



Tuesday, August 1, 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: August 1, 2023 | |
| 1.3. Minutes: May 30, 2023 | |
| 1.4. Public comment | |
| 2. New Business | 6:10 pm |
| 2.1. Review of Project to date
Laurie Oliver Joseph, City of Scappoose | |
| 2.2. Discuss Development Code Changes
Heather Austin, 3J Consulting and Beth Goodman, ECONorthwest | |
| 2.3. UGB Expansion and Establishing Preliminary Sub-Areas
Beth Goodman, ECONorthwest | |
| 2.4. Next Steps
Beth Goodman, ECONorthwest | |
| 3. Announcements | 7:55 pm |
| 3.1. Next meetings | |
| • SAC meeting September 12, 2023 | |
| • SAC meeting October 24, 2023 | |
| • SAC meeting November 28, 2023 | |
| 4. Adjourn | 8:00 pm |

The Committee will accept written public comment at all meetings. Comments submitted by 5:00pm on July 31, 2023 to City staff will be included in the meeting packet. Please email 50-year-plan@scappoose.gov, 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



SCAPPOOSE
50 YEAR
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Tuesday, May 30, 2023

50-YEAR 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, Pat Turpen, Kim Holmes, Paul Vogel, Jeff Weis, Jeannet Santiago, Jennifer Anderson, Brian Rosenthal, and Paul Fidrych

Agency Partners Present:

Laura Kelly, Debbie Jacob, Nicole Ferreira, Chase Christensen, Patty Hawkins, Nancy Ward, and Michael Sykes

Staff Present:

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

Consultants Present: Beth Goodman from ECONorthwest, Heather Austin from 3J Consulting

Citizens Present:

Bart Hafeman and Tina Hafeman

Quorum was confirmed by N.J. Johnson.

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1.2. Agenda; May 30, 2023

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

1.3. Minutes; January 31, 2023

With a motion duly set by Christine Turner and seconded by Brian Rosenthal, the January 31, 2023, minutes were approved unanimously.

1.4. Public comment

Bart Hafeman made comment to request that his property be considered to be brought into the UGB.

2. New Business

6:10 pm

2.1. Review of Project to date

Laurie Oliver Joseph provided an overview of the project:

- 50-Year Plan concept started as a Council goal about where development would occur over the next 50 years.
- Community outreach was the first priority. Included Community Conversations kit, Annual Town Meeting, Adventure Fest, Farmer's Market, and online survey. All about the 50-Year Plan Project Vision Statement.
- Completed a Housing Capacity Analysis, by MIG, via a State grant.
- Completed an Economic Opportunities Analysis and analysis of public and semi-public land needs by ECONorthwest.
- Now we are working through development code updates, Comprehensive Plan project updates, and the UGB/Urban Reserves update.
- All of this will be adopted by the Planning Commission and City Council in 2024. The 50-Year Plan document will summarize this all.

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2.2. Revisions to Public Land Needs

- Beth Goodman presented the short-term (2023) project schedule
 - Kim Holmes asked Laurie Oliver Joseph when Beth Goodman will brief City Council. Laurie responded that we will determine that tomorrow on a project team meeting call.
- Revisions to public lands need: Changes are anticipated as we progress. Currently, 2023-2043 will need 10 acres rather than 11.7 acres and 2043-2073 will be 16.6 rather than 19.3 acres.
- Beth Goodman stated that the park land need may change further based on ongoing discussions with the Park Committee.
 - Kim Holmes asked Michael Sykes where they are in the process on the Park Master Plan. Michael responded that they were talking about level of service (LOS) and are still working through these considerations. Paul Fidrych added that he is on the Parks Committee with Michael and they are recommending a combination of undeveloped open space and developed open space (i.e. parks). MIG is taking in these recommendations and will respond. Laurie added that Council may discuss level of service as well to give direction.
- Beth Goodman provided the current projection of land deficit but reiterated that this number may change.
 - Brian Rosenthal asked about land ultimately allocated to parks - If you designate park land on the Comprehensive Plan, is that fair to property owners?
 - Laurie Oliver Joseph responded that the City will not likely designate land but may include “potential park land to acquire” like Grabhorn Park.

