



Chapter 1

Land Use Element

Chapter 1 Land Use Element

Introduction

The Land Use Element of the Clark County Comprehensive Growth Management Plan 2015-2035 (20-Year Plan) provides policy guidance for the uses of land throughout Clark County, which range from residential, commercial and industrial structures to farm and forestry activities to parks, open spaces and undeveloped environmentally sensitive areas. It contains policies to provide guidance as to how and where these uses should be located and what type of overall land use pattern should evolve as Clark County develops over the next 20 years.

In addition to the written descriptions of existing conditions and the policies, the land use element is closely associated with the 20-Year comprehensive plan map. The map delineates the unincorporated area in various categories, or plan designations, which appear on the map as different colors. Specific policies are applied to specific map designations, providing policy direction for the development of those areas.

This element includes a review of existing conditions and analyses of how Clark County will meet future needs related to land uses. One critical concern that it addresses is whether the map and policies designate adequate amounts of land to meet the residential, commercial, industrial, environmental and other needs of Clark County through the next 20 years. A second equally important concern is the integration of land uses. The various types of uses should be located and developed in an integrated, cohesive manner which minimizes transportation and other public and private service needs and costs and fosters greater accessibility, livability and community in Clark County.

The Growth Management Act of 1990 (GMA) clearly emphasizes the reduction of urban sprawl. The Land Use Element promotes more compact development patterns which allow for more efficient delivery of services and promotes a better balance of jobs and housing to minimize the distance people need to travel between home, workplace and shopping.

The Land Use Element contains provisions for a clear distinction between urban and rural areas through the designation of urban growth boundaries, as required by the GMA. Within urban areas, urban style and density development should occur. Within the rural area, rural style and density development are planned.

Within the urban areas, a range of urban densities and development opportunities are envisioned. Although single family housing and middle housing will continue to be the most common forms of residential development, certain areas within major activity centers and along transportation corridors are planned for increased multi-family and mixed use development, as well as more intensive commercial uses. Protection of environmentally critical lands and an expansive recreational and open space network development are planned in both the urban and rural areas.

Relation to other elements of the plan

The land use element addresses land development throughout the entire unincorporated area. However, because of its unique conditions and policy issues, analysis and policies for the unincorporated rural area of Clark County are contained in a separate Rural and Natural Resource Lands Element, Chapter 3 and Environmental Element, Chapter 4 of this document.

1 The Land Use Element is the central element of the comprehensive plan. The other elements must
2 be fully consistent with the land use development patterns and policies presented in the Land Use
3 Element and comprehensive plan map. For example, the Transportation and Capital Facilities
4 Elements must contain adequate provisions to serve the type and extent of the land use patterns
5 envisioned in the Land Use Element. Conversely, the Land Use Element and map must not specify a
6 land use development pattern which cannot be adequately served by transportation and other
7 services specified in the other elements.

8 **Relation to other county planning policy documents**

9 The Clark County 20-Year Comprehensive Plan, including the land use element, is part of a hierarchy
10 including GMA, the Clark County countywide planning policies, the *Community Framework Plan* and
11 the Clark County zoning ordinance and related implementation measures. The GMA contains general
12 and specific requirements for participating jurisdictions. Clark County’s *Community Framework Plan*
13 provides an overall community vision and general policies for future development in accordance with
14 detailed policies for managing growth consistent with the mandates of GMA and the direction of the
15 *Community Framework Plan*.

16 The 20-Year plan and its Land Use Element do not provide all the details, however. Precise standards,
17 such as building setbacks, permitted uses within a particular zoning district or appropriate types of
18 stormwater management systems are included in the implementing ordinances, including the zoning
19 regulations. The 20-Year plan is the controlling document and where the implementing ordinances
20 conflict with the 20-Year plan or fail to implement its policies, the 20-Year plan and its policies shall
21 prevail.

22 **Relation to city comprehensive plans**

23 The land use element and other 20-year plan elements will be the governing documents for all
24 unincorporated lands under the jurisdiction of Clark County. City comprehensive plans and their
25 associated ordinances will be the governing documents applicable within incorporated city limits.
26 Unincorporated lands within adopted urban growth areas will be subject to county plans and
27 ordinances, although cities will be consulted and city policies may be considered. Interjurisdictional
28 provisions are included in the Procedures Element, Chapter 14 of this document.

29 **Land Use Conditions**

30 **General History**

31 Clark County was originally settled by Native Americans, who established villages along the Columbia
32 River and in other sites before recorded history. European settlement dates back to the
33 establishment of Fort Vancouver in the early 19th century. Subsequent development of Clark County
34 was primarily agriculturally based, but small residential concentrations within compact grid networks
35 emerged in the Vancouver, Camas and Washougal areas and later in Battle Ground, La Center and
36 Ridgefield.

37 Later expansions in development patterns were brought about largely by transportation
38 improvements. With the arrival of the streetcar, radial development along track lines followed, such
39 as along Fourth Plain Boulevard from downtown Vancouver to Orchards. Increased automobile use
40 beginning in the 1920's extended the reach of development further from the original downtown
41 nodes into areas previously used for agriculture. This process continued with the influx of population
42 during World War II, the post-war construction of Highway 99 and later Interstate 5 and 205.

1 Increasingly dispersed development patterns have occurred over the past 20 years in Clark County.
 2 The pace and timing of growth has occurred in cycles, driven largely by regional and national trends.
 3 From 2000 through 2010, county population grew from 345,238 to 425,363. During this period, Clark
 4 County grew by 80,125 residents or by 23 percent. On April 1, 2015, the state Office of Financial
 5 Management ranked Clark County as the fifth largest county in the state with a population of
 6 448,500.

7 **Current general distribution of land uses and population**

8 The total land area encompassed by Clark County and its associated cities is approximately 420,238
 9 acres, including areas covered by water. The overall existing distribution of various land uses within
 10 Clark County is illustrated in Table 1.1. This Table illustrates how the areas are designated by the
 11 comprehensive plan or zoning maps.

12 **Table 1.1 | 2015 Generalized Land Uses – Plan Map (Values in Acres)**

Jurisdiction	Forest	Agriculture	Commercial	Industrial	Business Parks	Mixed Use	Public Facilities	Parks Open Space	Single Family Residents	Multi-Family Residents
Clark County	158,099	34,535	360	573			1,338	8,330	103,759	
Vancouver UGA			5,359	9,426		603	3,601	5,119	31,946	5,758
Camas UGA			889	1603	888		519	832	4,850	648
Washougal UGA			347	815		225	150	433	2,588	256
Battle Ground UGA			797	324	190	1,333		153	2,786	1,238
La Center UGA			175	105		129	91	122	1,136	85
Ridgefield UGA			390	1,075	442	48	246	254	2,991	565
Yacolt UGA			39	58			37	42	273	
Woodland							40		111	
Total*	158,099	34,535	8,355	14,279	1,521	2,337	6,022	15,283	150,440	8,550

13 Source: Clark County GIS. * The total above does not include 18,159 acres of bodies of water; 81 acres of Airport and 260 acres of
 14 Bonneville Power Administration (BPA) in Vancouver.

15 Table 1.2 presents 2015 base population and projected increases in Clark County and its cities. It
 16 should be noted that city limits listed have not remained static over time and will not do so in the
 17 future. Growth within urban growth areas reflects an expansion of city limits as well as births, deaths
 18 and net migration.

19 The projected 2035 populations for each city reflect an assumption that city limits will grow through
 20 annexation to fill the adopted urban growth areas (UGA). Similarly, the apparent decline in the
 21 unincorporated rural and urban areas is due to a loss of land area through annexation and not out-
 22 migration or other loss of population.

23 Much of the policy thrust of the Clark County 20-Year plan is in response to the need to plan for the
 24 anticipated population growth for the 20-year period ending in 2035 based on a 1.26% growth rate or
 25 a projected population of 577,431 (90% to the urban area and 10% to the rural area). Under the GMA,
 26 Clark County and its cities are required to plan for a total population projection as provided by the
 27 state Office of Financial Management (OFM). The OFM has estimated a population projection for
 28 2035 ranging from a low of 459,617 to a high of 681,135. Although the county can exercise discretion
 29 over how the projected total is distributed among the urban growth areas and the unincorporated
 30 rural area, the comprehensive growth plans of Clark County and its cities must be consistent with the
 31 official total allocation.

32 The 2035 population projections listed in Table 1.2 are actual goals, not merely future estimates or
 33 guidelines, which must be reflected in the respective 20-year plans of the jurisdictions.

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Table 1.2 | 2035 Population Estimates by Jurisdiction

UGA	2015 Population	2015 – 2035 Change	2035 Population
Clark County	62,205	12,859	75,064
Battle Ground UGA	20,871	17,572	38,443
Camas UGA	22,843	11,255	34,098
La Center UGA	3,209	4,433	7,642
Ridgefield UGA	6,575	18,919	25,494
Vancouver UGA	315,460	56,601	372,061
Washougal UGA	15,932	6,415	22,347
Woodland	89	229	318
Yacolt UGA	1,661	303	1,964
Total	448,845	128,586	577,431

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Sources: Clark County GIS. Projected 2035 population based on OFM allocation and 1.26% growth rate. 2015 population is based on incorporation of UGA area.

5 Approximately 90 percent of population growth over the 20-year planning horizon is expected to
6 occur in designated urban growth areas, with 10 percent of the remainder to occur in unincorporated
7 rural and natural resource lands. This type of development pattern is consistent with the goals of the
8 GMA and supports the implementation of the long range vision of the county reflected in the
9 *Community Framework Plan*. To accommodate the population growth over the 20-year planning
10 horizon the following UGA’s new total acreage in Table 1.3 is expected to expand to Battle Ground
11 81.67, La Center 72.47 and Ridgefield 111.26, acres.

12

Table 1.3 | Total Acreage Added by UGA

UGA Name	Commercial	Mixed Use	Public Facilities	Urban Low Density Residential	Grand Total
Battle Ground	0	81.67	0	0	81.67
La Center	55.04	0	17.43	0	72.47
Ridgefield	0	0	0	111.26	111.26
Grand Total	55.04	81.67	17.43	111.26	265.40

13

Source: Clark County GIS

14 **Residential Land Uses**

15 Residential lands provide the base for the provision of housing of Clark County residents. For the
16 purposes of assessing overall land use, perhaps the most significant policy issues related to
17 residential uses are the sufficiency, affordability and location of the overall housing stock. These
18 factors are heavily driven by market and demographic factors which are largely beyond local control,
19 such as interest rates or immigration to the Portland-Vancouver region. However, Clark County is
20 working with all the cities to provide an appropriate land base and policy guidance through the
21 comprehensive planning process to influence these factors in a positive direction.

22 The 2016 Comprehensive Plan Map for the county and its cities contains an adequate amount of land
23 designated for urban residential use, which is sufficient to accommodate the projected population
24 increase of 115,727 persons allocated to Clark County urban areas. The methodology used to
25 determine the amount of land needed to accommodate the projected population increases is based
26 on the policy directives of the Board of County Councilors. A more complete analysis of residential
27 development issues is contained in the Housing Element, Chapter 2 of this document.

1 **Commercial and Industrial Land Uses**

2 Urban commercial and industrial designations are designated within the Urban Growth Areas on the
3 Land Use Map. These include Commercial (C), Industrial (I) and Heavy Industrial (IH), as described
4 below. Commercial lands are envisioned to accommodate future employment growth, along with
5 industrial and business lands. Economic Development Element, Chapter 9 provides further policy
6 direction regarding types of employment uses and attraction of businesses to the county. For
7 designations, goals and policies guiding commercial development in the rural area see Rural and
8 Natural Resource Element, Chapter 3.

9 **Parks**

10 Clark County has been involved in land acquisition for parks since the 1930's and adopted its first
11 Comprehensive Parks and Recreation Plan in 1965. From 1997 to 2013, the county park system was
12 jointly planned and managed with the City of Vancouver via an interlocal agreement or
13 memorandum of understanding (MOU). In 2014, the agreement was not renewed. The Clark County
14 Parks Division was created in 2014 under the Department of Public Works and the associated Clark
15 Parks Advisory Board (PAB) was also established in 2014. In 2015 the Clark County Parks, Recreation
16 and Open Space (PROS) Plan was adopted by the Board of County Councilors. The plan provides
17 direction for the future priorities of the parks system over the next two decades, qualifies the county
18 for eligibility for state and federal grant resources, fulfills the requirements for a parks element
19 within the comprehensive plan as part of the State of Washington Growth Management Act (GMA)
20 and reflects the guidance from the Greater Clark Parks Advisory Board related to recreational needs
21 and priorities of the community. The Parks, Recreation and Open Space Element, Chapter 7, provides
22 further background and information on these facilities in Clark County.

23 **Land Use Integration**

24 For a community to function in a livable and efficient manner, land uses must not only be provided in
25 sufficient overall quantities, but must also be developed in an integrated, cohesive fashion. The 20-
26 Year Plan encourages improved land use integration on a range of levels, from more efficient overall
27 regional form to better site-specific land use integration and access. Developing in an integrated
28 fashion to include but not limited to working closely with school districts to ensure that new school
29 facilities are within close proximity to neighborhoods they are intended to serve.

30 **Urban Growth Areas**

31 Perhaps the most fundamental policy component of the 20-Year Plan is the establishment of urban
32 growth boundaries, as required by the GMA. Within urban growth boundaries, development of
33 urban uses and densities should occur and urban level-of-services should be available, or capable of
34 being provided in the future. Within the rural area beyond the urban growth boundaries, only rural
35 uses and densities should occur and only rural level-of-services should be provided.

36 The establishment of urban growth boundaries is intended to reduce service inefficiencies
37 associated with sprawling and dispersed development patterns and to produce a generally more
38 compact overall urban development pattern which can be served more efficiently. Urban growth
39 boundaries also facilitate more efficient timing of growth, as available land supplies within the urban
40 areas are generally utilized before the boundary is extended into the adjacent rural area to allow for
41 more intensive development in that area. In the absence of established boundaries, leap frog
42 development pattern may occur when urbanization takes place in isolated outlying pockets before it
43 occurs in areas closer to the cities.

1 Urban growth boundaries also serve the purpose of fostering distinctions between the urban and
2 rural areas which often become blurred or lost in the face of unmanaged growth. Those who choose
3 to live in rural or urban areas often do so because of the relatively unique set of characteristics that
4 each offers. By reinforcing and protecting the distinction between urban and rural areas, growth
5 boundaries can help to conserve for the future many of these characteristics which have been
6 steadily eroded in Clark County in recent years, particularly in the rural communities closer to the
7 urban areas.

8 **Focused Public Investment Areas**

9 Although development will occur throughout the urban areas, the 20-Year Plan encourages more
10 focused capital improvements for a variety of services in specific areas in order to provide “fully
11 served” land where all public facilities meet or exceed standards. Clark County has identified
12 potential investment areas and developed conceptual plans and cost estimates for making these
13 areas ready to build. Encouraging development in the focused public investment areas will allow
14 mixed use, industrial and professional business activities to locate where they can be served most
15 easily and efficiently by public services, particularly transportation. These centers and nodes have
16 better automobile and transit accessibility than most other urban areas. Encouraging commercial
17 active-ties in close proximity to higher density housing will provide important opportunities to more
18 closely match jobs, housing and shopping, minimizing traffic impacts by reducing the number and
19 length of automobile trips needed.

20 Providing a range of development densities in the urban area is intended to foster a variety of
21 options for people or companies wishing to live or do business in the county. Opportunities will be
22 provided in residential areas characterized by larger homes and ample yard space, as well as those
23 who wish to live in a more urbanized setting of smaller homes within walking distance or close
24 proximity of a full range of shops or other activities. More detailed information can be found in the
25 Economic Development Action Plan.

26 **Sub-area Plans**

27 Sub-area planning provides the community with a greater opportunity to be involved in a planning
28 process that is more identifiable and predictable. Neighborhoods, corridors and special districts may
29 be defined and plans will be tailored to address the issues of that area. Upon adoption by the Board
30 of County Councilors they amend and become part of the comprehensive plan.

31 Many planning efforts have been undertaken within the Vancouver Urban Growth Area in
32 collaboration with area residents, business owners and other stakeholders. Sub-area plans work to
33 create a vision for a community as it grows and develops.

34 **Highway 99**

35 The Highway 99 sub-area is located in an urbanized area of unincorporated Clark County
36 between Vancouver and Ridgefield. The planning area includes approximately 2,400 acres
37 and extends from the Chelatchie Prairie Railroad Bridge near NE 63rd Street (south),
38 Interstate 5 (west), NE 134th Street (north) and the Bonneville Power Administration
39 Transmission Line Right-of-Way (east).

40 The area has a mix of housing, businesses and undeveloped property, but it is regionally
41 known for US Highway 99. This key corridor, next to Interstate 5, serves as a business district
42 for the Hazel Dell, Salmon Creek and Felida unincorporated areas.

1 The *Highway 99 Sub-area plan* and accompanying form-based code provides a vision for the
2 redevelopment and revitalization of the Highway 99 corridor as shown in Figure 16a.

3 **Mill Creek**

4 The Mill Creek sub-area is bounded by NE 179th Street on the north, NE 50th Avenue on the
5 east, the WSU campus on the south and NE 29th Avenue on the west. The plan includes
6 zoning and traffic circulation for the area and recommendations on public open space, trails,
7 lot size compatibility and design standards for future roads as shown in Figure 16a

8 **Communitywide Plans**

9 Something as simple as a sidewalk can improve your health and the health of your neighbors by
10 encouraging walking for recreation or travel. Research shows that there are key features of
11 communities that influence health, such as parks, safe streets, public gathering places and easy
12 access to healthy food.

13 Other plans have been developed by and with the community to assure we are developing and
14 sustaining healthy and age-friendly communities. Such plans include the Growing Healthier Report,
15 the Aging Readiness Plan and the Clark County Bicycle and Pedestrian Plan. The Community Design
16 Element, Chapter 11 includes policies related to the Growing Healthier Report and Aging Readiness,
17 while the Transportation Element, Chapter 5 includes policies related to the Clark County Bicycle and
18 Pedestrian Plan.

19 The 20-Year Plan encourages better land use integration through increased accessibility and
20 interrelation of nearby uses. Development patterns or uses which allow for and encourage
21 pedestrian access are encouraged, while development which is of a strip commercial nature or
22 otherwise exclusively oriented to automobile traffic is not.

