



Tuesday, September 27, 2022

50-YEAR PLAN STAKEHOLDER ADVISORY COMMITTEE MEETING AGENDA

Meeting at 6:00 pm

This meeting will be held in a hybrid format at Scappoose City Hall via Microsoft Teams.

Topic

- | | |
|--|----------------|
| 1. Call to order | 6:00 pm |
| 1.1. Roll call | |
| 1.2. Agenda; September 27, 2022 | |
| 1.3. Minutes; August 30, 2022 | |
| 1.4. Public comment | |
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| 2. New Business | 6:15 pm |
| 2.1. Update on Outreach Efforts
N.J. Johnson, City of Scappoose | |
| <ul style="list-style-type: none">• Adventure Festival• Community Conversation with True Love Ministries• Translated Vision Statement and Survey | |
| 2.2. 2017 HNA Cover Memo
CJ Doxsee, MIG APG | |
| 2.3. Measures to Accommodate Needed Housing (continued from previous meeting)
CJ Doxsee, MIG APG and Brendan Buckley, Johnson Economics | |
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| 3. Announcements | 7:50 pm |
| 3.1. Next SAC meeting(s) | |
| <ul style="list-style-type: none">• November 1, 2022• January 10, 2023 | |

The Committee will accept written public comment at all meetings. Comments submitted by 5:00pm on [Day before meeting date] to City staff will be included in the meeting packet. Please email 50-year-plan@cityofscappoose.org, drop written comments at City Hall, or call 503-543-7146.

This meeting will be conducted in a handicap accessible room. If special accommodations are needed, please contact City Hall at (503) 543-7146, ext. 224 in advance. TTY 1-503-378-5938



3.2. Upcoming events

- City Council/Planning Commission check-in – Monday, December 5, 2022 (ECONW/3J)

4. Adjourn

8:00 pm

The Committee will accept written public comment at all meetings. Comments submitted by 5:00pm on [Day before meeting date] to City staff will be included in the meeting packet. Please email 50-year-plan@cityofscappoose.org, drop written comments at City Hall, or call 503-543-7146.

This meeting will be conducted in a handicap accessible room. If special accommodations are needed, please contact City Hall at (503) 543-7146, ext. 224 in advance. TTY 1-503-378-5938



Tuesday, August 30, 2022

50-YEAR PLAN STAKEHOLDER ADVISORY COMMITTEE MEETING MINUTES

Meeting at 6:00 pm

This meeting was held in a hybrid format at Scappoose City Hall via Microsoft Teams.

Topic

1. Call to order 6:00 pm

1.1. Roll call

Voting Members present: Chair Pat Kessi, Vice Chair Christine Turner, Scott Jensen (via Microsoft Teams), Kim Holmes, Jeannet Santiago (via Microsoft Teams), Pat Turpen, Jeff Weiss, Jennifer Anderson (via Microsoft Teams), and Brian Rosenthal

Agency Partners present: Debbie Jacob (via Microsoft Teams), Nicole Ferreira (via Microsoft Teams), Len Waggoner, Craig Campbell (via Microsoft Teams), Nancy Ward (via Microsoft Teams), Brett Estes (via Microsoft Teams), and Laura Kelly (via Microsoft Teams)

Staff present: Laurie Oliver Joseph, Community Development Director and N.J. Johnson, Planning Department Intern

Consultants present: C.J. Doxsee, MIG | APG and Brendan Buckley, Johnson Economics

Guests present: Joe Backus, Joel Haugen, Mark Macaulay

1.2. Agenda; August 30, 2022

- Vice Chair Christine Turner: I move to approve the agenda.
- Brian Rosenthal: I second the motion.
- The motion was unanimously approved by the Committee.

1.3. Minutes; August 9, 2022

- Kim Holmes: I move to approve the minutes from August 9, 2022.
- Vice Chair Christine Turner: I second the motion.
- The motion was unanimously approved by the Committee.



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1.4. Public comment

- N.J. Johnson: We had no public comment submitted for this meeting.

2. New Business

2.1. PSU Population Forecast Status Update

- Brendan Buckley: We've been working with the Portland State University Population Research Center in hopes that we can find a solution to get more accurate numbers that are based on the actual 2020 Census and not the 2020 population estimate. In Scappoose, the 2020 Census population was 650 people more than the PSU projected population for 2020. If we can move forward with using the Census numbers, we will be looking at a need for 215 more housing units than we originally projected. This also means that we will need more medium and high-density land. We need State approval to use this new proposed method or else the City's analysis can be challenged.
- Brian Rosenthal: With what you describe as a need for more high-density housing, does that adjust the ratio of high/low density housing or does it imply we need more of both?
- Laurie Oliver Joseph: I don't think the ratio will be significantly adjusted. We already have a deficit for high-density so when that is extrapolated out, the need becomes even greater.

2.2. Measures to Accommodate Needed Housing

- CJ Doxsee: We are recommending these policies be included in the Comprehensive Plan:
 - Encourage housing availability and affordability
 - Encourage all forms of housing, including middle housing
 - Provide wider range of ownership and rental housing choices
 - Support the Fair Housing Act
 - Allow accessory dwelling units (ADUs)
 - Evaluate the need to regulate short-term rentals
 - Encourage residential mixed uses in commercial zones
- Jeannet Santiago: Does the 650 people go into demographics?
- C.J. Doxsee: That number is just population growth. There is some detailed demographic information in your current community profile.



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- Jeannet Santiago: Who will be responsible for deciding and implementing the policies that are being recommended?
- Laurie Oliver Joseph: Most of these recommendations are already being implemented with the exception of regulating short-term rentals. This discussion is simply around including things we are already doing into the Comprehensive Plan.
- Jennifer Anderson: Are any other cities doing anything to encourage handicap accessible housing as aging in place becomes more prevalent?
- C.J. Doxsee: There are not many examples around the state except for City of Portland. We sometimes see certain regulatory incentives for developing ADA-accessible homes that we can translate to an aging in place perspective. I caution against mandating accessibility because of its impact on developability and therefore, cost.
- Brian Rosenthal: I agree with C.J. because one of our primary goals is increasing affordability. The other thing I wanted to discuss is in relation to Figure 5 (see meeting packet). This chart is trying to convey affordability. It might be a cleaner document if we removed the section on home price and replaced it with affordability based on income. I at least think the chart should be abbreviated because there's no reason to have a category for a home worth \$50,000 because those don't exist in Scappoose in 2022.
- C.J. Doxsee: We are offering these measures to accommodate needed housing for the community's consideration:

Land Supply Strategies

1. Urban growth boundary expansion or adjustment
2. Rezone land

Policy and Development Code Strategies

3. Variety of housing types
4. Accessory dwelling units
5. Regulatory incentives for affordable/workforce housing
6. Reduce regulatory barriers to housing
7. Increase allowed densities

Incentives

8. System development charges
9. Tax exemptions for abatements



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10. Land use permit fee reductions

Funding sources and programs

11. Expedited development review

12. Subsidized affordable housing

13. Tax increment financing

14. Land acquisition and banking

15. Construction excise tax (CET)

16. Public-private partnerships

17. Financial assistance and homebuyer education

18. Tenant protection programs and policies

- Brian Rosenthal: In regard to a variety of housing types, the report suggests adjusting the city's single-family housing ratio from 65% to 55%. I oppose this. I have concerns about the financial position this puts the City in. We already have an enterprise zone and an urban renewal district that redirect funds from City functions like sidewalks and a community center. When we start building smaller and less expensive homes, we lose tax revenue that fund critical services. Additionally, this community's strongest bonds are based on schools and sports. These bonds are stronger when more people own homes because they stay in the community longer than renters.
- Laurie Oliver Joseph: I want to clarify the numbers we're looking at. Previously, the category of single-family homes included attached, detached, and manufactured homes. Now that we are separating these categories, single-family detached homes are going to be a lower percentage than the broader definition used previously for single-family homes.
- C.J. Doxsee: I believe Laurie is correct; that's how the 2018 Housing Needs Analysis defined single-family homes. We can certainly check though.
- Kim Holmes: Regarding dropping the ADU parking requirement, I have concerns about adopting that in a community that is lacking sidewalks and walkability. Is there any room for a compromise on that?
- C.J. Doxsee: These considerations have a lot of tradeoffs to consider. Your concern of weighing community walkability and housing strategies is a valid one. Unfortunately, when it comes to dropping the ADU parking space requirement, that becomes State-mandated once Scappoose exceeds 10,000 in population.



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- Brian Rosenthal: The thing about parking is that people park over their entire street, not just in front of their home. I realize we may have to adopt a lot of these measures in the future, but I'd like to hold off on some of them that compromise livability as long as we can.
- Chair Pat Kessi: There's also the element of building without parking makes homes more affordable.
- Brian Rosenthal: That is true, but we should be cautious about shifting costs and burdens onto our neighbors to make one or two houses on a block cheaper. That's also based on the assumption that these measures will make units more affordable. We all thought the Candle Apartments would be affordable. \$1400 for a studio is not affordable.
- Len Waggoner: In regard to eliminating parking space requirements, Portland is a great example of why that is such a bad idea. If complexes don't have high enough parking accommodations, everyone parks in the street.
- Laurie Oliver Joseph: Portland is very different because they have a mass public transit system, and their residents don't rely on cars as much as Scappoose residents.
- Jeannet Santiago: I agree that eliminating parking requirements is not going to work in this community.
- Brian Rosenthal: Going back to building height, I really don't want to go much taller than the Candle Apartments because even those look really big.
- Vice Chair Christine Turner: That seems to be the goal of all of this though: How can we squish as many people as possible into our tiny little town?
- Brian Rosenthal: I don't think that should be the goal.
- Laurie Oliver Joseph: The goal here is to understand the population growth that's being projected for Scappoose and make sure there's housing available for people of all income levels.
- Brian Rosenthal: If we're proposing increasing the building height and decreasing lot sizes, we're hurting our ability to get more land.
- C.J. Doxsee: If the end goal is expanding the urban growth boundary, the State requires certain efficiency measures to be adopted and implemented first before it is determined to be necessary to expand.



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- Brian Rosenthal: A few years ago, the City started allowing ADUs and decreasing lot sizes. We've introduced some efficiency measures. Are you saying that the State won't accept that as enough?
- C.J. Doxsee: I can't say.
- Laurie Oliver Joseph: That's a good point, Brian. I have shared this with the consultant team and they are aware of the work that's already been done.
- Brian Rosenthal: The policies that were implemented a few years ago haven't truly had enough time to show how they'll make the city look. They take decades to show their fully-realized impacts. It's also important to note that we can easily increase density but it's very hard to decrease density if we go too far.
- Scott Jensen: You can either build up or out. The State has made the decision that we build up. Expanding the UGB to build out is hard. We have to make the decision whether we want to push back at the State level or work with the guidelines they have set. There are always tradeoffs such as those between parking requirements and livability. We are faced with the challenge that there are more people than before and the same amount of land as before.
- Jeff Weiss: Another factor that plays into this is how aggressively St. Helens is developing. They are working on a 239-unit apartment complex.
- Chair Pat Kessi: What we're going for here is balance. We need to be mindful of all the things that make this community incredibly livable but also keeping in mind that we want our kids and seniors on low or fixed incomes to be able to afford to live here as well.
- Brian Rosenthal: Regarding reducing regulatory barriers to housing, I think it's a good idea.
- Laurie Oliver Joseph: This would save the applicant and staff so much time and resources.
- Brian Rosenthal: Back to parking, I think it would be reasonable to somehow match the parking requirement with the amount of bedrooms. Even though I want to be mindful of the cost of street parking, a 2-car parking capacity for a one-bedroom unit seems excessive.
- Vice Chair Christine Turner: This isn't seeming like a balance between affordability and livability; it seems like livability is being compromised for affordability.
- Brian Rosenthal: It's because we need more land.



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- Vice Chair Christine Turner: That's why we should expand our UGB.
- Laurie Oliver Joseph: That's a large part of what this project is looking at. In drafting the Economic Opportunities Analysis, Beth Goodman believes that we're going to be able to justify a UGB expansion on the basis of needing employment land.
- Kim Holmes: Since these recommendations are in various levels of effect here in Scappoose, is it possible to create a quick table that would show where we're at on a given initiative and where it's recommended we go?
- Brian Rosenthal: I would recommend adding a third column showing how recent we adopted each change because as I mentioned before, code changes take time to shape the character of a community.

3. Announcements

3.1. Next SAC meeting(s)

- September 27, 2022
- November 1, 2022
- January 10, 2023

3.2. Upcoming events

- City Council/Planning Commission check-in – Tuesday, September 6, 2022 (MIG|APG & Johnson Economics)
- Scappoose Adventure Festival – Tuesday, September 10, 2022
- City Council/Planning Commission check-in – Monday, December 5, 2022 (ECONW/3J)

4. Adjourn

Chair Pat Kessi: I adjourn the meeting at 7:57.



MEMORANDUM

Scappoose 2017 Housing Needs Analysis

City of Scappoose

DATE September 20, 2022

TO 50-year Plan Stakeholder Advisory Committee

FROM Clinton “CJ” Doxsee, Darci Rudzinski, MIG | APG

CC Mari Valencia-Aguilar, DLCD
Brendan Buckley, Johnson Economics

INTRODUCTION

The purpose of this memorandum is to document regulatory measures taken by the City of Scappoose to implement the 2017 Housing Needs Analysis (2017 HNA) and summarize additional development-related implementation measures recommended as a result of the most recent planning process (2022 HNA). The City completed the 2017 HNA in accordance with applicable rules and statutes and subsequently implemented portions of it through revisions to the City’s Title 17 – Land Use and Development (Code). The intent of the Code revisions was to address housing needs identified in the 2017 HNA.

Implementation of the 2017 HNA resulted in revisions to the following Code sections.

- 17.44 – R-1 Low Density Residential
- 17.50 – R-4 Moderate Density Residential
- 17.54 – MH Manufactured Housing
- 17.56 – A-1 High Density
- 17.58 – Cottage Housing Development (*New*)
- 17.62 – C General Commercial
- 17.68 – EC Expanded Commercial
- 17.81 – Planned Development Overlay (PD)
- 17.92 – Accessory Dwelling Units

Table 1 provides a summary of the revisions to individual chapters.

TABLE 1: CODE REVISION SUMMARY

Chapter	Revision Summary
17.44 – R-1 Low Density Residential	<ul style="list-style-type: none"> - ADU’s permitted outright, subject to Chapter 17.92. - Cottage housing permitted outright, subject to Chapter 17.58. - Minimum lot size for single-family detached reduced from 7,500 to 6,000 square feet. - Minimum lot size for duplex set at 10,000 square feet.
17.50 – R-4 Moderate Density Residential	<ul style="list-style-type: none"> - Manufactured home parks permitted outright, subject to Section 17.94.030. - Cottage housing permitted outright, subject to Chapter 17.58. - Duplex, triplex, and quadplex permitted outright. - Up to four attached townhouses permitted outright. - Minimum lot size for single-family detached reduced from 6,000 to 5,000 square feet. - Minimum lot size for duplex established at 7,000 square feet. - Minimum lot size for townhouse, triplex, and quadplex established at 7,000 square feet for the first two-attached units and 2,000 square feet for each additional unit. - Minimum lot size for all other uses set at 5,000 square feet. - Minimum lot width for townhouse set at 25 feet.
17.54 – MH Manufactured Housing	<ul style="list-style-type: none"> - Manufactured home parks permitted outright, subject to Section 17.94.030. - Cottage housing permitted outright, subject to Chapter 17.58. - Duplex, triplex, and quadplex permitted outright. - Up to four attached townhouses permitted outright. - Minimum lot size for single-family detached reduced from 6,000 to 5,000 square feet. - Minimum lot size for duplex established at 7,000 square feet. - Minimum lot size for townhouse, triplex, and quadplex established at 7,000 square feet for the first two-attached units and 2,000 square feet for each additional unit. - Minimum lot size for all other uses set at 5,000 square feet. - Minimum lot width for townhouse set at 25 feet.

