



Tuesday, May 30, 2023

50-YEAR 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: May 30, 2023 | |
| 1.3. Minutes: January 31, 2023 | |
| 1.4. Public comment | |
| 2. New Business | 6:10 pm |
| 2.1. Review of Project to date
Laurie Oliver Joseph | |
| 2.2. Revisions to Public Land Needs
Beth Goodman | |
| 2.3. Present on Land Use Efficiency Measures and UGB Expansion Considerations
Beth Goodman, ECONorthwest and Heather Austin, 3J Consulting | |
| 2.4. Next Steps
Beth Goodman, ECONorthwest | |
| 3. Announcements | 7:55 pm |
| 3.1. Next meetings | |
| • Tuesday, August 1, 2023 at 6:00 pm | |
| • Tuesday, September 12, 2023 at 6:00 pm | |
| • Tuesday, October 24, 2023 at 6:00 pm | |
| • Tuesday, November 28, 2023 at 6:00 pm | |
| 4. Adjourn | 8:00 pm |

The Committee will accept written public comment at all meetings. Comments submitted by 5:00pm on May 29, 2023 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



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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, Tyler Miller (via Microsoft Teams), Scott Jensen (via Microsoft Teams), Jeannet Santiago, Pat Turpen, Paul Vogel (via Microsoft Teams), Jeff Weis, Jennifer Anderson (via Microsoft Teams), Brian Rosenthal

Agency Partners Present:

Casey Garrett, Debbie Jacob (via Microsoft Teams), Len Waggoner, Craig Campbell (via Microsoft Teams), Laura Kelly (via Microsoft Teams)

Staff Present:

Community Development Director Laurie Oliver Joseph and Associate Planner N.J. Johnson

Consultants Present: Beth Goodman, ECONorthwest; Nicole Underwood, ECONorthwest; and Anaís Mathez, 3J Consulting

Citizens Present:

Kim Holmes (via Microsoft Teams), Bill Gerry (via Microsoft Teams), Joe Backus

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Quorum was confirmed by N.J. Johnson.

1.2. Agenda - January 31, 2023

With a motion duly set by Brian Rosenthal and seconded by Christine Turner, the agenda was approved unanimously.

1.3. Minutes; November 1, 2023

With a motion duly set by Christine Turner and seconded by Jeff Weis, the November 1, 2023, minutes were approved unanimously.

1.4. Public comment

N.J. Johnson: No public comment submitted.

2. New Business

6:04 pm

2.1. Project update to-date

- Laurie Oliver Joseph provided project updates on the Vision Statement, Housing Needs Analysis (HNA), and Economic Opportunities Analysis (EOA). Laurie described how the Other Land needs memorandum, the subject of discussion for the night, fit within the project process and purpose.
- Beth Goodman expanded on the project schedule and next steps. Next steps will include looking at land use efficiency measures to manage commercial and housing land needs will be presented to this committee at the next meeting in April. There will be a greater discussion around the Urban Growth Boundary in the summer. The project will also include looking at updates to the Comprehensive Plan and policies as well as development code updates. Some changes may come out of the Measures to Accommodate Needed Housing memorandum.

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2.2. Revisions to the Community Vision

Anaïs Mathez, 3J Consulting

- Anaïs Mathez: Since mid-2022, we collected feedback on the draft 50-Year Plan Vision Statement from public events and online survey, in both English and Spanish. Feedback suggested that we were on the right track, with details of feedback in the meeting PowerPoint.
- Chair Pat Kessi: Scappoose is connected together as a family. I suggest “small-town **family** feel” as an edit.
- *The Committee generally agreed with that edit.*
- Scott Jensen: Including “family” in this phrase sounds exclusionary to people who are not in traditional families.
- Brian Rosenthal: Family means many things to many people and I suggest leaving it in with the suggested change.
- Scott Jensen: How about “Scappoose small-town **community** feel” as an edit?
- *The Committee informally agreed.*
- Jennifer Anderson: I’ve heard a lot that Scappoose doesn’t have enough daycare and could that be added into the Vision.
- Anaïs Mathez: I would advise you to consider the need for more daycares as a policy amendment to the Comprehensive Plan. Moving on with the Vision Statement, we removed “small” from businesses to include many businesses. Also removed term “hyper-local” from the third phrase.
- Brian Rosenthal: Retail options are particularly difficult. How will Scappoose facilitate retail in an age of Amazon?
- Vice Chair Christine Turner: We will always have some retail.
- Brian Rosenthal: Okay, I can agree to leave retail.