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2.3. Present on Land Use Efficiency Measures and UGB Expansion Considerations

- Beth Goodman presented the UGB Expansion Study Area Establishment process.
- Christine Turner asked clarifying questions about the colors designating exception areas and constraints.
 - Beth Goodman used the computer mouse to walk through each of the color designations and study areas so that everyone in the audience and online could see the study areas.
- Brian Rosenthal asked if you would bring in an established subdivision.
 - Beth Goodman responded that you might bring it in if it is a pathway to providing needed services to further expansion areas, for example, but it would not count against you if there is no buildable potential.
- Brian Rosenthal asked how much land is in the study area.
 - Beth Goodman responded that calculations had not been made yet.
- Beth Goodman presented the analysis criteria for determining the UGB expansion area.
 - Michael Sykes asked about why we wouldn't consider "grayed out" areas. Beth Goodman responded that we have to consider exception lands first before high-value farmland.
- Brian Rosenthal asked about a property off Havlik Road that is not high-value farmland that almost made it into the UGB last time but is now considered "high-value" farmland because they planted nursery stock. This is perfect for a big box store.
 - Beth Goodman responded that what is being presented takes into consideration the city's level of risk.
 - Chair Pat Kessi commented that we probably need to plan on getting challenged.
 - Beth Goodman responded that we need to get the City Council's direction on the level of risk tolerance.

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Land use efficiency measures

- Heather Austin explained that land use efficiency measures will focus on residential lands but some may be about commercial lands.
- Brian Rosenthal asked about the proposed changes to the Development code for things like lot sizes. He asked why we are looking at the specific lot sizes we are.
 - Heather Austin said that we are looking at most of these changes to remove barriers to housing development. The duplex reductions will be required when the City reaches 10,000 people.
 - Brian Rosenthal suggested that the City should wait until it reaches 10,000 people. Christine Turner agrees with him.
 - There was a lot more discussion about this, with questions about whether these specific changes are required. Heather Austin and Beth Goodman answered that there is room for discussion but that there will be some requirement for increases in land use efficiency.
 - Jeff Weiss asked about why Manufactured Home (MH) allows middle housing. Laurie Oliver Joseph explained that MH is similar to R-4, except for allowing manufactured home parks.
- Heather Austin presented information about potential changes to maximum building coverage for lots with ADUs.
 - Pat Turpen asked if you could take a current workshop and put in plumbing and such to create an ADU, without a building permit.
 - Laurie Oliver Joseph answered that an ADU requires a permit.
 - Debbie Jacob asked if the City has any occupancy requirement for ADUs.
 - Laurie Oliver Joseph answered “no” there is no tenancy requirements, but short-term rentals are not allowed in Scappoose.
 - Brian Rosenthal thinks that these changes are fine.

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- Heather Austin presented information about A-1 zone building spacing and special buffer requirements.
 - No questions or comments
- Heather Austin presented information about parking requirements for ADUs. Scappoose requires 1 additional on-site parking for an ADU but is no longer allowed to require additional parking for ADUs.
 - No questions or comments
- Heather Austin presented information about parking requirements for duplex. The suggestion to decrease from 4 off-street parking spaces to 2 off-street parking spaces, to have the Duplex be at the same scale as a single-family detached unit.
 - Kim Holmes said she had some concerns about the lack of sidewalks and pedestrian safety. She asked if there could be different standards for some areas.
 - Laurie Oliver Joseph explained that the Downtown Overlay is an example of different standards from other commercial areas.
 - Brian Rosenthal suggested that the parking requirements in a duplex be set by number of bedrooms in the units. 1-bedroom/studio unit would require 1 parking space and 2-bedroom units would require 2 parking spaces.
 - Laurie Oliver Joseph suggested this might want to be consistent with the multifamily standards for parking.
 - Jeannet Santiago asked about the size of parking spaces. Laurie Oliver Joseph said there are standards for parking stall length and width in the development code.
 - Christine Turner asked about how one assesses whether a street has enough capacity for additional on-street parking.

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- Heather Austin explained that it is a consideration of the requirements for lot width, driveways, and other public works considerations. Laurie Oliver Joseph also said that there are standards for street widths for allowing parking on one or both sides.
- Jeannet Santiago suggested using tuck beneath parking in some cases, live and work spaces or denser housing development.
 - Beth Goodman pointed out the much higher costs of development.
- The SAC made a request for more ideas for duplex parking.

State-mandated changes – these are changes the City must make to be compliant with state law.

