From: Jeffrey Delapena
To: Heidi Pozzo
Cc: Oliver Orjiako; Jose Alvarez
Subject: RE: Comp Plan Submission Housing vs. Concurrency
Date: Monday, August 31, 2026 9:38:00 AM

Hello Heidi,

Thank you for providing these comments and attachments. Confirming these have all been received and will be added to the Comprehensive Plan Index of Record.

Best,

Jeff Delapena
Program Assistant
COMMUNITY PLANNING

564.397.4558

NOTICE OF PUBLIC DISCLOSURE: This e-mail account is public domain. Any correspondence from or to this e-mail account may be a public record. Accordingly, this email, in whole or in part may be subject to disclosure pursuant to RCW 42.56, regardless of any claim of confidentiality or privilege asserted by an external party.

From: Heidi Pozzo <hcpheidi@yahoo.com>
Sent: Saturday, August 29, 2026 9:52 AM
To: Jeffrey Delapena <Jeffrey.Delapena@clark.wa.gov>
Cc: Oliver Orjiako <Oliver.Orjiako@clark.wa.gov>; Jose Alvarez <Jose.Alvarez@clark.wa.gov>
Subject: Comp Plan Submission Housing vs. Concurrency

EXTERNAL: This email originated from outside of Clark County. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Jeff,

Attached is my response to an argument being made as part of the 174th St Subdivision hearing that housing should take priority over concurrency. Given this topic has been discussed as part of the Comp Plan discussions, I am submitting this to the record of the Comp Plan as well. I've attached the link to the HOSAP document as it is too large to send via email here.

Could you please include the document to the record as well?

Thank you,

Heidi

clark.wa.gov

May 15, 2026

Clark County Hearing Examiner
PO Box 5000
Vancouver, WA 98666-5000

RE: 174th Street Subdivision, PLD-2026-00002 — Response to Housing Need Arguments (Exhibits 76, 100, and 101)

Dear Hearing Examiner Turner:

I submit this response into the open record for the 174th Street Subdivision. Three exhibits submitted by the applicant and the applicant's traffic engineer raise the argument that housing need should factor into the concurrency determination for this application. Exhibit 76 is the Clark County Housing Options Study and Action Plan ("HOSAP," approved May 17, 2022). Exhibit 100 is a Failing Corridor Evaluation Memorandum prepared by Daniel Stumpf, PE of PLS Engineering, which references housing goals as a reason to approve development despite failing corridor conditions. Exhibit 101 is a Public Comments Response Memorandum, also by Mr. Stumpf, which argues in response to Comment 3 that enforcing the adopted V/C standard would impose a moratorium that "runs counter to the State's Growth Management Act (GMA) goals for housing and economic development."

These three exhibits make the same argument from different angles: that the need for housing should override or weigh against the transportation concurrency standard in CCC 40.350.020(G)(1)(a). That argument fails for the following reasons.

I. The Concurrency Code Is Mandatory

RCW 36.70A.070(6)(b) directs local jurisdictions to adopt and enforce ordinances that prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below adopted standards. The operative word is "shall." Clark County's implementing ordinance, CCC 40.350.020(G)(1)(a), establishes a maximum volume-to-capacity ratio of 0.90 for roadway segments.

The HOSAP is a study and action plan containing recommendations. It was not adopted as an amendment to the Comprehensive Plan's transportation element. It does not amend, supersede, or create any exception to CCC 40.350. There is no provision in the HOSAP, in CCC 40.350, or in the GMA that authorizes the Hearing Examiner to override a concurrency standard based on housing policy aspirations.

The Washington Supreme Court affirmed in *Kittitas County v. Eastern Washington Growth Management Hearings Board*, 176 Wn.2d 232 (2011), that a county must have concurrency provisions that actually prohibit development approval when level of

service standards are not met. The Court upheld the Board's finding that adopted LOS standards alone do not satisfy RCW 36.70A.070(6)(b)—a jurisdiction must enforce those standards through a prohibitory mechanism. Treating a non-binding housing action plan as grounds to override a concurrency denial would convert Clark County's concurrency system into exactly the kind of non-prohibitory framework the Supreme Court found noncompliant.

II. A Concurrency Denial Is Not a Moratorium

Exhibit 101 argues that enforcing the 0.90 V/C standard would impose a moratorium in violation of RCW 36.70A.390. This conflates two different things. A denial of one subdivision application because transportation infrastructure does not meet the adopted standard is an application of the concurrency code. A moratorium is a legislative action by the County Council suspending classes of development applications. RCW 36.70A.390 governs moratoria adopted by legislative bodies. It does not prohibit individual concurrency denials under RCW 36.70A.070(6)(b).

Exhibit 100 makes a similar argument at the corridor level, framing the V/C failures across multiple corridors as evidence that the standard itself is the problem. The record shows the opposite: the V/C failures are evidence that infrastructure has not kept pace with development. The concurrency standard exists to prevent that condition from getting worse. The remedy for failing corridors is infrastructure investment or managing the pace of development—not disabling the standard that identifies the failure.

III. The HOSAP Supports the Concurrency Standard

The applicant entered Exhibit 76 to show that the County has identified a housing need. The same document also identifies the infrastructure problem. The HOSAP stakeholder process found that infrastructure is "one of the most difficult challenges in Clark County," that "there are few resources available to address infrastructure needs, particularly roads," and that "there are many parcels in the VUGA that can't easily be served, highlighting a disconnect between infrastructure investment and where housing is expected to develop."

HOSAP Objective 5 states the County should "guide development of diverse housing options to areas with access to transportation corridors and transit, commercial services, schools and parks, and *conversely, support development of those same amenities in areas where more housing is added*" (emphasis added). The HOSAP does not direct the County to approve housing where infrastructure is inadequate. It directs the County to ensure infrastructure accompanies housing. That is the concurrency principle stated in housing policy language.

IV. GMA Goals Are Coequal

GMA Goal 4 (housing) and Goal 12 (public facilities and services) are both mandatory planning goals. Goal 12 requires that public facilities 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." The GMA does not create a hierarchy that elevates housing over infrastructure adequacy.

The Growth Management Hearings Board addressed this in *Achen v. Clark County* (Case No. 95-2-0067, September 20, 1995), distinguishing concurrency from other planning functions. The Board found that "concurrency is intended to ensure that at the time of new development, public facilities and services are in place or are adequately planned. Its primary purpose is to avoid the predicament of development after development decreasing levels of service to complete failure with no funding relief in sight." (p.41) Concurrency serves a separate and distinct purpose that is not subordinate to other planning objectives, including housing production.

V. The HOSAP Does Not Propose Overriding Concurrency

The HOSAP identifies 50 recommended strategies for addressing housing need in Clark County. None of them propose waiving, modifying, or creating exceptions to the transportation concurrency requirements of CCC 40.350. The HOSAP's own implementation matrix designates every strategy as requiring either legislative or administrative action by the County Council. The document states that "if and when each action is undertaken, it will be subject to its own public process of review and adoption."

If the housing need documented in the HOSAP could override a concurrency denial, then every denied development in the Vancouver Urban Growth Area could invoke the same study. The County's HOSAP identifies a need for 13,281 units by 2035. Under this logic, the concurrency standard would exist on paper but could not function in practice. The 50 strategies in the HOSAP represent the tools available to address housing need. Overriding concurrency is not among them.

Respectfully submitted,

Heidi Pozzo
13023 NE Highway 99, Ste. 7-298
Vancouver, WA 98686

Exhibits Submitted with This Response

Exhibit A: *Achen v. Clark County*, WWGMHB Case No. 95-2-0067, Final Decision and Order (September 20, 1995)

Exhibit B: *Kittitas County v. Eastern Washington Growth Management Hearings Board*, 176 Wn.2d 232 (2011)

Exhibit C: MRSC, Growth Management Act Basics (https://mrsc.org/explore-topics/planning/gma/growth-management-act-basics)

Exhibit A

BEFORE THE WESTERN WASHINGTON GROWTH MANAGEMENT HEARINGS BOARD

ACHEN, et. al.,	)	
	)	
Petitioners,	)	
vs.	)	No. 95-2-0067
	)	
CLARK COUNTY, et. al.,	)	FINAL DECISION
	)	AND ORDER
Respondents,	)	
	)	
and	)	
	)	
CLARK COUNTY SCHOOL DISTRICTS, et. al.,	)	
	)	
Intervenors.	)	
_____	)	

And so begins the tome.

During the last stages of the most recent ice age, some 12,000 to 14,000 years ago, the most significant catastrophic geological event in the history of the planet left its mark on eastern Washington and on Clark County. The Lake Missoula - Columbia River catastrophic flood events of that time deposited sand, gravel, and silt over the floor of Clark County, raising it to an elevation of 350 feet. During those events, millions of gallons of water flowed at 60 m.p.h. or more throughout eastern Washington to the mouth of the Columbia River. Flooding occurred from as far south as Eugene to an area north of Clark County. Volumes of water, one-half the size of Lake Michigan, would empty in a period of two days and wreak havoc throughout and around the course of the Columbia. While these catastrophic flood events, first discovered by Jay Harlan Bretz in the 1920's, affected eastern Washington to a greater degree, the geological impact to Clark County was significant and remains today.

Forty-one miles of the imposing Columbia River form the western and southern boundaries of Clark County. Its northern boundary follows the course of the Lewis River. The foothills of the Cascades form the only non-river boundary to the east. Approximately 110 miles inland from the

Pacific Ocean, at the confluence of the Willamette and Columbia rivers, lies the urban core of the Portland metropolitan area. The southern cities of Clark County adjoining the Columbia River form a quadrant of that metropolitan area, and are greatly influenced by it in terms of economic, transportation, and cultural factors. That metropolitan area constitutes the largest economic and population center on the west coast between San Francisco and Seattle. With a land area of 627 square miles, Clark County ranks 35th in the State, but as of 1990, ranked fifth in terms of population. As of 1990, only 30% of the population lived within the incorporated cities of Clark County (Ex. 77).

Not unlike the Missoula floods, an unprecedented volume of petitions began arriving at our office on February 28, 1995. Eighty-five different petitioners filed 61 separate petitions that challenged Clark County's comprehensive plan (CP) and development regulations (DRs) adopted December 29, 1994. Some of the petitions also challenged the comprehensive plans and development regulations adopted by the cities of Vancouver, Camas, Battle Ground and Ridgefield, which plans were adopted shortly before or after the action of Clark County. During the entire 3-year growth management planning process, all the cities and Clark County had worked together with the goal of achieving consistent CPs and DRs that would be adopted within the same general time frame.

Subsequent to the formal adoption of Clark County's comprehensive plan and development regulations, staff noted the presence of scrivener errors in the printed documents. Subsequently, a public hearing was held to correct the errors and resulted in a change of designation to what was originally intended in a portion of Clark County. Yet another petition was filed on April 3, 1995, which was within the 60-day period after publication of the corrected designation.

Ultimately, nine days of hearings on the merits were held in Vancouver. The hearings occurred over a 3 week period commencing June 19, 1995, and ending July 7, 1995. In the intervening months between the filings of the petitions and the hearings on the merits, weeks of prehearing conferences and motions hearings were held.

During the interlude between filing and hearings, Clark County acknowledged that some revisions to the CP and DRs were needed. Seven of the original 62 petitions were voluntarily

remanded by stipulation between the parties. Five other petitions were dismissed either voluntarily or by stipulation. During the motions portion of our process, we dismissed 3 other cases; one for filing beyond the 60-day period of RCW 36.70A.290(2), one because the petitioners failed to participate in either the prehearings or motions process, and one that involved plat covenants that were unaffected by the County's actions.

Forty-four different parties were granted intervenor status in various petitions. Of the original 85 petitioners, approximately one half involved property specific challenges while the remainder set forth more generalized issues. Intervenors consisted of entities such as all school districts in Clark County, the Clark County Homebuilders Associations, Vancouver Chamber of Commerce and various individuals and corporations. Most of the intervenors involved parties who supported the actions taken by the County and the various cities. A small number of intervenors were involved in the property specific challenges, generally in support of the actions of Clark County.

Over 20 attorneys represented different parties. While there was not a breath of conflict of interest from the multiple representations, there were occasionally some very interesting changes in the dynamics of arguments. Of the original 62 petitions, 23 were consolidated for purposes of argument. We declined to consolidate all cases prior to the hearings on the merits to avoid each petitioner having to serve pleadings on over 100 other parties. Ultimately, on July 19, 1995, after all the hearings had been completed, we did issue an Order of Consolidation for all pending cases for purposes of issuing one final order and dealing with any subsequent motions.

During the motions portion of the process, Clark County challenged the right of a number of petitioners to proceed with their cases. Of the approximately 35 *pro se* petitions, Clark County challenged most for the failure to serve a copy of the petition on the County. Some of the petitioners failed to serve a copy on any representative of Clark County, some failed to serve the Auditor, and some failed to serve the Auditor until weeks after filing the petitions. Clark County acknowledged that it suffered no prejudice as a result of these late or nonexistent services since all of the ones not served by a petitioner had been received from our office. By a series of orders we declined to dismiss any of the cases under the provision of WAC 242-02-230, since there was no showing of prejudice to the County. The City of Battle Ground filed a similar motion on a

petition challenging its comprehensive plan, which was also denied.

Clark County also moved to dismiss the State Environmental Policy Act (SEPA) challenges asserted in 5 different petitions. The County acknowledged that each of the petitioners had standing under the Act but asked that we impose a different standing requirement for SEPA challenges. By Order dated May 24, 1995, we declined to do so and held each of the petitioners had standing to challenge SEPA actions or nonactions.

The record ultimately presented to us consisted of designations from the record below of Clark County, Vancouver, Camas, Washougal, Battle Ground, and Ridgefield. Additionally, supplemental evidence requests were made by a number of parties, including many of the intervenors. Most of the requests involved matters that were part of the record and overlooked in the designations, or material that was available to the decision makers during the growth management planning process. Some, but very few, documents outside the record that were available prior to the December 20, 1994, decision of the Board of County Commissioners (BOCC) of Clark County, were admitted. No materials generated after December 20, 1995 were admitted.

One petitioner, Clark County Citizens United, Inc. (CCCU), requested that affidavit or testimonial evidence be presented concerning their challenge to the adequacy of the final supplemental environmental impact statement. We decided to wait until the completion of our review of the record and the hearings on the merits to rule on that request. By Order dated July 18th, 1995, we determined that further evidence supplemental to the record would not be of assistance or necessary for us to reach our decision. The motion by CCCU was denied.

During the prehearing conference process we encouraged each of the parties to coordinate briefing and argument such that duplication would be avoided. We specifically noted in each prehearing order that failure of a party to argue a specific issue would not constitute a waiver of that issue. We also discouraged intervention by an existing petitioner in other cases solely to protect later rights of appeal. The parties cooperated with this direction, and in our view, no party has waived any argument or position on any issue.

The planning process in Clark County began in October 1991. It involved staff from the eight

cities and towns and Clark County, as well as individuals, groups, special districts, other agencies, and utility providers. A process, known as the *Prospectives Program* included a steering committee of mayors and county commissioners and a staff-driven technical advisory committee, which included school districts, utilities, ports, and issue-based subcommittees. Nine newsletters were sent to every household in the County, which included two separate mail-in surveys. Three random sample telephone surveys were done. Eight specific issue papers were mailed to people who had indicated an interest. A toll free telephone hotline was established, as were speakers bureaus, a monthly cable television series, workshops, planning fairs, and open houses each Wednesday night. The public participation process culminated in a lengthy series of joint public hearings before the County Planning Commission and BOCC.

In July 1992, Clark County adopted its county-wide planning policies (CPP) (Ex. 1). The County then embarked on adoption of a more comprehensive policy that involved a community visioning process. A final environmental impact statement (FEIS) (Ex. 77) was issued March 5, 1993, and the County then adopted a "community framework plan" (CFP) some 60 days later (Ex. 2). The purpose of this subsequent CFP was stated in county brief number 1 at page 2 as follows:

> "...The Framework Plan provided policy direction for both the County and the cities in the development of the 20-Year Comprehensive Plan. The Community Framework Plan addressed the regional issues associated with the GMA process, while the County-Wide Planning Policies, for the most part, addressed process issues. . ."

During the 3-year planning process, numerous items of correspondence were received by the county. The various citizen advisory groups and technical advisory groups met at different times throughout the process. Interim Urban Growth Boundaries were established in September 1993 following public hearings before the Clark County Planning Commission and the BOCC.

A supplemental draft environmental impact statement (SDEIS) (Ex. 78) for the CP and the first draft of the CP were available in June 1994. A supplement final environmental impact statement (SFEIS)(Ex.79) for the CP was issued in early September 1994, along with an updated draft of the CP. Shortly before the first joint public hearing, the planning department staff published a recommended plan that added an "agri-forest" designation to the resource lands element and eliminated the concept of rural villages and hamlets that was included in earlier drafts.

The joint Planning Commission/BOCC public hearings commenced September 9, 1994, and continued through November 30, 1994. Some 23 public hearings were held during which members of the Planning Commission and BOCC were present. The BOCC listened to the public testimony, but were not present for the deliberation portions held by the Planning Commission. Verbatim transcripts of all public hearings were prepared and submitted as part of our record. Some 38 separate staff reports were prepared during the public hearing process.

When the Planning Commission had forwarded its recommendations, the BOCC held another public hearing on December 13, 1994, and continued deliberations on the CP and DRs for 5 days thereafter. On December 20, 1994, the CP and DRs were adopted.

Throughout this entire 3 year planning process, Clark County never complied with the mandates of RCW 36.70A.060 and .170 regarding classification, designation, and conservation of resource lands and protection of critical areas. Except for a new wetlands ordinance which was the subject of *Clark County Natural Resources Council, et. al., v. Clark County* (*Clark County 1*), #92-2-0001, the County relied upon previously adopted designations and zoning ordinances. Consistent with an earlier decision by the Central Puget Sound Growth Management Hearings Board, we recently held in *Friends of Skagit County v. Skagit County (Friends of Skagit County)*, #94-2-0065, (Dispositive Order dated May 26, 1995) that such reliance without formal action of the BOCC did not procedurally comply with GMA.

No challenge to Clark County's failure to comply was brought until September 8, 1994, when a petition was filed entitled *Rural Clark County Preservation Association v. Clark County*, #94-2-0014. Since the CP was about to be adopted, a stipulation was entered between the parties that dismissed the petition. The parties agreed that certain arguments would be preserved for presentation if an appeal was filed after adoption of the CP and DRs. Such an appeal was filed as part of this case. After a motions hearing in May, 1995, we determined that certain of those issues could be presented. They will be discussed later in this Order. We declined re-examination of our final order in *Clark County I*, that related to the Clark County wetlands ordinance that remained in effect.

With this general background of the actions of Clark County in adopting its CP and DRs, we turn

to the issues that were presented for resolution at the hearings on the merits. In order to facilitate readability we will generally refer to any or a portion of the petitioners as petitioners and specifically identify respondents Clark County and/or the individual cities. Intervenors will be referred to collectively unless specific identification is helpful to understanding the issues and/or the ruling.

-

-

SEPA

A number of petitions raised SEPA challenges. In *Reading, et. al., v. Thurston County, et. al.* (*Reading*), #94-2-0019, we established the parameters of our EIS review as follows:

1. The scope of review is *de novo*;

2. The adequacy of an EIS is determined by the "rule of reason"; and

3. The governmental agency's determination that an EIS is adequate is entitled to "substantial weight".

We pointed to a provision of SEPA, WAC 197-11-442(4), relating to the scope of a non-project action which states:

> "The EIS's discussion of alternatives for a comprehensive plan,...shall be limited to a general discussion of the impacts of alternative proposals for policies contained in such plans,...and for implementation measures. The lead agency is not required under SEPA to examine all conceivable policies, designations, or implementation measures...."

The rule of reason directs us to determine "whether the environmental effects of the proposed action are sufficiently disclosed, discussed, and substantiated by supportive opinion and data." *Klickitat Cy. Citizens Against Imported Waste v. Klickitat Cy. (Klickitat Cy.),* 122 Wn.2d 619, 644, 860 P.2d 390, 866 P.2d 1256 (1993).

Petitioners contended that the adopted CP dramatically limited the amount of land available for residential use and instead designated it to resource activities. Therefore, the FSEIS did not adequately discuss any "probable negative environmental impacts" from more intensive agricultural practices relating to water quantity, e.g., irrigation, or water quality, e.g., increased use of fertilizers and pesticides.

The FEIS for the Community Framework Plan (Ex. 77) indicated that such "adverse" environmental impacts of agricultural practices would be later addressed. In the FSEIS (Ex. 79) this information was addressed albeit in summary form. However, as in *Klickitat Cy*., the County here referenced its groundwater management plan (Ex. 912 volume 1 and 2) as authorized by WAC 197-11-640. Even assuming that petitioners presented sufficient evidence to substantiate their claim, the incorporation of the 850 page groundwater management plan sufficiently disclosed the possible environmental impacts from increased agricultural use.

Petitioners also claimed that the staff proposal of an agri-forest designation, which added some 36,000 acres to previous comprehensive plan drafts' resource designations, and the elimination of rural centers from the previous drafts, was beyond the scope of the alternatives discussed in the FSEIS. Petitioners pointed to Ex. 93 which stated the "permitted density of development on virtually all this additional acreage is substantially less than what the EIS discussed." Thus, according to petitioners, a supplemental EIS (a supplement to the supplement) or, at the very least, an addendum pursuant to WAC 197-11-600(4)(c), was required.

WAC 197-11-405(4)(a) directs that a supplemental EIS is to be prepared if there are "substantial changes to a proposal so that the proposal is likely to have *significant adverse environmental impacts*" (italics supplied). While we do not say that in every situation a reduction of residential development and replacement by a resource land designation could never have "significant adverse environmental impacts," the record here convincingly discloses that the agri-forest proposal did not have any significant adverse environmental impacts. There was no requirement to prepare another supplemental EIS. While an addendum would have been helpful and could have been prepared, the County did not violate SEPA in failing to do so. The same reasoning applies to the elimination of rural villages and hamlets from the CP.

Petitioners further contended that the FSEIS failed to address a "no action" alternative as required by WAC 197-11-440(5). The FSEIS noted that a continuation of the existing CP and zoning regulations had been evaluated in both the draft (Ex. 76) and final (Ex. 77) EIS for the community framework plan. This "no action" alternative was rejected in those documents for which exhibit 79 was the supplement, i.e. FSEIS. Further discussion was not required.

Finally, petitioners contended that the County failed to respond to comments on the DSEIS in developing the final statement. WAC 197-11-500(4) provides that responding to comments on a draft EIS is a "focal point" of the Act's commenting process. Here, the FSEIS responses were contained in section 5. The County chose a range of available responses under WAC 197-11-560 (3). As shown by section 5 at pages 22 and 23, the FSEIS did respond to the water quality issues raised.

GOAL SIX

Virtually every individual petitioner who challenged his/her comprehensive plan designation, as well as a number of general petitioners, relied upon Goal 6 (property rights) as one of the bases for Clark County's alleged noncompliance.

RCW 36.70A.020(6) states:

> "Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions."

Actually, Goal 6 contains two separate and distinct goals; (1) takings and (2) protection from arbitrary and discriminatory actions. We have previously held in *Mahr v. Thurston County (Mahr)*, #94-2-0007 (Dispositive Order dated August 7, 1994) that our jurisdiction granted under the Act does not include resolution of violations of the U.S. and/or Washington State Constitution. *See also Gudschmidt vs. Mercer Island,* CPSGMHB #92-3-0006. Rather the "takings" prong of Goal 6 is to be reviewed to determine if adequate consideration of that prong has been given by the decision makers. The record in this case discloses that significant time and consideration was given to this prong throughout all levels of the decision-making process. Consideration started with the initial newsletter program in 1991, and continued through many of the reports. It was discussed in staff reports and at the Planning Commission hearings, during the BOCC hearings and deliberation, and was contained in the CP.

None of the petitioners alleging violation of this prong have sustained their burden of proof to show that Clark County had an obligation under the Act to go beyond what was done. We reject the request of petitioners to expand our jurisdiction to include a finding that a "taking" had

occurred. We are not authorized to do so under the Act, both for jurisdictional and practical reasons.

The second prong of Goal 6 relates to protection of "property rights of landowners" from "arbitrary and discriminatory action". As we noted in *Clark County I,* compliance with GMA involves both the goals and requirements of the Act. Our four-question analysis invokes a methodology of ensuring both procedural and substantive compliance. Since neither "property rights of landowners" nor "arbitrary and discriminatory actions" are defined in the Act we must discern legislative intent to reach a general definition that can apply throughout this and future cases.

In attempting to define "arbitrary and discriminatory" actions, we note first that the Legislature has used the conjunctive (and) rather than the disjunctive (or) form. This indicates a legislative intent that the protection is to be from actions which are together "arbitrary and discriminatory". The term arbitrary connotes actions that are ill-conceived, unreasoned, or ill-considered. The term discriminatory involves actions that single out a particular person or class of persons for different treatment without a rational basis upon which to make the segregation.

The term "property rights of landowners" could not have been intended by the Legislature to mean any of the penumbra of "rights" thought to exist by some, if not many, landowners in today's society. Such unrecognized "rights" as the right to divide portions of land for inheritance or financing, or "rights" involving local government never having the ability to change zoning, or "rights" to subdivide and develop land for maximum personal financial gain regardless of the cost to the general populace, are not included in the definition in this prong of Goal 6. Rather the "rights" intended by the Legislature could only have been those which are legally recognized, e. g., statutory, constitutional, and/or by court decision.

We conclude then that this prong of Goal 6 involves a requirement of protection of a legally recognized right of a landowner from being singled out for unreasoned and ill-conceived action. We will use this test to measure the claims of the various petitioners that are raised in this case. We note that in our four-question analysis question 3, concerning reasoned consideration of appropriate factors and avoidance of inappropriate factors, provides a nexus for determination of

this test.

REMANDS

Prior to the hearings on the merits, six different cases were remanded by agreement between Clark County and the petitioners involved. One other case was remanded that involved both Clark County and the City of Ridgefield. In each case, the local government acknowledged that it was necessary to revisit the action challenged. In order to forestall any question as to the effect of the remands, we note that in each case none of the particulars of the petition were presented for resolution by us. We therefore hold that in each instance of remand, any action or inaction by the local government if challenged would have to be the subject of a new petition. Since we have not issued any ruling on the merits of the petitions, we would not be in the position to adequately review the subsequent action of the local government by means of a compliance hearing.

RESOURCE LANDS

Primarily Devoted To

The foundational question raised regarding agricultural and forest designations involved both definitional sections of RCW 36.70A.030. Resource land that is "primarily devoted to" agriculture or forest is to be classified, designated, and conserved. Many of the petitioners maintained their property was not currently "primarily devoted to" either agricultural or forest uses.

Clark County countered that its obligation under RCW 36.70A.170 and WAC 365-190-050 and -060 was to classify and designate "land primarily devoted to" in the larger sense than contended by the individual petitioners. The "land" referred to in the Act, argued the County, was intended to be an area-wide description, rather than a specific individual parcel determination. It was upon this basis that Clark County focused its classifications and designations of agricultural and forest resource lands.

In classifying and designating agricultural and forest lands, Clark County not only considered WAC 365-190-050 and -060, but in fact used them exclusively. It was the contention of at least one petitioner that prior to the County's consideration of these guidelines required by RCW

36.70A.050, the County must first establish whether the resource land was "primarily devoted to" agriculture or forest production. While this interpretation has some facial appeal, a closer reading of the Act reveals the flaws in such a restrictive reading.

The driving force for the classification and designation scheme of RCW 36.70A.170 is found in the goals section of the Act. RCW 36.70A.020(8) states:

> "Maintain and enhance natural 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."

We also note the significance of the findings section of Ch. 307, Laws of 1994, which changed the definition of forest land from the "primarily useful for" to the "primarily devoted to" criterion. Those findings by the Legislature reiterated the language of Goal 8 and in part stated that:

> "The legislature finds that it is in the public interest to identify and provide long-term conservation of those productive natural resource lands that are critical to and can be managed economically and practically for long-term commercial production of food, fiber, and minerals. Successful achievement of the natural resource industries' goal set forth in RCW 36.70A.020 requires the conservation of a *land base sufficient in size and quality* to maintain and enhance those industries and the development and use of land use techniques that discourage uses incompatible to the management of designated lands...." (emphasis added)

In view of these legislative declarations, it is clear that the "land" primarily devoted to resource production is intended to be viewed as an area-wide determination, rather than a site-specific analysis.

In *Olympic Environmental Council v. Jefferson County*, #94-2-0017, we addressed a resource land classification and designation scheme. We quoted with approval a March 9, 1994, DCTED memo which said in part:

> "[C]lassification and designation will be done on an area-wide basis in consideration of the overall character of the land and the Natural Resource Industries goal of GMA, as opposed to the specific characteristics of an individual parcel."

The use of an area-wide designation process for resource lands was an appropriate methodology for the County to employ.

CCCU challenged some of the area-wide agricultural designations as including land that was not "primarily devoted to agricultural use." It was petitioners' contention that some of the areas the County denominated "agricultural candidate areas" did not include even a majority of the land within the area in current agricultural uses.

After review of the record, we hold that CCCU has failed to sustain its burden of proof on this issue. Primarily and majority are not synonymous terms. While it may be possible, however unlikely, for a county to overly-designate resource lands, that has not been shown to be the case by this record.

Many individual petitioners whose property was designated contrary to their wishes complained that their "rights" were violated by the use of an "arbitrary and discriminatory" methodology and application of that methodology in the classification and designation process. None of those petitioners carried their burden of showing either a legally-recognized right or that they were singled out for unreasoned or ill-considered treatment.

Long-Term Commercial Significance

CCCU and many of the individual petitioners contended that much of the agricultural resource land classified and designated by Clark County did not meet the definition of "long-term commercial significance." Much of the support cited by petitioners for that contention came from a report (Ex. 181) issued by the Farm Focus Group. This group was a subcommittee of the Resource Lands Citizen Advisory Committee. It issued a report that agreed with the criteria used for initial agricultural land designations. However, a majority of the committee concluded that the commercially significant criterion could not be met in Clark County. A minority report found that agricultural resource lands were and would continue to be commercially significant for the long-term.

A close reading of the majority report does not support the conclusion asserted by petitioners. That report did not say that no commercially significant agriculture existed or would exist in the

long-term. It asserted that traditional large scale farming operations, such as dairy and large acreage crops, were no longer viable. The report acknowledged that different, and in some instances smaller scale, agricultural activities would continue to be commercially significant in the long-term. The report concluded that support of this other long-term, but smaller scale, commercially significant agriculture could be achieved without requiring 40-acre and 80-acre minimum lot sizes.

The long-term commercially significant aspect of the agricultural and forestry designations was a contentious and time consuming issue in the CP process. Hordes of information and testimony were presented to the decision makers in support of, or in dispute of, a determination of commercial significance for the long-term. Many people testified and submitted written evidence that it was impossible to "make a living" from an operation of the size involved in their holding of property. However, they often related that testimony to a lesser proposed minimum lot size than that recommended by staff and others. Other evidence showed that many farms were made up of several parcels of land, some of which was owned and some of which was leased. The 1992 agricultural census information disclosed that many farms nationally, and in Clark County, were operated by people who had considerable non-farm income.

Our review of the record finds significant support for the ultimate conclusion of the BOCC that the agricultural land and forestry land designations were lands of "long-term commercial significance." Petitioners have failed to carry their burden of proving the decision was an erroneous application of the goals and requirements of the GMA. The County chose a decision that was within the reasonable range of discretion afforded by the Act.

Agri-Forest

After publication of the draft CP and finalization of the Resource Lands Committee report, staff concluded more resource lands existed than had been recommended for designation. In part, the separation of the farm focus group from the forestry group had led on occasion to exclusions of some resource lands from each category because those lands were neither completely agriculture nor completely forest.

One week prior to the commencement of the joint Planning Commission/BOCC public hearings,

a staff report (Ex. 83) recommended adoption of a third resource land category entitled "agri-forest." This category involved an additional 36,000 acres of resource designation from that recommended by the CACs. Although a minimal amount of discussion about such designation had taken place during the resource group meetings, the record is clear that generation of this concept was primarily by planning department staff. The rationale for this additional resource land category was that:

> "...[T]his additional joint classification is recommended in order to account for lands which were originally overlooked from consideration for inclusion in either the agricultural or forestry category because they exhibited characteristics common to both, such as a property being used for both farm and forest activities, or a parcel suited to farming located adjacent to a group of forested lands."

This new category became one of the most vilified and thoroughly discussed aspects of the public hearings. It took up a large part of the deliberations of both the Planning Commission and BOCC. This category added 7% of the total acreage of Clark County to resource land designation. The CP explanation for this category was stated as:

> "[I]t was found that there were a number of areas where farming activity was occurring adjacent to forestry and vice versa or where parcels were not picked up as both farming and forestry activity was occurring on the site, with neither being the predominate use. Therefore, all the 'edges' of the resource areas were reevaluated. Through this process, the category of Agri-forest was developed which recognizes that both or either resource activity may be occurring in this area."

Various petitioners attacked this category as not allowed under GMA, unsupported by the record or violative of the public participation aspects of RCW 36.70A.140 and .020(11).

The GMA directs that classification, designation and conservation of agricultural and forest lands shall occur. CCCU contended that the Act's identification of specific classes (agriculture and forest) implied a legislative intent to exclude any other classes. We do not read the GMA as being so restrictive.

Goal 11 of the Act provides for maintenance, enhancement, and conservation of natural resource lands and industries. Along with the requirements of RCW 36.70A.060, it provides a logical basis for the proposition that a major concern of any comprehensive plan is the conservation of lands that are producing, and can be anticipated to produce, resource-based commodities for

commercial purposes. The designation of resource lands that do not precisely qualify as either agriculture or forest, but often have characteristics of each, is a choice that is within the reasonable range of discretion afforded to local decision makers under the Act.

CCCU also contended that evidence contained in the record did not support the County's use of the agri-forest category. Much of this argument focused on the CAC resource lands reports. That focus is too narrow. Regardless of the level of discussion by the resource lands subcommittees, the agri-forest category was extensively discussed subsequent to its presentation to the Planning Commission/BOCC. Sufficient evidence is contained in this extensive record to show that a wealth of information, discussion and written evidence existed to support the decision of the BOCC. Petitioners have failed to carry their burden of proof to overcome the presumption of validity that attached to the agri-forest category.

Various petitioners also attacked the use of aerial photographs by the County to specifically locate agriculture, forest, and agri-forest designations. Our review of the photographs, in conjunction with all of the record, discloses that the photos were a useful tool for providing specific information and were appropriately used by the County. What petitioners have overlooked in their complaints is that these photographs constituted only a piece of the entire collage and were not used as the exclusive means of designation. Public testimony, CAC recommendations, correspondence from property owners, and staff research were also used. The classification system took into account all of the criteria recommended by WAC 195-360-050 and -060. Only as part of the designation stage (mapping) did the County use aerial photographs. Their use was to implement the classification criteria.

A different group of petitioners, including Rural Clark County Preservation Association (RCCPA), contended that the County was required to classify every tract of land designated under the current use taxation scheme of RCW 84.34. Again, this contention focuses on too narrow a piece of the entire collage. The Act does not require such an automatic designation. Rather the benefits to landowners arising from the current use taxation scheme is only one of many considerations to be used. Clark County appropriately included it in that context.

We found disconcerting, however, the claims of individual property owners who challenged a

resource land designation on their property where the property was, and had long been, placed in the current use classification system. We did not find persuasive any of the site specific challenges to a resource land designation where the property was receiving special tax benefits under the current use classification. We found the arguments that the property was not currently being used for agricultural or forest production to be disingenuous where the property was currently in that tax classification.

The final claim made by many petitioners was that the public participation goals and requirements of the Act were violated by the infusion of the agri-forest category so late in the overall GMA process. We have previously held that public participation was violated in two cases involving changes occurring late in the GMA process, *Berschauer v. Tumwater (Berschauer)*, #94-2-0002 and *Moore-Clark Co. Inc., v. Town of LaConner (Moore-Clark)*, #94-2-0021. The circumstances and record in this case differ significantly from those cases.

The touchstone of the public participation goals and requirements of the Act involve "early and continuous" public involvement. As we said in *City of Pt. Townsend v. Jefferson County (Pt. Townsend)*, #95-2-0006, adequate and correct information must be available to both the public and the decision makers at the earliest opportunity in order to comply with the public participation aspects of the Act. Here, the agri-forest category was first proposed by staff on September 23, 1994. Over the next 3 months the category received extensive discussion and public participation. The ultimate decision on including the 36,000 acres as a resource designation was not made by the BOCC until December 20, 1994. While it may have provided better public confidence to have included this category at an earlier time, the entire concept of resource land designation classifications had been discussed since the beginning of the GMA process in 1991.

A close reading of both the *Berschauer* and *Moore-Clark* cases shows that in those cases the noncompliance arose because of a combination of the nature of the change, as well as the timing. In *Berschauer,* re-examination of the site specific designation arose as a result of neighborhood complaints near the end of the entire comprehensive plan process. Thereafter, a separate and distinct methodology was adopted for reconsideration of that neighborhood only. The subsequent CAC recommendation received only cursory review by the Planning Commission and city

council. The designation was also inconsistent with the remainder of Tumwater's comprehensive plan.

In *Moore-Clark* the town council adopted a 1% population projection near the conclusion of its comprehensive plan process. We found a lack of authority by the Town to make that determination. Additionally, we held that adequate notice had not been provided for the decision. In combination with the reversal of the long-used 2.9% population projection, a violation of public participation was shown. In neither of those cases, however, did we hold that no changes could be made at the later stages of the GMA process. Here, the change that was adopted to include the agri-forest land area was not as dramatic or substantial as the changes made in *Berschauer* and *Moore-Clark.* Additionally, a very thorough discussion was made by both the public and the decision makers as to the reasons, impacts and necessities of the agri-forest designations. There was no violation of public participation in adopting the agri-forest category.

RCCPA and others contended that the total resource land designations for the County were insufficient and that resource land minimum lot sizes were inadequate. As to these issues, petitioners have failed in their burden of proof to show noncompliance. The Act provides a difference between interim resource land designations and DRs, and those involved in a comprehensive plan decision. While interim designations need to err on the side of over-inclusion, comprehensive plan designations and development regulations for resource lands involve a wider range of discretion and balancing of competing interests. The County's decision to set minimum lot sizes of 80 acres for some forest land, 40 acres for other forest land and 20 acres for agriculture and agri-forest districts, under the record presented here, was based upon appropriate information consideration and involved a reasonable range of discretion allowable under the Act. Likewise, the decision of Clark County to include golf courses as a conditional use in agriculture districts was within the discretion afforded under the Act.

The County did concede during the hearings on the merits that CP policies 6.2.2 and 6.2.3 regarding public water extensions and required hookups in rural and resource areas were internally inconsistent with policy 6.2.7 and with the CFPs which provided generally that extension of water service to rural areas should be discouraged. In a specific case challenging the

water hookup provisions of the CP and DRs, the County stipulated to a remand. If the internal inconsistency was not resolved by that remand, it must be done by this one.

The 1980 Clark County Comprehensive Plan provided for "clustering" of residential development on resource lands as long as approximately three-quarters of the land remained for resource use. In adopting the Community Framework Plan, the County adopted policy 3.2.7 to review that clustering concept "to ensure these developments continued to conserve agriculture or forest land." That review was made and the County determined that the goal of conserving resource lands was not being achieved by the clustering concept. The record disclosed that the clustering concept as used in Clark County over the last 15 years had had exactly the opposite effect. This continued loss of resource land to clustering ended with the BOCC adopting an emergency moratorium regarding cluster subdivisions on April 19, 1993. The moratorium was later renewed.

Petitioners claimed that the omission of a clustering option from the 1994 CP violated Goal 6 of the Act. None of the petitioners showed any "property right" that was violated by the County's decision, nor did they show that the BOCC acted in an "arbitrary and discriminatory" manner. Ironically, one petitioner even claimed that the remaining portion of a clustered property should not have been designated as a resource land because of the proximity of residential development emanating from the cluster options used under the old plan. Given the record in this case, we find that the County is in compliance by eliminating the cluster development provisions and may well have been out of compliance had those provisions been retained.

Mineral Lands

Clark County adopted a "mineral resources map" as part of its CP process. The map was based upon information submitted by the Mineral Focus Group, a subcommittee of the Natural Resources Advisory Committee. The land classification methodology was based upon DCTED guidelines. Tier 1 lands (readily identified as capable of long-term aggregate production) and Tier 2 (based upon criteria analyzed from a matrix adopted as part of the CP) were designated. The focus group also recommended a policy, later incorporated into the CP, that prohibited mining activities within any 100-year floodplain. Two landowners challenged the exclusion of 100-year floodplain areas from mineral resource designation.

The record reveals that the reasons for the exclusion were "the general fragile character of these areas and some concern about how to manage mining areas over the long term." While the record reveals what was done, it reveals nothing of why. There was no review or analysis of the effect of mining within a 100-year floodplain constrained by the Shoreline Management Act (SMA), SEPA, and/or the Surface Mining Act (RCW 78.44).

The property owned by petitioners met the criteria established in the matrix of Table 4.4 of the CP to an even higher degree than many of the designated sites. Clark County has on many occasions dating back to *Clark County 1* argued that SMA, SEPA, and other statutes provided adequate authority for protection of critical areas. The County did not examine either why that statutory authority would not apply in the instant case or why the 100-year floodplain was "fragile" only to mining but nothing else. The exclusion of these mining designations under the record before us does not comply with the Act.

-

-

Buffers

RCW 36.70A.060 requires a county to adopt development regulations that "assure that the use of *lands adjacent* to agricultural, forest, or mineral resource lands *shall not interfere*" with the continued use of such agricultural, forest, or mineral lands (italics added). This statutory provision forms the basis for a mandate to provide adequate buffering between resource lands and incompatible uses. CFP policy 3.2.10 directs that the County establish buffers for natural resource lands to "lessen potential impacts *to* adjacent property" (italics supplied). Because this issue continues to surface in all cases in our jurisdiction where resource lands are at issue, we take this opportunity to once again state what this statute clearly directs.

The required development regulations are not intended to protect development from the resource, but are to be designed to protect the resource from incompatible encroachments. Clark County adopted "right to farm" and "right to log" ordinances, and a vicinity resource activity plat notification ordinance. Clark County dealt with the edge issues of resource lands and provided minimum lot sizes as an attempt to comply with .060. Nonetheless, we find that Clark County has not complied with this requirement to buffer resource lands from incompatible uses.

While plat notification and right to farm and log ordinances are essential first steps, their objectives are often lost under the barrage of complaints from adjoining residential neighbors. Dealing with edge issues on resource land designations furthers the requirements of .060. Those steps by themselves are not sufficient to comply with the mandate. Minimum lot sizes in rural designations do not fulfill the requirements of .060. After remand Clark County must consider additional mechanisms to avoid the single most destructive reason for elimination of resource lands; adjoining incompatible land uses.

RURAL ISSUES

An understanding of Clark County's rural element can not be had without a review of the events that occurred over the 3 years preceding adoption of the CP. The unprecedented number of petitioners and intervenors in this case dramatically demonstrates an unusually high level of involvement in the GMA process. The actions of many citizens of Clark County over the 3-year period prior to adoption of the CP dramatically demonstrates an unmatched level of sophistication. The evidence of these actions is derived from a stipulation between Clark County and RCCPA, staff reports, the FSEIS, and other exhibits.

The sophisticated actions began shortly after the passage of the Growth Management Act and commencement of Clark County's planning process under it. In the decade of the 80's, cluster subdivision applications and resource lands segregations averaged approximately 6 per year. In 1990 and each year thereafter, the rate more than doubled to 13.3 per year. General subdivision applications in 1992 were the highest ever recorded and in 1993 increased an additional 27%. In May and June of 1992, approximately 40 new "rural" lots were created. In May and June of 1994, over 270 new lots were created. Overall in 1993, the planning department received an average of 135 permit applications per month, an increase of 17% from 1992.

Large lot subdivisions (between 5 and 20 acres) allowed as "segregations" by the previous comprehensive plan and zoning ordinance totaled 117 for the year 1989. In 1990, the number jumped to 789. In April of 1993, prior to adoption of an emergency moratorium there were applications for segregations of 407 parcels, an 800% increase from the previous month and more than the entire year of 1992. At the time of adoption of the emergency moratoria on clusters, subdivision planned unit developments, and large lot developments in April of 1993, an estimated

19 square miles of segregations had occurred since May 1, 1990. Ultimately in November 1994, one month prior to adoption of the CP, yet another emergency moratorium on all new developments less than 20 acres had to be adopted by the BOCC. The segregations and subdivisions applied for prior to the moratoria presumptively vested under current Washington law.

Within this backdrop the County adopted a rural designation and provided that *all* rural lands would have a minimum lot size of 5 acres. The rural designation applied to approximately 83,500 acres of Clark County's roughly 500,000 acre total. We find this decision and minimum lot size, under the facts of this case, to be inconsistent with both the GMA and the County's own policies as reflected in the CFPs and CP.

While rural lands may be the leftover meatloaf in the GMA refrigerator, they have very necessary and important functions both as a planning mechanism and as applied on the ground. One of the most important symbiotic relationships is the one between rural and resource lands. Properly planned rural areas provide necessary support of and buffering for resource lands. Early in the planning process, the Farm Focus Group established what became known as the "rural resource line." South and west of this resource line, the focus group, staff, and the Planning Commission recognized that segregations and parcelizations had occurred involving thousands of lots ranging from 1 to 2.5 acres. However, north of the "resource line", less parcelization had taken place. Much of the prime resource areas were found in that location. The focus group concluded that south of the line a 5 acre minimum lot size was appropriate for rural lands but that north of the line a 10 acre minimum would further the CFP and CP policies of providing large minimum lot sizes for residential development in rural areas to maintain the rural character. (CFP 4.2.3)

The FSEIS stated that a 5/10 split for alternative B was not as good as the "environmentally preferred" 10/15 acre split for alternative C. The planning department recommended a 5/10 split while the Planning Commission was unable to agree. Some members agreed with the planning department's recommendation while others favored a uniform 10 acre minimum lot size throughout the County. The record contained significant evidence concerning the relationship of minimum lot size to current resource activity and the necessity for buffering. A major omission that the BOCC made in establishing a 5-acre minimum lot size for all rural areas was ignoring the

differences that existed north and south of the "resource line".

A secondary aspect of a proper rural element planning involves the preservation of a rural lifestyle. A "rurban sprawl" has the same devastating effects on proper land uses and efficient use of tax payer dollars as urban sprawl. Uncoordinated development of rural areas often involves greater economic burdens than in urban areas. Infrastructure costs for rural development are, by definition, more inefficient than for urban.

The population projection issue is more thoroughly discussed in the urban section of this Order. Nonetheless, it is important here to recognize that in its initial planning stages the County allocated 15,000 of the population projection number for non-urban growth. While the Act does not require a land capacity analysis for rural areas similar to that necessary for UGAs, it does not allow existing and future conditions to be ignored. There was ample evidence in this record to show that sufficient lots existed as of December 1994 to accommodate the allocated 15,000 population increase in the rural areas. The FSEIS stated that if all existing vacant parcels were developed with single family residences over the next 20 years, the 15,000 population allocation would be exceeded. An October 13, 1994 staff report based on tax lot information indicated there was an excess of 13,500 preexisting undeveloped tax lots. At an average of 2.33 persons per household (used in the CP), there would be more than twice the number of lots available to house the allocated 15,000 population projection, even without additional divisions of land that would likely occur over the next 20 years. Clark County asserted that it would be impossible for each lot or tax lot to develop, and with that we agree. Nonetheless, the County candidly acknowledged that no different figures were reviewed or analyzed other than those noted above.

The usefulness of population projections is destroyed if an arbitrary allocation number is picked that has no basis in reality and which is not considered in relationship to the total picture. Contrary to the assertion of CCCU, the population allocations for urban areas plus the population allocations for non-urban areas must total the population projection. Population projections and allocations are interdependent and are not solely for use in urban areas. There are available lots which were presumably made for residential purposes that far exceed the rural population allocation. A failure to recognize those conditions necessarily skews the appropriate allocations for urban areas. Exacerbation of this problem by placing only 5 acre minimum lot sizes for what

unsegregated rural areas remain in the County renders that determination not in compliance with the GMA.

CCCU and other petitioners contended that the 5 acre minimum lot size throughout the County violated the GMA provision requiring a "variety of densities." Petitioners' argument was that the BOCC must specifically provide a variety of densities at the time of adopting the CP rather than allowing the variety to occur by "default." The Act does not require a particular methodology for providing for a variety of densities. Given the evidence in this case, more variety of densities has occurred in rural Clark County since 1990 than was ever envisioned in the Act. There has been no violation of the Act regarding this issue.

Likewise, we do not find a violation of the public participation goals and requirements of the Act simply because the decision on county-wide 5 acre rural lot size was made by the BOCC near the end of their 5-day deliberative process. Many petitioners contended that there was no specific consideration, study, or recommendation for such a county-wide 5 acre minimum prior to the BOCC decision. The record reveals that many different suggestions and recommendations were made as to appropriate minimum lot sizes for rural areas. The FSEIS alternative A involved a 2 1/2 minimum lot size. Much public comment recommended 1 acre minimums. The mere fact that a different decision than that recommended by staff, the Planning Commission, or the CAC was reached does not *ipso facto* show a violation of public participation.

Rather, the flaw in the BOCC decision for a uniform 5 acre minimum lot size is shown by reference to questions 3 and 4 of our four-question analysis. The BOCC did not give appropriate consideration to the evidence contained in their own record concerning the need for greater levels of buffering for resource lands, particularly north of the resource line. They did not appropriately consider the impacts of the parcelizations and segregations that had occurred since 1990. Regardless of fault, blame, or reasons why, the extraordinary number of divisions in resource and rural lands allowed since 1991 lessened the reasonable range of discretion normally afforded to local decision makers under the Act.

Before we began writing, we decided that each of the site-specific challenges would be individually addressed in this Order. Many of the petitioners had expressed frustration at the

County process. They felt that their individual complaints and concerns were lost in the morass of information and issues that accompanied the incredible scope of the County's efforts. We empathized with those frustrations while understanding the need of the County staff and elected officials to proceed the way they did.
To facilitate our desire to respond to each individually, we reviewed the briefs, arguments, evidence, and petitions of the site-specific claims. They involved a wide range of complaints about designations as resource lands or rural lands, property right violations, arbitrary and discriminatory action and public participation violations.

Once we reviewed these site-specific claims, we determined that logic dictated we first decide and articulate our reasons for the generalized issues that were presented. When we had completed that portion, we returned to the information regarding the site-specific claims. As we rereviewed the site-specific information, we realized that all of the answers to those claims were provided by the answers to the generalized issues. Taking into account that this Final Order already neared 75 pages, we reevaluated the value of adding 20 more pages to repeat the same conclusions already stated. In the end, the drawbacks of adding 20 pages outweighed the benefit of demonstrating to each petitioner that we thoroughly reviewed his/her case.

We understand the expressed frustration that many of the site-specific petitioners had towards the predicament in which they found themselves. Those who did not take advantage of the County's benign neglect between 1991 and 1994 now see their neighbors allowed unencumbered rights to load the landscape with incompatible uses. There are implementation measures the County could take to level this playing field and reinject some fairness into the situation. Aggregation of the segregated lots, restrictions on lots under 5 acres in the vicinity of resource lands, and other vehicles are available. Whether the BOCC will adopt such measures remains to be seen. If they do not, the unfair position that many of these site-specific petitioners find themselves in will be perpetuated.

Urban Reserve

Under Clark County's Comprehensive Plan the concept of "urban reserve" involved a designation for lands not classified as resource areas that were located on the fringe of urban growth boundaries and thus available for possible future additions to urban growth areas. The purpose of

the urban reserve designation was to "protect the area from premature land division and development that would preclude efficient transition to urban development." The designation consisted of two components: "urban" (residential) and "industrial". Urban reserve areas for the cities of Battle Ground, Camas, La Center, Ridgefield, Washougal, and Vancouver involved 10 acre minimums for residential urban reserves and 20 acre minimums for industrial urban reserves. Actual acreage involved ranged from a low of 27 acres surrounding Camas to a high of 6,400 acres surrounding Vancouver.

Some petitioners complained that the concept violated the GMA. We do not agree. Long range planning for a time-frame in excess of 20 years does not violate the GMA and is a laudable planning achievement. We take official notice that other states with longer histories of GMA planning than we, are experiencing problems with the proliferation of 5 acre or less lots adjacent to urban growth boundaries when the time for expansion of the UGA arrives. Contrary to some petitioners' assertions, GMA does not require all planning to stop at the end of the 20 year period. We commend Clark County for use of what appears to be an "innovative technique" for long range planning purposes.

We do share some of petitioners' concerns about the application of the designations and the lack of standards for future uses. The standards issues will be discussed later under the urban section of this Order. The record is unclear as to whether any land that would have otherwise been designated resource lands has been included in the urban reserve area. If so, such inclusion would constitute a violation of the County's own policies as well as the GMA.

CRITICAL AREAS

In an Order entered May 24, 1995, we declined petitioners' invitation to revisit our decision in *Clark County 1*. The County has acknowledged that it failed to comply with the provisions of RCW 36.70A.060 (3) to review its wetland ordinance to assure consistency with its comprehensive plan. As we noted in *North Cascades Audubon Society v. Whatcom County* (*North Cascades*), #94-2-0001, a critical area ordinance is not "interim" since the Act does not require adoption of new designations and DRs in the comprehensive plan process as is the case with resource lands. The statute does, however, require a local government to review its critical area ordinance for consistency, and this Clark County has not done. As this noncompliance is a

procedural one, once that review has taken place by the County, a person with standing who wishes us to review that action as to its substance, must file a new petition.

As we noted in *Clark County 1*, the wetlands ordinance constitutes only a portion of the critical area protection requirements of the Act. Other areas that must be protected by development regulations include areas with a critical recharging effect on aquifers used for potable water, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas. At the time of our review of Clark County's wetlands ordinance, these other areas had neither been designated nor protected.

Subsequent to September 1, 1991, Clark County did not take any action to adopt DRs as required by RCW 36.70A.060. Rather, the County relied upon its existing regulations as compliance. Reliance on pre-GMA designations and regulations without public participation and new legislative action does not comply with the Act, *Friends of Skagit County*.

Regardless of its failure to act during the time between September 1, 1991 and adoption of its CP, Clark County did adopt Ordinance #94-12-53 as part of its development regulations requirements. Section 28 of that ordinance is entitled "Existing Ordinances" and is cited by Clark County as compliance with the critical area requirements of the Act. The language of section 28 is often obscure. What is clear is that it does not rise to the status of compliance with the Act.

While the most technical of notices of the impending adoption of these preexisting ordinances was published, a review of this record disclosed that no adequate notice as required by the Act was provided. There was never a hearing concerning critical areas or implementing ordinances, nor was there any discussion by the BOCC. The only reference in any part of the record about critical areas involved a question of one Planning Commission member to the planning director about why the critical areas were not being covered or discussed. The response from the planning director essentially said that not enough time remained to completely deal with the topic. His answer, of course, did not cover a reason for their omission since 1991.

While it is tempting to comment specifically on some of the substantive issues presented by the

pre-GMA ordinances, we will not. Since the County on at least 3 separate occasions specifically requested us to "tell them what is necessary to adopt," we make the following general observations. We are not unmindful of the irony of a local government requesting precise and directive requirements. The County's position here seems totally antithetical to both the protection of a local government's land use authority and the direction of the GMA. The County candidly acknowledged that this request was based in part upon feared financial ramifications of Initiative 164. This seems nothing more than the old political twist of trying to "put the turtle in another's pocket." We will not accept this snapper. Suffice it to say that the GMA does not yet have a provision for a local government to avoid its responsibilities because of fear of Initiative 164.

We also note that section 114 of ESHB 1724 emphasizes the need for integrated planning between GMA and SEPA. It would appear difficult for a local government to properly integrate SEPA into GMA if the GMA process is ignored with sole reliance being placed on pre-GMA SEPA ordinances.

AND NOW FOR SOMETHING COMPLETELY DIFFERENT

-

URBAN

(Nan Henriksen did not participate in hearing or deciding the urban portion of this Order)

-

Population Projections

In its initial planning stages, Clark County adopted population projections that were a conglomerate of Office of Financial Management (OFM) figures and projections issued by Metro (Multnomah, Washington, and Clackamas Planning Agency) and IRC (Clark County Intergovernmental Resource Center). The figures were projected to the year 2010 and Clark County thereafter used a straight line interpolation to year 2012. These figures exceeded the OFM projection, although the County contended that the difference was only approximately 3,000 people. In August of 1994, the planning director issued a memorandum (Ex. 93) that stated the County was required to use the OFM figures under recent Growth Management Board

decisions. The County then decided to abandon use of the conglomerate Metro projections and to strictly use the OFM 2012 projections. As so often happens, the plan was good but the execution was lacking. During the hearing on the merits, the County conceded that the original Metro population projections continued to be used through the CP process.

We held in *Port Townsend*, that the OFM projections must be used unless convincing evidence for a different figure was presented. In this case, Clark County did not even attempt to present evidence that the Metro figures should have been used because the County decided to use the OFM projections. Unquestionably, if the OFM projections are the proper ones then those exact figures must be used. The County's failure to do so results in noncompliance with the GMA.

The County and many intervenors contended that the difference of 3,000 people over a 20-year period was *de minimis* and should not require a remand. The first answer to that contention is that the record is not at all clear that only a 3,000 population projection difference resulted. Remand is also required because there are other instances of noncompliance within the UGA and population projection panorama. As noted earlier in this Order, the arbitrary assignment of 15,000 additional population to the rural areas was not based on sustainable evidence. The record showed that even if Clark County imposed a 20-year moratorium on division in rural areas for residential purposes, there would still be significantly more than a 15,000 person influx into the rural area. The County must analyze the reality of the preexisting lot sizes in some manner and correlate that reality with OFM population projections.

As pointed out by CCNRC, the County had a planning expiration date of 2012 when it adopted its CP in December 1994. When readjusting the projection in August 1994, the County failed to take into account the 3-year population influx since 1991. This had the effect of implanting projections that were not based on OFM numbers, for a 20-year population into a 17-year plan. This action does not comply with the GMA.

In order to comply with the GMA the County must (1) use the OFM 2012 projection, (2) deduct from that number the population increase in the County since 1991 and (3) make an allocation of projected rural growth that is reasoned and reasonable considering existing conditions. The remaining number must then be allocated to the various cities and towns before urban growth

boundaries are determined. We are aware of recent legislation, ESB 5876, that allows the County to use a projection within a range rather than an exact number. This would perhaps affect step 1 but does not have any relationship to steps 2 and 3.

Lest there be any question about the scope of our ruling as to Clark County's UGA decisions, the necessity for this remand is a result of two factors. The first is Clark County's nonuse of the correct OFM population projections. Were it not for that noncompliance, we would not be requiring reallocation of steps 2 and 3 above. In *Port Townsend*, we recommended challenging OFM projections by petition rather than ending up as Clark County has here.

We are also concerned about the impact of changing the 15,000 rural allocation figure. It is not our intention to promote sprawl and somehow "reward" the County for its allowance of these parcelizations and segregations during the 3 year planning process. It is our intention to not have the sprawl problem exacerbated by the addition of overly large UGAs. Our decision here reflects some very unusual circumstances presented by this record.

Because the proper defining of an UGA involves more that just population projections, we address the remaining issues raised in this case to facilitate the County's ultimate decision after remand.

Vacant Lands Analysis

Many petitioners challenged the Vacant Lands Analysis (VLA) prepared by Clark County and used as one of the bases to determine the proper UGAs. The attacks centered not on the methodology of the VLA but rather upon the assumptions that went into it. After reviewing this record and listening to hours of argument, it is clear to us that the assumptions used by Clark County, with the exception of the market factor discussed in the next paragraph, were all well within the range of discretion afforded to the local decision maker under the Act. We reaffirm our oft-stated precept that our review is not to determine whether a better planning strategy exists but rather to determine whether the goals and requirements of the GMA have been achieved.

In the assumption phase of the VLA the County used a market factor of 25% for residential areas and 50% for commercial and industrial areas. This market factor was applied to land to ensure a

viable continuing market that would not be artificially inflated by an overly restrictive land base. The use of a market factor was generally consistent with DCTED guidelines in place at the time of the adoption of the CP. Those guidelines, however, recommend only a 25% increase for industrial and commercial areas.

The other two Boards have had occasion to rule on the issue of the use of a market factor and have held that the GMA authorizes such a consideration. We take this opportunity, our first, to agree with those decisions. In any event, all questions about the use of a market factor were clarified by EHB 1305. The problem that arises in this case is not the use of a market factor but rather its use in conjunction with the establishment of urban reserve areas and the lack of standards for implementation.

As noted earlier, the noncompliance in Clark County's use of urban reserve areas is because of a lack of criteria for conversion of the urban reserve area to urban growth area. In conjunction with that flaw, the use of a 25 or 50% market factor in setting the initial UGA in effect "double-dips" the land area under consideration. In its CP the County established an annual review of the factors used to establish the urban growth boundary. The purpose of this annual review was to determine whether the location of the boundary "is working" or whether it needed to be expanded or contracted. The effect is to have a fluid UGA with inadequate infill provisions that does not achieve the anti-sprawl cornerstone of the Act.

While an urban growth boundary does not have to be cast in concrete, it must have liberal applications of superglue. The County must make a choice on remand between the use of a market factor in the vacant lands analysis and the use of urban reserve areas. The County's concept of incremental movement of the urban growth boundary to always have a 20-year planning horizon is not in compliance with the GMA.

To a large extent, the reason for that noncompliance is because of the lack of standards for moving the boundary into the URA and the lack of strong DRs from the County and/or the affected city to implement tiering and infill. These omissions distinguish this case from *Reading*.

Urban Holdings/Contingency Zoning

As part of its concurrency requirement, Clark County adopted policies in its comprehensive plan

for "urban holding districts" and "contingent zoning" provisions. At page 12.4 of the CP, these concepts were explained as follows:

> "The comprehensive plan map contemplates two land use methods to assure the adequacy of public facilities needed to support urban development within urban growth areas (1) Contingent Zoning which applies an "X" suffix with the urban zone and (2) applying an Urban Holding District combined with urban zoning."

The stated goal of these two concepts was to prohibit urban growth within the urban growth area until sufficient infrastructure was in place or assured, or until annexation took place. Clark County used these two concepts within the UGA to support the concurrency goals and requirements of the Act and to provide a mechanism for tiering of urban growth.

Petitioner CCNRC contended that the urban holding district was invalid because the Act prohibits allowing an area to be included in the UGB that is not able to be served with public facilities and services in the 20-year planning period. Secondly, CCNRC pointed out, annexation of these urban holding areas would not necessarily resolve the problem of lack of concurrent public facilities and services. Petitioner Holsinger contended that the contingent zoning area was applied in an "arbitrary and discriminatory" manner to the 179th Street/I-5 area where his property is located.

The urban holding residential areas have minimum lot sizes of 1 du/10 acres. Industrial urban holding zones have a minimum lot sizes of 1 du/20 acres. Unlike the urban reserve areas, which are located outside the UGA, the urban holding areas are definitionally located within the boundary. Each holding area is identified in the CP at page 12.5 and 6 for each individual city. Each area is required to maintain the "holding" designation until the city can assure adequate provisions are in place or will be made if the area is to be annexed. While we are unsure of how the County could enforce such a requirement if annexation did occur, we do not find a violation of the GMA on the basis of that possibility alone. The concept of the urban holding area within an urban growth area furthers the concurrency goals and requirements of the Act. The use of such a concept is in the discretion afforded to local decision makers.

It is accurate to say that the CP provides for contingent zoning restrictions only in the 179th

Street/I-5 area as petitioner Holsinger claims. It is also true that that area provides the most significant reason for the adoption of the contingent zoning concept. In order to show a violation of Goal 6, a petitioner must first show that a "right" of a landowner has been violated. This has not been done by Holsinger. We do not perceive that there exists a recognizable "right" to develop property for the maximum profit regardless of the short-term and/or long-term impact to the taxpayer. Nor has petitioner shown that even if such a "right" existed that the mere fact this area is the only one burdened by the contingent zone concept is in and of itself an arbitrary and discriminatory decision. The record is clear that the area in question, of which petitioner owns but a small portion, has significant inadequacies in public facilities. The correction of these deficiencies prior to further urbanization follows exactly what GMA requires. We find no violation.

Industrial Designations

As an integral part of the economic development element of its CP, Clark County relied heavily on background work done by the Technical Advisory Committee and by Columbia River Economic Development Council (CREDC). Working together, those groups developed a report dated March 12, 1993 (Ex. 613) which included an extensive parcel-by-parcel industrial land survey. Recognizing the regional nature of economic development, the groups surveyed both county and city industrial land areas. The report concluded that approximately 12,000 acres were designated or zoned industrial land throughout the county. Some 4,800 acres were currently in use. Only 1,200 acres of the vacant industrial land were determined to be "prime". The remaining 6,000 acres were categorized as marginal or poor. The 3 categories of prime, marginal or poor were chosen after reviewing the "key factors" of parcel size, sensitive lands and utilities. Adjoining land use was also taken into account in the categorization process.

To answer the question of the amount of industrial land needed over the planning cycle, the report looked at 3 separate methodologies. The first was a forecast based upon historical industrial land absorption of 100 acres per year. The resulting figure of 2,000 (although only a 17-year planning cycle was used by the County) was then multiplied by a 50% market factor. A projected need for 3,000 acres of *prime* industrial land was thus determined.

The second methodology involved a cooperative inventory with the Washington State

Department of Employment Security to estimate industrial land densities. Determining that an average employee per acre ratio of 8 existed, the needed acreage was estimated to be 1,739. Again, a 50% market factor was added to reach a total of 2,609, which was then converted in the report "with a slight cushion" to be 3,000 acres.

The final methodology involved a 1984 study conducted by the Stanford Research Institute (SRI) for the Portland metropolitan area. That 1984 report indicated that 3,000 acres of industrial land were necessary for an adequate 20-year supply. The SRI report apparently did not segregate "prime" from other industrial lands.

Based upon these methodologies, the report recommended that the CP include a prime industrial land base of 3,000 acres. Clark County and the cities agreed. The report did not recommend any increase to, or even retention of, the 6,000 acres that had been categorized as marginal or poor.

The "3,000 prime acres" became engulfed by exuberance and seemed to take on a "mystical" quality. It is commendable, laudable, and important for a county and its cities to designate sufficient areas to facilitate economic growth. The workings of CREDC and the Land Use Committee in determining the appropriate level of those goals were thorough. There are however, two matters that require remand and re-examination.

The most obvious flaw in the CP designations involves the change in the rallying cry for "3,000 acres" to the policy of "3,000 *new* acres." The existing 1,200 acres of prime industrial land somehow was forgotten. In the context of the exhaustive planning process undertaken by Clark County it is easy to understand how that occurred.

The less obvious flaws involve the methodology used to arrive at the 3,000 acres. Clark County adopted industrial urban reserve areas outside UGAs. These URAs were not invested with any standards for the timing of, or criteria for, conversion from outside to within an urban growth area. These URAs were designated in addition to the 50% market factor used to estimate need. The historical forecast programmed for 20 years rather than the 17 years of the CP, and then used a straight 50% addition for projected need. The density requirement methodology not only contained a 50% market factor, but also projected an additional 15% cushion. The third

methodology, the 1984 SRI study, did not provide any supporting rationale or even segregated "prime" from other classifications.

The record before us is cloudy as to exactly the amount of industrial land classified by the County and the cities and how much of it was "prime." The amount of acreage in the industrial urban reserve area is unknown. Exhibit 2, a list of various acreages for the urban growth areas, designates "light" and "heavy" industrial acreages. These designations are not of assistance in reviewing the amount of "prime" acreage. We were unable to find any corresponding chart for the URA acreage. On remand, the figures used and the results must be more clearly set forth and must be within the limits provided by the Act as set forth in the preceding 2 paragraphs.

A second stated purpose for industrial URA was to provide large acreage areas outside the UGA for potential "emergency" use if a significant employer became available and public facilities and services issues could be resolved. This strategy was designed to keep small scale industrial and commercial uses out of the areas and preserve them for major industrial capabilities. If a user did appear on the scene, the URAs could be converted into the urban growth area at a later time after resolution of concurrency issues. Again, it is unclear from this record whether these large scale URAs were considered part of the "prime" 3,000-acre industrial areas.

Whatever question may have been involved at the time of adoption of these industrial URAs concerning the necessity for siting them within an urban growth area has been resolved by recent amendments found in ESB 5019. The 1995 Legislature has clearly directed that industrial growth outside of urban areas can occur under specified criteria. In conjunction with the reanalysis of the industrial land siting issues noted above, the County must reconsider the viability of industrial URAs in light of ESB 5019. If the URA designations are to continue, the criteria for their conversion must coincide with those set forth in the legislation. One of the standards that should be strongly considered is a prohibition of conversion of "prime" industrial designation to any other use.

Additional urban issues were raised with regard to the proper designation of the UGA by Clark County, as well as challenges to the comprehensive plans and development regulations of individual cities. We will address those issues by means of identification of the city involved with the issues involving them and their urban growth areas.

Vancouver

We initially note that Vancouver asserted there were some 5,562 acres of vacant, industrially-designated land in its urban area. Of that amount, only 530 acres have been identified as "prime." The remaining 5,000 were designated as either secondary (marginal) or tertiary (virtually useless) (VLA Ex. 161). Prior to the County establishing an appropriate UGA, the City of Vancouver must determine what uses are to be made of these 5,000 acres that are concededly no longer useful as industrial lands.

Another major determination that has not been resolved by this record is the impact of the Vancouver Transit Overlay Ordinance. During the early stages of this case, the challenge to that ordinance was stipulated by Vancouver and Clark County to require a remand. Most of Vancouver's infill policies and implementation measures revolve around the success of high density transit corridors, which in turn are primarily dependent upon an effective transit overlay ordinance. Since that ordinance, and its accompanying high density aspects, is not presently before us, we have no alternative but to find the remaining infill and density portions of Vancouver's CP inadequate and not in compliance with the Growth Management Act. The City has conceded that other implementation measures to fulfill density and infill requirements under the CFP and GMA were in process but had not been adopted at the time of these appeals. The successful completion of those ordinances will be necessary to show compliance.

Vancouver adopted a "sensitive lands ordinance" in 1992 pursuant to the requirements of GMA relating to critical areas. Unlike Clark County, the City of Vancouver has had development regulations in place since 1992 relating to critical areas protection. We have no authority at this late date to review petitioners' challenges to the substance of those ordinances, *North Cascades*. The City conceded that it did not complete the consistency review required by RCW 36.70A.060 (3). In this regard, the City of Vancouver, like Clark County, is not in compliance with the goals and requirements of the Act. This review must be completed in order for the City to achieve compliance. Any changes made from that review or any challenges concerning the consistency of the ordinance with Vancouver's CP would be the subject for a new petition after the review has been completed.

Petitioners, particularly CCNRC, raised other challenges to the Vancouver CP. The initial

challenge involved a failure of Vancouver to include the 10-year traffic forecast required by RCW 36.70A.070(6)(b)(iv). Submission of the information to CTED does not comply with the statute. It must be included in the comprehensive plan. *Reading*. The CP is not in compliance with the GMA in this respect.

The Capital Facilities Plan adopted by Vancouver, its concurrency system with established levels of service (LOS) and financial projections were all challenged. In all those challenges petitioners failed to meet their burden of proof of showing noncompliance.

The City established LOS standards for many public services including transportation and parks. The Act requires that these LOS standards be established but invests local governments with wide discretion as to their level. Petitioners have not shown that the Act was violated simply because a national park study LOS standard was not adopted or because the LOS standard for roads in some instances was established at a "failing" level. Vancouver has established concurrency requirements for transportation and other public facilities and services. Petitioners have not shown that these requirements are inadequate to the point of noncompliance with the Act.

Petitioners challenged the funding aspects of Vancouver's Capital Facilities Plan. Again, petitioners failed to show a violation of the Act. Local decision makers are directed to review potential revenue avenues, determine if projected funding will meet the needs set forth in the Capital Facilities Plan, and prioritize those projects to serve areas where growth is to be channeled. Vancouver has done this, albeit with more optimism than petitioners believe is likely. The decisions shown in this record are well within the discretion afforded by the Act. Vancouver has also complied with the Act by providing for alternative actions if revenues fall below projected levels.

Within the UGA of Vancouver petitioner Wade's property was designated as light industrial. Petitioner did not demonstrate that a violation of the GMA occurred simply because the County chose to limit further commercial expansion in the vicinity of that property. Nonetheless, the petition is remanded for further consideration in light of our finding that all the industrial area designations need to be reevaluated.

Camas

Clark County's CFP, adopted in conjunction with each city in accordance with RCW 36.70A.210, provided that urban density must average between 6 and 10 du/acre. Camas contended that it objected and continued to object to the imposition of this CFP policy. Under the provisions of RCW 36.,70A.210(6), the time for challenge to that policy has long since past. Camas also adopted a 75% single family to 25% multi-family ratio in contravention of the CFP. The FSEIS, Camas CP, and an acknowledgment by Camas at the hearing on the merits demonstrate that even at a minimum of 6 du/acre, under any conceivable rational population allocation, Camas would not have to expand its municipal boundaries for the next 20 years. Thus, there can be no justification for an UGA beyond the Camas municipal boundaries. There is no need for residential urban reserve areas surrounding Camas under the record that exists here.

Petitioners also challenged the critical area DRs adopted by Camas. We do not have authority to review the substantive portions of these regulations because they were adopted in August 1991. Our role at this stage is to determine whether such DRs are consistent with the CP.

Camas pointed out that its CP contains numerous references to critical area regulations "that facially demonstrate that the comprehensive plan was drafted in consideration of and to be consistent with the existing development regulations." This facial demonstration, however, does not comply with the requirement to review these DRs to achieve consistency with the CP. Local decision makers must be aware of the critical area DRs, the provisions of the CP and must allow an opportunity for the public to comment upon, and be involved in, the review process. There was no such action that took place here. The issue is remanded for procedural compliance. Any dissatisfaction with the result of that compliance would be the subject for a new petition.

As with Clark County and Vancouver, petitioners challenged the capital facilities plan, LOS standards and concurrency aspects of Camas' CP and DRs. Petitioners have failed to meet their burden of proof.

The challenges of petitioners to the public services and facilities aspects of the Camas CP appeared to be almost an afterthought to the Clark County and Vancouver challenges. Our

review of the record shows that Camas developed a number of background studies and plans for its capital projects for parks, water, sewer, streets, transportation, etc. LOS standards were adopted for transportation and, in addition, for parks, open space, police, fire, wastewater, and drinking water. Proposed expenditures were based upon these incorporated plans and studies. Major sources of funding were identified and an annual review process was instituted to make adjustments for changes in financial projections. Local governments have a wide range of discretion under the Act in developing funding sources and projections. The Act does require contingency plans if funding sources are later found insufficient. Camas has complied with the Act in these regards.

In reviewing Petitioners' challenges to water issues, this record showed that Camas met most of the goals and requirements of the Act. A 1994 Water System Plan update was made. It included an inventory of existing facilities and a projection of future needs and proposed improvements to the waste water system. Camas conceded, however, that its land use element did not comply with the stormwater drainage aspects of RCW 36.70A.070(1) that provides in part:

> ". . . [W]here applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute the waters of the state, including Puget Sound or waters entering Puget Sound."

This matter is remanded to Camas for compliance.

Two additional petitions challenged the actions of Clark County regarding the Camas UGA. In the first, *North Lackamas, et. al*., contended that their property was incorrectly designated as agricultural, forest or agri-forest and that SEPA provisions were violated. Those issues were answered in the resource lands portion of this Order. The petition also contended that the property was incorrectly left out of the Camas UGA. The necessity for the Camas UGA to be located at municipal limits shown above makes further consideration of that claim unnecessary. We note, however, that the fact that water and sewer services are or could be made available does not direct that an area must be included in an UGA. Availability of public facilities does not in and of itself define an area as "characterized by urban growth." We have consistently held that public facility availability cannot be the sole criterion for inclusion within an UGA. *Reading*.

The other petition was brought by Sun Country Homes, Inc. and alleged that its property within the Camas UGA was incorrectly designated by the BOCC as light industrial. Many of the arguments concerning the inappropriateness of an industrial designation to this property dovetail with and provide support for our decision to require reevaluation of all industrial designations. The property does not appear to be consistent with the CP emphasis on "prime" industrial land. Because of the necessity to establish the Camas UGA at the municipal limits and because petitioner's property is located between the Vancouver and Camas UGA, the County must assign a designation that more properly fulfills the goals and requirements of the GMA. That designation must include a recognition of the impact on the Fisher Quarry mining site located nearby.

Washougal

Various petitioners challenged the Washougal UGA on the grounds previously set forth in the Clark County UGA portion of this Order. Additionally, Friends of the Gorge challenged the decision by Clark County to place a portion of the UGA within the Columbia River Gorge National Scenic Area. The rational for the BOCC action was to "support" the efforts of Washougal to have the area eliminated from coverage under federal law. By dispositive motion we dismissed the claim of Friends of the Gorge that the action of the BOCC violated the federal statute. We held that we had no authority to rule on such a claim.

However, we did review this matter as part of the hearings on the merits because of the alleged violation of GMA. Under the situation shown by this record, we find that GMA has been violated and that there is no basis for the BOCC to place part of an urban growth area within the confines of the National Scenic Area. The Gorge Commission has the authority to establish densities at that location. One residence for every 2 acres is the maximum allowed. Obviously 1 du/2 acres is not an urban density. Until that density is changed, the GMA does not allow Clark County to impose an urban growth area there since it is not, nor could it be, urban.

Battle Ground

Much of petitioners' challenges to the Battle Ground CP involved the designation of the UGA. Clark County must reevaluate and reestablish the UGAs for all cities and towns, with the exception of Yacolt, and size them appropriately. This record is clear that the area established for

Battle Ground is too large, particularly in light of Battle Ground's failure to comply with the community framework plan and the GMA.

Battle Ground acknowledged that it does not have any "infill" policies, but instead relied upon "concurrency" policies for appropriate phasing of its urban growth. The assumption made by Battle Ground was that until public facilities and services were available on a cost-efficient basis, the market place would necessarily preclude inefficient sprawl. The invalidity of this assumption is shown by many examples, both within Clark County and throughout the State of Washington. Much of the need for the Growth Management Act was a result of prior reliance on this assumption.

Concurrency is not the same as infill. Both have separate and distinct purposes. Infill relates to the phasing of growth. Its primary purpose is to avoid the inefficient use of the land resource, i. e., sprawl. Concurrency is intended to ensure that at the time of new development, public facilities and services are in place or are adequately planned. Its primary purpose is to avoid the predicament of development after development decreasing levels of service to complete failure with no funding relief in sight. Ultimately, the failure occasioned by added development becomes a burden on the public taxpayer of the city or county involved.

The lack of appropriate infill policies and DRs is exacerbated by the City's failure to adhere to the CFP ratio of 60% single family to 40% multi-family in order to provide appropriate densities for urban development. Battle Ground adopted a 75/25 ratio in its CP, which is a violation of the CFP and therefore of the GMA.

One purpose of the 60/40 ratio is to achieve affordable housing goals. Battle Ground did not adopt any adequate policies, nor implementing development regulations for affordable housing. In order to achieve compliance, Battle Ground must adopt a 60/40 ratio and implement policies and DRs for infill and affordable housing.

Petitioners also contended that Battle Ground failed to review and/or adopt adequate drainage, flooding, and stormwater strategies and policies as required by RCW 36.70A.070(1). Battle Ground accurately pointed out that existing facilities were noted in its Capital Facilities Plan and

CP. However, there was a failure by Battle Ground to adopt drainage and stormwater goals, policies, strategies, and regulations. Merely listing existing facilities and stopping there does not fulfill the mandate of RCW 36.70A.070 (1).

Petitioners further contended that Battle Ground failed to provide groundwater protection because its wetland ordinance exempts class II wetlands from coverage. Other than making conclusory statements, petitioners did not carry their burden of proving that this exemption amounted to a failure to protect groundwater supply.

Petitioner Barner complained that the designation of her property adjoining the UGA of Battle Ground to a 5-acre minimum violated the GMA. Her complaint alleged a violation of RCW 36.70A.110 requiring urban growth to be located in areas characterized by urban growth which also have existing public facility and service capabilities. She contended that her property provided a natural physical boundary to the ultimately decided UGA of Battle Ground and that the existing road systems serving her property were "sufficient for development under 1-acre zoning" thus satisfying the goals of minimizing infrastructure costs.

This record provides ample support for the County decision to exclude this property from the Battle Ground UGA. While an area cannot be included in an UGA unless it is, or is adjacent to, an area characterized by urban growth, the reverse is not necessarily so. Existing urbanization does not always dictate UGA inclusion. In light of our earlier discussion concerning the reduction of the Battle Ground UGA, there is no reason to remand this case for further consideration.

Ridgefield

As with the cities of Camas and Battle Ground, the CP for Ridgefield adopted a 75/25 ratio for single-family to multi-family designations. Ridgefield is not in compliance with the Act unless and until it adopts the 60/40 ratio and implements the same with appropriate DRs.

Because Ridgefield's UGA must be reevaluated, we will review the industrial lands decisions in order to provide guidance for the re-examination.

The Ridgefield city limits are located some 3 miles west of the 179th street junction with I-5. Known to all as the "junction," this undeveloped, agriculturally-based area was seen as the last virgin industrial territory available within 30 minutes of the Portland metropolitan area. In the 1980's, the Port of Ridgefield acquired and improved acreage at the junction for industrial purposes. As an accommodation for this industrial growth, the City assisted in obtaining funding to build a pressurized sewer line from the junction to the City's sewage treatment plant. This pressurized line was dedicated for industrial purposes only and was not to be used for any residential growth along its length. Currently the area around the junction has a low residential occupancy, small commercial and industrial uses and, like Alex Rodriguez, vast potential as yet unrealized. Recognizing this potential and the need for higher wages than those provided by service industries, Clark County and Ridgefield determined that the area around Ridgefield should be planned as a regional employment center. The UGA for Ridgefield was established with this regional employment center concept as the forerunner.

The County was confronted with two difficulties under the GMA in achieving its purpose of tying Ridgefield and the junction together. The first involved provisions of RCW 36.70A.110(3) that urban government services are to be provided by cities and are not to be provided in rural areas. The second was the prohibition of siting urban uses, such as industrial designations, outside of urban growth areas. In order to resolve these conflicts and ultimately allow the building of a gravity flow sewer and water system to the junction area from the City, the County established a circular "bell" around the City and a smaller "bell" augmented with urban reserve areas around the junction. The two "bells" were then connected by a wide "bar". In order to accomplish this gerrymandered UGA, the County committed thousands of acres of land that would have otherwise been designated as resource lands (Ex. 77).

While the regional employer concept is laudable and achievable, particularly under recent amendments to the GMA, the methodology chosen by the County is not in compliance with the Act. The use of 3 miles of resource lands to connect the "bells" and provide a topographical feature for a later to be installed gravity flow sewer and water system does not comply with the Act under the record shown here. As noted by both the City and the County, the area around the junction is not and never will be an urbanized residential area. The only urbanization involves the hope that some day a major employer will view the site as "econotopia".

On remand the County will want to consider the use of amendments found in ESB 5019 (Ch. 190, Laws of 1995) and the amendment to RCW 36.70A.110(4) implemented by EHB 1305 (Ch. 400, Laws of 1995) to accomplish its goals for the Ridgefield area while still achieving compliance with the Act. If the County decides to retain the industrial urban reserve area designation, it too could provide a vehicle to achieve the regional employment center goal. The County might also consider an expanded presence by the Port of Ridgefield. The record here does not contain information on the relationship of the Port to the junction area and the use that that relationship could be put to.

LaCenter

Petitioner Beck alleged that his property should have been included in the LaCenter UGA as being adjacent to urban growth. The property has been designated agricultural since 1980 and is so designated in the current CP. It is under agricultural current use tax deferral status and does not have any current urbanization. The same situation exists as to the Woverton petition, except the prior zoning was rural estates and the 1994 CP designated the property agri-forest. It too is in the current use tax deferral program as agricultural property. The petitioners in those two cases have not carried their burden of proof of showing a violation of the GMA by exclusion of their property from the LaCenter UGA. There is no need to remand that decision to the BOCC even though re-examination of LaCenter's UGA is necessary.

ISSUES FOR WHICH WE COULD NOT FIND A CONVENIENT CATEGORY

Open Space Corridor

Given that the UGA of Camas must be maintained at the municipal boundaries in order to comply with the Act and that re-examination of Vancouver's UGA is in order, petitioners' contention that RCW 36.70A.160 required an open-space corridor between the two UGAs is not strictly an issue for resolution. However, it is clear from the language of the statute that such an "open-space corridor" need only be identified "within and between urban growth areas." The

statute adds that such identification cannot be used to designate the area as agriculture or forest for the sole purpose of maintaining the land as a corridor unless a local government purchases development rights.
The land between Vancouver and Camas includes an area called Fishers Swale, which should be reviewed by the County as it adopts a critical areas ordinance to determine consistency with its CFPs and with RCW 36.70A.160.

LOS Standards

Many petitioners challenged the traffic and road LOS decisions of the County. The record reveals that the County reviewed and analyzed the various options available in establishing these LOS standards. There is wide discretion afforded to a local government in establishing LOS standards. There was no violation of the GMA, shown by this challenge.

The transportation element of the CP does not include a traffic forecast as required by RCW 36.70A.070(6)(b)(iv). Clark County argued that the information was contained in various other documents. The Act requires that it be contained in the CP. Referencing other documents is not in compliance with the GMA. *Reading*.

Water, Sewer and Storm Water

As part of its CP, Clark County adopted "direct" concurrency requirements for a number of public services including water. At p. 6-4, the CP provided that:

> "...While the *GMA* requires direct concurrency only for transportation facilities, this plan extends the concept of direct concurrency to cover other critical public facilities of water, sanitary sewer and storm drainage."

While Clark County has been involved in a significant study of its water issues through its water plan (Ex. 912), it has failed to adopt any of the strategies contained in the plan for implementation measures. Having adopted a "direct" concurrency requirement through its CP, the GMA requires that implementing DRs be imposed that prohibit new development from reducing established levels of service. Clark County has not done this and thus is not in compliance with the Act.

Clark County also contended that since it owns no sanitary sewer or water systems, it was not

required to comply with RCW 36.70A.070(3) which requires a CP to include a capital facilities plan element that consists of:

> "(a) An inventory existing capital facilities *owned by public entities*, showing the locations and capacities of the capital facilities (italics added);
> (b) a forecast of the future needs for such capital facilities;
> (c) the proposed locations and capacities of expanded or new capital facilities;
> (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
> (e) a requirement to reassess 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 within the capital facilities plan element are coordinated and consistent."

The language of that statute involves facilities owned by "public entities" and does not limit capital facilities planning to only those facilities owned by the County. Public facilities that are owned by cities and are covered in a different comprehensive plan do not need reiteration in a County's plan. Other facilities owned by "public entities" do need to be included in order to adequately assess and fulfill the requirements of RCW 36.70A.070(3). Clark County's failure to take this action was a violation of GMA.

Clark County further argued that if such a requirement existed it would merely incorporate the capital facilities plans of other public entities. This argument misses the point. The overall purpose of the capital facilities element of a comprehensive plan is to see what is available, determine what is going to be needed, figure out what that will cost, and determine how the expense will be paid. A simple incorporation of some other entity's plan without then reviewing the entire program in a coordinated manner to ensure consistency and achieve the goals and requirements of the Act would not be in compliance.

Petitioners also contended that Clark County's stormwater ordinance was insufficient compliance with the requirement of RCW 36.70A.070(1) to "provide guidance for corrective actions to mitigate or cleanse" stormwater runoff. The FSEIS (Ex. 79) at Ch. 5, p. 22 stated that:

> "Currently, most streams in the southern half of the County fail to meet water quality standards. The major source of pollution is runoff from development. The Clark County Storm Water Control Ordinance...will not correct pollution problems caused by <u>existing</u> development." (emphasis in original)

The CP at page 6-8 discussed the existing and future problems associated with stormwater drainage. County documents continually referred to basin plans and strategies contained therein. In order to comply with the Act, the County must implement these strategies through DRs. The County adopted no policies nor DRs to provide solutions to the existing and future problems of stormwater drainage. The County failed to comply with the requirements contained in RCW 36.70A.070(1).

Archeological and Historic Preservation

RCW 36.70A.020(13) provides:

> "*Identify* and encourage the *preservation of lands*, sites, and structures, that have historical or archaeological significance." (italics added)

Clark County and the cities have adopted CFP 13.2.3 and 13.2.4 which requires the establishment of criteria and programs to identify archeological and historic resources, to protect those resources, and to establish a process for resolving conflicts between preservation of the resources and development activities.

Various petitioners challenged the compliance of Clark County, Vancouver and Camas with these provisions. Clark County adopted a "historic archaeological and cultural preservation element" in its CP as did Vancouver (Ex. 651). Camas did not reference this issue in its CP.

Camas contended that since RCW 36.70A.070 does not require an archaeological and historic preservation element in the comprehensive plan, it had no obligation to address the issue. The argument, as far as it went, is correct. However, it overlooks two essential matters. First, the CFPs referenced above direct that cities will recognize and plan for archaeological and historic preservation. Secondly, we have held from our very first case, *Clark County I*, that the goals of the Act have substantive authority and must be considered and incorporated into all GMA actions. Camas has not complied with the CFP nor with the Act's archaeological goal and therefore is not in compliance.

