

Housing Implementation Plan

February 2023 DRAFT



Columbia County



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Executive Summary

The cities of Clatskanie, Rainier, Vernonia, and Columbia City (“Participant Cities”)—in partnership with Columbia County—collaborated on this Housing Implementation Plan (HIP). The purpose of the HIP is to provide a framework for city governments, Columbia County, and other regional partners to advance solutions to housing challenges in the county. The HIP lays out a set of strategies and actions that will be implemented over the next eight years (2023-2030).

The HIP is organized in six sections:

- **Project Overview** establishes the context for the HIP and describes projected housing impacts related to NEXT Renewable Fuels’ plans to build and operate a green diesel fuel processing facility at Port Westward in Columbia County.
- **Columbia County’s Housing Needs** provides a summary of the study area’s housing conditions and demographic trends and projects temporary and permanent housing needs related to the NEXT project.
- **Stakeholder Engagement** includes a summary of stakeholder input that was used to develop the strategies and actions included in the HIP.
- **Site Suitability Analysis** details the analysis used to create an inventory of suitable sites for housing across the four jurisdictions.
- **Strategies to Meet Temporary Housing Needs** contains a list of four (4) actions targeted at temporary housing needs associated with construction of the NEXT project.
- **Strategies to Meet Permanent Housing Needs** contains strategies and actions determined to best fit Columbia County’s housing needs and the region’s capacity for implementation over time. This section describes recommended land use and zoning changes for the participant cities and includes a list of ten (10) actions targeted at addressing permanent housing needs in Columbia County.

Housing Needs

Housing needs have been detailed in the HIP based on population growth projections, housing conditions and demographic trends in the region. They incorporate a range of estimated housing demands associated with the NEXT project, which is expected to have a large economic impact within Columbia County and the surrounding region beginning when construction kicks off in early 2024. Hundreds of units of new temporary and permanent housing will be needed to meet demands associated with the region’s anticipated economic growth.

Temporary Housing Needs

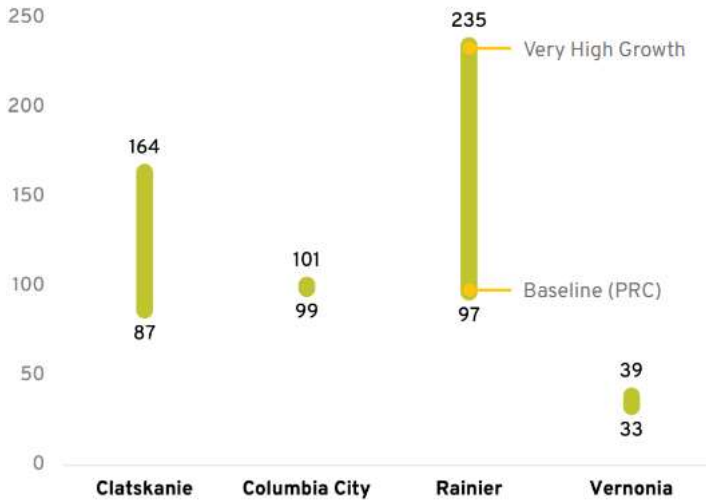
There are two separate categories of workers that will need some form of temporary housing during NEXT’s construction period. Approximately 30% of the direct construction jobs (570) are expected to be filled by temporary workers who travel to the job site in RVs and live in the RVs during the construction period.

Separately, another 25% of the workers (1,179) will require local rental housing, motels, or other temporary housing options during the construction period. These workers will be the driving force behind new demand for housing in the participant cities, particularly Clatskanie and Rainier, which are closest to the construction site. More information about these temporary housing needs is included on pages 7-10 of this document.

Permanent Housing Needs

It was assumed that one-quarter of new job holders resulting from the NEXT project will be existing residents of Columbia or Cowlitz Counties. The remaining three-quarters will be residents that currently live outside the area and move for employment. The economic impact of NEXT could result in long-term increases in housing demand of 150 to 225 total additional units in the four participant cities beyond what would occur under existing growth projections.

Figure 1. Scenario Range of Net New Housing Units, 2025-2042



The net increase in residents in each jurisdiction varies widely (Figure 1). More information about permanent housing needs is included on pages 11-12 of this document.

Stakeholder Engagement

The HIP was developed with input from a variety of stakeholders that was used to develop strategies and actions to address housing needs. This engagement process included a series of meetings with a project Advisory Committee (AC), stakeholder meetings, developer interviews, and jurisdictional meetings. Four meetings were held with the AC which provided an overview of the Housing Implementation Plan requirements and process, collected feedback on housing prototypes, the site suitability analysis, and policy recommendations, and discussed and received feedback on the draft strategies and actions proposed for inclusion in the HIP. More details on stakeholder engagement are included on pages 13-14 of this document.

Strategies and Actions

The strategies included in this document were identified by the project consulting team based on experience with policies in similar jurisdictions, an audit of local zoning codes and policies, best

practices research, and a list of potential strategies published by DLCD. Working collaboratively with staff and based on input from stakeholders and the community, the consulting team refined the strategies to best fit Columbia County’s housing needs and the region’s capacity for implementation over time.

Strategies recommended to meet temporary housing need include:

- Provide Land and/or Infrastructure for Temporary Housing
- Allow Residential Occupancy in RVs and Tiny Homes On Wheels
- Encourage/Incentivize Homeowners to Provide Temporary Housing, and
- Facilitate a Prefab/Modular Housing Development that Converts to Permanent Housing

Strategies to meet permanent housing need fall into four categories:

1. Land Use and Zoning Changes
2. Financial Incentives
3. Land Based Strategies
4. Public Projects and Resources.

Recommended land use and zoning changes have been detailed for each participant city. Within the other three categories there is a one-page summary devoted to each action, which includes a description of the action, steps to implement it, implementation considerations, an adoption timeline, an implementation timeline, prioritization of the action, an implementation lead, and potential partners. Once adopted, it is assumed that these actions will continue to impact the production of needed housing over time.

Appendices

- **Appendix A** identifies housing prototypes included in the HIP.
- **Appendix B** contains an inventory of suitable sites for housing in the four participant cities.

2. Project Overview

The cities of Clatskanie, Rainier, Vernonia, and Columbia City (“Participant Cities”)—in partnership with Columbia County—collaborated on this Housing Implementation Plan (HIP). The HIP will be implemented by these multiple partners working closely together.

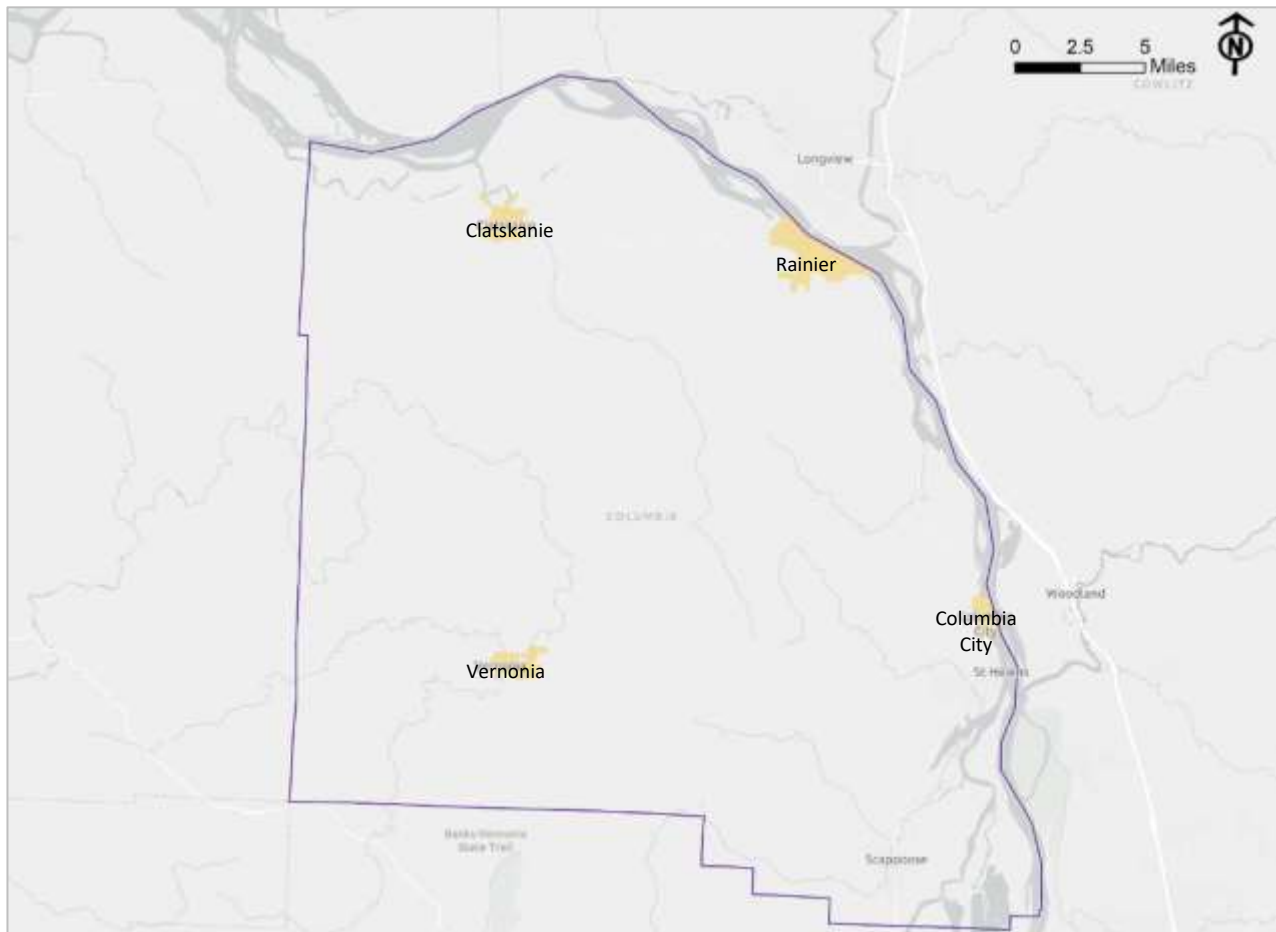
The smaller cities in the northern region of Columbia County have historically seen slower population and job growth than cities to the south, which are more closely linked to the economy of the Portland metropolitan region. As a result of this slow growth rate, new housing production has also been limited in recent decades. Meanwhile, the existing housing stock is aging and lacking new investment.

There are signs that this slow growth trajectory could be changing. NEXT Renewable Fuels Oregon, LLC is planning to build and operate a

renewable green diesel fuel processing facility located at the Port Westward Industrial Park near Clatskanie in Columbia County. The Economic Impact Study for the project estimates that construction of the facility will generate 3,500 temporary jobs over the 2-year construction period (2024-2026) and over 200 new permanent jobs.

This major influx of new investment and jobs has the potential to catalyze a period of sustained, higher growth and new in-migration to the smaller cities in Columbia County.

This opportunity also presents a challenge, however. The influx of temporary workers has potential to overwhelm the housing market in areas within the commute distance of the construction site. The influx of new households associated with permanent jobs at the site will elevate demand for new housing in nearby cities and could shift the types of housing that are in demand.



These projected changes occur against the backdrop of a statewide housing shortage and a dynamic regional housing market that is evolving due to the unprecedented impacts of the COVID-19 pandemic.