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- Scott Jensen: In the sentence “...draws in locally owned businesses” the term *draws in* doesn’t make sense if they’re local. Perhaps we could say “...**supports** locally owned businesses”.
- Len Waggoner: Locally owned businesses are very expensive and can be dysfunctional. Scappoose has a fair bit of retail leakage to other communities in the region. Small and locally owned businesses are very difficult to support. Community growth is not in small businesses but in other businesses.
- Jeanette Santiago: This is a 50-Year Vision, not a statement of where we are today.
- Brian Rosenthal: This is really an aspirational vision. I’m fine leaving the vision as it is. I do want to make sure we don’t adjust the Development Code to force growth in retail or local business to happen.
- Pat Turpen: How many businesses do we have today that didn’t exist 20 years ago? There will be different retail and services in the next 20 years.
- Anaïs: We changed “climate stewardship” to “environmental stewardship.”
- Pat Turpen: I’d like to see more emphasis on transit. I suggest “are overcome through safety improvements and pedestrian and bicycle facilities and **enhanced transit**” then remove “Along with enhanced transit” as a phrase.
- Len Waggoner: The next project to build a large oil production plan in Clatskanie that may add many more cars on Highway 30 during commuting hours. The labor pool for Next will come out of the Portland market. I think this needs to be recognized in the Vision Statement and in the Comprehensive Plan.
- Jeannette Santiago: Some of the labor will come from north of Scappoose and won’t create new traffic for Scappoose.
- Vice Chair Christine Turner: I agree.

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- Brian Rosenthal: The construction phase will happen before Scappoose can make changes to address this. The impacts of the development will be less, beyond construction.
- Paul Vogel: I agree with Brian; this project will have impact in the next few years. I suggest focusing on the long-term nature of the Vision Statement.
- Debbie Jacob: A traffic impact analysis will be done to better understand how the project will affect the transportation networks.
- Chair Pat Kessi: I want to include in the Vision Statement that Scappoose will have a clean water supply that will still be sufficient in 50 years, which is different than in many places.
- Anaïs Mathez: Clean water supply would be mentioned in a Comprehensive Plan policy.
- Len Waggoner: There's an excavation site for mining that has a lot of groundwater that could be used by the City, instead of drilling wells.

2.3. Present Public and Semi-Public Land Need, Land Need for Housing and Employment for 2043 to 2073

Beth Goodman and Nicole Underwood, ECONorthwest

- Beth Goodman: Other land needs include public and semi-public uses. Columbia County, the Scappoose School District, and Port of Columbia County do not have plans that include additional land over the next 20 years. The Port of Columbia County may acquire land if the right opportunity arises. The School District has a 10-year plan, not a 20-year plan. The City of Scappoose has need for 31 acres of land over the next 50 years. Even if these government entities do not have specified need, some urban reserves might be used for these public/semi-public uses in the future.

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- Brian Rosenthal: In reference to existing City land, does it include the 50 to 60-acre reservoir on the hill?
- Laurie Oliver Joseph: It is just under 80 acres, and it is parks.
- Brian Rosenthal: What does the 31 acres include?
- Laurie Oliver Joseph: The 31 acres includes offices, new facilities, land for wells, etc.
- Beth Goodman: This is expansion of facilities for new people only (increment of growth).
- Brian Rosenthal: Does the City have land by the treatment plant?
- Laurie Oliver Joseph: It is not all being used.
- Beth Goodman: The City has enough land to accommodate the 44.7 acres for parks needed over the 20-year period. This analysis was completed by MIG and is subject to another committee and process.
- Nicole Underwood: The “other” in other land needs includes fraternal organizations.
- Kim Holmes: Regarding the need for the parks, is the Level of Service used based on best practices?
- Beth Goodman: I can’t speak to the best practices MIG used or the discussions that took place in the Parks Committee, but I’m sure they discussed these things.
- Kim Holmes: The American Planning Association recommends 10 acres per 1,000 residents and another national source recommended 9.4 acres per 1,000 residents.
- Laurie Oliver Joseph: Whatever gets adopted as the Level of Service through the Parks Master Plan process, we would use in this analysis. We would have to direct questions about LOS to MIG since they are working on the Plan. The Parks Committee has been working on this for 6 months.

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- Beth Goodman: They may not have accounted for regional parks, but there are probably reasons for that decision.
- Kim Holmes: It would be good to understand what they are using as best practice and make sure there is some cross pollination there.
- Jeanette Santiago: I agree.
- Joe Backus: To build needed new parks south of town, would we have to transfer land from existing parks?
- Beth Goodman: We would need to have discussion with MIG and Parks Committee. Not sure what discussions they have had.
- Laurie Oliver Joseph: The Parks Master Plan is a 20-year plan. It will be guiding document for park acquisition. Whatever goes into Parks Master Plan we will use.
- Jeanette Santiago: The MIG parks planning is a little behind. I believe they are still assessing these numbers.
- Beth Goodman: They gave us the numbers in December. If they update the Plan, we will update here.
- Vice Chair Christine Turner: Would we adjust this if they don't use national averages?
- Beth Goodman: We would need to discuss with the parks project.
- Jeff Weiss: Is there a national acres per 1,000 people for semi-public land?
- Beth Goodman: No, acres per 1,000 people will vary across the country.
- Brian Rosenthal: Does the church include all the land owned by the Baptist Church (8.3 acres)? It's inflating our need for churches.
- Beth Goodman: We can look into that.
- Laurie Oliver Joseph: If it is inflating need, that is extra for UGB expansion/reserves.