- Lot size changes by housing types
 - Duplex changes to the same lot sizes as single-family detached.
 - Laurie Oliver Joseph commented that this is an easy land use efficiency measure to do now and gets the City ahead when they are required.
 - Brian Rosenthal commented that he's concerned about affordability of housing. It would include encouraging development of duplexes, rather than single-family detached housing. Encouraging development of more multifamily housing. He suggests decreasing the lot size a little – like to 8,000 square feet.
 - Others seemed to agree that 8,000 feet lot size for duplex units, rather than the suggested 6,000 square feet lot size. For R-4 and MH – take it down to 6,000 sq ft
 - Middle housing – R-4 and MH – 6,000 sq ft for first 2 and 1,500 for after.
 - For A-1....Perhaps, maybe use the suggested standards for A-1.

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- Bring back pictures of similar housing to the density in A-1.
- Also bring back comparison of what other cities around 7,000 to 10,000 allow.
- How many units will the City gain from the proposed changes?

2.4. Next Steps

Beth Goodman, ECONorthwest

- Continue work on Land Use Efficiency Measures, Code updates, and zoning changes
- Continue UGB and Urban Reserves Analysis
- Start Comprehensive Plan updates

3. Announcements

7:55 pm

3.1. Next meetings

- SAC meeting August 1, 2023
- SAC meeting September 12, 2023
- SAC meeting October 24, 2023
- SAC meeting November 28, 2023

4. Adjourn

8:03 pm

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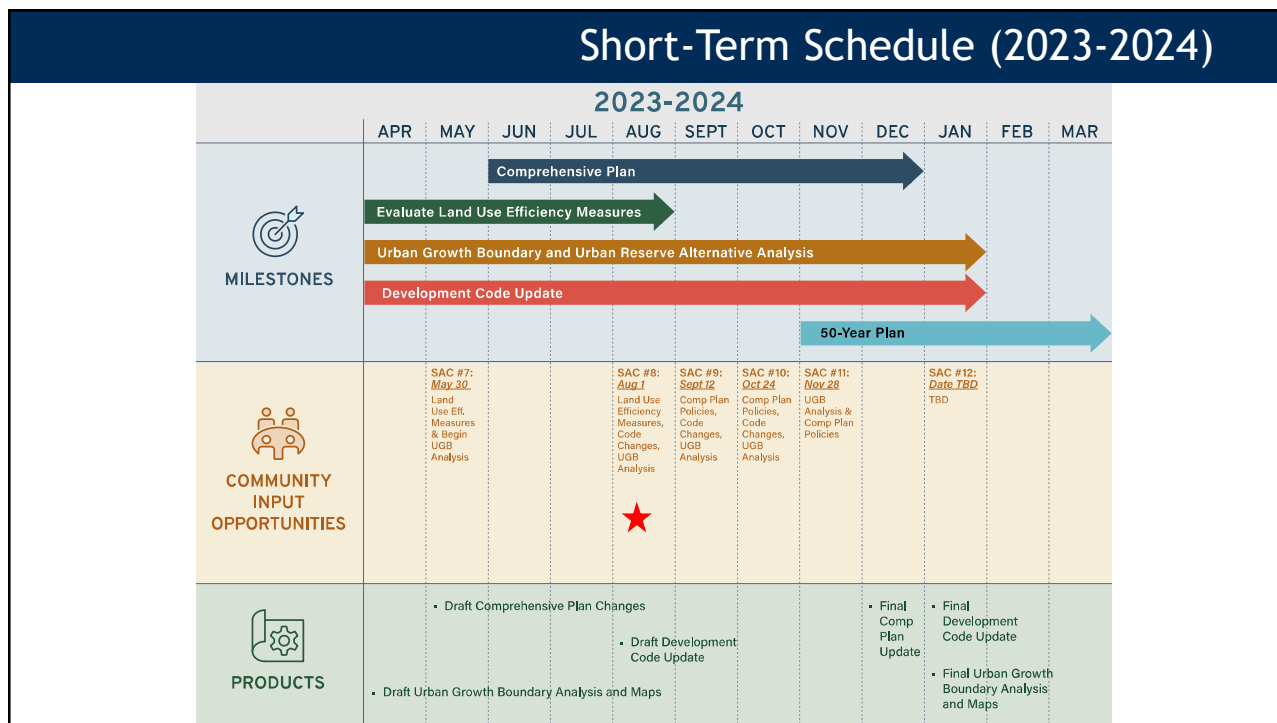


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Development Code Updates and Land Use Efficiency Measures
Stakeholder Advisory Committee Meeting
August 1, 2023

ECONorthwest
ECONOMICS • FINANCE • PLANNING

1



2

Agenda

Today's Discussion

- Development Code changes
 - Land Use Efficiency Measures and how they impact land needs (continued)
- Update on UGB analysis
- Next Steps