Most of the participant cities have not updated their housing plans in many years. Despite similarities in housing markets and opportunities for productive collaboration, there is no coordinated regional blueprint for local governments to act on housing.

The purpose of the HIP is to provide a framework for city governments, Columbia County, and other regional partners to advance solutions to housing challenges. The HIP lays out a set of strategies and actions that will be implemented over the next eight years (2023-2030). The HIP should be reviewed and updated at the end of this planning cycle to ensure it remains relevant.

The HIP was developed with the input of multiple stakeholders, local experts, and community leaders. It is essential to the success of the HIP that plan partners conduct deeper engagement with the broader community on specific strategies as they are implemented.

3. Columbia County’s Housing Needs

Housing Conditions and Trends

Population Growth

Columbia County is expected to add roughly 6,600 new residents by 2040 (Figure 2). The participant cities are expected to grow at rates of between 0.2% and 0.6% annually. Columbia City and Clatskanie are expected to grow at slightly higher rates than Rainier and Vernonia.

Figure 2. Existing and Projected Population

Jurisdiction	2020	2025	2040	AGR 2020-2040
Columbia County	51,623	52,981	58,204	0.6%
Columbia City	1,871	1,899	2,096	0.6%
Vernonia	2,039	2,037	2,113	0.2%
Clatskanie	1,822	1,865	1,993	0.5%
Rainier	2,378	2,414	2,579	0.4%

Source: PSU Population Research Center; AGR = Annual Growth Rate

Income

On average, household incomes in Columbia County are similar to those in Oregon as a whole. However, household incomes in three of the four participant cities are lower than County and state averages. Columbia City is the exception and has a higher median household income and higher share of high-income households (32% of total) than county and state averages.

Clatskanie has the highest share (44% of total) of low-income households, earning \$25k or under annually, and the lowest share of high-income households (8% of total) of the jurisdictions included in the study.

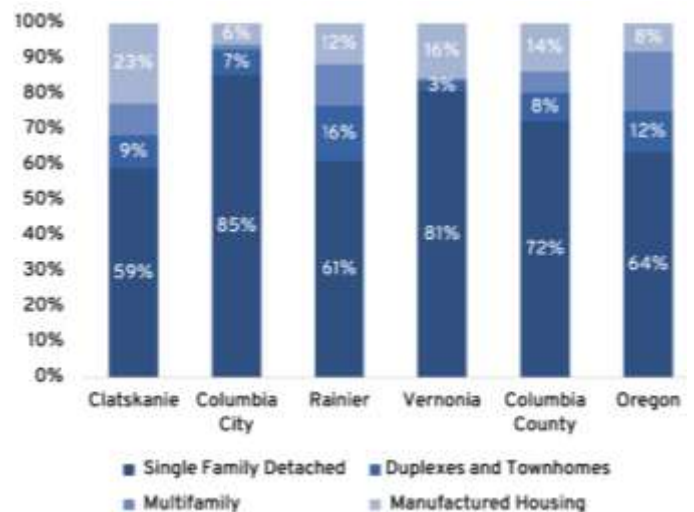
Race and Ethnicity

Columbia County is less racially and ethnically diverse than the state of Oregon as a whole. Whereas roughly 28% of Oregonians identify as Black, Indigenous, and People of Color, roughly 16% of Columbia County’s population is made up of Communities of Color. 14% of Oregonians identify as Hispanic or Latino, and only 4-6% of residents of participant cities and Columbia County identify as Hispanic or Latino.

Housing Types

Single family detached housing dominates the county’s housing mix. With the exception of Rainier, where 28% of the city’s housing stock consists of attached multiple-unit housing, the County and all the cities are well above the state’s average (72% of total) for share of housing that is single family detached or manufactured (Figure 3). Rainier has the highest share of middle housing (16% of total) and multifamily housing (12% of total) of all participant jurisdictions.

Figure 3. Share of Units by Housing Type



Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates.

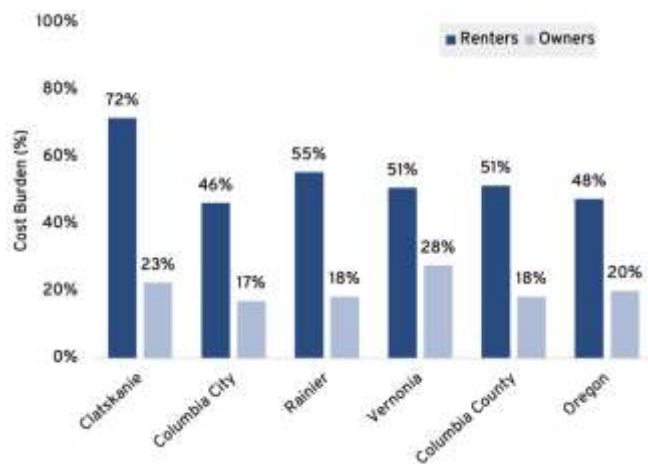
Affordability

Housing cost burden (spending more than 30% of income on housing costs) for owners and renters is more prevalent in some parts of Columbia County than in Oregon on average (Figure 4).

Roughly 18% of homeowners in Columbia County are cost burdened, paying more than 1/3 of their monthly income in housing costs.

With the exception of Columbia City, renters in the participant cities are more cost burdened than in Oregon on average. More than half of all renters in Clatskanie, Rainier and Vernonia spend more than 1/3 of their income on housing. Renters in Clatskanie experience the most cost burden of all participant jurisdictions.

Figure 4. Cost Burdened Households



Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates.

There is a significant deficit of housing that is affordable to Columbia County’s lowest income residents. Roughly 17% of Columbia County’s households earn less than \$25,000 per year. There are 450 rent-restricted housing units in Columbia County, yet there are approximately 5,218 cost burdened households.

Housing Prices

Although home prices are still lower than in Oregon on average, Columbia County home prices have increased rapidly since 2020, with median prices up by 30 percent year-over-year (January

2020 to January 2022). In January of 2022, the average home price in Columbia County was \$435,670. Median home prices in Columbia City are the highest in the region.

Vacancy Rates

Vacancy rates in Columbia County are lower than the state average of 8%, with some variations among participant cities. Clatskanie (11%) and Rainier (89%) have the highest housing vacancy rates among participant cities. Columbia City has the lowest vacancy rate (3%) among participant cities. Cowlitz County and Columbia County have housing vacancy rates just under 6%.

New Housing Development

Permitting activity in the participant cities has been slow in recent years, and the majority of housing construction has consisted of single-family homes. Key unmet housing needs in the region include rental units, senior living and assisted living, more affordable homeownership options, and “middle housing” such as duplexes and townhomes.

Age of Housing Stock

The age of homes in Columbia County is slightly older than in Oregon on average, with some variations among participant cities (Figure 5). Many older homes are in need of repair and rehabilitation.

Figure 5. Age of Housing Stock

Jurisdiction	Median Year Built
Clatskanie	1973
Columbia City	1992
Rainier	1970
Vernonia	1971
Columbia County	1977
Oregon	1979

Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates.

Temporary Housing Needs

How will the temporary influx of workers for the NEXT project affect the local housing market?

NEXT Renewable Fuels Oregon, LLC is planning to build and operate a renewable green diesel fuel processing facility located at the Port Westward Industrial Park near Clatskanie in Columbia County. The Economic Impact Study for the project estimates that construction of the facility will generate 3,500 temporary jobs over the 2-year construction period (2024-2026)

Overall, the NEXT project is expected to have a large economic impact within Columbia County and the surrounding region beginning when construction kicks off in early 2024. Hundreds of units of new temporary and permanent housing will be needed to meet demands associated with the region’s economic growth.

Longer-term housing needs resulting from near term employment growth in Columbia County and the participant cities of Clatskanie, Columbia City, Rainier, and Vernonia are detailed in the sections that follow.

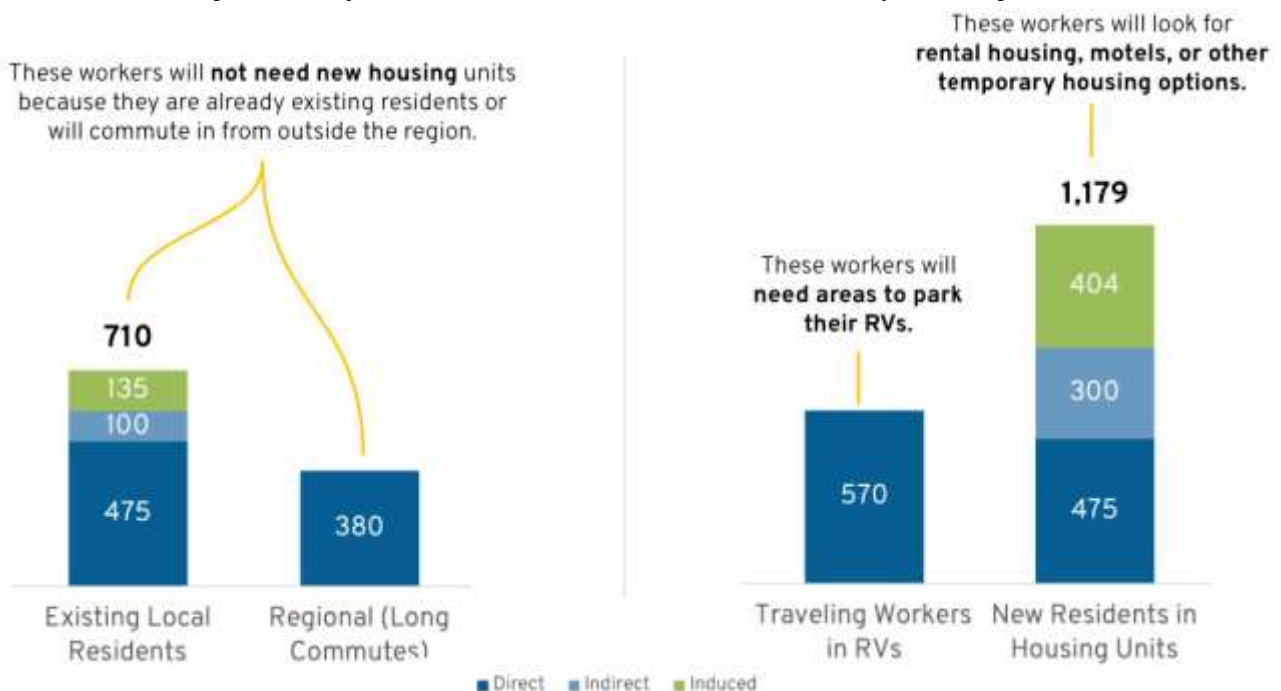
Projected Temporary Housing Demand by Type

NEXT representatives estimate that there will be a total of 1,900 construction workers on-site at the peak of the project. It is assumed that the construction project will also generate approximately 939 temporary indirect and induced jobs, resulting in a total of approximately 2,300 jobs during the peak of construction activity.

Not all of those workers will need local housing units, however. The project team developed estimates of the amount of housing demand needed for the construction-related workforce based on input from NEXT representatives. The projections are rough estimates and intended to be used for broad planning purposes to assess the overall magnitude of the demand.

