

Open Space Trends

Protecting and Enhancing Open Space in the Central Puget Sound Region



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OPEN SPACE TRENDS REPORT

How well is the region protecting and enhancing its open spaces?

Introduction

The central Puget Sound region's spectacular open space network provides the foundation for the region's economy and quality of life. They are the ancestral lands of the <u>Coast Salish Tribes</u>, who retain rights to these natural resources and continue to be stewards of the land.

The 2018 <u>Regional Open Space Conservation Plan</u> maps the open space network in King, Pierce, Snohomish and Kitsap counties and identifies priority actions needed to increase access to and sustain open spaces for the long term. A <u>Conservation Toolkit</u> helps implement the plan. This 2024 report reviews key open space data to assess how the region's open spaces are evolving and to monitor progress. It includes information on tree canopy cover, urban open space, regional trails, farmland, working forests, aquatic systems and naturals lands.

The 2018 plan identifies the regional open space network, the most important open spaces in the region to maintain, protect and enhance. The regional open space network covers about 340 miles of regional trails and 3 million acres of public and private land, including natural lands, farmlands, working forests, aquatic systems, and urban open space (Exhibit 1). Much of the land in the regional open space network is private land. A strong economy in the region is accelerating growth and development, which puts pressure on the open space network. The plan identifies approximately 463,000 acres of the regional open space network that are most at risk. The plan also identified 47 of the highest priority areas to improve equitable access to urban parks and open space and 300 miles of trails to complete the regional trail network.

The region's open spaces represent a significant economic asset for the region, providing services conservatively estimated at \$11.4 to \$25.2 billion each year (Earth Economics, Central Puget Sound Open Space Valuation, 2015). These services include clean air and water, energy, food, building products, flood protection, recreation and many more benefits that the region enjoys. When open space lands are developed, their ability to provide these services decreases or is eliminated.

<u>VISION 2050</u>, the region's long-term plan for managing growth, recognizes the importance of open space and includes policies and actions to protect and restore open space lands and develop equitable access to parks and regional trails. This update examines how the region is progressing on its open space goals.

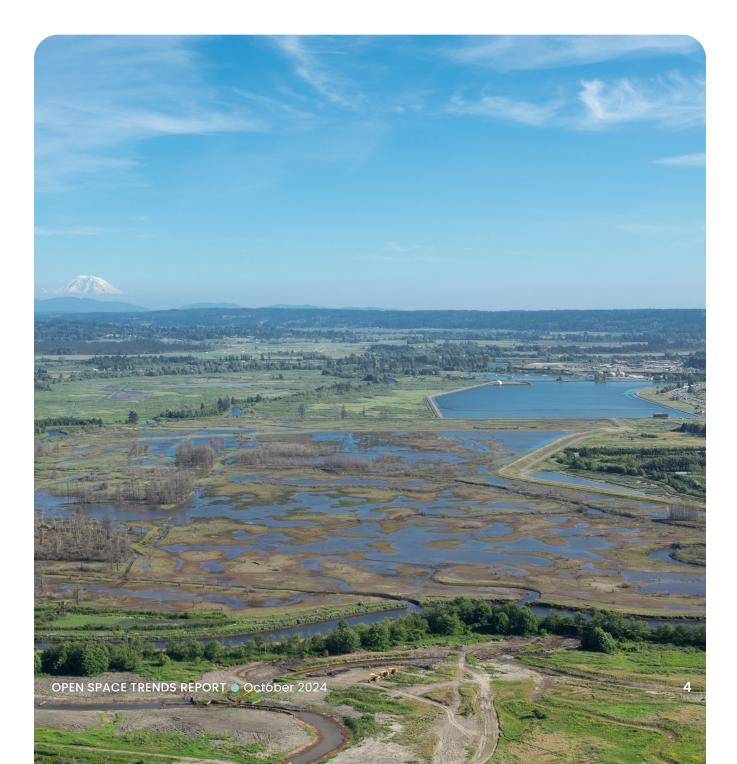
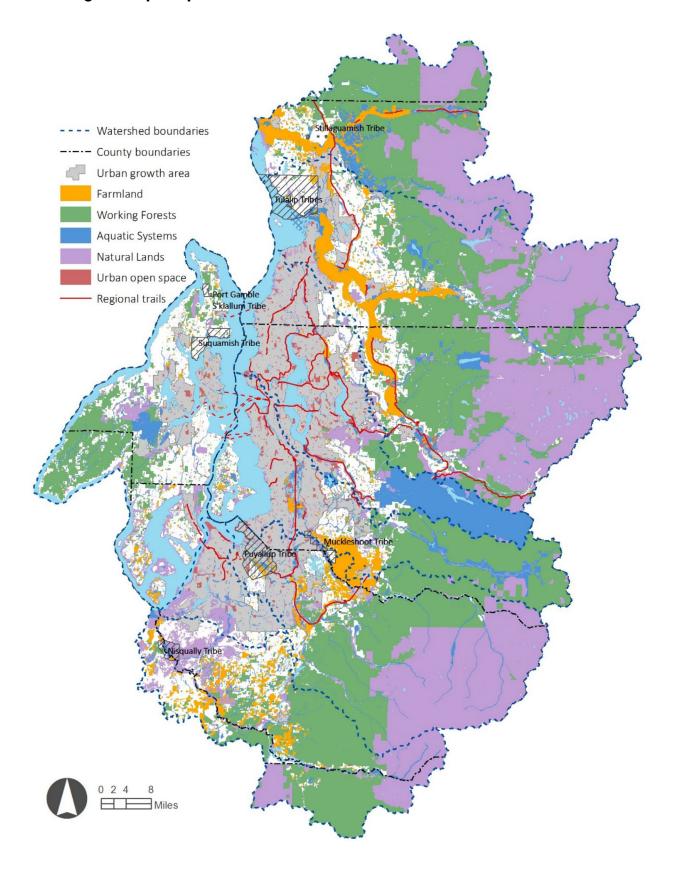