Both Clark County's and Vancouver's CPs recognized the necessity for archaeological and historic preservation. Both also recognized the need for an updated and comprehensive inventory

of the area's cultural and historic resources. The last inventory by Clark County was in 1979 and by Vancouver in 1980. Both plans recognized the crucial role played by the Heritage Trust of Clark County, a public non-profit organization chartered in 1982 by Clark County. Both plans also acknowledged the need for regulatory action. At page 53 of Vancouver's CP, implementation measure 1 provided in part:

> "...Based on this inventory, develop and implement a comprehensive preservation and management plan and regulations...."

Policy 9.3.3 of Clark County's CP provided:

> "Revise the zoning ordinance to include provisions to permit the review of individual development, redevelopment and demolition plans to ensure protection and minimize the impacts on cultural, historic and*, particularly archaeological* resources." (italics added)

This record reveals that none of the actions provided in the CPs were taken. No inventory was initiated, no regulations were reviewed, and the only action taken subsequent to the adoption of the CPs was the disbanding of the Heritage Trust Board.

Vancouver did not address these issues in its brief. Clark County raised the specter of Initiative 164. As we stated in the critical areas section of this Order, the GMA does not exempt counties and cities from compliance because of Initiative 164.

Clark County and Vancouver are not in compliance with the GMA by their failure to adopt implementing mechanisms as required by their own CPs, the CFPs and the GMA. GMA fundamentally changes the planning concepts previously used in this state. One of those changes is that a comprehensive plan is no longer a binder full of pages that is placed on a shelf, the sole purpose of which is to give someone the responsibility of dusting. If it is in the plan, it must be implemented.

<u>Airports</u>

The challenges brought by various petitioners under this category involved both a specific designation complaint and more generalized "essential public facilities" issues. The specific designation issue involved a decision by the BOCC to classify land known as the "Clark Aerodrome" as a light industrial area. Petitioners desired a "public facility" designation.

The property is located outside the Vancouver city limits but within its UGA. The airport is privately owned but was available for public use. Before the 1994 public hearings were completed, the owner had closed the airport. This closure was acknowledged by the Federal Aviation Administration. The Vancouver Planning Commission, City Council and Clark County Planning Commission had recommended that the property receive a public facilities designation. The basis upon which the BOCC decided to designate the area light industrial is best summarized at page 2 of the intervenor property owner's brief as follows:

> "The property has been surrounded by encroaching urban development. The designation is wholly consistent with the practical application of the land. It has an industrial park to the north, an active mine to the south and residential to the west and east of the site (within the former flight path). The property immediately to the east (owned by the Intervenor) received approval for a preliminary plat, known as Cedar View with a condition that a "Covenant Running with the Land" be placed on the subject property forever to prohibit use of the property for airport purposes."

After review of this record we find that petitioners have not sustained their burden of proof as to this issue. A local government, whether it is a county or a city, has a wide range of discretion in determining specific designations within an UGA under the Act. The GMA establishes many standards as to the establishment of an UGA but provides no goals nor requirements for specific designations within it. Resource lands and even rural areas have particular goals and standards not found for the area within a properly established UGA.

Petitioners' generalized issues challenged compliance with GMA requirements for public facilities and the County's CPPs. In accordance with RCW 36.70A.070(6)(b)(i), the CP included an inventory of air transportation facilities and services to define existing capital facilities and travel levels "as a basis for future planning." In addition to that requirement, RCW 36.70A.210 (3) requires that the CPPs address county-wide siting of essential public facilities. The County fulfilled both of these requirements.

RCW 36.70A.200(1) requires that a comprehensive plan "shall include a process for identifying and siting essential public facilities." Airports are contained within the definition of that statute as an essential public facility. Clark County's CP policy 3.3.21 directed that a "Clark County Airport Analysis" study be undertaken. The scope of that future study was to include some 6

different matters, one of which was completion of the *1984 Airport Systems* planning effort. The other matters included determining whether to establish airport advisory committee, developing forecasts investigating current and planned land uses, etc. Essentially, the study would be used to decide whether more studies ought to take place and, amazingly, whether the 1984 study ought to be completed. This does not qualify as a process for siting essential public facilities. Clark County is in violation of RCW 36.70A.200(1).

Additionally, RCW 36.70A.200(2) provides that neither a comprehensive plan nor a development regulation "may preclude the siting of essential public facilities." Clark County is not in compliance with the GMA because, as to airports, it has violated this subsection.

The CP allows an airport as an outright use within urban areas. Regardless of the questionable reality of such a provision, we note that the plan goes no further in restricting incompatible uses surrounding current or future airport sites. As can readily be seen in the quote from intervenor's brief referenced above, the Clark Aerodrome closed largely because of the County's failure to properly regulate the surrounding area. During the hearings on the merits we were provided with an illustration of the Evergreen Airport flight path showing surrounding urbanization which will likely lead to the same death knell as befell the Aerodrome.

The concept of "siting" involves future applications but also, particularly in the case of airports, requires efforts towards maintenance of current facilities. Development regulations are an appropriate vehicle to prevent the encroachments that make siting and maintenance of existing public facilities so difficult. On remand Clark County must re-examine its approach to the areas surrounding existing airports.

This inattention to surrounding areas was dramatically illustrated by a portion of case #95-2-0057 (Sadri/Mill Plain property). The property under challenge in that case was designated residential in the CP. As noted by that petitioner, the property is "directly in the flight path of Clark County's busiest private airport" with the main air strip approximately 100 yards west of petitioner's land. Property north of this airport was being developed as multi and single-family residential, and high density apartment units were being built to the south and east. On remand the BOCC must reconsider this residential designation in light of RCW 36.70A.200(2).

Effective Notice and Public Participation

Petitioners complained that the effective notice requirements of RCW 36.70A.140 were violated because no specific notice (direct mailing) of proposed designations was made. The GMA does not require a particular methodology of providing for early and continuous public participation. An abundance of information was distributed early and continuously by Clark County (see page 5). Petitioners have failed to show that a violation of the GMA occurred by the failure to directly mail notices to affected property owners.

Public participation challenges were also made concerning the joint Planning Commission/BOCC hearings. Each hearing between September and December 1994 imposed restrictions on oral statements. A 3 minute limitation for each speaker was established, each speaker was allowed only one opportunity to speak and restrictions as to the content of the oral presentation were imposed. We do not find a violation of the GMA public participation goals and requirements because of these restrictions.

The 3 minute limitation on oral presentations was softened by the availability of unlimited written submissions. In light of the tremendous scope of the CP and DR adoptions, we do not find that the County was required to allow more time to each participant. Although many attorneys complained about the restriction of only one appearance per meeting when multiple representations were the norm, the County was within its discretion, particularly as unlimited written presentations were allowed.

At one public hearing, an attorney began his presentation by disputing the County's authority to limit the content of the presentation. The BOCC Chairperson indicated that no oral presentation concerning the imposed restrictions would be allowed and prevented further discussion of this issue. It would have been in keeping with the public participation goals and requirements of the Act to allow a presentation of why the restrictions were inappropriate. However, the County's failure to do so under the circumstances that existed in this record is not a violation of the GMA. RCW 36.70A.140 provides that errors in exact compliance shall not be the basis for invalidation if the "spirit of the procedures is observed". This one minor instance of violation of public participation is not sufficient to remand the entire CP.

As part of its public participation process, Clark County invited any property owner to submit written comments (objections) to his/her designation established in the draft CP. Over 250 individual objections were registered with the County. Many of those property owners became petitioners in this case.

Various summaries of the individual objections were compiled by planning staff. Some of the objections were accepted and became part of the recommended final draft of the CP. Others were disputed. During its deliberative process, the Planning Commission expressed frustration at the inability to individually deal with each of these objections because of time constraints. Ultimately, the Planning Commission recommended that a special hearing examiner be appointed and a hearing be allowed on each complaint. The BOCC determined that there was sufficient information before them to make a determination on these objections.

We find no violation of the Act from the BOCC decision not to appoint a special hearings examiner and/or otherwise provide a hearing on each of these disputes. The record before us reveals that the BOCC had the information available, discussed the information, and exercised appropriate discretion as to the particular method of obtaining and resolving the facts presented by the objections. None of the petitioners sustained their burden of showing that the BOCC failed to comply with the public participation goals and requirements of the Act.

Commercial Designations

As noted previously, the GMA does not establish goals or requirements for specific designations within a properly established UGA. The scope of discretion to choose from a range of reasonable options is very wide when dealing with this issue. We have carefully reviewed the record with regard to the claims of misdesignations that either allowed or did not allow commercial locations presented by petitioners Ratermann, Sadri (except as noted in the airport section) and the North Salmon Creek Neighborhood Association. In none of the cases have petitioners sustained their burden of showing a violation of the GMA. The designations of these areas by Clark County were well within its range of discretion. The GMA does not allow us to substitute a "better choice." We deal only with whether a choice violates the goals and requirements of the Act.

ORDER

We have spent many pages of this Order discussing features and decisions found to be not in compliance with the Act. What must not be overlooked is the incredible scope of decisions that were made by the County and the cities that were correctly done. The record continually showed dedication, hard work and intelligence from citizens, staff and elected officials. While there are improvements that can be made, the overall quality of the work is excellent. We acknowledge the efforts of all who participated in this GMA process in Clark County.

In order to comply with the Act, the following actions must be taken:

A. By Clark County:

1. Resolve the inconsistency in CP Policies 6.2.2, .3, and .7;

2. Eliminate the prohibition of mining within the 100-year floodplain or adopt an analysis which substantiates the prohibition;

3. Adopt techniques to buffer resource lands in accordance with the CFP and GMA. Strong consideration must be given to aggregation of nonconforming lot sizes as well as other techniques to reduce the impact of the parcelizations that occurred between 1991 and 1994. Adopt development regulations that prevent incompatible uses from encroaching on resource land areas;

4. Increase the minimum lot sizes of rural areas located north of the "rural resource line";

5. Eliminate areas that would have otherwise been designated as resource lands from inclusion in an urban reserve area;

6. Adopt DRs that protect critical areas in addition to the existing wetland ordinance and review them for consistency with the comprehensive plan;

7. Review the existing wetland ordinance for consistency with the comprehensive plan;

8. Adopt the OFM population projection. Revise the number in light of current

information over the preceding, now, 4-year period to coincide with the year 2012 expiration date. Reevaluate the rural allocation based upon updated analysis of the effect of prior segregations. Analyze an appropriate relationship between the concept of urban reserve areas and market factors. Restrict the UGA of the City of Camas to its municipal boundary. Eliminate the UGA in the Columbia River Gorge National Scenic Area. Strongly consider allocating a larger population figure for areas surrounding Vancouver which are already characterized by urban growth, rather than areas surrounding other cities which are only adjacent to areas characterized by urban growth and which have resource lands that require buffering;

9. Reevaluate and appropriately designate the areas between the UGAs of Vancouver and Camas;

10. Specifically identify, after recalculation, the amount of acreage designated as prime. Eliminate the barbell effect of the Ridgefield UGA and the use of resource lands within the UGA. Analyze and evaluate the impact of ESB 5019 on the industrial urban reserve areas and adopt the criteria set forth therein. Strongly consider adoption of development regulations that prohibit the conversion of prime industrial area designations to other uses;

11. Place a 10-year traffic forecast in the comprehensive plan;

12. Comply with the requirements of RCW 36.70A.070(3) in the capital facilities element of the comprehensive plan;

13. Adopt DRs that implement concurrency requirements for potable water supply;

14. Adopt appropriate DRs to implement the strategies and policies for stormwater drainage issues;

15. Follow the direction of the CFP and GMA in adopting implementation mechanisms for archeological and historic preservation;

16. Comply with the requirements of RCW 36.70A.200 for airport siting and reevaluate the residential designation of the Sadre/Mill Plain property;

B. By Vancouver:

1. Review the critical area ordinance for consistency with the comprehensive

plan;

2. Include a 10-year traffic forecast in the comprehensive plan;

3. Adopt implementation mechanisms that implement the archeological and historic preservation policies of the comprehensive plan;

4. Determine appropriate designations for the 5,000 acres of land currently designated industrial which is not suited for that purpose;

5. Adopt appropriate infill DRs to include a transit overlay ordinance;

C. Camas:

1. Adopt a 60/40 ratio of single family to multi-family housing in order to comply with the CFP. Adopt appropriate development regulations to implement that policy;

2. Review the critical area ordinance for consistency with the comprehensive plan;

3. Adopt appropriate implementation mechanisms for archeological and historic preservation;

4. Comply with the stormwater drainage requirements of RCW 36.70A.070(1);

D. Battle Ground:

1. Adopt a 60/40 ratio of single family to multi-family housing in order to comply with the CFP. Adopt appropriate DRs to implement that policy;

2. Adopt appropriate DRs for infill requirements;

3. Adopt DRs for affordable housing requirements;

4. Adopt appropriate policies and DRs for stormwater drainage and flooding as required by RCW 36.70A.070(1);

E. Ridgefield:

1. Adopt a 60/40 ratio of single family to multi-family housing in order to comply with the CFP. Adopt appropriate DRs to implement that policy;

2. Adopt implementing development regulations to further affordable housing

requirements.

Because the work necessary to achieve compliance is exhaustive and interrelated, we extend the full 180 day period to the County and cities in order to complete these tasks.

This is a Final Order under RCW 36.70A.300 for purposes of appeal.

So ordered this 20th day of September, 1995.

_____
William H. Nielsen
Presiding Officer

_____
Les Eldridge
Board Member

_____
Nan A. Henriksen (Except Urban Section)
Board Member

Exhibit B

BEFORE THE GROWTH MANAGEMENT HEARINGS BOARD
EASTERN WASHINGTON REGION
STATE OF WASHINGTON

KITTITAS COUNTY CONSERVATION, RIDGE AND FUTUREWISE, Petitioners, v. KITTITAS COUNTY, Respondent.	Case No. 10-1-0013 **FINAL DECISION AND ORDER**

I. SYNOPSIS

This appeal considers a Petition for Review (PFR) in which Kittitas County Conservation, RIDGE and Futurewise (Futurewise) allege Kittitas County (County) failed to *adopt* transportation concurrency regulations as required by the Growth Management Act (GMA). In this Order, the Board finds that Petitioners' appeal is not time barred and the Board has jurisdiction to hear this "Failure to Act" appeal. The Board also finds the County has failed to adopt a transportation concurrency ordinance, as required by RCW 36.70A.070(6)(b). Because the County has failed to adopt such measures, there are no relevant plan components or development regulations to invalidate.

II. PROCEDURAL BACKGROUND

On December 6, 2010, Kittitas County Conservation, RIDGE, and Futurewise (collectively Petitioners) filed a Petition for Review (PFR) with the Growth Management Hearings Board – Eastern Washington Region (Board).

A Hearing on the Merits for this matter was conducted on May 2, 2011 in Ellensburg, Washington. Board members Joyce Mulliken, Raymond Paolella, and James McNamara

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

were in attendance; Board member Mulliken presiding. Petitioners were represented by Tim Trohimovich. Kittitas County was represented by Neil Caulkins.

III. PRESUMPTION OF VALIDITY, BURDEN OF PROOF, AND STANDARD OF REVIEW

Comprehensive plans and development regulations, and amendments, are presumed valid upon adoption.[1] This presumption creates a high threshold for the Petitioners as the burden is on the Petitioners to demonstrate that action taken by Kittitas County is not in compliance with the GMA.[2]

The Board is charged with adjudicating GMA compliance and, when necessary, invalidating noncompliant plans and development regulations.[3] The scope of the Board's review is limited to determining whether Kittitas County has achieved compliance with the GMA only with respect to those issues presented in a timely petition for review.[4] The GMA directs the Board, after full consideration of the petition, to determine whether there is compliance with the requirements of the GMA.[5] The Board shall find compliance unless it determines that the challenged action is clearly erroneous in view of the entire record before the Board and in light of the goals and requirements of the GMA.[6] In order to find Kittitas County action clearly erroneous, the Board must be "left with the firm and definite conviction that a mistake has been committed."[7]

---

[1] RCW 36.70A.320(1) provides: [Except for the shoreline element of a comprehensive plan and applicable development regulations] comprehensive plans and development regulations, and amendments thereto, adopted under this chapter are presumed valid upon adoption.
[2] RCW 36.70A.320(2) provides: [Except when city or county is subject to a Determination of Invalidity] the burden is on the petitioner to demonstrate that any action taken by a state agency, county, or city under this chapter is not in compliance with the requirements of this chapter.
[3] RCW 36.70A.280, RCW 36.70A.302
[4] RCW 36.70A.290(1)
[5] RCW 36.70A.320(3)
[6] RCW 36.70A.320(3)
[7] *City of Arlington v. CPSGMHB,* 162 Wn.2d 768, 778, 193 P.3d 1077 (2008)(Citing to *Dept. of Ecology v. PUD District No. 1 of Jefferson County,* 121 Wn.2d 179, 201, 849 P.2d 646 1993); See also, *Swinomish Tribe, et al v. WWGMHB,* 161 Wn.2d 415, 423-24, 166 P.3d 1198 (2007); *Lewis County v. WWGMHB,* 157 Wn.2d 488, 497-98, 139 P.3d 1096 (2006).

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

In reviewing the planning decisions of cities and counties, the Board is instructed to recognize "the broad range of discretion that may be exercised by counties and cities" and to "grant deference to counties and cities in how they plan for growth." [8] However, Kittitas County's actions are not boundless; those actions must be consistent with the goals and requirements of the GMA.[9]

Thus, the burden is on Petitioner to overcome the presumption of validity and demonstrate that the challenged action taken by Kittitas County is clearly erroneous in light of the goals and requirements of the GMA.

IV. BOARD JURISDICTION

The Board finds the Petition for Review was timely filed pursuant to RCW 36.70A.290(2); and the Board has jurisdiction over the subject matter of the petition pursuant to RCW 36.70A.280(1).

V. STATEMENT OF THE ISSUE

Does Kittitas County's failure to adopt a transportation concurrency requirement in its implementing regulations violate RCW 36.70A.020(12), 36.70A.040(4), and 36.70A.070(6)?

---

[8] RCW 36.70A.3201 provides, in relevant part: In recognition of the broad range of discretion that may be exercised by counties and cities consistent with the requirements of this chapter, the legislature intends for the boards to grant deference to counties and cities in how they plan for growth, consistent with the requirements and goals of this chapter. Local comprehensive plans and development regulations require counties and cities to balance priorities and options for action in full consideration of local circumstances. The legislature finds that while this chapter requires local planning to take place within a framework of state goals and requirements, the ultimate burden and responsibility for planning, harmonizing the planning goals of this chapter, and implementing a county's or city's future rests with that community.

[9] *King County v. CPSGMHB,* 142 Wn.2d 543, 561, 14 P.2d 133 (2000)(Local discretion is bounded by the goals and requirements of the GMA). See also, *Swinomish,* 161 Wn.2d at 423-24. In *Swinomish,* as to the degree of deference to be granted under the clearly erroneous standard, the Supreme Court has stated: The amount [of deference] is neither unlimited nor does it approximate a rubber stamp. It requires the Board to give the [jurisdiction's] actions a "critical review" and is a "more intense standard of review" than the arbitrary and capricious standard. *Id.* at 435, Fn.8.

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

VI. DISCUSSION OF THE ISSUE

- **Applicable Law**

RCW 36.70A.020(12) is the GMA's Public Facilities and Services goal. It provides:

> 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.**

RCW 36.70A.040(4) sets forth the requirement for implementing development regulations and provides, in relevant part [emphasis added]:

> Any county or city that is required to conform with all the requirements of this chapter, as a result of the county legislative authority adopting its resolution of intention under subsection (2) of this section, shall take actions under this chapter as follows: … (d) the county and each city that is located within the county **shall adopt a comprehensive plan and development regulations that are consistent with and implement the comprehensive plan not later than four years from the date the county legislative authority adopts its resolution of intention,** but a county or city may obtain an additional six months before it is required to have adopted its development regulations by submitting a letter notifying the [Department of Commerce] its need prior to the deadline for adopting both a comprehensive plan and development regulations.

RCW 36.70A.070(6)(b) sets forth the requirement for transportation planning and provides, in relevant part [emphasis added]:

> (b) After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW 36.70A.040, local **jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted** in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development …

- **Timing of the Appeal**

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

Petitioners state Kittitas County opted into the GMA voluntarily on December 27, 1990 through the passage of Resolution 90-138 and adopted its first Comprehensive Plan (CP) on July 26, 1996.[10] Petitioners contend the County was required to adopt transportation concurrency regulations and it has failed to do so, even though it has updated its Comprehensive Plan and Development Regulations.[11] According to Petitioners, although Kittitas County does have regulations addressing road standards, contained in Kittitas County Code (KCC) 12.01.090, these regulations do not meet the GMA's requirement for concurrency primarily because they lack key terminology – e.g. "prohibit development that causes a decline in level of service below adopted standards."[12]

In response, Kittitas County notes its Comprehensive Plan "establishes levels of service and limits development to that which will not denigrate those levels."[13] Specifically, the County cites to various policies within its CP that address level of service standards and the maintenance of those standards by development.[14] Kittitas County also contends it has a "series of regulations that create a comprehensive plan for insuring transportation currency" which satisfy the GMA's requirements.[15] According to the County, these regulations have been in place since July 2005, and were not amended by Ordinance 2010-12,[16] and therefore are not subject to challenge as the 60-day appeal period has expired.[17]

---

[10] Petitioners' Opening Brief, at 4.
[11] Petitioners' Opening Brief, at 4.
[12] Petitioners' Opening Brief, at 5-6.
[13] County Response, at 5 (citing to Comprehensive Plan Chapter 4 Transportation).
[14] County Response, at 5-6 (citing GPO 4.13, GPO 4.19, GPO 4.26, GPO 4.27, GPO 4.30, GPO 6-1, and GPO 6-2).
[15] County Response, at 5-10 (citing to various provisions within KCC 15.04, KCC 12.01, KCC 16.04, KCC 16.20, KCC 16.32, KCC 16.36).
[16] Ordinance 2010-12 is the County's most recent update to its Comprehensive Plan. It was adopted November 2, 2010.
[17] County Response, at 11 (citing RCW 36.70A.290(2) and *Thurston County v. WWGMHB,* 165 Wn.2d 329 (2008)(Limited failure to revise challenges under 36.70A.130)).

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

In reply, Petitioners first argue the appeal period has not yet expired, "[S]ince *there has not been the adoption of a concurrency ordinance or the publication of a notice of adoption, the sixty day appeal period has not yet begun."*[18]

The GMA establishes a mandatory duty to "adopt and enforce" a transportation concurrency ordinance; therefore, based on the language of RCW 36.70A.040(4), Kittitas County had until December 27, 1994 to adopt a comprehensive plan and development regulations, including those related to transportation concurrency. Kittitas County contends its road standards have been "un-appealed since 2005" and there is no amendment to the GMA which would necessitate further amendment to the County's Ordinance 2005-30 and KCC Ordinance No. 2010-12 did not amend its concurrency regulations.

The County is mistaken in relying upon the absence of recent amendments to its own or the GMA's concurrency provisions. This appeal is brought as a "Failure to Act" challenge. A "Failure to Act" under the GMA was referred to by the Washington Supreme Court in *Skagit Surveyors and Engineers v. Friends of Skagit County, 135 Wn. 2d 542, 558-59 (1998),* and is based upon RCW 36.70A.180(1). WAC 242-02-220(5) provides that a Failure to Act petition may be brought at any time after the specified statutory deadline for action has passed. Because the question posed in this appeal is whether the County *failed to act* to comply with the RCW 36.70A.070(6)(b) requirements to adopt a concurrency ordinance, the appeal is timely. The Board has jurisdiction under RCW 36.70A.290(a) to hear failure to act appeals to determine whether the County is in compliance with the GMA as it relates to the adoption of development regulations.

- **Transportation Concurrency**

Concurrency is incorporated in the GMA in several ways. The first place is Goal 12 of the Act which states:

[18] Petitioners' Reply Brief, at pg. 4, ln. 6.

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

> 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. RCW 36.70A.020(12).

As noted above, RCW 36.70A.070(6)(b) requires that local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan.

The requirements for the capital facilities elements also incorporate elements of concurrency**:**

> A capital facilities element consisting of: . . . e) a requirement to reassess 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 within the capital facilities plan element are coordinated and consistent. RCW 36.70A.070(3).

Under well established GMA principles, concurrency is intended to ensure that at the time of new development, public facilities and services are in place or are adequately planned. Its primary purpose is to avoid the predicament of development after development decreasing levels of service leading to complete failure with no funding plan in sight. If new development proceeds without a funding plan for associated public facilities, then local taxpayers may have to pay for those new facilities.

The County points to various provisions of the KCC in support of its argument that it has complied with its obligation to adopt a concurrency ordinance. For example the County points to: KCC 12.01.090 (regarding parcel creation); KCC 16.04.010(B) (regarding division and boundary line adjustments); KCC 167.12.040 (regarding subdivisions and administrative segregations); and KCC 16.20.050 (regarding plat approval).[19] All of these provisions have one thing in common – they pertain to the subdivision of property.

[19] County Response at 6-7.

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

However, "development" as contemplated by RCW 36.70A.070(6)(b) is not limited to the division of property. Many development activities that result in transportation impacts do not depend on land division. For example, a change in use from warehouse to retail can dramatically increase trip generation from a parcel, to the extent that this form of land development could result in the lowering of LOS standards below adopted levels. Construction on existing lots would likewise result in increased trip generation. Yet, the KCC contains no provision that would prohibit this type of development if LOS standards were to decline below adopted standards. During questioning at the HOM, the County was unable to cite any provisions that would prohibit development approval, aside from subdivision approval, if the development causes the level of service to decline below the County's adopted standards. In the absence of such fundamental provisions, it cannot be said the County has adopted a transportation concurrency ordinance.

The Board notes and is aware RCW 36.70A.070(6)(b) provides development approval that causes LOS to fall below adopted standards must be denied *unless* "transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Yet, here again, the KCC contains no such provisions. While the County notes GPO 4.13 requires new development that reduces County road LOS below adopted standards to mitigate their impacts,[20] there are no implementing development regulations in the KCC.

The Board agrees with the County that it has adopted LOS standards. GPO 4.26 and the County Transportation Plan adopt intersection LOS standards of "C" in rural areas and "D" in urban areas. These LOS standards have been adopted by reference into the KCC. However, these adopted LOS standards alone do not satisfy the requirement in RCW 36.70A.070(6)(b) that local jurisdictions "must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element

[20] County Response at 5.

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development."

Thus, on remand, the County must adopt development regulations that comply with RCW 36.70A.070(6)(b)'s requirement to "adopt and enforce ordinances which prohibit development approval" and which apply beyond subdivisions and boundary line adjustments.

CONCLUSION

The Board finds Petitioners have satisfied their burden of proof and have demonstrated Kittitas County has failed to adopt transportation concurrency regulations as required by RCW 36.70A.040(4) and 36.70A.070(6)(b). Therefore, the Board concludes Kittitas County's failure to adopt a transportation concurrency ordinance is clearly erroneous in view of the entire record before the Board and in light of the goals and requirements of the GMA.

- **Invalidity**

As provided in RCW 36.70A.302, the Board may invalidate all or part of a comprehensive plan or development regulation if the Board has found the County non-compliant and determines the continued validity of a comprehensive plan or development regulations would substantially interfere with the fulfillment of the GMA's goals. Within both their PFR and briefing, Petitioners requested a Determination of Invalidity be imposed. Specifically, in Petitioners' briefing they seek invalidity for the Upper Teanaway Subarea Planning Process as reflected in Resolution 2009-100, contending the lack of transportation concurrency will substantially interfere with RCW 36.70A.020(12). Kittitas County argues Petitioners' request must be denied because there is no government action to which an order of invalidity could be applied.[21]

By the very nature of a failure to act challenge there is no comprehensive plan or development regulation for the Board to invalidate. Rather, what Petitioners seek to

[21] County Response, at 12-13

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

invalidate is a resolution adopted in July 2009 that sets in motion a process for the Upper Teanaway Subarea Plan. Resolution 2009-100, in and of itself, does not adopt a policy, a goal, or a regulation; rather it speaks to the establishment of a process to develop recommendations for presentation to the Planning Commission and Board of County Commissioners "as a possible amendment to the Kittitas County Comprehensive Plan."[22] Even if Resolution 2009-100 did amend the County's comprehensive plan or development regulations, the time for challenging its validity was 60 days after its publication, not with the filing of a PFR in 2010.

Therefore, finding no comprehensive plan or development regulation the subject of these proceedings, the Board will not enter a Determination of Invalidity in this matter.

VII. ORDER

Based upon the foregoing, Kittitas County is ordered to adopt transportation concurrency regulations, as required by RCW 36.70A.070(6) within 180 days. The following schedule for compliance, briefing and hearing shall apply:

Compliance Due on identified areas of noncompliance	December 5, 2011
Compliance Report/Statement of Actions Taken to Comply and Index to Compliance Record	December 19, 2011
Objections to a Finding of Compliance	January 2, 2012
Response to Objections	January 16, 2012
Compliance Hearing (Telephonic) **360 407-3780 pin 861703#**	January 24, 2012

DATED this 6th day of June, 2011.

_____
Joyce Mulliken, Board Member

_____
Raymond L. Paolella, Board Member

[22] Resolution 2009-100, at 3

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

James McNamara, Board Member

Pursuant to RCW 36.70A.300 this is a final order of the Board.[23]

[23] Reconsideration. Pursuant to WAC 242-02-832, you have ten (10) days from the date of mailing of this Order to file a motion for reconsideration. The original and three copies of a motion for reconsideration, together with any argument in support thereof, should be filed with the Board by mailing, faxing or otherwise delivering the original and three copies of the motion for reconsideration directly to the Board, with a copy served on all other parties of record. Filing means actual receipt of the document at the Board office. RCW 34.05.010(6), WAC 242-02-240, WAC 242-020-330. The filing of a motion for reconsideration is not a prerequisite for filing a petition for judicial review.
Judicial Review. Any party aggrieved by a final decision of the Board may appeal the decision to superior Court as provided by RCW 36.70A.300(5). Proceedings for judicial review may be instituted by filing a petition in superior Court according to the procedures specified in chapter 34.05 RCW, Part V, Judicial Review and Civil Enforcement. The petition for judicial review of this Order shall be filed with the appropriate Court and served on the Board, the Office of the Attorney General, and all parties within thirty days after service of the final order, as provided in RCW 34.05.542. Service on the Board may be accomplished in person or by mail, but service on the Board means actual receipt of the document at the Board office within thirty days after service of the final order. A petition for judicial review may not be served on the Board by fax or by electronic mail.
Service. This Order was served on you the day it was deposited in the United States mail. RCW 34.05.010(19).

Growth Management Hearings Board
319 7th Avenue SE, Suite 103
P.O. Box 40953
Olympia, Washington 98504-0953
Phone: 360-586-0260
Fax: 360-664-8975

Exhibit C

MRSC
Empowering local governments

Growth Management Act Basics

This page provides an overview of the Growth Management Act (GMA) in Washington State, including information on its goals, legal requirements, urban growth areas, the Growth Management Hearings Board, and other recommended resources.

It is part of MRSC's series on the Growth Management Act.

On this Page [hide]

Overview

Which Cities and Counties Are Required to Plan Under GMA?

Comprehensive Plans

Urban Growth Areas and Accommodating Future Growth

Natural Resource Lands and Critical Areas

Growth Management Hearings Board

Recommended Resources

Overview

The Growth Management Act (GMA) is a series of state statutes, first adopted in 1990, that requires fast-growing cities and counties to develop a comprehensive plan to manage their population growth. It is primarily codified under Chapter 36.70A RCW, although it has been amended and added to in several other parts of the Revised Code of Washington (RCW).

Under RCW 36.70A.020, the GMA establishes a series of 15 goals that should act as the basis of all comprehensive plans. The GMA specifically notes in the statute that the goals "are not listed in order of

priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations." Below you will find a list of those goals along with an abbreviated description (for the full descriptions, see RCW 36.70A.020).

GMA Goals (RCW 36.70A.020)

1. **Urban growth**. Encourage development in urban areas.
2. **Reduce Sprawl**. Reduce the inappropriate conversion of undeveloped land.
3. **Transportation**. Encourage efficient multimodal transportation systems.
4. **Housing**. Plan for and accommodate housing affordable to all economic segments.
5. **Economic development**. Encourage economic development throughout the state.
6. **Property rights**. Private property shall not be taken for public use without just compensation having been made.
7. **Permits**. Applications should be processed in a timely and fair manner.
8. **Natural resource industries**. Maintain and enhance natural resource-based industries.
9. **Open space and recreation**. Retain open space, enhance recreational opportunities.
10. **Environment**. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen participation and coordination**. Encourage the involvement of citizens.
12. **Public facilities and services**. Ensure that those public facilities and services necessary to support development shall be adequate.
13. **Historic preservation**. Identify and encourage preservation.
14. **Climate change and resiliency**. Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies adapt to and mitigate the effects of a changing climate.
15. **Shoreline management** (RCW 36.70A.480)

The Washington State Department of Commerce is the primary state-level contact for GMA-related issues. They provide technical assistance to help local governments comply with the GMA and implement their comprehensive plans effectively.

Which Cities and Counties Are Required to Plan Under GMA?

Twenty-eight of the 39 counties in Washington State must "fully plan" under the GMA, comprising

roughly 95% of the state's population. All cities and towns located within fully planning counties are also required to fully plan, except that certain cities and towns under 500 population may opt out under RCW 36.70A.130 (1)(b).

Eighteen of these 28 counties are required to fully plan under RCW 36.70A.040, while another 11 voluntarily opted in following the passage of the GMA in the 1990s. Once a jurisdiction has begun fully planning, it cannot opt out unless specifically authorized by law. One of those 11 "voluntary" GMA counties—Ferry County—later opted out under RCW 36.70A.040 (2)(b).

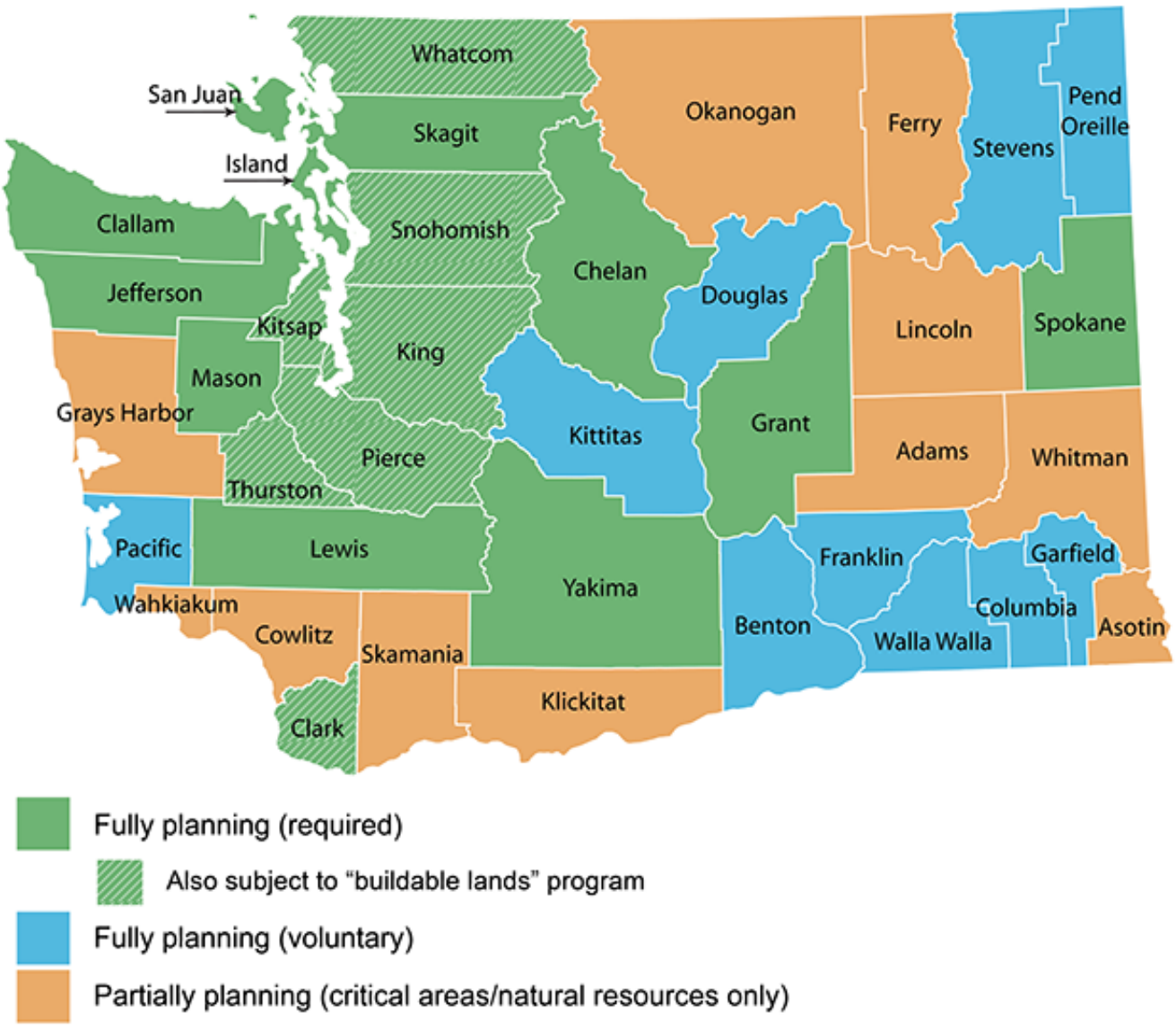
Occasionally, it matters whether a fully planning jurisdiction is *required* to plan or is *voluntarily* planning. For example, voluntary jurisdictions must get voter approval to implement the "REET 2" real estate excise tax, but voter approval is not needed for jurisdictions that are required to fully plan.

In addition to the basic GMA requirements, some fully planning counties have additional "buildable lands" planning requirements discussed below and/or participate in the Puget Sound Regional Council's Vision 2050 regional plan.

Any cities, towns, or counties that are not "fully planning" must still "partially plan" for critical areas and natural resource lands under the GMA.

The map below shows the planning status of each county.

Growth Management Act Requirements by County



Comprehensive Plans

The GMA establishes the comprehensive plan as the centerpiece of local long-range planning, which contains a vision, goals, objectives, policies, and implementation actions that are intended to guide day-to-day decisions by elected officials and local government staff. For information on the comprehensive planning process, see our page on Comprehensive Planning.

Urban Growth Areas and Accommodating Future Growth

Under the GMA, the state Office of Financial Management (OFM) develops population projections for the state and each county (see OFM's GMA county projections). Each "fully planning" county is then mandated to determine, in consultation with cities, where that growth should be directed to occur. Once these growth projections are adopted, then the county and cities are to use them in their comprehensive planning processes and make sure that their plans can accommodate the projected

level of growth (RCW 36.70A.115).

This process involves reviewing urban growth areas (UGAs), which are areas where "urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature" (RCW 36.70A.110). Based on OFM population projections, UGAs and zoning densities within them should be set to accommodate growth that is projected to occur in the county or city over the next 20 years, although they can provide additional capacity to accommodate a "reasonable land market supply factor" (RCW 36.70A.110(2)).

The GMA was amended in 2021 to require that designated cities also identify the capacity and actions needed to accommodate future housing growth within four household income categories (based on U.S. Housing and Urban Development Department guidelines using Average Median Income, or AMI): moderate (80-95% AMI), low (50-80% AMI), very low (30-50%), and extremely low (<30 AMI).

If the UGA review determines that future growth can't be accommodated within the existing boundaries of the UGA, or the UGA's developable lands exceeds future growth projects, the UGA may be changed subject to certain requirements such as limitations on floodplain areas and national historic reserves. In 2024, the GMA was amended to allow additional conditions under which UGAs may be revised (SSB 5834). Counties are responsible for designating, expanding, and reducing UGA boundaries, although they are required to consult with the cities in their determinations.

Areas within the UGA but outside city or town boundaries should be addressed by the adjacent city and the county through the county-wide planning policies process. Outside the UGA, cities and towns are limited in the actions they can take regarding those areas. For example, cities are highly limited in their ability to extend utilities and other governmental services outside the UGA (RCW 36.70A.110(4)). However, RCW 36.70A.211 creates a narrow exception to this rule, explicitly permitting an extension of public sewer (along with other public facilities and utilities) to "serve a school sited in a rural area that serves students from a rural area and an urban area" if specific conditions are met.

While all "fully planning" counties are required to conduct land capacity analyses to ensure their UGAs can accommodate future growth, Clark, King, Kitsap, Pierce, Snohomish, Thurston, and Whatcom counties also have to submit Buildable Lands reports that look back at actual development to determine if cities and counties have designated adequate amounts of residential, commercial, and industrial lands to meet the growth needs incorporated in their comprehensive plans (see Commerce's Buildable Lands page).

For more information on UGAs, see the Department of Commerce's Urban Growth Area Guidebook (2012).

Natural Resource Lands and Critical Areas

Under the GMA, all cities and counties - even if they are not subject to comprehensive planning - are directed to designate natural resource lands (including those related to forestry, agriculture, fisheries, and mining) and identify steps to preserve them. For more information, see the Department of Commerce's Natural Resource Lands page.

In addition, all cities and counties in Washington are also required to adopt critical areas regulations. As defined in RCW 36.70A.030(6):

> "Critical areas" include the following areas and ecosystems: (a) Wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas. "Fish and wildlife habitat conservation areas" does not include such artificial features or constructs as irrigation delivery systems, irrigation infrastructure, irrigation canals, or drainage ditches that lie within the boundaries of and are maintained by a port district or an irrigation district or company.

In 2023, SB 5374 amended RCW 36.70A.060 allowing a city of fewer than 25,000 people to adopt their county's GMA critical area regulations by reference. Counties and cities are required to include the best available science in developing policies and development regulations to protect the functions and values of critical areas (RCW 36.70A.172).

For more information, see our page on Critical Areas and the Department of Commerce's page on Critical Areas Protection, including their useful Critical Areas Handbook (2023).

Growth Management Hearings Board

The Growth Management Hearings Board resolves disputes concerning comprehensive plans and development regulations adopted under the GMA. The board is made up of five members (RCW 36.70A.250)

Challenges to the GMA are heard by a three-member panel comprised of two members residing in the geographic area of a challenge (Eastern Washington, Central Puget Sound, and Western Washington), with one acting as the presiding officer. A third member is drawn from one of the other regions. Each hearing panel must include "a member admitted to practice law in the state," a former city or county elected official, and must "reflect the political composition of the board" (RCW 36.70A.260).

The governor has the authority to impose sanctions on cities, counties, and state agencies that do not comply with the GMA, as determined by the Growth Management Hearings Board (RCW

36.70A.340-.345). Sanctions may include withholding or temporarily rescinding the authority to collect portions of one or more of the following:

- Motor vehicle fuel tax
- Transportation improvement account
- Rural arterial trust account
- Sales and use tax
- Liquor profit tax
- Liquor excise tax
- Real estate excise taxes (REET)

Under RCW 36.70A.330, a local government found by the Growth Management Hearings Board to be out of compliance with the GMA may not be found to be back in compliance unless it has amended the noncompliant plan or regulations and the amendments are compliant with the GMA.

The Growth Management Hearings Board website contains numerous resources, including a handbook (2023) for practicing before the board and digests of decisions (2023).

Recommended Resources

- **Washington State Department of Commerce**
  - Growth Management Services – The go-to resource for guidebooks, grants, training, and other resources to help jurisdictions comply with GMA
  - Short Course on Local Planning – Very helpful online resources and in-person training courses on most aspects of local planning in Washington, including a downloadable guidebook and a series of short videos including Growth Management topics, laws and guidebooks.
- **Office of Financial Management:** GMA County Projections – Population projections (updated every 5 years) for each county under low, medium, and high levels of growth, as well as population change over the last 10 years.

Last Modified: May 11, 2026

Disclaimer: MRSC is a statewide resource that provides general legal and policy guidance to support local government entities in Washington State pursuant to chapter 43.110 RCW. MRSC website content is for informational purposes only and is not intended as legal advice, nor as a substitute for the legal advice of an attorney. You should contact your own legal counsel if you have a question regarding your legal rights or any other legal issue.

© 2026 Municipal Research and Services Center of Washington (MRSC). All rights reserved. Privacy & Terms.

Follow us:











Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN





Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

May 17, 2022

ACKNOWLEDGEMENTS

CLARK COUNTY COUNCIL

Karen Dill Bowerman, Chair
Temple Lentz
Gary Medvigy
Julie Olson
Eileen Quiring-O'Brien

CLARK COUNTY PLANNING COMMISSION

Karl Johnson, Chair
Bryant Enge
Bryan Halbert
Aldo Lampson Veranzo
Steve Morasch
Ron Barca
Matt Swindell
Eldon Wogen

HOUSING PROJECT ADVISORY GROUP

Stephan Abramson
Ron Barca
John Blom
Sierk Braam
Kate Budd
Victor Caesar
Carol Collier
Nancy Dong
Yolanda Frazier
Julia Getchell
Mark Maggiora
Martha Maier
Christina Marneris
Julie Olson
Heidi Rosenberg
Eric Scott
Bryan Snodgrass
Dan Whiteley
Phil Wuest

COMMUNITY PLANNING STAFF

Oliver Orjiako, Director
Jacqui Kamp
Jenna Kay
Susan Ellinger
Jose Alvarez

CONSULTANTS

3J Consulting
ECONorthwest
JET Planning

TABLE OF CONTENTS

EXECUTIVE SUMMARY I
INTRODUCTION 1
Plan Background and Foundation 2
PROCESS 6
Public Participation 7
Housing Options Study 9
Housing Inventory and Analysis 13
Middle Housing Feasibility Analysis 18
Policy and Regulatory Review 20
Legislative Summary 22
Housing Options Case Studies 24
HOUSING ACTION PLAN 26
Recommendations 27
Recommended Strategies 28
IMPLEMENTATION AND MONITORING 45
Implementation Matrix 46
Monitoring Program 56
APPENDICES 57

EXECUTIVE SUMMARY

Like other communities in the region, the unincorporated area of the Vancouver Urban Growth Area (VUGA) is facing increasing housing prices alongside new population growth. Affordable rental and homeownership options are increasingly out of reach for current residents and those seeking a new life in the community.

In response to these concerns, Clark County initiated work on this Housing Options Study and Action Plan (HOSAP) with coordination with the Buildable Lands Report update and support of Washington Department of Commerce guidance and resources. The purpose of the HOSAP is to identify barriers to providing a greater variety of housing types and to develop strategies needed to provide future generations with access to affordable, quality, and flexible housing opportunities.

The unincorporated Vancouver Urban Growth Area is the focus of this plan as the county's urban jurisdiction. The area is where different types of housing (duplex, triplex, quadplex, condominiums, multi-family apartments, etc.) can be built and where urban services are available and can be provided in an efficient manner.



An 18-member Project Advisory Group (PAG) was appointed by the County Council and County Manager to provide input throughout the project and assist the county with developing recommendations for consideration by the public, the Planning Commission, and County Council. The advisory group represented a variety of interest groups and stakeholders including realtors and housing developers, advocates for affordable housing, people who are houseless, people who are aging or have a disability, and communities of color, and representatives for neighborhoods, schools, youth, and employers. The PAG met regularly for a year to learn and understand the issues and to develop consensus-based recommendations.



To understand, review and analyze the issues, the project included:

- Stakeholder interviews
- Housing inventory and analysis
- Audit of the county's land use policies, zoning, and regulations
- State legislative summary analysis
- Case study review of other jurisdictions working on similar initiatives
- Public feedback

This HOSAP document contains the information and analyses conducted to understand the issues, along with the list of recommended strategies the PAG developed to help the County remove regulatory barriers and provide more housing options in the VUGA.

OBJECTIVES

The following HOSAP objectives were developed based on key findings from community outreach and research and approved by the PAG to guide the creation and evaluation of action plan strategies.

1. Encourage housing development that meets the needs of middle-income households who are not being served in the current housing market.
2. Develop strategies to support the development of housing that is affordable to low, very low, and extremely low-income households.
3. Encourage diversity in housing types and tenure (rental/ownership), including expanding middle housing options and increasing multifamily feasibility.
4. Encourage the creation of a broad range of housing sizes to match the needs of all types of households (families, singles, students, older adults, disabled, or other unique population groups), with a focus on 1-2 person households not being served in the current housing market.
5. Guide development of diverse housing options to areas with access to transportation corridors and transit, commercial services, schools and parks, and conversely, support development of those same amenities in areas where more housing is added.

STRATEGIES

The Project Advisory Group met nine times over the course of the project to review potential strategies and recommend priority strategies that best achieve the County's goals and PAG's project objectives. The group identified 50 priority strategies, beginning on page 27 of this report. Strategies are grouped into four categories based on intended outcomes:

HOUSING OPTIONS

Housing option strategies are regulatory strategies that expand housing development options and enhance residential development feasibility of existing housing options. Development code updates primarily apply to private development as individual projects are proposed. While code updates do not mandate that certain housing types are built, they expand opportunities and enhance development feasibility of a wider range of residential dwelling types to support a broader range of private development proposals. Select code updates also support development of regulated affordable housing, either indirectly by reducing barriers for all residential development or directly through targeted code amendments.

AFFORDABLE HOUSING

Affordable housing strategies are intended to increase the feasibility of subsidized affordable housing for low, very low, and extremely low-income households. Strategies include code changes or the use of funding tools that directly support affordable housing.

PROGRAMS AND PARTNERSHIPS

The Programs and Partnerships category includes strategies relating to the administration of county programs (e.g., development permitting) or where the county's role is to support and/or collaborate with partners to develop solutions to community concerns.

ADVOCACY

Advocacy strategies relate to advocacy for state legislative changes to allow strategies and tools not currently available to the county.

Upon Council approval, county staff will begin implementing the following short-term strategies:

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
HOUSING OPTIONS					
HO-1 Reduce minimum lot sizes for existing permitted housing types in low and medium-density zones to use existing land more efficiently, and make supporting revisions to maximum densities that align with new lot sizes.	Short-Term	Low-Cost	Low-Effort	Middle Income	Legislative
HO-3 Increase minimum density in high-density zones from 47-60% to 60-80% of the maximum density, to support multifamily residential and smaller housing units.	Short-Term	Low-Cost	Low-Effort	Middle Income	Legislative

HO-4 Expand middle housing types permitted in the low and medium residential zones to expand housing options, and set dimensional and density standards equivalent to single-family detached dwellings to enhance development feasibility, such as allowing additional types of housing in low and medium density zones through a simpler review process, among other examples. *Please refer to full strategy on page 28.*	 Short-Term	 Low-Cost	 Medium-effort	 Middle Income	 Legislative
HO-5 Introduce minimum parking requirements specific to duplexes, triplexes and quadplexes that are less than parking requirements for single-family dwellings to balance site development feasibility with desire for off-street parking options, beginning with a 1 space per unit requirement. Consider opportunities for tandem parking and/or on-street parking to meet some of the parking requirements, and reductions for projects near transit.	 Short-Term	 Low-Cost	 Low-Effort	 Middle Income	 Legislative
HO-6 Revise minimum parking requirements for narrow lots, specifically townhouses, such as adjusting driveway spacing and access requirements. *Please refer to full strategy on page 29.*	 Short-Term	 Low-Cost	 Low-Effort	 Middle Income	 Legislative
HO-7 Implement state-mandated multifamily parking ratios of one per bedroom or 0.75 space for a studio for sites with access to high-quality transit, including regulated affordable housing. **STATE MANDATE**	 Short-Term	 Low-Cost	 Low-Effort	 Low Income	 Legislative
HO-9 Revise cottage housing standards, to increase development feasibility focused on creating clusters of small-scale units while providing a coherent site design with a balance of amenities.	 Short-Term	 Low-Cost	 Medium-effort	 Middle Income	 Legislative
HO-10 Revise open space and recreation area requirements for larger multifamily projects (13+ units), to reduce competition for site area on the highest density projects while focusing on the quality and accessibility of the open spaces to incentivize higher density development. Exempt any units over the minimum density or over 30 units/acre from triggering additional open space area.	 Short-Term	 Low-Cost	 Medium-effort	 Low Income	 Legislative

HO-11 Build on strong ADU provisions, such as removing parking requirements; removing discretionary design requirements; and allowing more than one ADU on a property, among other ideas. *Please refer to full strategy on page 31.*	 Short-Term	 Low-Cost	 Low-Effort	 Low/Medium Income	 Legislative
HO-14 Revise the definitions of "household," "housekeeping unit," and "family" per SB 5235/RCW 35.21 to remove numbers of unrelated persons that may define a household, a family, or occupy a dwelling unit. **STATE MANDATE**	 Short-Term	 Low-Cost	 Low-Effort	 Low Income	 Legislative
AFFORDABLE HOUSING					
AH-1 Expand options for affordable residential uses in commercial zones by allowing eligible affordable multi-family housing with no commercial component in all commercial zones.	 Short-Term	 Low-Cost	 Low-Effort	 Low/Medium Income	  Legislative & Administative
AH-2 Revise code to provide clarity on the review process and requirements for the conversion of existing motels and hotels into temporary or permanent affordable housing.	 Short-Term	 Low-Cost	 Low-Effort	 Low Income	 Legislative
PROGRAMS AND PARTNERSHIPS					
PP-10 Create a mobile and manufactured home resource page on the county webpage. The page should include links to state programs for park preservation and relocation assistance.	 Short-Term	 Low	 Low-Effort	 Low Income	 Administative
PP-11 Monitor/support state and partner efforts to monitor regulated affordable housing properties that are nearing their affordability expiration dates.	 Short-Term	 Low	 Low-Effort	 Low Income	 Administative

IMPLEMENTATION AND MONITORING

The Implementation Matrix on page 46 provides a blueprint for converting the recommended strategies in the HOSAP into actual regulatory and program changes. The Matrix includes information on proposed timelines, estimated cost, level of effort, and household income targets. Additionally, the proposed monitoring program will provide a system for measuring the effectiveness of housing strategies in achieving the HOSAP Objectives.

Community Planning will begin including as part of their annual work program proposal and presentation to Council, an update on the implementation of the HOSAP strategies. The update will describe prioritized areas of focus and a list of additional implementation strategies that could be managed by the department, per guidance and approval from Council and the County Manager.

Metrics will also be established to track progress or outcomes of specific strategies or a group of strategies over time. Depending on the strategy, appropriate metrics should be identified that reflect the change the strategy is designed to make.



INTRODUCTION

Clark County and other communities across Washington are struggling to provide the variety and quantity of housing options that residents need. New strategies are needed to help ensure future generations have access to affordable, quality, and diverse housing opportunities.

The purpose of the Housing Options Study and Action Plan (HOSAP) is to understand local housing challenges and identify opportunities to encourage creation of additional housing types that are affordable to a variety of households within the unincorporated Vancouver Urban Growth Area. This could be done through the removal of regulatory barriers and/or implementation of other strategies.

In 2018, the County Council made amendments to the development code to allow more flexibility for the development of accessory dwelling units (ADUs), cottage housing, and manufactured housing. The Washington State Legislature also recently passed new housing-related legislation related to ways local governments can expand housing options.

The County Council is interested in finding additional ways to provide more housing in the Vancouver Unincorporated Urban Growth Area that is attainable to people with a variety of household incomes. The project area is a large urban area with an estimated population of 161,300, next to, but not incorporated into, the City of Vancouver. This area is the focus for the county, as it is its urban jurisdiction where different types of housing (duplex, triplex, quadplex, condominiums, multi-family apartments, etc.) can be built and where urban services are available and can be provided in an efficient manner.

The HOSAP provides guidance for County staff, elected officials, and other decision-makers to encourage the construction of additional affordable and market-rate housing that meets the VUGA's current and future housing needs. The HOSAP presents strategies that have been identified as potential actions to assist with the development of more housing for Clark County, but it is important to note that if and when each action is undertaken, it will be subject to its own public process of review and adoption.

PLAN BACKGROUND AND FOUNDATION

CLARK COUNTY'S ROLE IN HOUSING

In Washington, county elected officials administer and enforce state laws, collect taxes, assess property, record public documents, provide law enforcement, conduct elections, provide health resources and more. The county also has land use jurisdiction within the unincorporated areas in the county and therefore can make changes to housing policy, zoning, and other codes that regulate housing development.

Clark County is especially unique in the state, as it is one of a few counties that has jurisdiction over a large urban area, like a city, but not incorporated into a city. With an estimated population of 161,300, the unincorporated VUGA (Figure 1) would be the fifth largest city in the state, behind the City of Vancouver, which is the fourth largest in Washington. In this urban area the county can implement policy, zoning, and codes that regulate urban housing development.

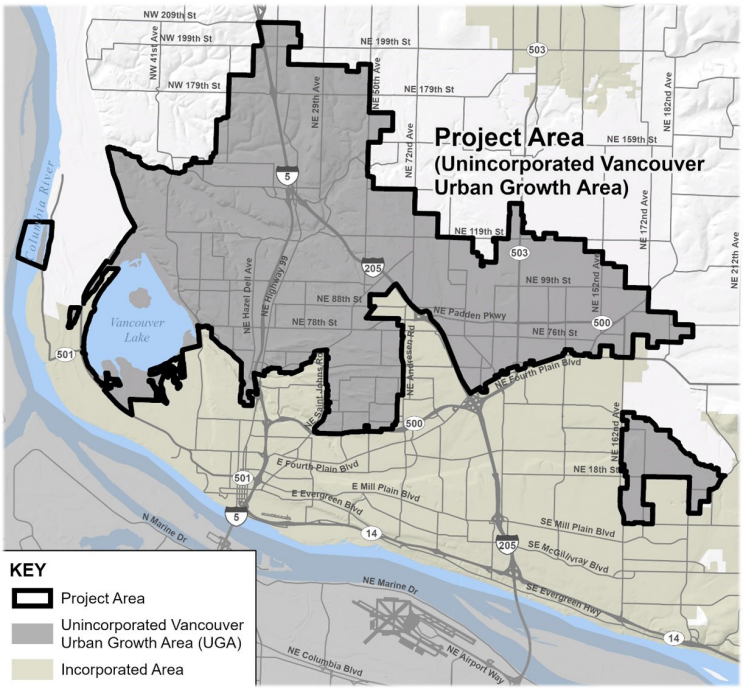


FIGURE 1. HOUSING OPTIONS STUDY AND ACTION PLAN PROJECT AREA

Although the county provides regional services to all county residents, the focus of the Housing Options Study and Action Plan is on the unincorporated VUGA, or the urban area within county jurisdiction. The county is focusing on this area because of its similarities to a city such as the existence of urban services (water, sewer, and transportation) to support various types of housing, like duplexes, triplexes, townhouses, condominiums, and multi-family apartments.

HOUSING OPTIONS STUDY AND ACTION PLAN BACKGROUND

Washington's rapid economic and population growth over the past 10 years has led to significant housing demand with rising rents and sales prices. While demand has surged, housing supply has not kept pace. (E2SSB 5254: Washington State Housing Memo-2019)

Amendments to ADUs, Cottage Housing, and Manufactured Housing

In 2018, the County Council made amendments to the development code to allow more flexibility for the development of ADUs, cottage housing, and manufactured housing. The amendments were intended to support the diversity of housing choices, increase the variety of housing types for smaller households, and promote housing affordability consistent with the 20-Year Comprehensive Growth Management Plan.

Housing Options Study and Action Plan

To build on the effort to encourage more housing types for a variety of household incomes through the removal of regulatory barriers and/or implementation of other strategies, the Council directed staff to initiate the HOSAP project with a focus on the county's urban jurisdiction to encourage development of more housing types for a variety of household incomes.



STATE HOUSING LEGISLATION

Beginning in 2019, the state has been updating legislation to address barriers to housing production and affordability in Washington and encourage more housing types in the urban areas. Please see the legislative summary in Appendix F for detailed info about the 2019-2020 legislation related to housing, including actions or regulatory changes that the county is required to make. Such changes include new definitions referencing affordable housing and the definition of household; reducing parking requirements for housing units for people who are low-income, senior, or disabled, and for housing units that are market-rate and located near high-quality transit; and allowing an increased density bonus for certain affordable housing development on property owned or controlled by a religious organization.

In the 2021 legislative session, HB 1220, now codified as RCW 36.70A.020, substantially amended the housing-related provisions of the Growth Management Act (GMA). These updates strengthened the GMA housing goal from "Encourage the availability of affordable housing to all economic segments of the population" to "Plan for and accommodate housing affordable to all economic segments of the population of this state." During the upcoming periodic update of the county's comprehensive plan due in 2025, the county will continue to review policies to ensure they are consistent with the updated goal.

HOUSING AND THE COUNTY'S COMPREHENSIVE PLAN AND DEVELOPMENT REGULATIONS

Clark County, under the Growth Management Act (GMA) [Chapter 36.70A RCW], is required to plan for housing, including housing affordable to lower-income households. Clark County's Comprehensive Growth Management Plan is meant to accommodate and guide population and employment growth for a 20-year period (2015-2035).

The GMA includes specific requirements for how cities and counties should plan for housing. Implementation of the GMA is guided by 14 overlapping goals. As noted above, the GMA housing goal updated in HB 1220 and codified as RCW 36.70A.020, is to "plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock."

The GMA includes other goals that relate to affordable housing:

- (1) Encourage development in urban areas where adequate public facilities and services exist, or can be provided in an efficient manner.
- (2) Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (12) 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.

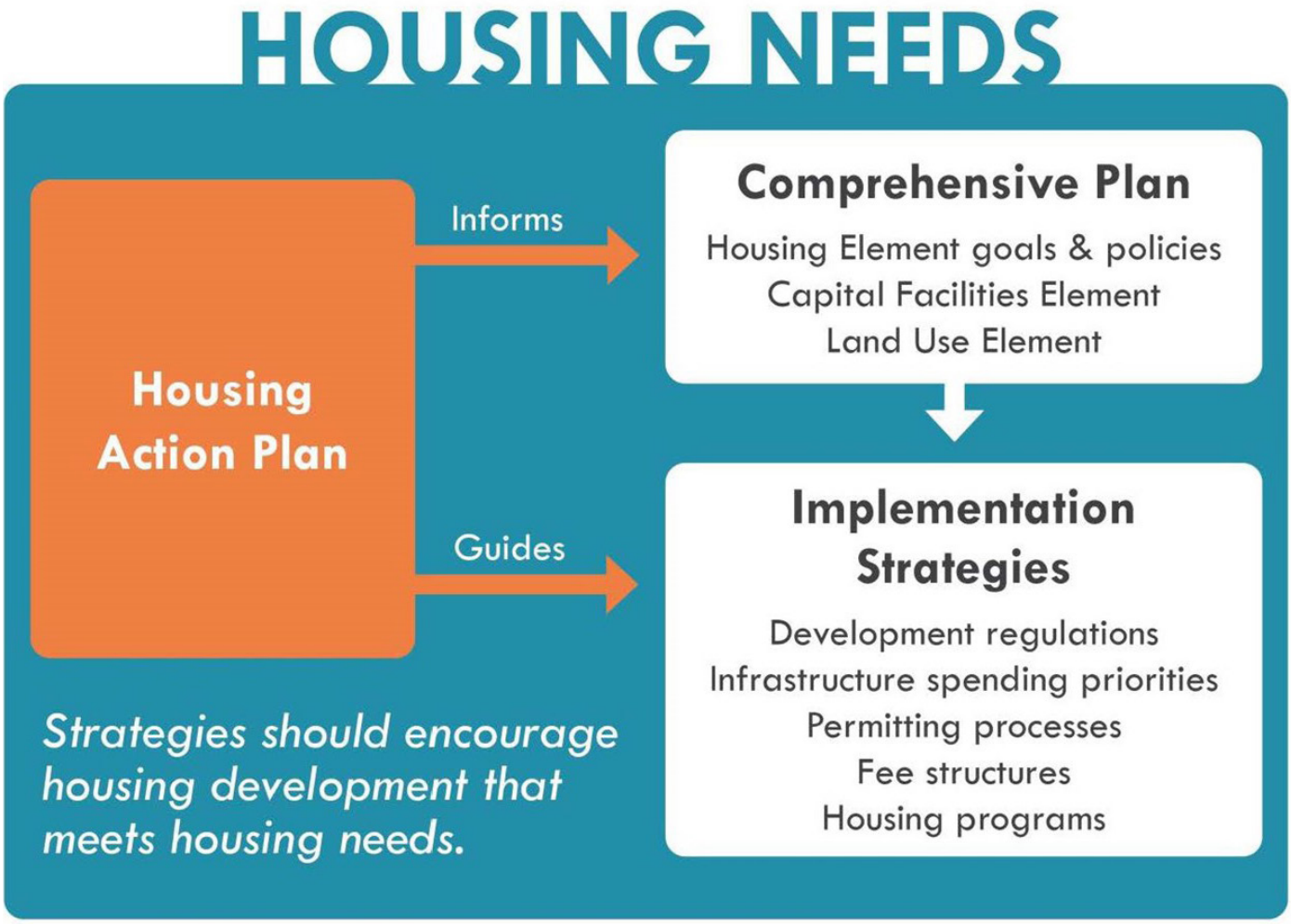


FIGURE 2. RELATIONSHIP BETWEEN HOSAP AND COMPREHENSIVE PLAN
SOURCE: WASHINGTON DEPARTMENT OF COMMERCE, 2020; BERK, 2020

The Clark County Comprehensive Growth Management Plan includes a Housing Element. The purpose of the Housing Element is to identify the need for and mechanisms that will lead to the construction and preservation of decent housing for all economic segments of the Clark County population. The Housing Element policies are intended to coordinate the housing policies of Clark County and its jurisdictions to ensure that all existing and future residents are housed in safe and sanitary housing appropriate to their needs and within their means.

The county's development regulations, or Clark County Code Title 40, implement the vision and policies in the Comprehensive Growth Management Plan. The code dictates how the built environment will develop.

The HOSAP can inform housing, land use, and other policies outlined in the Comprehensive Plan. The HOSAP can also guide implementation of Comprehensive Plan policies by identifying strategies, such as amendments to development regulations, to further encourage housing development to meet our housing goals and policies (Figure 2).

For an overview of the county's vision, policies, and laws related to housing, please see Appendix A that provides background on the framing of the HOSAP along with the relationship to the county's housing policies and regulations.

ONGOING COUNTY HOUSING INITIATIVES

Clark County through its Community Services Department administers several programs that provide federal, state and local funding to the county's most vulnerable people. The department serves a wide range of needs, including homelessness assistance, behavioral health crisis and prevention services, employment and early intervention for those with developmental disabilities, youth support programs and community development activities. A variety of housing stability programs, include:

- Homeless emergency shelters
- Time-limited rental assistance
- Temporary housing
- Permanent housing
- Homeless system coordination
- Housing stability services and outreach
- Housing support services for veterans who are low income
- Utility assistance for people with low-income
- Assistance to weatherize homes for people with low-income
- Housing support services for mental health and substance use population
- Affordable housing
- Community development for neighborhoods with households with low-income

Clark County through its Assessor offers two types of property tax relief programs. One is a tax deferral program and the other is a tax reduction program. The tax deferral program is for seniors and persons with disabilities, along with those with limited incomes. The tax reduction program is available for seniors and persons with disabilities

Our state and local elected officials should continue to support and expand these programs as appropriate as they provide critical housing assistance to those most vulnerable to rising housing costs and displacement.



CREDIT: SIGHTLINE

PROCESS

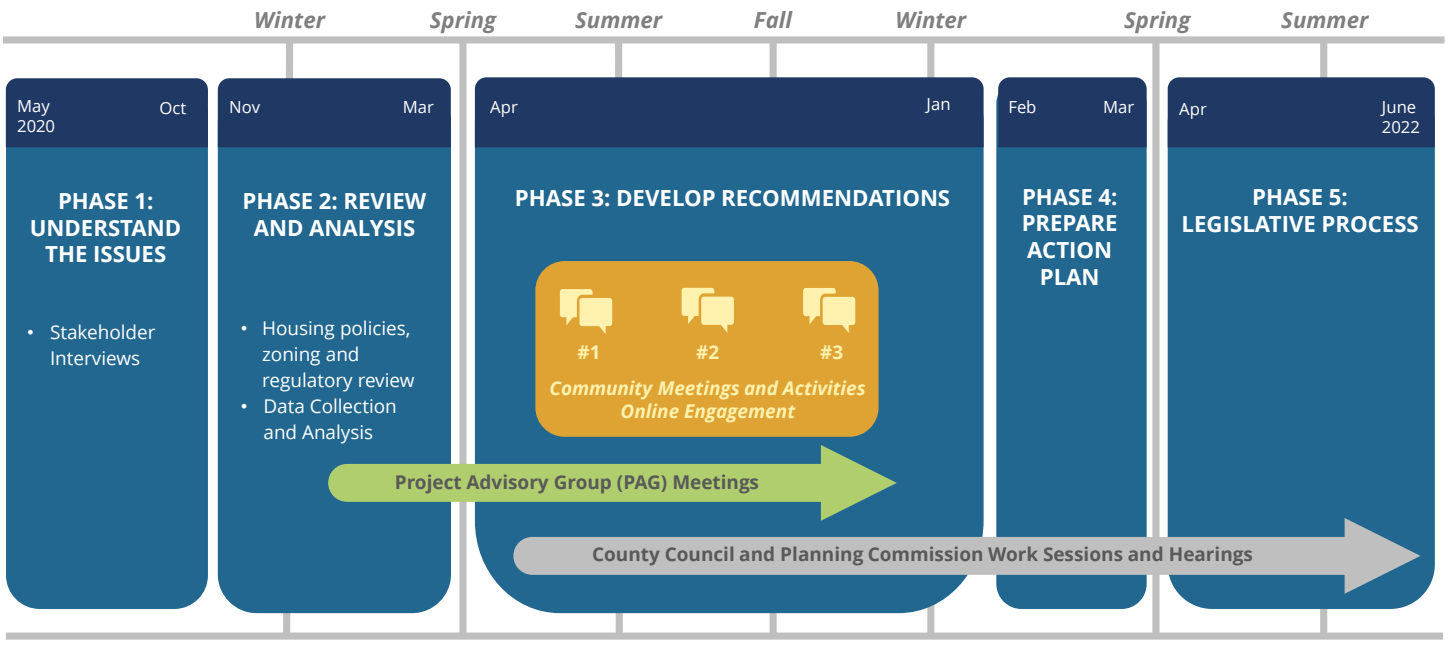


FIGURE 3. HOUSING OPTIONS STUDY AND ACTION PLAN TIMELINE

The Housing Options Study and Action Plan started in spring 2020 and included the following Phases (Figure 3):

Phase 1-Understand the Issues through stakeholder interviews and an issue assessment to identify the primary housing issues and interests regarding regulatory barriers to creating a more diverse variety of housing types affordable to low-income and moderate-income households in the project area.

Phase 2-Review and Analysis:

- Data Collection, Inventory, and Analysis to provide an analysis of housing supply, demand, needs, and preferences throughout the unincorporated Vancouver Urban Growth Area, to provide context for evaluating potential actions.
- Policy and Regulatory Review of county comprehensive plan housing policies, zoning, and other regulations to identify any barriers to creating a more diverse variety of housing types at a variety of price points in the project area.
- State Housing Legislation Overview to analyze and provide a summary of recent Washington state legislation for opportunities for the county to help meet its housing needs.
- Case Study Summary and Lessons Learned to summarize recent housing initiatives in other jurisdictions and identify key takeaways.

Phase 3-Develop Recommendations through a consensus-based process centered on the joint fact finding from the previous tasks and feedback from the public.

Phase 4-Prepare Action Plan through compilation of the final versions of reports from all previous tasks into a cohesive package.

Phase 5-Legislative Process to present the plan to the public, Planning Commission, and County Council for consideration and to direct staff on desired strategies to implement.

PUBLIC PARTICIPATION

The public engagement process was guided by a Public Participation Plan. The intent of the Public Participation Plan was to ensure that the county facilitates a thoughtful, open, and equitable process to provide residents, workers and other interested parties meaningful opportunities to discuss housing challenges and develop solutions for their communities. The full Public Participation Plan, along with a list of public outreach events and meetings that took place during the project is included in Appendix B.

Public Participation Goals

Public Participation Goals included:

Social justice and equity. This goal strived to recognize that policy and planning decisions about housing do not impact everyone in the same way and that policies and zoning regulations that restrict housing types limits the opportunity for many people to find housing that fits their budget within the community in which they want to live. Strategies to work towards this goal were reflected in the Project Advisory Group make-up and through partnership with local organizations who serve the county's most vulnerable community members.

Accessible participation. Accessible participation sought to provide low-barrier opportunities for all communities in the project area to have a say in the decision-making process. Due to the COVID-19 pandemic, most events were online with both computer and phone options made available. Project communications included information on how to request translation of project materials. Project communication included social media, print, email, and online communication methods.

Meaningful participation. To achieve the goal of meaningful participation, the county strived to provide public participants with the information and tools they needed to feel knowledgeable and informed, listened to its constituents and heard about their lived experiences, provided engagement opportunities early and throughout the project process, and public feedback was discussed with the Project Advisory Group and shared with the Planning Commission and County Council.

Transparency and accountability. Opportunities were clearly defined and advertised where the public could provide timely input in order to affect decisions. There was an ongoing record of input, questions and responses.

Public Participation Tools

Clark County provided multiple opportunities for public participation throughout the process. A variety of communication tools were used to inform and engage the public.

The Clark County Council appointed a Project Advisory Group (PAG) to guide the project and develop recommendations for the Planning Commission and Council. The PAG contributed their expertise on current housing conditions and reviewed potential strategies and actions. The PAG met nine times throughout the course of the project and included representatives of the interests shown in Table 1 to ensure broad representation including for those most vulnerable to rising housing costs and displacement, people working in the housing industry, and parties responsible for implementing housing-related regulations.

Representation	Perspective
County Council	Elected leaders with decision-making authority
City of Vancouver	County seat and largest city in Clark County
Public housing developer	Affordable housing development through federal and state aid
Nonprofit developer	Housing development through public-private partnerships
For-Profit developer	Market-based housing development
Innovative builder	Builder of innovative housing types, cutting-edge practices and funding mechanisms
Schools	Planning for student/community growth
Feasibility and financing	Housing financing and development feasibility
Real estate	Understanding of housing market, buyer needs and preferences
Older adults	Housing access for populations aging-in-place or with shifting housing needs
Community/ neighborhood group	Local, neighborhood-based interest groups
Houseless community	Housing access for most vulnerable/ at-risk populations
Communities of color	Housing access for populations disproportionally affected by systems of racism and oppression
Persons with disabilities	Housing access for populations with special needs and accommodations
Youth	Future housing access for first-time homebuyers, new workforce
Large employer	Driver of regional wages and housing needs for employees

Other key tools included:

- A project website where the public could access all project-related information.
- An email distribution list of over 2700 recipients to provide notification about project news and updates.
- Notice shared with local news media and posted to social media outlets.
- Two virtual public meetings were held throughout the course of the project to share the results of the Housing Options Study and draft recommendations for the Housing Action Plan. Public meetings were recorded and posted to the project website.
- Two online questionnaires were administered concurrently with the public meetings to provide an alternative means of participation. The second questionnaire was translated into Spanish and Russian.
- Project updates to various community and county boards, such as the Neighborhood Association Council of Clark County, Clark County Commission on Aging, Clark County Schools Advisory Council, Clark County Development Engineering Advisory Board, and Vancouver City Council.
- Individual and community group Q&A sessions with county staff upon request.
- Two Clark Vancouver Television (CVTV) Close Up videos.
- Briefings with Planning Commission and County Council were held at key points in the process to review findings and provide guidance on preliminary recommendations.



HOUSING OPTIONS STUDY

As described in the process description above, early phases of the HOSAP focused on understanding issues and collecting and analyzing data to support informed decision-making about strategies and actions that can result in the kinds of housing that are needed most. The following is a summary of key takeaways from those activities.

The first step in the Housing Options Study and Action Plan process was to identify the full range of issues related to housing within the unincorporated VUGA and understand the different perspectives among key stakeholders and community leaders that represent a variety of expertise on housing. To gather this information, the project team conducted stakeholder interviews through a mix of video conference and phone calls. In addition, an online questionnaire was distributed between April 28 and July 8, 2020, to provide stakeholders another opportunity to participate. In total, approximately 70 stakeholders participated. A complete summary and compilation of stakeholder interviews is included in Appendix C.

The consultant team conducted three rounds of interviews, each building upon the last, so as to reach the greatest number of interest groups. Each interview the consultant team conducted concluded with a question about who else should be interviewed. Responses included both specific people and organizations, and more general interests. Everyone recommended as a potential interviewee was invited to participate.

Upon completion of the stakeholder interviews, the project team wished to further extend the team's understanding of housing issues in relation to people's needs and preferences. The project team worked the Clark County Association of Realtors (CCAR) to coordinate a focus group to discuss the needs, desires and resources of buyers currently looking for housing within the VUGA. Six brokers participated in the focus group.

The following is a summary of the issues raised through stakeholder interviews, questionnaire responses and the focus group discussion.These issues relate to the development of a greater variety of housing options in the VUGA, and the various perspectives within these issues.







Housing types. Interviewees identify a variety of housing types they would like to see built within the Vancouver UGA that could alleviate rising housing costs and cater to buyer preferences and desires. The range of options includes:

- Small, single-level homes with wide doors and ADA-compliant bathrooms for the aging population
- Single-family and/or single-level homes with separate but attached living spaces to accommodate multi-generational housing and telecommuting habits
- Small-lot single-family detached homes
- Large-lot single-family detached homes with acreage to convert a garage or build an ADU
- Smaller multifamily complexes (10-15 units). Some interviewees point to issues of economies of scale when building apartment complexes with less than 30 units, and for others, less than 100 units
- PUD developments and master-planned neighborhoods
- Townhomes, rowhomes, duplexes, fourplexes
- Studio apartments
- Cottage housing. Interviewees point to the County's cottage housing code as an opportunity to expand the availability of senior living communities and assisted living facilities in creative ways
- Accessory Dwelling Units. Some respondents note that ADUs and "Tiny Homes" are a part of the picture but cannot represent the entire solution
- Condominiums
- Prefabricated and modular housing
- Courtyard apartments
- Permanent supportive housing (combination of housing, health care, and supportive services to help individuals and families lead more stable lives)

Beyond a variety of housing types, focus group participants noted the overall importance of functional floor plans to accommodate flexible living arrangements and styles, especially due to COVID-19 and the need to work/school from home.

Zoning. Discussion focused on the restrictive nature of zoning, and zoning that doesn't necessarily reflect existing development patterns.

Land Supply. Land availability is referred to as one of the most difficult challenges in Clark County.

Infrastructure Priorities. While not unique to Clark County, infrastructure is often cited as a huge barrier to development. There are few resources available to address infrastructure needs, particularly roads. There are many parcels in the VUGA that can't easily be served, highlighting a disconnect between infrastructure investment and where housing is expected to develop.

Review and Permitting Process. The land use and development process is perceived as heavily siloed, with communication lacking between County departments. The County's current permit tracking system is often cited as underfunded, piecemeal and inefficient.

Fee Structure (Impact/Development). Impact and development fees are identified as being some of the highest in the state. Some interviewees disagree that impact fees are stymieing development, noting that while the County continues to raise fees, the inventory is still turning over rapidly in almost all of the price segments and this is mostly due to the housing supply and demand of the Portland Metro region. Some note that development fees are directly passed on to housing consumers in terms of housing costs, thereby exacerbating the high costs of housing, but others note that reducing fees doesn't necessarily reduce the sale price, rather, the market sets the sale price.

Design Standards. Discussion around design standards focused on developing a better urban design framework for developers, as they are the ones to come in at the start of development in the community and set the tone for how the rest is going to look. However, some feel that the level of detail required by the County regarding landscaping and lot standards at the land use entitlement stage is extraordinary and unfair. Others feel that the standards are fine but need to be carefully balanced so as to not detract from the project outcome.

Location Criteria for New Housing Types. Emphasis on the location of new housing development is focused on areas where there are fewer housing opportunities. The availability of public transit was consistently noted as one of the most important location criteria for new housing types. Other important location criteria include schools and grocery stores, parks, and employment hubs.

Parking. Some developers cite parking requirements as being too high, especially for low and very low-income housing development. While some argue that there is no need to have upwards of 1.5 parking spaces for each unit, others caution against reducing limits and putting a strain on available street parking with neighbors already jockeying for curb space. While there is a desire to push better transportation options and access to transit, many feel that neighborhoods still remain very auto-centric, even with increases in density.

Affordable Housing Incentives. Many interviewees mention a lack of regulatory incentives to build affordable units, which is particularly important to mission-driven developers and opens up land that otherwise would be unaffordable to build. Tools mentioned include density bonuses, transfer of development rights and land-banking models. Although the rural areas of the county are outside the project area, others indicated the need to lessen restrictions on ADU development, like allowing ADUs to be detached on rural properties. One interviewee recommended developing an annual report that measures progress toward increasing affordable housing to Clark County residents.

Public Perception of Non-Traditional Housing Types. Some interviewees feel community perception has shifted towards a more acute, anti-density push across the region. The perception of housing that deviates from traditional single-family, detached homes is noted as one of the biggest barriers to the development of more affordable housing options, or even a greater variety of housing types. Some believe that Clark County hasn't been as friendly toward multifamily and affordable/mixed-income development as Vancouver, lacking policies like commercial zoning incentives and parking reductions. Others share the sentiment that the County's planning policies do not have enough teeth to ensure each jurisdiction takes on its "fair share" of housing development that includes some higher density options besides single-family detached.

Displacement Concerns. Many interviewees point to the importance of manufactured home parks as one of the largest sources of housing that is affordable to lower income households, yet most vulnerable to redevelopment and in need of protection in zoning and code. Some interviewees noted the importance of working towards equity when reviewing policy and regulations for change to ensure no group is disproportionately affected.

HOUSING INVENTORY AND ANALYSIS

The purpose of the Housing Inventory and Analysis is to summarize quantitative analysis and qualitative information collected through stakeholder interviews to paint a picture of current housing issues in the VUGA. The findings provide a coherent analysis of housing supply, demand, needs, and preferences throughout the VUGA to provide context for evaluating potential actions. The full Housing Inventory and Analysis Report is included in Appendix E.

THE IMPACT OF COVID-19 ON THE HOUSING MARKET

Since its emergence, the pandemic has slowed the production of housing in many regions and due to growing remote work practices, commuting rates have diminished and housing preferences are shifting:

- Up to one-third of the workforce could be working from home multiple days per week by 2021, based on analysis by the Global Workplace Analytics estimates.
- The supply of for-sale homes is very tight in comparison to previous decades. This trend, combined with record low mortgage rates, is likely to lead to continued home price increases.
- Due to disruptions in income, many households continue to struggle to pay for housing and rents consistently which will likely exacerbate housing availability and stability. Lost or reduced employment income due to COVID-19 has exacerbated rental affordability and homeownership security issues and intensified housing cost burden especially for low-income households and those not gaining CARES Act support or other forms of relief.

These types of trends should be monitored as conditions and communities adjust and recover. Much of the analysis of housing needs was based on data produced before the COVID-19 pandemic.

About the Study Area

The Study Area—the unincorporated portion of the Vancouver Urban Growth Area (VUGA)— is located in the southwest quadrant of Clark County and north of incorporated Vancouver (Figure 4). About 161,300 people reside in the Study Area. For context and in terms of population, the City of Vancouver—the largest city in Clark County—is only slightly larger than the Study Area, with an estimated population of 184,452 people (2015-2019 ACS). All other cities in Clark County have proportionately fewer people than the City of Vancouver and the Study Area.

Despite the Study Area's comparatively large population, it has a mostly rural development pattern with predominately large lot, single-family residential development. Commercial and industrial uses are more intensified along the I-5 corridor.

While this project is focused on the Study Area, this analysis often includes countywide data to provide additional context and a means to compare characteristics of the Study Area with Clark County.

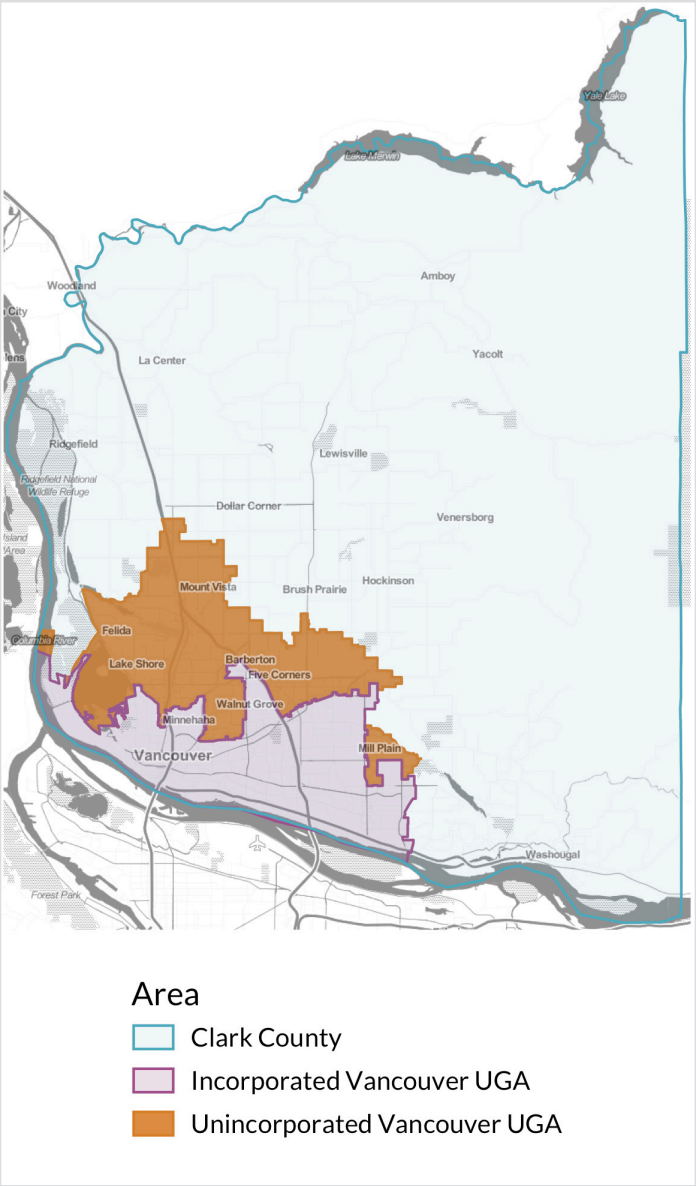


FIGURE 4. STUDY AREA - UNINCORPORATED VANCOUVER URBAN GROWTH AREA (VUGA)

SOURCE: UNITED STATES CENSUS BUREAU, STATE OF WASHINGTON.

KEY FINDINGS

Who lives in the Study Area today?

The majority of households (73%) in the Study Area, across all household sizes, are homeowners. Most households (58%) are made of one or two people and about 46% of all households are living in a three-bedroom housing unit.

The majority of households (73%) in both the Study Area and Clark County are composed of married families. 36 percent of all households in the Study Area are households with children.

Within the Study Area, 14% of residents in the Study Area are 65 or older. Forty percent of residents in the Study Area are between the ages of 40 and 64.

About 20% of the population in the Study Area experiences a disability (most commonly ambulatory difficulty and cognitive difficulty).

The Study Area and Clark County share a similar ethnic and racial makeup. The largest minority group in the Study Area are residents who identify as Hispanic or Latino of any race (9.1% of residents). In the Study Area, less than 5% of households identify as having limited English proficiency.

Most people who live in the Study Area do not work there, which adds to their transportation costs. While the Study Area has seen an increase in employment since 2012, most workers living in the Study Area still commute to their jobs, often more than 45 minutes away. Jobs further away from a household's home increases their transportation expenses, resulting in less disposable income for other essential needs. There are few industries that have jobs accessible by transit.

What are the current housing conditions in the Study Area?

Housing is getting increasingly expensive in the Study Area. Both ownership and rental housing costs have increased about 4% annually since 2015 in the Study Area.

T**he Study Area's housing stock lacks diversity, with most units being single-family, owner occupied units. Three quarters of housing units in the Study Area are single-family detached units.** Multifamily units and townhomes tend to be newer, while single-family units have been built more steadily over time. The majority of the Study Area's single-family housing units (57%) are between 1,000 and 2,000 square feet.

The Study Area's multifamily housing stock is mostly mid-range to higher-end in quality, and represents about 13% of all units. Just 4% of the Study Area's multifamily buildings are rated as functionally obsolete.

The Study Area contains 1,520 units of regulated affordable housing, about 26% of the total regulated affordable units in Clark County. In addition to these rent-restricted units, the Study Area contains 2,687 licensed beds in adult family home facilities, assisted living facilities, and enhanced services facilities.

Many of the Study Area's households are cost burdened. About 44% of households who rent and 23% of households who own their own home are cost burdened or severely cost burdened in the Study Area.