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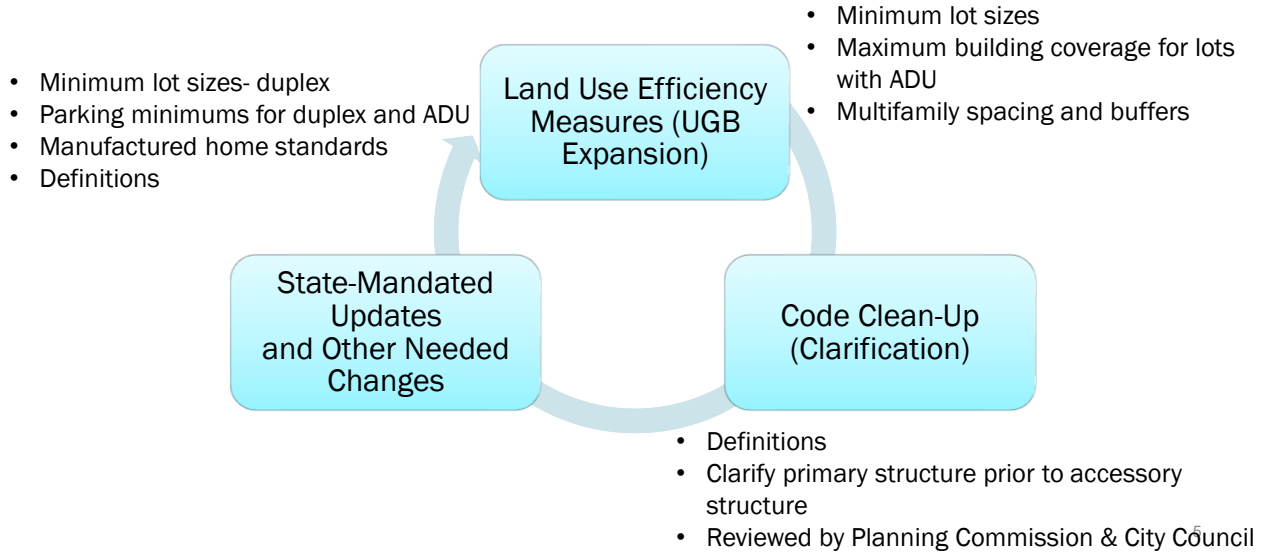


Development Code Changes

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Review: Development Code Changes - Three Overlapping Categories



5

REVISED Minimum Lot Sizes

Zoning District	Single-Family Detached	Duplex (*State-Mandated per HB 3395)	Middle Housing (First Two Units) (^Revised per SAC Feedback 05/30/23)	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 6,000 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 6,000 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

All proposed changes were identified in the 2023 Scappoose Measures to Accommodate Needed Housing Report

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Comparable Jurisdictions: Maximum Density Dwelling Units per Net Acre

City (Population)	Duplex	Triplex	Quadplex	Townhouse	Multifamily*
Scappoose (8,046)	16	18	16	17	21
Scappoose (proposed)	20	21	24	17	28
Seaside (7,275)	16	20	20	14	20
Umatilla (7,632)	20	24	24	21	25
Madras (8,070)	16	24	20	29	23-24
Stayton (8,326)	14	21	28	No identified maximum	
Hood River (8,378)	28 to 34	27 to 33	28 to 32	27	No identified maximum

*Multifamily densities based on the A-1 zone in Scappoose

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Density Examples: Middle Housing



NE Kale Street Townhomes
Scappoose
Density: 12 units per net acre



Eugene
Density: 17 units per net acre

Credit: City of Eugene

8

8

Density Examples: Middle Housing



Credit: City of Eugene

Left - Eugene
Density: 20 units per acre



Credit: City of Wilsonville

Right - Wilsonville
Density: 21 units per acre

NE 3rd Street
Quadplex
Scappoose
Density: 16 units per acre



Density Examples: Multifamily (A-1)



Maple Street 8-Plex
Scappoose
Density: 34 units per acre



Credit: City of Eugene

Eugene
Density: 25 units per acre

Density Examples: Multifamily (EC/C)

Note: These examples are illustrative. There are no proposed code changes in the EC/C zones related to density.

Peace Candle Apartments
Scappoose
Density: 42 units per acre



Eugene
Density: 36 units per acre

Credit: City of Eugene

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How Does Decreasing Lot Sizes Impact Unit Capacity?