There are two categories of job holders that will not require new housing units. Roughly 25% of the workforce (710 jobs) are projected to be people already living in the County (local residents) (Figure 6). Another 30% of the direct jobs (380 jobs) are projected to be held by construction laborers

Figure 6. Projected Distribution of Construction Jobs by Housing Need



that live outside the County but are within commute distance of the construction site. These two categories are projected to make up about 1,100 of the total 2,300 temporary construction-related jobs.

There are two separate categories of workers that will need some form of housing during the construction period. Approximately 30% of the direct construction jobs (570) are expected to be filled by temporary workers who travel to the job site in RVs and live in the RVs during the construction period.

Separately, another 25% of the workers (1,179) will require local rental housing, motels, or other temporary housing options during the construction period. These workers will be the driving force behind new demand for housing in the participant cities, particularly Clatskanie and Rainier, which are closest to the construction site.

Projected Temporary Housing Demand by Location

Not all of these workers will seek to find temporary housing in the participant cities in Columbia County. A significant share are likely to find housing options in Cowlitz County. Some are also likely to travel further south and find housing in St. Helens or Scappoose.

Data on the commute patterns of existing workers in the Port Westward area was used to estimate the potential demand for temporary housing in each of the participant jurisdictions (Figure 9). This data is a useful benchmark, but there is significant

uncertainty about whether the housing and commute choices of the temporary workers will be consistent with existing, permanent workers. Given their temporary status, it is reasonable to expect more workers to be satisfied with living in a smaller city with fewer amenities such as the participant cities in Columbia County.

The scenarios represent the existing distribution of workers, high concentration of workers in the participant cities, and a very high concentrations of workers. The projections indicate that Clatskanie and Rainier could experience substantial demand for temporary housing during the construction period. Clatskanie could see demand for approximately 60-100 new units and Rainier could see demand for 100-200 new units.

Columbia City and Vernonia are unlikely to see substantial new demand for temporary housing, in part because they are relatively distant from the construction site and have fewer amenities than nearby, larger towns.

Figure 8. Projected Temporary Housing Demand

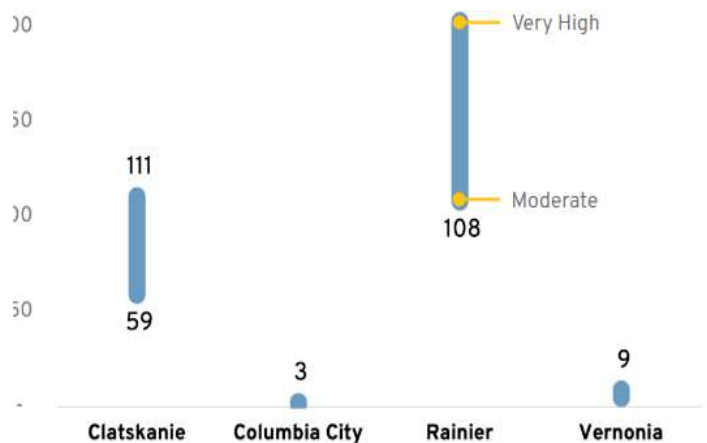


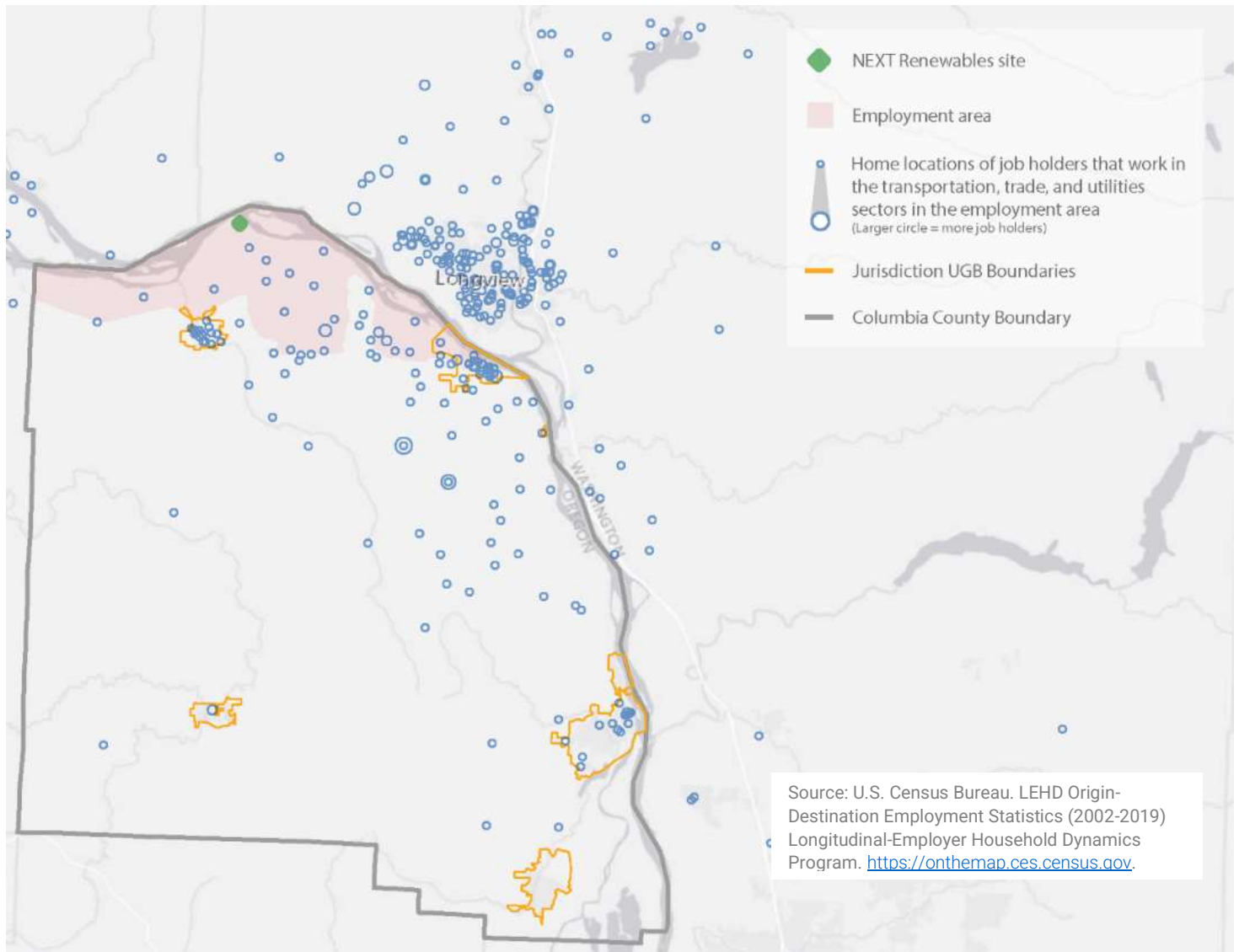
Figure 7. Temporary Housing Demand vs. Vacant Units

Jurisdiction	Range of Need	Vacancy Rate	Estimated Total Vacant Units	Estimated Units for Rent
Clatskanie	59-111 units	11.1%	75	17
Columbia City	1-3 units	2.9%	39	12
Rainier	108-203 units	8.6%	103	0
Vernonia	5-9 units	6.7%	114	13

For rent units in Clatskanie would only meet 15-20% of the projected temporary housing need

Vacant units in Rainier appear to be primarily seasonal/vacation units or otherwise not for rent

Figure 9. Current Home Locations of Job Holders in the Port Westward Employment Area



These temporary workers will likely seek out long-term rental units first. There are few vacant units in each of the cities to absorb the expected increase in demand during the construction period, particularly in Clatskanie and Rainier. As of the 2020 Census, there were a total of 17 vacant rental units in these two cities, but there is a projected demand for approximately 160 to 300 units (Figure 7).

This indicates that workers may look for other rental housing options in Longview, Kelso, St. Helens, Scappoose, and other unincorporated areas. If those are unavailable, they may seek

motel rooms, home-based short-term rentals like AirBnBs, or even camping sites.

This may also indicate that current tenants in the four cities could be displaced if new the temporary construction workers are able to pay higher rents. Given the expected pay rates of many of the workers and the relatively low incomes of some residents in Clatskanie and Rainier, displacement of current lower income tenants is probable.

The Strategies to Meet Temporary Housing Needs included in Section 6 of this report are recommended to help meet some of this housing demand and mitigate negative impacts on current residents.

Permanent Housing Needs

How will the long-term employment growth associated with NEXT impact the need for permanent housing in each city?

The impact of the NEXT project on long-term population growth of the four participant cities is uncertain. However, it is likely to stimulate new economic activity in the region, catalyze the creation of new jobs, and lead to higher population growth than would otherwise occur but for this major new investment.

The Economic Impact Study prepared by NEXT estimated that the project would generate an additional 832 permanent jobs, with 233 direct jobs on the site and about 600 additional jobs indirectly related to or induced by the investment.

Given the uncertain nature of economic impact modeling, three scenarios were developed to estimate potential population growth and housing demand that incorporate the NEXT economic impact in addition to baseline population growth previously projected for the region (Figure 10).

The scenarios vary on two factors: the employment growth associated with NEXT and concentration of new households in the participant cities.

The growth scenarios range from 75% to 125% of the employment increase projected by the economic impact study. The concentrations per scenario are the same as used in the temporary housing need projection. The result is a baseline, moderate, high, and very high growth scenarios.

It was assumed that one-quarter of the new job holders will be existing residents of Columbia or Cowlitz County. The remaining three-quarters will be residents that currently live outside the area and move for employment.

The net increase in residents in each jurisdiction varies widely (Figure 11). The range of potential new residents in Vernonia and Columbia City is narrower primarily because they are further from the NEXT site. The range of growth outcomes is widest in Rainier, which could add between approximately 200 and 500 new residents over the next 20 years. The range of outcomes in Clatskanie is similar to Rainier but with a lower ceiling on total growth. This may be because the city is further from amenities and jobs in Cowlitz county compared to Rainier.

Figure 10. Population Growth Scenarios, 2025 and 2042

Jurisdiction	Current	Baseline Forecast (PRC)		Moderate Growth Scenario		High Growth Scenario		Very High Growth Scenario	
	2022	2025	2042	2025	2042	2025	2042	2025	2042
Clatskanie	1,820	1,817	2,013	1,865	2,076	1,890	2,110	1,945	2,184
Columbia City	1,882	1,899	2,114	1,900	2,115	1,901	2,116	1,902	2,118
Rainier	2,393	2,414	2,595	2,495	2,703	2,537	2,759	2,632	2,885
Vernonia	2,038	2,037	2,118	2,041	2,123	2,043	2,126	2,048	2,133

Source: Cascadia Partners' analysis of PSU Population Research Center; Economic Impacts of Renewable Fuels Facility in Columbia County, Oregon Report prepared for Next Renewable Fuels, 2021

The number of new housing units needed over the next 20-years (2022-2042) was projected, adjusting for average household sizes and local vacancy rates (Figure 12). In line with population growth, Clatskanie and Rainier are projected to need the greatest amount of new housing. Clatskanie may need up to 164 new units and Rainier may need up to 235 new units.

There is a narrower range of projections for Columbia City and Vernonia, but the two cities still need a substantial amount of new housing in the next 20-years.