Most households with household incomes at 60% of AMI or below need to rent a home, but there is a limited supply of affordable, multifamily rental products within the Study Area, which further increases competition for these units. The average rent for

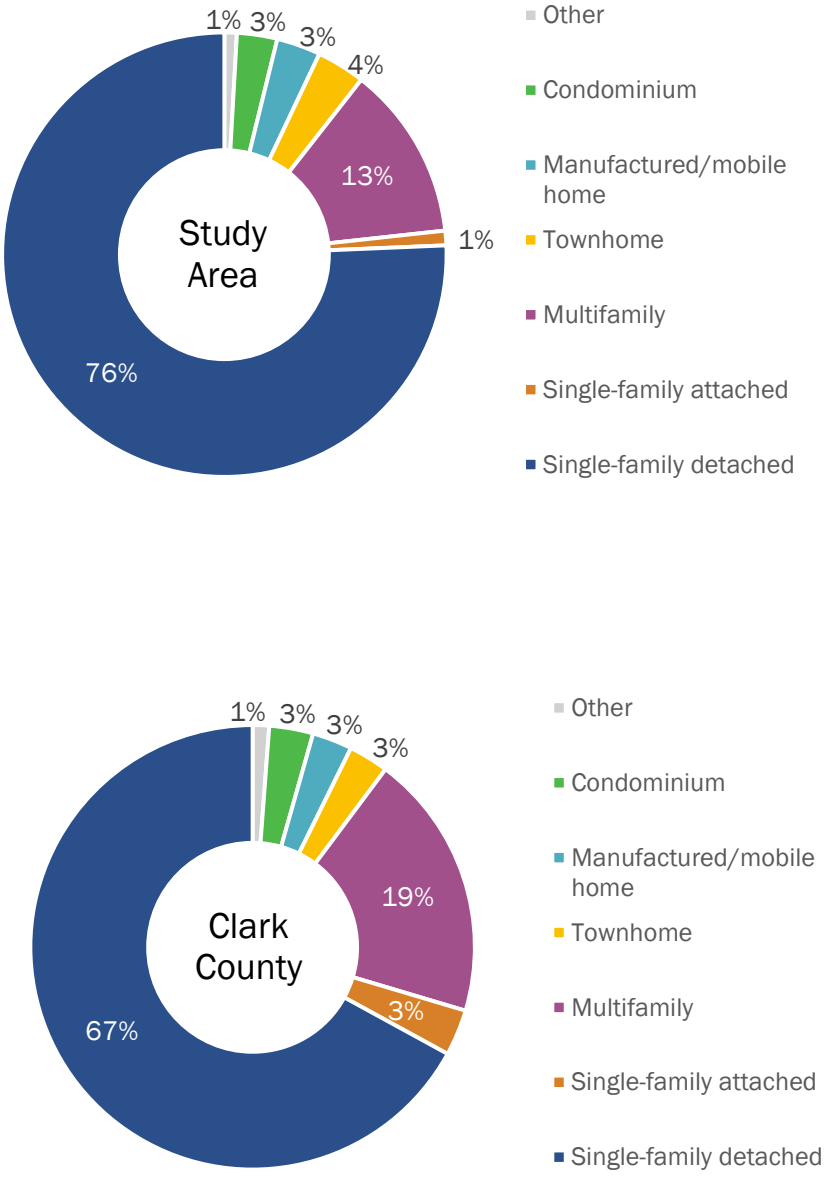


FIGURE 5. HOUSING UNITS BY TYPE, UNINCORPORATED VANCOUVER UGA AND CLARK COUNTY, 2020

SOURCE: CLARK COUNTY ASSESSOR, 2020.

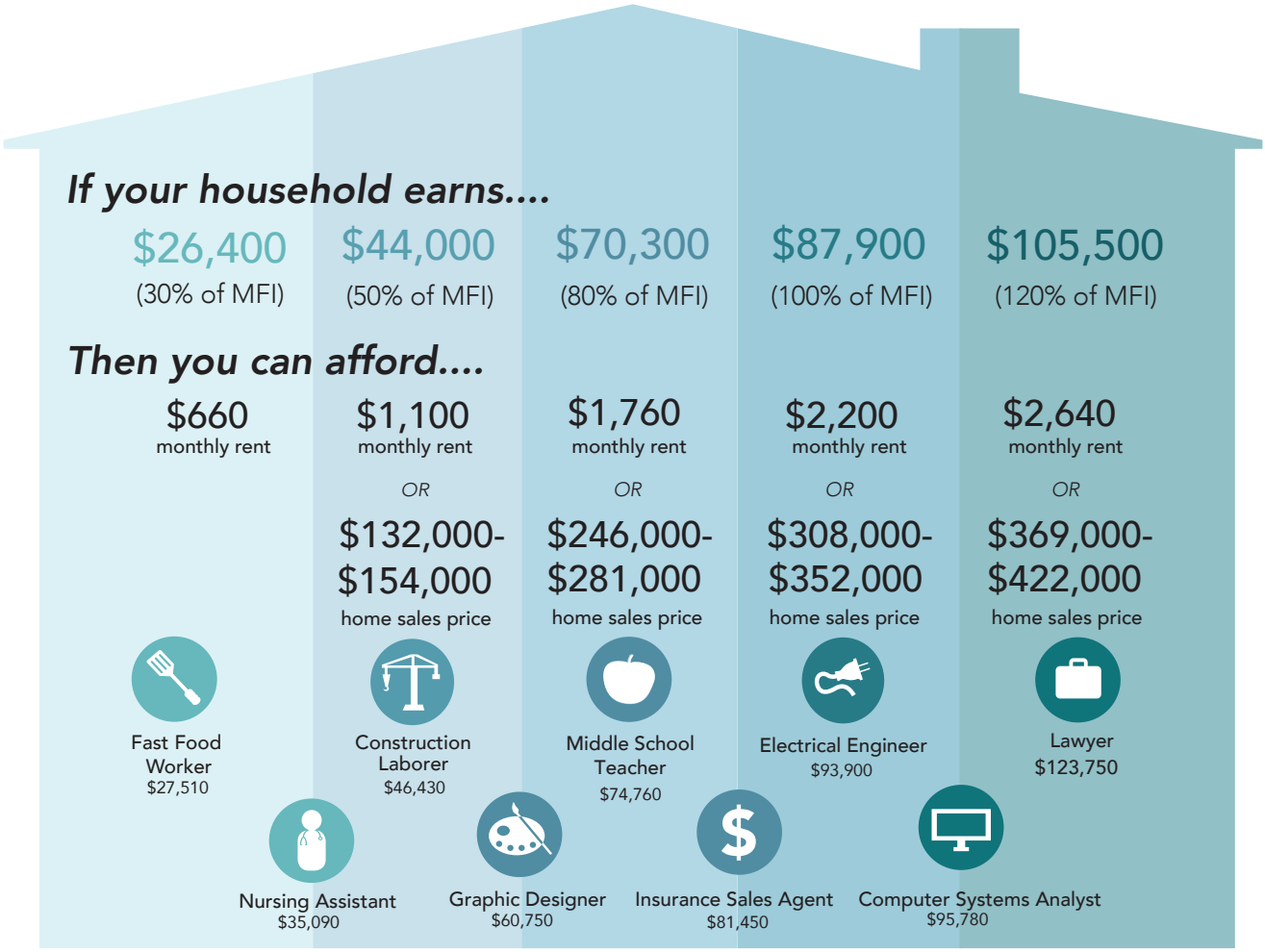


FIGURE 6. FINANCIALLY ATTAINABLE HOUSING, BY MEDIAN FAMILY INCOME (MFI) FOR CLARK COUNTY PORTLAND METROPOLITAN REGION ($87,900), 2019

SOURCE: U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, CLARK COUNTY AND THE PORTLAND METROPOLTAN REGION OREGON EMPLOYMENT DEPARTMENT

multifamily housing in the Study Area is $1,276 for a two-bedroom unit, which is affordable to households earning approximately 58% of AMI (about $51,040). About 30% of the Study Area's households have incomes below this level and cannot afford the average rent. Of the Study Area's regulated affordable units with known affordability characteristics (1,194 units), most (85%) are affordable to households earning 60% of AMI.

For households looking to buy a home, entry level homes are increasingly out of reach. The median home sales price of housing in the Study Area is about $343,000, which is affordable to households earning about 112% to 130% of the median family income (about $98,000 to $114,000). About 65% of the Study Area's households have incomes below this level. Households at middle incomes are less able to afford housing in this market. Home prices continue to rise; most single-family units in the Study Area cost $400,000 or more. The Study Area remains one of the more affordable areas in the Portland region, increasing competition for the more moderately-priced homes.

While many of the residents living in the Study Area have stable housing situations, some residents are living on the brink. The number of people experiencing homelessness in the County has increased 22% since 2017, and the number of people who remain unsheltered has increased by 92%. In addition, a small share of the Study Area's larger households appears to be living in units that may be overcrowded.

Housing production in the Study Area has increased since 2010, averaging 930 units per year, with a low of 164 units built in 2011 to a high of 2,106 units built in 2017.

How much housing does the County need to plan for in the Study Area?

Clark County will need to plan for 13,281 new dwelling units within the Study Area through 2035, which is close to the Study Area's current housing capacity of 20,200 units.

Underproduction (2020)		Future Need (2020-2035)		Total Needed Housing Units
2,571 units	+	**10,710 units**	=	**13,281 units**

Target: # units to achieve County average ratio

Key Assumptions:
- Housing-units-to households: 0.99 (Study Area), 1.03 (County average and target ratio)
- 2.66 persons-per-household ratio
- Clark County's OFM Small Area Estimate population estimate for 2020

Target: # units needed to achieve national target ratio

Key Assumptions:
- 1.14 housing-units-to households' target ratio (national average)
- 2.66 persons-per-household ratio
- Clark County's OFM Small Area Estimate 2020 population estimate
- Adopted 2035 population forecast for Clark County

FIGURE 7. TOTAL NEEDED HOUSING UNITS IN UNINCORPORATED VANCOUVER UGA BY 2035
SOURCE: *OFM SAEP, CLARK COUNTY, SUMMARY BY ECONORTHWEST.*

Housing production has been steady since the mid-2010s, but the Study Area still has not produced enough housing to meet demand. Based on the ratio of housing units produced and new households formed in the Study Area over time, there has been an underproduction of 2,571 units.

Housing construction will need to continue at a steady clip to keep pace with demand. Housing production in the Study Area averaged 1,070 units from 2000 to 2019, which is above the 885 units per year that the Study Area will need over the next 15 years.

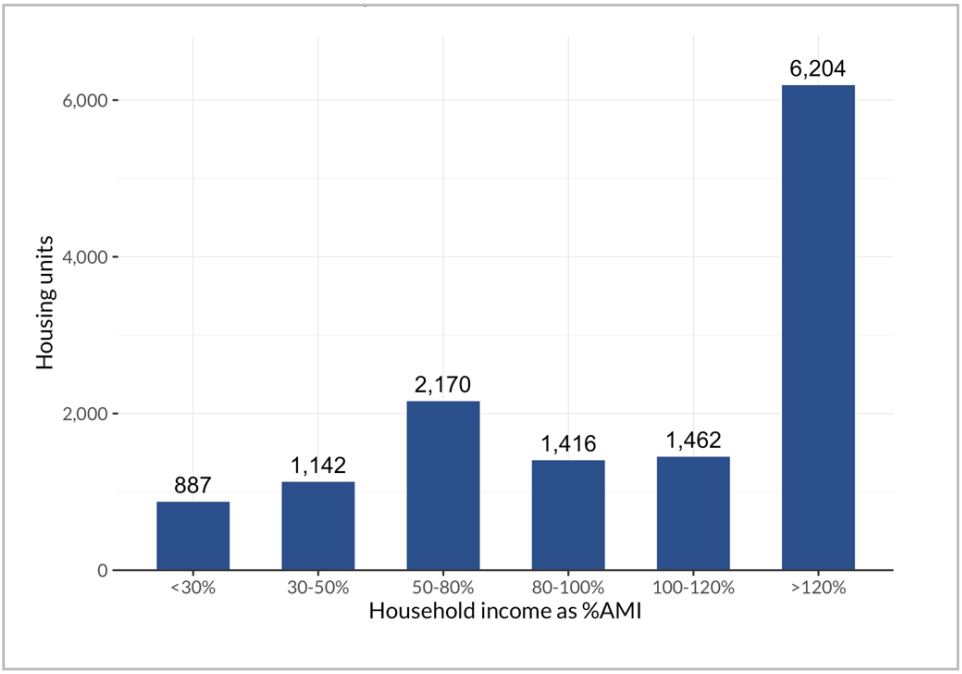


FIGURE 8. EXISITING HOUSING UNDERPRODUCTION AND FORECASTED FUTURE HOUSING NEED BY AMI, UNINCORPORATED VANCOUVER UGA 2020 TO 2035

SOURCE: OFM SAEP, CLARK COUNTY, SUMMARY BY ECONORTHWEST.

The County will need to plan for a sizable share of future housing units to be affordable to low-income households. Of the needed units within the Study Area, 15% of units (2,029) need to accommodate households earning less than 50% of AMI.

Given changes in demographics and housing affordability concerns, the County will need to plan for a shift in the types of housing needed in the Study Area. The aging of Baby Boomers and the household formation of Millennials will drive demand for renter and owner-occupied housing of all sizes.


CREDIT: SIGHTLINE

MIDDLE HOUSING FEASIBILITY ANALYSIS

The feasibility analysis examined what it would take to create ownership housing options that are affordable to households in the middle of the income spectrum (80% to 120% of Area Median Income). The analysis focused on duplexes and townhomes. Variables included changes to allowed uses, changes to lot size minimums, and changes to parking requirements. The analysis showed that current zoning regulations limit the production of ownership housing for middle-income families in most cases. Under current market conditions, duplexes can be built on smaller lots, but today's market is unlikely to support them. The feasibility analysis slides are in Appendix H.

POLICY AND REGULATORY REVIEW

The policy and regulatory review provides an overview of the existing regulatory landscape. The review is both descriptive and evaluative in order to build a shared understanding of the current range of plans, policies, maps and regulations that impact housing development opportunities in the county. The descriptive piece aims to summarize the key aspects of existing plans and regulations that relate to the development of housing, from the conceptual Comprehensive Plan level to the development code specifics. The evaluative component provides analysis of the opportunities and barriers created by various plans and regulations, and the intersections of those various pieces, relative to the development of housing options at a range of income levels to match housing needs in the VUGA. The full policy and regulatory review is in Appendix E.

Components of this evaluation include:

- Do long-range plans and policies support a variety of housing options, and are those plans and policies fully implemented through the zoning code and other development regulations?
- Are there opportunities for a variety of housing types including single-family, middle housing, and multifamily that meet the diverse needs and preferences of Clark County's population?
- How do existing plans and policies align with state regulatory requirements, as well as emerging direction at the state level to expand housing options such as the menu of options in HB 1923?
- How do County plans and regulations compare to emerging best practices for housing options across the state, such as the updates highlighted in the case studies of Olympia, City of Spokane and Spokane County, and national efforts to expand middle housing in places as varied as Oregon and Minneapolis?

KEY FINDINGS

Long-range plans, notably including the Comprehensive Plan, provide a strong foundation for expanding the variety of housing options permitted through the development code regulations and supporting tools. The county's housing goals are built around a longstanding commitment to plan for new housing that does not exceed 75% of any single housing type, e.g., single-family detached dwellings, and while creating opportunities for 25% of new development to be diverse forms including middle housing and multifamily.

Low-density residential zones predominate in the county, both in terms of acreage and housing units built. While development standards allow some modest variety in addition to single-family detached, the relatively low densities and minimum lot sizes allowed in these zones limits both the number and variety of homes that can be developed. There are significant opportunities to meaningfully expand small-lot single-family detached and middle housing options for both infill and new development by shifting the focus to the form and scale of housing and away from density, in ways that balance compatibility with existing development patterns. Increasing options in these areas could also alleviate some development pressure in areas zoned for medium-density.

In the **medium density zones**, the uses, densities and development standards generally support greater housing variety, which often takes the form of townhouse developments. However, the relatively limited supply of land zoned for medium density in turn limits the variety of housing options, particularly when there is competing pressure to develop small-lot single-family detached projects on the same sites as permitted by development regulations and the relatively low minimum densities.

There is opportunity to significantly expand **middle housing development options** in low and medium-density zones if the regulatory focus moved away from maximum density and minimum lot sizes based on the number of dwelling units, and towards form-based standards to maintain compatible neighborhood scales. Recent county code updates have refined standards for ADUs and cottage housing, and townhouse development has been strong. Refinements to those standards and expanding opportunities for duplexes, triplexes, and quadplexes could help increase the variety of housing opportunities.

The **high-density residential zones** may be compromised in their ability to deliver higher density, multifamily development. On the one end, the minimum densities in those zones are set fairly low relative to the maximum density—in the R-43 zone, the minimum density is only 47% of the allowed density—which may allow underproduction and development of alternative middle housing types such as townhouses in lieu of apartments. On the upper end, the cumulative site demands for multifamily development, including up to 20% of the site for recreation areas and 60% for surface parking for R-43 sites, can make it difficult to achieve higher densities. These issues are compounded by the fact that the supply of high-density sites is limited.





The **commercial and mixed-use zones** create limited opportunities for mixed-use development on individual sites, though long-range planning goals and mapping in some areas support a mix of uses within neighborhoods. Residential development opportunities in commercial zones are limited to upper-story residential uses in a vertical mixed-use configuration, which can be more difficult to construct than horizontal mixed-use with side-by-side uses, particularly outside of urban centers. Demand for residential development in these areas may speak to the relative difficulties of finding and developing high-density land for multifamily development, or desire to locate such development closer to transit and employment opportunities. The county's Mixed-Use zone has been applied infrequently and development is subject to lengthy, complex design standards that may not provide clear, concise direction to potential developers in order to maximize the diversity of housing options and densities permitted.

The **Highway 99 Subarea Plan** and implementing regulations permit more flexibility for housing in commercial areas, no maximum density in mixed residential areas, and apply additional form-based standards to guide the character of development. Across the 2,460 acres of the subarea, further analysis would be useful to determine where the overlay standards are significantly impacting the resulting development forms and providing additional benefits—particularly for single-family and middle housing uses—or if there may be opportunities to simplify the review process.

Expanding housing opportunities to meet the identified needs of the county's **aging population** has potential to benefit a broad segment of the population, including small households and those with lower incomes at every age. Healthy communities for older adults are generally healthy communities for people of all ages. There are many existing opportunities within code to implement priorities from the county's Aging Readiness Plan, such as expanding the allowed first-floor footprint for cottage housing units to allow for accessible bedrooms and bathrooms, and further opportunities to expand options including additional middle housing types, reductions to parking requirements for senior housing projects and those near transit, and incentivizing accessible or visitable unit design.

Neighborhood context matters as much as housing units themselves in promoting healthy, vibrant communities that support county households of all ages. While expanding housing forms is of critical importance, placing them in **walkable neighborhoods with access to goods and services, employment, parks, schools and transit** is equally important. Where neighborhood assets do not yet exist, long-range planning should support creation of housing within complete neighborhoods that integrate places to live, work, shop and play, accessible by all transportation modes.

LEGISLATIVE SUMMARY

This legislative summary was completed in the spring of 2021, therefore does not include information regarding the legislation that was passed in the 2021 and 2022 sessions.

The legislative summary was prepared to provide the County and the PAG a summary of recent Washington state housing legislation. The intent was to highlight opportunities under new requirements and track emerging legislation in the 2020 session. The full Legislative Review Report is included in Appendix F.

During the 2019 and 2020 Washington State legislative sessions, enacted legislation revolved around tools for both renters/homeowners and local governments to help themselves. For example, tools for renters, such as renter protections in the form of increased notification of rental increases (HB 1440) allow renters additional time to financially prepare or move due to rising rents. New tools given to cities included Real Estate Excise Taxes (HB 1219) and sales taxes (HB 1406), which allow them to gather funds and implement their own, self-directed, affordable housing strategies.

Very little direct action for local governments was mandated by the State to address planning for or providing housing, and when it was, counties were largely exempt. Legislation directed at cities focused on multifamily and middle housing, including SB 6617, mandating that Growth Management Act cities may not require off street parking for ADUs located within a quarter-mile of a major transit stop with some exceptions. This and similar examples give the county an idea of potential strategies to borrow even though they do not result in mandates for the county.

Much attention focused on whether Washington would pass a mandatory middle housing bill requiring cities to permit middle housing similar to Oregon's HB 2001. Washington's initial effort, HB 1923, underwent several revisions in 2019 before ultimately being adopted with incentives, rather than requirements, for housing planning. Initial drafts included a mandate for cities to adopt several housing planning actions, but was ultimately changed to provide grant funding (for cities only) as an incentive for cities to complete those actions including:

- Upzoning areas with access to transit;
- Permitting duplexes, triplexes, courtyard apartments and/or ADUs in single-family zoned areas;
- Adopting a form-based code;
- Allowing subdivisions of smaller lots;
- Adopting a subarea plan;
- Implementing a SEPA planned action or adopting SEPA categorical exemptions for urban infill development; and
- Implementing a housing action plan to encourage construction of a wider variety of housing types at a range of price points.

WHAT IS MIDDLE HOUSING?

Middle housing includes accessory dwelling units (ADUs), duplexes, triplexes, quadplexes, townhouses, cottage clusters, and courtyard apartments.

Middle housing provides alternatives to single-family detached dwelling and multi-unit apartment buildings that are in the "middle" in terms of density, scale, and size of units.

The only mandatory action for counties resulting from HB 1923 is a requirement to reduce minimum residential parking requirements for affordable and senior housing projects located near transit. Another feature of HB 1923 is protection from SEPA appeals for certain housing planning actions, however, this protection is limited to cities and cannot be employed by the county except regarding transportation impacts.

Below is a list of the 2019-2020 bills that pertain to counties:

- SHB 1377, codified as RCW 36.70A.545, RCW 35.63.280, RCW 35A.63.300, requires certain counties and cities to allow an increased density bonus for certain affordable housing development on property owned or controlled by a religious organization.
- SHB 2343, codified as RCW 36.70A.620, sets regulations for cities and counties planning under RCW 36.70A.040 regarding minimum residential parking requirements for low-income, senior, disabled, and market-rate housing units located near high-quality transit service.
- ESHB 1754, codified as RCW 36.01.290, may also prove valuable, as it provides a framework for local governments to regulate housing for people experiencing homelessness in facilities such as safe parking areas, outdoor encampments, indoor overnight shelters, and temporary small houses on property owned or controlled by a religious organization.
- SHB 2673 , amended RCW 43.21C.229 clarifies infill development within both cities and counties is exempt from State Environmental Policy Act (SEPA) review if the development is "roughly equal" or of lower density than what is called for in the Comprehensive Plan.
- SHB 1406, codified as RCW 82.14.540, authorizes the use of a 0.01 percent sales tax to generate revenue for acquiring, rehabilitating, or constructing affordable housing and renter assistance.
- HB 1102, the 2019 capital budget bill, allocated $175 million to the state housing trust fund.
- EHB 1219, amended RCW 82.46.035, authorizes the use of real estate excise taxes to support projects addressing affordable housing and homelessness.

As stated at the beginning of this section, the legislative summary was finished prior to the completion of the 2021 legislative session. Commerce summarizes the 2021 legislation as follows:

> ***"The 2021 legislative session produced significant changes to housing laws that will impact updates to the housing element of communities' comprehensive plans. Updating the housing element is a substantial part of a periodic update to a comprehensive plan and development regulations. As housing becomes more costly and homelessness continues to increase, it has never been more critical to have available housing stock. Cities, having power over land use, are key to permitting the types and densities of housing that will allow all Washingtonians to have a place to call home. Of course, expanding funding for the lowest income segments and providing incentives to develop housing is also essential to sustainably increase the available housing supply."***

HOUSING OPTIONS CASE STUDIES

The goals of these case studies were to gather inspiration, learn from mistakes, and to discover which initiatives may be best utilized to create more housing choice and affordability within Clark County. The case studies highlight three jurisdictions with comparable geographies and housing market trends, including Spokane County with unincorporated areas developed at urban densities similar to Clark County, as well as jurisdictions that had recently adopted changes to their comprehensive plans, maps and/or zoning codes to support greater housing options. With additional emphasis given to jurisdictions with a larger and more creative scope of adopted changes, the City of Spokane, City of Olympia, and Spokane County were selected to meet these criteria, and provide three snapshots of housing actions recently completed across the state. The full Housing Options Case Studies Report is found in Appendix G.

While each jurisdiction proved to have unique motivations and differed in some of the specific implementation actions, jurisdictions generally pursued middle housing related updates to implement long-range planning goals. The exact type of middle housing encouraged varied with jurisdiction. For example, ADUs were a large component of Olympia's strategy, but notably absent from Spokane County and the City of Spokane's recent changes. Nonetheless, each jurisdiction came to the independent conclusion that it was the right time for inclusion of more middle housing options for their communities.

Jurisdictional initiatives to implement their middle housing goals generally fell within three categories: comprehensive plan updates, infill related municipal code updates, and zoning map changes combined with zoning code updates, as shown in Figure 9. Few financial initiatives were identified, such as revisions to system development charges (SDCs), impact fees, land use and building permit fees, and tax incentives or exemptions. It may be possible that jurisdictions will pursue some of these strategies, but they were not identified as key elements of recent housing policy work in any of the three.

SUMMARY OF HIGHLIGHTED EVENT			
	OLYMPIA	CITY OF SPOKANE	SPOKANE COUNTY
RECENT EFFORTS INCLUDE:			
Comprehensive Plan Update	✓	✓	✓
Municipal Code Updates	✓	✓	✗
Zoning Map and Code Updates	✗	✗	✓
PRIORITIZED STRATEGIES:			
Missing Middle Housing Options	✓	✓	✓
Low Density Residential Zone Increase in Densisty	✓	✗	✓
Medium Density Residential Zone Increase in Density	✗	✓	✗

FIGURE 9. COMPARISON OF HIGHLIGHTED INITIATIVES ACROSS CASE STUDY JURISDICTIONS





KEY FINDINGS

Whether the dominant goal was housing affordability (City of Olympia), growth management/economic growth (City of Spokane), or developer concerns (Spokane County), expanding missing middle housing options in low-density, single-family neighborhoods was a key priority of each strategy.

Comprehensive Plan updates serve as not only direction for infill/missing middle housing code changes, but are necessary to ensure new code complies with the Comprehensive Plan to avoid legal challenges (City of Olympia).

Recently passed statewide legislation can serve both as inspiration and a protection against appeal and review under the State Environmental Protection Act (SEPA). Specific examples are the "menu" of upzoning and middle housing zoning choices included in HB 1923, and the exemption from SEPA review of infill type code changes made by a city or county planning for infill development, clarified by HB 2673.

Early outreach and messaging to the community and local neighborhood groups is key to avoiding misinterpretation of the proposed changes and possible resulting legal appeal. For example, themes around "expanding housing options" tended to generate greater support than messages of "densification."

HOUSING ACTION PLAN

Objectives:

The following HOSAP objectives were developed based on key findings from community outreach and research, and approved by the PAG to guide the creation and evaluation of action plan strategies. Following each strategy is a table indicating its potential to impact one or more of these objectives. It will depend on how the strategy is implemented as to its actual impact.

1. Encourage housing development that meets the needs of middle-income households who are not being served in the current housing market.
2. Develop strategies to support the development of housing that is affordable to low, very low, and extremely low-income households.
3. Encourage diversity in housing types and tenure (rental/ownership), including expanding middle housing options and increasing multifamily feasibility.
4. Encourage the creation of a broad range of housing sizes to match the needs of all types of households (families, singles, students, older adults, disabled, or other unique population groups), with a focus on 1-2 person households not being served in the current housing market.
5. Guide development of diverse housing options to areas with access to transportation corridors and transit, commercial services, schools and parks, and conversely, support development of those same amenities in areas where more housing is added.

Strategies

To develop HOSAP recommendations, the PAG started with a framework developed by the Washington State Department of Commerce, and refined it to meet the needs of Clark County. The list was comprised of categories that included:

A. Expand Zoning Permissions for Housing Development

B. Modify Existing Regulatory Tools

C. Process Improvements

D. Affordable Housing Incentives

E. Funding Options

F. Other Strategies

G. Displacement Strategies

The PAG met three times from June through August 2021 to review and comment on potential strategies within these categories. Based on PAG comments, priority strategies were identified, evaluated to ensure alignment with the HOSAP Objectives, and presented to the PAG in October 2021.





RECOMMENDATIONS

Housing Options

Housing option strategies are regulatory strategies that expand housing development options and enhance residential development feasibility of existing housing options. Development code updates primarily apply to private development as individual projects are proposed. While code updates do not mandate that certain housing types are built, they expand opportunities and enhance development feasibility of a wider range of residential dwelling types to support a broader range of private development proposals. Select code updates also support development of regulated affordable housing, either indirectly by reducing barriers for all residential development or directly through targeted code amendments.

Affordable Housing

Affordable housing strategies are intended to increase the feasibility of subsidized affordable housing for low, very low, and extremely low-income households. Strategies include code changes or the use of funding tools that directly support affordable housing.

Programs and Partnerships

The Programs and Partnerships category includes strategies relating to the administration of county programs (e.g., development permitting) or where the county's role is to support and/or collaborate with partners to develop solutions to community concerns.

Advocacy

Advocacy strategies relate to advocacy for state legislative changes to allow strategies and tools not currently available to the County.

RECOMMENDED STRATEGIES

HOUSING OPTIONS

HO-1

Reduce minimum lot sizes for existing permitted housing types in low and medium-density zones to use existing land more efficiently, and make supporting revisions to maximum densities that align with new lot sizes:

- Reduce minimum lot sizes by 10-20% for single-family detached in all low-density R1 districts and increase maximum density by a corresponding 10-20%.
- Permit townhouses on lots with a minimum size of 2,000 square feet or smaller throughout the medium-density zones, by aligning and revising minimum lot sizes and maximum densities.
- Set minimum lot sizes for duplexes to match those for single-family detached in low and medium density districts, and revise maximum densities to permit a duplex on those lots.
- Revise lot coverage allowances as needed to accommodate structures on smaller lots.
- Revise minimum lot widths and depths to correspond with proposed lot sizes.

HO-1	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-2

Develop a compact subdivision option distinct from both cottage housing and PUD path as a way to develop smaller, single-family detached dwellings at lower price points. Include provisions to:

- Apply only to parcels that are up to 5 acres in size in the R1-5, R1-6 and R1-7.5 zones that are located near transit, within developed areas, or other priority locations.
- Set minimum lot sizes at 50-70% of the size of lots in the underlying zone with corresponding increase to maximum density.
- Match scale of dwellings to smaller sized lots, with maximum lot coverage of 40% and 25-foot height limit.
- Treat perimeter for compatibility with surrounding residential development including landscaping, setback and/or fencing options.

HO-2	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-3

Increase minimum density in high-density zones from 47-60% to 60-80% of the maximum density, to support multifamily residential and smaller housing units.

HO-3	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-4

Expand middle housing types permitted in the low and medium residential zones to expand housing options, and set dimensional and density standards equivalent to single-family detached dwellings to enhance development feasibility.

- Permit duplexes throughout the low-density zones, on both corner and mid-block lots with the same minimum lot size as single-family detached dwellings and effectively double the maximum density. Continue to permit through a building permit review without requiring separate land use review, aside from any land division to create lots.
- Introduce triplex and quadplex uses (attached and detached configurations) in low and medium-density zones, and permit on minimum lot sizes/densities analogous to townhouses. Permit through Type I site plan review on existing lots and no additional review when proposed with a land division.
- Allow townhouses in low-density zones on lots down to 2,000 square feet created through a standard subdivision process as a use permitted outright. Permit through a building permit review without requiring separate land use review, aside from any land division to create lots.
- Allow and encourage internal conversion of existing homes into additional units as a “plex”, including nonconforming development. Consider standards such as modifications to setbacks and lot coverage, and/or flexible parking standards to incentivize retention of existing homes.

HO-4	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-5

Introduce minimum parking requirements specific to duplexes, triplexes and quadplexes that are less than parking requirements for single-family dwellings to balance site development feasibility with desire for off-street parking options, beginning with a 1 space per unit requirement. Consider opportunities for tandem parking and/or on-street parking to meet some of the parking requirements, and reductions for projects near transit.

HO-5	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-6

Revise minimum parking requirements for narrow lots, specifically townhouses. Eliminate the separate narrow lot standard for 2.5 spaces per unit and apply the same single-family detached standard of 2 off-street spaces, which can be met through tandem parking (one in garage and one in driveway). Adjust driveway spacing and access requirements for townhouses and require paired driveways (side-by-side on separate lots), to balance preservation of on-street parking, a walkable sidewalk realm, and development feasibility.

HO-6	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓		

HO-7

Implement state-mandated multifamily parking ratios of one per bedroom or 0.75 space for a studio for sites with access to high-quality transit, including regulated affordable housing. Required to implement SHB 2343 provisions, now codified as RCW 36.70A.620, applicable to the County. (See Strategy HO-20 for longer-term comprehensive evaluation of multifamily parking requirements and reductions.)

HO-7	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	✓

HO-8

Make limited revisions to Highway 99 Plan to promote feasibility of desired residential development:

- Exempt regulated affordable housing projects from certain Highway 99 multifamily design standards.
- Apply new development standards for middle housing types proposed herein in lieu of specific Highway 99 standards, akin to how cottage development is currently treated.

HO-8	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	

HO-9

Revise cottage housing standards, to increase development feasibility focused on creating clusters of small-scale units while providing a coherent site design with a balance of amenities.

- Allow a minimum density of 21.8 units per acre, or existing allowance of 200% of the base zone density, whichever is greater, and adjust allowed lot coverage as needed.
- Permit a greater variety of attached or detached units that maintain the clustered layout around the common courtyard.
- Reduce quantity of common and private open space required per dwelling with provisions focused on quality and accessibility of such spaces. Require a minimum percentage of common open space to be landscaped.
- Provide a variety of parking configurations including shared parking areas and individual garages.
- Set required off-street parking at one space per unit, with potential reductions for projects near transit and/or on-street parking availability.
- Remove discretionary architectural design standards.

HO-9	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-10

Revise open space and recreation area requirements for larger multifamily projects (13+ units), to reduce competition for site area on the highest density projects while focusing on the quality and accessibility of the open spaces to incentivize higher density development. Exempt any units over the minimum density or over 30 units/acre from triggering additional open space area.

HO-10	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	

HO-11

Build on strong ADU provisions by:

- Removing parking requirements entirely (currently allowed on-street or off-street) or providing targeted parking reductions for ADUs located near transit similar to reductions allowed in recently adopted state SSB 6617.
- Increasing allowed ADU size for all dwellings to a maximum of 800 square feet, rather than tying to the size of the existing dwelling which penalizes smaller dwellings.
- Removing minimum unit size of 150 square feet.
- Allowing additional 10% lot coverage for sites developed with an ADU.
- Removing the discretionary design requirement for ADUs to be "architecturally compatible" with primary residence.
- Providing alternative to standard requiring detached ADUs to be located 10 feet to side or rear of primary dwelling, for flexibility on sites where primary dwelling is set far back on the property.
- Allowing more than one ADU on a property, such as a basement conversion and a detached unit.

HO-11

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
✓		✓	✓	

HO-12

Expand opportunities to site RVs and tiny homes by permitting RV parks within the Community Commercial zone, beyond the General Commercial zone where they are already permitted, and explore any related modifications to RV park standards that could better support this affordable residential alternative. (Note: RVs are already permitted within manufactured home parks, currently permitted in medium and high-density residential and Office Residential (OR) zones.)

HO-12

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
✓	✓	✓	✓	

HO-13

Adopt a "visitability" program, either with voluntary incentives and/or code requirements, for the construction of a percentage of new housing units (where there are three or more units proposed) that include the following visitability standards:

- A no step, barrier-free entrance.
- A bathroom and small living area accessible to the main entrance.
- 32-inch-wide internal doors between the entrance, the bathroom and the living area for wheelchair accessibility.

HO-13	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
			✓		

HO-14

Revise the definitions of "household," "housekeeping unit," and "family" per SB 5235/RCW 35.21 to remove numbers of unrelated persons that may define a household, a family, or occupy a dwelling unit. Need to complete full review of code to identify specifics of where this is needed. The number of people that can occupy a dwelling unit would be based on building safety code requirements instead of an arbitrary number in the development code.

HO-14	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓		✓	

HO-15

Review the Planned Unit Development ordinance to provide greater flexibility and encourage high quality developments (e.g., consider the applicable acreage requirement size and open space requirements).

HO-15	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-16

Consider upzoning existing County land where appropriate and/or higher-density zoning for new land as it is brought into the Urban Growth Area.

- Look at designating additional land for high-density residential to support multifamily development, and for medium-density residential to support a range of more dense, more varied housing types relative to low-density areas. Develop criteria that would identify where to apply higher-density zones.
- Look at rezoning selected commercial properties for high-density residential use. Develop criteria to guide selection of targeted properties.

HO-16	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓		

HO-17

The county and cities will need to adopt housing affordability metrics as part of the next Comprehensive Plan update per state mandate. These metrics are to be reported on the Buildable Lands Report and jurisdictions will have to take reasonable measures to meet the housing affordability metrics, if they are not met. Discuss the Countywide Planning Policy regarding the 75/25 split between single-family detached housing and alternatives to single-family detached housing with all local jurisdictions during the Comprehensive Plan update process as part of the housing affordability discussion, to see if the ratio still makes sense or should be adjusted by all jurisdictions. If the ratio is adjusted, upzone land within jurisdictions as needed to meet the new ratio.

HO-17	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓		

HO-18

Create a new R1-2.5 zone with a 2,500-square foot minimum lot size for single-family detached and similarly scaled minimum lot sizes for middle housing. Apply the R1-2.5 as an additional option to allow for smaller scale, compact development to supplement opportunities created through short-term strategies.

HO-18	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

HO-19

Introduce courtyard apartment use to allow small-scale apartment development of 5-12 units by permitting at higher densities in medium-density zones and developing alternative design standards.

HO-19

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
✓	✓	✓	✓	

HO-20

Study reductions to off-street parking minimums for multifamily residential, currently set at 1.5 spaces for all units regardless of size, location, or resident characteristics. Consider any or all of the following targeted revisions:

- Scale parking requirements based on unit size, to enhance development feasibility of smaller units to serve forecasted growth in small households.
- Reduce parking requirements for high-density multifamily over 30 units/acre, where parking requirements can effectively cap the maximum density because of site area limitations and costs.
- Reduce parking ratios for regulated affordable housing projects that do not qualify for transit-based reductions under SHB 2343, including consideration of sites with limited transit service that may not meet state definitions for frequency.
- Reduce parking ratios for senior housing developments that do not qualify for transit-based reductions under SHB 2343.

Alternatively, parking requirements could be reduced through across-the-board reductions for all multifamily residential, or through a discretionary, site-specific review process. Targeted, by-right reductions such as the above strategies are the preferred approach because they combine a degree of precision with a greater degree of certainty.

HO-20

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
✓	✓	✓	✓	✓

HO-21

Explore adding flexibility in the commercial and mixed-use zones to support greater residential development while continuing to meet County economic development goals for commercial land. Consider one or more of the following strategies:

- Permit residential uses outright in commercial zones where projects meet certain applicability criteria such as affordability of units (expanding on Strategy AH-1), project size, location near transit or services, or other factors.
- Revise ground-floor commercial use requirements to reduce overall impact to residential project feasibility. Consider limiting to a smaller portion of the ground-floor along the street-facing frontage(s), and/or permitting active ground-floor use areas like community spaces or plazas to meet the requirements.
- Permit horizontal configurations of separate commercial and residential spaces sharing a site, rather than requiring a vertical mix of uses with upper-story residential development.
- As an alternative to permitting more residential uses in commercial zones, support rezones of select parcels from commercial to residential by adding an approval criteria for applicants to demonstrate that rezones further affordable housing opportunities.

HO-21	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓			✓

HO-22

Revisit cross-circulation requirements within Highway 99 subarea particularly along Highway 99 itself, to better understand potential impacts on development feasibility as part of a broader cross-circulation project.

HO-22	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	✓

HO-23

Study existing manufactured home parks, identify potential for displacement, and develop strategies to reduce or mitigate displacement. Consider development of a manufactured home park zone where other redevelopment options are limited, there are restrictions on discontinuing manufactured home parks uses, and/or enhanced notification, relocation assistance, and opportunities to convert to tenant ownership in the event of park closures.

HO-23	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	

HO-24 Explore potential for RVs and tiny homes to provide lower-cost residential opportunities on individual residential lots and/or in RV parks within high-density residential zones. Study emerging models in peer cities to allow residential use of RVs or tiny homes as accessory to a single-family detached dwelling, potentially classified as an ADU.

HO-24	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	

HO-25 Conduct a comprehensive review of impact fees to reflect the impact of different dwelling types and align with County goals to support smaller, more affordable housing options while maintaining current revenue levels.

HO-25	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	

SUPPORT FOR AFFORDABLE HOUSING

AH-1 Expand options for affordable residential uses in commercial zones by allowing eligible (Washington state Housing Finance Commission eligibility) affordable multi-family housing with no commercial component in all commercial zones. Rather than specific location or eligibility criteria, allow availability and prices of less desirable commercial properties and limited funding for affordable housing projects to guide where these limited projects will be located.

AH-1	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	✓

AH-2 Revise code to provide clarity on the review process and requirements for the conversion of existing motels and hotels into temporary or permanent affordable housing (i.e., adding as an allowed use in zoning code/adding a section in CCC 40.260 Special Uses and Standards to include specific criteria).

AH-2	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓			

AH-3

Implement bonus density for Affordable Housing on Religious Organizations' Land (RCW 36.70A.545): state law requires that properties owned by religious organizations be eligible for increased density bonuses, provided they exclusively serve low-income tenants for 50 years and are located within an urban growth area. In this case, jurisdictions may develop policies based on the level of need for the proposed housing and the ability of infrastructure to handle increased density. Consider extending the bonus density incentive for affordable housing to non-religious organizations that meet the affordability and time duration requirements.

The RCW includes definitions for "affordable housing development," "low-income household," and "religious organization." Low-income households are defined by household adjusted income less than eighty percent of the median family income, adjusted for household size, for the county where the affordable housing development is located. The law does not specify bonus density amounts.

AH-3	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	✓

AH-4

Conduct a comprehensive review of impact fees to implement up to 80% impact fee reduction for regulated affordable housing authorized by RCW 82.02.060 while maintaining current revenue levels.

AH-4	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	

AH-5

Explore the potential of a County Tax Increment Financing (TIF) tool to support affordable housing goals and which geographies would be best suited for a TIF district.

AH-5	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	

AH-6

Explore development standards "bonuses" for affordable housing and calibrate them to meet the unique needs of the study area in consultation with affordable housing providers to identify the most impactful changes. Strategies may include, but are not limited to:

- Density bonuses. For example, provide a density bonus of 100% in high-density residential zones in exchange for developments that have at least 40% of apartments affordable to people at 60% area median income or below for at least 30 years.
- Parking reductions. As part of or in addition to multifamily parking reductions through Strategy HO-20, consider substantial reductions to minimum parking requirements to allow more of the site to be developed as housing.

AH-6	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	✓

AH-7

Review the land use and non-life-safety engineering standards used to review projects and identify if there are opportunities that would reduce barriers for low-income projects while still producing high-quality development. For example, if a project proves eligibility as a regulated affordable housing development, then adjustments or variances could be allowed, to certain standards such as landscaping, turn around or sidewalk standards.

AH-7	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	

PROGRAMS AND PARTNERSHIPS

PP-1

Reduce development review timelines for select projects by findings ways to combine and streamline land use, engineering and/or building permit reviews.

- For regulated affordable housing projects, allow concurrent review of preliminary land use and final engineering applications. Also allow submittal of building permit application any time after preliminary review approval.
- For triplex and quadplex projects that require road or sidewalk improvements, allow concurrent review of land use (Type I site plan review) and final engineering applications.

PP-1	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓		

PP-2

Identify an affordable housing point of contact to provide education resources and help developers understand and use the various affordable housing incentives.

PP-2

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓		

PP-3

Work with residents, property owners, and developers to discuss how best to encourage and support more neighborhood-scale retail uses within neighborhoods.

- Talk with neighborhood groups/residents on types of uses desired in Neighborhood Commercial zones.
- Plan a workshop with property owners/developers of existing Neighborhood Commercial- zoned property to understand barriers/challenges to development.
- Use feedback to inform analysis of Neighborhood Commercial zone (See Related Strategies, PP-5)

PP-3

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
				✓

PP-4

Study ongoing housing production trends and prevalence of certain housing types in limited medium and high-density-zoned land.

- If single-family detached uses predominate in medium-density zones, create greater opportunity for higher-density, middle housing development either by prohibiting single-family detached dwellings or limiting them to a portion of a PUD development.
- If townhouse uses predominate in high-density zones, encourage a variety of other housing types, particularly apartments by either prohibiting townhouses or limiting them to a portion of a PUD development.

PP-4

Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
✓		✓	✓	

PP-5

Explore options to increase access to neighborhood-scale retail and service uses, such as coffee shops, within residential neighborhoods through measures such as:

- Reviewing the extent of current Neighborhood Commercial (NC) zoning, and developing criteria to designate additional NC sites.
- Expanding the allowed scope of retail and service uses permitted as home occupations within commercial zones.
- Permitting limited scale retail and services uses in the high-density residential zones, potentially limited to a percentage of the site and/or to key locations such as corners or along higher-classification roads.
- Developing economic development efforts to recruit and support small-scale retail and service uses, such as small grant programs or entrepreneur training programs.

PP-5	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
					✓

PP-6

Review the county's master plan permit program to determine if adjustments can be made to improve the program or if a different approach to master permitting is preferred. Master plan permits allow early review of residential plans that can be used on any lot. When the plans are proposed for use for a specific lot, less staff review is required, and the plan review process is more assured for the builder/contractor. Explore expanding the master plan permit program to include ADUs and/or middle housing types.

PP-6	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓	✓	

PP-7

Support the initiative for electronic plan review.

PP-7	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	

PP-8 Develop a marketing/communication plan on any new changes to code or other strategies regarding housing options, including education efforts such as handouts and brochures explaining new regulations and what kind of middle housing is possible.

PP-8	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	✓

PP-9 Monitor housing development, especially multifamily, over time, noting the number and type of units produced, sizes of units, density, parking provided, sale or proposed rent levels, use of any fee or tax incentives, or other correlations between regulatory actions and resulting development trends. Consider providing profiles of representative projects as part of annual reports to support further regulatory revisions.

PP-9	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓	✓	✓	✓	✓

PP-10 Create a mobile and manufactured home resource page on the county webpage. The page should include links to state programs for park preservation and relocation assistance.

- Washington Department of Commerce Manufactured/Mobile Home Relocation Assistance Program
- Washington State Housing Finance Commission Preserving Manufactured Housing Communities

PP-10	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓	✓	

PP-11 Monitor/support state and partner efforts to monitor regulated affordable housing properties that are nearing their affordability expiration dates.

PP-11	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓			

PP-12 Adopt a "Notice of Intent to Sell"/Sale Ordinance that requires owners of multifamily buildings to provide official notification to tenants and local housing officials. Examples of existing ordinances include Seattle and Burien.

PP-12	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓			

PP-13 Identify ways in which the county can support Vancouver Housing Authority achieve its mission.

PP-13	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓		

PP-14 Inventory available public lands annually. Donate or lease public lands to affordable housing developers to reduce the cost of development and help make affordable housing projects more financially feasible.

PP-14	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓			

PP-15 Research short-term rental impacts in Clark County and, if needed, develop a county policy around short-term rentals.

PP-15	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
			✓		

PP-16 Work with aging and disabilities advocates in the community to develop a universal design program to encourage more housing options for those in the community that are disabled or mobility challenged. The program could encourage the development of deaf-friendly units, blind-friendly units, and additional identified housing options needed to better serve our community members who have a disability.

PP-16	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
			✓	✓	

ADVOCACY

A-1 Counties are not currently eligible for the multi-family tax exemption under RCW 84.14. Council should continue advocacy efforts to expand the multi-family tax exemption under RCW 84.14 to counties and implement an income target in the 50% to 80% AMI range.

A-1	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
		✓	✓		✓

A-2 Support legislative changes that would fix issues with the state's condominium defect liability law that has contributed to a condominium construction drought by encouraging frivolous lawsuits. *Please note SB 5024 passed the state legislature and it may be too soon to know the impacts of this legislation and if/what additional legislative fixes may be needed.*

A-2	Affordable to Middle Income HH	Affordable to Low Income HH	Expands Housing Options	Home Size Options	Services & Amanities
	✓		✓		


CREDIT: SIGHTLINE


CREDIT: SIGHTLINE

IMPLEMENTATION AND MONITORING

The Clark County Planning Commission and County Council will review the Draft Housing Options Study and Action Plan and determine which of the proposed strategies will advance to implementation. Following County Council review and direction, County staff will begin the work to implement the selected first package of strategies. After the initial batch of strategies is implemented, Council may subsequently identify additional strategies or bundles of strategies to implement.

To aid in the selection and next steps for strategy implementation, the implementation matrix provides a blueprint for converting the recommended strategies in the HOSAP into actual regulatory and program changes. Additionally, the proposed monitoring program will provide a system for measuring the effectiveness of housing strategies in achieving the HOSAP Objectives.

The implementation matrix considers the level of resources needed, both in staff and other costs, including staff time required, additional resources or programming needed, or anticipated public funding required to implement.

POTENTIAL PARTNERS

- Clark County Community Development
- Clark County Public Works
- Clark County Community Services
- Clark County Public Health
- For-profit developers
- Nonprofit developers/Public housing
- Real Estate
- Innovative home builders
- Communities of Color
- Schools
- Community/Neighborhood groups
- Large employers
- Youth
- Houseless community
- Clark Regional Wastewater District
- C-TRAN
- Public Safety
- City of Vancouver

IMPLEMENTATION MATRIX

The Implementation Matrix on the following page shows each strategy with the proposed timeline, potential cost, level of effort, and household income target. Each strategy and action will require different levels of partnership, staff time, and potential funding, to be fully implemented. To provide information on the steps necessary to implement code amendments, Figure 10 is an example of a project timeline that shows the tasks typically required for the legislative process.



Proposed Timeline: Each of the actions includes a proposed classification of short-term (<1 year), medium-term (1 to 2 years), and long-term (2 or more years). These timeframes assume full and timely resource allocation of staff and necessary funds. The strategies selected for inclusion within initial code updates generally build upon and extend existing county policies, such as increasing minimum density for high-density development and further refining already strong ADU policies, and greatly expanding middle housing development feasibility as a policy priority. Medium- and long-term strategies introduce significant new policies that could benefit from further policy refinement. *(Note: During the PAG deliberations, the strategies were categorized as either "near-term" or "long-term". To provide more nuanced detail on timeline per strategy, project staff added "medium-term" for the implementation matrix. Some strategies that were initially designated "near-term" but could require more analysis than others, are now categorized as "medium-term".*



Cost: A relative comparison of costs for each strategy. For example, development code changes have no/low cost. Strategies with ongoing administrative needs are moderate cost. Items that require the County to invest or forgo revenues are significant cost.



Effort: Low-effort actions can be implemented without the allocation of additional resources. Medium-effort actions will require additional staff time or resources and possibly consultant support to implement. High-effort actions will likely require significant additional staff time, funding resources, and possibly consultant support to implement.



Household Income Targeted: This category indicates which strategies have the potential to provide more housing options for "Low-income Households" (at or below 80% of the Area Median Income) and/or "Middle-income Households" (Above 80% of the Area Median Income).



Type of Action Needed: The strategies are recommendations only and will require County Council direction to move forward with implementation. Many of the strategies require a separate legislative approval process to be implemented. Other strategies are administrative and could be implemented immediately upon County Council direction. Others are a combination that could end up requiring both administrative work (i.e. performing a study) and legislative action (i.e. study may lead to a next step that would require a legislative change).

Please note that the strategies in the matrix on the next page are shortened and may not include full details of the proposed action. Please refer to the list of strategies in the previous section to review the full description of each strategy.

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
HOUSING OPTIONS					
HO-1 Reduce minimum lot sizes for existing permitted housing types in low and medium-density zones to use existing land more efficiently, and make supporting revisions to maximum densities that align with new lot sizes.	 Short-Term				 Legislative
HO-2 Develop a compact subdivision option distinct from both cottage housing and PUD path as a way to develop smaller, single-family detached dwellings at lower price points.	 Medium-Term				 Legislative
HO-3 Increase minimum density in high-density zones from 47-60% to 60-80% of the maximum density, to support multifamily residential and smaller housing units.	 Short-Term				 Legislative
HO-4 Expand middle housing types permitted in the low and medium residential zones to expand housing options, and set dimensional and density standards equivalent to single-family detached dwellings to enhance development feasibility, such as allowing additional types of housing in low and medium density zones through a simpler review process, among other examples. *Please refer to full strategy on page 29.*	 Short-Term				 Legislative
HO-5 Introduce minimum parking requirements specific to duplexes, triplexes and quadplexes that are less than parking requirements for single-family dwellings to balance site development feasibility with desire for off-street parking options, beginning with a 1 space per unit requirement. Consider opportunities for tandem parking and/or on-street parking to meet some of the parking requirements, and reductions for projects near transit.	 Short-Term				 Legislative
HO-6 Revise minimum parking requirements for narrow lots, specifically townhouses, such as adjusting driveway spacing and access requirements. *Please refer to full strategy on page 30.*	 Short-Term				 Legislative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
HO-7 Implement state-mandated multifamily parking ratios of one per bedroom or 0.75 space for a studio for sites with access to high-quality transit, including regulated affordable housing. **STATE MANDATE**	 Short-Term				 Legislative
HO-8 Make limited revisions to Highway 99 Plan to promote feasibility of desired residential development, such as exempting regulated affordable housing projects from some design standards and applying new development standards for middle housing types to match Title 40 *Please refer to full strategy on page 29.*	 Medium-Term				 Legislative
HO-9 Revise cottage housing standards, to increase development feasibility focused on creating clusters of small-scale units while providing a coherent site design with a balance of amenities.	 Short-Term				 Legislative
HO-10 Revise open space and recreation area requirements for larger multifamily projects (13+ units), to reduce competition for site area on the highest density projects while focusing on the quality and accessibility of the open spaces to incentivize higher density development. Exempt any units over the minimum density or over 30 units/acre from triggering additional open space area.	 Short-Term				 Legislative
HO-11 Build on strong ADU provisions, such as removing parking requirements; removing discretionary design requirements; and allowing more than one ADU on a property, among other ideas. *Please refer to full strategy on page 31.*	 Short-Term				 Legislative
HO-12 Expand opportunities to site RVs and tiny homes by permitting RV parks within the Community Commercial zone, beyond the General Commercial zone where they are already permitted, and explore any related modifications to RV park standards that could better support this affordable residential alternative.	 Medium-Term				 Legislative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
HO-13 Adopt a "visitability" program, either with voluntary incentives and/or code requirements, for the construction of a percentage of new housing units (where there are three or more units proposed). *Please refer to full strategy on page 32.*	Medium-Term	$			Legislative
HO-14 Revise the definitions of "household," "housekeeping unit," and "family" per SB 5235/RCW 35.21 to remove numbers of unrelated persons that may define a household, a family, or occupy a dwelling unit. **STATE MANDATE**	Short-Term	$			Legislative
HO-15 Review the Planned Unit Development ordinance to provide greater flexibility and encourage high quality developments.	Medium-Term	$			Legislative
HO-16 Consider upzoning existing county land where appropriate and/or higher-density zoning for new land as it is brought into the Urban Growth Area.	Medium-Term Long-Term	$$			Legislative
HO-17 Discuss the Countywide Planning Policy regarding the 75/25 split between single-family detached housing and alternatives to single-family detached housing with all local jurisdictions during the Comprehensive Plan update process to see if the ratio still makes sense or should be adjusted by all jurisdictions.	Long-Term	$			Legislative & Administative
HO-18 Create a new R1-2.5 zone with a 2,500-square foot minimum lot size for single-family detached and similarly scaled minimum lot sizes for middle housing. Apply the R1-2.5 as an additional option to allow for smaller scale, compact development to supplement opportunities created through short-term strategies.	Medium-Term	$$			Legislative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
HO-19 Introduce courtyard apartment use to allow small-scale apartment development of 5-12 units by permitting at higher densities in medium-density zones and developing alternative design standards.	 Medium-Term				 Legislative
HO-20 Study reductions to off-street parking minimums for multifamily residential, currently set at 1.5 spaces for all units regardless of size, location, or resident characteristics. *Please refer to full strategy on page 34.*	 Medium-Term				  Legislative & Administative
HO-21 Explore adding flexibility in the commercial and mixed-use zones to support greater residential development while continuing to meet county economic development goals for commercial land. *Please refer to full strategy on page 35.*	 Medium-Term				 Legislative
HO-22 Revisit cross-circulation requirements within Highway 99 subarea particularly along Highway 99 itself, to better understand potential impacts on development feasibility as part of a broader cross-circulation project.	 Medium-Term				 Legislative
HO-23 Study existing manufactured home parks, identify potential for displacement, and develop strategies to reduce or mitigate displacement. Consider development of a manufactured home park zone where other redevelopment options are limited, there are restrictions on discontinuing manufactured home parks uses, and/or enhanced notification, relocation assistance, and opportunities to convert to tenant ownership in the event of park closures.	 Long-Term				  Legislative & Administative
HO-24 Explore potential for RVs and tiny homes to provide lower-cost residential opportunities on individual residential lots and/or in RV parks within high-density residential zones.	 Medium-Term				 Legislative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
HO-25 Conduct a comprehensive review of impact fees to reflect the impact of different dwelling types and align with county goals to support smaller, more affordable housing options while maintaining current revenue levels.	 Long-term				 Legislative & Administative
AFFORDABLE HOUSING					
AH-1 Expand options for affordable residential uses in commercial zones by allowing eligible affordable multi-family housing with no commercial component in all commercial zones.	 Short-Term				 Legislative & Administative
AH-2 Revise code to provide clarity on the review process and requirements for the conversion of existing motels and hotels into temporary or permanent affordable housing.	 Short-Term				 Legislative
AH-3 Implement bonus density for Affordable Housing on Religious Organizations' Land. **STATE MANDATE**. Consider extending the bonus density incentive for affordable housing to non-religious organizations that meet the affordability and time duration requirements.	 Medium-Term				 Legislative
AH-4 Conduct a comprehensive review of impact fees to implement up to 80% impact fee reduction for regulated affordable housing authorized by RCW 82.02.060 while maintaining current revenue levels.	 Long-term				 Legislative & Administative
AH-5 Explore the potential of a County Tax Increment Financing (TIF) tool to support affordable housing goals and which geographies would be best suited for a TIF district.	 Long-term				 Legislative & Administative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
AH-6 Explore development standards "bonuses" for affordable housing and calibrate them to meet the unique needs of the study area in consultation with affordable housing providers to identify the most impactful changes. Examples include parking reductions and density bonuses. *Please refer to full strategy on page 38.*	 Long-term				  Legislative & Administative
AH-7 Review the land use and non-life-safety engineering standards used to review projects and identify if there are opportunities that would reduce barriers for low-income projects while still producing high-quality development. For example, if a project proves eligibility as a regulated affordable housing development, then adjustments or variances could be allowed, to certain standards such as landscaping, turn around or sidewalk standards.	 Medium-Term				  Legislative & Administative
PROGRAMS AND PARTNERSHIPS					
PP-1 Reduce development review timelines for select projects by findings ways to combine and streamline land use, engineering and/or building permit reviews, such as allowing concurrent reviews for affordable housing projects and for some triplex and quadplex projects. *Please refer to full strategy on page 38.*	 Long-term				 Administative
PP-2 Identify an affordable housing point of contact to provide education resources and help developers understand and use the various affordable housing incentives.	 Medium-Term				 Administative
PP-3 Work with residents, property owners, and developers to discuss how best to encourage and support more neighborhood-scale retail uses within neighborhoods. Examples include holding workshops with residents, property owners, and developers; and performing an analysis on the Neighborhood Commercial zone. *Please refer to full strategy on page 39.*	 Medium-Term				 Administative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
PP-4 Study ongoing housing production trends and prevalence of certain housing types in limited medium and high-density-zoned land. For example, if single-family predominates in medium-density zones, create greater opportunity for middle housing types. *Please refer to full strategy on page 39.*	Long-term	$			Legislative & Administative
PP-5 Explore options to increase access to neighborhood-scale retail and service uses, such as coffee shops, within residential neighborhoods.	Long-term	$$			Legislative & Administative
PP-6 Review the county's master plan permit program to determine if adjustments can be made to improve the program or if a different approach to master permitting is preferred.	Medium-Term	$$			Administative
PP-7 Support the initiative for electronic plan review.	Medium-Term	$$			Administative
PP-8 Develop a marketing/ communication plan on any new changes to code or other strategies regarding housing options.	Medium-Term	$			Administative
PP-9 Monitor housing development, especially multifamily, over time, noting the number and type of units produced, sizes of units, density, parking provided, sale or proposed rent levels, use of any fee or tax incentives, or other correlations between regulatory actions and resulting development trends.	Long-term	$$			Administative
PP-10 Create a mobile and manufactured home resource page on the county webpage. The page should include links to state programs for park preservation and relocation assistance.	Short-Term	$			Administative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
PP-11 Monitor/support state and partner efforts to monitor regulated affordable housing properties that are nearing their affordability expiration dates.	 Short-Term				 Administative
PP-12 Adopt a "Notice of Intent to Sell/ Sale Ordinance" that requires owners of multifamily buildings to provide official notification to tenants and local housing officials.	 Medium-Term				 Legislative
PP-13 Identify ways in which the county can support Vancouver Housing Authority achieve its mission.	 Medium-Term				 Administative
PP-14 Inventory available public lands annually. Donate or lease public lands to affordable housing developers to reduce the cost of development and help make affordable housing projects more financially feasible.	 Long-term				 Legislative & Administative
PP-15 Research short-term rental impacts in Clark County and, if needed, develop a county policy around short-term rentals.	 Long-term				 Legislative & Administative
PP-16 Work with aging and disabilities advocates in the community to develop a universal design program to encourage more housing options for those in the community that are disabled or mobility challenged.	 Long-term				 Legislative & Administative

STRATEGY	PROPOSED TIMELINE	COST	EFFORT	HOUSEHOLD INCOME TARGET	TYPE OF ACTION NEEDED
ADVOCACY					
A-1 Continue Council advocacy efforts to expand the multi-family tax exemption under RCW 84.14 to counties and implement an income target in the 50% to 80% AMI range.	 Long-term				
A-2 Support legislative changes that would fix issues with the state's condominium defect liability law that has contributed to a condominium construction drought by encouraging frivolous lawsuits.	 Long-term				

TASKS	DESCRIPTION	START DATE	END DATE
GOAL	**Update Title 40**	**2017**	**2017**
Action	COUNCIL Work Session	Aug 9	Aug 9
Action	COUNCIL Work Session (if needed)	Sept 6	Sept 6
Action	Stakeholder Meeting		
Action	Leagl and Stakeholder Review		
Deliverable	Draft Title 40 Amendments		
Action	Commerce 60-Day Review (62 Days)	Oct 11	Oct 11
Action	Website Page	Oct 25	Oct 25
Action	15-Day Notice OH (Columbia & Reflector)	Oct 26	Oct 26
Action	Public Meeting/Open House - Luke Jensen Sport Park - Bud Van Cleve Room	Nov 1	Nov 1
Action	Public Meeting/Open House - Battle Ground Community Center	Nov 1	Nov 1
Deliverable	**All Documents Posted for Comment**	**Nov 1**	**Nov 1**
Deliverable	**SEPA (15 Days)**	**Nov 1**	**Nov 1**
Action	15-Day Notice PC Hearing (Columbian & Reflector)	Nov 2	Nov 2
Action	14-Day Notice SEPA (Columbian & Reflector)		
Action	DEAB	Nov 2	
Deliverable	**All Documents Posted for Comment**	**Nov 9**	**Jan 9**
Action	Clark County Planning Commission Work Session	Nov 16	
Action	Clark County Planning Commission Hearing	Jan 10	
Action	COUNCIL Work Session	Jan 8	
Action	15-Day Notice COUNCIL Hearing (Columbian & Reflector)	Jan 23	
Action	COUNCIL Hearing +Adopting Ordinance	Feb 2	
Deliverable	**Effective (10 Days After COUNCIL Hearing)**	**2017**	**2017**

FIGURE 10. SAMPLE PROJECT TIMELINE

*Note: This project timeline is an example from the 2017 Housing Code Amendments (ADUs, Cottages, Manufactured Housing, and Tiny Homes) to show the code amendment process.

MONITORING PROGRAM

Community Planning will begin including as part of their annual work program proposal and presentation to Council, an update on the implementation of the HOSAP strategies. The update will describe prioritized areas of focus and a list of additional implementation strategies that could be managed by the department, per guidance and approval from Council and the County Manager.

In addition to monitoring of the action plan implementation, it is recommended that metrics be established that can be used to track progress or outcomes of specific strategies or a group of strategies over time. Depending on the strategy, appropriate metrics should be identified that reflect the change the strategy is designed to make.

Guiding Principles for Developing a Monitoring Program

Staff recommends the following objectives in selecting data sources and indicators to use in the monitoring program:

- Use the monitoring program to advance the implementation of adopted Comprehensive Plan Housing Element goals and policies.
- Select indicators that are both easy to understand and useful in evaluating progress towards goals and policies.
- Use indicators from readily available, regularly updated, well-respected data sources.
- Use data specific to Clark County. Regional or statewide data may be included for the purpose of benchmarking or comparison, but should not be relied upon solely to describe the state of housing within the unincorporated Vancouver Urban Growth Area.
- Develop monitoring metrics appropriate to each implementation strategy.
- Review and analyze monitoring program examples of other jurisdictions provided in the Washington Department of Commerce's Guidance for Development a Housing Action Plan.
- Consider selecting performance metrics and a schedule for monitoring that builds on existing activities that are already being tracked, such as the new requirements for Comprehensive Plan Housing Elements that will require tracking housing needs for all economic segments of the population.
- Consider online technology and tools to support publicly accessible, streamlined data sharing, such as interactive dashboards and maps.

2025 COMPREHENSIVE PLAN HOUSING ELEMENT UPDATE

The 2021 legislation session amended the housing-related provisions of the Growth Management Act and strengthened the housing goal. Local governments will be required to update their Housing Element during the next periodic update of the Comprehensive Plan. The new requirements include projecting housing needs for all economic segments of the population (moderate, low, very low and extremely low income). This includes projected need for emergency housing, emergency shelters and permanent supportive housing.

APPENDICES

APPENDIX A: CLARK COUNTY HOUSING VISION, POLICIES, AND LAWS

APPENDIX B: PUBLIC PARTICIPATION PLAN

APPENDIX C: STAKEHOLDER INTERVIEWS

APPENDIX D: HOUSING INVENTORY AN ANALYSIS

APPENDIX E: POLICY AND REGULATORY REVIEW

APPENDIX F: LEGISLATIVE REVIEW

APPENDIX G: HOUSING OPTIONS CASE STUDY

APPENDIX H: FEASIBILITY ANALYSIS

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX A

COUNTY VISION POLICIES AND LAWS

CLARK COUNTY WASHINGTON
COMMUNITY PLANNING
www.clark.wa.gov
1300 Franklin Street
PO Box 9810
Vancouver, WA 98666-9810
564.397.2280

Framing the Housing Options Study and Action Plan Project

What is the purpose of the Housing Options Study and Action Plan?

The purpose is to identify housing challenges within the unincorporated Vancouver Urban Growth Area and opportunities to encourage development of housing that is affordable to a variety of household incomes through the removal of regulatory barriers and/or implementation of other strategies. These strategies are needed to help ensure future generations have access to affordable, quality and diverse housing opportunities.

What strategies can be considered for this project?

The goal for this project is to develop a list of implementation-ready/actionable strategies and recommendations for County Council consideration using information gathered throughout the project (stakeholder Interviews; data analysis and inventory; County policy and regulatory review/audit; advisory group and public input; etc.) and documented in the Housing Options Study and Action Plan.

The recommendations could include:

- New and/or revised policies for the 20-year Comprehensive Growth Management Plan
- New and/or revised code language for the County's Title 40 Unified Development Code
- Changes to the county's zoning designations in the project area
- Non-regulatory opportunities that address identified issues (i.e. county processes; incentives; etc.)

What is the projected outcome of the Housing Options Study and Action Plan project?

The projected outcome is to take the action plan recommendations (i.e. code/policy/zoning changes and/or other strategies) immediately through the legislative process. This includes review by the Planning Commission and review and adoption by the County Council. Adopted changes would become county policy and/or new development regulations.

Some recommended strategies within the final Action Plan may require more study and work. For these types of strategies, the recommendation would be for Council to move those forward as work plan items for the appropriate County Departments to undertake.

Clark County's vision, policies, and laws related to housing

What is the community's vision on how the County will grow?

The Comprehensive Growth Management Plan includes the **Community Framework Plan** (page 6). This 50-year visionary document provides guidance to local jurisdictions on regional land use and service issues. The Community Framework Plan was adopted in 1993. The extensive citizen participation process to develop the Community Framework Plan resulted in the expression of a wide variety of options regarding appropriate population densities, property rights, provision of public facilities and services and whether all urban development should occur within cities.

Regarding housing, the Framework Plan includes the following statement:
The Housing Element is to recognize the vitality and character of established residential neighborhoods and identify sufficient land for housing to accommodate a range of housing types and prices. The goal is to make adequate provision for existing and projected housing needs of all economic segments of the community. These policies are intended to coordinate the housing policies of Clark County and its jurisdictions to ensure that all existing and future residents are housed in safe and sanitary housing appropriate to their needs and within their means.

What is the county's Comprehensive Growth Management Plan in a nutshell?

Comprehensive plans are long-range policy guides for how a jurisdiction plans to manage growth and development with respect to the natural environment and available resources. Washington state law [Chapter 36.70A RCW] requires jurisdictions operating under the Growth Management Act (GMA) to develop and implement comprehensive plans and development regulations consistent with their respective comprehensive plans.

Clark County's Comprehensive Growth Management Plan is meant to accommodate and guide population and employment growth for the next 20 years. The most recent 20-year planning horizon is 2015-2035.

What is included in the Comprehensive Growth Management Plan?

The Comprehensive Plan contains 14 elements comprised of existing conditions, goals, policies, and strategies to accomplish the Plan's goals. The GMA requires the following mandatory planning elements: Land Use, Housing, Capital Facilities and Utilities, Rural and Natural Resource, Transportation, Economic Development, and Parks, Open Space and Recreation. [RCW 36.70A.070].

In addition to the required elements, plans may include additional elements. Clark County has included the following optional elements: Schools, Historic Preservation, Environmental, Community Design, Shoreline Master Program, Annexation, and Procedural Guidelines.

There are different types of policies in the Comprehensive Growth Management Plan. What's the differences between them?

There are 3 types of policies in the Comprehensive Plan:

- The **Framework Policies** guide implementation of the vision of Clark County's future preferred by many of its residents. The policies establish a procedure for bridging the gap between the

Community Framework Plan, which is very general in nature, and the actual 20-Year Plan policies, which are more specific.

- **Countywide Planning Policies** (CWPP) are policies that both the county and all the jurisdictions within the county agree to and each adopt as part of their comprehensive plans. The purpose is to ensure consistency between comprehensive plans of counties and cities sharing a common border or related regional issues. Another purpose of the CWPP is to facilitate the transformation of local governance in the urban growth areas, typically through annexation to, or incorporation of, a city, so that urban governmental services are primarily provided by cities and rural and regional services are provided by counties.

- **County Policies** are specific to Clark County and adopted by the Clark County Council to guide the development of the unincorporated areas of the county.

What does the Comprehensive Growth Management Plan say about housing?

There are policies throughout the Comprehensive Plan that relate to housing in the unincorporated Vancouver Urban Growth Area (project area), and can be found in various sections of the plan. They include:

- Community Framework Plan Policies– Land Use-Urban Areas; Housing; Community Design – page 10
- Chapter 1: Land Use Element – page 24
- Chapter 2: Housing Element – page 50
- Chapter 5: Transportation Element – page 121
- Chapter 10: Schools Element – page 232
- Chapter 11: Community Design Element – page 242

What is Title 40 Unified Development Code?

The county's development regulations, or Clark County Code Title 40, are to implement the vision and policies in the Comprehensive Growth Management Plan. The code dictates how the built environment will develop.

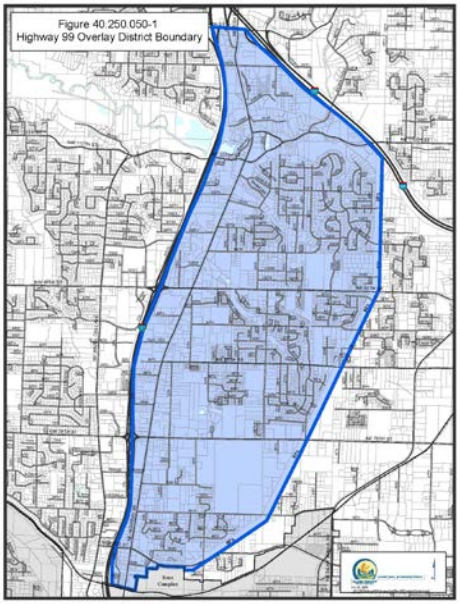
Title 40 code includes:

1. Land use zoning districts and use regulations;
2. Development standards for signs, landscaping and screening, parking and loading, transportation and circulation, stormwater, sanitary sewer, and water;
3. Standards for the protection of critical areas;
4. Procedures for the development and division of land, amendment of the code, and processing under the State Environmental Policy Act (SEPA); and
5. Impact fees.

What is the Highway 99 Subarea Plan?

The Highway 99 Subarea is within the Housing Options Study and Action Plan project area. It includes approximately 2,400 acres and extends from the Chelatchie Prairie Railroad Bridge near NE 63rd Street (south), Interstate 5 (west), NE 134th Street (north) and the Bonneville Power Administration Transmission Line Right-of-Way (east).

With help from residents, businesses, and property owners, Clark County developed the subarea plan to revitalize Highway 99 and neighborhoods nearby. The Highway 99 Subarea Plan was adopted by the then Board of Clark County Commissioners on December 16, 2008. The plan includes a vision for the area and targeted projects.



The area has a mix of housing, businesses and undeveloped property, but it is regionally known for US Highway 99. This key corridor, next to Interstate 5, serves as a business district for the Hazel Dell, Salmon Creek and Felida unincorporated areas. The Highway 99 Sub-area plan and accompanying form-based code provides a more specific vision for the redevelopment and revitalization of the Highway 99 corridor.

What is the Highway 99 Hybrid Form-Based code?

The Hybrid Form-Based code developed specifically for the Highway 99 area, reflects the goals and policies of the adopted Highway 99 Plan, community input from various public workshops, and insight from other form-based codes throughout the United States.

An alternative to traditional zoning, form-based codes regulate development to achieve a specific urban form. Form-based codes create a predictable public realm by regulating the location and form of buildings and other site features along the street front, with a lesser focus on land use.

Over the years, various hybrids of form-based codes have been developed for unique local conditions. Highway 99 Sub-Area's large size, suburban character, and long-term vision necessitated the development of a hybrid form-based code that is unique to this area.

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX B

PUBLIC PARTICIPATION PLAN

APPENDIX B - PUBLIC PARTICIPATION

A Public Participation Plan (plan) is a communication program that provides members of the public opportunities for early and continuing participation and access to key decision making processes with the Clark County Planning Commission and Clark County Council. [RCW 36.70A.035]. The plan describes the steps that Clark County will take to provide opportunities for public engagement, as well as Clark County contact information and web addresses. The public involvement program for the HOSAP began with the adoption of the Public Participation Plan (RES. 2020-11-04).

Opportunities for public participation, input, and the program to inform interested parties consisted of the following:

Date	Event/Meeting
04/28/2020-09/09/2020	Stakeholder Interviews and Focus Groups
01/26/2021	PAG Meeting #1
02/23/2021	PAG Meeting #2
03/23/2021	PAG Meeting #3
04/07/2021	Project update to County Council
04/12/2021	Project introduction: Neighborhood Association of Clark County
04/15/2021	Project introduction: Clark County Planning Commission
04/21/2021	Project introduction: Commission on Aging
04/22/2021	Project introduction: Schools Advisory Council
04/27/2021	PAG Meeting #4
05/16/2021-06/27/02021	CVTV Close up #1
05/11/2021	Public Meeting #1 via Zoom and Questionnaire
06/22/2021	PAG Meeting #5
07/27/2021	PAG Meeting #6
08/24/2021	PAG Meeting #7
09/02/2021	Project update: Development Engineering and Advisory Board
09/02/2021	Project update: Clark County Planning Commission
09/22/2021	Project update: Clark County Council
10/26/2021	PAG Meeting #8
12/14/2021	Public Meeting #2 via Zoom and Questionnaire
12/17/2021	Draft Recommendation Discussion: Middle Class Alliance
12/20/2021	Project Update: Vancouver City Council Housing Workshop
01/04/2021	Draft Recommendation Discussion: Clark County Association of Realtors
01/06/2022	Draft Recommendation Discussion: Building Industry Association of Clark County
01/12/2022	Draft Recommendation Discussion: Coalition of Homeless Service Providers
01/14/2022	Draft Recommendation Discussion: Team 99 Representatives
01/19/2022	Project Update: Commission on Aging
01/25/2022	PAG Meeting #9
01/23/2022-03/06/2022	CVTV Close-up #2
02/03/2022	Project Update: Development Engineering and Advisory Board
04/07/2022	Planning Commission Work Session
04/14/2022	Development Engineering and Advisory Board (scheduled)
04/21/2022	Planning Commission Hearing
05/04/2022	County Council Work Session (scheduled)
05/17/2022	County Council Hearing (scheduled)

RESOLUTION NO. 2020-11-04

A RESOLUTION relating to the adoption of the Clark County Public Participation Plan that will be used for the Housing Options Study and Action Plan.

WHEREAS, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan 2015-2035 through Ordinances 2016-06-12, 2017-07-04, and 2019-11-16 to meet the goals and requirements of Chapter 36.70A RCW; and

WHEREAS, Chapter 36.70A RCW, requires jurisdictions to include a Housing Element as part of their 20-Year Comprehensive Growth Management Plan and through the Growth Management Act's housing goal encourages the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock; and

WHEREAS, the Housing Element of Clark County's 20-Year Comprehensive Growth Management Plan 2015-2035 identifies the need for and mechanisms that will lead to the construction and preservation of decent housing for all economic segments of the Clark County population and sets policy direction for lands under county government jurisdiction; and

WHEREAS, the Housing Element includes policies that encourage flexible and cost-efficient land use regulations that allow for the creation of alternative housing types which will meet the needs of an economically diverse population; and

WHEREAS, Clark County has jurisdiction over a large urban area with a population of 159,000, not incorporated into the City of Vancouver; and

WHEREAS, the County Council (Council) is interested in finding additional ways to provide more housing in the Vancouver Unincorporated Urban Growth Area that is attainable to people with a variety of household incomes;

WHEREAS, the Housing Options Study and Action Plan will help the county better understand the local housing market and identify barriers to providing a greater variety of housing types and the strategies needed to provide future generations with access to affordable, quality, and flexible housing opportunities; and

WHEREAS, the Housing Options Study and Action Plan will provide information to assist with the update of Clark County's next 20-Year Comprehensive and Growth Management Plan related to housing; and

WHEREAS, RCW 36.70A.140 requires counties to conduct outreach to "establish and broadly disseminate to the public a public participation program identifying procedures providing early and

continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans; and

WHEREAS, the Council after effective notice considered the Housing Options Study and Action Plan Public Participation Plan (Exhibit 1) at a duly advertised public hearing on November 3, 2020; and

WHEREAS, the Council at its duly noticed public hearing took public testimony and considered all comments presented to the Council; and

WHEREAS, the Council finds that adoption of the Housing Options Study and Action Plan Public Participation Plan will further the public health, safety and welfare; now therefore,

BE IT HEREBY ORDERED, RESOLVED AND DECREED BY THE CLARK COUNTY COUNCIL, CLARK COUNTY, STATE OF WASHINGTON, as follows:

Section 1. Findings. The recitals above are incorporated into this resolution as findings.

Section 2. Adoption. The Public Participation Plan shown in (Exhibit 1) is adopted to be used for the Housing Options Study and Action Plan project.

Section 3. Instructions to Clerk.

The Clerk to the Board shall:

1. Transmit a copy of the resolution to the Washington State Department of Commerce within ten (10) days of its adoption pursuant to RCW 36.70A.106.
2. Transmit a copy of the adopted resolution to Community Planning Director.
3. Record a copy of this resolution with the Clark County Auditor.
4. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW 36.70A.290, and Clark County Code 1.02.140, and transmit a copy to Community Planning.

Adopted this 3rd day of November 2020

[remainder of page blank]

Attest:

Clerk to the Council

Approved as to Form Only:
Anthony F. Golik
Prosecuting Attorney

By: /s/ Christine Cook
Christine Cook
Sr. Deputy Prosecuting Attorney

CLARK COUNTY COUNCIL
FOR CLARK COUNTY, WASHINGTON

By: Eileen S. O'Brien
Eileen Quiring O'Brien, Chair

By: _____
Temple Lentz, District 1

By: _____
Julie Olson, District 2

By: _____
John Blom, District 3

By: _____
Gary Medvigy, District 4

CLARK COUNTY, WASHINGTON 1844

CLARK COUNTY WASHINGTON
COMMUNITY PLANNING
www.clark.wa.gov
1300 Franklin Street
PO Box 9810
Vancouver, WA 98666-9810
564.397.2280

Clark County Housing Options Study and Action Plan

Public Participation Plan

Jacqui Kamp, Project Manager, Planner III, Community Planning, 564.397.4913,
Jenna Kay, Planner II, Community Planning, 564.397.4968
Project webpage: https://www.clark.wa.gov/community-planning/housing-options-study-and-action-plan

This Public Participation Plan will guide the public engagement process for the Clark County Housing Options Study and Action Plan. The overarching goal of the project is to enable a better understanding of our local housing challenges and identify opportunities to encourage creation of additional housing that is affordable to a variety of household incomes within the unincorporated Vancouver Urban Growth Area. The intent of this Public Participation Plan is to ensure that the county facilitates a thoughtful, open, and equitable process to provide residents, workers and other interested parties meaningful opportunities to discuss housing challenges and develop solutions for their communities.

1. Project Overview

Addressing the challenges of housing shortages, high housing costs, and limited housing choices is more important than ever.

In 2018, the County Council made amendments to the development code to allow more flexibility for the development of ADUs, Cottage Housing, and Manufactured Housing. The Washington State Legislature also recently passed new housing-related legislation. The County Council is interested in finding additional ways to provide more housing in the Vancouver Unincorporated Urban Growth Area that is attainable to people with a variety of household incomes. The project area is a large urban area with a population of 159,000, next to, but not incorporated into, the City of Vancouver.

The goal of this project is to better understand our housing market and identify barriers to providing a greater variety of housing types and the strategies needed to provide future generations with access to affordable, quality, and flexible housing opportunities.

A consultant team was hired in March of 2020 to assist the county project team. A Project Advisory Group (PAG) of local stakeholders representing a wide range of interests will be convened to provide input throughout the project and assist with recommendations to County Council. A creative and inclusive public engagement approach will be well-integrated into the project recommendation development process.

The project will include these main tasks:

Data Collection, Inventory, and Analysis: An overview of the current unincorporated Vancouver Urban Growth Area housing market will include: a housing inventory; an evaluation of housing growth, market conditions and household-level data/trends; identification of housing affordability gaps; and an evaluation of the capacity for new housing in the project area. This overview will provide information regarding the existing housing market, with a focus on the opportunities and barriers to meeting housing needs and delivering new housing units.

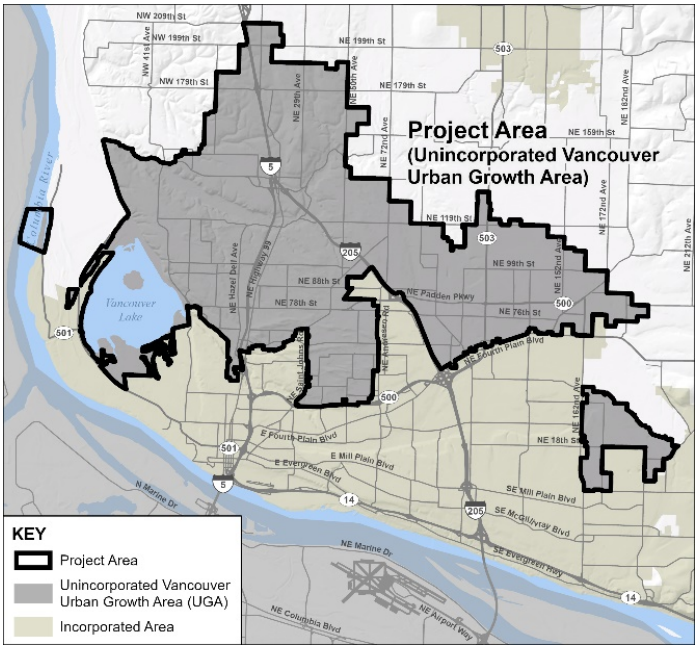
Policy and Regulatory Review: A review of the county's comprehensive plan housing policies, zoning, and other regulations will identify barriers to creating more diverse variety of housing types at a variety of price points in the project area. There will also be a review of recent state housing legislation to identify opportunities and requirements for Clark County, and a review of other jurisdictions' recent housing options initiatives to understand key lessons learned.

Recommendation Development: The consultant team will work closely with the PAG to develop a list of implementation ready/actionable strategies and recommendations for Planning Commission and County Council consideration using the information gathered from the data collection, inventory, and analysis task and the policy and regulatory review work. Throughout this task, check-ins with the public, Planning Commission, and County Council will also take place and integrate into the PAG recommendation development process.

The completion of the work will result in a package of information that will be the Housing Options Study and Action Plan, which will be presented to the Planning Commission and County Council for their consideration for potential policy and code changes.

Project Area

The project area includes the entire unincorporated Vancouver Urban Growth Area. The county has land use jurisdiction over this large urban area (population of 159,000), and therefore can make changes to housing policy, zoning, and other codes that regulate urban housing development in this area.



2. Public Participation Plan

A Public Participation Plan (plan) is a communication program that provides members of the public opportunities for early and continuing participation and access to key decision making processes with the Clark County Planning Commission and Clark County Council. [RCW 36.70A.035]. The plan describes the steps that Clark County will take to provide opportunities for public engagement, as well as Clark County contact information and web addresses. This plan is in addition to the public participation required by Clark County Code Sections 40.510.040 and 40.560.010.

COVID-19 has changed our lives in profound ways and has created challenges and opportunities related to how the county engages residents during this unprecedented time. Providing accessible and meaningful engagement opportunities is essential to building a strong pathway forward for this project. Successful engagement will require collaboration across sectors and interests. Successful engagement will involve organized groups and people whose voices have often been marginalized or left out of similar conversations in the past. We need policy solutions to match the story and culture of the communities they are intended to serve.

2.1 Public Participation Goals

- **Social justice and equity:** The planning team recognizes that policy and planning decisions about housing do not impact us all in the same way. Polices and zoning regulations that restrict housing types limits the opportunity for many people to find housing that fits their budget within the community in which they want to live. Community members who are most vulnerable to rising housing costs need to be at the center and forefront of this project and include a variety of groups, such as: communities of color; people with disabilities; people with limited income and resources; older adults; and young families. Strategies to work towards this goal are reflected in the Project Advisory Group make-up (Section 3.4) and through partnership with local organizations who serve our most vulnerable community members (Section 4.0).
- **Accessible participation:** Accessible participation seeks to provide low-barrier opportunities for all communities in the project area to have a say in the decision-making process. Depending on the status of the COVID-19 pandemic, events will be hosted either online and/or at community locations within the project area. For online activities, both computer and phone options will be made available. Field-trip type activities will be designed to be accessible by multiple transportation modes. Project communications will include information on how to request translation of project materials. Project communication will include social media, print, email, and online communication methods. (Sections 3.0 and 4.0)
- **Meaningful participation:** Meaningful participation means the county will provide enough background and educational opportunities about the housing project, so that public participants have the information and tools they need to feel knowledgeable and informed about county processes, policies and regulations. Meaningful participation means the county will provide opportunities to listen to its constituents and hear about their lived experiences. Meaningful participation means engagement opportunities will take place early in the project process, so there is time for discussion and learning to take place and have an impact on recommendations and decisions. Meaningful participation means that public feedback will be provided and discussed

by the Project Advisory Group and shared with the Planning Commission and County Council. (Sections 3.0 and 4.0)

- **Transparency and accountability:** Public engagement opportunities will distinguish between opportunities designed to provide information versus those that seek input and feedback on decision-making. Opportunities will be clearly defined and advertised where the public can provide timely input so that there is an opportunity to affect decisions. There will be an ongoing record of input, questions and responses, along with an online mechanism to make this information available to the public (Section 3.1). Being transparent and clear means the public can hold the county accountable in its process and decision-making.

3. Public Participation Tools

Clark County is committed to providing multiple opportunities for public participation throughout the process. Clark County will use a variety of communication tools to inform the public and encourage their participation, including the following:

3.1 Project Website

Clark County's website will include a project webpage where interested parties can access status updates, draft documents, Project Advisory Group meeting information, engagement opportunities, public comments and other project information. The page will include who to contact for more information and an email link for questions and comments. The project's web address is: https://www.clark.wa.gov/community-planning/housing-options-study-and-action-plan

3.2 Email Distribution List

An email list of interested parties will be created and maintained by Clark County. The list will be used to notify interested parties about project news and updates, and opportunities to engage in the process. Interested parties will be added to the list by submitting a request to the Community Planning Department. To join the Housing Options Study and Action Plan listserv, contact the Planning Department at 564-397-4913, Jacqui.Kamp@clark.wa.gov, or online at https://www.clark.wa.gov/community-planning/get-project-updates. If in-person events take place, there will be additional sign-up opportunities through the use of sign-in sheets.

