wind turbines producing up to 82 MW of energy. A third project is proposed near the Lewis County, Grays Harbor County and Pacific County lines containing a total of 44 wind turbines, three of which are in Pacific County and are capable of producing up to 120 MW of energy. The feasibility of developing wave or tidal energy production is currently being explored in Willapa Bay, the Columbia River and in the Pacific Ocean. The use of Biomass to create energy is also currently being explored in the Northwest; however, nothing specific is being proposed in Pacific County at this time. These alternative types of energy production facilities will continue to gain importance over the next 20 years.

## **7.4 TELEPHONE AND WIRELESS COMMUNICATIONS**

### **7.4.1 Existing Facilities**

The majority of telephone service in Pacific County is provided by CenturyLink (formerly CenturyTel) Telephone. CenturyLink Telephone provides telephone service in 33 states, with 207,500 access lines in the State of Washington. Their local coverage includes all of Pacific County with the exception of Naselle which is served by Wahkiakum West Telephone, and Tokeland and North Cove which are served by Verizon. Comcast also provide telephone service throughout portions of the County.

Like providers of electricity, providers of basic telephone service have a duty to provide service as it is requested within their service areas. All providers, CenturyLink, Verizon, Comcast, and Wahkiakum West, are proactive in making certain that adequate facilities are in place when and where service is requested.

Wireless communication facilities have expanded in the County since the 1998 plan was prepared. A majority of the wireless service/coverage is provided through U.S. Cellular, Verizon and AT&T networks. Several new cell towers have been constructed while several more are in the planning/permitting stages which will continually improve service coverage.

### **7.4.2 Condition and Capacity Analysis**

Exchange telephone services are currently provided to 11,120 customers in Pacific County. CenturyLink provides all local switching and connects the equipment of a subscriber to the transmission facilities of long distance carriers such as AT&T, Sprint, Verizon, CenturyLink and Qwest. The number of customers reflects an overall decline in exchange telephone services

since the 1998 Comprehensive Plan by approximately 3,000 customers and is due primarily to an expansion in cell phone use and competition from cable providers.

CenturyLink Telephone maintains central offices in seven locations throughout the county. The typical capacity of an office location is approximately 10,000 exchange service connections, with the exception of the Long Beach office that will accommodate up to 100,000 connections. Verizon's central office for the Grayland area is in Westport and has been upgraded with additional lines and features since 1996. In general, all provider's central offices and telephone access lines are in satisfactory condition. No difficulties are expected in continuing to provide services to future residents over the next 20 years; however, the industry representatives interviewed for this plan update have reported that the overall trend in telephone service is towards cellular service and away from land lines, especially as cell coverage improves in Pacific County.

### **7.4.3 Needs Assessment**

CenturyLink Telephone acquired the telephone system throughout the Pacific County area in September 1995. Since that time, numerous system upgrades have occurred, namely the lead cable lines were replaced, fiber optic lines have been installed and CenturyLinks broadband service has been fully deployed. Both Verizon and Wahkiakum West have completed their fiber optic line replacement and installation programs throughout their service territories. Verizon has also upgraded their facilities to provide CLASS features to their customer base.

## **7.5 TELECOMMUNICATIONS**

Internet service is available throughout most of Pacific County. CenturyLink, Wahkiakum West and Comcast have stated they are able to provide DSL internet services to 100% of their customers.

## **7.6 CABLE & SATELLITE TELEVISION**

Several cable companies provide cable television service in Pacific County. The primary cable television providers are Charter Cable, Comcast and Wahkiakum West. Charter and Comcast serve the majority of the County while Wahkiakum West serves the Naselle area. Cable reception is via satellite with residential service provided via below ground cables. There are currently a variety of channel packages offered to this area. Other cable providers in Pacific County currently include Chinook Cable which offers services in the Chinook area. Satellite television has expanded dramatically in the past ten years as technology has improved and demand has increased. A variety of satellite providers are available to County residents including DirectTV, Comcast and Dish Network.

## **7.7 MAJOR ISSUES**

Pacific County needs to coordinate with private utility companies and other regional jurisdictions so that utilities may provide high-quality and reliable services to their customers and to plan for future development and expansion of utility facilities. The siting of utility facilities requires coordination with Pacific County's land use plan so that they will be sited in a manner reasonably



compatible with adjacent land uses. In order to site utility facilities in a reasonably compatible manner, the county may investigate development standards that require some utilities to be located underground, in accordance with any rates and tariffs, as well as with the public service obligations applicable to the servicing utility.

## 7.8 GOALS AND POLICIES

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of the individual areas and the four cities has been combined as presented below. Goals and policies do not apply to the incorporated cities, but rather, only to unincorporated areas of the County.

### **Goal U-1: Necessary energy and communication facilities/services should be available to support current and future development.**

- Policy U-1.1:*** The County will not provide commercial energy or communication services. Energy and communication services are currently provided by private companies. To facilitate the coordination of these services, the County should discuss and exchange population forecasts, development plans, and technical data with the agencies and utilities identified in this plan.
- Policy U-1.2:*** The County should provide timely and effective notification to interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.
- Policy U-1.3:*** The County should encourage the location of necessary utility facilities within existing and planned transportation and utility corridors.
- Policy U-1.4:*** The County's land use planning should be coordinated with the planning activities of electrical, telephone, and cable providers, to ensure that providers of public services and private utilities use the land use element of this plan when planning for future facilities.
- Policy U-1.5:*** City utilities should not extend beyond their associated UGA, except to correct existing sewage or water supply problems in already developed areas, to address significant public health and safety problems outside the UGA, or to effectuate purposes mutually agreed upon by the city and County.
- Policy U-1.6:*** The County should encourage energy conservation by informing citizens of available BPA conservation programs.

**Goal U-2: Negative impacts associated with the siting, development, and operation of utility services and facilities on adjacent properties and the natural environment should be minimized.**

***Policy U-2.1:*** Electric power substations should be sited, designed, and buffered to mitigate for potential deleterious impacts to the surrounding neighborhood.

***Policy U-2.2:*** Within active flood control zone districts, the County should encourage or require implementation of resource conservation practices and best management practices according to Pacific County's Surface Water and Erosion Control Manual during the construction, operation, and maintenance of utility systems.

***Policy U-2.3:*** The County should work cooperatively with surrounding municipalities in the planning and development of multi-jurisdictional utility facility additions and improvements.

***Policy U-2.4:*** Where practical, utilities should be encouraged to place facilities underground and encourage the reasonable screening of utility meter cabinets, terminal boxes, pedestals, and transformers in a manner reasonably compatible with the surrounding environment.

***Policy U-2.5:*** The joint use of transportation rights-of-way and utility corridors should be encouraged, provided that such joint use is consistent with limitations as may be prescribed by applicable law and prudent utility practice.

***Policy U-2.6:*** The County should revise existing County ordinances regulating use of rights-of-way by utilities to be in compliance with the Federal Telecommunications Act of 1996.

***Policy U-2.7:*** Mechanisms should be developed to notify interested utilities of road maintenance, upgrades, and new construction to facilitate coordination of public and private utility trenching activities.

**8.1 GROWTH MANAGEMENT ACT REQUIREMENTS**

The Growth Management Act (GMA) requires the comprehensive plan for each County and City planning under the Act to address both lands for public purposes and siting essential public facilities. The GMA states that the County:

- Shall identify lands useful for public purposes;
- Will work with the state and cities within its borders to identify areas of shared need for public facilities;
- Shall prepare with other jurisdictions a prioritized list of lands necessary for the identified public uses;
- Shall include a process for identifying and siting essential public facilities; and
- May preclude siting essential public facilities in their jurisdiction.

Confusion often arises as to the distinction between lands for public purposes and essential public facilities. Essential public facilities can be thought of as a subset of public purpose lands. Table 8-1 illustrates the distinctions.

**8.2 COUNTY-WIDE PLANNING POLICIES**

In addition to meeting requirements of the GMA, siting of essential public facilities should be consistent with Pacific County's adopted County-Wide Planning Policies. The policies address siting essential facilities as follows:

*Policy #7, Siting Public Capital Facilities of a County or State Wide Significance.*

- The County should inventory existing public capital facilities and identify facilities that need to be expanded or constructed.
- Public facilities and services should be planned to maximize efficiency and cost effectiveness.
- The County should site capital facilities in a manner that is consistent with the Comprehensive Plan.
- When siting state and local public facilities, the County should consider land use compatibility, economic and environmental impacts, and public need.

**TABLE 8-1**  
**DISTINGUISHING PUBLIC PURPOSE LANDS FROM ESSENTIAL PUBLIC FACILITIES**

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<b>Public Purpose Lands</b>	<b>Essential Public Facilities</b>
<p>FOCUS: Lands needed to accommodate public facilities.</p> <p>Lands needed to provide the public with government services, including services substantially funded by government, contracted for by government, or provided by private entities subject to public service obligations.</p> <p>Examples include:</p> <ul style="list-style-type: none"><li>• Utility Corridors</li><li>• Transportation Corridors</li><li>• Sewage Treatment Facilities</li><li>• Water Treatment Facilities</li><li>• Stormwater Management Facilities</li><li>• Recreation</li><li>• Schools</li><li>• Other Public Uses</li></ul>	<p>FOCUS: Facilities needed to provide public services and functions that are typically difficult to site.</p> <p>Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.</p> <p>Examples include:</p> <ul style="list-style-type: none"><li>• Large Scale Transportation Facilities</li><li>• State Educational Facilities</li><li>• State and Local Correctional Facilities</li><li>• Solid Waste Handling Facilities</li><li>• Airports</li><li>• Inpatient Facilities, such as, Substance Abuse Facilities, Mental Health Facilities, and Group Homes</li><li>• County road and equipment maintenance facilities</li><li>• Regional biosolids, septage, sewage pump out, composting, land application and/or treatment facilities</li><li>• Alternative Energy Production Facilities, e.g., Wind Turbine projects, wave/tidal energy projects, bio-mass projects, etc.</li><li>• Wireless Communication Towers.</li></ul>

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### **8.3 POLICY**

Pacific County has implemented the GMA's requirements for siting essential public facilities through Ordinance No. 153, Land Use. This ordinance provides guidance for designating and siting essential public facilities throughout the County in a variety of different land use districts.

### **8.4 DESIGNATION OF ESSENTIAL PUBLIC FACILITIES**

Essential public facilities are public facilities and privately owned or operated facilities serving a

## ...SITING ESSENTIAL PUBLIC FACILITIES

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public purpose and that are typically or historically difficult facilities to site. They include, but are not limited to:

1. Airports; state education facilities; state or regional transportation facilities; prisons, jails and other correctional facilities; solid waste handling facilities; and inpatient facilities such as group homes, mental health facilities and substance abuse facilities; sewage treatment facilities; alternative energy projects, e.g., wind, wave, tidal and biomass, and communication towers and antennas;
2. Facilities identified by the State Office of Financial Management as essential public facilities, consistent with RCW 36.70A.200;
3. Facilities identified as essential public facilities in the County's development regulations.
4. The Naselle Youth Camp is designated as a type one essential public facility of statewide significance.
5. New North and South Pacific County road and equipment maintenance facilities are designated as type 3 essential public facilities.

### 8.5 SITING ESSENTIAL PUBLIC FACILITIES

Essential public facilities may be allowed in a variety of different land use districts (zoning designations) as either permitted or conditional uses. Essential public facilities identified as conditional or special uses in the applicable zoning district shall be subject, at a minimum, to the following requirements:

#### Classification of Facilities

Classify essential public facilities as follows:

1. *Type One:* These are major, multi-county facilities serving or potentially affecting more than one County. These facilities include, but are not limited to, regional transportation facilities, such as regional airports; state correction facilities; and state educational facilities.
2. *Type Two:* These are local or inter-local facilities serving or potentially affecting residents or property in more than one jurisdiction. They could include, but are not limited to, County jails, County landfills, community colleges, sewage treatment facilities, communication towers, transfer stations, energy production facilities, e.g., wind turbine projects, wave/tidal projects, etc., and inpatient facilities (e.g., substance abuse facilities, mental health facilities, and group homes). Such facilities that would not have impacts beyond the jurisdiction in which they are proposed to be located would be classified as Type Three facilities.

3. *Type Three:* These are facilities serving or potentially affecting only the jurisdiction in which they are proposed to be located.

In order to enable the County to determine the project's classification, the applicant shall identify the approximate area within which the proposed project could potentially have adverse impacts, such as increased traffic, public safety risks, noise, glare, emissions, or other environmental impacts.

#### Notification of Public

Development regulations should be enacted that provide early notification and involvement of affected citizens and jurisdictions as follows:

1. *Type One and Two Facilities:* At least ninety days before submitting an application for a Type One or Type Two essential public facility, the prospective applicant should notify the public and jurisdictions of the general type and nature of the proposal, identify sites under consideration for accommodating the proposed facility, and identify opportunities to comment on the proposal. Applications for specific projects should not be considered complete in the absence of proof of a published notice regarding the proposed project in a newspaper of general circulation in the affected area. This notice should include the information described above and should be published at least ninety days prior to the submission of the application. This “pre-notice” or “notice of intent to develop” for Type One and Two Facilities is in addition to the County’s standard notification requirements applicable during the formal project or permit review.

The Pacific County Department of Community Development may provide the project sponsor and affected jurisdiction(s) with their comments or recommendations regarding alternative project locations during this ninety day period (the purpose of this provision is to enable potentially affected jurisdictions and the public to collectively review and comment on alternative sites for major facilities before the project sponsor has made their siting decision).

2. *Type Three Facilities:* Type Three essential public facilities are subject to the County's standard notification requirements.

#### Impact on Critical Areas or Resource Lands

Essential public facilities should not have any probable significant adverse impact on critical areas or resource lands unless those impacts can be mitigated according to current ordinance requirements.

#### Alternative Site Analysis

Applicants for Type One essential public facilities should provide an analysis of the alternative sites considered for the proposed facility. This analysis should include the following:

1. An evaluation of the sites' capability to meet basic siting criteria for the proposed facility, such as size, physical characteristics, access, and availability of necessary utilities and support services;
2. An explanation of the need for the proposed facility in the proposed location;
3. The sites' relationship to the service area and the distribution of other similar public facilities within the service area or jurisdiction, whichever is larger;
4. A general description of the relative environmental, traffic, and social impacts associated with locating the proposed facility at the alternative sites that meet the applicant's basic siting criteria. The applicant should also identify proposed mitigation measures to alleviate or minimize significant potential impacts; and
5. The applicant should also briefly describe the process used to identify and evaluate the alternative sites.

Compliance with Plans, Ordinances and Regulations

The proposed project should comply with all applicable provisions of the Comprehensive Plan, zoning ordinance, and other County regulations.

## **8.6 GOALS AND POLICIES**

The goals and policies of the Pacific County Comprehensive Plan are intended to provide guidance for decision-making processes subject to this plan. These goals and policies were initially developed by separate groups of citizens across the various regions of the County, and by the incorporated cities within the County. To reflect the desired direction of the County as a whole, the work of these individual regions and cities has been combined as presented below. Goals and policies do not apply to incorporated cities, but rather, only to unincorporated areas of the County.

**Goal PF-1: Appropriately located lands for essential public services should be identified before development or redevelopment of essential public services occurs.**

***Policy PF-1.1:*** The County should obtain or secure (e.g., by obtaining a right of first refusal for desired property) sites needed for County public facilities as early as possible to ensure that the facilities are well located to serve the area and to minimize acquisition costs.

***Policy PF-1.2:*** The County should support regional coordinating efforts in identifying shared needs for lands for public purposes to maximize the efficient use of public capital resources.

***Policy PF-1.3:*** The County should ensure that its development regulations do not preclude the siting of essential public facilities, subject to reasonable development standards and mitigation measures, within Pacific County.



**9.1 GROWTH MANAGEMENT ACT REQUIREMENTS**

The Growth Management Act (GMA) establishes procedures for the review and amendment of comprehensive plans governing counties and cities planning under the Act. RCW 36.70A.130 states that the county:

- Shall provide for the continuing review and evaluation of the comprehensive land use plan and development regulations every ten years;
- Establish a public participation program identifying procedures whereby proposed amendments or revisions of the comprehensive plan are considered by the governing body of the county no more frequently than once every year (some exceptions to this schedule are provided for in the GMA);
- Review at least every ten years, the designated urban growth areas and the densities permitted within both the incorporated and unincorporated portions of the growth areas. Such areas shall be revised to accommodate the urban growth projected to occur in the county for the succeeding twenty-year period.

In addition to the Growth Management Act requirements for the review and amendment of the comprehensive plan, the Washington Administrative Code provides for the implementation of the plan. WAC 365-195-805 states that each county or city planning under the act should develop a detailed strategy for implementing its comprehensive plan, including the regulatory and non-regulatory measures to be used in order to apply the plan in full (including actions for acquiring and spending money). The strategy should identify each of the specific development regulations needed as follows:

- Determine the specific regulations to be adopted with consideration given to the types of controls such as general development limitations (lot size, setbacks, etc.), means and process of applying regulations (permits, licenses, etc.), and methods of enforcement;
- Include a list of all regulations identified as development regulations for implementing the comprehensive plan including those in existence and consistent with the plan, those requiring amendment, and those that need to be written;
- Include a schedule for the adoption or amendment of the regulations identified; and
- Prepare the implementation strategy in writing and make the strategy available to the public.

**9.2 POLICY**

When amendments or amplifications to the plan are deemed necessary, they will be handled as specified in the Growth Management Act. This section outlines the procedures for the implementation, monitoring and evaluation of the comprehensive plan. It is important to establish mechanisms to implement the policies, and to review and amend these policies on a

## ...PLAN AMENDMENT PROCESS

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regular basis. Such review will allow the county to measure progress and clarify inconsistencies that may occur as a result of changes in the community. The process also prepares the county for future updates of the plan. The procedure for implementing and amending the plan is as follows:

- The plan will be reviewed not more than once per year and updated every ten years.
- Upon initial adoption of the plan, measurable objectives, development regulations, and action items will be identified by staff for implementation.
- Base-line data and measurable objectives will be updated as appropriate when the plan is subsequently reviewed.
- Obstacles or problems that result in under-achievement of goals and policies will be identified when the plan is reviewed, and action will be taken to address identified problems.
- The County will update development ordinances and establish new ones as needed to implement the policies in the plan amendment.
- The process will be monitored on a regular basis.

In accordance with RCW 36.70A.130, Pacific County will consider proposed amendments or revisions of this Comprehensive Plan no more frequently than once every year. All proposed amendments will be considered concurrently so that the cumulative effect of the various proposals can be ascertained. However, the County may adopt amendments or revisions to the comprehensive plan that conforms to RCW 36.70A.130 when an emergency exists.

When the Comprehensive Plan is reviewed, or amended, a public hearing will be held before adoption of the amended or revised plan. By reviewing this document on a regular basis, the County will be able to rely on this document in decision-making, and also maintain public interest and support of the planning process, and adequately manage and direct development and growth in the county. Pacific County will submit copies of proposed amendments to the comprehensive plan to other affected jurisdictions and to the Washington State Department of Commerce for review and comment at least 60 days prior to the intended date of adoption. In addition, the overall Comprehensive Plan will be reviewed according to the State mandated timelines for slower growing jurisdictions.