23 **Growing Healthier Report**

24 Clark County Public Health examined the ways that our neighborhoods and our built
25 environment impact our health. Working with the community, they identified specific policies
26 and strategies for improving the long-term health of our community through the development of
27 the *Growing Healthier Report*.

28 **Aging Readiness Plan**

29 The Aging Readiness Task Force developed a plan that identifies strategies focusing on healthy
30 communities, housing, transportation and mobility, supportive services and community
31 engagement. The *Aging Readiness Plan* assesses the county's readiness to serve as a home for a
32 growing number of older residents. The plan includes 91 strategies to improve the community's
33 capacity to support its growing older population and ultimately benefit all ages. The Commission
34 on Aging was established in 2012 to lead and manage the implementation of the plan.

35 **Clark County Bicycle and Pedestrian Plan**

36 Clark County has developed a *Bicycle and Pedestrian Plan* to make it safer and more convenient
37 for people to get to major destinations on foot or by bicycle. The plan identifies ways to improve
38 the transportation network by integrating existing sidewalks, bike lanes and trails.

39 **Interpretation of the 20-Year Plan Map**

40 The 20-Year Plan Map identifies a number of different designations which are described below. The
41 plan designations have been chosen are consistent with the location criteria described. Future

1 amendments to the 20-Year Plan map must be made in a manner, which is consistent with these
 2 general descriptions (Tables 1.4, 1.5 and 1.6).

3 **Comprehensive Plan Map:** Establishes land use designations for all land in Clark County. It shows
 4 the long-term vision of how and where the county will change over the next 20 years to
 5 accommodate expected population growth.

6 **Zoning Map:** Shows how land can be used and what can be built on any given property today.
 7 Zones are more specific than comprehensive plan designations and come with a set of rules
 8 described in the county’s Unified Development Code Title 40.

9

10 **Table 1.4 | Rural Lands Plan Designation to Zone Consistency Chart**

Comprehensive Plan	Zoning
Rural 5 (R-5)	Rural (R-5)
Rural 10 (R-10)	Rural (R-10)
Rural 20 (R-20)	Rural (R-20)
	Airport (A)
Rural Center (RC)	Rural Center (RC-1)
	Rural Center (RC-2.5)
	Rural (R-5)
Rural Commercial (CR)	Rural Commercial (CR-1)
	Rural Commercial (CR-2)
Rural Industrial (RI)	Heavy Industrial (IH)
	Airport (A)
Public Facility (PF)	Public Facility (PF)
	Airport (A)

11

12 **Table 1.5 | Resource Lands Plan Designation to Zone Consistency Chart**

Comprehensive Plan	Zoning
Agriculture (AG)	Agriculture (AG-20)
Agri-Wildlife (AG/WL)	Agri-Wildlife (AG/WL)
Parks/Open Space (P/OS)	
Forest Tier II	Forest (FR-40)
Forest Tier I	Forest (FR-80)
Airport (A)	Airport (A)

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14

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Table 1.6 | Urban Plan Designations to Zone Consistency Chart

Comprehensive Plan	Zoning
Urban Low Density Residential (UL)	Single Family Residential (R1-5) Single Family Residential (R1-6) Single Family Residential (R1-7.5) Single Family Residential (R1-10) Single Family Residential (R1-20)
Urban Medium Density Residential (UM)	Residential (R-12) Residential (R-18) Residential (R-22) Office Residential (OR-15) Office Residential (OR-18) Office Residential (OR-22)
Urban High Density Residential (UH)	Residential (R-30) Residential (R-43) Office Residential (OR-30) Office Residential (OR-43)
Mixed Use (MU)	Mixed Use (MX)
Commercial (C)	Neighborhood Commercial (NC) Community Commercial (CC) General Commercial (GC)
Industrial (I)	Business Park (BP) Light Industrial (IL) Railroad Industrial (IR) Airport (A)
Heavy Industrial (IH)	Heavy Industrial (IH) Airport (A)
Public Facility (PF)	Public Facility (PF) University (U) Airport (A)
Airport (A)	Airport (A) Heavy Industrial (IH)
Parks/Open Space (P/OS)	Parks/Open Space (P/OS) Parks/Wildlife Refuge (P/WL)
Bonneville Power Administration (BPA)	All zones

2

3 The Plan to Zone matrix is provided to identify those implementing base zoning districts which are
 4 consistent with each plan designation. Those districts which are not included within a given plan
 5 designation are inconsistent with the plan map and are not permitted within that designation. This
 6 information is necessary to determine when, where and under what circumstances these
 7 designations should be applied in the future.

8 **20-Year plan designations and location criteria**

9 The policies in this chapter and those in the referenced planning studies strive to improve the quality
 10 of life, provide opportunities for innovative approaches to land use and protect our community
 11 character. The policies work in tandem with the Comprehensive Plan map, which illustrates the
 12 location of various land use categories. The Comprehensive Plan map delineates the unincorporated
 13 area in various categories, or plan designations, which appear on the map as different colors.

1 **Residential Lands**

2 There are three separate categories for residential use, ranging from low to high density. Low
3 density residential is predominantly for single-family and middle housing residential development
4 with a density range of five to ten units per gross acre. Medium and high density residential provides
5 land for single-family attached housing, garden apartment and multi-family developments ranging
6 from 10 to 22 units per gross acre and high density of 43 units per gross acre. Public facilities,
7 churches, institutions and other special uses may be allowed in these designations if certain
8 conditions are met. Where offices are determined to be appropriate, office residential zones can be
9 applied in the medium and high density designations.

10 **Urban Low Density Residential (UL)**

11 This designation provides land for single-family and middle housing residential development for
12 predominantly single-family residential development with densities of between five and ten units
13 per gross acre. Minimum densities will assure that new development will occur in a manner
14 which maximizes the efficiency of public services. New development shall provide for connection
15 to public sewer and water. Duplex and attached single family homes through infill provisions or
16 approval of a Planned Unit Development may be permitted. In addition, public facilities,
17 churches, institutions and other special uses may be allowed in this designation if certain
18 conditions are met. The base zones which implement this 20-Year Plan designation are the R1-20,
19 R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for
20 densities slightly higher than existing urban development, but the density increase should
21 continue to protect the character of the existing area.

22 **Urban Medium Density Residential (UM)**

23 This designation provides land for single family attached housing, garden apartment and multi-
24 family developments ranging from 10 to 22 dwelling units per gross acre. Minimum densities
25 assure that areas build out to the density planned, ensuring that the urban areas accommodate
26 anticipated residential needs. Areas planned for urban medium residential use and assisted living
27 facilities shall be located near commercial uses and transportation facilities in order to efficiently
28 provide these services. Public facilities and institutions are allowed under certain conditions. The
29 implementing base zones in this designation are the R-12, R-18 and R-22 zones. Where Offices are
30 determined to be appropriate, the Office Residential OR-15, OR-18 and OR-22 zones can be
31 applied in this designation.

32 **Urban High Density Residential (UH)**

33 These areas provide for the highest density housing in the urban area with 43 units per gross
34 acre. Minimum densities assure that these areas build out to the density planned, ensuring that
35 the urban areas accommodate anticipated residential needs including assisted living facilities.
36 Areas with this designation shall be located in transit corridors and near commercial and
37 employment centers to provide demand for commercial and transportation services while
38 providing easy access to employment. Institutions and public facilities are allowed in this zone
39 under certain conditions. Base zones in this designation are the R-30 and R-43. Where Offices are
40 determined to be appropriate, Office Residential OR-30 and OR-43 zones can be applied in this
41 designation.

42 **Commercial (C)**

43 With the 2016 comprehensive plan update, the county has consolidated the three commercial
44 comprehensive plan designations into one Commercial (C) comprehensive plan designation with the

1 three commercial zoning districts remaining. Three distinct categories for urban commercial use
2 include the following:

3 **Neighborhood Commercial (NC)**

4 These Commercial center areas provide services within walking distance for the frequent needs
5 of the surrounding residents and are implemented by the Neighborhood Commercial base zone.
6 These areas are located in the urban growth boundary and will generally be small areas which are
7 generally designed to serve neighborhoods. Developments in these areas will be designed to be
8 compatible with the surrounding residentially zoned neighborhoods.

9 New neighborhood commercial areas should generally be less than five acres in size spaced less
10 than five miles from similar uses or zones, serve a population of up to 10,000, locate at
11 neighborhood collector or larger crossroads and serve a primary trade area within a 1.5 mile
12 radius.

13 **Community Commercial (CC)**

14 A commercial center area provides services to several neighborhoods in urban areas of Clark
15 County and is implemented with the Community Commercial zone. New community commercial
16 areas should generally be between five and 20 acres in size, spaced two to four miles from similar
17 uses or zones, serve a population of 10,000 to 20,000, locate at minor or major arterial
18 crossroads and serve a primary trade area between 2 to 4 miles.

19 **General Commercial (GC)**

20 General Commercial areas provide a full range of goods and services necessary to serve large
21 areas of the county and traveling public. This designation is implemented with the General
22 Commercial base zone. These areas are generally located at interchanges, along state highways
23 and interstates and adjacent to major and minor arterial roadways. New general commercial
24 areas should generally be more than 20 acres in size, spaced more than four miles from similar
25 uses or zones, serve a population of more than 20,000 and serve a primary trade area between 3
26 to 6 miles.

27 **Mixed Use (MU)**

28 The Mixed Use designation intends to allow mixed use developments to provide the community with
29 a mix of mutually supporting retail, service, office and residential uses. Areas within this designation
30 are implemented with the list of uses allowed in the Mixed Use (MX) zone. Areas within this
31 designation are implemented with the list of uses allowed in the Mixed Use (MX) zone and are
32 intended to achieve the goals and objectives of the *Community Framework Plan* and the
33 comprehensive plan:

- 34 • enhance livability, environmental quality and economic vitality;
- 35 • accommodate and respect surrounding land uses by providing a gradual transition into lower
36 density neighborhoods that may encircle a potential mixed-use site;
- 37 • maximize efficient use of public facilities and services; provide a variety of housing types and
38 densities;
- 39 • reduce the number of automobile trips and encourage alternative modes of transportation;
- 40 • and create a safe, attractive and convenient environment for living, working, recreating and
41 traveling; and,

- shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping and parking as contained in the Mixed Use Design Standards.

Industrial (I)

Areas within this designation are implemented with Light Industrial (IL), Business Park (BP) and Industrial Railroad (IR) base zones and are intended to provide the community with employment opportunities such as compatible office and attractive new non-polluting industries. Areas designated Industrial also provides for more intensive job related land uses that pay family wages, such as professional offices, research and technology related industries.

- Light Industrial (IL) base zones are intended to provide for light manufacturing, warehousing, transportation and other land intensive uses. Services and uses which support industrial uses are allowed in these areas but limited in size and location to serve workers within the industrial area.
- The Business Park (BP) base zone provides for uses permitted in the business park and is intended to provide for campus like development with higher job densities and family wage jobs than in traditional industrial areas.
- The Industrial Railroad (IR) base zone provides land uses that require and take advantage of rail access. This designation is appropriate for industrial and manufacturing uses including manufacturing, assembly, fabrication, processing and bulk handling and storage (warehousing).
- Airport (A) base zone provides land uses for airports that allow public use.

Heavy Industrial (IH)

This designation is implemented with a heavy industrial (IH) base zone and provides land for heavy manufacturing, warehousing and industrial uses that may be incompatible with other categories of land uses. This designation is appropriate for areas which have extensive rail and shipping facilities.

Public Facility (PF)

This designation is applied to land uses that have already constructed facilities or are for public use. Public schools, government buildings, water towers, sewer treatment plants and other publicly owned uses are included in this designation. The implementing base zone is Public Facility (PF), University (U) and Airport (A).

Airport (A)

This designation is applied to airports that allow public use. It is implemented with an Airport (A) and Heavy Industrial (IH) base zones.

Parks/Open Space (P/OS)

These areas provide visual and psychological relief from man-made development in the urban area. Open space also provides opportunities for recreational activity and environmental preservation, maintenance and enhancement. Open space may include, but is not limited to developed parks, trails and greenways, special areas, public and private recreational facilities, critical lands and public gathering spaces. It is implemented with a Public/Open Space (P/OS) and Parks/Wildlife Refuge (P/WL) base zones.

1 **Bonneville Power Administration (BPA)**

2 These areas are owned by the Bonneville Power Administration (BPA) where they operate their
3 transmission facilities.

4 **Rural Lands**

5 The Rural (R-5, R-10,R-20) designations are intended to provide lands for residential living in the rural
6 area. Natural resource activities such as farming and forestry are allowed and encouraged to occur as
7 small scale activities in conjunction with the residential uses in the area. These areas are subject to
8 normal and accepted forestry and farming practices. The Rural 5, 10 and 20 comprehensive plan
9 designations are implemented with corresponding Rural 5, 10 and 20 base zones. A Rural 10
10 designation is applied within the rural area to prevent premature subdivision of future urban areas
11 where the lands are adjacent to designated Urban Reserves, where the predominant size is equal or
12 greater than 10 acres, to act as a buffer to Natural Resource lands or to protect environmentally
13 critical areas consistent with applicable county ordinance and related regulations. This allows for
14 efficient urban development when land is added to the urban growth areas. A Rural 20 designation
15 applies to rural areas where the lands act as a buffer to Natural Resource designated lands, are used
16 for small scale forest or farm production or contain significant environmentally constrained areas as
17 defined by applicable county code and related regulations.

18 **Rural Center (RC)**

19 The rural center residential zones are to provide lands for residential living in the Rural Centers at
20 densities consistent with the comprehensive plan. These districts are only permitted in the
21 designated Rural Centers and are implemented with the RC-1 and RC-2.5 base zones.

22 **Rural Commercial (CR)**

23 This commercial district is located in rural areas outside of urban growth boundaries in existing
24 commercial areas and within designated Rural Centers. These areas are generally located at
25 convenient locations at minor or major arterial crossroads and sized to accommodate the rural
26 population. Rural commercial areas are not intended to serve the general traveling public in rural
27 areas located between urban population centers. Rural commercial areas within designated Rural
28 Centers are implemented with the CR-2 base zone. Existing commercial areas outside of these Rural
29 Centers are implemented with the CR-1 base zone. All new rural commercial applications shall
30 address the criteria for new commercial areas through a market and land use analysis.

31 **Rural Industrial (RI)**

32 This industrial designation is to provide for industrial uses in the rural area that are primarily
33 dependent on the natural resources derived from the rural area. The Heavy Industrial base zone
34 implements this designation.

35 "Major industrial development" means a master planned location suitable for manufacturing or
36 industrial businesses that: (i) Requires a parcel of land so large that no suitable parcels are available
37 within an urban growth area; (ii) is a natural resource-based industry requiring a location near
38 agricultural land, forest land, or mineral resource land upon which it is dependent; or (iii) requires a
39 location with characteristics such as proximity to transportation facilities or related industries such
40 that there is no suitable location in an urban growth area. The major industrial development may not
41 be for the purpose of retail commercial development or multitenant office parks.

1 **Resource Lands**

2 **Agriculture Lands (AG)**

3 These lands have the growing capacity, productivity; soil composition and surrounding land use to
4 have long-term commercial significance for agriculture and associated resource production. This
5 designation is implemented by the Agriculture (AG-20) base zone.

6 **Agriculture/Wildlife (AG/WL)**

7 This designation is applied to areas in the Columbia River lowlands which have the characteristics to
8 support long-term commercially-significant agriculture and are valuable seasonal wildlife habitat. The
9 primary uses in this area are commercial agriculture, wildlife habitat management and recreation.
10 This designation is implemented by the Agriculture/Wildlife (AG/WL) base zone.

11 **Forest Tier I**

12 This designation is applied to those lands which have the physical characteristics that are capable of
13 management for the long-term production of commercially significant forest products and other
14 natural resources such as minerals. This tier is primarily applied to larger parcels and major industrial
15 forestry landowners. The Forest-80 (FR-80) base zone, implements this designation.

16 **Forest Tier II**

17 This designation is applied to those lands which have the physical characteristics that are capable of
18 management for the long-term production of commercially significant forest products and other
19 natural resources, such as minerals. The Forest-40 (FR-40) base zone implements this designation.

20 **Previously Developed Agriculture and Forest Zoned Property**

21 Land divisions of remainder or parent parcels created under previous Agriculture or Forest Zoning
22 District “Cluster” provisions, which are now within a resource zone or rural residential zone, cannot
23 further divide until brought into the urban growth area.

24 **Overlays**

25 An overlay zone lies on top of an existing base zone and provides an additional layer of development
26 standards or special provisions in addition to those in the underlying zone. Overlays are used to
27 accomplish a variety of land use and development goals such as:

- 28 • providing design guidelines for a particular area,
- 29 • maintaining current codes while addressing a special need of a particular area within a
30 zone(s),
- 31 • protecting valuable resources, such as historic and natural resources,
- 32 • helping meet goals and objectives of the community,
- 33 • protecting the quality of surface water.

34
35 For example, overlays may be applied to protect the historical nature of an area (e.g. materials,
36 façade design, or color). Overlays can manage development in or near environmentally sensitive
37 areas, such as groundwater recharge areas (e.g. to ensure water quality and quantity), special
38 habitat (e.g. species or feature protection) or floodplains (e.g. prevent flood damage). Common
39 requirements may include building setbacks, density standards, lot sizes, impervious surface
40 reduction and vegetation requirements.

1 **Highway 99 Overlay**

2 This overlay district implements the Highway 99 Sub-Area Plan. Underlying zoning districts remain
3 unchanged, however there are additional or alternative permitted uses and design standards. The
4 overlay district provides for the use of a hybrid form-based code which establishes minimum setback
5 standards, minimum and maximum height standards and different parking requirements and
6 modifies other regulations for the underlying zoning districts within the sub-area.

7 **Mill Creek Overlay**

8 This overlay implements the Mill Creek Sub-Area plan. The overlay provides for special provisions and
9 modifies other regulations for the underlying zoning districts within the sub-area.

10 **Urban Holding Overlay**

11 The Urban Holding Overlay protects areas from premature land division and development that
12 would preclude efficient transition to urban development or large-scale industrial development. The
13 Urban Holding Overlay is implemented by Urban Holding-10 (UH-10) and Urban Holding-20 (UH-20)
14 zoning overlay districts. Removal of the Urban Holding Overlay shall be consistent with the special
15 implementation procedures provided for in Chapter 14, Procedure Guidelines. Designation and
16 removal of the overlay is through a Type IV process.