<p>17.56 – A-1 High Density</p>	<ul style="list-style-type: none"> - Cottage housing permitted outright, subject to Chapter 17.58. - Triplex and quadplex permitted outright. - Multi-family dwelling requirement limiting number of units per building removed. - Live/work townhouses or multifamily building permitted as a conditional use. - Minimum lot size for duplex set a 5,000 square feet per duplex. - Minimum lot size for triplex and quad-plex set at 5,000 square feet for the first two attached units and 2,000 square feet for each additional unit. - Minimum lot area for all other uses set at 5,000 square feet. - Minimum lot width for townhouses set at 25 feet. - New live/work standards that regulate arrangement, orientation, connectivity, minimum size, and parking. - New special buffer standards applicable to multi-family and live/work multi-family buildings when adjacent to R-1, R-4, and MH zones. - New architectural standards applicable to multi-family and live-work multi-family buildings that regulate architectural character and design features.
<p>17.58 – Cottage Housing Development (New)</p>	<p>New Chapter to regulate Cottage Housing Development. Standards regulate the following:</p> <ul style="list-style-type: none"> - Density - Development area - Existing uses - Lot coverage and floor area - Setbacks and building separation - Common open space - Private open space - Development standards - Parking standards - Frontage requirements - Architectural details - Public utilities - Covenants, conditions, and restrictions

<p>17.62 – C General Commercial</p>	<ul style="list-style-type: none"> - Live/work townhouse or live/work multi-family permitted outright. - Maximum height requirement for mixed-use buildings raised from 50 feet to 60 feet. Maximum height requirement for multi-family and live/work multi-family set at 60 feet. - For commercial and mixed-use buildings, the applicability threshold for a 35 foot maximum height applicability requirement reduced from buildings within 100 feet a residential zone to buildings within 50 feet of a residential zone. - Minimum density requirement for multi-family and live/work multi-family set to 15 units/acre. - New setback requirement set for multi-family, live/work multi-family, and live/work townhouse (front:15', garage:20', side:15', rear:20'). - New setback requirement set for accessory buildings to multi-family, live/work multi-family, and live/work townhouse (side:5', rear:5'). - Maximum lot coverage for multi-family, live/work multi-family, and live/work townhouse set at 80%. - Minimum landscape for multi-family, live/work multi-family, and live/work townhouse set at 20% - Minimum density requirement for live/work townhouse set at 2,500 square feet per unit. - Minimum lot width set to 25 feet per unit for live/work townhouse and 50 feet for live-work multi-family. - Minimum height for live/work townhouses and live/work multi-family set at two stories. Maximum height set at 35 feet. - New live/work standards that regulate arrangement, orientation, connectivity, minimum size, and parking. - New special buffer standards applicable to multi-family and live/work multi-family buildings when adjacent to R-1, R-4, and MH zones. - New architectural standards applicable to multi-family and live-work multi-family buildings that regulate architectural character and design features.
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<p>17.68 – EC Expanded Commercial</p>	<ul style="list-style-type: none"> - Live/work townhouse or live/work multi-family permitted outright. - Maximum height requirement for mixed-use buildings raised from 50 feet to 60 feet. Maximum height requirement for multi-family and live/work multi-family set at 60 feet. - For commercial and mixed-use buildings, the applicability threshold for a 35 foot maximum height applicability requirement reduced from buildings within 100 feet a residential zone to buildings within 50 feet of a residential zone. - Minimum density requirement for multi-family and live/work multi-family set to 15 units/acre. - New setback requirement set for multi-family, live/work multi-family, and live/work townhouse (front:15', garage:20', side:15', rear:20'). - New setback requirement set for accessory buildings to multi-family, live/work multi-family, and live/work townhouse (side:5', rear:5'). - Maximum lot coverage for multi-family, live/work multi-family, and live/work townhouse set at 80%. - Minimum landscape for multi-family, live/work multi-family, and live/work townhouse set at 20% - Minimum density requirement for live/work townhouse set at 2,500 square feet per unit. - Minimum lot width set to 25 feet per unit for live/work townhouse and 50 feet for live-work multi-family. - Minimum height for live/work townhouses and live/work multi-family set at two stories. Maximum height set at 35 feet. - New live/work standards that regulate arrangement, orientation, connectivity, minimum size, and parking. - New special buffer standards applicable to multi-family and live/work multi-family buildings when adjacent to R-1, R-4, and MH zones. - New architectural standards applicable to multi-family and live-work multi-family buildings that regulate architectural character and design features.
<p>17.81 – Planned Development Overlay (PD)</p>	<ul style="list-style-type: none"> - Applicability of PD standards modified to include the R-1 zone as a conditional use.
<p>17.92 – Accessory Dwelling Units</p>	<ul style="list-style-type: none"> - Removed owner-occupied requirement. - The on-site parking requirement applicability standard reduced from 4 spaces to 3 spaces.

Only some of the 2017 HNA Code revisions are recommended for additional refinement as part of the 2022 HNA. The 2022 HNA recommendations can be found in the Measures to Accommodate Needed Housing Report (Housing Measures Report), dated August 22, 2022. The following Code areas from the 2017 HNA are recommended for additional refinement to further support needed housing in Scappoose.

Minimum lot size for townhouse, triplex, and quadplex established at 7,000 square feet for the first two-attached units and 2,000 square feet for each additional unit. (Chapter 17.50 – R-4 and Chapter 17.54 - MH)

The Housing Measures Report recommends reducing the minimum lot size requirement for additional units to 1,500 square feet for triplex and quadplex housing types (Housing Strategy 7). The reduction in additional housing unit increments would support infill development for middle housing types in Scappoose.

New special buffer standards applicable to multi-family and live/work multi-family buildings when adjacent to R-1, R-4, and MH zones. (Chapter 17.56 – A-1, Chapter 17.62 – C, and Chapter 17.68 – EC)

The Housing Measures report recommends removing or modifying the special buffer standard (Housing Strategy 6). The recommendation is to consider removing or revising the setback buffer standards to vary depending on the number of stories proposed in the structure.

A reduction to the on-site parking requirement applicability standard, from 4 spaces to 3 spaces. (Chapter 17.92 – Accessory Dwelling Units).

The Housing Measures report recommends removing the additional parking space requirement for ADUs as a measure to provide greater flexibility for accommodating ADUs on a site.

New Chapter to regulate Cottage Housing Development. Standards regulate the following:

- *Setback*
- *Building separation*
- *Parking*
- *Common open space requirements*
- *Private open space requirements.*

The City adopted new cottage housing regulations in 2017 that regulate the design and development of cottage cluster housing. The Housing Measures report recommends refining setback, building separation, parking, and open space requirements to further support cottage cluster developments. Additional information on the recommendations can be found in Appendix A of the Housing Measures report.

AUGUST 22, 2022

MEASURES TO ACCOMMODATE NEEDED HOUSING REPORT (DRAFT)

CITY OF SCAPPOOSE, OREGON



JOHNSON
ECONOMICS

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This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

1. Introduction

The purpose of this Measures to Accommodate Needed Housing Report is to recommend policies and strategies for addressing the housing needs identified in the Scappoose Residential Land Needs Analysis (RLNA), dated May 2022. In addition to ensuring consistency with state and federal requirements, these recommendations are intended to support partnerships among housing providers and stakeholders in Scappoose and to promote opportunities for the development of housing affordable to people with a full range of incomes and housing needs.

Section 2 of this report provides a summary of data and findings from the Housing Needs Analysis Report that can be incorporated into the Scappoose Comprehensive Plan as supporting narrative.

Section 3 of this report includes an assessment of existing housing policies found in the Comprehensive Plan and provides new policy recommendations. The housing policy assessment evaluates adopted Comprehensive Plan policies for how well they support a variety of housing strategies and needs and recommends new policies to further support the housing strategies and needs identified as part of this project. New and revised policies can be adopted and incorporated into the Comprehensive Plan, along with the summary of data and findings described in Section 2 of this report.

Section 4 identifies a list of potential strategies that the City could undertake to address current and future housing needs. The types of strategies include those addressing land supply, policy and development code modifications, incentives, and funding sources. Individual strategies are prioritized as either short-term or long-term to indicate which strategies may be more applicable in addressing Scappoose's more immediate housing needs.

In summary, this report includes the following information intended to help the City update the housing element of the Comprehensive Plan:

- Housing conditions and trends and Comprehensive Plan findings (Section 2)
- Recommended new or updated Comprehensive Plan housing policies (Section 3).
- Recommended strategies to help meet future housing needs (Section 4).

The City's population is forecasted to exceed 10,000 within the planning horizon, after which the City will need to adopt a Housing Production Strategy. The information in this report will directly inform future Scappoose planning efforts to develop and adopt a Housing Production Strategy in conformance with ORS 197.290. The Comprehensive Plan policy updates and housing strategies are not required prior to developing the Housing Production Strategies; however, adoption and implementation of these measures is recommended to support the Comprehensive Plan findings and is a necessary step in developing a Housing Production Strategy.

2. Housing Conditions and Trends (Comprehensive Plan Findings)

The following summary of data and findings from the Housing Needs Analysis Report can ultimately be incorporated into the Scappoose Comprehensive Plan as supporting narrative for the Housing section. The section below is intended to replace the following existing Comprehensive Plan sections (pp. 71-85): Housing Characteristics and Value; Housing Affordability; Scappoose Residential Buildable Lands Inventory; and Housing Demand and Future Needs. Unless otherwise noted, the following text refers to the Scappoose Urban Growth Boundary (UGB) area, not the city limits.

INTRODUCTION

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Scappoose is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by ensuring there is sufficient buildable land within the Urban Growth Boundary (UGB) to meet future housing needs, regulating residential land uses within the City, and working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2021 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Scappoose. The City has accomplished and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2022 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2022. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's zoning code to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2022 City of Scappoose Housing Measures Report.

DEMOGRAPHIC CONDITIONS AND TRENDS

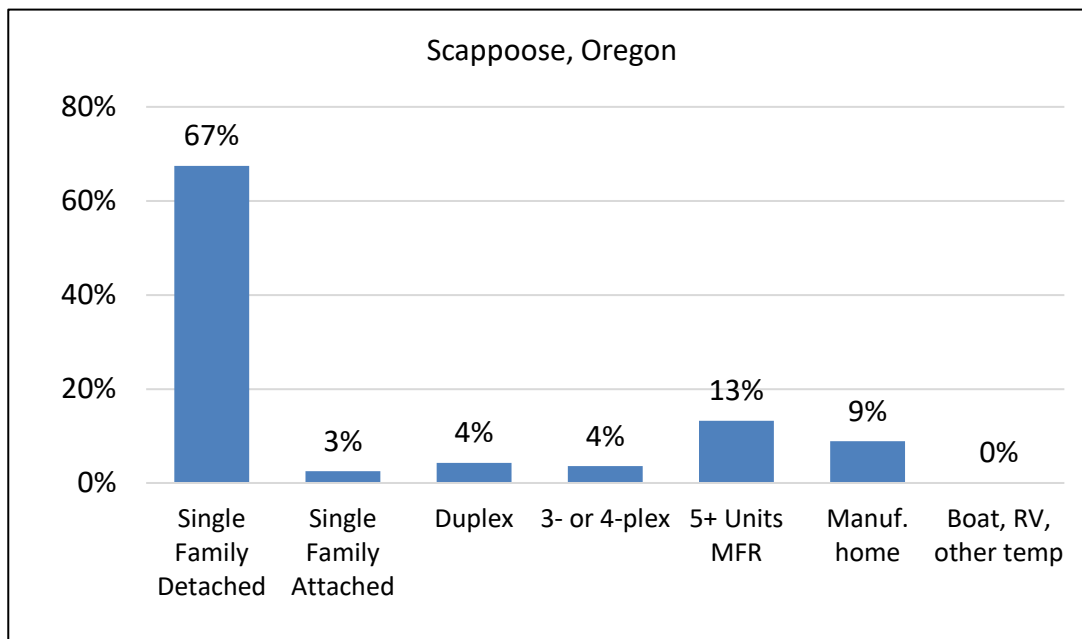
- As of the 2020 Decennial Census, the City of Scappoose had an estimated population of 8,010 people *within the city boundary*. Based on the PSU forecasted growth rate this would indicate an estimated population of 8,328 residents in 2023.
- Based on estimated population, Scappoose is the 65th largest city in the state by city population. Scappoose has roughly half the population of St. Helens, the nearest city to the north.
- Based on GIS data, there are an estimated additional 183 housing units, or 466 people who live outside of the city limits, but within the city's UGB. This indicates a total estimated population of 8,794 residents within the UGB by 2023. *The study area for this analysis is the city's UGB, as this is the area in which housing and land needs must be assessed under statute.*
- Scappoose has experienced steady growth in population within the UGB, growing an estimated 67% since 2000. In contrast, Columbia County and the state experienced population growth of 22% and 25% respectively during that same period. (US Census and PSU Population Research Center)
- The Scappoose UGB will be home to an estimated 3,458 households in 2023, an increase of over 1,400 households since 2000. The percentage of families has fallen somewhat since 2000, from 72% to 69%. The city has a similar share of family households as Columbia County (67%) and a higher share than the state (62%).
- Average household size is estimated to have remained stable since 2000. Scappoose's estimated average household size is now 2.54 persons, roughly equivalent to the Columbia County average of 2.6 and the statewide average of 2.5.

HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Scappoose has a greater share of homeowner households than renter households. A blended estimate of data from the American Community Survey over the past decade¹ estimates that 69% of occupied units were owner occupied, and 31% renter occupied. The ownership rate is similar to the rate in 2000 (70%). During this period the statewide ownership rate fell to 61%. Nationally, the homeownership rate is now near the historical average of 65%, after climbing from the late 1990's to 2004.
- **Housing Stock.** Scappoose UGB will have an estimated 3,578 housing units in 2023, with a vacancy rate of just over 3% (includes ownership and rental units). By 2023, the housing stock is projected to have increased by nearly 1,440 units since 2000, or growth of 68%.

¹ The most recent ACS 5-year data from 2020, showed a significant jump in the ownership rate to 73%, from an estimate of 69% in the 2019 ACS 5-year data. The 2020 estimate seems like an anomaly, and also featured a higher margin of error than prior years. In order to arrive at a more dependable assumption for tenure in Scappoose, this analysis uses a blended average of the estimated ownership rate between the 2010 Census, and the ACS 5-year data of each subsequent year (2011 – 2020), for a total count of 11 estimates. The median and mean average of these years is an ownership rate of 69%. All but two of the data points were between 68% and 71%, with the outliers being 73% (2020) and 66% (2018).

Figure 1. Estimated Share of Units, By Property Type, 2023



CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 120 units, indicating an average vacancy rate of 3%.

In general, this identifies that the lower and middle portion of the market is generally well supplied for ownership households. There is a finding that upper income households in Scappoose could perhaps support some more expensive housing supply, though the large amount of new housing built in recent years is filling this niche. The largest supply is found around the middle price points, near the median home price, while income is more broadly distributed.