3.3 Media

The local news media will be kept up to date on the Housing Options Study and Action Plan project and receive copies of all official notices. In addition, notices will be published in the paper of record, *The Columbian*.

Social media, such as Facebook, Twitter, and Nextdoor will also be used to provide notifications on upcoming meetings and where to find project information.

3.4 Project Advisory Group

The Clark County Council will appoint a Project Advisory Group (PAG) to develop recommendations for the Planning Commission and Council. The project consultant team conducted preliminary stakeholder interviews to learn about key housing issues in the unincorporated Vancouver Growth Area and to better understand the range of perspectives in the community. A Stakeholder Interview Summary was then prepared that details the process and compiled the interview responses. Based on this research, the consultant team is recommending that the PAG include representatives of the following interests, so that there is broad representation including those most vulnerable to rising housing costs and displacement,

people working in the housing industry, and parties responsible for implementing housing-related regulations (up to 18 members plus two county council liaisons):

Representation	***Perspective***
County Council (liaisons)	*Elected leaders with decision-making authority*
City of Vancouver	*County seat and largest city in Clark County*
Public housing developer	*Affordable housing development through federal and state aid*
Nonprofit developer	*Housing development through public-private partnerships*
For-Profit developer	*Market-based housing development*
Innovative Builder	*Builder of innovative housing types, cutting-edge practices and funding mechanisms*
Schools	*Planning for student/community growth*
Feasibility and financing	*Housing financing and development feasibility*
Real estate	*Understanding of housing market, buyer needs and preferences*
Older adults	*Housing access for populations aging-in-place or with shifting housing needs*
Community/neighborhood group	*Local, neighborhood-based interest groups*
Houseless community	*Housing access for most vulnerable/at-risk populations*
Communities of color	*Housing access for populations disproportionally affected by systems of racism and oppression*
Persons with disabilities	*Housing access for populations with special needs and accommodations*
Youth	*Future housing access for first-time homebuyers, new workforce*
Large employer	*Driver of regional wages and housing needs for employees*

One or two County Council members will participate as council liaisons for the project and the Project Advisory Group. It is also expected that other guests and expert perspectives will be invited and brought in to the PAG meetings to participate in the discussions. Examples could include, without limitation, county staff, such as Clark County Departments of Community Development, Community Planning, Public Works, Public Health, and Community Services; and public service providers, such as C-TRAN and Clark Regional Wastewater District, among others.

The PAG will meet approximately 10 times throughout the course of the project. PAG responsibilities include reviewing and commenting on work products, guiding public outreach and engagement efforts, acting as liaisons to specific constituencies or interest groups, hosting public events, encouraging community members to participate in the process, and acting as champions of the Clark County Housing Options Study and Action Plan that emerges from the process.

Community Planning commits to holding public meetings at convenient times and at locations that are accessible. If necessary, the meetings will be conducted remotely with phone and online options for joining. Meeting information will be made available through the project webpage, email distribution list, and paper of record, *The Columbian*.

3.5 Written Comments

Interested parties will be encouraged to provide comments to Clark County by letter, email, or web-based forms throughout the public process. All comments received will be forwarded to the Planning Commission and Clark County Council for their consideration prior to their hearings.

3.6 Public Meetings at Key Milestones

Public meetings (or events) will be hosted at key project milestones. The public meeting formats will vary and may include workshops, open houses, presentations, and discussion groups. All public meetings will be interactive, use creative activities to engage participants and will offer a variety of ways to provide input. Clark County will provide auxiliary aids/services to persons with disabilities, as requested, to increase access to these meetings. Project information that is communicated to the public will also include information in multiple languages on how to request translation of project materials.

4. Additional outreach tools

Staff will seek additional outreach and information sharing opportunities as possible, especially where precautions regarding the COVID-19 pandemic and physical distancing are concerned. Staff understand that unreliable broadband, limited technology access, and differences in communication preferences and options means that not all audiences will be reached through online engagement opportunities. We plan to employ multiple communication and participation tools as part of the outreach strategy, to ensure that anyone who wants to participate can do so. Approaches under consideration include:

- Informational videos about the project or project concepts
- Independent walking/driving tours of different housing types
- ArcGIS StoryMaps to share project information spatially and visually
- Social media to share project information and housing news and hear community member perspectives
- Online questionnaires
- Phone interviews
- Text questionnaires
- Printed materials
- Interactive poster board displays
- Mailings
- Print advertisements/flyers

Staff will reach out to local community organizations to activate grassroots techniques to help ensure engagement opportunities are directed appropriately to target audiences.

5. Public Comment Periods and Hearings

The Clark County Planning Commission and Clark County Council will hold televised (through CVTV) public hearings before final adoption of recommendations related to the project that the County Council chooses to consider. Interested parties are encouraged to provide comments for review and provide testimony during hearings.

Public notice of all hearings will state who is holding the comment period and/or hearing, the date and time, and the location of any public hearing. Notices will be published per official policy and comply with all other legal requirements such as the Americans with Disabilities Act. A notice will be sent to the email list (Section 3.2) and the Department of Commerce distribution list.

6. List of stakeholders

Clark County will engage multiple stakeholder groups, including the following:

- Clark County community members, especially those that live/work within the project area
- Affordable housing providers and advocates
- Building/development (nonprofit and for-profit)/real estate community
- Business community
- Cities
- Communities of color
- Community-based organizations
- County agencies
- County commissions/advisory boards (Planning, Youth, Aging, Development and Engineering, Parks, etc.)
- Cowlitz Indian Tribe
- Economic development
- Environmental community
- Faith-based
- Health care
- Housing organizations
- Neighborhood associations
- Older adults
- Public service providers (C-TRAN, Clark Regional Wastewater)
- Schools and higher education
- State Government Agencies
- Youth

All parties will be informed and invited to participate throughout the process. Notification will be accomplished via the methods outlined in Section 3 of this document.

7. Public Participation Timeline

The following is a general timeline of the Housing Options Study and Action Plan project. We anticipate exact project milestone dates to shift as needed during the project, especially with the uncertainty surrounding COVID-19 and the unforeseen ways that this pandemic may impact project work.

Clark County Housing Options Study and Action Plan Schedule	2020									2021												2022		
Tasks	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
Stakeholder Interviews & Issue Assessment				♦																				
Project Advisory Group Convening										■														
Data Collection, Inventory, & Analysis																								
Policy & Regulatory Review																								
Recommendation Development											■	■ ♦	★ ■ ♦ ★	■ ♦	★ ■ ♦ ★	■ ♦	★ ■ ♦ ★	■						
Finalize Action Plan & Supporting Documentation																								
Legislative Process Support																				♦	♦		♦	♦

■ Project Advisory Group (PAG) Meeting
♦ County Council/Planning Commission Meetings
★ Public Events

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX C

STAKEHOLDER INTERVIEWS

3J CONSULTING
9600 SW NIMBUS AVENUE, SUITE 100
BEAVERTON, OREGON 97008
PH: (503) 946.9365
WWW.3JCONSULTING.COM

MEMORANDUM

To: Jacqui Kamp, AICP
Planner III
Clark County Community Planning

From: Steve Faust, AICP
Community Planning Director

Date: November 4, 2020

Project: Clark County Housing Options Study and Action Plan
RE: Stakeholder Interview Summary

Clark County and other communities across Washington are struggling to provide the variety and quantity of housing options that residents need. The State of Washington is encouraging cities and counties to take measures to facilitate the development and retention of moderately priced housing, such as duplexes, triplexes, quadplexes, courtyard apartments, and town homes. These housing types can offer greater variety and affordability than single family detached homes.

The Clark County Housing Options Study and Action Plan will identify housing challenges within the unincorporated Vancouver Urban Growth Area (UGA) and opportunities to encourage development of housing options that are affordable to a variety of household incomes through the removal of regulatory barriers and/or implementation of other strategies. These strategies are needed to help ensure future generations have access to affordable, quality and diverse housing opportunities.

The first step in the Housing Options Study and Action Plan process is to identify the full range of issues related to housing within the unincorporated Vancouver UGA and understand the different perspectives among key stakeholders and community leaders that represent a variety of expertise on housing. To gather this information, the project team conducted stakeholder interviews through a mix of video conference and phone calls. In addition, an online questionnaire was distributed between April 28 and July 8 to provide stakeholders another opportunity to participate. In total, approximately 70 stakeholders participated.

To identify initial stakeholder interviewees, County staff internally discussed potential interests and identified groups that represent those interests. Staff prepared a preliminary list that was reviewed by the consultant team, adding additional interest groups as needed. The consultant team conducted three rounds of interviews, each building upon the last, so as to reach the greatest number of interest groups. Each interview the consultant team

conducted concluded with a question about who else should be interviewed. Responses included both specific people and organizations, and more general interests. Everyone recommended as a potential interviewee was reached out to and invited to participate. While not everyone responded to the interview invitation, most did. A complete list of interviewees and online questionnaire respondents can be found in Appendix A. The interview questions and online questionnaire instrument are included as Appendix B.

Upon completion of the stakeholder interviews, the project team wished to further extend the team's understanding of housing issues in relation to people's needs and preferences. A focus group was convened with real estate brokers to discuss the needs, desires and resources of buyers currently looking for housing within the unincorporated Vancouver UGA. To identify focus group participants, the project team coordinated with the Clark County Association of Realtors (CCAR) to reach out and invite out any interested members. In total, six brokers participated in the focus group, conducted September 9. A list of focus group participants can be found in Appendix A. The focus group discussion instrument is included in Appendix B.

SUMMARY OF ISSUES

The following is a summary of the issues raised through stakeholder interviews, questionnaire responses and the focus group discussion. These issues relate to the development of a greater variety of housing options in the unincorporated Vancouver UGA, and the various perspectives within these issues. A complete compilation of interview comments is included in Appendix C. A compilation of online questionnaire responses is included in Appendix D. A compilation of the focus group comments in included in Appendix E. Following the summary is a list of interests the project team recommends be represented on the Project Advisory Group (PAG), based on the key issues and perspectives identified during this process.

Issues

- **Housing types.** Trends in housing development over the last 5 to 10 years have been predominantly large-lot, single-family housing, almost entirely driven by the private market. Most development is targeted for above 100% Area Median Income (AMI), and in 2018, Clark County's AMI was $71,636.[1][2] Meanwhile, demographics are shifting towards an aging population and young families, a common trend both

[1] U.S. Census Bureau, American Community Survey (ACS), 5-Year Estimates.

[2] Area Median Income (AMI) is the midpoint of a region's income distribution – half of families in a region earn more than the median and half earn less than the median. The U.S. Department of Housing and Urban Development (HUD) defines and calculates different levels of AMI for geographic areas across the country by household size. These income levels are a way to assess housing affordability. We say that a housing unit is "affordable at 80% of AMI" if a household whose income is at or below 80% of AMI can live there without generally spending more than 30% of their income on housing costs.

regionally and across the county. The county's rising land values and regulatory system only provide a narrow range of housing types. As median incomes levels are eclipsed by what the market is providing, fewer housing options are available to a greater proportion of the population.

Interviewees identify a variety of housing types they would like to see be built within the Vancouver UGA that could alleviate rising housing costs and cater to buyer preferences and desires. The range of options includes:

- Small, single-level homes with wide doors and ADA-compliant bathrooms for the aging population,
- Single-family and/or single-level homes with separate but attached living spaces to accommodate multi-generational housing and telecommuting habits.
- Small-lot single-family detached homes
- Large-lot single-family detached homes with acreage to convert a garage or build an ADU
- Smaller multifamily complexes (10-15 units). Some interviewees point to issues of economies of scale when building apartment complexes with less than 30 units, and for others, less than 100 units.
- PUD developments and master-planned neighborhoods.
- Townhomes, rowhomes, duplexes, fourplexes.
- Studios apartments.
- Cottage housing. Interviewees point to the County's cottage housing code as an opportunity to expand the availability of senior living communities and assisted living facilities in creative ways.
- Accessory Dwelling Units (ADUs). Some respondents note that ADUs and "Tiny Homes" are a part of the picture but cannot represent the entire solution.
- Condominiums
- Prefabricated and modular housing
- Courtyard apartments
- Permanent supportive housing (combination of housing, health care, and supportive services to help individuals and families lead more stable lives)

Beyond a variety of housing types, focus group participants noted the overall importance of functional floor plans to accommodate flexible living arrangements and styles, especially due to COVID-19 and the need to work/school from home.

- **Zoning.** Discussion focused on the restrictive nature of zoning, and zoning that doesn't necessarily reflect existing development patterns. Some interviewees note that unincorporated Clark County is unique in that it is zoned more urban than rural. Some also describe the county as dense in areas where it shouldn't be, and empty in

places it should be dense, stretching the County's ability to support development. Many comments reference the oversaturation of single-family zoning, while some point to the confusion from overlapping residential density ranges in urban zones, and misplaced minimum and maximum average lot size standards. Some sentiment points to a lack of high-density zoning along major transportation corridors, and poorly located commercial zoning. Related code issues include restrictive height limits in certain zones, citing the Hazel Dell area as an example, and the requirement for ground-floor retail for residential development in mixed-use zones, which can become prohibitively expensive for affordable housing development. The HWY 99 overlay was cited with a mix of opinions. Some see the overlay as having good intentions and ultimately resulting in higher quality development. Others felt the form-based code was hindering the feasibility of much-needed development because of the amount of time to implement, ultimately driving developers away.

- **Land Supply.** Land availability is referred to as one of the most difficult challenges in Clark County. For-profit and nonprofit developers must compete for what is perceived to be a significant scarcity of land. Further out in the unincorporated areas, parcels exist but are not necessarily contiguous. Many comments note that most of what is out there is encumbered, expensive to develop, and often hindered by wetlands and other environmental constraints.

- **Infrastructure Priorities.** While not unique to Clark County, infrastructure is often cited as a huge barrier to development. There are few resources available to address infrastructure needs, particularly roads. There are many parcels in the UGA that can't easily be served, highlighting a disconnect between infrastructure investment and where housing is expected to develop. Interviewees mentioned significant lag times between new development and infrastructure to adequately serve the development. Others cite the difficulty of reaching consensus when it comes to discussions about proportionality with developers. The County is aware of a code interpretation that allows private roads to serve a large number of lots, but with no requirement for a sidewalk. Some interviewees lament that sidewalks are often the first concession to be made, while others feel too much of the County's funds go towards gutters, sidewalks and curbing rather than actual housing units. Other infrastructure issues include on-site stormwater facilities that require significant amounts of developable land and increase costs. Finally, it was noted that the prevalence of wetlands in the County and increasing buffer requirements are reducing developable land.

- **Review and Permitting Process.** The land use and development process is perceived as heavily siloed, with communication lacking between County departments. The County's current permit tracking system is often cited as underfunded, piecemeal and inefficient. Many comments point to the lack of

concurrent review for plans, which creates conflict between planning, engineering, code, environmental, etc., and causes lengthy and costly delays. Some interviewees note that that while land costs and utility costs are relatively fixed, development review process durations and costs are some of the biggest variables and could result in significant cost savings. Other interviewees express the desire for clear and objective housing goals that are shared and understood across all departments in order to create a culture of streamlined review. Some note that a lack of a clear, county-level policy, results in limited capacity to engage in a "plan-check-adjust" exercise.

- **Fee Structure (Impact/Development).** Impact and development fees are identified as being some of the highest in the state. Some indicate that they are often inappropriately scaled to development and don't result in any savings from building footprints that are much smaller than the typical single-family home. Some interviewees feel that the County relies overmuch on fees to pay for infrastructure development (see above) and many suggest exploring state, local or even federal funding streams to support certain types of infrastructure as a means to reduce impact fees and promote development. Some interviewees disagree that impact fees are stymieing development, noting that while the County continues to raise fees, the inventory is still turning over rapidly in almost all of the price segments and this is mostly due to the housing supply and demand of the Portland Metro region. Some note that development fees are directly passed on to housing consumers in terms of housing costs, thereby exacerbating the high costs of housing, but others note that reducing fees doesn't necessarily reduce the sale price, rather, the market sets the sale price.

- **Design Standards.** Discussion around design standards focused on developing a better urban design framework for developers, as they are the ones to come in at the start of development in the community and set the tone for how the rest is going to look. However, while some feel that the level of detail required by the County regarding landscaping and lot standards at the land use entitlement stage is extraordinary and unfair. Others feel that the standards are fine but need to be carefully balanced so as to not detract from the project outcome. Some note that the of impact of design standards on housing costs often feel like a response to certain project that didn't work well, mentioning that individual problems are generally so specific that it is difficult to identify causations between cost-savings and design standards.

- **Location Criteria for New Housing Types.** Emphasis on the location of new housing development is focused on areas where there are fewer housing opportunities. The availability of public transit was consistently noted as one of the most important location criteria for new housing types. Other important location

criteria include schools and grocery stores, parks, and employment hubs. Focus group participants noted that buyers often look for housing near schools, family, parks, libraries and community centers, as well as housing that has access to high-speed internet, especially with the COVID-19 pandemic. While some interviewees suggest building in denser areas to take advantage of existing amenities, others caution against the risk of pushback from communities in older, established neighborhoods. Many dissuade against the development of high-density housing in only one area, preferring lighter infill and pocket development to mitigate low-income enclaves and promote diversity of housing types and income groups within existing neighborhoods. There is interest in converting the county's perceived oversupply of commercial land to multifamily residential. Comments point to the significant amount of strip commercial that feels expired, given shifts in shopping habits, and the desire to reimagine those areas, possibly for more affordable housing options.

- **Parking.** Some developers cite parking requirements as being too high, especially for low and very low-income housing development. While some argue that there is no need to have upwards of 1.5 parking spaces for each unit, others caution against reducing limits and putting a strain on available street parking with neighbors already jockeying for curb space. While there is a desire to push better transportation options and access to transit, many feel that neighborhoods still remain very auto-centric, even with increases in density. Some cite the challenge of denser housing that simply replicates driveway and garage configurations of single-family homes, which limits available curb space with more units. However, others note that there is no demand for housing that are walkups with detached parking areas.

- **Affordable Housing Incentives**. Many interviewees mention a lack of regulatory incentives to build affordable units, which is particularly important to mission-driven developers and opens up land that otherwise would be unaffordable to build. Tools mentioned include density bonuses, transfer of development rights and land-banking models. Some mention the need for inclusionary zoning so that affordable housing strategies do not concentrate poverty and thwart economic mobility. Although the rural areas of the county are outside the project area, others indicated the need to lessen restrictions on ADU development, like allowing ADUs to be unattached on rural properties. One interviewee recommended developing an annual report that measures progress toward increasing affordable housing to Clark County residents.

- **Public Perception of Non-Traditional Housing Types.** Some interviewees feel community perception has shifted towards a more acute, anti-density push across the region. The perception of housing that deviates from traditional single-family,

detached homes is noted as one of the biggest barriers to the development of more affordable housing options, or even a greater variety of housing types. Focus group participants noted that in light of changes to living styles and increased telecommuting due to COVID-19, the desire for traditional, single-family detached homes is widespread and these types of housing are still perceived to cater best to these new habits. Comments suggest that conversations around housing affordability must center on the stories of people, rather than focus on data trends. Some interviewees point to the politics and policies of the county, both jurisdictionally and within the community, and how they have shifted quite a bit over the 5 to 10-year timeframe. Coming out of the recession, many residential projects were welcomed with open arms, but the predominant culture has been shifting towards more of a "no development" attitude. Some believe that Clark County hasn't been as friendly toward multifamily and affordable/mixed-income development as Vancouver, lacking policies like commercial zoning incentives and parking reductions. Others share the sentiment that the County's planning policies do not have enough teeth to ensure each jurisdiction takes on its "fair share" of housing development that includes some higher density options besides single-family detached.

- **Displacement Concerns.** Although rising housing costs are consistently emphasized, some do not view displacement as a significant challenge for the county. Much of the development occurring is cited as greenfield development (land that has never been developed), with some minimal remodeling of single-family homes, though redevelopment trends are not prevalent enough to create displacement. Others comment on the significant loss of units from rehabbing practices and reselling units at higher prices. Some point to the advantages of removing substandard housing, while others note the loss of this supply of low-income housing. Many interviewees point to the importance of manufactured home parks as one of the largest sources of housing that is affordable to lower income households, yet most vulnerable to redevelopment and in need of protection in zoning and code. Some interviewees noted the importance of working towards equity when reviewing policy and regulations for change to ensure no group is disproportionately affected.

RECOMMENDED INTERESTS TO INCLUDE ON PROJECT ADVISORY GROUP (PAG)

The summary above illustrates the spectrum of issues related to providing more housing types that are affordable to a variety of household incomes and the variety of perspectives within these issues, as well as the range of stakeholders and interest groups involved with housing in Clark County. Interviewees included elected and appointed officials, real estate professionals, housing developers, employers, and neighborhood associations, among others. To ensure project success, the PAG should represent the full spectrum of balanced interests and perspectives related to more affordable housing options in Clark County. Based on the summary of issues and perspectives above, the following interest groups are recommended to fill up to (20) positions on the PAG:

Representation	***Perspective***
County Council	*Elected leaders with decision-making authority*
City of Vancouver	*County seat and largest city in Clark County*
Public housing developer	*Affordable housing development through federal and state aid*
Nonprofit developer	*Housing development through public-private partnerships*
For-Profit developer	*Market-based housing development*
Innovative Builder	*Builder of innovative housing types, cutting-edge practices and funding mechanisms*
Schools	*Planning for student/community growth*
Feasibility and financing	*Housing financing and development feasibility*
Real estate	*Understanding of housing market, buyer needs and preferences*
Older adults	*Housing access for populations aging-in-place or with shifting housing needs*
Community/neighborhood group	*Local, neighborhood-based interest groups*
Houseless community	*Housing access for most vulnerable/at-risk populations*
Communities of color	*Housing access for populations disproportionally affected by systems of racism and oppression*
Persons with disabilities	*Housing access for populations with special needs and accommodations*
Youth	*Future housing access for first-time homebuyers, new workforce*
Large employer	*Driver of regional wages and housing needs for employees*

APPENDIX A. INTERVIEWEES AND SURVEY RESPONDENTS, FOCUS GROUP PARTICIPANTS

Stakeholder Group	Interviewee/Respondent
Area Agency on Aging & Disabilities of Southwest Washington	David Kelly, Executive Director
Building Industry Association (BIA)	Ryan Makinster, Government Affairs Coordinator
C-TRAN	Shawn Donaghy, Executive Director
City of Ridgefield	Steve Stuart, City Manager
City of Vancouver Long Range Planning	Bryan Snodgrass, Principal Planner
Clark County Association of Realtors (CCAR)	Terry Wollam, Chair of Government Affairs
Clark County Community Development	Susan Ellinger, Land Use Manager
Clark County Community Planning	Oliver Orjiako, Director Jose Alvarez, Planner
Clark County Community Services	Michael Torres, CHAD Program Manager
Clark County Food Bank	Emily Kaleel, Director of Programs
Clark County Parks Advisory Board	Jay Chester, Co-chair
Clark County Parks Advisory Board	Dave Weston
Clark County Planning Commission	Commissioner Ron Barca Commissioner Matt Swindell Commissioner Bryant Enge
Clark County Public Health	Roxanne Wolf, Community Health and Safety Director David Hudson, Manager, Healthy Communities Programs Manager
Clark County Public Works	Rob Klug, Transportation Engineering Division Manager Matt Hermen, Planner III
Clark County Veterans Assistance Center	Judy Russel, President
Clark Regional Economic Development Council	Jennifer Baker, President
Clark Regional Wastewater District	John Peterson, General Manager
Commission on Aging	Commissioner Marjorie Ledell
Community Organizer	Roben White
Community Roots Collaborative	Dan Whiteley, Team Member

Stakeholder Group	Interviewee/Respondent
Council for the Homeless	Kate Budd, Executive Director
County Council	Councilor Gary Medvigy
County Council	Councilor Julie Olson
County Council	Councilor Temple Lentz
County Council	Councilor John Blom
County Council	Councilor Eileen Quiring (Chair)
Development and Engineering Advisory Board (DEAB)	Eric Golemo, Vice Chair Jamie Howsley
Evergreen School District, Silver Star Elementary	Michelle Tribe, Family Resource Coordinator
Evergreen School District	Jey Buno, Executive Director Special Services
Fairgrounds Neighborhood Association	Bridget Schwarz, Fairgrounds NA
Faith Partners for Housing	Denny Scott
Felida Neighborhood Association	Barbara Anderson
Friends of Clark County	Sue Marshall, President
Ginn Development	Patrick Ginn, Owner Phill Wuest, Chief Legal Officer
Housing Initiative	Sierk Braam, Manager and CEO
Latino Community Resource Group	Rosalba Pitkin, Diversity Outreach Coordinator
Maple Tree Neighborhood Association	Alexandra E Luna
Middle Class Alliance	Tim Probst Kathy Neary
NAACP	Carol Collier
NE Hazel Dell Neighborhood Association	Doug Ballou
Olson Engineering	Kurt Stonex, Principal
Pahlisch Homes Inc.	Mike Morse, Regional Project Director
REACH CDC	Alma Flores, Director of Housing Development Melissa Baker, Asset Manager
ReNew Creations	Dave Myllymaki, Founder
Southwest Washington League of United Latin American Citizens	Ed Hamilton Rosales, President

Stakeholder Group	Interviewee/Respondent
Sunnyside Neighborhood Association	Judy Bumbarger
Truman Neighborhood Association	Cheryl Burkey
Washington State University (WSU)	Lynn Valenter, Vice Chancellor for Finance and Operations
West Hazel Dell Neighborhood Association	Ila Stanek
Vancouver Housing Authority	Andy Silver, Director, Housing and Health Innovation Partnership Victor Caesar, Development Manager Terry Harder, Construction Manager
Vancouver Housing Authority and Vancouver Affordable Housing Nonprofit	Saeed Hajarizadeh, Finance Deputy Director
Vancouver School District	Nicole Daltoso, Facility Planning Manager
Wolf Industries, Inc.	Derek Huegel, President
Youth Commission	Valerie Shoker
No affiliation	Heidi Cody
Affiliation unknown	Name not provided
Affiliation unknown	Name not provided

Stakeholder Group	Focus Group Participant
Clark County Association of Realtors	Connie Bovee
	Shelly Schmitz
	Jeff Mayer
	Carrie Cunningham
	Vikki Jensen
	Rian Davis

APPENDIX B. INTERVIEW, QUESTOINNAIRE AND FOCUS GROUP TOOLS

General

1. What are your observations of housing development in Clark County and in the unincorporated Vancouver Urban Growth Area specifically over the last 5-10 years in terms of options and affordability?
    - Can you think of examples of specific recent projects that worked well, or didn't? What types of obstacles did projects encounter, regulatory or otherwise?
    - What types of housing and housing needs are being served by recent development? Who isn't being served?
    - How is recent development being located relative to existing or planned daily goods and services, including safe parks within a comfortable and safe walking distance, bicycle route, or transit ride?

2. Do the county's development regulations help implement goals to encourage more diverse and affordable housing types? If not, what are the primary barriers to developing more diverse and affordable housing? What concerns or obstacles do you hear about from developers or experience in your own work?
    - Zoning in particular (density, allowed use, annexation, land division, environmental regulations, design standards, infrastructure requirements)
    - The development review process including permit fees
    - Impact Fees
    - Other non-regulatory factors outside of the County's control, like financing or land availability

3. In addition to single-family detached residential development, what types of residential development would you like to see within the Vancouver Urban Growth Area in the future? Which non-single-family detached options seem the most promising to you, in terms of how they meet needs of County residents, regulatory requirements, and/or development economics and financing?

4. Are there development regulations, tools and practices from other jurisdictions that you would like to see the County consider adopting? Non-regulatory approaches that would be worth consideration?

5. What kind of impacts on existing naturally affordable housing stock and/or displacement of our most vulnerable community members, such as renters, people with disabilities, lower income populations, immigrant communities, and other disadvantaged groups are you seeing? What are the opportunities and barriers to preserving affordable housing and avoiding displacement?

6. Should new housing opportunities be narrowly focused or more widely dispersed? If focused, in what areas and/or types of areas should expanded housing opportunities be encouraged? For example, does it make sense to prioritize locations near certain amenities, such as schools, jobs, parks, transit, etc.? Should we prioritize areas that currently have fewer housing options or areas that have had success with these housing types?

7. Are there any other factors that we should consider?

8. Is there anyone else that we should speak with?

Developer

1. How have zoning and other regulations affected the cost and timing of your developments and the types of projects that you have pursued? (Listen for general reactions, and probe further about specifics as needed.) Are there particular aspects of the following that create obstacles for your work:
   - Zoning districts applied to available land, whether low, medium or high density residential
   - Dimensional standards, such as minimum and maximum density, setbacks
   - Allowed uses, including types of housing allowed, single-family, townhouses, manufactured homes, etc.
   - Design standards, including building design, historic compatibility requirements or site design requirements like landscaping, parking ratios
   - Review requirements, including land use application types, fees, review times, building permit review fees and times
   - Environmentally sensitive land use restrictions, such as limited development on steep slopes
   - Engineering requirements, specifically infrastructure required for streets, water, sewer, stormwater
   - Building code requirements

2. Of the concerns you mentioned, what has been the most significant regulatory impediment impacting your projects?

3. What has been your experience working with the planning and development review process in Clark County (or cities within Clark County), from staff to fees to timing? Are there any areas for improvement? (Be specific; projects can have multiple reviews)

4. Are there development review regulations, tools and practices from other jurisdictions that you would like to see Clark County consider exploring through this project?

5. What kinds of obstacles outside of county control, such as financing, consumer preferences, land availability, or others, impact your work on housing development? How do those obstacles compare to obstacles around county regulations, what are the biggest drivers in whether and what types of development get built?

6. What are your assumptions for soft costs building in Clark County (as a percent of hard costs)? Are there specific requirements that inform this number?

7. How do you anticipate the economic repercussions of the COVID-19 pandemic to impact your development activity in Clark County?

8. For the building types you would consider developing in Clark County, what would be the rental rate (in $ per square foot) you would assume in your financial modeling for [insert applicable building types, pending further discussion]? How are you forecasting rent growth into the future?

9. Are there resources that the County could provide to support your development work?
    - What types of resources would be most helpful?
    - Would things like educational materials on zoning, building, engineering requirements; information on fees; site-specific information about development requirements; more staff time be useful?
    - How useful are more generalized resources such as a template of fees or design requirements, compared to site-specific materials?

10. In addition to the (fill in the blank) type of residential development you are doing now, what types of residential development would you like to be involved with in the future, or what opportunities do you see for other residential developers? What does the community want and need, and what kinds of housing could feasibly be built to meet those needs?

11. Are there any other factors that we should consider?

12. Is there anyone else that we should speak with?

Online Questionnaire

Think about your observations of housing development in the unincorporated Vancouver UGA over the last 5-10 years.

1. What types of homes are being built? Check all that apply.
   - ☐ Single-family homes
   - ☐ Manufactured home
   - ☐ Duplex/triplex/fourplex
   - ☐ Townhouse
   - ☐ Apartment/condominium
   - ☐ Other (please specify)

2. Who do you think is being served by recent housing development? Check all that apply.
   - ☐ Singles
   - ☐ Young couples
   - ☐ Families with children
   - ☐ Empty nesters
   - ☐ Older adults
   - ☐ Low income residents
   - ☐ Medium income residents
   - ☐ High income residents
   - ☐ Others (please specify)

3. Is recent development being located near daily services (shopping, safe parks, schools, etc.)? Check all that apply.
   - ☐ New development is a short walk or bike ride away from daily services
   - ☐ New development is being located along transit lines
   - ☐ New development is being located a short drive from daily services
   - ☐ New development is not being located close to daily services

4. What are the primary barriers to developing more diverse and affordable housing? *Do the county's development regulations (zoning, standards, review process, impact fees) encourage more diverse and affordable housing types? What about other non-regulatory factors outside of County control (financing, land availability)?*

5. Are there development regulations, tools, or practices from other jurisdictions that you would like to see the County consider adopting? Are there non-regulatory approaches worth considering?

6. In addition to single family detached homes, what types of homes do you think are needed in the unincorporated Vancouver UGA? Select your top three housing types.
   - ☐ Mother-in-law unit/ADU
   - ☐ Tiny home
   - ☐ Manufactured home
   - ☐ Cottage housing
   - ☐ Duplex/triplex/fourplex
   - ☐ Townhouse
   - ☐ Courtyard apartment
   - ☐ Live/work unit
   - ☐ Mixed use
   - ☐ Other (please specify)

7. What non-single-family detached housing options seem the most promising to you in terms of how they address housing needs? Select your top three housing types.
   - ☐ Mother-in-law unit/ADU
   - ☐ Tiny home
   - ☐ Manufactured home
   - ☐ Cottage housing
   - ☐ Duplex/triplex/fourplex
   - ☐ Townhouse
   - ☐ Courtyard apartment
   - ☐ Live/work unit
   - ☐ Mixed use
   - ☐ Other (please specify)

8. What are the opportunities and barriers to preserving existing affordable housing and avoiding displacement of our most vulnerable community members?

9. What are the most important factors to consider when deciding where to locate expanded housing opportunities? Select your top four factors.
   - ☐ Near major roads/intersections
   - ☐ Near transit service
   - ☐ Near parks
   - ☐ Near schools/institutions
   - ☐ Near commercial/service centers
   - ☐ Design compatibility with surrounding development
   - ☐ Near jobs
   - ☐ “Infill” sites within existing neighborhoods
   - ☐ Dispersed widely throughout unincorporated Vancouver UGA
   - ☐ Focus in a few areas
   - ☐ Others (please specify)

10. Is there anything else you would like to tell us about housing in the unincorporated Vancouver UGA?

11. Who else should we be talking to about housing in the unincorporated Vancouver UGA?

12. Please provide your contact information so we know we are reaching our key stakeholders.
    - ☐ Name
    - ☐ Affiliation
    - ☐ Email address

Focus Group Discussion Questions

1. Where are buyers looking to live in Clark County?
    - *proximity to work, school or daily activities*
    - *access to transportation options*
    - *proximity to nearby amenities*

2. What type of homes do buyers hope to be able to afford?
    - *number of bedrooms*
    - *number of bathrooms*
    - *type, amount of open space*
    - *type of housing (house, townhouse, apartment)*
    - *parking (attached garage, street parking, parking pod)*
    - *shared community spaces vs private spaces*

3. What is available to buyers on the market during their search?

4. Are there housing types buyers are searching for that are not being built in Clark County?

5. What do buyers ultimately buy or rent, based on available options and prices?

6. What are some of the trade-offs buyers make (if any) between home type, size and price relative to location, access to transportation, or other elements?

APPENDIX C. INTERVIEW RESPONSE COMPILATION

What are your observations of housing development in Clark County and in the unincorporated Vancouver Urban Growth Area specifically over the last 5-10 years in terms of options and affordability?

- **What types of housing and housing needs are being served by recent development? Who isn't being served?**

- Too many big homes. Way too much focus on big lots, big money. Ginn Development is my favorite. If you're older, you're downsizing. If you're younger, it's a starter home. Confluence of competition.
- Naturally occurring affordability has been more prevalent, magnified by funding and zoning constraints for nonprofit sponsors with existing housing stock in Clark County. There is a scarcity of nonprofit sponsors working in this region. The challenge is to be competitive in state funding cycles as the inability to tap into city resources in the same way as incorporated areas of the county.
- Recent developments are very targeted in populations served (seniors, permanent supportive housing) – which means we are not serving 30-60% AMI families or households with disabilities as frequently, unless they happen to fall into the senior category as well.
- Our communities are not very diverse from a racial and ethnic perspective – we are at the beginning phase to dig into this more to determine some ways we can improve these metrics
- A lot of housing being developed in east Clark County, both single family and multifamily. Most of it is out of the price range of most people (homeless or living paycheck to paycheck). Not sure why. Even the multifamily seems to be more upper-scale, or the rent is getting to be so high maybe because of supply and demand. Best bet is probably to make the existing housing supply affordable, rather than try to build new for affordable prices.

  Trying to find new land is a huge challenge. Land supply has been dwindling since the Recession. What is available is too expensive. We can't build any new projects that are affordable, can't build anything less than $350k per unit. We are increasingly looking outside of the Vancouver UGA, because surrounding cities have more land available, but then you run into infrastructure deficits. Costs are a regional problem, not just a Clark County problem. New homes in South Hillsboro at $750k for example once you pay for all the needed infrastructure. So new development will need to target the move-up buyer rather than new buyers.

  For affordable housing, I think we need to look at new models. Blockable model in Vancouver, manufactured unit, maybe allowing that as a demonstration project. Consider allowing commercial areas to be rezoned for residential use, considering changes to retail needs.

- My impression: very suburban, in the sense of very car-based. Instead of neighborhoods we're building subdivisions. Very disconnected from schools, shopping, parks. Fits w/ the development pattern w/ Clark County, it's nothing new. Slightly higher-end market rate has been the focus mainly. What is not being served: the missing middle. Not enough affordable housing, less than % AMI. We are working on it. Need innovated ways beyond the standard HUD model.
- We are somewhat unfortunately all about single-family in the last 5-10 years, even in the multifamily zones. It's allowed there. We have some cottage standards and I think we've only had one project under those standards that has NOT been a single-family development (Felida Village cottages). In some ways, that is creating smaller lots and potentially more affordable units, but I think we could do better. I think that we're seeing absolute minimum of amenities being provided with those smaller lots, and fighting just to get that. With the amenities, they're doing everything to avoid providing them, and when they do, they are just providing grassy areas that aren't really usable. Anything between traditional apartments and individual single-family lots is something we don't see hardly any of. I think there is a market there and we could do better to provide options.
- The perception of affordable housing is the biggest barrier. Biggest message to the public: understanding who this population is. When we are looking for support at the leadership level, we need the public behind this and the importance of this if we don't have affordable housing opportunities. Needs: populations that are working minimum wage. There is a gap for entry level housing.
- In Clark County, in the last 10-20 years…the state of Washington is 20 years behind Oregon. That had an impact on Clark County being in proximity to the Portland Metro Region. While things were protected in Oregon, expansive growth in Clark County. Bedroom community-70k people commuting every day into Portland. Resulted in sprawling development. Lots of 5-10-acre parcels, turned into McMansions, lots of lawn. Squandering the land resources that they are. Within the unincorporated area (which is huge): development has been "helter skelter." Low-income population isn't being served.
- SF homes in planned developments. Changed policy recently to allow for different varieties. Townhomes, duplexes-we don't see much of that.
- I would say that it's been one-sided with a tilt towards single-family development, based on my observations based on being with the County for 30 years, conversations to develop policy and engage with the community. Initially when we talked about writing the first housing element of the comp plan and subsequent elements, initially there was a push to have 60% of single-family and 40% of multifamily, and that was changed. Changed at the urging of city partners, to 75% single-family maximum. But I think we have seen that the single-family has really dominated. Given the size and the price, those products aren't affordable.
- The thing that I've noticed over the past 10 years is the sub-5,000 SF lot for detached homes that's really occurring on the zones that we had designated for medium-density multifamily. It's the new starter home size, still single-family. There's been some

increase in townhomes, similar size, but it's all happening in zones where we don't have a lot of land to begin with, so that's kind of squeezing the market. If that's where you are going for market rate starter homes… You don't have too many affordable housing providers trying to meet needs of low and moderate-income homeowners; those developers are competing with private developers. We've seen an increase in apartments in the 10-15 years, more than we've ever seen, generally suburban style taking up more land. There's been a real interest to convert commercial land to multifamily recently. When I talk with development community, the sub 5-0000 SF lots are easier to finance compared to a multifamily project. It looks like maybe 25% of those wind up being renter occupied.

- In Vancouver, downtown core calls for development allowed outright on commercial land, and the model doesn't capture that. We capture mixed use but not outright residential development on commercial land. We want to address that going forward. The model looks at more of a comprehensive plan level. One of the things we could do is to track the density achievements on different types of zoned land, so that could be an input to check that assumptions are within realistic range. A lot of the overlap in density within Urban High, 43 units an acre, low end is 20, which overlaps with other zoning categories.
- Certain things that are happening on the ground are not being captured in the model. The model doesn't really take into account what's being built. The model is just a snapshot of what is available and what developed, and the density range at which is developed. Looks at how much more land is available for development, but there is overlap and it doesn't predict some of the multifamily or mixed-use zones very well.
- There have been a few customers in the past year, young couples, looking to buy, price point of $350-400k. That's a very competitive market, trying to get something in new construction or past few years. We would see homes on the market for a few days with multiple offers, especially for the ones closer in. The ones farther out were not as competitive, but still very warm. We were doing full-price offers and closer in, even offering above full price. These were first time homebuyers; one needed the help of a parent to co-sign.
- Decisions are being made by the building industry, in terms of demand and margin. There's going to be less homes built at that $350-400k price point because the margins are thinner. The larger lots (8-10,000 SF), those houses are going to be extremely higher end. Let's guess $500-600k range just because the land as an amenity, it sets people apart right away. The unincorporated VUGA, there's a lot of residential zoning with some multifamily or mixed-use on the west side. We have a lot of pressure to switch out from multifamily zoning to 5,000 SF or attached townhouse development, they want to develop it quick and move it out. That kind of pressure puts us in a position, where when we talk about starter numbers, they are so big that people have to both be working full time. What is affordable supposed to mean? I don't necessarily think that strategies for market-rate and regulated affordable housing complement each other, may need to think about what compromises stakeholders are willing to

make. The market-driven decisions for affordable housing are pretty straight-forward: look at the balance sheet, where to shave corners.

- Everything runs backwards from what the median income is and how much I have to pay for the land. All the regulations come into play within that gap. No matter how much you try to regulate, it comes down to supply and demand. Developers are always saying that we need more land, but the "system" says that there is enough land, however, developers say you need more land to get the prices down. In terms of what we are seeing, we are seeing a lot of small lots, dense, attached products, everything is getting squeezed in part because developments are being required to provide parks within developments. Lots keep getting smaller to justify the cost that was paid for the land. I hate to say, I built some of those smaller lot, attached products, and they just don't seem to hold value the same way as single-family detached products. We have to think about what communities are going to look like 30 years from now, how value will change over time. So, I want to see 6,000 SF lots where I can get more land and build a product that will last.
- The farther north you go, the cheaper the house. But a lot of those couples, they don't have to means to access transportation. It doesn't work if you can afford a house, but then your transportation costs go way up.
- Most of the time, when projects go to the Hearings Examiner, it has to do with environmental regulations or that nexus of public improvements being required. For environmental regulations, it often has to do with how formulas are written and can even just affect whether a unit is rounded up or down. Just that one additional unit is worth an appeal for them, so that tells you a lot about margins for development. For infrastructure, somebody is going to have to pay for those facilities. If we take it away from the builders to lower their costs, then the public sector is going to have to come back and fill that in. Especially the way that the VUGA is building now, we get pockets and islands of built up areas, with a checkerboard of facilities, where sidewalks stop. Think of how unfinished and horrible that looks—and imagine that if the County has to go in and finish it themselves in 10 years, how far behind the curve with the County be then? With our taxing structure, we still don't get an even return on public investment in terms of County infrastructure costs versus tax revenue from that residential development. Transportation is important, better to look for opportunities closer in and along transit corridors rather than having to go back and add amenities after the fact to very dense development that is built farther out in the UGA.
- How do we bring in more jobs to Clark County so that households aren't commuting out to Wilsonville? It's all related to housing. Businesses are what drive housing.
- Development in the County tends to create neighborhoods that are either high-end, middle-income, or low-end. They do not create a mix of incomes living together in a neighborhood. We think that perpetuates the division of our society and contributes to different segments not understanding one another. We would like Cark County to move towards mixed-income neighborhoods all the time. Tendency is to build large and expensive houses. Not contributing to adequate housing stock.

We don't have housing projects where the final cost of the housing is between 180-250k. This is the range that would be affordable to middle income folks in Clark County. We need to look at different types and options of housing. We need duplexes, triplexes, condominiums to increase that middle section of housing, and smaller single-family homes too. It's rare to see duplex, or a small affordable SF home, a couple of nice big homes, and a triplex or small apartment building all in the same neighborhood.

- It seems like in the last year and a half there's been a big move to developing apartments, as well as attached townhomes. The increased density with those types, especially with townhouses, has put a strain on available parking with neighbors jockeying for curb space. It's a very car-centric county, even with the density of these types of development. We're trying to change that and offer active transportation options, and access to transit and other modes, but it's still very auto-centric.
- Coming out of the recession, we are trying to catch up. Have a hole in our supply. Have population growth from population. Loss of affordable units. Incomes are stagnant. Construction does not prioritize affordable housing.
- Publicly funded projects have mostly been multi-unit, high-density housing (30+ units). Limited in scope meaning not enough of them to keep up with demand for housing. Development of housing in general has by far been occurring through the private housing market as opposed to any publicly funded projects. Number of projects number of housing units, etc. It's truly insufficient to keep up with the growth in population across the county. Largely single-family housing, private market, large square footage in the unincorporated area. Targeted for above 100% AMI. Very similar to the development happening near Ridgefield-gives a good idea of what's happening.
- Development close to the campus. Many students live at home and go to school. Significant portion of students are homeless, or don't have safe place. Having access to safe and affordable housing near campus would be good. Housing is becoming very expensive.
- The politics and policies of the County have shifted quite a bit over the 5-10 year timeframe. Clark County hasn't been as friendly toward multifamily and affordable/mixed-income development as Vancouver. Doesn't have those friendly policies like commercial zoning incentives, parking reductions. When the County has been willing to help, it's very project specific. Finding land, getting through the process.

  We are seeing a lot of single-family home subdivision in unincorporated Clark County. It doesn't feel like it is well thought-out from a community-wide perspective. Thinking it through form a development standpoint, obviously. Needs not being met for anything outside of relatively large SF development. Ginn has done more entry-level homes.

  Unincorporated Clark county is unique in that it actually has more of an urban feeling than other unincorporated counties (includes Hazel Dell area, I-5 corridor). Would benefit from being zoned that way. There is the missing middle that doesn't exist.

- Within Vancouver UGA, I have observed single family homes scattered throughout, often within neighborhoods that are appealing to families and older individuals. Also, some multifamily apartment units – large expansive buildings and smaller ones. More

recently, I've seen some smaller single-family homes. If most are 2000+ sf, these are 900 to 1500 sf. More for moderate income households. They rarely have good access to public transportation and tend to not be near daily services, so it would be difficult for someone without car to live there. Middle class households and above. Low income households are priced out of the market. Low to extremely low-income households have few options. Even when talking about apartments with low square footage. 400-500 sf apartments going for market rate costs. It is difficult for anyone making minimum wage and needing more than one-bedroom unit. Another population not being served is folks who are just getting out of college. They may or may not have kids, but have limited incomes. Condos are practically nonexistent, nor are triplexes or fourplexes. Especially if you are looking for home ownership opportunities.

- Seeing single family detached housing, some apartments. Price goes up relative to land values and zoning and land use laws, etc. Often two-story. One builder who is adding a mother in law suite to their single-family homes. Nice concept. Like it very much. Lenar. If market will bear it, builders will build it.
- Building further out and closer in. Builders take that into account. Certain priced neighborhoods that might be attractive to seniors. Clark co did add housing to code so that they could be built. Haven't seen many of those. First plan was not what we were imagining. Wonderful examples around the country with zero lot lines, green space, some garages some covered, really cute. Not sure if they are affordable. They are smaller, but not sure if affordable. Don't know if builders don't think they will sell?
- Predominantly any type of housing excluding condos due to regressive condo law in WA. Condo law has been amended to be less prone to litigation, but still a stigma, no different than builder or bank that got burned during downturn, will take time before condo projects get developed. Progression will take as much as a decade. Condo assc easy to go to for ambulance chasers.
- Cottage projects typically would fall into a condo project, but anything like that people go with what is proven. Haven't been built. Have been averse to being first to try it. Tiny home projects haven't seen them. Lack of R-12 to R-18 zoned land. High demand with millennial buyers, biggest pent up market, to hit price points, need to have smaller lots. Not enough lots. Successful with MF apartments. Not much land left. Rents going up rapidly so saw a lot of it built. Lot of master on the main for graying population. Southern most point on I-5 corridor on west coast that does not have income tax. Retirees, sales reps, attracted to this market because of tax structure. Want to stay on west coast. Not many 55+ communities. Fairway Village. Patrick Ginn duplex homes for 55+. Have done well when built. Haven't gone after that product as much because not a good sample size of it and not as proven so builders and developers going with proven. Think it would be successful.
- Two story, family oriented. 1.5 story and focus of living on main. 2-3 bedrooms up, but not master. Multi-gen with master on main and another. May see that not as aggressively pushed forward because older people needing to not live in home with younger people. Offices in homes will come out of this. Home sizes have gotten larger. Most homes new construction 1600+ sf. Hard to get smaller than that because price/sf

balloons. Impact fees in top 5 within state for traffic and schools. Forces to build larger home because no savings with smaller. Same kitchen, bathroom, furnace. Used to do 1300 sf ranch. Not seeing not because of demand, but can't provide value. Some small 1000sf homes with 1 car garage. Single person downsizing. Risky price per sf higher. Difficult to appraise. Being risk averse, market would support it.

- Mostly seen detached SF homes and townhouses. Houses geared toward influx of new residents moving into the area. Not geared towards as affordable. Orchards, seeing SF homes, not close to goods and services. Townhomes in the Camas area and those are closer to services. Orchards do have access to parks and schools in the area.
- 10-15 years ago, a lot of single-family homes were being built. More attached and apartments recently. The cost of land is a big factor. Land is expensive. Homes are being built on smaller pieces of land. Prices start well over $400,000 in areas that are not livable with no transportation, stores, or sidewalks. It's made for particular group of people.
- Urban sprawl has been a "curse word since the 80s" Have to think like Europe and build where we have infrastructure. Tear down and rebuild or upgrade. Don't want to see farmland disappear. There was a beautiful farm in Lake Shore, but it couldn't be maintained. It could have been a park, but instead we have a development with no amenities. We can't keep pushing out. Soon we will be in Woodland.
- Seeing lots of McMansions/ $750,000 houses. At the confluence of I-205 and I-5 there are acres and acres of undeveloped land. Developers are putting in houses. More than 1000 are permitted, but there is no money to construct roads to get to them. There are 329 houses at a dangerous intersection in my neighborhood. There are accidents weekly. There has been no word about road improvements. Roads are inadequate for growth. Growth is not affordable for the typical citizen. People can afford $250,000. Manufactured homes are affordable, but don't have the value of other houses.
- In Felida the farm and red barn have gone away. The two farms in Felida are gone and are now housing. This deeply concerns me. Some people don't like the shared wall concept, but I have seen some developments between Salmon Creek and Felida that make it more affordable. It's a good concept, but homes with shared walls are still almost $400,000. There is no room for infill in this area. Every little corner is filled in. Need to upgrade older homes and not sprawl further.
- The developments that are going in are trying to cram as many homes in as possible. People don't have enough room to put their stuff in the garage and driveway (jet skis to cars), so people have to park in neighborhoods where there is insufficient parking. We have to deal with from a customer service perspective: new residents of subdivisions are angry because there's nowhere for children to play, nowhere for them to park, and no connections to places that they want to walk. You move into new townhouse, and there's no on-street parking because of the driveways, and everybody's garage is full of junk, and they are putting stress on the existing system. How are we dealing with that

pressure? And then there's pressure on the prime commercial lands to be developed as self-storage to store the stuff that doesn't fit in their garage.

- **Can you think of examples of specific recent projects that worked well, or didn't? What types of obstacles did projects encounter, regulatory or otherwise?**

- Isabella Court 1 went very smoothly. Anticipated having IC2 serve as sister property, serving seniors and families. For Isabella Court 2, funding priorities shifted, leading to an adjustment in target population to formerly homeless families. REACH spent time developing additional case management capacity internally in response to this change, as reliance on social service support from 3rd parties has been challenging, especially in unincorporated Clark County.
- Isabella Court Campus located on transit corridor
- Cascadia Trio is more isolated from a goods/services & transit perspective
- Great example is Seamar Community Center: they do health services and housing services. They work with the Veterans Health Administration. They've done projects where they consolidate housing and other services like behavioral, dental, mental health, etc. That seems to be affordable.
- First-time home buyer product is continuing to be a challenge. 75-100% of AMI.A good example: Erickson Farms is a great example. Higher price point, but it has some medium and high-level pricing: some mix of pricing, but not totally affordable. But also has a commercial component as well (Coffee shop, brewery). Not true mixed use but has a commercial node to provide connectivity. That is successful because it is an area that's been underserved.

  Other side of the UGB: less great example, Northeast 152nd Ave corridor. There are 4-5 developments that only connect to 152nd, but there is very limited connectivity from one to the next. Pedestrian connectivity is where we really lag behind. We started on some new developments on 179th street. Require developers to provide trail connectivity to and through neighborhoods.

  HWY 99 is another good example, but also a learning opportunity: how to find that flexibility but also the need to educate developers to use that form-based code. Higher quality of dev on HWY99, but having that form-based code has pushed developers away. Need to find that happy medium.

- I can provide you with some examples of cottage developments that are and aren't working. We provide a 200% density bonus for those and that's generally all that anyone is interested in, not other aspects of the project to balance that out. I would like to see more requirements as a trade-off for that. I don't think we are very good at getting anything to balance out variances or reductions that we grant, nothing to benefit future residents.

- One of the successes is Clark County, VHA, Council for the Homeless. These groups work very collaboratively. Seen a lot of success in terms of more housing development that includes affordable housing. Clark County is known as working collaboratively w/ all these organizations from different sectors. Big focus in Clark county around affordable housing.
- Caples Terrace: a new development with the VHA. Focused on homeless youth, and youth aged out of foster care. Interesting model to focus on youth, focus services in the development or in walking. Esther Short: development in Vancouver, focused on housing for disability. Tailor services to those populations.
- Things that didn't work. Development in Ridgefield, mostly in city limits so maybe not in our jurisdiction. They threw a lot of housing is. Much more affordable but far away from everything. Again, car-based, lack of personality, cookie cutter houses. Multifamily exists within Vancouver city limits. Could be possibility for stuff like that. Mostly done by Nonprofit. But needs to be in the right place-not far out like in North County. Examples of high-end apartments that are somewhat out of place. Misses the market for people who actually need this housing. Project in development-cottage housing, in District 1, on westside. Getting a lot of NIMBYism. I like the smaller footprint option, a different way to live denser, but not in an apartment. Model potentially has the ability to support aging in place, community support.
- Bad example: 179th at the Fairgrounds, towards the outer edge of the growth boundary along I-5. Large portion was in urban reserves for over a decade. County removed the urban reserve designation and brought it into development with a patchwork plan for funding of transportation needs. No shopping, no sidewalks, et. A glaring example of what we shouldn't do. Huge outcry in the community, impacted the school district. must work with the school districts.
- An example of good development: in Battleground, a mixed-use area with apartments, businesses, dining, etc. On the east end, called something "…village." Relatively new. A little town square feel to it.
- Near WSUV-newer developments past Mt Vista area, that is a good idea of what is being built. Development is really occurring where land is cheap and available. Public funded housing is located closer to transit routes, services, etc. More about access.
- Leilani Ridge university housing. Multifamily housing. That seems to be working well. But expensive. A keyhole lot that juts into campus is being developed that seems to be a horrible fit. No public water, their own well district. Inconsistent with what one would expect for an urban area. Challenge with both of these projects is no transit access.

    - **How is recent development being located relative to existing or planned daily goods and services, including safe parks within a comfortable and safe walking distance, bicycle route, or transit ride?**

- Most folks are being pushed out to the unincorporated area because of rising prices.
- Thinking about proximity to parks, school grounds are also functioning like parks: playgrounds, walking paths. The schools are being used as a community resource. It's

tough to think how you prioritize access to all those amenities. A nice mix of all the amenities is great, if you can. More neighborhood schools, more neighborhood parks, with safe walking and bike routes. Yes, there is a bus route, but then there is a walking route from the bus stop to the school.

- Should higher density housing be located near schools? Opportunity-wise, it gets more people closer to using community resources that they are paying for through taxes. It makes sense, we want people to be able to enjoy the grounds. Having that high-density housing closer to the school, you'll see the playgrounds being used more. We all want to see that. It reduces the issue of whether families can walk to school safely, we can review the routes and make them safer if there are more families within closer proximity, and we can reduce bussing. On the disadvantage side, looking at how much a school population could grow with that type of development. In general, we've seen a leveling out of the number of kids coming into the school system. In general, growth has decreased a little bit, and families are waiting longer to have kids. Projection wise, you do see a small increase on the horizon. We've done all this bond-funded construction, but will we see a population boom to use it? I think there is always the question of whether our school buildings can hold the capacity that is coming in? Because often times, additions are years and years down the road.

  Strategy of infill has the potential to be able to get the healthy mix of low income and high income in the same neighborhoods. That gives us great potential and would be ideal to alleviate the shortage of housing options. For the school district, it would be great. There is always a capacity concern, but always options to meet it: temporary buildings, or other, we are in the business of meeting needs. We are always able to accommodate one way or another. Traffic can be an issue, for drop-off and pick-up. If you put in the safe walking routes, more than likely, the neighborhood families are going to use those options.

  Looking at new development in the Vancouver UGA, I would imagine that a lot of those students would wind up getting bussed because of the large area and distances. A lot of that is that the neighborhoods are so large.

- Scarcity of nonprofit sponsors working in the Clark County area, specifically outside the City of Vancouver. In tandem with naturally occurring affordability being more prevalent in the marketplace for nonprofit sponsors. There are private rental units that are serving below 100% AMI, but are not regulated or held to the same standards. Nonprofit developers now need to be competitive. Need Access to resources and capital.
- Not necessarily from a housing perspective, but from a whole development perspective: The whole nexus, proportionality issues. We have a hard time asking development to build the infrastructure necessary for the community. A lot of times the road network is the first thing to be built, and then when the developer starts arguing about what is proportionate to their development, sidewalks are the first thing to go. We try to require that, and we do a pretty good job of that, but have a hard time when it comes to discussions about proportionality.

We've working on an ADA transition plan. It's enormous what has to be done to meet the requirements. I grew up with sidewalks, bike lanes everywhere. As a colleague jokes, Clark County only discovered sidewalks in 1985. You look at the patchwork of what exists for sidewalks outside of key locations, and it's immense. The ability to get out of your car, even to get to a bus stop, very likely there will be missing patches of sidewalk. As we get more dense development and infill happening, we're going to continue to see a patchwork and we will have a need to fill in the patchwork to fulfill mobility and safety needs. On our principal arterials, we have a missing sidewalk need of 6.4 miles. 44.7 miles missing on minor arterials. 94.9 miles missing on urban collectors. 336 miles of sidewalks missing on local access streets. Some of this stems from older development that came in before sidewalks were required. We don't have revenues keeping up with our needs, to provide any alternatives to cars. Our biggest concern is how can we provide the service and generate revenues to support it?

We can't necessarily just throw money at it and build our way out of it. Very difficult to acquire right-of-way needed to build it, without narrowing the roadway width. You're talking about acquiring people's front yards and driveways. The DOT was looking at a way to build a pedestrian path along SR 500. In order to do that, they needed so much ROW that would make most of the abutting lots unbuildable, no room left to build a house on. What are you doing to people living along the corridor?

- Clark County requires sidewalks on two sides of the street for all public roads. On private roads sidewalks are required on one side of the street. All arterials are constructed with bike lanes. Collector streets are constructed with either parking or bike lanes.
- SF subdivisions are not planned well, or very obviously near amenities.
- I have noticed that new housing keeps going farther and farther north from Orchards keeps spreading out. Just housing with no stores or businesses in some of the areas, making walkability impossible. Homes cost more than most people can afford - $375,000 and up.

Do the county's development regulations help implement goals to encourage more diverse and affordable housing types? If not, what are the primary barriers to developing more diverse and affordable housing? What concerns or obstacles do you hear about from developers or experience in your own work?

- **Zoning in particular (density, allowed use, annexation, land division, environmental regulations, design standards, infrastructure requirements)**
- **The development review process including permit fees**
- **Impact Fees**
- **Other non-regulatory factors outside of the County's control, like financing or land availability**

Developers: How have zoning and other regulations affected the cost and timing of your developments and the types of projects that you have pursued? Are there particular aspects of the following that create obstacles for your work:

- **Zoning districts applied to available land, whether low, medium or high density residential**
- **Dimensional standards, such as minimum and maximum density, setbacks**
- **Allowed uses, including types of housing allowed, single-family, townhouses, manufactured homes, etc.**
- **Design standards, including building design, historic compatibility requirements or site design requirements like landscaping, parking ratios**
- **Review requirements, including land use application types, fees, review times, building permit review fees and times**
- **Environmentally sensitive land use restrictions, such as limited development on steep slopes**
- **Engineering requirements, specifically infrastructure required for streets, water, sewer, stormwater**
- **Building code requirements**

Developers: Of the concerns you mentioned, what has been the most significant regulatory impediment impacting your projects?

Developers: What kinds of obstacles outside of county control, such as financing, consumer preferences, land availability, or others, impact your work on housing development? How do those obstacles compare to obstacles around county regulations, what are the biggest drivers in whether and what types of development get built?

- Time is money. County must encourage concurrent, efficient and simple review processes. Need more public-private partnerships.
- Not as intimately familiar with this. If we have anything in place that limits number of dwellings and type, our code probably prioritizes large single family on large lots, and there's not a lot of flexibility there.

- Covington Commons LP – Clark County Planning Commission process (2 years and counting)
- Financing and land availability!
- Impact Fees: such a challenge. We have such major infrastructure needs. We need a more efficient implementation of regulation/development review. Streamlining the review process, break down the silos. I have heard that some of the zoning regulations are difficult to get through. We always get request for impact fee adjustments through the school districts for developments. Land availability is a difficult issue in Clark County: we are running out of it. As you go into the unincorporated areas, there are parcels, but they are not necessarily contiguous.
- Fees and regulations: they all have costs associated with them, that get passed on to the end user. I do a lot of project pro-formas and you would be surprised how many don't pencil out. Maybe one in five works. Every time there's another requirement, it makes housing less affordable. And it makes the existing supply more expensive as well, dragging up the market.

  Most costly elements: the stormwater costs, utilities to get to sites, and transportation improvements are very enormous. There was a major shift in the 70s to move away from using property taxes and bonds, towards "development paying its share," and the costs are getting passed into the cost of housing. We need to have a harder conversation about infrastructure financing in the community. It's not a subsidy to the developer so much as maintaining affordability, and having the dollars stay here locally rather than having infrastructure costs added to the price of homes that then get submitted as mortgage payments to far-away banks. Back in the late 80s, 90s, when we were doing a subdivision, we could start in January and have a preliminary plat by May. Now it takes $150k and a year of review to get a project approved. It's hard to remember how it used to be…

  The County's zoning code is actually better than many other jurisdictions.
  Challenge to assemble application materials: the long checklists for application materials that aren't necessary, then we waste another month getting through.
  Wetlands: more of the Corps and DOE issue than the County. But I see projects held up for 1.5 years over a low spot, that's a huge issue. The buffers have grown significantly, takes a lot of land away from development. Is there any way for the County to develop a countywide plan to address the issue?
- It seems to be that it is more the non-regulatory factors that influence what development we get. People know that they have been successful before with single-family lots so that's what they are comfortable with and try to build more of. Everybody from the developers to the consultant community--that's their bread and butter, that's what they go with. Other things make them nervous. They have the opportunity to get used to it—has happened somewhat with the Hwy 99 corridor. I think that has gotten better, though has gotten watered down with some code changes. They only get used to it if it's required.

Hwy 99: It's supposed to be a different way of having folks look at development. There were cottage standards for Hwy 99 and cottage standards elsewhere in the code. There was a debate over the Hwy 99 cottage standards, and the Council wound up approving the removal of the Hwy 99 standards. There also used to be single-family standards in Hwy 99 and those were revoked. Hwy 99 is the absolute hardest section of code to implement, and takes time.

- Something that is super important to the land use program right now is that planning is not fully fee-funded. Especially with everything going on in the world right now, there is pressure on the general fund. Planning department should be more and more fee-funded. When you spend a lot of time on a project, either the fees need to go up or you need to spend less time. I think we are in most instances getting better type development out of the Hwy 99 corridor, but it takes a lot of time, so I become concerned about how to continue making that happen. I think we are going to get more and more pressure to address fees.
- We're not really building in the affordability realm, except for maybe Ginn. We're happy with the recent state statute that was written, with some flexibility/exemption for SEPA if you meet certain requirements. That speeds up development in transportation corridors, business districts. Our industry is generally happy to see that moving forward, and look to expand it so that development that's already in compliance with adopted plans doesn't need additional review. Some people will say that more inventory, at any price, is part of the solution, but I'm not pushing that. Yes, even higher priced homes can free up more housing. But we want to be able to provide product at lower prices and throw everything we can at this issue of affordability. County Council is stuck with state mandates, not much leeway even though we aren't like Puget Sound area. Rural/urban divide is more of a cultural issue here than anything.
- Impact fees: The park impact fees had significant increases in the past few years. They were going to do one big increase and then eased it in over several years. The traffic impact fees, luckily, I think it was maybe as far back as 2012, they included a percentage increase fee every year, so they track better over time. School impact fees have really varied depending on the district. Those make up a huge portion of what people pay, and they don't really differentiate between where the money goes.
  The newer ADU regulations have a significant decrease for impact fees, so that has helped. We have had quite a number of ADU applications since that has passed. I think people complain about impact fees, but they pay them.
- Zoning is a huge barrier: Projects in zoning areas that require first-level commercial in some areas. Retail is one of the most expensive things to do for developing affordable housing.
- Land availability and affordability is difficult. Trend of the County not prioritizing this land-banking idea is bad.
- Disconnect between infrastructure investment and where politicians want housing.
- Relating to impact fees, 179th: interchange project ended up with the highest impact fees in the state (which will impact affordability). At first, there was agreement on

moving forward, but the County kept adding on and making it more difficult. Responsibilities for the state (WSDOT), County, private developers, then it turned into developers being required to pay for everything. High impact fees don't correlate with affordable housing. Everything that gets developed in that area will now have to pay higher impact fee, so affordability goes out the window. The County is obligated by the State to put the infrastructure in, some debate about whether developers or County is going to pay for it. Developers being made to pay for all of it when it's the responsibility of the County. That doesn't support housing affordability.

- County has not really coordinated well with Vancouver. Annexation has been opportunistic on the side of the City. Need inclusionary zoning, so we are not concentrating poverty. Met with political resistance, but things could be put in place like design elements to help soften this.
- A huge barrier is infrastructure: not enough resources to address infrastructure needs (particularly roads). There are places where development has moved forward with the promise that infrastructure will follow but it never quite happens. Ends up resulting in lots of failed intersections.
- County is in a position to take more of a leadership role in terms of achieving their density requirements and coordinating on annexation.
- Intent of the council to provide more housing types for both developers and consumers. Traffic engineering is a major roadblock. Inflexibility of road modifications or sometimes people get too far in the weeds and instead of following the code, they overinterpret the code. Inspectors get in the way. No clean, simple process. Too much individual intervention and code over-interpretation.
- I'm hearing from some developers who elevate their issues to the Council: they talk about scarcity of land, and issues relating to land use controls. If you allow smaller parcel size, you can start thinking about code updates. You can think about reducing parking requirements. We've been waiving some specific development requirements. It's difficult to say that land use controls are the problem. Sometimes what I'm hearing developers take to the Councilors is that our development code is very onerous, and we are requiring so much, and that if we would only allow a road modification or other changes, the developer could make the project work. It seems in some cases that it is investors that are running the projects.
- We don't have design standards for most residential development. Where there is community opposition, we can use design as a way to minimize objections. Even though we hear about infrastructure costs and need for private public partnerships, that is a different question when you are talking about affordable housing. You hear about development timeline, need to waive impact fees, but it's really the scarcity of land where profit and nonprofit developers to compete. It's very hard for nonprofit developers to find a piece of property that is properly zoned, or find property and then have to go through rezoning process, which adds an obstacle.
- The thing that is a challenge, as I mentioned before, is the shift to smaller lot sizes with not a lot of thought to what the impacts are. You end up with a lot of the same type of housing, just smaller. You have these front facing garages that don't allow for on-street

parking, so that becomes problematic with a reduction in parking. Usually a two-car garage, plus two spaces in driveway, so you can meet your standards but it's not really how people use their house, and you have less on-street parking. There's been a code interpretation for the past seven or so years that allow private roads to serve a large number of lots. With that, there's no requirement for a sidewalk on one side of the street. On-street parking again becomes a problem. I'm not sure that I'm hearing it's a problem from developers, but it seems like a problem from me. We try to stay away from design standards but there are some developments with a rear-loading alley. Within the same development, some part uses the rear alley and another part doesn't, and you can see that the latter doesn't have on-street parking and it's a pretty stark contrast. There's a perception among developers that any change to that would be burdensome, but there might be benefits to the community from a better designed project.

Since these are done in our multifamily zone, if it were done as an apartment, there would be a requirement for open space, but then there isn't when developed as platted lots, and those small lots aren't giving you a lot of open space so I think that has been lost. There could be opportunities for good design to be part of the zoning code reform opportunities. Look at ranges we have now: 5,000 to 20,000 SF single family, apartments at higher densities. Is there something missing? Can we consider smaller lots, and through design, to serve affordable housing? Would a 4,000 SF lot be affordable, depending on the house you put on it, and can we look to design to make that work in the community context? If you want something that is affordable but not condo or apartment, you are only providing one size so you need to look at a smaller size that doesn't bring opposition or make developers think it's not feasible.

- I hear a lot about impact fees from realtors that work directly with builders. We have some of the highest impact fees in the whole state. How do we build affordable housing under those circumstances? And another disturbing piece is that it takes so long to go through the permitting process, that the uncertainty about how long it's going to take, increases the risk that the builder has to take on before they can start building. That all adds to the costs.

  I don't necessarily sit on the side of the building community for this issue. I've watched us with very low impact fees raise them up to some of the highest in the state, and yet, the inventory seems to turn over pretty rapidly in almost all of the price segments. I think that's because we're part of the Metro marketplace. I think people keep deciding to keep their good job over in Oregon and dealing with driving over the bridge to access a home that they think offers them certain amenities like a better school, a bigger yard, better value per sq. ft. Take Ridgefield with the highest school impact fees in the County, it's part of the fact that the greenfield development was so quick and schools got overwhelmed. When it comes to regulation, both environmental and impact fees, I think they are necessarily because they protect the community around them to prevent systems from degrading, so people can get the value that they thought. Sure, people are going to complain about the cost of buying in and the impact fees, they are real; I

just don't see the market cooling off as a result. I hear the complaints though, not sure if that is just about the margin a developer can get for the house. I think it will continue because we are part of the Metro supply and demand. I don't think we could build enough to outpace the Metro demand for housing.

As a developer, every penny you can save on fees is a penny you earn. If you can reduce your fees, you aren't going to reduce the sale price: the market sets the sale price. The high fees aren't stopping the sale of homes, but they affect affordability. If you add $25k in fees to a house, it adds $75k to the price of the house (established industry ratio). The only think that's going to lower the price of housing, is to slow down demand. The only way to do that is get Californians to go to Montana.

Impact fees are not going to go away. Fees are a necessary evil. The only thing a developer needs is certainty, to know what their fees will be when it's time to pay. For example, fees in Clark County are vested at the time of preliminary plat (not in Ridgefield!). That kind of certainty, a developer can build that in. So, one tactic would be to give developers certainty: fix the fees early in the application and review process.

- Yes: all of the above. In the MCA report, we mention some of the regulatory things that could be changed to increase affordable housing.
- Inclusionary zoning. One of the biggest barriers. No political support. The County has done various changes to their requirements
- Change in parking reduction. County HAS done this for some projects. But they are doing this piecemeal. They adjust per project. It's so important to get back to measuring the progress.
- Need a fully systemic approach. We don't want ad hoc. It's not anyone's fault, it's just a vacuum. No one has actually stood in the way of this. When we were speaking to the County Councilors. We showed them a chart of the population divided by quintiles and how many households we have in each quintile and the average income for each, and how much 30% of income is for those folks.
- Density bonus for affordable housing would be helpful to the County and the development community.
- As far as Traffic Impact Fees, fees can only be assessed on new development. They're calculated based on the amount of buildable land and the amount of growth that's anticipated. If we change the zoning code or designations for some area and allow infill or greater density, it skews the calculations for impact fees. Now you're anticipating a greater amount of units coming in that could share the costs of the improvements needed. It's not necessarily a problem but an adjustment that needs to occur. Our fees are based on the trip generation per the ITE manual and local manuals, and those are based on national trip generation studies. When we look at new types of housing development like ADU and cottage housing, those may be different that the standard housing types on the books. In our codes, we have an opportunity for "unique" development to conduct their own trip generation study and submit it for approval if they feel like they don't fit the existing categories.

- Clark County is seeing an increase in apartment development. When zoning allows multifamily uses, multifamily (townhouses and apartments) get built. Clark County has Office-Residential (OR-22) zoning and Mixed-Use Zoning districts. Yet in the Office Residential district only residential gets built and the commercial portion of the Mixed Use is most often storage. This means that the intent of mixed use and office-residential in limiting trip distance and encouraging active modes of transportation isn't met. Inversely, the transportation network has to absorb these trips. Very recently we had a potential development propose apartments in the Commercial zoning district as part of a PUD.
- Impact fees area assessed at time of building permit based on the trip generation assigned to the use. For all traffic impact fees there is a 15% reduction intended to recoup money that will be paid by property taxes. Unincorporated Clark County is broken into 4 districts: Hazel Dell, Orchards, Mount Vista and Rural. Each one of these districts has different TIF rates.
- Another issue is that impact fees aren't scaled to housing size. The five-bedroom house with three cars paying the same as a one-bedroom home. We've talked about revising that, but there are a lot of issues hiding under rocks.
- Departmentalized approach-we have a process where we have 20 different little fees (also true with impact fees) that come from different departments. County will not give you a list of ALL the impact fees, you have to go to individual departments to collect. City of Vancouver, on the other hand, will give you a list of everything in one place.
- Lots of wetlands outside of the City. If we use federal dollars, we trigger EIAs often. But that's more about our funding sources.
- The County doesn't have great funds to pull from- they do have a mental health fund that we can pull from, but then we're building for a very specific population.
- Zoning wise, the County's highest density residential (R-43) is a positive. A huge drawback from an affordability standpoint on county zoning is that there are no incentives built into the zoning system to build affordable units-no density bonuses, other general incentives you see elsewhere that you can get if you build a certain amount affordable.
- These tools are so important. Because it allows mission driven developers like VHA, it opens up land that otherwise wouldn't be affordable. By doing incentives, allows affordable housing to spread cost over more units, makes unusable land more usable by reducing parking, or by opening up commercial land that is not developing as well as high density residential otherwise.
- Impact fees: State allows local jurisdictions to give an 80% reduction to these fees for affordable housing. County charges the whole 100% impact fee, regardless of whether you're doing affordable housing or not.
- The county has been taking a laissez faire, market-driven approach to housing development. There was money to be made in single family homes, not in condos, fourplexes or triplexes. There has been a turnaround in the last few years. Developers coming in to build for newly graduated individuals or young families. A big barrier to

creating housing in these areas is that there is very little property that is actually on a transportation route. You can't build multifamily housing in the middle of Brush Prairie.

Also, the county has little funding allocated to leverage building the types of houses that are needed. The county hasn't steered that ship much, so housing diversity has not been realized. The county has to steer the ship and leverage dollars or subsidize these types of housing and rental costs so developers can offer units at a more affordable price.

- Impact fees and proximity to Portland. The comprehensive plan update and what are buildable lands. There are a lot of developers sitting on vacant lands. I think the county already has the land inventory. The Permitting Department is not good. People don't want to build here. Staff can be arbitrary and capricious. You will hear different answers from different people. Hoping the county can break that power trip. Want to get comprehensive objections out on the table right up front and for all infrastructure types. It costs money every time you have to change designs. The county hired a consultant who engaged public last year and looking to implement changes. Changes have been slow to roll out.
- People living in rural areas like looking out on a neighbors' vacant land. Land owners want no restrictions. Homeowners want restrictions. Any development that requires public comment gets it in spades.
- Land use challenge for affordable housing. If have 40 acres and are a parent and purchase in 70s or 80s planning to divide for family members for 5-acre lot. Can't do that due to land use and is very hard to reduce rural lands at this time. Even if surrounded by 2.5-acre parcels. Washington law. Tried to get before hearings board, but turned down. Organizations fighting that. Another thing is that can't have ADU unless attached, trying to get that changed. Counter-intuitive. Of all the places to put separate accessory unit. In town, don't need to go through much to add ADU because want to create for affordable rent or for parent. Makes it difficult for people in rural area. Son or daughter or disabled adult child. Want detached for more freedom, but can't do it.
- Under apartment zoning, the County reached a point where inventory was ahead of where it needed to be. R-9, R-12 to R-18 are lacking for smaller lots. Can do PUDs with density bonuses, but giving up open space. Typically, only done when have to set aside critical area. Trend on community design side, why going larger and PUD, millennials 30% of buyers, prefer shared community spaces. Older generations more private. Part forced because people have smaller areas and can't afford big house with big yard. Larger sites help to accomplish that, hard to do on smaller sites/pencil.
- Try to improve and shorten timeframes. Trying to help on engineering side. Continue to do that. Make timing predictable and faster. Cheaper, more affordable can make housing, more predictable. Not meeting housing demand because timing it takes, early on in process getting critical area responses. Can't move forward cause of risk. Need to know wetland response. Transportation. Pre-apps used to be very beneficial, but staff says too busy to vet on front end so know what issues are and can design accordingly

and don't have to adjust design multiple times which causes delays or waiting for responses. Mainly relate to transportation and wetlands, hydric soils. Those are cogs in that. Standard of practice to get bonded. When getting near to being done with site bond for permits so can get going before plat approval, but can't get occupancy. Understand and simplify that process. County is risk averse. So much money extended out, need to shorten timeframe to get to market and meet buyer demand, reduces carrying cost. Builder/developer now.

- Developers will say that regulations are so restrictive. Truth is that it's the price of land and they want to build cheap and make a profit. Some commercial have augmented long standing residences. The "Panera Bread complex" serves the community across Hwy 99, a trailer community/residential area and rest home off 75th Street. Panera takes care of their needs. You can supplement needs of residential without a large commercial development. Homes along lake shore are beautiful. Many are older than 5-10 years. Mid-income households struggle to find homes in their price range. Need transportation. We are trying to get people off the roads.
- Bought shared home with my daughter. That is a trend. It took more than a year to find a home to meet our needs. There are not enough multi-generational homes to meet the need. It's difficult to find those. Many in my age group are looking for a single-story home without stairs. All of the multi-floored homes aren't meeting those needs. There are physical barriers for disabled people. Society is stepping up to that, but not strong enough. Concern about park impact fees. Feeling challenged to provide affordable housing. Can't put a big enough bold mark on affordability.
- Not building affordable homes around here. Do not have adequate roads, schools, water, sewer. Using septic and wells. Prohibitively expensive. My family owns land handed down through generations. Regulations couldn't accommodate that each family member owned part of every square inch, not just one square inch. We all have an equal portion. My cousin has four children and should be able to provide land for her kids to build on, but it would cost hundreds of thousands of dollars to get there. Then county tells us where we can build our houses.
- Builders want to make a lot of money. Would like to see a law or rule that says build your homes, but you have to include some affordable housing. Builders have to pay impact fees. Is there a way to reduce fees for different types of housing? If there are some attached homes, multi-generational, or small apartments, the county can reduce fees or make it easier or more profitable for variety of homes. Try to leave certain areas and live where all homes look alike. You are insulated from the rest of the community. It doesn't make for a good community. There should be homes for the disabled and subsidized apartments in each neighborhood. Use county code or zoning to develop diverse communities.
- Need starter homes. Smaller homes on smaller lots. HOAs in the area. My background is the Midwest, so I'm used to bigger homes and bigger lots that cost less. Land is terribly expensive. Utilities that go in with your housing is a factor not considered. People get into smaller homes, but there is an impact in the quality of education in some areas. Smaller homes with smaller lots are a good way to go. Neighbors say that

results in smaller roads. If you build for families with kids and three bedrooms and three cars for a two-car garage, your street becomes a one lane road. Not much left to build on. New subdivision going in has one- and two-story homes. Even younger families are looking to one story. Townhomes. Not apartments.

- Land development – plat recordation process is antiquated. Many jurisdictions (especially in Oregon) allow plat to record prior to improvements being full accepted. We bond for the public facilities and can record the plat without even breaking ground on the property, but typically plat records within 80% of completion. Allows them to start model homes under certain requirements and get the ball rolling. This is a barrier for funding, since there is only so much we can do until a plat is recorded.
- Home construction permitting/inspection. There have been gut wrenching moments trying to fulfill some of the requirements, such as accepting fully completed application, pulling permit, and inspections. If not available, electronic submittal of plans.
- No major issues with engineering or environmental requirements.
- County needs to re-look at zoning codes – wouldn't take a rocket scientist to look at zoning code of Camas and Vancouver, and do it like they do it. Even if they had a functioning "yes" culture, they cannot function without a more standardized, uniform zoning code that is similar to city jurisdictions that falls under their umbrella. When you combine that with a no culture, it makes inflexibility more magnified.
- No issues with current PUD ordinance, was not more difficult than other places.
- Level of design standards that they require at the land use entitlement stage is extraordinary and unfair. City of Hillsboro has a similar requirement, so they are not alone. Asking for too much info at the entitlement process. (1) if you are a developer only, you don't know what will be built there yet, (2) even if you were the builder, you would decide to change elevations based on evolution of peoples' tastes that requires you to go through land use approval process. Camas is doing better than Clark County, and they have had a good experience with Estacada.
  Inflexibility on lot coverage ratios and setbacks on the smaller lots – contributes to difficulty in filling a middle housing. So much talk about affordability and how it translated to the urban growth boundary restriction and restraints. Supply rules that apply here is the largest contributor to our ability. More land in Clark County than Beaverton or Hillsboro, but the culture is hard.
- Process for the housing options study seems long – there are barriers now and housing isn't getting built.
- It feels like the whole County zoning code is 20-25 years behind what we are trying to deliver in the market. The code is old, but they are hewing to it. They take the most conservative interpretation of their own code. City of Vancouver is no less hard-nosed about enforcing code, but will try to figure out how to get a project. Instead of designing communities based on best practices, we are having to meet zoning codes that have not changed with society. To deliver the homes people can afford, we have to use less land. Way too many commercial zones. County should convert community commercial zones. A lack of available land in medium density residential zones, especially near the corridors where they like to build. Like the R18, R22, R12 zone. These can work if we use

the PUD ordinance to get a bit of density bonus. Like to build close to the corridors – Highway 99 plan has been a bust and no one has been able to make it work.
- Cottage code in the county has been a boon because it doubles the density.
- Lot coverage is a huge issue – trying to deliver more house on a family for less land. For us the market is driven by price point. Need higher lot coverages. Need to go to 65-70%.
- Adding in the setback and landscaping requirements. Have never really understand why we have the setbacks AND the lot coverage requirements. In the City of Vancouver, allows to do zero lot line development. Can build a 20-foot-wide home on a 25.5' wide lot, can repeat this over and over. The County has a zero-lot line code, says you can do the same thing but gives each home a 10-foot side yard. People would love to have yards, but they really want a house they can afford.
- Net vs gross density in the various zones and consistency with different housing types. In the City of Vancouver, had an R22 zoned property and built garden style apartments. It's all private, and it's a parcel. If he builds attached – buildable density goes down. Going to pull out storm facility to address this. Another example: had a project in the city of Vancouver. Could have fit 42 zero lot line townhomes on the property. Zoning would have allowed it, but they gave up three townhomes because of the requirement.
- Design standards are fine, but need to be carefully balanced. Not just developers or homebuilders. We like good design. We think about what type of product we put on property, what the community looks like. Like to design the communities for the type of product / market they want to hit. Try to use alleys when possible (can still retain double car garage, with a 15-foot door, can get a two-car garage), provide greenspace. Don't like to underpark communities. Balance between providing alleys (which the County seems to want) with required road widths for emergency access.
- PUD ordinance needs a fresh look. Needs to ensure that it works, is flexible, not too procedurally burdensome.
- WA Dept of Ecology is really hard to deal with, even if the local community signs off on the project. This is because of the consolidated environmental ordinance – so any time the county looks to ecology for background.
- Lenders are concerned. We're not having a problem with vertical loans because the market seems pretty strong. Land loans A&D loans, or converted through and that is platted to hold for a while.
- Redmond, Oregon is a good city to work with because of their ability to work through issues with collaborative spirit.
- Long, onerous development process in Clark County. No matter what, when you buy a piece of property that is not zoned properly for housing, to get it properly documented is a 1-2-year process. If you have to go through a land use rezone, it can take two years. It's all process oriented. Can't do one thing before another.
- At the commissioner level have had people help to problem solve. As a developer you have to be careful, you don't want to be "that guy."
- Larger, well-staffed development company can navigate the bureaucracy. Smaller/nimbler companies lose out. If you have staff who re focused on driving the

process, you can shorten the process. This puts single shingle developers wanting to create something at a disadvantage.

- Storm systems costs are extravagant. Shared by all now so it's not like one developer has over on storm development.
- Permitting and housing in Ridgefield was happening so fast that they had GMA issues and it is something that the County is particularly mindful of.
- 179th area has no coordinated plan for how development is going to happen. The complete/walkable neighborhood concept are newer to some of the Clark County constituents who are used to jumping in their car and going where they want to go. Opportunity for more TND in thinking about 179th in the future.
- Fiscal impacts of single-family development as an economic development strategy. An interesting question: How to better reconcile tax generation from new construction SFR compared to jobs and employment uses? Building industry association wrote an op-ed about how single-family housing produces enough revenue to be sustainable. https://www.vbjusa.com/opinion/columns/design-construction-column/housing-development-pays/
- Short list of challenges: Lack of supply of good land. Most of what is out there is encumbered, expensive to develop. There is also lack of infrastructure, areas that are in the UGA but can't actually be served, though more a problem in some other cities compared to the County. Mounting costs: everything seems like a small cost, but they add up, many impact fees. Every regulation also adds to the cost of the lots. Turns out you price it out of what the median household can afford.
- Speeding up the process and reducing some of those review costs is really the only variable, since land costs and utility costs are pretty fixed. We were brainstorming how to do an affordable senior project, and the land costs were too high. Relationship between housing location and amenities:

  Sometimes infrastructure can be built around housing after the housing is built. There are some pretty walkable areas, but some people have different values about what kind of place they want to live in and what their priorities are. I always get concerned about adding all new housing types of a certain type. Some people want acreage, some want a suburb, some want a condo or another option to buy, rather than rent. Variety is huge.

  For the lower-density products, our clients are not always looking at the same amenities. More focus on roads and transportation access rather than transit availability, for example. When we do larger projects, we can build the parks right into them to add amenities.

  There are some surprises about what kinds of development are successful, seeing some developments where commercial developed around residential that didn't ever seem likely to flourish. Felida Springs example, where it was first supposed to be mixed use, residential above commercial, but that wasn't viable, so morphed into more service commercial.

There is a lot of strip commercial in the County is past its expiration date, given Amazon and other retailers, so maybe we need to reimagine those areas, possibly for more affordable housing options.

One other issue: on the edge of urban areas, we are running into resource lands that we have to leapfrog over and start developing in rural areas that are farther out. That is really inefficient because you have to extend infrastructure that much farther out, and it's that much more expensive.

There was a shift with Millennials: idea we would cater to them in downtowns, urban areas. But their priorities changed: they want to move out to get some land, for their kids. But they can't afford it because price of housing is so high. I think the perfect product that is missing is: small single-family detached homes in the R-12, R-18 zone with homes around 1,600-1,800 SF: those sell, around the $300-350k price point. Hard to find a place to put them. Instead most homes are getting built around $500k, which is unaffordable.

Another challenge, coming out of the recession, almost all projects were welcomed with open arms. Towards the last few years, we have seen an anti-density push across the region. The County as part of the Comp Plan should amend countywide planning policies to put more teeth into each jurisdiction having its "fair share" of housing options, to include some higher density options besides single-family detached.

With the aging boomer population, I'm looking for the building industry to come up with some creative housing that we haven't seen in the County. We're doing the senior living communities with cottages through assisted living, but I'm looking for more senior cottage communities with single-story development, some common areas.

When we looked at the County's cottage code, the density limit wasn't the challenge. The ones that I have seen work look more like townhouses and single-family homes, that don't look like typical cottage development. When you have parking away from the homes and you walk into them, there is no demand for them. What you are seeing instead is taking the code and building single-family homes with individual garages and driveways, with some shared open spaces. They need to get rid of the detached parking pod requirement.

- The City hasn't been proactive in terms of land banking. Land costs are rising. More of a focus on market-rate.
- Looking at impacts of design standards, that raise costs, that are in response to a certain project that didn't work well. Individual problems are generally so specific, hard to develop trends.

  The last model said that the County had all this available land, and that it has 40,000 units left to build. Even though the model says there is capacity, the market still spikes. Market doesn't seem to believe there is capacity and the prices reflect that.