17 **Urban Reserve Overlay**

18 The Urban Reserve Overlay lies on the fringe of the Urban Growth Boundaries and protects areas
19 from premature land division and development that would preclude efficient transition to urban
20 development. These lands are identified as being future additions to Urban Growth Areas and may
21 be added to the urban area as necessary through amendments to the Comprehensive Plan. The
22 Urban Reserve Overlay is implemented by Urban Reserve-10 (UR-10) zoning overlay for future urban
23 residential development and Urban Reserve-20 (UR-20) zoning overlay for all other types of future
24 urban development.

25 **Surface Mining Overlay**

26 This designation is implemented with an overlay zone and recognizes existing mining areas and is to
27 allow for the future mining of minerals in an economically feasible way. Other land use controls
28 which flow from 20-Year Plan policies or state or federal law apply to development proposals that
29 are identified on zoning or other adopted maps but are not specifically identified on the 20-Year Plan
30 Map.

31 **Existing Historic Resort Overlay**

32 This designation is implemented with an overlay zone and recognizes the following existing historic
33 resort: Alderbrook. Criteria for approving additional existing historic resorts through the Annual
34 Review or period plan updates are set forth in RCW 36.70A.362.

35 **Railroad Industrial Overlay**

36 This district is implemented with an overlay zone and recognizes the importance of the County
37 railroad as an economic development asset. The development standards in the overlay closely match
38 those of the County’s industrial zoning districts.

39 **Equestrian Overlay**

40 This overlay promotes equestrian activities by allowing the development of communities with a
41 focus on equestrian facilities, access to trails and on sustaining the area’s rich equestrian tradition.

1 An equestrian overlay may only be established on parcels located outside of the Urban Growth
2 Boundary.

3 **Freight Rail Dependent Uses Overlay**

4 This designation is implemented with an overlay that identifies parcels where freight rail dependent
5 uses adjacent to the short line railroad may be permitted.

6 **Airport Environs Overlay**

7 This overlay is intended to identify and protect existing and/or future/new general aviation public use
8 airports that have been or maybe significantly impacted by adjacent development.

9 **Rural Center Mixed Use Overlay**

10 The rural center mixed use overlay is intended to provide the opportunity for a limited number of
11 residential lots within rural centers to develop with a mix of retail, service, office and residential uses.
12 Maintaining the rural character of rural centers is the paramount goal when considering mixed use
13 development.

14 **Concurrency**

15 A critical aspect of land development is the availability and delivery of public services needed to
16 serve that development. The GMA reinforces and formalizes this concept, known as concurrency, to
17 require that necessary public services be available as part of the concurrency management program
18 with new development. GMA requires that at minimum, specific levels of service standards for
19 transportation be adopted by local jurisdictions and those development proposals which cannot
20 demonstrate compliance with these adopted service standards be denied. If they so choose,
21 jurisdictions may also adopt levels of service for sewer, water, storm drainage, schools, parks, fire
22 and police.

23 Further information and policies regarding service concurrency are contained in the applicable
24 element chapters. The establishment of level-of-service standards has significant impact on future
25 land use development patterns as well as service delivery. Table 6.1 in the Capital Facilities and
26 Utilities Element summarizes generalized service provision anticipated in the urban and rural areas of
27 Clark County. The descriptions are not precise standards to be used for regulatory purposes.

28 **Goals and Policies**

29 The 20-Year Plan policies listed in this element directly follow the mandates of the GMA and the Clark
30 County *Community Framework Plan*, adopted by Clark County in May 1993 pursuant to GMA.

31 **Washington State Goals and Mandates**

32 As noted earlier, the GMA lists 14 broad goals regarding land use in general, as well as specific
33 mandates regarding the designation of urban growth boundaries and provisions for development
34 within the boundaries. Above all else, the GMA requires more compact growth patterns to allow for
35 more efficient service delivery. GMA requires that a clear distinction be made between urban and
36 rural lands. Participating counties must adopt urban growth boundaries in which urban growth will
37 be encouraged and outside of which only nonurban growth may occur.

38 Similarly, urban level public services must be in place, or be capable of being provided within the
39 boundaries, but only rural level services should be provided outside the boundaries. The boundaries

1 must be large enough to accommodate urban growth levels projected by the state to occur over a
2 20-year period and may include areas outside of existing city limits but only if those areas are
3 characterized by existing urban growth or are adjacent to areas of existing urban growth.

4 In both the urban and rural areas, cities or counties must adopt level-of-service standards for basic
5 services such as transportation, sewer, water and stormwater provisions and must ensure that new
6 development proposals are capable of meeting those levels of service standards. The goals and
7 mandates of the GMA are presented in more detail in the Introduction of the 20-Year Plan.

8 **Community Framework Plan**

9 Pursuant to the GMA, Clark County adopted the *Community Framework Plan* to establish an overall
10 vision for the long-term growth of Clark County consistent with the GMA and to articulate basic
11 policies related to land use to implement that overall vision. The *Community Framework Plan* also
12 contains policies, which were adopted to establish a procedure for bridging the gap between the
13 *Community Framework Plan*, which is very general in nature and the actual 20-Year Plan policies,
14 which are more specific.

15 **Buildable Lands Review and Evaluation Program**

16 Buildable Lands Review and Evaluation Program Amendments to the GMA in 1997 require Clark
17 County and its cities to collect data on buildable lands and analyze how planning goals are being
18 achieved. The amendments, often referred to as the Buildable Lands Program, require local
19 governments to monitor the amount and density of residential, commercial and industrial
20 development that has occurred since adoption of a jurisdiction's Growth Management
21 comprehensive plan. If the results of the seven-year buildable land evaluation reveal deficiencies in
22 buildable land supply within UGA's, Clark County and the cities are required first to adopt and
23 implement reasonable measures that will remedy the buildable land supply shortfall before adjusting
24 UGA boundaries. More information about the Buildable Lands program can be found on the county's
25 website at: www.clark.wa.gov/community-planning/monitoring.

26 The Buildable Lands Program, at minimum should answer the following questions:

- 27 • What is the actual density and type of housing that has been constructed in UGA's since the
28 last comprehensive plan was adopted or the last seven-year evaluation completed? Are
29 urban densities being achieved within UGA's? If not, what measures could be taken, other
30 than adjusting UGA's, to comply with the GMA?
- 31 • How much land was actually developed for residential use and at what density since the
32 comprehensive plan was adopted or the last seven-year evaluation completed? Based on this
33 and other relevant information, how much land would be needed for residential
34 development during the remainder of the 20-year comprehensive planning period?
- 35 • How much land was actually developed for residential use and at what density since the
36 comprehensive plan was adopted or the last seven-year evaluation completed? Based on this
37 and other relevant information, how much land would be needed for residential
38 development during the remainder of the 20-year comprehensive planning period?
- 39 • To what extent have capital facilities, critical areas and rural development affected the
40 supply of land suitable for development over the comprehensive plan's 20-year timeframe?
- 41 • Is there enough suitable land in Clark County and each city to accommodate countywide
42 population growth for the 20-year planning period?

- 1 • Does the evaluation demonstrate any inconsistencies between the actual level of residential,
2 commercial and industrial development that occurred during the seven-year review period
3 compared to the vision contained in Clark countywide planning policies and comprehensive
4 plans and the goals and requirements of the GMA?
- 5 • What measures can be taken that are reasonably likely to increase consistency during the
6 subsequent seven-year period, if the comparison above shows inconsistency?

7 **Land Use Element policies**

8 The Land Use Element for 20-year comprehensive plans determines the general distribution and
9 location and extent of the uses of land, where appropriate, for agriculture, timber production,
10 housing, commerce, industry, recreation, open spaces, public utilities, public facilities and other uses.
11 The Land Use Element includes population densities, building intensities and estimates of future
12 population growth. The land use element is to provide for protection of groundwater resources and
13 where applicable, address drainage, flooding and run-off problems and provide for coordinated
14 solutions. The following policies are to coordinate the efforts of Clark County and cities in
15 designating land uses, densities and intensities to achieve the pattern described above in their
16 respective Comprehensive Growth Management Plans.

17 **1.1 Countywide Planning Policies**

- 18 1.1.1 Clark County, municipalities and special districts will work together to establish urban
19 growth areas within which urban growth shall be encouraged and outside of which
20 growth may occur only if it is not urban in nature. Each municipality within Clark
21 County shall be included within an urban growth area. An urban growth area may
22 include territory located outside of a city if such territory is characterized by urban
23 growth or is adjacent to areas characterized by urban growth.
- 24 1.1.2 The County and relevant jurisdictions will consult with the Cowlitz Indian Tribe where
25 urban growth areas are adjacent to the boundary of the Cowlitz Indian Reservation in
26 order to assure that policies developed in compliance with Chapter 36.70A
27 accommodate the Tribe’s and relevant jurisdictions' future growth needs. "Relevant
28 jurisdictions" are defined as those adjacent to and/or affected by the Cowlitz Indian
29 Tribe Reservation.
- 30 1.1.3 Urban growth areas shall include areas and densities sufficient to permit the urban
31 growth that is projected to occur in Clark County for the succeeding 20-year period.
- 32 1.1.4 Urban growth shall be located primarily in areas already characterized by urban
33 growth that have existing public facility and service capacities to adequately serve
34 such development and second in areas already characterized by urban growth that
35 will be served by a combination of both existing public facilities and services that are
36 provided by either public or private sources. Urban governmental services shall be
37 provided in urban areas. These services may also be provided in rural areas, but only
38 at levels appropriate to serve rural development. Urban governmental services
39 include those services historically and typically delivered by cities or special districts
40 and include storm and sanitary sewer systems, domestic water systems, street
41 cleaning services, fire and police protection, public transit services and other public
42 utilities not normally associated with non-urban areas.

- 1 1.1.5 An urban growth area may include more than a single city.
- 2 1.1.6 Urban growth is defined as growth that makes intensive use of land for the location
3 of buildings, structures and impermeable surfaces to such a degree as to be
4 incompatible with the primary use of such land for the production of food, other
5 agricultural products, fiber, or the extraction of mineral resources.
- 6 1.1.7 Clark County and cities shall review their designated urban growth area or areas in
7 compliance with Chapter 36.70A. The purpose of the review and evaluation program
8 shall be to determine whether Clark County and its cities are achieving urban
9 densities within Urban Growth Areas. This shall be accomplished by comparing the
10 growth and development assumptions, targets and objectives contained in these
11 policies (and in county and city comprehensive plans) with actual growth and
12 development that has occurred.
- 13 1.1.8 Each municipality within Clark County shall annually provide to Clark County parcel
14 specific information on land developed or permitted for building and development in
15 three categories: residential, commercial and industrial. Clark County and
16 municipalities shall follow the guidelines specified in the Plan Monitoring Procedures
17 Report for the collection, monitoring and analysis of development activity and
18 potential residential/employment capacity.
- 19 1.1.9 Clark County, in cooperation with the municipalities, shall prepare a Buildable Lands
20 Capacity Report consistent with Chapter 36.70A. The report will detail growth,
21 development, capacity, needs and consistency between comprehensive plan goals
22 and actual densities for Clark County and the municipalities within it.
- 23 1.1.10 Clark County and municipalities shall use the results of the Buildable Lands Capacity
24 Report to determine the most appropriate means to address inconsistencies
25 between land capacity and needs. In addressing these inconsistencies, Clark County
26 and municipalities shall identify reasonable measures, other than adjusting urban
27 growth areas that will be taken to comply with the requirements of Chapter 36.70A.
- 28 1.1.11 Population projections used for designating urban growth areas will be based upon
29 information provided by the Office of Financial Management and appropriate bi-
30 state/regional sources.
- 31 1.1.12 Interagency Cooperation. Clark County and each municipality will work together to:
32 • establish a Technical Advisory Committee to develop an ongoing coordination
33 program within the urban growth area;
34 • include the Cowlitz Indian Tribe as a member of the Technical Advisory
35 Committee in order to facilitate interagency planning efforts and
36 intergovernmental coordination;
37 • provide opportunities for each jurisdiction to participate, review and comment on
38 the proposed plans and implementing regulations of the other;
39 • coordinate activities as they relate to the urban growth area;
40 • coordinate activities with all special districts;
41 • seek opportunities for joint efforts, or the combining of operations, to achieve
42 greater efficiency and effectiveness in service provision; and,

- conduct joint hearings within the urban growth areas to consider adoption of Comprehensive Plans.

1.1.13 Coordination of land use planning and development:

- Clark County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.
- Comprehensive Plans must be coordinated. The comprehensive plan of each county or city shall be coordinated with and consistent with, the comprehensive plans adopted by other counties or cities with which Clark County or city has, in part, common borders or related regional issues. The city and Clark County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
- Conversion of industrial or employment lands to non-industrial or non-employment center districts may occur within the following parameter:
 - Protect and preserve lands zoned heavy industrial for heavy industrial uses.
 - Protect employment center lands from conversion to residential.
 - Consider rezoning of employment center lands to non-retail commercial or business park if the proponent can show that (a) the zone change would accommodate unforeseen and rapidly changing commercial development needs and (b) the proposed designation is more suitable than the current designation given the land's site-specific characteristics and (c) the proposed zone change will generate jobs at a higher density than the current comprehensive plan zone allocation.
- Urban development shall be limited to areas designated by the urban growth boundary. Clark County and each local jurisdiction urban areas would have a higher average density than currently exists, approximately 4, 6 to 8, units per net residential acre depending on the specific urban area. No more than 75 percent of the new housing stock would be of a single product type (e.g., single-family detached residential or attached multi-family). This would not apply to the Yacolt urban growth area due to wastewater management issues.

1.1.14 Urban Growth Area Centers (UGA) have a full range of urban levels of services and can be divided into three main categories in the following density tiers:

- **Vancouver Urban Growth Area** is now or will be a major urban area activity centers with a full range of residential, commercial and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major urban areas centers, have or will have, urban densities of development of at least 8 **or more** units per net residential acre **(6 gross units per acre)** as an overall averages. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities while other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.
- **Urban Growth Areas of Battle Ground, Camas, Ridgefield and Washougal**, will have a full range of residential, commercial and industrial uses, schools, neighborhood, community and regional parks and are within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than a major urban area centers, averaging at least 6 units

- 1 per net residential acre (4.5 gross units per acre). Higher densities occur along
 2 transit corridors and in the community center, with lower densities in established
 3 neighborhoods and on the outskirts of the community. These urban growth areas
 4 centers should have a center focus that combines commercial, civic, cultural and
 5 recreational uses.
- 6 • **Urban Growth Areas of La Center and Woodland** will have predominantly
 7 residential uses with at least 4 housing units per net residential acre (3 gross units
 8 per acre) and includes pedestrian-oriented commercial uses, schools and small
 9 parks.
 - 10 • There are no standards for the **Yacolt Urban Growth Area** due to lack of public
 11 sewer. A mix of residential uses and densities are or will be permitted.
 12 Neighborhoods are to have a focus around parks, schools, or common areas.
- 13 1.1.15 Rural Centers are outside of urban growth areas centers and urban reserve areas and
 14 provide public facilities (e.g., fire stations, post offices, schools) and commercial
 15 facilities to support rural lifestyles. Rural centers have residential densities consistent
 16 with the surrounding rural minimum lot sizes and do not have a full range of urban
 17 levels of services
- 18 1.1.16 Establish consistent regional criteria to determine the size of urban growth areas for
 19 the 20-year comprehensive plans that:
- 20 • Assume the need for residential market factor lands added to the amount called
 21 for in the population forecast to build in flexibility.
 - 22 • include a household size of 2.66 people per household
 - 23 • conserve designated agriculture, forest or mineral resource lands;
 - 24 • ensure an adequate supply of buildable land;
 - 25 • have the anticipated financial capability to provide infrastructure/services needed
 26 for the 20-year growth management population projections; and,
 - 27 • balance industrial, commercial and residential lands.
- 28 1.1.17 Establish consistent regional criteria for urban growth area boundaries for the 20-
 29 year comprehensive plans that consider the following:
- 30 • geographic, topographic, man-made and natural features (such as drainages,
 31 steep slopes, riparian corridors, wetland areas, etc.);
 - 32 • public facility and service availability, limits and extensions;
 - 33 • jurisdictional and special district boundaries;
 - 34 • location of designated natural resource lands and critical areas; and,
 - 35 • minimize split designations of parcels.
- 36 **La Center UGA**
- 37 1.1.18 There shall be no net material increase in cardroom capacity within the La Center
 38 Urban Growth Area.
- 39 **Cowlitz Indian Tribe**

1 To adequately plan for growth and implement the policies of the Growth Management Act,
2 the county, municipalities, and special districts will consult with the Tribe to create
3 continuous and on-going mechanisms that coordinate regional and local planning as follows:

4 1.1.19 Meaningful and substantial opportunities for early and continuous tribal government
5 participation in planning.

6
7 1.1.20 Local jurisdictions will work with the tribe to develop agreements that provide for
8 discussion on comprehensive planning issues among governments. The parties will
9 jointly determine the appropriate contents of agreements and a schedule for
10 completing them.

11 1.1.21 The tribe, county, municipalities and special districts are encouraged to coordinate
12 plans among and between governments and agencies to address substantive areas
13 of mutual interest and promote complementary and cooperative efforts.

14 1.1.22 The county, municipalities, special districts, and tribe are encouraged to keep one
15 another informed about matters of local and regional interest by mutually agreeable
16 means and schedule.

17 **County 20-Year Planning Policies**

18 **Goal: Adopt Urban Growth Area (UGA) boundaries to efficiently accommodate residential and**
19 **employment increases projected within the boundaries over the next 20 years.**

20 **1.2 Policies**

21 1.2.1 The UGAs shall be consistent with the following general goals:
22 • reduce the inappropriate conversion of undeveloped land into sprawling, low-
23 density development;
24 • provide for the efficient provision of public services;
25 • protect natural resource, environmentally sensitive and rural areas;
26 • encourage a clear distinction between urban and rural areas;
27 • maintain densities which support a multi-modal transportation system;
28 • support variety, choice and balance in living and working environments;
29 • promote a variety of residential densities; and,
30 • include sufficient vacant and buildable land.

31 1.2.2 The UGAs shall be consistent with the following more specific criteria:
32 • Each UGA shall provide sufficient urban land to accommodate future
33 population/employment projections through the designated planning period.
34 • Cities shall be located within UGAs. Urban services shall be provided within those
35 areas. Urban services should generally not be provided outside UGAs. (See
36 Chapter 6, Capital Facilities and Utilities for urban and rural services.)
37 • Lands included within UGAs shall either be already characterized by urban
38 growth or adjacent to such lands.
39 • Existing urban land uses and densities should be included within UGAs.