According to online property listings and Census estimates, the current market rates for most rental units are in the \$900 to \$1,600/month range, depending on unit size. There is still a cluster of rental housing in the community that is lower cost to the current tenants. These units are likely held by long-term tenants and would become more expensive if they were re-tenanted. There is support for more rental housing appropriate for lower-to-middle income households earning less than \$50,000 per year. Rentals at the most expensive levels generally represent single family homes for rent.

Figures 2 and 3 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households. (These figures present an estimate of current housing costs for current households. Some households may have a home price or rent that is tied to an earlier, lower-cost period. However, these same units, if relisted for sale or rent would likely have their cost set to market, and therefore be more expensive.)

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels (2023)

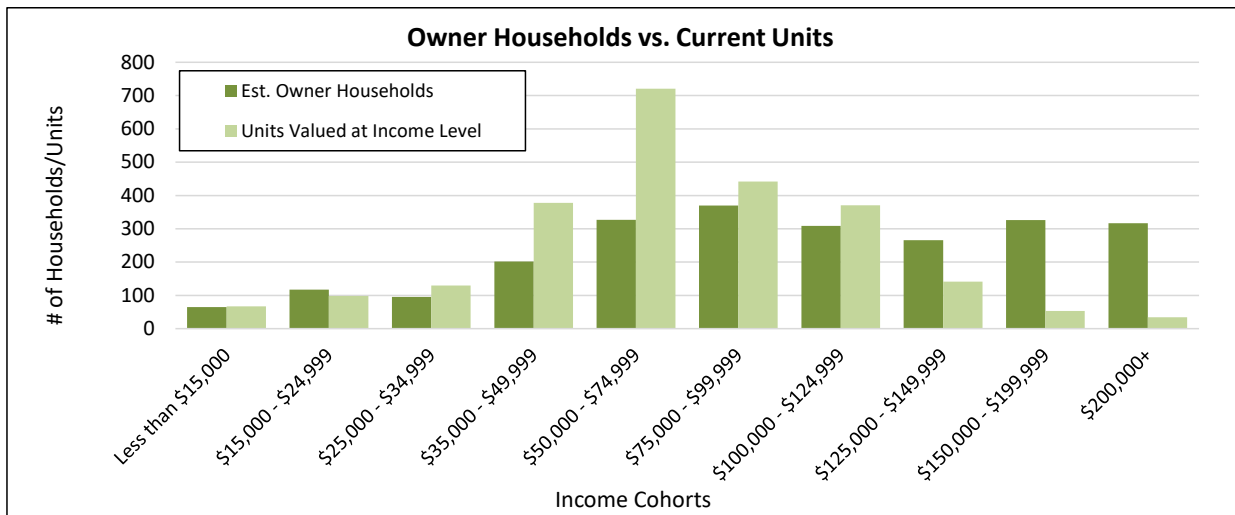
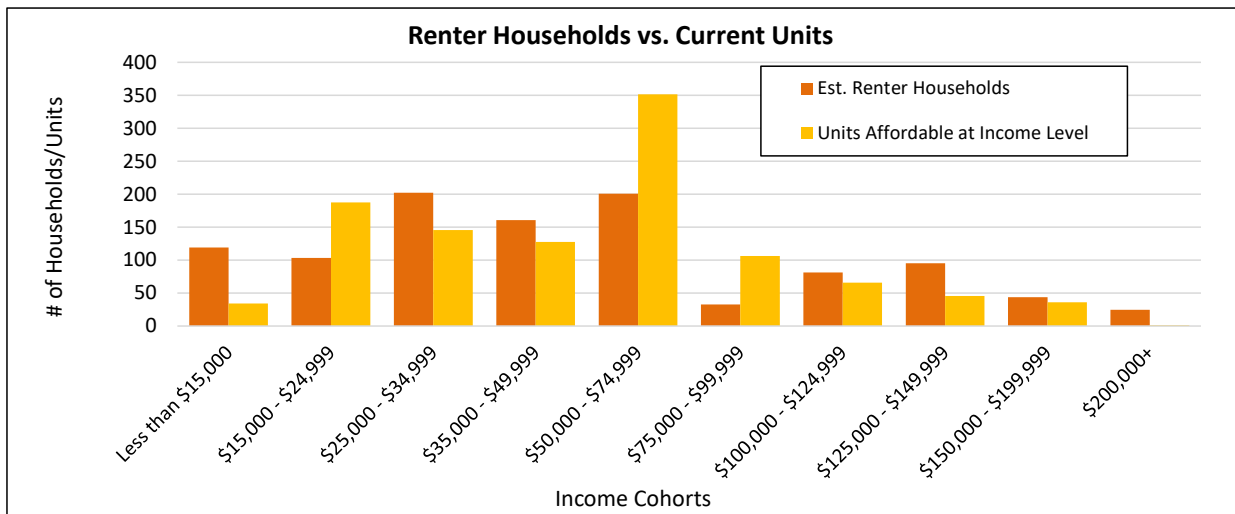


Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels (2023)



PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile (Figure 4) in the UGB study area is based on the current housing profile (2023), multiplied by an assumed projected future household growth rate. The projected future growth is the forecasted 2043 population for the City of Scappoose UGB included in the most recent forecast from the PSU Population Forecast program (completed 2020). This forecast estimates that the Scappoose population will grow at a rate of 1.0% annually between 2023 and 2043. (This 1.0% annual growth rate would be slower than the annual rate experienced since 2010, which is was 2% according to the Census.)

Figure 4: Future Housing Profile (2043)

PROJECTED FUTURE HOUSING CONDITIONS (2023 - 2043)		SOURCE
2023 Population (Minus Group Pop.)	8,748	PSU
Projected Annual Growth Rate	1.0%	PSU Forecast Program
2043 Population (Minus Group Pop.)	10,708	(Total 2043 Population - Group Housing Pop.)
Estimated group housing population:	56	Share of total pop. (0.5%)
Total Estimated 2043 Population:	10,764	
Estimated Non-Group 2043 Households:	4,388	(2043 Non-Group Pop./Avg. Household Size)
New Households 2023 to 2043	930	
Avg. Household Size:	2.44	Projected household size
Total Housing Units:	4,619	Occupied Units plus Vacant
Occupied Housing Units:	4,388	(= Number of Non-Group Households)
Vacant Housing Units:	231	(= Total Units - Occupied Units)
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)

Sources: PSU Population Research Center, Census, Johnson Economics LLC

*Projections are applied to estimates of 2021 population, household and housing units shown in Figure 2.1

The model projects growth in the number of non-group households over 20 years of roughly 930 households, with accompanying population growth of 1,970 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

Projection of Future Housing Unit Demand (2043)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households *but does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore, the need identified below is the total need for actual households in occupied units (4,388).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2043 households and therefore includes the needs of current households.

The price levels use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low-income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 10% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in current dollars.

Figure 5 presents the projected occupied future housing demand (current and new households, without vacancy) in 2043.

Figure 5: Projected Occupied Future Housing Demand (2043)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$80k	79	Less than \$15,000	2.6%	2.6%
\$80k - \$130k	145	\$15,000 - \$24,999	4.8%	7.4%
\$130k - \$180k	116	\$25,000 - \$34,999	3.9%	11.3%
\$180k - \$240k	249	\$35,000 - \$49,999	8.3%	19.6%
\$240k - \$320k	405	\$50,000 - \$74,999	13.5%	33.0%
\$320k - \$370k	469	\$75,000 - \$99,999	15.6%	48.6%
\$370k - \$440k	392	\$100,000 - \$124,999	13.0%	61.7%
\$440k - \$510k	337	\$125,000 - \$149,999	11.2%	72.9%
\$510k - \$680k	414	\$150,000 - \$199,999	13.8%	86.6%
\$680k +	402	\$200,000+	13.4%	100.0%
Totals:	3,008		% of All:	68.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	155	Less than \$15,000	11.2%	11.2%
\$400 - \$700	135	\$15,000 - \$24,999	9.8%	21.0%
\$700 - \$900	262	\$25,000 - \$34,999	19.0%	40.0%
\$900 - \$1200	211	\$35,000 - \$49,999	15.3%	55.2%
\$1200 - \$1600	265	\$50,000 - \$74,999	19.2%	74.4%
\$1600 - \$1900	41	\$75,000 - \$99,999	3.0%	77.4%
\$1900 - \$2200	103	\$100,000 - \$124,999	7.5%	84.9%
\$2200 - \$2500	121	\$125,000 - \$149,999	8.8%	93.7%
\$2500 - \$3400	56	\$150,000 - \$199,999	4.0%	97.7%
\$3400 +	32	\$200,000+	2.3%	100.0%
Totals:	1,380		% of All:	31.4%

All Units
4,388

Sources: Census, Claritas, Johnson Economics

The number of households across the income spectrum seeking a range of both ownership and rental housing is anticipated to grow. It is projected that the homeownership rate in Scappoose will remain stable over the next 20 years at 69%.

Comparison of Future Housing demand to Current Housing Inventory

The profile of occupied future housing demand presented above (Figure 5) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 6).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for both ownership and rental housing for the purpose of this analysis.

Figure 6: Projected Future Need for NEW Housing Units (2043)

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	545	41	0	0	31	74	0	691	66.4%
Percentage:	78.8%	5.9%	0.0%	0.0%	4.5%	10.7%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	31	32	48	41	182	17	0	350	33.6%
Percentage:	8.7%	9.2%	13.8%	11.7%	51.8%	4.8%	0.0%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	575	73	48	41	213	91	0	1,041	100%
Percentage:	55.2%	7.0%	4.7%	3.9%	20.4%	8.7%	0.0%	100%	

Sources: PSU, City of Scappoose, Census, Claritas, Johnson Economics

- The results show a need for 1,041 new housing units by 2043.
- Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to balance the disproportionate share of ownership units in the current inventory.

- There is some need for new ownership housing at the lower-middle portion of the pricing spectrum. But income trends suggest that the greatest demand will remain in the middle and higher price ranges (\$300k to \$600k).
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the \$900 to \$1,600 range in current dollars. Therefore, most units are to be found in this range. Many households will need rent levels lower than the market rate in order to maintain affordable housing costs (see more detail below).

Needed Unit Types

The mix of needed unit types shown in Figure 6 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have continued to constitute most of the permitted units in Scappoose, with some multi-family development. In keeping with development trends, and the buildable land available to Scappoose, single family units are expected to continue to make up a large share of new housing development over the next 20 years. However, an increasing share of new needed units is anticipated to be attached housing types to accommodate renters and first-time home buyers.

- Over the 20-year planning period, an increasing share of households are expected to be renter households, including younger households, those with modest incomes, and the growing share of minority households in the area. These households will need not just rental units, but units of a variety of densities and sizes to accommodate single and family households.
- 64% of the new units are projected to be single family detached homes or new manufactured homes, while 36% is projected to be some form of attached housing.
- Single family attached units (townhomes on individual lots) are projected to meet 7% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex, triplex, and four-plex units are projected to represent 9% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- Over 20% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 9% of new needed units are projected to be manufactured home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 90% are projected to be detached single-family homes or manufactured homes, and 10% are projected to be attached forms.
- About 86% of new rental units are projected to be found in new attached buildings, with 52% projected in rental properties of 5 or more units, and 35% in other attached housing forms. 14% of new rental units are projected to be detached homes, including manufactured homes.

Needed Affordability Levels

Figure 7 presents the estimated need for net new housing units by major income segment, based on the projected demographics of new households to the market area. The needed affordability levels presented here are based on current dollars.

Figure 7 also discusses the housing types typically attainable by residents at these income levels.

Figure 7: Projected Need for NEW Housing at Different Income Levels

Household Income Segment	Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Income	< 30% AMI	< \$29,000	<\$800 <\$150k	56	101	157	15%	Govt-subsidized; Voucher; Manuf. Homes
Very Low Income	30% - 50% AMI	\$29k - \$48k	\$800-\$1,100 \$150k-\$225k	61	89	150	14%	Aging rentals; Govt-subsidized; Voucher; M.H.
Low Income	50% - 80% AMI	\$48k - \$77k	\$1,100-\$1,600 \$225k-\$330k	102	84	186	18%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income	80% - 120% AMI	\$77k - \$116k	\$1,600-\$2,100 \$330k-\$475k	163	19	182	17%	Single-family detached; Townhomes; Small homes; New apts
Upper Income	> 120% AMI	> \$116,000	\$2,100+ \$475k+	308	58	366	35%	Single-family detached
TOTAL:				691	350	1,041	100%	

Sources: HUD, Census, Claritas, Johnson Economics

Note that Figure 7 presents the official state measure of “low income” used to set rent and income limits for various affordable housing program. This estimate via OHCS and HUD are based on an estimate of median income in Columbia County that is quite high (over \$96k in 2021, based on a family of four), while this analysis estimates that the median income in Scappoose was a lower \$86k. Because the official estimate of county median income is high, the official measure of what qualifies as “low income,” or 80% of area median income (AMI), is also quite high at \$77k per year in household income. Most households in this group and even some in the “very low income” group can be served by market-rate rental housing available at current rent levels in the community.

- Figure 6 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. For all households, current and new, to pay 30% or less of their income towards housing in 2043, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$700 and less).
- The projection of future ownership units finds that the supply at the lowest end of the spectrum will be insufficient due to the prevalence of newer homes, most of which are detached houses.

(This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) Ownership options and lower and middle price points are often manufactured homes, townhomes, condos, and small detached homes, often on smaller lots.

- Figure 8 presents estimates of need at key low-income affordability levels in 2023 and in 2043. There is existing and on-going need at these levels, based on income levels specified by OHCS for Columbia County. An estimated 47% of households qualify as at least “low income” or lower on the income scale, while 15% of household qualify as “extremely low income”. (Again, this is based on the official state measure of Columbia County median income for application to HUD and other affordable housing programs, which is relatively high.)
- Typically, only rent-subsidized properties can accommodate these extremely-low-income households at “affordable” housing cost levels. As noted above, most in the “low income” and some in the “very low income” groups can be served by market-rate rental housing at current rent levels (see Figure 5.4).
- The city is not obligated to produce appropriate housing for all of these groups but should ensure that local policy and zoning code accommodates market-rate and non-profit agencies who wish to pursue projects to meet the full spectrum of local housing needs.

Figure 8: Projected Need for Housing Affordable at Low Income Levels

Affordability Level	Income Level*		Current Need (2023)		Future Need (2043)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$29,010	524	15%	682	16%	157	15%
Very Low Income	50% AMI	\$48,350	1,025	30%	1,333	30%	308	30%
Low Income	80% AMI	\$77,360	1,631	47%	2,124	48%	493	47%

Sources: OHCS, Claritas, Johnson Economics

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

There is currently one property of 22 units meant for agricultural workers in Scappoose. Based on the assumption that this type of housing will maintain its current representation in the local housing stock, this indicates that there will be need for about 6 additional housing units dedicated specifically for agricultural workers over the planning period. However, this population may also be served by other available affordable units, and new market rate units.

COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI provides an estimate of the remaining buildable residential lands within the UGB, and an estimate of the capacity to hold new housing units.

The following table (Figure 9) presents the estimated new unit capacity of the buildable lands identified in the City of Scappoose and within the UGB (but outside the city limits). The table breaks down the City’s zoning into broad categories of low, medium, and high density.² Residential zones, as well as mixed-use zones that can accommodate some residential uses, were included in the inventory. Figure 7 presents buildable acreage for vacant and partially vacant parcels.