The following table is a graphic representation of the timeline for amendments:

**TABLE 9-1**  
**TIMELINE FOR COMPREHENSIVE PLAN AMENDMENTS**

<b>Date</b>	<b>Task</b>	<b>Responsible Group</b>
October 1	Application deadline for all proposed amendments.	Staff
Nov 15 - Dec 31	Initial SEPA comments and at least one public meeting for the Planning Commission to review proposed changes.	Staff, Planning Commission
Jan - Feb	SEPA review requirements and Commerce 60 day review.	Staff
Mar 1 - Apr 15	Planning Commission to review proposed changes and make a recommendation to Board of County Commissioners by April 15.	Staff, Planning Commission
Apr 15 - May 15	Board of County Commissioner review of proposed changes with final adoption of amendments to be completed by May 30. <sup>1</sup>	Staff, Board of County commissioners

<sup>1</sup> Various capital improvement schedules included in the Comprehensive Plan may be amended by the Board of County Commissioners at points in time as provided by law. Such schedules will be incorporated into the Comprehensive Plan in accordance with the above timeline.

### **9.2.1 Implementation**

The adoption of the 1998 Comprehensive Plan was the first phase in implementing growth management throughout Pacific County. New development regulations followed with the County updating its land division standards, adopting new zoning regulations, adopting a critical areas ordinance, revising the flood damage prevention standards, updating its building codes and implementing a grading/filling ordinance on the Long Beach Peninsula. The 2010 Comprehensive Plan includes an evaluation of the existing densities and housing availability throughout the entire County as well as an evaluation of the Urban Growth Areas associated with each of the four incorporated cities. All of the County's development regulations will be evaluated and updated as part of this 2010 review cycle.

#### **Funding Ability**

The regular County budgetary processes will be used to appropriate funds to carry out the goals and policies of this plan and to monitor the efficacy of the County's actions. The pace at which any portion of this plan will be implemented will depend entirely on the adequacy of budgetary appropriations, including any grant or nonrecurring funds that may be secured to implement the plan.

### Current County Ordinances

Table 9-2 shows the County ordinances regulating land development activities. All of these Ordinance's have been updated since the 1998 plan and will continue to evolve as changes are warranted.

**Table 9-2**  
**Land Development Ordinances**

<b>Activity</b>	<b>Ordinance</b>
Flood Damage Prevention	Pacific County Ordinance No. 116B
Environmental Protection	Pacific County Ordinance No. 121
Building	Pacific County Ordinance No. 131
Civil Infraction/Violations	Pacific County Ordinance No. 141
Procedural Requirements for Processing	Pacific County Ordinance No. 145
Land Development Applications	
Critical Areas and Resource Lands	Pacific County Ordinance No. 147
Subdivision	Pacific County Ordinance No. 149
Zoning/Land Use	Pacific County Ordinance No. 153
Oysterville Design Review	Pacific County Ordinance No. 153
Forest Practices	Pacific County Ordinance No. 156

The County administers the Pacific County Shoreline Master Program, which is part of the Washington Administrative code and is scheduled to be updated in 2017, depending upon adequate State funding. The County also regulates road/public right-of-way issues through the Pacific County Road Standards and Resolution No. 79-60.

Other land development regulations are contained in Ordinance Nos. 1 through 3 of the Flood Control Zone District No. 1 of Pacific County. These ordinances of the Flood Control Zone District regulate land alteration activities and drainage issues on the Long Beach Peninsula.

Table 9-3 shows the ordinances that have been enacted by Pacific County and the Pacific County Board of Health pertaining to public health. All of these Ordinances have been updated since the 1998 Comprehensive Plan was adopted.

**Table 9-3**  
**Public Health Ordinances**

<b>Activity</b>	<b>Ordinance</b>
Solid Waste, Litter, Dumping	Pacific County BOH Ord. No. 2 <sup>1</sup>
On-Site Sewage Disposal	Pacific County BOH Ord. No. 3
Public Nuisances	Pacific County BOH Ord. No. 4
Sanitation Standards for RVs/Camping	Pacific County BOH Ord. No. 5
Food Establishments	Pacific County BOH Ord. No. 6
Water Recreation Facilities	Pacific County BOH Ord. No. 7

<sup>1</sup> Pacific County BOH refers to the Pacific County Board of Health.

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Pacific County also has enacted Ordinance No. 130 (Sanitary Sewer Utility Administrative Code) that regulates the placement of sanitary sewers in the unincorporated areas of the County.

Finally, Pacific County, the Pacific County Board of Health, and the Flood Control Zone District No. 1 of Pacific County all have a separate civil infraction ordinance that allows violations of most of the regulations listed above to be handled through a "ticketing" process that involves a monetary penalty. Violations of most of the regulations listed above also constitute a misdemeanor.

In updating current ordinances, the County needs to ensure that appropriate development limitations are placed on land activities. Given the diverse nature of the County, the specific composition of the regulations will vary widely. For example, the Long Beach Peninsula may be subject to a complex set of rules, while areas such as Willapa Valley and Naselle may only be subject to minimal restrictions. While some people would like this Comprehensive Plan to layout the proposed development regulations with excruciating specificity, the heterogeneity of the County prevents a "one size fits all" approach. What works well in Oysterville, for example design review criteria, would be viewed as an anathema in Willapa Valley. Consequently, it is anticipated that land development regulations will run the gamut from being highly complex (for example, restrictions pertaining to lot size, setbacks, buffers, height, density, filling/grading, and wetland/wildlife protection) to being very generic.

Anyone who seeks to engage in land development activities, or is otherwise subject to the development regulations which this Comprehensive Plan contemplates, will have to obtain the necessary local permits, licenses, and/or franchises. In general, applications for land development activities will be processed according to the requirements of Ordinance No. 145, or any amendments thereto. The County will have a number of available remedies for individuals who violate development regulations. These remedies include, but are not limited to, bond forfeiture, abatement, injunctive relief, permit/license/franchise revocation, civil penalties, and criminal sanctions.

## GLOSSARY

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<b>Adequate Public Facilities:</b>	facilities that have the capacity to service development without decreasing levels of service below locally established minimums.
<b>Affordable Housing:</b>	decent, quality housing that costs no more than 30% of a household's gross monthly income for rent/mortgage and utility payments.
<b>Areas of More Intensive Development:</b>	those rural areas generally having a permitted density of one (1) or more dwelling units per acre including, but not limited to, Rural Activity Center, Rural Village, Unincorporated Urban Growth Area, Commercial Crossroad, and Shoreline Development.
<b>Available Public Facilities:</b>	facilities or services that are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.
<b>Capital Improvement:</b>	projects to create, expand, or modify a capital facility.
<b>Commercial Use:</b>	a land use activity that is associated with the sale and purchase of goods and services, and/or storage of commercial contractor materials.
<b>Comprehensive Plan:</b>	a generalized coordinated land use plan of the governing body and the citizens of a county or city that is adopted and implemented.
<b>Community Crossroads:</b>	an area of historical development that combines a mixture of commercial and residential uses into a relatively small geographic space. The areas in the Pacific County defined as Community Crossroads include Klipsan Crossing, Lindgren Road, East Raymond, Surfside Estates and Tokeland Road.
<b>Concurrency:</b>	exists when adequate capital facilities are available when development occurs.
<b>Cottage Industry:</b>	a commercial or manufacturing activity conducted in whole or in part in either the resident's single-family dwelling or in an accessory building, but is of a scale larger than a home occupation.

<b>Cultural Heritage:</b>	a community identity based on a unique historic background.
<b>Density:</b>	a measure of the intensity of development, generally expressed in terms of dwelling units per acre.
<b>Developer:</b>	a person who makes housing, highways, commercial and industrial structures, etc., more available or extensive.
<b>Dwelling Unit:</b>	an enclosure containing sleeping, kitchen, and bathroom facilities for use as a residence.
<b>Eco-tourism:</b>	low impact, nature oriented tourist activities that involve an interaction of small groups of people with the environment and natural resources in an area.
<b>Foster Care:</b>	to give parental care without being related by blood or legal ties.
<b>Goal:</b>	a general statement that reflects a positive and realistic view of what could be achieved or represents an ideal situation.
<b>Group Homes:</b>	unrelated individuals living together and being cared for in a residential facility.
<b>Industrial Use:</b>	activities predominantly associated with manufacturing, assembly, or processing of products.
<b>LAMIRD:</b>	Local Area of More Intensive Rural Development (LAMIRD) is a generalized term used to describe those rural communities that historically have developed around a small nucleus of relatively dense commercial activity primarily serving the community surrounding it. The areas considered LAMIRD's in this plan are the communities of Bay Center, Chinook, Frances, Lebam, Menlo, Nahcotta, Naselle, Tokeland, Ocean Park and Seaview.
<b>Level of Service (LOS):</b>	defines the quality and quantity of service provided by a community's infrastructure and services. It can be defined for a wide range of facilities and services, including transportation, potable water, sewer, fire, parks and schools.

<b>Mobile Home:</b>	a dwelling unit that is composed of one or more components, each of which is substantially assembled in a manufacturing plant, is constructed to HUD standards and designed to be transported to the home site on its own chassis.
<b>Modular Home:</b>	a dwelling unit composed of components assembled in a manufacturing plant to ICC standards and transported to the building site for final assembly on a permanent foundation. A modular home may consist of multiple sections transported to the site in a manner similar to a mobile home, or a series of panels or room sections transported on a truck and erected or joined together on the site.
<b>Multi-family Housing:</b>	housing designed to accommodate more than one household or family.
<b>Objective:</b>	a measurable statement of what must be accomplished to reach a goal.
<b>Planned Residential Development:</b>	adequately designed high density residential development such as mobile home parks, clustered, single- and multi-family housing, condominiums, group homes and other alternative housing facilities.
<b>Policy:</b>	a statement that defines an action intended to achieve an objective.
<b>Public Facilities:</b>	includes streets, roads, highways, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, government buildings, hospitals, and schools.
<b>Public Utilities:</b>	include systems for the delivery of natural gas, electricity, and telecommunications services.
<b>Recreation:</b>	activities associated with any form of play, amusement, or relaxation, such as games, sports, or hobbies.
<b>Residential Use:</b>	as used in this plan for all types of dwelling units such as single and multi-family housing including manufactured and modular housing.
<b>Rural Activity Center:</b>	Rural Activity Center is used to describe a community larger than a “Community Crossroads” and smaller than



a “Rural Village” that contains a definite commercial core surrounded by residential uses that are typically denser than the surrounding rural areas. The “Rural Activity Center” designation is applied to Bay Center, Chinook, Frances, Lebam, Menlo, Nahcotta, Naselle, and Tokeland.

**Rural Village:**

Rural Village is used to describe the community of Ocean Park, a community that is relatively large (both area and population) but still unincorporated, relies on the County for general service provision, and is not located adjacent to an existing incorporated city.

**Urban Growth Boundary:**

boundary designating areas of existing and future urban growth, which is growth that makes intensive use of land for residential, commercial, and industrial development.

**Shall:**

a directive or requirement.

**Should:**

an expectation or recommendation.

**Structure:**

anything constructed or erected.

**Subdivision:**

the division of a tract of land into two or more lots, building sites, or other divisions for the purpose of sale or building development (whether immediate or future) and including all divisions of land involving the dedication of a new street or a change in existing streets. Lot sizes in the Land Use and Rural Areas Element represent gross lot area requirements.

**Sustainable Development:**

development of long-term economic significance, that promotes environmental, and community health.

Following is the methodology used in distributing population, and in approximating land use areas within the population centers defined in Section 2 of the Pacific County Comprehensive Plan. These centers, summarized below, include the Rural Activity Centers, the Rural Village, the Unincorporated Seaview Urban Growth Area, and the Urban Growth Areas associated with the four incorporated cities. An individual worksheet has been provided for each location. Site maps for the above population centers, as well as for Community Crossroad areas are also provided. This Analysis utilizes the original Land Use Analysis methodology conducted for the 1998 plan by evaluating current (2000) census data, updated acreage calculations and dwelling unit counts for each of the Rural Activity Centers, the Rural Village and the Seaview UGA. New to this analysis is the land use analysis for the Nahcotta Rural Activity Center because this RAC was added after the initial plan adoption, and the land use analysis's for the Urban Growth Areas associated with each of the four cities as the County is required to review the UGA's every 10 years.

Section 3 of this Comprehensive Plan evaluates the County's ability to provide housing over the 20 year planning period. This appendix includes the methodology used in estimating the number and distribution of housing units under current conditions. The appendix also includes the land use assumptions used in identifying the number of potential housing units that could be constructed in unincorporated areas of the County.

As an important starting point, Table A-1 identifies the distribution of acreage throughout the entire County by land use, including the individual cities, the Urban Growth Areas, and the other areas of more intensive development. It is important to note that the acreage totals in the 2009 land use analysis and Comprehensive Plan differ from the original 1996 land use analysis and 1998 Comprehensive Plan. This is due to the increased mapping sophistication of the County's Geographic Information System since the original plan was prepared. Probably the largest difference is that the total countywide acreage changed from 597,080 acres in 1996 to 594,860 acres in 2009. While the difference doesn't mean that the County actually grew more land, the difference is related to how the plan designations were "clipped" out of the original coverage and the improved sophistication of the County's mapping systems and its GIS systems. While it appears that most of the acreages have changed slightly, individually, the more significant changes were in the Remote Rural designation acreages which changed from 16,230 in 1996 to 13,212 in 2009, Commercial Forestry designation which changed from 412,150 to 411,675 or for the General Rural designation which changed from 99,460 in 1996 to 99,797 in 2009. The Public Preserve designation acreage increased from 12,670 to 16,309 and was due in part to the expansion of the Willapa National Wildlife Refuge and the creation of a refuge at Ellsworth Creek near Naselle.

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**Table A-1**  
**Countywide Area/Acreage Distribution by Land Use**

<b>Land Use Designation</b>	<b>Area (Acres)</b>	<b>Percentage of Total Area</b>
<b>Rural Land</b>		
Remote Rural	13,212	2.2
General Rural	100,023	16.9
Rural Agriculture	7,177	1.3
Shoreline Development	1,572	.03
Industrial	358	<.01
Public Preserve	16,309	4.0
Military Reservation	164	<.01
<b>Resource Lands</b>		
Forest LTCS	411,675	69.2
Transitional Forest	32,792	5.5
<b>Rural Areas of More Intensive Development</b>		
Bay Center	251	<.01
Chinook	545	.01
Frances	64	<.01
Lebam	165	<.01
Menlo	305	<.01
Nahcotta	42	<.01
Naselle	1,554	0.2
Tokeland	145	<0.1
Ocean Park	581	0.1
Seaview UGA	413	<0.1
<b>Community Crossroads</b>		
Klipsan Crossing	72	<0.1
Lindgren Road	22	<0.1
East Raymond	7	<0.1
Surfside Estates	9	<0.1
Tokeland Road	85	<0.1
<b>Urban Areas</b>		
Ilwaco	1,386	.02
Long Beach	978	.02
Raymond	2,608	.04
South Bend	1,016	.02
Urban Growth Areas	1,328	0.5
Total Incorporated	6,897	1.0
Total Unincorporated	587,544	98.5
<b>Total Pacific County</b>	<b>594,860</b>	<b>100</b>

### **Population Distribution**

For the 2010 comprehensive plan, population data for the Rural Activity Centers, Rural Village, the Unincorporated Seaview Urban Growth Area and the incorporated city Urban Growth Areas was obtained from the 2000 Federal Census Block Maps. Where census block boundaries do not match logical outer boundaries of the subject population center, total population numbers were adjusted to better match existing conditions. Adjustments were based on site reconnaissance and discussions with other County staff. The adjusted block data was then projected ahead to the year 2010 using a 1.4 percent growth rate as recorded for unincorporated areas of the County by the Office of Financial Management (OFM) in the “April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Revenues, State of Washington,” dated June 29, 2009.

To obtain the forecast population for the year 2030, the 2009 data was projected ahead using a 22.8 percent growth rate. The 22.8 percent growth rate was used in the 1998 plan and is a compromise between the High rate of growth (“Official Growth Management Population Projects, High Series: 2000 – 2030) and the Medium rate of growth (“Official Growth Management Population Projects, Medium Series: 2000 – 2030) as prepared by the OFM Forecasting Division.

According to the “April 1 Population of Cities, Towns, and Counties Used for the Allocation of Designated State Revenues, State of Washington,” dated June 29, 2009, the 2009 population in Pacific County is shown in Table A-2:

**Table A-2  
2009 Population**

<b>County Municipality</b>	<b>Census 2000</b>	<b>2009</b>
Total Pacific County	20,984	21,800
Unincorporated	13,969	14,415
Incorporated	7,015	7,385
Ilwaco	950	1,070
Long Beach	1,283	1,535
Raymond	2,975	3,010
South Bend	1,807	1,770

Pacific County’s total population is anticipated to be 26,770 in the year 2030, with 9,651 people residing within the incorporated cities. This leaves 17,702 people in unincorporated areas or an increase of 4,970 residents (22.8%) over the 2009 recorded population of 21,800. For the purposes of that analysis, the 22.8 percent growth rate was assumed to be evenly distributed over all unincorporated and incorporated areas of the County as shown in Table A-2. While this rate of growth projection seems fairly aggressive, especially in light of the minimal population gains realized between 1996 and 2008, the rate of new housing growth during this period of time has approximated the projected rate of growth in the 1998 Comprehensive Plan. This fundamental

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## ...APPENDIX A LAND USE CAPACITY ANALYSIS

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issue underscores the basic fact that a large percentage of Pacific County's growth is in the seasonal housing or secondary housing market. The use of an aggressive rate of population growth will be discussed more in-depth in Sections 2 & 4 of the 2010 comprehensive plan. Table A-3 shows the 2009 population, the projected 2030 population for Pacific County and the four cities using the anticipated growth rate of 22.8%, and the expected numerical increase for each area.

**Table A-3**  
**2009 Population**

<b>County Municipality</b>	<b>2009 Population</b>	<b>2030 Population</b>	<b>Numerical Increase</b>	<b>%of total population</b>
Pacific	21,800	26,770	4,970	100%
Unincorporated	14,415	17,702	3,287	66%
Incorporated	7,385	9,068	1,683	34%
Ilwaco	1,070	1,314	244	5%
Long Beach	1,535	1,885	350	7%
Raymond	3,010	3,696	686	14%
South Bend	1,770	2,173	403	8%

### **Logical Outer Boundaries and Land Use**

The outer boundaries for the Rural Activity Centers, the Rural Village, and the unincorporated Seaview UGA were developed for the 1998 plan by conducting an initial land survey to delineate the built environment and then conducting a land use analysis to determine if adequate vacant, buildable land was available to meet future needs. In preparation for the 2010 plan, a number of assumptions were made. First, the current logical outer boundaries for the Rural Activity Centers and the Rural Village were assumed to hold true (from the 1998 plan) with minimal changes made as a result of the various amendments to the plan since 1998. Second, the conditions affecting land supply in 1996 are constant in 2010, namely the percentages of roads, critical areas, vacancy, etc., remain at the same approximate percentage of the overall acreage. Third, the Seaview UGA needed to be expanded to the east and to the south to provide consistency with the Seaview Sewer Districts existing areas of service provision, to accommodate their proposed areas of service in the Seaview area, and to accommodate the needs of existing residential uses, many of which contain sub-optimal septic systems. And fourth, current aerial photography (2008) is available through the County's GIS program which improved our overall review of the areas of more intensive development and ultimately prepare an updated land use analysis using a combination of aerial photography interpretation, GIS work and field verification. The 2009 land use analysis includes an actual count of dwelling units for each of the Rural Activity Centers, the Ocean Park Rural Village and the Seaview UGA. The one factor that is very obvious is the disparity between the permanent population numbers from the 2000 census and the numbers of dwelling units in many of the Rural Activity Centers, the Rural Village and within the Seaview UGA.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

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As was done during the 1998 plan preparation, residential areas, known commercial, industrial, and public properties (schools, fairgrounds, parks, buildings, etc.), and those properties containing significant environmental constraints (wetlands) were identified. Property use and parcel sizes were verified through site visitation and with the Pacific County GIS data. Because of the scarcity of data in certain locations, reasonable assumptions regarding land use, parcel size and other factors were made where necessary.

