

# **Pacific County Housing Needs Assessement**

Willipa Bay: Image courtesy of Steve Bisig

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## Introduction

The Pacific County studio team includes 11 graduate students from the University of Washington's Master of Urban Design and Planning program. The team prepared a Housing Needs Assessment and Land Capacity Analysis to help guide future development in Pacific County, Washington. This effort is a part of the Livable City Year program at the University of Washington, which engages faculty and students from various disciplines in working with community projects across Washington State.

This report is comprised of five sections:

- A **Housing Needs Assessment**, which provides an explanation of the County's current state of housing;
- A **Gap Analysis**, which shows where housing may be missing in the County;
- A **Land Capacity Analysis**, which calculates vacant, partially-utilized, and underutilized land in the County;
- A set of **Policy Recommendations**, which outline proposed recommendations to accommodate more housing units for a higher future population; and
- An **Urban Growth Area discussion**, which examines the feasibility of an Urban Growth Area Boundary Swap to add acreage to incorporated areas in Pacific County.

We would like to thank Livable City Year at the University of Washington for the group's continuous support throughout the process. We would also like to extend our gratitude to Dr. Branden Born and Teri Thomson Randall of Livable City Year who helped to organize and secure funding for the Pacific County project. And, a special thanks to our studio coordinator Katie Cote, AICP who was instrumental in the successful completion of our analyses and reports.

Finally, we would like to recognize Kelly Rupp, Chairman of the Pacific County Planning Commission, and Susan Yirku, Executive Director of the Pacific County Economic Development Council, for their guidance, support, and insight throughout the duration of the project. Their passion for creating a more resilient Pacific County community inspired us to think creatively in pursuing recommendations that best fit the County's needs. And, last but not least, we would like to thank the Pacific County community as a whole, who welcomed us into their businesses and community spaces to discuss their visions and goals for the future. We are so grateful for the community's openness in conversations and willingness to participate in our project over the past year.

## Summary

Housing affordability in Pacific County and its four incorporated jurisdictions are shaped by the increasing population moving into the County, the local tourism economy, the aging population, and the local community and workforce. While tourism is key to economic development in the County, it places upward pressure on the local housing market to increase local rents and housing prices. Pacific County also faces constraints on its developable land due to environmental sensitivities, critical areas, provision of infrastructure, and urban land boundaries. These factors create a shortage of housing supply that can accommodate the demands for residents, tourists, and seasonal workers.

This report evaluates housing needs and market demands in Pacific County. It identifies challenges to addressing housing needs and potential policy recommendations.



## Key Findings

- **At least 38% of the housing stock in Pacific County is vacant or used as vacation rentals.** Pacific County remains a prominent tourist destination, with a significant share of its housing stock used as vacation homes, short-term rentals, and second homes. Given the demand for vacation homes and limited new supply being added to the housing stock, housing costs are much higher than the average median income of residents in Pacific County.
- **Renters face a higher level of housing cost burden than owners.** Across each jurisdiction within Pacific County, there is a higher rate of cost-burdened renters than owners. Given that Pacific County has a large vacation population, potential rental units may be more economically advantageous to be offered as short-term rentals. Given the level of cost burden among renters and seasonal workers, there is a need for rentable units for varying income levels.
- **4 out of 10 residents are over 60 years old.** Approximately 41% of Pacific County's population is 60 years or older compared to the average of 22% in Washington State. Pacific County's higher-than-average senior population has implications for the local housing market, as senior households have unique housing needs, including single-floor housing and service accessibility. It may also signal a need for more senior housing communities in Pacific County. The senior population also shows a high percentage of cost-burdened individuals. Therefore, providing affordable housing options for the senior population will be critical.

- **Large families in Ilwaco and Raymond face a higher cost burden than in other jurisdictions.** Through the data analysis in specific jurisdictions, large families in Ilwaco and Raymond show an increased cost burden. When considering unit types, it may signal a need for an increase in larger units (3–4 bedroom homes) in these jurisdictions.
- **Given the buildable land in Pacific County, maximizing density on lot sizes will be key to meeting the projected housing need.** The land capacity analysis demonstrates the buildable vacant lands in Pacific County and the potentially buildable lots. To meet the medium and high projected housing needs, Pacific County will need to see an increase in multifamily units, including duplexes, accessory dwelling units, and larger multifamily options. Incentivizing will include streamlining the development process, analyzing construction costs, and other policy ideas.
- **Existing homes are aging. With 40% of the existing housing stock in Pacific County built more than 50 years ago, the housing stock faces concerns related to ongoing maintenance and rehabilitation.** This is also more heavily impacted by the harsh weather impacts of a coastal community. Therefore, it necessitates funding resources to maintain upkeep and maintenance on the current housing stock.
- **Housing costs are rising faster than incomes.** Given the supply in Pacific County and increasing demand among residents and vacationers, home values have doubled over the last ten years. In that same period, local median income has risen only 34%, making some Pacific County residents' home ownership and rentals out of reach.
- **Zoning and environmental factors constrain housing production.** The potential for housing in Pacific County is affected by the availability of developable land and the policies and regulations that determine the allowable density. Much of the developable land is in rural areas with low density zoning. Within the urban growth areas of the jurisdictions, the amount of vacant developable land is limited. It is also constrained by environmental factors that limit land use, such as wetlands, steep slopes, and critical areas.

# HOUSING NEEDS ASSESSMENT

## Introduction

Pacific County is a rural community located in the southwestern corner of the State of Washington. The community faces housing challenges due to limited developable land supply, high demand for homes for residents and vacation rentals coupled with limited housing supply, and rising housing prices relative to local area median income.

### Purpose

The Housing Needs Assessment provides an understanding of Pacific County and its current housing needs and issues. The analysis considers the needs of the existing and future resident population, the housing needs of those employed in the County, and the existing inventory and its ability to meet the needs of the residents.

The Assessment provides data that support the development of potential housing goals, policies, and strategies.

## Community Profile

### Population Demographics

#### Population

Understanding a jurisdiction's population count and distribution is critical to assess the distribution of need for public services and for planning for future populations. Additionally, this data might reveal marginalized populations in the community. In comparing a jurisdiction's population with other socioeconomic factors including income, employment, and housing access, Pacific County can specify where to focus its new housing policies and new housing development.

According to the 2021 American Community Survey, Pacific County's population is 22,974.<sup>1</sup> Washington's Office of Financial Management's 2022 population estimates for the county place its population at

23,600<sup>2</sup>, shown in Figure 1.1. This population is split between the four incorporated municipalities (Raymond, South Bend, Long Beach, and Ilwaco) and unincorporated Pacific County, as shown in the adjacent table.

### Pacific County's Estimated Population

Community	Population
<b>Incorporated</b>	<b>7,640</b>
Ilwaco	1,100
Long Beach	1,715
Raymond	3,090
South Bend	1,735
<b>Unincorporated</b>	<b>15,960</b>
<b>Total</b>	<b>23,600</b>

Figure 1.1. Pacific County's Estimated Population as of April 1, 2022<sup>3</sup>

Since the 1990 Census, the County has experienced an average yearly growth rate of 0.70%, which is lower than both Washington State's (1.51%) and the United States' (0.90%).<sup>4</sup> However, over this same time period, Pacific County had a stronger growth rate than neighboring Grays Harbor County (0.55%). As of April 1, 2022, there were approximately 25.29 inhabitants per square mile in Pacific County, which is up slightly from the 2010 Census which listed 22.4 inhabitants/square mile.<sup>5</sup>

For the purposes of planning population growth in accordance with Washington's Growth Management Act, Washington's Office of Financial Management provides state- and county-level population estimates at 1-year and 5-year intervals. The 5-year intervals through 2050 for both the State of Washington and Pacific County are included in Figure 1.2 below. It also includes the net change and percent change in these jurisdictions' populations at low, medium, and high estimates.

1 U.S. Census Bureau (ACS 2021). "ACS Demographic and Housing Estimates, DP05." Accessed April 19, 2023. <https://api.census.gov/data/2021/acs/acs5/profile>.

2 "April 1, 2022 Population of Cities, Towns and Counties Used for Allocation of Selected State Revenues," State of Washington Office of Financial Management, accessed April 24, 2023, [https://ofm.wa.gov/sites/default/files/public/dataresearch/pop/april1/ofm\\_april1\\_population\\_final.pdf](https://ofm.wa.gov/sites/default/files/public/dataresearch/pop/april1/ofm_april1_population_final.pdf)

3 "April 1, 2022 Population of Cities, Towns and Counties Used for Allocation of Selected State Revenues."

4 "Population and Components of Change, Annual Percent Change in Total Population, 1960 to Present," Office of Financial Management, Forecasting and Research Division, accessed April 26, 2023, <https://ofm.wa.gov/washington-data-research/population-demographics/population-estimates/components-population-change>.

5 "Population Density and Land Area Criteria Used for Rural Area," n.d., <https://ofm.wa.gov/washington-data-research/population-demographics/population-estimates/population-density/population-density-and-land-area-criteria-used-rural-area-assistance-and-other-programs>.

Figure 1.2. Pacific County's Projected Population through 2050 (2022)<sup>6</sup>

	Year	Low		Medium		High	
		Pacific County	State of Washington	Pacific County	State of Washington	Pacific County	State of Washington
<b>FM Adj. Census</b>	<b>2020</b>	23,365	7,706,310	23,365	7,706,310	23,365	7,706,310
<b>Estimate</b>	<b>2021</b>	23,425	7,766,975	23,425	7,766,975	23,425	7,766,975
	<b>2022</b>	23,600	7,864,400	23,600	7,864,400	23,600	7,864,400
<b>Projection</b>	<b>2025</b>	22,568	7,530,451	24,009	8,100,384	25,930	8,748,039
	<b>2030</b>	21,947	7,765,833	24,475	8,502,764	26,788	9,406,820
	<b>2035</b>	21,204	7,982,666	24,813	8,884,512	27,508	10,043,320
	<b>2040</b>	20,351	8,183,532	25,033	9,248,473	28,101	10,660,617
	<b>2045</b>	19,396	8,371,969	25,145	9,598,597	28,577	11,262,964
	<b>2050</b>	18,372	8,550,172	25,183	9,937,575	28,973	11,853,278
Net Change:		-4,993	843,862	1,818	2,231,265	5,608	4,146,968
Percent Change:		-21.37%	10.95%	7.78%	28.95%	24.00%	53.81%

### Age and Sex

Figure 1.3 shows the breakdown of Pacific County's population by age group and sex, all of which is found on the same Census table.<sup>7</sup> Figure 1.3 also compares Pacific County's age and sex demographics to those of the State of Washington and the entire United States.

Figure 1.3. Pacific County's Age and Sex Demographics (2021)<sup>8</sup>

Label	Pacific County		Washington		United States	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total population	22,974	22,974	7,738,692	7,738,692	331,893,745	331,893,745
Male	11,446	49.80%	3,897,320	50.40%	164,350,703	49.50%
Female	11,528	50.20%	3,841,372	49.60%	167,543,042	50.50%
Under 5 years	863	3.80%	432,524	5.60%	18,661,245	5.60%
5 to 9 years	1,045	4.50%	467,851	6.00%	20,010,813	6.00%
10 to 14 years	1,038	4.50%	492,114	6.40%	21,821,492	6.60%
15 to 19 years	1,199	5.20%	463,399	6.00%	21,824,088	6.60%
20 to 24 years	763	3.30%	481,655	6.20%	21,382,643	6.40%
25 to 34 years	1,989	8.70%	1,165,183	15.10%	45,079,138	13.60%
35 to 44 years	2,346	10.20%	1,100,352	14.20%	43,733,561	13.20%
45 to 54 years	2,428	10.60%	927,446	12.00%	40,673,717	12.30%
55 to 59 years	1,896	8.30%	466,800	6.00%	21,141,152	6.40%
60 to 64 years	2,115	9.20%	489,728	6.30%	21,673,882	6.50%
65 to 74 years	4,745	20.70%	781,030	10.10%	33,778,204	10.20%
75 to 84 years	1,799	7.80%	347,147	4.50%	16,151,137	4.90%
85 years and over	748	3.30%	123,463	1.60%	5,962,673	1.80%
Median age (years)	54.4		38.2		38.8	

Key takeaways from this data include that the median age of residents in Pacific County is 54.4 years of age, which skews older than the median age of residents in both Washington State and the United States. One third of the residents in Pacific County are 65 years of age or older, which is double the proportion for the State of Washington and the United States. The County has a much smaller proportion of children under the age of 5 (3.8%) and under the age of 18 (18.0%) than Washington State and the United States. There are slightly fewer men than women.

### Race, Ethnicity, and Language

A breakdown of the race, ethnicity, and language statistics in Pacific County is included in Figure 1.4 below. Figure 1.4 also includes a comparison of Pacific County with the entire State of Washington and the United States. It shows that Pacific County is a predominantly white community. While some variance exists from community to community, Pacific County as a whole is just under 85% white according to the 2016–2021 American Community Survey.<sup>9</sup>

<sup>6</sup> "Projections of the Total Resident Population for Growth Management," Office of Financial Management, Forecasting and Research Division, accessed April 30, 2023, <https://ofm.wa.gov/washington-data-research/population-demographics/population-forecasts-and-projections/growth-management-act-county-projections/growth-management-act-population-projections-counties-2020-2050>

<sup>7</sup> U.S. Census Bureau (ACS 2021). "ACS Demographic and Housing Estimates, DP05." Accessed April 19, 2023. <https://api.census.gov/data/2021/acs/acs5/profile>.

<sup>8</sup> U.S. Census Bureau (ACS 2021). "ACS Demographic and Housing Estimates, DP05." Accessed April 19, 2023. <https://api.census.gov/data/2021/acs/acs5/profile>.

<sup>9</sup> U.S. Census Bureau (ACS 2021). "ACS Demographic and Housing Estimates, DP05." Accessed April 19, 2023. <https://api.census.gov/data/2021/acs/>

Figure 1.4. Pacific County's Race and Ethnicity Demographics (2021)<sup>10</sup>

Label	Pacific County		Washington		United States	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total population	22,974	100%	7,617,364	100%	329,725,481	100%
One race	21,572	93.90%	6,961,770	91.40%	306,686,059	93.00%
White	19,161	83.40%	5,465,011	71.70%	224,789,109	68.20%
Black or African American	138	0.60%	293,401	3.90%	41,393,012	12.60%
American Indian and Alaska Native	536	2.30%	90,789	1.20%	2,722,661	0.80%
Asian	395	1.70%	682,711	9.00%	18,782,924	5.70%
Native Hawaiian and Other Pacific Islander	35	0.20%	50,902	0.70%	615,557	0.20%
Some other race	1,307	5.70%	378,956	5.00%	18,382,796	5.60%
Two or more races	1,402	6.10%	655,594	8.60%	23,039,422	7.00%
Total population	22,974	22,974	7,617,364	7,617,364	329,725,481	329,725,481
Hispanic or Latino (of any race)	2,309	10.10%	1,007,881	13.20%	60,806,969	18.40%
Not Hispanic or Latino	20,665	89.90%	6,609,483	86.80%	268,918,512	81.60%
White alone	18,274	79.50%	5,063,850	66.50%	196,010,370	59.40%
Black or African American alone	138	0.60%	283,174	3.70%	40,196,302	12.20%
American Indian and Alaska Native alone	487	2.10%	69,496	0.90%	1,936,842	0.60%
Asian alone	395	1.70%	675,966	8.90%	18,554,697	5.60%
Native Hawaiian and Other Pacific Islander alone	35	0.20%	49,088	0.60%	555,712	0.20%
Some other race alone	224	1.00%	29,227	0.40%	1,208,267	0.40%
Two or more races	1,112	4.80%	438,682	5.80%	10,456,322	3.20%

Figure 1.5 shows the distribution of Pacific County's population by language. Approximately 90% of the Pacific County community speak only English. Of the 10% that speak languages other than English, half of that population speaks Spanish.

Figure 1.5. Pacific County's Language Demographics (2021)<sup>11</sup>

Pacific County, Washington				
Label	Total	Percent of Total	Percent English Only or Speak English "very well"	Percent Speak English Less Than "Very Well"
	Estimate	Estimate	Estimate	Estimate
Population 5 years and over	22,111	(X)	95.60%	4.40%
Speak only English	19,860	89.80%	(X)	(X)
Speak a language other than English	2,251	10.20%	57.10%	42.90%
Spanish	1,529	6.90%	52.10%	47.90%
5 to 17 years old	289	1.30%	83.70%	16.30%
18 to 64 years old	1,103	5.00%	45.60%	54.40%
65 years old and over	137	0.60%	37.20%	62.80%
Other Indo-European languages	329	1.50%	71.70%	28.30%
5 to 17 years old	39	0.20%	100.00%	0.00%
18 to 64 years old	112	0.50%	42.90%	57.10%
65 years old and over	178	0.80%	83.70%	16.30%
Asian and Pacific Island languages	333	1.50%	58.30%	41.70%
5 to 17 years old	37	0.20%	100.00%	0.00%
18 to 64 years old	214	1.00%	61.20%	38.80%
65 years old and over	82	0.40%	31.70%	68.30%
Other languages	60	0.30%	100.00%	0.00%
5 to 17 years old	51	0.20%	100.00%	0.00%
18 to 64 years old	9	0.00%	100.00%	0.00%
65 years old and over	0	0.00%	-	-

acs5/profile.

10 U.S. Census Bureau (ACS 2021). "ACS Demographic and Housing Estimates, DP05." Accessed April 19, 2023. <https://api.census.gov/data/2021/acs/acs5/profile>.

11 U.S. Census Bureau (ACS 2021). "ACS Demographic and Housing Estimates, S1601." Accessed April 19, 2023. <https://api.census.gov/data/2021/acs/acs5/profile>.

## Disability

Figure 1.6 includes disability characteristics for Pacific County and compares them to the characteristics for the State of Washington and the entire United States. The “Total” columns show the total population with a disability and the “Percent” columns show the percentage of the total civilian noninstitutionalized population that have a disability.

Figure 1.6. Pacific County's Disability Characteristics Compared with Washington and the United States<sup>12</sup>

	Pacific County		Washington		United States	
	Total	Percent	Total	Percent	Total	Percent
Total civilian noninstitutionalized population	5,442	23.90%	955,644	12.70%	41,055,492	12.60%
<b>Age</b>						
Under 5 years	10	1.20%	3,056	0.70%	132,721	0.70%
5 to 17 years	231	8.60%	71,150	5.80%	3,137,957	5.70%
18 to 34 years	321	10.00%	131,104	7.50%	5,048,681	6.80%
35 to 64 years	1,817	20.80%	357,285	12.30%	15,489,048	12.40%
65 to 74 years	1,506	31.80%	179,088	24.60%	7,549,170	24.10%
75 years and over	1,557	61.80%	213,961	49.50%	9,697,915	47.40%

## Employment

### Dominant Industries

Pacific County is unique in its dominant industries, with a range of economic activity that contributes to the county's character. The major industries are accommodation and food services, manufacturing, and agriculture. Key unique industries include shellfish production, tourism, forestry, and other industries.

### Shellfish Production

A major industry is shellfish production, located dominantly in Ilwaco and Chinook. With the largest shellfish industry on the West Coast, Pacific County produces almost 50 million pounds of clams and oysters, and 21 million pounds of fish and shellfish annually. This industry generates thousands of jobs in addition to its relationship to charter boat and tourism industries.<sup>13</sup>

### Tourism

Tourism itself is a major industry in Pacific County, with \$192 million in tourist spending in 2020. Due to the effects of the pandemic, visitor spending has decreased by 4.5 percent since 2019, but it is expected to make a strong comeback.<sup>14</sup> The accommodation industry represents the largest occupational sector for Pacific County workers.

### Other Industries

Healthcare is also a dominant employment industry. Support for these services in rural areas for an aging worker demographic are vital despite facing straining financial factors. The agricultural industry has many different faces in the county, with many growing significantly. Cranberry bogs, dairy and beef farming, and

<sup>12</sup> U.S. Census Bureau (ACS 2021). "ACS Disability Characteristics, S1810." Accessed April 24, 2023. <https://data.census.gov/table?q=S1810&tid=ACST1Y2021.S1810>.

<sup>13</sup> "Marine Resources: Pacific County: Washington State University." Pacific County. Accessed April 29, 2023. <https://extension.wsu.edu/pacific/nrs/marine/>.

<sup>14</sup> "Pacific County Tourism Annual Report 2020," 2020. [https://pacificcountyedc.org/wp-content/uploads/2021/09/PCT\\_AnnReport\\_2020.pdf](https://pacificcountyedc.org/wp-content/uploads/2021/09/PCT_AnnReport_2020.pdf).



berries are major producers. A growing sector is in brewing. Consequently, this means an increase in hop, grain, and barley production. Other major industries in the area include cannabis, casinos and gaming, and forestry.

### Workforce Profile

In 2019<sup>15</sup>, the worker demographics in Pacific County were as follows. Of the nearly 6,000 jobs documented, just over half of workers were between the ages of 30 and 64. Just under a third of workers were over the age of 55, and 18.5 percent were under the age of 29. Roughly 40 percent earned over \$3,333 per month, while about 22 percent earned under \$1,250. Due to these lower earnings, Pacific County workers have lower median incomes.

An overwhelming majority (90%) of these workers were white, non-hispanic. The next common racial identities of workers were two or more races (3.4%), Asian (2.9%), and American Indian or Native Alaskan (2.3%). Black Americans make up 1.4% of the worker population. Regarding education levels, 28.3% of workers earned an associates degree or completed some level of college. 12% did not receive a full high school education. Gender makeup of workers was almost equally split between male and female identifying workers, with female workers only 1.4% more than men.

Major conglomeration of jobs show in and around Raymond and the Long Beach-North Beach Peninsula. Other pockets of job geography show jobs along small highways classified as second roads, with limited job concentration in more rural areas of the county.<sup>16</sup>

### Job Growth vs. Population Growth

Job growth in non-agricultural industries saw a significant decline in the rise of the COVID-19 pandemic, but since then has been steadily regaining with a 4.7 percent increase since 2021. The county's largest employment sector is in accommodation, with 80 percent of non-agricultural jobs being in the service industry, and 37 percent of these in government. With accommodation and leisure jobs being so dependent on the tourist industry and seasonal work, this may provide a challenge in maintaining consistent employment in these sectors. The

two most common occupational sectors after government employment are leisure and hospitality accounting for the large tourist population, but these decreased during the pandemic. The next most common industries within the service sector are trade, transportation, and utilities. The highest paying industries are Real Estate & Rental & Leasing (\$78,125), Information (\$59,028), and Construction (\$48,526). The rate of non-agricultural job growth has stayed relatively stagnant in the last decade, despite overall job growth rising since the early pandemic.<sup>17</sup>

### Unemployment

Data from the Federal Reserve Economic Data (FRED), the unemployment rate in Pacific County increased significantly in 2020 due to the COVID-19 pandemic. In April 2020, the unemployment rate in Pacific County reached a peak of 19.3%, which was well above the national average. However, since then, the unemployment rate has steadily declined, reaching 5.7% in March 2023. While this is a significant improvement from the peak in April 2020, it is still higher than pre-pandemic levels. The unemployment rate in Pacific County is likely to continue to be affected by factors such as the strength of the local economy, continued population growth and the availability of jobs.<sup>18</sup>

### Unemployment Rate

Prior to the COVID-19 pandemic, the County's average employment rate was 6.9 percent in 2018. In the height of the pandemic, this number increased significantly to 11 percent, but has been falling steadily back down since, with a rate of 7.9 percent in 2021. This is still a higher rate of unemployment than prior to COVID-19, and even more significantly higher than that in 2009. In March of 2020, the unemployment rate was 7.3 percent, within one month this spiked dramatically to 20.1 percent. This rate steadily declined, with a small rise in between October 2020 and January 2021 reaching a peak of 11.1 percent unemployment. The unemployment rate has been decreasing since, with the lowest rate of unemployment in December 2021 at 5.8 percent, though the most recent data available for November 2022 shows 7.7 percent.<sup>19</sup>

Initial unemployment claims were highest during April 2020, at 1,120 claims. The lowest initial unemployment claims since 2006, however, were

<sup>15</sup> Census data past this date is currently unavailable.

<sup>16</sup> Vleming, Jim. "Pacific County Profile." ESDWAGOV - Pacific County profile. Accessed April 29, 2023. <https://esd.wa.gov/labormarketinfo/county-profiles/Pacific>.

<sup>17</sup> Vleming, Jim. "Pacific County Profile." ESDWAGOV - Pacific County profile. Accessed April 29, 2023. <https://esd.wa.gov/labormarketinfo/county-profiles/Pacific>.

<sup>18</sup> "Unemployment Rate in Pacific County, WA." FRED, April 5, 2023. <https://fred.stlouisfed.org/series/WAPACI9URN>.

<sup>19</sup> "Unemployment Insurance Claims and Benefits Data." ESDWAGOV - Unemployment Insurance Data. Accessed April 29, 2023. <https://esd.wa.gov/labormarketinfo/unemployment-insurance-data>.

in January 2022 at 27 claims. As of January 2023, the claims have only slightly risen to 56. These rates are noticeably higher than those of other Washington State counties due to dependence on declining industries. Despite 2020's early pandemic causing some of the major shifts in employment, 2018 was the year with the lowest labor force participation rate for Pacific County residents over the age of 16. At about 42% participation, this is a significant 8.8 percent % drop from 2010. This rate hasn't fully recovered since 2020, where it sat at about 44 percent% participation. It is also a much lower labor participation rate than Washington State overall, at 64.1 percent% during this time.<sup>20</sup> Its lower labor participation rate may be due to its aging population and represent elderly people who are retired or work a low amount of hours. It also represents unemployed and underemployed working adults. These factors result in an increased number of those with lower median incomes than in other regions of Washington.

### Projected Job Growth

Job growth in non-agricultural industries saw a significant decline in the rise of the COVID-19 pandemic, but since then has been steadily regaining with a 4.7 percent increase since 2021. The county's largest employment sector is in accommodation, with 80 percent of non-agricultural jobs being in the service industry, and 37 percent of these in government. With accommodation and leisure jobs being so dependent on the tourist industry and seasonal work, this may provide a challenge in maintaining consistent employment in these sectors. The two most common occupational sectors after government employment are leisure and hospitality, accounting for the large tourist population, but these decreased during the pandemic. The next most common industries within the service sector are trade, transportation, and utilities. The highest paying industries are Real Estate & Rental & Leasing (\$78,125), Information (\$59,028), and Construction (\$48,526). The rate of non-agricultural job growth has stayed relatively stagnant in the last decade, despite overall job growth rising since the early pandemic.<sup>21</sup>

20 "Occupational Employment and Wage Statistics (OEWS)." ESDWAGOV - Occupations (OEWS). Accessed April 29, 2023. <https://esd.wa.gov/labormarketinfo/occupations>.

21 Vleming, Jim. "Pacific County Profile." ESDWAGOV - Pacific County profile. Accessed April 29, 2023. <https://esd.wa.gov/labormarketinfo/coun-ty-profiles/Pacific>.

22 "Projections." ESDWAGOV - Projections, 2022. <https://esd.wa.gov/labormarketinfo/projections>.

23 U.S. Census Bureau (ACS 2021). "Table B11002 Household Type By Relatives And Non Relatives For Population In Households." Accessed April 24, 2023. [https://data.census.gov/table?q=B11002&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625&tid=ACSDT5Y2021.B11002](https://data.census.gov/table?q=B11002&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625&tid=ACSDT5Y2021.B11002).

24 U.S. Census Bureau (ACS 2021). "Table S2501 Housing Occupancy." Accessed April 24, 2023.

### Industry Growth

Although the Washington State Employment Security Department does not provide job growth projections specifically for the Pacific County area, projections for Southwest Washington are as follows. Accommodation and food services have the highest projected occupation growth between 2021 and 2023, at a 9.5 percent increase. Between 2020 and 2025, this increase is 7.2 percent with a net employment change of 6,000 workers. Expected annual growth rate for these services are 1.4 percent% between 2025 and 2030 with a net employment change of 7,500. So, while this sector of services is expected to grow in the coming decade, the fluctuation of employee retention remains high, likely with movement into other professional sectors. Wood product manufacturing has the lowest rate of projected growth, with a predicted decline of 3.2 percent% between 2021 and 2023. With this declining industry in the area, the net annual employee change rate is very low, meaning that it is unlikely many are transferring into this industry and those currently employed will stay in these jobs until retirement. The highest sector for net annual employee change between 2020 and 2030 after general non-farm jobs is in education and healthcare services.<sup>22</sup>

### Households and Income

#### Household Makeup in Pacific County

The total number of households in the county and each incorporated area are detailed in Figure 1.7. The households in Pacific County are mostly made of family households; this constitutes 78.9% of households. The remaining 21.1% of households are non-family households.<sup>23</sup> The average household in Pacific County is 2.3 residents.

