

Ordinance 829

An ordinance amending Section .280, Section .510, and Section .520 of Clallam County Code Chapter 31.02, Countywide Comprehensive Plan, as relates to housing

BE IT ORDAINED BY THE BOARD OF CLALLAM COUNTY COMMISSIONERS:

**Section 1. Section .280, Housing, is deleted and replaced to read as follows:**

The Growth Management Act (GMA) includes a planning goal to encourage the availability of affordable housing to all economic segments of the population of this State, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

The GMA requires a County comprehensive plan housing element that includes:

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

(1) Housing element. In addition to this section, this Plan contains the following sections incorporated as part of the housing element:

- (a) .210 through .255 governing urban growth area issues;
- (b) .285 governing essential public facilities, including in-patient facilities, group homes, and secure community transition facilities;
- (c) .510 and .520 governing affordable housing and providing policies recommending approaches to expand opportunities for the development of affordable housing; and
- (d) Various sections in the respective Regional Plans providing additional details for the management of sub-area housing needs and resources.

(2) The following supplemental reports are incorporated by reference as part of the housing element. They provide an inventory and analysis of the County’s existing and projected housing needs, as well as a written record of unique local circumstances to be considered in devising goals, policies, and objectives to preserve, improve, and develop affordable housing to all economic segments of the County’s population:

- (a) *Urban Growth Areas Analysis and 10-Year Review*, May 2007;
- (b) *Measuring Housing Need: A Data Toolkit for Clallam County*, May 2006;
- (c) *Draft Ten Year Plan to End Homelessness in Clallam County*, December 2005;
- (d) *Draft Rural Lands Report*, December 2006, as supplemented; and
- (e) *Draft LAMIRDS Report (Limited Areas of More Intensive Rural Development)*, September 2006, as supplemented.

(3) Housing issues. The reports referenced above include, but are not limited to, the following findings and conclusions as to Clallam County’s unique local circumstances relating to housing needs:

- (a) The 2007 state population estimate for Clallam County was 68,500 persons (OFM, 2007). According to the *Urban Growth Areas Analysis and 10-Year Review* (“UGA Report”), growth trends support utilizing the state growth management 2000-2025 High Series Population

Forecast (OFM, 2002) for Clallam County of 86,927 persons. Based on this forecast, the County needs to plan housing for approximately 18,427 new people between 2007 and 2025. Most of this population increase is anticipated to occur within Central and Eastern Clallam County.

The County allocated growth to urban growth areas ("UGAs") in consideration of historical trends, policies supporting a shift in population growth to urban areas, city projections, and corresponding infrastructure planning and investments.

The "UGA Report" calculates the number of housing units needed in each UGA to accommodate existing population plus its allocated share of the 20-year growth using OFM figures for average people per household ("PPH") and concludes that there is an adequate supply of land within each UGA to accommodate new housing units necessary for its allocation of urban population growth.

The "UGA Report" describes how each UGA provides for a variety of housing densities, which serve to protect the character of existing residential areas and allow for new single family and multi-family housing developments. Commercial areas that provide for mixed-use developments also address GMA and Comprehensive Plan policies for a variety of urban housing choices and affordable housing. Larger areas of undeveloped land within UGAs, efficient use of existing infrastructure, careful infrastructure investment strategies, and adequate capacity help to stabilize land values for the provision of affordable housing.

(b) According to *Measuring Housing Need: A Data Toolkit for Clallam County*, population growth in the County is primarily due to an influx of retirees; while there is a loss of younger people, resulting in a median age of 43.8 in 2000, compared to 35.3 in Washington State. Clallam County households are becoming smaller, with an increase in single person households, including the elderly. In 1999, 25 percent of households in Washington State had an annual income less than \$25,000 – in Clallam County, 33 percent. In 1999, 13 percent of Clallam County's population lived in poverty; increasing housing and utilities costs since that time continue to reduce the number of housing options affordable to many working families and place a great burden on low-income households. The report identified mobile homes as an important housing component in Clallam County, constituting 17 percent of total housing units in 2000 when compared to 8 percent statewide. Forks and Sequim, in particular, contain high numbers of mobile home units.

The report includes strategies to be considered by local jurisdictions to expand, improve, or maintain quality, affordable housing, including specific strategies designed to provide affordable housing and meet the demand for diversity of housing choices, which are included verbatim at section .510(3).