Total land area within the population centers has been divided into residential and non-residential uses. Non-residential uses include roads, commercial, industrial, public lands, and property not available for development. Property not available for development includes lands that will not be for sale during the 20-year planning period, lands containing critical areas or other physically limiting features, and is labeled as “other” in Table A-4. Residential land is divided into property that is either developed (2009 conditions) or vacant, buildable land. Where necessary, the category percentages have been updated to reflect current conditions or knowledge.

The non-residential categories often provide land areas that are based on a percentage of the total area. It is assumed that this percentage reflects both 2009 and 2030 conditions with any growth maintaining the overall percentage. Roads and public right of way are generally assumed to be 10 to 20 percent of the total land area but will fluctuate based on the unique characteristics of each specific area. Multiple state highways traverse some areas while access to others is provided only by County roads.

The 2010 residential land area was based on population data and an average household size of 2.27 persons which reflects a decrease from the average household size of 2.39 persons used in the 1996 plan. The 2.27 persons per Dwelling Unit (DU) size is from the 2000 census while the 2.39 persons per Dwelling Unit (DU) is from the 1990 census. Densities are based on field observations, staff knowledge, aerial photography, and are generally assumed to be 1 housing unit per acre in the areas of more intensive rural development. Exceptions are the Chinook Rural Activity Center, which assumes one (1) housing unit per 0.75 acre, the Ocean Park Village which assumes three (3) housing units per acre, the Tokeland RCA which assumes two (2) housing units per acre, and the Seaview UGA, which used two different assumptions, the first assumption of four (4) housing units per acre for permanent resident housing while a second assumption uses six (6) units per acre for the identifiable multi-family housing component of the overall density unit count in Seaview. With the exception of the modification to the Ocean Park density of three (3) DU's per acre, the modification to the Tokeland density from one DU (1) per acre to two (2) DU's per acre, and the multi-family housing/density adjustment in Seaview of six (6) DU's per acre, the densities used in the 2010 update remain unchanged from the 1998 plan. This category of acreage totals includes vacant, buildable land that will accommodate future residential development. The land area is based on the permitted density and an average household size of 2.27 people. Additional land needed through the year 2030 is also provided

Table A-4 provides a summary of land use for the rural areas of more intensive development. Logical outer boundaries for the Community Crossroads are based on field reconnaissance and generally delineate the built environment. Land use within this designation is commercial and industrial.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

**Table A-4**  
**Land Use in Rural Areas of More Intensive Development**

**Land Use (Acres)**

<b>Location</b>	<b>Total</b>	<b>Residential (developed)</b>	<b>Comm./ Industrial</b>	<b>Roads</b>	<b>Public</b>	<b>Other</b>	<b>Vacant Land</b>
<b>Rural Activity Centers</b>							
Bay Center	251	98	25	38	32	38	20
Chinook	545	233	54	82	5	124	49
Frances	64	20	6	13	0	16	9
Lebam	165	50	8	33	4	51	19
Menlo	305	63	31	46	17	73	75
Naselle	1,555	373	124	188	40	700	130
Nahcotta	42	4.5	25.5	4	0	6	2
Tokeland	145	69	15	15	17	23	6
<b>Rural Village</b>							
Ocean Park	581	247	116	90	5	87	44
<b>Unincorporated UGA</b>							
Seaview	413	125	83	62	0	123	20

### **Housing**

To determine the total amount of land available to absorb new housing within Pacific County, it is necessary to evaluate land use in the remaining rural areas. These remaining areas are summarized below and can be found on the Land Use Map.

**Table A-5**  
**Other Rural Land Use**

<b>Designation</b>	<b>Total Area (Acres)</b>	<b>Permitted Density</b>
Remote Rural	13,212	1 DU/10 Acres
General Rural	100,023	1 DU/5 Acres
Rural Agriculture	7,177	1 DU/5 Acres
Shoreline Development	1,572	1DU/Acre

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As completed for the areas of more intensive development discussed above, the total land area in these remaining rural areas has been divided into residential and non-residential use. It was assumed that non-residential use accounted for 50 percent of the total land area as follows:

<u>Non-Residential</u>	
Roads and public land	15%
Property not available	25%
Critical areas	<u>10 %</u>
Subtotal	50 %

Property not available for development includes property that will not be for sale during the 20 year planning period. Critical areas include land with physically limiting features. The percentage of critical areas changed from 20% to 10% because our knowledge and understanding of the distribution of critical areas throughout the County has improved in the last ten years as we have been implementing a Critical Areas and Resource Lands Ordinance involving fairly extensive site work. The remaining 40 percent of the total land area is assumed to be residential land and has been divided into developed property (2009 conditions), and vacant, buildable land.

The total residential land area considered to be developed is based on the distribution of housing units in Pacific County and the average density within each land use designation. The 2000 Census reports the total number of housing units in Pacific County as 13,991 with an estimated total number of housing units in Pacific County in 2008 at 15,081 (Source: Office of Financial Management, 2008 population trends). And as of 2008, the OFM reports the total number of housing units in the unincorporated areas at 11,050 while the 1998 Comprehensive Plan used a housing number of 9,030 units in the unincorporated areas (based on the 1996 OFM population projection). The difference in these two amounts reflects a net increase of 2,020 residential dwelling units in the ten year period of time. This number is comparable to Pacific County's permitting data for new residential dwelling units (single family and manufactured housing), which puts the total of new construction for 1996 – 2008 at 2,276 residential dwelling units. The significance of this data is that the increase of 2,020 dwelling units represents an additional 4,828 persons while the increase of 2,276 dwelling units represents an additional 5,440 persons.

The number of housing units in the Rural Village, the Rural Activity Center, and the Unincorporated UGA totals 2,327. This estimate is based on population data, existing densities as discussed above (see individual worksheets) and actual dwelling unit counts conducted for each of these areas. It was assumed the remaining 8,795 housing units were distributed as follows:

<u>Distribution of Housing</u>		
Remote Rural	5%	440 DU
General Rural	77%	6,740
Rural Agriculture	5%	400
Shoreline Development	10%	880



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Other	3%	<u>263</u>
Total		8,723 DU

The category “Other” in the above paragraph, includes other land use categories such as the individual UGA’s associated with each of the four cities, the Community Crossroads, the Industrial areas, Transitional Forest, etc., as a majority of these areas contain a minimal number of dwelling units. Table A-6 shows the distribution of housing units in the unincorporated County, and provides an estimate of land area that has already been developed. Table A-7 provides a summary of land use, and Table A-8 shows the permitted density and the number of potential housing units within each land use designation. Resource lands have been excluded from the analysis as it is County policy to preserve these areas.

**TABLE A-6**  
**2008 DISTRIBUTION OF HOUSING UNITS IN**  
**RURAL PACIFIC COUNTY**

<b>Residential Land Use Designation</b>	<b>No. Housing Units</b>	<b>Average Density<sup>1</sup> 2008</b>	<b>Developed Area (Acres)<sup>2</sup></b>
Remote Rural	440	1 unit per 10 acres	4,400
General Rural	6,740	1 unit per 5 acres	33,860
Rural Agriculture	400	1 unit per 5 acres	2,200
Shoreline Development	880	1 unit per acre	880
Other <sup>3</sup>	263	1 unit per 5 acres	1,315
Rural Activity Center	1,012	1 unit per acre	908
Rural Village	740	3 units per acre	239
Unincorporated UGA	575	4 units per acre	145
<b>Totals</b>	<b>11,050</b>		<b>43,947</b>

<sup>1</sup> Rural Activity Centers average density is 1 unit per acre except Chinook (1unit/0.75 acre).

<sup>2</sup> Numbers are rounded.

<sup>3</sup> “Other” includes Transitional Forest, Industrial, UGA’s, Community Crossroads, etc.

**TABLE A-7**  
**SUMMARY OF LAND USE**

<b>Land Use Designation</b>	<b>Total Area (Acres)</b>	<b>Non-Residential (Acres)<sup>1</sup></b>	<b>Residential 2008 (Acres)</b>	<b>Vacant (Acres)</b>
Remote Rural	13,212	7,927	4,400	885
General Rural	100,023	60,013	33,860	6,150
Rural Agriculture	7,177	4,306	2,200	671
Shoreline Development	1,572	629	880	63
Rural Activity Center	3,073	1,854	908	250
Rural Village	581	298	239	44
Unincorporated UGA	413	268	145	26
<b>Totals</b>	<b>126,051</b>	<b>75,295</b>	<b>42,632</b>	<b>8,083</b>

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<sup>1</sup> Non-Residential acreage assumed to be 50% of Total Area for Remote Rural, General Rural, Rural Agriculture, and Other. Non-Residential acreage in the Shoreline Development district is assumed to be 25% of Total Area. Non-Residential acreage for the Rural Activity Centers, the Rural Village and the Unincorporated UGA is based on worksheets below.

**TABLE A-8**  
**POTENTIAL HOUSING UNITS IN**  
**RURAL PACIFIC COUNTY**

<b>Residential Land Use Designation</b>	<b>Total Area (Acres)</b>	<b>Vacant Land (Acres)</b>	<b>Permitted Density</b>	<b>No. of Potential Housing Units</b>
Remote Rural	13,212	885	1 unit per 10 acres	89
General Rural	100,023	6,150	1 unit per 5 acres	1,230
Rural Agriculture	7,177	671	1 unit per 5 acres	134
Shoreline Development	1,572	63	1 unit per acre	63
Rural Activity Center	3,073	250	1 unit per acre	250
Rural Village	581	44	1 unit per acre	44
Unincorporated UGA	413	20	4 units per acre	80
<b>Totals</b>	<b>126,051</b>	<b>8,083</b>		<b>1,890</b>

Table A-9 shows the housing units by structure type for Pacific County and the four cities. This Table shows the overall growth in dwelling units since 2000.

**TABLE A-9**  
**HOUSING UNITS BY STRUCTURE TYPE FOR CITIES, TOWNS, AND COUNTIES**  
**APRIL 1, 2000 AND APRIL 1, 2008 (SOURCE: OFM 2008 POPULATION TRENDS)**

<b>County Municipality</b>	<b>April 1, 2000 Structure Type</b>				<b>Estimated April 1, 2008 Structure Type</b>			
	<b>Total</b>	<b>One Unit</b>	<b>Two + Units</b>	<b>MH/TR Special<sup>1</sup></b>	<b>Total</b>	<b>One Unit</b>	<b>Two + Units</b>	<b>MH/TR Special</b>
Pacific	13,991	9,517	1,044	3,430	15,081	10,158	1,118	3,805
Unincorporated	10,159	6,911	274	2,974	11,050	7,411	287	3,352
Incorporated	3,832	2,606	770	456	4,031	2,747	831	453
Ilwaco	524	392	84	48	566	421	88	57
Long Beach	1,155	723	265	167	1,342	823	329	190
Raymond	1,338	916	284	138	1,342	932	291	119
South Bend	815	575	137	103	781	571	123	87

<sup>1</sup> Special housing: Unusual living quarters that are not intended for permanent living (e.g., travel trailers, recreational vehicles, boats, boxcars, tents). These are only counted as a housing unit when occupied as permanent living quarters by a person meeting resident criteria. That is, they have no other usual place of residence. (Source: OFM 2008 Population Trends).

### **Urban Growth Areas**

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An addition to this Land Use Analysis that was not in the 1996 plan is the information for each of the Urban Growth Areas associated with the incorporated cities. Pacific County is required to evaluate the four UGA's every ten years to determine whether there is adequate capacity available within each of the UGA's to accommodate the next ten years of projected growth. In order to accomplish this analysis, we also had to consider what was happening within each of the four cities. The methodology we followed in this review is similar to the methodology used to evaluate each of the Rural Activity Centers. We first looked at the population data starting with 1990 numbers, then compared that with the 2000 census and the 2008 OFM population numbers, then projected out to 2010 using the assumed 1.4% growth rate, and then applied our projected rate of growth through 2030 (22.8%) to derive at a projected population.

There are many challenges inherent in this evaluation. First, Long Beach has completed their plan update while the other three cities are in their preliminary stages of their update process. Second, each plan and corresponding zoning treats land uses differently which affects the way one can calculate residential versus non-residential acreage. One plan may allow residential uses within a commercial zone, while another plan may not. Third, the acreage totals for each city as identified in their 1996 Comprehensive Plans vary from the County's GIS acreage totals for each city and their UGA area. This has implications for determining available acres, built up areas, etc. And finally, because the level of sophistication varies from plan to plan, the analysis varies as well. For example, the City of Long Beach has completed a relatively thorough analysis of the wetlands within their jurisdiction which aids in interpreting the available acreages for new development whereas Raymond and South Bend included an approximation of wetland acreage into their overall numbers. As the four cities complete their plan updates, this analysis may change to reflect their evaluations.

As shown in Table A-10, the summary of this UGA analysis is that each of the four UGA's associated with its respective city has adequate land area available to accommodate the next ten years of growth.

**Table A-10**  
**Incorporated Cities - Residential Land Needs**

<b>Location</b>	<b>Projected New Residents<sup>1</sup></b>	<b>Land Area Needed<sup>2</sup> (Acres)</b>	<b>Total Land Area in City (Acres)</b>	<b>Vacant Buildable Land in City (Acres)</b>	<b>Total Land Area in UGA (Acres)</b>	<b>Vacant Buildable Land in UGA (Acres)</b>
Ilwaco	246	18	1,386	149 <sup>4</sup>	521	150
Long Beach	350	32	1,174	77	211	66
Raymond	696	70	3,103	75	390	98
South Bend	409	40	1,234	18	260	74
<b>Total Cities<sup>3</sup></b>	<b>1,701</b>	<b>160</b>	<b>6,897</b>	<b>319</b>	<b>1,382</b>	<b>702</b>

<sup>1</sup> New Residents calculated as the difference between projected population in year 2030 and 2010 population. (Source: OFM 2008 Population Trends). These numbers differ slightly from Table A-3 which shows the projected population based on the difference between the year 2030 and 2009.

<sup>2</sup> Based on average household size of 2.27 persons in unincorporated county areas.

<sup>3</sup> The land needs of the incorporated cities and their corresponding urban growth areas are provided only to demonstrate that the

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County has adequate land capacity to accommodate projected population growth. Land needs are based on an average household size of 2.5 persons and a density of 4 units per acre for Raymond and South Bend, an average household size of 2.27 persons and a density of 6 units per acre for Ilwaco, and an average household size of 1.9 persons and an average density of 5.8 units per acre for Long Beach. For complete methodology and total area by land use type in these UGA's the reader is referred to the individual city comprehensive plans.

<sup>4</sup> Based on Ilwaco Comprehensive Plan, 1996, and 1998 annexations (Gross Land Available).

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### BAY CENTER - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
1990 Census block total 287 people	287	1990
Adjusted for portions of blocks within RAC boundary	239	1990
2000 Census block total 235 people	235	2000
Adjusted for portions of blocks within RAC boundary	200	2000
Assume 1.4% growth in unincorporated county 2000-2009 (200)(1.014)	203	2009
Assume 22.8% growth through 2030 (203)(1.228)	249	2030
<b>Additional People</b>		<b>46</b>

#### Land Use

Total Land Area		251 Acres	
Non-Residential		Area (Acres)	Notes
County Park	12%	31	Bush Memorial.
Port of Willapa		1	Less than one land acre, but rounded.
Roads and ROW	15%	38	Access by county road only. No State Rt.
Commercial/Industrial	10%	25	
Other	15%	38	Includes not for sale during plan period, critical areas, physically limited land.
<b>Subtotal Non-Residential</b>		<b>133</b>	
<b>Permanent Residential - 2009</b>			
203 people at 2.27 people/DU (89 DU)/(1 DU/Ac)		89 DU 89 Ac	Average density 1996 is 1 DU/Ac.
<b>Seasonal Residential - 2009</b>			
(9 DU)(2.27) = 20 people		9 DU	Total DU count in 2009 was 98 (98DU/89DU)
(9 DU)(1 DU/Ac)		9 Ac	Assumes 10% of total DU count is seasonal occupancy
<b>Additional Land Needed - 2030</b>			
47 people at 2.27 people/DU		21 DU	Future permitted density is 1 DU/Ac due to on-site sewage disposal.
Demand for seasonal housing		5 DU	Assumes an additional 25% of total DU will be to meet seasonal demand
(25 DU)/(1 DU/Ac)		20 Ac	Numbers are rounded down due to pre-existing/historical lots within Bay Center less than one acre in size.