Exhibit 1. Regional Open Space Network



Tree Canopy Cover

Trees provide many invaluable benefits locally and regionally. Trees help maintain natural drainage patterns, reduce flooding and improve water quality by slowing and absorbing stormwater. They help keep urban areas cool, filter pollutants out of the air and mitigate climate change by removing carbon dioxide from the air. Trees provide mental health benefits by reducing stress and creating a sense of well-being. They provide habitat for birds, mammals, insects, amphibians and reptiles.

The Regional Open Space Conservation Plan included the following goals for tree canopy cover: By 2050, tree canopy cover in the region will remain the same as 2018 levels. By 2050, tree canopy cover in the regional open space network will increase. See Exhibit 1 for a map of the regional open space network.

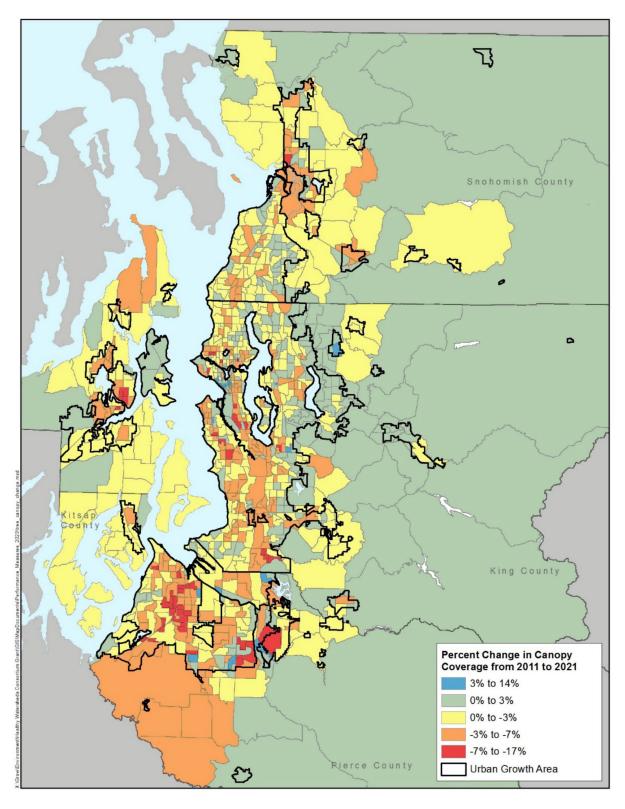
Data produced by the USDA Forest Service (as part of the National Land Cover Database) indicates that between 2011 and 2021, tree canopy cover across the entire region remained at 2011 levels. In urban growth areas, tree canopy cover decreased by 3%. Many of the areas with significant losses appear to be areas of recent development. In the regional open space network, tree canopy cover remained at 2011 levels. Exhibit 2 shows the percentage of tree canopy cover change by census tract. The data and methodology used in this analysis is good at measuring changes in tree canopy cover but is not as accurate at providing the level of tree canopy cover. To more accurately track tree canopy cover and the goals outlined in the plan, PSRC will be exploring higher resolution canopy data products.

PSRC's equity tracker includes an analysis of tree canopy cover as it relates to underrepresented communities. Understanding tree canopy cover can help identify communities that have negative quality of life impacts due to reduced access to green spaces and exposure to warmer temperatures. It found that communities with high concentrations of people of color, households with lower incomes and households with limited English proficiency are disproportionately impacted by lower tree canopy cover.