Figure 9: Estimated Buildable Lands Capacity by Acreage and Number of Units (2022)

ZONING	CATEGORY	Net Buildable Acres (Minus ROW Assumption)			Unit Capacity	
		Vacant	Partially Vacant	Total	Units	Share
RESIDENTIAL ZONE Category						
R-1	Low-Density Res.	19.0	37.7	56.6	256	21%
R-4	Low-Density Res.	14.9	36.3	51.2	277	22%
R-4 PD	Low-Density Res.	0.0	0.2	0.2	1	0%
A-1	Medium-Density Res.	2.3	0.0	2.3	16	1%
A-1 PD	Medium-Density Res.	0.0	0.0	0.0	0	0%
MH	Medium-Density Res.	0.0	9.4	9.4	72	6%
MIXED USE Category						
C	High-Density Res.	0.5	0.5	1.0	5	0%
EC	High-Density Res.	13.1	3.6	16.7	96	8%
UGB (Outside City Limits)						
GR	Low-Density Res.	0.0	0.0	0.0	0	0%
SR	Low-Density Res.	13.5	81.1	94.6	433	35%
MH	Medium-Density Res.	0.0	3.1	3.1	24	2%
C	High-Density Res.	0.0	9.8	9.8	56	5%
TOTALS:		63.3	181.6	244.9	1,236	100%
ZONE CATEGORIES Typical Housing Type						
Low-Density Res.	Single-family detached; Some SF attached & plex	47.4	155.3	202.7	967	78%
Med.-Density Res.	SF attached; Manufact. home; 2-4 plexes	2.3	12.5	14.8	112	9%
High-Density Res.	Multi-family apartments	13.6	13.8	27.5	157	13%
TOTALS:		63.3	181.6	244.9	1,236	100%

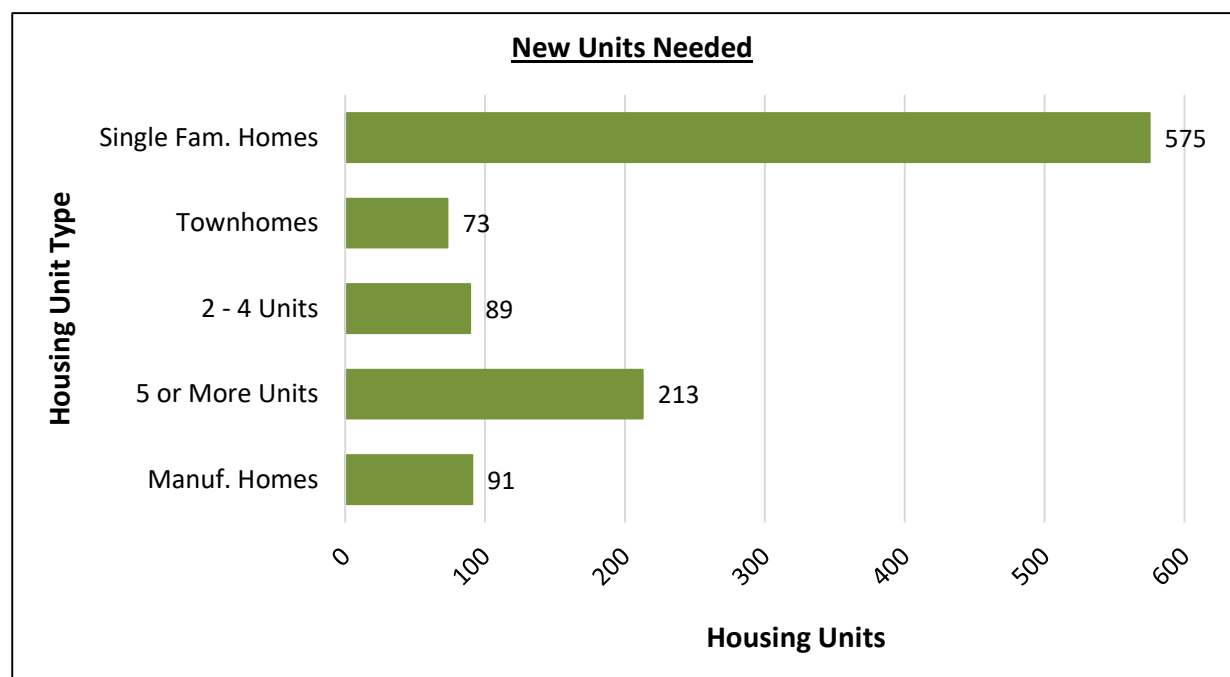
² In this analysis, low-density residential (LDR) is defined as housing density of less than 8 units/net acre. Medium-density residential (MDR) is defined as supporting average density between 8 and 12 units/net acre. High-density residential (HDR) is defined as supporting average density of greater than 12 units/net acre. These zoning categories do not correspond exactly to how they are defined in the City zoning code. See additional discussion in this section (below).

Source: MIG/APG

- There is a total estimated remaining capacity of 1,236 units of different types within the study area.
- Most of the remaining buildable acreage is in the low-density residential zones. At a total capacity of 967 housing units, these zones represent roughly 78% of the total unit capacity.
- There are sufficient buildable medium-density acres to accommodate 112 new units. This is 9% of the total unit capacity.
- There are sufficient buildable acres in the commercial zones to accommodate 157 high-density units. In total, the capacity of these zones represents 13% of the total unit capacity. Commercial zones are assumed to build out with a mix of uses. The BLI assumes that 40% of remaining buildable land in these zones will be developed with residential uses.
- The commercial zones are the only zones that allow high-density residential use. Any changes to permissions for housing in these zones will impact the only land capacity for high-density housing.
- There is more buildable acreage estimated on partially vacant parcels than fully vacant parcels. This is important because partially vacant or “infill” parcels can face some additional barriers to development than fully vacant parcels. Barriers include the willingness of the current owner, finding access and workable configuration for the vacant portion, serving with infrastructure, etc.
- The following table summarizes the forecasted future unit need for Scappoose. These are the summarized results from Section V of this report, presented here for reference.

Figure 10: Summary of Forecasted Future Unit Need (2043)

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Manuf. home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	575	73	48	41	213	91	0	1,041	100%
Percentage:	55.2%	7.0%	4.7%	3.9%	20.4%	8.7%	0.0%	100%	



Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for over 1,041 units over the next 20 years based on the forecasted growth rate. This is lower than the estimated total capacity of 1,236 units. Figure 11 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2043.

- This analysis breaks down need by general zoning category (low-density, medium-density, and high-density residential). *These zoning categories do not correspond exactly to how they are defined in the City zoning code.* In this analysis, low-density residential (LDR) is defined as housing density of less than 8 units/net acre. Medium-density residential (MDR) is defined as supporting average density between 8 and 12 units/net acre. High-density residential (HDR) is defined as supporting average density of greater than 12 units/net acre. (These density ranges are adapted from the voluntary housing types and density guidelines defined in the Simplified Urban Growth Boundary Method laid out in Oregon OAR 660-038-0040 and -0060, and reflecting the anticipated impacts from HB2001 on housing types in low density zones.)

- The results find sufficient capacity for low-density housing. There is likely capacity to absorb growth for 20-years and beyond for these housing types.
- The amount of land zoned for medium-density and high-density housing is lower than the estimated 20-year need. This implies that there is technically sufficient land capacity for the total number of units under the baseline growth scenario, but not for the projected need for different types of housing units.

Figure 11: Comparison of Forecasted Future Land Need (2043) with Available Capacity

WITHIN CITY LIMITS		SUPPLY			DEMAND		
Zone & Plan Category	Typical Housing Type	Land Inventory			Growth Rate (1.0%)		
		Buildable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2043)	Surplus or (Deficit)	
						Units	Acres
Low-Density	Single-family detached; Some SF attached & plex	47.4	967	20.4	603	364	18
Med-Density	SF attached; Manufact. home; 2-4 plexes	2.3	112	48.9	225	(113)	(2)
High-Density	Multi-family apartments	13.6	157	11.5 *	213	(56)	(5)
TOTALS:		63.3	1,236	19.5	1,041	195	11

* The achieved average density of the "high density" category is low because these zones are mixed use, and this analysis assumes that most of this gross acreage will be developed with commercial uses, rather than residential uses. However, residential uses that are built are assumed to have density of 15/units/ac.

Sources: MIG/APG, Johnson Economics

3. Comprehensive Plan Housing Policies

It is essential that the Comprehensive Plan of every city in Oregon include a robust set of policies directed at meeting the current and future housing needs of each community. The consultant team reviewed the Comprehensive Plan to assess whether it includes policies that:

- **Support Statewide Planning Goal 10.** Comprehensive Plans typically do and should include a general policy that mirrors Statewide Planning Goal 10 (Housing), stating that the overall goal of the jurisdiction is to “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”
- **Emphasize affordable housing needs.** Given that meeting the needs of low- and moderate-income households often requires public intervention or subsidy, it is important to include policies that address the needs of these households.

- **Support partnerships.** Most Comprehensive Plan housing elements include policies aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low- and moderate-income households and community members with special housing needs.
- **Encourage a variety of housing types.** In addition to a broad goal or policy about meeting a full range of housing needs, Plans often include policies noting the need for a variety of housing types, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- **Comply with fair housing law.** Local governments are required to ensure that their housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- **Support mixed-use development.** Some Plans explicitly support the development of mixed-use projects, which typically include upper story housing located above retail or commercial uses.
- **Support accessory dwelling units.** Comprehensive Plans may include policies specifically referencing support for this form of housing. Recent Oregon legislation requires all cities above a certain size to allow for this form of housing outright in all zones where single-family detached housing is allowed.
- **Support flexible zoning.** Some Plans include policies which emphasize the need for zoning to be flexible enough to meet a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low- and moderate-income households.
- **Address land supply goals.** Many Comprehensive Plans include policies that reference the need to ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.
- **Support maintenance and rehabilitation of existing housing.** Many comprehensive plans emphasize maintenance of existing housing stock as a method to prevent unsafe conditions and keep affordable housing available within the community.
- **Support development of manufactured homes.** Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots. Each jurisdiction must also allow for manufactured home parks in at least one residential zone.
- **Address short-term rentals.** Many communities, particularly those with high levels of tourism, regulate short-term rental housing to reduce its impact on the supply and affordability of long-term rental housing.

ASSESSMENT OF EXISTING GOAL 10 HOUSING POLICIES

Table 1 evaluates the current Scappoose Comprehensive Plan housing policies, as compared to these policy topic areas. Table 1 also provides examples of policy language that can be used to amend or

adopt new local policies. This initial assessment is intended to facilitate community discussion about housing and to help articulate City policy direction.

Table 1: Comprehensive Plan Evaluation

Policy Topic	Existing Language	Assessment and Example Language
Support Statewide Planning Goal 10	<i>(Housing Policy 1) Maintain adequate zoning, subdivision, and building codes to help achieve the City’s housing goals and meet the housing needs identified in the Housing Needs Analysis</i>	<p>Consider updating policy language that reflects the City’s overall intent to support Goal 10. For example:</p> <ul style="list-style-type: none"> • <i>Encourage the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density.</i>
Emphasize affordable housing needs	<i>(Housing Policy 4; General Residential Land Use Designation Policy 5) Provide opportunity for development of housing affordable to low- and moderate-income households, including government assisted housing.</i>	Adequately addressed.
Support partnerships	<i>(Housing Policy 3) Work with all interested agencies and organizations to facilitate housing conservation and construction, and to improve sub-standard dwellings; moreover, to encourage and cooperate with all efforts to provide adequate housing for those with special needs</i>	<p>The existing housing policy emphasizes partnerships that seek to improve existing housing conditions, including a focus on special needs.</p> <p>The City may want to consider adding a policy that supports partnerships with other agencies or organizations that develop new housing, either generally or with a focus on meeting the needs of low- and moderate-income households.</p>

Policy Topic	Existing Language	Assessment and Example Language
Encourage a variety of housing types	<p><i>(Housing Goal 1) Provide opportunities for needed housing types including: attached and detached single-family housing, multi-family housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.</i></p> <p><i>(General Goals of the City of Scappoose for Land Uses 6) Residential living areas should be safe, attractive, and convenient, and should make a positive contribution to the quality of life and personal satisfaction of residents; additionally, there should be sufficient areas for a wide range of housing choices.</i></p> <p><i>(General Residential Land Use Designation Goal 2) To provide places suitable for multi-family dwellings and single-family dwellings.</i></p> <p><i>(Suburban Residential Land Use Designation Goal 2) To provide places suitable for single-family dwellings, duplexes, triplexes, and four-plexes.</i></p>	<p>Housing goals in the Comprehensive Plan address this topic in several sections; both general housing goals and goals specific to individual residential Comprehensive Plan designations.</p> <p>The City should consider adding policy language to support achieving the stated goals and to help guide land use decision-making. Policy language should be descriptive of the desired housing types (i.e., General Residential designation only defines multi-family and single-family, but should it include other types of middle housing?). For example:</p> <ul style="list-style-type: none"> • <i>Encourage development of detached and attached single-family units, duplexes, triplexes, quadplexes, cottage clusters, town houses, multifamily housing, and manufactured housing.</i> • <i>Provide the opportunity for a wider range of rental and ownership housing choices in Scappoose.</i>
Comply with Fair Housing Law	<p>N/A</p>	<p>Example policy language to consider:</p> <ul style="list-style-type: none"> • <i>Employ strategies that support the Fair Housing Act and affirmatively further fair housing.</i>
Support mixed use development	<p>N/A</p>	<p>Example policy language to consider:</p> <ul style="list-style-type: none"> • <i>Encourage residential uses mixed with other compatible uses in the same building or on the same site within the City's commercial zones.</i>
Support ADUs	<p>N/A</p>	<p>Example policy language to consider:</p> <ul style="list-style-type: none"> • <i>Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.</i>

Policy Topic	Existing Language	Assessment and Example Language
Address land supply goals	<p><i>(Housing Policy 1) Maintain adequate zoning, subdivision, and building codes to help achieve the City’s housing goals and meet the housing needs identified in the Housing Needs Analysis.</i></p> <p><i>(Housing Policy 11) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.</i></p> <p><i>(General Land Use Goal 5) Sufficient area for the expansion of all major land uses for the next twenty years should be provided.</i></p> <p><i>(Urban Growth Boundary Goal 3) Include within the Urban Growth Boundary sufficient land for future development.</i></p> <p><i>(Urban Growth Boundary Policy 2) Review the supply of buildable lands within the Urban Growth Boundary during each major review of the City’s plan. Amend the UGB periodically to maintain a 20-year supply of buildable residential land and suitable employment land.</i></p> <p><i>(Urban Growth Boundary Policy 6) Approve annexations of residential lands, except in the cases of health hazards, when: a) There is sufficient capacity in the sewer, water, street, school, police, and fire systems to service the potential additional populace, b) Sufficient in-filling of vacant land has occurred to warrant an expansion.</i></p>	Adequately addressed.