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<b>Subtotal Residential</b>	<b>118</b>
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### CHINOOK - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 511 people		1990
Census block total 521 people		2000
Adjusted for portions of blocks within RAC boundary	476	2000
Assume 1.4% growth in unincorporated county 2000-2009 (476)(1.014)	483	2009
Assume 22.8% growth through 2030 (487)(1.228)	593	2030
<b>Additional People</b>		<b>110</b>

#### Land Use

Total Land Area		547 Acres	
Non-Residential		Area (Acres)	Notes
School		2	
Port of Chinook		3	
Roads and ROW	15%	82	Access by SR, traverses town.
Commercial/Industrial	10%	54	
Other	23%	124	Includes substantial shoreline areas, not for sale during plan period, critical areas, physically limited land.
Subtotal Non-Residential		265	
Permanent Residential - 2009			
487 people at 2.27 people/DU (213 DU)/(1DU/.75Ac)		213 DU 160 Ac	Town core density 2009 is 6 DU/Ac, decreases to north and south. Use 1DU/.75 Ac.
Seasonal Residential - 2009			
(97 DU)(2.27) = 220 people		97 DU	Total DU count in 2009 was 310 (310 DU/213DU)
(97 DU)(1DU/.75 Ac)		73 Ac	Assumes 30% of total DU's is seasonal occupancy
Additional Land Needed - 2030			
112 people at 2.27 people/DU		49 DU	Future permitted density is 1 DU/Ac due to on-site sewage disposal.
(49 DU)/(1 DU/Ac)		49 Ac	Numbers are rounded.
Subtotal Residential		282	

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### FRANCES - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 100 people		1990
Census block total 75 people		2000
Assume 60 percent of blocks within RAC boundary	45	2000
Assume 1.4% growth in unincorporated county 2000-2009 (45)(1.014)	46	2009
Assume 22.8% growth through 2030 (46)(1.228)	57	2030
<b>Additional People</b>		<b>11</b>

#### Land Use

<b>Total Land Area</b>		<b>64 Acres</b>	
<b>Non-Residential</b>		<b>Area (Acres)</b>	<b>Notes</b>
Roads and ROW	20%	13	State highway traverses area.
Commercial/Industrial	10%	6	
Other	25%	16	Includes not for sale during plan period, critical areas, physically limited land.
<b>Subtotal Non-Residential</b>		<b>35</b>	
<b>Permanent Residential - 2009</b>			
46 people at 2.27 people/DU	20 DU		Average density 1996 is 1 DU/Ac.
(20 DU)/(1 DU/Ac)	20 Ac		Total DU count in 2009 was 20 DU
<b>Additional Land Needed - 2030</b>			
10 people at 2.27 people/DU	5 DU		Future permitted density is 1 DU/Ac due to on-site sewage disposal.
(5 DU)/(1 DU/Ac)	9 Ac		Numbers are rounded up.
<b>Subtotal Residential</b>		<b>29</b>	



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### LEBAM - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 312 people		1990
Census block total 202 people		2000
Adjustment for portions of block within RAC boundary	101	2000
Assume 1.4% growth in unincorporated county 2000-2009 (101)(1.014)	103	2009
Assume 22.8% growth through 2030 (103)(1.228)	127	2030
<b>Additional People</b>		<b>24</b>

#### Land Use

Total Land Area		165 Acres	
Non-Residential		Area (Acres)	Notes
School		4	
Critical Area		10	Wetland is historic mill site, potential to become industrial with mitigation of offsite wetland.
Roads and ROW	20%	33	Access by county road only. State Route bisects RAC.
Commercial/Industrial	5%	8	Only 5% due to historic mill site
Other	25%	41	Includes not for sale during plan period, critical areas, physically limited land.
<b>Subtotal Non-Residential</b>		<b>96</b>	
<b>Permanent Residential - 2009</b>			
101 people at 2.27 people/DU		44 DU	Average density 2009 is 1 DU/Ac.
(44 DU)/(1 DU/Ac)		44 Ac	Total DU count in 2009 was 50
<b>Seasonal Residential - 2009</b>			
(6 DU)(2.27) = 14 people		6 DU	Total DU count in 2009 was 50 (50DU/44DU)
(6 DU)(1 DU/Ac)		6 Ac	Assumes 13% of total DU is seasonal occupancy
<b>Additional Land Needed - 2030</b>			
24 people at 2.27 people/DU		11 DU	Future permitted density is 1 DU/Ac due to on-site sewage disposal.
(11 DU)/(1 DU/Ac)		19Ac	Numbers are rounded.
<b>Subtotal Residential</b>		<b>69</b>	

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### MENLO - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 172 people		1990
Adjusted for portions of blocks within RAC boundary	164	1990
Census block total 285 people		2000
Adjusted for portions of blocks within RAC boundary (post amendment for Menlo RAC)	140	2000
Assume 1.4% growth in unincorporated county 2000-2009 (140)(1.014)	142	2009
Assume 22.8% growth through 2030 (142)(1.228)	174	2030
<b>Additional People</b>		<b>32</b>

#### Land Use

Total Land Area		305 Acres	
Non-Residential		Area (Acres)	Notes
School		13	
County Fairground		4	
Roads and ROW	15%	46	State highway on north border.
Commercial/Industrial	10%	31	
Other	24%	73	Includes not for sale during plan period, critical areas, physically limited land, land not yet converted from agricultural to residential.
<b>Subtotal Non-Residential</b>		<b>167</b>	
<b>Permanent Residential - 2009</b>			
142 people at 2.27 people/DU	63 DU		Average density 2009 is 1 DU/Ac.
(63 DU)/(1 DU/Ac)	63 Ac		Numbers are rounded. Total DU count in 2009 was 63.
<b>Additional Land Needed - 2030</b>			
33 people at 2.27 people/DU	15 DU		Future permitted density is 1 DU/Ac due to on-site sewage disposal.
(15 DU)/(1 DU/Ac)	15 Ac		Numbers are rounded.
	60 Ac		Acreage of recent land division of 20 lots on approximately 60 acres
<b>Subtotal Residential</b>		<b>138</b>	

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### NAHCOTTA - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 24 people		2000
Adjusted for portion of blocks within RAC boundary	20	2000
Assume 1.4% growth in unincorporated county 2000-2009 (20)(1.014)	20	2009
Assume 22.8% growth through 2030 (20)(1.228)	25	2030
<b>Additional People</b>		<b>5</b>

#### Land Use

<b>Total Land Area</b>	<b>42 Acres</b>
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Non-Residential		Area (Acres)	Notes
Roads and ROW	10%	4	Served by SR103/Sandridge Rd.
Commercial/Industrial	61%	25.5	Port of Nahcotta, industrial/commercial
Other	15%	6	Includes not for sale during plan period, physically limited land, and Willapa Bay tide lands.
<b>Subtotal Non-Residential</b>		<b>35.5</b>	
<b>Permanent Residential - 2009</b>			
20 people at 2.27 people/DU (9 DU)/(1 DU/.5 Ac)	9 DU 4.5 Ac		Average density 2009 is 1 DU/.5 Ac. Numbers are rounded. Total DU count in 2009 is 9.
<b>Additional Land Needed - 2030</b>			
5 people at 2.27 people/DU  (2DU)/(1 DU/Ac)	2 DU  2 Ac		Future permitted density is 1 DU/Ac due to on-site sewage disposal.  Numbers are rounded.
<b>Subtotal Residential</b>		<b>6.5</b>	

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### NASELLE - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 910 people		1990
Adjusted for portion of blocks within RAC boundary	511	1990
Census block total 835 people		2000
Adjusted for portions of blocks within RAC boundary	569	2000
Assume 1.4% growth in unincorporated county 2000-2009 (569)(1.014)	577	2009
Assume 22.8% growth through 2030 (577)(1.228)	709	2030
<b>Additional People</b>	<b>132</b>	

#### Land Use

<b>Total Land Area</b>	<b>1,555 Acres</b>
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Non-Residential		Area (Acres)	Notes
School		36	
County Shop		4	
Roads and ROW	12%	188	Intersection of SR 4 and SR 401.
Commercial/Industrial	8%	124	Includes approx. 40 Ac PUD.
Critical Areas	20%	311	Naselle River/S. Fork meanders through RAC-much low-lying area.
Other	25%	389	Includes not for sale during plan period, and physically limited land.
<b>Subtotal Non-Residential</b>		<b>1,052</b>	
<b>Permanent Residential - 2009</b>			
577 people at 2.27 people/DU (254 DU)/(1 DU/Ac)	254DU 254 Ac		Average density 2009 is 1 DU/Ac. Numbers are rounded.
<b>Seasonal Residential - 2009</b>			
(119 DU)(2.27) = 270 people (119)(1DU/Ac)	119 DU 119 Ac		Total DU count in 2009 was 373 (373 DU/254 DU) Assumes 30% of total DU's is seasonal occupancy
<b>Additional Land Needed - 2030</b>			
133 people at 2.27 people/DU (59DU)/(1 DU/Ac)	59 DU 130 Ac		Future permitted density is 1 DU/Ac due to on-site sewage disposal. Numbers are rounded. Total is rounded up due to uncertainty re NYC expansion.
<b>Subtotal Residential</b>	<b>503</b>		

<sup>1</sup> The 1998 Plan identified a need for additional housing as a result of a projected Naselle Youth Camp expansion, including the demolition of existing housing on-site and the anticipated relocation of new housing into Naselle. Since 1998, the State of Washington's budget situation has changed and the expansion plans for the NYC have been placed on hold. However, the assumption of an expansion is still valid for this plan update and is considered in the overall acreage analysis for the Naselle area.

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### TOKELAND - RURAL ACTIVITY CENTER

#### Population

Projection	Population	Year
Census block total 96 people		1990
Adjusted for portions of blocks within RAC boundary	63	1990
Census block total 145 people		2000
Adjusted for portions of blocks within RAC boundary	117	2000
Assume 1.4% growth in unincorporated county 2000-2009 (117)(1.014)	119	2009
Assume 22.8% growth through 2030 (119)(1.228)	146	2030
<b>Additional People</b>		<b>27</b>

#### Land Use

<b>Total Land Area</b>	<b>145 Acres</b>		
<b>Non-Residential</b>		<b>Area (Acres)</b>	<b>Notes</b>
Port of Willapa	12%	17	
Roads and ROW	10%	15	
Commercial/Industrial	10%	15	Includes cannery.
Other	16%	23	Includes extensive shoreline and what is potentially tideland in total area. Also not for sale during plan period.
<b>Subtotal Non-Residential</b>		<b>70</b>	
<b>Permanent Residential - 2009</b>			
119 people at 2.27 people/DU (52 DU)/(.5 DU/Ac)		52 DU 27 Ac	Average density 2009 is 2 DU/Ac.
<b>Seasonal Residential - 2009</b>			
(37 DU)(2.27) = 84 people		37 DU	Total DU count in 2009 was 89 (89DU/52DU)
(84)(.5DU/Ac)		42 Ac	Assumes 40% of total DU's is seasonal occupancy
<b>Additional Land Needed - 2016</b>			
27 people at 2.27 people/DU		12 DU	Future permitted density is 1 DU/Ac due to on-site sewage disposal; however, RAC contains a large number of pre-existing small lots.
(12 DU)/(.5 DU/Ac)		6 Ac	
<b>Subtotal Residential</b>		<b>75</b>	

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### OCEAN PARK - RURAL VILLAGE

#### Population

Projection	Population	Year
Census block total 736 people		1990
Adjusted for portions of blocks within village boundary	719	1990
Census block total 673 people		2000
Adjusted for portion of blocks within village boundary	670	2000
Assume 1.4% growth in unincorporated county 2000-2009 (670)(1.014)	679	2009
Assume 22.8% growth through 2030 (679)(1.228)	834	2030
<b>Additional People</b>		<b>155</b>

#### Land Use

Total Land Area		581Acres	
<b>Non-Residential</b>		<b>Area (Acres)</b>	<b>Notes</b>
School		5	
Roads and ROW	15%	90	2-lane only
Commercial/Industrial	20%	116	Includes downtown core plus industrial lands to the east.
Other	15%	87	Includes not for sale during plan period, critical areas and physically limited land.
<b>Subtotal Non-Residential</b>		<b>298</b>	
<b>Permanent Residential - 2009</b>			
679 people at 2.27 people/DU		299 DU	OP core density 2009 is 4 DU/Ac, decreases away from core.
(299 DU)/(3 DU/Ac)		100 Ac	Numbers are rounded-used 3 DU/Ac.
<b>Seasonal Residential - 2009</b>			
(441 DU)(2.27) = 1001 people		441 DU	Total DU count in 2009 was 740 (740DU/299 DU).
(441)(3DU/Ac)		147 Ac	Assumes 60% of total DU's is seasonal occupancy
<b>Additional Land Needed - 2030</b>			
155 people at 2.27 people/DU		68 DU	Future permitted density is 1 DU/Ac due to on-site sewage disposal.
(68DU)/(3 DU/Ac)		44 Ac	Numbers are rounded.
<b>Subtotal Residential</b>		<b>283</b>	

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### SEAVIEW - UNINCORPORATED URBAN GROWTH AREA (WITH UGA EXPANSION)

#### Population

Projection	Population	Year
Census block total 652 people		1990
Adjusted for portions of blocks within UGA boundary	646	1990
Census block total 868 people		2000
Adjusted for portions of blocks within UGA boundary	789	2000
Assume 1.4% growth in unincorporated county 2000-2009 (789)(1.014)	800	2009
Assume 22.8% growth through 2030 (800)(1.228)	982	2016
<b>Additional People</b>		<b>182</b>

#### Land Use

Total Land Area		413 Acres	
<b>Non-Residential</b>		<b>Area (Acres)</b>	<b>Notes</b>
Roads and ROW	15%	62	Includes beach approach
Commercial/Industrial	20%	83	Includes RV Parks
Other	30%	123	Includes not for sale during plan period, critical areas and physically limited land.
<b>Subtotal Non-Residential</b>		<b>268</b>	
<b>Permanent Residential - 2009</b>			
800 people at 2.27 people/DU (352 DU)/(4 DU/Ac)		352 DU 88 Ac	Average density 2009 is 4 DU/ac. Numbers are rounded.
<b>Seasonal Residential - 2009</b>			
(575 DU)(2.27) = 1305 people  (223)(6DU/Ac)		223 DU  37 Ac	<b>Total DU count in 2009 was (455 SFR + 120 MFR DU=575DU/352DU)</b> Assumes 45% of total DU's is seasonal occupancy & used density of 6 DU/Ac to account for amount of MFR
<b>Additional Land Needed - 2030</b>			
182 people at 2.27 people/DU  (80DU)/(4 DU/Ac)		80 DU  20 Ac	Assumes future density averages 4 DU/Ac. Numbers are rounded.
<b>Subtotal Residential</b>		<b>145</b>	

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### CITY OF ILWACO – URBAN GROWTH AREA

#### Population – City of Ilwaco (Incorporated Areas)

Projection	Population	Year
1990 Population per Census/OFM	838	1990
1996 Population per OFM	864	1996
Net Gain 1990 – 1996	26	
2000 Census Population	950	2000
2008 Population per OFM	1,070	2008
Net Gain 1996 – 2008	206	
Assume 1.4% growth in City of Ilwaco 2008-2009 (1,070)(1.014)	1,085	2009
Assume 22.8% growth through 2030 (1,085)(1.228)	1,332	2030
<b>Additional People – City of Ilwaco</b>		<b>246</b>

#### Land Use – City of Ilwaco (Incorporated)

<b>Total Land Area</b>	<b>1,386 Acres</b>	
<b>Non-Residential</b>	<b>Area (Acres)</b>	<b>Notes</b>
Commercial/Industrial	47	Commercial/Industrial
Resort	35	Resort RV from Ilwaco Plan
Public	259	
Open Space/Roads	364	Parks, ROW's
<b>Subtotal Non-Residential</b>	<b>705</b>	
<b>Residential</b>	<b>Area (Acres)</b>	<b>Notes</b>
Single Family	185	Owner occupied, rentals, vacation homes, MH's
Multi Family	12	Condo's, apartments, RV's, mixed-use housing
<b>Subtotal Residential</b>	<b>205</b>	
<b>Vacant Property</b>	<b>Area (Acres)</b>	<b>Notes</b>
Total Vacant Land	476	378 Ac per Ilwaco 1996 Plan. Number reflects a 34% percentage of total Ac.
Total Vacant Land Available for Resid.	425	Land available for new residential and mixed commercial uses only. 51 acres is available for only commercial/industrial/retail/office.
Land Unavailable due to Wetlands/slopes	20%	85 Coastal wetlands/NWI wetlands.
Land Unavailable due	20%	85 20% of residential vacant land area



<b>Subtotal Vacant</b>	<b>476</b>
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<b>Total Land Area</b>	<b>521 Acres</b>
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<b>Subtotal Vacant</b>	<b>521</b>
------------------------	------------

## persons/DU.

14 DU/Ac.

(108 DU)/(4 DU/Ac)                      27 Ac      Numbers represent the range of

(108 DU)(14 DU/Ac)                      8 Ac                      allowable densities in Ilwaco zoning.

Subtotal Residential 8-27 Based on Pacific Co. methodology

Based on Pacific Co. methodology and assignment of persons/acre, anticipated population growth. Conclude adequate land area exists within current UGA boundaries for future growth.

<sup>1</sup> Source: City of Ilwaco 1996 Comprehensive Plan.

<sup>2</sup> Source: OFM 2008 Population Trends.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### CITY OF LONG BEACH – URBAN GROWTH AREA

#### Population

Projection	Population	Year
1990 Population per Census/OFM	1,236	1990
1996 Population per OFM	1,400	1996
Net Gain 1990 – 1996	164	
2000 Census Population	1,283	2000
2008 Population per OFM	1,510	2008
Net Gain 1996 – 2008	110	
Net Gain 1996 – 2009	274	
Assume 1.4% growth in City of Long Beach 2008-2009 (1,510)(1.014)	1,535	2009
Assume 22.8% growth through 2030 (1,535)(1.228)	1,885	2030
<b>Additional People</b>		<b>350</b>

#### Land Use – City of Long Beach (Incorporated)

Total Land Area		1,174 Acres
<b>Non-Residential</b>		
	<b>Area</b>	<b>Notes</b>
	<b>(Acres)</b>	
Commercial/Industrial	37	Commercial/Industrial
Resort	27	Hotel/Motel
Public	23	
Quasi Public	20	
Open Space/Roads	613	Parks, ROW's, Beach
<b>Subtotal Non-Residential</b>	<b>720</b>	
<b>Residential</b>		
	<b>Area</b>	<b>Notes</b>
	<b>(Acres)</b>	
Single Family	157	Owner occupied, rentals, vacation homes
Multi Family	40	Condo's, apartments, RV's, mixed-use housing
<b>Subtotal Residential</b>	<b>197</b>	
<b>Vacant Property</b>		
	<b>Area</b>	<b>Notes</b>
	<b>(Acres)</b>	
Total Vacant Land	255	255 per Long Beach 1996/2016 plan update
Total Vacant Land Available	171	Land available for new residential and mixed commercial uses only. 84 acres available only for commercial/industrial/retail/office.
Land Unavailable due to Wetlands	25%	44 Coastal wetlands/NWI wetlands.
Land Unavailable due	22%	28 22% of the total land area minus wetland

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

to Parks, Roads			acres is unavailable due to public uses, roads, etc.
Market Unavailability	25%	22	25% of the total land area minus wetlands & public acreage.
<b>Total Land Available for New Construction</b>	<b>45%</b>	<b>77</b>	<b>Acreage available for new residential &amp; commercial development.</b>
<b>Subtotal Vacant</b>		<b>255</b>	

### Land Use – Long Beach (Urban Growth Area)

<b>Total Land Area</b>		<b>211 Acres</b>	
<b>Vacant Property</b>		<b>Area (Acres)</b>	<b>Notes</b>
Total Vacant Land		211	211 per Long Beach 2026 Plan update
Land Unavailable due to Wetlands	48%	101	Coastal wetlands/NWI wetlands.
Land Unavailable due to Parks, Roads	25%	29	25% of the total land area minus wetland acres is unavailable due to public uses, roads, etc.
Market Unavailability	25%	22	25% of the total land area minus wetlands & public acreage.
<b>Total Land Available for New Construction</b>	<b>31%</b>	<b>66</b>	<b>Acreage available for new residential &amp; commercial development.</b>
<b>Subtotal Vacant</b>		<b>211</b>	

### Residential - 2009

1,535 people at 2.27 people/DU	676 DU	2000 Census average is 2.27 persons/DU.
1,535 people at 1.9 people/DU	808 DU	LB 2026 Plan update uses an average of 1.9 persons/DU.

The residential numbers and dwelling unit count based on 2000 census. The numbers below are based on 2008 OFM Population Trends.

	Estimated April 1, 2008 Structure Type <sup>1</sup>			
	Total Units	One Unit	Two + Units	MH/TR Special
Long Beach	1,342	823	329	190

<sup>1</sup> Source: OFM 2008 Population Trends.