- 1 • Land within the UGA shall not contain areas designated for long-term agriculture
- 2 or forestry resource use.
- 3 • UGAs shall provide a balance of industrial, commercial and residential lands.
- 4 • The UGAs should utilize natural features (such as drainage ways, steep slopes,
- 5 open space and riparian corridors) to define the boundaries.
- 6 • No UGA expansion into the 100-year floodplain of a river segment that is located
- 7 west of the Cascade crest and when the river has a mean annual flow of 1,000 or
- 8 more cubic feet per second per RCW36.70A.110(8).
- 9 • Each UGA shall have the anticipated financial capability to provide
- 10 infrastructure/services needed in the area over the planning period under
- 11 adopted concurrency standards.

12 **Vancouver Urban Growth Area**

- 13 1.2.3 Ensure coordination of environmental protection, preservation and enhancement
- 14 programs and regulations.
- 15 1.2.4 Coordinate and cooperate with other governmental agencies, districts and private
- 16 and commercial interests throughout the Vancouver/Portland Metropolitan area in
- 17 open space, park and recreation planning and development.
- 18 1.2.5 Restrict amendments to the urban growth boundary to encourage infill
- 19 development.
- 20 1.2.6 Concentrate development in areas already served by public facilities and services.
- 21 Use the provision or planned provision of public services and facilities as a means of
- 22 directing development into desirable areas.
- 23 1.2.7 Water service should be extended throughout the Vancouver urban area in
- 24 accordance with the timing and phasing established in the Vancouver six-year capital
- 25 facilities plan. Extension of public water service should not be permitted outside the
- 26 Vancouver urban area.
- 27 1.2.8 Encourage retrofitting areas with sewer and prohibit new development on septic
- 28 tanks in the urban growth area.

29 **Washougal Urban Growth Area**

- 30 1.2.9 Recognizing the authority of the National Scenic Area legislation, as a matter of
- 31 policy Clark County favors the exclusion of the Washougal UGA from the National
- 32 Scenic Area.

33 **Yacolt Urban Growth Area**

- 34 1.2.10 The Yacolt Urban Growth Boundary will be reevaluated by Clark County at such time
- 35 as the Town of Yacolt develops a plan assuring that public sewer will be available.

36 **Woodland Urban Growth Area**

1 1.2.11 Recognizing that the Woodland UGA spans both Cowlitz and Clark Counties, the Clark
2 County Comprehensive Plan and the goals and policies within it only apply to the
3 Clark County portion of the Woodland UGA. The City of Woodland will manage each
4 portion of its UGA according to the respective county’s comprehensive plan.

5 **Goal: Encourage more compact and efficiently served urban forms and reduce the inappropriate**
6 **conversion of land to sprawling, low-density development.**

7
8

9 **1.3 Policies**

10 1.3.1 Urban densities and uses may occur throughout the urban growth area if it is
11 provided with adequate services. Development and redevelopment in the UGA
12 should be strongly encouraged to occur in greater intensity in major centers, transit
13 routes and other areas characterized by both existing higher density urban
14 development and existing urban services. Development and redevelopment should
15 be encouraged to occur with less intensity in areas where urban development is of
16 lower density or has not yet occurred, or in areas where urban services do not yet
17 exist.

18 1.3.2 Devise specific policies and standards to promote higher density urban, commercial
19 and mixed-use development and to support pedestrian and transit travel within high-
20 density residential and commercial areas.

21 1.3.3 Encourage and provide incentives for infill development throughout urban areas.

22 1.3.4 Zoning ordinances and other implementing measures shall specify maximum and
23 minimum residential densities with the residential zoning districts.

24 1.3.6 Property rights of landowners should be protected from arbitrary and discriminatory
25 actions.

26 **Goal: Integrate land uses to reduce sprawl, promote physical activity through active**
27 **transportation and foster neighborhood and community identity.**

28 **1.4 Policies**

29 1.4.1 Interrelated uses should generally be encouraged to locate in close proximity of each
30 other:
31 • Frequently used commercial activities and the residential areas they serve should
32 be allowed and encouraged to locate near to one another.
33 • Schools or other frequently used public facilities and the residential areas they
34 serve should be allowed and encouraged to locate near to one another.
35 • Commercial, industrial or other employers and the residential areas they serve
36 should be allowed and encouraged to locate near to one another, as long as
37 negative impacts from non-residential uses on the residential areas are mitigated.

- 1 1.4.2 Encourage mixed-use developments, which provide opportunities to combine
 2 residential, commercial or other uses within individual structures, or within adjacent
 3 structures or developments.
- 4 1.4.3 Promote the development of identifiable residential neighborhoods and shopping
 5 districts through the encouragement of more compact development patterns and
 6 the use of shared design and landscaping characteristics and the development of
 7 landmarks.
- 8 1.4.4 Encourage compact commercial development with an appropriate mix of uses.
- 9 1.4.5 Commercial developments should utilize shared facilities and infrastructure, including
 10 but not limited to common wall structures, shared parking lots, access points,
 11 sidewalks, signs or innovative design features.
- 12 1.4.6 Commercial development should be designed and located as follows:
 13 • Features to both allow for and encourage pedestrian access to and between
 14 commercial developments and roadways shall be provided.
 15 • Storefront design with zero or minimal front setbacks should be used. Frontal
 16 parking should be minimized. Side or rear lot parking should be encouraged.
- 17 1.4.7 Higher intensity uses should be located on or near streets served by transit.
- 18 1.4.8 Streets, pedestrian paths and bike paths should contribute to a system of fully
 19 connected routes to all destinations.
- 20 1.4.9 Access to the transit system should be provided.
 21 • Transit stations should be located at major activity centers and along transit
 22 streets and nodes.
 23 • Neighborhoods and commercial nodes should have access to the public
 24 transportation system.
 25 • Transit stops should be located within convenient walking distance of residential
 26 and employment populations.
 27 • Transit shelters should be provided where appropriate.
 28 • Bicycle parking should be included in commercial, industrial and public facility
 29 sites.

30 **Strategies**

- 31 • Review proposals for UGA expansions for consistency with the above policies and the
 32 requirements of RCW 36.70A.215.
 33 • Consider the above policies in the evaluation of zone change proposals.
 34 • Encourage urban Planned Unit Developments which allow for better integration of related
 35 land uses, such as commercial and residential uses.
 36 • Review zoning and site plan review standards to allow and encourage individual
 37 developments containing a mix of uses.
 38 • Develop and adopt plan and Industrial Railroad zoning district with use provisions consistent
 39 with land use objectives.

- 1 • Review zoning and site plan review standards to encourage the provision of more compact
2 and pedestrian and transit friendly commercial development.

3 **Vancouver Urban Growth Area**

- 4 • Develop parking standards that reflects the community's desire which should include
5 redevelopment potential of under-utilized parking lot parcels, establishing maximum parking
6 requirements and shared parking.
- 7 • Establish city- and county-sponsored neighborhood associations supported by staff liaisons
8 throughout the Vancouver urban area.
- 9 • Develop standards for affordable housing which consider parking requirements, vehicle trip



Chapter 2

Housing Element

Chapter 2 Housing Element

Introduction

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. Region-wide in orientation, the Housing Element addresses all of Clark County. It sets policy direction for lands under county government jurisdiction, is coordinated to the greatest extent possible with housing policies developed by cities and towns and provides practical implementation guidance. The need for mechanisms to ensure a variety of housing prices and neighborhood designs is discussed as well as the types of housing that should be available in the future.

Relationship to other elements and plans

The Housing Element of the 20-Year Plan builds upon principles and policies established in earlier county comprehensive plans. Earlier plans discussed housing primarily in light of its land use implications. This plan addresses housing in broader terms, reaching beyond land use patterns and densities to discuss issues such as affordability, special needs and community character.

The Housing Element also builds upon principles and policy direction provided by the Countywide Planning Policies and the *Community Framework Plan*. These policies, developed through an extensive public participation process, are intended to provide long-term, overall guidance for Clark County and its cities in developing the Housing Element for the 20-Year Plan.

Clark County/Consolidated Housing and Community Development Plan

The Housing Element of the 20-Year Plan has a relationship to the Clark County Consolidated Housing and Community Development Plan (HCD). Each jurisdiction that receives assistance from the US Department of Housing and Urban Development (HUD) is required to prepare a plan that addresses the needs for low-income people. Clark County recently completed a five-year HCD plan for 2015-2019 which is designed to:

- provide an assessment of housing and community development needs in Clark County;
- identify resources and key players;
- develop strategies and goals to ensure affordable housing and decent living environments for person who earn 80-percent or less of the area’s median income (\$58,800 for a family of four – HUD 2015 data), including homeowners, renters, the elderly, families, people with special housing needs and people who are homeless;
- develop strategies and goals to ensure support for programs and facilities that promote viable communities and address community development, infrastructure and human service needs of urban and rural areas; and
- report the annual use of HUD entitlement funds.

The Housing Element uses many of the statistics and needs assessments prepared in the HCD. Implementation of the policies in the Housing Element through ordinances and programs will assist in meeting needs identified in the HCD.

Special needs populations, such as people who are homeless, people at risk for homelessness, the frail/elderly, single parents, physically disabled, victims of domestic abuse, veterans, chronically

1 mentally ill, developmentally disabled, migrant farm workers and persons living with HIV/AIDS or
2 chemical addictions are addressed in both the Housing Element and the HCD.

3
4 Housing affordability is a key component within the Growth Management legislation. Housing
5 affordability will be affected by policies adopted in the other elements including transportation,
6 public facilities, utilities, open space and recreation, land use and (for the county only) rural lands.
7 Likewise, the pattern and density of housing development will affect the cost to the county; to local
8 utilities to extend services such as water lines, sewer lines, transit service, fire protection, etc.; and,
9 ultimately, to the businesses and residents of Clark County in user fees and taxes.

10
11 Updates of the county zoning ordinance, land division ordinance, Transportation Impact Fee (TIF)
12 and Parks Impact Fee (PIF) ordinances and new ordinances and programs created as a result of this
13 planning process, will implement the goals and policies established in the Housing Element. These
14 land use and development ordinances are prepared by the respective municipal jurisdictions and
15 should be reviewed for compatibility with the plan.

16 **Housing Element requirements**

17 The Growth Management Act of 1990 (GMA), as amended, requires that 20-Year Comprehensive
18 Plans have a housing element that:

- 19 • Recognizes the vitality and character of established residential neighborhoods;
- 20 • Includes an inventory and analysis of existing and projected housing needs;
- 21 • Includes a statement of goals, policies and objectives for the preservation, improvement and
22 development of housing;
- 23 • Identifies sufficient land for housing, including, but not limited to, government assisted
24 housing, housing for low income families, manufactured housing, multi-family housing and
25 group homes and foster care facilities; and
- 26 • Makes adequate provisions for existing and projected needs of all economic segments of the
27 community.

28 The Procedural Criteria for Adopting Comprehensive Plans and Development Regulations for the Act
29 further specify that the Housing Element of the 20-Year Plan (WAC 365-195-310) shall, at a minimum,
30 contain:

- 31 • An inventory and analysis of existing and projected housing needs;
- 32 • A statement of the goals, policies and objectives for the improvement, preservation and
33 development of housing;
- 34 • Identification of sufficient land for housing, including but not limited to, government assisted
35 housing, housing for low income families, manufactured housing, multifamily housing and
36 group homes and foster care facilities; and
- 37 • Adequate provision for existing and projected housing needs of all economic segments of
38 the community.

39 The Act and its Procedural Criteria provide the legislative framework for preparation of the Housing
40 Element.

1 **Organization of the element**

2 The Housing Element consists of three sections: the Background and Existing Conditions section
3 including statistics supporting the county's Housing Element. It summarizes existing conditions and
4 information in Clark County and focuses on inventory data, which support the policy orientation on
5 growth management; 2) the Goals and Policies section, on an issue by issue basis, presents a
6 comprehensive set of goals and policies to guide the implementation of the plan; and 3) the Strategy
7 section consists of a set of planning strategies related to housing in Clark County. See HCD for
8 additional information on county housing issues.

9 **Background and existing conditions**

10 The housing needs of Clark County are determined by the characteristics of its existing and projected
11 population (age, household size, income, special needs, etc.), when compared to the characteristics
12 of the existing and expected housing supply (size, cost, condition, etc.). Clark County is expected to
13 add approximately 128, 586 people or 48,340 households over the next twenty years. The issue
14 facing local governments is where to direct this growth given environmental constraints and the cost
15 of providing public services and how to ensure that a range of housing types and prices are available.
16

17 Much of the data contained in this section comes from the HCD prepared by Clark County
18 Department of Community Services. The HCD is required under the Cranston-Gonzalez National
19 Affordable Housing Act of 1990. All jurisdictions eligible for funding under this act and wishing to
20 participate in the program are required to prepare a plan identifying the different types of housing
21 needed in the community and setting priorities for addressing them.
22

23 This report also contains data from the U.S. Bureau of the Census for 1990, 2000 and 2010. Between
24 the 2000 and 2010 census, data was being collected through the American Community Survey (ACS).
25 Some of the data previously collected in the decennial census was no longer being asked in the long
26 form decennial census and was only available through the ACS. This makes comparison to previous
27 decennial census information a challenge. The ACS data provided in this report is primarily of the 5-
28 year survey which is more reliable than the 1-year or 3-year survey.

29 **Population**

30 Table 2.1 shows the population trends of the cities and unincorporated areas of Clark County from
31 1990 to 2015. There has been a significant increase in the overall population of the county in the last
32 two and a half decades. Clark County has increased 90 percent in population since 1990 with a 30
33 percent increase since 2000.

34 **Table 2.1 | Population Trends in Clark County, 1980-2015**

35

Area	1990	2000	2010	2014	2015
Clark County	238,053	345,238	425,363	442,800	451,820
Unincorporated	173,844	166,305	203,339	210,140	214,585
Incorporated	64,209	178,933	220,024	232,660	237,235
Battle Ground	3,758	9,322	17,571	18,680	19,250
Camas	6,798	12,534	19,355	20,880	21,210
La Center	483	1,654	2,800	3,050	3,100
Ridgefield	1,332	2,147	4,763	6,035	6,400
Vancouver	46,380	143,560	161,791	167,400	170,400
Washougal	4,764	8,595	14,095	14,910	15,170
Woodland*	94	92	83	85	85
Yacolt	600	1,055	1,566	1,620	1,620

Sources: OFM Forecasting, State of Washington web site. The 2010, 2014 and 2015 population numbers are based on April 1, 2015 estimates. Note: * The portion of the City of Woodland population that resides in Clark County.

This growth has occurred in both unincorporated areas and in cities. The unincorporated areas had a 23 percent increase in population since 1990 and a 4.4 percent decrease between 1990 and 2000. This decrease is in large part due to a large annexation of previously developed unincorporated Clark County into Vancouver in 1997. Incorporated areas of the county grew substantially in the past twenty five years by 269 percent since 1990, and 33 percent since 2000. By 2035, the county anticipates a population increase of 128,586 or a 36 percent increase over the 2010 census count of 425,363 with a total population of 577,431.

Age

Table 2.2 shows the changes in the distribution of the age of the county’s population since 1990. The data show the largest population group for 2010 are children aged 0-19 (122,255). Persons aged 40-59 were the next largest group (120,008). Clark County's population continues to be family households with children. Housing policy should make efforts to address the needs of this significant population.

Table 2.2 | Age Distribution of Clark County Residents, -1990-2010

Age	1990	2000	2010	% Change 1990-2000	% Change 2000 -2010
0-19	74,164	108,037	123,429	46%	14%
20-39	75,080	97,649	108,959	30%	12%
40-59	54,623	95,130	120,008	74%	26%
60-85+	34,186	44,422	72,967	30%	50%
Total	238,053	345,238	425,363	45%	23%

Source: U.S. Bureau of the Census; Office of Program Planning and Fiscal Management, Corrected 1990 Population by County by 5-Year Age Groups, State of Washington. April, 2000.

Comparing percentage change data provides insight into future growth trends. The largest percentage increase occurred in the 60-85+ group, reflecting the aging of the baby boomer generation. This trend will continue and require more attention be paid to the housing needs of an aging population. Young adults may find themselves increasingly pushed out of Clark County's market, compared to persons aged 40-59 who may have more financial ability to pay for housing.

Race and Ethnicity

According to the 2010 U.S. Census, the total minority population represents 15 percent (44,747) of the county's population, up from 7 percent in 1990. The HCD contains information on special populations and their housing needs in 2000. It reviewed the percentage of minority persons in each census tract and found no concentrations of minority persons in any one area of the county. In recent years, there has been an influx of immigrants from Eastern Europe and Russia into Clark County. These new residents, while not racial minorities, are a distinct ethnic community. Their housing needs are being met by the private market, although they may require assistance adjusting to their new communities. Table 2.3 shows the distribution of population by race in Clark County in 1990 and 2000. From 2000 to 2010, the Hispanic population in Clark County also substantially increased from 4.7 percent (16,248) to 7.6 percent (32,166).

Table 2.3 | Clark County Population by Race and Ethnicity

Race and Ethnicity	Total Persons	% of County	Total Persons	% of County
	2000	Population 2000	2010	Population 2010

White	306,648	89.0%	363,397	85.4%
Black	5,813,	1.7%	8,426	2.0%
Native American	2,910	0.8%	3,624	0.9%
Asian/Pacific Islander*	12,369	3.6%	20,212	4.7%
Two or More Races	10,641	3.1%	17,219	4.0%
Hispanic	16,248	4.7%	32,166	7.6%
Other Race	6,857	2.0%	12,485	2.9%
Total**	345,238	100%	425,363	100%

Source: U.S. Bureau of the Census. * Native Hawaiian and Other Pacific Islander were separated from Asian in 2010 and accounts for .6% of total (2,708) persons **Hispanic is considered ethnicity, not a separate race category and is not included in total percentage.

Households

A household is all of the people living in one housing unit, whether or not they are related. A single person renting an apartment is a household, just as is a family living in a single-family house. The number and type of households in a community can indicate the housing needs of that community. Table 2.4 gives historic information on the numbers of households in Clark County and each of its cities. As is the case with population, most of the household growth has occurred in incorporated communities over the past 20 years.