The Washington State Department of Natural Resources has <u>information</u> and <u>funding</u> for enhancing urban tree canopy. Resources that can help jurisdictions with their work on enhancing equitable tree canopy include the <u>Tree Equity Score</u> tool and <u>Washington Tree Equity Collaborative</u>.



Exhibit 2. Change in Tree Canopy Cover



Data source: USDA Forest Service, National Land Cover Database Tree Canopy, 2011 and 2021



Urban Open Space

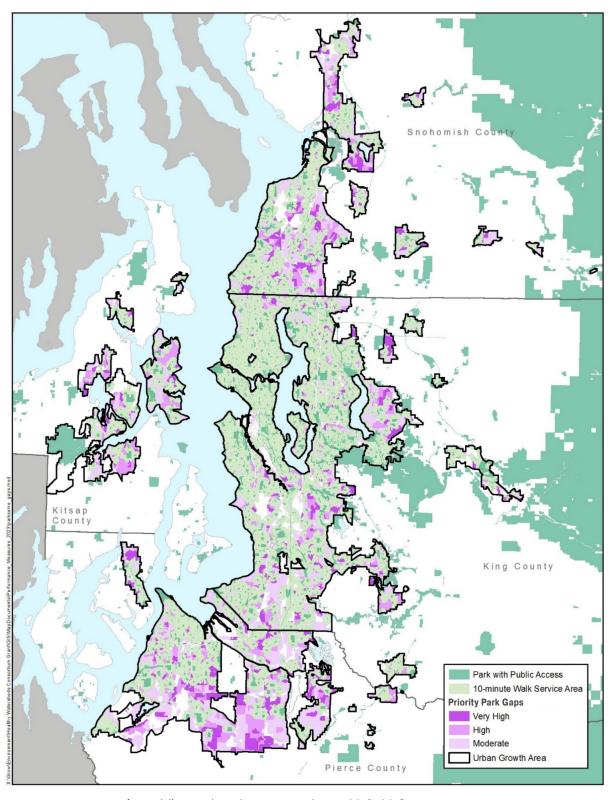
Urban open space is the system of parks and green spaces that provide recreational, aesthetic, environmental and health benefits within a walkable distance to the region's urban residents. Open spaces provide significant physical and mental health benefits and contribute to a high quality of life. Neighborhood and community parks, passive recreational areas and neighborhood tree canopy help provide these benefits, especially to people living in cities and urban areas. The importance of urban open spaces becomes critical as housing and jobs are concentrated in regional centers and transit station areas.

The Regional Open Space Conservation Plan included the following goal for urban open space: By 2050, every urban resident will live within a half mile of a park, open space or trail.

A half mile is about a 10-minute walk. This metric is consistent with national best practices for park access and VISION 2050 policy.

The Trust for Public Land has developed <u>ParkServe</u>, a parks database and mapping tool that identifies the percentage of a city's population that lives within a 10-minute walk of a park and where there are gaps in access. It provides mapping and information for most jurisdictions in the region (Exhibit 3). ParkServe data indicates that 72% of the urban population in the central Puget Sound region lives within a 10-minute walk of a park.

Exhibit 3. Access to Urban Open Space



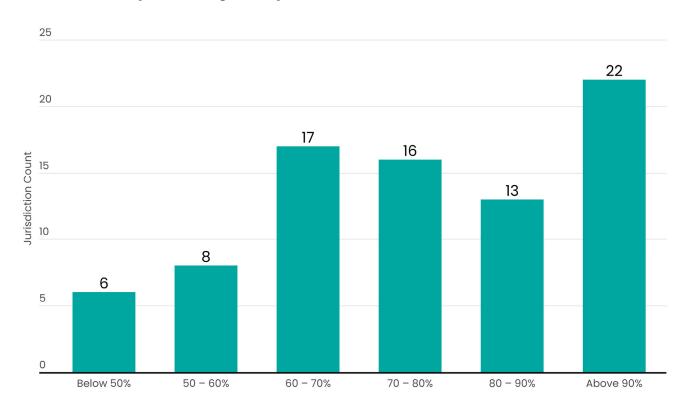
Data source: Trust for Public Land, ParkServe Database, 2016-2018

Note: Priority scores are normalized relative to each city. Methodology information can be found at https://www.tpl.org/ParkServe/About.