(c) According to the *Draft Ten Year Plan to End Homelessness in Clallam County*, the County has been a leader in the development of a Continuum of Care to address homelessness, counting our homeless, and developing a plan to end local homelessness. The Continuum of Care/Shelter Providers Network has been meeting since 1989, working to identify and address gaps in services and coordinate delivery of services to local homeless individuals and families. It is comprised of representatives from housing (shelter, transitional, permanent), social services, healthcare, domestic violence, mental health, veterans, church groups, substance abuse, education, employment, tribal, and legal services. In 2004, the group began working on a ten-year plan to end homelessness with numerous drafts developed, disseminated, and discussed during meetings and at two public forums.

In 2005, Clallam County established the Homelessness Task Force Fund, financed by a surcharge of \$10 for each document recorded, pursuant to Chapter 43.185C RCW and established the Homelessness Task Force to serve as an advisory committee to the Board of Commissioners.

Members of the Task Force include: representatives from the Clallam County Health and Human Services Department; the cities of Port Angeles, Sequim and Forks; Clallam County Tribal Governments; Olympic Medical Center; Clallam County Housing Authority; Peninsula Community Mental Health; Healthy Families; West End Outreach; Serenity House of Clallam County; Olympic Community Action Programs; United Way of Clallam County; WorkSource; Law and Justice Council; a representative of the Business Community; a representative of the Faith Community, a representative of Landlord/Property Management; and three representatives from the homeless or formerly homeless community. The Task Force reviewed and approved the *Draft Ten Year Plan to End Homelessness in Clallam County* and recommended adoption. On December 13, 2005, Clallam County adopted the *Draft Ten-year Plan to End Homelessness in Clallam County*, and in 2006, was the successful recipient of a \$1 million Homeless Grant Assistance Program grant, to be distributed over three years, to address homelessness issues.

(d) According to the *Draft Rural Lands Report*, as supplemented, at about 40 people per square mile, Clallam County is a rural county. The County was on the State's distressed counties list for 30 years, only being removed in 2004, making it imperative to exercise the flexibility granted rural counties under the GMA to maintain land use policies designed to attract and accommodate economic development and affordable housing for all segments of its population. With more than 85 percent of its land designated as natural resource and public lands, the County is assured extensive rural character. This extensive rural character is attracting retirees and newcomers in search of a "rural quality of life" while extensive natural resource and public lands leave only 9 percent available for rural designations, including LAMIRDs. As these newcomers provide much-needed diversification of the County's economy, it is imperative to accommodate their housing needs.

(e) According to the *Draft LAMIRDs Report* (Limited Areas of More Intensive Rural Development), as supplemented, LAMIRDs, identified at CCC 31.02.263, provide residential infill opportunities in areas already characterized by existing commercial, industrial, residential, or mixed-use development, providing rural quality of life housing opportunities to newcomers and affordable housing opportunities for natural resource and recreation-industry workers close to where they work. This is especially important in the West End which depends heavily on these industries for its economic (re)development. The West End is characterized by remoteness, long distances, and difficult driving conditions, making it unreasonable to expect workers to commute to UGAs.

(4) Policies. Based on consideration of all of the Growth Management Goals and unique local circumstances, Clallam County adopts the following policies to achieve its goal of ensuring a variety of housing options to all economic segments of the population, and to create vital communities where people live close to work, attend school, receive services and recreate, and have access to viable public and multi-model transportation options:

(a) Urban growth areas shall be adequately sized to guard against negative market fluctuations attributed to artificially tight land supply and shall promote a variety of housing types, including multi-family, single-family, mixed uses, affordable housing, and accessory living units.

(b) New high density, mixed use, affordable housing developments, and manufactured housing (mobile home) parks should be focused in urban growth areas that have the infrastructure and services to support them.

(c) Rural areas should promote a focus on single-family housing and accessory housing units, using a mix of densities, development regulations, and incentives to provide rural lifestyle opportunities while retaining rural character and protecting more remotely located low density rural and natural resource lands from conversion pressures.

(d) LAMIRDs, as identified at CCC 31.02.263, should be available to provide residential infill opportunities in areas already characterized by existing commercial, industrial, residential, or mixed-use development, providing rural lifestyle and affordable housing opportunities.

(e) Accessory Housing Units (AHUs) should be allowed to provide much needed affordable housing opportunities throughout the County. AHUs provide general convenience for landowners to accommodate family and guests with independent living quarters; accommodating unique or special housing needs and circumstances such as caretaking housing; and allow opportunities for housing above businesses without consuming valuable commercial and industrial land base. AHUs do not require extension of any public and private transportation facilities or utility services. To limit impacts to a neighborhood or rural character, public health and safety, groundwater resources, and governmental services, AHUs shall be clearly incidental and subordinate to the primary land use and subject to size and structure type limitations, water and wastewater disposal standards, certificates of occupancy, design standards, and recorded title notices. The existence of AHUs shall not serve as justification for amending the Official Comprehensive Future Land Use and Zoning Maps to allow for increased densities.