### Additional Land Needed - 2030

350 people at 2.27 people/DU	154 DU	Future permitted density variable 4 – 14 DU/Ac.
350 people at 1.9 people/DU	184 DU	
350 people at 1.1 people/DU	318 DU	Range is based on LB plan.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

(318 DU)/(4 DU/Ac)      80 Ac      Numbers represent the range of  
 (318 DU)(14 DU/Ac)      23 Ac      allowable densities in LB zoning.

**Subtotal Residential    23 – 80 Acres**      Based on Pacific Co. methodology and assignment of persons/acre, anticipated population growth. City of Long Beach Buildable Land Capacity Analysis identifies slightly different numbers. Both conclude adequate land area exists within current UGA boundaries for future growth.

City of Long Beach Buildable Lands Capacity Analysis  
 (Source: Long Beach Comprehensive Plan Update 2026)

<b>Buildable Lands Capacity</b>	<b>Total Homes</b>		<b>% Permanent Dwelling</b>		<b>Resident Population Projection</b>	
	Du		Du		du	
	Low	High	Low	High	Low	High
Proposed Zoning in City of Long Beach	571	674	382	451	726	858
UGA North only	235	411	157	276	299	524
East UGA only	31	31	21	21	40	40
Total UGA	266 <sup>1</sup>	442 <sup>2</sup>	198	297	339	564
<b>Total</b>	<b>837</b>	<b>1116</b>	<b>561</b>	<b>748</b>	<b>1066</b>	<b>1421</b>

<sup>1</sup> Reflects an overall density of 4 units per Acre.

<sup>2</sup> Reflects an overall density of 7 units per Acre.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### CITY OF RAYMOND – URBAN GROWTH AREA

#### Population

Projection	Population	Year
1990 Population per Census/OFM	2,901	1990
1996 Population per OFM	2,949	1996
Net Gain 1990 – 1996	48	
2000 Census Population	2,975	2000
2008 Population per OFM	3,010	2008
Net Gain 1996 – 2008	61	
Net Gain 1996 – 2009	103	
Assume 1.4% growth in City of Raymond 2008-2009 (3,010)(1.014)	3,052	2009
Assume 22.8% growth through 2030 (3,052)(1.228)	3,748	2030
<b>Additional People</b>		<b>696</b>

#### Land Use – City of Raymond (Incorporated)

<b>Total Land Area</b>		<b>3,103 Acres<sup>1</sup></b>
<b>Non-Residential</b>		
	<b>Area</b>	<b>Notes</b>
	<b>(Acres)</b>	
Commercial/Industrial	640	Commercial/Industrial, Port of Willapa
Public	49	Public facilities
Recreational	44	Parks
Other/Roads	1,030	ROW's, conservation, wetlands, slopes
<b>Subtotal Non-Residential</b>	<b>1,763</b>	
<b>Residential</b>		
	<b>Area</b>	<b>Notes</b>
	<b>(Acres)</b>	
Single Family	1,090	Owner occupied, rentals, vacation homes
Multi Family	250	Condo's, apartments, RV's, mixed-use housing
<b>Subtotal Residential</b>	<b>1,340</b>	
<b>Vacant Property<sup>2</sup></b>		
	<b>Area</b>	<b>Notes</b>
	<b>(Acres)</b>	
Total Vacant Land	500	Based on 2008 Aerial Photos
Total Vacant Land Available	200	Reduced vacant land by approximately 40% due to slopes.
Land Unavailable due to Parks, Roads	100	20% of the total land area is unavailable due to public uses, roads, etc.
Market Unavailability	125	25% of the total land area.
<b>Total Land Available for New Construction</b>	<b>75</b>	<b>Acreage available for new residential development.</b>

500

The amount of vacant land within each of the specific land use categories is not enumerated within the City of Raymond's plan; rather, the total acreage's given for each land use includes vacant lands. The percentage of vacant land for this analysis was based on a review of the 2008 aerial photographs provided by the Pacific County Department of Public Works.

<b>Total Land Area</b>	<b>390 Acres</b>
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## 390 Acres

## Notes

Approximately 75 Ac already developed.

Approx. 82 Ac unavailable due to slopes and wetlands.

25% of the vacant land area is unavailable due to public uses, roads, etc.

25% of the total land area unavailable due to market.

**Acreage available for new residential development.**

390

3,052 people at 2.5 people/DU	1,221 DU	2000 Census average is 2.5 persons/DU in Raymond.
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696 people at 2.5 people/DU      278 DU      Future permitted density averages 4 DU/Ac.

Future permitted density averages 4 DU/Ac.

Numbers represent the range of allowable densities in Raymond zoning.

Based on Pacific Co. methodology and assignment of persons/acre, anticipated population growth, etc. Conclude adequate land area exists within current UGA boundaries for future growth.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

Estimated 1996 & April 1, 2008 Structure Types for Raymond				
	TOTAL UNITS	ONE UNIT	TWO + UNITS	MH/TR/SPECIAL
1996 <sup>1</sup>	1,258	910	260	81
2008 <sup>2</sup>	1,342	932	291	119
DIFFERENCE	84	22	31	38

<sup>1</sup> Source: City of Raymond 1996 Comprehensive Plan.

<sup>2</sup> Source: OFM 2008 Population Trends.

### 1996 - 2016 RESIDENTIAL LAND NEEDS IN UGA<sup>1</sup>

Projected Population, Year 2016	3971
Existing Population, Year 1996	-2949
Projected New Residents, Year 2016	1022
Number of Residents who can be Accommodated Within Present City Limits	-550
Number of Residents Needing to be Accommodated Within UGA	472
Number of Housing Units Needed by 472 People	189

<sup>1</sup> Source: 1996 City of Raymond Comprehensive Plan.

### PROJECTED 2030 RESIDENTIAL LAND NEEDS IN UGA<sup>1</sup>

Projected Population, Year 2030	3,748
Existing Population, Year 2009	(3,052)
Projected New Residents, Year 2030	696
Number of Residents Accommodated Within Present City Limits 1996 – 2009 <sup>1</sup>	103
Number of Residents who can be Accommodated Within Present City Limits 2009 – 2030 <sup>2</sup>	(750)
Number of Residents Needing to be Accommodated Within UGA	0
Number of Housing Units Needed by 696 People <sup>3</sup>	278
UGA Acres Necessary to Accommodate Growth <sup>4</sup>	0

<sup>1</sup> Assumes a population increase of 103 persons from 1996 – 2009. This Table also shows an increase in the overall number of dwelling units from 2000 to 2008 by 84.

<sup>2</sup> Determined by multiplying the available vacant land acreage by planned density by number of persons per DU (75 x 4 DU x 2.5 = 180).

<sup>3</sup> Assumes 2.5 persons per dwelling unit.

<sup>4</sup> Assumes 4 DU/Ac.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### CITY OF SOUTH BEND – URBAN GROWTH AREA

#### Population – City of South Bend (Incorporated Areas)

Projection	Population	Year
1990 Population per Census/OFM	1,551	1990
1996 Population per OFM	1,620	1996
Net Gain 1990 – 1996	69	
2000 Census Population	1,807	2000
2008 Population per OFM	1,770	2008
Net Gain 1996 – 2008	150	
Net Gain 1996 – 2009	174	
Assume 1.4% growth in City of South Bend 2008-2009 (1,770)(1.014)	1,794	2009
Assume 22.8% growth through 2030 (1,794)(1.228)	2,203	2030
<b>Additional People – City of South Bend</b>	<b>409</b>	

#### Land Use – City of South Bend (Incorporated Areas)

Total Land Area		1,234 Acres <sup>1</sup>
<b>Non-Residential</b>	<b>Area (Acres)</b>	<b>Notes</b>
Commercial/Industrial	313	Commercial/Industrial
Recreational	33	Parks
Public	120	Fire, police, city hall
Conservation	375	Wetlands, slopes
<b>Subtotal Non-Residential</b>	<b>841</b>	
<b>Residential</b>	<b>Area (Acres)</b>	<b>Notes</b>
Single Family	317	Owner occupied, rentals, vacation homes, MH's
Multi Family	76	Condo's, apartments, RV's, mixed-use housing
<b>Subtotal Residential</b>	<b>393</b>	
<b>Vacant Property</b>	<b>Area (Acres)</b>	<b>Notes</b>
Total Vacant Land	30	The 30 Acres is also included in the Residential acreage subtotal. SB plan already excludes critical areas from vacant land calculations.
Market Unavailability	25% 7.5	25% of the total vacant land area.
Land Unavailable due to Roads	15% 4.5	15% of the total vacant land area. Assume a majority of vacant land is infill with access to existing roads, infrastructure.



## ...APPENDIX A LAND USE CAPACITY ANALYSIS

<b>Total Land Available for New Construction</b>	<b>18</b>	<b>Acreage available for new residential development.</b>
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<b>Subtotal Vacant</b>	<b>30</b>	
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<sup>1</sup> Acreage totals vary between the City of South Bend 1996 Comprehensive Plan and the County's GIS program. South Bend identifies their acreage as 1,234 acres while the County's GIS system lists the incorporated acreage of South Bend as 1,016 acres. For the purpose of this analysis, we are using the City of South Bend adopted Comprehensive Plan's numbers wherever possible.

### Land Use – South Bend (Urban Growth Area)

Total Land Area	260 Acres	
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Vacant Property	Area (Acres)	Notes
Total Land	260	
Total Vacant Land	250	Approximately 10 acres of total 260 acres already developed.
Land Unavailable due to Wetlands/slopes	25%	63
Land Unavailable due to Roads	20%	50
Market Unavailability	25%	63
<b>Total Land Available for New Construction</b>	<b>30%</b>	<b>74</b>
		<b>Acreage available for new residential development.</b>
<b>Subtotal Vacant UGA Lands</b>	<b>250</b>	
<b>Residential - 2009</b>		
1,794 people at 2.5 people/DU	717 DU	2000 Census average is 2.5 persons/DU in South Bend.
<b>Additional Land Needed - 2030</b>		
409 people at 2.5 people/DU	164 DU	Future permitted density averages 4 DU/Ac.
(164 DU)/(4 DU/Ac)	41 Ac	Number represents the range of residential density in South Bend zoning.
<b>Subtotal Residential</b>	<b>41 Acres</b>	Based on Pacific Co. methodology and assignment of persons/acre, anticipated population growth. Conclude adequate land area exists within current UGA boundaries for future growth.

## ...APPENDIX A LAND USE CAPACITY ANALYSIS

Estimated 1996 & April 1, 2008 Structure Types for South Bend				
	TOTAL UNITS	ONE UNIT	TWO + UNITS	MH/TR/SPECIAL
1996 <sup>1</sup>	726	524	118	76
2008 <sup>2</sup>	781	571	123	87
DIFFERENCE	55	47	5	11

<sup>1</sup> Source: City of South Bend 1996 Comprehensive Plan.

<sup>2</sup> Source: OFM 2008 Population Trends.

### 1996 - 2016 RESIDENTIAL LAND NEEDS IN UGA<sup>1</sup>

Projected Population, Year 2016	2,215
Existing Population, Year 1996	(1,644)
Projected New Residents, Year 2016	571
Number of Residents who can be Accommodated Within Present City Limits	(137)
Number of Residents Needing to be Accommodated Within UGA	434
Number of Housing Units Needed by 436 People	174

<sup>1</sup> Source: 1996 City of South Bend Comprehensive Plan.

### PROJECTED 2030 RESIDENTIAL LAND NEEDS IN UGA<sup>1</sup>

Projected Population, Year 2030	2,203
Existing Population, Year 2009	(1,794)
Projected New Residents, Year 2030	409
Number of Residents Accommodated Within Present City Limits 1996 – 2009 <sup>1</sup>	174
Number of Residents who can be Accommodated Within Present City Limits 2009 – 2030 <sup>2</sup>	(180)
Number of Residents Needing to be Accommodated Within UGA	229
Number of Housing Units Needed by 409 People <sup>3</sup>	164
UGA Acres Necessary to Accommodate Growth <sup>4</sup>	41

<sup>1</sup> Assumes a population increase of 174 persons from 1996 – 2009. This table also shows an increase in the overall number of dwelling units from 2000 to 2008 by 55.

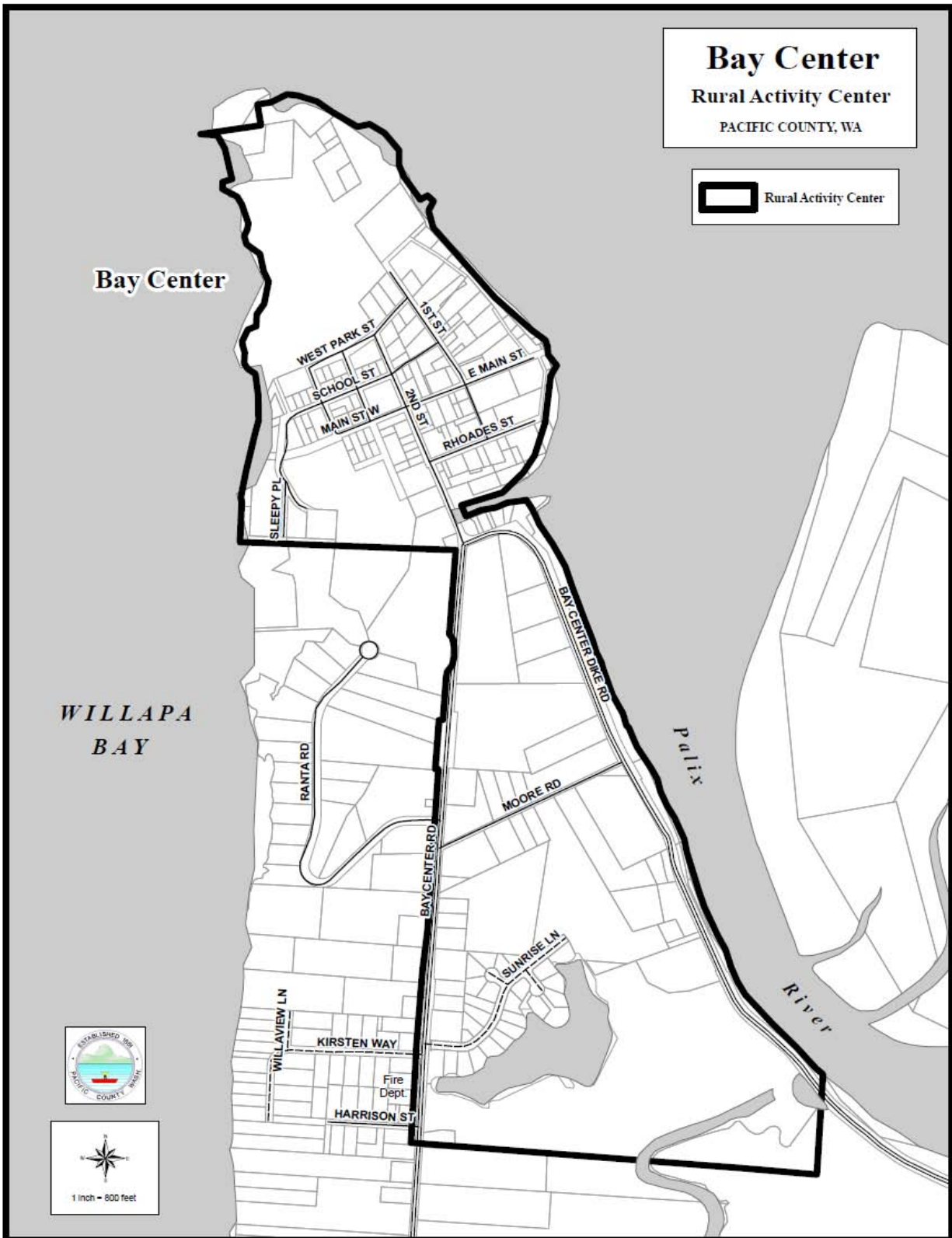
<sup>2</sup> Determined by multiplying the available vacant land acreage by planned density by number of persons per DU (18 x 4 DU x 2.5 = 180).

<sup>3</sup> Assumes 2.5 persons per dwelling unit.

<sup>4</sup> Assumes 4 DU/Ac.

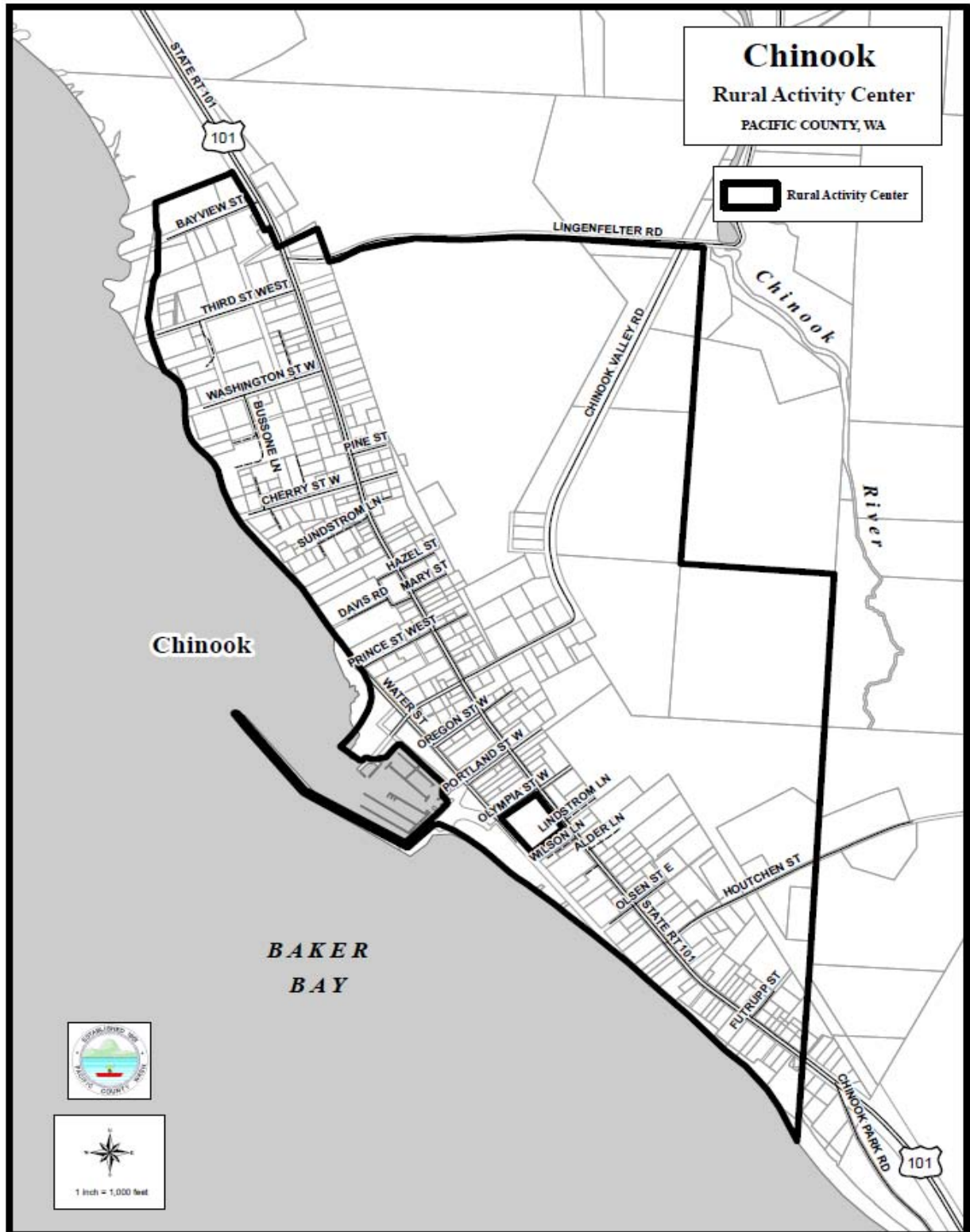
## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### Bay Center Rural Activity Center