Exhibit 4 shows the number of cities in the region within brackets of park access. Most cities have 70% or more of their residents living within a 10-minute walk of a park. Twenty-two cities have 90% or more of their residents living within a 10-minute walk of a park while six cities have less than 50% of their residents living within a 10-minute walk of a park. The number of parks in the region is slowly increasing. However, given the goal for all urban residents to live within a 10-minute walk of a park by 2050, the region must continue to add parks in priority areas to improve park access. This park access analysis using ParkServe data is not directly comparable to the analysis from the 2018 Regional Open Space Conservation Plan because it uses an updated methodology.

An equity analysis of park access looked at park access gaps that fall inside equity focus areas. Equity focus areas are census tracts with populations above the regional average of people of color and people with low incomes. The analysis found that equity focus areas in general are better served by parks than non-equity focus areas. In equity focus areas for both people of color and people with low incomes, there are 4 acres of park access gaps per 100 people. Outside of equity focus areas, there are between 5 and 6 acres of park access gaps per 100 people.

Exhibit 4. Cities by Percentage of Population Within a 10-Minute Walk of a Park



Data source: Trust for Public Land, ParkServe Database, 2016-2018

<u>Stormwater parks</u> are community facilities that provide both recreation and stormwater management. They can be created by adding recreation to existing regional stormwater facilities, by adding stormwater facilities to existing parks and by creating new multibenefit facilities. Stormwater parks can address equity when built in areas without park access. PSRC has developed <u>guidance</u> on planning stormwater parks.

The primary state source for parks funding is the <u>Recreation and Conservation Office</u>. The Conservation Futures programs in each county can help acquire land for parks. Several nonprofit organizations in the region, such as the <u>Trust for Public Land</u>, <u>Seattle Parks Foundation</u> and <u>Community Land Conservancy</u>, work with jurisdictions to renovate and plan new parks.



Regional Trails

Regional trails are active transportation corridors that provide access to the region's open spaces and connect communities and other important regional destinations. Trails are a vital component of both the open space network and the transportation network. Regional trails are separated from automobile traffic and provide safe, comfortable and continuous nonmotorized connections across the region. A robust regional trail network provides environmental, mobility, economic development and many other benefits, contributing to enhanced health and well-being.

The Regional Open Space Conservation Plan included the following goal for regional trails: By 2050 the regional trail network will be expanded to include 300 additional miles of trail.

In 2018, the regional trail network had about 340 miles of regional trails and identified almost 300 miles of additional regional trails planned or needed to complete a core regional trail network. Not all trails are considered regional trails. They must serve all ages and abilities and connect regional destinations across jurisdictions. Exhibit 5 is a map of existing and planned regional trails.

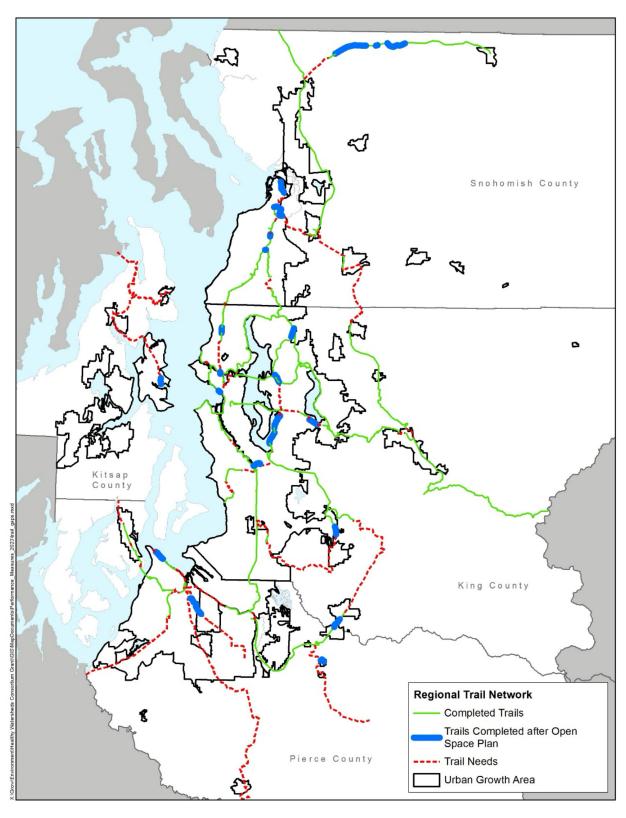
Since 2018, about 30 miles of trails have been added to the regional trail network increasing the total to 370 miles of regional trails and leaving about 270 miles of trail gaps remaining. Examples of trail segments recently completed include portions of the Mountains to Sound Greenway Trail in King County, the Sound to Olympics Trail in Kitsap County, the Pipeline Trail in Pierce County and the White Horse Trail in Snohomish County. While gaps still exist, the region is making important progress on building out the regional trail network. Some of the trails that were recently reported could have been in existence before 2018 but were reported many years after their development.