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- Beth Goodman: We will discuss the details of how land in expansion/reserves works.
- Beth Goodman: The EOA was updated to include the 50-year forecast, which included a slower rate of growth (based on the population forecast rate) for the 2043 to 2073 period. This is because it seems unlikely Scappoose would sustain a 2.32% employment growth rate over 50 years. We went with a more conservative forecast. The employment land sufficiency analysis for the 2043 to 2073 period started off with a 21 acres deficit in 2043 ending with an 83 acres deficit by 2073. Over the same period there were 208 acres surplus of industrial land, meaning Scappoose needs land in urban reserves for commercial uses not industrial.
- Len Waggoner: Back to the annexation of the airport. The amount of employment was 6,000 to 7,000 employees with large projections for transportation. All this information contrasts with the annexation process at the airport. How do you align these?
- Beth Goodman: We are saying that the growth at the airport is going to be slower than projected a decade ago. We are not suggesting changing policies at the airport. At some point you will want to do another EOA. Before you get into all your airport land. We are saying the city has a deficit of commercial land and the City should plan for commercial and housing.
- Brian Rosenthal: Is that assuming we continue to allow apartments on commercial land?
- Beth Goodman: Yes, it is hard to tease out. When we look at urban reserves it is based on commercial and housing and other needs, but it is not designated. Designation will be decided in the UGB amendment process.
- Brian Rosenthal: Establishing urban reserves just means that we are going to use the land for something, but use is not designated?

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- Beth Goodman: Yes, designations are actually not allowed for urban reserves.
- Brian Rosenthal: Once it goes into that reserve and is needed for a specific use in the future, who would request that it come into the UGB?
- Beth Goodman: You would have to do a UGB expansion. What the urban reserves does is put land in first priority.
- Brian Rosenthal: Do the urban reserves still operate under the land use law or is it a free for all?
- Beth Goodman: We haven't spoken about this yet, but we would suggest within the Urban Growth Management Agreement with the County, that there be rules around how large the parcels can be.
- Brian Rosenthal: Does that mean that someone with land zoned R-5 couldn't develop it?
- Beth Goodman: There is a lot of discussion that has not yet happened. Moving to 50-year land needs projection for housing. It was based on the Housing Needs Analysis, completed by MIG and Johnson Economics. ECONorthwest used the same assumptions that were used in the HNA to project growth. All the land needs come together to identify amount of land needed over the next 20 and 50 years. The public and semi-public land needs will fit into the other designations (commercial or residential) which we have not investigated yet. Numbers will shift as we talk about land use efficiency measures. Currently we are showing need for 66 acres in the 20-year period and 289 additional acres needed over the 50-year period (which would be a part of urban reserves).
- Brian Rosenthal: The vast majority would be for urban reserves.
- Beth Goodman: Next step is to look at land use efficiency measures and then if you still don't have enough, look to a UGB expansion.
- Brian Rosenthal: Are land use efficiency measures about higher density?

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- Beth Goodman: It will build off the Measures to Accommodate Needed Housing memorandum. There are fewer options for commercial. If you rezone land that is housing, we must consider how that affects the deficit.
- Brian Rosenthal: Is there an opportunity for us to identify land that is currently zoned residential or commercial and moving it?
- Beth Goodman: That is a next step, but I don't anticipate going through a map step by step with this group. If you have a specific suggestion, you could share with Laurie. The City will not want to downsize any land.
- Kim Holmes: When making the case for an Urban Growth Boundary expansion, how long do you project out?
- Beth Goodman: It is a 20-year projection.
- Kim Holmes: So the first ask is 66 acres and then more in the next round?
- Beth Goodman: Yes, but don't get too attached to the 66 acre number as it will change some.
- Brian Rosenthal: The urban reserves are supposed to make it easier to bring land into the city. How do you actually do that?
- Beth Goodman: Say in 30 years when you are ready to bring more land in, you get to stop at priority 1 land (which includes land in urban reserves). Helpful as you do facilities planning; example: putting down a larger water pipe if you know the area will be brought into the city in the future.
- Laurie Oliver Joseph: Doing the work now means there is less analysis involved in the future.
- Brian Rosenthal: You just need to show a need in the future?
- Beth Goodman: You must show a need and then choose the sites to fill that need.