Table 2.4 | Number of Households in Clark County, 1980-2010

Jurisdiction/Area	1990	2000	2010	Change 1990-2000	Change 2000-2010
Total Clark County	88,571	127,208	167,413	+38,637	++40,205
Total Incorporated Clark County	26,630	69,129	91,915	+42,499	+22,786
Total Unincorporated Clark County	61,941	58,079	75,498	-3,862	+17,419
Battle Ground	1,341	3,071	5,952	+1,730	+2,881
Camas	2,438	4,480	7,072	+2,042	+2,592
La Center	129	552	981	+423	+429
Ridgefield	441	739	1,695	+298	+956
Vancouver	20,135	56,638	70,005	+36,493	13,367
Washougal	1,898	3,294	5,673	+1,396	+2,379
Woodland (part)	49	46	53	-3	+7
Yacolt	199	319	484	+120	+165

Source: U.S. Bureau of the Census.

The county's growth patterns will change as a result of adopting this plan to implement the GMA. Household growth, like population growth, will be directed to cities or urban growth areas which will eventually be annexed to cities. If growth patterns in the future are similar to those of the past, households in rural areas will be larger on average than those in urban areas, by approximately 10 percent. Table 2.5 shows the county's household growth patterns since 1980.

Table 2.5 Household Characteristics in Clark County, 1980- 2010

Year	Total Households	Persons Per Household	Senior Households	Non-Senior Households
1980	68,750	2.76	11,086	57,664
1990	88,571	2.66	15,243	73,328
2000	127,208	2.69	23,131	104,077
2010	158,099	2.67	35,395	122,704

Source: U.S. Bureau of the Census and Washington Office of Financial Management.

1 **Income**

2 The relationship of household income to housing prices is the main factor affecting the ability of
 3 Clark County's residents to secure adequate housing. Table 2.6 compares median household incomes
 4 for Clark County and each of the cities. Median income is defined as the mid-point of all of the
 5 reported incomes; that is, half the households had higher incomes and half the households had
 6 lower incomes than the mid-point, with the county median household income very similar to the
 7 statewide average.
 8

9 **Table 2.6 | Median Household Incomes in Clark County, 1990- 2010**

Jurisdiction/Area	2000	2010	Change 2000-2010
Total Clark County	\$48,376	58,262	20%
Battle Ground	\$45,070	57,134	27%
Camas	\$60,187	77,334	28%
La Center	\$55,333	71,522	29%
Ridgefield	\$46,012	76,295	65%
Vancouver	\$41,618	48,875	17%
Washougal	\$38,719	61,121	58%
Yacolt	\$39,444	53,452	35%
Washington State	\$45,776	57,244	25%

10 Source: U.S. Bureau of the Census

11 The definitions of extremely low, very low and moderate-income households are established by the
 12 U.S. Department of Housing and Urban Development (HUD). These terms are based on a percentage
 13 of the area's median household income for a family of four. They are used to evaluate income levels
 14 in Clark County. Table 2.7 shows the numbers of households in each income category for 2000 and
 15 2012.
 16
 17

18 **Table 2.7 | Households by Income Group in Clark County, 2000 – 2012**

INCOME GROUP	2000		2012	
	# HOUSEHOLDS	PERCENT OF TOTAL	# HOUSEHOLDS	PERCENT OF TOTAL
VERY LOW INCOME (LESS THAN 50% OF MEDIAN)	26,902	23%	33,715	21%
LOW INCOME (50% TO 80% OF MEDIAN)	21,970	16%	28,970	18%
MODERATE INCOME* (81% TO 95% OF MEDIAN)	10,966	8%	17,610	11%
MIDDLE AND UPPER INCOME* (MORE THAN 95% OF MEDIAN)	67,422	53%	78,070	50%
MEDIAN INCOME**	\$48,376		\$70,786	

19 Source: 2008-2012 Comprehensive Housing Affordability Strategy (CHAS). * 2008-2012 CHAS data for moderate income parameter
 20 changed to >80% to <=100 HUD Adjusted Median Family Income (HAMFI); Middle and Upper Income is >100% HAMFI ** 2008-2012
 21 CHAS data uses estimates of median family income for the Portland-Vancouver-Hillsboro, OR-WA Metropolitan Statistical Area
 22 (MSA)
 23
 24

25 Extremely low-income households include households whose incomes are 30% of median and below.
 26 Very low-income households are those whose incomes are less than 50 percent of the area's median
 27 family income. In 2000, a family of four making between \$14,513 and \$24,188 fell into this category
 28 for a total of 26,902 households or 23 percent. For 2012, a family of four making less than \$35,393 fell
 29 into this category. This represents a two percent decrease in the number of families with very low
 30 incomes between 2000 and 2012 but constitutes more than one-fifth of the county's households.
 31 Low-income households are those whose incomes are between 50 percent and 80 percent of the
 32 area's median family income. A family of four making between \$24,188 and \$38,701 fell into this
 33 category. There were 21,970 households (16 percent of the total) that were defined as low income
 34

1 in2000. In 2012, a family of four making between \$35,393 and \$56,629 fell into this category for a
2 total of 28,970 households, or 18 percent. This represents a two percent increase in the number of
3 families with low incomes between 2000 and 2012. Together, in 2012 low income and very low-
4 income households constituted 39 percent of the county's households.

5
6 Moderate-income households are those whose incomes are between 80 percent and 95 percent of
7 the area's median family income. In 2000, a family of four making between \$31,800 and \$48,376 fell
8 into this category. There were 10,966 households (8 percent of the total) that were defined as
9 moderate income in 2000. In 2012, a family of four making between \$57,337 and \$70,786 fell into this
10 category. This represents a 3 percent increase in the number of moderate-income families between
11 2000 and 2012. Together, in 2012 moderate, low and very low-income households constituted 50
12 percent of Clark County's households.

13 **Percent of Income Spent on Housing**

14 HUD defines housing cost burden as the extent to which gross housing costs, including utility costs,
15 exceed 30 percent of gross income, based on data published by the U.S. Census Bureau. This is the
16 threshold at which the cost of housing typically becomes a burden. At this point the money available
17 for other necessary expenses such as food and medical care is reduced.

18
19 Generally, upper income households can afford a higher percentage of income for housing than can
20 lower income households. The percentage of income spent on housing increases as income
21 decreases. The lowest income households are, therefore, most likely to be overpaying for housing
22 relative to their income and in need of assistance.

23
24 The HCD notes that between 2000 and 2012, the median home value increased from \$153,100 to
25 \$254,200, a 66% increase. During the same time period, the median contract rent increased from
26 \$606 to \$773 per month; a 28% increase. The median sale prices are still increasing faster than wages
27 in the county. This means that more and more people are being priced out of the market. Based on
28 the projected increases in housing costs, new housing could be unaffordable to extremely low, very
29 low, low income and moderate-income households of Clark County.

30 **Special Housing Needs**

31 Some people in Clark County need modified housing units or special services in order to live
32 independently. Other people require living in a group home or institutional environment. While some
33 of these people will have the resources to take care of their needs, many will not. The HCD identified
34 these special housing needs in Clark County and made recommendations for serving those needs:

35 **Physically Challenged Persons**

- 36 • **Physically Challenged:** The US Census Bureau, 2010-2014 ACS 5-year estimate identifies
37 approximately 34,603 people under the age of 64 have a disability, mobility and/or self-care
38 limitations.
- 39 • **Frail Elderly:** In 2012, 37 percent of Clark County seniors report having a disability (ACS 2010-
40 2012).
- 41 • **Developmentally Disabled:** As of 2015, the Clark County Department of Community Services
42 estimates that there are approximately 7,926 persons (1.7 percent of the county population)
43 with developmental disabilities in the county. As of 2015, there are 2,373 individuals known to
44 the state Developmental Disabilities Administration who are eligible to receive state funded
45 services. (see Developmental Disabilities Comprehensive Plan 2010-2014)

The majority of the housing need for physically challenged persons is among the elderly. These people may need special housing with ramps instead of stairs, elevators for units with two or more stories and modified facilities. The federal Americans with Disabilities Act (ADA) of 1990 require changes to building and zoning codes to improve access for disabled persons. These codes will apply to new construction and to major rehabilitation or remodeling of existing units.

Experience in states which have had similar legislation for the past decade indicates that adaptations to ensure accessibility and mobility for the disabled add less than \$1,000 on average to the cost of new multi-family housing. It is more expensive and not always possible to modify an existing unit for handicapped accessibility. Older units, particularly older multi-family structures, are very expensive to retrofit for disabled occupants because space is rarely available for modifications such as elevator shafts, ramps and widened doorways. Much of the existing multi-family housing (traditionally the more affordable housing) cannot economically be modified to meet the needs of disabled residents.

Senior Citizens

Senior citizens are defined as people over age 62. The elderly are generally considered a special needs group because of the high correlation between age and disability. Also, many seniors live on a fixed income. They cannot afford higher rents and if they own their own home they may not be able to afford the cost of increasing taxes or maintenance. A fixed income also may not permit them to rent a new apartment in a new facility that would provide them with a full range of care services.

In 2010, there were 48,710 senior citizens living in Clark County. Of which 68 percent (33,002) of senior citizens live in family households headed by people over age 65 -Table 2.8. Another 26 percent (12,604) live alone. At least 2 percent (1,172) of the senior citizens live in-group quarters (e.g. nursing or retirement homes) and 4percent (1,932) live with family or friends.

Table 2.8 | Senior Citizens Housing Arrangements in Clark County, 2000

Household Type	Total Numbers of Persons	Percent of Total
Family Household	33,002	68
Non-Family Households	14,536	30
Living Alone	12,604	
Group Quarters	1,172	2
Total	48,710	100

Source: U.S. Bureau of the Census

The population of elderly residents is increasing and will continue to increase through the end of the decade. In addition, people are living longer and the number of people over 75 is increasing. Currently the 2010 census reports that there are 20,628 persons over the age of 75 living in Clark County. The majority of the elderly populations prefer to live independently in family units or alone. This population would be well served by a variety of housing types that lend themselves to smaller, affordable and accessible rental and housing units. Elderly persons who live with family or friends might benefit from zoning provisions that allow for another, smaller unit to be built on single-family lots.

Homeless Persons

HUD defines "homeless" as those persons or families which "(1) lack a fixed, regular and adequate nighttime residence or (2) whose nighttime residence is a public or private emergency shelter, an

1 institution that provides temporary residence for individuals intended to be institutionalized, or a
 2 public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for
 3 human beings." This definition does not include persons forced to live with friends or relatives, in
 4 unsafe or inappropriate housing. This definition also excludes recently homeless persons who are in
 5 transitional housing programs but have not yet attained housing self-sufficiency.

7 The Council for the Homeless notes that the fastest growing groups of homeless persons in Clark
 8 County are two parent families with children, single women with children, single persons and older
 9 adults. The Emergency Shelter Clearinghouse operates a referral hotline from 9:00 am until 8:00 pm
 10 seven days a week to refer homeless persons to available shelter.

11 **Families with Children:** This is Clark County's largest un-housed population. Both single and two
 12 parent families are sheltered in all except one shelter facility on a space available basis. Most
 13 shelters allow a 30-day stay.

14 **Youths:** Southwest Washington had no community-based services to help homeless and runaway
 15 at-risk youth and their families, which led to the opening of the area's first-ever emergency
 16 shelter in 1996. The Oak Bridge and Oak Grove Youth shelters assist more than 385 youth in crisis
 17 every year.

18 **Domestic Violence:** There is currently one emergency shelter (28 spaces) in Clark County for
 19 victims of domestic violence. In 2014, Safe Choice, the domestic violence shelter, provided 5,115
 20 bed-nights of emergency shelter.

21 Based on this information, homeless persons have a significant need for housing in Clark County.
 22 Housing policies should address the needs of this population, as well as the needs of persons at 30
 23 percent of area median income and below. Since some homeless families and individuals have
 24 disabilities or require a period of extra support, a strategy should include permanent supportive
 25 housing.

26 **Projected Household Growth**

27 The population growth forecast of OFM is translated into approximately 48,340 additional
 28 households who will be seeking housing in Clark County by the year 2035. Table 2.9 highlights the
 29 percent change of 10 years and the average annual change within the county. Based on growth
 30 projections from the Washington Office of Financial Management (OFM), the county will grow at a
 31 rate of 1.26 percent per year. The characteristics of these households are likely to change over the
 32 period covered by the 20-Year Plan as the population of the county, the state and the United States
 33 as a whole age. In 1990, households with elderly heads made up 6.4 percent of the total households.
 34 Projections indicate that elderly households will increase to 17.5 percent of the total in 2010, almost a
 35 threefold increase.

36
 37 **Table 2.9 | Population Trends, 1950-2035 in Clark County**
 38

Year	Total Population	10-year Increase	10-year % Change	Average Annual % Change
1950	85,307	NA	NA	NA
1960	93,809	8,502	10.0	1.0
1970	128,454	34,645	36.9	3.7
1980	192,227	63,773	49.6	2.0
1990	238,053	45,826	23.8	2.4
2000	345,238	107,185	45	4.7
2010	425,363	80,125	23.2	2.1

2035	577,431	N/A	N/A	N/A
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1 Sources: Washington State Office of Financial Management, April 1 Intercensal and Postcensal Estimates of the Total Resident
2 Population by Year 1968-2002; Washington State Growth Management Population Projections for Counties: 2010 to 2040

3 **Housing Resources**

4 Table 2.10 shows the number and type of housing units in Clark County for the period 1980-2010. The
5 total number of housing units in Clark County in 2010 was 169,520. Single family homes make up 73
6 percent (122,935) of this stock. Multi-family homes constitute 22 percent (38,096) of this stock.
7 Manufactured homes make up 4.7 percent (8,031) of the housing stock of Clark County.
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Table 2.10 | Number of Housing Types in Clark County, 1990-2010

Housing Types	1990	2000	2010
Single Family Units*	63,681	94,664	122,935
Multi-Family Units	21,033	30,217	38,096
Manufactured/Mobile Home Units**	7,520	8,833	8,031
Unknown	615	316	458
Total Units	92,849	134,030	169,520

Source: U.S. Bureau of the Census * Includes attached and detached units and 2010-2014 American Community Survey (ACS) 5-year Estimates **The ACS uses the term mobile home instead of manufactured

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Using 1990-2010 figures, the total number of housing units in the county has risen by 26 percent since 2000 and 83 percent since 1990. The number of single family units has risen 30 percent since 2000 and 93 percent since 1990. Multi-family units have increased in number by 26 percent since 2000 and 81 percent since 1990. Manufactured housing has shown the smallest increase of 17 percent over 1990 figures but more significantly a 9 percent decline since 2000.

County funding for affordable housing

In the spring of 2003, Clark County memorialized the recommendations to dedicate document recording fees to affordable housing as presented by community stakeholders. This funding source was developed as a result of House Bill 2060, which was passed by the Washington State Legislature during the 2002 session. SB 2060 established a dedicated source of revenue for affordable housing, a \$10 recording fee. The fees are collected by County Auditor who may retain up to 5 percent for administration. The remaining funds are split into two categories. Sixty percent (60%) of the funds are to go to local jurisdictions for the sole use of housing for people between 0 - 50% of the area median income. The remaining 40 percent goes to the Department of Commerce for allocation of operational support to state funded projects that service households from 0 – 30% of the area median income.

The CDBG and HOME Program staff hosted two community meetings to solicit recommendations for the use of the local funding. The total is estimated to be \$750,000 annually. The community group developed the following recommendations regarding the distribution of funds:

Capital funds for transitional and permanent housing: Thirty percent (30%) of the funds would be used for development of transitional and permanent housing, including acquisition and rehab or new construction costs. New construction is only an eligible use if vacancy rates are under 10%. The document recording fee revenues can leverage other capital resources such as HOME and CDBG.

Operating funds for shelters, transitional and permanent housing: Forty percent (40%) of the funds would be used to maintain the current level of shelter services, provide operating subsidies to transitional or permanent housing providers, or rental assistance vouchers to private for-profit and non-profit housing providers.

Creation of a Local Housing Bond: Approximately 1/3 (a flat \$250,000) per year of the available revenue would be used to purchase a 10-year low-income housing bond. Bond proceeds, estimated at approximately \$2,000,000, will be deposited in an interest bearing account for the purpose of land or housing acquisition. The land banking approach, made possible with the bond, would allow Clark County to secure property while costs and interest rates are as low as

1 they are likely to be in the foreseeable future. This bonding mechanism would also assist Clark
2 County and the cities within the county to meet their housing goals as outlined in the Growth
3 Management Act, including goals for affordable housing.

4 The Clark County Housing Review Board (CHRB), a local group of citizens appointed by the county,
5 was given responsibility for oversight of the Clark County funds associated with SB 2060. The county
6 approved the plan and goals designed by the CHRB. In response to the approved plan, staff worked
7 with stakeholders to implement the plan goals.

8
9 Manufactured housing is a major source of affordable housing in Clark County. Manufactured
10 housing units are distinguished from "mobile homes" because they are more durable and less mobile
11 in nature. Once manufactured housing units are sited they are rarely moved. Additionally,
12 manufactured housing meets HUD standards, which makes it possible to get a loan to purchase a
13 new manufactured home with little or no down payment. The buyer can also purchase the land to
14 site the manufactured home on contract with little down payment. This is a very attractive option for
15 those with little savings.

16 **Housing Tenure**

17 Table 2.11 shows housing units by type of occupancy over time. In 2010, five percent (9,314) of the
18 total units were vacant. This is considered a normal or healthy vacancy rate. The remaining 95
19 percent (158,099) were occupied. Of these, 66 percent (104,003) of the units in Clark County were
20 owner-occupied. The remaining 34 percent (54,096) were occupied by renters.

21
22 **Table 2.11 | Number of Housing Units by Occupancy Type in Clark County, 1980-2000**

23

Housing Occupancy Type	1990	2000	2010
Total Housing Units	92,849	134,030	167,413
Vacant Units	4,409	6,822	9,314
Occupied Units	88,440	127,208	158,099
Owner-Occupied Units	56,872	85,550	104,003
Renter Occupied Units	31,568	41,658	54,096

24 Source: U.S. Bureau of the Census

25 **Housing Costs**

26 The HCD report notes that affordable housing is generally associated with an adequate supply of
27 older housing. The 2000 Census indicated that Clark County has over 7,481 housing units that were
28 built in 1939 or earlier. This is 2.9 percent of the current housing stock. There are 5,063 owner-
29 occupied units and 2,418 rental units that were built in 1939 or earlier. Future affordability will be
30 greatly affected by market conditions. However, it can be assumed that existing older housing stock
31 will continue to provide many of the more affordable units in the future, unless there is some form of
32 public intervention in helping to reduce the costs of new units.