Pacific County	9,878
Raymond	1,243
South Bend	643
Ilwaco	487
Long Beach	789
Unincorporated Pacific County	6,716

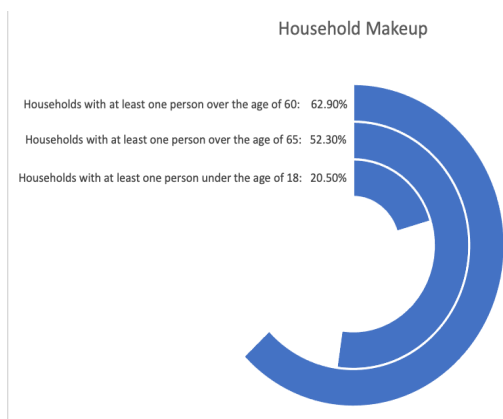
Figure 1.7. Total Number of Households<sup>24</sup>

### Presence of Families and Senior Households<sup>25</sup>

Figure 1.8 helps visualize how many households have at least one person under the age of 18 and at least one person over the ages of 60 and 65. To note, some households have both children and seniors, and many households have no children nor seniors.

Of the 9,878 total households in the county, 6,107 are family households; these households have a slightly higher average number of residents at 2.78. There are approximately 2,024 households in the County containing at least one child (20.5%). In contrast, approximately 6,213 households have at least one person over the age of 60. Pacific County has older households, which impacts housing needs. It will be necessary to provide for the housing desires of seniors, such as their desire for smaller dwellings with fewer bedrooms.

Figure 1.8. Household Makeup Percentages in Pacific County (2021)<sup>26</sup>



### Household Occupancy Tenure

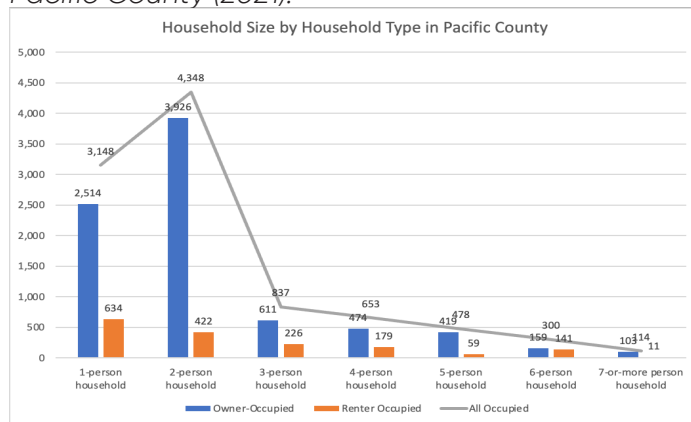
Figure 1.9 shows how housing tenure varies by occupied units in Pacific County. Pacific County's occupied units are almost 80% occupied by owners, with renters occupying 20% of the remaining units. However, the incorporated cities have a lower percentage of owner-occupied units, with South Bend and Long Beach approximately 61-64% owner-occupied. They both boast a higher percentage of renters of approximately 35-39%.

Figure 1.9. Housing Tenure by Owner and Renter Occupied Percentages<sup>27</sup>

Location	Owner-Occupied Units	Renter-Occupied Units
Pacific County	83.1%	16.9%
City of Ilwaco	70.0%	30.0%
City of Long Beach	64.4%	35.6%
City of Raymond	81.0%	19.0%
City of South Bend	61.3%	38.7%

Figure 1.10 shows household size in Pacific County by owner-occupied and renter-occupied units. Pacific County has small household sizes. The majority of owner-occupied units are 2-person households and 1-person households. Renter-occupied units follow a similar pattern. Larger household units (4-person or more) are primarily owner-occupied. Due to the smaller household size, Pacific County residents are primarily seeking to own or rent 1-3 bedroom units.

Figure 1.10. Household Size by Household Type in Pacific County (2021).



### Household Income and Poverty in the County

The median household income for Pacific County in 2021 was \$54,598. This is lower than both the median household income in the State of Washington (\$82,400) and in the United States (\$69,021). Roughly one-third of the households in Pacific County earn between \$35,000 and \$75,000 per year.

25 U.S. Census Bureau (ACS 2021). "Table S1101 Household Type by Household Size." Accessed April 24, 2023. [https://data.census.gov/table?q=S1101&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625](https://data.census.gov/table?q=S1101&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625)

26 U.S. Census Bureau (ACS 2021). "Table B25009 Tenure by Household Size." Accessed April 24, 2023. [data.census.gov/table?q=B25009&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625&tid=ACSDT5Y2021.B25009](https://data.census.gov/table?q=B25009&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625&tid=ACSDT5Y2021.B25009)

27 ibid

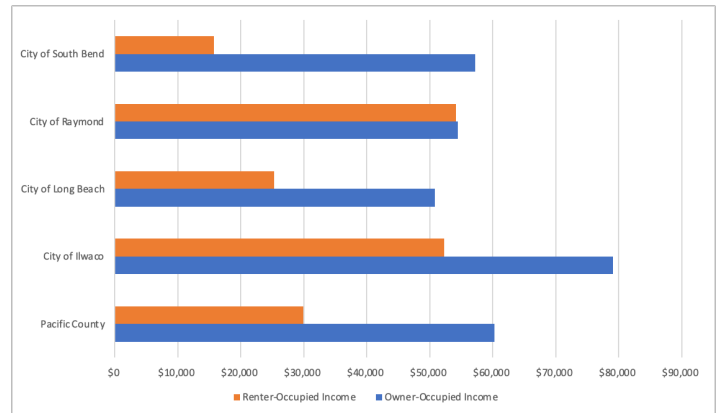
The median income has grown from \$40,599 to \$54,598, an increase of 34% over the past ten years (2011–2021)<sup>28</sup>. Though the County’s per capita income has grown over the past half-century, its growth has lagged behind the State of Washington and United States’s per capita income growth since 1980. The poverty level in Pacific County is estimated to be 13.7 %, which is several percentage points higher than the poverty levels of both Washington State (~10%) and the United States (12.8%).<sup>29</sup>

Figure 1.11 and 1.12 show the median household income in Pacific County and the four jurisdictions, comparing owner-occupied to renter-occupied income. The County’s owner-occupied median household income is \$60,316, while the renter-occupied median household income is \$29,885, which is more than 50% less than the owner-occupied median household income. Renters earn significantly less than homeowners in the community. When comparing the median household income across the county based on owner- and renter-occupied, the City of Ilwaco has the highest owner-occupied median household income in the County at \$79,063. The City of South Bend has the widest gap in median household income between owner-occupied and renter-occupied, with the median household income for renters being \$15,677. While there are renters that earn more than \$35,000, the City also has many extremely low income renters. 47.3% of South Bend renters earn less than \$16,000.<sup>30</sup>

Figure 1.11. Median Household Income in Pacific County and Incorporated Cities (2021)<sup>31</sup>

Location	Owner-Occupied Income	Renter-Occupied Income
Pacific County	\$60,316	\$29,885
Ilwaco	\$79,063	\$52,273
Long Beach	\$50,833	\$25,272
Raymond	\$54,411	\$54,167
South Bend	\$57,188	\$15,677

Figure 1.12. Median Household Income in Pacific County and Incorporated Cities in Bar Format



### Housing Affordability by Households

Area median income (AMI) is a key metric in affordable housing, defined as the midpoint of a specific area’s income distribution and is calculated on an annual basis by the Department of Housing and Urban Development. HUD refers to the figure as median family income (MFI). Households earning 0–30% of the MFI fall in the Extremely Low Income category; households earning between 31– 50% of the MFI fall in the Very Low Income category; households earning 51–80% of the MFI fall in the Low Income category.

Figure 1.13 shows the income levels with respect to household size for Pacific County for 2022. The chart shows the percentage of households in each MFI category by owner or renter status, demonstrating the burden that has a significant impact on renters.

28 U.S. Census Bureau (ACS 202). “Table S2503 Financial Characteristics.” Accessed April 30, 2023. [https://data.census.gov/table?q=pacific+county&t=Income+\(Households,+Families,+Individuals\)&tid=ACSS1Y2011.S2503](https://data.census.gov/table?q=pacific+county&t=Income+(Households,+Families,+Individuals)&tid=ACSS1Y2011.S2503).

29 U.S. Census Bureau (ACS 2021). “Table S1701 Tenure by Household Size.” Accessed April 30, 2023. [https://data.census.gov/table?t=Income+and+Poverty&g=010XX00US\\_040XX00US53\\_050XX00US53049&tid=ACSS1Y2021.S1701&moe=false](https://data.census.gov/table?t=Income+and+Poverty&g=010XX00US_040XX00US53_050XX00US53049&tid=ACSS1Y2021.S1701&moe=false)

30 ibid

31 U.S. Census Bureau (ACS 2021). “Table B25003 Tenure.” Accessed April 28th, 2023.

[https://data.census.gov/table?q=+B25003+tenure&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625](https://data.census.gov/table?q=+B25003+tenure&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625)

Figure 1.13. HUD Income Limits for Pacific County<sup>32</sup>

Median Family Income	FY 2022 Income Limit Category	Persons in Household							
		1	2	3	4	5	6	7	8
\$68,200	Extremely Low Income (0-30%) Limits (\$)*	16,600	18,950	23,030	27,750	32,470	37,190	41,910	46,630
	Very Low Income Limits (\$)	27,650	31,600	35,550	39,450	42,650	45,800	48,950	52,100
	Low Income Limits (\$)	44,200	50,500	56,800	63,100	68,150	73,200	78,250	83,300

Figure 1.14 shows how income level varies for owners versus renters in Pacific County. There is a higher percentage of extremely-low income renters than owners.

Even for those earning \$50,000 - 75,000, there still continue to be levels of cost burden for both renters and owners alike, with approximately 30% of renters earning 30% or less of MFI. Approximately 70% of renters earn less than 80% of the MFI, while approximately 45% of owners earn less than 80% of the MFI. This signals the significant need for affordable rental housing in Pacific County.

Figure 1.14. Percentage of Households by Income Level and Tenure in Pacific County<sup>33</sup>

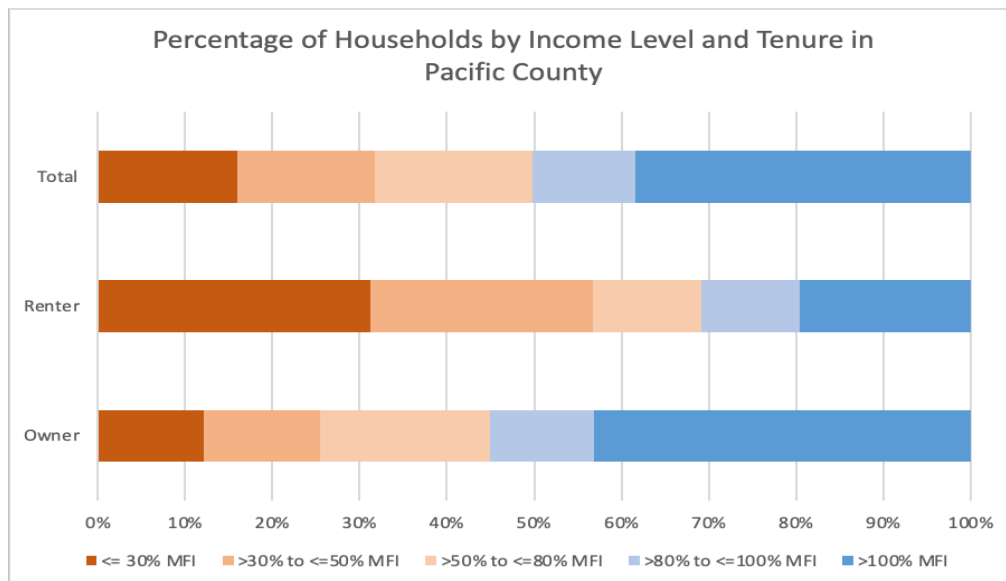


Figure 1.15 shows how cost burden is distributed For owners and renters who are earning less than \$20,000, more than 50% are cost-burdened with housing expenses. While the level of cost burden decreases as income increases, there are higher percentages of cost-burdened renters than cost-burdened owner-households.

<sup>32</sup> Source: Office Of Policy Development And Research (Pd&R), HUD Data. <https://www.huduser.gov/portal/datasets/il.html>

<sup>33</sup> HUD CHAS Data Query Tool. Accessed April 26, 2023. [https://www.huduser.gov/PORTAL/datasets/cp.html#2006-2019\\_query](https://www.huduser.gov/PORTAL/datasets/cp.html#2006-2019_query)

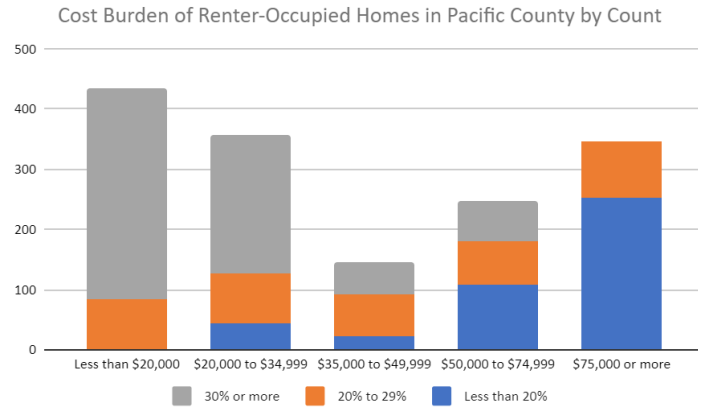
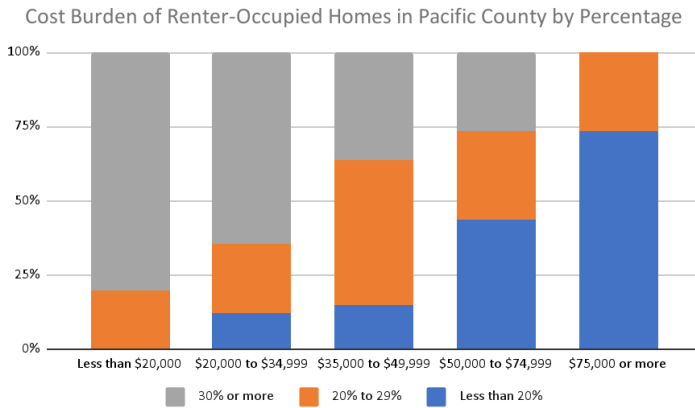
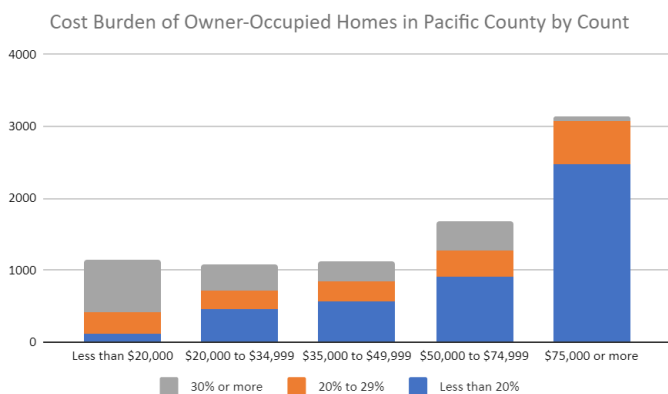


Figure 1.16 shows the amount of cost burden by renters compared to owners by count. More owners make \$75,000 or more and show lower levels of cost burden. However, there are approximately 1,000 owner-occupied homes that earn less than \$20,000 and are heavily cost burdened. In looking at the cost burden of renter-occupied homes, it shows that there are similarly high counts of renters who make \$75,000 or more and are not cost burdened. However, there are very high counts of renters earning \$35,000 or less that show high rates of cost burden in Pacific County. These findings emphasize the level of cost-burdened residents in Pacific County, specifically renters, and the importance of identifying options to increase affordable housing and rental housing in the area.

Figure 1.16. Cost Burden of Owner-Occupied Housing Units vs. Renter Occupied Housing Units in Pacific County by Count, 2021.<sup>34</sup>



RCW 43.185B.010(1) describes affordable housing as a residential dwelling that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed 30 percent of the household's monthly income. Housing affordability is determined by the household members' income and the cost of housing.

Figure 1.16 shows that the households with income below the HUD MFI income level of \$68,200 are increasingly cost-burdened with housing mortgage payments. This comprises almost 50% of the total households in the County. Comparing the charts between the owner-occupied and renter-occupied units, households with income lower than the median MFI tend to rent a house instead of purchasing. They are also more likely to spend more than 30% of their income towards housing costs. According to the ACS 2021 estimate, the number of home owner occupied housing units is more than 60% of the total housing units in all the four incorporated cities in Pacific County.

### Cost-Burdened Households

According to HUD, cost-burdened families are those "who pay more than 30% of their income for housing" and "may find it challenging to pay for basic needs like food, clothing, transportation, and medical care." Paying more than half of one's salary on rent is referred to as having a severe cost burden. Since rents and mortgages for decent homes do not scale higher or lower relative to family income, this "30% Rule" affects poorer families disproportionately. Instead, rents reflect market supply and demand, which are not always correlated with demographic incomes. Figure 1.17 shows the cost burden by 30% and the amount of owners and renters occupied at various income levels.

<sup>34</sup> Census 2021 ACS 5-Year Estimates Subject Tables (S1101) [https://data.census.gov/table?q=S1101&g=050XX00US53049\\_160XX00US5333000\\_5340070\\_5357430\\_5365625](https://data.census.gov/table?q=S1101&g=050XX00US53049_160XX00US5333000_5340070_5357430_5365625)

Figure 1.18 shows similar information but highlights those severely cost-burdened, with more than 50% of income going to housing.

Figure 1.17. Cost burden more than 30% as per HUD CHAS, 2015–2019<sup>35</sup>

Income by Cost Burden Owners		Renters	Total
Household Income <= 30% HAMFI	575	395	970
Household Income >30% to <=50% HAMFI	345	300	645
Household Income >50% to <=80% HAMFI	330	75	405
Household Income >80% to <=100% HAMFI	75	0	75
Household Income >100% HAMFI	170	0	170
<b>Total</b>	<b>1,495</b>	<b>770</b>	<b>2,265</b>

Figure 1.18. Cost burden more than 50% as per HUD CHAS<sup>36</sup>

Income by Cost Burden	Owners	Renters	Total
Household Income <= 30% HAMFI	470	245	715
Household Income >30% to <=50% HAMFI	175	70	245
Household Income >50% to <=80% HAMFI	15	0	15
Household Income >80% to <=100% HAMFI	25	0	25
Household Income >100% HAMFI	20	0	20
<b>Total</b>	<b>705</b>	<b>315</b>	<b>1,020</b>

Rental responsibilities disproportionately affect impoverished households, according to conclusive data from the Census Bureau’s AMS and the American Housing Survey conducted by the HUD. Nearly 50% of renters in Pacific County as a whole pay 30% or more of their income for housing.

Since the nature of most businesses in the county is seasonal, they can only afford to pay the workers modest wages and often just seasonally, the total income levels in the county are low by state and federal standards. A family with one full-time worker earning the minimum wage will still be required to pay significantly more than 30% of their income (\$1,050 monthly per HUD 2023 FMR) for a two-bedroom apartment despite recent increases in the minimum wage in Washington State (increased to \$15.74 as of January 2021). The minimum wage in the State in 2021 was \$13.69 and has only increased 15% in two years by 2023, whereas the FMR has increased at least 50% within these two years.

<sup>35</sup> Office Of Policy Development And Research (Pd&R), HUD Data - Pacific County (2015–2019 ACS) <https://www.huduser.gov/PORTAL/datasets/cp.html>

<sup>36</sup> ibid

## Housing Inventory

### Production Trends and Market Conditions

#### Market Conditions

According to the 2021 ACS Census, the median value of owner-occupied housing units in Pacific County is \$214,900. The City of Long Beach's median value is substantially higher, at \$246,200, while both the Cities of Raymond and South Bend have much lower median values of approximately \$137,800 and \$141,200 respectively. This demonstrates how home value and wealth are represented throughout the county and could signal areas more suited to affordable housing developments.<sup>37</sup>

Figure 1.19 shows how monthly owner costs compare in Pacific County with the four incorporated cities. Pacific County's median owner costs are \$1,361, which is relatively similar across all four incorporated cities, although the City of Ilwaco is an outlier with the highest owner monthly costs at \$1,711.<sup>38</sup>

Regarding renters, the median gross rent in Pacific County is \$867, which is comparable in all four cities. However, Raymond's gross rent is higher at \$905.<sup>39</sup>

Figure 1.19. Housing Value and Costs in Pacific County and Cities 2021<sup>40</sup>

Measure	Pacific County	Ilwaco	Long Beach	Raymond	South Bend
Median Value of Owner-Occupied Housing Units	\$ 214,900	\$229,400	\$ 272,700	\$137,800	\$ 145,100
Median Selected Monthly Owner Costs with a Mortgage	\$ 1,361	\$ 1,711	\$ 1,391	\$ 1,177	\$ 1,069
Median Gross Rent	\$ 867	\$ 880	\$ 722	\$ 905	\$ 775

Housing Feature	Pacific County	City of Ilwaco	City of Long Beach	City of Raymond	City of South Bend
Median value of owner-occupied housing units	\$214,900	\$229,400	\$272,700	\$137,800	\$145,100
Median selected monthly owner costs with a mortgage	\$1,361	\$1,711	\$1,391	\$1,177	\$1,069
Median gross rent	\$867	\$880	\$722	\$905	\$775

Figure 1.20 shows how the housing price index has fluctuated over the past thirty years. According to the US Federal Reserve, the All-Transactions House Price Index (HPI) for Pacific County, WA was \$217,040 (Index 2000=100) in January 2021. The All-Transactions House Price Index for Pacific County has historically ranged from a record low of 70,000 in January 1993 to a record high of 217,040 in January 2021.

The HPI for Pacific County is at an all time high, meaning that the sale prices for housing are at the peak. This informs the housing value in the aforementioned table.<sup>41</sup>

37 U.S. Census Bureau (ACS 2021). "Table DP04 Selected Housing Characteristics." Accessed January 24th, 2023. [https://data.census.gov/](https://data.census.gov/table?q=DP04&q=050XX00US53049_160XX00US5333000_5340070_5357430_5365625&tid=ACSDP5Y2021.DP04&moe=false)

38 U.S. Census Bureau (ACS 2021). "Table DP04 Selected Housing Characteristics." Accessed January 24th, 2023. [https://data.census.gov/](https://data.census.gov/table?q=DP04&q=050XX00US53049_160XX00US5333000_5340070_5357430_5365625&tid=ACSDP5Y2021.DP04&moe=false)

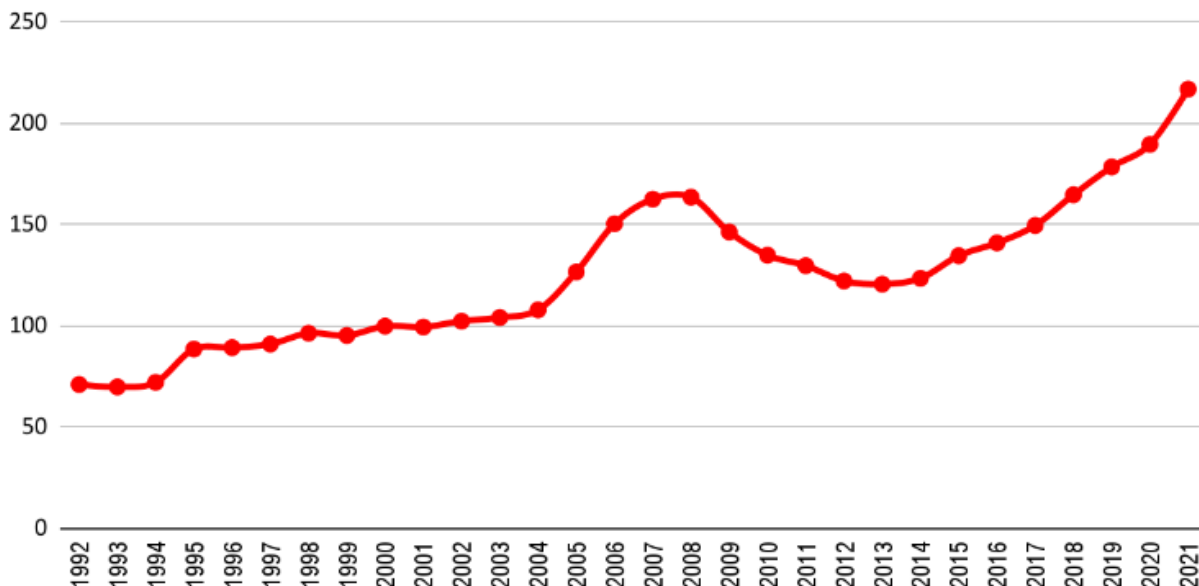
39 ibid

40 ibid

41 United States Federal Reserve. 2023 "All-Transactions House Price Index for Pacific County, WA." Trading Economics. Accessed 04 22, 2023. <https://tradingeconomics.com/united-states/all-transactions-house-price-index-for-pacific-county-wa-fed-data.html>.

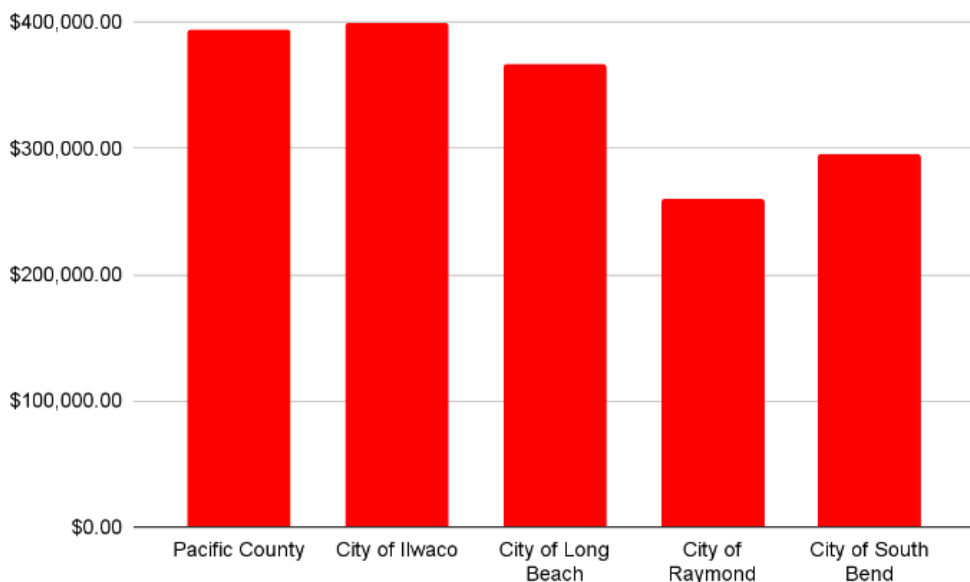


Figure 1.20. Housing Price Index for Pacific County, WA<sup>42</sup>



According to the National Association for Realtors, the median home price has continued to rise beyond the data shown in the US Census and the US Federal Reserve HPI. Figure 1.21 shows the median listing price in Pacific County and across the four jurisdictions, while Figure 1.22 shows the median listing price per square foot and amount of listed properties. Figure 1.23 shows how the listed price has fluctuated from 2021–2023. The median home price in Pacific County in Q3 2022 is listed as \$254,280, an increase of 18% based on 2021 US Census data. However, the home sale price is open to fluctuation based on interest rates and demand. Looking at Figure 1.24, the monthly mortgage payment increased by \$515 from 2021 – 2022, an increase of 65% in mortgage payments over the course of one year. These mortgage payments are due to higher mortgage rates and home sales prices.<sup>43</sup>

Figure 1.21. Median Listing Price in Pacific County (2021–2022)<sup>44</sup>



<sup>42</sup> ibid

<sup>43</sup> National Association of REALTORS. 2022. "2022 Q3 County Median Prices and Monthly Mortgage Payments by Price." Research and Statistics - State and Metropolitan Statistical Area Data. 12 20. Accessed 02 01, 2023. <https://www.nar.realtor/sites/default/files/documents/2022-q3-county-median-prices-and-monthly-mortgage-payment-by-price-12-20-2022.pdf>.