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- Brian Rosenthal: Concerned this will retard economic development. Someone being told to put in a 12-inch water line rather than an 8-inch can cause the costs to go through the roof.
- Laurie Oliver Joseph: This will get captured in the Master Plans.
- Beth Goodman: Maybe the City chooses to pay the difference in the pipe size.
- Brian Rosenthal: My suggestion is that a developer could use their SDC to pay for the larger infrastructure. If the City is not comfortable with that than I'd be concerned that the benefits of the urban reserve do not outweigh the negatives.
- Laurie Oliver Joseph: All we can ask is for developers to build for Master Plans. And it's out 10 years.
- Beth Goodman: You could have a policy that what you require development to pay be commensurate with what that development needs. MIG recently resubmitted Measures to Accommodate Housing Need memorandum and the HCA. I don't want you to be surprised about the land use efficiency measures.
- Laurie Oliver Joseph: These materials were presented to the committee, and there was some feedback. We can make sure that is posted and provide a link; send ECO the minutes from that meeting.
- Beth Goodman: We are drawing on the initial ideas from there and talking with staff and seeing if those measures make sense with the committee. And then getting feedback from the Planning Commission and City Council.
- Laurie Oliver Joseph: As you will recall there wasn't a lot of changes to residential code, it was more about refinements to what we already have since we recently updated the residential code.

2.4. Next steps

Beth Goodman, ECONorthwest

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- Beth Goodman: The project team will revise public and semi-public land needs, begin identifying land use efficiency measures, and begin the Urban Growth Boundary and urban reserves analysis.

3. Adjourn

7:45 pm

DRAFT

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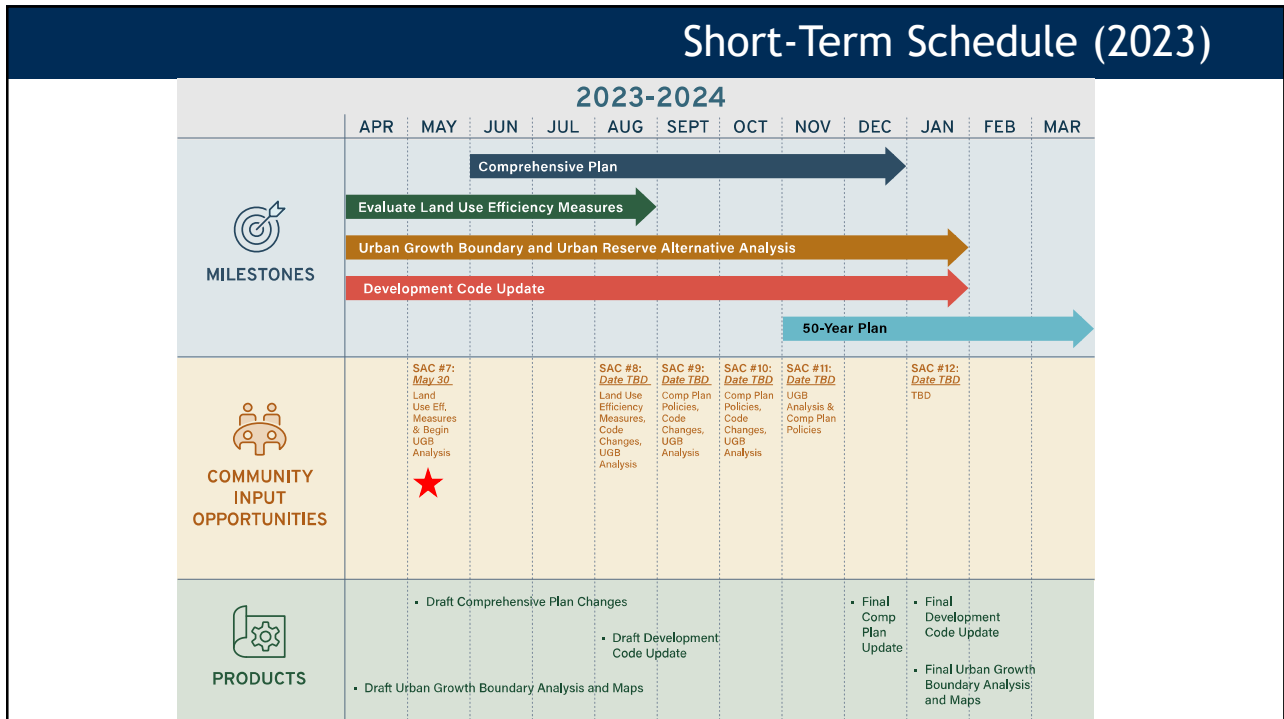
50 YEAR PLAN

Development Code Updates and Land Use Efficiency Measures Stakeholder Advisory Committee Meeting May 30, 2023



ECONOMICS • FINANCE • PLANNING

1



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Agenda

Today's Discussion

- Review changes to public land needs
- Expanding an Urban Growth Boundary
- Land Use Efficiency measures and how they impact land needs
- Considerations in the UGB expansion study areas
- Next Steps

3

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Revisions to Public Land Needs

ECONorthwest
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REVISED Municipal Land Needs

The City of Scappoose will need **10 acres** of land over the next 20 years

~~OLD City Land Demand, Scappoose UGB, 2023-2043 and 2043-2073~~

Existing City Land in 2022				
Acres	Current acres	Expected	Land Needed	Land Needed
	per 1,000 people	acres per 1,000 people		
84	9.5	4.8	11.7	19.3

Removed some mislabeled park lands and reduced expected acres per 1,000 people since the City will not need another large wastewater treatment plant over the planning period.