33 **Rental Costs**

34 Table 2.12 shows the average rental costs for the Vancouver area for the period of 2011-2016. The
35 data reflects modest increase for each size of unit from 2011-2015 and then a large increase of
36 approximately 27% in the 2016 data. There is a much larger increase across the board in 2016 that
37 seems to more accurately reflect the housing affordability crisis.
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Table 2.12 | Fair Market Rents in the Clark County, 2010-2015

Year	One Bedroom	Two Bedroom	Three Bedroom
2011	\$783	\$905	\$1,318
2012	771	891	1,297
2013	756	912	1,344
2014	774	922	1,359
2015	793	944	1,391
2016	\$1,021	\$1,208	\$1,757

Source: US Department of Housing and Urban Development
FY2011-2016 Fair Market Rent

Renters in Clark County are diverse. For some moderate and upper income households, renting is a choice despite the fact that they have the financial means to buy a home. For some young households, renting is a stepping stone to future homeownership. For many low and moderate-income households, however, renting is the only financially feasible choice due to the high cost of ownership. The rising cost of renting has the greatest effect on the most vulnerable of Clark County's population. Once rents get too high low-income households are forced to double up with family members, live in an apartment that is far away from their job, school, or social networks or sometimes are even forced into homelessness.

Subsidized Housing

According to HCD, rent assistance programs are available to assist the 4,325 low-income renter households in need of rent assistance. Single person non-elderly (or non-disabled) households are not eligible for assisted housing under the programs now offered in the county.

The Vancouver Housing Authority (VHA) serves a total of 3,153 Clark County households with rental assistance and subsidized housing. The VHA owns 1,054 units of federally subsidized Low Rent Public Housing and Section 8 New Construction. This program includes 150 units at Skyline Crest (a development that is also home to the RISE & STARS Community Center); two downtown Vancouver high-rises for elderly, frail elderly and disabled people; 30 units at Fruit Valley; 14 in Camas; 12 in Ridgefield; and 269 units scattered throughout Clark County.

In 2003, the VHA contracted with U.S. Department of Housing and Urban Development to administer 2,300 Housing Choice and Mod Rehab rental vouchers. Both the low-rent public housing and the voucher program are designed to allow low-income families, elderly and disabled residents to pay 30 percent of their income for rent.

The VHA also contracts with several nonprofit corporations to manage two properties for disabled people, two group homes, three properties that provide transitional housing and five properties for low-income seniors. In addition, the VHA owns 100 units of Medicaid assisted living for low-income frail elderly people and 2,136 non-subsidized affordable workforce housing units. Workforce housing is defined as housing that is closer to market rate and is used as an investment to provide local funding for deeply subsidized housing.

Market and institutional influences on housing production

Typical of most communities in the Unites States, the primary influences on housing price in the county include, but are not limited to:

- 1 • land use controls which limit both the areas where housing may be built and the density of
- 2 development, with a resulting impact on land cost and development costs;
- 3 • building code requirements (such as those related to the Americans with Disabilities Act;
- 4 energy efficiency, etc.) which may increase construction costs and ultimately increase
- 5 housing price;
- 6 • off-site improvement requirements;
- 7 • finance costs such as interest rates, other loan costs;
- 8 • tax limitations measures that limit the public sector's ability to subsidize housing
- 9 development;
- 10 • materials and construction costs; and,
- 11 • in-migration and mismatches in housing supply and demand.

12
13 Most notably, the construction costs and home purchase prices rise with interest rates. Since the
14 large number of savings and loan failures in the late 1980s, federal regulators have reduced the
15 percentage of an institution's portfolio, which can be in real estate development. This has resulted in
16 making financing of residential development more difficult. Similarly, increases in land costs or
17 construction costs will increase the cost of the housing which is developed unless more units can be
18 built on the same site. Rising energy costs increase the costs of construction and maintenance of
19 housing units; however, conservation measures can reduce lifecycle costs for energy.

20 **The housing needs continuum in Clark County**

21 Housing affordability issues impact all households in all income groups. Every household has an
22 income at one level or another and must find housing that meets but does not exceed the
23 requirements of the income level. Sometimes this relationship is called "attainability." Households at
24 higher incomes have fewer housing affordability problems, largely because their incomes allow
25 greater flexibility to access housing at, or less than, their incomes. In addition, there are generally
26 more housing units available within their income ranges. Persons with lower incomes have more
27 housing affordability problems partially because their ability to access housing in their target price
28 range is limited by persons from higher ranges "buying down," and by limited numbers of units. In
29 addition, the lower the income range, the less potential the household has for "buying down".

30
31 What is affordable housing? Housing affordability is defined by financial lenders, government officials
32 and ordinary citizens in different ways. Lenders generally claim that affordable housing is housing
33 expenditure at or below 30 percent of household income. A household earning \$58,262 (the county
34 median in 2010) should spend no more than \$17,479 per year or \$ 1,457 per month on housing. This
35 may be in rent or in house payments.

36
37 It is apparent that the definition of affordable housing has altered over time and continues to be in
38 dispute depending on the perspective of the groups involved. Lenders and bureaucrats respond in a
39 manner assessing the total debt limit that appears to be a reasonable lending risk at any point in
40 time. Families respond in terms of their personal preferences and their other debts. Low and
41 moderate-income advocates respond in terms of the impracticality of accumulating four figure down
42 payments and in terms of the potentially disastrous impact on people with fragile incomes when
43 every available penny is committed to housing. There are six components when addressing the
44 affordability issue as follows:

- 45 • availability of properly zoned and buildable land;

- 1 • cost of borrowing money;
- 2 • regulatory restrictions influence affordability;
- 3 • consumer expectations;
- 4 • wage/housing balance, which is the relationship between the wages earned by people in
- 5 the community and the housing price; and
- 6 • jobs/housing balance, which is the relationship between the location of jobs and the
- 7 location housing.

8 All these components need to be addressed in determining the affordability issue for a community.
9 This Chapter defines housing affordability as a range of expenditure, which should be between 30
10 percent of income and/or house purchases at 2.5 times household income. These are conservative
11 measures, which serve to decrease the amount of expenditure suitable for housing from those levels
12 illustrated by many lenders in their standard publications. It is believed that these measures,
13 however, are more reflective of the real level of expenses that moderate and low income
14 households can bear, noting that most households have standing financial commitments that
15 decrease their loan to value ratios.

16 **Summary and Conclusions**

17 The inventory and analysis presented in this Chapter lead to the identification of a variety of factors
18 that will affect the ability of households in Clark County to find suitable affordable housing. The
19 following section highlights the issues effecting housing affordability for all segments of the
20 population in the future.

21
22 The cost for land and construction of new housing has been increasing rapidly over the past seven
23 years. If the trend continues, then there will be even less affordable new housing built in the county.
24 The needs of middle as well as lower income households will be more difficult to meet with new
25 housing.

26
27 Restrictions on local government funding resources have resulted in increasing use of development
28 impact fees to pay for the cost of extending services to new housing developments. However, these
29 impact fees increase the cost of the new housing. The goal of making new development "pay its own
30 way" may run counter to the goal of producing an adequate supply of affordable housing.

31
32 Changes in federal regulation of the banking and savings and loan industries have affected the
33 availability of financing for residential development and the types of projects being financed. It is
34 much harder to finance projects now and financial institutions are requiring greater equity
35 participation by the developer in each project. It is also more difficult to find financing for unusual or
36 creative housing designs, which might reduce the cost of each home to the purchaser or renter.
37 Federal, state and local governments should consider public subsidies in order to ensure that such
38 housing is available.

39
40 Increasing federal, state and local environmental protection regulations have reduced the amount of
41 land available for development and increased the time and cost involved in producing housing. The
42 goal of protecting sensitive environmental resources may run counter to the goal of producing an
43 adequate supply.

44
45 The Community Reinvestment Act (CRA) requires that financial institutions demonstrate that they
46 invest a portion of their funds in the community where they are located and where their customers

1 live. The Act is particularly concerned with investment loans for home purchase and rehabilitation
2 loans in older neighborhoods. The intent is to discourage "redlining" or the practice of refusing to
3 make loans for properties located in older or predominantly minority neighborhoods. The CRA
4 provides an opportunity for local developers and non-profit agencies to work with the banks and
5 savings and loans to develop affordable housing and to maintain or improve existing housing in older
6 neighborhoods.

7
8 Until the early 1980s, the federal government provided most of the support for the creation and
9 maintenance of affordable housing, including tax incentives and direct funding of construction and
10 operating costs. The withdrawal of this support, coupled with a changing economic environment,
11 has severely reduced the availability of affordable housing. The absence of the federal government
12 and lack of history or experience of the state and local government and the private sector in funding
13 affordable housing has resulted in a confusion of roles and responsibilities. In order to provide the
14 housing needed by the low and middle income population, it will be necessary for the county, cities,
15 state and the private sector to create new working relationships if the needs for financing,
16 construction or acquisition and maintenance of housing are to be met.

17 18 Fair Housing

19 The goal of fair housing is to encourage freedom of choice in the sale or rental of dwellings. Fair
20 housing rights are established both through federal law (Title VIII of the Civil Rights Act of 1968) and
21 Washington State legislation (WAC 49.60.222 through 224). The private sector and public sector
22 housing agencies are very familiar with these principles as they apply to buyer/seller or
23 landlord/tenant relationships. Discrimination based on race, color, age, sex, religion and national
24 origin is prohibited.

25
26 In 1988, the Federal Fair Housing Act was amended in a manner that makes it evident that it is not
27 legal to deny persons with disabilities the opportunity to live in a community. The amendment also
28 makes it clear that persons may not be discriminated against on the basis of family status. The
29 Washington Housing Policy Act, adopted in 1993, reinforces these principles by prohibiting local
30 ordinances that treat households with disabilities differently from other households. For the purpose
31 of this 20-Year plan, written in 1993 and updated in 2002, low-income persons are not considered a
32 group protected under fair housing laws. If applied, income tests must be applied to all groups (e.g.,
33 disabled, racial, national origin) equally.

34
35 Several of the groups specifically noted in fair housing laws are commonly referred to as "special
36 populations." Special populations include the physically disabled, mentally disabled, mentally ill,
37 homeless and other persons who may experience barriers to housing because of a disability or
38 condition. Special needs populations are among the most noticeable persons needing fair housing
39 protection. Fair housing, however, is a broader concept that attempts to protect all citizens from
40 unfair or discriminatory treatment.

41
42 In the development of land use regulations, communities must examine whether the effect of a
43 regulation, action or policy is exclusionary. Local land use policies, regulations and actions must not
44 have the effect of excluding individuals from Clark County or cities within Clark County. Persons
45 should be able to find a variety of housing opportunities.

46
47 The 20-Year Plan proposes that an essential element in the continued achievement of fair housing is
48 a land use regulatory approach that allows anyone seeking housing to take "managed risks". That is,

1 regulations should protect public health and safety, but not to the point that the regulations have
2 the effect of excluding populations from finding housing that they can afford. Fair housing should
3 not become a paternalistic approach to protection that eventually excludes the disabled, elderly, or
4 other individuals. The 20-Year Plan also works toward fair housing by using the household, rather
5 than the family, as the basic definition for an assemblage of persons in a dwelling unit.

6
7 Household is a broader term that allows for non-nuclear families, unrelated individuals, domestic
8 partnerships, caregivers and other arrangements. A household orientation reflects the increasing
9 diversity of living arrangements in the county.

10
11 Incentives for fair housing and a greater awareness of how the principle serves to protect all persons
12 will be increasingly necessary in the future as Clark County's population grows and diversifies. Fair
13 housing requires the attention of many segments of the community. Appropriate land use practices
14 are a necessary step. These practices must be reinforced by fair lending practices, underwriting
15 standards, appraisals, bonding and by other implementation policies and procedures that effectuate,
16 on a daily basis, principles of fairness. Central to fairness is a clear understanding of both the income
17 characteristics of the community and the characteristics of housing. Over time, the county's racial
18 structure, household living arrangements, number of special needs persons, etc. will change. There is
19 a continuing need to educate government officials and citizens to their individual rights and to the
20 rights of others.

21 Special Needs Housing

22
23 It is the intent of this plan to encourage self-determination and independence among individuals
24 with special needs. County and the cities policies, ordinances and codes should treat people with
25 special needs equivalent to the general population. Land use regulations should not discriminate
26 against these households. Land use regulations should be limited to the impact of the use upon the
27 landscape, without consideration of the circumstance of the persons in the household.

28
29 People with special needs, just like other segments of the population, want to locate across the
30 county, depending upon personal preferences and upon the locations of family and friends, health
31 care, support services and transit. Housing provided by both the public and private sectors will allow
32 the greatest range of locational choices. Special needs populations live throughout the county at this
33 time, even though they may be under served or be limited in their access to housing. In the next 20
34 years, neighborhoods across the county should become accessible to special needs individuals. There
35 is a dual responsibility; neighborhoods must become more accepting of people with special needs
36 and people with special needs must become good neighbors in their community.

37
38 Just as people with special needs want to live in different neighborhoods, their specific housing
39 needs vary also. Not all disabled persons require housing adapted with rehabilitated kitchens,
40 bathrooms, etc. Not all persons require assistance from a caregiver. It is important that planners
41 have knowledge of the needs of different client groups and avoid generalizations. Providing for
42 people with special needs does not necessarily mean increased levels of social services or
43 infrastructure. It may mean cultivation of a greater awareness of the impact of regulations upon
44 these groups and encouragement of incentives to provide affordable, accessible housing.

45
46 The managed risk approach is applicable to all special populations and in particular to individuals
47 traditionally considered "undesirable" because of previous lodging in institutions or correctional

1 facilities. As these individuals rejoin the general public, the public must be protected, but in a
2 reasonable fashion that does not preclude the transition of people to an independent lifestyle.

3
4 The Clark County Consolidated Housing and Community Development Plan (HCD) examine the needs
5 of special populations in detail from a short-term perspective. The Housing Element of the 20-Year
6 Plan attempts to address needs from a long-term perspective and to propose public and private
7 sector responses to the needs.

8 9 Neighborhood Character and Vitality

10 Clark County's residential neighborhoods vary in size, density, housing type and amenities. The
11 character of a neighborhood, both its livability and identity, is closely associated with its design, the
12 characteristics of the residents and the services provided. Regardless of the character of the
13 neighborhood, residents generally want a feeling of comfort and security, privacy and a sense of
14 belonging. Neighborhood character is an important element of the *Community Framework Plan* and
15 is a central component of an approach that encourages a hierarchy of well-defined places. Over the
16 next 20 years, preservation of existing neighborhoods will require a conscious acknowledgment of
17 the existing nature of the people, visual character and services. New development in previously
18 undeveloped areas should occur with an identifiable visual and service character. Infill development
19 should occur with a visual and service character compatible with existing development.

20
21 A population diverse in its age, ethnicity, income, household structure and size and mental and
22 physical abilities has the potential to create strong and vital neighborhoods. The contribution of
23 individuals, through their participation in public processes or through their daily lives in a
24 neighborhood, influences the character of a neighborhood. Acceptance and appreciation of diverse
25 individuals is a desirable value now and in the future.

26
27 This 20-Year plan intends to promote service delivery systems that are highly visible to users,
28 accessible and centrally located on a neighborhood district basis. A major objective of the 20-Year
29 Plan is to ensure that housing remains affordable for all income groups. One of the advantages of
30 the 20-Year Plan is the variety of housing options, which will be available for residents.

31 32 Infill

33 In order to achieve the goals of the 20-Year Plan, Clark County and other jurisdictions must
34 encourage the use of infill parcels for homes and also must ensure that development is compatible
35 with the surrounding neighborhood. Infill is a term used to describe development of parcels that was
36 "passed over" in a first phase of development. Some lots in the urban area were not developed
37 because they continued in rural uses such as horse lots, orchards, etc. In some cases, there was
38 insufficient demand for the land or people chose not to develop right away. The physical
39 development constraints of some parcels, such as drainage ways, steep slopes, etc. may also lead to
40 them being "passed over." The parcels are now surrounded by development, which may be
41 residential, commercial or industrial in nature. In some areas, infill will mean mixing housing with
42 commercial development and may require special consideration of physical constraints, existing
43 infrastructure and adjacent land use.

44
45 Infill development is central to achieving target densities and to reducing sprawl. Targeted infill
46 development sites can also serve to focus public investment in areas, which have existing urban
47 development but need additional infrastructure to support increased densities. This type of infill

1 development could include co-locating employment centers with housing, thereby reducing vehicle
2 miles traveled, lessening congestion and reducing the overall costs for infrastructure.