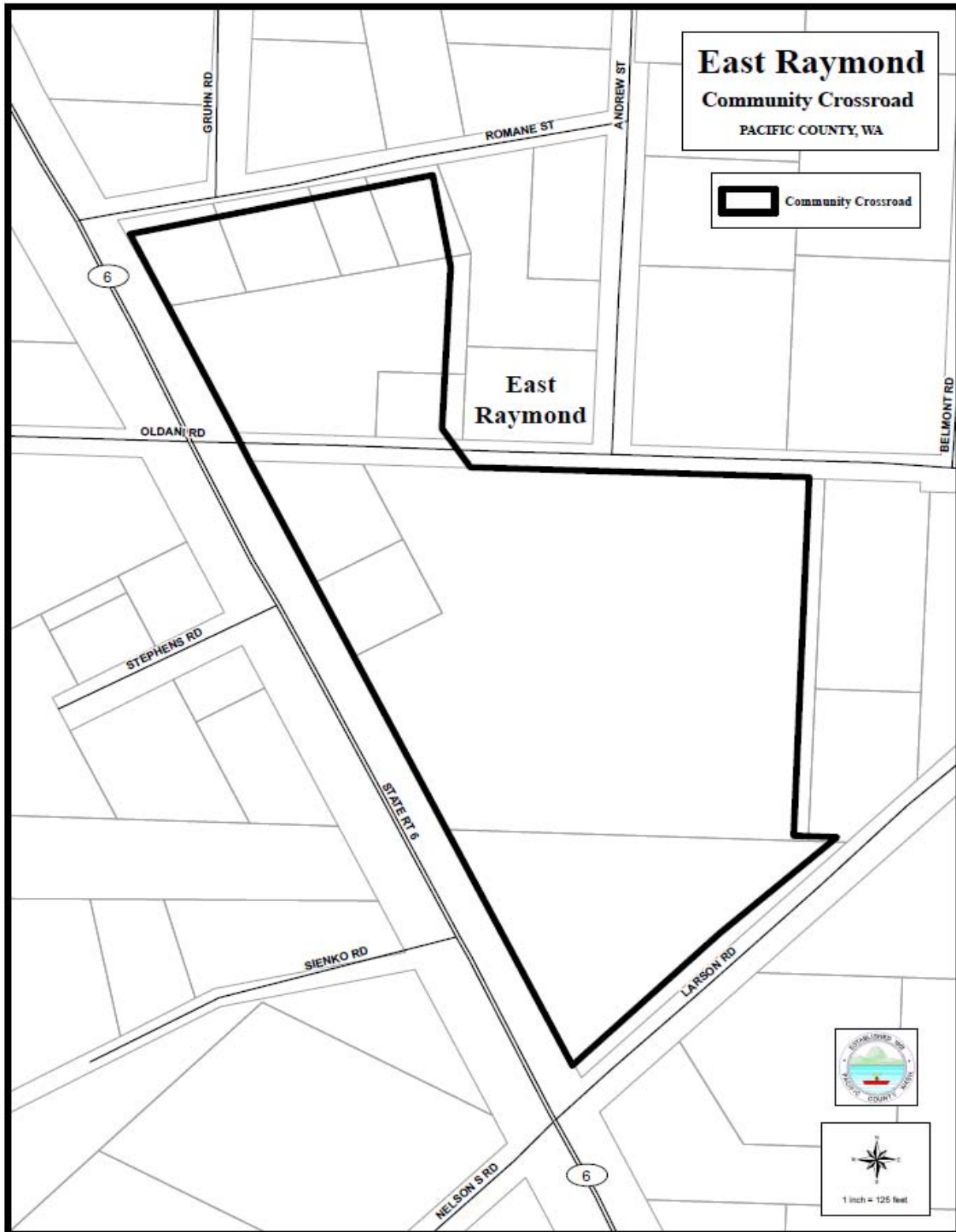
## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### Chinook Rural Activity Center



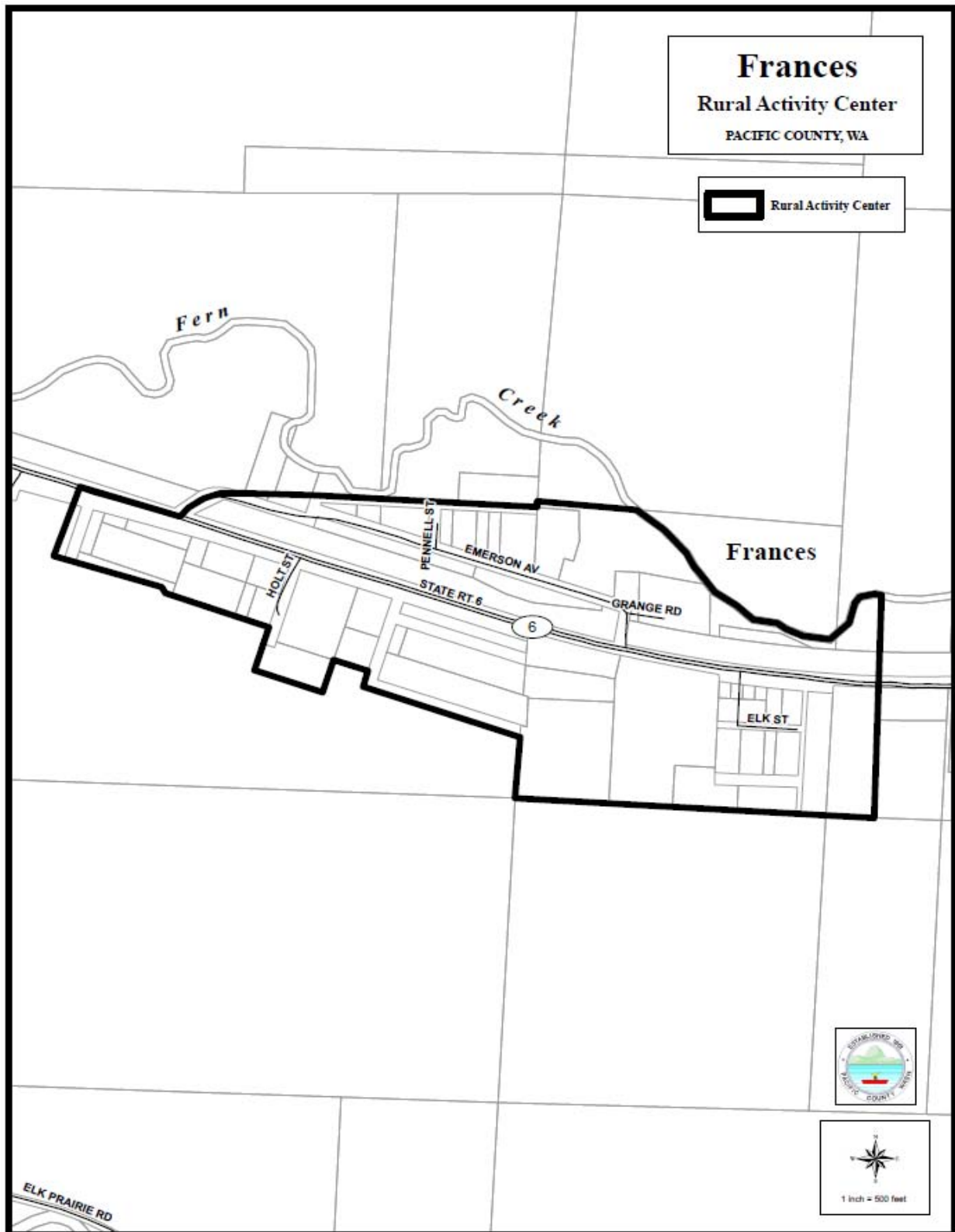
## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### East Raymond Community Crossroads

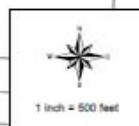


## ...APPENDIX A LAND USE CAPACITY ANALYSIS

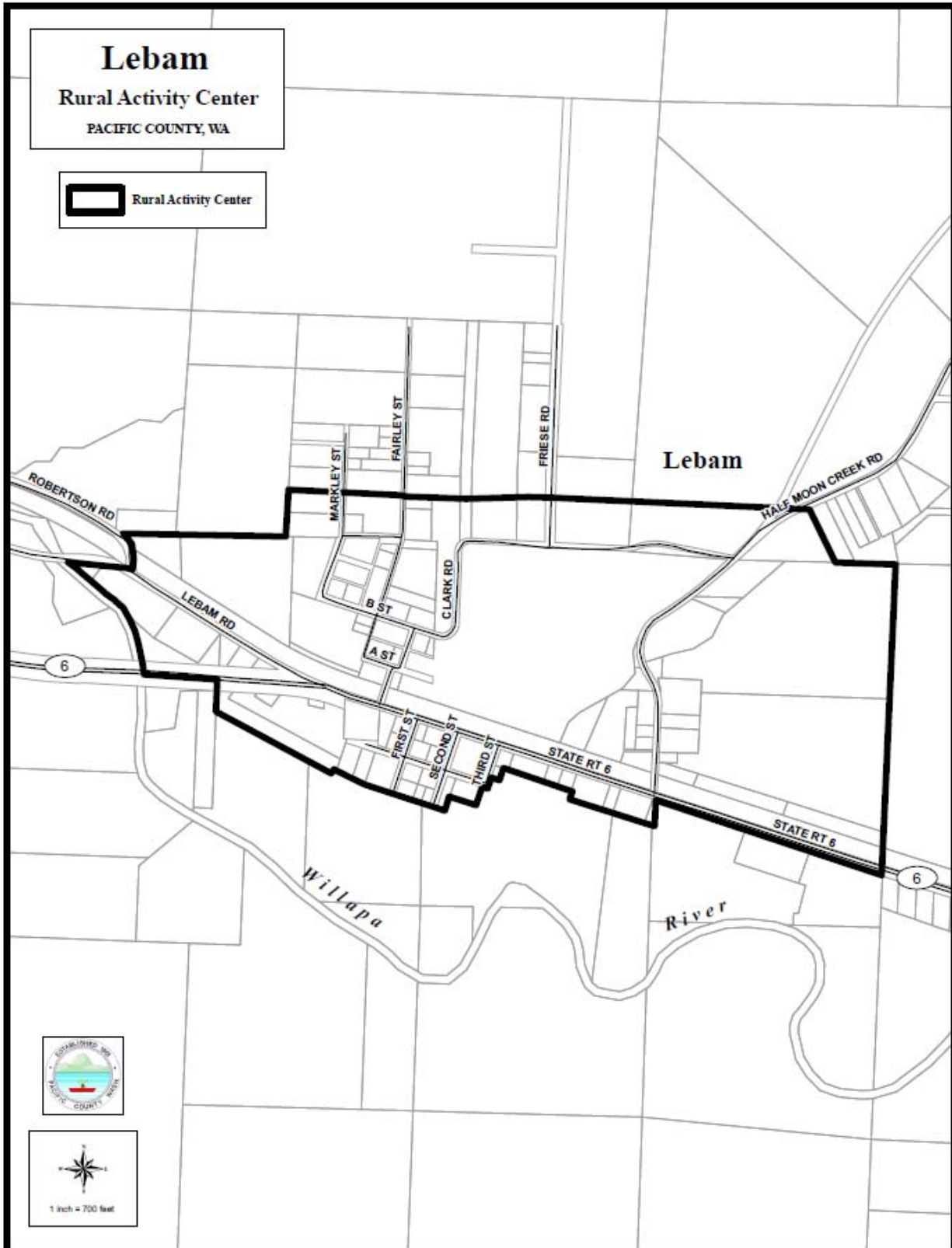
### Francis Rural Activity Center





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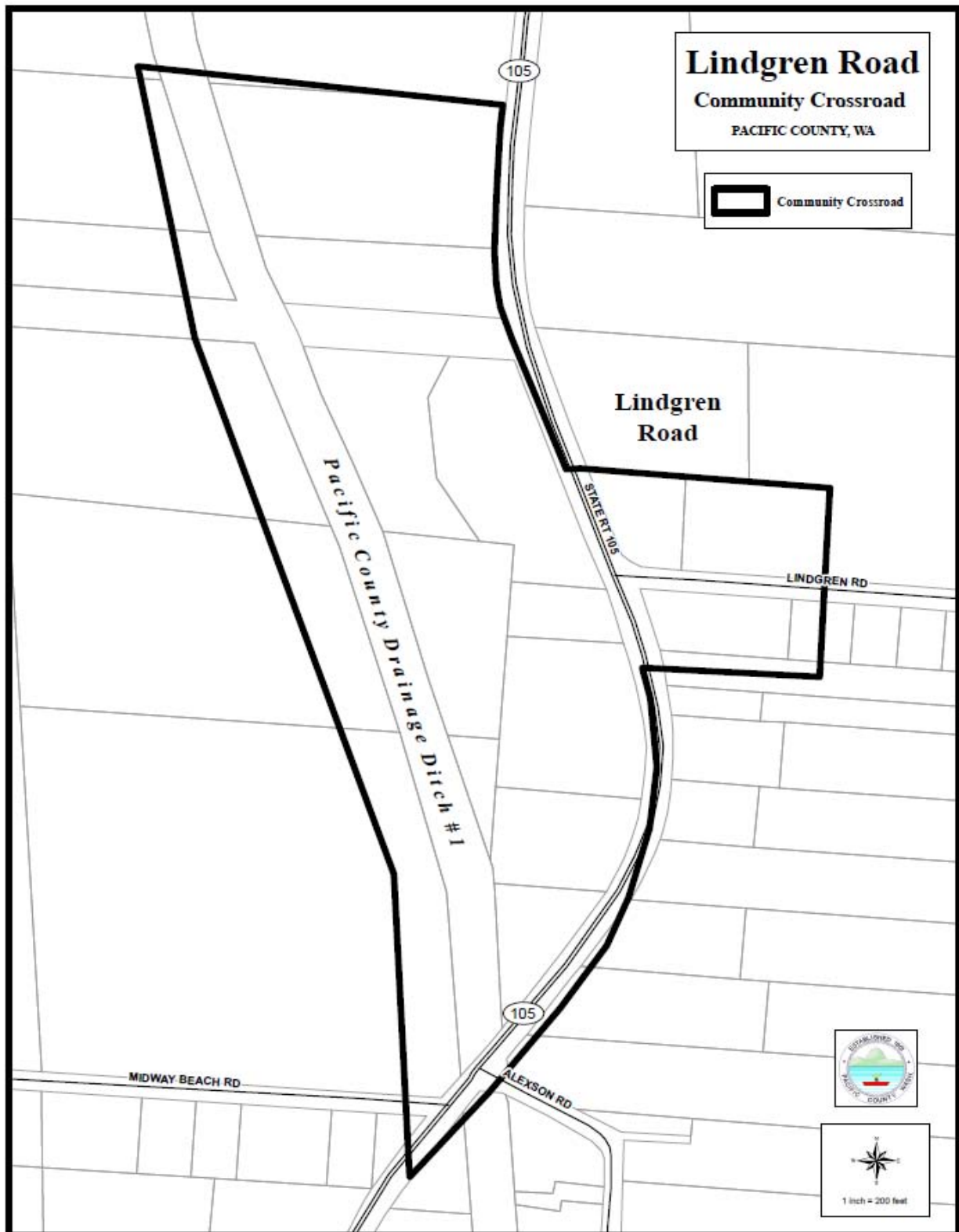
Lebam  
Rural Activity Center



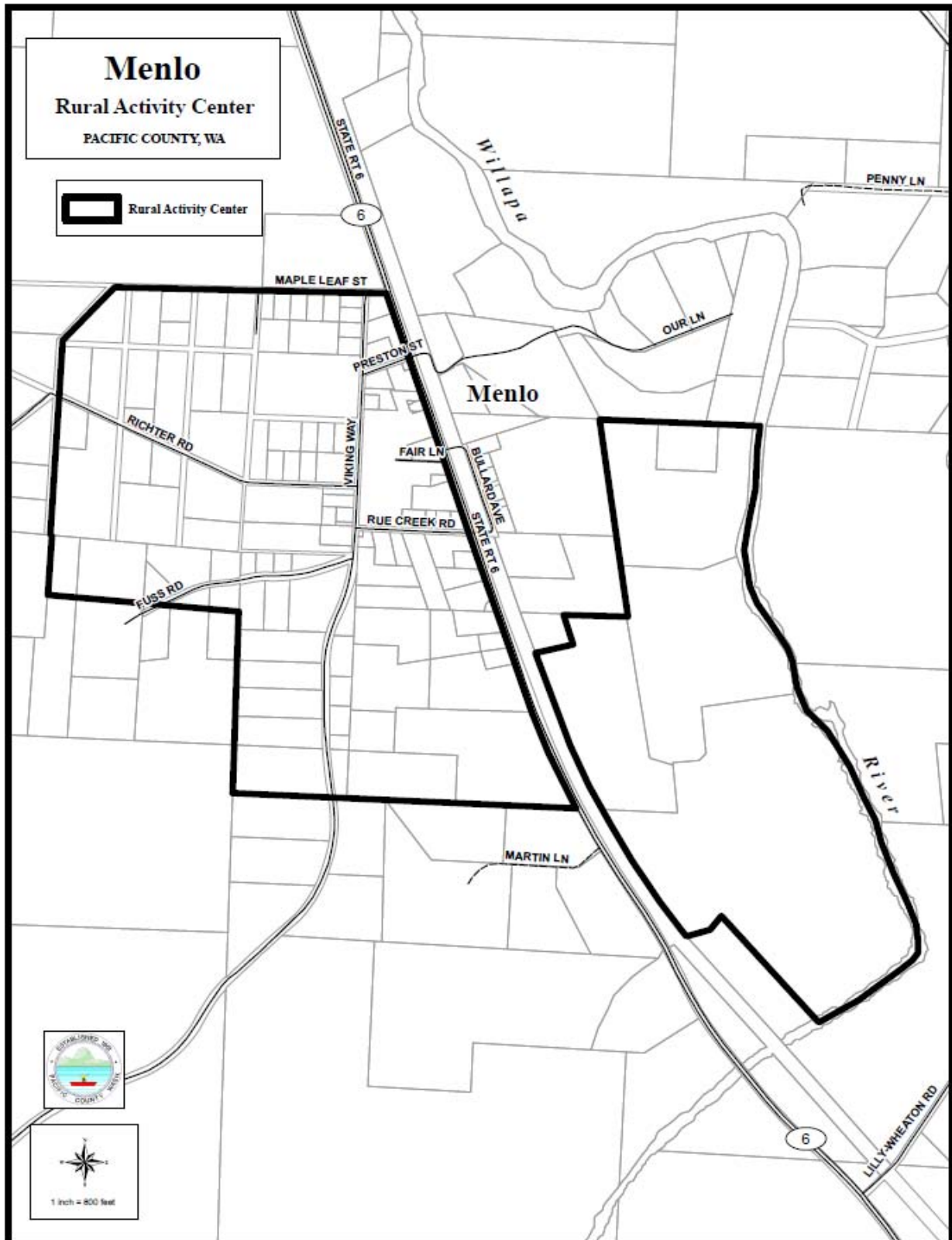


## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### Lindgren Road Community Crossroads