New City Land Demand, Scappoose UGB, 2023-2043 and 2043-2073

Existing City Land in 2022				
Acres	Current acres	Expected	Land Needed	Land Needed
	per 1,000 people	acres per 1,000 people		
62	7.0	4.1	10.0	16.6

Source: ECONorthwest

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REVISED Land Needed for Parks, Natural Areas, and Trails

Park Level of Service (LOS) Standards and Needs in Scappoose

Park Type*	Adopted LOS Standards (acres per 1,000)**	Existing Park Acres	Existing LOS (acres per 1,000)	Desired LOS (acres per 1,000)***	Current Need (acres) in 2023	Net Future Need (acres) in 2043	Recommended Acquisition or Site Development
Community Parks	2.0	16.6	1.9	2.3	3.8	9.5	Develop Grabhorn property (9.5 acres)
Neighborhood Parks*	1.3	7.7	0.9	1.8	8.1	12.5	Explore options to acquire 5 new Neighborhood Parks at 2.5 acres each to support park access (12.5 acres); lots of this size may not be feasible in built-out areas.
Linear Parks / Trails		3.4	0.4	1.2	6.9	9.8	401 Scappoose Creek Trail (4 miles, 9.74 acres)
Special Use Sites*	2.1	16.0	1.8	2.7	7.6	14.1	Develop Commerce Drive property (14.1 acres)***
Developed Parks Subtotal	5.4	43.7	4.9	7.9	26.4	45.8	
Undeveloped Parks (Commerce and Grabhorn)****		23.6	2.7	0.0	-23.6	-23.6	Develop the Commerce and Grabhorn properties consistent with the classifications noted above.
Undeveloped Parks (Vista)****		71.0	8.0	6.2	55.0	70.2	Continue to discuss timing and opportunities to develop the Vista Property.
City Parks Total		138.3	15.6	14.1	58.1	92.7	

Source: Parks, Trails, and Open Space Update, Draft Needs Assessment (2022)

Currently, the identified park land need is for 46 acres. The City would need to acquire an additional 22 acres to meet this need.

However, land need for certain types of parks (trails and neighborhood parks) are still under discussion and may be refined further.

This means that the land needed for parks could change.

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REVISED Summary of Land Needs

Summary of Total Land Deficit, 2023-2073

Category	Land Deficit 2023-2043 (acres)	Land Deficit 2043-2073 (acres)	Total Land Deficit 2023-2073 (acres)
Public	(6)	(10)	(16)
Parks	(22)	n/a	(22)
Semi-Public	(8)	(13)	(22)
Employment	(21)	(62)	(83)
Housing	(24)	(192)	(216)
Total	(81)	(277)	(359)

Parks land need likely to change

Preliminary Analysis:

Scappoose has a deficit of land over the 2023-2043 period of approximately 81 acres.

These numbers will change once we know more about park land needs.

Source: ECONorthwest

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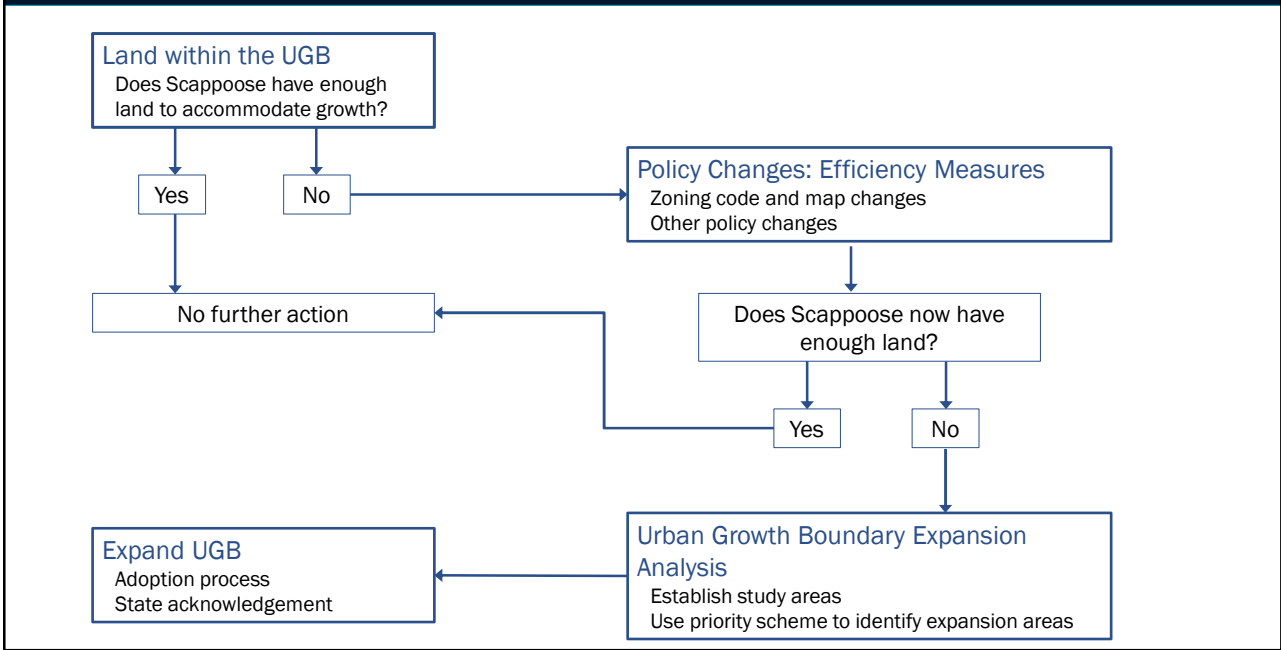