Figure 11. Scenario Range of Net New Residents, 2025-2042

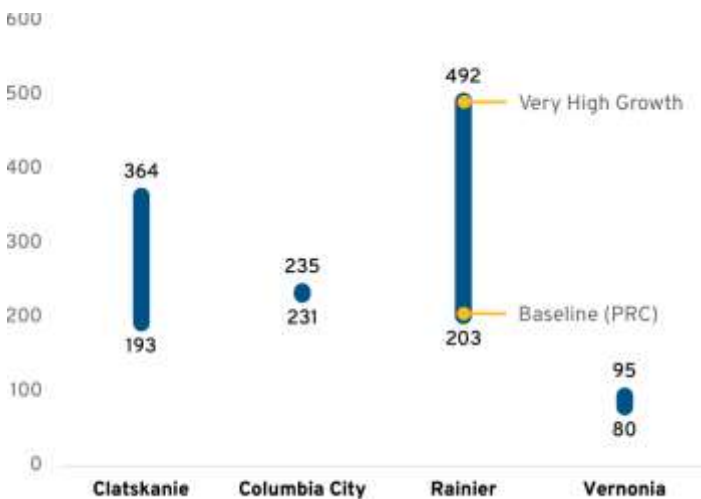
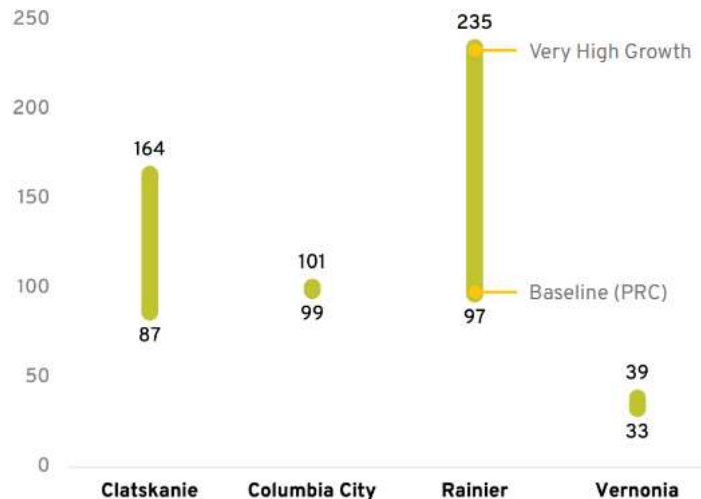


Figure 12. Scenario Range of Net New Housing Units, 2025-2042



Strategic Implications

This analysis of both temporary and permanent housing needs informed the design and selection of strategies to be included in the HIP. Key implications of the analysis are summarized below:

- RV Parking.** A significant influx of nearly 500-600 workers in RVs is expected. The capacity of local RV parks will likely be under pressure. Strategies are recommended to create additional capacity and ready land for RV parking.
- Temporary Housing.** There is a projected demand for 200-300 units of temporary housing for construction workers in the participant cities. There are very few vacant rental units to meet this demand. Strategies are recommended to quickly create temporary housing or lodging units in the four cities.
- Anti-Displacement Measures.** Given expected pressure on the local rental market, anti-displacement measures are recommended to help mitigate impacts on local residents, especially low-income tenants.
- Permanent Housing.** The economic impact of NEXT could result in long-term increases in housing demand of 150 to 225 total additional units in the four participant cities than would otherwise occur under existing growth projections. Zoning, land supply, incentives, and investments should be aligned to help meet this additional housing demand.

4. Stakeholder Engagement

The implementation of the HIP will impact many existing and future residents of Columbia County. The HIP was developed with input from a variety of stakeholders to inform the formation of strategies and actions to address housing needs. This engagement process included a series of meetings with a project Advisory Committee, stakeholder meetings, developer interviews, and jurisdictional meetings.

Advisory Committee

The HIP Advisory Committee (AC) consisted of various agencies and organizations in Columbia County. The Committee represented the following agencies or organizations:

- Regional Solutions
- DLCD
- Columbia County Land Development Services
- Cities of Clatskanie, Columbia City, Rainier, Vernonia, and St. Helens
- Clatskanie Chamber of Commerce
- Rainier Chamber of Commerce
- Urban Pacific Real Estate
- Community Action Team
- Columbia Economic Team
- Columbia Pacific Economic Development District (Col-Pac)
- Cowlitz-Wahkiakum Council of Governments

Four meetings were held with the AC to provide an overview of the Housing Implementation Plan requirements and process, receive their feedback on the housing prototypes, site suitability analysis, and policy recommendations, and discuss and receive feedback on the draft strategies and actions.

The Advisory Committee's input was important in shaping the strategies that were included in the HIP.

Stakeholder and Developer Interviews

Three stakeholder interviews were held during the project to provide insights into the County's short-term and long-term housing needs and the potential housing types that may best meet those needs. The following stakeholders were interviewed:

- Community Action Team
- Regional Solutions including ODOT, DEQ, Business Oregon, Col-Pac, and DLCD
- NEXT Renewables Oregon, LLC

Four developer interviews were conducted to provide insights into the housing prototypes that may be market-feasible in the County and the public strategies that may facilitate development of these prototypes. The following developers were interviewed:

- John Miller, BackHome ADU
- Dwight Unti, Tokola Properties
- Jessica Woodruff and Wendy Klein, Community Development Partners

The various stakeholder's input was important in contextualizing the housing needs in the County, identifying the priority housing typologies, and providing insights that helped shape the strategies included in the HIP.

Jurisdictional Meetings

A series of meetings was held with the participant jurisdictions to present the Site Suitability and Local Policy Analysis and receive feedback from local representatives on the feasibility of the policy recommendations and confirm suitable sites for the implementation of various housing strategies. Key themes that emerged from those meetings are summarized below.

- Cities are generally supportive of jobs and housing growth, but there are some concerns about managing growth from the community, including neighborhood character, traffic, and other issues.

- Young families, seniors, renters, and low-income households are underserved by current housing options.
- Key housing needs are rental units, senior living/assisted living, more affordable homeownership options, and “middle housing” such as duplexes and townhomes.
- Some cities do not have adequate water and sewer infrastructure to accommodate development in some areas. Others have recently made significant investments in infrastructure improvements to aid in development.
- Most cities agree there is a need for zoning changes to remove barriers to housing development, but unsure what type of changes will be effective or what community would support.
- Geography and land supply are a challenge for most cities. Steep slopes, wetlands and floodplains and landslide risk contribute to a lack of buildable land. Rainier and Vernonia are pursuing UGB adjustment (land swap - not expansion) to increase land supply.

5. Site Suitability Analysis

One of the major challenges in accelerating housing development, both to meet temporary and permanent housing needs, is finding and acquiring suitable sites. There are a number of factors that affect whether a site is suitable for a housing development, including the amount of buildable land, topography and environmental constraints, existing zoning, proximity to public infrastructure and proximity to amenities.

In order to assist jurisdictions and plan partners with implementing the strategies in the HIP, the project consulting team conducted an in-depth analysis to create an inventory of suitable sites for housing across the four jurisdictions. The analysis quantifies and evaluate the relative suitability of the sites for housing development based on a range of indicators/metrics that are important to the feasibility of development and local policy priorities.

The analysis excluded sites using a set of screening criteria (Figure 14). Additionally, a set of evaluation criteria were applied to sites that met the screening criteria for a temporary housing site. These evaluation criteria are summarized in Figure

13. Each site was assigned a score of 1-4 on each evaluation criteria, for a maximum possible score of 12 (most suitable). The maps in Appendix B show the scoring of sites in each city.

Figure 13. Evaluation Criteria for Temporary Housing Sites

Evaluation Criteria	Scoring
Drive Distance to NEXT Site	Clatskanie (~20 mins) = 4 pts Rainier (~30 mins) = 3 pts Columbia City (50 mins) = 2 pts Vernonia: (60 mins) = 1 pt
Distance to City-Owned Street	1-4 points scaled by distance
Buildable Area	1-4 points scaled by on size of buildable area

Identifying and evaluating these sites will enable the County and the jurisdictions to have a clear understanding of the availability of larger sites for new temporary and permanent housing development, the key characteristics of those sites, and the information necessary to potentially prioritize sites within and across the community for public investment or policy actions.

Figure 14. Screening Criteria for Site Suitability Analysis

Screening Criteria	Temporary Housing	Permanent Housing
Location	Within a 1/4-mile of UGB of participant cities	Within the UGB of four participant cities
Size. Minimum of 2 acres of buildable land	Yes	Yes
Vacant or Underutilized: No structures or have structures that are of a limited size and value	Yes	Yes
Outside of 100-year floodplain	Yes	Yes
Not in a wetland	Yes	Yes
Not in an area with more than 25% slope	Yes	Yes
Not within "High" or "Very High" landslide susceptibility areas	Yes	Yes
Zone district allows residential uses	No	Yes

6. Strategies to Meet Temporary Housing Needs

The actions in this section are targeted at temporary housing needs and are recommended to address the demands associated with the region’s economic growth and significant increase in jobs from the NEXT project.

Recommended strategies include a one-page summary devoted to each action, which details a description of the action, steps to implement it, implementation considerations, an adoption timeline, an implementation timeline, lead, and partners. Once adopted, it is assumed that these actions will address the short-term impact of needed housing, with potential longer-term impacts to the production of needed housing over time.

Housing Need Targets

The HIP considers the impact of each action on targeted housing needs in three areas:

■ **Affordability Targets:** This section evaluates the degree to which an action will help to produce housing affordable to various income levels. This is based on the housing types that are most likely to be produced and the extent to which a jurisdiction can target the action to meet housing for certain income levels. The following table summarizes the affordability targets used for this report.

Affordability Target	Percent of Median Family Income (MFI)	Monthly Housing Cost Range
Subsidized	Less than 30%	\$599 or less
Affordable	30% to 80%	\$600 to \$1,598
Workforce	80% to 120%	\$1,599 to \$2,397
Market Rate	Over 120%	\$2,398 or more

Source: Oregon Housing and Community Services 2022, 1 Bdrm Income & Rent Limits

- **Housing Type Targets:** This section evaluates the degree to which an action will help to produce single-family, middle housing and multi-family housing. Middle housing includes Accessory Dwelling Units, duplexes, triplexes, quadplexes, townhouses, and cottage clusters.
- **Tenure Targets:** This section evaluates the degree to which an action will help to produce housing that is either for-sale or for-rent.

The impact of each action on a housing need has been assessed as follows:

- **Low or no impact:** This indicates that the action is very unlikely to help meet the relevant housing need either because the action would not lead to production of a housing type that would benefit that need or population or because there are limitations in how that housing type can be targeted to specifically meet that need.
- ◐ **Moderate or potential impact:** This indicates that the action either (1) may have a moderate impact on meeting the relevant housing need or (2) the implementation of the action could potentially be designed to target that need.
- **High impact:** This indicates that the action may directly benefit a certain housing need and is likely to be most effective at meeting that need relative to other needs.

Strategy T1: Provide Land and/or Infrastructure for Temporary Housing

Temporary Housing Strategies

Description Use vacant/underutilized public land and/or provide utility connections on private land in close proximity to the NEXT Renewables site to host incoming workers that may have RVs or Tiny Homes on Wheels.

Rationale The HIP estimates that 500-600 of the construction site workers will bring their own RV or Tiny Home on Wheels to live in during the duration of the project. Local RV parks do not have the capacity to host this number of workers. If workers must find spaces outside Columbia County, the region will forgo significant local economic benefits from workers living and spending in the County. Workers living further from the job site could lead to traffic congestion and air quality impacts from more driving.