Policy Topic	Existing Language	Assessment and Example Language
Support development of manufactured homes	<p><i>(Housing Goal 1) Provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.</i></p> <p><i>(Housing Policy 6) Permit Manufactured Home parks and subdivisions within the City limits; they shall be developed so that they conform to the following general conditions: [conditions omitted from memo]</i></p> <p><i>(Housing Policy 12) Permit siting of manufactured homes on all land zoned for single-family residential uses.</i></p> <p><i>(Manufactured Home Residential Land Use Designation Goal 1) Provide conditions suitable for concentrations of people living in Manufactured Homes, multi-family dwellings, or subdivisions, and in areas which have a wide range of public services or where they can be made easily available.</i></p> <p><i>(Manufactured Home Residential Land Use Policies 1-4) [The Comprehensive Plan includes four policies that support the development of manufactured homes in the Manufactured Home designation].</i></p>	<p>Adequately addressed.</p>
Support maintenance and rehabilitation of existing housing	<p><i>(Housing Policy 3) Work with all interested agencies and organizations to facilitate housing conservation and construction, and to improve sub-standard dwellings; moreover, to encourage and cooperate with all efforts to provide adequate housing for those with special needs.</i></p>	<p>Adequately addressed.</p>
Address short-term rentals	<p>N/A</p>	<p>Example policy language to consider:</p> <ul style="list-style-type: none"> • <i>Monitor and regulate short-term rentals to reduce their impact on availability and long-term affordability of housing.</i>

PROPOSED AMENDMENTS TO HOUSING GOALS AND POLICIES IN THE COMPREHENSIVE PLAN

Significant Findings of Plan with Regard to Housing

- 1) Scappoose has about ~~301~~ 245 acres of vacant unconstrained buildable residential land, including ~~16-17~~ acres of Commercial land in zones where housing is permitted outright. That land has capacity for ~~1,628~~ 1,236 units of housing.
- 2) Scappoose is forecast to grow by ~~3,265~~ 1,960 people over the ~~2018-2038~~ 2023-2043 period. New population will drive demand for ~~1,229~~ 1,041 new dwelling units.
- 3) The City's needed housing mix is: ~~65%~~ 55% single-family detached housing, 7% single-family attached housing, ~~10%~~ 8% multifamily housing with 2 to 4 units per structure, and ~~18%~~ 20% multifamily housing with 5 or more units per structure, and 9% manufactured homes.
- 4) Scappoose is ~~planning to accommodate the majority of multifamily development in the Expanded Commercial zone. Multifamily development is an outright permitted use in the EC zone, with clear and objective standards. Multifamily housing in the EC zone is developed based on standards of the A-1 zoning district. Over the last five years, about 10 dwellings of multifamily housing developed in Commercial zones per year. The City assumes this trend will continue, especially with removal of the zoning limitation for eight dwelling units per structure in the A-1 and EC zone. Much of the vacant land in the EC zone is along Highway 30 in the south part of the city, adjacent to R-4 zoned land. Multifamily housing development is desirable in this area. Scappoose is estimated to have insufficient land zoned for medium and higher density housing over the 2023-2043 period.~~
- 5) ~~Scappoose will need to plan to provide opportunities for development of a wider range of housing types. Eighty-two percent of the housing in Scappoose's housing market is single-family detached. While Scappoose will continue to need singlefamily detached housing in the future, the City's needed housing mix includes a wider range of housing types, such as small lot single-family housing, townhouses and all types of multifamily housing.~~

Goal for Housing

It is the goal of the City of Scappoose to:

- 1) Provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.
- 2) Locate housing so that it is fully integrated with land use, transportation and public facilities.

- 2) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.
- 3) Protect residential areas from conflicting land uses, unnecessary through traffic, or incompatible uses.
- 5) Support development of low-income and workforce-affordable housing through development of land use policies that allow and encourage affordable housing production and working with agencies and developers of affordable housing.

Policies for Housing

It is the policy of the City of Scappoose to:

- 1) Maintain adequate zoning, subdivision, and building codes to help achieve the City's housing goals and meet the housing needs identified in the Housing Needs Analysis.
- 2) Encourage housing availability and affordability at price ranges and rent levels that are commensurate with the financial capabilities of Scappoose households and allow for flexibility of housing location, type, and density.
- ~~2~~3) Ensure that newly developed housing adjacent to or within Sensitive Lands receive the appropriate development permit.
- ~~3~~4) Work with all interested agencies and organizations to facilitate housing conservation and construction, and to improve sub-standard dwellings; moreover, to encourage and cooperate with all efforts to provide adequate housing for those with special needs.
- ~~4~~5) Provide opportunity for development of housing affordable to low- and moderate income households, including government-assisted housing.
- ~~5~~6) Permit multi-family dwellings which conform to the following general conditions and criteria:
 - A. Multi-family housing should be compatible with surrounding uses and should be scaled to be compatible with adjacent areas zoned for single-family housing.
 - B. Multi-family development should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
 - C. Multi-family development should be encouraged in areas close to commercial centers and corridors.
- ~~6~~7) Permit Manufactured Home parks and subdivisions within the City limits; they shall be developed so that they conform to the following general conditions: (Ord 635, 1995)
 - A. Manufactured Home parks should be compatible with surrounding uses and should be permitted in areas zoned for a residential density of 6 to 12 dwelling units per acre.

- B. They should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
- ~~7)~~8) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.
- ~~8)~~9) Ensure that subdivisions provide all necessary public services paid for by the developer.
- ~~9)~~10) Re-evaluate City ordinances and, where possible, streamline administration and requirements to reduce development costs.
- ~~10)~~11) Encourage energy efficient housing patterns in residential developments through efficient use of land and encouraging multi-family development in appropriate areas.
- ~~11)~~12) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.
- ~~12)~~13) Permit siting of manufactured homes on all land zoned for single family residential uses. (Ord 618, 1994)
- 14) Encourage the development of detached and attached single-family units, duplexes, triplexes, quadplexes, cottage clusters, townhouses, multi-family housing, and manufactured housing.
- 15) Provide the opportunity for a wider range of rental and ownership housing choices in Scappoose.
- 16) Employ strategies that support the Fair Housing Act and affirmatively further fair housing.
- 17) Allow accessory dwelling units, subject to City development and building regulations, in all residential zones.
- 18) Evaluate the need to regulate short-term rentals to mitigate their impact on availability and long-term affordability of housing.
- ...
- XX) Encourage residential uses mixed with other compatible uses in the same building or on the same site within the City's commercial zones.

4. Housing Strategies

Described in this section are a variety of strategies that cities can undertake to address their current and future housing needs. Informed by the findings from Scappoose’s Housing Needs Assessment and Buildable Lands Inventory, each of these strategies has been assigned a “near-term” or “long-term” priority to indicate which items may be more applicable in addressing Scappoose’s more immediate housing needs. Short-term strategies are those that can be implemented within a five-year period and are intended to address housing needs identified in the Housing Needs Assessment report. Long-term strategies are those that can be implemented within the next 20 years as needed to respond to changes in housing demand or population growth.

A summary of the strategies is organized into the following categories shown in Table 2.

Table 2: Housing Strategies Summary

Strategy	Initial Priority
LAND SUPPLY STRATEGIES	
1. UGB Expansion or Adjustment (“Swap”) Amend the city’s UGB if the supply of land within the UGB cannot accommodate the amount needed for future development. Prior to pursuing an expansion, the City must consider measures to improve the efficiency of future land use within the existing boundary.	Short-term
2. Rezone Land Re-designate land from other residential designations and/or from commercial, industrial, or institutional designations to meet specific housing needs, assuming there is an adequate supply of land available to meet non-residential needs.	Near-term
POLICY AND DEVELOPMENT CODE STRATEGIES	
3. Code Updates to Support a Variety of Housing Types Refine existing standards for middle-housing types to support their development.	Near-term
4. Promote Accessory Dwelling Units (ADUs) Encourage ADU development through reduced fees, exemptions from selected planning requirements, use of pre-approved site or building plans, or other measures.	Near-term
5. Regulatory Incentives for Affordable and Workforce Housing Create incentives for developers to provide a community benefit (such as affordable housing), in exchange for the ability to build a project that would not otherwise be allowed by the development code. Examples of these types of regulatory incentives include inclusionary zoning or density bonuses for affordable housing.	Near-term
6. Reduce Unnecessary Barriers to Housing Some development standards or requirements can pose barriers to providing housing. These often include minimum parking requirements, maximum height restrictions, architectural design standards, or minimum open space requirements.	Near-term
7. Increase Allowed Density in Existing Zones Increase the allowed density or reduce the minimum allowed size of lots in one or more zones to allow for more compact development and/or a wider range of housing types in specific areas; expand the range of housing types allowed in one or more zones.	Long-term

Strategy	Initial Priority
INCENTIVES	
<p>8. System Development Charge Reductions, Exemptions, or Deferrals Deferral, reduction, or exemption of SDCs for affordable housing. Can be applied to regulated affordable housing and/or specific housing types (such as ADUs). Can also be applied proportionally based on a scaling characteristic such as the square footage of a building.</p>	Long-term
<p>9. Tax Exemptions or Abatements to Housing Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but the City will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes, including Vertical Housing, Multiple-Unit Housing, and Non-Profit Low-Income housing.</p>	Long-term
<p>10. Land Use Permit Fee Reductions Reducing or waiving permit fees for affordable housing or other desired types of housing (e.g., potentially more affordable housing types), in order to reduce the upfront cost of development.</p>	Long-term
<p>11. Expedited Development Review Variety of strategies to reduce review and processing times for regulated affordable housing development, such as formally adopting shortened review timelines for applications or giving priority in scheduling hearings and meetings with staff.</p>	Long-term
FUNDING SOURCES AND PROGRAMS	
<p>12. Subsidized Affordable Housing Subsidized affordable housing is most often offered through a government or non-profit agency that has established the provision of housing to low-income households as part of their stated mission.</p>	Near-term
<p>13. Tax Increment Financing (TIF) TIF is a funding mechanism in which future tax revenues in targeted development or redevelopment areas are diverted to finance infrastructure improvements and/or development—potentially including affordable and/or market-rate housing.</p>	Long-term
<p>14. Land Acquisition and Banking Land acquisition is a tool to secure sites for affordable housing. Land banking is the acquisition and holding of properties for extended periods without immediate plans for development, but with the intent that properties eventually be used for affordable housing.</p>	Long-term
<p>15. Construction Excise Tax (CET) A one-time tax on new construction of between 1% and 3% to help pay for affordable housing strategies identified here. State law requires it to be spent on specific types of programs and activities.</p>	Long-term
<p>16. Public-Private Partnerships (PPPs) and Community Land Trusts Arrangements between public and private entities to create more and/or affordable housing. PPPs can promote a variety of affordable housing programs or projects and include partnerships from multiple entities (public, private, and non-profit), including Community Land Trusts.</p>	Long-term
<p>17. Financial Assistance and Homebuyer Education Programs A range of tools that can be used to maintain housing affordability or to help keep residents in their homes. Possible tools include rent assistance, loans for homeowners, or assistance to low-cost apartment owners for repairs and upgrades.</p>	Long-term

Strategy	Initial Priority
<p>18. Tenant Protection Programs and Policies Tenant protections include local regulations and enforcement programs that provide protections for tenants of existing affordable housing and low-cost market rate (LCMR) housing against evictions, excessive rent increases, discrimination, and health and safety violations. Tenant protections can also provide various types of assistance to renters.</p>	<p>Long-term</p>

LAND SUPPLY STRATEGIES

The following strategies are intended to address Scappoose’s existing land capacity and its ability to accommodate needed housing.

1. Urban Growth Boundary Expansion or Adjustment (“Swap”)

Initial Priority: Near-term

UGB Expansion

The findings of the RLNA, dated May 2022, do not indicate the need for a UGB expansion to accommodate projected housing needs in Scappoose between 2023 and 2043. However, available data based on the 2020 Census suggests the City is growing at a faster rate than earlier population forecasts generated to meet state requirements. In recognition of the 2020 Census base population being higher than the earlier forecast, a UGB expansion could be a viable outcome within this study’s 20-year planning horizon. Prior to applying for a UGB expansion, the City would need to complete the following steps:

- Consider and adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code update recommendations identified below are considered efficiency measures.
- Demonstrate that there is an insufficient supply of buildable land inside the UGB. The City will likely demonstrate a need if actual growth rates increase beyond those currently projected.

UGB Adjustment (“Swap”)

Oregon cities occasionally face limitations on the current available supply of buildable land because owners of large parcels are uninterested or unwilling to develop or sell their properties for future residential development. In small communities with a limited number of large developable properties, this can create a significant barrier to development, at least during the short- and medium-term. If owners hold onto their properties without a willingness to develop over the longer term (e.g., decades), it effectively reduces the community’s supply of buildable land and reduces opportunities for accommodating a community’s growth. At the same time, because property ownership and/or owners’ desires to develop can shift based on any number of factors, the state of Oregon’s land use planning framework does not allow cities to exclude such land from their BLIs.

A UGB adjustment can address the unlikelihood of specific parcels of private property to be developed by removing such parcels from the UGB and adding other properties whose owners are more willing or likely to develop their land for housing or any needed land use. State statutes and administrative rules allow for these UGB “swaps.” These exchanges are possible through a process of simultaneously removing and adding land to the UGB to make up for capacity lost by removing land. This process is guided by Oregon Revised Statutes (ORS) 197.764. This ORS section provides specific eligibility requirements and standards for land removed; subsection (3)(b) of this section states that a “local government that approves an application under this section shall either expand the urban growth boundary to compensate for any resulting reduction in available buildable lands or increase the development capacity of the remaining supply of buildable lands.” In exchanging land inside the UGB for land outside the boundary, cities must identify an equivalent supply of land in terms of the land’s

capacity for residential development, considering the presence of natural resource constraints and zoning or allowed density.

While permitted, UGB swaps must comply with several requirements applied to UGB amendments or expansions, including the following:

- **Location of expansion areas.** The location of the land to be added to replace the land being removed must use OAR 660-024-0065 to determine appropriate study areas. For a city with a UGB population less than 10,000, the city must consider all land within ½ mile of the existing UGB boundary.
- **Exclusion areas.** In considering expansion areas, the city can exclude areas that cannot be reasonably serviced with public facilities, are subject to significant natural hazards, have a high level of environmental or natural resource value, or are owned by the federal government.
- **Prioritization.** The city needs to prioritize potential expansion areas in terms of rural residential “exception” lands vs. farm and forest lands, with exception lands having first priority, and farm and forest land having the maximum protection from development.
- **Criteria for evaluating expansion areas.** Cities must look at alternative expansion areas and evaluate them using the four locational factors found in Goal 14. These include 1) efficient urban form, 2) public facilities, 3) Economic, Social, Environmental, and Energy (ESEE) consequences, and 4) impact on adjacent farm and forest activities in rural areas. The city’s analysis must consider and analyze all four factors, but the city can weigh and balance those factors based upon a set of findings and policy judgments which, unless they are without merit, will be upheld on judicial review.

In addition to meeting these state requirements, the City will want to consider other factors in this process such as:

- Will potential expansion areas have direct access to roads, sewer or water lines or will they be even more difficult or costly to serve with these facilities than land proposed to be removed from the UGB?
- Will areas proposed for inclusion be in relative proximity to commercial and other services? This is particularly important if new areas are proposed for higher density development.
- Will the candidate areas have any other practical barriers or impediments to residential development or conflict with other strategies to meet future housing needs?

2. Rezone Land

Initial Priority: Near-term

One potential strategy to address a deficit of residential land, or of a certain category of residential land, is for the city to initiate a rezoning process. As identified in the RLNA, the City of Scappoose has a deficit of land available for medium- and high-density residential land. According to the RLNA estimates for the 20-year planning horizon, the City has a deficit two (2) acres for medium density zones and a deficit of five (5) acres for high-density zones. In Scappoose, high density zones are comprised of High Density

Residential, Commercial, and Expanded Commercial zoning.³ The need for additional high-density zones may increase if there is a need to preserve commercial land in these two zones for future economic development activity.

POLICY AND DEVELOPMENT CODE STRATEGIES

In addition to the Comprehensive Plan Policy assessment, MIG|APG also reviewed Title 17 – Land Use and Development of the Scappoose Municipal Code ((Title 17 or “code”) to inform the Policy and Development Code strategies. The detailed Code evaluation can be found in Appendix, where the following information on housing standards and requirements were summarized: housing types allowed, densities/minimum lot sizes, ADU requirements, cottage cluster housing, off-street parking, building heights, and minimum setbacks.