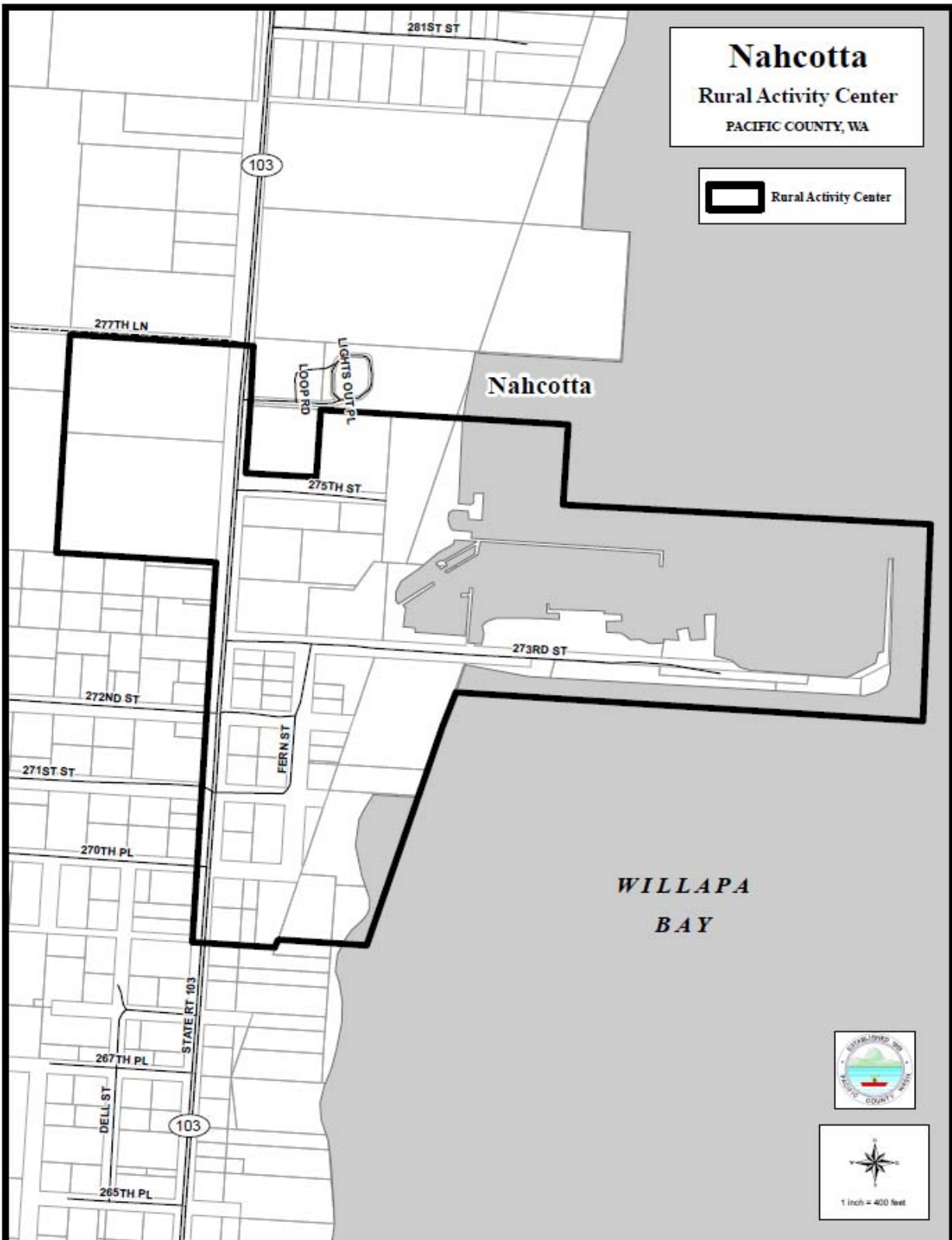


Menlo  
Rural Activity Center

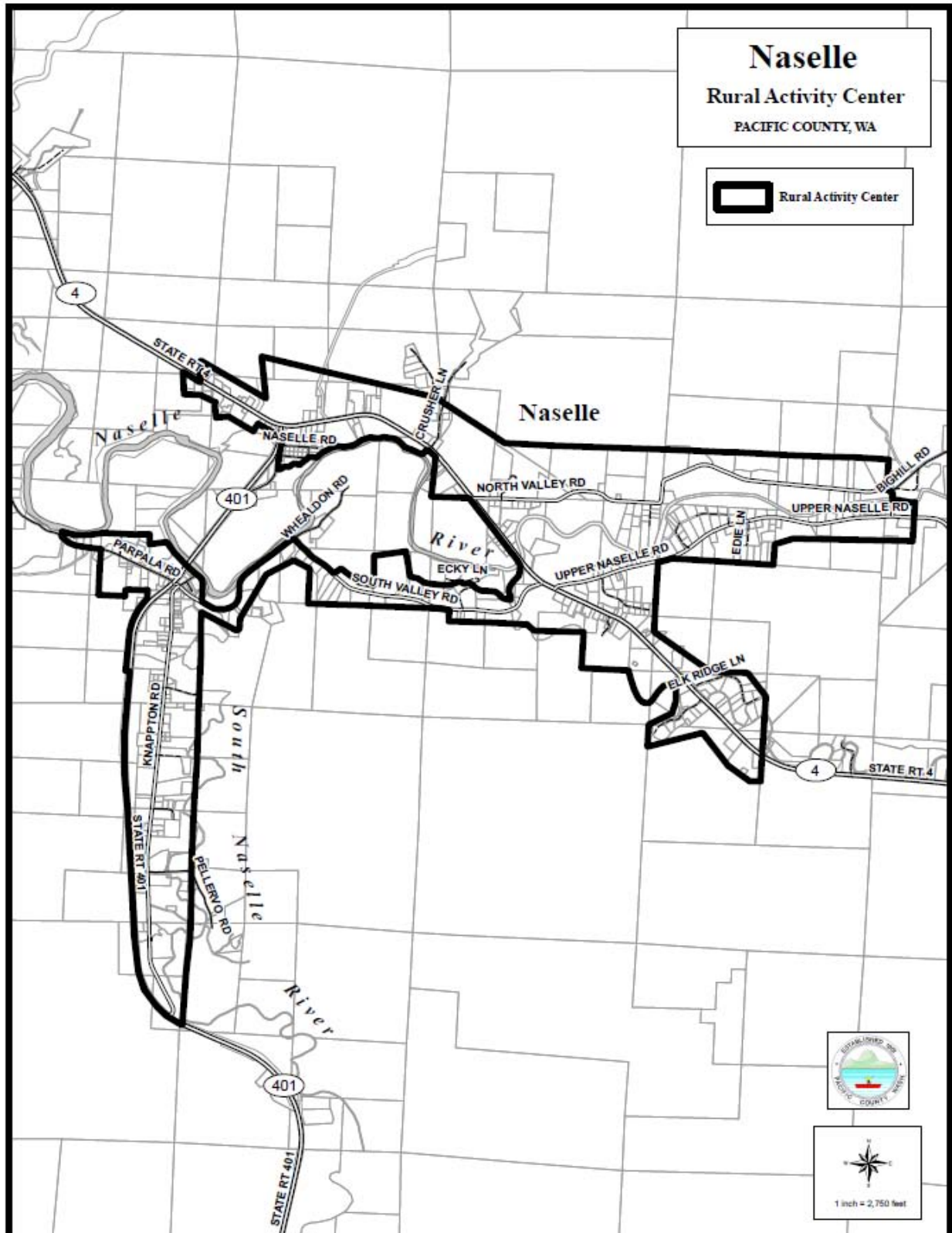


## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### Nahcotta Rural Activity Center