  In the Vancouver UGA, a lot of the decisions were made years ago. When you start opening these areas up, it's already been decided what's happening, and then there is

pushback from the community about not wanting the growth or the type or intensity of growth that is coming. There hasn't been good education for the public that these decisions for development have been made, so public input has to be focused on massaging the details. How do we come to some kind of agreement with the people in the area already? The Comp Plan has been adopted already, and the current political officials get blamed for it. There's really been a failure from the County to educate people about what has already been decided, to show that this development just implements a plan adopted long ago.

There has been a missing middle. Nothing in the middle has been built. There was a constraint on townhouses and condos because of bad state law (defect liability law) that we believe has been fixed.

Median income in Clark County is far below what is required to buy a house. Need an income of $89k, but that's across all housing products for new and used ($300-400k). So, a lot of people are being left out because that income level is well above the County median. Part of the problem that we run into is the urban/rural divide: GMA requires that we develop certain parts, even if current residents want to keep it rural.

Product being developed: At the more affordable end, it's a lot of small lots with zero lot line with townhouses (some liability law issues have been resolved). That's what you have to do to get to affordability. Some people in that market are looking at cottage housing, trying to find ways to make it feasible. Ginn's projects for example, it looks higher end, nearly zero lot line, mixing some cottage housing in, with land usability to work around stormwater and wetlands. A large number of members (very vocal members) are single family, that's what they are building. Their product is market driven, what do clients want? A lot of markets are looking at $500k for homes, they are very nice, high quality with that price point. They are getting tight on small lots, which runs into conflict with people's expectations that they are looking for some yards at that price point.

We do represent multifamily, but there is less conversation around that. Ginn also does multifamily, some state and federal financed work, but not our primary issue.

A few smaller issues relevant to this conversation: GMA envisions a more urban density, the problem is that other parts of GMA and County code and building code, like setbacks, that don't work with that. There was an electrical transformer for a property, but couldn't fit within the required setbacks.

Different interpretations in different jurisdictions, seems frustrating to see whether it is or isn't a true design concern. For example, whether driveways can cross/impede clear vision areas for corner lots, since you have to put the driveway somewhere to make that lot buildable. Clark County seems to dig their heels in, when other jurisdictions can find a way to make it work. Members believe that it is reactionary, Clark County was loose for a long time and now it's "no before it's yes."

- The County does a good job noticing us on zone changes and we comment, if we think there is a problem. They do an excellent job, even at the pre-app stage, in providing notice. The City convened an Affordable Housing Task Force, report came out in 2015, included regulatory and non-regulatory provisions. There was a voter initiative to fund an affordable housing program. They recommended various other non-regulatory stuff beyond changing zoning.

  The numbers are still pretty bad: most people can't afford what is being built. The city has a decent amount of multifamily zoning and we have a generous mixed-use provision, to allow residential in commercial zones. It's only been built in big numbers in the past few years. Vast majority of it is market rate, even above market rate along the waterfront. There are a lot of nonprofit developments. City does have a multifamily tax exemption ordinance, but it hasn't been very stringent about the affordability threshold, so it seems to produce more market-rate options but not truly affordable. We've had a policy on the books for a while that if it's a rezone and it's for affordable housing, the City will serve as applicant for the rezone. Ground floor retail requirement can be waived for affordable housing. We're seeing some projects take advantage of these options. Affordable projects tend to be some downtown, west-side emphasis, Fourth Plain area, not as much going east.

- Housing costs are way too high. This may be due to impact fees, school impact fees. Raises the costs for rooftops. We are influenced by being north of Portland. The predominant workforce commutes every day to Portland. This drives up housing costs.

  Despite so much building going on, we don't have enough inventory. I don't know the specifics for each income class, but the lack of inventory drives up prices. We need to get a sufficient inventory to lower costs. Balance impact fees in order to keep infrastructure maintained.

  The county is dense in areas where it shouldn't be. The county's ability to support it is stretched. We need affordable housing. Lower cost housing can be done nicely in good areas that would welcome that kind of density.

Developers: What has been your experience working with the planning and development review process in Clark County (or cities within Clark County), from staff to fees to timing? Are there any areas for improvement?

- You used to be able to submit concurrently both the land use and building permit. Only recently the County has changed, you have to submit each separately, one after the other. Departmental reviews have different revisions, no compiled comments with consensus. Nightmare.
- Land development and housing construction is divided into too many different silos in the County, and they aren't talking well with each other: engineering, fire/life safety, environmental, building code and energy efficiency, which create all sorts of conflicts. One thing I've seen is that by getting lot sizes and homes smaller, you are creating more conflicts with parking, transportation, utility service, etc. How do you harmonize all of this? There may be ways to reduce costs by looking into that.
- Inefficiencies in the permit center also impact affordability, which has been identified already. Study, work group has been done, but then it's sat on the shelf and there has been no progress. Inefficiencies cost money: holding costs on a single home are several hundred dollars every day, so a two-week delay is costly. County inefficiencies: they have unrealistic turn-around times, then start the clock over every time you resubmit, which is frustrating.

  For example, applicants are required to submit GIS details from the County's GIS system like lot lines, but then are told by the County that it doesn't match their records. Even though the discrepancy came from the County's own GIS department, the County (permit reviewers) restart the review clock.

- Went through a zone text amendment and MP update in order to permit housing on campus. Was a 2-year process, for hundreds of thousands of dollars. Kept getting delayed. No significant change required, did due process, etc. Just took a long time. The update was pretty straight forward. Don't understand how it cost hundreds of thousands. It was public money. Nothing significant needed to change.
- As hear from developers, it is difficult to work with Clark County and some cities are easier to work with than the County. Been working on this since 2017. Been looking at permitting and development process, trying to address it. Long time to change culture and process. Culture issue hard to change instantaneously.
- Clark County is one of the most dysfunctional public jurisdictions that we've worked with – starting from land use to building permit applications, permitting, and inspecting." If this continues, Clark County will be on the list of geographies to avoid working with (along with City of Portland).
- There is a real culture problem at Clark County. Permeates both planning and engineering. Feels like a culture of no, and caution. Have had an extremely challenging time getting projects through planning, environmental review, engineering. Not open to discussing how to deliver projects with an open mind.

- Bureaucratic culture. There are a few individuals who do not try to help figure out if there is a different/better process to help. You are stuck navigating through their bureaucracy. Specifically, traffic engineering is very strict. In planning. A couple people stall that process. To your face, and cite chapter and verse when it comes time. As a person that walks in the door and asks for help – there really isn't a process to help navigate the bureaucracy because it's just based on bureaucracy. Not unrealistic. Have worked with sophisticated set of customers – know when to feign naivete… need help navigating through this process. Even when he thought he had the ear of someone, Snell" they had a network of decision / indecision that was tough to navigate.
- Biggest frustration: the process by which you can build has become so departmentalized that it's hard to get through the process. Can't have a single stream going through it. You used to be able to submit for review concurrently, now have to go 1-by-1 basis. Not an all-in-one service. Clark County doesn't do any of their own electrical reviews. Done by the state. Create delays and complications.
- Only done a couple projects in the last two years. We don't do a lot of work in Clark County, but there's a reason for that. The permitting process was nightmare-ish.
- A lot of projects have very strict requirements, times, deadlines, etc. Because the County process is so unfriendly, what has been frustrating is that even when we ask for their help, their stance is-we don't care-go to the end, even when the County has their own money in the project.

In addition to single-family detached residential development, what types of residential development would you like to see within the Vancouver Urban Growth Area in the future? Which non-single-family detached options seem the most promising to you, in terms of how they meet needs of County residents, regulatory requirements, and/or development economics and financing?

Developers: In addition to the type of residential development you are doing now, what types of residential development would you like to be involved with in the future, or what opportunities do you see for other residential developers? What does the community want and need, and what kinds of housing could feasibly be built to meet those needs?

- Single-level homes, with wide doors, options of walk-in showers.
- Multifamily residential development will work well for sites adjacent and near the Cascadia Trio complex.
- Love to see more PUD-type developments, master-planned communities. Would be good to have a mix of densities, integrate a variety of housing options, some commercial. A challenge because of the parcellation of Clark County. A larger emphasis on townhomes and duplexes that are a little larger for families-not necessarily crammed apartment buildings. Embrace European concept where services are right in the same area you live.
- There might be ways to do smaller multi-family projects. Right now, duplex can go through as a building permit. If you do a 3-4 plex, it bumps up to $100k for land use review because site plan review is required. If you could go to a Type I process for those 3-4 plexes, it would make a big difference. Short plats right now are too difficult, such that they aren't worth it. Site plans are the same as short plats. Minimum is $80k, goes to $100-150k pretty quick for soft costs. We've got apartments, townhouses, single-family detached, cottages—what else do you need? ADUs is a good area where we could see some growth. I like where the City and County have gone with their regulations.
- Jack Harroun has a new model in Lower Hough: existing lot that he developed into three units, as a condo. Each unit can be sold individually, but there is a common space element. It isn't exactly an affordable product but cheaper than if he had gone through site plan review.
- Allowing up to four units through a Type I without site plan review would be really huge, very successful. Look at some garden apartments with four units, parking behind.
- For apartments, many developers don't want to mess with less than 100 units. There are economies of scale to it.
- Are there incentives, ways to build smaller apartment complexes with 10-15 units? Maybe a model project, pre-approved set of plans that you can plop on any land you can find?
- You have many 0.25 acre lots, that could be converted to a four-plex, but right now aren't cost-effective, so the lots just sit as a single, older single-family house.

Ryan Ziegler is doing some creative infill projects around Portland.
I really believe that requiring everybody to do a certain percentage of their development as ADA accessible or elder friendly or affordable; having some requirement might be an easier way to get into these ideas rather than thinking that some different kind of development is going to flourish anytime soon. Kind of easing everyone into it. Can be used to create true tradeoffs to variances or other regulatory relaxations. Small steps to ease people into it. Right now, people are just trying to get the density bonus but not provide anything with that.

- To get at the truly affordable apartments—I don't think a lot of the apartments we see are affordable, the rents are astounding)—we would need to see something totally different. We tend to see the same type of apartment complex developments that we have seen for the past 10-20 years—need to see something different. Something smaller. Looking at ways to provide smaller and possibly more affordable. Need the right place to do it, but less auto-oriented and true mixed-use kinds of development. We're not seeing that at all right now. Any of the MX zoning now, they're doing everything they can to get around it.
- Especially lately, it's just a game trying to come up with concurrency, traffic counts, whatever it is, just a game to come up with ways to get around all of our requirements. Being as specific as possible with the requirements is absolutely necessary.
- The more flexibility you can give to developers, allowing middle housing options. Duplexes, cottage housing, townhomes, etc. All of it needs to be allowed. Can't be picky about what we like and don't like.
  We need more mixed-use development, with walking paths, small gathering places, etc. Maybe these amenities will need to be more spread out with COVID-19.
- Generally, we need more options for more people. Condos-ownership-wise, might be interesting. Townhouse design. Duplex, tri-plexes. These seem to work here. The cottage housing idea is interesting, nice. Size and bungalow-style architecture. Something detached, but in a smaller footprint, and potentially w/ the community-building aspect, like a common house. Good for healthy, aging in place. Cross between planning and social services-folks that want to age in place but not leave their home. Ability to have onsite, ADU situation, or have the ability to have people have homes w/ attached or nearby quarters.
- ADUs – could serve students, seniors. Having clusters of smaller footprint homes. Courtyard housing. Everyone has a yard, but there is also a common area. Needs to be planned so that there is transportation and amenities nearby.
- Cottage housing. But we are not seeing people take advantage of this. Duplexes, townhomes.
- In talking with BIA, I believe there are already developers and builders thinking about this. I have teenagers at home wanting to move out one day. I think you can get the best of both worlds by exploring cottage housing. There are developers right now that are building development with single-family cottages and central amenities, like a shared gaming room rather than everyone needing an extra rec room. I think you would see a lot of young people that are social animals that would be interested. And

also for older couples, same kind of thing: you have a shared yard, landscapers who can do the yard.

I saw some cottage housing in Seattle when they were bringing in the new light rail line, transit-oriented development. That was a boon for affordable neighborhoods, to be able to get into downtowns. One thing that I think is starting to loosen up is condo development. I think condos are one of the cheapest ways to provide some affordable housing, but the liability associated with development has made builders hesitant. I think that is loosening up and I think that can create some opportunities for affordable housing.

I think the state of Washington changed the condo law, so I think the liability issue has been mitigated to a degree. I think we just need to get a bit bolder about how you are going to use existing land and make opportunities there for more density. I thought someone was going to say that they wanted to boot those teenagers out to an ADU over the garage: I think ADUs, attached or detached, I think we have to open up that idea and perhaps they become an amenity even in new homes for higher-priced homes. Maybe they become rental units or house somebody in your own family unit, I don't care. I know people are concerned because of street parking and things of that nature, but I think CC&Rs are one of the biggest obstacles to innovations in neighborhoods. I think we need to look at existing opportunities that we might not be taking advantage of. We need to keep looking at cottages: are we getting any additional units out of it, or just a different way to use the existing land? I think we need to offer density bonuses for builders if they comply with some of the strategies that might help put more people on the existing land that we have. Maybe those density bonuses can compel more supply.

- Duplexes, triplexes, condominiums, smaller footprint SF housing. Shared housing program: in which focusing on older adults and developing a program where they can connect older adults struggling to stay in their homes w/ other older adults that could move in with them. Because of COVID-19, this is becoming difficult.
- The things that we implemented recently are the ADU standards and cottage development, but we haven't seen the effects of implementing those yet so hard to say if they are meeting the need or not.
- Need to set goals for number of units to build by X date. How many will be affordable? Lack of appropriate requirement and incentive. County needs to preserve and protect mobile home parks. Being intentional instead of being reactive, particularly around the idea of land. Must dedicate more land to affordable housing. Clark County owns land. They should contribute the land, or at less than market value, and develop a partnership to build units that come in at a price that is affordable to 50-60% MFI.

  County ought to reform the method by which they distribute federal funds for housing. They go through a process where the Mayor essentially decides what to spend. Too much of those funds go towards gutters, sidewalks, curbing, etc., instead of housing. Every dollar that comes to Clark County will go to unincorporated areas unless the cities

dedicate 90% of it to housing. Must be radical to make sure it gets devoted to housing. County needs a dedicated stream of funding for affordable housing. In Vancouver they passed a tax measure for housing. The County needs something similar.

- Fourplexes, duplexes. Mixed, dispersed housing close to public transportation. Look for open land to integrate housing with the surrounding neighborhood, environment.
- We need more high-density, multi-family housing. Challenge here is cultural. We should not be forcing future development into the SF model. The future is and should be in high density MF housing. But not blocked apartments. Thoughtful, good design is needed. Cottage housing, tiny homes, etc. are policy red herrings. Not very cost effective or result in much added housing or flexible housing to a community. Can't be the end all be all.
- Doesn't really matter the housing type, but maybe the configuration. Dual or triple masters: something where there is a shared kitchen and living area, but a bathroom per bedroom. The cost per square foot of starter homes is so high. It's not anywhere near the shape of the curve I'm used to. We need more incentives for starter homes: fees shouldn't be based on per lot, but on a sliding scale of sales price.
- I think there is an opportunity with duplexes, triplexes and fourplexes, because they can be scattered within single family homes and don't have to be their own independent community. Cottage housing too. I would rather see a diversity of housing within neighborhoods. Not all houses need to look the same and these neighborhoods don't exist in the greater county area. One type that is greatly needed is small, single family condos or apartments that are interwoven with established neighborhoods. People are opposed to huge complexes of 200-300 units. They are not excited about moving into those, but it is the only option based on income levels.
- I don't think any specific type, but there are specific areas. One commercial area changed from residential and shrunk the commercial portion. It is perfect for mixed use. Depends on the footprint and where it's located. There are areas that were platted near a golf course for larger homes and townhomes. Not all got built, but some did. Plats got zoned for single family residential.
- Brush Prairie is along a rail line, homes and a library and is zoned industrial. There is some industry there, but there could be a variety of home styles and types. It's not as simple as one style fits better than another. County passed an emergency measure to allow people to live in RVs on private property. With COVID-19, the county needs to allow it. Gets to accessory dwelling units. What kind of road structure or neighborhood supports that? Will people be ok with that increased density? More family oriented and less low income, low cost solution to small homes in an area that's not zoned for it. Different avenues to approach. Where would they fit best.
- Possible if more builders would try cottage homes, seniors would like that. Separate homes. 55+ communities. Find ways to try to encourage that. Duplex and triplex also. Many owners live on one side of duplex and lease other side. As long as you can put these duplexes in areas where there are single family dwellings too. Not just one area.

- Ask development community what will sell? Best way to develop? Site distance things met with driveways. More free-flowing idea gathering, would hear more. Try whatever we think works and see if it does. Tough because cottage, have to change entire code unless pilot project.
- Lot type. 2000 to 4000 sf lot. Challenge at state level. Helping with impact fees and sizing them. Increase at 5000 sf lot to normal. Instead of just multifamily, reductions on impact fees for 4000 or 3500 sf, because attainable housing. Attainable in range of 280k to 380k. Small, detached, 3200 sf lot even 2200sf lot. Some attached and some detached. Need to provide increased stock to meet attainable.
- Townhomes seem promising and more affordable and still get community. Courtyard apartments seem promising with green space provided and important in our community.
- Hazel Dell is built out. Cottage homes are perfect for students in areas like WSU and Clark College. As it turns out, people most interested are retired people who don't want a yard. Small fees in yard maintenance. Clusters are less than 20 homes. 16 is the average size. Everything is built in your area. Closer to city limits near Hazel Dell Elementary, many homes could stand refurbishing. Developers not doing that and the county doesn't encourage it. The Planning Department could stop using blanket regulations for everything. If want to go into specific area and need single story, duplexes, small lots, work with developers to meet their needs and get the project built. Don't force people to build what the market won't take. Planning and permitting. Permitting used to take forever. Now it's just really expensive. Case by case basis. Things would get done. And would have housing we need when we need it. Will need more multi-generational housing.
- There is an elementary school in the neighborhood, so take surrounding kids from Roads End and put apartments there. Homes being built now are moderate size. Around 1800 sf to accommodate kids. Don't want any more apartments, because we will have more kids and we are already having issues with traffic control. Smaller houses to get more retired people in the area. We are seeing a transition. The median age in our area was 65 to 80. Now it's 45-57. Mostly with young kids. More retired people in the last few sales. Looking for smaller areas. Don't have transportation or businesses. We are a residential area. Traffic is a big concern. One code rule for everything is hard. Can't get diversity. Need to balance communities. Notification that goes out is 300 feet.
- I think all different categories are appropriate. Even more radical step of tiny houses. Don't know what housing people will be able to afford. NIMBY. People with big houses don't want manufactured homes near them. Or even smaller houses. Need to look at more than that. To build affordable homes, would re-legislate to be only as big as one acre, can make it even smaller. Closer to freeway to get denser housing.
- People who have more money are buying up homes and renting them out. In our cul de sac, people are renting. Price then goes up. Rental properties can jack up the price up to 10% a year. Makes it hard for people to buy a home if it's affordable and someone buys it to make money. Shouldn't profit greatly off of affordable housing. Need diversity in

homes. Need a mix in the area. Don't have large apartment buildings outside of the urban core. Creates an unhealthy situation for people in complex and around them. Smaller complexes, 15-20 units with other types of homes. Economic mix. Agree that tiny homes should be part of the solution. Pandemic will put people out of homes. Living in cars or on streets or build tiny homes area around different parts of the county. There is a lack of space so the county should remove restrictions on moving tiny homes.

- Diverse housing types to meet workforce needs: More of a balance between larger lot single family and more dense housing types to satisfy workforce needs for employee attraction. There are examples of higher wage and higher skill jobs to Clark County, but their workforce skews younger and needs more housing choices besides large houses. What do their employees want for where they might be at these points their lives. Examples include Home depot quote center (acquired software company); Zoom info (brb software platform); Vigor – Moved their office platform to invest in the Southwest Waterfront. Scaling up by a few hundred employees. To show that areas of Clark County can meet these needs, market a range of built forms and diversity of the City of Vancouver, historic neighborhoods, Battleground, downtown condos. Diversity of types of living opportunity and types of communities where people can want to live for larger companies who have a diversity of needs.
- Meeting needs of empty nesters. Clark County is favorable from a tax perspective for empty nesters and their housing needs could be met by more housing options.

- I think taking as diverse look at it as you can. We need to look at ADUs, rezoning some areas to attain higher densities, lifting the height limit in Hazel Dell. You need to look at all of that. One area where we've spent a lot of energy on is the 179th St corridor. I think that's the perfect area because we've put a lot of energy into building private-public partnerships, and that intersection is going to get built.

  If we go back to 2007, the Discovery Corridor was identified as a place to spend public money and I think it remains a priority. We just spent a lot of time doing work on small and medium business strategies, maybe more on manufacturing, and we need to open up that corridor. It could look a lot more like Bellevue along the 405 corridor. It's really tall right along the freeway and then tapers right down, gives a good mix of housing densities and opportunities. We're already buying the interchange for 179th, so now it's a matter of saying, what are we going to build there? If it's all houses that are spread out, then I'd say we missed the boat, not getting good return on our transportation investment.

  I agree with all that, especially that it takes all the options, and that there's opportunities around 179th. We can also look at opportunities around SR 503. Keep an eye to SR 503 and Battle Ground, using that also as a way to address some affordability issues.

- Need to do pocket development: not development at larger scale. But it's almost as much work to develop a 10 unit as it is for 5 units. If there is a way for developers to make multiple pockets that could go in for review on a similar scale or with similar fees.

- Regulatory burden for small MF parcels that are really precluding smaller investors from doing something more innovative. Regulatory burden is prohibitive (cost, process).
- Maybe focus on corner lots where it won't be in conflict
- There is some high-density zoning near the hospital, Salmon Creek. I know there have been some applications to R-18. For solutions, we're looking for a better balance to include multifamily and the denser end of the single-family zones.
- Part of that is an annexation question and some is area specific. A more balanced range of housing is most important. In terms of product types, we're looking at some specialty types like SROs, cottages, ADUs. Allowances for duplexes and triplexes is something we are trying. Will be pretty sensitive for most of the people out there, so looking to retain some kind of discretionary review for those development types.
- There used to be a Boundary Review Board, disbanded some 15 years ago. Van Mall North was the last big annexation the city has done. We used to have a blueprint for timing of annexations, but timelines weren't met. It expired in 2017 and County Council didn't want to re-up. May be an opportunity to revive and plan more strategically for annexation of the VUGA.
- Generally, do 40 units and up/mix multifamily. Townhomes, rowhomes.
- Studios are an opportunity. In the future, he's interested in continuing to build housing, particularly studios. No one is building studios, since 1-2-3BR is where you get the density. You only parking space for a studio, you need two for a one bedroom. You can have two people live in a 900 per month instead of 1200 a month. One person can afford that. Would participate even in some lower rents – Felida is not a really good place for it. A couple could be subsidized.
- He wants to do studios in Ridgefield in the 5-story building there. They are an underserved market
- I haven't seen a lot of condominiums or townhouses, both of which can get you into home ownerships, so I'd like to see them considered. Need to address parking to make those work. I've seen more variety recently, apartments and townhouses with smaller lots. We've added cottage housing recently and I see it being used. One concern I have is that we allowed for a doubling of density in the underlying zone as an incentive for cottage housing, and developers are taking advantage of this but not designing them to respect neighboring property owners. It needs to be well designed or will accelerate the demise of those cottage cluster provisions. Needs to give some thought to the neighbors. They are permitted outright so planning staff is having a hard time asking for concessions, because it's almost seen as an entitlement to get the higher density.

Are there resources that the County could provide to support your development work?

- **What types of resources would be most helpful?**
- **Would things like educational materials on zoning, building, engineering requirements; information on fees; site-specific information about development requirements; more staff time be useful?**
- **How useful are more generalized resources such as a template of fees or design requirements, compared to site-specific materials?**

- Parks department and board tend to have arms around parks and don't intrude or tweak requirements and standards. There have been discussions, but not put in place yet. Roads have capital facilities plan. Certain roads on plan, if you do roads, get TIF credit. No parks or trails in capital facility plan. Need flexibility so if site is built and provides park, done in Ridgefield, dollars that go into public park, have to provide access, get impact fees. Trails. Credited to motivate builder. Those amenities available to public and at lesser cost because not prevailing wage because private. Exploit as soon as possible. Going on for two years and not put in place yet. Need to spearhead. Don't have trail plans so I'm trying to do offset trail improvements on 320 lot to construct trails to provide connection. Then I have to ask for credits, but not in capital facilities plan. Why would parks add trails if already paid for. Probably not going to get reimbursed, but how should be done? It's an amenity to my community. Should tie it together. Certain corridors 179th urban holding. Should plan to provide connection and encourage developers. Parks has to provide more flexibility on design. Pretty restrictive. Have to have large percent active space. Should focus on what is the active space, not just grass areas. Focus more on use area, easier to calculate and give credits, design requirements so big doesn't allow for that.
- There is some benefit to having an urban design lens on how your areas are being designed. As developers, we come in at the start of development in the community, and we are setting the tone for how the rest of it is going to look. We need more of a framework.

Developers: How do you anticipate the economic repercussions of the COVID-19 pandemic to impact your development activity in Clark County?

- Two other self-explanatory elements; COVID-19 is going to make unemployment a huge issue. Going up from 15.5% now. Very involved in the community during the last recession. People were moving back in with their parents or multiple families all living together in one house. Adds to mental health stresses. Packs people together in small living spaces at a moment when we have a virus going around.
- Absolutely no idea. Economic impacts of COVID-19 are changing the market as we speak. No idea what's coming. Right now, lots of good rental opportunities that are suddenly becoming available that weren't available a month ago. There are great deals right now-things are suddenly available. Prior to this-we were seeing displacement of people local here moving north to Cowlitz County.

Are there development regulations, tools and practices from other jurisdictions that you would like to see the County consider adopting? Non-regulatory approaches that would be worth consideration?

- Area planning, community framework planning.
- Really interested in having the County look at the feasibility of scaling impact fees based on home size or value. Boise has done a lot of cool regional planning for parks and trails. Getting our trail plan put together would be awesome.
- I do know in some places-when they are putting in large developments (to house 2-3k (family-type housing), they'll work with the school district to locate a school right in the middle of the development. When you work together, rather than assess impact fees after the fact, seems to work better. Close coordination. Community Services NW runs this: designed to support folks with mental illness. It's a housing project. In addition to all the resources they generally offer in community service models, they offer behavioral and mental health support.
- I do like how City of Vancouver allows an expedited review: engineering and land use at the same time. It's a little higher risk. The County doesn't allow that for residential right now, part of why the County's expedited process doesn't work well; also, they effectively abandoned it and don't have staff availability. Staff doesn't have knowledge, coordination or capacity to respond to issues.

  For a recent project, we tried to submit building plans, County refused to accept until engineering plans were reviewed, which is really inefficient, so they finally agreed to accept building plans once engineering plans were through the first stage of review at least. That didn't used to be the policy, and there is no reason for it. Those can go in parallel and should. Just trying to get a legal review on an application is a six-month review. We'll send down a draft declaration that is there for six months. Everybody is in their silos over there, there's not a lot of cross-talking among the departments.

  Years ago, City of Portland allowed you to waive ADU fees and those were wildly successful. I'm also interested to see how HB 2001 and the Residential Infill Project affect things region-wide, what we can crib from. That might be a little harder to implement outside of more urban areas, like Minnehaha.

  Another change that would help would be to kill the Hwy 99 overlay—that would be simple and would support development. Good intentions but it just doesn't work. The group developing it just kind of gave up after so many committee meetings and adopted something that was half done. Now there are properties that don't pencil to develop even if the land were free.

- Transfer of development rights. Affordable housing bonuses. Land banking. Form-based zoning.
- There's a movement around workforce housing. Pushing the economic developers to factor in housing when they give subsidies and incentives for large businesses to move

in. Either the company itself is contributing to housing. Need to regulate the short-term rental market.

- Not allowing ground floor retail if you can make the case for it (it gets very expensive).
- In Somerville, MA, we highlighted all these personal stories of housing-that really shifted perception and public support for housing in general. Keeping it about people.
- Some simple things like having corners develop duplex and triplexes. Allowing ADUs, sure, but making it the solution to affordable housing is inaccurate. No policy around rentals. Something to consider-maybe make ADUs more attractive, might need more insight into how to regulate it so it's not just Air BnB rentals. Removing the SF category was interesting. Curious about benefits of doing so. Adult family home model? If there was the ability to purpose-build some of these places. We might not have codes that prohibit this, probably a market factor, but looking at increasing needs for care. Oxford housing model for transitional housing seems to work well. Allow more unrelated people to live together.
- Pierce County: went to a fully digital permit system. Builders hated it for a year, but once they got used to it, they love it. It's real time, more efficient, can see where your permit is in the system. The County's current permit tracking system was underfunded, and piecemealed together, and not efficient. It's just not working, and then County claims they are done with the project, even though they know that it doesn't work, and you can't just build on to it, need to start over and budget enough money.

  Our members' biggest complaint is about inefficiencies and inconsistency, which we know adds cost through delay. Why is it so much worse here in the County than other jurisdictions? I really thought the members were just complaining, but it really is worse here with different answers depending on who you talk to.

- Mixed-use development. A lot to learn from Metro. Transit-oriented development, clustering development
- Process of "Same-as": able to pick up and drop same plans and permits for one set of homes to another set of homes. It's something I think we're doing, but I don't know if it's being employed. Helps streamline the process. Could be useful to advertise?
- Overlap in the density ranges for urban zones could be cleaned up. I've tried that in the past unsuccessfully.

  We also have an issue, doesn't happen very often, in R1-6 and R1-5, we have a maximum average lot size in addition to minimum. I've only seen one instance of it, but it essentially allows all your lots to be 7,000 SF in an R 1-5 zone. That doesn't seem to match with the purpose of the zone.

  I think there are things Community Services is already doing. Partnership with HUD to focus on rehabilitation of existing housing stock. The community has made investments in transportation corridors, but haven't taken a look at what opportunities exist to increase density along them rather than making single-family neighborhoods more accessible. Rethink your land use based on your transportation investment to prioritize

housing opportunities. We have not really talked much about how your supply and demand matches the needs of families in the community.

City of Vancouver has recently allowed multifamily in commercial areas along transit corridors. We don't have light rail, so we can't do what they've done in Clackamas or Washington Counties. Taking advantage of community investments that have already been made.

- How do you get some state or local funding to support the infrastructure, in order to reduce impact fees? In Federal Way, we would look at ways to do a public project where it would improve roads and infrastructure, then housing could come in behind it. In Portland, we looked at tax increment financing as a way to work out a deal with developers to agree to provide some affordable housing units.

  Using appropriate incentives on existing regulations to try to squeeze out more units on the same amount of property, or getting dedicated affordable units. Let go of height limits for affordable housing, for example, in Hazel Dell. Expand the palette of incentives.

  Want to avoid making Vancouver look like Portland, we still want larger lots and more amenities. The County is beautiful because there are beautiful pieces of land that we can't develop, and we want to protect them. At what point can we say that our area is full and we don't want to keep growing? Do we want to look like downtown Portland? Even though we are growing really fast, we still are keeping some sense of small community. How do we keep what is existing? I don't want to double the capacity living in my neighborhood if we add ADUs everywhere. That's not what I chose when I moved into my neighborhood, and if you re-do everything, you lose what you originally wanted and what people bought into.

  Think about how we preserve the existing opportunities and make room for others who are also looking for new opportunities.

  Change is always happening. We have to keep some residential inventory. We can't turn away from residential and go work on jobs. It's tricky getting caught in the middle.

- Inclusionary zoning. Andy Silver's projects in cooperation with VHA are about providing affordable housing and providing zoning exclusions in exchange for affordable housing. These are great. When you look at statistics for median incomes for average incomes in this area, we are burdened with the fact that most of the statistics include the greater Metro area, which includes Portland. The economy here is much different than Portland. Need to make sure numbers reflect Clark County, not Portland.
- With the passage of HB 2001 in Oregon, I would anticipate that a similar bill will happen in the state of Washington. But our ability to predict the future is really limited. Think about ridesharing options and how we incorporate into modeling. It seemed promising for the past few years, but with COVID now, people will be sharing less cars. Maybe that whole industry goes away or has to adapt to safety measures.

Regarding modeling and the assumptions that go into, we try to forecast future trends but more of a comparison to the base. There's a lot of greyness in the data. I think that the model would respond to changes in land use, but I don't know how much effort we need to put into it to respond to a more definitive set of uses. I think we really have to look at what our ability is to predict the future. There's a lot of things that could change: people might want to ride the bus because parking becomes inconvenient. Did Portland guess in 1990 what the bike share mode was going to be by now? Every few years we are hearing new and interesting ideas about transportation futures, and we'll just have to be honest about those possibilities every time we revise the comprehensive plan. Think about telecommuting, which has become more feasible overnight since we've been forced to.

If the County Council decides to tighten the growth boundary rather than growing (pushing out as they've done ever since I've worked here), we would have to look at infill scenarios. Continuing to expand has high costs for infrastructure maintenance and installation costs over time, need to consider the long-term impacts on costs over time. The true costs are sometimes masked here in the County, because we have many service districts like sewer, water, electric, schools, that have to pay the costs of extending infrastructure networks rather than the County. Even with all the development in the unincorporated areas, our actual population that we service has stayed pretty constant because some of the developing areas get annexed by the nearby cities and pass out of our jurisdiction. So we might not see it at the County level, but the long-term costs and obligations will persist.

- There's a builder: they build 2 or 3 level walkups. They're garden apartments. High quality construction, energy efficient. Space in between units. We need more homeshare programs. Faith Partners for Housing has been developing a scope for this and talking to potential funders.
- I can forward you some materials. We looked at cottage housing, single family on smaller lots. We're proposing a zone with 2,500-SF lots. We are seeing a lot of single-family development in the low-end multifamily zones, debating whether to continue to allow that, what the benefits are and the controversy in removing that use. (See the memo from ECO.) We're wrestling with how to use those zones.

  Another thing that we would like to have is a better understanding of the specific relationship between certain zoning districts and rents, and prevalence of renters vs owners. How does zoning impact pricing and tenure, and are they correlated?

- Believe in regulatory approaches that encourage the types of housing that communities need and encourage the types of communities that we want to create. The market will respond to the environment that it needs to thrive. Think that complete streets policies are important. Policies that encourage diversity in types.
- Inclusionary zoning is important. It can look different depending on the neighborhood. A certain portion could be fourplexes and you wouldn't know it from the outside. Any time an apartment complex is created, a certain number could be for permanent

supportive housing or for high need populations. This also diversifies neighborhoods and populations so there is not just one socio-economic class.

Parking requirements for multifamily development. Low income households tend to not have as many cars as those in higher socio-economic brackets. There is no need to have 1.5 parking spaces for each unit. Also, how close to transportation. Also, can developers get a reduction in taxes if the development services people at certain socio-economic levels? The City of Vancouver has employed this incentive.

- One example was maybe in King County (definitely in WA) cottage housing. See them in other places too. Others seen in Oregon or maybe other places. ADUs, using basement of home as second unit and making that available. Arizona and pods of tiny homes. Don't know if people can and want to live in tiny homes. Producers want to have similar to cottage home set up, but these are the ADUs, but dwelling units in neighborhood. Right now, tiny homes have to be on wheels.
- Not necessarily. Communal living as affordable option. Not sure if good fit for Clark County.
- Marvelous cottage home park with central space, but tiny homes on foundations. 800sf or less. That is a great type of community organization to have. Permanent, but built like tiny home in cottage setting. Community Roots collaborative. Working on project with Wolf Industries of Battle Ground. Building tiny houses for $700. Expand. Chris Thoboban.
- Came back from national conference where people from east coast take as a given that if you have a home in default, legal process where after X number of years, you lose the home. They knock it down and build new. Get rid of eyesores and derelict homes. House condemned in her neighborhood because unstable and filled basement with sand. Zombie houses. Banking industry.
- Off Padden is the big Albertson's that was shut down and just sitting there. County buy that property and build affordable housing. Been empty more than 5 years.
- Parks advisory board looking at and working, looking at amenities required to sustain neighborhood. Pouring cement for sidewalks, building paths in park. Good role models in Skamania County where builders are able to lower price on home because they provide a fully functional park as what we would provide, but they can do it cheaper. PAB pushing for this. If can reduce builder fees, but needs to be passed on to consumer. Can't come to consensus on that.
- Look at Minneapolis area and their new policies for multi-unit development in single-family neighborhoods. Don't want to prohibit single-family housing though, and some neighborhoods that are fully developed as single-family wouldn't be compatible with those new developments.
- We don't want people to be socially isolated in housing. With COVID-19 we will have to rethink this, though.

What kind of impacts on existing naturally affordable housing stock and/or displacement of our most vulnerable community members, such as renters, people with disabilities, lower income populations, immigrant communities, and other disadvantaged groups are you seeing? What are the opportunities and barriers to preserving affordable housing and avoiding displacement?

- Don't see that this is a significant challenge for the County.
- The affordable housing, we have is being remodeled, updated, and pricing folks out of the original range. We need more community stabilization.
- Not much. We're still seeing mostly greenfield development. There may be some single-family units that are going away, but not a big impact. We see some redevelopment, in areas like Hwy 99.
- Threat of losing affordability based on timespan (40-year horizon may be ending.) Speculators coming into the market. Biggest threat: community is not tied together, there are no community development organizations that work to advocate for these populations. It's no man's land. There are no community-based rooted centers in this area. Protect the manufactured housing areas. Those are the most vulnerable. These should be protected in zoning. Model of underwriting the land (land trust or something) would be interesting for the County to explore.
- Struggle with gentrification. Fourth plains boulevard is very diverse. We are working with the city to make physical improvements. Working with the business association to improve storefronts. But that is driving up housing costs. One of the things we are trying to do: maintain that affordability, put measures in place to prevent gentrification.
- In the City of Vancouver, we are seeing lower quality stock being either torn down or rebuilt or flipped to make higher end stock. Unfortunately, we are getting rid of substandard housing that many have made do in and replacing it with high end stuff. Nowhere else to go, except for a step down, to mobile home parks. They are paying way too much for this extortion. If there were a way for the County to support regulation so it doesn't cause harm.
- Rents have been rising, but income has not.
- Remodeling practices. A lot of impact on elderly as well.
- I haven't really seen that much here compared to what is happening in Portland. Only thing I can say is that instability in neighborhoods and schools. We have cottage housing, just starting to be built and we are getting community opposition around design. Financing is a big deal, we don't have any control over, we hear developers say that "oh it doesn't pencil" so they walk away. (i.e., not a lot of redevelopment that would create displacement.) We don't see a lot of gentrification in the County.

  There are some mobile home parks that serve very low-income households. I think a couple of them might be in locations where there might be interest in redevelopment, possibly by the housing authority. It's very hard to know how you take care of existing residents.

- I own a house in Clark County. Owned it for 7 years. I say it was the last affordable house in the County. Built in 1967, as most of the houses in this area. Bought for 170k. My next door neighbor just bought the house next door for 350k. That's the listed sale price for my house now too.
- Older neighborhoods where houses were once affordable even as much as 10 years ago, those are no longer affordable.
- People get taxed out of their homes. 30 years later the value has gone up and they can barely afford to pay taxes.
- Other things we see in my neighborhood: companies wanting to buy houses to rent them out. Decreases housing stock available for those to buy.
- The public that have improvement requests, people asking for sidewalks, stop signs, etc. We're seeing added pressure on the existing substandard roads as more people want to get from A to B without having to get in their cars.
- Losing units from rehabbing. State estimates loss of 95,000 units since 2000 to rehabbing and reselling at higher prices.
- Instability of manufactured home parks.
- We're developing an anti-displacement strategy. I think people generally underestimate the impacts of planning for new development. We have a bias towards new, shiny development. We see a lot of work from GInn for small homes, that is still around $330k. The old stuff is cheaper even if it's bigger, and it gets overlooked. Mobile home parks: we have 15-20, more than you would think. Would like to protect them with an exclusive zone but also haven't seen a lot of conversions so perhaps less worried.
- My observation: none of it is affordable anymore.
- Public sector affordable housing-income restricted: it's really in danger of losing its affordability. Not a ton of examples in the County, but usually where a for profit owner, where special needs housing where operation and maintenance costs get so high that it threatens viability. Working on funding streams there.

  Private sector affordable housing-older multifamily, smaller single-family homes, private-sector unrestricted affordable housing. Pre-COVID housing, we are losing far amount than we can build. Pretty huge barriers in a hot rental market because the housing is sold based off the rent possibility, not reality. And usually the buyers are quick and have cash. The discussions have been-hopefully we don't have a long downturn, but if we do, there may be opportunities in a less hot market to purchase and preserve older housing in the private side. We would need enough equity leverage, with restrictions around affordability, but not too onerous. We haven't totally seen the displacement yet, but as rents go up in Vancouver, we'll start seeing this trend more obviously.

  Right now, the Washington state 4% tax credit program is the best tool for preserving affordable housing (rehab, acquire apartment buildings, maintenance, etc.). Program is getting pretty tapped into at the state, especially in the Seattle area. This will become more of an issue and it will become much more competitive in a few years.

- 15 years ago, households could look outside the City of Vancouver for lower cost housing. Now people need to look inside the City of Vancouver for lower cost housing. There are still mom and pop landlords in the city. There are fewer in Clark County because larger property management companies or developers are buying affordable units and flipping them at market rate. There are few options outside of the city with rents lower than market rate.
- Incentives. Regulations will not be met with support, but incentives may. The city's affordable housing fund offers landlords to rehab properties if they commit to keeping rents affordable at 80% of the fair market rent. That has motivated some landlords to keep affordable units and rehab those units.
- Look to the City of Vancouver. The city has done a good job researching those practices. Neither the city nor the county has targeted populations that are disproportionately affected by socio-economic class or homelessness. African Americans are disproportionately affected and no none is providing culturally specific support. It could be a part of working toward equity when looking at what policies want to adopt and how to allocate them to developers and nonprofit entities.
- I don't have a sense of to what degree that is occurring in the county.
- Mobile home parks. Been in Oregon legislature as well. Going to hear from residents about how they are gouged by park owners. Happens too often. Understand they need to pay taxes, but they are trying to move old out and bring new in. Creates homelessness. Allow for them. Did change manufactured home code so could have more of them here. Always good to look at it take more in depth look at it. Encourage rather than trying to eliminate it. Housing is so terribly expensive. Young people buying expensive homes. Try to preserve those areas for sure.
- Gentrification. If don't increase density in those areas. When allow for greater density. If change zoning in general, upzoning, that's when pushing a different use of those properties. Great if had more manufactured or tiny home communities. Not inexpensive good options out there for manufactured or storage container homes. Focused on sustainable house, so expensive to build. Need housing, code requires energy efficiency, nothing to meet code, but not go beyond Need to do those in volume. No one doing that.
- Downtown Vancouver area. Not necessarily. Not close to where I live.
- Primary problem is the law. City won't allow you to put in a manufactured home period. Areas around the country thriving with manufactured. Only way is if it's built and carried in. Changes when someone talks to me about my home. My home is not a mobile home. No affordable way to move that home. Another problem is there is a park, but they don't own the land. Then owner says get out. If older than a certain age, can't move them. They are incredibly affordable. Have to comply with code, buying lots of supplies and build all day long. Efficiencies of scale. Good value on sf basis, but no place to put it.

  Regarding mobile home, good solution, but have to be careful about how it's set up. Right now, mobile homes are more than $800 month as someone buys them up. Can

raise rent without anyone's permission. Not limited to Vancouver city limits. Build in Salmon Creek. Manufactured are high quality. Could not find piece of land to put it on.

Live in world with a lot of people, but codes not moving to keep up with this. Not adequate for current economic circumstances. State laws say can't have rent control. Codes and laws are behind reality of them of the times.

Should new housing opportunities be narrowly focused or more widely dispersed? If focused, in what areas and/or types of areas should expanded housing opportunities be encouraged? For example, does it make sense to prioritize locations near certain amenities, such as schools, jobs, parks, transit, etc.? Should we prioritize areas that currently have fewer housing options or areas that have had success with these housing types?

- Public transportation and land use go hand in hand. Wherever you put housing, there must be transportation. Wherever transportation, there must be housing. Talking about mass transportation, but also micro-mobility options.
- Prioritize areas that currently have fewer housing options.
- More narrowly focused: we need more housing integrated with commercial.
- Focus on housing within the school district. Don't want families we serve to now not have housing. Any place in our geography we support. But also, don't create segregated areas by lumping all affordable housing units in one place.
- Some of the things we discuss internally is the need for affordable housing and family housing. The biggest thing is that instead of it being concentrated, having a healthy mix. We all have anecdotal experience of how that has played out in the Vancouver area. Use zoning and comprehensive plan, and enforcement, to provide for a broader distribution of income groups is important, and try to avoid economic-driven decisions during implementation that have the effect of concentrating low-income populations.

  Looking at more of the inner urban growth area, it seems like those areas, when it comes to access and bus routes, tend to be pretty good. One example, the parks and rec program was set to be at Hough Elementary, so we suggested Harney or Lincoln, but to our knowledge, no bus routes or comfortable walking routes to Lincoln. We thought maybe we just send them to VSA, which is also on Main St. Having neighborhood schools, it can limit public transportation accessibility because you aren't going to be having a lot of families used to using the bus.
- I think requiring everyone to do a little bit, that seems like we might get more and get people more used to it. I don't know if that's possible, but that seems like a better way to do it. Only certain people are doing development in an area in Hwy 99. We're only now finally seeing some projects move forward after a long wait since it was adopted. I just see potentially for more impact if it's more widespread.
- Nodes and corridor type development. Top priority is where there is a lack of options. (single family, residential areas). But that nodal concept is so important: need options near these amenities. County and the City could do an overlay of their maps and see where their target areas and strategic areas are. If you can solve the connection and overlap of these policies. The infrastructure is so important. You might have the schools and groceries stores nearby. Prioritize focus on providing access to folks that have historically not been provided access.
- Focused on geographic areas where there are fewer housing options. There's not a lot of work being done there.

- A little bit of both, for all questions. Affordable housing complex wouldn't make sense in Yacolt. But cottage housing would be more suited to a rural setting. Would hope that the opportunities would be presented within the context of the location. Adding large amounts of density should occur where places are already dense. Outside of Battleground, there are folks who need flexible options, still. They just may look a little different.
- As development gets pushed further out, its less accessible on our limited public transit. When developers talk about building affordable housing, they talk about their price point of their housing, but not factoring all additional costs, makes it unaffordable for those who have to travel further and further to live affordably. In the City of Vancouver, we are seeing lower quality stock being either torn down or rebuilt or flipped to make higher end stock. Unfortunately, we are getting rid of substandard housing that many have made do in and replacing it with high end stuff. Nowhere else to go, except for a step down, to mobile home parks. They are paying way too much for these-extortion. If there were a way for the County to support regulation so it doesn't cause harm.
- Hazel Dell is a blighted area that needs a plan. If you're looking at housing, you need to look at parks, schools and transportation. Might make sense to look here.
- It depends. Access to public transportation and grocery stores need to be part of the equation.
- The locations are for the most part set based on what properties are zoned, unless we are going to look at creating new residential zones. If we want to protect Urban Medium and Urban High to really allow those things, maybe we create a new subcategory for small SF lots near existing development of a similar pattern. Then we can locate where amenities and transit can make these things work.

  I'm not sure we are going to achieve fairness throughout the neighborhoods but still maintaining the medium and multifamily zoning is important. That sets where opportunities exist. Connection between affordable housing and transit. Transit development sometimes is a way to merge lower-wage earners and access to employment opportunities. There are infill opportunities, but you get opposition sometimes, concerns about parking, safety and acceptance. I think we have oversaturation of single-family zoning. We need something else; something is missing.
- We need to take a step back from that question and look at a bigger one.
- Need to be aware of the environmental impacts of housing. We need to be building housing where transit is available on a regular basis and where people work and shop. Those are the most important factors when we consider where housing should go.
- Obviously in Clark County we've had more dispersed land use where we view it as areas rather than neighborhoods. More concentration would be a change and we'd have to adjust the models.
- Public Works would like to do more neighborhood circulation planning in the future. This effort would focus on connecting residential districts to certain amenities, including parks, schools, jobs, and retail services.

- In terms of the critical work to zone some areas for higher development, that has to be locationally specific based on infrastructure and amenities. But there is some value in allowing things that can be done anywhere, like these new zones we are thinking of creating to allow more dense single-family zoning. We aren't zoning any areas on the map for that yet, we'll look for the market to respond and request it in certain areas. Gives some opportunities to share the burden throughout the city. There is a policy for the Vancouver UGA that no more than 75% of housing should be single-family. It would be nice to see more teeth to the County, to say to the County that they are required to provide some more capacity for housing variety in those areas.
- Policies should incentivize development where you want development. I believe in density. Concentration of populations in areas where there is access to services and people's needs can be met as they change over time. Incentivize development in urban cores. But at the same time, don't be overly restrictive with development policies outside of areas you want developed, because we can't anticipate everything. There has to be room for creativity and innovation. Where you want to be most restrictive are in areas that are environmentally sensitive, hazardous, etc. In terms of commercial, non-commercial areas, being restrictive is less important.
- Don't want to stigmatize certain areas and build all housing types in one place. It will take targeted infill. This will require regulatory flexibility from the County. Always prioritize near amenities.
- Look at access to resources; always want to be within ½ mile of a grocery store. Haven't looked at schools. But have looked at parks, random specialty stores, etc. Hazel Dell, Orchid and Salmon Creek are hot areas.
- County needs to look at this effort around creating new housing opportunities through an equity lens. People should be able to live in areas they want to live in regardless of socio-economic class. Neighborhoods should be created with the amenities mentioned, location near schools, jobs, parks, and transit. Besides Hazel Dell, there are very few opportunities in the county. Low income individuals shouldn't be sentenced to Hazel Dell. Use an equity lens to ensure that diverse populations have access all parts of the community.
- Hazel Dell and land opened up in the 179th area. The spigot was turned on in 179th area. From behavioral support to low income housing. All types of mid-level housing, most people can't afford. People from California and Portland. The county is trying to push housing mixes on the low end in 179th area. There is some housing along corridors. Hazel Dell is dense already. May have to look to commercial or mixed-use areas for low cost housing. We need a balance, using both approaches.
- Broad. New development and have duplexes in existing neighborhoods. Used to be able to put duplex on corner lot. Lot of corner lot duplexes and then single families throughout the block. Nice, older duplexes that blend in with the rest of the architecture and homes around there. Done tastefully and thought through. Done in certain areas and put duplex/triplex can wrap around corner. If there are controls to keep neighborhood. Clusters of them if there is upkeep. Can do either, but should have duplexes and maybe triplexes in SF residential development.

- Better idea to have these housing types more widely dispersed and in different communities. So increased diversity.
- Strong feeling about forcing high density in certain areas and then create ghetto situations. Diversity of housing has to reflect diversity of the population. Requires input from neighborhood associations to be able to do walk through or drive though neighborhood to see there are streets that are less than attractive. Renters, homeowners, absentee landlords and figure out if we can build on what we have. Can't say enough about offended to see what happened to my green county. Failed shopping complexes. Vancouver – Kauffman Ave development has been empty, had fire, all that asphalt not getting used. Why do we have homeless when we have empty buildings? Old housing from civil war.
- Like to see before plans are confirmed, see builders stay within range of the neighborhood. See what is there in the neighborhood, spread out if two apartments in one area. What is area within four street radius. Areas more appropriate than others? Make the building fit the area. Avoid people getting upset. Little common sense goes a long way. Right to plan what they want on their property, but still needs to fit the neighborhood.
- Growth Management Plan – that is what it's supposed to do. Provide for sustainable development that addresses needs of the people for housing, jobs, etc. Maybe have people filing lawsuits if came up with something not compatible with GMA. Addresses vacant lands and what they're zoned for. If try to go higher density, can't get away with that. Have more than just county code and developers, have own GMP that has to align.
- My neighborhood association is lower income and filling up quickly with high density. Not sure have much space left in the area. If get too small for family home, no place for garden, no place to play. The neighborhood association is large, but doesn't have one park within perimeter, though close by. Were promised some parks, but management changed and was dropped.
- Difficult to go into old neighborhood and re-plan. Easier in new neighborhood. Gentrification occurs, but usually unaffordable. Careful about gentrification does not take place. Off Mill Plain in heights area, near shooting range. Planning big development, want to make sure not forcing people out for huge expensive housing.
- As development gets pushed further out, its less accessible on our limited public transit.
- When developers talk about building affordable housing, they talk about their price point of their housing, but not factoring all additional costs, makes it really unaffordable for those who have to travel further and further to live affordably.
- There is a debate about whether it is better to add density to already dense areas throughout like in Oregon. Where there are established, older neighborhoods, you have to be careful of that pushback. Many people are not willing to rezone or allow additional densities in existing zones other than ADUs. There are few areas that would support that.
- We need to focus on unincorporated areas. Housing developments are spread out everywhere throughout the county. Most were put in place through the last comprehensive plan. Years ago, people anticipated the Growth Management Act and

zoning was more liberal. People with the opportunity to create one and five acre lots took advantage of the situation. There are some low-income homes and row houses, but not enough starter homes. Battle Ground, Brush prairie, Ridgefield have been developed with McMansions. We need more low-income starter homes near population centers. Middle to above average costs by our average median. There is a lot of development without secondary roads laid out or maintained. There is a lot of density where there shouldn't be. I favor mixed use developments with apartments over commercial.

Are there any other factors that we should consider?

- Talk to C-Tran. Anything that happens needs to be well connected to transit. Community transportation is so important.
- Public transportation needs to be really accessible. Access to physical activity. Access to healthy, affordable food needs to be a priority.
- This County Council tends to think about middle class family wants. They definitely should be considered, but we have a lot of other folks. Really do need to pay a lot of attention to the non-dominant population, like renters, those with disabilities, non-English speakers. Our attention gets put on what our basic, stereotypical Clark County needs or wants. Our aging in population is different than what it was 20 years ago.
- Design standards; How do they enter into the discussion? Don't sneak them in, and then claim that you are keeping housing affordable. There may be valuable reasons to do that, but be honest and up front about it. Impact fees can be controlled by the County and are the County's primary opportunity to keep home prices affordable. They can't really control the price of housing, or stormwater, but they can control impact fees. If they keep raising those, it has an impact. If you want great parks, you have to pay for them. $20-25k on every home is an issue, no matter the cost of the home. School impact fees, that's tough, because everyone wants good schools.
- Affordable housing just doesn't happen on its own. It needs to be incentivized and be required in a regulatory way.
- We need to know what people want.
- Also think about maintaining housing stock and aging in place. Working through HUD to subsidize existing housing. It might be radical, but we might even consider a bond to support affordable housing. Revitalizing neighborhoods with great opportunity for affordable housing, like the Heights subarea planning effort in Vancouver. What price point would people consider affordable? I don't think it's the same as homeless issues. Would going to smaller lots get to that price point? Or is it still not affordable?
- Just reiterating how important it is to measure. There is no systemic goal to have housing that is affordable for folks that already live here. No systemic measure of that. Because we don't have that, we can't do a "Plan-check-adjust" exercise. I think making progress in Clark County would really benefit from collaboration between the County and the cities. I know Vancouver is looking at some of the numbers we just spoke about, but we are looking in Vancouver. Their methods may be useful for Clark County. Trying to increase that collaboration.
- Clark County Public Works recently provided a Councilor with draft code regulations that would require pedestrian easements on collectors and arterials so that pedestrians have better connections to these major roads. There is an effort to require accessways. Typically, because of safety concerns, we try to limit residential development connections to arterials, which results in a long stretch of fence line that doesn't connect to the arterial/collector so people can't walk to the bus stop or amenities along the main roads. Draft code is attempting to provide that. Since transit reacts to rather

than predicts development/density, we have to anticipate potential future transit routes and how to access them.

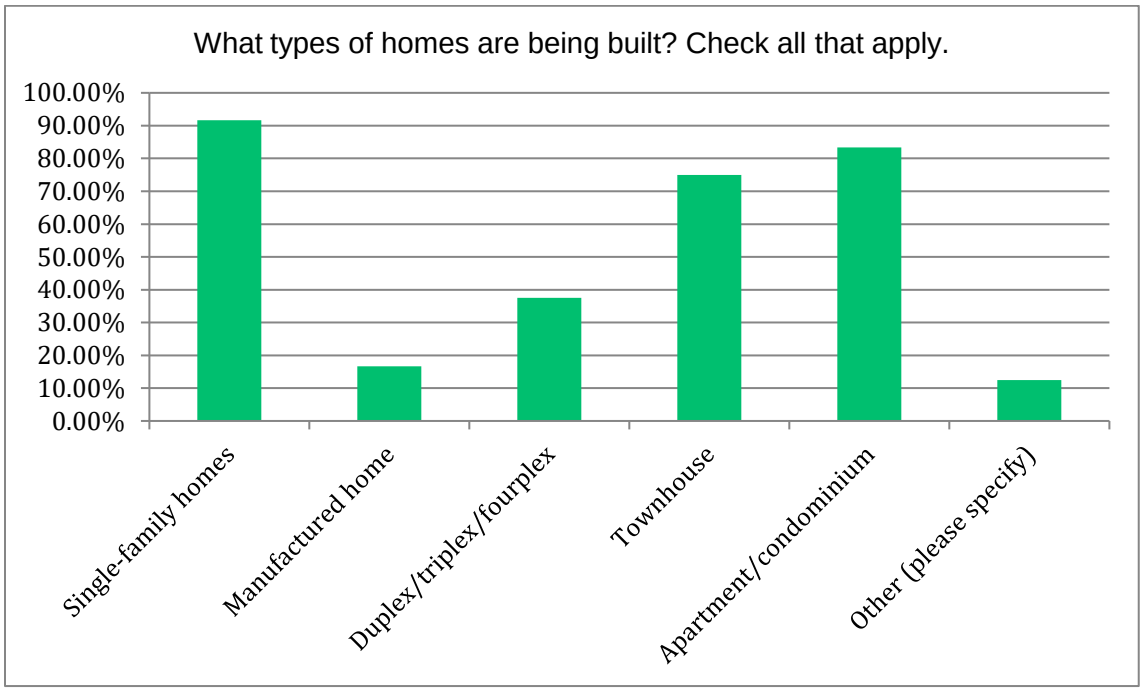
- Vancouver needs a homeshare program.
- Housing the homeless is important, yet so fraught with difficulty. The standard of housing has gotten so high that you either have to live in high quality or squalor. No in between. Need for short-term occupancy, transitional housing. Are there things that are mandated that aren't particularly helpful or super important when you're just trying to house people? More creative, flexible standards.
- To reiterate: really important for jurisdictions to have a commitment to affordable housing that is then communicated up and down their structure. Have seen the County operate differently. Have to go to the councilor who's district it's in, and hope they're on board.
- The county needs to be proactive in its approach. Work to create a community that is welcoming and accessible to everyone. To do that takes a lot of work and requires proactive policies and they haven't done much of that hard work. Therefore, we have people who on a daily basis are being pushed out of the county because they can't afford to live here. Low income, full time minimum wage workers.
- We need support for behavioral health. Several nonprofits are focused on that type of development. Look to commercial properties that are not attractive to other commercial businesses/developers. Need to be allowed to build in commercial areas. Adjust parking requirements. Most low-income housing is supported by behavioral health services. Don't need as many cars. Adjustments to incentivize a nonprofit to build behavior health supported apartments. It's a solution for a segment of the population that can't live on their own and needs support. Those with disabilities. Need to blend into the community so they feel accepted and live a more normal life.
- One family started buying up mobile home parks and then jacking up rents phenomenally fast. These people own their home, but are in rented space, so they don't get homeowner protections. There are parks that people are getting priced out. They can't afford the rents or have to sell their space. Two or three of these 40+ home locations are in dire straits. It is a real tragedy. Some people are opportunistic. Rent control is against the law in Washington. The county is hoping for state legislative relief, but there is no political will to implement rent control. A mobile homestead act for people who own homes on rental land was proposed to legislators. It was not supported. Laser focused on prefabricated home parks and mobile home parks.
- In my view and consensus of national home builders, planning and land use rules have created more of a problem than they've solved. Superficially raise the price of land because of a false scarcity. When try to urbanize everything. When grow up and not out and insist only way to do it, I think it creates this problem of false scarcity and therefore supply and demand issue that housing costs more because cost and availability of land. Look at vast parts of unincorporated county and think we do have land to build. Not paving paradise. Planned, but carefully planned so can have housing affordable for every income level. I've seen it done before in North Carolina. Saw large PUDs with price points in various spots and they were beautiful developments. Could have lower priced

home and higher end in another part of the development. Probably townhouses too. Promote that. Maybe development process, so hard they give up. Land use and some things over past 20-30 years are inhibiting and creating pricing issues.

- Develop an annual report that measures progress toward increasing affordable housing to Clark County residents. The report should include data on income levels by quintile and the supply of affordable housing for each quintile. Without this data it will be impossible to measure the outcomes of any policy changes related to increasing affordable housing options.
- Trying to be more detailed in pre-application responses. When going through and completing project. Builder/developer doesn't have ability to go back. Staff does. If past time frame or constraints. Miss opportunity to provide input. Understand lack of staffing, but have to keep things moving in efficient timeframe. Every year takes longer than before. Should be same rules.
- More types of housing in more areas so that communities are more diversified.
- Better outcomes through mixed-use zoning and subarea plans.

APPENDIX C. SURVEY RESPONSE COMPILATION

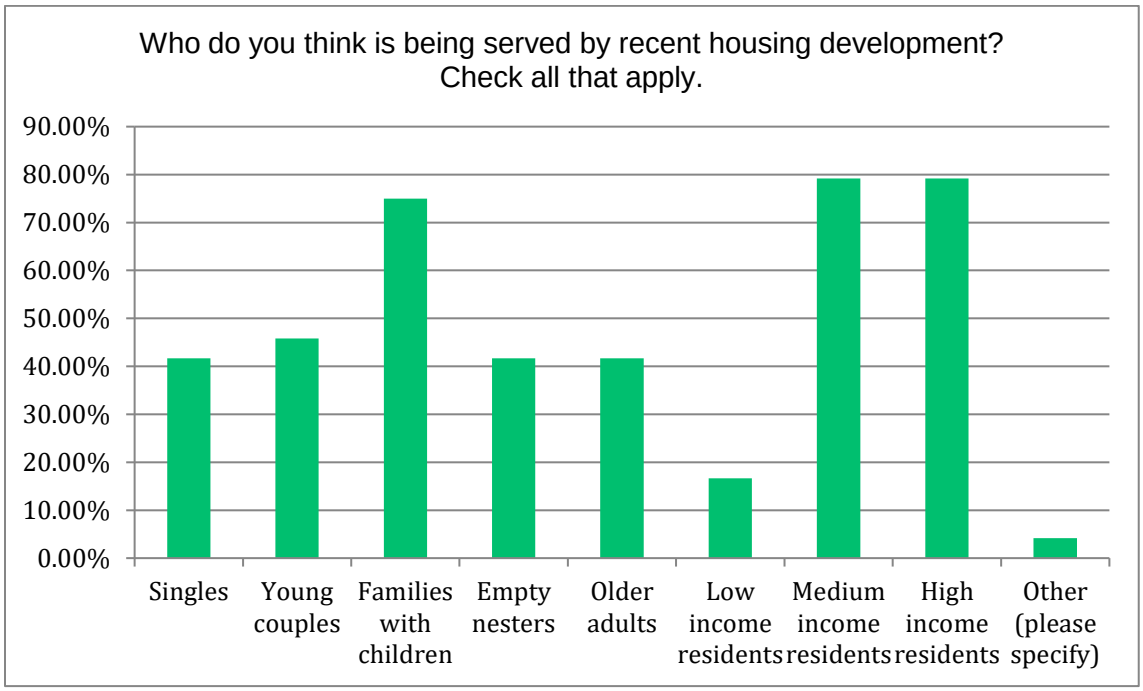
1. What types of homes are being built. Check all that apply.



Comments:

- Too much spread. Need more density. Also not considering water.
- Limited number of ADU's
- single family cottages and ADU's

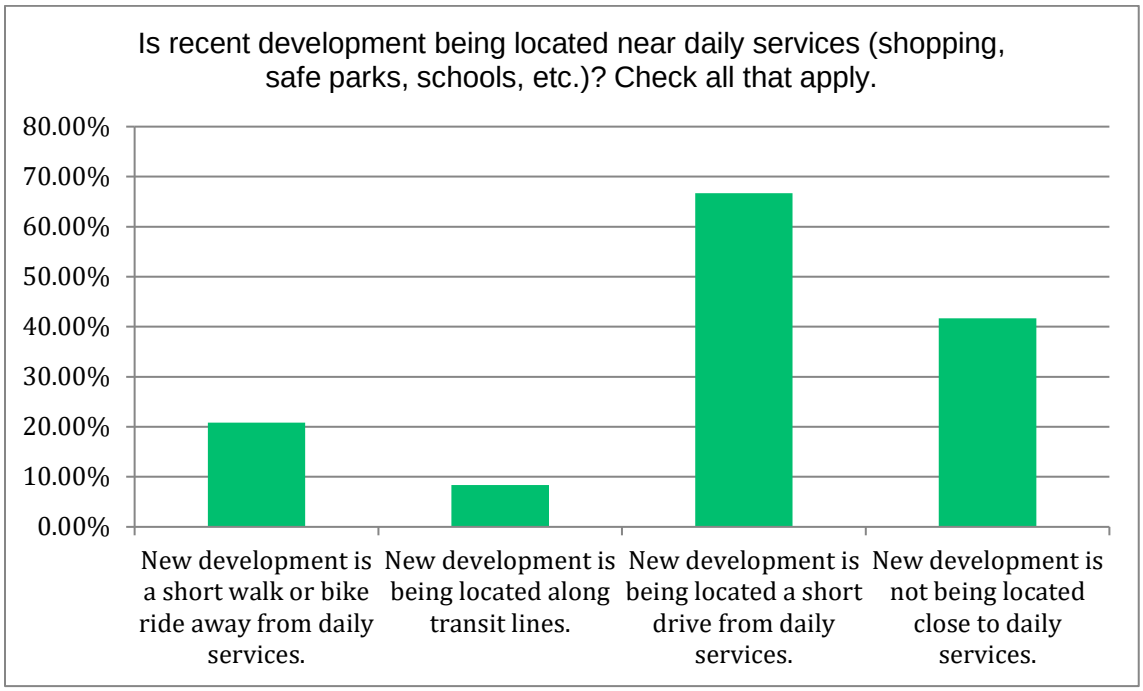
2. Who do you think is being served by recent housing development? Check all that apply.



Comments:

- Families moving back in together. Adult children

3. **Is recent development being located near daily services (shopping, safe parks, schools, etc.)? Check all that apply.**



4. **What are the primary barriers to developing more diverse and affordable housing? Do the county's development regulations (zoning, standards, review process, impact fees) encourage more diverse and affordable housing types? What about other non-regulatory factors outside of County control (financing, land availability)?**

- The business of real estate development does not allow for diverse offerings. We need to consider cooperative housing and community residential efforts. Funded by State or Municipal banks or bldg co-ops.
- tax relief to developers should be attached to low income housing projects to encourage more inventory
- Land is going to become more and more of an issue and premium over the next upcoming decades. I think the County quite favorable with review and impact fees compared to other metro areas, and counties. Financing is a tricky game in the affordable housing space, but I think loaning institutes are fundamentally strong and there are some options. I'm not sure how Covid-19 is going to affect the supplemental grants/state funding going forward in the affordable housing space, but I can't imagine anything positive will come from it.
- Review process and impact fees. Also, general inflation has created significant issues in protecting affordable housing not only for low-income residents, but middle-class as well.
- land availability and zoning

- I can't speak to regulations, as I don't know them, but affordable housing should be integrated into all neighborhoods, with close access to good schools and parks.
- Primary barriers are 1. Land availability - due to GMA regulation and other barriers to land development. 2. Governmental regulation - current code requirements and regulations add as much as 25% to the home price.
- The Zoning code is not flexible to allow for innovative, dense communities in close in desirable location. Also, the land-use and development process needs to be predictable and efficient.
- A shared definition of "affordable"; Land owner price expectations which were built before the Great Recession and have continued upward; Buyer and builder expectations that "affordable" means a 2,500 square foot home, instead of a smaller home or townhouse; Limited # of contractors driving price of sub work up; Lack of incentives to show builders/developers equivalent bottom line without building the most house they can on lots. Land supply and financing not an issue.
- Comp Plan and zoning are not encouraging affordable housing which is much needed in this area.
- The primary barriers are Land prices & County review process time. A second-tier barrier is financing (mortgage income/credit scores)
- speaking not as one having real expertise my "feeling" is that housing in the area you are reviewing is primarily driven by higher than "normal" economic status thus not "affordable" for some/many.
- County & other jurisdictions regulations, fees, & zoning. Some Staff in these jurisdictions go out of their way to make development difficult and costly. Land availability and therefore cost is a large problem. Zoning leads to either large costly homes or narrow small homes, neither of which meet the need of low income or young families.
- The county needs to incent or require affordable housing, it does not happen on its own. We need inclusionary zoning so that affordable housing strategies do not concentrate poverty and thwart economic mobility.
- zoning, financing, land availability
- This is an important question. I would need a deeper insight from the demand (resident) side to understand where people are with respect to available resources and then also hear from the developers trying to meet the need as to the primary impediments. Anecdotally, I have heard concerns about land availability as a possible barrier.
- counties lack of leadership and permit process, development regulations and process - city of Vancouver has the same codes and regulations but somehow they can get through it in half the time.
- We need incentives to develop housing affordable for low- and middle-income families. 2) The problem is not any of the regulations listed above. Standard, zoning, and fees to provide services are all necessary and are not affordability factors. Affordable Housing does not create itself. The County as the primary planning force in unincorporated County should require developers to include more affordable units as they look to

develop land. Land owners demand higher prices because they know developers are building high end homes and are willing to pay higher land prices. Financing is also not an impediment to developing affordable housing, especially with such low rates.

- a lack of high-density zoning along major traffic corridors, too much poorly located commercial zoning, impact fees are very high especially for schools. Land availability is tied to zoning densities, there is very limited financing available for affordable housing, parking requirements are too high, especially for low and very low-income housing, encourage multiple zoning types or do away completely with single family zones

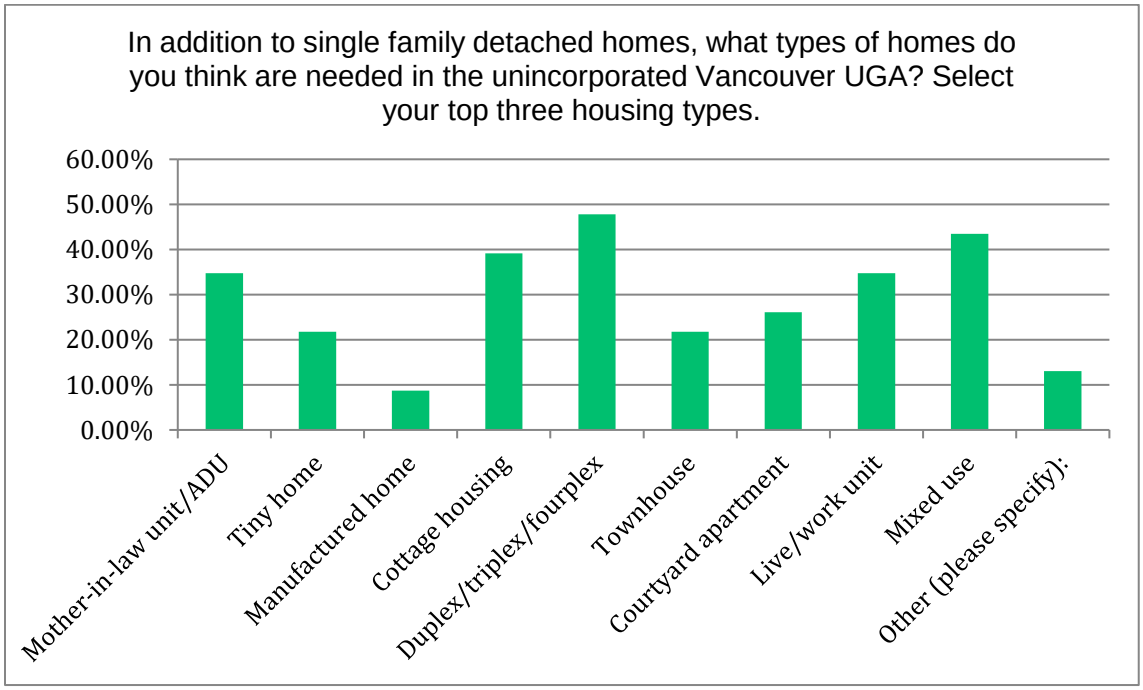
5. Are there development regulations, tools, or practices from other jurisdictions that you would like to see the County consider adopting? Are there non-regulatory approaches worth considering?

- You could contact me for examples. Also, regional food systems need to be part of the overall plan.
- Well, the Affordable Housing Fund from Vancouver has allowed my organization Community Roots Collaborative to move forward with our project. Without the grant we would not have been able to pencil out the 20 tiny home community (300 sq. ft). project. It would be good to see a similar fund for unincorporated Clark County.
- Permitting and other necessary action related to moving forward with construction of multi-family housing is critical. Additionally, support for and use of tax breaks for affordable housing action is required.
- Enough with the sprawl. Develop in ways that are compact, with access to public transportation.
- Absolutely yes. I am unable to be specific in my answer to this question, however, we know that some municipalities in other areas of Washington State and in other states embrace and encourage development and a streamlined building process. Non-regulatory approaches worth considering - A mindset and culture that adopts development and building as a positive and needed part of our local economy.
- Yes, overlay districts, new codes, mfte incentives, etc.
- Low income housing tax credits; lot coverage, setback, and other numeric flexibility in exchange for lower price per square foot housing; Continue promoting diversity of lot sizes/zoning to encourage product type diversity; Enhance mixed use overlays to get more multi-family where services and amenities exist; Require parks/trails/open space/transit access in new development (especially higher density), which gives better opportunity for lower income households to have higher quality neighborhoods; Density bonuses for low-income housing.
- High density housing with commercial along major transit lines is needed to address housing shortage of affordable housing.
- unsure of a specific local proposal that would foster more private sector investment in low to mid-level income building being done
- It would be beneficial if the County would bring back infill standards. Infill will provide higher density in areas that are often already serviced by public services. The County

should modify their cottage standards to remove the utopia feeling that they are trying to get in favor of simply small affordable homes.

- Inclusionary zoning, density bonus incentives for developers, funding, transit-oriented development, ADUs, tiny houses with shared courtyards, mixed use development.
- Would love to see donation of land for low income housing
- Yes, watch what the leadership at the City of Vancouver is doing. They have eliminated waste, lean training, don't ask for unneeded items; process quickly and are efficient.
- Communities successful in creating a mix of developments to match their population only did so through deliberate planning and involving of all stakeholders, including affordable housing developers, economists, regional planners, and construction sector. One non-regulatory approach has been for local governments like Cities and Counties to acquire land, and therefore control the best option for its use.
- allow affordable housing development in commercial zoning without having to meet a minimum commercial SF requirement, lessen parking requirements, increase zoning densities, especially along transit corridors, create a housing fund, lower school impact fees for affordable housing, have county departments work to lessen cost burdens, especially infrastructure requirements for affordable housing like saddling affordable housing developments with infrastructure upgrade requirements

6. In addition to single family detached homes, what types of homes do you think are needed in the unincorporated Vancouver UGA? Select your top three housing types.

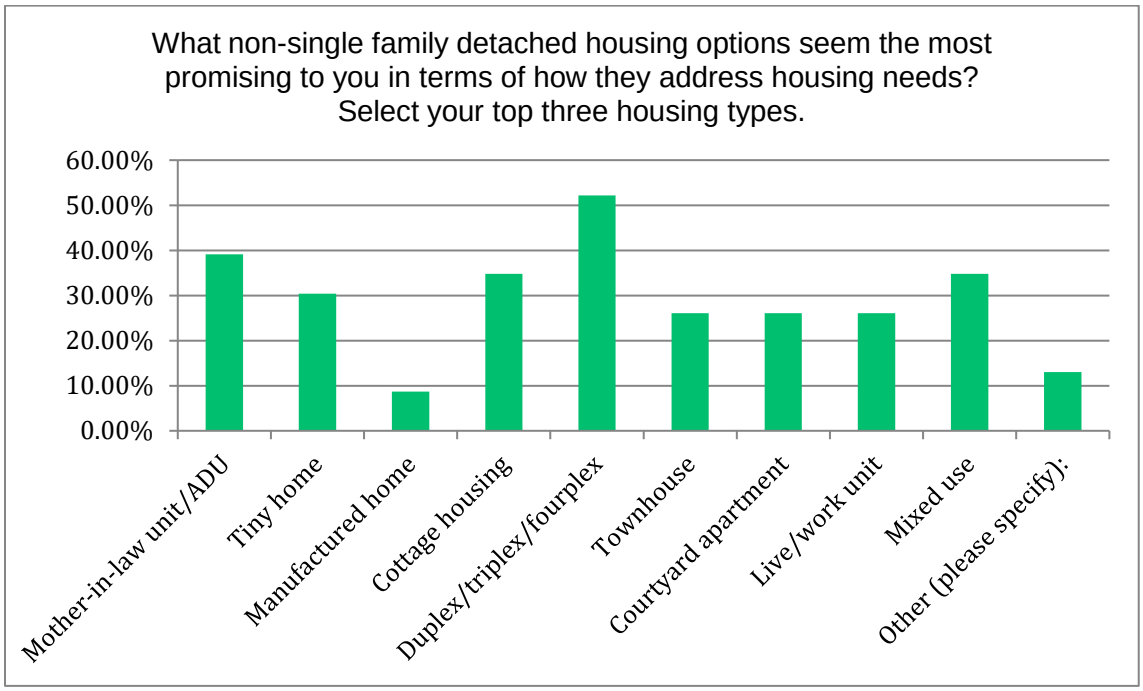


Comments:

- Any of the above that are affordable, for low income families

- The problem is not necessarily the type of housing, it is its affordability.
- high density residential along transit corridors, specific set aside for affordable units

7. What non-single-family detached housing options seem the most promising to you in terms of how they address housing needs? Select your top three housing types.



- Any of the above that are affordable, for low income families!
- The problem is not necessarily the type of housing, it is its affordability.
- high density housing

8. What are the opportunities and barriers to preserving existing affordable housing and avoiding displacement of our most vulnerable community members?

- Rethink the real estate corporate for profit model.
- stipends and incentives for home owners to upgrade current homes to be able to stay in place
- I think being able to build more efficiently is going to allow building owners to drive down the cost of rents. The modular construction method is the future of construction. We are seeing signs of that coming to our county, but it has been slow to take off in the US. (Wolf Industries, Blockable etc.)
  Social service (case management) agencies, fed government, state government, quasi-local government, for-profit and non-profits groups all need to work together better. There really needs to be one big meeting of the minds. It just seems there is more competition than collaboration, but that's just my take after spending the last 3 years

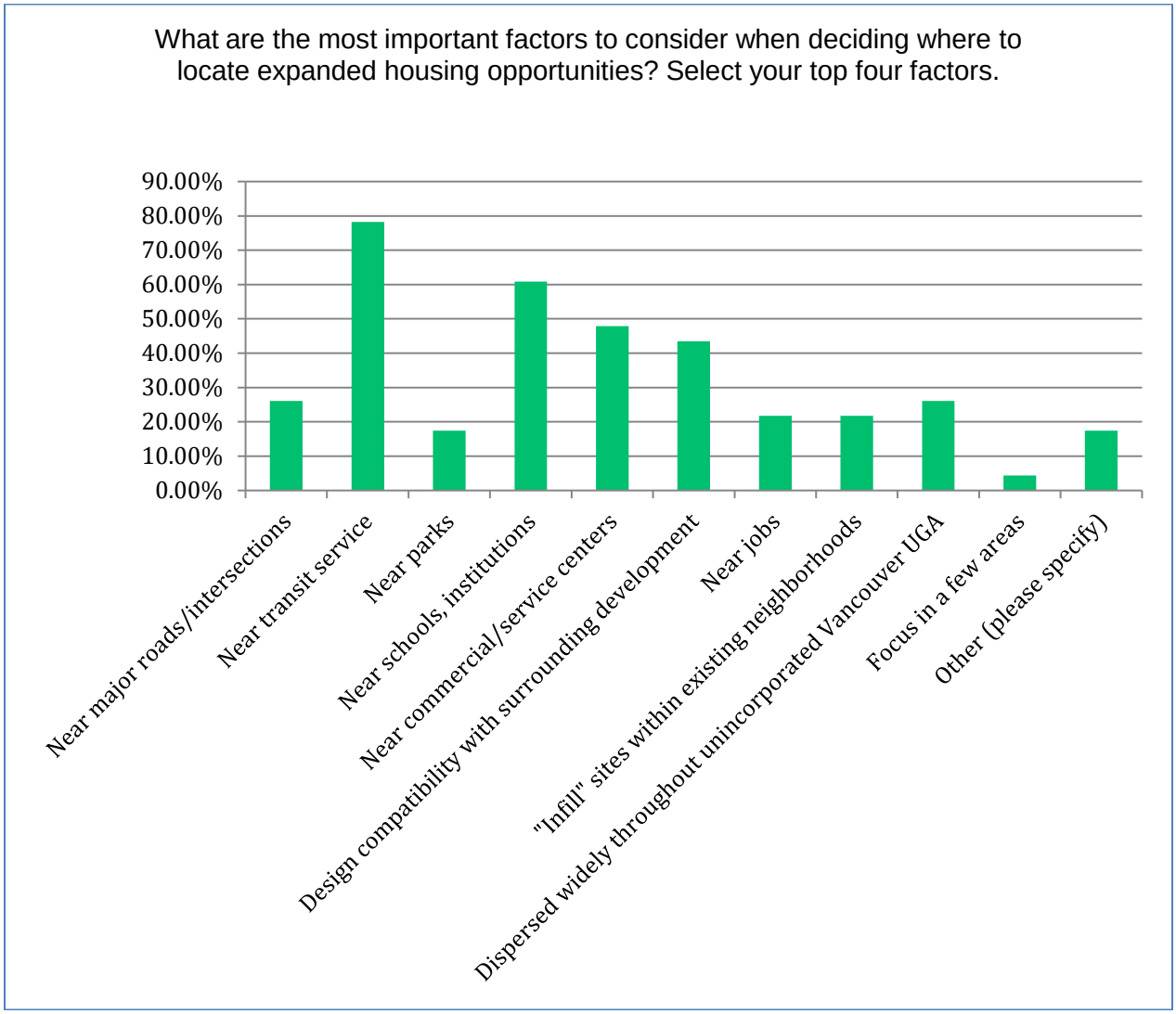
learning the industry.
I would start looking at methods of rent control. We can't have rent rise 10-20% year over year. It's just something that may need considered.
The unemployment rate is going to cause problems once federal unemployment stimulus money is no longer in play. The wave of this pandemic will continue well past the cure. It's going to cause some barriers for our residents. We need roofs. Not square footage. 300-600 sq. ft houses are going to be needed. We only have so much land. Gentrification.

- Affordability, distance to services as well as availability, well-paying jobs.
- I don’t know. We have to fix it.
- The largest barrier to preserving affordable housing is the high-density requirements imposed on the market by the GMA. The market desires options that allow for less density and with relaxed regulation we will have the land available to accomplish this.
- Proper Zoning code promoting this type of development aligned with incentives such as MFTE. Also, affordable housing incentives for SDCS and grants
- Expand/create State current use program for affordable housing, to assure property value increases around them don't tax people out of their homes.
- Not sure.
- The "Market Place" environment for housing is a barrier - everyone wants to buy a house and make money on it - we should socialize housing - if you are a couple of single you need 2 bedrooms - couple with 1 child 3 bedrooms etc. but they cost the same
- unmet transportation needs.
- We need to find ways to provide affordable homes. This can be done by allowing ADU's, tiny homes, and cottage homes as long as the County allows them to be simple homes. We as a community would love to see these fancy cottage developments, but the reality is "fancy" adds to cost. Additionally, mobile home parks should be encouraged as a fourth option.
- Incentives and regulations designed to preserve existing affordable housing. Seek assistance from our federal partner to expand the housing voucher program and veterans housing programs. Rent relief for the unemployed due to covid-19. They are going to be hit with large back rent debt that will force many out of their homes.
- More mental health assistance and more drug and alcohol help. city and county need to more fully listen to residents as to what they want and do not want, like bicycle lanes where elderly people will be displaced from their homes because they won't be able to access them easily
- High cost of land, expensive SDC fees for a family member that would otherwise be living in the house anyways.
- We must identify existing affordable housing and encourage owners to keep up with repairs and preserve life. One way is to provide incentives like low interest loans or grants targeting owners in specific areas. Again, this has to be the job of the County planners and staff to design policies towards that goal. Leaving to preserve affordable housing to the private sector seldom works. Properties become dilapidated, causing

less pride in ownership by all and eventually becoming a liability to the community as a whole.

- Control rent increases to avoid speculative apartment complex investment and subsequent displacement, create incentives for landlords to keep rents low, or keep tenants, create more opportunities for nonprofits or quasi government entities to buy existing apartments

9. What are the most important factors to consider when deciding where to locate expanded housing opportunities? Select your top four factors.



- And I neighborhood that feels safe and family friendly.
- Avoiding urban sprawl. Build affordable housing compactly.
- None of these factors are favorable to housing affordability. They are either neutral or have a negative effect on affordable housing.

- In siting affordable housing there is an opportunity to address existing inequities. Affordable housing planning needs to assure that it does not concentrate poverty or exacerbate existing concentrations of poverty. In doing so there is hope that kids from low income families will be able to access good schools, parks, grocery stores and transportation. When poverty is concentrated, it limits economic mobility and opportunities that translate into life expectancy, health, wellbeing and economic mobility.

10. Is there anything else you would like to tell us about housing in the unincorporated Vancouver UGA?

- Long term water situation and climate collapse.
- expansion is necessary for more cohesive safety and security of the neighborhoods such as public utilities and fireworks bans
- It should be located in areas that have easy access to public transportation, affordable food, feels safe, and the ability to obtain resources.
- Continue to support housing by also utilizing mixed-use construction so that services and lifeline materials are able to be obtained.
- We need more density and more diverse housing options, including density.
- Be strategic, be creative, be clear, be aggressive.
- We need to identify some entry level housing areas and work with developers/builders to figure out how to develop the entry level homes. We can develop a definition for entry level.
- Mixed use development does not work in unincorporated Clark County, let's keep it in urban areas such as downtown. The commercial zones already allow above ground floor residential if a certain area will work for vertical mixed use. Don't encumber land with MX zoning where it does not belong.
- Is there an annexation strategy or coordination with the City of Vancouver since it is there identified growth area?
- the most important factor in any housing is affordability.
- Yes, the Type I application to determine the eligibility/conforming of an ADU on a lot costing 1,790 dollars is crazy. The cost of this task does not take more than 1-2 hours of time and the fee is way out of line with that task.
- Much of unincorporated Clark County is urban with plenty of land still available to be targeted for affordable housing as well as market rate housing. Mixed income housing and neighborhoods bring out the best in everyone. We have a proud and hardworking community who have a track record of understanding this concept.
- Changes to the zoning and building code with a sensitivity to promoting affordability across all housing types

APPENDIX D. FOCUS GROUP COMMENTS

1. **Where are buyers looking to live in Clark County?**
    - ***proximity to work, school or daily activities***
    - ***access to transportation options***
    - ***proximity to nearby amenities***

- Near school
- Near family
- Near parks
- Near schools, including alternative/bilingual schools
- Near libraries
- Near community centers
- Near the airport, and being closer to I-5
- Access to high-speed internet
- With changes in commuting habits, the focus is more on the house type and the neighborhood

2. **What type of homes do buyers hope to be able to afford?**
    - ***number of bedrooms***
    - ***number of bathrooms***
    - ***type, amount of open space***
    - ***type of housing (house, townhouse, apartment)***
    - ***parking (attached garage, street parking, parking pod)***
    - ***shared community spaces vs private spaces***

- People are looking for enough acreage to build an ADU, or a home with a garage for conversion, for multi-generational housing.
- Desire for more bedrooms, or extra spaces to work from home or to study for school.
- Large lots
- Newer, more modern/efficient homes
- Looking for standard housing (2000 sq. ft, with small attached space if they can find it).
- Homes with bedrooms on the main
- The functionality of the floorplan, not necessarily the size of the home, is important.
- Privacy of the home is becoming more important.

3. **What is available to buyers on the market during their search?**

- Lots of manufactured homes are on the market.

- A lot of larger homes are on the market.
- Attached homes seem to be easier to sell, but there are not a lot of attached homes. HOA fees drive people out.

4. **Are there housing types buyers are searching for that are not being built in Clark County?**

- There is a huge need for smaller, one-level homes on large lots (6-7k). There are many people prepping for retirement that don't want to share a wall or live in a 55+ community.
- There are few duplexes.
- People are looking for RV parking, as well as acreage for tiny house living or cottage living.

5. **What do buyers ultimately buy or rent, based on available options and prices?**

- Duplexes in nicer locations, with a rear-entry garage and a design that lends well to the environment.
- Renters don't' want to be in apartments necessarily. They will always opt for a duplex.