<sup>44</sup> ibid, 19

Figure 1.22. Active Listed Properties in Pacific County (2023)<sup>45</sup>

Housing Feature	Pacific County	City of Ilwaco	City of Long Beach	City of Raymond	City of South Bend
Median Listing Price	\$394,500.00	\$399,000.00	\$367,000.00	\$259,900.00	\$295,000.00
Median listing home price per sq ft	\$263.00	\$254.00	\$256.00	\$192.00	\$215.00
Listed Properties	78	7	50	68	27

Figure 1.23. Median Sale - Price per Square Foot in Pacific County (2020-2022)<sup>46</sup>

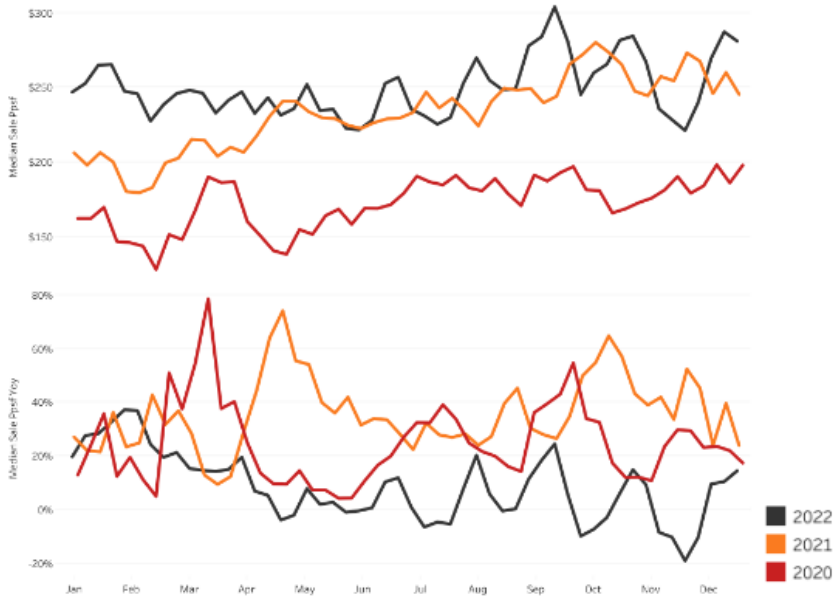
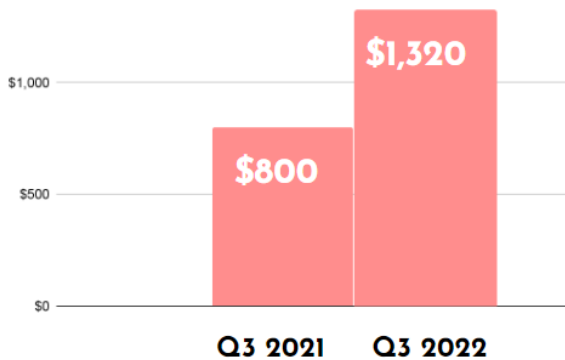


Figure 1.24. Median Monthly Mortgage in Pacific County (2021-2022)<sup>47</sup>



HUD established the Fair Market Rent (FMR) statistic in order to calculate payments for several housing assistance programs, most notably the Section 8 Housing Choice Voucher Program. The FMRs vary by locality and are updated annually. The HUD required Fair Market Rents grew by 20% or more for the ten-year period between 2011 and 2021, according to the Pacific County Comprehensive Plan 2020-2040.<sup>48</sup> Furthermore, these rents have increased 47% from 2011 to 2023 as shown in Figure 1.24 and Figure 1.25. A large portion of the county's population finds it difficult to find affordable housing due to the steep increase in rental prices.<sup>49</sup>

45 United States Federal Reserve. 2023 "All-Transactions House Price Index for Pacific County, WA." Trading Economics. Accessed 04 22, 2023.

<https://tradingeconomics.com/united-states/all-transactions-house-price-index-for-pacific-county-wa-fed-data.html>.

46 Redfin Data Center. 2023. Redfin Monthly Housing Market Data (2020-2022). "Median Price \_ Price per Square Foot in Pacific County (2020-2022).

<https://www.redfin.com/news/data-center/>

47 *ibid*, 19

48 Pacific County. 2021. "Pacific County Comprehensive Plan 2020-2040."

49 Office Of Policy Development And Research (Pd&R), HUD Data - Pacific County (2015-2019 ACS)

Figure 1.25. Final FY 2023 & Final FY 2022 FMRs By Unit Bedrooms<sup>50</sup>

Year	Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
FY 2023 FMR	\$702	\$798	\$1,050	\$1,434	\$1,789
FY 2022 FMR	\$631	\$721	\$949	\$1,335	\$1,469
FY 2021 FMR	\$571	\$656	\$865	\$1,192	\$1,238
FY 2011 FMR	\$476	\$513	\$672	\$953	\$991
Increase since 2011	47%	56%	56%	50%	81%

### Housing Production

Overall, the number of housing units in Pacific County has not increased at the same rate as the population. Figure 1.26 identifies total housing stock in 2011 and 2021. Approximately 565 units were added to Pacific County over the 10-year period, with the highest growth occurring in unincorporated Pacific County and the City of Long Beach. The City of Long Beach boasted the highest growth rate, at almost 18% over the past 10 years.<sup>51</sup>

Figure 1.26. Total Housing Units by County and Incorporated City, 2011–2021<sup>52</sup>

Location	2011	2021	Increase	Rate
Pacific County	15,434	15,999	565	3.60%
City of Ilwaco	606	663	57	9.40%
City of Long Beach	1,468	1,730	262	17.80%
City of Raymond	1,347	1,371	24	2.00%
City of South Bend	741	766	25	3.40%

Figure 1.27 identifies where the housing units are located throughout Pacific County. 71% of the housing units are located in the unincorporated area of Pacific County, with 60% of those units in the Long-Beach Peninsula Census County Division. With the vast majority of the housing units located in unincorporated parts of Pacific County, these households face varying access to public services than those who reside in the incorporated areas of Pacific County. Therefore, unincorporated areas are less suitable for substantial development due to density restrictions of the GMA and limitations on septic tanks.<sup>53</sup>

Figure 1.27. Total Housing Units by Census County Division, 2021<sup>54</sup>

CCDs	Total Housing Units	Unincorporated Housing Units
Pacific County Total	15,999	11,469
Long Beach - North Beach Peninsula CCD	9,679	7,286
Naselle CCD	1,203	1,203
Raymond CCD	4,380	2,243
Willapa Valley CCD	737	737

To understand what housing is built throughout the county, Figure 1.28 highlights the building permits issued based on single-family and multi-family units over the past 10 years. Unincorporated Pacific County issued the most building permits overall. Long Beach is the only incorporated city in the county that issued multi-family building permits. These trends illuminate an insufficient amount of new housing in incorporated areas where greater densities are possible.

50 ibid

51 U.S. Census Bureau (ACS 2021, 2011). "Table DP04 Selected Housing Characteristics." Accessed January 24th, 2023. [https://data.census.gov/table?q=DP04&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625&tid=ACSDP5Y2021.DP04&moe=false](https://data.census.gov/table?q=DP04&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625&tid=ACSDP5Y2021.DP04&moe=false).

52 ibid

53 U.S. Census Bureau (ACS 2021). "Table DP04 Selected Housing Characteristics." Accessed January 24th, 2023. [https://data.census.gov/table?q=DP04&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625&tid=ACSDP5Y2021.DP04&moe=false](https://data.census.gov/table?q=DP04&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625&tid=ACSDP5Y2021.DP04&moe=false).

54 ibid

Figure 1.28. Housing Unit Building Permits Issued (2012–2022)<sup>55</sup>

	Added Units in Single-Family Structures	Added Units in Multi-Family Structures
<b>Pacific County Unincorporated</b>	1,589	6
<b>City of Ilwaco</b>	25	-
<b>City of Long Beach</b>	62	37
<b>City of Raymond</b>	10	-
<b>City of South Bend</b>	6	-
<b>Total</b>	1,692	43

Figure 1.29. Pacific County Units in Structure by Percentage, 2021<sup>58</sup>

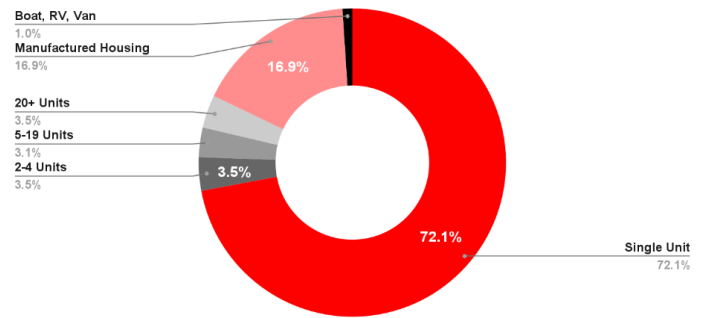


Figure 1.30. Pacific County Units in Structure 2011 – 2021<sup>59</sup>

	Total Units 2011	Total Units 2021	Percentage of Total Stock (2021)	Growth Rate
<b>Total</b>	15,434	15,999	100%	4%
<b>1, detached</b>	11,395	11,445	71.50%	0%
<b>1, attached</b>	232	83	0.50%	-64%
<b>2</b>	239	203	1.30%	-15%
<b>3 or 4</b>	410	358	2.20%	-13%
<b>5 to 9</b>	186	247	1.50%	33%
<b>10 to 19</b>	99	249	1.60%	152%
<b>20 to 49</b>	378	395	2.5%	4%
<b>50 or more</b>	41	157	1.00%	283%
<b>Mobile Home</b>	2,384	2,697	16.80%	13%
<b>Boat, RV, van, etc.</b>	70	165	1.00%	136%

### Existing Housing Supply

#### Building Types and Density

Figure 1.29 shows the distribution of housing type by percentage. Figure 1.30 shows how the quantity of each housing type has changed from 2011 – 2021. Single-family homes dominate the housing stock in Pacific County. They represent more than 70% of the housing stock, which has remained steady over the past 10 years. Housing stock related to single-family attached units, two units, and three or four units have all decreased from the housing stock in 2011, potentially due to redevelopment. Meanwhile, higher-density housing that comprises 5 or more units all increased. With the data on a per-unit basis, this may be the result of few large-scale development projects.<sup>56</sup>

A secondary highlight is the increase of mobile home units in Pacific County, which grew by 13% from 2011 to 2021. Mobile homes represent a source of affordable housing, particularly for seasonal workers and the elderly population,<sup>57</sup> which comprise a significant portion of the population in Pacific County.

#### Unit Size and Age

Aging housing stock throughout the county presents homeowner challenges for financing rehabilitation. Figure 1.31 shows the distribution of housing by its building year and how it varies based on owner-occupied and renter-occupied units. More than 40% of the overall housing units in Pacific County are 50 years or older. Older housing units can represent a type of affordable housing since they are cheaper than new market-rate developments. Protecting this housing stock may require

<sup>55</sup> Office Of Policy Development And Research (Pd&R), HUD Data – Pacific County (2015–2019 ACS)

<sup>56</sup> U.S. Census Bureau (ACS 2021). “Table B25024 Units in Structure.” Accessed April 28th, 2023.

[https://data.census.gov/table?q=B25024+Units+in+Structure+&g=050XX00US53049\\_160XX00US5333000\\_5340070\\_5357430\\_5365625](https://data.census.gov/table?q=B25024+Units+in+Structure+&g=050XX00US53049_160XX00US5333000_5340070_5357430_5365625)

<sup>57</sup> ibid

<sup>58</sup> ibid

<sup>59</sup> ibid

funding programs for repairs and weatherization that would also help make them more sustainable and climate resilient. Examples of this include the Housing Rehabilitation Loan program, providing deferred loans to low-income households for repairs and improvements.<sup>60</sup>

Figure 1.31. Housing Tenure by Year in Pacific County<sup>61</sup>

	Owner Occupied	Percentage	Renter Occupied	Percentage	Total Percentage
<b>Total Units</b>	<b>8,206</b>	<b>—</b>	<b>1,672</b>	<b>—</b>	<b>100%</b>
<b>Built 2020 or later</b>	0	0%	0	0%	0%
<b>Built 2010 to 2019</b>	471	5.70%	39	2.30%	5.20%
<b>Built 2000 to 2009</b>	929	11.30%	120	7.20%	10.60%
<b>Built 1990 to 1999</b>	1,347	16.40%	266	15.90%	16.30%
<b>Built 1980 to 1989</b>	1,043	12.70%	201	12.00%	12.60%
<b>Built 1970 to 1979</b>	966	11.80%	436	26.10%	14.20%
<b>Built 1960 to 1969</b>	732	8.90%	239	14.30%	9.80%
<b>Built 1950 to 1959</b>	519	6.30%	125	7.50%	6.50%
<b>Built 1940 to 1949</b>	492	6.00%	44	2.60%	5.40%
<b>Built 1939 or earlier</b>	1,677	20.40%	202	12.10%	19.00%

Figure 1.32 shows the percentage of bedrooms by occupancy type. In Pacific County, occupied units are predominantly 2-3 bedrooms and more than 4 bedrooms. Studios and one-bedroom units represent only 10% of the Pacific County housing stock. For owner-occupied units, the amount of studios and one-bedrooms units represent 71% of the owner-occupied housing stock. Renter-occupied units contain more studios and one-bedrooms, with 28.4% of renters in that housing type compared to 2-3 bedrooms and 4-bedroom units.<sup>62</sup>

The breakdown of bedrooms by occupancy type based on incorporated cities within Pacific County are shown in Figures 1.32, 1.33, 1.34, 1.35 and 1.36. Of the four incorporated cities, only Long Beach offers the studio housing type, approximately half of the total units in Pacific County. Ilwaco and Raymond predominantly provide 2+ bedroom housing unit types. Ilwaco offers a higher number of larger homes, with nearly 40% of its occupied housing stock having four or more bedrooms. Across all incorporated cities, the amount of one-bedroom units are higher for renter-occupied units than for owner-occupied units.<sup>63</sup>

60 U.S. Census Bureau (ACS 2021). "Table B25024 Units in Structure." Accessed April 28th, 2023. [https://data.census.gov/table?q=B25024+Units+in+Structure+&g=050XX00US53049\\_160XX-00US5333000\\_5340070\\_5357430\\_5365625](https://data.census.gov/table?q=B25024+Units+in+Structure+&g=050XX00US53049_160XX-00US5333000_5340070_5357430_5365625)

61 ibid

62 U.S. Census (ACS 2021). "Table S2504 Physical Housing Characteristics for Occupied Housing Units." Accessed February 5, 2023. <https://data.census.gov/table?q=Pacific+County&g=050XX00US53049&tid=ACSST5Y2021.S2504>

63 ibid

Figure 1.32. Pacific County Percentage of Bedrooms by Occupancy Type (2021)<sup>64</sup>

Room	Total		Owner-Occupied		Renter-Occupied	
	Amount	%	Amount	%	Amount	%
<b>Studios</b>	89	0.90%	32	0.40%	57	3.40%
<b>1 Bedroom</b>	966	9.80%	548	6.70%	418	25.00%
<b>2 - 3 Bedrooms</b>	7,365	74.60%	6,365	77.60%	1,000	59.80%
<b>4+ Bedrooms</b>	1,458	14.80%	1,261	15.40%	197	11.80%

Figure 1.33. City of Ilwaco Percentage of Bedrooms by Occupancy Type (2021)<sup>65</sup>

Room	Total		Owner-Occupied		Renter-Occupied	
	Amount	%	Amount	%	Amount	%
<b>Studios</b>	0	0%	0	0%	0	0%
<b>1 Bedroom</b>	17	3.50%	0	0%	17	11.80%
<b>2 - 3 Bedrooms</b>	282	57.90%	214	62.80%	68	46.60%
<b>4+ Bedrooms</b>	188	38.60%	127	37.20%	61	41.80%

Figure 1.34. City of Long Beach Percentage of Bedrooms by Occupancy Type (2021)<sup>66</sup>

Room	Total		Owner-Occupied		Renter-Occupied	
	Amount	%	Amount	%	Amount	%
<b>Studios</b>	43	5.40%	18	3.50%	25	8.90%
<b>1 Bedroom</b>	167	21.20%	59	11.60%	108	38.40%
<b>2 - 3 Bedrooms</b>	508	64.40%	383	75.40%	125	44.50%
<b>4+ Bedrooms</b>	71	9.00%	48	9.40%	23	8.20%

Figure 1.35. City of Raymond Percentage of Bedrooms by Occupancy Type (2021)<sup>67</sup>

Room	Total		Owner-Occupied		Renter-Occupied	
	Amount	%	Amount	%	Amount	%
<b>Studios</b>	0	0%	0	0%	0	0.00%
<b>1 Bedroom</b>	93	7.50%	31	3.10%	62	26.30%
<b>2 - 3 Bedrooms</b>	978	78.70%	827	82.10%	151	64.00%
<b>4+ Bedrooms</b>	172	13.8%	149	14.80%	23	9.70%

Figure 1.36. City of South Bend Percentage of Bedrooms by Occupancy Type (2021)<sup>68</sup>

Room	Total		Owner-Occupied		Renter-Occupied	
	Amount	%	Amount	%	Amount	%
<b>Studios</b>	0	0%	0	0.00%	0	0.00%
<b>1 Bedroom</b>	106	16.50%	0	0.00%	106	42.60%
<b>2 - 3 Bedrooms</b>	417	64.90%	295	74.90%	122	49.00%
<b>4+ Bedrooms</b>	120	18.7%	99	25.10%	21	8.40%

64 ibid

65 U.S. Census (ACS 2021). "Table 2504. Physical Housing Characteristics for Occupied Housing Units in Ilwaco, Washington." Accessed February 5, 2023. <https://data.census.gov/table?q=Ilwaco+city;+Washington&tid=ACSST5Y2021.S2504>

66 ibid

67 ibid

68 ibid

## Existing Subsidized Housing

The Joint Pacific County Housing Authority (JPCHA) provides subsidized and affordable housing in Pacific County. Per their website, "Pursuant to RCW 35.82.300, Joint Pacific County Housing Authority (JPCHA) was created in 2003 by Pacific County Ordinance No. 154 and serves all of Pacific County including the Cities of Ilwaco, Long Beach, Raymond and South Bend."<sup>69</sup> The JPCHA is a self-supporting authority that promotes the rehabilitation of unsafe and unsanitary housing, and promotes cooperation between Pacific County and the four incorporated cities within the County.

Subsidized units available through the JPCHA include:<sup>70</sup>

1. 16 units in downtown Raymond (Eagles Apartments)<sup>71</sup>
2. 6 units near the Raymond Library (Timberland Apartments)<sup>72</sup>
3. 15 units in South Bend (Pacific Pearl)<sup>73</sup>
4. 27 units in Long Beach (Driftwood Point)<sup>74</sup>
5. 30 units in downtown Raymond (Willapa Center, under design and planning)<sup>75</sup>

## Group Quarters and Care Facilities

Figure 1.37 shows the distribution of people in group quarters in Pacific County based on census data. The 2020 Census shows that Pacific County has 346 people in group quarters. 185 of those people are in institutionalized facilities while 161 are in noninstitutionalized facilities. Only 38 people are in nursing facilities, all residing in Raymond. Additional research revealed that there is only one nursing facility in all of Pacific County, and their maximum capacity is 45 people.

All of the correctional facilities for adults are located in South Bend where 52 adults were in correctional facilities in 2020. 95 people were in Juvenile Facilities, which were in unincorporated areas and the 2020 census does not specify whether these were correctional or not, though it is worth noting that this is almost twice the population of adults in correctional facilities. No people were listed in non-correctional juvenile facilities, suggesting that non-correctional group homes may not exist in Pacific County. The noninstitutionalized population of 161 people is all categorized as "other" with no further specifying information available in the census data.<sup>76</sup>

<sup>69</sup> "Joint Pacific County Housing Authority," n.d., <https://pacificcountyhousing.org/>.

<sup>70</sup> "Pacific County Comprehensive Plan (2020-2040)," <https://www.co.pacific.wa.us/dcd/images/PC/2021.03.04%20FINAL%20DRAFT%20-%202020-2040%20COMP%20PLAN.pdf>.

<sup>71</sup> "Eagles Apartments – Housing Opportunities of SW Washington," n.d., <https://hoswwa.org/driftwood-point-copy/>.

<sup>72</sup> "Timberland – Housing Opportunities of SW Washington," n.d., <https://hoswwa.org/timberland/>.

<sup>73</sup> "Pacific Pearl – Housing Opportunities of SW Washington," n.d., <https://hoswwa.org/driftwood-point-copy-copy/>.

<sup>74</sup> "Driftwood Point – Housing Opportunities of SW Washington," n.d., <https://hoswwa.org/driftwood-point/>.

<sup>75</sup> "Willapa Center – Housing Opportunities of SW Washington," n.d., <https://hoswwa.org/willapa-center/>.

<sup>76</sup> U.S. Census Bureau (DEC 2020). "Table P5 Group Quarters Population by Major Group Quarters Type." Accessed April 12, 2023. [https://data.census.gov/table?q=group+quarters&g=050XX00US53049\\_160XX00US533000\\_5340070\\_5357430\\_5365625&tid=DECENNIALPL2020.P5](https://data.census.gov/table?q=group+quarters&g=050XX00US53049_160XX00US533000_5340070_5357430_5365625&tid=DECENNIALPL2020.P5)

Figure 1.37. Number of People in Types of Group Quarters in 2020 in Pacific County<sup>77</sup>

Type	Pacific County	Ilwaco	Long Beach	Raymond	South Bend	Unincorporated
Total	346	28	60	52	82	114
Institutionalized Populations Total	185	0	0	38	52	95
Correctional Facilities for adults	52	0	0	0	52	
Juvenile Facilities	95	0	0	0	0	95
Nursing Facilities/skilled-nursing	38	0	0	38	0	
Other institutional facilities	0	0	0	0	0	
Non Institutionalized Population	161	28	60	14	30	29
College/University student housing	0	0	0	0	0	
Military quarters	0	0	0	0	0	
Other non institutional facilities	161	28	60	14	30	

### Short-term Vacation Housing

More than 30% of the housing units in Pacific County are short-term vacation housing units, which drains the County's long-term housing inventory and available building sites. Vacation housing represents approximately 6,000 units across Pacific County, which significantly impacts communities and their ability to maintain adequate housing capacity for its long-term residents. Enacted in 2020 Pacific Zoning Ordinances 178, 184B, and 184C are focused on limiting the amount of short-term vacation housing units, with short-term vacation housing units prohibited in the unincorporated R-1 district and a vacation rental permit required for these units in the R-2 & R-R zoning districts.

Statewide, Pacific County has one of the highest percentages of short-term vacation housing compared to its total housing stock. San Juan County is the only county with a higher percentage of vacation homes, with seasonal housing representing 39% of its total housing stock as of 2022.<sup>78</sup>

### Vacancies

The total housing stock far exceeds the household population. Figures 1.38 and 1.39 show that approximately 9,900 of the county's 16,000 total housing units are occupied, with the remaining amount of 38% used as vacation or second homes. The City of Long Beach has the highest number of housing units used as vacation or second homes, with more than 50% of its housing stock considered vacant.

Figure 1.40 shows how occupation has shifted from 2011 - 2021. In analyzing the overall occupancy status in Pacific County from 2011 - 2021, the percentage of occupied units in comparison to the total units has stayed relatively steady at approximately 60%, which has been increasing since 2017.

77 U.S. Census Bureau (DEC 2020). "Table P5 Group Quarters Population by Major Group Quarters Type." Accessed April 12, 2023. [https://data.census.gov/table?q=group+quarters&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625&tid=DECENNIALPL2020.P5](https://data.census.gov/table?q=group+quarters&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625&tid=DECENNIALPL2020.P5)

78 U.S. Census Bureau (ACS 2021). "Table B25002 Occupancy Status." Accessed April 28th, 2023. [https://data.census.gov/table?q=b2502+housing+occupancy&g=050XX00US53049\\_160XX00US5333000,5340070,5357430,5365625&tid=ACS-DT5Y2021.B25002](https://data.census.gov/table?q=b2502+housing+occupancy&g=050XX00US53049_160XX00US5333000,5340070,5357430,5365625&tid=ACS-DT5Y2021.B25002)



Figure 1.38. Housing Occupancy by County and City (2021)<sup>79</sup>

Location	Total Units	Occupied	Vacant
Pacific County	15,999	62%	38%
Ilwaco	663	73%	27%
Long Beach	1,730	46%	54%
Raymond	1,371	90.7%	9.3%
South Bend	766	84%	16%

Figure 1.39. Housing Occupancy in Pacific County (2021)<sup>80</sup>

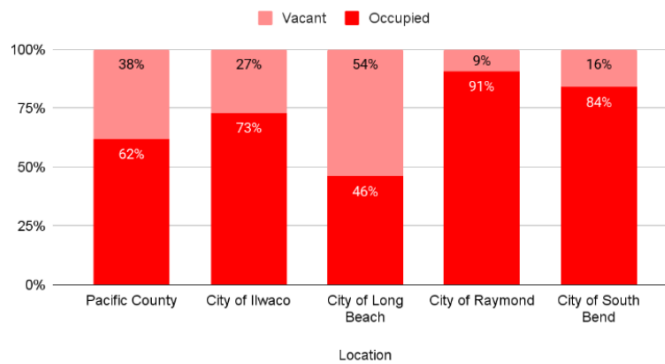
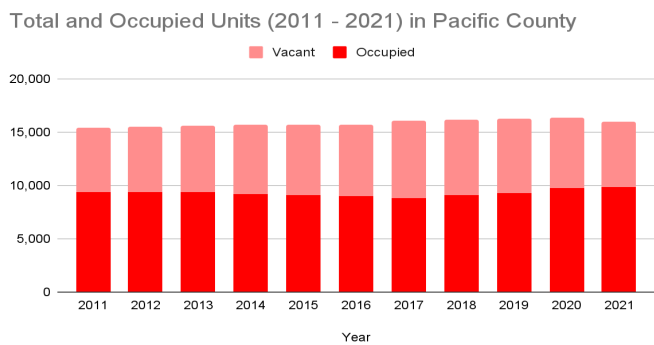


Figure 1.40. Total and Occupied Units in Pacific County (2011 - 2021)<sup>81</sup>



79 ibid

80 ibid

81 ibid

## GAP ANALYSIS

Pacific County's housing needs have multiple components. Four factors shape the community's housing needs:

- Current unmet housing needs
- Housing needed to meet growth targets
- Housing needs associated with the seasonal work force
- Impacts of demand for vacation homes.

Consideration of the factors is necessary to address the housing affordability challenges in the community.

### Current Unmet Housing Needs

The high amount of housing stock dedicated to vacation homes, high housing appreciation, and growing population means that there is insufficient housing available to meet the needs of the community.

### Rental Housing

Cost is one of the primary factors that determine housing choice. Figure 2.1 presents high-level estimates comparing the number of households by income and the amount of cost-burdened renters at that income level. The median household income for renters is \$29,885 and the median gross rents identified as \$867, which represents 35% of monthly median income. Therefore, those who earn the median income and pay the median rent represent a level of cost burden. With rising housing prices, the median rent is expected to increase, increasing the level of cost burden for renters. Given the relationship between household incomes and rental housing costs, Pacific County has a deficit of rental homes available particularly to those earning 50% and less of AMI. Many of these households are likely living in housing units affordable to those earning 50-80% AMI and paying more than 30% of their income on rent.

Figure 2.1. Renter Income by Cost Burden in Pacific County<sup>82</sup>

Income by Cost Burden (Renters Only)	Cost Burden > 30%	Cost Burden > 50%
<30% AMI	395	245
30-50% AMI	300	70
50-80% AMI	75	0
80-100% AMI	0	0
>100% AMI	0	0
Total	770	315

### Entry level Homeownership

Those earning 80-100% AMI suggests households in that income category may be down-renting<sup>83</sup> in the housing stock for those earning lower percentages of income. Down-renting demonstrates few options for entry-level homeownership. Home prices have grown faster than incomes, with home prices increasing 100% since 2013 compared to household incomes increasing only 34% over the past 10 years.