Expanding an Urban Growth Boundary

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Determining whether Scappoose Needs a UGB Expansion



9

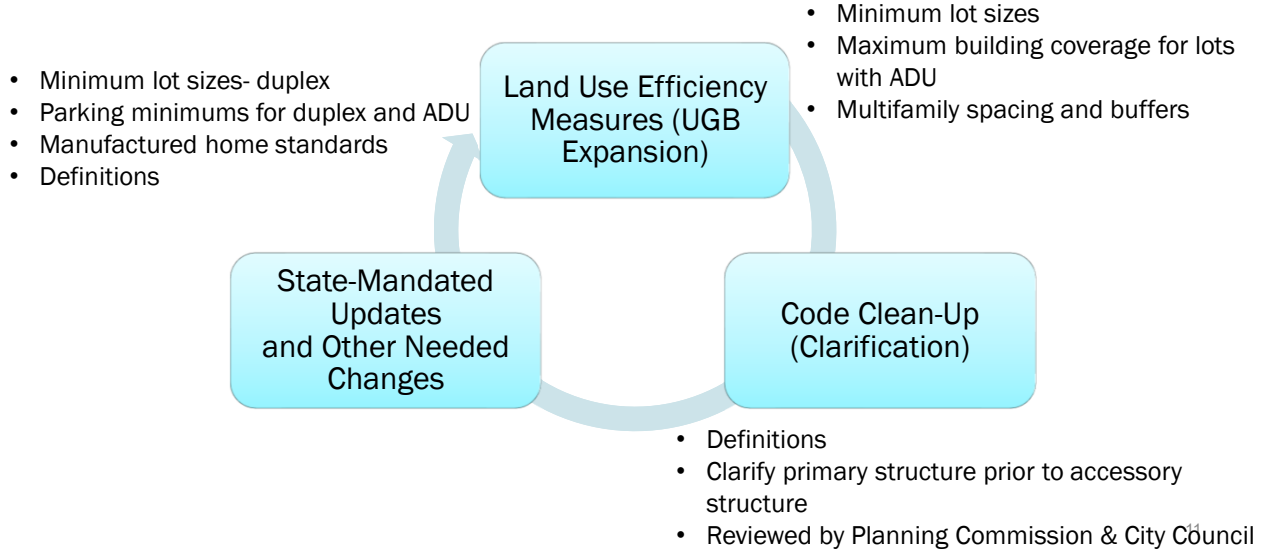


Land Use Efficiency Measures

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Development Code Changes-Three Overlapping Categories



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Development Code Changes and Land Use Efficiency Measures

Zoning District	Single-Family Detached	Duplex (State-Mandated at 10,000 population)	Middle Housing (First Two Units)	Middle Housing (After First Two Units)	Multifamily (First Two Units)	Multifamily (After First Two Units)
R-1 (Low Density)	6,000 sf	10,000 sf 6,000 sf	N/A	N/A	N/A	N/A
R-4 (Moderate Density)	5,000 sf	7,000 sf 5,000 sf	7,000 sf 5,000 sf	2,000 sf 1,500 sf	N/A	N/A
MH (Manufactured Housing)	5,000 sf	7,000 sf 5,000 sf	7,000 sf 5,000 sf	2,000 sf 1,500 sf	N/A	N/A
A-1 (High Density)	N/A	5,000 sf 4,000 sf	5,000 sf 4,000 sf	2,000 sf 1,500 sf	5,000 sf 4,000 sf	2,000 sf 1,500 sf

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Development Code Changes and Land Use Efficiency Measures

Zoning District	Maximum Building Coverage (Current)	Maximum Building Coverage Proposed for Lots with <u>ADU</u> only
R-1 (Low Density)	35%	50%
R-4 (Moderate Density)	40%	50%
MH (Manufactured Housing)	40%	50%

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Development Code Changes and Land Use Efficiency Measures

A-1 Zone (High Density)	Current Standard	Proposed Standard
Distance between multifamily buildings on the same lot	15 feet	10 feet From nearest projection of the building
Special Buffer Requirement* 15' landscaped buffer (in addition to setback) adjacent to any R-1, R-4 or MH zoned property	<u>All</u> multifamily or live/work units	Multifamily or live/work units <u>only over 2 stories in height</u>

* Also applies to multifamily in the C and EC zones.