- Implementation Steps**
- Determine if grant funding or consultant support is needed.
 - Sites in each jurisdiction were analyzed for suitability for a temporary housing site. Sites that ranked high in this suitability analysis should be prioritized. Publicly owned sites in this inventory should be strongly considered as they will not need to be acquired or leased from a private party.
 - Identify which public sites are suitable for RV/Tiny Homes on Wheels or which private sites are suitable for utility connections.
 - Determine if this action should be packaged or sequenced with others.
 - Bring through a public hearing process for adoption.

- Considerations**
- Sites should have sufficient access to streets and utilities. Ideally, sites would be in close proximity to NEXT Renewables and in areas where they have minimal impact on residential neighborhoods.
 - If the city provides infrastructure to the site or acquires land, funding sources must be identified. A partnership with NEXT may be possible if the company would realize economic benefits compared to providing a full per-diem payment to workers to find housing.

Implementation Timeline < 1 year 1-2 years 2-3 years

Implementation Lead Cities

Partners County, Col-Pac, Columbia Economic Team, Private Sector

Affordability Targets Subsidized Workforce
 Affordable Market Rate

Housing Type Targets N/A assuming RVs or Tiny Homes on Wheels are used as housing

Tenure Targets For Rent - land or spaces for rent For Sale

Strategy T2: Allow Residential Occupancy in RVs and Tiny Homes On Wheels

Description	Amend applicable zoning or other municipal code regulations to allow long-term occupancy of RVs and Tiny Homes on Wheels on private property.		
Rationale	It is unlikely that existing RV parks or new parks that are created (see Strategy T1) will have sufficient capacity to host the 500-600 workers that arrive in RVs or Tiny Homes on Wheels. Allowing long-term occupancy of these structures on private property would add to local housing supply and may reduce pressure on the market for existing rentals. Provisions can be established to allow this use in a safe and responsible manner.		
Implementation Steps	<ul style="list-style-type: none"> • Determine if this change should be packaged with other code and zoning changes. • Determine if grant funding or consultant support is needed to implement. • Draft code amendments and bring through a public hearing process for adoption. 		
Considerations	<ul style="list-style-type: none"> • Regulations should be put in place to dictate the placement of the vehicle on the lot and to ensure sufficient connections to electric, water, and sewer service. • Property owners would be considered landlord or property manager and should be provided (and if desired, required to complete): <ul style="list-style-type: none"> ○ Educational materials relating to the management of RVs and Tiny homes. ○ Landlord training materials or programs on topics such as Oregon’s fair housing and discrimination laws and rent increase and no-cause notice laws. • Explore funding a code compliance officer to administer RV and Tiny home rules. • Rules may consider prohibiting RVs and Tiny Homes to be used as short-term vacation rentals and may require proof of occupancy of a worker associated with the NEXT project. 		
Implementation Timeline	<input checked="" type="radio"/> < 1 year	<input type="radio"/> 1-2 years	<input type="radio"/> 2-3 years
Implementation Lead	Cities, County		
Partners	County		
Affordability Targets	<input type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce	
	<input checked="" type="radio"/> Affordable	<input type="radio"/> Market Rate	
Housing Type Targets	N/A assuming RVs or Tiny Homes on Wheels are used as housing		
Tenure Targets	<input checked="" type="radio"/> For Rent	<input type="radio"/> For Sale	

Strategy T3: Encourage/Incentivize Homeowners to Provide Temporary Housing

Description Share information with property owners about the incoming influx of workers associated with the NEXT project and encourage them to consider renting their spare living area or allow an RV/Tiny Home on their site. Further, offer financial incentives to homeowners that do offer rentals, such as discounts on utility bills or property taxes. To do so, the jurisdiction can produce clear, easy to use information that would be distributed on the jurisdiction’s website or at City hall. The jurisdiction may also offer workshops, webinars, or training sessions on various laws and materials for landlords.

Rationale Homeowners often have underutilized spaces in their homes or on their property that could be used for temporary rentals, but they may be unaware of increasing demand for rentals or need extra incentives to be willing to rent their space.

- Implementation Steps**
- Determine if grant funding or consultant support is needed to implement.
 - Determine if this action should be packaged or sequenced with others.
 - Brainstorm some common questions and answers and post them to the jurisdiction’s website. Compile these, as well as any relevant information for landlords, and provide them as a fact sheet on the website and printed for distribution at City Hall.

- Considerations**
- There is potential for property owners to displace current lower income tenants in favor of incoming workers with higher, dependable incomes. It is recommended to pair this strategy with anti-displacement measures.
 - Property owners would be considered landlords and should be provided (and if desired, required to complete) landlord training materials such as Oregon’s fair housing and discrimination laws, and rent increase and no-cause notice laws.
 - This strategy would be more effective if paired with allowances for living in RVs/Tiny Homes and with strategies to encourage Accessory Dwelling Units (ADUs).

Implementation Timeline < 1 year 1-2 years 2-3 years

Implementation Lead Cities, County

Partners County, DLCD, OHCS

Affordability Targets Subsidized Workforce
 Affordable Market Rate

Housing Type Targets N/A assuming RVs or Tiny Homes on Wheels are used as housing

Tenure Targets For Rent For Sale

Strategy T4: Facilitate a Prefab/Modular Housing Development that Converts to Permanent Housing

Description	Facilitate a public-private partnership between local jurisdictions, a housing developer (for-profit or non-profit) and/or NEXT Renewables to install prefabricated or modular housing units. The units could be rented to incoming workers during construction, then rented or sold to permanent residents.		
Rationale	There is an opportunity to use a temporary influx of housing demand to create units that could be repurposed to meet permanent housing needs, particularly low-income housing.		
Implementation Steps	<ul style="list-style-type: none"> Facilitate connections between NEXT, housing developers, and affordable housing providers. Determine if land, infrastructure, or incentives can be provided to make the project feasible or to encourage affordable units. Determine if grant funding or consultant support is needed. 		
Considerations	<ul style="list-style-type: none"> Prefabricated or modular units are more likely to be ready for occupancy by the start of construction than site-built housing. The units could be sold to an affordable housing developer or community land trust when they are no longer needed for construction workers. However, the units would need to be of a quality/durability that is suitable for a permanent unit. Work with DLCD and the Oregon Mass Timber Coalition to identify opportunities for promoting the construction of mass timber modular homes. 		
Implementation Timeline	<input checked="" type="radio"/> < 1 year	<input type="radio"/> 1-2 years	<input type="radio"/> 2-3 years
Implementation Lead	Cities		
Partners	Cities, Col-Pac, Columbia Economic Team, non-profit housing developers, NEXT		
Affordability Targets	<input type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce	<input type="radio"/> Market Rate
	<input checked="" type="radio"/> Affordable		
Housing Type Targets	<input type="radio"/> Single-Family	<input checked="" type="radio"/> Multi-Family	
	<input type="radio"/> Middle Housing		
Tenure Targets	<input checked="" type="radio"/> For Rent	<input type="radio"/> For Sale	

7. Strategies to Meet Permanent Housing Needs

The strategies included in this document were identified by the project consulting team based on experience with policies in similar jurisdictions, an audit of local zoning codes and policies, best practices research, and a list of potential strategies published by DLCD. Working collaboratively with staff and based on input from stakeholders and the community, the consulting team refined the strategies to best fit Columbia County's housing needs and the region's capacity for implementation over time.

Format

The strategies in this document to meet permanent housing need fall into four categories:

1. Land Use and Zoning Changes
2. Financial Incentives
3. Land Based Strategies
4. Public Projects and Resources.

Recommended land use and zoning changes have been detailed for each participant city. Within the other three categories there is a one-page summary devoted to each action, which includes a description of the action, steps to implement it, implementation considerations, an adoption timeline, an implementation timeline, prioritization of the action, an implementation lead, and potential partners. Once adopted, it is assumed that these actions will continue to impact the production of needed housing over time.

Housing Need Targets

The HIP considers the impact of each action on targeted housing needs in three areas:

■ **Affordability Targets:** This section evaluates the degree to which an action will help to produce housing affordable to various income levels. This is based on the housing types that are most likely to be produced and the extent to which a jurisdiction can target the action to

meet housing for certain income levels. The following table summarizes the affordability targets used for this report.

Affordability Target	Percent of Median Family Income (MFI)	Monthly Housing Cost Range
Subsidized	Less than 30%	\$599 or less
Affordable	30% to 80%	\$600 to \$1,598
Workforce	80% to 120%	\$1,599 to \$2,397
Market Rate	Over 120%	\$2,398 or more

Source: Oregon Housing and Community Services 2022, 1 Bdrm Income & Rent Limits

- **Housing Type Targets:** This section evaluates the degree to which an action will help to produce single-family, middle housing and multi-family housing. Middle housing includes Accessory Dwelling Units, duplexes, triplexes, quadplexes, townhouses, and cottage clusters.
- **Tenure Targets:** This section evaluates the degree to which an action will help to produce housing that is either for-sale or for-rent.

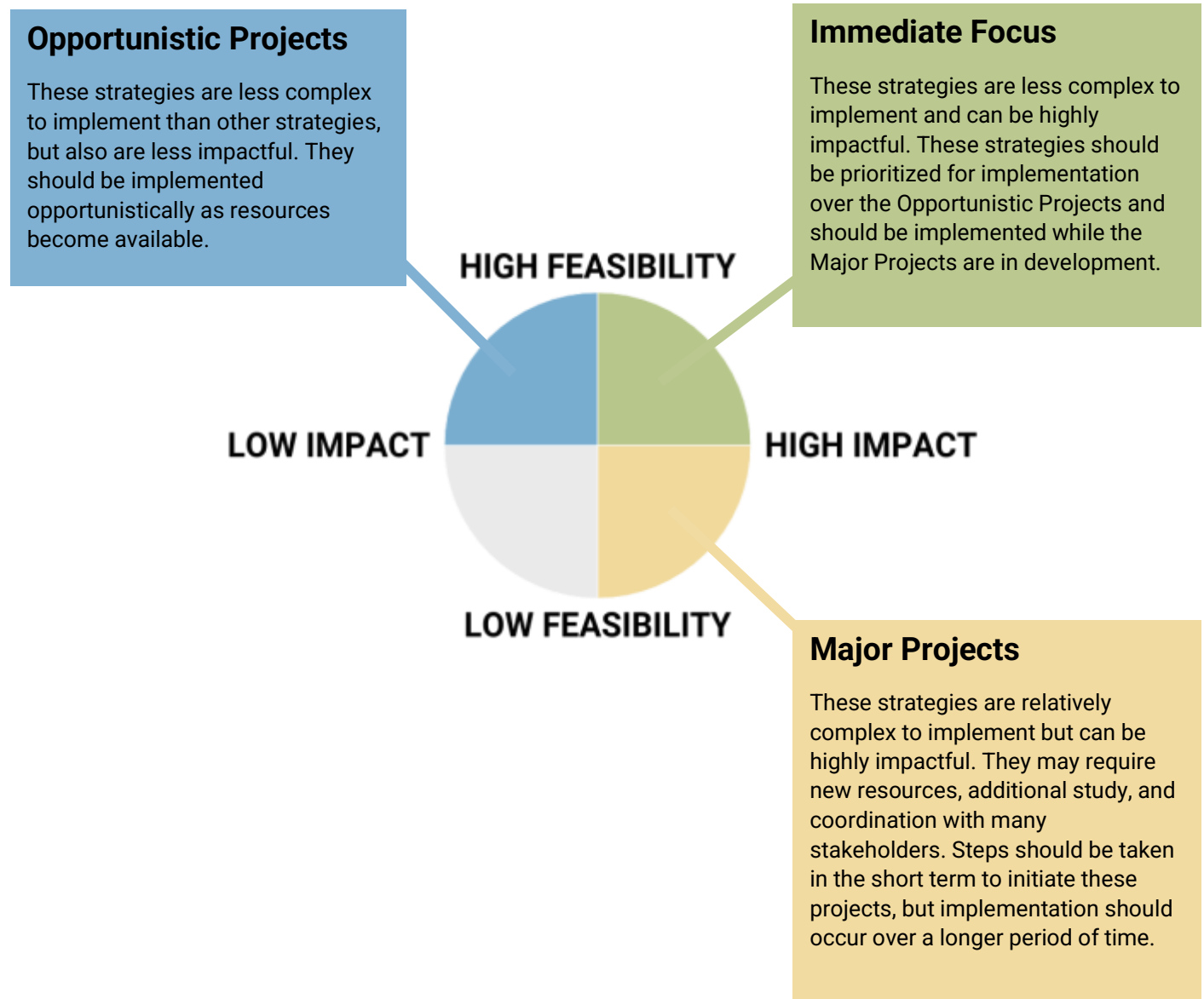
The impact of each action on a housing need has been assessed as follows:

- **Low or no impact:** This indicates that the action is very unlikely to help meet the relevant housing need either because the action would not lead to production of a housing type that would benefit that need or population or because there are limitations in how that housing type can be targeted to specifically meet that need.
- **Moderate or potential impact:** This indicates that the action either (1) may have a moderate impact on meeting the relevant housing need or (2) the implementation of the action could potentially be designed to target that need.
- **High impact:** This indicates that the action may directly benefit a certain housing need and is likely to be most effective at meeting that need relative to other needs.

Prioritization

Some strategies are more impactful than others, yet some strategies are more complex to implement or require new funding streams that are unavailable today. Each strategy has been evaluated in terms of its overall impact on addressing housing needs and the feasibility of implementation.

The HIP then classifies the strategies into three categories. These categories can be used by plan partners to prioritize implementation efforts. The three categories are summarized below.



Overview of Recommended Zoning Changes

A zoning code audit was conducted for the four participant cities to understand potential barriers to development of needed housing. This audit is intended to lay out a set of recommended zoning changes to facilitate development of needed housing and to prepare communities for housing market pressures that could result from new growth. The recommended zoning changes should be refined after further input from local officials and residents and additional study of local context.

Six recommendations have been identified related to zoning changes. The recommendations are grouped into three categories: housing types, minimum lot sizes, and parking regulations.

Strategy 1.1: Housing Types

Update allowed uses to allow for broader housing types.

Housing types that may be market-feasible in Columbia County and that meet a variety of needs are included in Appendix B - Housing Prototypes. Many housing types that would potentially be feasible and compatible with other allowed housing types in a zone district are not permitted under city zoning codes. Further, some housing types, such as cottage cluster housing or townhouses, are not defined in code and it is unclear if they would be permitted.



Specific recommendations for housing types to be permitted in each residential zone district in each city are provided in Figure 17 through Figure 20.

Update allowances for manufactured housing to comply with state law.

Under ORS 197.314, local governments are required to allow the siting of manufactured homes and prefabricated structures on land within an urban growth boundary zoned to allow the development of single-family dwellings. HB 4064 and other statewide legislation has introduced the

requirement that standards for manufactured housing must be clear and objective. Requirements such as that manufactured dwellings must be multi-sectional, of a minimum size, and with specific roof pitch are no longer enforceable and should be removed from local codes. According to ORS 197.480, manufactured dwelling parks must be allowed as an outright use in any residential zone that has a density range of 6-12 units per acre.

Specific recommendations for each city related to manufactured dwellings and parks are provided in Figure 17 through Figure 20. Further, manufactured dwelling parks cannot be required to be on a lot larger than one acre. Cities should make changes to local codes where needed to comply.

Remove barriers to ADUs by providing more flexibility on certain standards.

Accessory dwelling units (ADUs) are a proven and viable option for increasing housing supply in existing neighborhoods. In addition to allowing accessory dwellings as an outright use in residential zones, jurisdictions should allow more flexibility for building ADUs by removing barriers such as design standards and owner occupancy requirements, including:

- Allowing ADUs as interior/attached or detached units
- Not requiring the ADU to match the design of the primary house
- Not requiring additional setbacks beyond the base zone standards
- Allowing for smaller rear setbacks of 5-10 feet
- Not requiring an additional parking space for an ADU, and
- Not requiring the owner to occupy either the main house or ADU

Strategy 1.2: Minimum Lot Sizes

Reduce minimum lot sizes for key housing types.

Minimum lot sizes can make infill projects infeasible on existing lots and discourage compact housing types and development. Reducing minimum lot sizes enables land to be used more efficiently and increases the capacity for needed housing. In areas with high construction and land costs, the most important determinant of the feasibility or affordability of a housing type is allowable density/minimum lot sizes. Minimum lot sizes should be aligned with existing lot sizes in order to encourage infill and redevelopment. To address concerns about compatibility, cities should consider applying additional standards, such as Floor Area Ratio (FAR) limits or design standards. Specific recommendations for modifications to minimum lot size requirements are provided in Figure 21 through Figure 24.



Strategy 1.3: Parking Regulations

Adjust minimum parking requirements to reduce barriers to compact, lower cost housing.

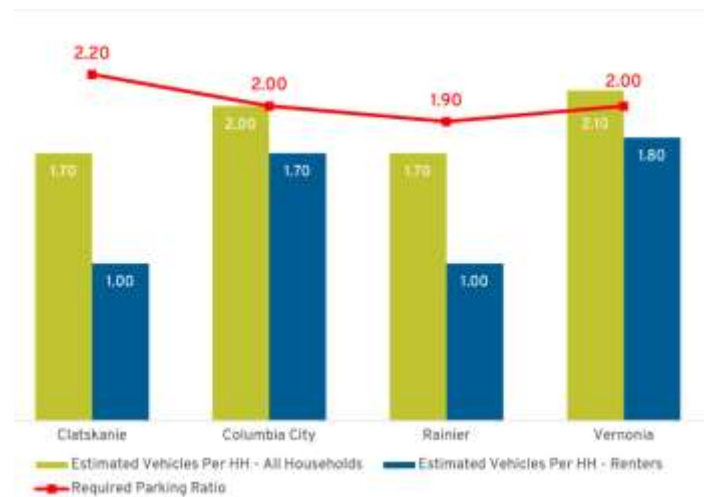
Providing on-site parking is a major component of the cost of construction, especially for multi-family housing. If minimum parking requirements result in excess parking beyond market demand, this excess cost must be offset by the cost of rent or sales prices. Excess parking spaces also preclude site area from being used for housing, further adding to the cost of development, and requiring higher per-unit prices or rents for the remaining units. Minimum parking requirements should be adjusted to reduce barriers to and lower the cost of multi-family housing development.

The participant cities currently require an effective parking ratio of about 2 spaces per dwelling unit. In Clatskanie and Rainier, this ratio is significantly higher than estimated vehicles per household of 1.0-1.7 (see Figure 15).

For a typical 40-unit apartment project, this could result in 20-30 excess parking spaces. In Columbia City and Vernonia, parking requirements are more aligned with estimated demand, but may exceed demand for renter households. Parking requirements should be reduced and scaled by unit size to align with estimated demand and reduce barriers to development.

Recommended parking ratios for multi-family housing are detailed below in Figure 16. Further reductions or elimination of minimum parking requirements should be considered in areas where higher densities are prioritized and/or for projects that provide income-restricted affordable units.

Figure 15. Estimated Vehicles Per Household vs. Required Parking Ratio



Source: Computed from American Community Survey 5-Year Estimates (2015-2020), Table S2504, and local development codes.

Figure 16. Recommended Parking Standards for Multi-Family Development

City	Current Parking Requirement				Recommended			
	1 BR	2+ BR	3+ BR	Guest	1 BR	2 BR	3+ BR	Guest
Clatskanie	2.0			1 per 5 units	1.0	1.5	2.0	None
Columbia City	1.0	2.0		1 per 3 units				
Rainier	1.5	2.0		1 per 3 units				
Vernonia	2.0			None				

Figure 17. Housing Type Recommendations, Clatskanie

	R-10 Single-Family Residential (10,000 sf)	R-7 Single-Family Residential (7,000 sf)	R-5 Two-Family Residential	MFR Multi-Family Residential	
Single-family detached					Currently permitted
Accessory dwelling unit					Recommended to be Permitted
Cottage cluster					Currently not permitted
Duplex / 2-Unit Townhouses					Currently not permitted
Triplex / 3-Unit Townhouses					Currently not permitted
Townhouses (4+ Units)					Currently not permitted
Multifamily (4+ Units)					Currently not permitted
Manufactured Dwelling					Required to be Permitted per state law
Manufactured Dwelling Park					Currently not permitted

Figure 18. Housing Type Recommendations, Columbia City

	R-1 Low Density Residential	R-2 Moderate Density Residential	R-3 High Density Residential	MHP Manufactured Home Park	
Single-family detached					Currently permitted
Accessory dwelling unit					
Cottage cluster					Recommended to be Permitted
Duplex / 2-Unit Townhouses					Currently not permitted
Triplex / 3-Unit Townhouses					
Townhouses (4+ Units)					
Multifamily (4+ Units)					
Manufactured Dwelling					
Manufactured Dwelling Park					Required to be Permitted per state law

Figure 19. Housing Type Recommendations, Rainier

	SR Suburban Residential Zone	R-1 Low Density Residential Zone	R-2 Medium Density Residential Zone	R-3 High Density Residential Zone	
Single-family detached					Currently permitted
Accessory dwelling unit					Recommended to be permitted
Cottage cluster					
Duplex / 2-Unit Townhouses					Currently not permitted
Triplex / 3-Unit Townhouses					
Townhouses (4+ Units)					
Multifamily (4+ Units)					
Manufactured Dwelling					
Manufactured Dwelling Park					Required to be permitted per state law

Figure 20. Housing Type Recommendations, Vernonia

	LDR Low Density Residential	GR General Residential Zone	R Residential Zone	
Single-family detached				Currently permitted
Accessory dwelling unit				Currently permitted
Cottage cluster				Recommended to be permitted
Duplex / 2-Unit Townhouses				Currently not permitted
Triplex / 3-Unit Townhouses				Currently not permitted
Townhouses (4+ Units)				Recommended to be permitted
Multifamily (4+ Units)				Currently not permitted
Manufactured Dwelling				Required to be permitted per state law
Manufactured Dwelling Park				Required to be permitted per state law

Figure 21. Minimum Lot Size Recommendations, Clatskanie

	R-7		R-5		MFR	
	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)
Single Family or Manufactured Dwelling	7,000	7,000	5,000	5,000	5,000	5,000
Cottage Cluster	–	15,000	–	15,000	–	15,000
Duplex or 2-Unit Townhouses	10,000	7,000	10,000	5,000	7,000	5,000
Triplex or 3-Unit Townhouses	15,000	10,000	15,000	10,000	11,000	7,500
Townhouses (4+ Units)	–	–	–	–	–	2,500 / unit
Multifamily (4+ Units)	–	–	–	–	4 units: 14,000 + 3,000 per add'l unit	4 units: 10,000 + 1,000 per add'l unit