Figure 2.2. Owner Income by Cost Burden in Pacific County<sup>84</sup>

Income by Cost Burden (Owners Only)	Cost Burden > 30%	Cost Burden > 50%
<30% AMI	575	470
30-50% AMI	345	175
50-80% AMI	330	15
80-100% AMI	75	25
>100% AMI	170	20
Total	1,495	705

Looking at the Pacific County Housing Market Snapshot reports<sup>85</sup> generated by the Washington Center for Real Estate Research, Pacific County's first-time housing affordability index has decreased from 157 in 2013 to 55.7 in 2023. With this decrease in first-time affordability, income growth not keeping pace with housing growth, and growing cost burden among owners at all AMI levels, there is decreased access to home ownership for many

82 Office Of Policy Development And Research (Pd&R), HUD Data - Pacific County (2015-2019 ACS)

83 Down-renting is paying less than one can afford in rent.

84 Office Of Policy Development And Research (Pd&R), HUD Data - Pacific County (2015-2019 ACS)

85 Washington Center for Real Estate Research, Reports and Resources, Housing Market Reports - Housing Market Snapshot (2023) and (2013).

<https://wcrer.be.uw.edu/archived-reports/>

residents. The County could pursue policy options to encourage homeownership opportunities that provide options at more affordable prices.

### Aging in Place

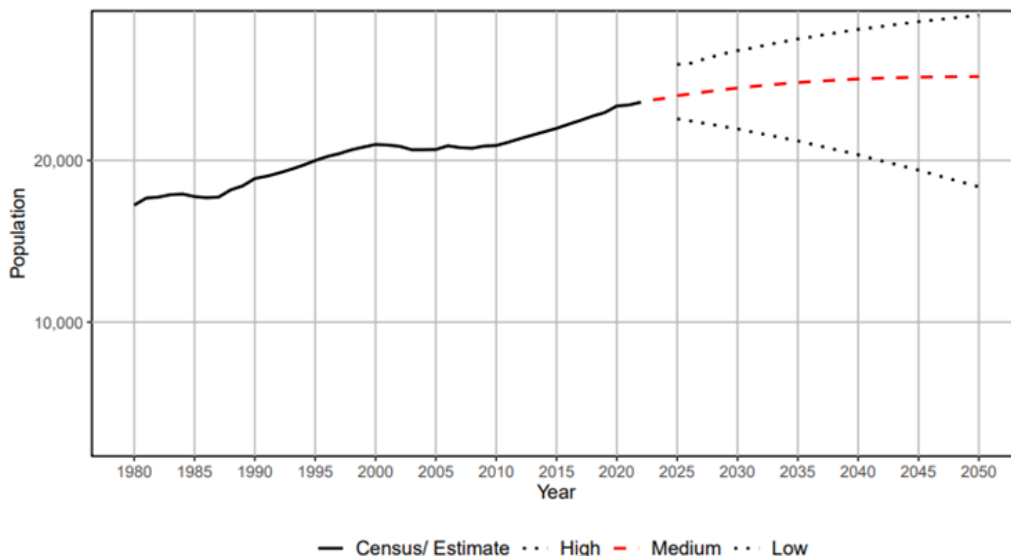
Pacific County's population represents an older demographic. Not only does 40% of the residents represent someone who is 60 years or older, but also 63% of households have at least one person over the age of 60. The implemented housing policies should consider ways to support "aging-in-place" to meet the needs of its aging residents and senior citizens. Tools include maintenance and upkeep support of existing homes, housing options that appeal to seniors that are not solely single-family residents, and increased service accessibility to homes where seniors can reside. Ensuring older adults and seniors can age-in-place and have options that support positive well-being in Pacific County will significantly positively affect the livability for its residents.

### Housing Needs to Meet Target Growth

#### Projected Population

Washington Office of Financial Management and Department of Commerce provides projected population projections, so jurisdictions can plan for growth up to 2044. These population projections are provided in low, medium, and high projections. Figure 2.3 presents Pacific County's historical population and the projected population targets using high, medium, and low projections through 2044.

Figure 2.3. Historical and Projected Population Growth in Pacific County, 1980-2050<sup>87</sup>



Between 2000 and 2010, Pacific County's population stayed relatively steady. The population showed more substantial growth following the 2008 recession, with a steady increase in population from 2010 - 2022 and a slight uptick in population during the pandemic.

Pacific County's population planning targets reflect the recent modest population growth. Due to the steady increases in population, the analysis focuses on medium and high population projection; the low population projection reflects a decreasing population.

If a medium population projection is adopted by Pacific County, Figure 2.4 represents the net new housing need across income levels. It highlights the amount of housing units needed at various income levels ranging from 0-30% non-PSH (permanent supportive housing) and the various income levels based on percentages of the area median income. There is a shortage of housing units to serve the lower-income populations, with a strong need for approximately 948 housing units for the 0-30% non-PSH housing types.

Overall, there is a need for approximately 1,399 affordable housing units using the medium population projection, or approximately 66 new units per year, not including the 255 emergency housing beds. Recent patterns of development have added approximately 173 units per year, which would keep pace with the housing unit construction patterns to meet the residents' needs, as well as the construction of vacation homes. 40% of new construction could meet residents' needs.

Figure 2.4. Pacific County Housing Needs - Medium Projection (2044) - New Housing Need<sup>88</sup>

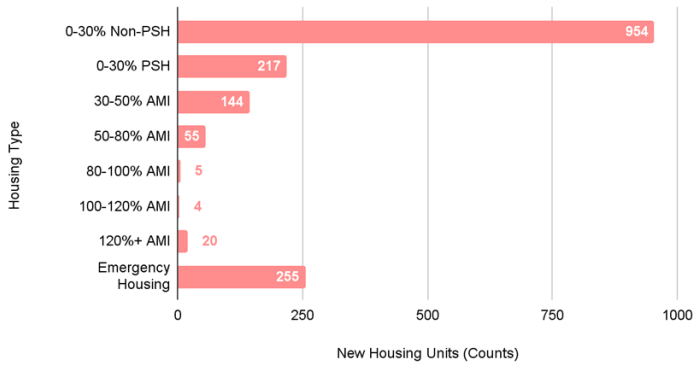
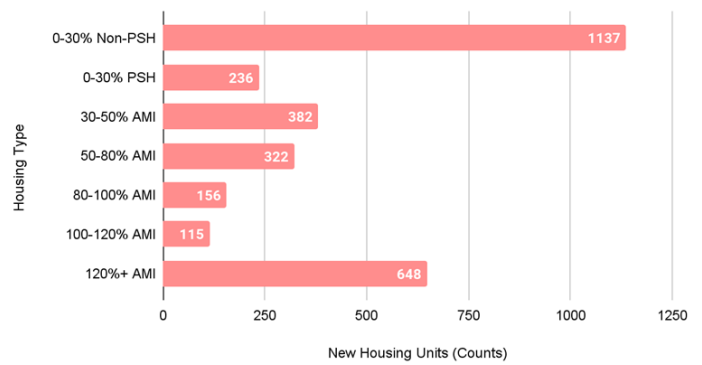
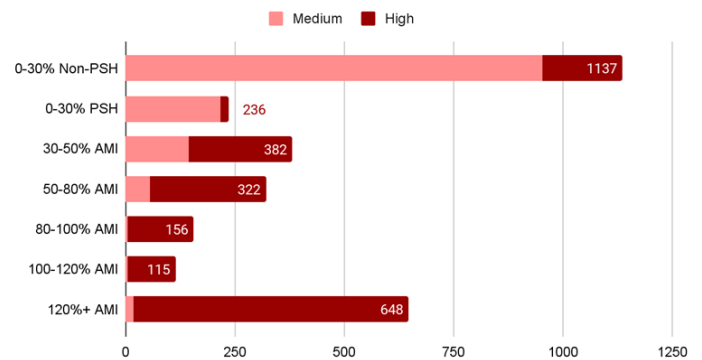


Figure 2.5. Pacific County Housing Needs - High Projection (2044) - New Housing Need<sup>89</sup>



If a high population projection is adopted by Pacific County, Figure 2.5 shows the net new housing need across income-levels. Figure 2.6 shows the housing count difference between medium and high population projections. With a high population projection, there is a need for approximately 2,996 housing units by 2044, or approximately 142 units per year. Similar to the medium population projections, this would keep pace with the housing construction patterns to meet the residents' needs. However, that assumes that 82% of new construction would go towards meeting the residents' housing needs.

Figure 2.6. Pacific County Housing Needs Projections - Medium and High Projections (2044) - Net New Housing Need<sup>90</sup>



If the County wanted to provide necessary new housing for its residents while also maintaining the standard vacancy rates to support its vacation housing, it would need to construct 4,832 housing units. With this ratio, 62% of the housing stock or 2,996 units would go towards the residents while 38% or 1,836 units would be used for vacation housing. The rate of 4,832 housing units assumes 230 housing units produced per year, which is 57 additional units per year than its standard construction rate, requiring policy changes to streamline new development and an increase in multi-family development.

### Housing Needs Associated with Workers Outside Pacific County

#### Housing Needs Associated with Seasonal Workers

In Pacific County, there is a pressing need for housing for seasonal workers who work in various industries, such as shellfish growing, cranberry harvesting, and cannery work. Providing adequate housing for seasonal workers in Pacific County presents a challenge due to the varying needs of different types of workers, different seasonal lengths, and regulatory barriers. These industries face several challenges when providing housing for their workers. For instance, some regulatory barriers and the various needs of different workers have made it difficult to provide suitable housing. Additionally, young people staying in the community, migrant workers coming with families, and those on an H2-A visa all have different housing needs and may not constantly interact well.

With the high population projection, there is a greater need for housing units for those earning 80% or more AMI. There is also an increased need for housing units for those who earn 30-50% AMI and 50-80% AMI. This demonstrates that a high population projection would be a result of higher-income earners migrating to Pacific County.

Seasonal work in these industries has varying lengths. While shellfish growing is a year-round activity, the heaviest season for cranberry harvesting runs from mid-September through mid-November. As a result, according to one cranberry grower in the county, farms mainly hire seasonal workers who already live in the area and have their housing. However, the situation is different for migrants who work in the industry during the seasonal month when there is no place to house them.

According to David Beugli, a fisheries and wildlife scientist and executive director of the Willapa-Grays Harbor Oyster Growers Association, oyster companies face similar challenges. Beugli polled the membership and received replies from three companies. Based on those responses, he estimated that the eight largest companies could account for a housing need of 80 seasonal workers and potentially more year-round family housing. Ardell McPhail, a cranberry farmer with Ocean Spray, also corroborated the need for housing for seasonal workers, especially during the heaviest season. According to McPhail, individual cranberry growers in the area try to get seasonal workers who already live there and have housing due to the shortage. Ocean Spray's receiving station also struggles to hire workers for the summer-fall season when no locals are available. The numbers, in this case, are smaller, with maybe two or three for research work and up to 10 workers at the receiving station for the harvest.

The Estimate of Farmworker Housing by County for 2019 notes that Pacific County has 17 seasonal beds and 0 permanent units.<sup>86</sup> This data needs to address the specific work done in the county, mainly focused on agriculture east of the Cascades.

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<sup>86</sup> Washington State Department of Commerce (2022). "Washington Farmworker Housing Needs Assessment." Accessed April 10th, 2023. [https://www.commerce.wa.gov/wp-content/uploads/2022/04/CommerceReports\\_CSHD\\_FarmworkerHousing\\_Final\\_4.26.22.pdf](https://www.commerce.wa.gov/wp-content/uploads/2022/04/CommerceReports_CSHD_FarmworkerHousing_Final_4.26.22.pdf)

# LAND USE CAPACITY ANALYSIS

## Introduction

### Overview

A Land Capacity Analysis (LCA) is a tool used to evaluate the ability of an area of land to accommodate growth and development over time. The analysis takes into account various factors such as zoning, land use regulations, environmental considerations, and infrastructure availability to determine the maximum amount of development that can occur in a given area while maintaining the desired quality of life.<sup>87</sup>

The analysis considers a variety of factors such as the availability of land, transportation options, access to utilities such as water and sewer, and the environmental impacts of development. The purpose of the analysis is to ensure that development is sustainable and that the needs of the community are met over the long term.

### Methodology

The LCA section aims to identify the potential for new housing development in the study area based on available land and its characteristics.

### Zoning Review

This process began by reviewing residential zoning codes in the jurisdictions (Ilwaco, Long Beach, Raymond, and South Bend) and the zoning codes located in unincorporated Pacific County, specifically in the unincorporated areas of Bay Center, Chinook, Na Selle, Ocean Park, Seaview, and Tokeland. We found that zoning codes vary greatly across municipalities. We organized information on the zoning codes including allowed uses, minimum lot size, setbacks, lot coverage ratio (if applicable), and details on accessory dwelling units (if applicable). Using this information, we analyzed the highest and best use of land of each zone based on approximate lot sizes.

In order to estimate planned density in different zones that permit residential uses, we followed the Department of Commerce's guidance. Our methodology is based on dwelling units per acre and is in accordance with the State of Washington. A second methodology was also developed based on lot size thresholds, but we did not perform any estimates with this methodology. We pursued the first methodology based on dwelling units per acre for its efficiency and Commerce compliance. The

details of the second methodology can be found in the appendix.

Several key assumptions were needed in order to develop a strong methodology in the analysis of land capacity as it pertains to housing:

1. Maximum dwelling units per acre based on permitted use, not conditional uses
2. Maximum building height of two stories, where applicable
3. ADUs not included in dwelling unit count, per Commerce guidance
4. Affordable unit construction density bonuses not included (e.g., Long Beach R-3 Multifamily Residential)

Steps in determining du/acre:

1. Used an acre plot as our base lot size
2. From there, we looked at the minimum lot requirements across different types of zones and calculated the number of units that would be permissible on one acre (1 acre / minimum lot size).

Notes on methodology:

1. While these calculations need to consider existing ordinances that may prohibit more than one du/acre, the estimates provide us with starting points in our analysis of land capacity across municipalities.
2. Du/acre calculations helped to determine the aforementioned lot size thresholds above.
3. For more detailed information of our process in assessing the zoning ordinances across municipalities, see the Pacific County Zoning Codes by Municipality provided in the appendix.

### Department of Commerce Guidance for Housing

The following sections outline how we measured underutilized land for housing in Pacific County, largely using the Department of Commerce's guide. We took estimates from our zoning review to inform our land capacity analysis and to determine the approximate highest land utilization across municipalities.

<sup>87</sup> Washington State Department of Commerce, "Land Capacity Analysis," <https://www.commerce.wa.gov/growing-the-economy/land-capacity-analysis/>.

### Steps in Land Capacity Analysis

The following steps were undertaken to conduct the Land Capacity Analysis:

1. Calculate gross developable acres

Gross developable acres is the amount of usable land available for the development of additional housing units. ArcGIS was used to accurately measure the boundaries of each parcel in the County using a “taxlots” layer from March 2023. This number does not include constraints, such as environmentally sensitive areas, steep slopes, or protected zones.

2. Calculate net developable acres

After deducting the constraints, the next step is to calculate the net developable acres, which is the remaining acreage that is available for development after determining which sites are unsuitable for development based on existing land use, environmental critical areas, and geographic constraints.

3. Determine maximum planned density

Finally, based on the net developable acres, the next step is to determine the maximum planned density, which is the maximum number of units or buildings that can be developed per acre. This exists in contrast to the existing housing density, calculated based on the households per acre that exist in each jurisdiction.

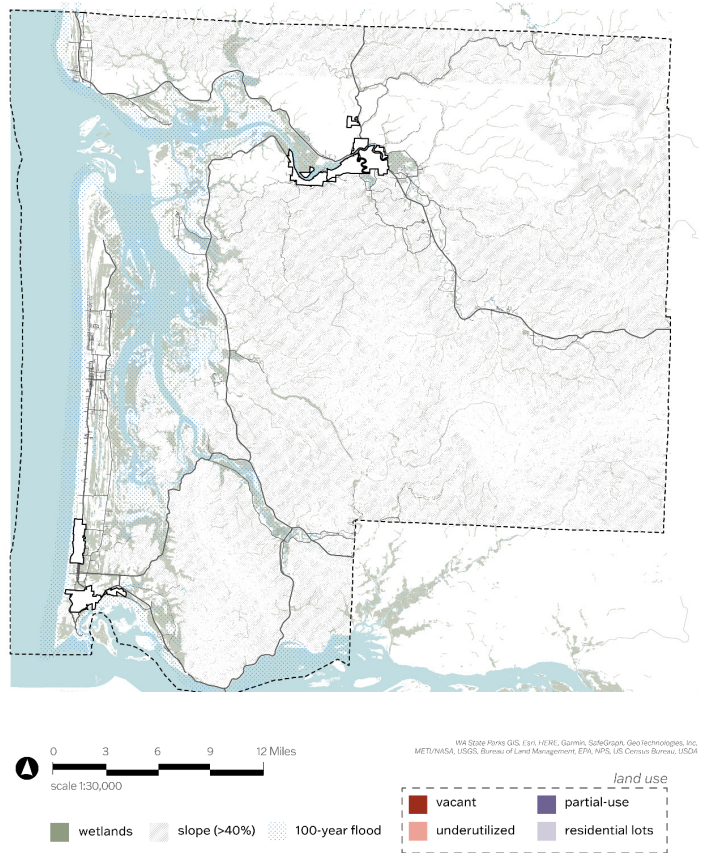
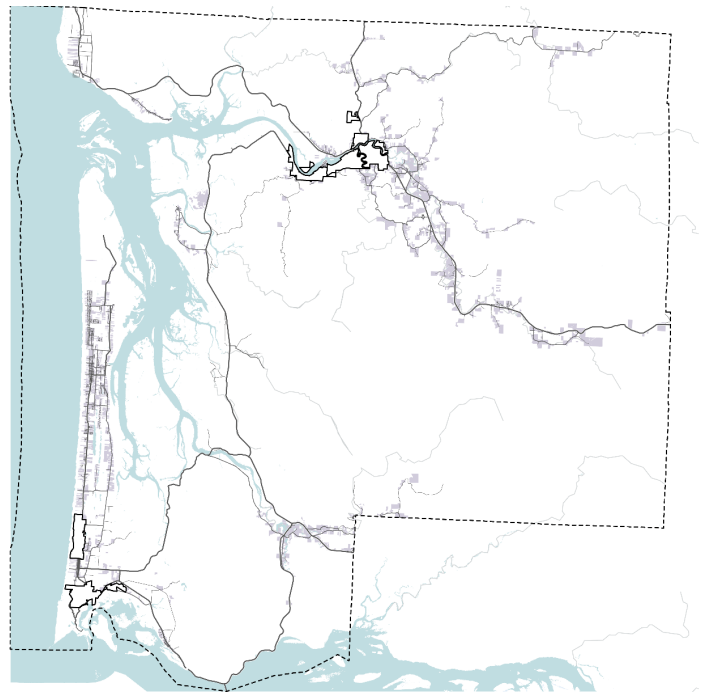
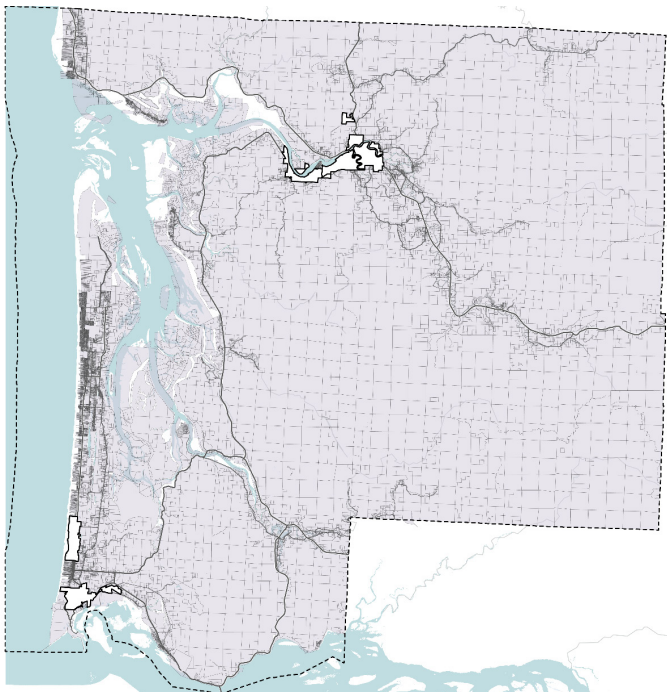


Figure 3.1. Environmental Critical Area Analysis



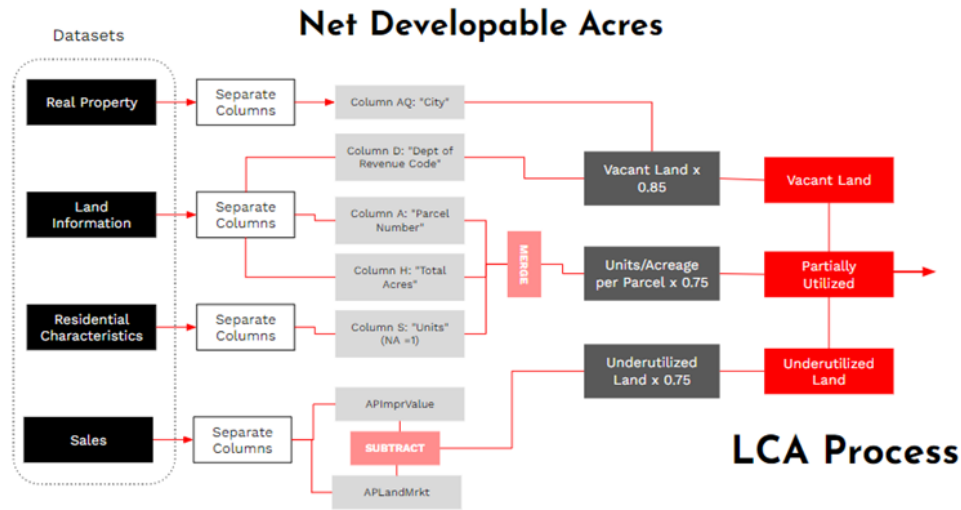


Figure 3.2. LCA equation and process to determine Net Developable Acres (NDA)

### Limitations

This methodology is not without limitation, in addition to other barriers introduced. These limitations include:

- Data mismatch of unincorporated zoning types
- “General Rural” listed as a Comprehensive Plan District, but not as a Zoning District by the county
- “Rural Lands” minimum lot sizes (density) dependent on access to private or public water systems (either three single-family dwellings or six duplexes)
- The total developable acreage in the final land capacity analysis includes many lots that are very small (e.g., less than 0.X acres), which, per existing zoning, might not be able to support housing in a way that would meaningfully address the county’s housing needs.
- Estimation used to determine the current density of the municipalities includes undevelopable land, as this number was calculated by taking the total number of housing units divided by the total acres, not the acres of developable land. This estimation can be refined by removing any environmentally critical area from the density calculation (e.g., housing units/(total acres - environmentally critical acres)).
- The total number of developable units calculated in the fifth scenario (“Rezoning”), calculates potential units based on an increase in the allowable units per acre by different hypothetical measures depending

on the zoning type being increased (e.g., some residential zones were recalculated to include ADUs, while others were recalculated to include duplexes). These rezoning calculations are proposals that integrate some of the policies discussed in this report and they are meant to visualize the potential impact of changing zoning codes on housing availability, not any element of the current state.

- The interpretation of all the zoning categories across municipalities in Pacific County were not always consistent with reality on the ground. For example, Ilwaco’s zoning code has no mention of ADUs, or related terminology. Upon speaking with the City of Ilwaco, we determined that the zoning code allows for ADUs under “accessory structures,” though only lists “garages” as an acceptable type of structure under this language.<sup>88</sup> By coordinating closely with planners at the county and municipal levels the risk of misinterpretation is mitigated, and more direct and spelled-out coding language could benefit the Pacific County public in reviewing options for ADU construction.

### Vacant and Underutilized Land

Vacant or underutilized land has been identified during this assessment and is included in the net developable acres calculation. When determining the maximum planned density, vacant and underutilized land is also taken into consideration. Figures 3.2, 3.3, 3.4, and 3.5 include the land utilization for the four incorporated cities in Pacific County along with unincorporated County Land.

<sup>88</sup> “Chapter 15.44 ALLOWED AND RESTRICTED USES TABLE.” n.d. Ilwaco Municipal Code. Accessed June 4, 2023. <https://www.codepublishing.com/WA/Ilwaco/#/Ilwaco15/Ilwaco1544.html#15.44>.