3 4 Accessory Units

5 Accessory units are another method for increasing density in a manner that may be affordable.
6 Accessory housing units are complete living quarters constructed within an existing single family lot.
7 They occur through conversion of an attic, a basement, a garage or other space. They are always
8 secondary in size to the existing dwelling, usually less than 900 1,000 square feet. Common names
9 for these units include granny flats, mother-in-law apartments and bachelor units. Some
10 communities allow accessory units to be free standing. Freestanding units are generally called echo
11 units or accessory cottages. Accessory units combine the advantages of small size, maximizing use of
12 existing dwellings and income for homeowners as advantages. They must be carefully planned so
13 that negative impacts on neighborhood character (such as architectural incompatibility, traffic and
14 parking) are avoided. Clark County has had an Accessory Dwelling Unit ordinance in effect since 1992.
15

16 Variety in Neighborhoods

17 In order to implement the 20-Year Plan in a manner that preserves and enhances neighborhoods
18 while also maintaining identity and livability, Clark County and local jurisdictions will need to identify
19 the features that make an attractive residential development and ensure that future development
20 include these features. Over time, greater breadth and variety in neighborhood design should be
21 allowed. The flexibility should also be accompanied by consistency and predictability in the
22 development process. A major objective of the 20-Year Plan is to ensure that housing remains
23 affordable for all income groups. One of the advantages of the 20-Year Plan is the variety of housing
24 options, which will be available for residents. These will include single-family homes on a variety of
25 lot sizes, as well as multi-family homes (apartments, condominiums, town houses) and mobile
26 homes. This variety is expected to make it easier for the home building community to develop
27 housing in a range of prices affordable and attractive to all county residents.
28

29 Fair Share

30 The state GMA directs all communities to formulate policies that allow accommodation of their "fair
31 share" of housing types and income groups. The growth management act does not explicitly require
32 a numerical approach to fair share. In general, the fair share process should provide low and
33 moderate income housing targets for cities, urban growth areas and county rural areas that are
34 achievable in a progressive manner over the 20-year planning period. The allocation process should
35 identify programs and finance mechanisms that will result in the construction and rehabilitation of
36 housing so that the targets are meaningful. Noting the complexity of the task, Clark County
37 determined that preparation of a fair share allocation is a complex process in and of itself and
38 requires a participatory process supported by thorough technical analysis. Formulation of a fair share
39 approach is supported by this plan and is an implementation technique requiring immediate funding
40 and analysis.
41

42 The fair share principle has a close relationship to the question of neighborhood character. In
43 accordance with the fair share concept, a community may need to provide for income groups and
44 housing types that are not part of its traditional character. In addition, existing neighborhoods may
45 experience a change in character in order to provide housing for persons of higher or lower income
46 than currently exist. These changes are expected to occur throughout Clark County in a progressive

1 manner. Achievement of a fair share concept will require adequate financing, community design,
2 public involvement and attention to the impact of change upon residents of an area.
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6 Rehabilitation and Preservation

7 The Framework Plan concept, with its emphasis on a hierarchy of identifiable places, supports the
8 preservation and rehabilitation of existing structures. Because existing structures provide much of
9 the character of places, their preservation into the future will provide a basis for definition of
10 community character. Existing structures also provide an opportunity for increased residential
11 density with minimal community disruption when accessory units are allowed within structures and
12 on existing lots. In addition, accessory units and existing houses are often among the most
13 affordable units in the real estate market. Rehabilitation of existing structures also reflects an
14 environmentally conscious approach to neighborhoods with an orientation toward stewardship and
15 reuse of existing resources.
16

17 The *Community Framework Plan*, with its emphasis on increased density in urban areas also
18 acknowledges that over time existing structures may be replaced with higher density structures,
19 mixed uses or other innovations in land use. In concept, the removal of a housing unit in residential
20 areas either through demolition or conversion to another use should be accompanied by the
21 replacement of a residential use in the same neighborhood district. The intent of this plan is to place
22 a priority upon rehabilitation and preservation of structures, while acknowledging that over time not
23 all structures can or should be retained. In every case, all costs of rehabilitation, including life cycle
24 costs and potential tax credits, must be considered.
25

26 Housing rehabilitation must be integrated with a concern for the persons in a structure and must
27 respond to their social and service needs. Rehabilitated strategies must be tailored to the character
28 of the area served. Rehabilitated buildings should be safe and habitable, but should not be required
29 to meet the same codes as new construction.
30

31 Rehabilitation strategies specifically tailored to the condition of the neighborhood, integrating
32 physical, demographic and economic needs provide an opportunity to re-use existing housing stock.
33 Not only is this wise conservation of natural, human and physical/cultural resources, it also preserves
34 the units most likely to be affordable to low and moderate income persons. As a technique to
35 provide affordability, rehabilitation cannot be overlooked or underappreciated.
36

37 It is the intent of this Chapter to advocate for safe and habitable housing for all Clark County
38 residents. In order to accomplish this aim and also to preserve affordability, it is essential that
39 building codes allow a tiered approach to acceptable building condition. The cost of rehabilitating
40 structures to the same standards as new construction often is prohibitive, dissuades owners from
41 making improvements and increases the cost of dwellings. Provision also should be made for
42 certified historic preservation and restoration projects, allowing rehabilitation to safe and habitable
43 levels without meeting the same codes as non-historic rehabilitation or new construction.
44 Achievement of this objective may require a statewide approach to revision of codes and a
45 concerted effort on the part of both the public sector (including planners and building officials) and
46 the private sector. Currently there is a low-income home owner rehabilitation program funded with
47 CDBG in Clark County.

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Affordability

The concern for housing affordability is a nationwide issue. Much of Clark County's growth in the last 20 years can be attributed to its affordability compared to the surrounding region. Clark County and city officials see maintenance of affordability into the future as an important objective. The 20-Year Plan, as a government document, provides an opportunity to focus on the leadership role that local government can take to work cooperatively with all segments of the community in order to increase affordability within the context of protecting public health, safety and welfare. Provision of affordable housing for the individual should not come about at the cost of the community as a whole. The interests of the community as a whole, however, include the need to provide housing which is affordable for individuals.

Consumer expectations also play an important role in affordability. Consumers in all income ranges exhibit a trend toward increasing expectations for size and amenities. These add to the cost of housing. For most consumers, a house is their single most significant financial investment. Houses are more than a place to live, they impose a significant financial responsibility upon owners and offer an important windfall profit opportunity. In the 1980s and 1990s, homeowners have become increasingly protective of the value, both real and perceived, of their homes. This is often exhibited as NIMBYism (**Not In My Back Yard**) where property owners strenuously object to the introduction of new housing that differs from existing housing in type or value. Many of these objections are based in the fear of people of differing incomes, race, age, or ethnicity and their perceived impacts on the value of property. NIMBYism influences housing affordability and it results in excessive delays in permit review processes or effectively excludes legitimate housing types or income groups from neighborhoods. In the planning process, this intolerance must not be underestimated but must be recognized and planned for in education programs, public hearing processes and in programs that attempt to create a sense of community that extends beyond the financial commitment of a house purchase.

Just as supply and demand interact to influence cost, housing price and local wages interact to influence affordability. A dual effort to increase local wages while also retaining moderately priced housing, will keep housing affordable to more of the population. Housing affordability is a relationship between an individual's income and the price of housing.

From the perspective of community planning, it is desirable to provide both jobs and housing within a community for the benefit of individuals and the community tax base. The relationship of jobs and housing is described in two ways:

- the wage/housing balance is the relationship between the wages earned by people in the community and the housing price. Ideally, there is a sufficient number of housing units affordable to all levels of wage earners and
- the jobs/housing balance is the relationship between the location of jobs and the location of housing. Ideally, jobs are created in locations that are convenient to housing.

In both relationships, the planning objective is to create opportunities so people who want to live close to work may do so. There is no requirement (or assurance) that the people working a particular job will live in the proximal housing, or vice versa. The two principles may be applied separately or together when looking at a community's affordability strategy. The intent of the Housing Element is

1 to assure that communities investigate both relationships and attempt to achieve both a
2 jobs/housing and wage/housing balance within their urban area.

3
4 Traditionally, planners have looked at a jobs/housing balance and have tried to promote housing
5 opportunities in locations close to the workplace. This helps community diversity and reduces
6 commute trips. Now with the interest in affordability, communities are also looking at wage/housing
7 balances, trying to promote availability of housing that workers can afford close to their jobs.

8
9 Chapter 9 Economic Development Element of the 20-Year Plan includes general policies and
10 strategies and also includes strategies to improve wages. Many of the Housing Element's programs
11 and regulations provide tools to address the housing affordability issue. The local plans will address
12 the location issue and the wage/housing issue through their statements on the need for affordable
13 housing.

14 15 Inclusionary Zoning

16 An innovative tool to provide affordable housing is a voluntary inclusionary zoning program. A
17 voluntary inclusionary program would be based on incentives for developers to build a percentage
18 (usually 10 - 15%) of housing in their subdivision as affordable. The units would be smaller, simpler
19 homes in a compatible design with the rest of the subdivision. In exchange for the affordable units,
20 developers would be given incentives that would make it profitable for them, such as density
21 incentives, expedited review, or impact fee waivers.

22
23 Inclusionary zoning does several things. It can integrate low and moderate income housing units into
24 market rate subdivisions and avoid concentrations of low-income housing into one neighborhood.
25 Increased density in some neighborhoods can encourage the viability of transit. Employers located in
26 suburban communities benefit as well by having an accessible low and moderate-income workforce.

27
28 Neighborhood character is important to preserve and inclusionary zoning allows this to happen by
29 giving the design control to the developer. Unlike infill, the affordable units are part of the
30 subdivision plan and can be designed to be similar to their surrounding homes. This allows a
31 community to retain its character while accommodating affordable housing. Inclusionary zoning can
32 be an important tool to provide affordable housing to the growing number of households in Clark
33 County that are priced out of the market. Homeownership prices have been escalating in the county,
34 which has priced many working families out of homeownership.

35
36 Inclusionary zoning can provide homeownership opportunities for those families by making it
37 profitable for developers to build homes that those families can afford. Inclusionary zoning, through
38 partnerships with non-profits and public agencies, can also provide affordable rental opportunities in
39 new subdivisions.

40
41 Several other tools are available to the public sector to help influence the availability of affordable
42 housing, such as publicly subsidized rental housing and community land trusts to foster a permanent
43 inventory of affordable housing. Clark County has invested in the Southwest Washington Community
44 Land Trust.

45 46 Financing Affordable Housing

1 Finance of housing and in particular affordable housing is a specialized market niche that requires
2 the cooperation of land developers, builders, government and lenders. Finance plays a vital role in
3 the final cost of housing and its associated infrastructure. The intent of this plan is to both identify
4 and advocate for finance mechanisms for housing and associated infrastructure that are stable. Both
5 housing and infrastructure improvements are long-term investments. Mechanisms that are
6 predictable over time may stabilize risk and increase the potential for project funding. This does not
7 imply that new finance mechanisms and institutional structures will not or should not arise over time,
8 or that interim finance mechanisms are not appropriate. Rather a long-term view of finance
9 mechanisms is necessary. In the last twenty years, the nation's financial institutions, lending systems
10 and local taxing mechanisms have undergone radical change. More change should be expected in
11 the next twenty years.

12
13 Another important component of this plan is the recognition that the public, not-for-profit and
14 private finance sectors all play an important role in housing finance. A healthy and complete housing
15 finance system will involve the participation of all three sectors in a manner that most appropriately
16 reflects public purpose, capital requirements, costs, interest rates and other influences on the
17 financial markets. Public sector financing of housing is traditionally identified with housing for the
18 lowest income groups and involves the deepest direct subsidies. The public sector is also involved in
19 middle and high-income subsidies to housing through tax policies. The public sector's role is
20 changing as the need for partnership approaches to finance emerges.

21
22 The not-for-profit sector is an emerging finance sector. Working with private sector partners, the
23 nonprofit sector can access public funds in order to meet a public purpose while the private sector
24 partner can offer the deep financial backing required to develop housing. The Vancouver Housing
25 Authority has partnered in this way to develop eleven properties that use bond financing to develop
26 affordable housing for households at or below 80% of area median income. Two of the
27 developments include tax credit equity, allowing the rents to be affordable to households at or
28 below 60% of area median income. These properties will remain a community asset to be used for
29 future affordable housing needs.

30
31 Private sector finance is the mainstay of housing development. Increasingly, in order to meet the
32 needs of low and moderate income persons, the private finance institutions need the assistance of
33 the public and not-for-profit sector. The private sector also has responsibilities to invest in
34 communities through the Community Reinvestment Act. CRA goals often give impetus both to
35 partnerships with the other sectors and to innovative financing techniques.

36 37 Housing Types, Housing Tenure, Sufficient Land and All Income Groups

38 The Growth Management Act is clear in its direction that comprehensive plans are to provide
39 sufficient land and opportunities for a variety of housing types, ranging from site built to offsite
40 manufactured. It is clear in its direction that special needs housing must be accommodated within
41 the community. It is also clear that the housing and land use elements of local plans must be
42 structured in a manner that makes it possible for persons of all income groups to have a degree of
43 choice in their geographic search for housing. Sufficient land must be available for housing so that all
44 income groups can exercise a choice to live in a community.

45
46 The Land Use Element, Chapter 1 of the 20-Year Plan provides, in both policy and mapped form, is a
47 vision of the location of land uses in the future. The Land Use Element contains areas planned for

1 residential, commercial, industrial, forest, agricultural, recreation and other land uses. The residential
2 plan identifies areas for single and multiple family uses at a variety of densities. It includes mixed-use
3 areas where combinations of commercial, institutional and residential uses are allowed. It also
4 includes agricultural and forest areas where residential uses are allowed at a low density. The Land
5 Use Element specifies target densities for the uses.

6 **Goals and Policies**

7 Clark County has developed general goals and policies it will use to direct housing development. The
8 Clark County Housing policies are as follows:

9 **2.1 Countywide Planning Policies**

- 10 2.1.0 The county and each municipality shall prepare an inventory and analysis of existing
11 and projected housing.
- 12 2.1.1 The Comprehensive Plan of the county and each municipality shall identify sufficient
13 land for housing, including, but not limited to, government-assisted housing, housing
14 for low-income families, manufactured housing, multifamily housing and group
15 homes and foster care facilities. All jurisdictions will cooperate to plan for a "fair
16 share" of the region's affordable housing needs and housing for special needs
17 population.
- 18 2.1.2 Link economic development and housing strategies to achieve parity between job
19 development and housing affordability.
- 20 2.1.3 Link transportation and housing strategies to assure reasonable access to multi-
21 model transportation systems and to encourage housing opportunities in locations
22 that will support the development of public transportation.
- 23 2.1.4 Link housing strategies with the locations of work sites and jobs.
- 24 2.1.5 Link housing strategies with the availability of public facilities and public services.
- 25 2.1.6 Encourage infill housing within cities and towns and urban growth areas.
- 26 2.1.7 Encourage flexible and cost efficient land use regulations that allow for the creation
27 of alternative housing types which will meet the needs of an economically diverse
28 population.

29 **County 20-Year Planning Policies**

30 **Goal: Provide for diversity in the type, density, location and affordability of housing throughout**
31 **the county and its cities. Encourage and support equal access to housing for rental and**
32 **homeowners and protect public health and safety.**

33 **2.2 Policies:**

- 34 2.2.1 Ensure that implementation measures recognize variety of family structure.
- 35 2.2.2 Encourage a variety of housing types and densities, including mixed-use centers,
36 services and amenities.

- 1 2.2.3 Clark County shall create a voluntary inclusionary zoning program in residential and
2 mixed-use zones with bonus incentives strategies. A demonstration project should be
3 created to illustrate profitability to finance institutions and developers and to
4 illustrate the effectiveness of the policy to the public.
- 5 2.2.4 Develop a fair share housing allocation that provides low and moderate income
6 housing targets for cities and urban growth areas. The program should include a
7 housing inventory, incentives and financing mechanisms.
- 8 2.2.5 Preserve the character of stable residential neighborhoods through selective and
9 innovative zoning techniques.
- 10 2.2.6 Encourage a variety of housing types and densities in residential neighborhoods.
- 11 2.2.7 Encourage infill as a development and redevelopment concept. Appropriate
12 development regulations that accomplish infill should consider:
- 13 • impact on older/existing neighborhoods;
14 • development that is appropriate to surrounding residential density, housing type,
15 affordability or use characteristics;
16 • encouragement of affordable units;
17 • maintenance of neighborhood integrity and compatibility; and,
18 • address and prevent future displacements; and,
19 • provision of development standards and processes for infill regardless of the
20 sector (public, not-for-profit, or private sectors) creating it.
- 21 2.2.8 Assure that policies, codes and ordinances promote neighborhood designs that are
22 pedestrian and transit friendly and discourage reliance upon the automobile.
- 23 2.2.9 The county should take appropriate action to encourage the preservation and
24 expansion of the current stock of federally subsidized affordable housing.

25 **Washougal Urban Growth Area**

- 26 2.2.10 The Development Code will provide for mobile and manufactured housing in a
27 manner that ensures that such developments contribute to the design quality,
28 landscape standards and safety of the community.
- 29 2.2.11 The Development Code will encourage innovative housing design for efficient, low
30 cost, high-density housing.
- 31 2.2.12 The Development Code will provide for group homes and other institutional housing
32 for special needs persons.
- 33 2.2.13 The City will encourage individual and neighborhood beautification programs using
34 garden clubs, schools and other local groups.

35 **Goal: Plan for increasing housing needs of low-income and special needs households.**

36 **2.3 Policies**

- 1 2.3.1 Assure that codes and ordinances allow for a continuum of care and housing
- 2 opportunities for special needs populations, such as emergency housing, transitional
- 3 housing, extensive support, minimal support, independent living, family based living,
- 4 or institutions.

- 5 2.3.2 Clark County or local jurisdictions shall plan for low-income and special needs housing
- 6 that is well served by public transit.

- 7 2.3.3 Ordinances shall allow for housing for special needs populations as
- 8 permitted/conditional uses, by basing siting decisions on the impact of the use upon
- 9 the landscape, not on the circumstances of the occupants.

- 10 2.3.4 Building and site plan codes shall encourage the development, rehabilitation and
- 11 adaptation of housing that responds to the physical needs of special populations.

- 12 2.3.5 Encourage both the public and private sector (including financial institutions) to
- 13 invest in the creation of special needs housing.

- 14 2.3.6 Continue to coordinate the development of special needs housing with social service
- 15 providers and with public agencies that provide services and capital.

- 16 2.3.7 Encourage provision of very low and low income housing through the use of
- 17 document recording fees dedicated to affordable housing.

18 **Goal: Provide assistance for maintenance and rehabilitation of housing for Clark County**
 19 **residents.**

20 **2.4 Policies**

- 21 2.4.1 Encourage programs in deteriorating older neighborhoods that address structural,
- 22 demographic and economic issues.

- 23 2.4.2 Work with building officials to encourage rehabilitation that provide for safe and
- 24 sanitary housing.

- 25 2.4.3 Encourage voluntary housing rehabilitation programs.

- 26 2.4.4 In areas where housing is rated as fair or below by the local assessor, focus public
- 27 investment on infrastructure surrounding the dwelling as well as rehabilitation
- 28 efforts.

- 29 2.4.5 Maintain the housing stock by rehabilitation homes rated as fair or below by the local
- 30 assessor.

- 31 2.4.6 Enhance the safety of housing by reducing the lead based paint hazard.

- 32 2.4.7 Encourage the creation of housing that is energy efficient, resource efficient and has
- 33 high indoor air quality.

34 **Goal: Promote an active role in affordable housing using a combination of regulatory,**
 35 **partnership and finance techniques.**

1 **2.5 Policies**

2 2.5.1 Ensure that policies, codes and regulations, including public development covenants,
3 provide the opportunity to site affordable housing types, in particular off-site
4 manufactured homes and accessory units.

5 2.5.2 Enhance provision of affordable housing for persons with incomes less than 30
6 percent of the median family income by using available federal and state programs
7 and by promoting private/public partnerships which focus on this affordability range.

8 2.5.3 Enhance provision of affordable housing through the development of at least one
9 and preferably more than one, private/not for profit/government partnership with
10 the purpose of creating housing priced for persons with incomes between 30 and 90
11 percent of the median family income.