*R-10 is not listed because no changes are proposed

Figure 22. Minimum Lot Size Recommendations, Columbia City

	R-2		R-3	
	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)
Single Family or Manufactured Dwelling	10,000	5,000-7,000	2,500	2,500
Cottage Cluster	–	15,000	–	15,000
Duplex or 2-Unit Townhouses	10,000	5,000-7,000	2,500/unit	2,500
Triplex or 3-Unit Townhouses	–	10,000	2,500/unit	2,500
Townhouses (4+ Units)	–	–	2,500/unit	1,500 / unit
Multifamily (4+ Units)	–	–	2,500/unit	1,500 / unit
Maximum Density	–	–	10 units/ acre	Increase to 15-20 units/acre

*R-1 and MHP Zones are not listed because no changes are proposed

Figure 23. Minimum Lot Size Recommendations, Rainier

	R-1		R-2		R-3	
	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)
Single Family or Manufactured Dwelling	10,000	10,000	6,000	6,000	5,000	5,000
Cottage cluster	–	15,000	–	15,000	–	15,000
Duplex or 2-Unit Townhouses	15,000	10,000	15,000	6,000	8,000	5,000
Triplex or 3-Unit Townhouses	–	–	–	10,000	11,000	7,000
Townhouses (4+ Units)	–	–	3,000/unit	2,500/unit	2,500/unit	1,500/unit
Multifamily (4+ Units)	–	–	–	–	3 units: 11,000 4+ units: 2,000/unit	3 units: 7,000 4+ units: 1,500/unit

*SR is not listed because no changes are proposed

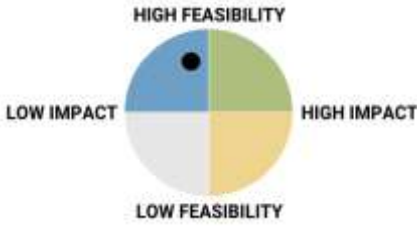
Figure 24. Minimum Lot Size Recommendations, Vernonia

	LDR		R		GR	
	Existing (sf)	Proposed (sf)	Existing (sf)	Proposed (sf)	Existing (sf)	Proposed (sf)
Single Family/ Manufactured Dwelling	10,000	10,000	5,000	5,000	5,000	5,000
Cottage cluster	–	15,000	–	15,000	–	15,000
Duplex / 2-Unit Townhouses	–	–	7,500	5,000	7,000	5,000
Triplex / 3-Unit Townhouses	–	–	–	–	8,000	7,000
Townhouses (4+ Units)	–	–	–	–	–	2,000/unit
Multifamily (4+ Units)					4 units: 9,000 + 1,000/add unit	4 units: 8,000 + 1,000/add unit

Strategy 2.1: Calibrate and Reform System Development Charges

Financial Incentives

Description	Evaluate the fiscal impacts and feasibility of offering a deferral, financing, reduction, or exemption of System Development Charges (SDCs) to housing projects that address key unmet housing needs, such as income-restricted affordable housing.
Rationale	SDCs are a significant upfront cost of development. Allowing the payment to be deferred until occupancy can remove a barrier to housing development by allowing the developer to use a wider range of financing tools to pay for the SDCs. A partial reduction or full exemption of SDCs is a compelling incentive to develop certain housing types that can help to make projects feasible that would otherwise not be.
Implementation Steps	<ul style="list-style-type: none"> Conduct an SDC rate and feasibility study evaluate potential changes to SDC rates and allowances for deferrals, financing, reductions, or exemptions. Adopt any recommended changes of the study that are fiscally feasible.
Considerations	<ul style="list-style-type: none"> With the exception of Columbia City, all participant cities have SDC rates that are well below state averages. Columbia City should consider scaling SDCs based on square footage or number of bedrooms. Scaling fees ensure they are proportionate to the impact of a housing unit on public services and do not discourage development of smaller dwelling units. All jurisdictions should consider offering financing of SDCs, typically achieved through an installment loan that is repaid over 10 years. Jurisdictions could also allow for deferral of the SDC payment to when the Certificate of Occupancy is issued, rather than when the building permit is issued. SDC deferral may be more appealing to developers looking to avoid a lien and may require less administrative time to approve and track than financing. In addition to considering deferral or financing of SDC payments, jurisdictions are encouraged to provide a reduction or complete exemption for certain developments in order to incentivize production of needed housing types such as income-restricted units and ADUs.

Implementation Timeline	<input type="radio"/> 1-3 <input checked="" type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities	Opportunistic Project	

Partners Regional Housing Task Force

Affordability Targets	<input checked="" type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce
	<input checked="" type="radio"/> Affordable	<input type="radio"/> Market Rate
Housing Type Targets	<input type="radio"/> Single-Family	<input checked="" type="radio"/> Multi-Family
	<input checked="" type="radio"/> Middle Housing	
Tenure Targets	<input type="radio"/> For Rent	<input checked="" type="radio"/> For Sale

Strategy 2.2: Offer a Property Tax Abatement for Key Housing Needs

Financial Incentives

Description	Design and adopt a property tax incentive program that provides 5-10 year property tax abatements to housing developments that address key housing needs or would otherwise not be feasible.
Rationale	Property taxes are a significant operating cost for new housing development across the state. Property tax abatements can stimulate development of critically needed housing types, while being designed to only be available to projects that would otherwise not be feasible.
Implementation Steps	<ul style="list-style-type: none"> Review tax abatement program structures in other small cities such as Cottage Grove, Newport, and Florence. Determine policy objectives and eligibility criteria for the program, such as targeted locations, minimum unit number, tenure target (for rent or for sale), required green building or design standards, minimum percentage of dedicated affordable or workforce housing units, allowable commercial property tax exemption, etc. Meet with overlapping taxing districts to garner support. Determine if grant funding or consultant support is needed to implement. Consider requiring a third-party pro-forma reviewer to verify that projects would not otherwise be feasible. The application fee can help to cover the cost of the reviewer. Draft code amendments and application materials and bring through a public hearing process for adoption.
Considerations	<ul style="list-style-type: none"> Cities can control which projects are eligible and to cap the total amount of tax abatement annually. Cities can charge application fees that fund program administration and third-party financial review. Can be designed to incentivize housing that would not otherwise be built, so it can have a net positive impact on the tax base over time. Must be approved by a majority of tax districts.

Implementation Timeline	<input checked="" type="radio"/> 1-3 <input type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities	Immediate Focus	
Partners	County, Regional Housing Task Force		
Affordability Targets	<input checked="" type="radio"/> Subsidized <input checked="" type="radio"/> Affordable	<input type="radio"/> Workforce <input type="radio"/> Market Rate	
Housing Type Targets	<input type="radio"/> Single-Family <input checked="" type="radio"/> Middle Housing	<input checked="" type="radio"/> Multi-Family	
Tenure Targets	<input checked="" type="radio"/> For Rent	<input type="radio"/> For Sale	

Strategy 3.1: Utilize Excess Public Land for Housing

Land Based Strategies

Description Prioritize the use of surplus public land for housing needs.

Rationale The City, County, or other public agencies may own or may come into ownership of land which it does not need for other public facilities or uses. Control over land that can be used for housing can provide opportunities for public-private partnership or other actions. Owning land provides jurisdictions with leverage to encourage development of high priority housing needs.

Implementation Steps

- Determine if grant funding or consultant support is needed.
- Determine if this action should be packaged or sequenced with others.
- Utilize the Site Suitability Analysis (Appendix B) to begin to evaluate the suitability of publicly-owned sites for housing development.
- Bring through a public hearing process for adoption, if a land disposition policy is proposed.

Considerations

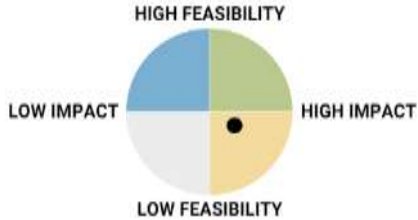
- Land can be offered as a long-term lease at very minimal cost to developers for land the public owner is not yet ready to surplus.
- Explore the potential to invest in foreclosed properties, or lands with title defects or on which dilapidated structures sit, with the goal of eventually transferring to a new owner for reuse and redevelopment.
- This strategy could include adopting a land disposition policy that states the jurisdiction and public partners will prioritize selling or dedicating any surplus publicly-owned land to meet housing needs.
- For Cities the policy could be adopted jointly in partnership with the County, school district, Port, or other public agencies, in order to broaden its impact to include other surplus lands.

Implementation Timeline	<input checked="" type="radio"/> 1-3 <input type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities	Immediate Focus	
Partners	County Regional Housing Task Force		
Affordability Targets	<input checked="" type="radio"/> Subsidized <input checked="" type="radio"/> Affordable	<input type="radio"/> Workforce <input type="radio"/> Market Rate	
Housing Type Targets	<input type="radio"/> Single-Family <input checked="" type="radio"/> Middle Housing	<input checked="" type="radio"/> Multi-Family	
Tenure Targets	<input checked="" type="radio"/> For Rent	<input type="radio"/> For Sale	

Strategy 3.2: Assist with Land Acquisition and Banking

Land Based Strategies

Description	Evaluate actions that plan partners could take to assist in establishing a local land bank for affordable housing by helping to convene organizations and agencies that can contribute resources.
Rationale	One of the most common barriers to building more affordable housing is acquiring land. Non-profit developers and housing authorities often struggle to compete with the resources of private developers in an open market bid for land. Further, the timing of land availability and funding availability for affordable housing development does not often align. Land banking is effective because they hold land over time, controlling costs associated with appreciation, and create a ready pool of sites that allow affordable housing developers to respond quickly to funding opportunities
Implementation Steps	<ul style="list-style-type: none"> • Determine if grant funding or consultant support is needed. • Determine if this action should be packaged or sequenced with others. • Support the work of local and regional housing organizations by helping to convene or otherwise support organizations, charities, foundations, or other stakeholders that may be interested in founding a local land bank. • Use input from local partners to help inform and evaluate ways to support local land acquisition and banking.
Considerations	<ul style="list-style-type: none"> • Jurisdictions may manage their own land banks or partner with non-profits to do so. Jurisdictions may also donate, sell, or lease publicly owned land for development even without a formal land bank. • Lands acquired are often vacant, blighted, or environmentally contaminated. Land banks may also acquire lands with title defects or on which dilapidated structures sit. Lands are eventually transferred to a new owner for reuse and redevelopment. • The City and County can assist a land bank by selling or donating land to the bank and assisting with startup costs. • Refer to Site Suitability Analysis (see Appendix B) for potential bankable sites.