3. Code Updates to Support a Variety of Housing Types

Initial Priority: Near-term

This study found that the City of Scappoose has insufficient land zoned for medium density housing and multi-family housing. There are opportunities to support development of a variety of housing types by reducing unnecessary barriers, providing more flexibility, and tailoring standards to fit a variety of housing types.

There are some housing types that can be more difficult to develop because development code standards do not address unique characteristics of a desired housing type or the standards are unnecessarily restrictive. These include middle housing types, such as duplexes, triplexes, quadplexes, townhomes, and cottage cluster housing. If regulated appropriately, these housing types can be compatible with detached, single-family houses and, therefore, could be permitted outright in most residential zones.

Another common characteristic of these housing types is that they are often built as smaller individual dwelling units rather than single-family detached. Given the demographic trends summarized in the RLNA, and the ongoing challenge of providing enough housing options for people with moderate incomes, smaller sized, modest housing units will continue to be an important need in the City of Scappoose. As demonstrated by the RLNA, there is a need for ownership housing options for households with incomes between \$32,000-\$78,000. Due to the costs of land, infrastructure, and construction, it can be difficult for builders to produce new single-family detached housing that is affordable to households at this income level. These smaller middle housing types can be more feasible to provide for this income level because they require less land per unit and can be more efficient to serve with infrastructure.

Cottage Clusters

Cottage clusters are groups of small, detached homes, usually oriented around a common green or courtyard. The units may be located on individual lots that are individually owned or the property may

³ The low-density, medium-density, and high-density categories do not correspond exactly to how zones are defined in the City zoning code. They are instead defined by anticipated residential density ranges as adapted from the density guidelines in the Simplified Urban Growth Boundary Method in OAR 660-038.

be structured as a condominium with common ownership of the land and private ownership of the houses.

Figure 12. Example of a Cottage Cluster Development



Cottage clusters are growing more popular and their development potential is significant. They provide many of the same features of conventional detached houses, but in a smaller footprint, with shared common areas, and arranged in a way that can facilitate a more community-oriented environment (see Figure 12). Cottage clusters can be developed on relatively small lots, as access and parking are shared and the units are relatively small, usually between 500 and 1,200 square feet. The visual character of cottage clusters—detached dwellings with substantial shared yard space—is generally compatible with neighborhoods of detached homes.

The City of Scappoose recently adopted amendments to the code to allow the development of cottage clusters. To further support cottage cluster developments, the City should consider refining associated standards to reduce interior setback, parking, and open space requirements.

Duplexes, Triplexes, Quadplexes and Townhomes

Duplexes, triplexes, quadplexes, and townhomes are forms of attached housing that can be compatible with detached, single-family housing while allowing for smaller, more affordable units. The City of Scappoose allows these housing types in all residential zones. The minimum lot size adjustments identified under Strategy #3 would help support development of these housing types.

Tiny Homes

Tiny homes have no formal definition, but generally are considered detached dwellings that are less than 400 square feet in size. The demand for tiny houses has grown considerably in recent years and they appeal to a diverse range of people and households. Some are attracted to the prospect of a low-cost, low-impact lifestyle, even if they could potentially afford a conventional home. Local governments and non-profits have also begun to experiment with using tiny homes as either temporary/transitional or permanent shelter for people with very low incomes or those experiencing homelessness.

From a regulatory perspective, one of the key challenges for tiny homes is how they are classified and permitted under the building code. Tiny homes can be built to comply with several different construction standards, and the construction standard they are built to should be considered in determining where and how they can be sited pursuant to the zoning and development code. Broadly, tiny homes can be classified as either intended to be sited permanently or temporarily.⁴

- Permanent tiny homes are attached to an approved foundation. Permanent tiny homes may be built either to the conventional building code—the Oregon Residential Specialty Code (ORSC)—or to the standards that apply to manufactured homes, the U.S. Department of Housing and Urban Development Manufactured Home Construction and Safety Standards (HUD).
- Temporary tiny homes are mounted to a chassis or frame which may have wheels and is intended to be relatively mobile. Temporary tiny homes designed for movement on public highways are built to the standards that apply to Recreational Vehicles (RVs), particularly “Park Trailer” or “Park Model” recreational vehicles.

Figure 13. Proposed Tiny House Cluster in Bend, Oregon (The Hiatus)



Additionally, tiny homes may be proposed to be sited as a dwelling on an individual lot, such as an Accessory Dwelling Unit (ADU), or in a cluster with other tiny homes. Table 3 lays out the various scenarios under which a tiny home may be proposed and identifies key land use and development code considerations. These scenarios should be reviewed with consultation from the local building official as to the appropriate siting for tiny homes. Additionally, public input should be sought on the standards that will guide the location and design of tiny homes in the community under each scenario.⁵

⁴ For more information on building codes and tiny homes, see this policy brief from the state Legislative and Policy Research Office: <https://www.oregonlegislature.gov/lpro/Publications/Background-Brief-Tiny-Home-Regulation-2018.pdf>

⁵ More information about the regulation of tiny homes is available in this American Planning Association Knowledge Base article: <https://planning.org/knowledgebase/tinyhousing/>

Table 3. Land Use and Development Code Considerations for Tiny Homes

		Construction Standard	
		Permanent (ORSC/HUD)	Temporary (RV/Park Model Standards)
Proposed Siting	Primary dwelling unit	<ul style="list-style-type: none"> If built to ORSC standard, then it is equivalent to a “stick-built” single-family dwelling, but smaller. If built to HUD standard for manufactured homes, must be permitted wherever “stick-built” single-family homes are permitted. 	<ul style="list-style-type: none"> Typically prohibited by municipal ordinances related to residential occupancy of vehicles. The City has discretion to allow temporary siting of individual tiny homes, but should address number allowed, location, sanitation, and electricity. For example, the City of Portland has deprioritized enforcement of the city’s zoning code to allow the siting of temporary tiny homes in specified locations.⁶
	Accessory dwelling unit	<ul style="list-style-type: none"> If built to ORSC standard, then it is equivalent to a “stick-built” ADU, but smaller. If built to HUD standard for manufactured homes, City has discretion as to whether to allow manufactured homes to be sited as ADUs. If aesthetics of conventional manufactured homes is a concern, then City may adopt design standards addressing features such as roof pitch and siding materials. 	
	Cluster/village	<ul style="list-style-type: none"> This format is equivalent to the “cottage cluster” development type. It is recommended that Cities adopt a specific set of standards for cottage clusters. If the City desires to support tiny homes within clusters, then it should evaluate if any standards present barriers to tiny homes, such as minimum unit size standards. The City has discretion as to whether to allow tiny homes built to the HUD standard to be sited in a cottage cluster. However, if the development is proposed to be classified as a manufactured dwelling park, consistent with state requirements, then it must be permitted wherever multi-family dwellings are permitted. 	<p>This format is functionally equivalent to a Recreational Vehicle (RV) park. The City has discretion to define where RV parks are allowed and under what standards. If the City desires to support more widespread use of temporary tiny homes in clusters, then the City should develop standards that are consistent with the standards that apply to RV parks, while allowing for adjustments necessary for tiny home clusters, where appropriate.</p>

4. Promote Accessory Dwelling Units

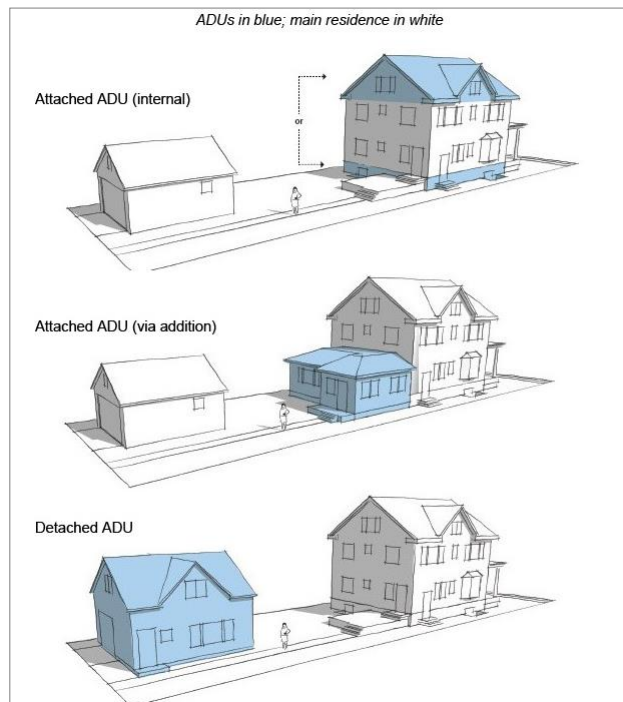
Initial Priority: Short-term

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit on the same lot as a single-family house that is smaller than the primary dwelling. ADUs can come in three forms: a detached structure, an attached addition, or a conversion of internal living space in the primary dwelling (Figure 14). As ADUs are

⁶ See here for more information: <https://www.portlandoregon.gov/bds/article/659268>

often invisible from the street or may be perceived as a part of the primary dwelling, they offer a method of increasing density with minimal visual impact on the character of the neighborhood.

Figure 14. Types of ADUs



Source: City of St. Paul, MN

ADUs are a viable housing option with several benefits:

- Building and renting an ADU can raise income for a homeowner and help offset the homeowner’s mortgage and housing costs.
- ADUs can add to the local supply of rental units and can provide a relatively affordable rental option for a person or household that prefers living in a detached unit rather than an apartment or other attached housing.
- ADUs offer flexibility for homeowners to either rent the unit or to host a family member. The proximity to the main house can be particularly beneficial for hosting an elderly family member that may need care and assistance.

The state legislature adopted a statute that requires cities with a population of over 2,500 and counties with a population over 10,000 to allow ADUs outright on any lot where single-family housing is allowed. This requirement applies to the City of Scappoose. The City complies with this statute, as all residential zones allow ADUs.

The Oregon Department of Land Conservation and Development has published a model code for ADUs. The model code is intended to provide basic regulations while ensuring that the standards do not present unnecessary barriers. Scappoose’s standards are generally supportive of ADU development; however, the following two amendments are recommended to better support development of ADUs:

- **Number of ADUs.** The City currently only allows one ADU max per single-family detached dwelling. Consider allowing two ADUs on the same lot if one of the ADUs is internal or an attached addition. In these cases, the internal ADU would not be visible from the street and would have a minimal impact on the visual character of the property.
- **Lot Coverage, Setback, and Height.** The City currently applies the underlying zone's lot coverage, setback, and height standards to ADUs. Allowing greater lot coverages and reduced setbacks for ADUs may help promote their development, particularly on a lot where a single-family detached home has reached the lot coverage maximum. Reducing setback requirements may help spur ADU conversions of existing detached structures that are not within existing setbacks.
- **Minimum Parking.** The City currently requires an additional parking space for an ADU unless the site already has three parking spaces. Removing the additional parking requirement would provide greater flexibility for accommodating ADU's on a site. Further, OAR 660-046 limits parking requirements for single-family and duplex housing types to a minimum requirement not greater than two spaces total. These requirements will become effective for Scappoose when the City's population exceeds 10,000, which is anticipated to occur within the planning horizon.

5. Regulatory Incentives for Affordable or Workforce Housing

Initial Priority: Near-term

As noted, some development regulations can present obstacles or add costs to housing developments. These obstacles are particularly challenging for developments built by housing authorities, non-profit developers, or even for-profit developers that are attempting to build units affordable to people with lower or moderate incomes. To support developments that include units affordable to moderate- or low-income households, the City can offer concessions on regulatory standards. The concessions should be offered in exchange for the development dedicating a minimum proportion of the units to be regulated as affordable to people with lower or moderate income. The incentives typically include relief from certain development standards such as parking, setbacks, or density. Examples include the following:

- **Parking reductions.** In general, research shows that households with lower incomes tend to have lower car ownerships and driving rates, particularly when residents have ready access to shopping and other opportunities and services. A number of jurisdictions in Oregon provide reductions in off-street parking requirements for developments that are affordable to households with low or moderate incomes. Typically, developments must commit to providing affordable units over a significant length of time (20-60 years).
- **Height or density bonuses.** Some cities allow higher density or greater height in exchange for a commitment to provide housing units that are affordable to households with low or moderate incomes. Height bonuses are typically in terms of number of stories (e.g., one story in an area with an existing height limit of 35 or 45 feet). Density bonuses are typically stated in terms of a percentage of units (e.g., 10-20% is a common threshold). The amount of the bonus can be tied to the affordability levels provided and/or to the number of affordable units. Additionally,

setback and bulk standards may be allowed to vary to accommodate the added density or to reduce development costs.

- **Flexibility in how affordable units are provided.** In some cases, it may be advantageous to construct the affordable units on a different site than the primary development that is receiving the concession. It may also make sense for the development to purchase existing market-rate units and convert them to affordable units. Allowing flexibility in how the units are provided can also widen the appeal of the program.

6. Reduce Unnecessary Barriers to Housing Development

Initial Priority: Near-term

Some code standards can present unnecessary barriers to housing development by restricting options and adding costs to a project where more efficient solutions may be feasible. These standards often include minimum parking requirements, maximum height restrictions, architectural design standards, minimum open space requirements, or public works design standards. Based on a preliminary review of the City of Scappoose's zoning code, the following standards may present barriers and should be reviewed more closely:

- **Review Procedures.** Currently, most middle-housing types are subject to Site Development Review pursuant to Chapter 17.120. Quadplexes, townhouses, and cottage clusters require Planning Commission approval at a public hearing. This type of land use review procedure can add time and expense, which poses a barrier that could impact potential development in the City. The land use development application process is subject to state timeline requirements; a notice of decision for complete development application is generally required within 120 days for development within the UGB. However, coordinating with other departments and service providers can be somewhat unpredictable and the process of moving through required reviews and revisions can be challenging. At the same time, these procedures are necessary to make sure development complies with development codes designed to maintain safety and livability. The City should consider allowing middle housing types under a specified number of units to be reviewed and approved administratively (staff review).
- **Lot coverage.** The maximum lot coverage for buildings (not impervious surfaces) is 35% in the R-1 zone and 40% in the R-4 and MH zones. Increasing the maximum lot coverage to 50% or 60% would provide more flexibility to developers or property owners who want to add an ADU or convert a single-family detached dwelling to a duplex.
- **Minimum parking requirements.** Many developers will include off-street parking as a marketable amenity regardless of the code requirement. However, in some cases, the level of off-street parking required may exceed what the market would otherwise provide and may be unnecessary to effectively accommodate parking needs. This can become an obstacle to housing development because off-street parking lots consume land, reducing developable area on a site and net density, and can render a project economically infeasible. The City requires 2 spaces per unit for single-family, duplex, townhouse, and cottage cluster housing types. For multi-family development, the City requires either 1, 1.5, or 2 spaces per dwelling unit for multi-family developments, depending on the number of bedrooms in the unit. ADU standards require an

additional parking space unless the site already has three or more spaces. Although not specifically listed, parking requirements for tri- and quadplexes are subject to the same requirements as multi-family developments. A general reduction to one space per unit for all attached housing types would reduce the potential for parking standards to present a barrier to new development. Further, OAR 660-046 limits parking requirements for duplex housing types to a minimum requirement not larger than two spaces total. In other words, the City's may not require more than a total of two parking spaces for a duplex. These requirements will become effective for the Scappoose when the City's population exceeds 10,000, which is anticipated to occur within the planning horizon.