An equity analysis was completed for access to regional trails in urban areas, measured in feet of regional trails per person. It looked at regional trails inside and outside of equity focus areas. The analysis found that there is no difference in regional trails inside and outside of equity focus areas. Continuing to develop new trails and connections in areas with higher levels of people of color and people with lower incomes will help to maintain equitable access to regional trails and the regional destinations that connect to them.

Connections to regional trails can also help with emergency management. A trail from East Orting over Highway 162 to the Foothills Trail provides safer pedestrian passage and is part of an evacuation system in the event of a lahar in the Orting Valley.

Many groups are working to develop the regional trail system including the <u>Leafline Trail</u> <u>Coalition</u>, <u>ForeverGreen Trails</u>, <u>Foothills Trail Coalition</u>, <u>Mountains to Sound Greenway Trust</u> and local governments. Funding is provided by the <u>Recreation and Conservation Office</u>, PSRC and county and city programs.

Exhibit 5. Existing and Planned Trails and Trail Gaps



Data source: PSRC, Bike and Pedestrian Data, 2018 and 2023



Farmland, Working Forests, Aquatic Systems, and Natural Lands

Farmland, working forests, aquatic systems, natural lands and other types of open space provide essential economic, recreational, cultural, aesthetic and ecological services. These benefits include clean water and air, food, wildlife habitat, recreation, flood storage, carbon storage and wood products.

The Regional Open Space Conservation Plan included the following short-term goal for open space in the region: An additional 80,000 acres of open space will have long-term protection by 2025.

The plan refers to long-term protection as land that has a conservation easement or that is owned outright by a public agency, Tribe or conservation nonprofit. Full information, such as updated ownership data, to measure progress on this goal is not yet available, but some relevant information is provided below.

Conservation Easements

An important conservation strategy is to place a conservation easement on important open space lands, which extinguishes the development rights within that easement. An example is the Nisqually Community Forest that put a conservation easement on the land so that it would remain a community forest in perpetuity. Another recent example is Pierce County obtaining a permanent agricultural conservation easement to protect 284 acres on the Mountain View Dairy, a historic farm in the Graham community. Harvest activities can take place on the land but not development activities.



Between 2017 and 2023, 6,100 acres of conservation easements were recorded on land in the regional open space network (Exhibit 6). This brings the total for land in the regional open space network receiving long-term protection through conservation easements to 202,150 acres. This indicates that the region is making progress on conserving open space with conservation easements. Conservation easements by county added to farmland, working forests, aquatic systems and natural lands is provided in Appendix A. Easements can either be purchased or transferred using Transfer of Development Rights programs.

The information in Exhibit 6 and Appendix A provides reporting of conservation easements in the National Conservation Easement Database between 2017 and 2023 by open space category. The database relies on organizations reporting conservation easements. Conservation easements are likely undercounted as some conservation organizations have not yet reported their easement transactions. On the other hand, conservation easements may have taken effect before 2017 but were reported during this period.

Exhibit 6. Acres of Conservation Easements on Regional Open Space Network Lands

COUNTY	2017	2023	2017-2023		
King	173,050	175,230	2,170		
Kitsap	1,180	2,270	1,090		
Pierce	9,300	11,640	2,340		
Snohomish	12,510	13,000	500		
Region	196,040	202,150	6,100		

Data source: National Conservation Easement Database, Easements, 2017 and 2023

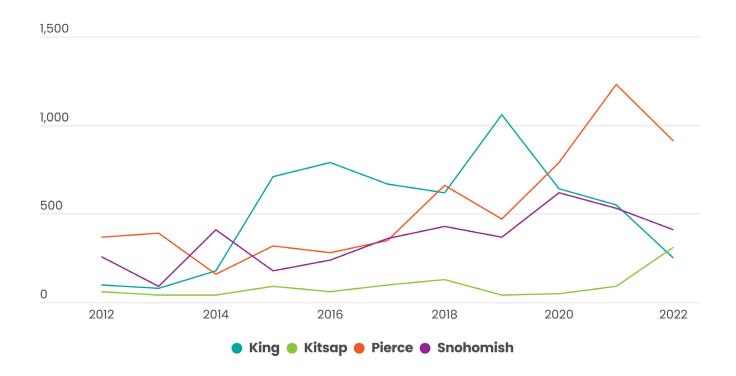
Housing Development

PSRC uses county assessment data to track annual housing development activity at the parcel level. Between 2012 and 2022, 16,460 net new housing units were added on lands in the regional open space network. Exhibit 7 shows net new housing units by county between 2012 and 2022. About 81% of these units were added to urban growth areas in four categories of open space: farmland, working forests, aquatic systems and natural lands. The highest unit counts (often from multi-family developments) are on natural lands, specifically biodiversity areas and wetlands in urban areas and on aquatic systems lands in floodplains in urban areas. Development on farmland and working forest land is primarily single-family houses within urban areas. Housing development activity is broken out by open space category and county in Appendix B. These housing estimates on open space lands will include some level of overestimation of development due to data processing methods. Larger parcels of development that cross into open space areas will have their units attributed to the open space area even if the development structure doesn't fall within the open space area (i.e. an apartment complex that gets built on the edge of a wetland area).