6. **What are some of the trade-offs buyers make (if any) between home type, size and price relative to location, access to transportation, or other elements?**

- People end up picking size and finishes over location.
- People often sacrifice on lot size
- For lower price ranges, all search parameters go out the window. Generally, a lack of affordability limits choices and ability to make trade-offs for some.
- There is a desire to see the County relax some restrictions on tiny homes and ADUs, particularly the requirement that ADU's to be attached on rural properties.

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX D

HOUSING INVERNTORY AND ANALYSIS

APPENDIX D

Housing Inventory and Analysis: Clark County Unincorporated Vancouver Urban Growth Area

March 2021

ECONorthwest
ECONOMICS · FINANCE · PLANNING

This page intentionally blank

Table of Contents

1. INTRODUCTION 1
2. KEY FINDINGS 3
3. HOUSING NEEDS ANALYSIS 6
APPENDIX A. METHODOLOGY 49
APPENDIX B. GLOSSARY 54

This page intentionally blank

1. Introduction

Like communities across the region, the unincorporated area of the Vancouver Urban Growth Area (Study Area) is facing increasing housing prices alongside new population growth. This area experiences similar challenges to other communities in the region: affordable rental and homeownership options are increasingly out of reach for current residents and those seeking a new life in the community, construction costs have risen, and there is a limited supply of available land.

To address these concerns, Clark County began the Housing Options Study and Action Plan in 2020 to identify barriers to providing a greater variety of housing types as well as the strategies needed to provide future generations with access to affordable, quality, and flexible housing opportunities.

Clark County is one of several jurisdictions planning for future housing needs in Clark County.

Vancouver, Camas, Ridgefield, Battle Ground, and Woodland are also in the process of working on housing options projects.

This Housing Inventory and Analysis report is one deliverable within the larger Housing Options Study and Action Plan. Its purpose is to summarize quantitative analysis and qualitative information collected through stakeholder interviews to paint a picture of current housing issues in the unincorporated portion of the Study Area. The findings in this report provide a coherent analysis of housing supply, demand, needs, and preferences throughout the Study Area to provide context for evaluating potential actions.

The Impact of COVID-19 on the Housing Market

Since its emergence, the pandemic has slowed the production of housing in many regions and due to growing remote work practices, commuting rates have diminished and housing preferences are shifting:

- **Up to one-third of the workforce could be working from home multiple days per week by 2021**, based on analysis by the Global Workplace Analytics estimates (1)
- **The supply of for-sale homes is very tight in comparison to previous decades.** This trend, combined with record low mortgage rates, is likely to lead to continued home price increases (2)
- **Due to disruptions in income, many households continue to struggle to pay for housing and rents consistently which will likely exacerbate housing availability and stability.** Lost or reduced employment income due to COVID-19 has exacerbated rental affordability and homeownership security issues and intensified housing cost burden especially for low-income households and those not gaining CARES Act support or other forms of relief (2)

These types of trends should be monitored as conditions and communities adjust and recover. Much of the analysis of housing needs was based on data produced before the COVID-19 pandemic.

Sources:
1. https://globalworkplaceanalytics.com/work-at-home-after-covid-19-our-forecast;
2. Joint Center for Housing Studies of Harvard University, the State of the Nation's Housing 2020. https://www.jchs.harvard.edu/sites/default/files/reports/files/Harvard_JCHS_The_State_of_the_Nations_Housing_2020_Report_Revised_120720.pdf

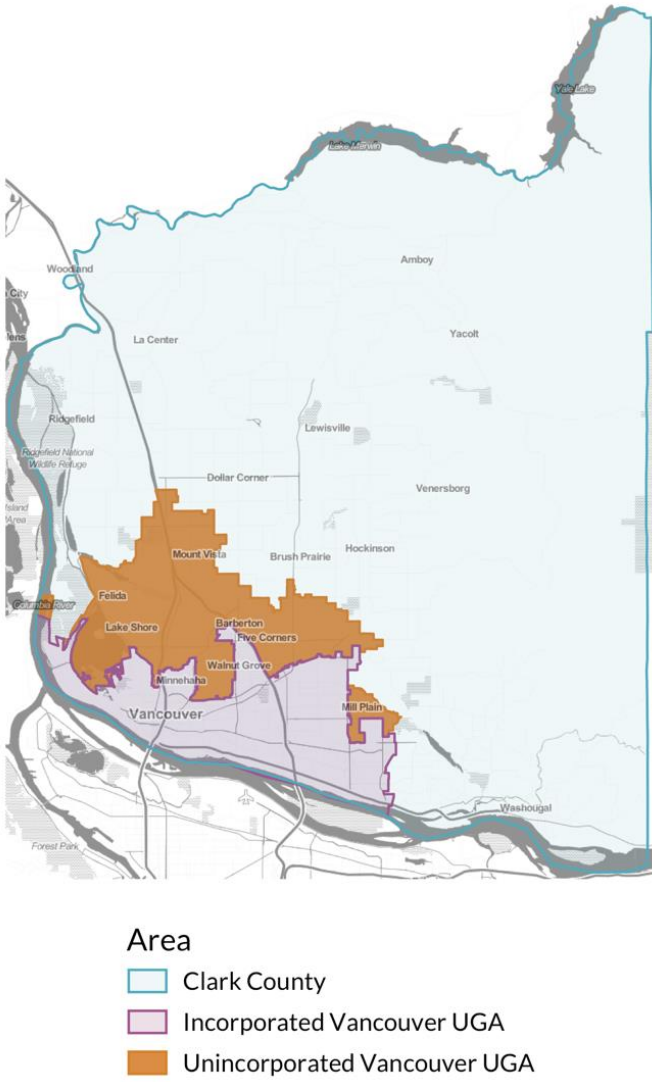
About the Study Area

The Study Area—the unincorporated portion of the Vancouver Urban Growth Area (VUGA)—is located in the southwest quadrant of Clark County and north of incorporated Vancouver (see Exhibit 1). About 161,300 people reside in the Study Area. For context and in terms of population, the City of Vancouver—the largest city in Clark County—is only slightly larger than the Study Area, with a population of approximately 184,452 people (2015-2019 ACS). All other cities in Clark County have proportionately fewer people than the City of Vancouver and the Study Area.

Despite the Study Area's comparatively large population, it has a mostly rural development pattern with predominately large lot, single-family residential development. Commercial and industrial uses are more intensified along the I-5 corridor.

While this project is focused on the Study Area, this analysis often includes countywide data to provide additional context and a means to compare characteristics of the Study Area with Clark County.

Exhibit 1. Study Area - Unincorporated Vancouver Urban Growth Area (VUGA)
Source: United States Census Bureau, State of Washington.



Report Organization

This report is organized as follows:

- **Chapter 2. Key Findings**
- **Chapter 3. Housing Needs Analysis.** Presents an inventory of existing housing units and an overview of housing needs within the Vancouver UGA.
- **Chapter 4. Housing Capacity and Implications.** Compares housing needs findings with data outputs from the County's buildable lands model.
- **Appendix A. Methods and Study Area Geographies**
- **Appendix B. Glossary**

2. Key Findings

Like communities across the Portland region, the Study Area is at a crossroads. The population has grown and is expected to continue to grow at a rapid pace. At the same time, housing production has not kept pace with the amount of new housing needed. This section provides an overview of the key findings from this report.

Who lives in the Study Area today?

- **The majority of households (73%) in the Study Area, across all household sizes, are homeowners.** Most households (58%) are made of one or two people and about 46% of all households are living in a three-bedroom housing unit.
- **The majority of households (73%) in both the Study Area and Clark County are composed of married families.** 36 percent of all households in the Study Area are households with children.
- **Within the Study Area, 14% of residents in the Study Area are 65 or older.** Forty percent of residents in the Study Area are between the ages of 40 and 64.
- **About one fifth of the population in the Study Area experiences a disability** (most commonly ambulatory difficulty and cognitive difficulty).
- **The Study Area and Clark County share a similar ethnic and racial makeup.** The largest minority group in the Study Area are residents who identify as Hispanic or Latino of any race (9.1% of residents). In the Study Area, less than 5% of households identify as having limited English proficiency.
- **Most people who live in the Study Area do not work there, which adds to their transportation costs**. While the Study Area has seen an increase in employment since 2012, most workers living in the Study Area still commute to their jobs, often more than 45 minutes away. Jobs further away from a household's home increases their transportation expenses, resulting in less disposable income for other essential needs. There are few industries that have jobs accessible by transit.

What are the current housing conditions in the Study Area?

- **Housing is getting increasingly expensive in the Study Area.** Both ownership and rental housing costs have increased about 4% annually since 2015 in the Study Area.
- **The Study Area's housing stock lacks diversity, with most units being single-family, owner occupied units.** Three quarters of housing units in the Study Area are single-family detached units. Multifamily units and townhomes tend to be newer, while single-family units have been built more steadily over time. The majority of the Study Area's single-family housing units (57%) are between 1,000 and 2,000 square feet.

- **The Study Area's multifamily housing stock is mostly mid-range to higher-end in quality, and represents about 13% of all units.** Just 4% of the Study Area's multifamily buildings rated as functionally obsolete.
- **The Study Area contains 1,520 units of regulated affordable housing,** about 26% of the total regulated affordable units in Clark County. In addition to these rent-restricted units, the Study Area contains 2,687 licensed beds in adult family home facilities, assisted living facilities, and enhanced services facilities.
- **Many of the Study Area's households are cost burdened.** About 44% of households who rent and 23% of households who own their own home are cost burdened or severely cost burdened in the Study Area.
- **Most households with household incomes at 60% of AMI or below need to rent a home, but there is a limited supply of affordable, multifamily rental products within the Study Area, which further increases competition for these units**. The average rent for multifamily housing in the Study Area is $1,276 for a two-bedroom unit, which is affordable to households earning approximately 58% of AMI (about $51,040). About 30% of the Study Area's households have incomes below this level and cannot afford the average rent. Of the Study Area's regulated affordable units with known affordability characteristics (1,194 units), most (85%) are affordable to households earning 60% of AMI.
- **For households looking to buy a home, entry level homes are increasingly out of reach**. The median home sales price of housing in the Study Area is about $343,000, which is affordable to households earning about 112% to 130% of the median family income (about $98,000 to $114,000). About 65% of the Study Area's households have incomes below this level. Households at middle incomes are less able to afford housing in this market. Home prices continue to rise; most single-family units in the Study Area cost $400,000 or more. The Study Area remains one of the more affordable areas in the Portland region, increasing competition for the more moderately-priced homes.
- **While many of the residents living in the Study Area have stable housing situations, some residents are living on the brink.** The number of people experiencing homelessness in the County has increased 22% since 2017, and the number of people who remain unsheltered has increased by 92%. In addition, a small share of the Study Area's larger households appear to be living in units that may be overcrowded.
- **Housing production in the Study Area has increased since 2010,** averaging 930 units per year, with a low of 164 units built in 2011 to a high of 2,106 units built in 2017.

How much housing does the County need to plan for in the Study Area?

- **Clark County will need to plan for 13,281 new dwelling units within the Study Area through 2035**, which is close to the Study Area's current housing capacity of 20,200 units.

- **Housing production has been steady since the mid 2010s, but the Study Area has not yet produced enough housing to meet demand.** Based on the ratio of housing units produced and new households formed in the Study Area over time, there has been an underproduction of 2,571 units.
- **Housing construction will need to continue at a steady clip to keep pace with demand.** Housing production in the Study Area averaged 1,070 units from 2000 to 2019, which is above the 885 units per year that the Study Area will need over the next 15 years.
- **The County will need to plan for a sizable share of future housing units to be affordable to low-income households.** Of the needed units within the Study Area, 15% of units (2,029) need to accommodate households earning less than 50% of AMI.
- **Given changes in demographics and housing affordability concerns, the County will need to plan for a shift in the types of housing needed in the Study Area**. The aging of Baby Boomers and the household formation of Millennials will drive demand for renter and owner-occupied housing of all sizes.

3. Housing Needs Analysis

To provide context for the Study Area's housing needs, this chapter presents:

- The characteristics of the Study Area and Clark County's population and households.
- An inventory of existing housing units within the Study Area and Clark County, using U.S. Census and County Assessor data. Assessor data points included in the inventory are dwelling type, year built, lot size, zoning, square footage, and assessed market value.
- Housing affordability characteristics.
- A summary of the Study Area's housing needs and its housing affordability gaps.

Demographics and Households

This section documents demographic, socioeconomic, and other trends relevant to the Study Area to provide a context for growth in the region. The Study Area exists in a regional economy and characteristics in the region impact the local housing market. Factors such as age, income, migration, and race/ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect growth moving forward. To provide context, this section compares the Study Area to Clark County. A demographic analysis is an important component of a thorough understanding of the dynamics of the Study Area's housing market.

In addition to the analysis presented in this section, Clark County's Public Health Department recently published an InfoMap to provide the community with resources and a new opportunity to learn about public health issues in the county. The InfoMap (which includes graphs, charts, maps, and brief discussions) conveys a wide range of demographic information to tell a story about the community. For more information, visit the "Healthier Clark County InfoMap."[1]

[1] Healthier Clark County InfoMap: https://gis.clark.wa.gov/portal/apps/MapSeries/index.html?appid=33acdf14803e4982bcd7e046a25d748c

Like other communities in the region, the Study Area's population has grown at a steady pace and is forecasted for continued growth.

Between 2015 and 2020, the Study Area grew by 17,777 people, according to OFM's Small Area Estimate Program—an increase of about 13%. This growth outpaced Clark County as a whole, which grew by 11%, from 451,820 in 2015 to 499,200 people by 2020.

The Study Area is forecast to grow by 24,989 people to 184,446 in 2035. This is a 15.7% increase in population.

Exhibit 2. Population Forecast,[2] Study Area and Clark County, 2020 through 2035
Source: OFM SAEP, Clark County.

	Study Area	Clark County
Population Growth (2015-2020)	17,777 *(+12.5%)*	47,380 *(+10.5%)*
Population Forecast (2020-2035)	24,989 *(+15.7%)*	78,231 *(+15.7%)*

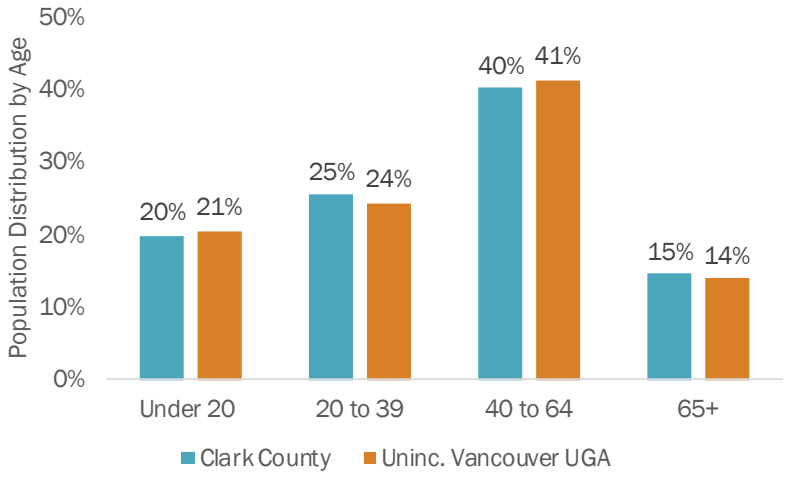
Note: The population forecast for the Study Area assumes that the unincorporated Vancouver UGA will continue to capture the same 32% share of Clark County's total population as it currently does as of 2020.

Like Clark County, the Study Area has a relatively high number of older residents.

Over half of the population in the Study Area is 40 years or older, similar to Clark County as a whole.

About a quarter of the population are between 20 and 39 years of age and about 14% of the population are 65 years of age and older.

Exhibit 3. Resident Age, Unincorporated Vancouver UGA and Clark County, 2018
Source: U.S. Census 5-year ACS, 2014-2018.



[2] The population forecast for the Study Area (unincorporated Vancouver UGA) is 32% of the forecasted population for Clark County. The 32% factor is based on the share of Clark County's total population within the UGA in 2020, per the Small Area Estimate Program. The analysis uses Clark County's medium OFM forecast that was adopted in Clark County's 2016 Comprehensive Plan.

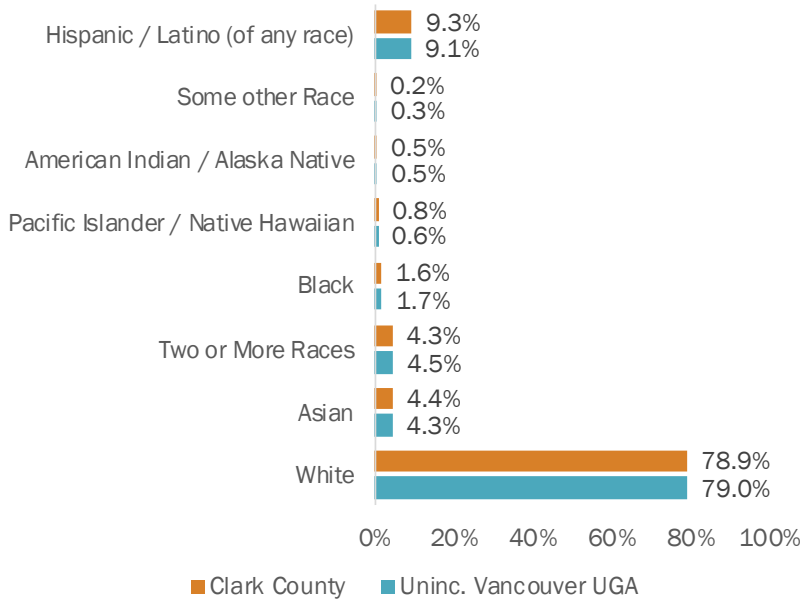
The Study Area and Clark County share a similar ethnic and racial makeup.

The largest minority group in the Study Area are residents who identify as Hispanic or Latino of any race (about 14,600 people).

This group is followed by individuals that identify as two or more races (about 7,200 people) and as Asian (about 6,900 people).

The Study Area and County have a similar ethnic and racial makeup.

Exhibit 4. Share of Population by Race and Ethnicity, Unincorporated Vancouver UGA and Clark County, 2018
Source: U.S. Census 5-year ACS, 2014-2018.



Changes in Housing Preferences: National Trends

Housing preference will be affected by changes in demographics, most notably: the aging of Baby Boomers, housing demand from Millennials and Generation Z, and growth of immigrants.

- **Baby Boomers.** In 2020, the oldest members of this generation were in their seventies and the youngest were in their fifties. The continued aging of the Baby Boomer generation will affect the housing market. In particular, Baby Boomers' will influence housing preference and homeownership trends. Preferences (and needs) will vary for Boomers' moving through their 60s, 70s, and 80s (and beyond). They will require a range of housing opportunities. For example, "aging baby boomers are increasingly renters-by-choice, [preferring] walkable, high-energy, culturally evolved communities."[3] Many seniors are also moving to planned retirement destinations earlier than expected as they experience the benefits of work-from-home trends (accelerated by COVID-19). Additionally, the supply of caregivers is decreasing as people in this cohort move from giving care to needing care, making more inclusive, community-based, congregate settings more important. Senior households earning different incomes may make distinctive housing choices. For instance, low-income seniors may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units. Seniors living in proximity to relatives may also choose to live in multigenerational households.

  Research shows that "older people in western countries prefer to live in their own familiar environment as long as possible," but aging in place does not only mean growing old in their own homes.[4] A broader definition exists, which explains that aging in place means "remaining in the current community and living

[3] Urban Land Institute. Emerging Trends in Real Estate, United States and Canada. 2019.

[4] Vanleerberghe, Patricia, et al. (2017). The quality of life of older people aging in place: a literature review.

in the residence of one's choice."[5] Some Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing products, such as multifamily housing or age-restricted housing developments, before they move into a dependent living facility or into a familial home. Moreover, "the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses."[6]

Clark County developed an Aging Readiness Plan and Commission on Aging in preparation for the wave of aging Baby Boomers. County-level research on the topic is consistent with national trends. By 2035, more than 25% of the Clark County population, or one in four residents, will be 60 and better.

- **Millennials.** Over the last several decades, young adults have increasingly lived-in multigenerational housing—more so than older demographics.[7] However, as Millennials move into their early to mid-thirties, postponement of family formation is ending, and millennials are likely to prefer detached, single family homes in suburban areas.

  At the beginning of the 2007–2009 recession, Millennials only started forming their own households. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. As this generation continues to progress into their homebuying years, they will seek out affordable, modest-sized homes. This will prove challenging as the market for entry-level, single-family homes has remained stagnant. Although construction of smaller homes (< 1,800 sq. ft.) increased in 2019, they only represented 24% of single-family units.

  Millennials' average wealth may remain far below Boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2020, Millennials comprised 38% of home buyers, while Gen Xers comprised 23% and Boomers 33%.[8] "By the year 2061, it is estimated that $59 trillion will be passed down from boomers to their beneficiaries," presenting new opportunities for Millennials (as well as Gen Xers).[9]

- **Generation Z.** In 2020, the oldest members of Generation Z were in their early 20s and the youngest in their early childhood years. By 2040, Generation Z will be between 20 and 40 years old. While they are more racially and ethnically diverse than previous generations, when it comes to key social and policy issues, they look very much like Millennials. Generation Z was set to inherit a strong economy and record-low unemployment.[10] However, because the long-term impacts of COVID-19 are unknown, Generation Z may now be looking at an uncertain future.

  While researchers do not yet know how Generation Z will behave in adulthood, many expect they will follow patterns of previous generations. A segment is expected to move to urban areas for reasons similar to previous cohorts (namely, the benefits that employment, housing, and entertainment options bring when they are in close proximity). However, this cohort is smaller than Millennials (67 million vs. 72 million) which may lead to slowing real estate demand in city centers.

- **Immigrants.** Research on foreign-born populations shows that immigrants, more than native-born populations, prefer to live in multigenerational housing. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next 10 years.

[5] *Ibid.*

[6] American Planning Association. Making Space for Tiny Houses, Quick Notes.

[7] According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household, and by 2008, 20% did (18% change).

[8] National Association of Realtors. (2020). 2020 Home Buyers and Sellers Generational Trends Report, March 2020. Retrieved from: https://www.nar.realtor/research-and-statistics/research-reports/home-buyer-and-seller-generational-trends

[9] PNC. (n.d.). Ready or Not, Here Comes the Great Wealth Transfer. Retrieved from: https://www.pnc.com/en/about-pnc/topics/pnc-pov/economy/wealth-transfer.html

[10] Parker, K. & Igielnik, R. (2020). On the cusp of adulthood and facing an uncertain future: what we know about gen Z so far. Pew Research Center. Retrieved from: https://www.pewsocialtrends.org/essay/on-the-cusp-of-adulthood-and-facing-an-uncertain-future-what-we-know-about-gen-z-so-far/

Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was staunched by the effects of the Great Recession. After a period of declines, the foreign-born population again began contributing to household growth, despite decline in immigration rates in 2019. The Census Bureau's estimates of net immigration in 2019 indicate that 595,000 immigrants moved to the United States from abroad, down from 1.2 million immigrants in 2017–2018. However, as noted in The State of the Nation's Housing (2020) report, "because the majority of immigrants do not immediately form their own households upon arrival in the country, the drag on household growth from lower immigration only becomes apparent over time."

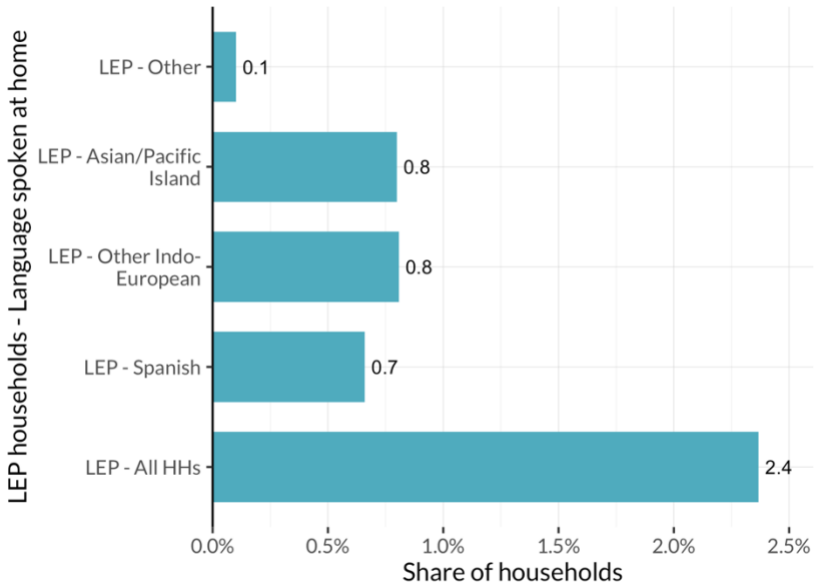
- **Diversity.** The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between Whites and Blacks, as well as the larger share of minority households that are cost burdened warrants consideration. White households had a 73% homeownership rate in 2019 compared to a 43% rate for Black households. This 30-percentage point gap is the largest disparity since 1983. Although homeownership rates are increasing for some minorities, Black and Hispanic households are more likely to have suffered disproportionate impacts of the pandemic and forced sales could negatively impact homeownership rates. This, combined with systemic discrimination in the housing and mortgage markets and lower incomes relative to White households, leads to higher rates of cost burden for minorities —43% for Blacks, 40% for Latinx, 32% for Asians and 25% for Whites in 2019. As noted in The State of the Nation's Housing (2020) report "the impacts of the pandemic have shed light on the growing racial and income disparities in the nation between the nation's haves and have-nots are the legacy of decades of discriminatory practices in the housing market and in the broader economy."

Sources (unless otherwise noted):
The Joint Center for Housing Studies, The State of the Nation's Housing 2020.
Urban Land Institute, 2021 Emerging Trends in Real Estate.

In the Study Area, less than 5% of households struggle with the English language.

About 2.4% of all households in the Study Area have English language speaking proficiency limitations.

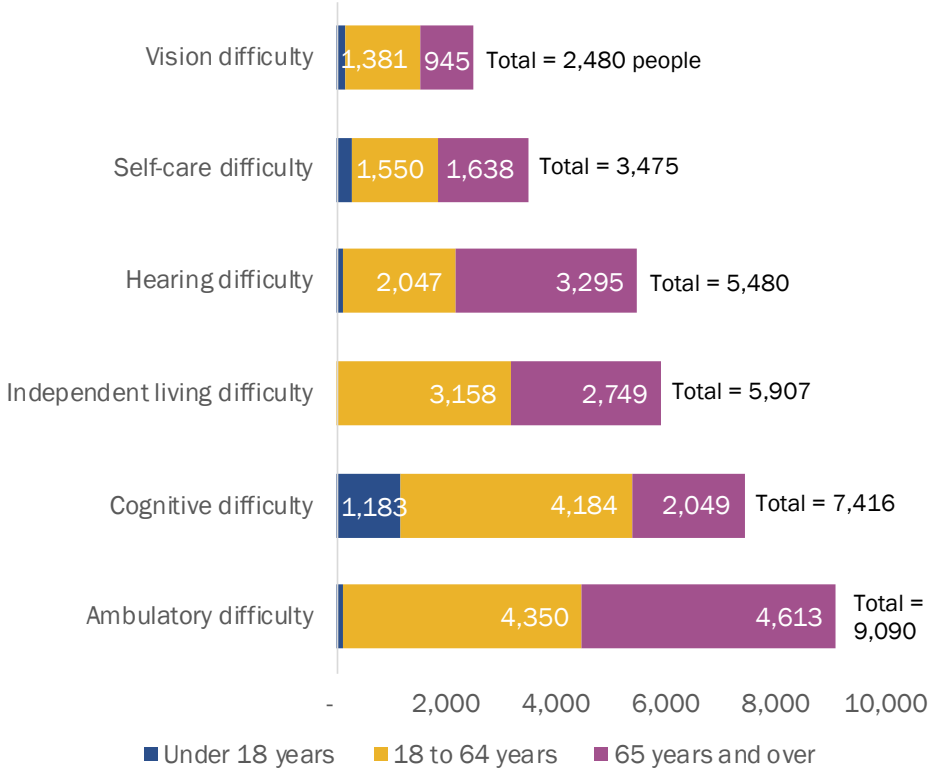
Exhibit 5. Households with Limited English-Speaking Proficiency (LEP), Unincorporated Vancouver UGA, 2018
Source: U.S. Census ACS, 2014-2018.



About one fifth of the population in the Study Area experiences a disability.

About 21% of the Study Area's population (or about 33,848 people) experiences one or more disabilities, with ambulatory difficulty and cognitive difficulty as the most common disabilities.

Exhibit 6. Number of People with a Disability by Type of Disability and by Age, Unincorporated Vancouver UGA, 2018
Source: U.S. Census ACS, 2014-2018.



Data on Disabilities in the State of Washington

Per the 2019 Caseload and Cost Report from the Washington Developmental Disabilities Administration (DDA), there were 1,485 adults with intellectual and developmental disabilities (IDD) and 1,432 children with IDD enrolled in state services in Clark County.

National studies estimate that about 70% of all individuals with IDD in Washington live with a family caregiver. About 12% live in a residential supervised setting (e.g., group home, foster care, or IDD institution). About 18% live on their own, independently, or with a roommate (note: this is higher than other states, such as Oregon with 13% of persons with IDD living alone/independently).

Housing Needs for People with Intellectual and Developmental Disabilities

In 2020, ECONorthwest prepared a report for the Kuni Foundation evaluating the housing needs and housing challenges for individuals with intellectual and developmental disabilities (IDD) in Southwest Washington.[11] The study highlighted numerous gaps in data and information relating to the IDD community, particularly as it relates to current housing situations, desired housing preferences, and alignment between state disability agencies and state housing agencies. It recommends better data and coordination between state agencies to support the housing needs and preferences of this historically overlooked and marginalized community.

The report found that about 4,500 adults may be living with IDD in Clark, Cowlitz, Skamania, Klickitat, Lewis, Wahkiakum, and Pacific counties. According to data from the Washington Developmental Disabilities Administration (DDA), there were 1,485 adults with IDD enrolled in state services in Clark County,[12] but national research demonstrates that only a fraction of the total estimated number of people with IDD enrolled in state services.[13] The ECONorthwest study estimated that roughly 3,800 adults, or 85% of the estimated population of adults with IDD in these seven counties, may be at risk of housing insecurity due to an aging caregiver or due to housing costs exceeding an appropriate amount of gross income.

Beyond the IDD community, many adults with an array of disabilities struggle to find adequate housing in Southwest Washington. The ECONorthwest study did not find a clear estimate of the number of regulated affordable housing units restricted to individuals with disabilities in Washington State. In addition, the study found that the average cost of a 1-bedroom apartment in many areas in Southwest Washington would consume 91% of the 2020 median monthly Supplemental Security Income (SSI) payment – a vital source of income for many individuals with disabilities. Clearly more work needs to be done to provide better housing choices for individuals with disabilities in Southwest Washington.

[11] ECONorthwest, "Housing Needs for Individuals with Intellectual and Developmental Disabilities," (Vancouver, WA: The Kuni Foundation, 2020), https://www.kunifoundation.org/wp-content/uploads/2020/09/ECONorthwestStudy.pdf

[12] Washington Developmental Disabilities Administration, "2019 Caseload and Cost Report," https://www.dshs.wa.gov/sites/default/files/DDA/dda/documents/2019%20Caseload%20and%20Cost%20Report.pdf.

[13] Sheryl Larson, Heidi Eschenbacher, Lynda Anderson, Sandy Pettingell, and Amy Hewitt, "In-Home and Residential Long-Term Supports and Services for Persons with Intellectual or Developmental Disabilities: Status and Trends Through 2016," (Minneapolis, MN: The Residential Information Systems Project, 2018), https://risp.umn.edu/.

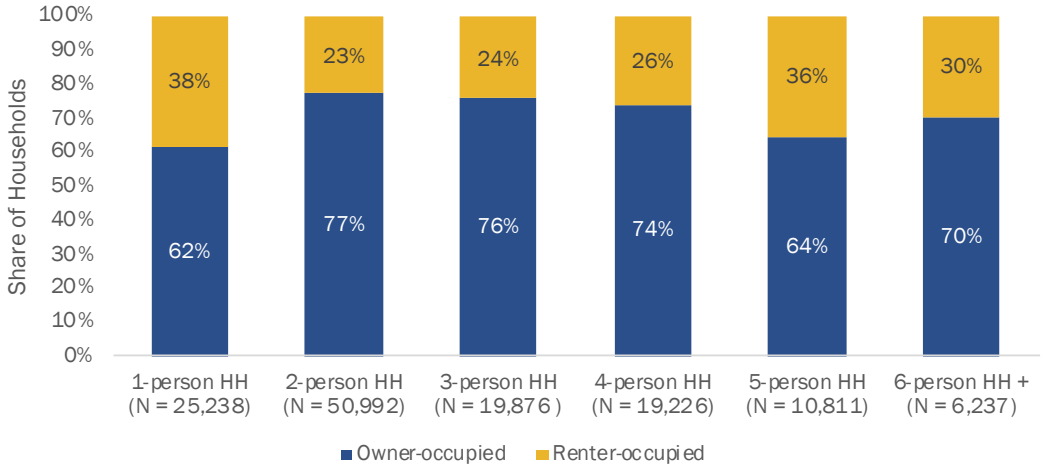
Household Characteristics

The Study Area has a mix of large and small households.

The Study Area has 132,380 households (73% homeowners, 28% renters). Of these households, 58% (76,230) have one or two people, 30% have three or four people (39,102), and 13% have five or more people (17,048).

The majority of households, across all household sizes, are homeowners.

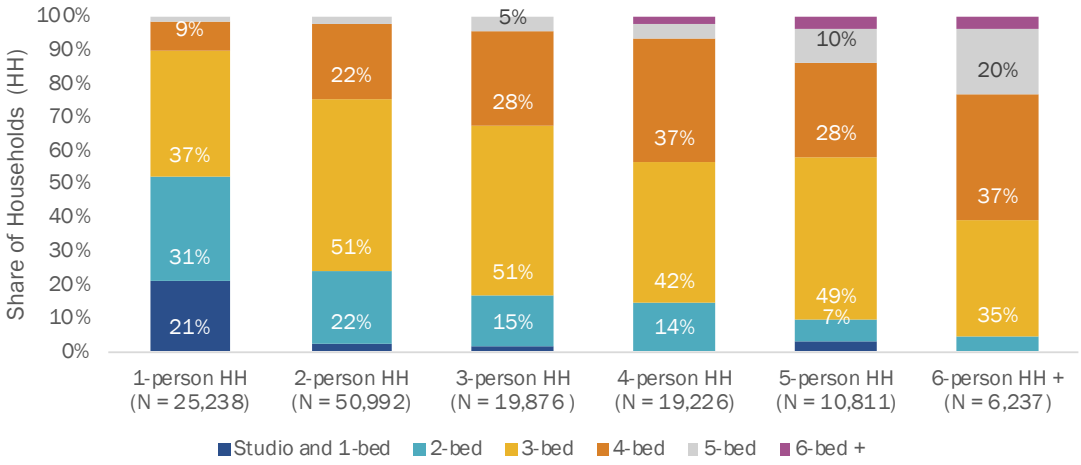
Exhibit 7. Households (HHs) by Household Size and Tenure, Unincorporated Vancouver UGA, 2019
Source: PUMS 2019. Note: N = total households in category.



A small share of the Study Area's larger households may be overcrowded at home.

Larger households may struggle to find large units with enough bedrooms, resulting in overcrowding.

Exhibit 8. Households (HHs) by Household Size and by Housing Unit Size, Unincorporated Vancouver UGA, 2019
Source: PUMS 2019. Note1: N = total households in category. Note 2: percentages under 5% are not displayed.

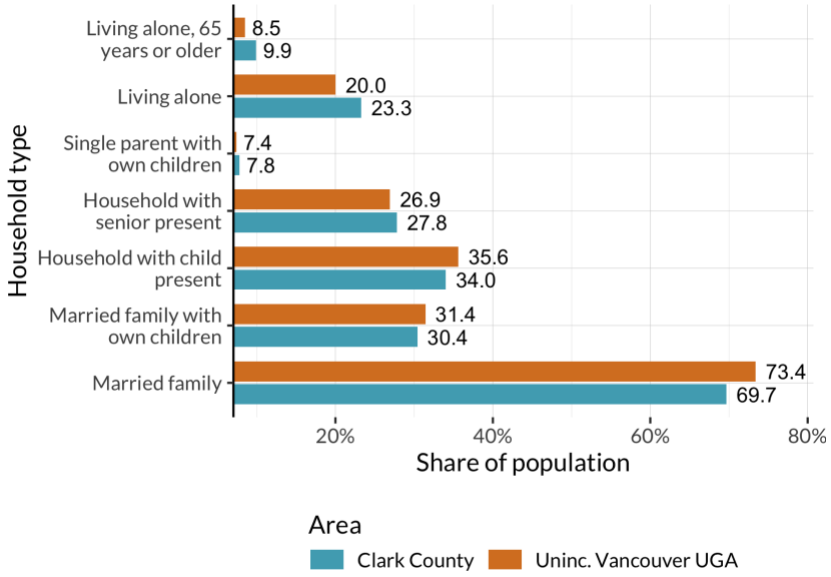


The majority of households in both the Study Area and Clark County are composed of married families.

About 20% of households (11,555) in the Study Area are single-person households. Nearly 5,000 of these single-person households are 65 years of age and older.

Note: "Living alone" includes "Living alone, 65 years or older." Also, "Married family" includes "Married family with own children."

Exhibit 9. Household Composition, Unincorporated Vancouver UGA and Clark County, 2019
Source: U.S. Census ACS, 2014-2018.



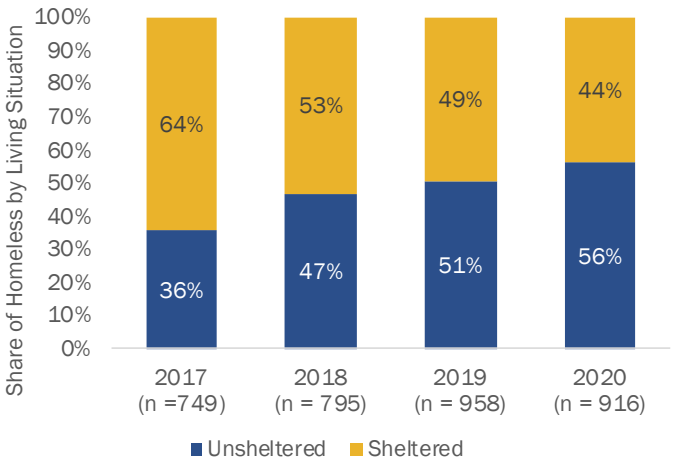
The share of people experiencing homelessness has increased since 2017, and many of those residents remain unsheltered.

In 2020, 916 people experienced homelessness in Clark County—an increase of 167 people from 2017 (or a 22% change).

In 2020, 516 people experienced homelessness and were unsheltered—an increase of 247 people from 2017 (or a 92% change).

Exhibit 10. Homelessness Estimate (Sheltered and Unsheltered), Clark County, 2017 through 2020
Source: Council for the Homeless, PIT Estimates. Clark County 2019-2022 Homeless System Action Plan, PIT Estimates.

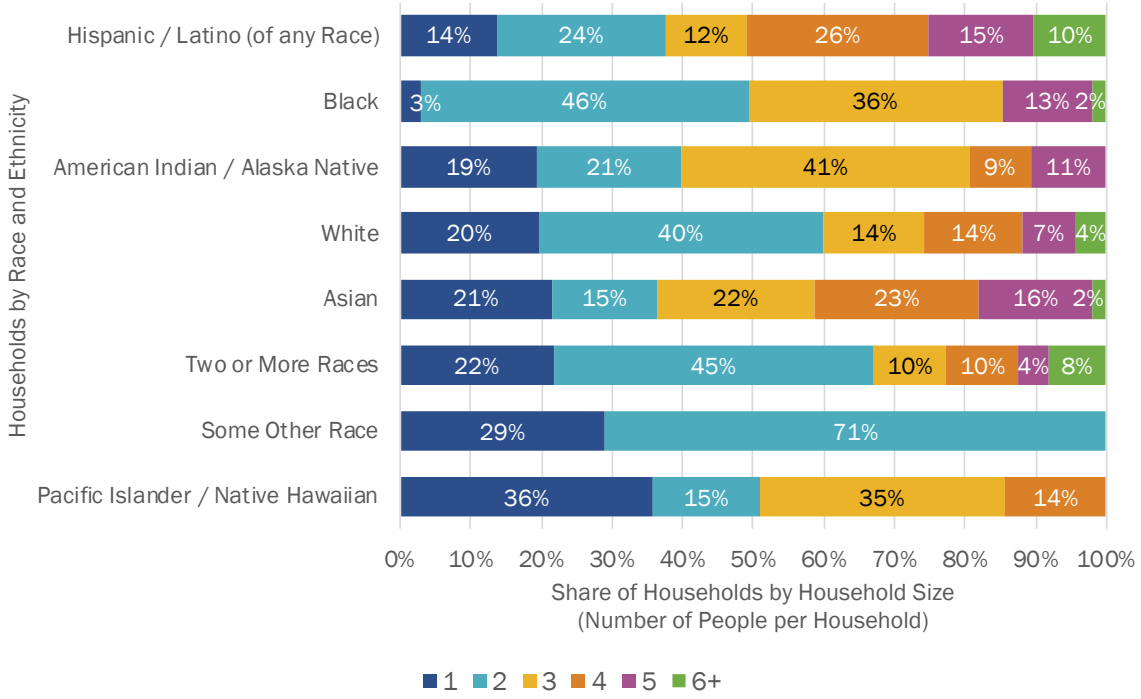
Note: N = total number of persons experiencing homelessness.



Household size varies by race and ethnicity in the Study Area.

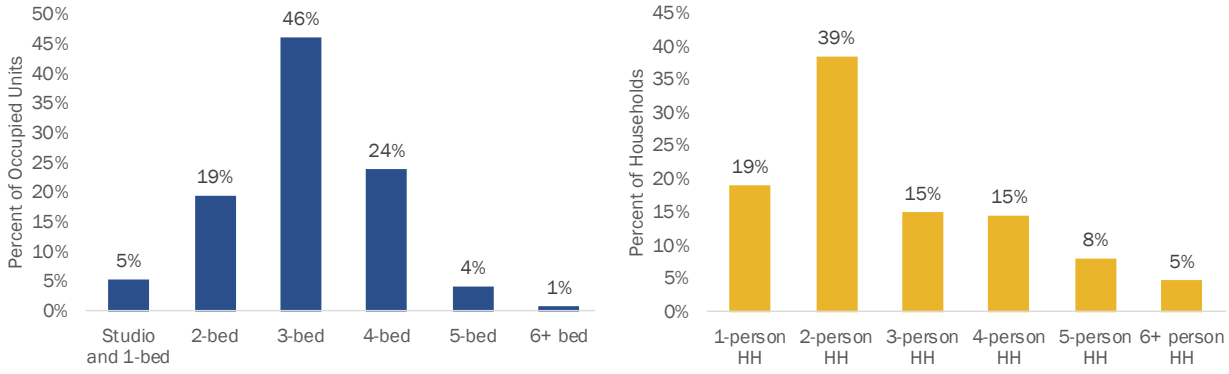
Exhibit 11 shows that in the VUGA, households identifying as Asian, Hispanic/Latino (of any race), and American Indian/Alaska Native have the largest share of large households. About 64% of Asian, 63% of Hispanic/Latino, and 60% of American Indian/Alaska Native households have a household size of three persons or more.

Exhibit 11. Household Size by Race and Ethnicity, Unincorporated Vancouver UGA, 2019
Source: U.S. Census PUMS, 2019.



Within the Study Area, the most common unit sizes are three- and four-bedroom homes, while the most common household size is two people.

Exhibit 12. Comparison of Household Sizes and Occupied Housing Units, Unincorporated Vancouver UGA, 2019
Source: U.S. Census PUMS, 2019.



Household Income Characteristics

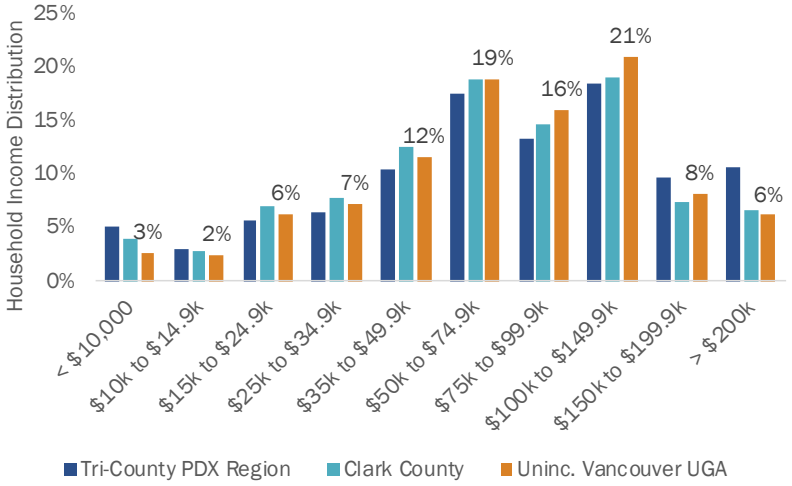
While the Study Area has a greater share of households at the higher end of the income spectrum than Clark County, nearly a third of households in the Study Area have household incomes lower than $50,000.

About 30% of households have an income of $50,000 or less, compared to 34% of households in Clark County.

About 35% of households in the Study Area have an income of $100,000 or more, compared to 33% of households in Clark County.

Households in the Study Area have proportionately higher incomes than households in Clark County as a whole.

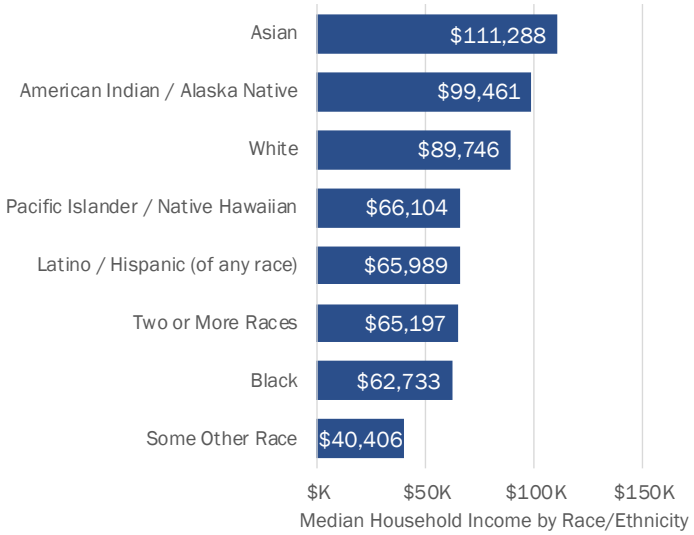
Exhibit 13. Household Income Distribution, Unincorporated Vancouver UGA, Clark County, and the Portland Region, 2019
Source: U.S. Census 5-Year ACS, 2014-2018. Note: Portland Region includes Clackamas, Multnomah, and Washington County.



Household incomes vary by race and ethnicity in the Study Area.

Groups that identified as Black and some other race have a comparatively lower median household income (MHI) than groups of other races and ethnicities in the Study Area.

Exhibit 14. Median Household Income by Race and Ethnicity, Unincorporated Vancouver UGA, 2019
Source: U.S. Census PUMS, 2019.

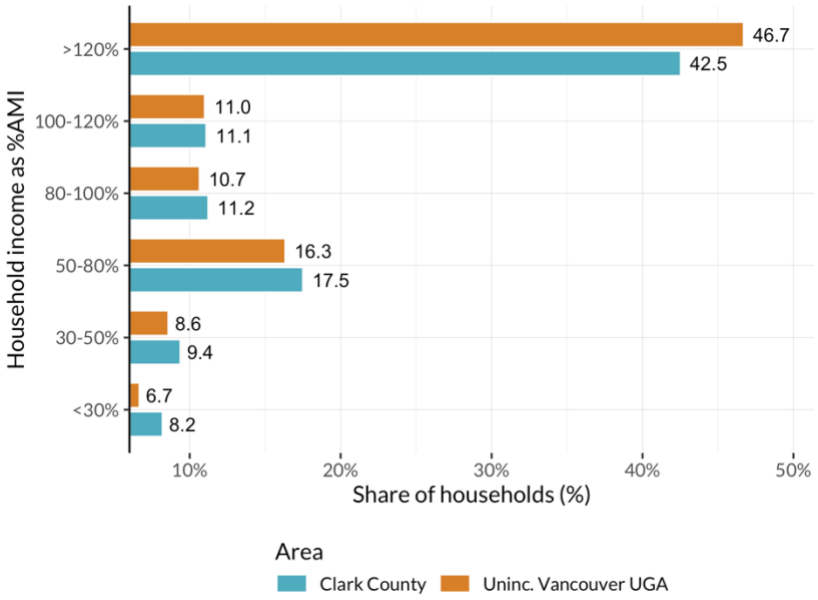


The Study Area has fewer residents at the lowest end of the income spectrum than Clark County, but a similar share of middle-income households.

In the Study Area,

- **15%** of households earned less than 50% of AMI for a 4-person HH (< $43,950). These households can afford a monthly housing cost of **$700 or less** without cost burdening themselves.
- **27%** earned between 50% and 100% of AMI for a 4-person HH ($43,950 to $87,900). These households can afford a monthly housing cost **between $700 and $1,100**.
- **58%** earned 100% of AMI or more for a 4-person HH ($87,900+). These households can afford a monthly housing cost **greater than $1,100**.

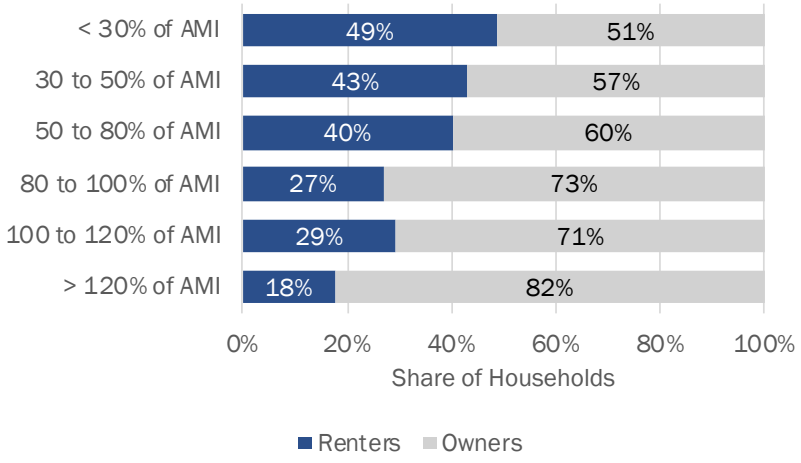
Exhibit 15. Household Income Distribution by AMI, Unincorporated Vancouver UGA and Clark County, 2019
Source: U.S. Census PUMS, 2019.



Note: Exhibit 13 and Exhibit 15 might appear to show a discrepancy in the distribution of household income for our study areas, but it is important to keep in mind that differences between the two exhibits stem from significant differences in study area geographic units used (tracts versus larger PUMAS, see Exhibits 55 and 56), in the scale of the surveys used (1-year versus 5-year), and in the fact that HUD's AMI levels are scaled by household size.

In the Study Area, the majority of residents across the income spectrum are homeowners.

Exhibit 16. Household AMI by Tenure, Unincorporated Vancouver UGA, 2019
Source: U.S. Census PUMS, 2019.



Cost Burdening

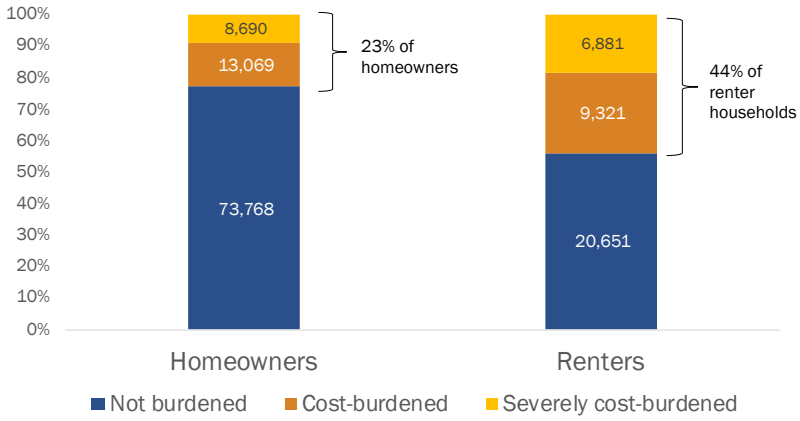
A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including mortgage payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30 percent of their income on housing experience "cost burdening" and households paying more than 50 percent of their income on housing experience "severe cost burdening." Cost burdening means that households can have too little income leftover after paying for housing costs, to afford other necessities, such as transportation, food, medicine, or childcare. Housing cost burdening is particularly important for low-income households, who have very little income to begin with.

Policymakers typically focus on renters when assessing rates of cost burden as it signals a lack of affordable housing in a region. Policy makers place less focus on homeowners because a lender will assess a buyer's ability to pay for a mortgage before the household can buy a home.

Similar to Clark County, a large share of the Study Area's renters experienced housing cost-burden.

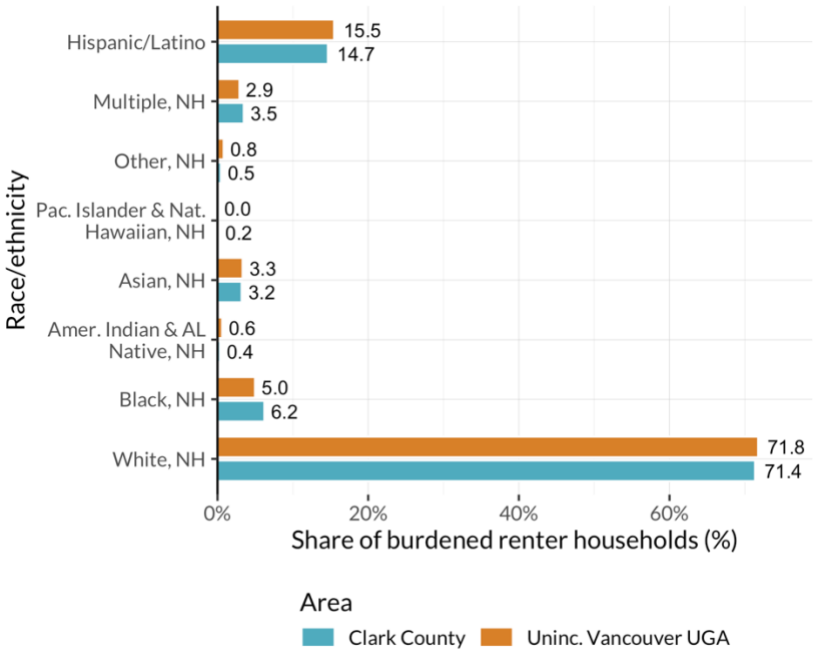
About 16,000 renter households and 22,000 households who own their own home are cost burdened or severely cost burdened in the Study Area.

Exhibit 17. Cost Burdened and Severely Cost Burdened Renters, Unincorporated Vancouver UGA, 2019
Source: U.S. Census PUMS, 2019.



Of all rent-burdened households in the Study Area, 72% identified as White and 16% identified as Hispanic/Latino.

Exhibit 18. Cost Burdened Renters by Race and Ethnicity, Unincorporated Vancouver UGA and Clark County, 2019
Source: U.S. Census PUMS, 2019.



The Portland region is the second most expensive area to live in the Northwest, behind the Seattle region.

A renter household would need to earn $28.75 per hour to afford a two-bedroom unit at the Fair Market Rent.

Exhibit 19. Housing Wage for Two-Bedroom Unit, Most Expensive Areas in Northwest, 2020
Source: Out of Reach 2020. National Low-Income Housing Coalition.
https://reports.nlihc.org/oor

Most Expensive Areas	Housing Wage
Seattle-Bellevue HMFA	$40.37
Portland-Vancouver-Hillsboro MSA	$28.75
Tacoma HMFA	$27.08
Bremerton-Silverdale MSA	$24.92
San Juan County	$23.69

Note 1: MSA is Metropolitan Statistical Area and HMFA is HUD Metro FMR Area.

Note 2: To be considered affordable, the cost of rent and utilities must not exceed 30% of household income.

Transportation costs add to the overall housing burden that households face.

The standard definition of cost burden (more than 30% of household income spent on housing costs) does not factor in transportation costs. Today, housing advocates and economic research stress the importance of considering transportation costs in affordability analyses, because many households relocate to the outer edges of metro areas in search of affordable housing, thereby increasing their transportation costs to city or job centers. The Center for Neighborhood Technology publishes a Housing + Transportation Affordability Index, providing a ready-made data source for assessing the possible transportation cost burdening of residents (see Exhibit 20).

Study Area households experience greater housing and transportation cost burdens than the County.

In the Study Area, a "typical" household earning 100% of AMI would spend 53% of its income on housing and transportation costs. A household earning 80% of AMI would spend 62% of its income on these necessities.

Exhibit 20. Housing + Transportation Costs as a Percent of Household Income, Unincorporated Vancouver UGA and Clark County, 2017

Source: Center for Neighborhood Technology, https://htaindex.cnt.org/.

Jurisdiction	H+T Costs as % of income (100% of AMI)	H+T Costs as % of income (80% of AMI)
Uninc. Vancouver UGA	53%	62%
Clark County	45%	52%

Employment and Transportation

This section provides a summary of employment for the Study Area, compared to Clark County. The analysis uses two-digit data from the U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) Origin-Destination Employment Statistics (LODES) data.

Importantly, this section presents data about employment change by industry and median salaries by industry. This data matters to the overall analysis as household income and earnings are intrinsically linked to households' ability to pay for housing.

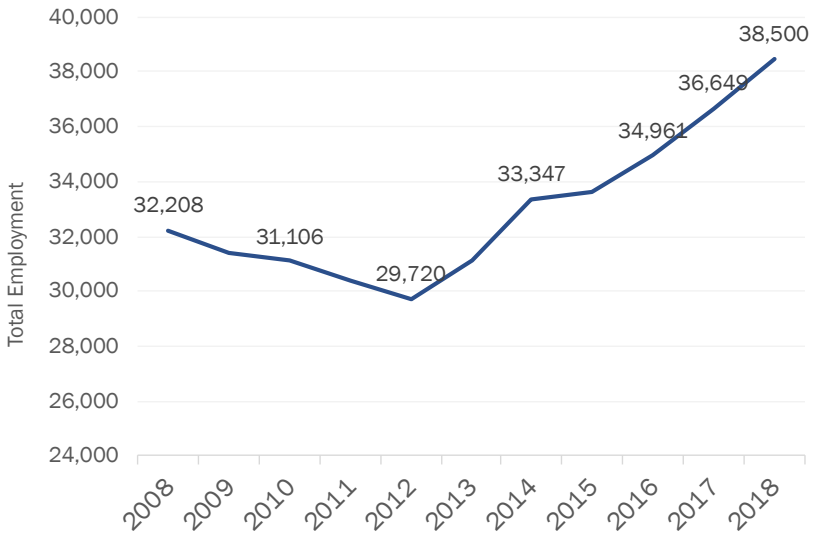
Since 2012, the Study Area has seen an increase in employment.

Employment trends in the Study Area improved from 2012 to 2018. In this time, jobs increased by 8,780 (30% change).

Prior to 2012, the Study Area experienced a decline in employment by about 2,488 jobs, from 2008 to 2012.

Exhibit 21. Employment Trends (Number of People Employed within the Study Area), Unincorporated Vancouver UGA, 2008 through 2018

Source: LODES.



Understanding the makeup of the Study Area's employment base can help the County to understand the residents that will need housing in the future. The employment estimates presented in Exhibit 22 show the total number of residents working in each two-digit NAICS sector in the Study Area and Clark County in 2008 and 2018.

Between 2008 to 2018, employment in the Study Area increased by 6,292 jobs (which represented 21% of total job growth in Clark County overall). The industries experiencing the most growth in the Study Area are (1) Educational Services and Health Care and Social Assistance, (2) Professional, Scientific, Management, Administrative, and Waste Management Services, and (3) Arts, Entertainment, Recreation, Accommodations, and Food Services. Combined, these three sectors added 4,436 jobs to the Study Area between 2008 and 2018.

Exhibit 22. Employment by Industry in Study Area, 2008 and 2018
Source: LODES.

Industry	Uninc. Vancouver UGA			
	2008	2018	Change	
			#	%
Educational Services, Health Care, Social Assistance	7,405	9,920	2,515	34%
Retail Trade	5,203	5,680	477	9%
Construction	4,931	5,398	467	9%
Arts, Entertainment, Recreation, Accommodation, Food Services	3,055	4,004	949	31%
Professional, Scientific, Mngmt, Administrative, Waste Mngmt	3,022	3,994	972	32%
Manufacturing	2,082	2,355	273	13%
Wholesale Trade	1,403	2,047	644	46%
Transportation, Warehousing, Utilities	1,011	1,355	344	34%
Other Services, Except Public Administration	1,689	1,610	(79)	-5%
Finance, Insurance, Real Estate, Rental, Leasing	1,439	1,282	(157)	-11%
Information	552	489	(63)	-11%
Agriculture, Forestry, Fishing, Hunting, Mining	285	192	(93)	-33%
Public Administration	131	174	43	33%
Total	**32,208**	**38,500**	**6,292**	**20%**

Many of the jobs in the Study Area are middle-income jobs, with a median salary around 60% of AMI.

About 38,500 people are employed in the Study Area. The industries with the greatest number of people employed are (1) Educational Services and Health Care and Social Assistance, (2) Retail Trade, and (3) Construction. Combined, these sectors employed 20,998 people (about 55% of total employment in the Study Area).

Exhibit 23 shows that the industries with the largest median salaries in the Study Area are Public Administration ($71,300); Finance, Insurance, Real Estate, Rental, and Leasing ($68,400); and Wholesale Trade ($64,200). These industries have comparatively fewer employees than other industries with lower median earnings.

Exhibit 23. Median Salary by Industry (with AMI, Housing Cost, Employment), Unincorporated Vancouver UGA, 2018

Source: U.S. Census 5-Year ACS, 2014-2018. Note: AMI category comparisons are based on $87,900 (100% AMI) in 2019.

Industry	Median Salary	% of AMI	Monthly Affordable Housing Cost (based on med. salary)	% of people employed (2018)
Public Administration	$71,259	81%	$1,781	0.5%
Finance, Insurance, Real Estate, Rental, Leasing	$68,411	78%	$1,710	3%
Wholesale Trade	$64,200	73%	$1,605	5%
Transportation, Warehousing, Utilities	$62,578	71%	$1,564	4%
Information	$60,953	69%	$1,524	1%
Manufacturing	$60,216	69%	$1,505	6%
Professional, Scientific, Mngmt, Administrative, Waste Mngmt Services	$58,224	66%	$1,456	10%
Construction	$54,792	62%	$1,370	14%
Educational Services, Health Care, Social Assistance	$53,447	61%	$1,336	26%
Agriculture, Forestry, Fishing, Hunting, Mining	$41,823	48%	$1,046	0.5%
Other Services, Except Public Administration	$41,477	47%	$1,037	4%
Retail Trade	$35,313	40%	$883	15%
Arts, Entertainment, Recreation, Accommodation, Food Services	$32,792	37%	$820	10%

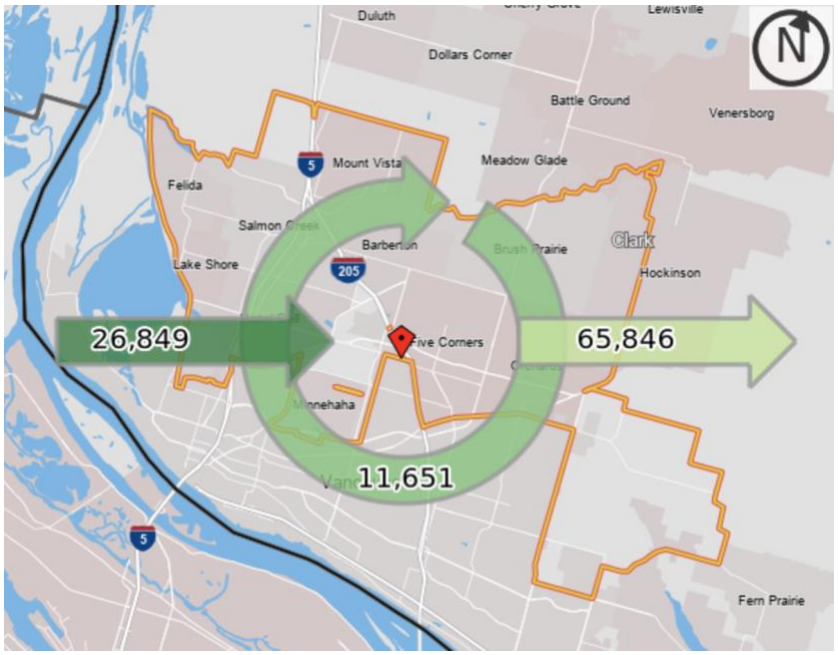
Most people commute out of the Study Area for work.

About 38,500 people work in the Study Area. A majority of these people (70%) commute into the Study Area for work.

About 65,846 people live in the Study Area but commute outside of the Study Area for work.

Exhibit 24. Commuting Flows, Unincorporated Vancouver UGA, 2018

Source: LODES.

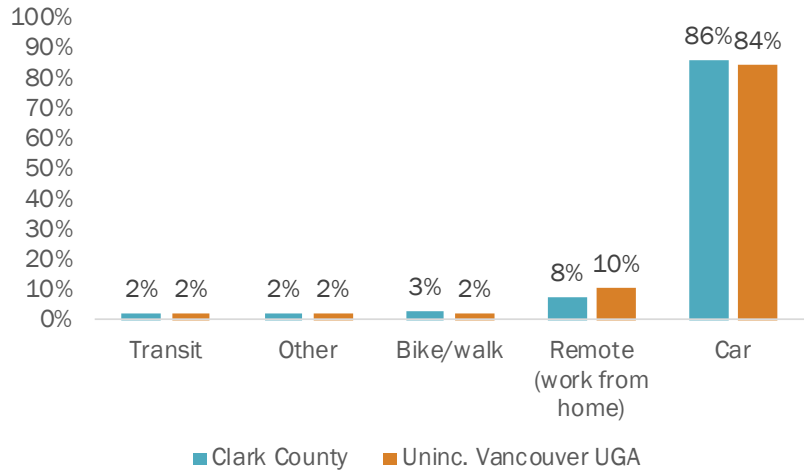


Like Clark County as a whole, the majority of people living in the Study Area commute to work by car.

A more granular assessment of the data finds that commuting by car is the dominant form of transportation for all racial and ethnic groups in the Study Area and in Clark County as a whole.

Exhibit 25. Commute Mode, Unincorporated Vancouver UGA and Clark County, 2019

Source: U.S. Census PUMS, 2019. Note: The 'Other' category includes options such as taxi/rideshare and motorcycle.



The need to commute out of the Study Area increases transportation expenses for Study Area households, resulting in less disposable income for other essential needs.

When few jobs or services are accessible within a reasonable commute time to the average resident, wages can stagnate and prices increase due to lack of competition, further exacerbating transportation and housing cost burdens.

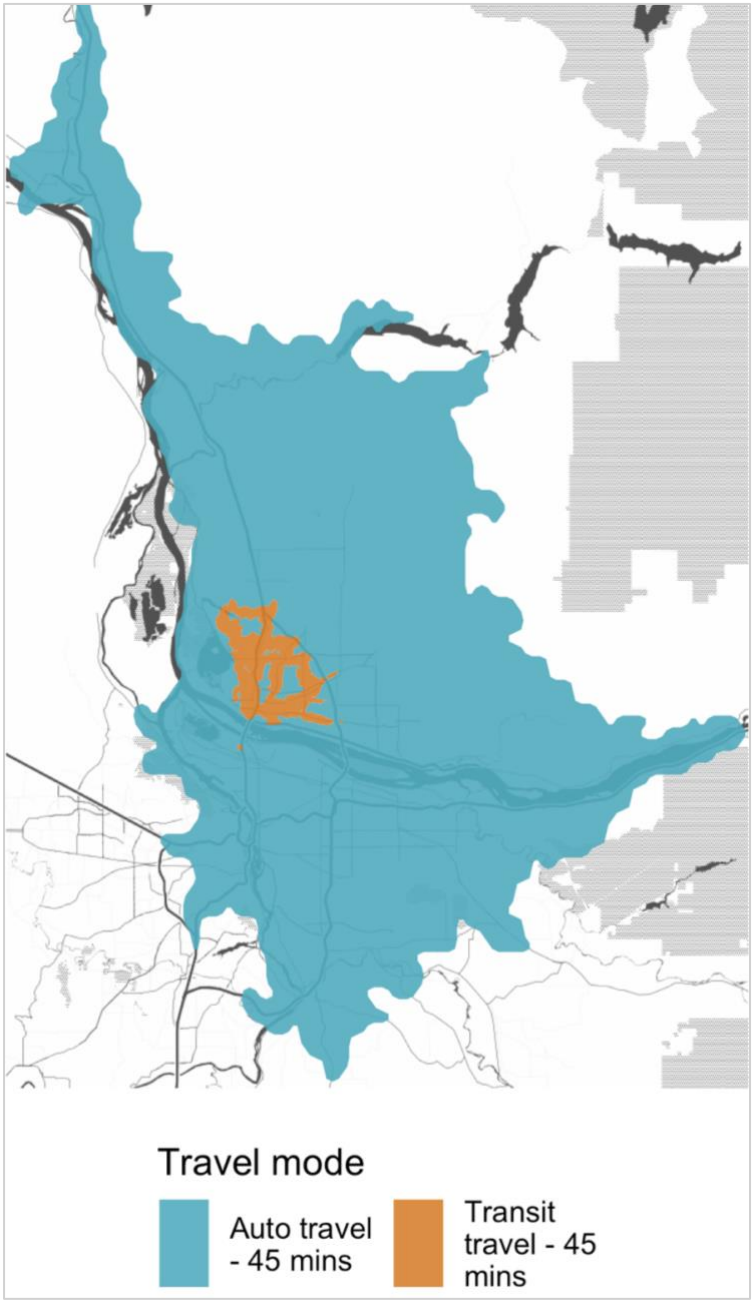
Exhibit 26 illustrates areas accessible by transit and by car (within a 45-minute trip) for the average person living with the Study Area.[14]

Methodology: [15] Access to employment is measured for both transit and auto use, using a preset limit of 45 minutes to generate isochrones (travel sheds). ESRI Services is used to create drive-time isochrones, simulating traffic conditions typical of 8:00AM, Wednesday. Transit isochrones are created using OpenTripPlanner and the current, consolidated GTFS (General Transit Feed Specification) schedule databases for C-TRAN and TriMet.

Job totals are derived from the US Census' 2018 LODES database, joined to census block geometries.

Exhibit 26. Travel Shed for the Average Person Living in the Study Area

Source: Trimet, C-TRAN, OpenStreetMap, HERE, US Census Bureau.



[14] This exhibit shows areas within a 45-minute trip at a point in time, as determined by ESRI. This study acknowledges that traffic congestion at peak hours may—and often will— reduce the displayed travel shed within

There are few industries in the Study Area that have jobs accessible by transit.

Based on analysis conducted and displayed in Exhibit 26, few industries with workplaces are accessible by transit. Those that are have few jobs in the Study Area: Utilities (11% of total jobs) and Public Administration (7%).

The industries with the largest share of jobs accessible by car are Transportation and Warehousing (79% of total jobs), Utilities (74%), Health Care and Social Assistance (74%), and Real Estate / Rental and Leasing (72%).

Exhibit 27. Access to Employment—Travel Shed, Percent of Jobs Accessible to the Average Person Living in the Study Area, by NAICS Sector
Source: LODES.

NAICS Sector	Total Regional Jobs	Jobs Accessible by Car (45-minutes)		Jobs Accessible by Transit (45-minutes)	
		Jobs	% of Jobs	Jobs	% of Jobs
Health Care and Social Assistance	144,838	107,685	74.3%	5,013	3.5%
Manufacturing	113,657	56,451	49.7%	1,208	1.1%
Retail Trade	108,736	69,138	63.6%	3,838	3.5%
Educational Services	89,768	61,898	69.0%	1,697	1.9%
Accommodation and Food Services	86,853	59,489	68.5%	2,521	2.9%
Professional, Scientific, and Technical Service	77,130	53,509	69.4%	1,381	1.8%
Construction	67,118	41,436	61.7%	1,359	2.0%
Administrative and Support and Waste	62,247	35,199	56.5%	1,206	1.9%
Wholesale Trade	56,573	36,188	64.0%	796	1.4%
Finance and Insurance	43,396	28,133	64.8%	755	1.7%
Other Services (except Public Administration)	40,890	26,434	64.6%	916	2.2%
Management of Companies and Enterprises	40,122	24,451	60.9%	228	0.6%
Transportation and Warehousing	39,421	31,187	79.1%	517	1.3%
Public Administration	30,312	20,221	66.7%	1,976	6.5%
Information	26,306	16,370	62.2%	555	2.1%
Real Estate and Rental and Leasing	19,315	13,942	72.2%	673	3.5%
Arts, Entertainment, and Recreation	17,239	10,823	62.8%	249	1.4%
Agriculture, Forestry, Fishing and Hunting	7,887	1,540	19.5%	30	0.4%
Utilities	5,804	4,266	73.5%	631	10.9%
Mining, Quarrying, and Oil and Gas Extraction	546	174	31.9%	0	0.0%

this threshold of time. In addition, some people in the Study Area commute further distances than what is captured in the exhibit.

[15] To determine the "average commuter," ECONorthwest generated transit isochrones from every active transit stop in the Study Area. Each stop is weighted by the population within a half-mile of the stop (a straight distance, using ACS 2014-2018 five-year estimates). The weighted average number of jobs within the isochrones was taken as the "average commuter's" job access. Auto isochrones are handled in a similar manner, generated from the centroid of each block group in the Study Area, and weighted by that block group's population (using ACS 2014-2018 5-year estimates).

Housing Inventory

As of 2020, the Study Area has 60,093 dwelling units in its housing stock. About 33% of the Study Area's housing units were built in the 1990s or earlier and about 76% of the Study Area's housing stock is single-family detached housing. In addition to these characteristics, the majority of the Study Area's occupied housing stock is occupied by homeowners (73%).

In this document, we use HUD's Median Family Income (MFI) and Area Median Income (AMI) interchangeably. AMI and MFI were $87,900 in 2019 for a family of four for the Portland-Vancouver-Hillsboro, OR-WA MSA (which includes Clark County).

The Study Area has 1,520 regulated affordable housing units, which are typically restricted to households earning less than 60% or 80% of MFI. Given the limited supply of these units, households at these income levels must compete for older, lower cost, and lower amenity market rate housing. A household earning 80% of Clark County's AMI for a family of four[16] (about $70,300) can afford a monthly rent of about $1,760 without being cost-burdened, and there is little housing available at this price point (e.g., about 8,177 multifamily units), particularly units with multiple bedrooms. This memorandum discusses housing affordability in greater detail in later subsections.

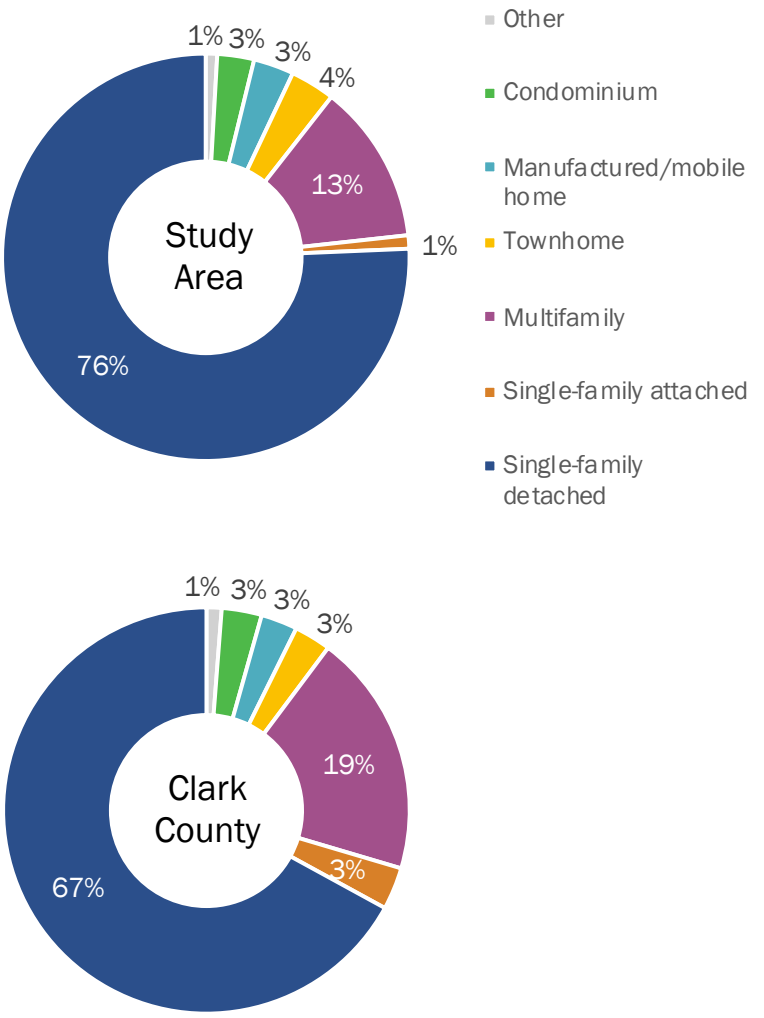
[16] The U.S. Department of Housing and Urban Development determines MFI thresholds for families of various sizes, not just families of four. These thresholds can be searched for and viewed here: https://www.huduser.gov/portal/datasets/il.html.

The majority of housing units in the Study Area are single-family units.

Three quarters of the Study Area's housing stock comprised single-family detached housing. Multi-family housing makes up the next largest housing type with 13%.

Note: These housing types are defined in Appendix B.

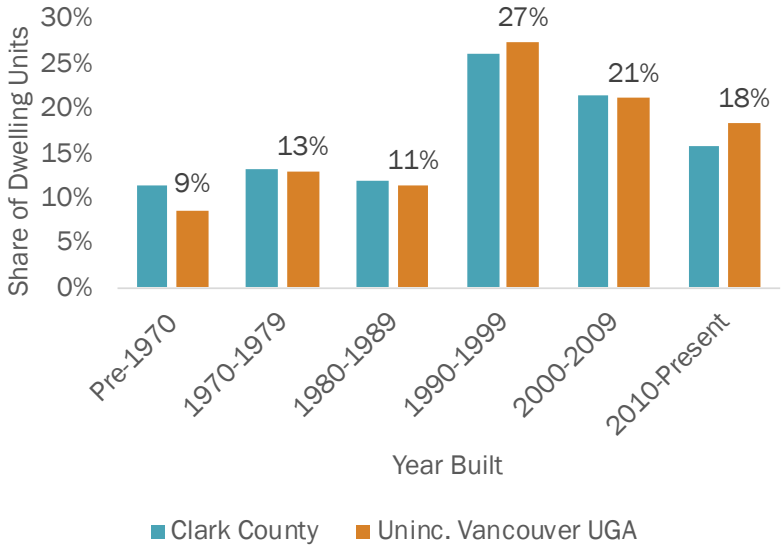
Exhibit 28. Housing Units by Type, Unincorporated Vancouver UGA and Clark County, 2020
Source: Clark County Assessor, 2020.



The majority of housing units in the Study Area were built after 1990.

About a third of the Study Area's housing stock (of any type) was built before 1990, 49% between 1990 and 2009, and 18% in 2010 and after.

Exhibit 29. Housing Units by Age of Structure, Unincorporated Vancouver UGA and Clark County, 2019
Source: Clark County Assessor, 2020.

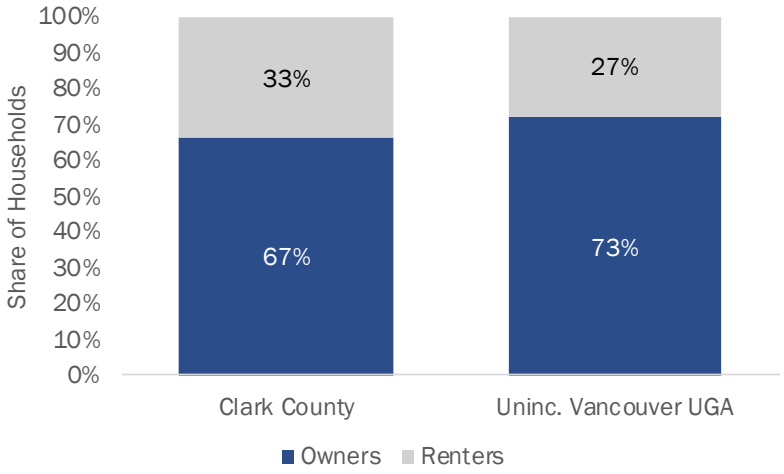


Most homes in the Study Area are owner-occupied.

About 73% of homes in the Study Area are owner-occupied and 27% are renter-occupied.

In Clark County, about 66% of homes are owner-occupied and 34% are renter-occupied. Thus, the Study Area has higher homeownership rate than the County.

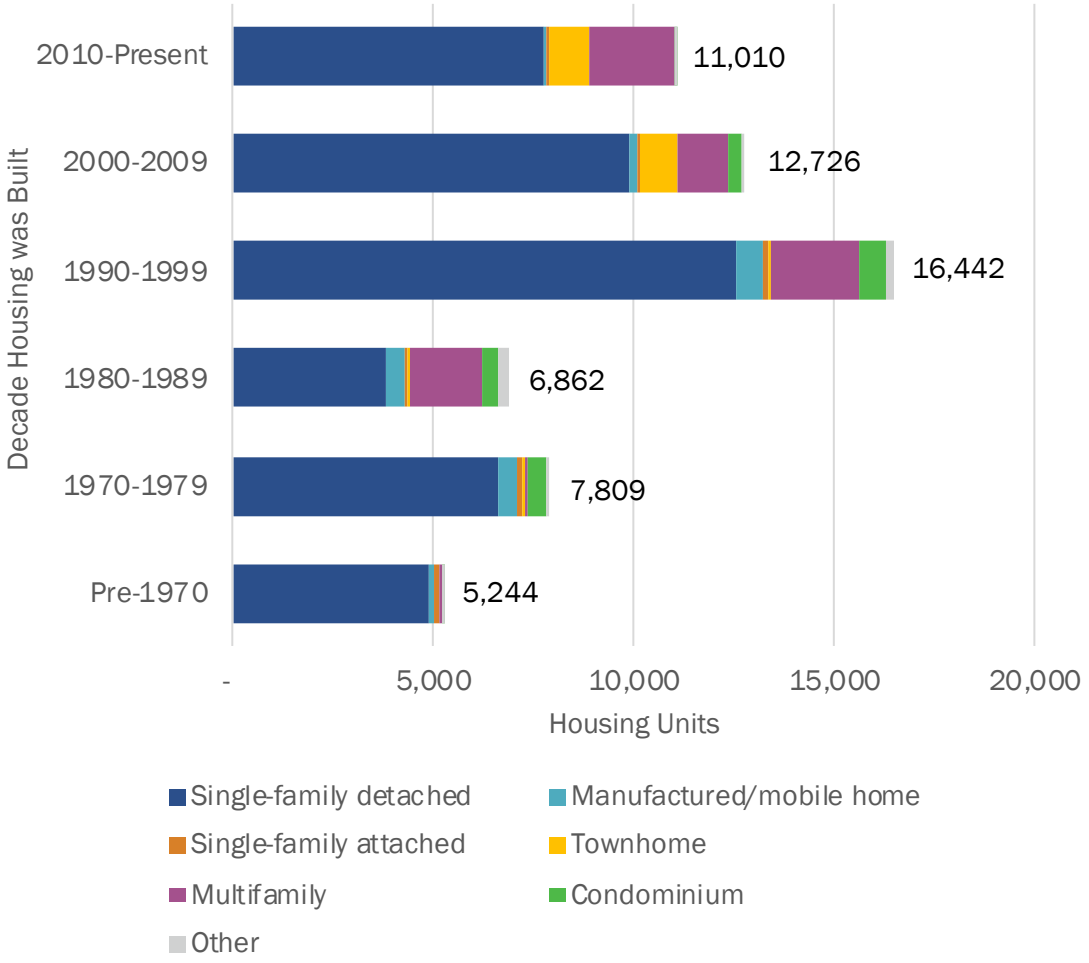
Exhibit 30. Occupied Housing by Tenure, Unincorporated Vancouver UGA and Clark County, 2019
Source: U.S. Census 5-Year ACS, 2014-2018.



Multifamily units and townhomes tend to be newer, while single-family units have been built more steadily over time.

Since 2000, about 23,700 new housing units were built in the Study Area. Of these units, 74% are single-family detached, 14% are multifamily, 8% are townhomes, and 3% are some other housing type (e.g., manufactured/mobile homes, single-family attached homes, condominiums, and "other").

Exhibit 31. Housing Units by Type and Age, Unincorporated Vancouver UGA, 2020
Source: Clark County Assessor, 2020.



Most of the land in the Study Area designated for residential uses has an urban low density designation, and single family homes are the main type of housing built in both low density and medium density residential areas.

The majority of the Study Area's housing units (73%) and acreage (59%) have an Urban Low Density Residential comprehensive plan designation (UL). Combined, the Urban Medium Density Residential (UM) and Urban High Density Residential (UH) comprehensive plan designations make up 7% of the acreage of the Study Area and 24% of housing units.

Exhibit 32. Housing Units and Acres by Land Use, Unincorporated Vancouver UGA and Clark County, 2020
Source: Clark County Assessor, 2020.

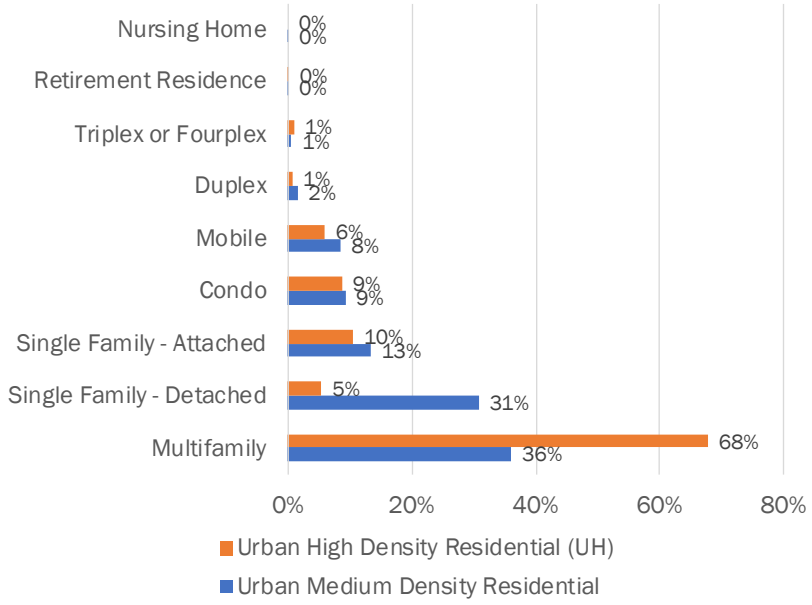
Comprehensive Plan Designation	Housing Units	Share of Housing Units (%)	Acres	Share of Acres (%)
Urban Low Density Residential (UL)	44,612	73%	19,850	59%
Urban Medium Density Residential (UM)	8,892	15%	1,738	5%
Urban High Density Residential (UH)	5,555	9%	662	2%
Other	2,020	3%	11,328	34%
TOTAL	**61,079**	**100%**	**33,578**	**100%**

Note: The "Other" designation in Exhibit 32 includes all other comprehensive plan designations within the Study Area that are not UL, UM or UH.

Of the 8,892 housing units developed in the Urban Medium Density Residential designation, 36% are multifamily and 44% are single family homes.

Of the 5,555 housing units developed in the Urban High Density Residential designation, 68% are multifamily and 15% are single family homes.

Exhibit 33. Housing Units by Land Use, Urban High Density and Urban Low Density, Unincorporated Vancouver UGA, 2020
Source: Clark County Assessor, 2020.



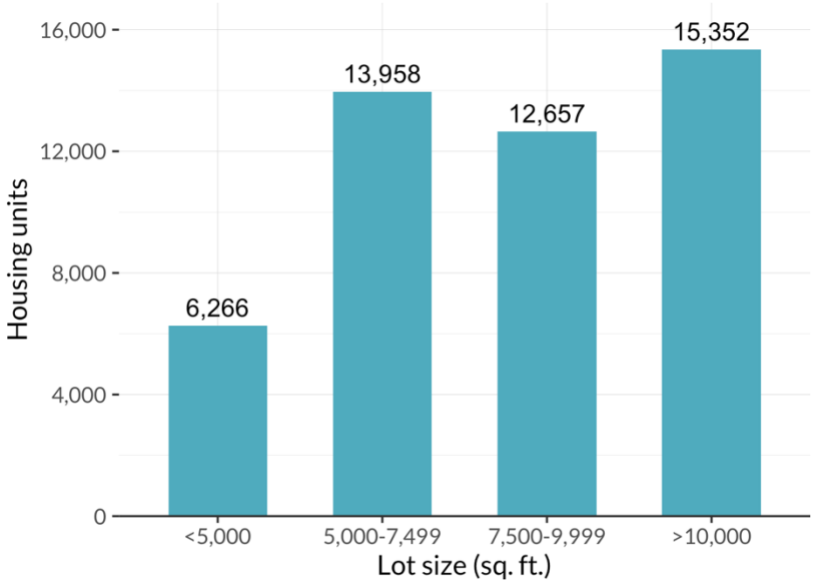
About 87% of the Study Area's single-family housing stock is located on lots greater than 5,000 square feet in size.