Figure 3.3. City of Long Beach - Land Utilization

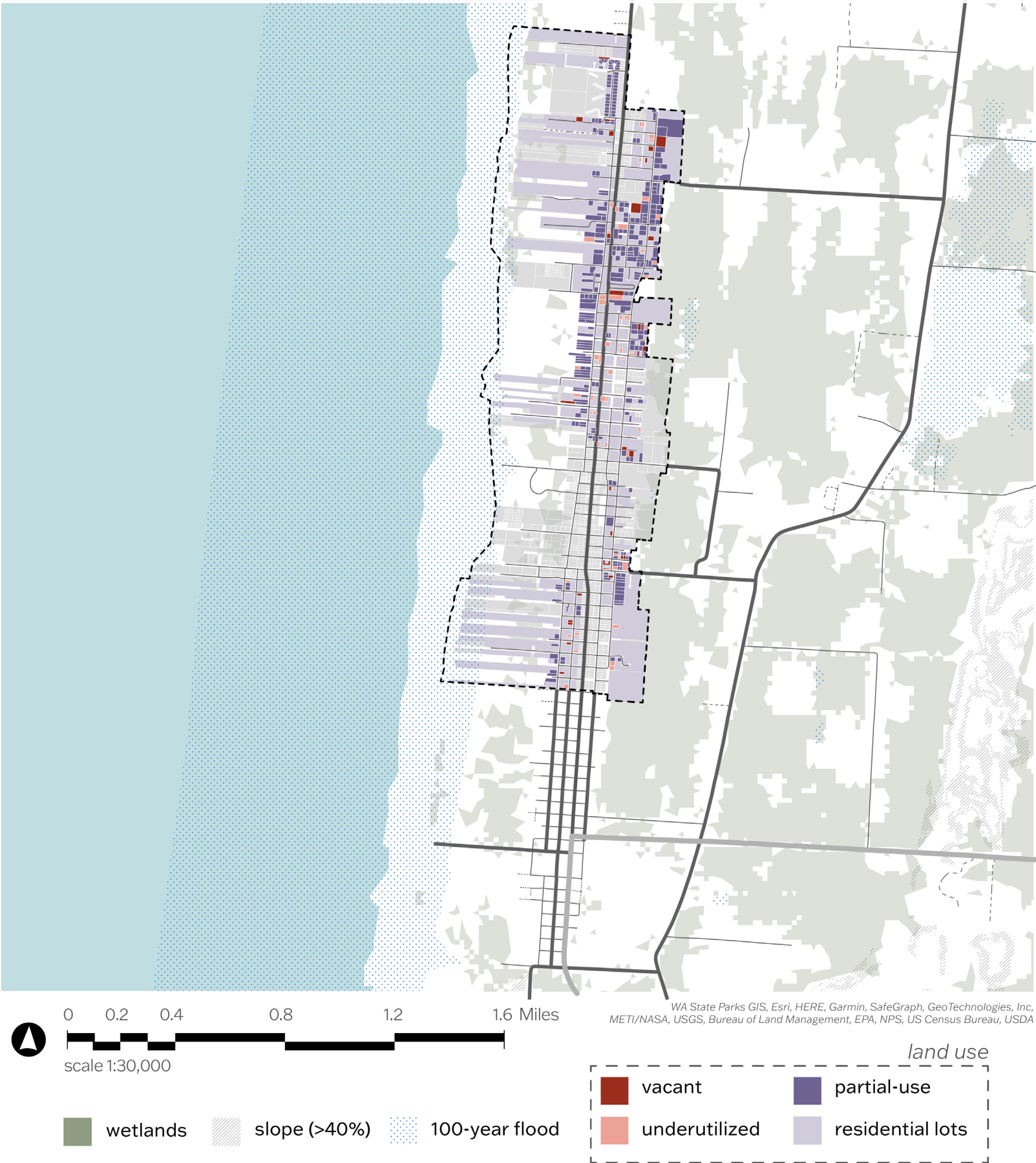
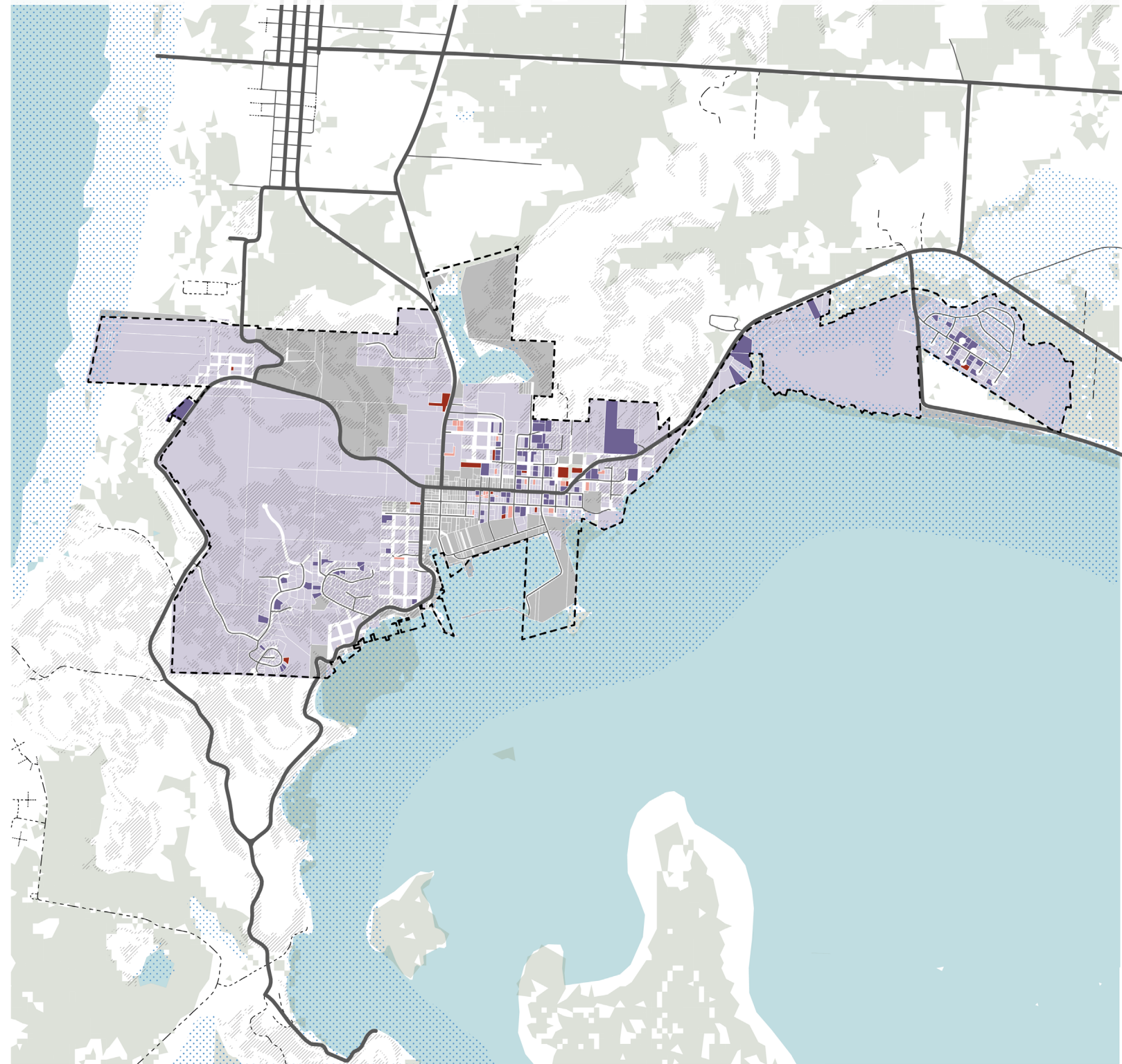


Figure 3.4. City of Ilwaco - Land Utilization



0 0.2 0.4 0.8 1.2 1.6 Miles

scale 1:30,000

wetlands slope (>40%) 100-year flood

WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

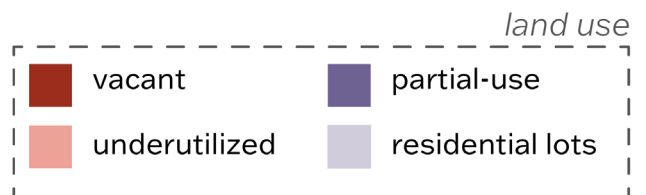


Figure 3.5. City of South Bend - Land Utilization

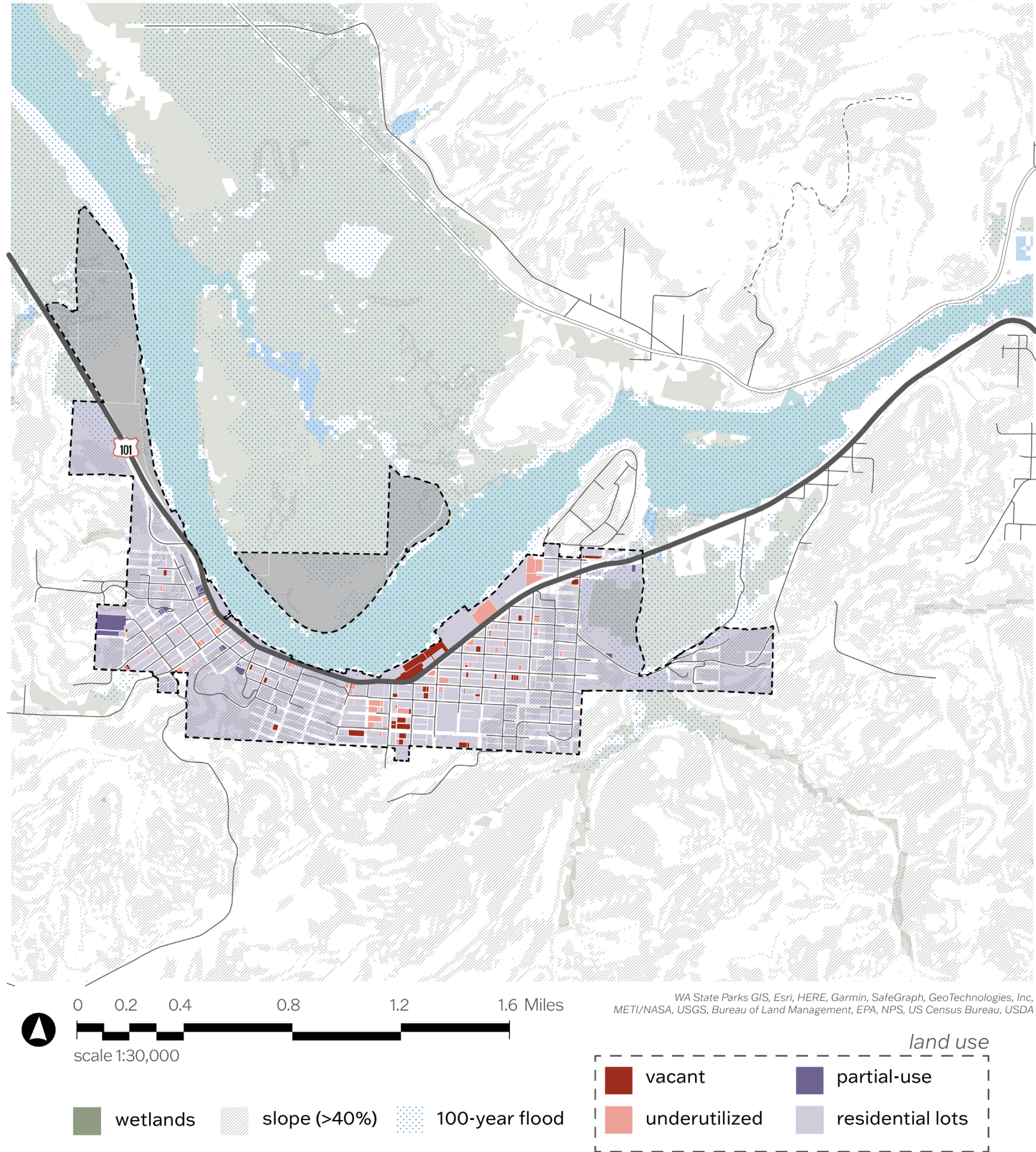
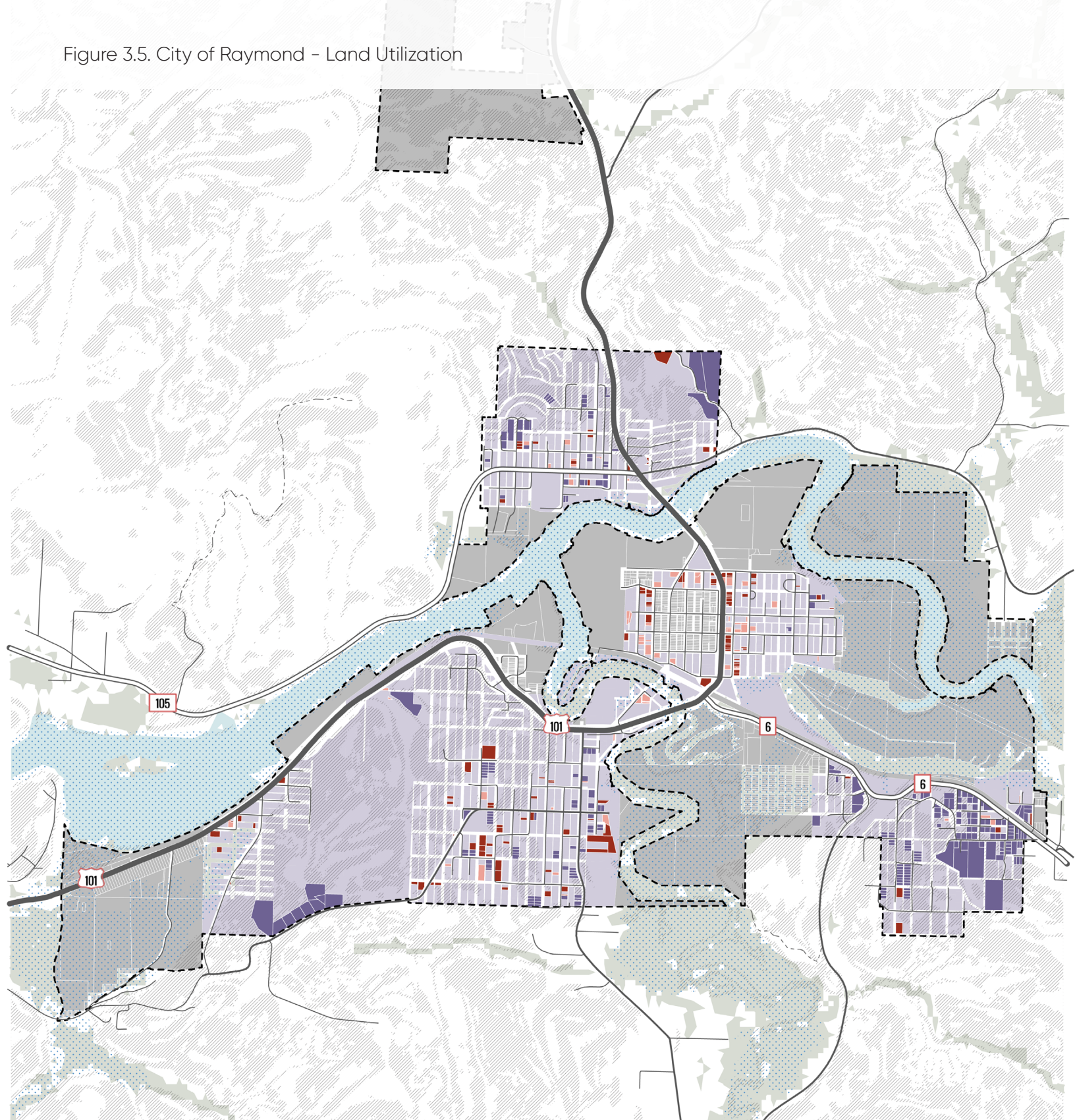


Figure 3.5. City of Raymond - Land Utilization



WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

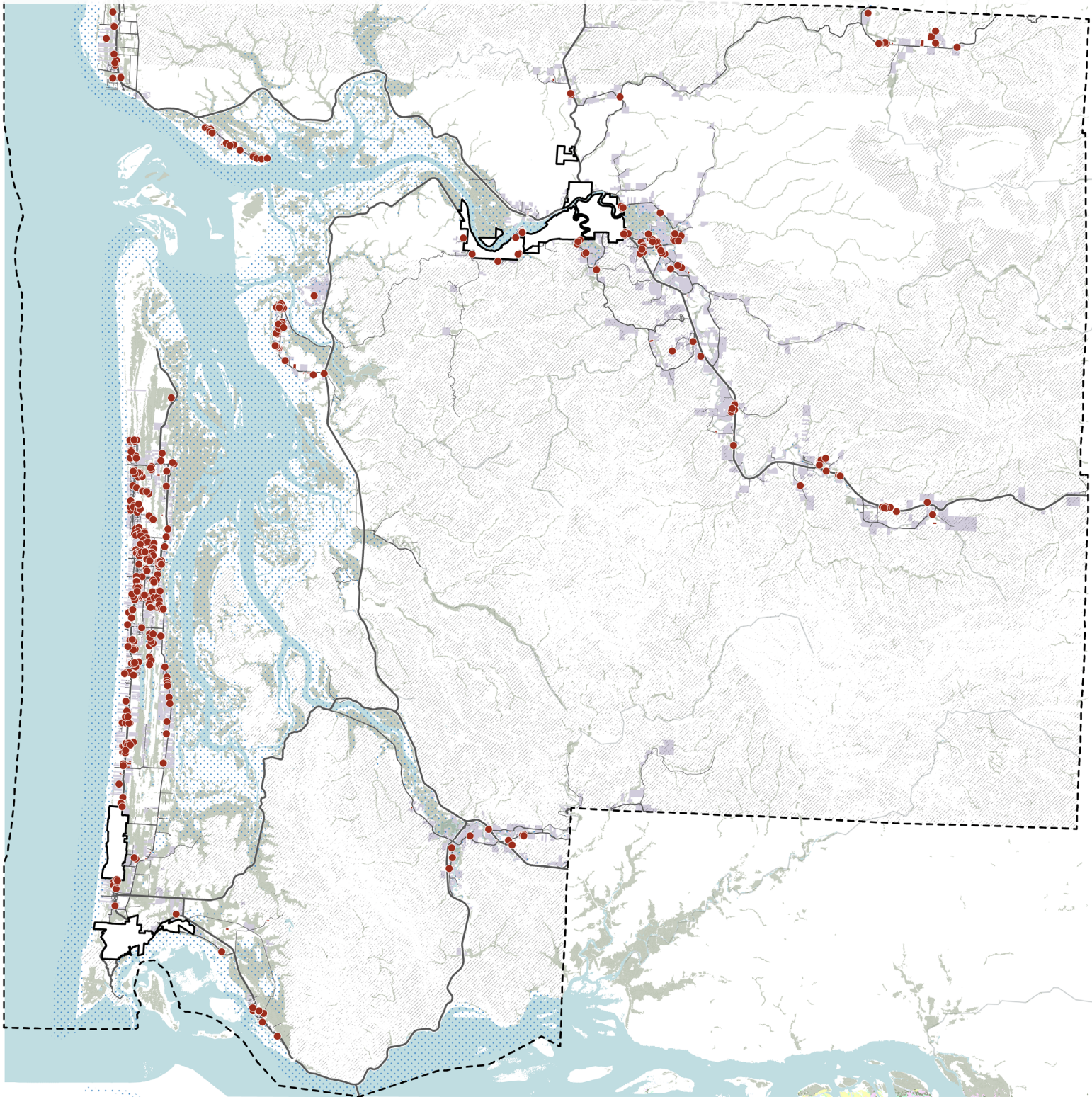


wetlands
  slope (>40%)
  100-year flood

*land use*

<span style="display: inline-block; width: 15px; height: 15px; background-color: #8B0000; margin-right: 5px;"></span> vacant	<span style="display: inline-block; width: 15px; height: 15px; background-color: #3A3A8B; margin-right: 5px;"></span> partial-use
<span style="display: inline-block; width: 15px; height: 15px; background-color: #E9967A; margin-right: 5px;"></span> underutilized	<span style="display: inline-block; width: 15px; height: 15px; background-color: #A9A9D9; margin-right: 5px;"></span> residential lots

Figure 3.7. Pacific County (Unincorporated) - Vacant Lands



0 3 6 9 12 Miles

scale 1:300,000

wetlands slope (>40%) 100-year flood

WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

land use

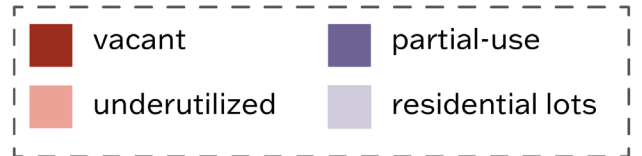
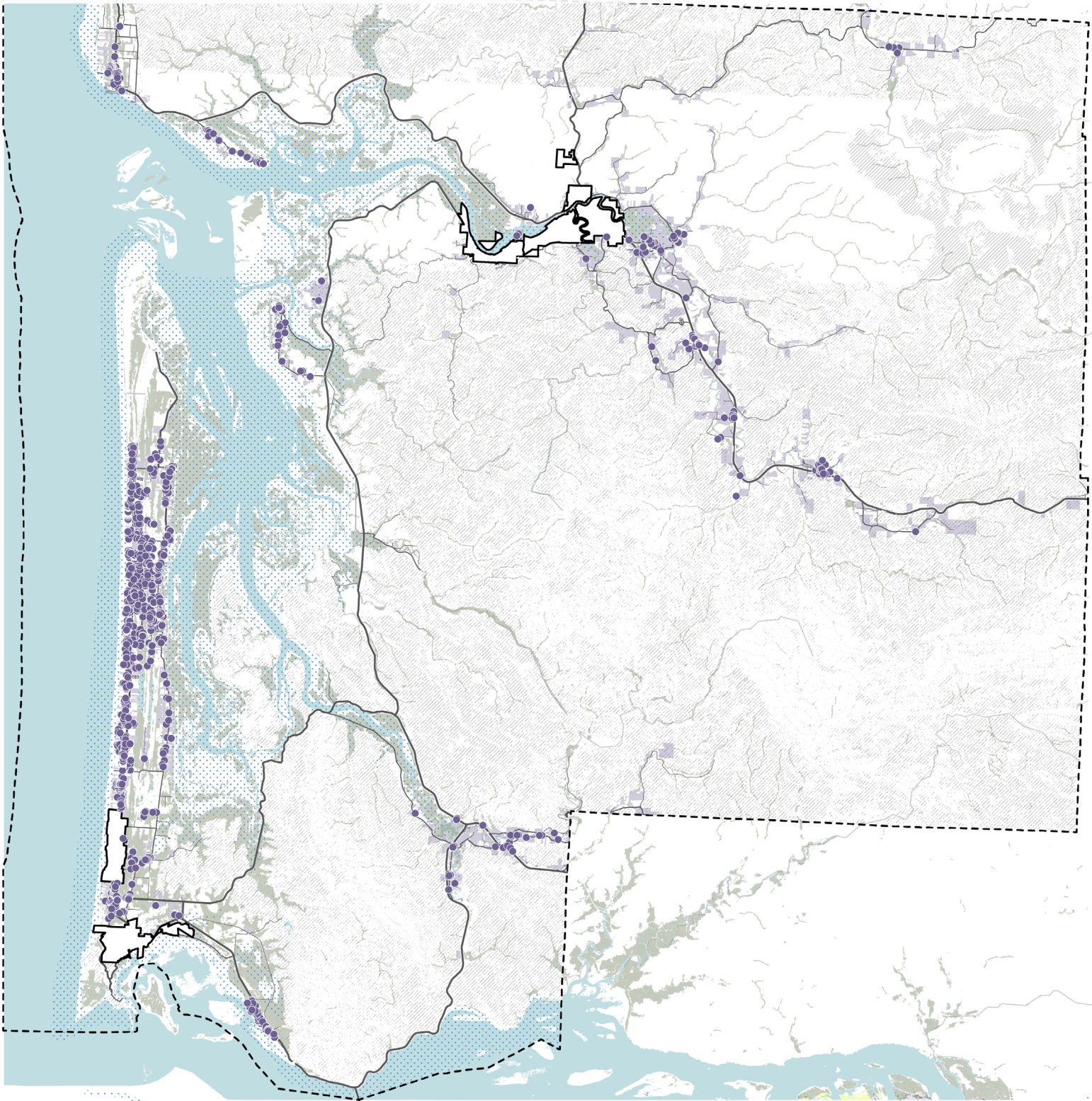


Figure 3.8. Pacific County (Unincorporated) - Partially-utilized Lands



WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA



0 3 6 9 12 Miles

scale 1:300,000

wetlands slope (>40%) 100-year flood

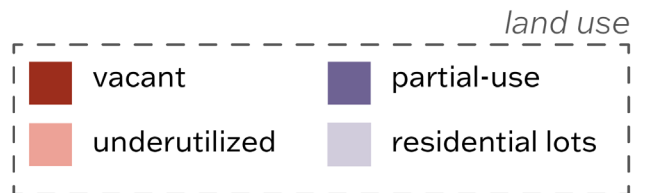
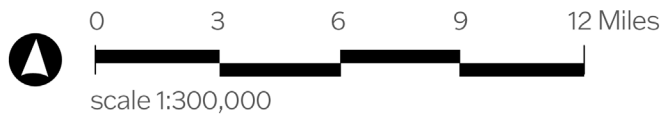
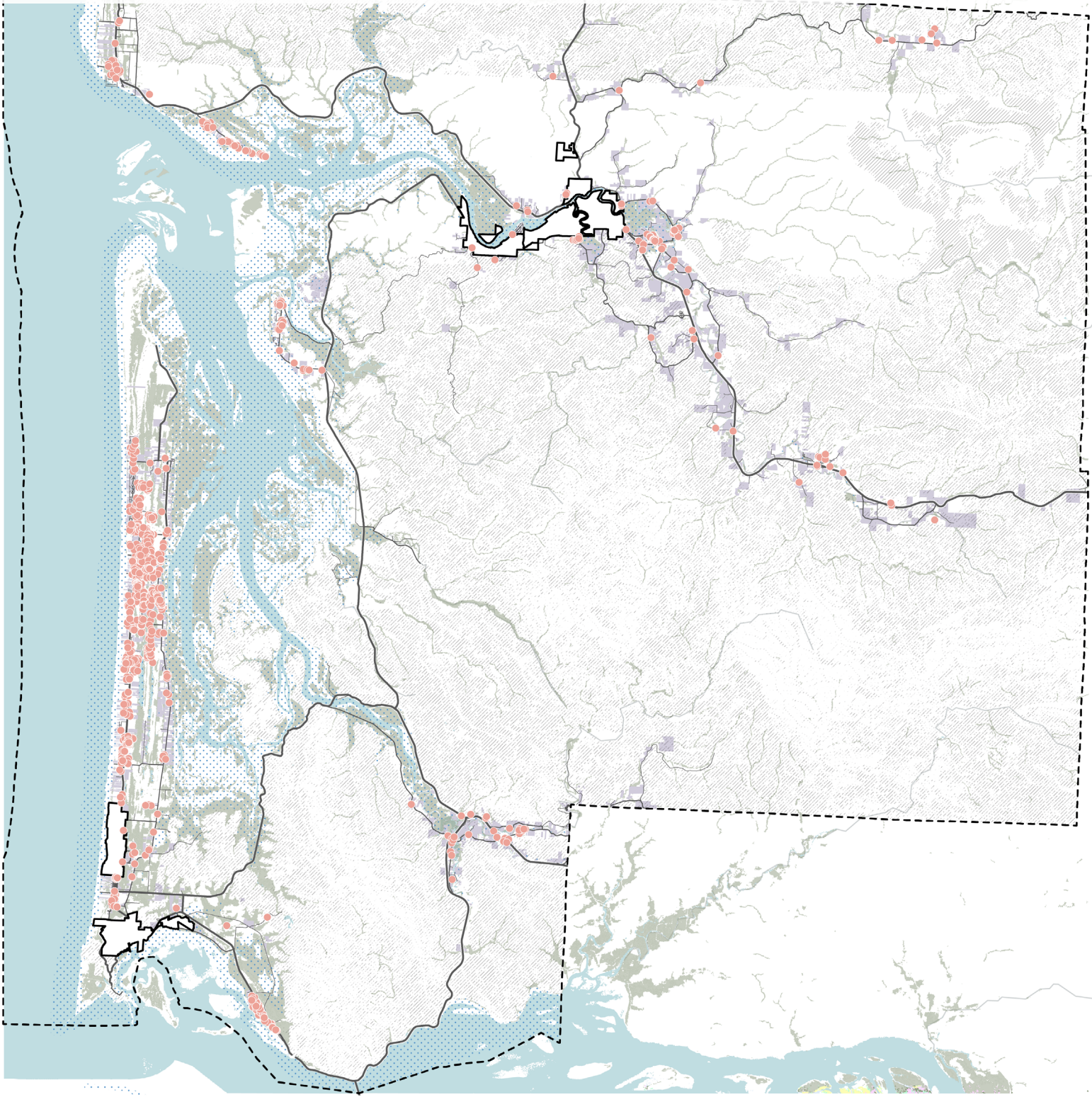


Figure 3.9. Pacific County (Unincorporated) - Underutilized Lands



WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA

wetlands    slope (>40%)    100-year flood

*land use*

vacant	partial-use
underutilized	residential lots

## **Land Capacity Analysis Results**

### Overview

The final results of the Land Capacity Analysis include the total available acreage in Pacific County and the total development potential for these acres as expressed by dwelling units. The definitions and assumptions for these calculations are included below.

### Assumptions

The final data tables summarize all of the available acreage and ignore minimum lot size requirements. These totals were multiplied by the number of housing units that are developable based on the unique zones in each jurisdiction to determine the number of units that the county could build (across the five scenarios, described below). Excluding the considerations for the minimum lot sizes is one of the major assumptions informing this analysis and may have resulted in an inflation of the potentially developable units in the unincorporated parts of Pacific County. Had we summed together only the lots that were larger than, say, 5 acres, then only 202.16 acres would have been available in the unincorporated areas, not 2,588.07. Assuming the average zoning allotment for the unincorporated county (6 units per acre), then only 1,212 units could be constructed, not the 10,000+ shown in the above analysis. The data supporting this analysis has been packaged for the community. This data can be filtered to consider different minimum lot sizes (e.g., filtering the data for entries larger than a given acreage) or considering acres that would only have produced more than 1 unit of housing (e.g., not 0.73 units, which is impossible). Due to these discrepancies, unincorporated land was excluded from the rezoning scenario.

### Definitions

The tables above translate the findings from the geospatial analysis into the sum of units that could be constructed in Pacific County under five scenarios. The scenarios are considered for each of the four incorporated municipalities and then the county's unincorporated land. The five scenarios (shown in the table header) are

- Existing Density: Calculated the number of households in each jurisdiction (Census) by the jurisdiction's total acreage
- Lowest Planned Density: The number of units that could be added by adding the least

dense available housing type to each zone per current code

- Medium Planned Density: The number of units that could be added by adding the next densest available housing type to each zone per current code; this number will be the same as Lowest Planned Density for some zones
- Maximum Planned Density: The number of units that could be added by adding the densest housing type allowable in each zone per current code
- Rezoning: The number of housing units that could be constructed with slight moderations to the municipal and county zoning codes (e.g., allowing ADUs, only building within growth boundaries, inclusionary zoning, upzoning). Details and assumptions about how these calculations were determined are included in the appendix

### Analysis

Based on the results from the Land Capacity Analysis, the following results were obtained:

1. The study area has a total of 2965.01 acres of land suitable for housing development, based on zoning and other land use designations.
2. Of the available land, 1925.66 acres are currently vacant and undeveloped.
3. Taking into account the identified constraints, the Land Capacity Analysis estimates that up to 20,077 new housing units could be developed on the available land in the study area. However, the maximum number of potential housing in incorporated jurisdictions is 2,922 units (based on current zoning codes).

### Key Takeaways

- Current zoning codes are insufficient for addressing the housing crisis in Pacific County.
- If the incorporated jurisdictions constructed housing at the maximum density, then the County could nearly meet the housing goals identified in the Department of Commerce's HAPT Tool.
- With slight adjustments to incorporated jurisdictions' zoning codes, Pacific County could surpass the HAPT goal and make strides toward housing abundance without developing any new housing outside of the county's Urban Growth Areas.