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Development Code Changes and State-Mandated Updates

Minimum Off-Street Vehicle Parking Requirement	Current Standard	Required Standard
Accessory Dwelling Unit (ADU)	One additional on-site parking space required for ADU if fewer than 3 parking spaces on site	No additional parking required.
Duplex	4 off-street spaces (2 per dwelling unit)	2 off-street spaces maximum mandate

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Development Code Changes and State-Mandated Updates

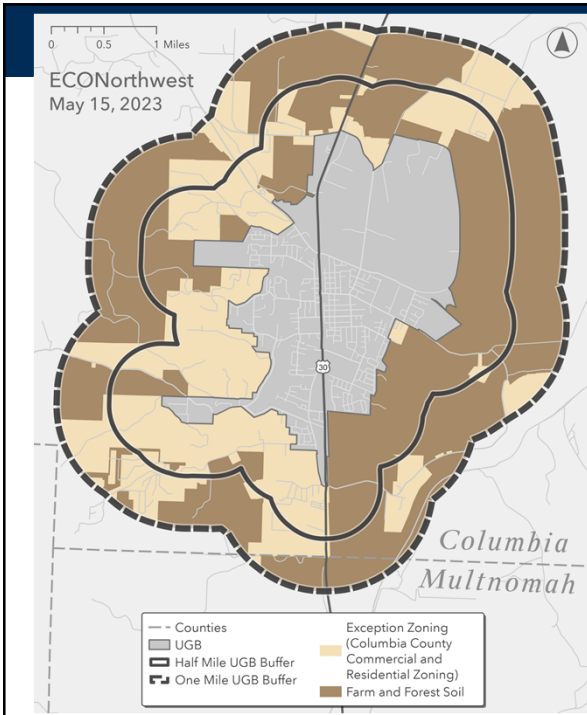
Manufactured Homes	Current Standard	Required Change
On individual lot (SMC 17.94.030)	<ul style="list-style-type: none"> Not less than two segments Minimum 1,000 sf floor area Hauling mechanisms removed Permanent foundation Minimum roof pitch Required siding materials Carport or garage required Not in or near historic areas 	Repeal SMC 17.94.030 (result is same standards as single-family detached)
In manufactured home park	2-acre minimum park size	1 acre minimum park size

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Considerations in the UGB Expansion Study Areas (where to expand)

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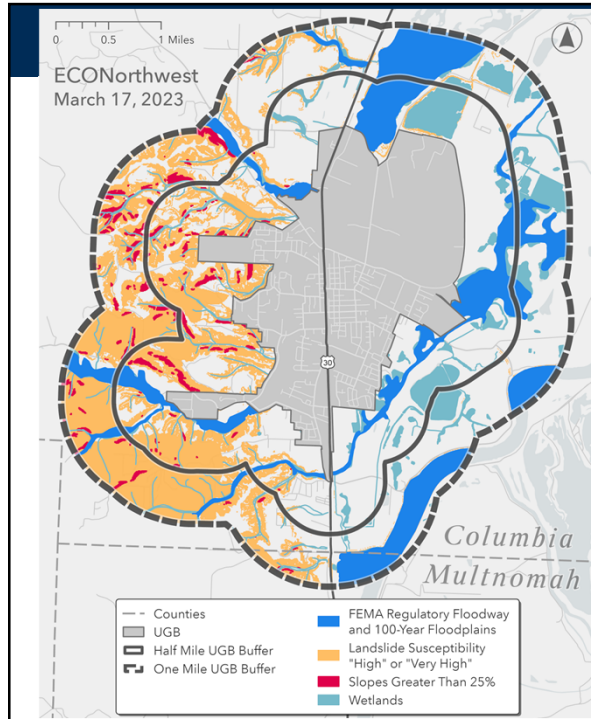


Establishing the Study Area

Establish the Study Area

- Look at all land within ½ mile around the UGB
- Look at exceptions areas within 1 mile of the UGB
 - County Zoning including
 - Rural Residential
 - Single-Family Residential
 - Marine Commercial
 - Community Service
 - And other non-farm or forest zoning

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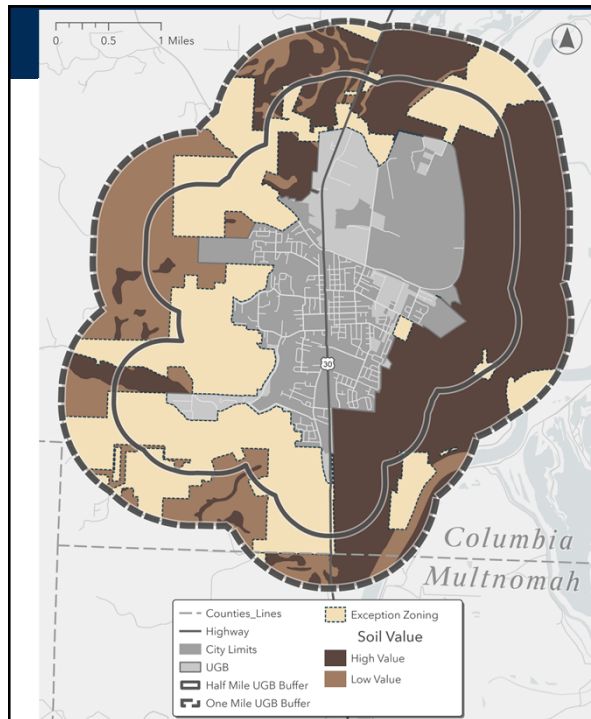
Map the Constraints