(f) Housing in commercial forestlands should be strictly limited to parcels that pre-existed the commercial forest designation and/or do not interfere with commercial forest production.

(g) Housing in designated commercial and industrial areas should support the primary use of those areas or shall be part of mixed-use developments such as affordable housing opportunities above commercial facilities.

(h) Housing in critical areas should be consistent with the policies to protect them from incompatible development.

(5) New residential development should not cause the level of service on locally owned transportation facilities to decline below the standards adopted in the Transportation Element of the County's Comprehensive Plan.

(6) Capital facilities plans and funding should be integrated with land use plans to ensure timely replacement and rehabilitation of sub-standard infrastructure in order to accommodate future housing demands and to maintain existing housing stock.

**Section 2. Section 31.02.510, Affordable housing issues, is deleted and replaced to read as follows:**

(1) As described in detail in the reports referenced at CCC 31.02.280(2), Clallam County has unique local circumstances that result in a very complex housing situation. In the West End, the population has declined but housing is difficult to obtain due to lack of new construction. Eastern Clallam County has experienced rapid growth but affordable housing is in short supply due to demand. Housing prices across the County have risen extensively between 1985 and 2005 due to a variety of factors, including increases in the price of land, costs of construction, financing, regulations, and demand. These increases have reached a level where the average wage earner has difficulty obtaining affordable housing.

(2) *Measuring Housing Need: A Data Toolkit for Clallam County* includes the following findings:

(a) According to the guideline that paying 30 percent of household income for housing is affordable, nearly half (46 percent) of renter households in Clallam County in 1999 were renting housing they could not afford.

(b) Since 2000, the median price for homes has risen sharply. In the first quarter of 2000, the median price for homes sold was \$98,900 and rose to \$170,000 in the last quarter of 2004.

(c) A family of four needs to earn \$16.75 an hour (about \$33,500 a year) to afford to rent a 3-bedroom unit at fair market rent in 2005 (\$871 a month).

(d) A person receiving Supplemental Security Income (SSI) payments in Clallam County (\$579 a month in 2005) could afford to pay \$174 a month for housing. Fair market rent for a 1-bedroom unit in 2005 was \$458.

(3) *Measuring Housing Need: A Data Toolkit for Clallam County*” includes the following strategies for providing affordable housing and meeting the demand for diversity of housing choices:

(a) Respond to the needs of the “working poor” by developing a range of affordable housing options near employment sources.

(b) Respond to the need for smaller units and units suitable for the elderly.

(c) Encourage the development of mixed uses in housing construction.

(d) Allow mixed-uses in zoning, such as residential in selected commercial/business areas.

(e) Provide incentives for housing developers to increase affordable housing, such as strategies to reduce development costs, fast-track plan approval, maintaining a file of pre-approved housing plans, reduced impact fees, and providing density bonuses.

(f) Encourage infill development where infrastructure is in place.

(g) Work with existing and new employers to develop housing options for current and planned employees.

(h) Allow residential accessory housing.

(i) Establish inclusionary zoning ordinances and other incentives for developers to reduce housing costs such as density/parking adjustments and fee reductions.

(j) Remove regulatory barriers to affordable housing by periodically reviewing and modifying ordinances, codes, zoning regulations.

(k) Provide “fast-track” approval for reasonable accessibility modifications.

(l) Encourage design competitions to increase the amount of attractive affordable housing, and the availability of pre-approved plans.

(m) Support the development of community land trusts.

(n) Expand new affordable options with CDBG (Community Development Block Grant) resources.

(o) Link long-range plans for new and/or upgraded infrastructure development with planning for inclusion of development of affordable and accessible housing.

**Section 3. Section 31.02.520, Affordable housing goals, is deleted and replaced to read as follows:**

(1) Clallam County’s affordable housing efforts should be directed at preserving and creating housing that is affordable to those with very low, low, and moderate income, defined as:

(a) “Very low income” means a household income below 50 percent of the Countywide median.

(b) “Low income” means a household income between 50 and 80 percent of the Countywide median.

(c) “Moderate income” means a household with income within the range of 80 to 95 percent of the Countywide median.