Housing development is needed to address the housing crisis. While housing development on open space lands can have impacts, development impacts are generally greater on rural and resource (non-urban) lands. Housing outside of urban growth areas tends to be on large lots and is further from needed infrastructure and services. Compared to housing in urban areas, housing on non-urban land displaces more agricultural uses, results in greater habitat fragmentation and tree canopy cover loss, generates more vehicle miles travelled and impervious surface per capita and degrades more streams. Because of these greater impacts, the state and region have targeted housing development for urban lands.



Exhibit 7. Net Change in Housing Units on Regional Open Space Network Lands

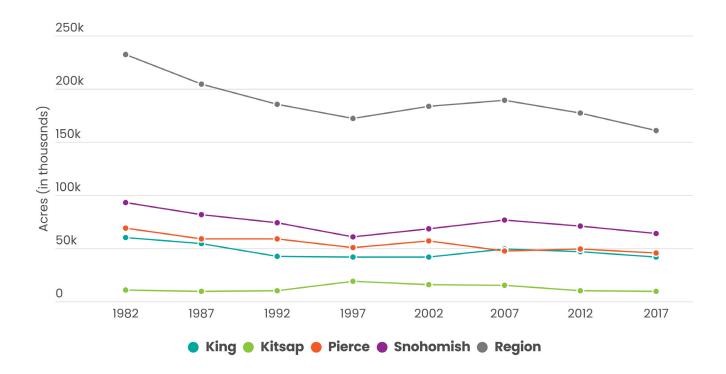


Data source: PSRC, Annual Housing Development Estimates, 2024

Farmland and Working Forests

The United States Department of Agriculture conducts the Census of Agriculture, a complete count of farms and ranches in the United States, every 5 years. According to the Census of Agriculture, farmland in the region decreased significantly in the 1980's before the Growth Management Act was enacted and has decreased at a slower rate since. It decreased 71,740 acres, from 232,540 acres in 1982 to 160,800 acres in 2017 (Exhibit 8).

Exhibit 8. Farmland in the Central Puget Sound Region



Data source: Census of Agriculture, Census Data, 1982-2017

According to National Oceanic and Atmospheric Administration (NOAA) land cover data, acres of farmland in rural and resource land areas between 2010 and 2016 decreased by less than 0.3%, or about 290 acres, from 109,385 acres to 109,099 acres. King, Pierce and Snohomish counties designate farmland in their comprehensive plans. The farmland acreage counts from the Census of Agriculture show larger declines due to the longer time period. In addition, the NOAA data analysis in this report includes only land outside of urban growth areas, which is where state and regional policy focus on protection of farmland.

NOAA land cover data shows that acres of forest cover within designated working forest lands outside of urban areas increased about 2% between 2010 and 2016, from 1,643,920 acres to 1,680,210 acres. Counties designate working forests in their comprehensive plans.

There are many sources of funding for conservation of farmland, working forests, natural lands, and aquatic system lands. A few include county conservation futures programs, the state Recreation and Conservation Office, Floodplains by Design, and the Natural Resources Conservation Service. PSRC's Conservation Toolkit provides a more complete list of funding and other tools for open space conservation.



Puget Sound Partnership Indicators and Targets

The Regional Open Space Conservation Plan included four Puget Sound Partnership indicators and targets because they aligned closely with VISION 2040 growth management and environmental goals. The Partnership is in the process of updating indicators and targets related to smart growth. The updated set of indicators are <u>urban growth</u>, <u>infill development</u>, <u>housing diversity</u> and <u>extent of forest cover in the upper, middle and lower areas of watersheds</u>. Targets and data for these indicators are under development by the Partnership.

The urban growth indicator looks at new housing development within urban growth areas. PSRC data shows that regionwide between 2012 and 2022, 95% of new housing development has been in urban growth areas. During that period, King County had the highest percentage (99%), followed by Snohomish County (92%), Pierce County (88%) and Kitsap County (73%). VISION 2050's Regional Growth Strategy has goals for urban growth. The urban population growth goal regionwide is 98%. This breaks out to 99% for King County, 92% for Kitsap County, 97% for Pierce County and 95.5% for Snohomish County. Most counties in the region need to make progress in meeting their urban growth goals. The Regional Growth Strategy does not allocate any population growth to resource lands (farmland and working forests) although some rural growth outside of farms and forests could occur within areas identified as part of the open space network. While the percentage of planned growth in rural areas is small, rural growth can be more land consumptive due to large lot sizes.