Implementation Timeline	<input type="radio"/> 1-3 <input checked="" type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities County	Major Project	
Partners	Community Partners		
Affordability Targets	<input checked="" type="radio"/> Subsidized <input checked="" type="radio"/> Affordable	<input type="radio"/> Workforce <input type="radio"/> Market Rate	
Housing Type Targets	<input type="radio"/> Single-Family <input type="radio"/> Middle Housing	<input checked="" type="radio"/> Multi-Family	
Tenure Targets	<input checked="" type="radio"/> For Rent	<input type="radio"/> For Sale	

Strategy 3.3: Form Partnerships with Land Trusts

Land Based Strategies

Description	Support the actions of local and regional housing partners by helping to convene or otherwise support organizations, charities, foundations, or other stakeholders that may be interested in founding a local community land trust or expanding an existing community land trust to Columbia County.
Rationale	Community land trusts are nonprofit, community-based organizations designed to ensure community stewardship of land. They can be used to ensure long-term affordability of for-sale housing units.
Implementation Steps	<ul style="list-style-type: none"> Determine if this action should be packaged or sequenced with others. One way the jurisdictions could support the land trust is to assist with creating an inventory of suitable sites for housing development. Jurisdictions could utilize the data collected for the Site Suitability Analysis, then conduct additional analysis to identify properties most suitable for development in the short-term, based on infrastructure conditions, location, and other factors. A separate inventory may also be created for older, distressed properties that may be targeted for acquisition by a non-profit affordable housing operator.
Considerations	<ul style="list-style-type: none"> Community land trusts support affordable housing development by reducing or eliminating land costs. They can take several forms. Most are administered by a non-profit or nongovernmental entity with a mission of managing a portfolio of properties to support affordable housing development over many years. Jurisdictions can play a support role in the development of a community land trust by helping to convene local housing organizations, charities, foundations, or other stakeholders on a periodic basis.

Implementation Timeline	<input type="radio"/> 1-3 <input checked="" type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Community Partners	Opportunistic Project	

Partners	Cities County
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Affordability Targets	<input type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce
	<input checked="" type="radio"/> Affordable	<input type="radio"/> Market Rate
Housing Type Targets	<input type="radio"/> Single-Family	<input type="radio"/> Multi-Family
	<input type="radio"/> Middle Housing	
Tenure Targets	<input type="radio"/> For Rent	<input checked="" type="radio"/> For Sale

Strategy 3.4: Form Partnerships with Institutional Landowners

Land Based Strategies

Description Engage with leadership of local non-profits and faith-based organizations (FBO) that may have surplus land that could be sold or donated to be developed for high priority housing needs, including affordable housing allowed under ORS 227.500 and SB 8 (2021) and projects benefiting homeless and very low-income populations.

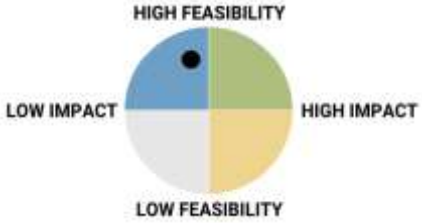
Rationale Many institutional land owners own land that may be in excess of their long term needs. Institutional landowners often perceive affordable housing development and work benefiting homeless and very low-income populations to be consistent with their mission and are interested in partnerships to support housing.

Implementation Steps

- Determine if grant funding or consultant support is needed.
- Determine if this action should be packaged or sequenced with others.
- Offer technical support to help institutional landowners understand housing-related zoning and infrastructure issues.
- Facilitate connections with local developers that may be interested in partnering to build on institution-owned sites.

Considerations

- Jurisdictions could engage with FBO to understand long-term plans for their sites and encourage partnerships to explore housing development opportunities.
- Property owned by institutions may be eligible for property tax exemptions. These organizations may also be eligible for specialized funding sources and fundraising mechanisms to build housing that could target homeless and very-low-income populations.

Implementation Timeline	<input checked="" type="radio"/> 1-3 <input type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Community Partners	Opportunistic Project	
Partners	Cities County		
Affordability Targets	<input checked="" type="radio"/> Subsidized <input type="radio"/> Workforce <input checked="" type="radio"/> Affordable <input type="radio"/> Market Rate		
Housing Type Targets	<input type="radio"/> Single-Family <input checked="" type="radio"/> Multi-Family <input checked="" type="radio"/> Middle Housing		
Tenure Targets	<input checked="" type="radio"/> For Rent <input type="radio"/> For Sale		

Strategy 4.1: Target Urban Renewal Investments to Support Housing

Public Projects & Resources

Description	Urban renewal is not widely used in Columbia County but as jurisdictions experience growth and economic development they may consider implementing Urban Renewal as a tool to support development of needed housing.
Rationale	Urban Renewal districts are an effective, flexible tool for funding investments that support housing development in specific locations.
Implementation Steps	<ul style="list-style-type: none"> • Determine if grant funding or consultant support is needed. • Determine if this action should be packaged or sequenced with others. • Evaluate the feasibility of forming one or more urban renewal districts in areas that are a high priority for new housing. • Prepare the urban renewal plan for the district and place a high priority on activities that will directly support development of housing that meets key needs, such as income-restricted affordable housing.
Considerations	<ul style="list-style-type: none"> • Urban renewal funds can be invested in projects and programs that support housing development in a wide variety of ways, including financial incentives, infrastructure improvements, and land acquisition. • Urban renewal programs can benefit not only housing needs, but are often used to stimulate economic development. There may be some areas in Columbia County jurisdictions, particularly around historic downtown cores, where urban renewal could serve both housing and economic development goals.

Implementation Timeline	<input type="radio"/> 1-3 <input checked="" type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities	Major Project	

Partners

Affordability Targets	<input checked="" type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce
	<input checked="" type="radio"/> Affordable	<input checked="" type="radio"/> Market Rate
Housing Type Targets	<input checked="" type="radio"/> Single-Family	<input checked="" type="radio"/> Multi-Family
	<input checked="" type="radio"/> Middle Housing	
Tenure Targets	<input checked="" type="radio"/> For Rent	<input checked="" type="radio"/> For Sale

Strategy 4.2: Evaluate the Feasibility of Implementing a Construction Excise Tax

Description	Explore the feasibility of implementing a Construction Excise Tax. Jurisdictions can levy a CET of up to 1 percent of the permit value on residential construction. There is no cap to the tax rate for commercial and industrial construction.
Rationale	A CET can provide a dedicated source of revenue for housing programs. It also provides the option to create a linkage between new commercial or industrial development and investment in housing.
Implementation Steps	<ul style="list-style-type: none"> • Determine if grant funding or consultant support is needed. • Determine if this action should be packaged or sequenced with others. • Study the potential revenue that could be generated by the CET. • Consider the costs that a CET would impose on new development and identify ways to offset these costs by taking other actions to improve financial feasibility, such as zoning changes. • If determined to be feasible bring through a public hearing process for adoption.
Considerations	<ul style="list-style-type: none"> • Other cities that have adopted a CET include Portland, Milwaukie, Corvallis, Tillamook County, Cannon Beach, Hood River County, Hood River City, and Newport. • Potential annual revenue can be estimated from building permit data to approximate revenue potential of the program. • The state has set out rules for how CET funding can be used. The City can reserve 4% for administrative costs. Of the remainder, 50% must be used on developer incentives, 35% on affordable housing programs, and 15% must flow to Oregon Housing and Community Services for homeownership programs. • Developer feedback is needed to gauge the degree to which increases to development costs would disincentivize new development.

Implementation Timeline	<input type="radio"/> 1-3 <input checked="" type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities	Major Project	

Partners County, Regional Housing Task Force

Affordability Targets	<input checked="" type="radio"/> Subsidized <input checked="" type="radio"/> Workforce
	<input checked="" type="radio"/> Affordable <input type="radio"/> Market Rate
Housing Type Targets	<input type="radio"/> Single-Family <input checked="" type="radio"/> Multi-Family
	<input type="radio"/> Middle Housing
Tenure Targets	<input checked="" type="radio"/> For Rent <input type="radio"/> For Sale

Strategy 4.3: Target Infrastructure Improvements to Support Housing

Description	Whenever planning for improvements, jurisdictions should consider how the improvements will affect housing development opportunities in the area and, where feasible, modify project designs or prioritization to better improve conditions for housing development.
Rationale	Infrastructure investments can reduce costs of housing development and enable development on sites that would otherwise not be viable. By adopting a policy emphasizing the importance of targeting infrastructure improvements to support housing, the City is most likely to identify opportunities to reprioritize or modify project designs to best support housing development.
Implementation Steps	<ul style="list-style-type: none"> • Determine if grant funding or consultant support is needed. • Determine if this action should be packaged or sequenced with others.
Considerations	<ul style="list-style-type: none"> • This action should be incorporated into citywide, long-term master planning efforts (such as a wastewater master plan or a transportation system plan) and Capital Improvement Program (CIP) planning. • If a high priority housing project is proposed, jurisdictions may consider either (1) accelerating implementation of previously planned improvements that would benefit the project or (2) funding off-site improvements (such as street intersection improvements) triggered by the development that would otherwise be borne by the private developer. Jurisdictions may choose to limit this option to new affordable or workforce housing projects.

Implementation Timeline	<input checked="" type="radio"/> 1-3 <input type="radio"/> 3-5 <input type="radio"/> 5-8 yrs	Priority Category	
Implementation Lead	Cities	Immediate Focus	

Partners	County, State
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Affordability Targets	<input type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce
	<input type="radio"/> Affordable	<input checked="" type="radio"/> Market Rate
Housing Type Targets	<input checked="" type="radio"/> Single-Family	<input checked="" type="radio"/> Multi-Family
	<input checked="" type="radio"/> Middle Housing	
Tenure Targets	<input checked="" type="radio"/> For Rent	<input checked="" type="radio"/> For Sale

Strategy 4.4: Increase Capacity to Implement Housing Strategies

Public Projects & Resources

Description Evaluate options for increasing capacity to implement housing strategies, including but not limited to:

- Funding new planning or economic development staff positions at each city.
- Funding a countywide housing coordinator that acts on behalf of multiple jurisdictions.
- Forming an ongoing housing task force made up of local staff to coordinate actions and share resources.
- Partnering with non-profit organizations to create landlord/property manager education materials and programs.

Rationale Implementing many of the policies, programs, and partnerships outlined in the HIP will require administrative resources. Sufficient staff capacity is critical to unlocking the ability for plan partners to implement housing strategies effectively and efficiently

Implementation Steps

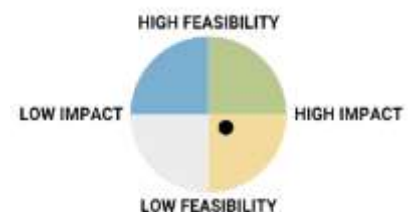
- Determine if grant funding or consultant support is needed.
- Determine if these actions should be packaged or sequenced with others.

Considerations

- Col-Pac or CET could be convenor and/or sponsor of task force.
- New local positions or countywide housing coordinator position would require financial contributions from jurisdictions.
- Building relationships with non-profit organizations can help increase capacity through partnerships.

Implementation Timeline 1-3 3-5 5-8 yrs

Priority Category



Implementation Lead Cities, Col-Pac, Columbia Economic Team

Major Project

Partners County, Regional Housing Task Force

Affordability Targets	<input type="radio"/> Subsidized	<input checked="" type="radio"/> Workforce
	<input type="radio"/> Affordable	<input checked="" type="radio"/> Market Rate
Housing Type Targets	<input checked="" type="radio"/> Single-Family	<input checked="" type="radio"/> Multi-Family
	<input checked="" type="radio"/> Middle Housing	
Tenure Targets	<input checked="" type="radio"/> For Rent	<input checked="" type="radio"/> For Sale