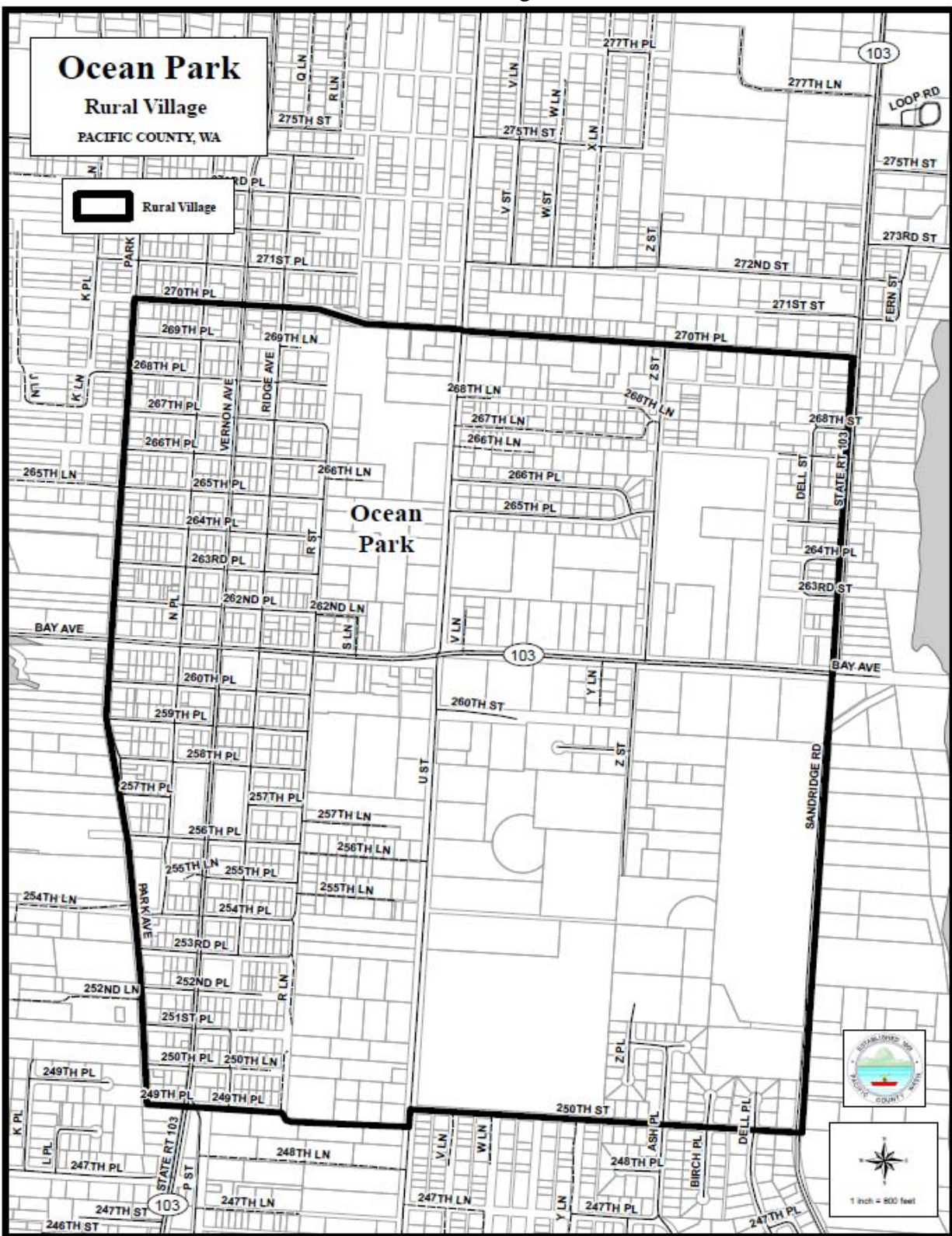


Naselle  
Rural Activity Center



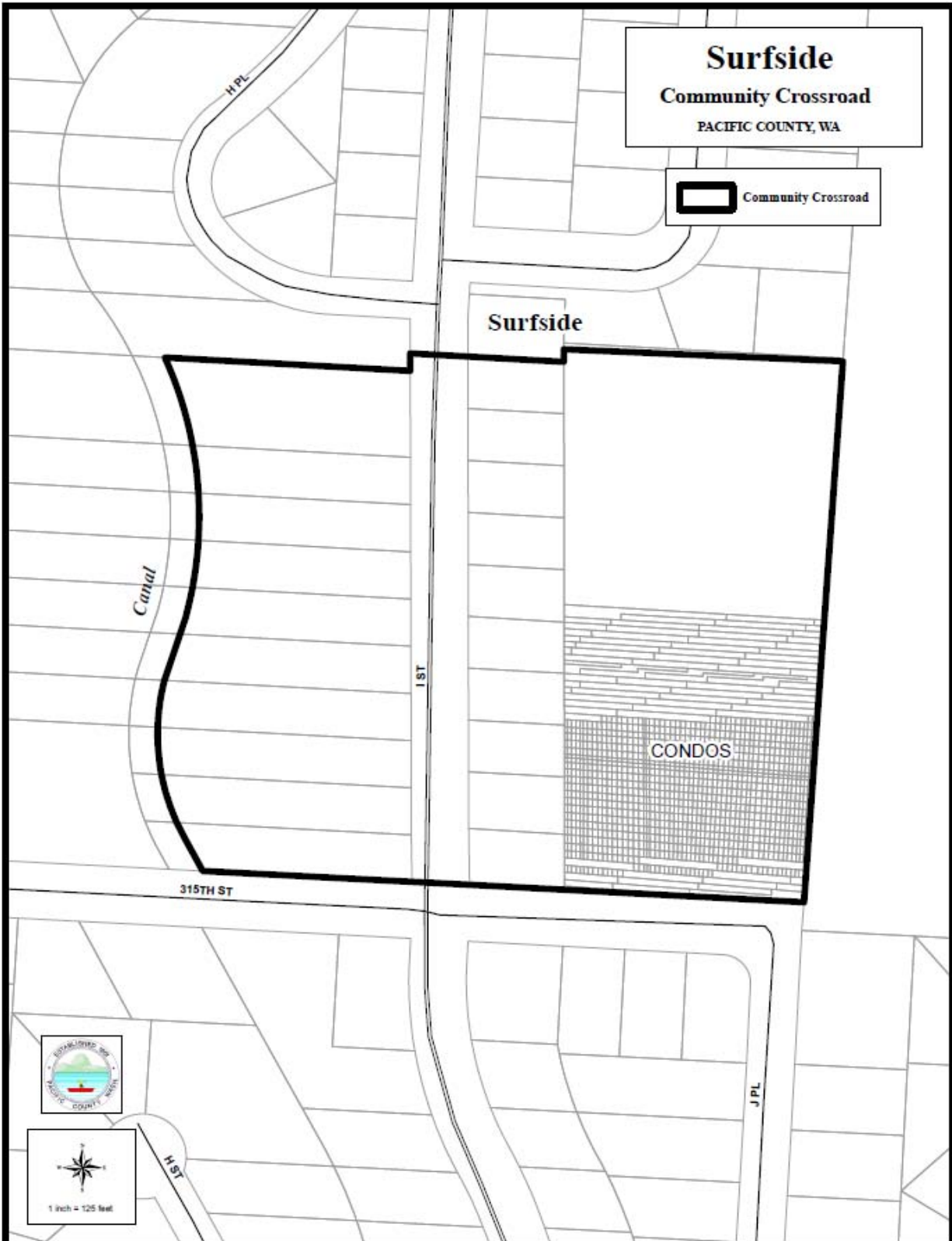


Ocean Park  
Rural Village

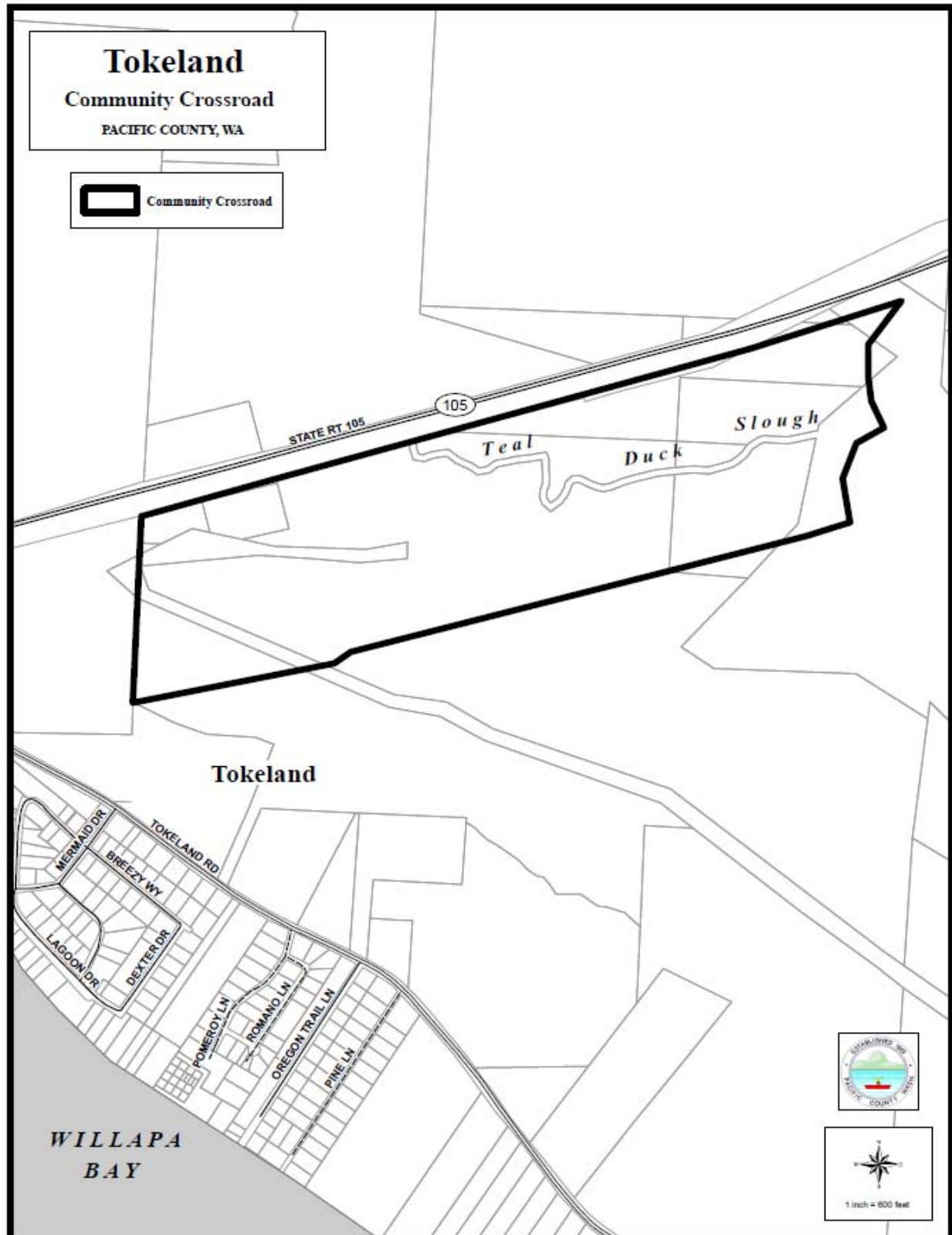


## ...APPENDIX A LAND USE CAPACITY ANALYSIS

### Surfside Community Crossroads

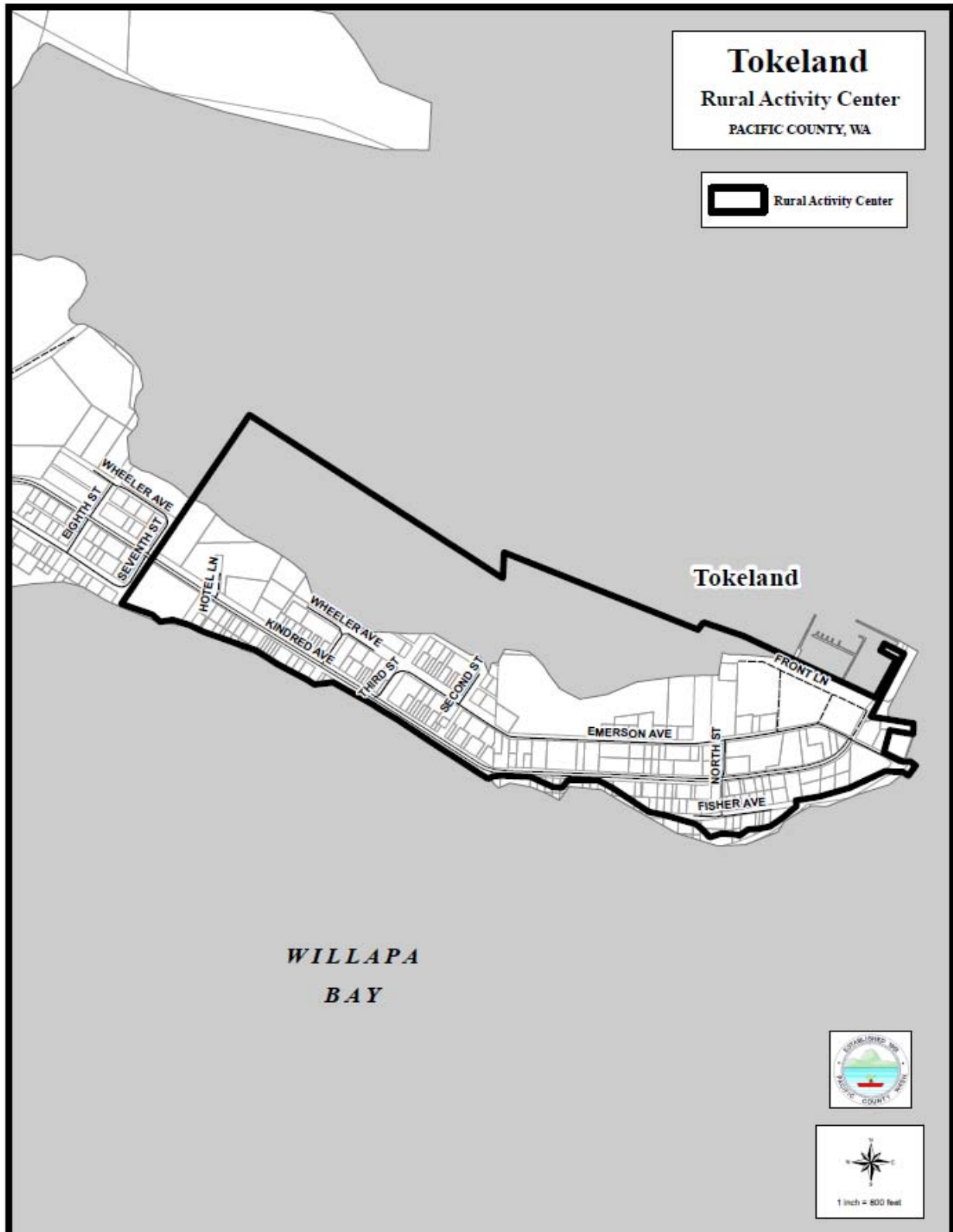


Tokeland  
Community Crossroads



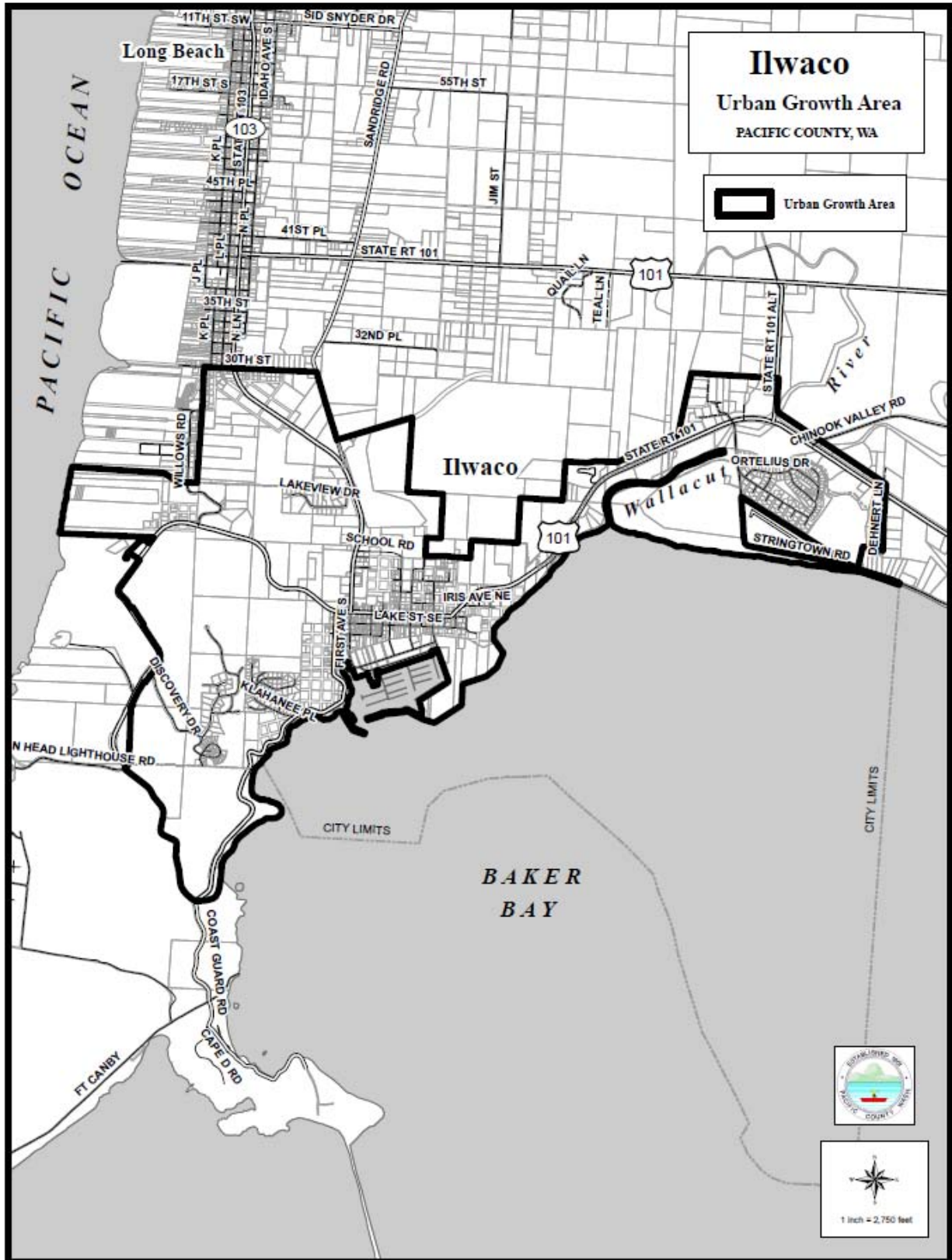
## ...APPENDIX A LAND USE CAPACITY ANALYSIS

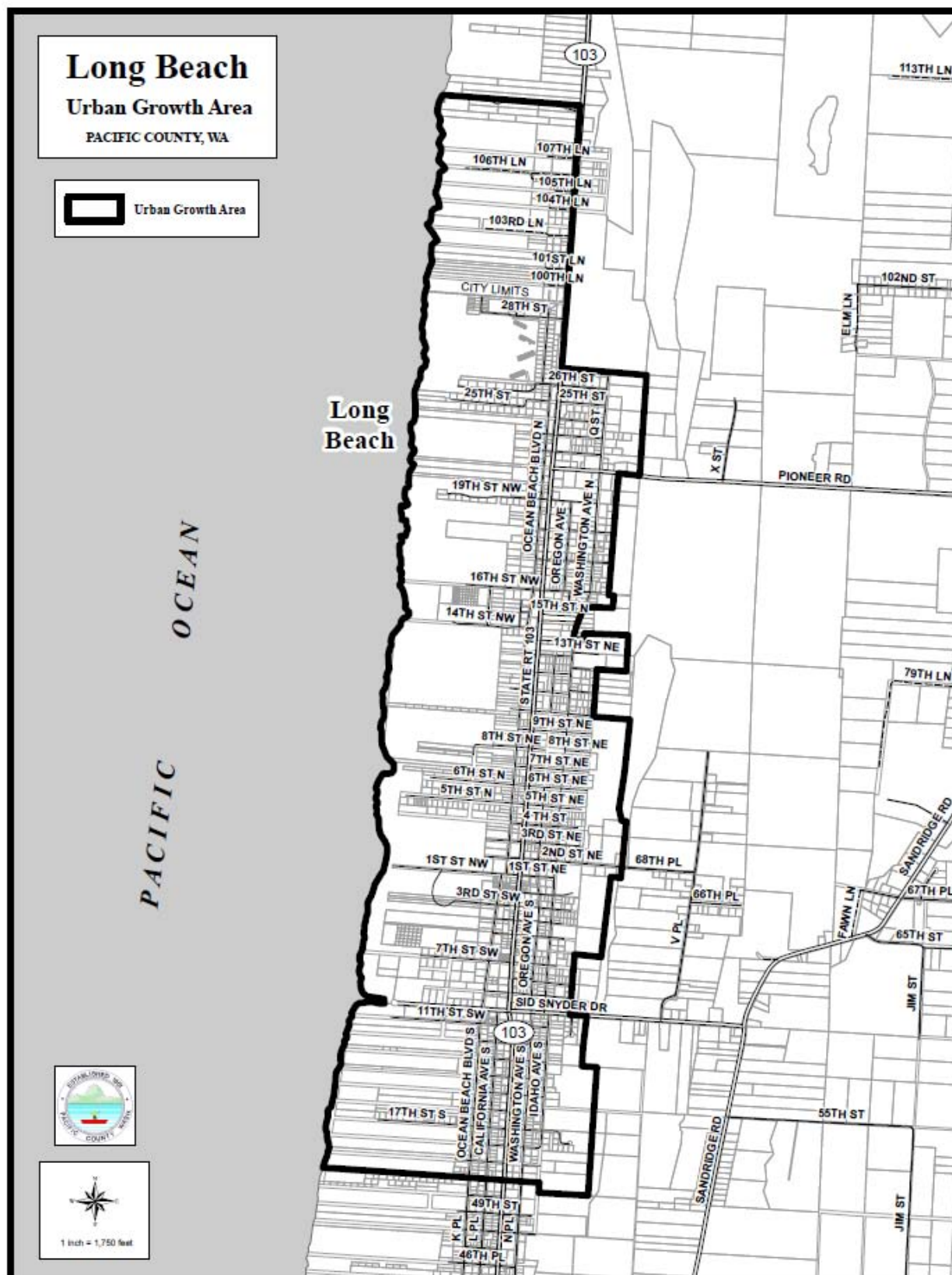
### Tokeland Rural Activity Center

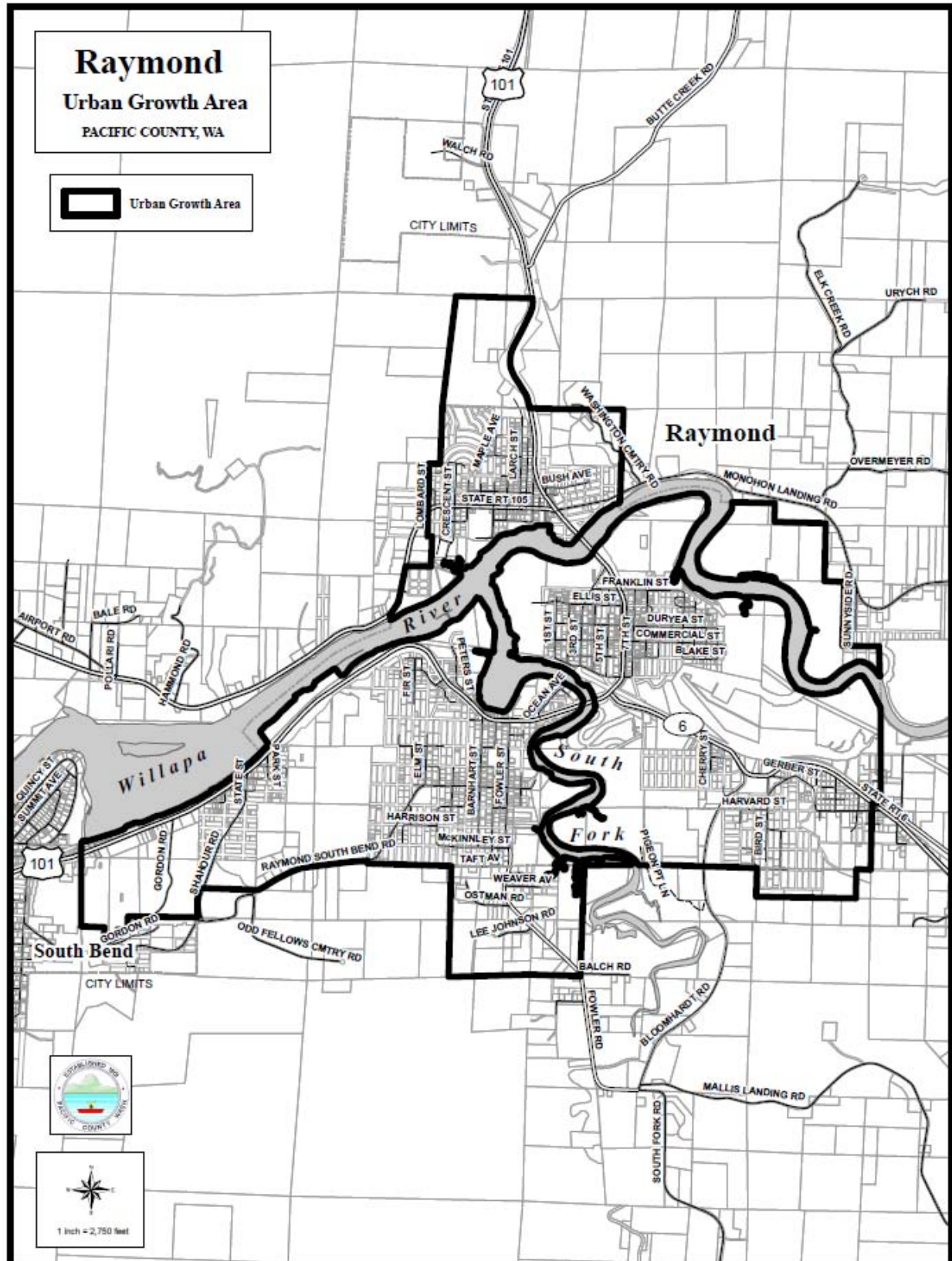




Ilwaco Urban Growth Area









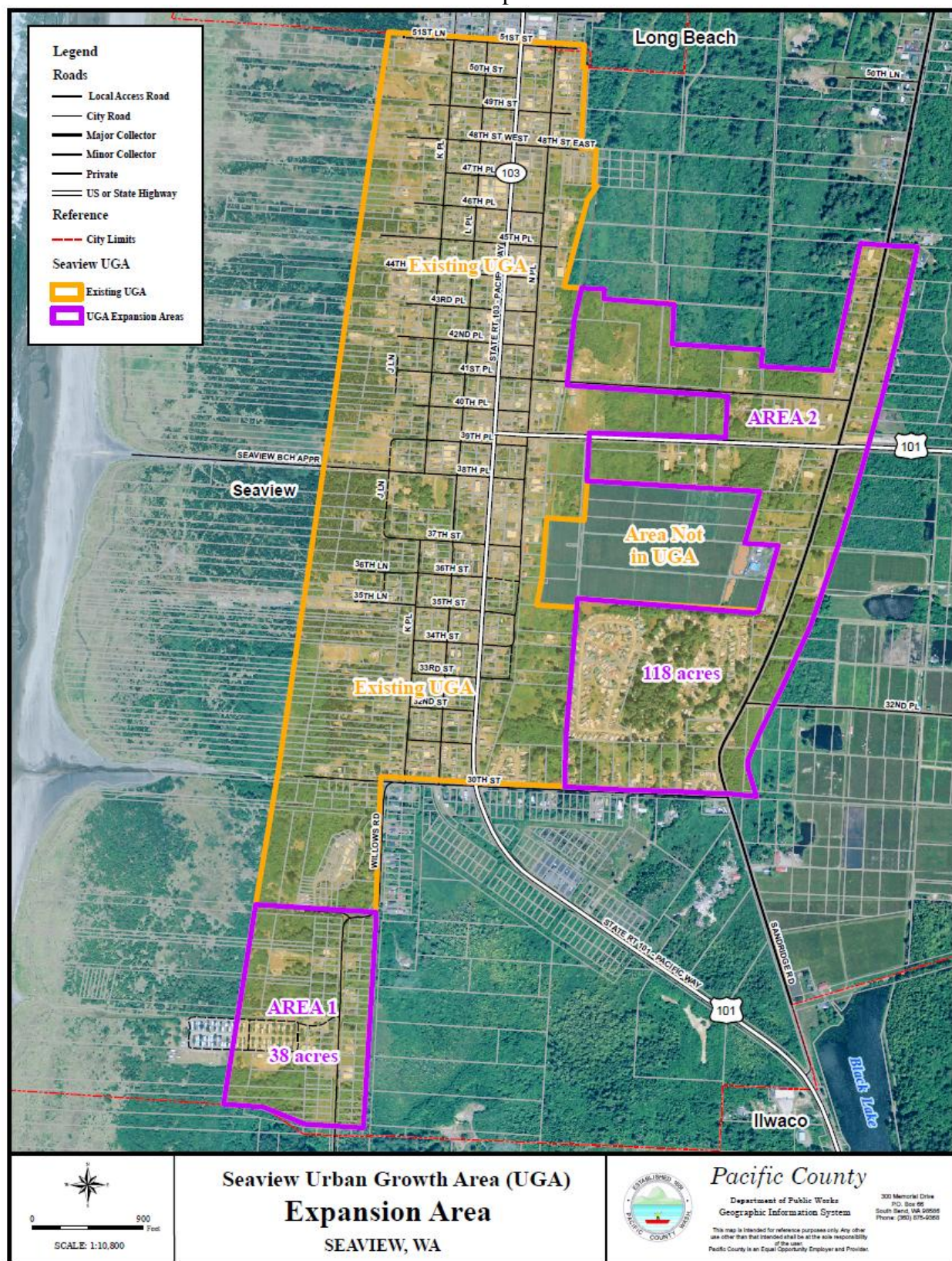
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1 inch = 900 feet



Seaview UGA Expansion Area





South Bend Urban Growth Area