- **Multi-family buffer requirements.** The City currently requires multi-family buildings on sites adjacent to R-1, R-4, and MH zones to provide a 15 foot buffer in addition to the underlying zoning setback requirements. Setback and buffer requirements limit the space that can be dedicated to housing. This can potentially be a barrier to multi-family housing on smaller sites. The City should consider removing the buffer requirement and revising setback standards to vary depending on the number of stories proposed in the structure.

7. Increase Allowed Density in Existing Zones

Initial Priority: Long-term

The RLNA found that the City of Scappoose has a sufficient supply of residential land if it is built at or near planned density levels, based on existing zoning. Increasing the allowed density in existing zones is not strictly necessary to meet projected housing needs within the existing UGB, however, there are two key benefits to allowing higher densities that should be considered:

- **Housing affordability.** Smaller lot sizes and higher densities allow for some of the major costs of development—such as acquiring land and building infrastructure—to be divided among more units. This decreases the per-unit cost of development and can enable lower sale prices or rental rates relative to new construction on larger lots or at lower densities.
- **Efficiency of land use and infrastructure provision.** Higher density also helps to ensure that residential land is used efficiently. If growth rates accelerate more quickly than projected, then it will be more important for the City to efficiently use land within the existing UGB. It is also more efficient for the City to provide and maintain roads, sewer, and water systems (on a per-unit basis) to higher density development.

The City's code regulates density primarily through minimum lot size requirements in residential zones. The City can effectively increase the allowed density in existing zones by reducing minimum lot size standards. Minimum lot width, lot depth, or setback standards may also need to be modified to ensure they are consistent with (i.e., sized appropriately or proportionate to) any changes to minimum lot size standards.

The City reduced lot size requirements and related development standards in 2018 to implement the previous 2017 HNA update. Additional refinements to the regulations may provide marginal benefits that could help support the development of needed housing such as duplexes, triplexes, quadplexes, and townhouses.

- For cities that have populations exceeding 10,000. OAR 660-046 does not permit minimum lot sizes for duplexes to be greater than what is required for single-family housing types . Scappoose is forecasted to exceed that population threshold within the planning horizon. Currently, duplex housing types are subject to larger minimum lot size requirements than single-family housing types in the R-1, R-4, and MH zones. The City should consider reducing the minimum lot size requirements for duplexes so they are consistent with the requirements for single-family housing types.
- Minimum lot size requirements for triplex and quadplex housing types increase by 2,000 square foot increments for additional units beyond the second. The minimum lot size for a quadplex would be more than twice the minimum lot size for a single-family home in the R-4 and MH zones. Development of a quadplex in these zones through infill development would require site consolidation of three single-family lots before that housing type could be considered.

INCENTIVES

8. System Development Charge (SDC) Reductions

Initial Priority: Long-term

SDC Reductions include waivers, exemptions, or deferments of SDC's or other development fees that directly reduces the soft costs of development to applicants for desired housing types. Development fees are not regulated by state law and cities have significant leeway to waive, reduce, or defer these fees. These fees may typically be applied by planning, building, or engineering departments. SDC's face more statutory limitations and other hurdles to implementation. SDC's on residential uses are most commonly assessed per dwelling unit, by square footage, or other parameters that is proportional to the size and use of a development.

Generally, reductions should be applied to housing types that demonstrate a similar reduction in demand for services or impacts (e.g., smaller units, multi-family vs. single family, ADU's, housing types that generate less traffic, etc.). However, state law does not directly address reductions that are not justified on these bases.

The impacts of SDC or fee waivers will differ by jurisdiction depending on the size of the local charges. The magnitude of the fiscal impact will mirror how much of a benefit this incentive really provides to the developer. Typically, the City may waive its portion of the total SDC's or seek the agreement of other jurisdictions to partner in the program.

Some jurisdictions offer full or partial SDC exemptions for affordable housing developments or subsidize them with funding from another source (e.g., urban renewal or general fund). A related type of program can allow developers of affordable housing to defer or finance payment of SDCs, which can reduce up-front costs and financing costs for the developer.

With deferral or financing of SDCs, the fiscal impacts to the City and its partners are minimal because charges are eventually paid. The period of repayment should not be a detriment to public agencies that operate on indefinite timelines. A financing program can be more beneficial to the property owner because SDC's are paid gradually, rather than in a lump sum when building permits are issued. However,

a financing program also brings additional administrative requirements and costs to the City to track and collect payments over time.

9. Tax Exemptions and Abatements

Initial Priority: Long-term

Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but a city or county will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes:

- Non-profit Low-Income Housing (ORS 307.540 – 307.548): Exemptions for non-profit suppliers of affordable housing
- Low-Income Rental Housing (ORS 307.515 – 307.523): Broader exemption for projects that include affordable housing that can apply to private developers.
- Homeownership, Rehabilitation in Cities (ORS 307.651 – 307.687): An exemption to encourage new development and home renovation for owner (not rental) units of 120% median home price or less.
- Tax Freeze for Property Rehabilitation (ORS 308.450 – 308.481): A program that allows the owner of single-family or multi-family properties to complete renovations on a property, while freezing the assessed value at the prior level.
- Vertical Housing (ORS 307.841 – 307.867): An incentive for housing developments of two or more stories. This partial exemption grows larger with each additional floor of housing provided.
- Multiple-Unit Housing (in transit areas) (ORS 307.600 – 307.637): Intended for town centers and transit areas. May have limited use in rural counties, but may apply where there is regular transit service.

Tax abatements or exemptions alleviate property taxes on certain types of development, often for a set period of time. Exemptions can be a very strong tool to incentivize affordable housing, or vertical mixed uses and make proposed projects more viable, depending on how the exemptions are structured.

10. Land Use Permit Fee Reductions

Initial Priority: Long-term

By reducing or waiving permit fees for affordable housing or other desired types of housing (e.g., ADUs or other potentially more affordable housing types), the City could reduce the upfront cost of development. This could be administered as a complete fee waiver or a reduced fee based on a set metric (e.g., reduced fee is 50% of original permit fee). Permit fees generally represent a lower share of overall cost to the developer than SDCs, sometimes by a factor of five or more, and therefore fee reductions will tend to have a proportionately lower impact than SDC reductions.

11. Expedited Development Review

Initial Priority: Long-term

Jurisdictions can search for ways to reduce time and costs of the review and permitting process to developers building desired housing types. This incentive can be accomplished by reducing review times, consolidating steps in the process, and reducing or simplifying submittal requirements. In few industries is the old adage that “time is money” truer than in the development industry. The developer is often tying up capital and/or paying interest on loans during the pre-development process. Any reduction in process time translates into reduced costs and greater certainty to the developer and their partners.

Streamlining the process can involve an internal audit of the process to ensure it is efficient for both staff and applicants. This might involve making all permits available in one location with one main contact, providing clear and accessible information on requirements, and also allowing enough flexibility to consider innovative or new forms of development. Streamlining the review and permitting process is usually administratively feasible, though the greatest obstacle is often staff resources to expedite some projects when staff is already busy and/or limited in size. While City review processes could be streamlined, other regulatory review processes also impact the length of the permitting process. For example, state permitting of wetland fill or removal would also need to be streamlined to have a meaningful impact on permit review processes where wetlands are potentially impacted.

Recent statewide legislation also requires that cities with a population over 5,000, and counties with a population over 25,000 allow for 100-day review and decision on qualified affordable housing applications. This applies to the City of Scappoose and to the extent the City has not already complied with these requirements, they should update their land use application and review procedures to provide for the shortened timeline for qualified applications.

FUNDING SOURCES AND USES

12. Subsidized Affordable Housing

Initial Priority: Near-term

For the lowest-income renters to secure housing that is affordable typically requires some type of rental subsidy to reduce the cost of rent. These programs typically take the form of affordable properties, where the rent of all or a portion of the units is maintained at a lower-than-market level or the renter is only required to pay a set percentage of their income towards rent despite the nominal rent level. Another form of subsidy is through a housing choice voucher assigned to the household which is portable.

Subsidized affordable housing is most often offered through a government or non-profit agency that has established the provision of housing to low-income households as part of their stated mission. Housing Authorities such as Northwest Oregon Housing Authority are often one of the largest, if not the largest providers of affordable housing in any given area. Housing Authorities administer many of the largest HUD affordable housing programs including public housing, project-based Section 8, and Section 8 vouchers. Housing Authorities also often serve the lowest income renters, often qualifying as “extremely low income” or earning 30% or less of the Area Median Income.

Other non-profit agencies also specialize in providing subsidized rental housing. Often these properties or units are affordable to those at somewhat higher income levels than public housing, and may focus on a specific population such as seniors or farmworkers. Properties built by non-profit housing agencies

often require a complex combination of programs, tax credits, and other financing to complete the development.

Like many communities across the state, the City of Scappoose has an unmet need for more affordable rental housing. Cities can support the development and maintenance of subsidized affordable housing by ensuring that the Comprehensive Plan states support and that the zoning code and other standards do not place obstacles to the development of affordable housing where similar market-rate structures are permitted. The incentives and tools discussed in this report can be used by cities to provide some funding or cost reductions to agencies that are building affordable housing.

13. Tax Increment Financing

Initial Priority: Long-term

Tax Increment Financing (TIF) is the mechanism through which Urban Renewal Areas (URAs) or TIF districts grow revenue. At the time of adoption, the tax revenues flowing to each taxing jurisdiction from the TIF district is frozen at its current level. Any growth in tax revenues in future years, due to annual tax increase plus new development, is the “tax increment” that goes to the district itself to fund projects in the area. Small cities (50,000 people or less) are allowed to have up to 25% of their land area and assessed value in TIF districts.

TIF is a good tool to use in areas where new development or redevelopment is anticipated and will be facilitated by preliminary public investments in the area. The growth of TIF revenue depends on this development actually occurring; if a TIF district remains stagnant, then tax revenues will not grow to fund the planned projects. Therefore, it is advisable that the Urban Renewal agency waits for some sign of growth in the TIF district, before undertaking the expense of projects dependent on TIF.

While many different types of projects are eligible for TIF funds, for the most part, TIF funds go to physical improvements in the area itself. These projects can include participating in public/private partnerships with developers or can be used to complete off-site public improvements that benefit and encourage new development in the area, or to acquire key sites. TIF funds can also be used to pay for development fees.

In terms of housing, TIF funding can be used to provide incentives to achieve housing types that may not be otherwise market feasible to develop. Examples include mixed use, transit-oriented, or affordable housing in areas where it may not otherwise occur. If the Urban Renewal Agency prioritizes these projects, TIF funds might be used to contribute to public-private partnerships in which a developer builds this type of housing in return from incentives from the agency. Often the agency controls one or more key parcels in the district and may offer them to developers at reduced cost. Another approach is to waive SDCs to the developer, and have the agency compensate the other jurisdictions from TIF funding.

The City of John Day has recently created an innovative TIF district to help provide incentives for both new housing and renovated housing. The incentives are designed to rebate some of the newly created assessed value directly to the property owner, to make the project more attractive. The URA was created in such a way to include much of the city’s vacant developable land for housing, to encourage build-out and ensure that the value of new development is captured by the TIF.

The City of Scappoose established an Urban Renewal District in 2019 for areas adjacent to Highway 30 and the airport. The current District is well below the statutory limits on acreage and taxable assessed value in the city, meaning that there is capacity for expanding the District or forming a new district if desired. TIF Districts must undergo a feasibility and planning process to determine the boundaries, projects, and revenue potential of the district, and it must be adopted in an Urban Renewal plan.

14. Land Acquisition and Banking

Initial Priority: Long-term

Land acquisition is a tool to secure sites for affordable housing, mixed use developments, or other prioritized housing types. Public agencies can identify locations where prices are going up and acquire land before the market becomes too competitive, with the intention to use the land for affordable housing. The ability to identify promising sites within these locations and act quickly and efficiently in acquiring them can tip the scales to make an affordable housing development financially feasible. Planning ahead ensures that there will be housing opportunities in neighborhoods where the rest of the properties may appreciate quickly. Access to a ready funding source such as TIF funding is important to take advantage of these opportunities.

Land banking is the acquisition and holding of properties for extended periods without immediate plans for development, but with the intent that properties eventually be developed for affordable housing. Land banks are often quasi-governmental entities created by municipalities to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property. Public agencies or larger nonprofits may be better equipped than small community development corporations to do both land acquisition and banking. Once acquired, the public sector often has the benefit of patience to wait for the right development opportunity.

Control of a key site gives a public agency ultimate say in what happens in that location. Typically, a development partner is eventually identified to develop the site, and the value of the property provides a significant incentive that the city can contribute to the project. Through reduced property transfer, the city can ensure that the development meets public goals such as affordable housing, multi-family housing, mixed uses, etc. The discounted land may also allow development forms that would not typically be economically feasible to become viable. Acquisition of new land may be expensive, but reuse of surplus public land may be possible with little new cost to the public agency.

Key challenges for land acquisition include reliably identifying future areas where land value will climb before prices go up, developing the resources necessary to purchase the land, creating mechanisms for easy land transfer and removing the liability associated with holding land. Land banking requires significant up-front investment to acquire land, which typically requires grants, and funding partnerships—with non-profits, public entities, and private financing—to reach necessary funding levels. In addition, while this technique can help address the long-term need for affordable housing, it will not address the current need in the short-term.

A potentially feasible way to implement this strategy in Scappoose would be to assess the potential for any existing City-owned properties to be used for affordable or workforce housing development and then seek non-profit or other affordable housing developers to lead the actual development efforts. In exchange for donating or selling City-owned land at a nominal price, the City would require a

commitment to long-term affordability of any housing units developed. This strategy would be implemented in conjunction with the City's Urban Renewal (TIF) Program (Strategy 13).

15. Construction Excise Tax

Initial Priority: Long-term

A construction excise tax (CET) is a tax on construction projects that can be used to fund affordable housing. In 2016, the Oregon Legislature passed Senate Bill 1533 authorizing Oregon cities and counties to establish a CET for affordable housing. According to state statutes, the tax may be imposed on improvements to real property that result in a new structure or additional square footage in an existing structure. Cities and counties may levy a CET on residential construction for up to 1% of the permit value; or on commercial and industrial construction, with no cap on the rate of the CET.

The allowed uses for CET funding are defined by the state statutes. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows if the City uses a residential CET:

- 50% must be used for developer incentives (e.g., fee and SDC waivers, tax abatements, etc.)
- 35% may be used flexibly for affordable housing programs, as defined by the jurisdiction.
- 15% flows to Oregon Housing and Community Services (OHCS) for homeowner programs.

If the City implements a CET on commercial or industrial uses, 50% of the funds must be used for allowed developer incentives and the remaining 50% are unrestricted.

Several jurisdictions (Portland, Corvallis, Cannon Beach, Hood River County, Hood River City, and Newport, Eugene, and Tigard) have passed local CETs under the new state statutes, and many others are considering adopting the tool. Jurisdictions can exempt certain types of development from the CET, such as public facilities and improvements, as well as development under a specified value.

The primary advantage of a CET is that it would provide a source of funding for other programs or measures aimed at helping subsidize the cost of affordable housing in the community, either through city-led programs or those implemented by private or non-profit partners. In addition, once a CET is established, it would be straightforward to administer through the development permitting process. Conversely, CET increases development costs in an environment where many developers are already seeking relief from systems development charges, so it could impact development feasibility and increase the costs of housing more generally. However, by structuring the policy with offsetting incentives or tools to reduce development barriers, the City could potentially limit the impact on feasibility for certain projects.