Decreasing lot sizes for middle housing does not guarantee development. However, if Scappoose captured 3%, 6%, or 10% of that additional capacity then the City would have...

	Low (3%)	Medium (6%)	High (10%)
R-1 (Low Density)	25	49	82
R-4 (Moderate Density)	5	11	18
MH (Manufactured Housing)	1	3	5
A-1 (High Density)*	8	12	16
Total Additional Units	39	75	120

*A-1 assumes 50%, 75%, and 100% of additional capacity is achieved

ECONorthwest calculated the maximum number of units that could be developed under both the current and proposed code on vacant, unconstrained land.

We calculated the additional units that could be generated by developing 3%, 6%, and 10% of the difference between the maximum capacities.

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REVISED Duplex Parking Standards

Current Standard	Proposed Standard
2 spaces per <u>dwelling unit</u> (4 total per duplex)	2 spaces per <u>duplex</u> (required by June 30, 2025 per HB 3395)

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Cottage Housing Development

Scappoose Measures to Accommodate Needed Housing Report (January 2023) recommends reducing setbacks, parking and open space requirements for Cottage Housing Developments, based on the Oregon Middle Housing Model Code for Large Cities.

	Current Code Standard	Oregon Model Code Language	Recommendation
Interior Setback	6' between eaves; 10' from fronts of cottages	6' footprint to footprint; no mention of fronts of cottages	Maintain Existing Standards
Exterior Setback	Front and Rear: 20' Side: Total min. 15' w/ one min. 10'	Front and Rear: 10' Side: 5'	
Parking (all units on the same lot)	<ul style="list-style-type: none"> • Studio: 1 space/unit • 1-2 bedroom: 1.5 spaces/unit • 3+ bedrooms: 2 spaces per unit • On-street parking does not count 	<ul style="list-style-type: none"> • Units less than 1,000 sf: 0 spaces per unit • Units 1,000 sf or more: 1 space per unit • On-street parking counts 	
Parking (individual lots)	• 2 per dwelling unit	Same as above	
Common Open Space	<ul style="list-style-type: none"> • 400 sf per cottage • Min. avg. width: 20' 	<ul style="list-style-type: none"> • 150 sf per cottage • Narrowest dimension: 15' 	
Private Open Space	<ul style="list-style-type: none"> • 400 sf per cottage • 200 sf contiguous usable • No dimension less than 10' 	No standard	

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Site Development Review- SMC 17.120

Housekeeping Amendments	Decision-Maker Considerations
<ul style="list-style-type: none"> Updating definitions Adding review submittal requirements Clear & objective residential review 	<ul style="list-style-type: none"> Staff-level review for some Site Development Review applications Removal of code sections pertaining to outdated planning practices

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Land Use Efficiency Measure: Rezoning to Address Land Deficits

Purpose

- Rezoning to address land deficits
- Updated zoning to reflect recent park development

Next step: Identify how much capacity is in each area

Land Surplus	Land Deficit
Low Density Residential	Medium Density Residential
Industrial	High Density Residential
	Commercial
	Public

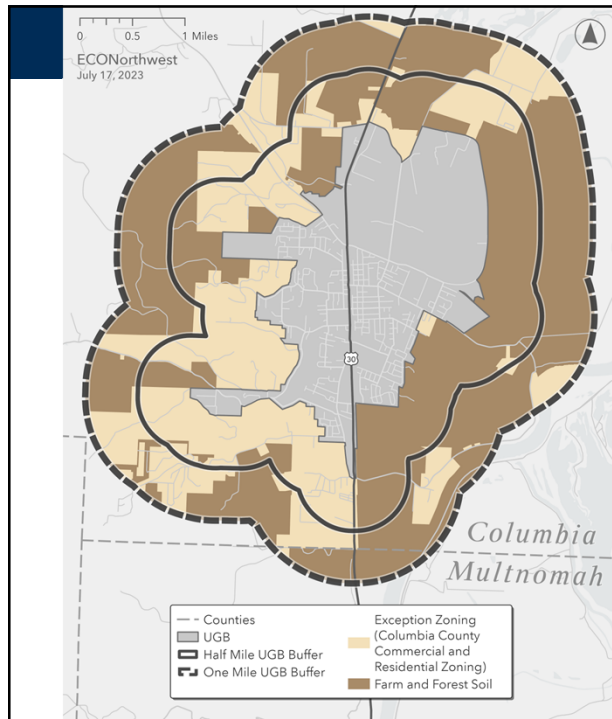
16



UGB Expansion - Preliminary Sub-Areas (where to expand)