PSRC's Regional Growth Strategy and goals for open space support Puget Sound recovery and are consistent with the Partnership's <u>Land Development and Cover Strategy</u>. The Partnership's <u>Habitat Strategic Initiative Lead</u> often provides funding for open space conservation work.

Ongoing Implementation

Since the Regional Open Space Conservation Plan was published, many organizations have been working on implementation of the plan, most notably the cities and counties in the region. Cities and counties are updating comprehensive plans, and they are including policies, projects and programs to implement the region's open space goals. All four counties have open space conservation plans or programs and funding through Conservation Futures taxes. King County has a Land Conservation Initiative, Kitsap County has a Natural Resource Asset Management Program, Pierce County is developing a Land Conservation Plan, and Snohomish County is developing a Land Conservation Strategy.

The Emerald Alliance for People, Nature and Community is a non-governmental organization that promotes open space conservation in the region. The Emerald Alliance completed an inventory of open space funding resources and found that some open space types (aquatic systems and natural lands) are well covered with funds and convening bodies while others (working forests) are not. It also found that many groups are working on farmland protection (largely in Pierce, Snohomish and King counties) but that there is limited funding. Most groups are working on more than one open space type. Integration is currently an important theme and projects that demonstrate multiple benefits tend to win funding (for example: projects addressing salmon habitat, farmland and flooding).





Conclusion

Since the Regional Open Space Conservation Plan was issued in 2018, the region has experienced both gains and losses in protecting and enhancing open space. Gaps in the regional trail network are being filled. Gaps in access to parks are slowly being filled. While the region is losing farmland through conversion to development (a trend that was noted in the open space plan), the rate of loss appears to be slowing. The region seems to be maintaining its working forests. A more in-depth analysis is needed to understand trends for aquatic systems and natural lands. This would include looking at land that was acquired for conservation. Additional analysis would also add to the understanding of trends for farmland, working forests, urban open space, regional trails and tree canopy cover and how well the region is doing on its conservation goals. This work would be consistent with VISION 2050 En-Action-1 to evaluate and update the plan on a periodic basis. Work is anticipated to be done to support the development of VISION 2060 over the next five years.

Appendix A:

Conservation Easements on Regional Open Space Network Lands

The information below provides reporting of conservation easements in the <u>National Conservation Easement Database</u> between 2017 and 2023 by open space category. The database relies on organizations reporting conservation easements. Conservation easements are likely undercounted as some conservation organizations have not yet reported their easement transactions. On the other hand, conservation easements may have been taken effect before 2017 but were reported during this period.

Farmland

Between 2017 and 2023, almost 1,600 acres of conservation easements were recorded on farmland in the regional open space network. This brings the total for farmland in the regional open space network receiving long-term protection through conservation easements to over 19,270 acres. Exhibit A-1 shows reporting of conservation easements added to farmland between 2017 and 2023 by county.

Exhibit A-1. Acres of Conservation Easements on Farmand

COUNTY	2017	2023	2017-2023		
King	13,630	14,220	600		
Kitsap	160	160	0		
Pierce	630	1,150	530		
Snohomish	3,270	3,740	470		
Region	17,680	19,270	1,600		

Data source: National Conservation Easement Database, Easements, 2017 and 2023

Working Forests

Between 2017 and 2023, over 4,420 acres of conservation easements were recorded on working forests in the regional open space network. This brings the total for working forests in the regional open space network receiving long-term protection through conservation easements to over 177,000 acres. Exhibit A-2 shows reporting of conservation easements added to working forests between 2017 and 2023 by county.

Exhibit A-2. Acres of Conservation Easements on Working Forests

COUNTY	2017	2023	2017-2023		
King	154,430	155,790	1,370		
Kitsap	1,240	2,310	1,060		
Pierce	8,290	10,250	1,950		
Snohomish	8,650	8,690	40		
Region	172,620	177,040	4,420		

Data source: National Conservation Easement Database, Easements, 2017 and 2023

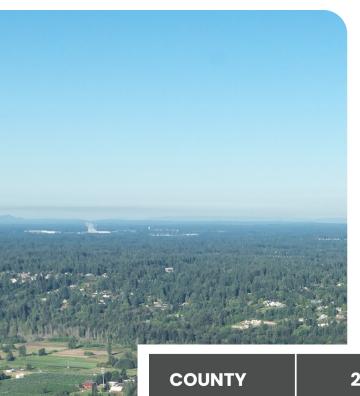
Aquatic Systems

Between 2017 and 2023, almost 1,010 acres of conservation easements were recorded on aquatic system lands in the regional open space network. This brings the total for aquatic systems in the regional open space network receiving long-term protection through conservation easements to over 70,670 acres. Exhibit A-3 shows reporting of conservation easements added to aquatic systems land between 2017 and 2023 by county.