### 3.4 Conclusion

The Land Capacity Analysis provides valuable insights into the potential for new housing development in Pacific County. As it stands, the County will only be able to reach housing goals by developing at the highest zoned density. By identifying available land and analyzing constraints and demand factors, the analysis helps inform planners in the County and developers about the feasibility of new housing projects. The following section about policy recommendations includes additional mechanisms for providing housing (market and affordable) and key policy considerations that are important to weigh when planning to construct housing (in Pacific County and generally).

Figure 3.10. Calculated Scenarios for New Units in Each Jurisdiction

Community	Existing Density (Households/Acre)	Lowest Planned Density	Medium Planned Density	Maximum Planned Density	Rezoning
Incorporated	202	2274	2484	2922	3781
Raymond	76	863	863	863	1286
South Bend	20	161	267	546	619
Long Beach	66	576	655	813	997
Ilwaco	40	674	699	699	879
Unincorporated	23	12194	12718	13767	0
<b>Total</b>	<b>225</b>	<b>14467</b>	<b>15201</b>	<b>16689</b>	<b>3781</b>

Figure 3.11. Available Total Acreage in Each Incorporated Community

	Vacant	Partially Utilized	Under Utilized	Total
Long Beach	9.30	78.75	10.00	98.05
Ilwaco	90.11	40.77	3.70	134.58
Raymond	149.06	33.20	11.56	193.83
South Bend	14.25	8.29	18.57	41.11
<b>Total</b>	<b>262.72</b>	<b>161.00</b>	<b>43.84</b>	<b>467.56</b>

## **Urban Growth Area**

### Overview

Urban Growth Areas/Boundaries (UGA) are defined as “areas where urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature” ([RCW 36.70A.110](#)). Essentially, these are areas where growth is encouraged and developed at higher densities while still being supported by cost-effective urban services. UGAs must also be consistent with the comprehensive land use plan, specifically the capital facilities component, in order to ensure that these public services are able to handle the increased capacity from the anticipated growth. A UGA will focus on 20-year population growth projections provided by the Office of Financial Management (OFM). UGAs are reviewed every 8 years by jurisdictions, where plans are evaluated to ensure that planned densities and actual densities are compatible; if they are not, changes will be made.

Counties are responsible for designating, expanding, and reducing UGA boundaries, although they are required to consult with the cities in their determinations. Cities themselves are limited in their ability to extend utilities and other governmental services outside the UGA. In general, urban governmental services cannot be extended to rural areas except in special circumstances shown to be necessary to protect basic public health and safety and when such services are financially supportable at rural densities and do not permit urban development ([RCW 36.70A.110](#)).

As Pacific County begins to look towards its next comprehensive planning update in 2027, early action and analysis surrounding the existing UGAs should be pursued. In the most recent planning cycle (2020–2021), the four municipalities and Pacific County itself left these boundaries unmoved, as current OFM population projections indicated that the level of current growth was acceptable. However, in the wake of the COVID-19 pandemic, households began pursuing remote work options and relocated to the County, favoring the low housing costs at the time. This has placed an unexpected burden on the County, and now the County and municipalities must pursue certain outlets to attempt to accommodate this level of growth. In other locations, the existing UGAs have been shifted in accordance with RCW 36.70A.110 to allow for the level of the growth that is currently predicted in a “UGA land swap.”

Further complicating the idea of a UGA land swap in Pacific County is the physical landscape of the

County, specifically the geography and geology present. The County has significant coastal exposure, characterized by sandy soil, wetlands, steep slopes, and other environmentally sensitive areas. These critical conditions impose further restrictions on the locations that growth can occur in the County and make selecting equivalent land to swap even more challenging.

### Key Considerations & Relevant Legislation

In order to begin conceptualizing what a UGA land swap could look like in Pacific County, the following general steps should be taken:

1. Conduct an analysis to indicate the need for the modification (e.g., a shortage of land inside the UGA to accommodate the forecast needs, etc.).

This analysis can be completed in the form of a land capacity and housing analysis. This should include information on how much housing will be needed for 20 years of growth and the necessary residential acreage for this growth (along with commercial, retail, and industrial use).

2. Conduct an analysis that demonstrates how an adequate level of urban services and public facilities can be maintained.

This would include analysis on public services, (e.g. sewer lines, emergency services, etc.) in order to determine and ensure that the growth will be accommodated by the existing infrastructure. If new infrastructure is necessary, this will be an important part of the planning process.

3. Analysis demonstrating how the proposed UGA modification otherwise meets the locational and sizing requirements of RCW 36.70A.110 and/or the review and evaluation requirements of RCW 36.70A.130.

This section should include a quantitative comparison of the UGA before and after suggestions are considered, demonstrating that the acreage is the same, there is sufficient usable land, and highlighting proximity to public services.

In addition to these general steps, specific legislation at the state level needs to be considered. These pieces of legislation provide more detailed information on the criteria for a UGA swap to occur and the necessary steps to take to accomplish one.

### [RCW 36.70A.110](#)

Along with providing the definitions for UGA and outlining how to determine a UGA, this section also details greater information on the determination of a UGA. It notes the importance of encouraging urban development near pre-existing urban areas. This section also describes the requirement (or lack thereof) to provide urban services to these areas. For example, if a county has adopted a capital facility plan or utilities element to provide sewer service within the urban growth areas during the twenty-year planning period, nothing obligates a county to install sanitary sewer systems to properties within urban growth areas if certain criteria are met.

### [RCW 36.70A.130](#)

If the County determines a revision of the urban growth area is not required to accommodate the urban growth projected to occur in the county for the succeeding 20-year period, but does determine that patterns of development have created pressure in areas that exceed available, the UGA(s) may be revised to accommodate identified patterns of development and likely future development pressure for the succeeding 20-year period. These requirements are:

1. The revised urban growth area may not result in an increase in the total surface areas of the urban growth area or areas.
2. The areas added to the urban growth area are not or have not been designated as agricultural, forest, or mineral resource lands of long-term commercial significance.
3. Less than 15 percent of the areas added to the urban growth area are critical areas.
4. The areas added to the urban growth areas are suitable for urban growth.
5. The transportation element and capital facility plan element have identified the transportation facilities, and public facilities and services needed to serve the urban growth area and the funding to provide the transportation facilities and public facilities and services.
6. The urban growth area is not larger than needed to accommodate the growth planned for the succeeding 20-year planning period and a reasonable land market supply factor.
7. The areas removed from the urban growth area do not include urban growth or urban densities.
8. The revised urban growth area is contiguous, does not include holes or gaps, and will not increase pressures to urbanize rural or natural resource lands.

### [SB 5593](#)

This piece of legislation from the State amended RCW 36.70A.130 and provided more detailed guidance on the requirements for a UGA land swap. Case Studies

There are several locations in Washington that have proposed UGA swaps, following the necessary rules and regulations specified above.

### [Cheney, WA](#)

The city of Cheney created an Urban Growth Area Exchange document that determines the buildable lands, adequate levels of service, and necessity for a UGA to occur. This type of analysis could be useful when beginning a UGA study and determining the validity of a land swap for the County.

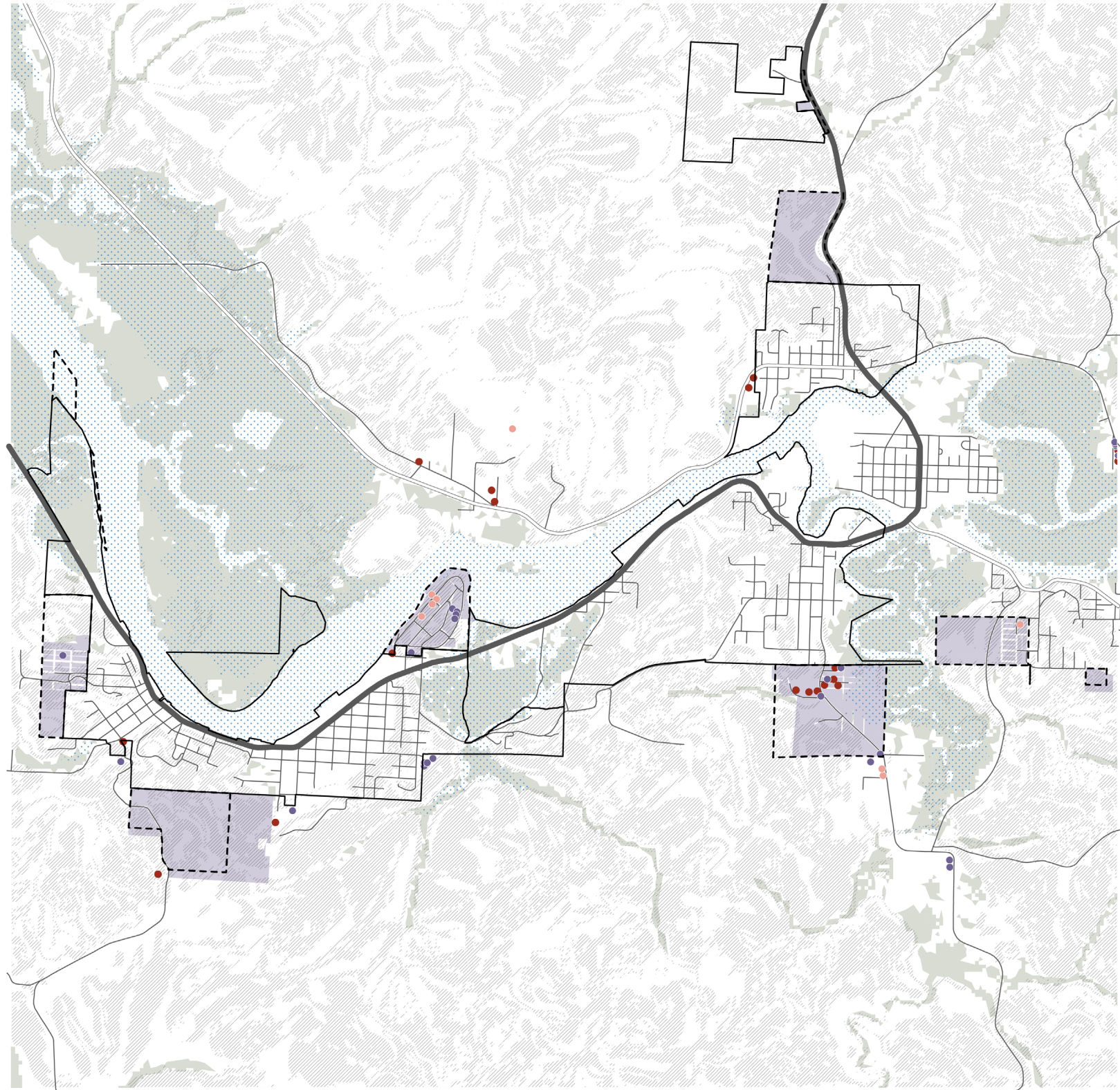
### [Yakima County, WA](#)

Similarly, Yakima County conducted an LCA detailing similar information to that already included in this report. Importantly, the need for additional land in the UGA is abundantly clear, which Pacific County can accomplish through the improvement of existing data and analysis.

#### Proposed Land Swap

After the results of the land capacity analysis are found, we are able to specifically analyze if the anticipated growth would be possible in the current UGA boundaries. Completing a land capacity analysis is a critical step in order to support a proposed UGA swap with evidence, as it helps demonstrate the need for modification. The analysis of urban services and public facilities helps determine if the existing infrastructure can accommodate the growth, as well as locating new UGAs near existing utilities to minimize costs. After selecting the proposed alternative land, it is then necessary to compare with the requirements outlined by RCW 36.70A.110 to demonstrate the necessity and equivalency of the land being swapped.

Figure 4.1. Northern Pacific County UGA Boundaries and Land Availability - South Bend and Raymond



WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA



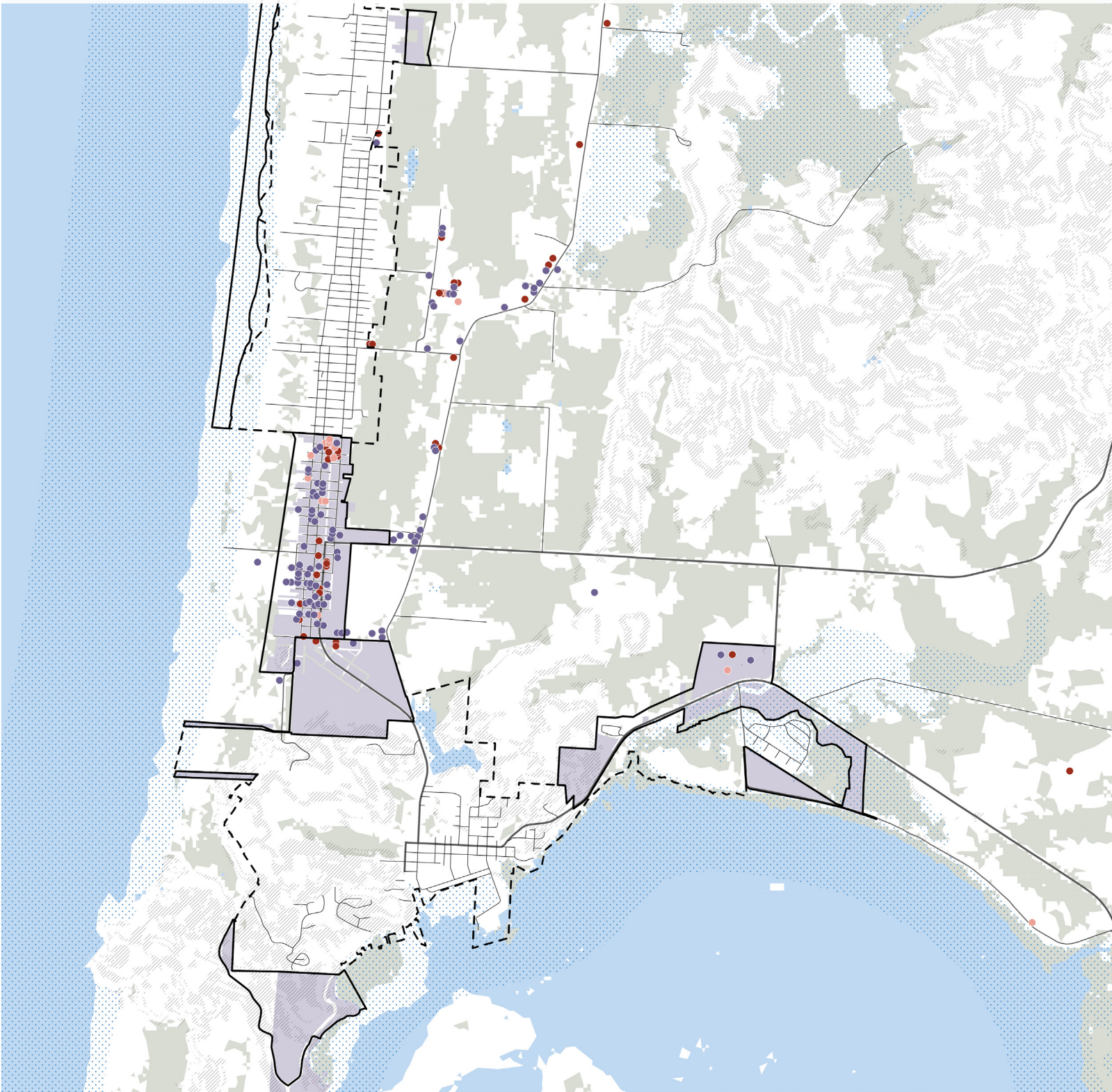
0 0.33 0.65 1.3 1.95 2.6 Miles

wetlands slope (>40%) 100-year flood

*UGA boundaries*

<span style="color: red;">■</span> vacant	<span style="color: purple;">■</span> partial-use
<span style="color: orange;">■</span> underutilized	<span style="color: blue;">■</span> residential lots

Figure 4.2. Southern Pacific County UGA Boundaries and Land Availability - Long Beach, Seaview, Ilwaco



WA State Parks GIS, Esri, HERE, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA



wetlands    slope (>40%)    100-year flood

*UGA boundaries*

<span style="color: red;">■</span> vacant	<span style="color: purple;">■</span> partial-use
<span style="color: orange;">■</span> underutilized	<span style="color: lightpurple;">■</span> residential lots

Figure 4.1 shows the developable land available in the Cities of Raymond and South Bend. The existing UGAs for South Bend and Raymond show very little developable land available. Certain bounded areas have no lots that are buildable from our initial land capacity analysis. As such, these two municipalities could be good candidates for further exploration of the value of changing the boundaries. At present, many of the vacant, underutilized, and partially utilized lots in this area are susceptible to environmentally critical areas. It should be verified whether or not these lands are buildable by analyzing nearby wetlands and floodplains. If it is found that the lands are unsuitable for development, the municipalities may propose an equivalent area of adjacent land to focus further growth.

Long Beach and Seaview have significantly more buildable land in their existing UGAs than Ilwaco, as shown in Figure 4.2. For these reasons, it is unlikely that altering Seaview's UGA boundaries will be viable. In the case of Long Beach, the portion of land along the coast that is neither zoned for residential use or has any suitable land could be swapped if any adjacent land is suitable for development. Unfortunately, much of Long Beach is susceptible to flooding and may be classified as wetlands, so it is possible that there is very little developable land nearby. Ilwaco may face similar problems as Long Beach, though has greater opportunity to focus growth further inland, away from potentially critical areas.

In general, the northern portion of Pacific County has much less vacant, underutilized, or partially utilized land than the southern portion, however careful consideration should be taken when proposing land to swap to. These considerations include: equivalent acreage to previous boundaries, least efficient soil (if zoned for agricultural use), adjacent to municipal boundaries, and near pre-existing sewer lines or other public services to minimize costs of expanding service.

It is critical that the County maintains consistency between planning documents if a UGA swap is pursued. In order to arrive at the most accurate analysis, the County should examine its data and ensure that the limitations previously identified in the Land Capacity Analysis (LCA) section are improved wherever possible. The County should also take a careful responsibility for analyzing the levels of service to determine what effect the predicted growth will have on public services. The County will best be able to determine land suitable for a land swap based on maps created from an LCA.

#### Additional Resources

[Department of Commerce Urban Growth Area Guidebook](#)

Planning for realistic growth targets ensures adequate amounts of land and services are planned for UGAs. Planning with an inflated population number can result in oversized UGAs that facilitate more growth than local governments can afford to provide with necessary urban services.

The GMA requires that the land use plan for UGAs and the Capital Facilities Plan be consistent. Consistency means that the footprint of the land use plan matches the footprint of a jurisdiction's ability to provide the urban services shown in its Capital Facilities Plan

The housing policies of a Comprehensive Plan together with the Development Regulations that implement those policies can influence the development capacity of an UGA over the 20-year planning horizon. Policies that promote a mix of housing types for all income levels, combined with flexible regulations for density, innovation and design, infill, and redevelopment, can help maximize the use of available urban lands as well as generate revenues to pay for needed urban services and transportation systems.

# POLICY RECOMMENDATIONS

## Introduction

Based on the results of the Land Capacity Analysis (LCA), our studio decided to research policy recommendations that would help increase housing in the Urban Growth Area where sewage infrastructure exists. Given the needs of the community, we also prioritize policy that encourages more affordable housing development.

We recommend:

### **Accounting for the County's Coastal Hazards**

- Make housing construction decisions that are explicitly informed by the potential tsunami and sea level rise risks of Pacific County's communities (e.g., building densely around tsunami evacuation towers, building new housing on high ground).

### **Creating a Community Land Trust**

- Create a Community Land Trust to acquire property on higher ground within the sewage service area to offer affordable homeownership, rental, and business opportunities to people making 50% or lower of the Area Median Income (AMI).

### **Implementing inclusionary zoning policies**

- Integrate policies that incentivize developers and create zones specifically for affordable housing units.

### **Allowing accessory dwelling units (ADUs)**

- Update the various municipal zoning codes across Pacific County to allow for ADU construction to increase the number of housing units countywide.
- Identify existing zoning that could be amended to allow for ADU construction.

### **Streamline the permitting process**

- Implement a simplified, streamlined permitting process.
- Initiate an online permit filing system.
- Develop visual and online guides that can help applicants navigate the permitting process.
- Investigate opportunities for pre-approved plans for ADUs, duplexes, and triplexes with reduced permitting costs and processing times.
- Investigate fee waivers and reductions for targeted housing development.

The conclusion of this section includes additional policy recommendations for the county to consider, but that we decided not to prioritize researching following the completion of the LCA.

### **Accounting for the County's Coastal Hazards**

#### Overview

Pacific County's population centers are located along the county's bay and ocean shorelines, which are vulnerable to recurring threats like flooding and erosion, as well as generational threats like sea level rise and tsunamis. In light of the hazards associated with living along Pacific County's shorelines, it is important to consider the relationship between potential housing development and these meteorological and geological hazards.

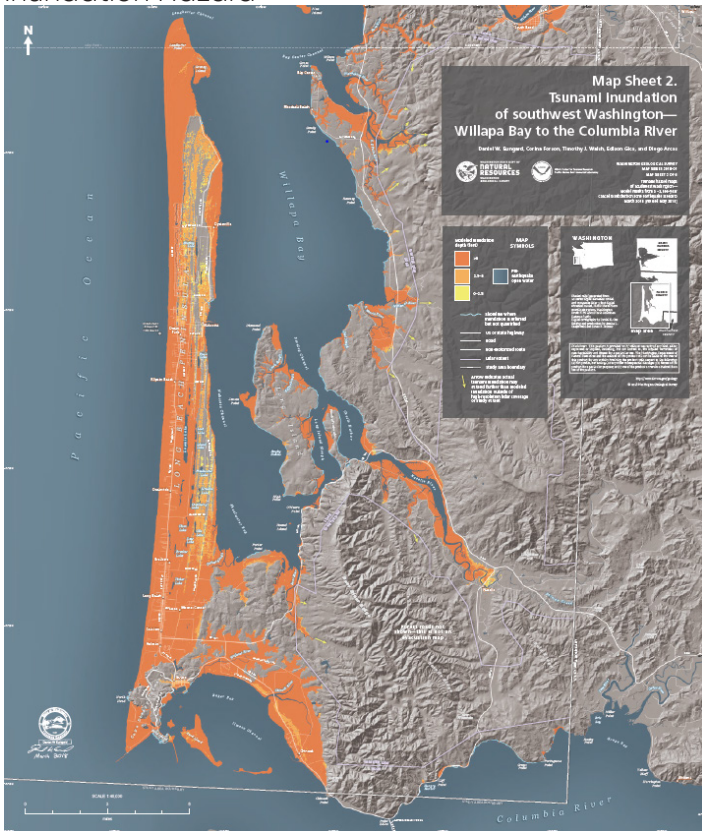
Geological hazards in Pacific County complicate recommendations to construct more housing, which is especially true given that the Land Capacity Analysis demonstrated that many of the developable lots are located on the Long Beach Peninsula where the risk is the highest. This section will review key considerations related to this risk, discuss case studies that have addressed similar issues, and provide recommendations for how the county can both mitigate these risks and address its housing needs.

#### Key Considerations

The most significant immediate risk in Pacific County is the tsunami threat posed by the Cascadia Subduction Zone along the Juan de Fuca plate, located off the shores of Washington and Oregon. Every 300–500 years, the zone ruptures with a large earthquake that produces a large and dangerous tsunami. Projections estimate that the tsunami would reach Washington's coastline within 15 minutes of the initial earthquake. Given that infrastructure may be severely damaged by the initial earthquake, it is recommended that residents be able to access high ground within 15 minutes on foot.<sup>89</sup> Pacific County's population is older than the average American jurisdiction, meaning that the county's average population might have unique mobility requirements that can slow evacuation. To ensure this population's safety, older community members should locate even nearer to high ground, evacuation centers, or tsunami evacuation towers.

<sup>89</sup> "Project Safe Haven: Tsunami Vertical Evacuation Systems on Washington State's Pacific Coast." FEMA.gov. Accessed May 26, 2023. <https://www.fema.gov/node/465491>.

Figure 5.1. Long Beach Peninsula's Tsunami Inundation Hazard<sup>90</sup>



The other potential threat to housing along Pacific County's coastline is sea level rise, for which the minimum estimates indicate that there is a 50% chance that sea levels will rise 1.6 feet by 2100.<sup>91</sup> Even at that level, Pacific County would see more intense tides and the county's marinas would be routinely damaged, threatening the county's coastal economies. To better understand its specific risks, Pacific County has contacted a consulting firm to develop a Sea Level Rise Vulnerability assessment that is planned for release in June 2023.<sup>92</sup>

The recommendations from this report and the risks shared within it should be used to inform housing development decisions and community rezones. Pacific County can futureproof its housing stock by accounting for large-scale changes in the natural environment by doing so.

90 "Tsunami Resources | Washington State Military Department, Citizens Serving Citizens with Pride & Tradition," n.d. <https://mil.wa.gov/tsunami-resources>.

91 The Washington Coastal Resilience Project. "Projected Sea Level Rise for Washington State," 2015. Accessed May 29, 2023. [https://cig.uw.edu/wp-content/uploads/sites/2/2019/07/SLR-Report-Miller-et-al-2018-updated-07\\_2019.pdf](https://cig.uw.edu/wp-content/uploads/sites/2/2019/07/SLR-Report-Miller-et-al-2018-updated-07_2019.pdf)

92 "SeaLevelRise," n.d. <https://www.co.pacific.wa.us/dcd/SLR%202022-2023.html>

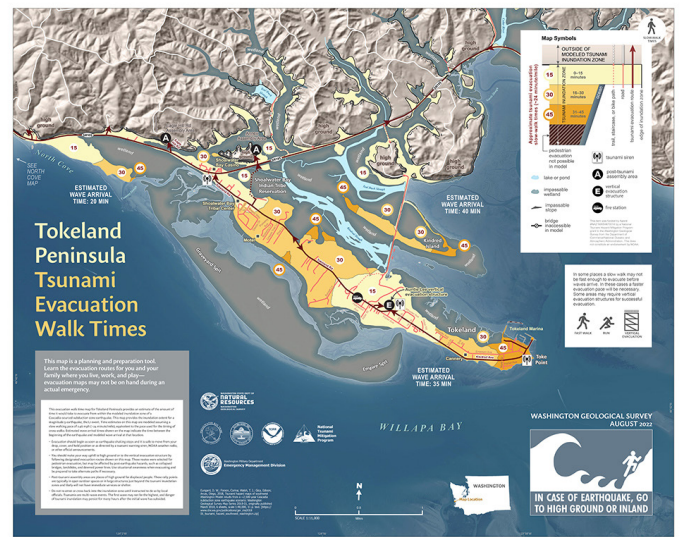
93 Creative, Efele. "Celebrating Nation's First Tsunami Vertical Evacuation Tower | Washington State Military Department, Citizens Serving Citizens with Pride & Tradition," n.d. <https://mil.wa.gov/news/celebrating-nations-first-tsunami-vertical-evacuation-tower>.

94 "Tsunami Resources | Washington State Military Department, Citizens Serving Citizens with Pride & Tradition," n.d. <https://mil.wa.gov/tsunami-resources>.

## Case Study

Shoalwater Bay Tribe's Tsunami Evacuation Tower While Pacific County faces severe threats from the ocean, there are direct mitigating actions that communities can take to protect themselves. In Tokeland, the Shoalwater Bay Tribe has constructed the nation's first Tsunami Evacuation tower, which provides high ground for 400 community members that would otherwise have insufficient time to escape tsunami waves.<sup>93</sup> Residents can climb up the tower instead of attempting to move inland. This first-in-the-nation construction bodes well for Pacific County and, if replicated and located near dense housing, can provide safety for more residents even as new construction occurs. Integrating more of these structures into communities, or integrating the principles of these structures into more community buildings, could remove the complications associated with building additional housing in a tsunami-prone region.

Figure 5.2. Tokeland Peninsula Tsunami Evacuation Times with Tsunami Vertical Evacuation Tower<sup>94</sup>



## Proposed Ordinance

To support Pacific County's decision making related to the issues of earthquake, tsunamis, and sea level rise, the Pacific County Studio has provided proposed documentation for potential ordinances. This documentation would allow communities to construct housing in hazardous areas because they include mitigation measures that would improve residents' safety.



## Vision

Pacific County's housing stock is neither threatened nor diminished by rising sea levels and potential tsunami hazards because of the county's robust mitigation and preparedness playbook and individual's capacity to respond in a timely manner.

## Objectives

**Objective 1:** New evacuation routes and evacuation structures are established near major population centers and each resident is comfortable accessing the one nearest to them.