Identify the Constraints

- Floodplain and Floodway
- Slopes greater than 25%
- Landslide hazards
- Wetlands

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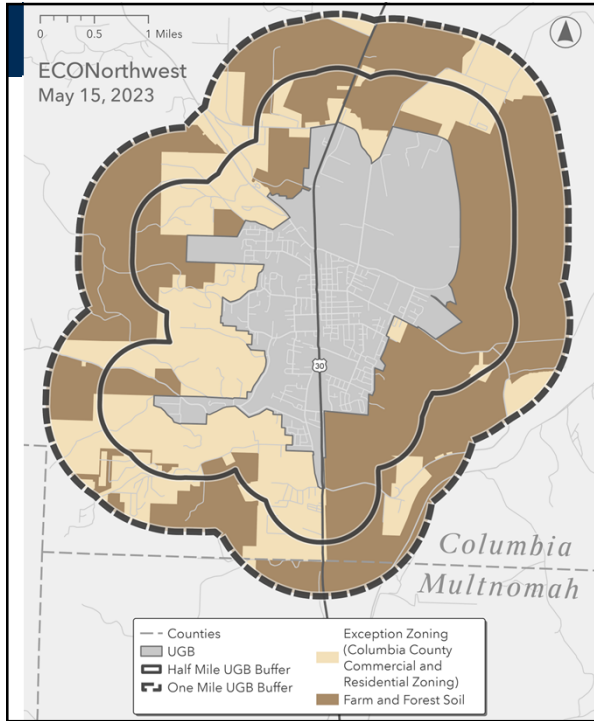


Priority for Inclusion in the UGB

OR 660-0024-0067 establishes the following priority of land for inclusion within a UGB:

- First Priority is urban reserve, exception land, and nonresource land.
 - Scappoose does not have urban reserves or nonresource land but does have plenty of exceptions land around the UGB
- Second Priority is marginal land: land within the study area that is designated as marginal land (there is none)
- Third Priority is forest or farm land that is not predominantly high-value farm land
- Fourth Priority is agricultural land that is predominantly high-value farmland

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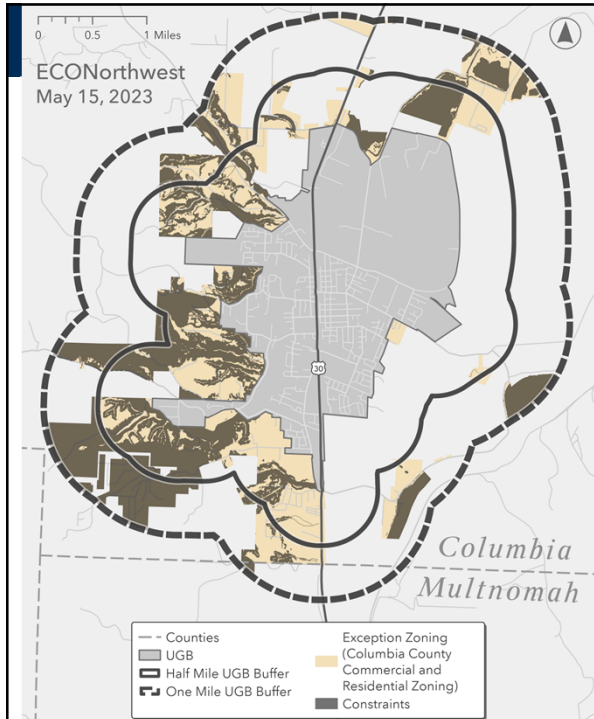
Establishing the Study Area

Establish the Study Area

- Refine the areas under consideration to avoid constrained areas
 - Focus only on Exceptions Areas
 - They are First Priority for inclusion
 - This will be done on future maps

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Exceptions Areas

Analysis will consider only exceptions areas

- Establish sub-areas for evaluation
- Will exclude areas highly constrained
- Will evaluate remaining areas based on Goal 14 criteria
 - (1) Efficient accommodation of identified land needs
 - (2) Orderly and economic provision of public facilities and services
 - (3) Comparative environmental, energy, economic and social consequences
 - (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB

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Next Steps

- Continue work on Land Use Efficiency Measures, Code updates, and zoning changes
- Continue UGB and Urban Reserves Analysis
- Start Comprehensive Plan updates
- Next SAC Meeting: Date TBD



Image source: City of Scappoose Facebook page

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