When limiting the Study Area to just single-family detached and single-family attached housing, and breaking parcels down by lot sizes typically used in local zoning regulations, the largest share (32%) of units is located on lots larger than 10,000 sq. ft.

Small lots, those less than 5,000 sq. ft., accounted for 13% of the Study Area's single-family units.

Exhibit 34. Housing Units by Lot Size, Single-Family Detached and Single-Family Attached Parcels, Unincorporated Vancouver UGA, 2020

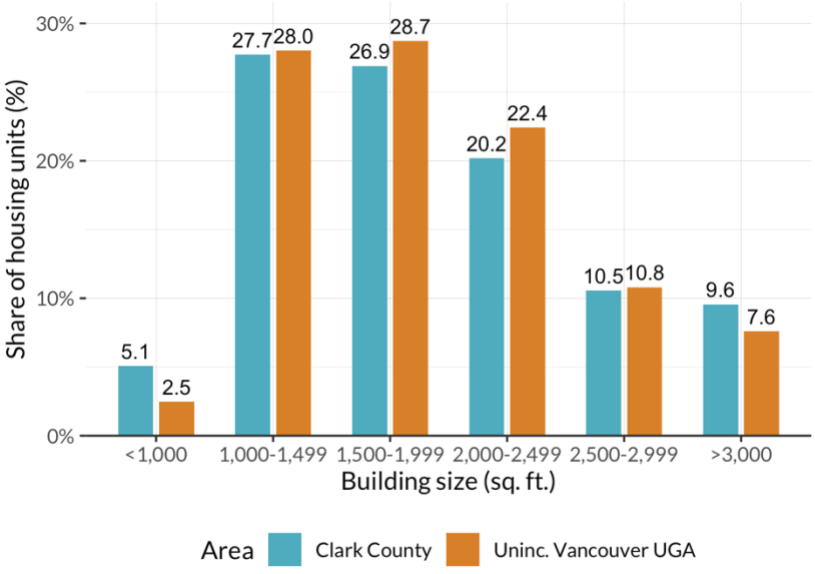
Source: Clark County Assessor, 2020.



The majority of the Study Area's single-family housing units (57%) are between 1,000 and 2,000 square feet.

Exhibit 35. Single-Family Housing Units by Square Footage, Unincorporated Vancouver UGA and Clark County, 2020

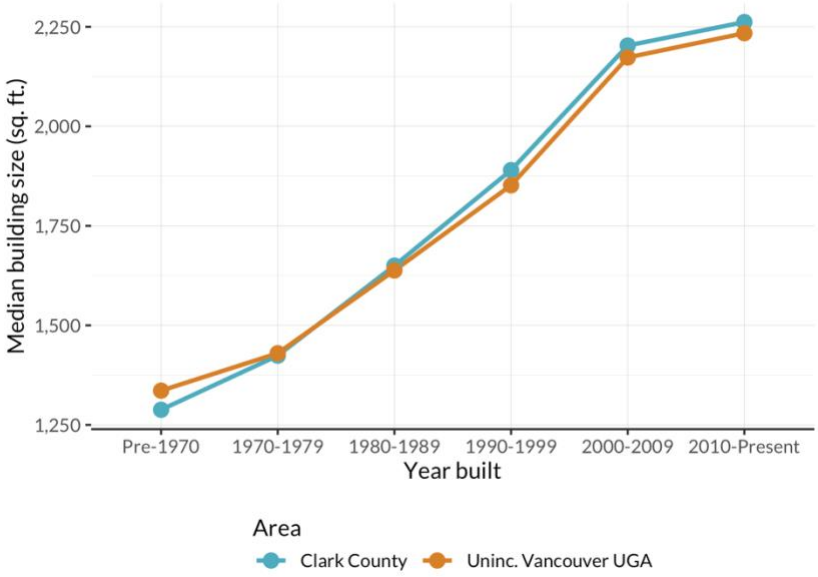
Source: Clark County Assessor, 2020.



The median single-family detached house in Clark County and the Study Area has grown by just under 1,000 sq. ft. since around the 1960s, from just over 1,250 feet to around 2,250 sq. ft.

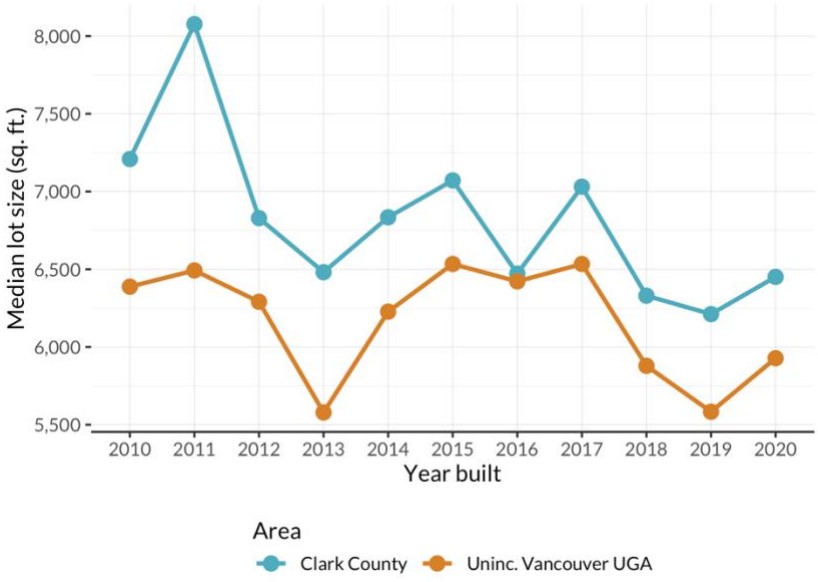
Exhibit 36. Median Building Size of Single-Family Detached Housing, Unincorporated Vancouver UGA and Clark County, Pre-1970 to 2020

Source: Clark County Assessor, 2020.



The median single-family detached lot size in the Study Area has fluctuated over the last 10 years, with a slight overall decrease to around 6,000 square feet. Median single-family detached lot sizes in Clark County, by comparison, have shown a slightly more pronounced decrease in the last 10 years, from around 7,500 square feet in 2010 to 6,500 square feet in 2020.

Exhibit 37. Median Lot Size of Single-Family Detached Housing, Unincorporated Vancouver UGA and Clark County,

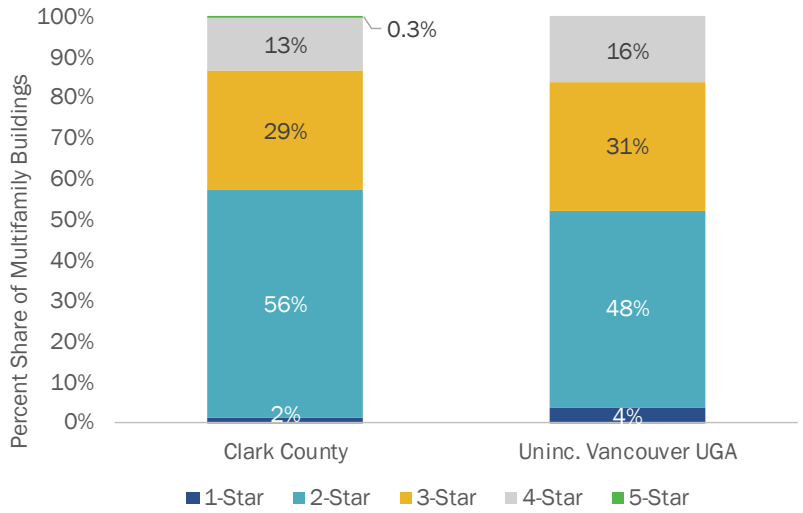


The Study Area's multifamily housing stock quality ranges from mid-range to higher-end, with just 4% of the Study Area's multifamily developments rated as functionally obsolete.

Compared to the County, the Study Area has a greater share (47% compared to 42%) of units rated with three stars or above.

Exhibit 38. Multifamily Housing Quality (Share of Costar Inventory by Costar Star Rating[17]), Unincorporated Vancouver UGA and Clark County, 2020

Source: CoStar.



About 76% of regulated affordable units in the Study Area are one- and two-bedroom units.

Exhibit 39. Regulated Affordable Units, Unincorporated Vancouver UGA and Clark County, 2020

Source: Washington State Housing Finance Commission, Vancouver Housing Authority, U.S. Department of Housing and Urban Development, and U.S. Department of Agriculture.

	Clark County		VUGA	
	#	%	#	%
Studio units	666	12%	118	8%
1-bedroom units	2,551	44%	551	36%
2-bedroom units	1,826	32%	708	47%
3-bedroom units	614	11%	120	8%
4-bedroom units	110	2%	23	2%
Total	**5,767**	**100%**	**1,520**	**100%**

[17] CoStar ratings consider design, amenities, certification, and landscaping among other factors—as assessed by CoStar. A five-star building represents the luxury end of multifamily buildings defined by finishes, amenities, the overall interior/exterior design and the highest level of specifications for its style (garden, low-rise, mid-rise, or high-rise). Four-star buildings are constructed with higher end finishes and specifications, providing desirable amenities to residents and are designed/built to competitive and contemporary standards. Three-star buildings are likely smaller and older with less energy-efficient and controllable systems, have average finishes, a layout conducive to compact lifestyle, and have few on-site shared facilities and spaces. Two-star buildings have small, adequate windows, average aesthetics, purely functional systems, and below-average finishes and use of space with one or no on-site shared facilities. One-star buildings are practically uncompetitive with respect to typical multifamily investors, may require significant renovation, and are possibly functionally obsolete.

Of the Study Area's regulated affordable units with known affordability characteristics (1,194 units), most (85%) are affordable to households earning 60% of AMI, suggesting a highly limited supply of housing for households that are very low- and extremely low-income.

Of Clark County's regulated affordable units with affordability characteristics (4,419 units), most (75%) are affordable to households earning 60% of AMI.

Exhibit 40. Regulated Affordable Units by AMI, Unincorporated Vancouver UGA, 2020

Source: Washington State Housing Finance Commission, Vancouver Housing Authority, U.S. Department of Housing and Urban Development, and U.S. Department of Agriculture.

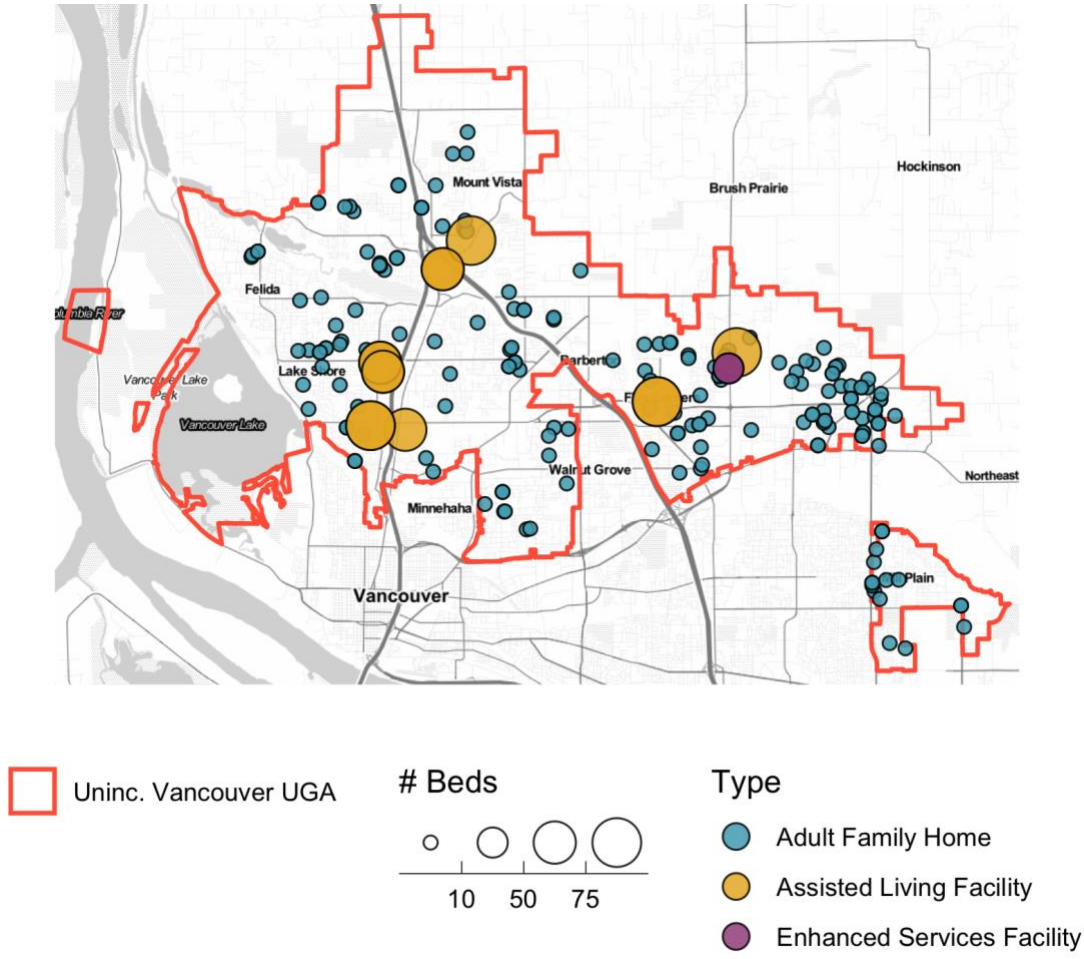
Note: Housing totals in Exhibit 40 do not sum to totals in Exhibit 39 as affordability levels are not known for each regulated affordable housing development.

Percent of AMI	Income Level	Regulated Affordable Housing			
		Clark County		VUGA	
		Units	% of Total	Units	% of Total
30% AMI	$26,370	242	5%	39	3%
35% AMI	$30,765	-	0%	-	0%
40% AMI	$35,160	74	2%	15	1%
45% AMI	$39,555	15	0%	-	0%
50% AMI	$43,950	779	18%	125	10%
60% AMI	$52,740	3,309	75%	1,015	85%
Total	-	4,419	100%	1,194	100%

In addition to the supply of regulated affordable housing, the Study Area had 1,186 housing choice voucher recipients in 2020.

The Study Area has 219 adult family home facilities (with 1,220 licensed beds), 18 assisted living facilities (with 1,431 licensed beds), and three enhanced services facilities (with 36 licensed beds).

Exhibit 41. Long-Term Care Units, Unincorporated Vancouver UGA, 2020
Source: Washington Geospatial Open Data Portal. DSHS Long Term Care - Residential Care. 2020.
https://geo.wa.gov/datasets/12cacca85238434b9bf54f8e47ece35f_1

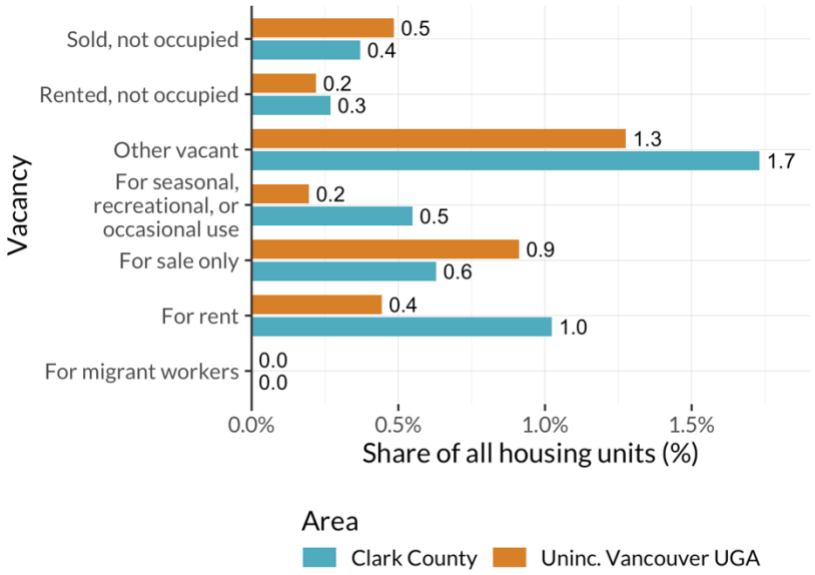


Housing Market Conditions

Both the Study Area and County have relatively few vacant units.

Vacant units comprised 3.5% of the Study Area's housing stock and 4.6% of Clark County's housing stock.

Exhibit 42. Vacancy Rates, Unincorporated Vancouver UGA and Clark County, 2018
Source: U.S. Census 5-Year ACS, 2014-2018.



Rents have increased steadily in the Study Area since 2010.

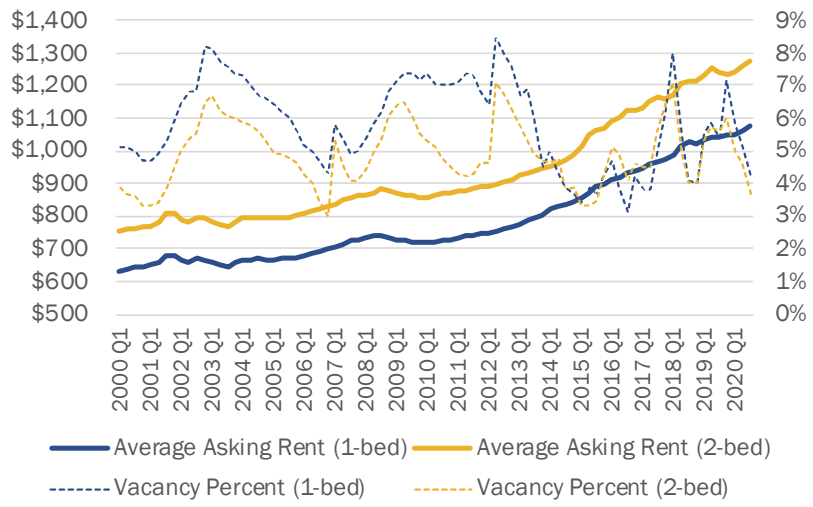
Between 2010 and 2020, average rents in the Study Area for one- and two-bedroom units increased at an average annual growth rate of about 4% (compared to 1.2% in 2000 to 2010).

The average asking rent for a one-bedroom unit in a multifamily structure is $1,074, which is affordable to a household earning $42,960.

The average asking rent for a two-bedroom unit in a multifamily structure is $1,276, for a two-bedroom unit, which is affordable to a household earning $51,040.

Between 2015 and 2020, the average asking rent for a 1-bedroom multifamily unit increased by $186 (21% change). In this period, the average asking rent for a 2-bedroom multifamily unit increased by $216 (20% change).

Exhibit 43. Quarterly Average Asking Rental Rates for Multifamily Units, Unincorporated Vancouver UGA, 2000 Q1 through 2020 Q3
Source: CoStar.



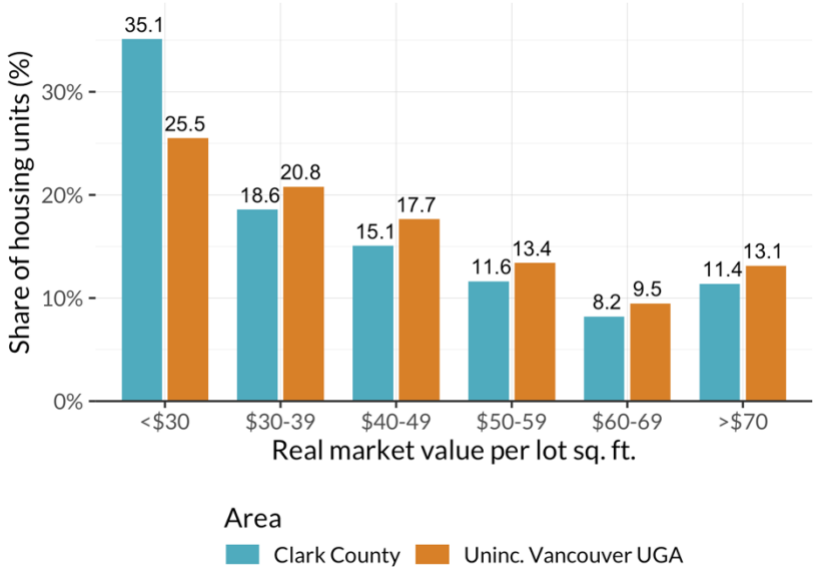
Like in Clark County, home prices in the Study Area are increasingly out of reach for middle income households looking to buy.

The real market value of single-family housing in the Study Area is greater than in Clark County when normalized by lot square footage.

The Study Area has a larger share of single-family housing units valued more than $30 per square foot compared to the County overall.

Exhibit 44. Single-Family Housing Units by Real Market Value per Lot Square Foot, Unincorporated Vancouver UGA and Clark County, 2020

Source: Clark County Assessor, 2020.



Median home sales prices in the Study Area have roughly kept pace with prices in Clark County, and have risen since 2017.

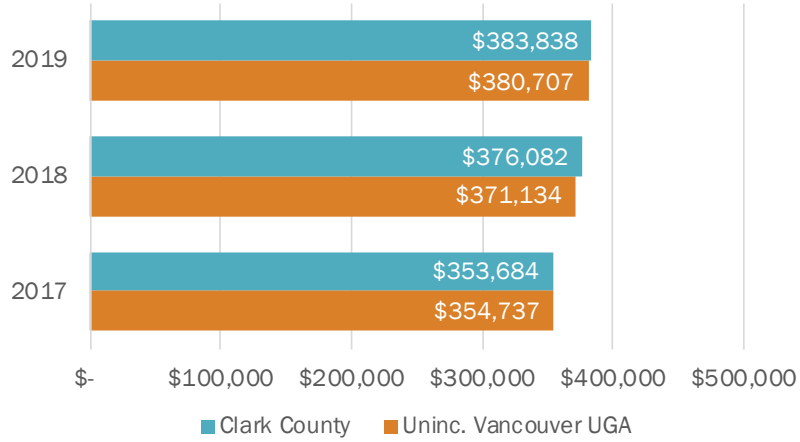
As of 2019, the median price of a home in the Study Area was about $381,000. This price is approximately affordable to a household earning about $109,000 to $127,000 per year (about 124% to 144% of AMI).

Between 2017 and 2019, the median home sale price of single-family detached homes in the Study Area increased by $25,970.

Exhibit 45. Median Home Sales Price (Single-Family Detached Units), Unincorporated Vancouver UGA and Clark County, 2017 to 2019

Source: Clark County Assessor, 2020.

Note: Prices are inflation-adjusted to 2020 dollars, and properties must have had a minimum sale price of $100,000 to be considered a market-representative transaction.



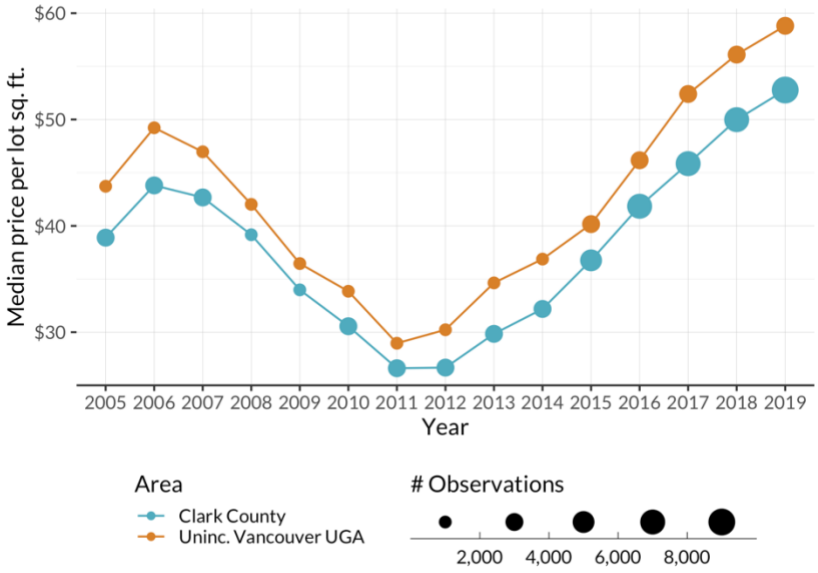
The median sale price per lot square foot of single-family homes decreased between 2008 and 2011 (during the recession) and has increased since 2011.

In the Study Area, the median home sale price per lot square foot increased from $28.96 in 2011 to $58.81 in 2019.

Exhibit 46. Median Home Sales Price per Lot Square Foot (Single-Family Detached Units), Unincorporated Vancouver UGA and Clark County, 2005 through 2019

Source: Clark County Assessor, 2020.

Note: Prices are inflation-adjusted to 2020 dollars, and properties must have had a minimum sale price of $100,000 to be considered a market-representative transaction.



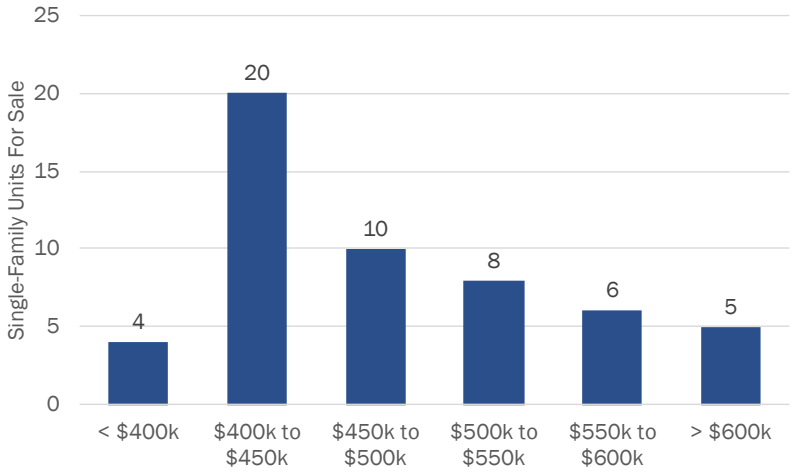
Most single-family units that are for sale in the Study Area cost $400,000 or more, which is unaffordable to many potential homebuyers.

Of the 53 single-family homes for sale in the Study Area in December 2020, asking prices ranged from $389,900 to $689,900.

The average asking price was $485,657. This price is generally affordable to a household earning between $138,700 and $161,900 (about 158% to 184% of AMI).

Exhibit 47. Single-Family Residences for Sale by Price, Unincorporated Vancouver UGA, December 2020

Source: Redfin.



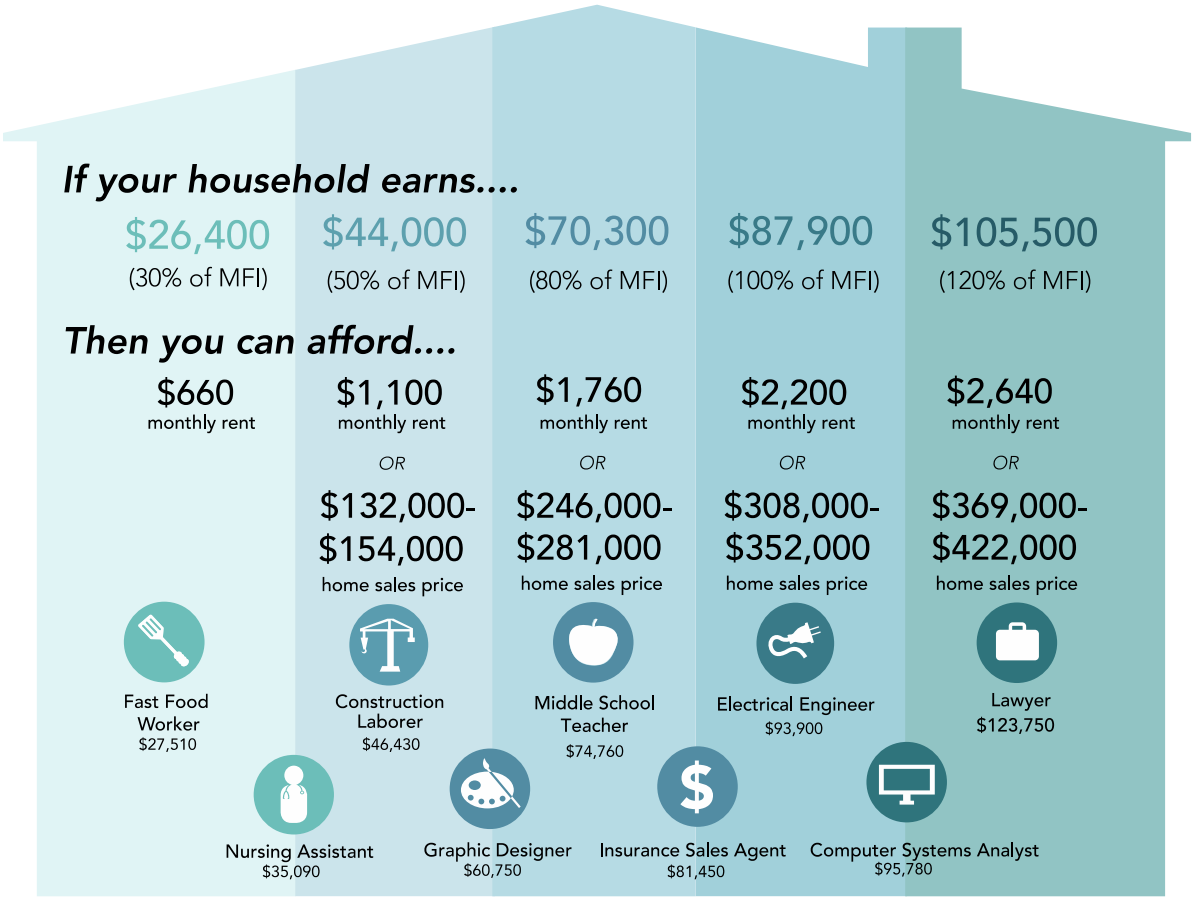
Households at the lower and middle part of the income spectrum often have no choice but to pay increasingly higher rents, because homeownership is out of reach.

Another way to look at housing affordability is to assess affordable housing costs for the broader region. For example, a household earning median family income for Clark County and the entire Portland Metropolitan Region ($87,900) can afford a monthly rent of about $2,200 or a home roughly valued between $308,000 and $352,000.

Exhibit 48. Financially Attainable Housing, by Median Family Income (MFI) for Clark County and the Portland Metropolitan Region ($87,900), 2019

Source: U.S. Department of Housing and Urban Development, Clark County and the Portland Metropolitan Region, 2019. Oregon Employment Department.

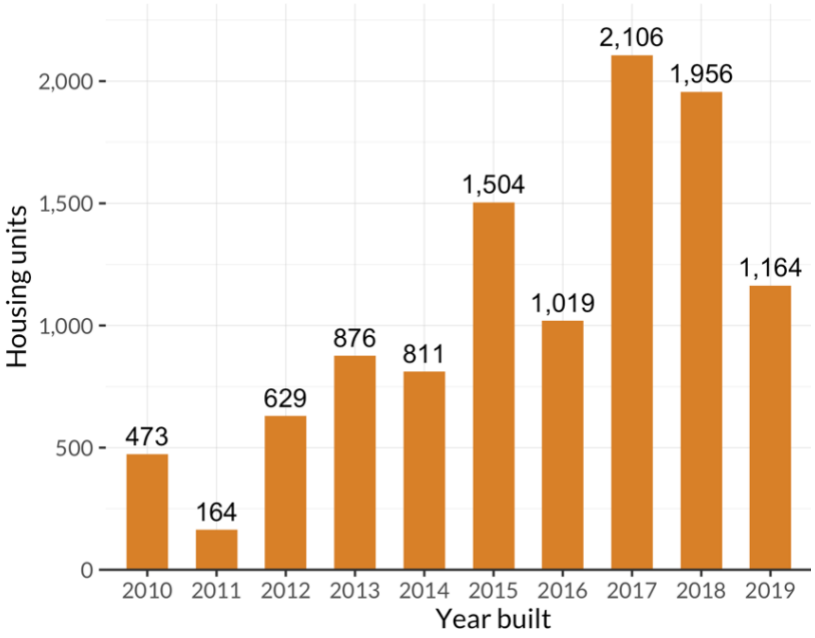
Notes: (1) MFI is Median Family Income for a Family of 4, (2) the assumed affordable monthly rent is 30% of a family's monthly salary, and (3) an affordable home sale price is assumed to be 3 to 3.5 times MFI at 50% of MFI and 3.5 to 4 times MFI at 80%, 100%, and 120% of MFI.



The Study Area has seen increased housing construction activity.

The Study Area has seen an increase in housing production, from a low of 164 units in 2011 (during the Great Recession) to a high of 2,106 units per year in 2017.

Exhibit 49. Housing Units Constructed by Year in the Unincorporated Vancouver UGA, 2010 through 2019
Source: Clark County Assessor, 2020.



Market-Rate Affordable Housing Supply

In addition to the 1,520 units of regulated affordable housing, the Study Area also has some market-rate rental units that are affordable to households at the lower end of the income spectrum.[18] These units are sometimes called NOAHs, or Naturally Occurring Affordable Housing (see sidebar). This section identifies the Study Area and Clark County's supply of affordable housing, including housing that is affordable without government subsidy.

NOAHs are units that are affordable to households earning less than 80% of AMI but are unregulated and unrestricted by government programs. NOAH units are an important part of a community's housing stock but can be at risk of dramatic price increases because they are not regulated.

There is a low supply of housing units affordable to households at the lowest end of the income spectrum, and few of these units are larger than two bedrooms.

The Study Area is home to about 25% of the NOAH units in the County. Of the 3,747 units affordable to households earning less than 80% of AMI ($70,320) in the Study Area, about one third are affordable to household earning 50% of AMI ($43,950) or less (1,247 units). The other two thirds of NOAH units (2,500 units) are affordable to households earning between 50% and 80% of AMI.

Of the 3,747 NOAH units within the Study Area, most are two bedrooms or fewer. About 32% are studio or one-bedroom units, 53% are two-bedroom units, 12% are three-bedroom units, and 3% are 4-bedroom units. Exhibit 50 presents data on the Study Area's multifamily NOAH units (defined as units with a three-star rating in CoStar).

Multifamily units in the Study Area are an important source of naturally occurring affordable housing.

The multifamily housing stock in the Study Area totals 8,177 units. The majority of these units (71%) are affordable to households earning between 50% and 80% of AMI. Of the 8,177 multifamily NOAH units, 83% (6,828 units) are one-bedroom and two-bedroom units.

Exhibit 50. Multifamily Rental Housing Units Affordable by AMI, Unincorporated Vancouver UGA, 2020

Source: CoStar.

AMI Category	Income Range	Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom	Total
< 30% AMI	$26,370 or less	77	52	39	7	3	178
30% to 50% AMI	$26,370 to $43,950	218	1,036	700	33	15	2,002
50% to 80% AMI	$43,950 to $70,320	0	1,122	3,879	711	131	5,843
80% to 100% AMI	$70,320 to $87,900	0	0	0	154	0	154
100% to 120% AMI	$87,900 to $105,480	0	0	0	0	0	0
> 120% AMI	$105,480 or more	0	0	0	0	0	0
Total		**295**	**2,210**	**4,618**	**905**	**149**	**8,177**

[18] Households do not need to spend more than 30% of their income on housing for it to be affordable.

Future Housing Needs

This section identifies the housing costs that different households can afford, the existing housing available to meet those needs, and the gaps between what is available and what households can afford. A detailed explanation of our methodology is included in the inset "Calculating Underproduction and Housing Need." See page 7 for an explanation of the population forecast assumptions.

Clark County will need to plan for 13,281 new dwelling units within the Study Area through 2035 to address the Study Area's underproduction of housing and develop new housing demanded by population growth.

The unincorporated UGA's population is forecast to grow by 24,989 people by 2035, from 159,457 to 184,446 people (see page 7 for an explanation of the population forecast methods).

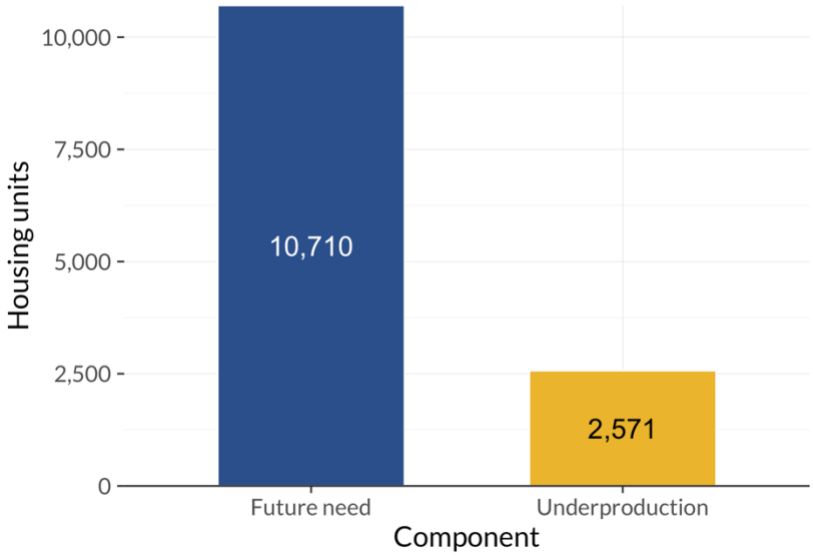
To accommodate new growth in the unincorporated UGA, the County will need to plan for 13,281 units by 2035:

- 10,710 housing units to meet the demand from new population growth
- 2,571 housing units to address past underproduction

Of the needed units in the Study Area, about 20% are intended to address current housing underproduction and 80% are intended to address future housing need.

To meet this need, developers in the Study Area would need to build an average of 885 new dwelling units annually over the next 15 years.

Exhibit 51. Existing Housing Underproduction and Forecasted Future Housing Need, Unincorporated Vancouver UGA, 2020 to 2035
Source: OFM SAEP, Clark County.



Note: Past underproduction is defined as the gap needed to be filled in order to bring the unincorporated UGA up to the same ratio of housing units to households for Clark County as a whole (about 1.03).

Exhibit 52. Total Needed Housing Units in Unincorporated Vancouver UGA by 2035
Source: OFM SAEP, Clark County, summary by ECONorthwest.

Underproduction (2020)		Future Need (2020-2035)		Total Needed Housing Units
2,571 units	+	**10,710 units**	=	**13,281 units**

Target: # units to achieve County average ratio

Key Assumptions:
- Housing-units-to households: 0.99 (Study Area), 1.03 (County average and target ratio)
- 2.66 persons-per-household ratio
- Clark County's OFM Small Area Estimate population estimate for 2020

Target: # units needed to achieve national target ratio

Key Assumptions:
- 1.14 housing-units-to households' target ratio (national average)
- 2.66 persons-per-household ratio
- Clark County's OFM Small Area Estimate 2020 population estimate
- Adopted 2035 population forecast for Clark County

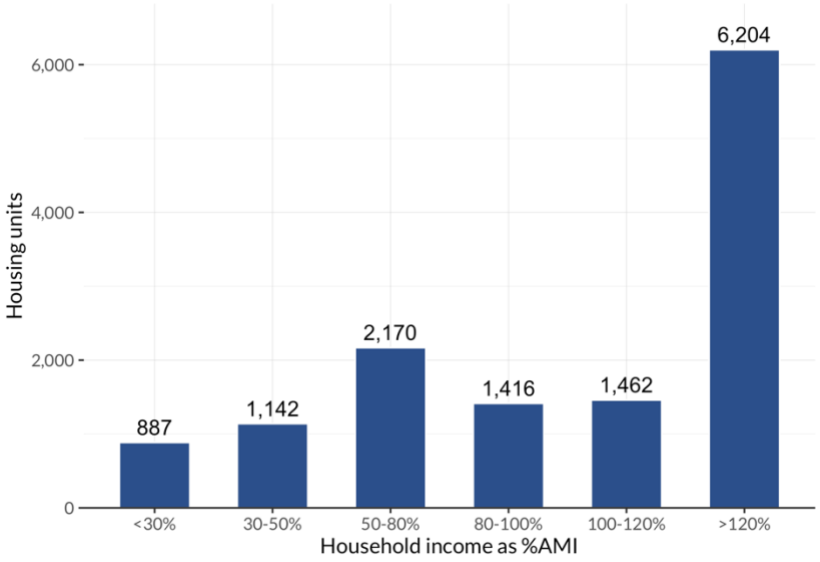
While households in the Study Area may have slightly higher incomes, the Study Area still has an unmet need for housing affordable to people across the income spectrum.

Of the 13,281 needed units within the Study Area, 15% of units (2,029) need to accommodate households earning less than 50% of AMI.

About 27% of units will accommodate households earning between 50 and 100% of AMI.

About 58% of units will accommodate households earning more than 100% of AMI.

Exhibit 53. Existing Housing Underproduction and Forecasted Future Housing Need by AMI, Unincorporated Vancouver UGA, 2020 to 2035
Source: OFM SAEP, Clark County, U.S. Census PUMS 2019.



Assuming current household income trends continue, there will be a continued need for housing that is affordable to people at the low- to middle-income parts of the income spectrum. Within the Study Area, 44% percent of renter households and 23% of homeowners are cost burdened or severely cost burdened, meaning they spend more than 30% of their incomes on housing costs. Without substantial changes in housing policy to address housing costs in the area, these characteristics will continue to persist. In addition, a majority of the Study Area's residents commute outside of the area to get to their jobs—meaning they are also spending a portion of their incomes on transportation costs (further impacting household budgets). When accounting for housing and transportation cost burdening factors, ECONorthwest finds that the typical household (earning 100% of AMI) is spending 53% of their income on housing and transportation costs.

Housing Need and Housing Capacity

The County's Vacant Buildable Lands Model provides an estimate of the development potential of vacant residential lands, absent constraints, to accommodate new housing based on a range of assumptions including residential densities. Based on the 2016 VBLM Model,[19] the existing residential capacity for the Study Area (Vancouver Unincorporated Growth Area) is **20,200 housing units.**

ECONorthwest used the results from the 2016 VBLM model because the County Council will not approve the revised VBLM model until mid-2021.

The Study Area appears to have enough housing capacity to address future housing needs, but the confluence of demographic changes with site constraints will likely require a departure from current housing production patterns. When the updates to the VBLM model is complete, the County can revisit this analysis to better ascertain the difference between housing capacity and housing need.

[19] This number is the 2020 capacity based on the 2016 VBLM model.

Calculating Underproduction and Housing Need

ECONorthwest calculated future housing needs as the current underproduction of housing plus the future needs based on projections from the County's 2035 population projections. Without accounting for past and current underproduction, development targets focused solely on future housing needs will continue to underproduce relative to the actual need.

To calculate the underproduction and future housing need, ECO used a target ratio of developing 1.14 housing units per new household. This ratio was the national average of housing units to households in 2019. It is important to use a ratio greater than 1:1, since healthy housing markets allow for vacancy, demolition, second/vacation homes, and broad absorption trends. Using this ratio suggests that at a minimum, the jurisdiction should be hitting the national average and is preferred as the existing regional ratio may capture existing issues in the housing market (such as existing housing shortages).

Current Underproduction

ECONorthwest calculated the current underproduction of housing based on the ratio of housing units produced and new households formed over time. We first calculated the current underproduction of units in the Study Area's housing stock. We estimated the underproduction based on the ratio of housing units produced and new households formed in the Study Area over time using population data and assumptions provided by Clark County. This approach to underproduction uses the best available data that is both local and the most recent. This analysis does not differentiate between renter and owner households, account for local or regional housing preferences by type or tenure, or account for housing affordability. The steps for calculating current underproduction are as follows:

- Calculate the count of housing units and population.
- Convert population to households by using average household size of 2.66 for the County from the 2018 PUMS dataset.
- Compare the Study Area's ratio of total housing units to households (0.99) to that of the County (1.03) as the target ratio.

Future Housing Needs

We estimated the Study Area's future housing needs based on the Study Area's forecasted population growth through 2035 (see explanation on page 7), using the County's average household size of 2.66.

To allocate the units by income level, we looked at the most recent distribution of households by income level (using PUMS to determine area median income or "AMI") in the Study Area. Because forecasting incomes at the household level over time can be challenging at best, and misleading at worst, this data evaluates housing need using current income distributions forecast forward. The forecast housing need by income category at both the city level and at the subregion is likely to vary depending on policy choices made over the next 20 years. That is to say that if local jurisdictions choose to take less action on increasing housing production and affordability worsens due to demand outpacing supply, the forecast need for lower income households is likely to be less because those low-income households that are most at risk from housing price changes are more likely to be displaced from the subregion. The ultimate income distribution in 2035 will be the result of regional housing trends and policy decisions made at the local level.

Appendix A. Methodology

This analysis compares unincorporated Vancouver UGA with trends in Clark County. It identifies gaps in the housing supply based on current and projected needs.

This analysis uses applicable data sets and an analytic approach based on conversations with the Clark County team and the Project Advisory Group (PAG). To accurately project the expected housing needs in the future, the evaluation of Projected Housing Need focuses on analyzing current housing and household characteristics as well as trends relating to: housing production (by type, size and price), affordability (cost burdening by income), demographics (changes in household size, age, race and ethnicity), and employment trends (fastest growing jobs and wages).

Data Sources

To evaluate housing and demographic trends, this analysis primarily relies on data from Washington Office of Financial Management (OFM), the U.S. Census Bureau's Public Use Micro Sample (PUMS), U.S. Census Bureau's American Community Survey (ACS 2014-2018), U.S. Census Longitudinal Employer-Household Dynamics (LEHD) data, GTFS schedule databases (C-TRAN, Trimet), and the Clark County Assessor. Additional data derived from other sources included:

- **CoStar:** CoStar is a proprietary data source commonly used for market analysis in the real estate industry. While CoStar is one of the best available sources of rent and vacancy data overall, the data has gaps and limitations that make it less reliable in areas with few existing buildings. Newer buildings and those that are professionally managed are more likely to have reliable rent and vacancy information, while smaller, older buildings may have incomplete data or be missing from the system entirely. The analysis uses CoStar's multifamily datasets.
- **Redfin:** Redfin has real estate data comparable to Zillow. Redfin provided the analysis with aggregated data for housing market trends.
- **Long-Term Residential Care.** The Washington Geospatial Open Data Portal maintains a dataset of Long Term Care Adult Family Homes, Assisted Living Facilities, and Enhanced Services Facilities licensed by the Washington State Department of Social and Health Services (DSHS). It also presents the business locations of Certified Residential Service and Supports Providers and their Group Training Homes when available. The data is extracted nightly from the Washington State Department of Social and Health Services (DSHS) Aging and Long Term Support Administration's (ALTSA), Facilities Management System (FMS) and geocoded using the Washington Master Address Services (WAMAS) address correction and geocoding tool. This is the same data that is available in the lookup tools in the Residential Care Services web site with the addition of location data columns.

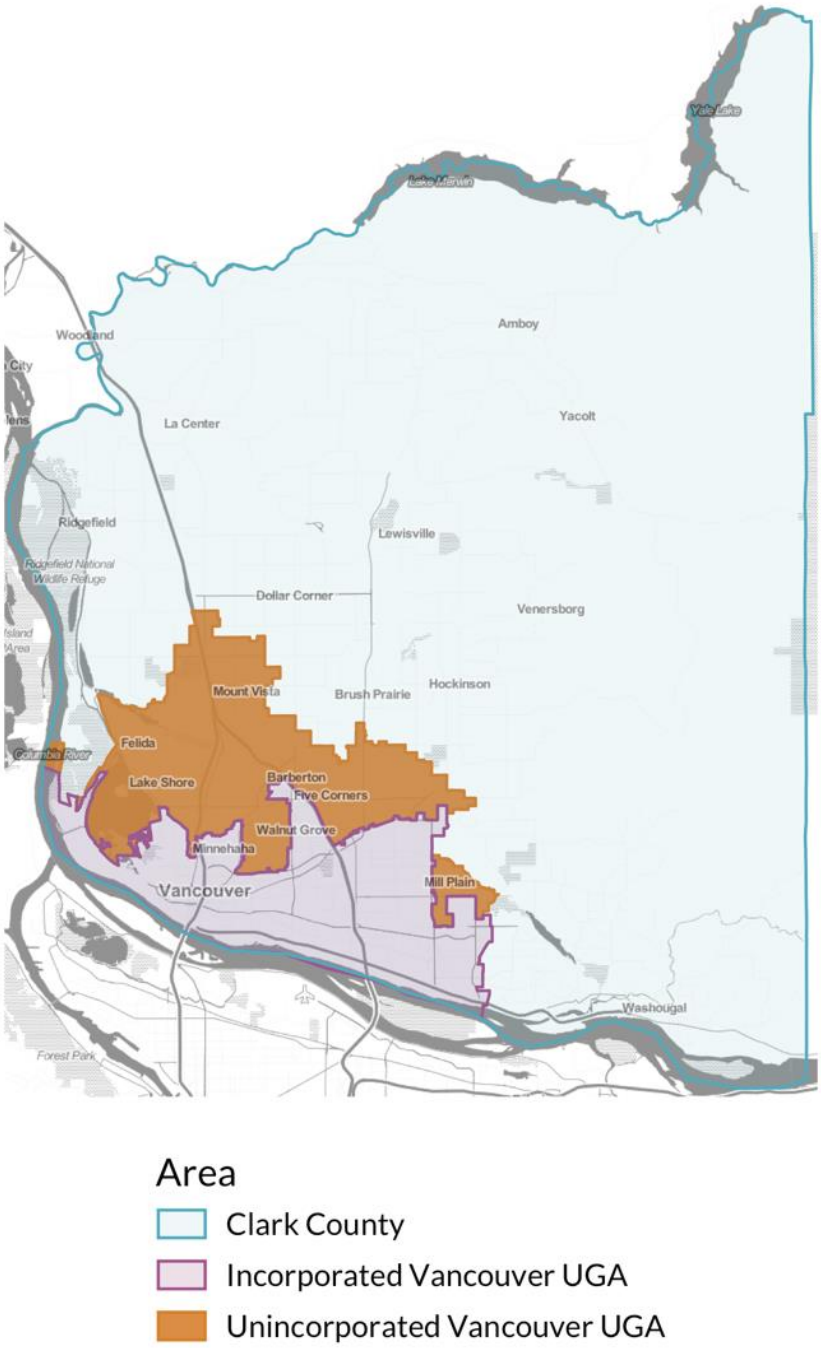
- **Clark County's Public Health Department** recently published an InfoMap to provide the community with resources and a new opportunity to learn about public health issues in the county. The InfoMap (which includes graphs, charts, maps, and brief discussions) convey a wide range of demographic information to tell a story about the community. For more information, visit the "Healthier Clark County InfoMap."[20]

Study Geographies

ECONorthwest and the Clark County project team identified the geographic scope of the data collection and scale of the analyses. The primary scope of the study looks at unincorporated Vancouver UGA (Exhibit 55) and Clark County, as shown in Exhibit 54.

[20] Healthier Clark County InfoMap: https://gis.clark.wa.gov/portal/apps/MapSeries/index.html?appid=33acdf14803e4982bcd7e046a25d748c

Exhibit 54. Study Area - Unincorporated Vancouver Urban Growth Area (VUGA)
Source: United States Census Bureau.



To describe housing needs, this analysis uses two types of data, described below.

Public Use Microsample (PUMS) Geographic Data

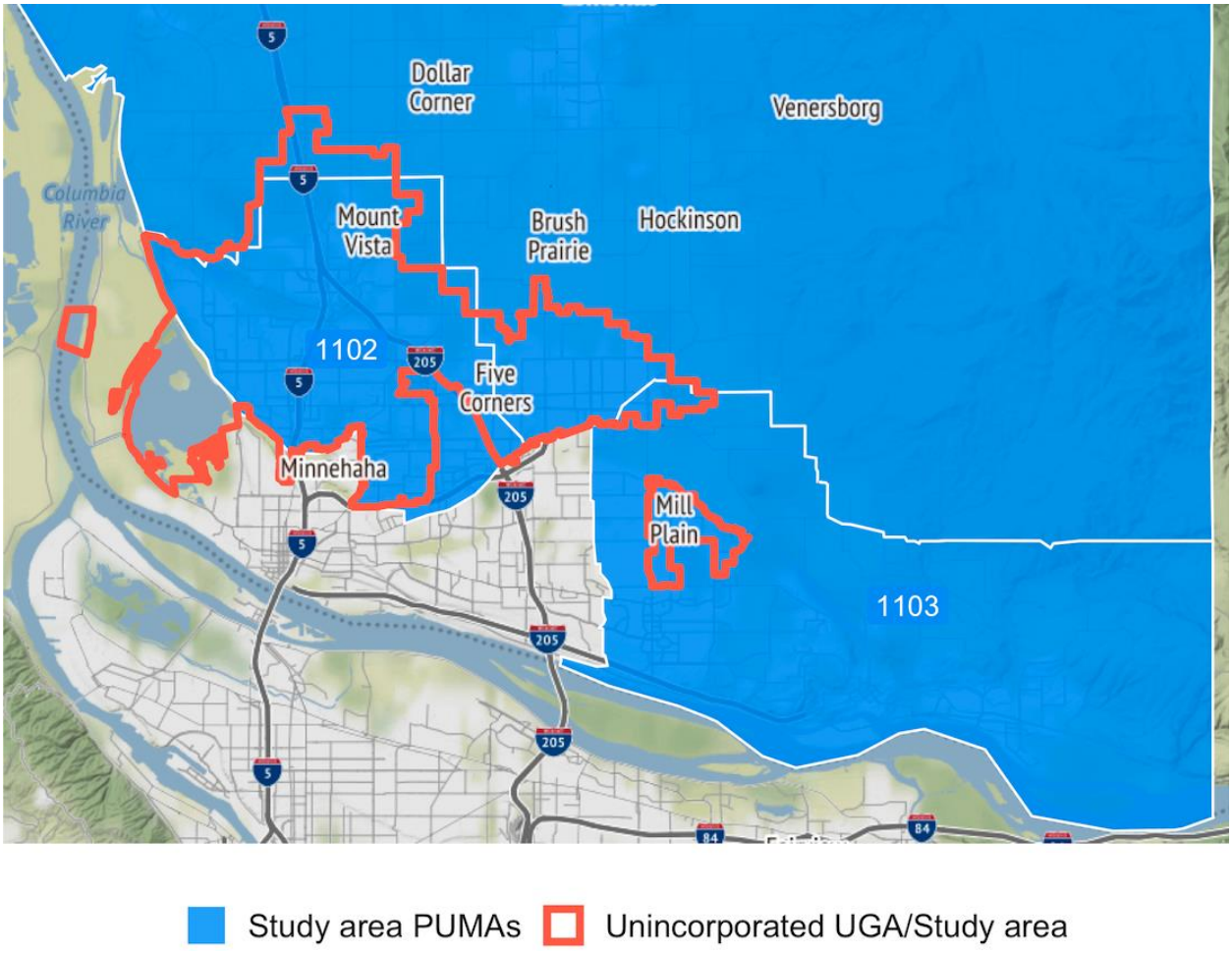
To characterize housing need (demographics/income), this analysis uses Public Use Microsample (PUMS) data. PUMS enables one-year estimates to quantify household incomes

and housing costs in terms of percentages of Area Median Income (AMI), which is not possible to assess using pre-made American Community Survey tract-level data. PUMS also allows analysis of incomes and housing cost cross-tabulations (as a percent of AMI) along with analysis of household demographics such as age, race/ethnicity, and employment info, etc.

PUMS data are only available for geographies called Public Use MicroSample Areas (PUMAs) which contain about 100,000 people. Exhibit 55 shows the Study Area's PUMA geographies.

Exhibit 55. PUMA Geographies, overlaid on Unincorporated Clark County Vancouver Urban Growth Areas

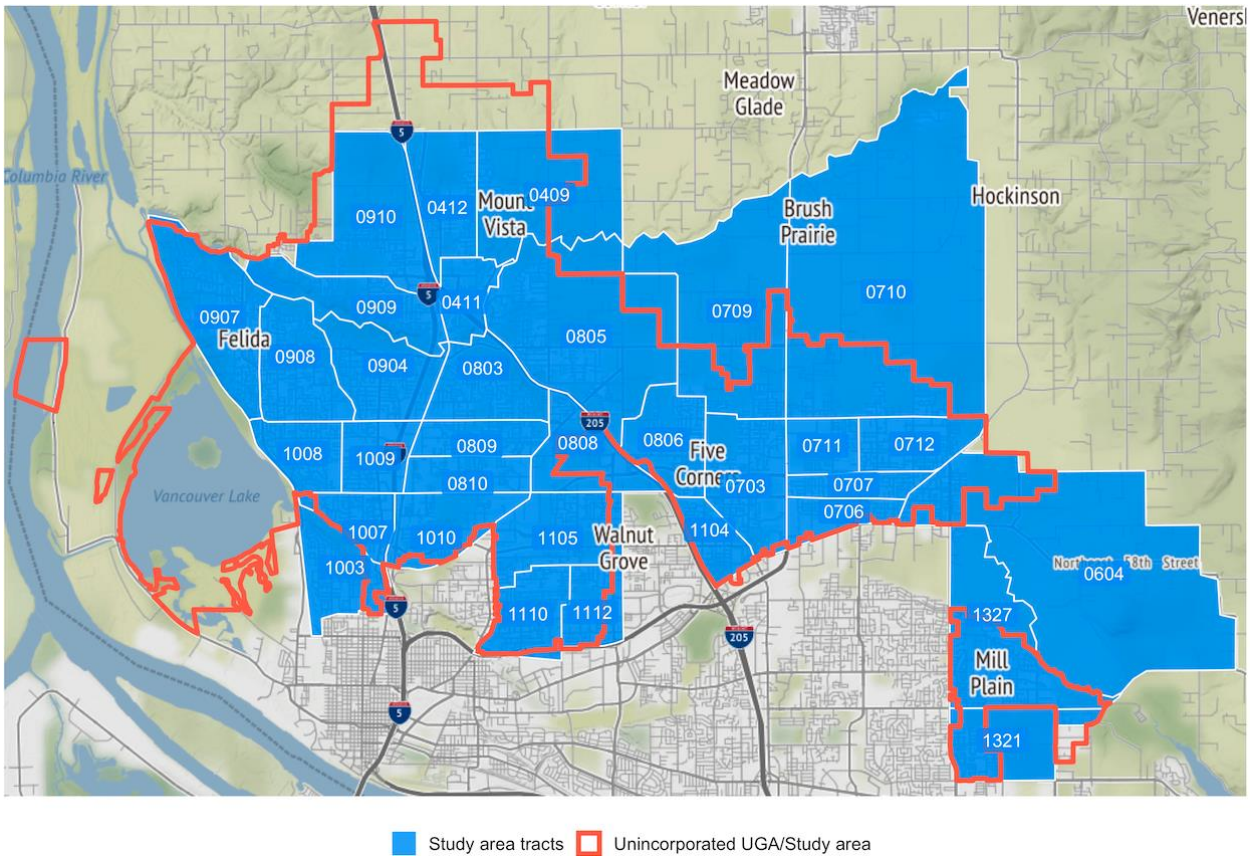
Source: U.S. Census Bureau.



Census Tracts with ACS Geographic Data

For certain data points, the Census tracks allow for better spatial conformity with the Study Area when analyzing more basic demographic data from the ACS. The tracts used in this analysis are shown in Exhibit 56. Some of the Census Tracks (e.g., in the northern portion of the UGA) are not included in the analysis as they extend too far from the Study Area and they do not contain residential development.

Exhibit 56. Tract Geographies, Overlaid on Unincorporated Clark County Urban Growth Areas
Source: United States Census Bureau.



Appendix B. Glossary

Appendix B defines key terms used throughout the analysis. Many of definitions for housing types derive from Clark County's development code.[21]

- **Condominium:** An individually owned dwelling unit in a multifamily building or in a complex of homes.
- **Duplex:** A building, on a single lot, designed or used for residence purposes by not more than two (2) families, and containing two (2) dwelling units.
- **Manufactured home:** A structure constructed after June 15, 1976, in accordance with state and federal requirements for manufactured homes. These units must conform to federal Manufactured Home Construction and Safety Standards rather than to the Building Code requirements. Manufactured homes can be sited on lots or in manufactured home parks.
- **Mobile Home:** A structure constructed before June 15, 1976, transportable in one (1) or more sections, which is built on a permanent chassis, and is designed for use with or without a permanent foundation when attached to the required utilities. This structure is not a recreational vehicle.
- **Multifamily:** A building or portion thereof designed or used as a residence by three (3) or more families and containing three (3) or more dwelling units. This category of housing would include triplexes, quadplexes, and buildings with five or more units per structure.
- **Single-Family Attached:** A physically attached building designed or used for residential purposes by not more than one (1) family and containing one (1) dwelling unit only. "Attached" may mean sharing a common wall or walls that separate interior occupant space or attached garage space on separate lots.
- **Single-Family Detached:** A physically separated building designed or used for residential purposes by not more than one (1) family and containing one (1) dwelling unit only.
- **Townhome:** A form of attached single-family housing where two (2) or more dwelling units share one (1) or more common walls with other dwelling units, and with each dwelling occupying an individually owned parcel of land.
- **Unincorporated Vancouver UGA:** The analysis' Study Area.

[21] For more information: https://www.codepublishing.com/WA/ClarkCounty/html/ClarkCounty40/ClarkCounty40100/ClarkCounty40100070.html

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX E

POLICY AND REGULATORY REVIEW

APPENDIX E

MARCH 16, 2021

LAND USE POLICIES, ZONING & REGULATIONS AUDIT

CLARK COUNTY, WA

JET planning

INTRODUCTION

As Clark County engages in their Housing Options Study and Action Plan, this audit provides an overview of the existing regulatory landscape. The audit is both descriptive and evaluative in order to build a shared understanding of the current range of plans, policies, maps and regulations that impact housing development opportunities in the County. The *descriptive* piece aims to summarize the key aspects of existing plans and regulations that relate to the development of housing, from the conceptual Comprehensive Plan level to the development code specifics. The *evaluative* component provides analysis of the opportunities and barriers created by various plans and regulations, and the intersections of those various pieces, relative to the development of housing options at a range of income levels to match housing needs in Clark County's unincorporated Vancouver UGA.

Components of this evaluation include:

- Do long-range plans and policies support a variety of housing options, and are those plans and policies fully implemented through the zoning code and other development regulations?
- Are there opportunities for a variety of housing types including single-family, middle housing, and multifamily that meet the diverse needs and preferences of Clark County's population?
- How do existing plans and policies align with state regulatory requirements, as well as emerging direction at the state level to expand housing options such as the menu of options in HB 1923?
- How do County plans and regulations compare to emerging best practices for housing options across the state, such as the updates highlighted in the case studies of Olympia, City of Spokane and Spokane County, and national efforts to expand middle housing in places as varied as Oregon and Minneapolis?

What is middle housing?

Sometimes termed "missing middle housing" for its relative absence in American cities over the past half-century, middle housing refers to alternatives to single-family detached dwelling and multi-unit apartment buildings that are in the "middle" in terms of density, scale, and size of units. **Middle housing can take the form of accessory dwelling units (ADUs), duplexes, triplexes, quadplexes, townhouses, cottage clusters, and courtyard apartments.** The scale and form of middle housing is intended to be compatible with predominately single-family dwellings and to support walkable neighborhoods.

While this audit speaks in general terms about trends and impacts of development regulations, it does not directly analyze the financial impacts of specific regulations on various housing types, or the development feasibility of certain projects. This audit is also not intended as a detailed analysis of land supply to meet Growth Management Act (GMA) requirements, which the County analyzes through the robust Vacant Buildable Lands Model (VBLM).

The opportunities and barriers highlighted here are intended to identify potential future updates to plans, policies, maps and regulations to better support needed housing development in the County, as part of future update work with this project.

Key Takeaways:

- **Long-range plans,** notably including the Comprehensive Plan, provide a strong foundation for expanding the variety of housing options permitted through the development code regulations and supporting tools. The County's housing goals are built around a longstanding commitment to plan for new housing that does not exceed 75% of any single housing type, e.g. single-family detached dwellings, and while creating opportunities for 25% of new development to be diverse forms including middle housing and multifamily.
- **Low-density residential zones** predominate in the County, both in terms of acreage and housing units built. While development standards allow some modest variety in addition to single-family detached, the relatively low densities and minimum lot sizes allowed in these zones limits both the number and variety of homes that can be developed. There are significant opportunities to meaningfully expand small-lot single-family detached and middle housing options for both infill and new development by shifting the focus to the form and scale of housing and away from density, in ways that balance compatibility with existing development patterns. Increasing options in these areas could also alleviate some development pressure in areas zoned for medium-density.



Recent single-family attached development in Clark County. Image: Ginn Development.

- **In the medium density zones,** the uses, densities and development standards generally support greater housing variety, which often takes the form of townhouse developments. However, the relatively limited supply of land zoned for medium density in turn limits the variety of housing options, particularly when there is competing pressure to develop small-lot single-family detached projects on the same sites as permitted by development regulations and the relatively low minimum densities.
- There is opportunity to significantly expand **middle housing development options** in low and medium-density zones if the regulatory focus moved away from maximum density and minimum lot sizes based on the number of dwelling units, and towards form-based standards to maintain compatible neighborhood scales. Recent County code updates have refined standards for accessory dwelling units (ADUs) and cottage housing, and townhouse development has been strong. Refinements to those standards and expanding opportunities for duplexes, triplexes, and quadplexes could help increase the variety of housing opportunities.



Cottage housing development in Newport, OR.

- **The high-density residential zones** may be compromised in their ability to deliver higher density, multifamily development. On the one end, the minimum densities in those zones are set fairly low relative to the maximum density—in the R-43 zone, the minimum density is only 47% of the allowed density—which may allow underproduction and development of alternative middle housing types such as townhouses in lieu of apartments. On the upper end, the cumulative site demands for multifamily development, including up to 20% of the site for recreation areas and 60% for surface parking for R-43 sites, can make it difficult to achieve higher densities. These issues are compounded by the fact that the supply of high-density sites is limited.
- **The commercial and mixed-use zones** create limited opportunities for mixed-use development on individual sites, though long-range planning goals and mapping in

some areas support a mix of uses within neighborhoods. Residential development opportunities in commercial are limited to upper-story residential uses in a vertical mixed-use configuration, which can be more difficult to construct than horizontal mixed-use with side-by-side uses, particularly outside of urban centers. Demand for residential development in these areas may speak to the relative difficulties of finding and developing high-density land for multifamily development, or desire to locate such development closer to transit and employment opportunities. The County's Mixed-Use zone has been applied infrequently and development is subject to lengthy, complex design standards that may not provide clear, concise direction to potential developers in order to maximize the diversity of housing options and densities permitted.

- The Highway 99 Subarea Plan and implementing regulations permit the same mix of residential uses currently permitted elsewhere in the code, and apply additional form-based standards to guide the character of development. Across the 2,460 acres of the subarea, further analysis would be useful to determine where the overlay standards are significantly impacting the resulting development forms and providing additional benefits—particularly for single-family and middle housing uses—or if there may be opportunities to simplify, such as the how the plan currently defers to the County's existing cottage housing standards rather than create a parallel set of regulations.
- Expanding housing opportunities to meet the identified needs of the County's aging population has potential to benefit a broad segment of the population, including small households and those with lower incomes at every age. Healthy communities for older adults are generally healthy communities for people of all ages. There are many existing opportunities within code to implement priorities from the County's *Aging Readiness Plan*, such as expanding the allowed first-floor footprint for cottage housing units to allow for accessible bedrooms and bathrooms, and further opportunities to expand options including additional middle housing types, reductions to parking requirements for senior housing projects and those near transit, and incentivizing accessible or visitable unit design.
- Neighborhood context matters as much as housing units themselves in promoting healthy, vibrant communities that support County households of all ages. While expanding housing forms is of critical importance, placing them in walkable neighborhoods with access to goods and services, employment, parks, schools and transit is equally important. Where neighborhood assets do not yet exist, long-range planning should support creation of housing within complete neighborhoods that integrate places to live, work, shop and play, accessible by all transportation modes.

PLAN & POLICY REVIEW

Comprehensive Plan

Clark County's 20-year *Comprehensive Growth Management Plan* sets the long-term planning policies and objectives for the County, including the Vancouver UGA. The plan was adopted in 2016 to address planning through 2035, and has been periodically updated in 2017, 2018, 2019 and 2020.

The Comprehensive Plan builds on the Community Framework Plan, a visioning document that provides guidance to local jurisdictions on regional land use and service issues. The Plan includes multiple elements addressing land use, housing, environment, transportation, capital facilities, parks and open space, historic preservation, economic development, schools, community design, annexation and shorelines. While the elements are interconnected, those with the greatest impact on housing development opportunities are analyzed here in greater detail.

Community Framework Plan

The Framework Plan generally establishes a vision of growth concentrated in urban growth areas and rural centers, including a mix of housing types at a range of densities and preserving rural areas with farms, forests, open space and large-lot residential. Framework Plan Policy 1.1.1 establishes the Vancouver Urban Growth Area as a major urban area activity center with a full range of residential, commercial and industrial uses, high- capacity transit (HCT) corridors, schools, major cultural and public facilities, with a future density of at least 8 units per net residential acre (6 gross units per acre) as an overall average. A gradation of density would locate higher densities along high capacity transit corridors and priority public transit corridors with lower densities in areas at the edge of the UGA and within neighborhoods. (Also incorporated as Plan Policy 1.1.13.)

The Plan's direction for housing supports a range of housing choices. A central tenet is a limitation of no more than 75 percent of the new housing stock to be developed as a single product type (most likely single-family detached), to ensure that a minimum of 25 percent of the new housing would provide variety in the form of duplexes, townhouses, or apartments. (Incorporated as Plan Policy 1.1.12.) Additional policies related to

housing support a variety of housing to meet the needs of a variety of households across the income, life stage and preferences spectrum, including:

- Commitment to a diversity of housing types (2.1.0).
- Coordinated transportation and housing strategies, include adopting appropriate densities along priority transit corridors (2.1.5).
- Encouragement of infill development as a first priority, including creative design approaches to accommodate higher densities and affordable options within existing neighborhoods (2.1.6 and 2.1.7).
- Coordinated housing strategies and availability of public facilities (2.1.8).
- Variety of housing to meet the needs of people with special needs, intergenerational households, and senior citizens (2.1.9 and 2.1.11).

Overall these policies provide strong support for the Comprehensive Plan housing policies and implementation strategies, including the development code, to provide for a range of housing types.

The Community Design element directly addresses design as a tool to integrate housing into communities: "Establish development standards for higher densities and intensities of development along priority and high capacity transit corridors that encourage pedestrian, bicycle and public transit usage." (Policy 10.1.4.) This policy directly points to the importance of development standards for a variety of housing types, including the opportunity to develop similar standards for any expanded housing options with this project. Other Framework Plan elements such as parks, transportation and public facilities generally outline provision of services that support housing development.

Land Use Element

The Land Use Element, in concert with the 20-year comprehensive plan map, form the core guidance for overall land use patterns and location, aiming to focus growth within UGAs as required by the Growth Management Act (GMA). The plan establishes three urban residential designations:

- Low: 5-10 units per gross acre, predominately single-family development with some duplex and townhouse development.
- Medium: 10-22 units per gross acre, including townhouses, garden apartments, and multifamily development.

- High: Up to 43 units per gross acre, near transit and commercial and employment centers.

Depending on the scale of future changes to the development code, the descriptions of the housing types and density ranges for these designations could use revisions for consistency. In particular, the Urban Low Density Residential designation notes that duplexes and townhouses may be allowed through infill provisions or a Planned Unit Development (PUD); the range of housing types, paths to approval, and overall density range may currently limit middle housing options. Additionally, there could be review of whether additional density in the Urban High designation would support certain types of multifamily projects.

Residential goals to encourage compact urban development and reduce sprawl generally support infill development and a variety of residential uses consistent with expanding housing options. (Plan Policies 1.3 and 1.4.) Specific strategies for the VUGA include revising parking standards to support redevelopment and developing affordable housing standards.

Additional residential options are provided for through the Mixed Use designation intended to support a mix of mutually supporting retail, service, office and residential uses. While there are limited opportunities for upper-story residential uses in the commercial zones, the Commercial plan designations are solely focused on providing access to a full range of goods and services, as well as creating employment opportunities.

There are two overlays established within the VUGA: the Mill Creek Overlay and the Highway 99 Overlay, discussed in analysis of the Highway 99 Sub-Area Plan.

Housing Element

The Housing Element identifies the need for availability and affordability of housing options for all economic segments of the Clark County population. The Plan incorporates a range of policies to holistically support housing development from planning and monitoring the supply of housing units to development code provisions to financial strategies, in order to support the goal to: "Provide for diversity in the type, density, location and affordability of housing throughout the county and its cities. Encourage and support equal access to housing for rental and homeowners and protect public health and safety." (Goal 2.2.)

The Plan includes a strong goal for diversity in the mix of housing types, specifically identifying single-family meeting an average minimum density of 8 units per acre in the VUGA, multifamily meeting minimum density, accessory dwelling units (ADUs), duplexes, townhouses, manufactured home parks, and others. (Policy 2.7.1.) This Element incorporates many strategies that further support diversity of housing types, including greater flexibility to develop duplexes, cohousing, and assisted living facilities in single-family zones, and zoning to allow more areas to support diverse housing types, including small-lot single-family, multifamily, duplexes and accessory dwelling units.

The Plan also includes a range of affordability strategies, ranging from support for home repair for individual low-income homeowners to a voluntary inclusionary zoning program to increase supply of affordable housing and integrate it into the community. (Policy 2.2.3.)

Transportation, Capital Facilities & Utilities, Parks and School Elements

These elements outline development of sufficient public facilities to serve planned growth across the County, including forecasted residential growth and development, at adopted levels of service. Development and financing of these services are inseparable from the development of housing: systems must have sufficient capacity to serve planned development and provide needed services and amenities, however the costs of system improvements have significant impacts on the price of housing particularly when financed through impact fees and system development charges.

Community Design Element

This element integrates land use, housing, transportation, economic development, parks and historic and cultural resource goals in recognition that truly functional neighborhoods meet these needs holistically rather than in isolation. Well planned communities can be built around higher density housing that provides well designed, attractive alternatives that are human scale and pedestrian oriented in contrast to much of the lower-density single-family neighborhood development previously built across the County.

A variety of housing types including townhouses, garden apartments, infill housing and ADUs can be integrated provided that design elements contribute to a sense of place including structures which are built nearer to the street, front porches, landscaping, convenient walkways, narrower streets and parking on the street and behind the structures. (Policies 11.3.) These design approaches can help to integrate a variety of

housing types into neighborhoods, provided they are translated into clear development code standards that balance design benefits with development costs.

With a focus on multimodal communities, there are also opportunities to revise parking and transportation requirements to develop efficient strategies that support pedestrian and transit uses while minimizing dependence on automobiles. (Policies 11.4.)

Highlights:

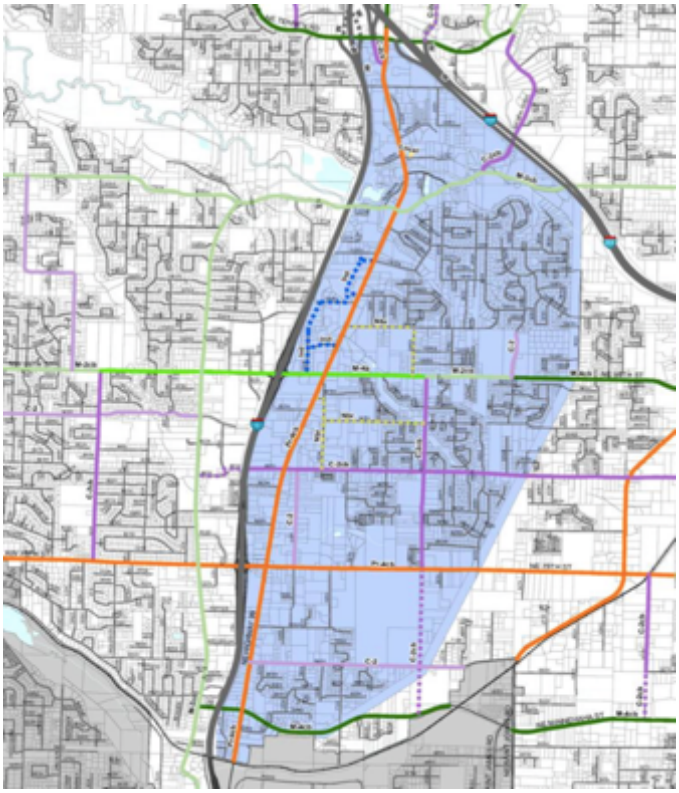
- The Community Framework Plan establishes a vision for a variety of housing types including duplexes, townhouses and multifamily at urban densities in the VUGA. The Plan supports a variety of housing to meet the needs of a variety of households across the income, life stage and preferences spectrum, including limiting any single development type to a maximum of 75% of new development, which provides a strong foundation for a range of implementation measures with this project to expand housing options that could even exceed the minimum 25% target for alternative housing choices.
- The Community Design Element supports development of diverse uses including housing within human scale, multimodal communities, and provides a range of design approaches to ensure high-quality and functional design that can be reviewed through clear and consistent land use reviews. This project could explore the balance between design requirements and impacts on land use review requirements and housing affordability as implemented through the development code.

Potential Concerns:

- The Community Framework Plan policy to develop standards for higher densities along key transit corridors (Policy 10.1.4) could be expanded to address the opportunity to develop standards for higher densities within existing neighborhoods as part of infill development.
- The density ranges and allowed housing types in the Urban Residential designations should be reviewed in concert with potential development code updates to ensure consistency, potentially including expanding middle housing options and related density in the Urban Low designation and examining whether additional flexibility is needed in the Urban Medium and/or High designation.
- The focus of Commercial designations could be broadened to encompass a greater variety of residential opportunities as an additional tool to expand multifamily development options in areas with access to employment, amenities and transit.

Highway 99 Subarea Plan

The Highway 99 Subarea Plan was adopted in 2008 to guide development and spur redevelopment within the 2,400-acre area south of the I-5 and I-205 junction encompassing the neighborhoods of Hazel Dell and Salmon Creek. The plan is built around the vision, "To revitalize historic Hazel Dell as a vital, attractive, cohesive, prosperous, accessible, safe community and destination in which to work, shop, live, and play." The primary development opportunities within the sub-area are residential, mixed use and commercial, making this sub-area an important opportunity within the VUGA to meet the County's housing needs.



Highway 99 Subarea Extent

The plan is notable for prioritizing a range of housing opportunities with access to a range of amenities from walkable neighborhoods to commercial services to parks and open spaces, including single-family detached, apartments, cottage homes, townhouses, ADUs, condominiums and live/work units for residents of different incomes, ages and family sizes. To implement these development opportunities, the plan calls for a form-based code for the entire sub-area, which is discussed in the Code Review section. Additional implementation strategies range from amending Comprehensive Plan designations to capital improvement projects to ongoing neighborhood partnerships.

Key Findings:

- The sub-area plan sets a strong vision for a mix of housing options with access to a range of services and amenities, to be implemented through form-based code. Given that much of the subarea was developed at the time of this plan or has been subsequently, many future housing options in this area could be infill opportunities.

Aging Readiness Plan

The Aging Readiness Task Force developed a plan that identifies strategies focusing on healthy communities, housing, transportation and mobility, supportive services and community engagement. The Aging Readiness Plan assesses the county's readiness to serve as a home for a growing number of older residents. The plan includes strategies to improve the community's capacity to support its growing older population and ultimately benefit all ages, including a strong focus on variety of housing options in a variety of neighborhoods. The Commission on Aging has since carried these issues forward, including their 2016 focus on housing issues. The original plan and 2016 focus identified:

- There is a mismatch between the overabundance of single-family detached homes and the needs, preferences and incomes of the County's older adults.
- In addition to a variety of housing types, the need to enhance accessibility in all homes using a universal design approach to support aging-in-place and aging-in-community.
- Desire for housing with access to a full range of services and amenities, whether in mixed use developments or neighborhoods near commercial nodes.

Key Findings:

- There are many opportunities to permit and encourage greater variety of housing options, within complete neighborhoods, that would better serve the needs of the County's older population with overlapping benefits for the community including small and low-income households of all ages.

- Desired opportunities include middle housing types such as ADUs, cottages and duplexes, as well as age-specific or innovative options such as co-housing, assisted living facilities, and shared housing.

Growing Healthier Report

Clark County Public Health examined the ways that our neighborhoods and our built environment impact our health, evaluating the ways that the Comprehensive Plan and implementing land use regulations can support desired healthier outcomes for the community. Working with the community, they identified specific policies and strategies for improving the long-term health of our community through the development of the Growing Healthier Report. The report identified eight topics that describe the interconnections between health and the built environment including: affordable, quality housing, access to healthy food, active transportation and land use, parks and open spaces, economic opportunity, climate and human health, environmental quality, and safety and social connections.

Key Findings:

- Housing poses risks for health when it is unaffordable (more than 30% of household income), inadequate (deficiencies in plumbing, electricity etc.), and/or unhealthy (environmental health hazards such as poor air quality). The lack of housing choices increases affordability challenges faced by the County's population. Inadequate and unhealthy housing are most likely to affect low-income populations.

- Key strategies to improve health include increasing housing affordability, supply and choice in compact walkable neighborhoods including transit access. This goal builds on existing County land use policies, and requires implementation and strengthening rather than a radically different direction. Desired housing types include small-lot single-family, multifamily, duplexes, ADUs, cottages, and co-housing.

- Housing functions within a community context, not in isolation, to support community health. Where housing is located—access to amenities, transportation and transit options, jobs and services—is equally important for health as housing units themselves.

MAP REVIEW

Zoning Map

There are 15 residential zoning districts implementing the Comprehensive Plan designations within the unincorporated VUGA, ranging from low to high density and incorporating a mix of residential and office residential zones. Two-thirds of the overall land area within the VUGA is zoned for residential use, and within that, low-density zoning districts make up the overwhelming majority. Generally the observed ratio of housing units to acres, a very rough measure of gross density, increases with the allowed density in each zone, as shown in Table 1.

Zoning Districts, Explained

Low density: R1-20, R1-10, R1-7.5, R1-6, R1-5

Medium density: R-12, R-18, R-22

High density: R-30, R-43

The low-density R1 zones are named for the typical minimum lot size, meaning that the R1-10 zone requires a 10,000-square foot minimum lot size, whereas the medium- and high-density R zones are generally named for the allowed density such that the R-30 zone allows 30 units per acre.

Low-density zones: The R1-10, R-1-7.5 and R1-6 low-density zones apply to just over half of the VUGA's total acreage and are the overwhelmingly most commonly applied zones; they also account for nearly two-thirds of all existing housing units in the VUGA, as shown in Table 1. The lowest density R1-20 zone and highest density R1-5 zones are applied significantly less frequently. Each account for approximately 1,200 acres, however the R1-20 zoned land accommodates only 800 housing units in that land area while the R1-5 zoned land accommodates nearly 3,500 housing units. The low-density zones can be found throughout the VUGA, generally away from the I-5 corridor and in large, unbroken expanses.

Medium-density zones: The R-18 zone is the most commonly applied medium-density zone, though it is applied to less than 1,000 acres total, which is less than the least commonly applied R1 zone. The R-12 and R-22 zones are also used, albeit for small areas of land. Pockets of medium-density zoning are found scattered throughout the VUGA, often applied to smaller areas of 10-20 acres within low-density areas and/or adjacent commercial areas.

High-density zones: The high-density R-30 and R-43 zones together are applied to only 600 acres of land across the VUGA, or less than 2% of the area. These zones have generally been applied to tracts along the I-5 corridor, serving as a buffer between commercial zones immediately adjacent to I-5 and low-density residential areas further from the freeway. Smaller areas of high-density zoning are found along other major commercial and industrial corridors, such as NE 78th Street.

Table 1: Residential Zoning Designations by Acres and Housing Units

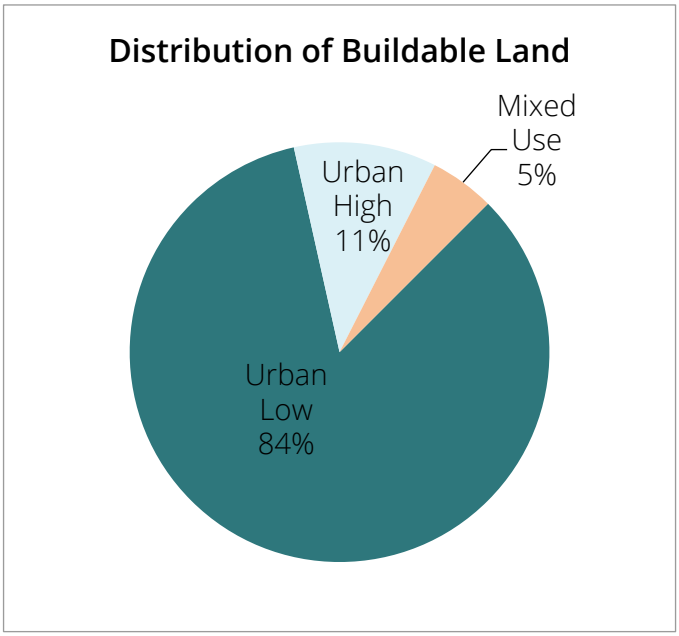
Comprehensive Plan Designation	Zoning Designation	Acres	% of Acres	Housing Units	% of Housing Units	Ratio of Housing Units to Acres
Urban Low (UL)	R1-20	1,223	4%	809	1%	0.66
	R1-10	4,253	13%	6,977	11%	1.64
	R1-7.5	5,852	17%	13,656	22%	2.33
	R1-6	7,239	22%	19,691	32%	2.72
	R1-5	1,283	4%	3,479	6%	2.71
Urban Medium (UM)	R-12	419	1%	1,269	2%	3.03
	R-18	956	3%	5,627	9%	5.89
	R-22	273	1%	1,980	3%	7.24
	OR-15	1	0%	1	0%	0.81
	OR-18	4	0%	0	0%	0.00
	OR-22	84	0%	15	0%	0.18
Urban High (UH)	R-30	379	1%	2,977	5%	7.86
	R-43	225	1%	2,312	4%	10.29
	OR-30	57	0%	266	0%	4.68
	OR-43	2	0%	0	0%	0.00
Other	Other	11,328	34%	2,020	3%	0.18
TOTAL		**33,578**	**100%**	**61,079**	**100%**	**1.82**

Note: The "Other" comprehensive plan designation includes all comprehensive plan designations within the Study Area that are not UL, UM or UH.
Source: Clark County Assessor, 2020. Data pulled February 18, 2021.

Office residential zones: The various office residential (OR) zones implement both Urban Medium and High designations as an alternative to the R zones, however, they are infrequently applied and where applied, have seen little to no residential construction as shown in Table 1. The OR zones have been applied to a handful of discrete locations, primarily in the Mount Vista area near WSU Vancouver.

Overlay zones: Areas affected by the overlay zones for the Highway 99 Overlay District, consisting of six subdistricts across 2,460 acres including a large percentage of residential, and the Mill Creek Overlay, primarily designated for R1 low-density zones, are accounted for in the residential land totals in Table 1 based on their base zoning designations.

Vacant land: In addition to understanding the overall distribution of zoning districts, the County's Vacant Buildable Lands Model (VBLM) provides information about land that has development capacity—and therefore would be most affected by any changes to plans and regulations. The primary purpose of the VBLM is to determine whether there is adequate capacity of residential land to meet the County's projected 20-year population increase; the available land in the VUGA meets these targets. In addition, the VBLM analysis for the VUGA shows that the available buildable lands are overwhelmingly designated Urban Low (UL designations) with only 11% of buildable land designated Urban High (combining UM and UH-designated parcels) and 5% designated Mixed Use, meaning that the available Urban Low acres provide a significantly larger "sandbox" for future housing development. Expanding housing opportunities in the R1 zones that implement the UL designations, thus, could have a much greater impact on development outcomes compared to changes to medium- and high-density zones.



Source: Clark County VBLM, 2018 Annual Model Run Gross to Net GIS Acres Report for Vancouver UGA

Highlights:

- The low-density R1 zones that are applied to over half of the VUGA's area—and 84% of the developable residential land—create expansive opportunity for middle housing development as both infill and new development.
- The geographic distribution of zoning districts generally provides for a gradation of intensity from commercial and higher density areas to lower density residential areas.

Potential Concerns:

- The lowest density zones (R1-20, R1-10 and R1-7.5) are applied to over 50% of the total land zoned for low-density residential development with very limited application of the highest density R1-5 zone, which may limit efficient development patterns and variety of housing.
- The supply of medium- and high-density zoned property is relatively limited and may be limiting development opportunities of higher-density projects and/or increasing costs associated with those projects. There may be opportunity to upzone areas along key corridors and neighborhood nodes. Further analysis of zoning along transit routes could identify additional upzoning opportunities, consistent with HB 1923 strategy to focus upzoning near transportation opportunities.

CODE REVIEW

Development Code

Clark County's Title 40, Unified Development Code, implements the policies of the Comprehensive Plan and zoning districts applied to properties as mapped. The analysis focuses on the R1 single-family residential and R residential zones that implement the Urban Low, Medium and High Density Residential comprehensive plan designations. While the OR Office Residential zones also implement residential designation, analysis of those zones is limited to discussion on mixed-use residential opportunities.