Establishing a construction excise tax would necessitate that the City Council pass a new City ordinance. The City should work closely with the development and housing community in developing the fee structure. Implementing programs would need to be developed, and possibly coordinated with housing partners.

16. Public-Private Partnerships (PPPs) and Community Land Trusts

Initial Priority: Long-term

Most of the strategies discussed below fall under the umbrella of public/private partnerships that include a broad range of projects where the public contributes to private or non-profit development. The public involvement usually entails providing some financial incentive or benefit to the development partner in return for the partner's agreement that the development will provide some public benefit for a specified length of time. These partnerships can be used to encourage a wide range of public goals, including certain development forms, affordability levels, public space (plazas, parks), environmental features, mixed uses, etc.

A key barrier to meeting housing needs in Columbia County has been the lack of development capacity to build the types of housing needed to serve local workers. In addition, owners of large developable properties have not been ready to sell or develop their land for housing. These factors have limited the pace and volume of housing development in the County. Partnerships with local or regional developers, builders and property owners will be a key to encouraging and realizing housing development goals in the area.

The benefit of public/private partnerships is that a city or county does not have to build internal expertise in development, property management, or complicated affordable housing programs. Partner agencies or companies with experience in these types of projects benefit from public contributions, making the projects more feasible.

Public contributions to partnerships with other agencies or companies tend to take the form of a financial contribution (grant or loan), fee or SDC waivers, building adjacent off-site improvements, or tax exemptions or abatements. Many of these tools are detailed in this report. Potential partners in the area include Northwest Oregon Housing Authority, Habitat for Humanity, active builders in the region, and key landowners.

Community Land Trusts (CLT) is a model wherein a community organization owns land and provides long-term ground leases to low-income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms. This model allows low-income households to become homeowners and capture some equity as the home appreciates, but ensures that the home remains affordable for future homebuyers. CLTs may also lease land to affordable housing developers for the development of rental housing or may develop and manage rental housing themselves. Land trusts are typically run as non-profits, with support from the public sector and philanthropy, and could be linked to a land bank. Land trusts can be focused on homeownership or rental units.

Given the distinctive legal structure of CLT's it is likely best for public agencies and its cities to consider partnering with a non-profit community organization to administer this program. The cities can help identify key opportunities for this model and help to capitalize the efforts of its partner. Other CLT's working in different parts of Oregon include Proud Ground and Habitat for Humanity. The latter organization is technically not a CLT but uses a similar approach to maintaining the affordability of the homes it builds largely through volunteer labor. Initial inquiries to these organizations regarding their interest in operating in Scappoose and the type of support they typically seek from local governments would be an important first step in implementing this strategy.

17. Financial Assistance & Homebuyer Education Programs

Initial Priority: Long-term

There is a wide range of programs intended to provide incentives to property owners and builders to build and maintain housing stock (in addition to the state-authorized tax incentives discussed above). These tools can be used to maintain housing affordability or to help keep residents in their homes. These programs are typically aimed at property owners or renters, but public agencies can be well versed in these resources and ensure that public incentives can dovetail with these programs to have maximum impact. These programs include:

Open Door HousingWorks is a non-profit organization providing resources for immediate basic human needs and education and assistance to obtain and retain affordable permanent housing.

Community Action Team provides a wide range of housing and community supportive services that may be applicable in Scappoose. Many of these services are aimed directly at providing support to people with housing needs.

- Eviction protection
- Deposit assistance
- Permanent housing rental assistance
- Homebuying education program

18. Tenant Protection Programs and Policies

Initial Priority: Long-term

Tenant protections include local regulations and enforcement programs that provide protections for tenants of existing affordable housing and low-cost market rate housing against evictions, excessive rent increases, discrimination, and health and safety violations. Tenant protections can also provide various types of assistance to renters. The purpose of these protections is to help tenants of affordable units to access and retain their housing, particularly for very low-income and other vulnerable community members. Tenant protections can be implemented through policies and/or programs. The Oregon State Legislature is adopted Senate Bill 608 in 2019, which would regulate some tenant protection policies statewide. With the exception of rent regulation, local jurisdictions have the ability create tenant protection regulations that go beyond state requirements as long as they do not conflict with them. Homeowner protection programs could include education as well as financial and technical assistance to stabilize and combat predation of low- and moderate-income homeowners. Rent stabilization legislation was adopted by the State of Oregon during the 2019 legislative session and the state will essentially administer associated programs. The remainder of this section focuses on other types of tenant protection programs.

Notification for No-Cause Evictions. Under the provisions of ORS 90.427, landlords are required to give 30- or 60-day notification of no-cause evictions. Previously, some jurisdictions, including Portland and Milwaukie, increased the no-cause eviction notice to 90-day. However, Senate Bill 608, mandates a 90-day notice for no-cause eviction statewide. Senate Bill 608 was passed on February 28, 2019 and is effective immediately.

Renter Relocation Assistance. These programs require landlords to pay a set amount to assist tenants when lease conditions change—such as no-cause eviction, substantial rent increase, or not receiving the option to renew a lease. Relocation assistance programs have been implemented by the cities of Portland, OR and Vancouver, BC during the last several years. Recent state legislation also addresses these programs.

Rental Registration. These programs allow jurisdictions to keep an accurate inventory of residential rentals. A well-maintained inventory can help improve notification of changes to local landlord-tenant laws. Also, the program helps monitor and protect tenants while requiring more responsibility and accountability from landlords.

Rental Inspection Program. Rental inspection programs monitor rentals to protect tenants and require more accountability from landlords. Inspection programs can be combined with a registration program or stand-alone. Also, the types of housing or dwellings that a required to register for the program can vary to all housing, affordable housing, multi-family housing, or other criteria. Several Oregon jurisdictions have rental inspection programs, including the cities of Gresham and Salem.

Several of these programs require relatively significant administrative time and resources and may not be appropriate for the City as this time but could be considered for implementation in the future.

APPENDIX A: DEVELOPMENT CODE EVALUATION

MIG|APG reviewed Title 17 – Land Use and Development of the Scappoose Municipal Code to inform Code-related housing strategies. The summary provides information on housing types allowed, densities/minimum lot sizes, ADU requirements, cottage cluster housing, off-street parking, building heights, and minimum setbacks. The evaluation also provides a general assessment of the Development Code in its ability to meet the City’s housing goals. The code evaluation here informs many of the code/regulatory strategies included in the Measures to Accommodate Needed Housing report. See Section 4 of the Report for more details on how some of the recommendations provided in this appendix could be implemented in Scappoose.

Scappoose has the following zoning districts that allow residential uses:

- Low Density Residential (R-1)
- Moderate Density Residential (R-4)
- Manufactured Housing (MH)
- High Density Residential (A-1)
- General Commercial (C)
- Expanded Commercial (EC)

Table 4: Residential Development Code Review

Code Provision	Existing Code		Assessment	
Housing Types Allowed	Residential Zones		<ul style="list-style-type: none"> • The City of Scappoose allows duplexes in all residential zones. • Middle-housing types such as triplexes, quadplexes, and cottage clusters are allowed in all zones except for low-density (R1) zones. • Manufactured homes are permitted in all residential zones. • With few exceptions, residential housing is permitted outright or permitted subject to standards. 	
		Permitted Outright		Conditional Use
	R-1	Single-family detached Manufactured homes Duplex ADU		Cottage housing
	R-4	Single-family detached Manufactured homes Manufactured home parks Cottage housing Duplex Triplex Quadplex Townhouse (up to 4) ADU		None
MH	Single-family detached Manufactured home	None		

Code Provision	Existing Code				Assessment	
		Manufactured home parks Cottage housing Duplex Triplex Quadplex Townhouse (up to 4) ADU		<ul style="list-style-type: none"> All residential housing types except for single-family detached dwellings, manufactured homes on individual lots, duplexes, and triplexes are subject to site development review. Applications subject to site development review are reviewed by the Scappoose Planning Commission, subject to procedures for limited land use decisions. The City should consider adding exemptions for quadplexes and townhouses. 		
A-1		Manufactured home parks ADU Cottage housing Townhouse (up to 4) Duplex Triplex Quadplex Multifamily dwelling	Live/work townhouses or multifamily building			
Commercial Zones						
C		Mixed-use building Multifamily building Live/work townhouses or live/work multifamily building	None			
EC		Mixed-use building Multifamily building Live/work townhouses or live/work multifamily building	None			
Lot Size	The City regulates density in residential zones' minimum lot size requirements and other lot dimension standards.				<ul style="list-style-type: none"> *Minimum lot size requirements are larger where structures are located in the Scappoose Creek Flood Plain. ** Multi-family buildings adjacent to R-1, R-4, or MH zones require 15' buffer in addition to setbacks Minimum lot sizes for most middle-housing types increase by 2,000 square foot increments. Recommend reducing minimum 2,000 sq. ft. requirement for 	
	Zone	Min. lot size (sq. ft.)	Width (ft)	Coverage		Setbacks (ft)
R-1		<u>SFD</u> : 6,000* <u>DUP</u> : 10,000 <u>MFH</u> : 6,000	50	35%		Front: 20 Side: 5-10 Rear: 20
R-4		<u>SFD</u> : 5,000* <u>DUP</u> : 7,000 <u>TH, TRI, QUAD</u> : 7,000 plus 2,000 each additional dwelling over 2 <u>MFH</u> : 5,000	50	40%		Front: 15 Side: 5-10 Rear: 20
MH		<u>SFD</u> : 5,000* <u>DUP</u> : 7,000	50	40%	Front: 15 Side: 5-10	

Code Provision	Existing Code				Assessment
A-1	<p><u>TH, TRI, QUAD:</u> 7,000 plus 2,000 each additional dwelling over 2 <u>MFH:</u> 5,000</p>	<p><u>TH:</u> 25 per unit <u>MF:</u> 50</p>	80%	<p>Front: 15 Side: 5- 10** Rear: 20</p>	<p>additional units down to 1,500. Would facilitate lot consolidation.</p> <ul style="list-style-type: none"> Per OAR 660-046, minimum lot sizes for duplexes cannot be greater than for SFD when Scappoose’s population exceeds 10,000. Scappoose’s population will exceed that threshold within the planning horizon. The City should consider reducing minimum lot size requirements for duplexes to the same as SFDs. Lot coverage requirements for R-1, R-4, and MH should be increased to 50 or 60 percent.
C	<p><u>MU:</u> 10,000 <u>MF:</u> n/a <u>L/W TH:</u> 2,500 per unit <u>L/W MF:</u> n/a</p>	<p><u>MU, MF,</u> <u>L/W MF:</u> 50 <u>L/W TH:</u> 25 per unit</p>	<p><u>MU:</u> 90% <u>MF, L/W</u> <u>TH, L/W</u> <u>MF:</u> 80%</p>	<p><u>MU:</u> Front: 10 Side: 30 when abutting residential Rear: 30 when abutting residential <u>MF, L/W</u> <u>MF, L/W</u> <u>TH:</u> Front: 15 Side: 5-10 Rear: 20</p>	
EC	<p><u>MU:</u> 10,000 <u>MF:</u> n/a <u>L/W TH:</u> 2,500 per unit <u>L/W MF:</u> n/a</p>	<p><u>MU:</u> 100 <u>MF, L/W</u> <u>MF:</u> 50 <u>L/W TH:</u> 25 per unit</p>	<p><u>MU:</u> 90% <u>MF, L/W</u> <u>TH, L/W</u> <u>MF:</u> 80%</p>	<p><u>MU:</u> Front: 10 Side: 30 when abutting residential Rear: 30 when abutting residential</p>	

Code Provision	Existing Code	Assessment
	<div style="border: 1px solid black; padding: 5px; width: fit-content;"> <p>MF, L/W MF, L/W TH: Front: 15 Side: 5-10 Rear: 20</p> </div> <p>SFD: Single-Family Detached DUP: Duplex MFH: Manufactured Home TRI: Triplex QUAD: Quadplex TH: Townhouse MF: Multi-family MU: Mixed-use L/W: Live/work</p>	
ADU	<p>Chapter 17.92 – Accessory Dwelling Units</p> <ul style="list-style-type: none"> - Maximum of one ADU allowed on a lot with a single-family dwelling. - May be created through conversion or expansion of existing structure or construction of new attached or detached structure. - Maximum floor area may not exceed 50% of primary residence or 800 square feet, whichever is less. - ADU materials must generally match the siding and roofing materials of the primary dwelling. - Minimum of one parking space required unless three spaces already exist. - A hedge or sight-obscuring fence may be required by planning staff. - ADU subject to underlying zoning standards, including setbacks, lot coverage, height requirements, etc. 	<ul style="list-style-type: none"> • The ADU standards currently comply with state law, but the City could consider additional ways to facilitate ADU development. • Per OAR 660-046, minimum parking requirements are limited to a maximum of two spaces for a duplex. When Scappoose’s population exceeds 10,000. Scappoose’s population will exceed that threshold within the planning horizon. The City should consider reducing minimum parking requirements.
Cottage Cluster Housing	<p>Chapter 17.58 – Cottage Housing Development</p>	<ul style="list-style-type: none"> • Recommend reducing exterior setback requirements to: <ul style="list-style-type: none"> ○ Front: 10

Code Provision	Existing Code	Assessment
	<ul style="list-style-type: none"> - Density requirements allow up to 1.5 cottage units for each regular dwelling unit allowed in the R-1, R-4, and MH zones. - Minimum 4 units and maximum of 12 units. - Existing single-family dwellings may remain as non-conforming. - Maximum floor area is 1,200 square feet without garage and 1,500 with garage. - Minimum 6-10 feet between cottages, plus must maintain underlying zoning setback requirements around the perimeter of the development area. - Minimum 400 square feet per cottage common open space requirement. - Minimum 200 square feet per cottage private open space. - Parking allowed in enclosed garage, carport, or unenclosed parking space. Parking prohibited in exterior setback areas and requires 10-foot landscape buffer with screening. Parking areas require minimum 24 feet for maneuvering areas. - Cottages must include specific siding and architectural features unless approved by director. 	<ul style="list-style-type: none"> o Side: 5 o Rear: 10 • Recommend reducing building separation to six feet. • Recommend modifying parking space requirements to <ul style="list-style-type: none"> o Units <1,000 sq. ft.: 0 o Units >1,000 sq. ft.: 1 • Allow on-street credit for minimum parking requirements. • Reduce minimum common open space requirement to 150 square feet per cottage. • Remove minimum 200 square foot private open space requirement. •
Off-street Parking	<p>Chapter 17.106 – Off-street Parking and Loading Requirements</p> <ul style="list-style-type: none"> - Single-family or duplex: 2 spaces per unit - Multi-family <ul style="list-style-type: none"> o Studio: 1 space per unit o 1-2 bedroom: 1.5 spaces per unit o 3+ bedroom: 2 spaces per unit 	<ul style="list-style-type: none"> • Per OAR 660-046, minimum parking requirements are limited to a maximum of two spaces for a duplex once Scappoose’s population exceeds 10,000. Scappoose’s population will exceed that threshold within the planning horizon. The City should consider reducing minimum parking requirements.

<i>Code Provision</i>	<i>Existing Code</i>	<i>Assessment</i>
Building Heights	<ul style="list-style-type: none"> • R-1, R-4, and MH: 35 feet • A-1: 45 feet • C and EC: 60 feet for mixed-use and multi-family.* 35 feet for townhouse • Accessory building in R-1, R-4, MH, A-1, C, and EC: 22 feet 	<ul style="list-style-type: none"> • * Maximum height of mixed-used buildings limited to 35 feet if within 50 feet of a residential zone. • No changes recommended.