Exhibit A-3. Acres of Conservation Easements on Aquatic Systems Land

COUNTY	2017	2023	2017-2023			
King	64,670	65,000	330			
Kitsap	140	150	10			
Pierce	660	800	150			
Snohomish	4,200	4,720	510			
Region	69,660	70,670	1,010			

Data source: National Conservation Easement Database, Easements, 2017 and 2023



Natural Lands

Between 2017 and 2023, over 1,160 acres of conservation easements were recorded on natural lands in the regional open space network. This brings the total for natural lands in the regional open space network receiving long-term protection through conservation easements to 27,450 acres. Exhibit A-4 shows reporting of conservation easements added to natural lands between 2017 and 2023 by county.

Exhibit A-4. Acres of Conservation Easements on Natural Lands

COUNTY	2017	2023	2017-2023		
King	22,680	22,930	250		
Kitsap	810	880	70		
Pierce	1,290	2,080	780		
Snohomish	1,510	1,570	60		
Region	26,290	27,450	1,160		

Data source: National Conservation Easement Database, Easements, 2017 and 2023

Appendix B:

Housing Development on Regional Open Space Network Lands

The information below provides net new housing units added between 2012 and 2022 by open space category.

Farmland

Between 2012 and 2022, 2,680 net new housing units were added on farmland in the regional open space network. Exhibit B-1 shows net new housing units added on farmland between 2012 and 2022 by county.

Exhibit B-1. Change in Housing Units on Farmland

COUNTY	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-2022
King	4	5	5	6	10	20	80	200	150	90	70	640
Snohomish	2	2	10	10	10	20	90	80	190	260	170	850
Pierce	4	10	10	30	40	80	140	160	270	180	220	1,140
Kitsap	2	3	1	1	0	2	5	3	1	1	20	40
Total	10	20	30	40	60	120	310	440	610	520	490	2,680

Source: PSRC, Annual Housing Development Estimates, 2023

Working Forests

Between 2012 and 2022, 2,180 net new housing units were added on working forest land in the regional open space network. Exhibit B-2 shows net new housing units added on working forest land between 2012 and 2022 by county.

Exhibit B-2. Change in Housing Units on Working Forests

COUNTY	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-2022
King	1	4	7	9	5	9	10	30	70	80	10	240
Snohomish	0	0	3	3	3	30	20	80	100	160	160	560
Pierce	4	3	5	6	10	20	20	30	180	540	420	1,240
Kitsap	0	0	0	0	0	2	1	3	9	50	90	160
Total	5	7	20	20	20	50	50	150	360	830	680	2,180

Source: PSRC, Annual Housing Development Estimates, 2023

Aquatic Systems

Between 2012 and 2022, 5,090 net new housing units were added on aquatic systems land in the regional open space network. Exhibit B-3 shows net new housing units added on aquatic systems land between 2012 and 2022 by county.

Exhibit B-3. Change in Housing Units on Aquatic Systems Land

COUNTY	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-2022
King	60	50	60	40	500	160	450	460	290	170	60	2,300
Snohomish	40	30	90	50	110	220	270	190	330	90	110	1,540
Pierce	80	60	70	40	60	50	40	30	70	40	30	560
Kitsap	50	20	30	80	50	80	120	20	20	30	200	700
Total	230	160	250	210	720	510	880	700	720	330	390	5,090

Source: PSRC, Annual Housing Development Estimates, 2023

Natural Lands

Between 2012 and 2022, 8,410 net new housing units were added on natural lands in the regional open space network. Exhibit B-4 shows net new housing units added on natural lands between 2012 and 2022 by county.

Exhibit B-4. Change in Housing Units on Natural Lands

COUNTY	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2012-2022
King	40	30	100	660	270	480	80	370	130	340	110	2,620
Snohomish	220	60	320	120	130	120	60	50	50	150	150	1,410
Pierce	310	320	90	270	190	240	510	300	500	900	620	4,230
Kitsap	10	20	10	10	20	20	0	10	20	10	10	150
Total	580	430	520	1,060	610	860	650	740	690	1,400	890	8,410

Source: PSRC, Annual Housing Development Estimates, 2023