**Objective 2:** All new housing in Pacific County is constructed within 15-minute walk of high ground, which includes evacuation towers and parts of tsunami-proof buildings above estimated inundation depths.

## Implementation Actions

1. Permit higher density construction at elevations above average measures for sea level rise and tsunami inundation, thereby encouraging new growth above where land might be submerged.
2. Construct housing at higher density nearer to evacuation centers, tsunami towers, and existing tall structures.
3. Site future nursing and elderly care facilities on high ground; relocate existing facilities to high ground or further inland.
4. Require new renters and homeowners to complete an evacuation training or a similar assessment to ensure that all residents are familiar with their complete risk profile.

## **Community Land Trusts**

### Overview

A Community Land Trust is a non-profit that owns land, thereby taking it off the private market, to ensure permanently affordable housing options in an area. This works by separating the cost of land from the cost of homeownership and often through additional subsidies. This also means that as surrounding property values increase, living on a CLT remains affordable.

As described in Figure 4.3, people are able to occupy land on a renewable 99 year ground lease, sometimes allowing for inheritance of the home. CLTs use a resale formula to balance homeowners accruing wealth from the property while keeping the homes affordable upon resale. Some CLTs act as developers and/or partner with developers to create homes on their land (like Habitat for Humanity) and/or acquire existing homes and incorporate them into the CLT. A main purpose of the CLT is to continue acquiring land to grow the stock of affordable housing. Development on the CLT is flexible and can include single family homes, multi-family homes, homes available for ownership and for rent, condominiums, mobile home parks, community gardens and parks, neighborhood businesses, child care facilities, and buildings for nonprofits and social services.

Community Land Trusts are democratically governed through a board that is divided into three equal parts. One third of the board consists of leaseholder representatives (people with a lease living on or operating a business or service on the CLT land). Another third of the board is general representatives (people in the surrounding community who are not CLT leaseholders). The remaining third of the governing board is public representatives including public officials, local funders, and non-profits and social service agencies that provide services to leaseholders. CLTs also have staff that help with management, grant applications, and onboarding and supporting leaseholders.

Figure 5.3. Community Land Trust Model – How it Works<sup>95</sup>

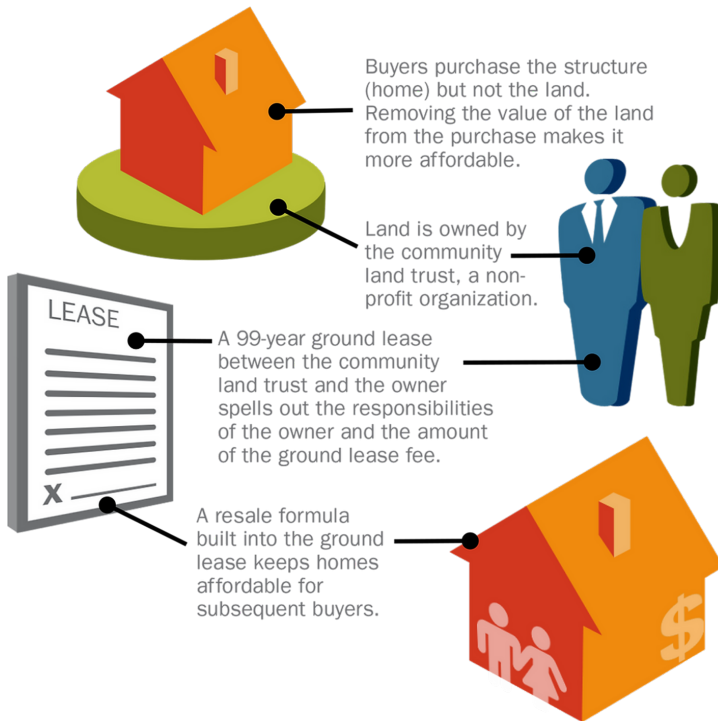


Image Source: Homestead Community Land Trust. Adapted with permission by the Northwest Community Land Trust Coalition

Community Land Trusts rely on external funding to acquire land, finance construction, and offer subsidies to leaseholders. Possible sources for funding include<sup>96</sup>:

- Federal Programs: CDBG and HOME Funds—may require special designation of CLT as a Community Housing Development Organization by Local Participating Jurisdiction. HUD Funds for organizational planning and development are also available.
- Low Income Housing Tax Credits
- Federal Home Loan Bank
- Private Lending Institutions
- State Housing Finance Agencies
- Community Economics’ Revolving Loan Fund
- Housing Trust Funds
- Tax Increment Financing
- Municipal Real Estate
- Private Developer Exactions
- Pension Funds
- Private Foundations
- Private Land Donations
- Development Fees
- Lease Fees

95 “How It Works.” 2018. Northwest Community Land Trust Coalition. Accessed May 29, 2023. <https://www.nwcltc.org/learn-connect>.

96 Davis, John Emmeus. 2007. “Starting a Community Land Trust: Organizational and Operational Choices.” Burlington Associates in Community Development. <https://cltweb.org/wp-content/uploads/2020/08/Starting-a-CLT-2007-training-manual.pdf>.

97 Rose, Evan. 2021. “Community Land Trusts, Then And Now.” The Sanders Institute, November 2, 2021. <https://sandersinstitute.org/community-land-trusts-then-and-now>.

## Key Considerations

Sponsorship: Who should sponsor the CLT to help get it started?

- Individuals or institutions (a religious organization or other community organization)
- Governmental (typically municipal, but could be any level)
- Non-profit organization
- Local businesses and banks

## Recommendation

Given that Pacific County has a relatively small amount of government employees, it may be more successful to harness the energy of individuals already involved in serving their community along with local institutions and non-profit organizations.

Note that even if a CLT is not initiated by a municipality, cities can still play a key role in supporting their development. For example, “They have provided project funding to expand the CLTs holdings, as well as operational funding to support the CLTs stewardship of land and housing. They have transferred publicly owned lands to a CLT, as is currently happening in Houston, Texas where a municipal land bank is partnering with a CLT to rebuild an African-American neighborhood devastated by Hurricane Harvey in 2017. Other cities have used municipal mandates like inclusionary zoning or municipal incentives like density bonuses, parking waivers, tax abatements, and targeted disbursements from municipal (or state) housing trust funds to move affordably priced housing produced by private developers into the hands of a local CLT for safekeeping.”<sup>97</sup>

For a list of benefits and disadvantages for each of these sponsorship types, see pages 15–24 of Starting a Community Land Trust: Organizational and Operational Choices linked in the footnotes and resources section below.

Service Area: A CLT can operate on different scales such as the neighborhood level, a city, metropolitan area, or at the state level.

## Recommendation:

Given the relatively small population of Pacific County, operating at the county level may be the most efficient since creating a Community Land Trust requires a great deal of initial effort. Having

one CLT that operates in the whole area will ensure that affordable housing is distributed throughout Pacific County without omitting areas where fewer resources would make setting up a CLT challenging.

**Beneficiaries: Who will the CLT serve?**

Deciding the beneficiaries will determine how much of a subsidy the CLT needs to provide in order to make their homes affordable to their target demographic. This will also impact the type of funds the CLT can access. Having very low-income beneficiaries means they need to provide a greater subsidy, but it also renders the CLT eligible for more grants. This decision will also impact what type and tenure of housing to provide, the design of the resale formula, and the marketing plan and organizing strategy of the CLT.

Consider<sup>98</sup>:

- Where on the income scale to begin
- Whether future sales should target lower on the income scale (increasing affordability) or at the same level (to maintain affordability)
- Whether other factors beyond income (families, disability, age, geography of residence or work) be factored into a decision

**Recommendation:**

Due to a lack of affordable units on the low and very low sides of Area Median Income (AMI), the CLT would best serve the community by subsidizing housing for those below 50% AMI. The CLT could also develop more suitable accommodations for seniors which would help free up larger homes for families that have the financial means for market-rate housing, but are limited by a lack of available supply.

For more details on deciding beneficiaries, see pages 25–28 of *Starting a Community Land Trust: Organizational and Operational Choices* linked in the footnotes and resources section below.

Case Studies

### **Champlain Community Land Trust<sup>99</sup> (formerly named Burlington Community Land Trust)**

Champlain Community Land Trust is the largest CLT in the United States and the first to be initiated by a municipality under Bernie Sanders Mayorship in 1984. Today, Champlain Community Land Trusts

serves Burlington, Vermont with over 3,000 units of housing and 160,000 square feet of nonresidential space including neighborhood businesses and child care facilities, small parks, a multi-generational center, and a neighborhood center for sports, cultural activities, and social services. Champlain Community Land Trust is one of the most successful CLTs in the United States and has paved the way for CLTs across the country while modeling how cities can support affordable housing initiatives.

### **Homestead Community Land Trust<sup>100</sup>**

The Homestead Community Land Trust is based in Seattle, Washington, and also serves the surrounding area. It was founded by a group of neighborhood activists in 1992. It is now one of the largest community land trusts in Washington and boasts over 200 homes in the trust and is growing. They use funding from public taxes, grants, and donations to lower the cost of buying a home by at least 30% and serve individual households with an average Area Median Income of 32% and family households with an average AMI of 68%. Their resale formula allows buyers to earn 1.5% equity on their home compounded annually. Homeowners must be (low) income qualified, but existing homeowners may remain in their homes even if their income increases out of the threshold. In addition to providing funds for homebuyers to acquire properties that can be incorporated into the CLT, and to having a home rehabilitation program, they also partner with developers such as Shelter Real Estate LLC, Habitat for Humanity of Seattle/South King County, the Low Income Housing Institute, and Blue Heron JS, LLC. In 2015 they became an active housing developer to create homes in Tukwila, Skyway, Renton and Seattle. Homestead Community Land Trust is an excellent example of how a CLT can grow over the years to become financially stable with a full-time staff and a growing number of affordable homes.

### **Common Roots Housing<sup>101</sup>**

Common Roots Housing is a Community Land Trust serving Walla Walla County, Columbia County, and the Milton-Freewater area in Washington, shown in Figure 4.4. The idea emerged from community meetings in 2019 and became an official non-profit, eligible for federal funding in January 2023. With this status, they can begin to acquire and develop land after several years of meeting with community members, creating by-

98 Davis, John Emmeus. 2007. "Starting a Community Land Trust: Organizational and Operational Choices." Burlington Associates in Community Development. <https://citweb.org/wp-content/uploads/2020/08/Starting-a-CLT-2007-training-manual.pdf>.

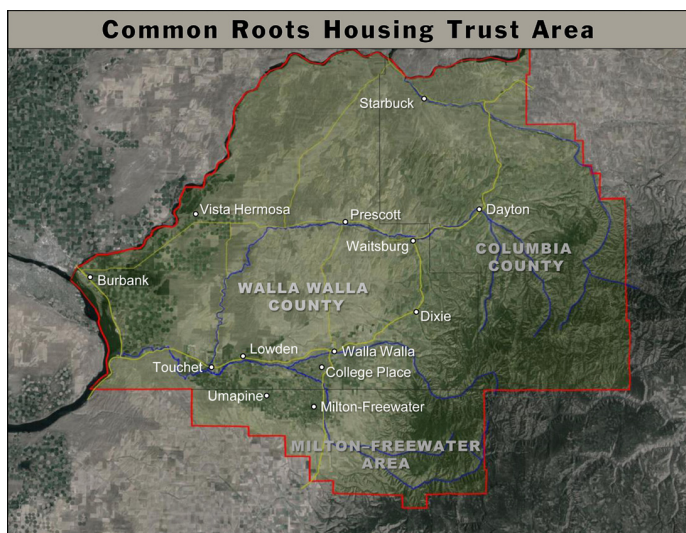
99 Rose, Evan. 2021. "Community Land Trusts, Then And Now." The Sanders Institute, November 2, 2021. <https://sandersinstitute.org/community-land-trusts-then-and-now>.

100 "About | Homestead Community Land Trust." n.d. Homesteadclt. Accessed June 3, 2023. <https://www.homesteadclt.org/about-history>.

101 "About Us." n.d. Common Roots Housing Trust. Accessed May 29, 2023. <https://www.commonrootshousing.org/about-us>.

laws and a board of directors. The Blue Mountain Action Council is their fiscal sponsor and addition to several seed grants and volunteer support. The Community Council—a non-profit serving the region to empower community driven change—helped initiate the project and consulted with the Northwest Cooperative Development Center, OPAL Community Land Trust, the Nonprofit Development Center, and Travertine Strategies. The “Our History” section under “About Us” provides a useful overview of their process getting started and, since they operate on the county scale in Washington, Common Roots Housing might be a helpful resource for those interested in starting a CLT in Pacific County.

Figure 5.4. Community Roots Housing Trust Area<sup>102</sup>



Additional Local Examples  
[Second Step Housing](#) in Clark County, WA  
[OPAL Community Land trust](#), Orcas Island, WA  
[Home Trust of Skagit](#), WA  
[Upper Valley MEND](#) in Leavenworth, WA

Proposed Ordinance

Vision

Pacific County has a Community Land Trust that ensures permanently affordable housing options for people who can not afford market-rate housing.

Objectives

**Objective 1:** Offer opportunities for homeownership and affordable rentals to people living at or below 50% AMI.

**Objective 2:** Provide affordable housing options for elderly people that are designed to meet their needs while creating a secondary effect of freeing up market-rate homes for younger households.

**Objective 3:** Rehabilitate existing homes

Implementation Actions

- 1) Host community meetings to educate community members on Community Land Trusts, attract volunteers, and gather community input and support.
- 2) Create a task force to help establish a Community Land Trust in partnership with individuals, local non-profits, and housing agencies.
- 3) Task force should rely heavily on the resources listed below that offer “How To” manuals for starting a CLT. They should consider consulting with Homestead Community Land Trust, Common Roots Housing, and OPAL Community Land Trust as needed. The Washington Low Income Housing Alliance may also offer useful policy suggestions to support a CLT and other affordable housing options.
- 4) Create by-laws, resale formula, and a strategy.
- 5) Become incorporated and recognized as a non-profit to be eligible for federal funding.
  - a) It usually takes about 3 years to start a CLT so we recommend hosting initial volunteer recruiting meetings as soon as possible.
- 6) Acquire land and/or existing homes.
- 7) Partner with developers, housing agencies, and building rehabilitation organizations to build housing.

Additional Resources

[9 Frequently Asked Questions about CLTs](#)  
[Starting a Community Land Trust: Organizational and Operational Choices Training Manual](#)  
[Grounded Solutions Community Land Trust Technical Manual](#)  
[Startup Community Land Trust Hub](#)  
[Grounded Solutions Resource Library](#)  
[The Northwest Community Land Trust Coalition](#)

<sup>102</sup> Service Area Map.” n.d. Common Roots Housing Trust. Accessed May 29, 2023. <https://www.commonrootshousing.org/about-us>.

## **Inclusionary Zoning**

### Overview

Implementing voluntary inclusionary zoning policies is potentially an effective strategy for promoting affordable housing in Pacific County due to the number of households unable to afford a home in the county. The purpose of inclusionary zoning policies is to purposefully allocate a portion of housing units as affordable for a particular income group. Inclusionary zoning policies offer innovative approaches to promote affordable housing by incentivizing developers who agree to include a certain percentage (typically 10 - 15%) of affordable housing units within their subdivisions or by creating zones specifically for affordable housing units<sup>103</sup>. These policies can be enacted at various levels of government, including the local, county, and state levels.

### Key Considerations

According to a report by the Chicago Metropolitan Agency for Planning (CMAP), the key variables to be determined in an inclusionary zoning policy include:

1. Set-aside: the percent of the development that will be affordable.
2. Development size threshold: the triggering point at which the ordinance is required, typically the number of units in a development.
3. Type of development: new, rehab, for-rent, for-sale, multi-unit, subdivision, conversion, etc.
4. Income targeting: defines the income group for the units that will be affordable. For example the units created through IZ will be made available to only those that earn 30-50% of the Area Median Income.
5. Developer incentives: mechanisms that help offset lost income to the developer, including density bonuses, tax breaks, fee waivers, etc.
6. Alternatives to meeting the set-aside requirement: fee-in-lieu, off-site development, etc.
7. Voluntary vs. mandatory: whether or not the set asides are optional or mandatory for projects meeting the development threshold
8. Affordability control periods: length of time the units must remain affordable

All information presented below is provided by [Tompkins County, New York Planning Department](#). Approximately 45% of Tompkins County is rural, and they are experiencing a housing shortage. These zoning tools and approaches can help address the housing shortage by providing flexible options for affordable housing in specific areas, encouraging mixed-use or higher-density development in low-density zones, and promoting overall project design. By utilizing these zoning tools and approaches, Pacific County can effectively address its housing challenges and create more affordable housing options for its residents through zoning changes.

**Overlay zones** are zoning tools that add additional or stricter standards to the existing zoning regulations. These standards apply in addition to the requirements of the underlying zoning district. Overlay zones can allow affordable housing in specific areas, regardless of the current zoning. They can also be employed in low-density, single-use zones to encourage mixed-use or higher-density development.

**Floating zones** are zoning districts described in a zoning ordinance but are not designated on the zoning map like traditional zones. They "float" until they are attached to a particular parcel through an amendment to the zoning map, usually upon approval of an application. Floating zones are beneficial when a community wants to permit specific uses without pre-mapping their locations. They offer flexibility to account for unforeseen use types while providing control and adaptability to the zoning plan.

**Planned Unit Development (PUD)** is a comprehensive land development approach focusing on overall project design rather than individual lot zoning. PUD regulations allow developers flexibility in land use, setbacks, and minimum lot sizes while giving local governments oversight in project design. PUDs may include provisions to encourage affordable housing, and cluster buildings, designate common open spaces, and incorporate various building types and land uses to foster a cohesive "community within a community." PUD ordinances can be part of a community's zoning or subdivision code or stand-alone ordinances. They can be designated as separate zoning districts, permitted conditionally, or as special uses in specific districts.

<sup>103</sup> "Clark County Comprehensive Growth Management Plan 2015 - 2035." Department of Community Planning, Accessed April 21, 2023. [https://clark.wa.gov/sites/default/files/media/document/2023-01/2015-2035%20Comprehensive%20Plan-ORD.%202022-07-01%20AR\\_Dockets.pdf](https://clark.wa.gov/sites/default/files/media/document/2023-01/2015-2035%20Comprehensive%20Plan-ORD.%202022-07-01%20AR_Dockets.pdf)

**Performance zoning** is a flexible approach where land use locations and characteristics are determined based on performance criteria that regulate the impact of development on surrounding areas by evaluating the proposed land uses on a case-by-case basis. Development permits under performance zoning require meeting specified performance standards without negatively affecting the community. Many communities employ a point system in performance zoning, where projects earn points for meeting specific criteria such as affordable housing provision, density compliance, neighborhood compatibility, open space proportion, traffic generation, and noise levels.

**Small Area Plans**, or Precise Plans, are comprehensive documents that encourage mixed-use and compact development in specific geographic areas, such as downtowns or individual neighborhoods. While municipal-wide comprehensive plans guide development policies for entire cities or towns, small-area plans focus on particular neighborhoods, such as specific roads or districts in the municipalities in the county. These plans often include zoning and design guidelines that replace the original zoning regulations for the area.

### **Affordable Housing Incentives**

The affordable housing units constructed under inclusionary zoning programs are potentially smaller and simpler in design than the rest of the homes. In exchange for incorporating these affordable units, developers are offered incentives that ensure their profitability, such as density bonuses, streamlined review processes, or waivers for impact fees. Inclusionary zoning could integrate low and moderate-income housing units into market-rate subdivisions, avoiding the concentration of affordable housing in a single neighborhood. Pacific County and the specific municipalities within the county can maintain their unique identity while accommodating the provision of affordable housing.

Case Studies:

### **Provision of Affordable Housing:**

The samples below require developers provide affordable housing in areas within designated inclusionary zones

[Federal Way Zoning Code Sec. 19.110.010](#) – Multi-family projects over 25 units must provide affordable units and may then build bonus units. Single-family developments have the option of reduced lot size in exchange for affordable units if built in identified zoning areas.

[Kirkland Municipal Code Ch. 112](#) – All developments with over four units and located in certain zones must provide some affordable units. Off-site provision of units or cash payments in lieu of affordable units are options, under certain circumstances.

[Redmond Municipal Code Ch. 21.20](#) – Affordable housing is defined by up to 80% median income; housing developments over 10 units in specified planning areas must provide affordable units and may then build bonus units. Off-site provision of units or cash payments in lieu of affordable units and dimensional modifications are options. All programs are subject to an affordable housing agreement.

Example of out-of state regulations requiring provision of affordable housing:

[Boulder, CO Municipal Code Ch. 13](#) – Mandatory inclusionary zoning requirements apply to even single-unit projects with alternative means of compliance offered. Interesting procedural details from a community that has long experience with this inclusionary program.

[Montgomery County, MD Moderately Priced Dwelling Unit \(MPDU\) Program](#) and related documents, agreements, and covenants showcase one of the longest-lived, and successful inclusionary zoning programs in the country.

[Portland, OR Inclusionary Housing](#) – Requires that all residential buildings proposing 20 or more units provide 15% of new units at rents affordable to households at 80% of the area median income.

[Sacramento, CA Municipal Code Ch. 17.704](#) – Offers an additional bonus for green, affordable housing. Ch. 17.712 addresses mixed-income housing and features an inclusionary housing component.

[San Diego, CA Municipal Code Ch. 14, Art. 2, Div. 13](#) – Comprehensive, carefully considered, inclusionary affordable housing regulations.

[San Mateo, CA Below Market \(Inclusionary\) Program](#) – Applies to projects that include five or more units and includes a different percentage of units that need to be set aside and affordable for different income levels.

## Proposed Ordinance

### Vision

Pacific County can provide housing options to address the housing shortage by implementing voluntary inclusionary zoning policies. The goal is to create thriving mixed-income communities through developer and municipality incentives.

### Objectives

**Objective 1:** Pacific County will increase the overall supply of housing available by setting a target of 10–15% of units as affordable for households earning a specific AMI.

**Objective 2:** Through inclusionary zoning, Pacific County can promote the development of mixed-income communities by integrating affordable housing units into market-rate subdivisions to avoid the concentration of affordable housing in specific areas.

**Objective 3:** The county will offer a range of incentives to developers, such as density bonuses, streamlined review processes, fee waivers, or other financial incentives that offset the costs of providing affordable housing units.

**Objective 4:** Pacific County will actively engage with developers, similar counties, community members, and government organizations to establish effective inclusionary zoning policies. The collaboration will involve soliciting input, conducting community outreach, and seeking expertise from organizations experienced in implementing similar programs.

**Objective 5:** The county will establish a monitoring and evaluation system to ensure the effectiveness of the inclusionary zoning policies. Regular review and policy adjustments will be made based on data and feedback to maximize outcomes.

## Implementation Actions

1. Conduct community meetings, workshops, and public forums to educate residents, developers, and stakeholders about the benefits, mechanics, and awareness of inclusionary zoning programs.
2. Amend the county's zoning ordinances to incorporate the inclusionary zoning provisions. Define the parameters and requirements for developers to comply and build incentives with the inclusionary zoning policies, including options for alternative compliance and flexibility in project design.
3. Work with county and state government agencies and financial institutions to develop a package of incentives for developers who participate in the inclusionary zoning program. These incentives may include density bonuses, expedited permitting processes, tax credits, or access to financing options specifically tailored for affordable housing development.
4. Establish a monitoring system to ensure developers comply with the inclusionary zoning requirements and regularly evaluate the program's effectiveness using the data collected to inform policy adjustments and improvements.
5. Forge partnerships with housing agencies, nonprofits, and developers to leverage their expertise and resources.

## **Accessory Dwelling Units**

### Overview

The State of Washington defines accessory dwelling units (ADUs) and related terms under the following definitions via [Engrossed House Bill 1337](#), effective July 23, 2023:

- Accessory dwelling unit:  
"...a dwelling unit located on the same lot as a single-family housing unit, duplex, triplex, townhome, or other housing unit."
- Attached accessory dwelling unit:  
"...an accessory dwelling unit located within or attached to a single-family housing unit, duplex, triplex, townhome, or other housing unit."

- Detached accessory dwelling unit:  
 "...an accessory dwelling unit that consists partly or entirely of a building that is separate and detached from a single-family housing unit, duplex, triplex, townhome, or other housing unit and is on the same property."
- Dwelling unit:  
 "...a residential living unit that provides complete independent living facilities for one or more persons and that includes permanent provisions for living, sleeping, eating, cooking, and sanitation."
- Short-term rental:  
 ..."a lodging use, that is not a hotel or motel or bed and breakfast, in which a dwelling unit, or portion thereof, is offered or provided to a guest by a short-term rental operator for a fee for fewer than 30 consecutive nights."



Example of an ADU in Duvall (picture courtesy of Redfin)

#### Key Considerations

In Pacific County, the four municipalities: Ilwaco, Long Beach, Raymond, and South Bend; as well as unincorporated portions of the County, have various definitions for accessory dwelling units, as shown in Figure 5.5.

Figure 5.5. Definitions of Accessory Dwelling Units in Municipalities in Pacific County<sup>104</sup>

Municipality	Accessory Dwelling Unit Definition
Ilwaco	<p>*Note: Ilwaco uses the term "auxiliary dwelling unit" for an ADU</p> <p>An additional dwelling unit, including separate kitchen, sleeping, and bathroom facilities, separate from the owner occupied primary residential dwelling unit, on a single-family lot, not to exceed four hundred (400) square feet.</p>
Long Beach	<p>A dwelling unit added to a principal building or use for occupancy by a resident manager or on site security personnel, where so permitted by the underlying zoning.</p>
Raymond	<p>*Note: Raymond uses the term "auxiliary dwelling unit"</p> <p>an additional dwelling unit, including separate kitchen, sleeping, and bathroom facilities, either within the primary residential dwelling unit or separate from the primary residential dwelling unit, on a single-family lot.</p>
South Bend	<p>A second dwelling unit in an existing single-family detached dwelling for use as a complete, independent living facility with provisions within the accessory apartment for cooking, eating, sanitation and sleeping. Such a dwelling is an accessory use to the principal one.</p>

<sup>104</sup> Information gathered from each municipality's zoning code. Pacific County Urban Studio 507 2023.



Figure 5.6. Demographics of Pacific County<sup>105</sup>, Walla Walla<sup>106</sup>, and Leavenworth<sup>107</sup>, 2021.

Jurisdiction	Population	Median Age	Median Household Income	Poverty Rate
<a href="#">Pacific County</a>	23,365	54.4	\$54,598	13.7%
<a href="#">Walla Walla</a>	34,060	36.5	\$55,648	13.5%
<a href="#">Leavenworth</a>	2,263	40.6	\$60,982	5.9%

### Case Studies

In the State of Washington, cities have begun to incorporate ADUs in their zoning codes in order to diversify their housing stock, as well as increase density in core areas. For precedents in the State, we looked at the zoning changes in Walla Walla and Leavenworth that now permit ADUs. We chose Walla Walla and Leavenworth because they are both popular recreational areas in Washington with similar populations (Leavenworth's population is similar to that of municipalities in Pacific County) to Pacific County as a whole.

Outside of Washington State, we looked at the recent zoning changes in South Bend, Indiana that have allowed for the construction of ADUs.

#### South Bend, IN

##### Allowance of Entitled ADUs On All Neighborhood Parcels

South Bend, IN has a population of 103,353 and is primarily of rural composition. In the past, the city experienced a loss of residents due to a lack of housing options, which in turn, impacted city revenue and its ability to adequately finance and support public infrastructure. With an intentional change of [zoning ordinances](#), enacted in 2020 and most recently revised in 2021, the city was able to create and support additional, diverse housing options for its residents. In addition to the city's conversion of zoning districts, the allowance of ADUs was expanded to six of the eight standard zoning districts, as they are now permitted outright in all suburban and urban neighborhood zoning districts. Additionally, encroachment restrictions were loosened, with the permission of ADUs encroaching into the rear setback. In terms of maximum total area allowed for ADUs, the enhanced zoning ordinances allow for ADUs up

to 720 sq foot. The changes to ordinances and code regarding ADUs promotes more dwelling and housing development, which provides additional housing options, while allowing private home owners to either have additional housing available for their families, or generate income from a rental unit on their residence. In turn, Pacific County can look to South Bend's reformed zoning ordinances, specifically regarding ADUs, to retain additional housing options on existing single-family and multi-family zoned properties.