Residential Uses Allowed

A variety of single-family, middle housing and multifamily uses are permitted across the R1 and R zones as shown in Table 2, however, middle housing options are relatively limited. Traditional single-family detached and multifamily dwellings are permitted in the R1 and R zones, respectively. Of note, single-family detached dwellings are also permitted in the R-12, R-18 and R-22 medium-density districts where they may compete against other housing options such as townhouses. Similarly, duplexes are permitted in the R-30 and R-43 high-density zones but may crowd out multifamily or other high-density options on the limited sites available for development.

While some middle housing types such as duplexes and cottage housing are permitted outright in select zones, other types such as ADUs and townhouses require a Type I or II review against both specific development standards and more discretionary "compatibility" standards that could constitute a barrier to development. Townhouses trigger further planned unit development (PUD) review in the R1 zones. Other middle housing types including small multiplexes (3-6 units) as well as courtyard apartments are not explicitly permitted anywhere; they currently fall under the multifamily dwelling use category permitted in the R zones, but would have to comply with development standards for much larger projects, including parking and recreational areas, that could render many projects infeasible.

Table 2: Selected Housing Types Permitted by Zone

P=permitted, R=Review required (Type I or II), X=Prohibited

Zoning Designation	Single-family detached	Accessory dwelling units	Zero lot line (single-family)	Townhouses	Duplexes	Cottage housing	Manufactured home parks	Multifamily
R1-20	P	R	X	R	X	X	X	X
R1-10	P	R	X	R	X	X	X	X
R1-7.5	P	R	R	R	X	P	X	X
R1-6	P	R	R	R	P[1]	P	X	X
R1-5	P	R	R	R	P[1]	P	X	X
R-12	R	R	R	R	P	P	R	P
R-18	R	R	R	R	P	P	R	P
R-22	R	R	X	R	P	P	R	P
R-30	X	R	X	R	P	X	R	P
R-43	X	R	X	R	P	X	R	P

[1] Only allowed on corner lots.

Source: UDC Tables 40.220.010-1 and 40.220.020-1.

Density and Lot Size Standards

Density and lot size standards work in tandem to set the intensity and scale of development. Because these standards ultimately set requirements for how much land is required per dwelling, and land is a significant cost when developing housing, density and lot size strongly influence the affordability of residential development.

The lot size and density standards have limited differentiation between housing types, requiring the same amount of lot area per dwelling unit regardless of type. By setting density maximums based on minimum lot size for single-family detached in the R1 zones, the density standards discourage or preclude middle housing as an alternative: rarely would a single duplex on a lot nearly twice as large be more desirable to develop than two detached single-family dwellings on separate lots. Requiring a larger lot for a duplex relative to single-family detached also greatly limits the number of lots eligible

for duplex development, as most existing lots are sized for single-family and only oversized or newly created lots expressly for duplexes would meet the standard. Likewise, townhouses are generally less appealing to develop if limited to the same density as single-family detached dwellings.

As shown in Table 3, both maximum density and minimum lot area control the allowed intensity of development. The minimum lot size generally governs the ultimate net density of a project, but the gross maximum density standard is applied to PUDs where there may be a mix of housing types and lot sizes to allow for more flexibility.

Table 3: Comparison of Maximum Densities and Minimum Lot Sizes

Zoning Designation	Minimum Lot Size (Net square feet)	Minimum Lot Area per Dwelling Unit (Gross square feet, less right-of-way)	Maximum Density (Dwellings units per gross acre, less right-of-way)
R1-20	20,000	--	2.2
R1-10	10,000	--	4.4
R1-7.5	7,500	--	5.8
R1-6 Duplexes	6,000 average 10,000	-- 5,000	7.3
R1-5 Duplexes	5,000 average 8,000	-- 4,000	8.7
R-12 Townhouses & SF detached	4,000 2,800	3,630	12
R-18 Townhouses & SF detached	4,000 1,800	2,420	18
R-22 Townhouses & SF detached	4,000 1,500	1,980	22
R-30 Townhouses	4,000 1,200	1,452	30
R-43 Townhouses	4,000 1,000	1,013	43

Source: UDC Tables 40.220.010-2, 40.220.020-2, 40.220.020-4, and 40.220.020-5.

Notable exceptions to the base density and lot size standards include:

- ADUs are not subject to maximum density and effectively allow two units per lot at double the otherwise permitted maximum density. (UDC 40.260.020.)
- Cottage housing units are permitted at up to 200% of the maximum density otherwise permitted in the zone, to allow more, smaller units. (UDC 40.260.073(C)(2).)
- PUDs are permitted up to a cumulative 10% density bonus for integration of various design features including variety of housing types, mix of uses, alley access, open space, etc. (UDC 40.520.080(E).)

Any of these approaches could be expanded to encompass middle housing types to better permit and encourage them at a neighborhood scale on lots meeting the minimum lot size for single-family dwellings.

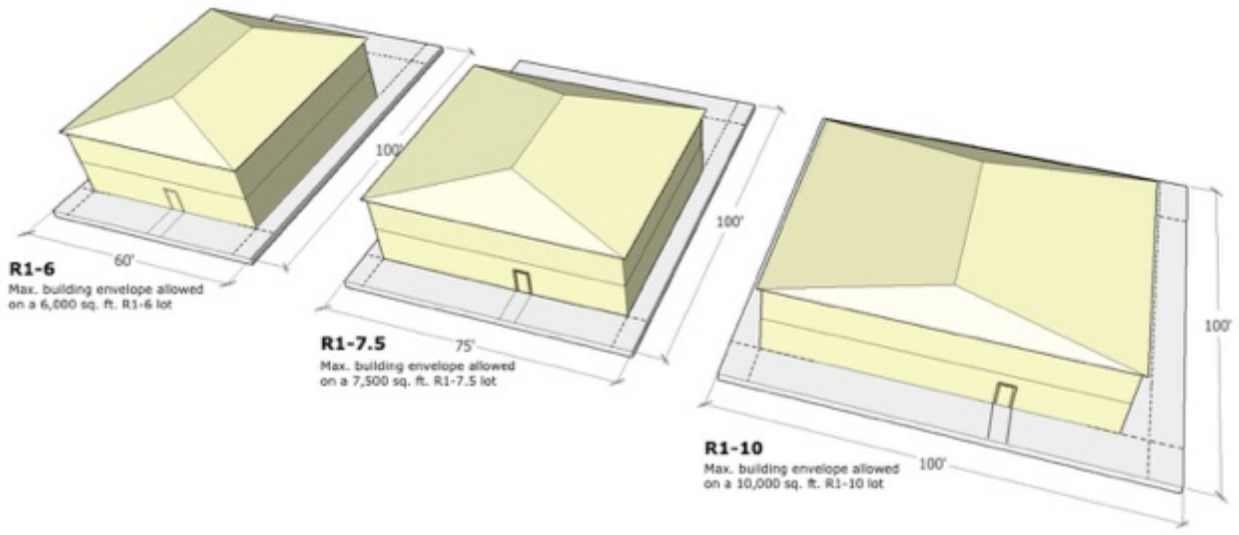
Also notable is that the maximum density permitted in the high-density zones for multifamily is capped at 43 units per acre (gross minus right-of-way), which generally supports 2-3 story apartment or townhouse development. Net densities of 50-100 units per acre are generally needed to achieve 4-5 story apartment development, though achievable densities will be heavily driven by minimum parking requirements.

At the other end of the scale, the minimum density standards for the R zones are relatively low compared to the maximums. In particular, the 18 units per acre and 20 units per acre for the R-30 and R-43 zones are only 60% and 47%, respectively, of the maximums allowed in those zones, which may create opportunities for less efficient utilization of the limited land available for high-density development. In the medium-density zones, the minimum densities of 8-15 units per acre are low enough to permit small-lot single-family detached development that may limit development of alternative housing options.

Building Envelopes

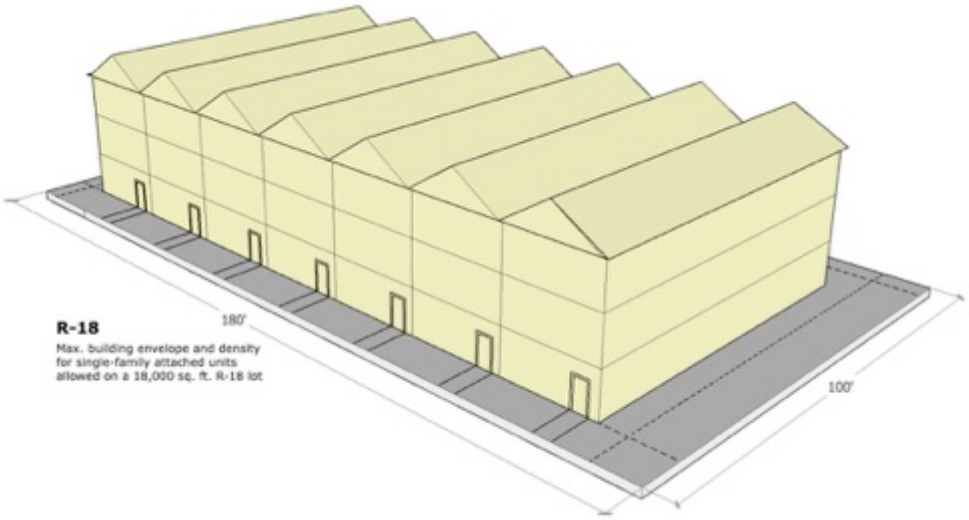
Together the minimum setbacks, maximum height and maximum lot coverage standards set the "envelope" within which buildings can be placed.

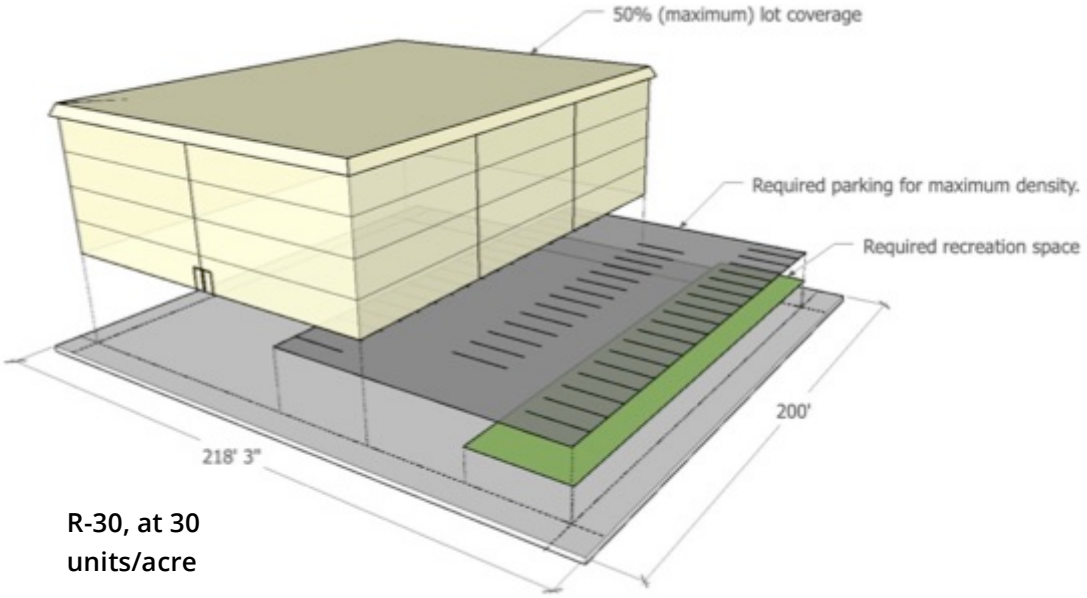
In the low-density R1 zones, the 50% maximum lot coverage standard is generally the limiting factor rather than the cumulative setback requirements, allowing a building footprint on up to half of the lot at two to three stories tall, as illustrated below. (UDC Table 40.220.010-3.) With the possible exception of single-story development on some of the smallest lots in the R1-6 and R1-5 zones, the building envelopes allow for more building area than an average 2,500-square foot single-family dwelling and should be ample for many types of middle housing development on such lots as well.



In the medium- and high-density R zones, however, the lot coverage standards may have different impacts. Smaller lots, such as for small-lot single-family detached in the medium-density zones or duplexes, could be limited by the 50% lot coverage. Alternative dimensional standards for townhouses are generally scaled to maximize building envelopes on small lots, with maximum lot coverage increased to 60-80% depending on the zone. (UDC Table 40.220.020-4.) The standards should be modeled for a variety of sites to better determine if similar lot coverage increases would increase feasibility for smaller lots and middle housing types.

Larger lots in the high-density R-30 and R-43 must accommodate competing demands for lot area that could make it difficult to meet the 50% maximum lot coverage standard within the required setbacks—and to build to the maximum allowed density. These limitations may be partially offset by the increased height limit of 50 feet allowing up to four stories of development. (UDC Table 40.220.020-3.) As shown below, a one-acre R-30 site developed at the maximum 30 units per acre would require 6,000 square feet of recreation space per UDC 40.260.150 and an estimated 18,000 square feet of parking area which would significantly reduce the site area available for buildings below the allowed 50%. Further modeling of site development constraints could help illustrate whether changes to dimensional standards would better support higher density projects.





R-30, at 30 units/acre

Development Standards

Nearly all residential uses other than single-family detached and duplexes must comply with additional development standards. Generally these address issues of site and unit design specific to the unit type, such as common courtyard requirements within cottage housing clusters. There are two potential categories of concerns with these standards: those where an objective standard creates an obstacle to development in terms of site feasibility or cost, such as requiring a very large percentage of a site to be set aside for amenity use, and those where a discretionary standard creates uncertainty about whether a specific project can be approved.

Accessory Dwelling Units: The ADU standards include many generous provisions such as the diversity of unit types allowed and allowing units sizes between 150 to 800 square feet; permitting ADUs through an "over the counter" building permit review or a Type I site review process also enhances development feasibility. The standards were updated in 2018 to enhance development feasibility including removing owner occupancy provisions, simplifying land use review requirements, and reducing impact fees by 75%. Further opportunities for revisions could include removing off-street parking requirements or providing additional reductions for ADUs located near transit, increasing allowed ADU size for dwellings under 2,000 square feet, and removing the discretionary design requirement for ADUs to be "architecturally compatible." (UDC 40.260.020.)

Cottage Housing: The provisions for cottage housing themselves are a notable achievement to allow this alternative form of smaller scale development, with flexibility to develop units from 150 to 1,600 square feet clustered around a common open space on either a single lot or individual cottage lots. These standards were updated in 2018 to enhance development feasibility by allowing units as small as 150 square feet, as large as 1,600 square feet, and single-story units as large as 1,200 square feet. Additional flexibility could be added by reducing the cumulative size of the common and private open space required (currently 600 square feet for units with footprints no larger than 1,200 square feet), reducing parking requirements to one space per cottage, allowing attached and detached units within a cluster configuration for construction economies, increasing or eliminating the maximum density standard to allow for more flexibility to choose between more smaller units or fewer larger units, and removing discretionary architectural design standards. (UDC 40.260.073.)

Manufactured Home Parks: Standards for parks address requirements for overall park size and location, as well as requirement for individual manufactured homes and spaces; standards generally raise few concerns. The requirement for parks to be no less than 5 acres and no greater than 50 acres should be reviewed against size of existing manufactured home parks and any industry projections for future park sizes to ensure all needed sizes are addressed. (UDC 40.260.140.)

Multifamily Residential: While there are general development standards for site design such as lighting, landscaping buffers, and pedestrian circulation, the most striking aspect of multifamily standards is that they are limited to outdoor recreation areas rather than lengthy, multifaceted standards. Dimensional standards for recreational area include 48 square feet of private open space per ground-floor unit and 200-300 square feet of common open space per unit. Notably, there is no requirement for private space for upper story units, eliminating need for balconies that can cause concerns related to both initial costs and long-term maintenance costs related to water intrusion. The overall open space standards, even assuming all smaller units requiring only 200 square feet per unit, could begin to limit development potential in the R-30 and R-43 zones where the required open space would total 14% to 20% of the site, respectively, if developed at maximum density. (UDC 40.260.150)

Narrow Lot Development (Townhouses): These lengthy standards address parking, driveway and access issues specific to narrow lots less than 40 feet wide, primarily affecting townhouses and some small-lot single-family detached developments. A key design challenge for such development in any jurisdiction is providing a balance of off-street and on-street parking without driveways and garages dominating the streetscape and building front yards. Interestingly, the standards focus on providing parking (a minimum of 2.5 spaces per unit, to be met with off-street and shared on-street parking



Recent townhouse development in Clark County.

Image: Ginn Development

areas) rather than any limits on maximum driveway or garage widths. Alleys are encouraged but not required; the incentives offered for alleys could be more specific than allowing minimum lot sizes, dimensions and setbacks that "differ" from the underlying zone requirements. (UDC 40.260.155.)

Zero Lot Line Development: Standards are straightforward and provide a way to maximize setbacks between houses while minimizing the amount of lot area required for setbacks, facilitating greater density. (UDC 40.260.260.)

Residential in Mixed-Use Contexts

There are several opportunities for residential development in mixed-use contexts outside of residential zones, including the Office Residential (OR) zones and Mixed Use (MX) zones. The OR zones implement medium- and high-density residential designations and apply the same use and development standards as discussed above, with the additional opportunity to develop sites with office uses, as the name implies, and a variety of other low-impact retail and commercial uses. (UDC Table 40.220.010-1.) There is no requirement to mix uses, which provides flexibility at the potential cost of uncertainty over whether medium- and high-density residential options will be developed in these areas.

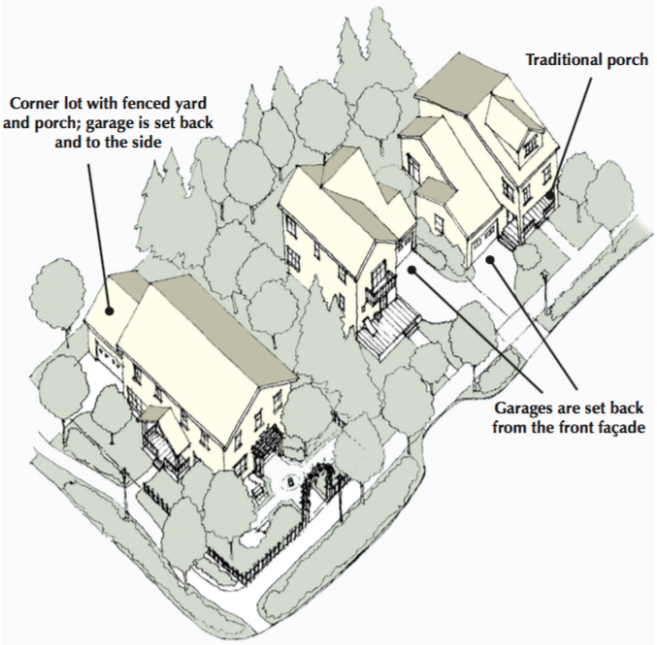
The County has one Mixed Use zone, applied to very few parcels mostly clustered around the 179th Street exit from I-5. There is considerable flexibility in the code for the mix of residential and nonresidential uses, including middle housing types and multifamily within a density range of 12 to 43 units per acre, provided that neither the residential nor nonresidential components can exceed 80% of the site. (UDC Table 40.230.020-1, 40.230.020(E).) Mixed-use developments are subject to lengthy and discretionary design standards addressing aspects of site and building design. (Appendix A.) While the standards holistically address design issues, it could be difficult to translate the many examples, concepts and recommendations from the document into specific development standards as applied to individual project proposals, leaving significant room for interpretation and creating uncertainty for potential developers.

Residential is permitted in the three commercial zones only in upper stories as part of a mixed-use development. (UDC Table 40.230.010-1.) While this maximizes commercial development opportunity by reserving the ground floor, it precludes horizontal mixed-use opportunities with side-by-side commercial and residential uses that can be easier to develop because of construction and financing requirements and could meet community goals for walkable neighborhoods with access to a variety of amenities. The

flexible dimensional standards in these zones, coupled with no density maximums, could create opportunities for higher density apartment development, if there were market demand. (UDC Table 40.230010-3.)

Highway 99 Overlay Zones

The Highway 99 overlay includes three residential designations that build on the underlying residential zoning, in addition to mixed-use areas that have additional residential opportunities. The residential subdistricts include the Multifamily, Mixed Residential and Single-Family overlays. Adopted in 2010, the form-based code focuses on dimensional, building form and site design standards. The overlay links to allowed uses, maximum density and minimum off-street parking allowed in the underlying zones, as discussed herein, creating a hybrid combination of overlay and base zoning standards. This linkage means that the range of housing options discussed above in the base zones are consistent within the sub-area, and that any changes to the underlying zoning will have ripple effects throughout the sub-area without the need for further changes. The specific form-based standards are generally meant to be clear and easy to interpret, but the sheer volume of text and examples woven through the standards themselves may present a challenge for both developers and County planners to easily identify the applicable development standards. For the Single-Family and Mixed Residential overlays in particular, there could be further analysis of whether the form-based standards are providing additional value over and above the base zone standards.



Single-family site design example from Highway 99 Overlay

Parking Standards

Parking standards dictate both the minimum number of required off-street parking spaces and the location and development standards for those spaces, and can have a

large impact on development feasibility. Residential parking standards range from one to 2.5 off-street spaces per unit including:

- One space off-street or on-street per ADU (UDC 40.260.020(C)(7))
- 1.5 spaces per multifamily unit (4+ units) and per cottage dwelling (UDC Table 40.340.010-4 and 40.260.073(C)(6))
- Two spaces per single-family detached, manufactured home, duplex or triplex unit (UDC Table 40.340.010-4)
- 2.5 spaces per townhouse unit, or other units developed on narrow lots less than 40 feet wide (UDC 40.340.010-4)

Notably, there are very few options in current code to modify or reduce the parking requirements.

Table 4: Size of Required Off-Street Parking Areas Relative to Site Area

Zoning Designation	Minimum off-street parking spaces[1]	Area used for parking[2] (square feet)	Assumed lot Size[3] (square feet)	Percentage of site used for parking[4]
R1-10 single-family	2 spaces x 1 unit= 2 spaces	400	10,000	4%
R1-5 duplex	2 spaces x 2 units = 4 spaces	800	8,000	10%
R-18 townhouse	2 spaces x 1 unit = 2 spaces	400	1,800	22%
R-30 apartment	1.5 spaces x 30 units = 45 spaces	18,000	43,560	41%
R-43 apartment	1.5 spaces x 43 units = 65 spaces	26,000	43,560	60%

[1] Source: UDC Table 40.340.010-4.

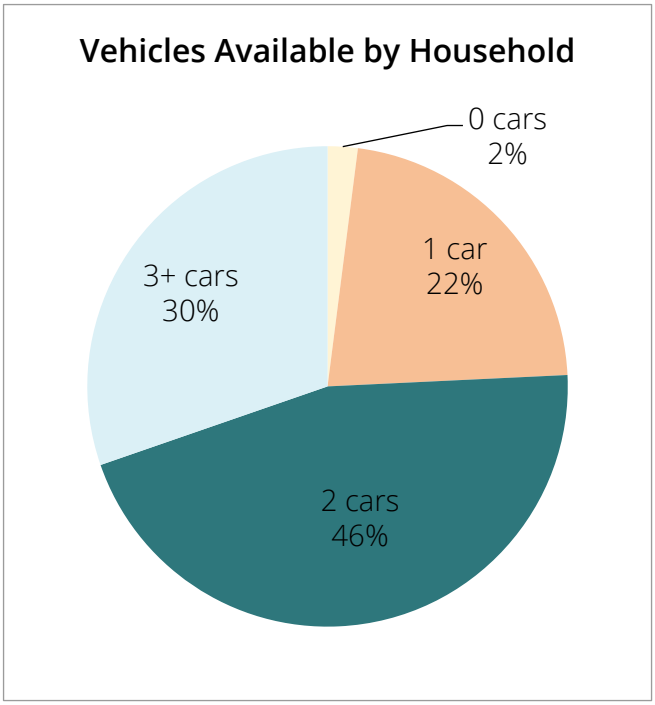
[2] Source: Estimated 200 SF for driveway and garage parking spaces arranged in tandem, estimated 400 SF for surface parking lot, per https://usa.streetsblog.org/2016/07/05/parking-takes-up-more-space-than-you-think/.

[3] Source: UDC Tables 40.220.010-2, 40.220.020-2 and 40.220.020-4.

[4] Assuming all surface parking, which is the least expensive to build and most commonly observed in Clark County. Some reduction in site area may be achieved with podium buildings integrating surface parking on effectively the ground floor with residential uses on the second floor and above.

The cumulative effect of these parking standards on multi-unit developments is just as important as the per unit requirements. As shown in Table 4, off-street parking requirements take up an increasing percentage of the site area at higher densities: as high as 60% of the site in the R-43 zone built to maximum density, leaving little land area for buildings, landscaping or stormwater if developed as surface parking. While off-street parking is desired by the majority of residents—and neighbors, often concerned about overflow onto adjacent on-street parking options—multifamily parking requirements can effectively limit the number of units that can fit on a site to less than the allowed maximum density. Similarly, a requirement for two parking spaces per unit that is feasible for single-family development can be prohibitive when scaled to a triplex or quadplex on the same size lot.

There may be opportunities to reduce the off-street parking requirements to improve development feasibility and align with emerging guidance at the state and regional levels tied to either location or type of residential development. Approximately one-quarter of Clark County households within the VUGA have zero or one car available, which could support targeted reductions to parking requirements for selected housing types, locations and/or other factors related to the characteristics of those types of households. Recent state legislation recommended a parking ratio of one space per bedroom for low-income housing development near transit, or 0.75 spaces per studio unit, and zero spaces for low-income housing for seniors or persons with disabilities near transit. (See HB 1923.)



Source: ACS 5-Year Census Estimates for VUGA Tracts

Within the region, Oregon has adopted a maximum of one space per unit for a variety of middle housing types to implement their middle housing mandate. (OAR 660-046-0120 and 660-046-0220.)

Procedural Review Requirements

The primary land use review requirements for residential development include site plan review and review and approval, which are Type II reviews completed by staff that do not require a public hearing. Notably, no residential uses themselves trigger a discretionary Type III conditional use permit review that can be an obstacle to development, however, most new development does require a Type III land division process to create the lots upon which those residential uses can be built. The site plan review requirements apply to all residential projects except for single-family detached, duplexes and triplexes; the requirements appear fairly standard and raise few concerns. (UDC 40.520.040.) The requirements for review and approval apply discretionary criteria related to compatibility, limiting adverse effects, and maintaining consistent housing densities to ADUs, manufactured home parks, townhouse developments, and zero-lot line developments. (UDC 40.520.040(C).) Given that there are special use development standards already developed for these uses in Chapter 40.260, those standards could be relied upon to guide compatible development rather than layering on additional discretionary criteria that could be interpreted to limit nearly any housing options other than single-family detached in low-density areas.

Generally, there should be a balance whereby more specific, objective standards can be reviewed through a simpler level of review and more discretionary standards trigger a correspondingly detailed level of review. When standards translate more general design objectives like "compatibility" into specific standards such as setbacks, roof pitch, landscaping, etc., discretionary review should not be necessary.

Highlights:

- Code allows some middle housing types in addition to single-family and multifamily types including ADUs, duplexes, townhouses and cottage housing. There is significant opportunity to enhance feasibility of middle housing by removing Type II review requirements for select uses, expanding uses permitted within residential areas, and adding additional plex and courtyard apartment uses.
- Building envelopes are sufficient in the R1 zones for single-family dwellings and in the R zones for townhouses, and appear to allow sufficient building area for middle housing types on the same size lots.
- Multifamily residential standards are limited both in scope and extent of requirements, simplifying site development. However, scaling open space requirements with the

number of units may discourage higher density projects where it becomes a site constraint.

Potential Concerns:

- Density maximums in the R1 zones generally pegged to the minimum lot sizes for single-family detached dwellings are a barrier to development of middle housing types, which often can achieve relatively high densities on an individual lot. Increasing allowed density or exempting certain middle housing types from maximum density so long as minimum lot sizes are met would greatly increase middle housing development feasibility.
- Plexes and courtyard apartments are not permitted as a distinct use category separate from multifamily residential, subject to design standards scaled for larger format projects.
- Density minimums in the R zones should be evaluated against recent development projects to determine whether they are being used for lower-density development that uses the R-zoned land less efficiently than intended, both in terms of density and variety of housing types. The range of uses permitted in the medium-density R-12, R-18 and R-20 zones should be re-evaluated against those trends to identify whether housing being produced provides sufficient variety beyond single-family detached units on small lots.
- Density maximums in the R-30 and R-43 zones should be tested to see if it permits development of projects that "pencil" from a development standpoint or could be increased. The maximum 50% lot coverage standard should also be considered in relation to the cumulative demands of parking, stormwater management and open space requirements on typical sites.
- Off-street parking requirements have an increasingly large impact on site development feasibility for projects at greater densities. Multifamily parking ratios could be reviewed to identify potential reductions based on unit size, at specific locations served by transit, and/or serving specific populations with documented lower rates of car ownership. Additionally, parking ratios for existing and new middle housing types should be scaled to fit on a typical lot, possibly as low as one space per unit.
- Narrow lot standards that apply to townhouses are focused on providing parking options with a relatively high requirement of 2.5 spaces per unit that can force projects to be designed around parking, rather than housing. While the variety of on- and off-street parking options is welcome, the overall requirements could be reduced or balanced against other design objectives such as creating engagement between dwellings and the street.

- The review and approval process required for many residential options besides single-family detached and multifamily causes potential concerns because of the reliance on discretionary review criteria around compatibility and limiting density. Review of residential uses could be simplified by relying on special use standards specific to development types, such as those for ADUs and cottage housing, and required reviews including site plan review and land division.
- The Highway 99 Overlay standards permit the same range of housing options as the base zones, with the same opportunities to expand that range of uses as discussed above. The additional form-based elements, particularly as presented in the plan document rather than in specific code sections, could be evaluated to determine what additional value they provide for low and medium-density development in the Single-Family and Mixed Residential overlay areas. The form-based elements may be more impactful when applied to high-density multifamily development, mixed-use and commercial development on larger sites.

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX F

LEGISLATIVE REVIEW

March 30, 2022

APPENDIX F

MARCH 16, 2021

HOUSING OPTIONS LEGISLATIVE SUMMARY

CLARK COUNTY, WA

JET planning



INTRODUCTION

During the 2019 and 2020 Washington State legislative session, enacted legislation revolved around tools for both renters/homeowners and local governments to help themselves. For example, in regards to renters, tools such as renter protections in the form of increased notification of rental increases (HB 1440) allows renters additional time to financially prepare or move due to rising rents. New tools given to cities included Real Estate Excise Taxes (HB 1219) and sales taxes (HB 1406), which allow jurisdictions to gather funds and implement their own, self-directed, affordable housing strategies. Very little direct action for local governments was mandated by the State to address planning for or providing housing, and when it was, counties were largely exempt. Legislation directed at cities focused on multifamily and middle housing, including SB 6617, mandating that Growth Management Act (GMA) cities may not require off street parking for Accessory Dwelling Units (ADUs) located within a quarter-mile of a major transit stop with some exceptions. This and similar examples are detailed in Table 2, under the section "Passed Legislation for Inspiration," to give the County an idea of potential strategies to borrow even though they do not result in mandates for the County.

What is middle housing?

Middle housing includes accessory dwelling units (ADUs), duplexes, triplexes, quadplexes, townhouses, cottage clusters, and courtyard apartments. Middle housing provides alternatives to single-family detached dwelling and multi-unit apartment buildings that are in the "middle" in terms of density, scale, and size of units.

Much attention focused on whether Washington would pass a mandatory middle housing bill requiring cities to permit middle housing similar to Oregon's HB 2001. Washington's initial effort, HB 1923, underwent several revisions in 2019 before ultimately being adopted with incentives, rather than requirements, for housing planning. Initial drafts included a mandate for cities to adopt several housing planning actions, but was ultimately changed to provide grant funding as an incentive for cities to complete those actions including:

- Upzoning areas with access to transit;
- Permitting duplexes, triplexes, courtyard apartments and/or ADUs in single-family zoned areas;
- Adopting a form-based code;
- Allowing subdivisions of smaller lots;
- Adopting a subarea plan;
- Implementing a SEPA planned action or adopting SEPA categorical exemptions for urban infill development; and
- Implementing a housing action plan to encourage construction of a wider variety of housing types at a range of price points.

While none of these actions are mandatory for the County—or in fact, for any cities—they provide a range of strategies for the County to explore. Similarly, the County may wish to emulate the new requirement for cities that they permit supportive housing where multifamily housing is permitted. The only mandatory action for counties resulting from HB 1923 is a requirement to reduce minimum residential parking requirements for affordable and senior housing projects located near transit. Another feature of HB 1923 is protection from SEPA appeals for certain housing planning actions, however, this protection is limited to cities and cannot be employed by the County except in regards to transportation impacts

Of the bills that included counties, HB 1377 and HB 2343 (which expands exemptions and builds upon HB 1923 passed the year prior) are of special note. HB 1377 requires certain counties and cities to allow an increased density bonus for certain affordable housing development on property owned or controlled by a religious organization, and HB 2343 sets regulations for cities and counties planning under RCW 36.70A.040 regarding minimum residential parking requirements for low-income, senior, disabled, and market-rate housing units located near high-quality transit service. Given the current housing crisis, HB 1754 may also prove valuable, as it provides a framework for local governments to regulate housing for people experiencing homelessness in facilities such as safe parking areas, outdoor

encampments, indoor overnight shelters, and temporary small houses on property owned or controlled by a religious organization.







While counties did not face the same number of directives as cities during 2019 and 2020, the variety of enacted legislation speaks to the gravity of the housing affordability situation within the State, as well as the legislature's willingness to step in when they believe local governments are not providing the necessary housing options for their citizens. Indeed, as is detailed in the section entitled "Looking Forward, 2021 and Beyond", several bills are currently in hearings which were created to address the exclusion of counties within previous legislative efforts. As an example, proposed SB 5269 provides tax levy incentives for GMA cities and counties if they allow various middle housing options in all areas zoned for single family within UGAs. Another example, HB 1298, mandates the exclusion of accessory dwelling units located outside the UGA from the calculation of housing density in certain circumstances.

The need for affordable and workforce housing has only increased with the pandemic's impacts on the economy, which will push the legislation towards more mandates and encouragement like SB 5269, applicable to both cities and counties. Given the likelihood of future mandates, Clark County can look towards bills such as SB 6617, and both the pre-amendment and final HB 1923 as possible inspiration for self-initiated changes to encourage more affordable and workforce housing options within its boundaries. The numerous bills regarding fundraising options for affordable housing programs provided by the 2019 and 2020 legislative sessions should also be considered as Clark County moves forward toward obtaining its housing diversity goals.

The following report details a summary of relevant legislation passed by the Washington State Legislature in the 2019 and 2020 sessions, that would apply to Clark County. Each bill, applicable reference/changes to the Revised Code of Washington (RCW), and a summary of the bill are listed in Table 1. Following this summary is the aforementioned Table 2, containing the 2019-2020 legislation which is not applicable to Clark County but can serve as guidance and inspiration for self-initiated changes. The final section of this summary will be a brief look at upcoming House and Senate bills, slated for consideration in 2021.

If further information regarding any of these bills is desired, please refer to Washington State's Legislature website (https://app.leg.wa.gov/billinfo/). Here you can search by bill number to obtain bill history, complete text, and bill summaries for quick and easy reference.

Key Takeaways, Action Items, and Opportunities

- Due to public pressure for local control, the 2019-2020 session emphasized encouragement and few mandates for both cities and counties. Likely due to the COVID pandemic and economic recession, upcoming legislation shows an increased willingness to override local control in order to provide more affordable and middle housing options.
    - Examples: Most notably, HB 1923 provides incentives but not mandates for housing actions, similar to proposed SB 5269. This year, however, proposed HB 1298 excludes ADUS located outside of UGAs from the calculation of housing density, and proposed HB 1232 would mandate that counties and cities either address middle housing options directly, or provide information on how the county and its cities as a whole will meet the existing and projected housing needs of all economic segments during the planning period.
- Code changes to eliminate obstacles to middle housing and multifamily development by:
    - Removing owner occupancy requirements
        - Example: SB 5235, proposed, applies to counties and removes owner occupancy requirements for ADUs.
    - Reduce or remove off street parking requirements.
        - Example: HB 2343, passed, applies to counties and sets regulations for cities and counties regarding minimum residential parking requirements for multifamily low-income, senior, disabled, and market-rate housing units located near high-quality transit service.

    - Reduce barriers to construction in the form of reducing/eliminating fees and speeding up/simplifying review.
        - Example: Proposed SB 5024 would exempt condominiums with ten or fewer units from the requirement to submit building enclosure design documents.
- While not applicable to counties, the menu of housing planning actions in HB 1923 includes a variety of strategies for the County to consider in order to support middle housing, such as the authorization of duplexes on corner lots, which the County already permits in select single-family zones, and the authorization of cluster zoning or lot size averaging in all zoning districts that permit single-family residences. Lot size averaging is an approach that authorizes subdivisions with some lots smaller than the minimum lot size allowed in the zone, as long as the average of all the lot sizes remains equal to or above the minimum lot size in the zone.
- Passed and proposed legislation focuses on expanding SEPA exemptions for certain developments to encourage infill and densification.
    - Example: Passed HB 2673 clarifies infill development within both cities and counties is exempt from State Environmental Policy Act (SEPA) review if the development is "roughly equal" or of lower density than what is called for in the Comprehensive Plan.
- Key funding opportunities for cities and counties include:
    - HB 1406 authorizes the use of a 0.01 percent sales tax to generate revenue for acquiring, rehabilitating, or constructing affordable housing and renter assistance.
    - HB 1102 allocated $175 million to the state housing trust fund.
    - HB 1219 authorizing the use of real estate excise taxes to support projects addressing affordable housing and homelessness.
- Upcoming, proposed legislation focuses on amending the GMA to include and encourage both affordable and workforce housing.
    - Example: HB 1220, would require counties and cities to address moderate, low, very low, and extremely low income housing in the housing element of their comprehensive plan.

2019-2020 LEGISLATIVE SESSION

The following bills create new mandates or opportunities that apply directly to Clark County.

Table 1: Applicable 2019-2020 passed legislation

Bill	RCW Reference/Changes	Summary
Fundraising and Tax Exemptions		
HB 1219	Amending RCW 82.46.035 and 82.46.037 and creating a new section	*Providing cities and counties authority to use Real Estate Excise Taxes (REET) to support affordable housing and homelessness projects, one at 0.25 percent and the other at 0.5 percent until January 1, 2026. In 2016, City of Seattle analysts estimated that a 0.25 percent REET would annually raise $15-20 million in Seattle, or about $1 million in Edmonds, for example.*
HB 1102	Making appropriations and authorizing expenditures for capital improvements; amending RCW 28B.15.210, 28B.15.310, 28B.20.725, 28B.30.750, 28B.35.370, 28B.50.360, 28B.77.070, 43.63A.125, 43.83.020, 43.88D.010, and 90.94.090; amending 2018 c 2 ss 1010, 1019, 1013, 1014, 1028, 2019, 3024, 3093, 3109, 3105, 4002, and 5014, 2018 c 298 ss 1004, 1007, 1002, 1013, 1016, 2004, 2005, 2008, 2018, 5040, and 7010, and 2017 3rd sp.s. c 4 ss 1052, 3056, 3136, and 5058 (uncodified); reenacting and amending RCW 43.155.050 and 70.148.020; creating new sections; making appropriations; and	*Among other allocations, dedicates $175 million to the state housing trust fund to help affordable housing developers create subsidizes homes. Since 1986, the trust fund has assisted in the creation of over 47,000 subsidized homes statewide.*

	declaring an emergency.	
HB 1406	Adding a new section to chapter RCW 82.14	*Authorizes cities and counties to recapture 0.01 percent sales tax from the state's currently assessed sales tax, or enact a local levy for a new 0.01 percent sales tax, to generate revenue for acquiring, rehabilitating, or constructing affordable housing; smaller cities/counties could also put the funds toward renter assistance.*
HB 1107	Amending RCW 84.36.049 and 2018 c 103 s 2	*Giving qualified cooperative associations involved in the creation of low-income housing similar abilities to be exempt from state and local property taxes as nonprofit entities.*
HB 2497	Amends RCW 39.89.020, RCW 39.102.020, RCW 39.104.020	*Adds development of permanently affordable housing to the allowable uses of community revitalization financing, the local infrastructure financing tool, and local revitalization financing.*
SB 6212	Amends RCW 84.52.105	*Expands the use of the affordable housing property tax levy to include owner-occupied home repair, affordable homeownership, and foreclosure prevention programs for households within incomes at or below 80% AMI.*
HB 1590	Amends RCW 82.14.530	*Authorizes county or city legislative authorities to impose local sales and use tax for housing and related services by councilmanic action instead of a vote.*
HB 2229	Amends RCW 82.04.051	*Relating to clarifying the scope of taxation on land development or management services in part to remove barriers to the creation of affordable housing.*
Encouraging Forms of Affordable/Workforce Housing		
SB 1377	Adding a new section to chapter 35.63 RCW; adding a new section to chapter 35A.63 RCW; adding a new section to chapter 36.70A RCW; and adding a new section to chapter 44.28	*Concerning affordable housing development on religious organization property- Requires a city planning under certain planning enabling statutes, or a city or county fully planning under the GMAto allow an increased density bonus for certain affordable housing development on property owned or controlled by a religious organization.*

SB 5334	Amends RCW 64.90.410, 64.90.670, 64.90.010,264.90.025, 64.90.075, 64.90.080, 64.90.090, 64.90.225, 64.90.245,364.90.285, 64.90.405, 64.90.445, 64.90.485, 64.90.610, 64.90.650,464.06.005, 6.13.080, 64.55.005, 64.32.260, 64.34.076, 64.34.308,564.34.380, 64.34.392, 64.38.025, 64.38.065, 64.38.090, and 64.38.095	*Fixes to the state's condo defect liability law that has helped cause a condo construction drought by encouraging frivolous lawsuits.*
HB 1923	Amends RCW 36.70A	*Amends the definitions for Affordable housing, Low-income Household, Very low-income household, Extremely low-income household, and Permanent supportive housing. Section 5 limits the amount of parking that counties and cities planning under RCW 36.70A.040 may mandate for low-income, disabled, senior, and market-rate housing units located near high-quality transit service. Additionally, a project action evaluated under SEPA by a city, county, or town planning fully under the GMA is exempt from appeals under SEPA on the basis of the evaluation of or impacts to transportation elements of the environment,*
HB 2673	Amends RCW 43.21C.229	*Clarifies exemptions from SEPA made by a city or county planning under RCW 36.70A.040 for infill development must be "roughly equal or" lower than what is called for in the applicable comprehensive plan.*
HB 2343	Amends RCW 36.70A.620, and 36.70A.610, reenacting and amending 36.70A.030, and creating a new section	*Sets regulations for cities and counties planning under RCW 36.70A.040 regarding minimum residential parking requirements for low-income, senior, disabled, and market-rate housing units located near high-quality transit service. Encourages middle housing creation in cities. (Builds upon HB 1923 passed in 2019)*

HB 1754	Amends RCW 36.01.290	*Provides a framework for local governments to regulate housing houseless citizens in facilities such as safe parking efforts, outdoor encampments, indoor overnight shelters, and temporary small houses on property owned or controlled by a religious organization.*

The following bills do not apply directly to Clark County but may provide ideas that can be applied to the County or may be expanded to apply to Counties in future legislative sessions.

Table 2: Inspirational 2019-2020 passed legislation

Bill	RCW Reference/Changes	Summary
SB 6617	Adding new sections to chapter 36.70A RCW.	*By July 1, 2021, any city within a county planning under the GMA must adopt or amend ordinances, regulations, or other official controls that do not require the provision of off-street parking for ADUs within 0.25 mile of a major transit stop. However, such a city may require the provision of off-street parking for an ADU located within 0.25 mile of a major transit stop if the city determines the ADU is in an area with a lack of access to street parking capacity, physical space impediments, or other reasons to support that on-street parking is infeasible for the ADU.*
HB 1923	Amending RCW 36.70A.030, 43.21C.420, and 36.70A.490; adding new sections to chapter 36.70A RCW; adding new sections to chapter 43.21C RCW; adding a new section to chapter 35.21 RCW; adding a new section to chapter 35A.21 RCW; adding a new section to chapter 36.22RCW; providing an effective date; and declaring an emergency.	*A bill targeted at increasing urban residential building capacity through multiple initiatives, including the requirement that a city may not prohibit permanent supportive housing in areas where multifamily housing is permitted. Additionally, the bill encourages cities planning fully under the GMA to take two or more of a list of selected actions to increase residential building capacity. Encouragement comes in the form of exemption from judicial appeal under SEPA and the GMA, as well as grants of us to $100,000 to support planning and outreach efforts. This encouragement was originally mandatory under the original bill as proposed.* *Examples of suggested actions include:* *- authorize cluster zoning or lot size averaging in all zoning districts that permit single-family residences;* *- authorize a duplex on each corner lot within all zoning districts that permit single-family residences;* *- authorize accessory dwelling units on all lots*

		located in zoning districts that permit single-family residences, subject to certain restrictions; *- adopt increases in categorical exemptions pursuant to the infill development provisions of SEPA for single-family and multifamily development.*
SB 5383	Amending RCW 58.17.040, 35.21.684, 43.22.450, 19.27.035, and 35.21.278; adding a new section to chapter 35.21 RCW; and creating a new section.	*Authorizing cities to permit tiny houses as a form of accessory dwelling unit (ADU), and "tiny houses with wheels to be collected together as tiny house villages". Exempts tiny homes from subdivision requirements, and mandates that tiny homes and recreational vehicles may not be banned in manufactured/mobile home communities. Requires adoption of building code standards specific for tiny homes by December 31, 2019.*

LOOKING FORWARD: 2021 & BEYOND

While the 2019-2020 legislation may have overlooked counties, that omission is being rectified in the current 2021 legislative session. In fact, certain legislation such as both HB 1298 and SB 5221 are directly targeted at middle housing—in this case, ADUs—outside of urban growth areas. Emphasis on middle housing continues this session, including duplexes, triplexes, townhomes, and ADUs. Washington may see more encouragement for middle housing, with the notable introduction of SB 5269, proposing to allow counties and cities to increase tax revenue if they include middle housing types in single-family areas within UGAs. Additional bills address emergency shelters, low-income housing, occupancy standards, and tax incentives/funding options to encourage cities to further densify. Furthermore, while not directly mentioned within the housing legislative proposals, racial equity is a clear theme in 2021. For example, SB 5405 instructs the joint legislative audit and review committee to perform racial equity analyses in its performance audits, sunset reviews, and other audits/reports to look at racial disproportionalities and disparate impacts.

While it is uncertain which upcoming proposals will be passed, and how they will be altered before approval, several of the most impactful are detailed below, divided into the following organizational categories: Upcoming Bills Regarding Planning under the GMA, Upcoming Bills Regarding Middle Housing, Upcoming Bills Regarding Tax Incentives/Financing, and Other. Given the increasing severity of the housing crisis within the State, and the possibility of legislative action, the recommendations contained within these bills may serve as useful inspiration for Clark County's future implementation priorities to be identified through this Housing Options project.





Upcoming Bills Regarding Planning under the GMA

HB 1241

Amends RCW 90.58.080 and 90.58.080; reenacts and amends RCW 236.70A.130
Planning under the GMA.

- *Increases review and revision cycle for comprehensive plans and Shoreline Master Plans from eight to 10 years.*
- *Requires cities and counties with more than 7,500 population to produce an annual work program for implementing the comprehensive plan.*
- *Requires counties and cities to submit an implementation progress report with certain required information to the Department of Commerce five years after reviewing and revising a comprehensive plan.*

HB 1232

Amend RCW 36.70A.210; and reenacts and amends RCW 36.70A.070
Relating to the planning for middle housing under the GMA. States that, "The housing element should link jurisdictional goals with overall county goals to ensure that the housing element goals are met. If a county or city does not plan for each housing type identified in this subsection, including single-family residences such as single-family detached dwellings, duplexes, triplexes, and townhomes, then the applicable countywide planning policy required under RCW 36.70A.210 must provide for how the county, as a whole, and its cities will meet the existing and projected housing needs of all economic segments of the community during the planning period."

Upcoming Bills Regarding Middle Housing

HB 1298/SB 5221

Amends RCW 36.70A.697 and creates a new section.
Similar bills that exclude accessory dwelling units located outside urban growth areas from the calculation of housing density in that area if certain local development regulations regarding accessory dwelling units are imposed.

HB 1337 (DEAD)

Amends RCW 136.70A.696 and 43.21C.495; adds new sections to chapter 36.70A RCW; adding new sections to chapter 82.14 RCW; creating a new section; and repealing RCW 35.63.210, 35A.63.230, 36.70A.400, 36.70.677, and 443.63A.215
Provides that cities and counties that adopt specified policies regarding accessory dwelling units may qualify for a distribution from the accessory dwelling unit incentive account.

- *Distributions from the accessory dwelling unit incentive account are based on the number of qualifying new accessory dwelling units constructed after the regulations are adopted.*
- *Provides for the transfer from the General Fund of $1,000,000 each fiscal year to be used for distributions, with any remainder to be returned to the General Fund at the end of the fiscal year.*

SB 5024

Amending RCW 64.55.010, 64.90.645, and 64.04.005.

An act relating to reducing barriers to condominium construction. Exempts condominiums with ten or fewer units and no more than two stories from the requirement to submit building enclosure design documents and obtain periodic inspections throughout the course of construction. Additionally, allows deposit funds for the purchase of a unit in a common interest community to be used for construction costs if the declarant maintains a surety bond in favor of the purchaser in the amount of the deposit.

SB 5269

Amending RCW 84.55.010 and adding a new section chapter 36.70A.

- *Provides incentives for all Growth Management Act planning jurisdictions to allow for multifamily housing units in areas zoned for single-family residential use within urban growth areas (UGAs).*
- *Provides incentives for certain parking units per lot size or dwelling unit within a UGA.*
- *Includes the general value increase of property conversions to multifamily housing units in the calculation of the property tax revenue limit.*

SB 5235

Amending RCW 36.70A.696, 36.70A.697, and 36.70A.698; adding a new section to chapter 35.21 RCW; adding a new section to chapter 35A.21 RCW; adding a new section to chapter 36.01 RCW.

Prohibits counties planning under the Growth Management Act and cities within such counties from prohibiting primarily renter occupied housing units on the same lot as an accessory dwelling unit, with exceptions. Additionally, prohibits local governments from limiting the number of unrelated persons occupying a home, with exceptions.

Upcoming Bills Regarding Tax Incentives/Financing

HB 1157

Amending RCW 82.45.060 and adding a new section to chapter 36.70A.

Authorizes counties and cities to establish a real estate excise tax (REET) density incentive zone within urban growth area. An incentive zone may only be located within a UGA and must allow dwelling units to be in addition to the baseline density allowed under existing zoning. Upon establishing an incentive zone, the local government receives a portion of the state REET imposed for sales of qualified residential dwelling units within the incentive zone. Allowed uses of REET money include planning to implement moderate, low, very low, and extremely low-income housing and creating affordable housing.

SB 5390

Amending RCW 82.45.060; reenacting and amending RCW 336.70A.070 and adding a new section to chapter 36.70A.

Amends the elements of a comprehensive plan to ensure consideration of multifamily housing units and housing targets. Additionally, creates real estate excise tax density incentive zones within urban growth areas in buildable lands areas.

Other

SB 5405

Amending RCW 44.28.005; and adding a new section to chapter 44.28.

Instructing the joint legislative audit and review committee to perform racial equity analyses.

HB 1220

Amend RCW 236.70A.020 and 36.70A.030; reenacting and amending RCW 36.70A.070; adding a new section to chapter 35A.21 RCW; and adding a new section to chapter 35.21.

Supporting emergency shelters and housing through local planning and development regulations. Updates the housing goals of the Growth Management Act to include planning for and accommodating affordable housing.

- *Requires jurisdictions to address moderate, low, very low, and extremely low-income housing in the housing element of the comprehensive plan.*
- *Requires jurisdictions to address racially disparate impacts and displacement in the housing element of the comprehensive plan.*

Clark County, Washington

HOUSING OPTIONS STUDY AND ACTION PLAN

APPENDIX G

HOUSING OPTIONS CASE STUDIES

March 30, 2022

APPENDIX G

MARCH 16, 2021

HOUSING OPTIONS CASE STUDIES

CLARK COUNTY, WA

JET planning

ACKNOWLEDGEMENTS

JET Planning and Jean Dahlquist would like to thank City of Olympia planners Leonard Bauer and Joyce Phillips, and City of Spokane planner Nathan Gwinn for generously sharing their time and experience to inform these case studies.

INTRODUCTION

As Clark County engages in their Housing Options Study and Action Plan, there are opportunities to learn from recent housing initiatives in comparable Washington jurisdictions. The goals of these case studies were to gather inspiration, learn from mistakes, and to discover which initiatives may be best utilized to create more housing choice and affordability within Clark County. The case studies highlight three jurisdictions with comparable geographies and housing market trends, including Spokane County with unincorporated areas developed at urban densities similar to Clark County, as well as jurisdictions that had recently adopted changes to their comprehensive plans, maps and/or zoning codes to support greater housing options. With additional emphasis given to jurisdictions with a larger and more creative scope of adopted changes, the City of Spokane, City of Olympia and Spokane County were selected to meet these criteria, and provide three snapshots of housing actions recently completed across the state.

While each jurisdiction proved to have unique motivations and differed in some of the specific implementation actions, jurisdictions generally pursued middle housing related updates to implement long-range planning goals. The exact type of middle housing encouraged varied with jurisdiction. For example, Accessory Dwelling Units (ADUs) were a large component of Olympia's strategy, but notably absent from Spokane County and the City of Spokane's recent changes. Nonetheless, each jurisdiction came to the independent conclusion that it was the right time for inclusion of more middle housing options for their communities.

What is middle housing?

Sometimes termed "missing middle housing" for its relative absence in American cities over the past half-century, middle housing refers to alternatives to single-family detached dwelling and multi-unit apartment buildings that are in the "middle" in terms of density, scale, and size of units. **Middle housing can take the form of accessory dwelling units (ADUs), duplexes, triplexes, quadplexes, townhouses, cottage clusters, and courtyard apartments.** The scale and form of middle housing is intended to be compatible with predominately single-family dwellings and to support walkable neighborhoods.

Jurisdictional initiatives to implement their middle housing goals generally fell within three categories: comprehensive plan updates, infill related municipal code updates, and zoning map changes combined with zoning code updates, as shown in Table 1. Few financial initiatives were identified, such as revisions to system development charges (SDCs), impact fees, land use and building permit fees, and tax incentives or exemptions. It may be possible that jurisdictions will pursue some of these strategies, but they were not identified as key elements of recent housing policy work in any of the three.

Table 1: Comparison of highlighted initiatives across case study jurisdictions.

Summary of Highlighted Initiatives			
	Olympia	**City of Spokane**	**Spokane County**
Recent Efforts Include:			
Comprehensive Plan Update	✓	✓	✓
Municipal Code Updates	✓	✓	✗
Zoning Map and Code Updates	✗	✗	✓
Prioritized Strategies			
Missing Middle Housing Options	✓	✓	✓
Low Density Residential Zone Increase in Density	✓	✗	✓
Medium Density Residential Zone Increase in Density	✗	✓	✗

Key Takeaways:

- Whether the dominant goal was housing affordability (City of Olympia), growth management/economic growth (City of Spokane), or developer concerns (Spokane County), expanding missing middle housing options in low-density, single-family neighborhoods was a key priority of each strategy.
- Comprehensive Plan updates serve as not only direction for infill/missing middle housing code changes, but are necessary to ensure new code complies with the Comprehensive Plan to avoid legal challenges (City of Olympia).
- Recently passed statewide legislation can serve both as inspiration and a protection against appeal and review under the State Environmental Protection Act (SEPA). Specific examples are the "menu" of upzoning and middle housing zoning choices included in HB 1923, and the exemption from SEPA review of infill type code changes made by a city or county planning for infill development, clarified by HB 2673.
- Early outreach and messaging to the community and local neighborhood groups is key to avoiding misinterpretation of the proposed changes and possible resulting legal appeal. For example, themes around "expanding housing options" tended to generate greater support that messages of "densification."

CASE STUDIES

Olympia

The City of Olympia has engaged in two major code overhauls in the past decade, focused on increasing infill development, residential building capacity, and middle housing. The goals, strategies, and code changes within these amendments were inspired by the 2014 Comprehensive Plan update, the first significant update in over 20 years. Through an award-winning public outreach process, Olympia's residents, Planning Department, and Planning Commission settled on densification of its Low Density Residential (LDR) Zoning Districts as a key priority to contain within the plan. The reasons for this specific focus were as follows:

- Accommodate growth, as over 70% of the City was/is zoned Low Density Residential (LDR).
- Best use of infrastructure
- Affordability
- Climate change
- Neighborhood access

Work on the first set of changes began in 2017, with a focus and a public message of increasing middle housing. Entitled "The Missing Middle Project," it introduced a broad set of sweeping changes, revising code for accessory dwelling units (ADUs), cottage housing, courtyard apartments, duplexes, townhomes, triplexes, fourplexes, single room occupancies (SROs), and manufactured housing. The results of the Missing Middle Project were adopted in 2018, but were soon appealed to the Washington State Growth Management Hearings Board by the Olympians for Smart Development and Livable Neighborhoods. Key challenges to the adopted code updates focused on lack of compliance with the Comprehensive Plan's stated density goals, and street parking as an element of "neighborhood character". The Hearings Board issued an order of invalidity for the Missing Middle Project, and the City has henceforth filed a petition for review before Thurston County Superior Court. City planners attributed such strong resistance to misinformation distributed by opponents at the beginning of the drafting process. Once this information was distributed and digested, the public was reluctant to be corrected in their perceptions.

The second code overhaul was passed in 2020, and was created by Olympia due to the prolonged period of the Missing Middle Project appeals process. Planners and local officials had the mindset of, "Why wait when you can create?" The code update expanded middle housing uses allowed in low-density residential districts, including duplexes, triplexes, fourplexes, sixplexes and courtyard apartments. The code updates also adjusted dimensional standards for these types, such as reducing minimum lot sizes and density bonuses, and reduced minimum off-street parking requirements to make middle housing development more feasible. While permitted, middle housing uses require Type II design review, a staff-level review with additional notification and discretionary approval criteria.





The 2020 code update contained many of the same elements as its predecessor, but took advantage of the specific protections and mandates of recent statewide legislation including HB 1923 and HB 2343. (See Legislative Summary for more details.) For example, HB 1923 included a provision for cities to add a missing middle housing option on "each parcel." This motivated Olympia to move away from emphasis on corner lots, and towards permitting middle housing on all lots as long as the development conforms to the standards of the zone. Especially impactful was HB 1923's provision that certain infill projects cannot be appealed under SEPA because of transportation impacts. Due to these protections, as well as lessons learned from the legal challenge to the Missing Middle Project, Olympia's planning department expects their latest effort to remain unchallenged. A table illustrating the results of the 2020 effort is below, with a summary of changes to each Low Density Residential (LDR) zone including permitted uses and dimensional standards such as minimum lot size. An important aspect



to note from the adopted changes, is the minimum lot size and width of the zone is the same for any of the permitted housing types when allowed in the zoning district, except in the Residential Low Impact (RLI) zone. The intent of the RLI zone is to accommodate some residential development within sensitive drainage basis, avoiding impact to sensitive stormwater and aquatic habitats. However, the applicant must show how the proposal meets all of the development standards for the zone (lot coverages, height, setbacks, etc.) prior to issuance of a building permit.

Table 2: Summary of Olympia's Middle Housing Code Updates.

Low Density Residential Zoning Districts							
	R1/5 MLS: 4 ac. MLW: 30' Height: 35'	**R-4** MLS: 5,000 MLW: 50' Height: 35'	**R-4CB** MLS: 1 ac MLW: 100' Height: 40'	**RLI** MLS/ MLW: varies Height: 40'	**R4-8** MLS: 4,000 MLW: 35' Height: 35'	**R6-12** MLS: 3,500 MLW: 40' Height: 35'	**Minimum Parking Required On-Site**
Single Family	✓	✓	✓	✓	✓	✓	2
Duplex	✓	✓	✓	✓	✓	✓	4
Triplex	✗	✗	✗	✓	✓	✓	5
Fourplex	✗	✗	✓	✓ *	✓	✓	6
Sixplex	✗	✗	✗	✓ *	✗	✓	9
Courtyard Apartment	✗	✗	✗	✓ *	✗	✓	1.5/unit

MLS = Minimum Lot Size MLW=Minimum Lot Width

** The RLI zoning district allows apartments, so residential structures of three units or more would be allowed as an apartment, subject to all applicable standards, rather than viewed as a sixplex or courtyard apartment.*

Public outreach was also conducted very differently around the 2020 effort as opposed to the Missing Middle Project. Pamphlets and information were distributed early, and the 2020 effort was marketed as a "Housing Options Ordinance" as opposed to a "Missing Middle Housing Ordinance." This change of phrasing, and focus on community members having choices

between housing types and neighborhoods, was received more favorably as opposed to an emphasis on densification. Imagery was heavily utilized in public meetings, with slide shows of scenic missing middle housing options shown behind the speakers. Planners emphasized that neighborhood character would be preserved through design review, and that there were many well-designed examples of duplexes, triplexes, etc. already in the City that blended in well with their single-family neighbors.

Image 1: Example title slide for Ordinance 7267 public outreach



While the 2020 effort is still fresh, Olympia is not content to sit on its laurels. Projects in the pipeline include pre-approved ADU designs to facilitate faster ADU creation, as well as a Comprehensive Plan update to ensure that parking is specifically excluded from the definition of "neighborhood character."

Code Highlights:

- Code allows at least one duplex, triplex, or courtyard apartment on each parcel in one or more zoning districts that permit single-family residences.
- All housing types of two units or more are subject to Infill and Other Residential design review.
- All permitted housing types are allowed on all lots, subject to other standards of the zone. However, minimum lot size and width are the same for all permitted housing types except in the RLI zone.
- ADU size not tied to size of primary dwelling unit (max size 850 square feet).

- ADU height increased from 16 to 24 feet.
- To account for increases in density in the LDR zones, the 2020 adopting ordinance requires City staff to review residential permitting on an annual basis and "if achieved density approaches or exceeds the density anticipated in the comprehensive plan, the city will make revisions as needed…"

Key Takeaways and Lessons Learned:

- The City's first attempt, the 2017 Missing Middle Project, is currently in the appeals process. This highlights the need for good outreach, compliance with the Comprehensive Plan, and the importance of "safe harbor" from SEPA review, now protected under HB 1923. (Note: The vast majority of the protections offered from SEPA review provided by HB 1923 are only applicable to *cities* and not *counties*, with the exception of appeals under SEPA on the basis of transportation impacts.)
- During public outreach, emphasis should be placed on housing and neighborhood choice, not densification.
- The 2020 code updates were the result of the Planning Commission giving the planning department three options to consider, with the end goal to pick two out of the three. This narrow scope both helped the planning department and the public digest the information and move quickly.
- Code was based on not just what is permitted, but what is buildable given the constraints. The City had noticed a large gap between the achieved density of a zone and the desired density, and wanted to ensure code barriers were not to blame.

City of Spokane

Much like Olympia, the City of Spokane's 2001 Comprehensive Plan update initiated a community and planning department discussion that created the impetus for missing middle code and infill changes. The public and the City acknowledged the need to accommodate growth, and the question became: how, where, and to whose benefit? Shaping the results of this discussion was a 2000 affordability report, which listed Spokane as having more affordable housing options than the surrounding area and identified longstanding low wages as more of a factor in creating housing security. According to the report, Spokane's growth was being driven by their affordable housing market, but the City did not have a large enough job base to support these new citizens. Thus, a targeted infill strategy was seen as a way for Spokane to create the necessary density to support/create local businesses, as well as to maintain housing affordability. The 2001 Comprehensive Plan identified the positive aspects of housing choice/infill as the following:

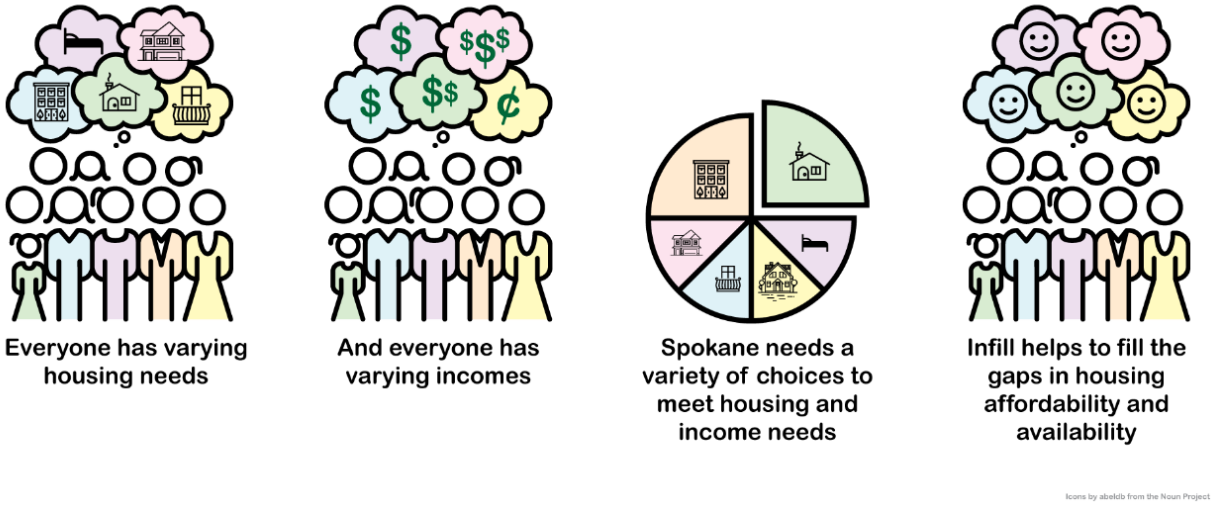
- Creates density around centers and corridors, creating sufficient market demand to sustain walkable, neighborhood scale businesses.
- Creates affordability through housing choice, allowing access to all neighborhoods through live-work housing, triplexes, small lot and starter homes, as well as rowhouses.

Since these Comprehensive Plan amendments were adopted, a series of code changes have been adopted over the years, focusing on items such as smaller lot sizes, zero lot line development, tiny homes, and cottage/pocket development. Public messaging has focused on the concept that housing choice yields a livable space for everyone, and Spokane has developed a webpage entitled "Housing Choices" which explains the connection between housing choice and affordability. Contained on this page is a mapping tool for use by the community and local developers, which maps factors such as vacancy, economic incentives, amenities, and transit routes to highlight properties that are prime candidates for redevelopment and conversely, highlight areas that are not likely to see significant development or changes to the neighborhood. The map also shows building permits issued within the last ten years to give a sense of housing construction trends.





Image 2: Spokane City graphic illustrating the connection between housing choice and affordability.



While the emphasis to the public has been housing choice and affordability, City planners emphasized the previously mentioned 2001 affordability report and the connection between infill and economic vitality as more of a driving factor behind the Comprehensive Plan update and resulting code changes. The emphasis on the economic benefits of infill has driven the City of Spokane's "Centers and Corridors" model of accommodating growth, which focuses on developing walkable housing and commercial density around transit routes and neighborhood centers. The goal is to stimulate the creation of more local businesses and employment by increasing density and residency in these areas.

The latest infill initiative was started in 2016 and passed in February of 2019. Outreach was largely web and email based, and included a 16-person steering committee comprised of developers, design contractors, and community representatives. Emphasis was placed on understanding builder/developer needs, additionally informed by email outreach to every permit applicant within the previous five years. It was during this time that the aforementioned "Housing Choices" page and interactive map were created. Recommendations from the 2016 steering committee and other outreach efforts resulted in amendments targeting the City's multifamily zones surrounding centers and corridors, including increased height limits of 35 feet, changes to attached housing (townhouse) code to improve development feasibility, and a 30-50% reduction in required parking for multifamily development. As well as this emphasis on centers and corridors, Spokane's efforts have a unique data driven approach. Key to the 2016-2019 effort was the establishment of a system to monitor trends in permit counts and valuation by area, and evaluate performance relative to the economy.

The level of citizen opposition to the 2016-2019 effort was a surprise to the Planning Department. As observed with Olympia, misinformation provided by opponents quickly spread,

and was hard to uproot. Most of the opposition came from outlying areas in Spokane, predominately characterized by low-density greenfield development. This posed a conundrum for the Planning Department, as the bulk of the changes for the 2016-2019 effort were focused on centers and corridors, and had relatively little impact on the outskirts. Thus, a key takeaway from the process was that certain groups of people are reactionary regarding densification, and will assume it will affect their property and neighborhood even if the efforts are focused elsewhere. This is where Spokane's mapping tool is helpful for the community, as a tool to educate citizens about exactly where development is likely to happen—and where not.

Since the passing of the 2016-2019 efforts, Spokane planning staff continues to monitor the result of the project and recent legislation for new code/planning requirements.

Code Highlights:

- Within the higher density zones characterized by multifamily and townhouse development, increased the height limit to allow for full three-story development up to 35 feet for flat roofs, and 50 feet for pitched roofs.
- Applied targeted parking reductions for townhouses, as the City already allows developers to request reduction in areas served by public transit. New parking standards for townhouses reduce the requirement for one space per unit, plus one space per bedroom over three, by 30% less across the board, and 50% within ¼ mile of a transit-served centers or corridor.
- Reduced side setbacks for townhomes to that of the base zone. Previous standard was that on the side without the common wall, a development needed double the side setback of the base zone.
- Pocket residential development revisions:
    - Allows pocket residential developments of over 1.5 acres if approved as a PUD in certain zones. In higher density and commercial zones, allows pocket developments with no maximum parent site size.
    - No requirement for pocket developments to have common open areas.

Key Takeaways:

- Outreach was key, detailing the scope of the changes as well as the location of the changes.
- Housing choice and density impact the economy, and local businesses, as well as housing affordability.
- Emphasis on "Housing Choice" once again was more effective than "Missing Middle Housing."

- Data can be used to shape both outreach and future efforts, in the form of contacting recent permit applicants and tracking permits after the code changes go into effect.
- Developers and builders are key partners in any code update process.

Spokane County





Unlike the Cities of Olympia and Spokane, Spokane County has only recently begun to examine its barriers to infill development. In 2018 and 2019, the Planning Department received concerns from the development community regarding new projects in the Urban Growth Area (UGA). According to developers, location, economic limitations, and small parcel sizes within established neighborhoods was making even traditional subdivisions and single-family homes financially unfeasible. The Planning Department recognized the need to act, and took the opportunity to research and implement a complete package of changes which included map/zoning code alterations, amendments to the Comprehensive Plan, and changes to Spokane County's development regulations. The goals of the final package included:

- Creating opportunities for diverse housing types and infill opportunities within the UGA by exploring the current barriers to financial feasibility of the final developed product; and
- Increasing housing affordability.

Perhaps due to the motivation behind the project, outreach was only "as required" and staff reports listed no outside comments from the community. Additionally, no recent legislation was mentioned as an inspiration or concern. In regards to the development code amendments, the Planning Department looked at development code barriers for duplexes, rowhouses, triplexes, and fourplexes. Emphasis was placed on minimum lot size requirements, as well as increasing the permissible density for infill development. The code relied on development standards to ensure neighborhood compatibility, as well as requiring technical review meetings for triplexes and fourplexes. Special standards were created to encourage corner lot duplexes, including counting them as a single-family dwelling for the purposes of density calculations. Within the Comprehensive Plan, amendments included a revised LDR zone definition with a target density of 8 dwelling units per acre, up from 6 dwelling units per acre. The development

code incorporated this density change, as well as several other changes such as a revised duplex definition to allow for the creation of stacked duplexes.

In addition to code changes, the City simultaneously pursued upzoning approximately 30 acres from low density to medium or high-density residential. Zone changes are detailed below, and were estimated to result in the potential for an additional 251.6 units within to the UGA, providing housing for an estimated additional 258.4 persons.

Table 3: Calculated increases in potential dwelling units and population.

File #	Existing Category	Proposed Category	Site Size	Potential Dwelling Units Existing Category	Potential Dwelling Units Proposed Category	Potential Population Existing Category	Potential Population Proposed Category
18-CPA-05	Low Density Residential	Medium Density Residential	25.5	102.0	280.5	255.0	420.8
19-CPA-02	Low Density Residential	High Density Residential	1.9	7.6	39.9	19.0	59.9
19-CPA-06	Low Density Residential	High Density Residential	0.7	2.8	14.7	7.0	22.1
19-CPA-07	Low Density Residential	High Density Residential	1.7	6.8	35.7	17.0	53.6
		Total	**29.8**	**119.2**	**370.8**	**298.0**	**556.4**

Assumptions
LDR = 4 units/acre, MDR = 11 units/acre, HDR = 21 units/acre
SFR = 2.5 persons/dwelling, Multifamily = 1.5 persons/dwelling unit

Code Highlights:

- Low Density Residential zone density increased from 6 to 8 dwelling units per acre.
- Reduced minimum lot sizes for all infill/missing middle projects across the board.
- Bonus density for corner lot duplexes, stating "A two-family duplex dwelling located on a corner lot shall be considered as a single-family dwelling for the purpose of calculating density…"
- Duplex definition changed to allow stacked duplexes.
- Bonus density provided an additional two units for row housing, triplexes, and fourplexes.
- Development standards incorporated for triplexes and fourplexes to minimize impacts to surrounding single-family homes.
- Technical review meetings required for triplexes and fourplexes.

Key Takeaways:

- Small lot sizes in existing neighborhoods may only be financially feasible to develop with middle housing options, due to a high cost of land combined with a limited pool of middle and upper-income single-family purchasers. As a hypothetical example, a greater share of potential homebuyers are likely able to purchase the two $200,000 townhomes compared to a $400,000 single-family home developed on the same total amount of land area.
- Definitions of missing middle housing types can offer additional flexibility by permitting a variety of configurations, such as allowing both stacked and side-by-side duplex options.
- Encouraging infill development can be accomplished through site-specific upzoning as well as development code and Comprehensive Plan amendments.

FURTHER RESOURCES:



Olympia:

http://olympiawa.gov/city-government/codes-plans-and-standards/missing-middle.aspx

- Website detailing Olympia's 2018 code efforts, including detailed analysis on barriers to Middle Housing in Olympia and the results of public surveys.

City of Spokane:

https://my.spokanecity.org/housing/choices/

- The City of Spokane's housing choices website, detailing information about housing supply and demand in Spokane, different types of housing options, and the latest changes to encourage more housing options in the City.

https://my.spokanecity.org/projects/infill-housing-strategies-infill-development/

- Webpage dedicated to the infill changes in 2019, aimed at more development and homeownership in Spokane's Centers and Corridors.

Spokane County:

https://www.spokanecounty.org/DocumentCenter/View/22281/Draft-Infill-Amendment-9-17-18?bidId=

- Spokane County's initial report on infill development options within LDR zones (9-17-18)

https://www.spokanecounty.org/585/Comprehensive-Plan-Amendments

- Resulting findings of fact for the 2019 infill development amendments.

APPENDIX H



Clark County Housing Options Study

Task 4 Middle Housing Pro Forma Feasibility Analysis

April 2021



ECONorthwest

ECONOMICS • FINANCE • PLANNING

Context for Feasibility Analysis

- Housing is getting expensive and entry-level homes are becoming increasingly out of reach
- Increases in housing demand has outpaced housing supply for many years
- Creating more housing will make homeownership more attainable
- Most places are zoned for single-family developments
- Evaluate if townhomes and/or duplexes are effective options for entry-level homes attainable to more families

Key Questions for Analysis

- What would it take to create ownership housing options that are affordable to households in the middle of the income spectrum (80% to 120% of Area Median Income)?
  - Changes to allowed uses?
  - Changes to lot size minimums?
  - Changes to parking requirements?

Policy Options

- Townhomes in R-18 zone
  - R-18 is the most common zoning designation in the Urban Medium comprehensive planning area
  - Duplexes and multifamily developments are allowed today, but townhomes require review
- Duplexes in R1-6 zone
  - R1-6 is the most common zoning designation in the Urban Low comprehensive planning area
  - The R1-6 zones has seen development of mostly detached single-family homes, but duplexes are allowed on corner lots today

Policy Options

Alternative Policies

Requirement	(A) Status Quo	(B) Townhomes (on Smaller Lots)	(C) Duplexes
R-18 Minimum Lot Size Per Unit	18 DU/acre (*~2,420 SF/unit*)	1,500 SF	N/A
Parking Req't For Smaller Lots (spaces/unit)	2.5	2	N/A
R1-6 Minimum Lot Size Per Unit	5,000 SF	N/A	3,000 SF
Parking Req't For Duplex (spaces/unit)	2	N/A	No change

Approach

- **Pro forma analysis** is used to compare financial risk and return for real estate projects.
- **Development costs**
  - Cost to purchase land
  - Hard costs like labor and materials
  - Soft costs architectural, engineering, permitting, and impact fees
- **Project revenues**
  - Sales or rental revenues

A simple example of a pro forma:

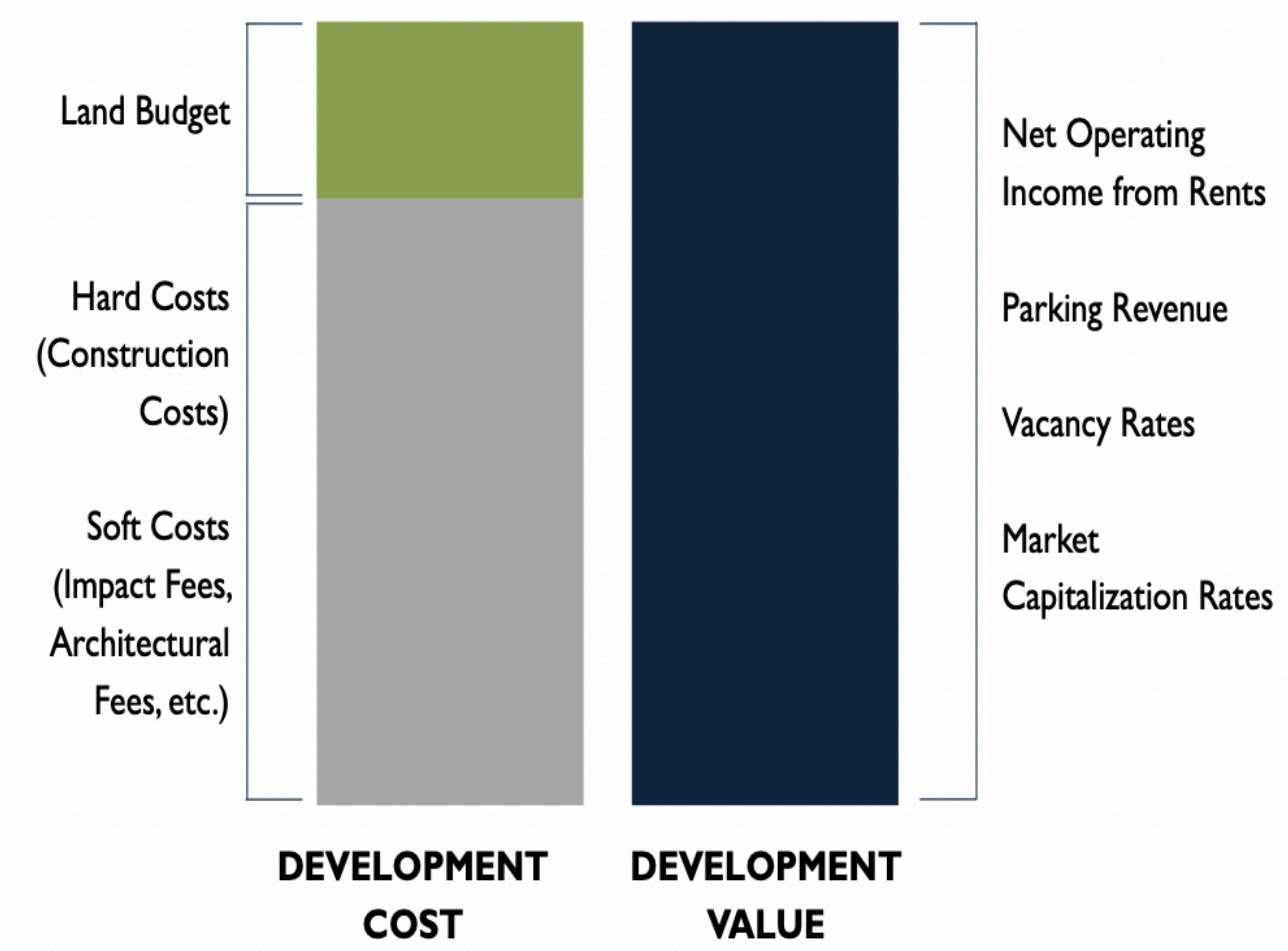
Revenue
(+) Gross Sales Income
(–) Sales Commission
= Net Sales Income

Costs
(–) Land Acquisition Cost
(–) Site Development Costs
(–) Construction Labor & Material
(–) Architecture and Engineering
(–) Permitting and Impact Fees
(–) Loan/Financing Costs

= Total Profit Before Taxes

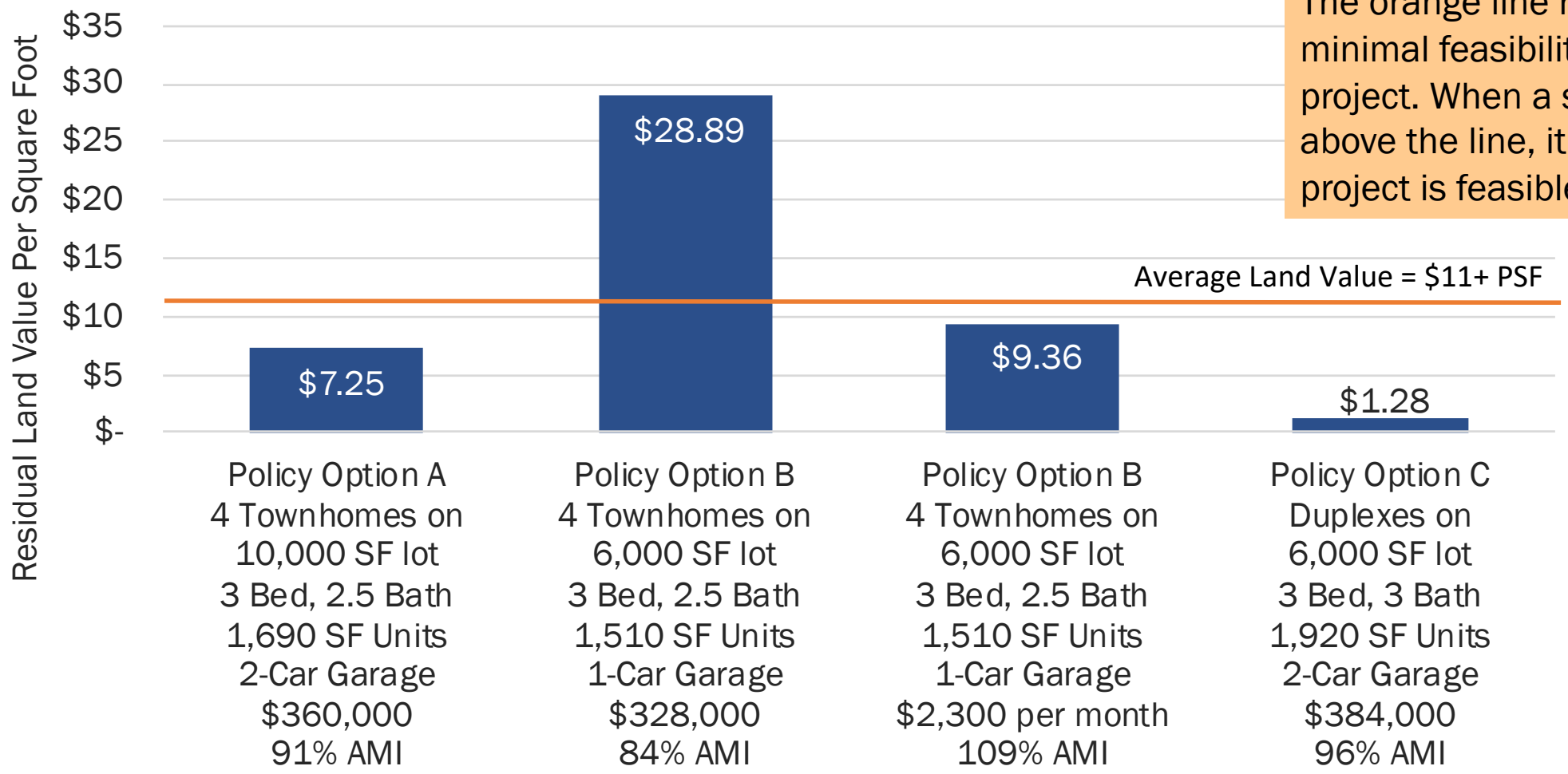
Approach

- **Residual Land Value** (or land budget) is an estimate of what a developer would be willing to pay to acquire a site given
  - Potential revenue from a new construction,
  - Cost of construction, and
  - Investment returns needed to secure financing for the project.



Comparison of Feasibility by Policy Option

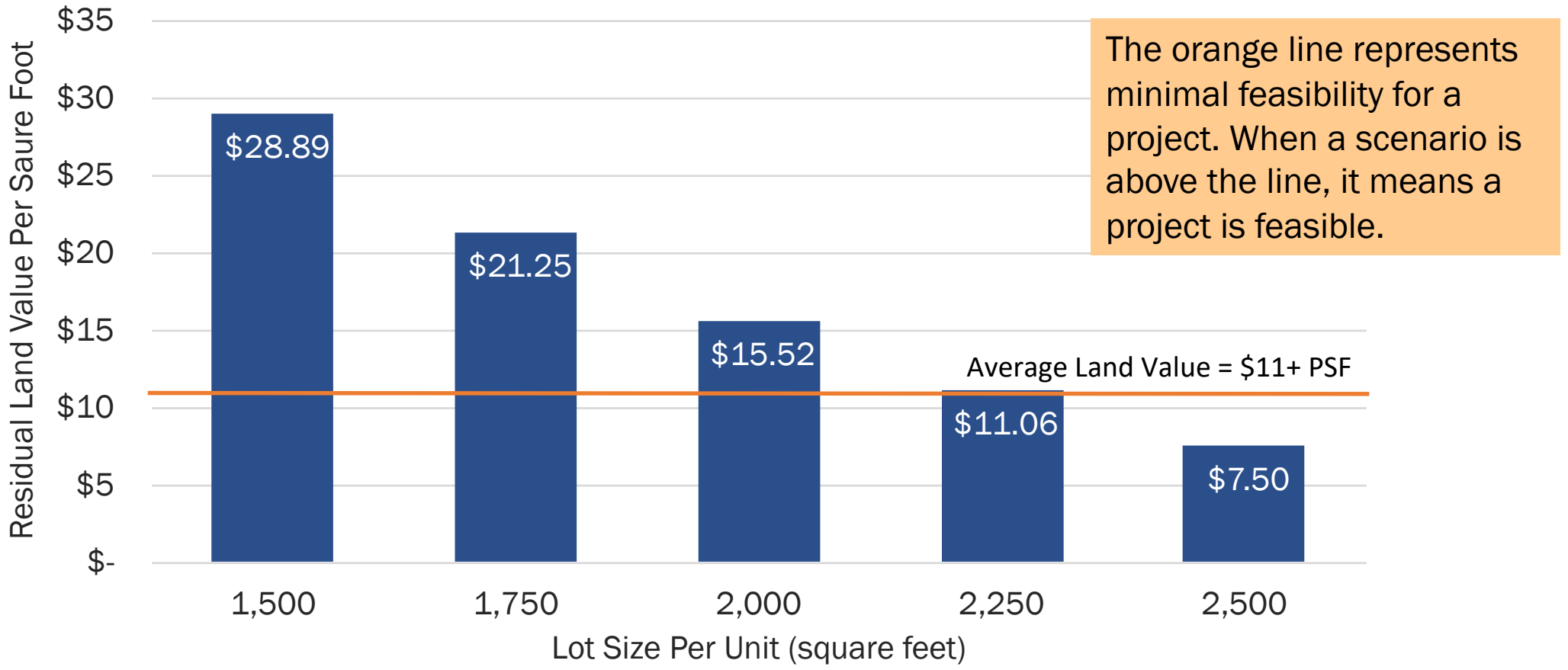
Only for-sale townhomes are feasible



The orange line represents minimal feasibility for a project. When a scenario is above the line, it means a project is feasible.

Sensitivity Test of For-Sale Townhomes (Policy B)

Minimum lot size per unit needs to be reduced to 2,000 sq. ft.



The orange line represents minimal feasibility for a project. When a scenario is above the line, it means a project is feasible.

Key Takeaways

- In most cases, current zoning regulations limit the production of ownership housing for middle-income families.
- Duplexes can be built on smaller lots. But today's market is unlikely to support them. Market conditions could change in the future.
- Townhomes are a feasible way to support homeownership for middle-income families. To do so:
  - Parking requirements need to be reduced to 2 spaces per unit or fewer, and
  - Minimum lot size needs to be lowered to 2,000 sq. ft. or less.
- There are many other policy scenarios not evaluated as part of this analysis that could help create more attainable housing.

ECONorthwest

ECONOMICS • FINANCE • PLANNING



Los Angeles



Portland



Seattle



Boise