(2) Based on extensive local need for affordable housing as well as its unique local circumstances, the County shall encourage retention and creation of affordable housing, as defined in subsection (1) above, as follows:

(a) By encouraging participation in, and assisting where possible, the efforts of the Shelter Providers Network, the Homelessness Task Force, the Housing Authority of Clallam County, and the Clallam County Affordable Housing Task Force by identifying, pursuing, coordinating, and facilitating the distribution of available relevant federal, state, or private funding, to assist these agencies in their efforts to end and prevent homelessness, and to provide and maintain affordable housing, in Clallam County.

(b) By ensuring that its policies and regulations encourage the retention and creation of affordable housing developments that are not subject to procedural and/or development standards not required of other residential developments.

(c) By working together with local cities to:

(i) Preserve existing affordable housing by placing a high priority on providing infrastructure and urban services to serve high-density housing developments in urban growth areas.

(ii) Encourage the creation of additional affordable housing by inventorying and designating land within urban growth areas that is available and suitable for high-density housing developments.

(iii) Coordinate plans to develop new and/or upgraded infrastructure with retention and/or creation of affordable and accessible housing.

(iv) Identify and implement other coordinated strategies to preserve or create affordable housing in urban growth areas.

(v) Continue to coordinate implementation of the "affordable housing" policies set forth in the *1992 Clallam County Countywide Planning Policy* adopted by the County and cities.

(d) By allowing mobile homes and modular homes as single-family residences.

(e) By allowing accessory housing units ("AHUs") as allowed land uses in most zones.

(f) By allowing flexible zoning and cluster development techniques that allow for a range of lot sizes and clustering of lots closer to required services.

(3) Clallam County should consider the following strategies to encourage the retention and creation of affordable housing:

(a) Forming, coordinating, supporting and/or participating in the Clallam County Affordable Housing Task Force which would be comprised of representatives from local governments, local agencies working on homelessness and/or affordable housing issues, financial institutions, major employers, developers, contractors, real estate, chambers of commerce, economic development professions, and the like, which would have the following goals:

(i) The compilation or commissioning of updated assessments of the County's housing inventory and needs considering such issues as evolving demographics, employment patterns, market changes, affordable housing needs and other relevant local circumstances, preferably to be completed one year prior to the GMA-mandated review of the County's Comprehensive Plan with such assessment submitted to the Planning Commission for review and forwarding to the Board of County Commissioners for consideration of adoption and made available to the public.

(ii) The coordination of efforts to develop affordable housing by involving relevant agencies, programs, and funding; identifying available land in urban growth areas suitable for the development of affordable housing; and developing mechanisms for rapid review and financing of proposed affordable housing projects.

(iii) The development of educational materials that increase awareness of incentives and strategies offered by local jurisdictions and other agencies to develop affordable housing and that promote acceptance of new affordable housing developments within local communities.

(iv) The identification of existing local policies and regulations that discourage the preservation or creation of affordable housing and the development of proposed policies and regulations for consideration by relevant local governments that would encourage preservation or creation of affordable housing.

(b) Zoning and subdivision provisions that broaden the range of affordable housing choices through expanded opportunities such as townhouses, condominiums, multiplex rental housing, multi-story housing, and high-density cottage units clustered around common green spaces; and low density attached units mixed with large open-space remainder lots.

(c) The preservation of existing mobile home parks; i.e. through the adoption of a new urban Mobile Home Park overlay designation resulting in assessments limited to park use thereby providing property tax relief to the owners. Such designation would be available to park owners by agreement and would be effective for a minimum time period, such as five years, to be established by regulation.

(d) Mixed-use developments that include affordable housing opportunities in certain commercial zoning districts, including above commercial facilities.

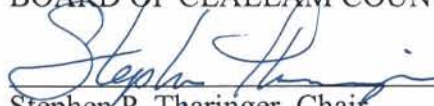
(e) Incentives, such as density bonuses, that would allow residential developments to be financially viable even with a partial set-aside of below-market-rate units.

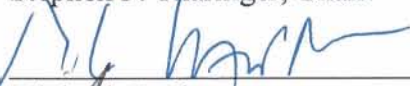
(f) Pre-approved affordable housing plans and other development permitting strategies that reduce costs, permit fees, and waiting times.

(g) Identifying and marketing publicly owned land in urban growth areas suitable for the development of very low-income housing.

ADOPTED this eleventh day of December 2007

BOARD OF CLALLAM COUNTY COMMISSIONERS

  
Stephen P. Tharinger, Chair

  
Michael C. Chapman

  
Howard V. Doherty, Jr.

ATTEST:

  
Trish Holden, CMC, Clerk of the Board