#### Walla Walla, WA

##### Residential Zoning Code Changes

With similar demographics as shown in Figure 4.6 and a similar economy dominated by tourism, the City of Walla Walla updated its zoning code to simplify residential zoning and remove barriers to ADU construction in [2018](#). The city combined the three former residential zones to create a single residential category (RN). The RN zone established a minimum du/acre of 4 and allows for single-family up to fourplex housing modes. Additionally, multifamily residential zoning was updated to increase development capacity, establishing a minimum du/acre of 20 units and a maximum du/acre of 75.

An interesting feature of Walla Walla's 2018 zoning changes was the mention of cottage housing as a feasible housing option in the RN zone. Walla Walla defines cottage housing as "detached dwelling units that share common areas," which may be a suitable housing type for both the aging population and younger renters. Cottage housing creates a sense of community with its utilization of

<sup>105</sup> "Pacific County, Washington - Census Bureau Profile." n.d. United States Census Bureau. Accessed June 5, 2023. [https://data.census.gov/profile/Pacific\\_County,\\_Washington?g=050XX00US53049](https://data.census.gov/profile/Pacific_County,_Washington?g=050XX00US53049).

<sup>106</sup> "Walla Walla City; Washington - Census Bureau Profile." n.d. United States Census Bureau. Accessed June 5, 2023. [https://data.census.gov/profile/Walla\\_Walla\\_city;\\_Washington?g=160XX00US537575](https://data.census.gov/profile/Walla_Walla_city;_Washington?g=160XX00US537575).

<sup>107</sup> "Leavenworth City; Washington - Census Bureau Profile." n.d. United States Census Bureau. Accessed June 5, 2023. [https://data.census.gov/profile/Leavenworth\\_city;\\_Washington?g=160XX00US5338845](https://data.census.gov/profile/Leavenworth_city;_Washington?g=160XX00US5338845).

shared common space, yet provides the privacy afforded by lower density housing types like single-family homes and duplexes. Furthermore, it may be considered a more attractive alternative to multi-story construction in Pacific County, as the land does not easily accommodate construction of buildings taller than two to three stories. It may also be a housing type that would better accommodate aging populations who prefer to live independently, but with shared community spaces.

### Relaxed ADU Standards

To encourage alternative styles of housing for a greater portion of the population, Walla Walla relaxed its restrictions on ADUs, making it easier for single-family homeowners to add square footage for in-law suites or additional income. The city established an 800 square foot maximum for ADUs and removed accompanying restrictions such as the owner-occupancy requirement and the neighbor comment requirement for detached ADUs. Pacific County can look to Walla Walla for ideas on implementation of ADU standards, which may come in the form of zoning changes to allow for accessory dwelling units on existing lots zoned for single-family homes.

## Leavenworth, WA

### Cottage Housing and ADUs

With a strong tourist economy, the City of Leavenworth in Chelan County, WA saw similar increases in the price of real estate since 2010, with housing rising [73%](#) between 2010 and 2021. In 2019, the City made housing policy changes to increase the housing stock, encouraging cottage housing as a way to address the needs and desires of the community, as many Leavenworth residents desire private dwellings over other more dense housing options. Strategy 7 in Leavenworth's 2021 update of their Housing Action Plan (HAP) outlines the steps needed for implementation of cottage housing, which includes a density bonus to offset the cost of building cottage housing over single-family homes, as well as establishing "priority areas" that best suit cottage housing.

ADUs were also considered as part of the 2021 HAP. Strategy 8 outlines the barriers Leavenworth previously faced in implementing the construction of ADUs. The HAP indicated that the city's parking requirements limited the ability to construct ADUs, as well as setback and coverage figures that deem many parcels unfit for an accessory dwelling. Since

the 2021 HAP, Leavenworth has allowed ADUs up to 900 square feet with conditional permission for ADUs up to 1,200 square feet. To promote this policy, Leavenworth streamlined its ADU approval process.

### Pre-Approved ADU Designs

The [City of Leavenworth](#) has since partnered with a local design firm, [Syndicate Smith](#), to generate pre-approved ADU floor plans. The four plans range in size from 450 to 900 square feet and can accommodate families of varying sizes. Plans under 900 square feet are permitted to use existing sewer and water connections and require a building permit. However, pre-approved plans present a great benefit to homeowners, decreasing the construction timeline, and thus, costs associated with the design review process. Pacific County has the opportunity to create a similar program with local developers, establishing a financial incentive to build ADUs via a streamlined review process. Additionally, pre-approved plans would provide a reasonable way to promote infill development in municipalities that lack large plots of available and buildable land.

### Proposed Ordinance

#### Vision

Support the implementation of ADUs to promote increased housing options for Pacific County's aging population, young renters, and seasonal workforce housing.

#### Objectives

##### **Objective 1:**

Streamline language and communication used to describe accessory dwelling units in the County and incorporated cities

##### **Objective 2:**

Provide pre-approved accessory dwelling unit floor plan designs to streamline the permitting and development process

#### Implementation Actions

1. Collaborate with planners across Pacific County municipalities to create consistent language regarding ADUs and similar structures that can provide more housing
2. Look to Leavenworth as inspiration in providing more flexibility with ADU construction, including the use of pre-approved designs to simplify the permitting process

- Consult with local architects and builders that are familiar with the community context of Pacific County
  - Permit accessory dwelling units in all residential zone types
3. Review use-specific minimum lot size requirements for XX zones to encourage greater diversity of housing sizes and types
    - Reexamine setbacks, parking, access, and lot coverage requirements of infill development housing types (duplexes, triplexes, accessory dwelling units)
    - Amend minimum lot size requirements for duplexes to be consistent with lot size requirements for single-family residences in the same zone
  4. Explore development regulations for cottage housing and provide density bonuses to offset cost of constructing cottage houses over single family homes

have adopted streamlined permit procedures that can save applicants time, money, and effort, while not compromising on proper and sufficient review.

In addition to the streamlined processes that have been enacted, recent legislation has been passed to improve the permitting process, which is intended to increase housing development within Washington State. SB 5290, which will be effective July 23, 2023, will improve the timeliness for review and approval for residential permits through the exemption of some projects from permitting requirements, support for additional resources for local governments to review permits faster, and initiating the transition from paper to electronic permit filing systems.<sup>109</sup>

The future enacted legislation consists of the following components: exempts permit requirements for minor interior renovation projects that do not impact fire, emergency safety, or changing the number of sleeping quarters, requires the development of a working group to support local governments to transition current permitting processes from paper to electronic filing systems while providing funding for implementation of new systems, and allocates funding for a grant program for local jurisdictions that commit to expedited permitting review.<sup>110</sup> Overall, the legislation provides substantial support for increased and accessible development opportunities that can be beneficial to Pacific County's existing and potential housing stock.

### Key Considerations

Pacific County's Existing Permitting Process Pacific County's Department of Community Development (DCD) is the managing agency for land use decisions, regulations, and environmental policies, and is responsible for the issuance of permits for various land use and development projects.

The building division is responsible for monitoring building and structural compliance in adherence to County codes through plan review and inspections. Currently, building permits are required for new constructions, remodels, and additions to existing structures, requiring the submittal of two sets of plans along with extensive application forms.<sup>111</sup>

## Permitting

### Overview

Permitting, although essential, has proven to be a common barrier against development projects due to its complexity, high cost, and extended processing and approval periods. These hurdles can prompt developers to abandon necessary development projects for communities, often which are potential housing developments. However, various cities and jurisdictions have looked into streamlining the permitting process to reduce unnecessary hurdles, lower costs, and make the entire process more transparent, expedient, and orderly. Permitting streamlining is the process in which the issuance of permits for development projects can be accelerated and simplified for potential developers.

Under the GMA, jurisdictions that have opted in to fully plan must adhere to permitting review ordinances as described in Chapter 36.70B.<sup>108</sup> County permit review procedures within Washington State are generally consistent with one another, state goals, and requirements in order to standardize permitting across the state. However, within Washington State, a handful of jurisdictions

<sup>108</sup> "Streamlining Local Permit Review Procedures." MRSC, 2023. <https://mrsc.org/explore-topics/planning/land-use-administration/streamlining-local-permit-review-procedures>.

<sup>109</sup> "SB 5290- 2023-24." Bill Summary RSS. Accessed June 2, 2023. <https://app.leg.wa.gov/billsummary?BillNumber=5290&Year=2023&Initiative=False>.

<sup>110</sup> *ibid.*

<sup>111</sup> "Building Applications/Handouts." Building forms. Accessed June 2, 2023. <https://www.co.pacific.wa.us/dcd/Building%20Applications%20Forms.html>.

However, there are specific projects or alterations that are from permit approval and review, which range from non-structural renovation projects (valued under \$1,500) to installing fences and re-graveling driveways.<sup>112</sup>

There are over 15 varied applications available on the county's building development website, ranging from energy code worksheets to plumbing, water availability, and mechanical permits. According to the building division, permit processing may take approximately 3 to 8 weeks, however, they mention that delays may prolong processing times, due to having to comply to various regulations, insufficient information, staffing, project revisions, and requests for public notice. There is no currently known online application or permit filing system implemented for the county.

### Case Studies

#### **Examples of Streamlined Permitting Processes in Washington State**

According to the Municipal Research and Services Center of Washington (MRSC), a handful of local jurisdictions have initiated streamlined permitting processes in various capacities.<sup>113</sup> The following processes have been initiated by other state jurisdictions to shorten processing times and reduce the cost burden on applicants holding land for development: administrative approvals, expedited review, online application submittal/online tools, permit tracking, and pre-application meetings.

#### Administrative Approvals

- City of Sammamish, Over the Counter Permit Application Process<sup>114</sup> - Specific permits qualify for an over the counter permit application appointment, where applicants can receive a permit within a 30 minute appointment

#### Expedited Review

- City of Vancouver Municipal Code 20.920.060115 - An expedited development review process is available for applicants who intend to receive approval for infill projects. Land use decisions are provided within 60 days for projects that do not

require a hearing and 80 days for projects that require hearings.

- Online Tools, Application Submittal, and Tracking
  - Pierce County Development Center<sup>116</sup>
    - The county has developed an online resource for applicants to better prepare and understand the permitting process. The Pierce County Development Center website provides parcel research tools, septic as-built database, a database of forms organized by project type, a site plan development resource, and an online application submittal portal with application tracking.

#### Pre-Application Meetings

- City of Vancouver Pre-Application Meetings
  - The city offers pre-application conferences where applicants can ask questions and raise issues prior to applying for permitting.

#### Outside of Washington State - Santa Rosa, CA

A streamlined permitting process has successfully impacted cities and jurisdictions outside of Washington State. The city of Santa Rosa<sup>117</sup> passed an ordinance in 2018 that allowed a streamlining of the design review process. According to the city, the streamlining of the design review process has cut 70% of time and reduced 62.5% in costs. Additionally, the express permitting program for developers has cut processing times by 66%, as processing times have reduced from about 18 months to about 6 months. In addition, as the city looked to promote more development in its downtown core, incentives were provided for developers to spur interest. As a result, developers in the downtown core can pay a reduced total cost of around \$9,000 for permits (compared to the original cost of \$24,000) and the review process shortened to 3 months (compared to the original review period of 10 months).

#### Proposed Ordinance

#### Vision

Pacific County has an effective, streamlined permitting system that is affordable, accessible, and encourages infill and dense housing development.

<sup>112</sup> "FAQs." Pacific County - Department of Community Development. Accessed June 2, 2023. <https://www.co.pacific.wa.us/dcd/FAQ%27s.htm>.

<sup>113</sup> "Streamlining Local Permit Review Procedures." MRSC, 2023. <https://mrsc.org/explore-topics/planning/land-use-administration/streamlining-local-permit-review-procedures>.

<sup>114</sup> "Over the Counter (OTC) Permit Application Process." City of Sammamish, September 21, 2017. <https://mrsc.org/getmedia/8e68f129-53e6-4000-9662-8fcb003e30b6/s35otcpermit.aspx>.

<sup>115</sup> "20.920.060 Tier 2 Infill Standards." Vancouver Municipal Code. Accessed June 2, 2023. <https://vancouver.municipal.codes/VMC/20.920.060>.

<sup>116</sup> "Development Center." Development Center | Pierce County, WA - Official Website. Accessed June 2, 2023. <https://www.piercecountywa.gov/903/Development-Center>.

<sup>117</sup> "Permit/Approval Streamlining: Santa Rosa, CA." City of Santa Rosa. Accessed June 2, 2023. <https://www.srcity.org/2928/PermitApproval-Streamlining>.

## Objectives

### **Objective 1:**

Develop and implement an online permit filing and tracking system, and provide online resources.

### **Objective 2:**

Provide pre-approved plan options with reduced fees for specific housing typologies.

#### Implementation Actions

- 1) Develop pre-approved plans for ADUs and multi-family housing developments that are realistic for Pacific County's population.
- 2) Consult with the State permitting working group (funded through SB 5290) to transition to an online permit filing system, determine ways to reduce processing times and expedite permitting review.
- 3) Develop accessible online tools, resources, and databases to provide permitting guidance for permit applicants.
- 4) Investigate potential incentives and/or fee waivers and reductions for developing housing in areas of Pacific County where there is high need and demand.

#### Additional Considerations

The policy recommendations included in this report are the ones that our team found to be the most pressing for Pacific County to consider. However, there are many alternate and additional policies that the county could adopt to achieve its housing affordability and availability goals. These include:

- Permitting more suite-style or communal housing (i.e. housing with central living and cooking spaces and many attached bedrooms with en suite bathrooms). These housing styles would be popular for large, multigenerational families and temporary workers looking for moderately priced, semi-permanent accommodations.
- Implementing a vacancy tax to either increase the County's revenue, which it could direct to affordable housing, or disincentivize the use of existing housing for exclusively recreational purposes.
- Loosening regulations on mobile homes, manufactured homes, and trailer parks; these housing types represent valid and safe forms of housing.
- Investigating ways to increase local wages. While increasing housing supply is one method of reducing long-term housing costs and therefore the housing need, individual income is another major blocker that needs to be addressed.

## CONCLUSION

Pacific County's affordable housing problem is complicated by its prime location along the coast. As an attractive area for tourists and vacation homes, Pacific County struggles with high vacancy rates during the off season, which means many existing homes are unusable by the local community and the cost of housing goes up. Furthermore, the abundance of wetlands, steep slopes, and location along shorelines, as well as a rural designation limit the amount of developable space for new housing.

To combat these challenges, it is essential that Pacific County build at their maximum possible density instead of continued sprawl. This type of development does not maximize the amount of housing that municipalities are zoned for, and a significant portion of the predicted population growth may be accommodated by building at the maximum density. Further, allowing accessory dwelling units throughout the County will also create more affordable housing options. Changing zoning policy to be more inclusionary will help increase affordable options in the area. In order to do an Urban Growth Area (UGA) swap, the County must prove that they have already maximized their developable space within the existing UGA, so building at higher densities will be necessary before they can prove a need for a UGA swap.

We hope our research, the GIS tools and analysis we created, and our recommendations will be useful to the county. We greatly appreciated the opportunity to learn about Pacific County and connect with the incredible community leaders there.

# APPENDIX

This will include additional graphics that were previously only created for the County, recreated for each of the four incorporated jurisdictions.

## **Definitions**

As defined by Ilwaco, Long Beach, Raymond and South Bend Municipality Code.

### Accessory Dwelling Unit (ADU)

- Ilwaco code specifies that the unit must be separate from the owner-occupied primary residential dwelling unit and not exceed 400 square feet. Raymond Code allows for the ADU to be within the primary residential dwelling unit or separate from it and does not have a size limit mentioned.
- South Bend Code specifies that the ADU is a second dwelling unit in an existing single-family detached dwelling for use as a complete, independent living facility, with cooking, eating, sanitation, and sleeping provisions.
- The definition of ADU is generally consistent across different municipalities, with the main difference being whether it can be separate from the primary residential dwelling unit. The common elements in these definitions include an additional dwelling unit on a single-family lot with its kitchen, sleeping, and bathroom facilities.

### Affordable Housing

- The definition of mobile home/trailer parks is standardized for Raymond and South Bend. Affordable housing refers to housing that is priced within the means of low- and moderate-income households, with a maximum percentage of gross annual household income allocated to housing costs, typically 30 percent. For rental housing, monthly housing costs should be at most 33 percent of a household's total monthly income. In some cases, affordable housing may be subject to deed restrictions or covenants requiring that it be rented or sold at prices that preserve it as affordable housing for a specified period. HUD establishes the specific income thresholds for low- and moderate-income households, which vary depending on the municipality or region.

### Area Median Income (AMI)

- The Area Median Income is the median of the distribution of household incomes in a given area, often a county or metropolitan area. It is a statistical measure that is helpful to setting guidelines for affordable housing needs and mandates (e.g., a city might require that housing be available for those making up to 80% of the area's median income).

### Manufactured (Standardized)

- See "mobile home"

### Mobile Home/Trailer Parks (Standardized)

- The definition of mobile home/trailer parks is standardized across the provided codes. It refers to a parcel or contiguous parcels divided into two or more mobile or manufactured home lots for rent or sale. It is an area or tract of land designed and used to accommodate two or more mobile homes or recreational vehicles. Some codes cross-reference the definition of mobile home/trailer parks with the definition of recreational vehicle parks.

### Mobile Home (Standardized)

- Refers to a single-family dwelling constructed after June 15, 1976, and installed per the U.S. Department of Housing and Urban Development (HUD) requirements for manufactured housing. The dwelling must have at least two fully enclosed parallel sections, each not less than 12 feet wide by 36 feet long. It must have a roof of not less than 3:12 pitch, composed of wood shake or shingle, coated metal, or similar materials. The exterior siding must also be identical in appearance to the siding materials commonly used on conventional site-built International Building Code single-family residences. This definition is consistent across the provided codes.

### Recreational Vehicle (RV)

- A RV is a motorized or towable portable structure designed for temporary human occupancy and primarily used for recreational or camping purposes. This includes a cabin or living accommodations and may come in various forms, such as travel trailers, truck campers, camping trailers, self-propelled motor homes, commercial coaches, and fifth wheels. The definition is standardized across municipalities.

### Recreational Vehicle Parks (RV Parks)

- An RV park is a piece of land, lot, or parcel dedicated to accommodating or housing recreational vehicles for itinerant, short-term, or long-term occupancy. Each non-storage site must include individual connections for electricity and sanitary services. RV parks may consist of amenities for the occupants, such as laundry facilities, showers, game rooms, recreation areas, or restaurants. Raymond Code did not have a definition.

- 80 - 120 AMI
- It is intended to ensure that essential workers such as teachers, healthcare workers, police officers, and other service workers can find housing.

### **First Methodology (Lot Size Threshold)**

Lot Size Thresholds: The lot size thresholds took a developer approach. It asked the question "Based on lot size, how many dwelling units could a parcel of a specific lot size accommodate?" Using that information, we generated thresholds for lot sizes up to an acre.

### Seasonal Workers

- Year-round residents working seasonally
- Migrant workers (coming with or without families)
- H2A Visa Workers (temporary agricultural workers who are foreign nationals)

#### 1. Basic Threshold Equation

We first looked at minimum lot size to determine the minimum and maximum square footage of lot size for a dwelling unit. Below is an equation for a basic single-family residential zoning code in Long Beach:

$$\begin{aligned} \text{Minimum lot size} * \text{amount of dwelling units} \\ (\text{du}) = \text{Sq. Ft Minimum} \\ \text{Minimum lot size} * (\text{amount of dwelling units} + \\ 1) = \text{Sq. Ft Maximum} \end{aligned}$$

Example:

$$\begin{aligned} 6,000 * 2 \text{ dus} &= 12,000 \text{ sq. ft minimum} \\ 6,000 * 3 \text{ dus} &= 18,000 \text{ sq. ft maximum.} \end{aligned}$$

Therefore, 2 dus can be accommodated in a single-family residential lot that is 12,000 - 18,000 sq. ft. in Long Beach, assuming it is subdivided.

As the lot size increases to an appropriate size, it is assumed that a developer would subdivide the lot to accommodate additional dwelling units while maintaining the minimum lot sizes described within the zoning code.

#### 2. Advanced Threshold Equation:: Minimum Lot Size for First Unit + Decreased Minimum SF for Additional Units

Some zoning codes applied a minimum lot size for the first dwelling unit and a smaller additional lot size needed for each additional dwelling unit. Below is an equation for that scenario, as seen with Long Beach Shoreline Multi-Family Residential:

### Seasonal Workers Housing

- No definition in municipalities code
- Seasonal workers housing refers to accommodations provided to workers employed on a seasonal or temporary basis, typically in agricultural, tourism, or other industries.
- Needs are different based on type of seasonal worker

### Short-Term Vacation Rentals

- Also known as "Seasonal Dwelling"
- Short-term vacation rentals or short-term rentals (STR) refer to the provision of temporary guest housing to nonresidents for compensation, with a length of stay per guest visit typically less than 30 days. These rentals can be offered by individuals who maintain the primary dwelling unit as their primary residence. They include bed and breakfast rooms, condominium hotel units, hotel rooms, motel rooms, RV spaces, camping spaces, timeshare units, and vacation rentals.
- Ilwaco and Long Beach define STR as "itinerant lodging".

### Subsidized Housing

- standard NO definition in all codes
- Subsidized housing refers to housing units that are partially or fully funded by the government or other entities to make them affordable for low-income individuals and families

### Workforce Housing

- standard NO definition in all codes



Minimum lot size \* 1 + (Additional Lot Size \* amount of additional du) = Sq. Ft. Min

Minimum lot size \* 1 + (Additional Lot Size \* amount of additional du + 1) = Sq. Ft. Max

Example:

$10,000 \text{ SF} * 1 \text{ du} + (2,000 \text{ SF} * 2 \text{ du}) = 14,000 \text{ SF. Min. 3 dus in total}$

$10,000 \text{ SF} * 1 \text{ du} + (2,000 \text{ SF} * 3 \text{ du}) = 16,000 \text{ SF. Max. 4 dus in total}$

Therefore, 3 dus can be accommodated in a shoreline multifamily residential lot that is 14,000 - 16,000 sq. ft in Long Beach.

### 3. Advanced Threshold Equation: Varying Minimum Lot Size for Single Family versus Duplexes

Raymond has a medium density residential code that permits single-family dwellings at a minimum lot size of 6,000 SF and duplexes (2 dus) at 7,500 SF. Below is the equation for that zoning code:

If total amount of dus is odd:

$(\text{Min. Lot Size of Duplex} * \text{Duplex du}) + (\text{Min. Lot Size of SFH} * 1) = \text{Sq Ft Min}$

$(\text{Min. Lot Size of Duplex} * (\text{Duplex du} + 1) + (\text{Min Lot Size of SFH} * 0) = \text{Sq Ft Max}$

If total amount of dus is even:

$(\text{Min Lot Size of Duplex} * \text{Duplex du}) + (\text{Min Lot Size of SFH} * 0) = \text{Sq Ft Min}$

$(\text{Min. Lot Size of Duplex} * \text{Duplex du}) + (\text{Min. Lot Size of SFH} * 1) = \text{Sq Ft Max}$

Example:

If total amount of dus is odd aka 5:

$(7,500 * 2) + (6,000 * 1) = 21,000 \text{ Sq Ft min}$

$(7,500 * (2+1) + (6,000 * 0) = 22,500 \text{ Sq. Ft max}$

Therefore, 5 dwelling units (aka two duplexes and 1 single-family dwelling) can be accommodated on a Medium Density Residential lot that is between 21,000 - 22,500 sq. ft in Raymond. Maximum 7 units per acre.

These threshold equations accommodate the maximum unit potential of a duplex while still addressing its lot limits in comparison with a single family dwelling. It assumes that a developer would subdivide the lot appropriately to accommodate these scenarios.

### 4. Advanced Threshold Equation: Varying Square Footage For Ground versus Above Ground Floor Dwellings

Ilwaco has a multifamily residential zoning code that permits multi-family dwelling units at minimum lot size of 6,000 SF for the first dwelling unit, 1,000 SF for each additional ground floor dwelling unit (Grd-DU), and 500 SF for each additional dwelling unit above ground floor (Abv-DU). For this calculation, we assumed that an additional above-ground dwelling unit could be built only when an ground-floor dwelling unit existed. Therefore, the above-ground dwelling units could only be equal to or less than the ground-floor dwelling units. Below is the equation for that zoning code:

If total amount of dus is odd:

$\text{Min. Lot size} * \text{First DU} + (1,000 * \text{Grd-DUs}) + (500 * \text{Abv-DUs}) = \text{Sq. Ft Min}$

$\text{Min. Lot size} * \text{First DU} + (1,000 * (\text{Grd-DUs} + 1)) + (500 * \text{Abv-DUs}) = \text{Sq. Ft Min}$

If total amount of dus is even:

$\text{Min. Lot size} * \text{First DU} + (1,000 * \text{Grd-DUs}) + (500 * \text{Abv-DUs}) = \text{Sq. Ft Min}$

$\text{Min. Lot size} * \text{First DU} + (1,000 * \text{Grd-DUs}) + (500 * (\text{Abv-DUs} + 1)) = \text{Sq. Ft Min}$

Example:

If total amount of dus is odd aka 5:

$6,000 * 1 + (1,000 * 2) + (500 * 2) = 9,000 \text{ Sq Ft, Min.}$

$6,000 * 1 + (1,000 * (2+1) + (500 * 2) = 10,000 \text{ Sq. Ft Max.}$

Therefore, 5 dwelling units (aka 1 original dwelling unit, 2 ground-floor dwelling units and 2 above-ground dwelling units) can be accommodated on a Multifamily Residential lot that is between 9,000-10,000 sq. ft in Ilwaco.

**Pacific County and Municipalities Zoning Codes and Proposed Densities**

City	Zone	Allowed Uses	Du/ Acre	Min Lot (sq ft)	Min Lot (acres)
South Bend	N: Neighborhood	Single-Family	5	8,700	0.200
		Single-Family Manufactured	5	8,700	0.200
		Duplex	8	11,600	0.266
		Multifamily	18	20,000	0.459
		Condominiums	18	20,000	0.459
	DC: Downtown/ Commercial	Condominiums	10	20,000	0.459
		Single-Family	5	8,700	0.200
		Townhouses			
Raymond	RS: Medium Density Residential District	Multifamily	7	6,000	0.138
	Single-Family	7	7,500	0.172	
Ilwaco	R-1: Single-Family Residential	Single-Family	7	6,000	0.138
		Single-Family Manufactured	7	6,000	0.138
		Condominiums	7	6,000	0.138
	R-2: Multifamily Residential	Duplex / Single- family	6	7,000	0.161
		Multifamily	7	6,000	0.138
		Condominiums	6	7,000	0.161
	R-3: Resort	Duplex			
		Multifamily	6	7,000	0.161
		Single-Family Cluster	7	6,000	0.138
		Development		3,000	0.069
	R-4: Recreation Residential	Condominiums	7	6,000	0.138
		Duplex / Single- Family	6	7,000	0.161
		Multifamily	7	6,000	0.138
	Long Beach	R1: Single-Family Residential	Single-Family	7	6,000
Single-Family			7	6,000	0.138
R2: Two-Family Residential		Single-Family	10	4,000	0.092
		Duplex	10	4,000	0.092
R2 Restricted		Single-Family	10	4,000	0.092
		Duplex	10	4,000	0.092
R3: Multifamily Residential		Multifamily	14	3,000	0.069
		Single-Family	14	3,000	0.069
		Duplex	14	3,000	0.069
RC: Residential Commercial		Multifamily	32	5,000	0.115
		Single-Family	8	5,000	0.115

Unincorp.	R1: Restricted Residential	Single-Family	3	11,000	0.2525	
	R1: Restricted Residential (with-in Seaview)	Single-Family	5	7,200	0.165	
	R2: General Residential	Single-Family	12	11,000	0.2525	
	R3: Resort Residential	Single-Family	16	11,000	0.2525	
	RR: Rural Residential	Single-Family	6	11,000	0.2525	
	RR-1: Remote Rural	Single-Family	1 unit/acre if septic+well			
			2 units/acre if septic+water			
			3 units/acre if sewer+water			
	MU: Mixed Use	Single-Family	6	11,000	0.2525	
	MU-Tokeland: Mixed-Use Tokeland	Single-Family	4	11,000	0.2525	
		Duplex	8	11,000	0.2525	
		Multifamily	16	11,000	0.2525	
	CC: Community Commercial	Multifamily	16	11,000	0.2525	
	RL: Rural Lands	Single-Family	3	12,500	0.29	
		Duplex	6	12500	0.29	
GR: General Rural	1 DU per 5 acres	0.2	43,560	0.2		