12 **Goal: Establish a secure funding mechanism to support development of affordable housing.**
13 **Coordinate and concentrate public expenditures to make positive and visible impacts on**
14 **targeted neighborhoods.**

15 **2.6 Policies**

16 2.6.1 Assess the impacts of fee waivers, exemptions and other deductions or exclusions on
17 the housing needs continuum.

18 2.6.2 Target the work of housing partnerships (private, not for profit or profit) to various
19 income levels, to encourage rental and home ownership opportunities.

20 2.6.3 Encourage and stimulate financing for affordable housing including innovative, single
21 room occupancy.

22 **Goal: Support diversity in the mix of housing types in the community, while improving home**
23 **ownership tenure.**

24 **2.7 Policies**

25 2.7.1 Provide opportunities for new development to occur. There shall be no more than 75
26 percent of any single product type of housing in any jurisdiction (e.g., single-family
27 detached residential).

28 Strategies to achieve these opportunities include but are not limited to:

- 29 • Minimum density for single family **and multi-family**. These should average: eight
- 30 **or more** dwelling units per acre within the Vancouver urban growth area, six **or**
- 31 **more** units per acre with the Battle Ground, Camas, Ridgefield and Washougal
- 32 urban growth area and four **or more** units per acre within the La Center and
- 33 Woodland urban growth area.
- 34 • **Minimum density for multi family.**
- 35 • Provisions for Accessory Dwelling Units.
- 36 • Provision for duplexes, **triplexes, quadplexes, and cottages** in single family.
- 37 • Provisions for townhouses/row houses.
- 38 • Allowance of manufactured home parks.

- 1 • Provision for diversified single-family and middle housing types allowed as part of
- 2 a Planned Unit Development throughout low-density zones.
- 3 • Recognition of the flexibility allowed in housing types as part of a Mixed Use
- 4 Development (e.g. living units above commercial areas).
- 5 • Recognition of Assisted Living Units as a housing type.
- 6 • Provision for diversified housing types allowed as part of a mixed use
- 7 development.
- 8 • Recognition of Senior Housing Units as a housing type.
- 9
- 10 2.7.2 Consider the dislocation impacts of programs that promote conversion of units from
- 11 rentals to owner occupied.
- 12 2.7.3 Encourage housing that is created using the principles of Universal Design.
- 13

1 **Strategies**

2 The following strategies are proposed as a means to achieve the goals and policies of the Housing
3 Element. These are a range of strategies that the county is considering and some of these strategies
4 may be implemented over time.

- 5 • Develop a program to assist municipalities in accommodating diverse households.
- 6 • Maintain a tenant/landlord handbook to focus on tenant/landlord rights and responsibilities
7 as well as fair housing legislation.
- 8 • Provide targeted information regarding fair housing such as booths at public events, web site
9 and a more active role in support of fair housing regulations.
- 10 • Work with financial institutions, not for profits and the public sector to create mechanisms
11 such as reverse mortgage programs, loan pools, housing trust funds, local funding and other
12 tools to finance rehabilitation and construction of affordable housing.
- 13 • The county supports the extension of contracts for federally subsidized affordable housing
14 that are up for renewal.
- 15 • The county supports the purchase of expired federally subsidized affordable housing by non-
16 profits or the Vancouver Housing Authority in order to preserve the affordability of the
17 housing.
- 18 • Maintain an outreach/education program to explain all aspects of home ownership and
19 tenancy including maintenance, repair, landscaping, credit, prevention of discrimination and
20 predatory lending.
- 21 • Continue to enhance partnerships between public and private sector interests to work with
22 Home Investment Partnership, state agencies, financial institutions, builders, etc., to develop
23 housing appropriate for all groups along the housing continuum.
- 24 • Promote affordable housing demonstration projects at a variety of densities and
25 incorporating a variety of housing types such as elderly housing, smaller cottage one-story
26 housing in order to illustrate what can be accomplished using local builders, financing, etc.
- 27 • Promote employer sponsored homeowner programs.
- 28 • Provide information to the lending community regarding the planning process and its impact
29 on the development process.
- 30 • Encourage the use of low income tax credits and bond financing for equity in construction
31 financing.
- 32 • Encourage the development of custom lending targeted for difficult to finance projects.
- 33 • Develop finance mechanisms to preserve and rehabilitate small apartment complexes (8-20
34 units).
- 35 • Enhance the local (nonfederal) renewable housing fund, such as 2060, for people with low
36 incomes and special needs. Resources for the fund might be the result of bond issues,
37 mileage, existing revenue or reallocation of the real estate excise tax (REET).
- 38 • Promote the facilitation of low-income housing projects through the use of the Development
39 Coordinator. Provide guidance for these projects on process, available options and
40 compliance with state and local codes.
- 41 • Develop a voluntary inclusionary zoning program.
- 42 • Develop affordable housing program to address the impacts of mobile home park conversion
43 on residents.
- 44 • Encourage the preservation and expansion of rental housing for seniors with incomes below
45 60 percent (establisher federal guidelines) of the area’s median income.

- 1 • Encourage weatherization of homes to reduce energy costs. Provide information, education
2 and assistance to moderate income households who do not qualify for the federal
3 weatherization assistance program but cannot afford the initial weatherization investment.
- 4 • Develop a Clark County Universal Design Information Guide to assist homeowners in
5 increasing the ease and flexibility of their home.
- 6 • Consider incorporating universal design principles in Clark County’s building code review
7 process.
- 8 • Encourage the development of accessory dwelling units (ADUs) – by exempting them from
9 site plan review. Consider exempting ADUs from TIFs and PIFs.
- 10 • Consider more flexibility in the creation of duplexes by allowing them in all single family
11 zones.
- 12 • Encourage new developments of senior housing to be within a half-mile of transit, services
13 and retail amenities.
- 14 • Consider cohousing to be developed in single family residential zones.
- 15 • Consider assisted living facilities in single-family residential zones as a conditional use.
- 16 • Consider developing a shared housing program.
- 17 • Partner with the Building Industry Association to provide a universal-designed home and
18 information at the Clark County Parade of Homes.
- 19 • Consider zone changes to allow more areas to support diverse housing types, including
20 small-lot single-family, multifamily, duplexes and accessory dwelling units.
- 21



Glossary

1 Glossary

- 2 **Affordable Housing** - housing is considered affordable to a household if it costs no more than 30 percent
3 (30%) of the total household gross monthly income for rent or mortgage payments, or up to 2.5 times
4 annual income for purchasing a home. This is the standard used by the federal and state government
5 and the majority of lending institutions.
- 6 **Arterial** - a major street carrying the traffic of local and collector streets to and from freeways and other
7 major streets. Arterials generally have traffic signals at intersections and may have limits on driveway
8 spacing and street intersection spacing.
- 9 **Average Daily Traffic (ADT)** - the average number of vehicle trips per weekday (Monday through Friday)
10 to and from a site.
- 11 **Build Out** - having no remaining land; fully developed to the maximum permitted by adopted plans and
12 zoning.
- 13 **Capital Facilities Plan (CFP)** - a required component of the comprehensive plan that deals with the costs
14 and funding of governmental services.
- 15 **Clark County Code (CCC)** - laws adopted by the Board of Commissioners for Clark County.
- 16 **Cohousing** – is a residential model in which a cluster of attached and/or single-family houses are built
17 around a common building for share use such as meals, childcare, guest rooms, laundry and recreational
18 uses.
- 19 **Collector** - a street for moving traffic between major or arterial streets and local streets. Collector
20 streets generally provide direct access to properties, although they may have limitations on driveway
21 spacing.
- 22 **Community Framework Plan** - a document that identifies broad land use categories and policies that are
23 to be used as a guide to the development of comprehensive plans as mandated by the Growth
24 Management Act. The time frame is for a 50-plus-year period and because of this time frame the
25 Framework Plan is necessarily general and not a final specific plan. The Framework Plan was adopted by
26 the Board of County Commissioners in May of 1992 to provide guidance to future policy decisions in the
27 Comprehensive Plans. The *Community Framework Plan* is the result of the recognition that growth will
28 not stop in 20 years and many items such as water, sewer and roads have planning time frames beyond
29 this time period.
- 30 **Commute Trip Reduction Act (CTR)** - requires large employers to reduce the percentage of their
31 employees who commute to work in single occupancy vehicles.
- 32 **Comprehensive Plans** - a document consisting of maps, charts and text which contains the adopting city
33 or county's policies regarding long-term (20-year) development. A comprehensive plan is a legal
34 document required of each local government by the State of Washington. The required content of the
35 comprehensive plan is described in RCW 36.70A which directs that at a minimum the plan shall contain
36 the following elements:
37 * Land use;

- 1 * Housing;
- 2 * Transportation;
- 3 * Capital Facilities;
- 4 * Utilities; and,
- 5 * Rural lands (counties only).

6

7 Clark County has chosen to include the following optional elements:

- 8 * Natural resource lands;
- 9 * Economic development;
- 10 * Community design;
- 11 * Annexation and incorporation;
- 12 * Parks, recreation and open space;
- 13 * Critical areas; and,
- 14 * Historic, archaeological and cultural preservation.

15 **Consolidated Metropolitan Statistical Area (CMSA)** - refers to the Portland PMSA, which includes
16 Clackamas, Multnomah, Washington and Yamhill counties and the Vancouver PMSA, which is composed
17 of Clark County, together.

18 **Covered Employment** - includes jobs where the employee provides insurance as part of a basic benefits
19 package.

20 **Critical Areas** - include wetlands, sensitive fish and wildlife habitat areas, critical recharge areas for
21 groundwater aquifers, flood prone areas and geological hazardous areas (such as landslide areas,
22 earthquake fault zones and steep slopes).

23 **Density** - for residential development, density means the number of housing units per acre. For
24 population, density means the number of people per acre or square mile.

25 **Density, Gross** - density calculations based on the overall acreage of an area, including streets, roads,
26 easements, rights-of-way, parks, open space and, sometimes, other land uses.

27 **Density, Net** - density calculations based on the actual area of land used, exclusive of streets, roads,
28 rights-of-way, easements, parks and open space.

29 **Developable Land** - land that is suitable as a location for structures because it is free of hazards (flood,
30 fire, geological, wetlands, etc.), has access to services, (water, sewer, storm drainage and
31 transportation) and will not disrupt or adversely affect natural resource areas.

32 **Draft Environmental Impact Statement (DEIS)** - See: State Environmental Policy Act.

33 **Element** - a component or chapter of the comprehensive plan. State law requires that each city's
34 comprehensive plan include at least six elements. In addition to the six elements required for cities,
35 counties must also include a rural element. Other elements may be included as a local option. See
36 Comprehensive Plan.

37 **Environmental Impact Statement (EIS)** - a document that analyses the environment impacts of a project
38 or policy and suggests mitigation measures. See also: State Environmental Policy Act.

1 **Flood Hazard Area** - a lowland or relatively flat area adjoining inland waters that is subject to a one
2 percent or greater chance of flooding in any given year. Also known as the 100-year flood plain. Clark
3 County has a flood plain protection ordinance that regulates any development within this area.

4 **Fully Contained Communities** - are developments within urban growth areas that have been planned 1)
5 to have a complete array of land uses such as commercial, residential and/or offices; and, 2) to
6 potentially be self-sufficient. Large scale residential developments are not fully contained communities.
7 If allowed to occur outside urban areas a portion of the OFM assigned population for Clark County has
8 to be set aside for these communities.

9 **Growth Management** - the use by a community of a wide range of techniques in combination to
10 determine the amount, type and rate of development desired by the community and to channel that
11 growth into designated areas.

12 **Growth Management Act** - House Bill 2929 adopted in 1990 and amended by House Bill 1025 in 1991.
13 This Law requires the fastest growing counties in the state to construct comprehensive plans. See the
14 introduction for a more complete description and RCW 36.70A.

15 **High Occupancy Vehicle (HOV)** - a vehicle carrying more than two people. Carpools, vanpools and buses
16 are examples.

17 **Household** - all persons living in a dwelling unit, whether or not they are related. Both a single person
18 living in an apartment and a family in a house are considered a "household".

19 **Household Income** - the total of all the incomes of all the people living in a household. Households are
20 usually described as very low income, low income, moderate income, or upper income. The federal
21 government defines these categories as follows:

- 22 * **Very low income** = households earning less than 50 percent of the countywide median
23 income.
- 24 * **Low income** = households earning between 51 and 80 percent of the countywide
25 median income.
- 26 * **Moderate income** = households earning between 81 and 95 percent of the countywide
27 median income.
- 28 * **Middle income** = households earning between 96 and 120 percent of the countywide
29 median income.
- 30 * **Upper income** = households earning over 120 percent of the countywide median
31 income.

32 **Human Scale** - buildings, landscapes, streetscapes and other built features which do not overwhelm
33 pedestrians.

34 **Impact Fee** - a fee levied on the developer of a project by a city, county or special district as
35 compensation for the expected effects of the development. The Growth Management Act authorizes
36 imposition of impact fees on new development and sets the conditions under which they may be
37 imposed.

38 **Implementation Measure** - an action, procedure, program or technique that carries out comprehensive
39 plan policy.

- 1 **Infill Development** - development on vacant parcels in urban or urbanizing areas that were passed over
2 by previous developments.
- 3 **Infrastructure** - the physical systems and services which support development and people, such as
4 streets and highways, transit service, water and sewer systems, storm drainage systems and airports.
- 5 **Jobs/Housing Balance** - a concept to increase the job and housing opportunities in an area where the
6 work force primarily commutes out of the area or into the area. Concepts such as mixed use
7 developments, telecommuting and attracting industries to the area are ways in which this may be
8 accomplished.
- 9 **Level-of-Service (LOS)** - a method of measuring and defining the type and quality of a particular public
10 service such as transportation, fire protection, police protection, schools/education, storm drainage and
11 sewer and water systems. The county and its cities must cooperatively develop standards for level-of-
12 service for public services and infrastructure as a part of the policies governing growth management.
- 13 **Master Planned Resorts** - are developments outside of urban areas that provide a range of recreational
14 amenities and focus primarily on short-term visitor accommodations but not including vacation homes.
- 15 **Metro** - the regional government that serves the urban populations of Clackamas, Multnomah and
16 Washington counties in Oregon. It is responsible for transportation and land use planning, regional parks
17 and greenspaces and other regional functions.
- 18 **Metropolitan Greenspaces** - a program administered by Metro, in which Clark County is a participating
19 partner, that has defined and inventoried natural areas to preserve as open space in the Vancouver/
20 Portland metropolitan area. These areas have been targeted for purchase when funds become available.
- 21 **Middle Housing** - means duplexes, triplexes, quadplexes, and single-family attached dwellings
22 (townhouses).
- 23 **Mixed Use Development** - developments designed to be pedestrian friendly that locate housing,
24 commercial and/or offices in the same structure(s) or within close proximity of each other. These
25 developments are intended to reduce the dependency on the automobile and create a sense of place.
- 26 **Natural Resource Lands** - lands which may be used for commercial forest, agriculture, or mineral
27 extraction industries. Cities and counties must classify and designate these lands and develop policies to
28 protect them as a part of growth management planning. See Chapter 4, Rural and Resource Lands for a
29 detailed discussion.
- 30 **Washington State Office of Financial Management (OFM)** - state office that officially provides the
31 County with population projections that as a minimum must be used in growth management planning.
- 32 **Open Space** - any parcel or area of land or water that is essentially unimproved and devoted to an open
33 space use such as preservation of natural resources, outdoor recreation not requiring development of
34 play fields or structures, or public health and safety (flood control).
- 35 **Pedestrian Friendly** - developments that are designed first for pedestrians then for the movement of
36 vehicles. These developments are often mixed use (two and three story buildings with storefront retail)
37 in nature with wide sidewalks, landscaping and buildings that are in scale with pedestrians.

1 **Planning Commission** - a group of people appointed by a city council or county commission to
2 administer planning and land use regulations for the jurisdiction. State regulations governing the powers
3 and activities of a planning commission are contained in RCW 36.70.

4 **Primary Metropolitan Statistical Area (PMSA)** - refers to major urban regions which are used to compile
5 statistical and census data.

6 **Revised Code of Washington (RCW)** - the most recent edition, in a consolidated and codified form, of all
7 the laws of the state of a general and permanent nature.

8 **Senior Housing** – is housing designed for seniors age 55 and older.

9 **Shared Housing** – is an arrangement in which two or more unrelated people share a house or an
10 apartment. Usually private sleeping quarters are available; the rest of the house or apartment is shared.

11 **State Environmental Policy Act (SEPA)** - the Washington State Environmental Policy Act requires that
12 each city or county consider the environmental impacts of a proposed development before approval
13 and incorporate measures to mitigate any expected negative impacts as conditions of approval. The
14 process is to prepare a draft environmental impact statement (DEIS) for public review and then a final
15 environmental impact statement (FEIS). The FEIS is not adopted as part of the plan but is used as a tool
16 to help in making decisions concerning the plan.

17 **Transfer of Development Rights (TDR)** - a program that allows designated properties where proposed
18 land use or environmental impacts are considered undesirable to relocate development potential to
19 another site which can accommodate increased development beyond that for which it was zoned.

20 **Transportation Demand Management (TDM)** - a concept to reduce the demand on roadways through
21 changes in individuals travel behavior.

22 **Urban Growth Area (UGA)** - areas established as part of the growth management process to allow for
23 the efficient provision of urban levels of governmental services and where urban growth will be
24 encouraged. Urban growth areas should contain enough vacant land to accommodate the 20-year
25 growth projections by OFM. Counties and cities should cooperatively establish the urban growth areas
26 and cities must be located inside urban growth areas. Once established, cities cannot annex land outside
27 the urban growth area. Growth outside of urban growth areas must be rural in character.

28 **Urban Growth Boundary (UGB)** - the line designating the extent of the urban growth area.

29 **Urban Reserve Areas** - land adjacent to urban growth areas that are reserved for future urbanization
30 which allows for the orderly conversion of land to urban densities when it can be demonstrated that the
31 supply of developable land within the urban growth area is depleted.

32 **Vehicle Miles Traveled (VMT)** - the average number of miles traveled by a vehicle in a given area. This is
33 both a measure of trip length and of dependency on private vehicles.

34 **Vision, Visioning** - a collective and collaborative statement by citizens, elected and appointed officials
35 and interested parties of their preference for what their community can and should be.

36 **Washington Administrative Code (WAC)** - laws adopted by state agencies to implement state
37 legislation.

- 1 **Zoning** - a map and ordinance text which divides a city or county into land use districts and specifies the
- 2 types of land uses, setbacks, lot size and size restrictions for buildings within each district.
- 3