17

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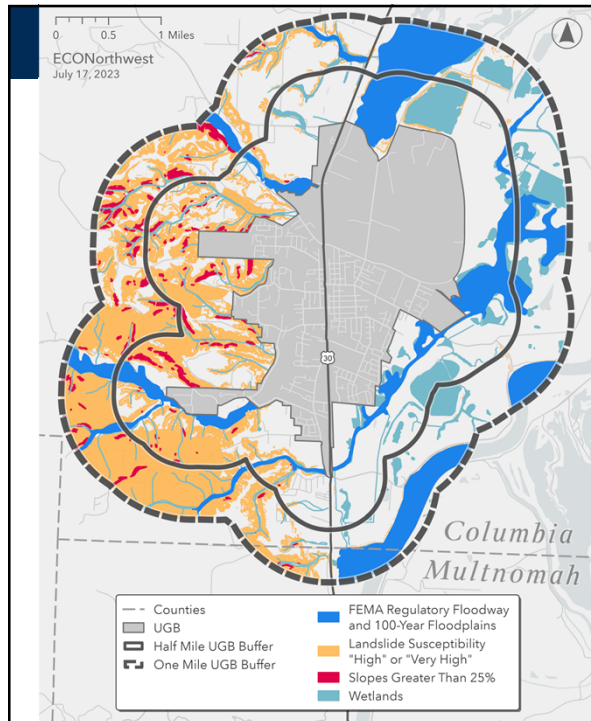
Establishing the Study Area

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

18

18



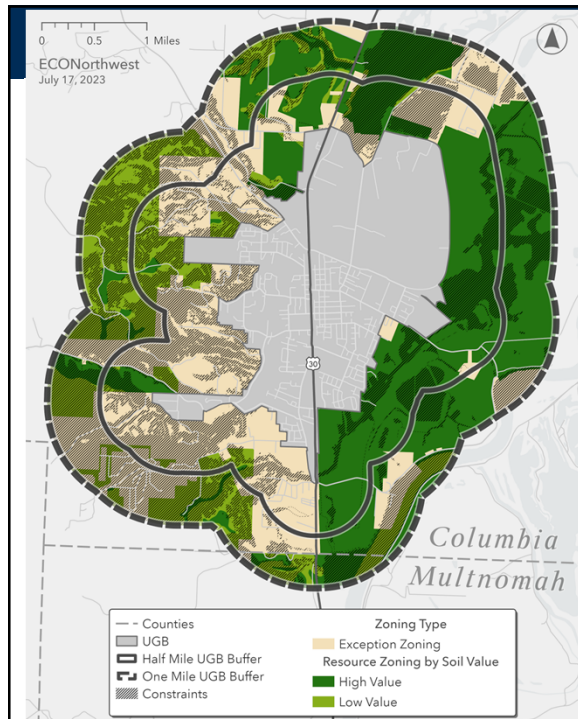
Map the Constraints

Identify the Constraints

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

19

19

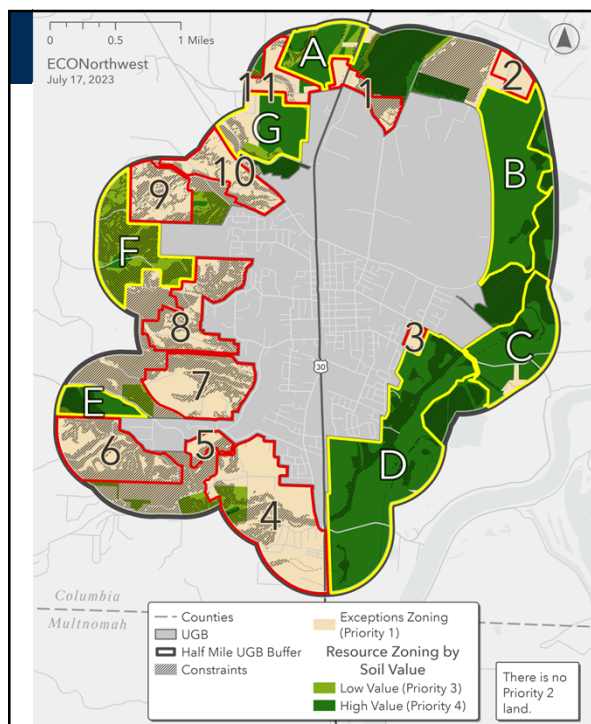


Priority for Inclusion in the UGB

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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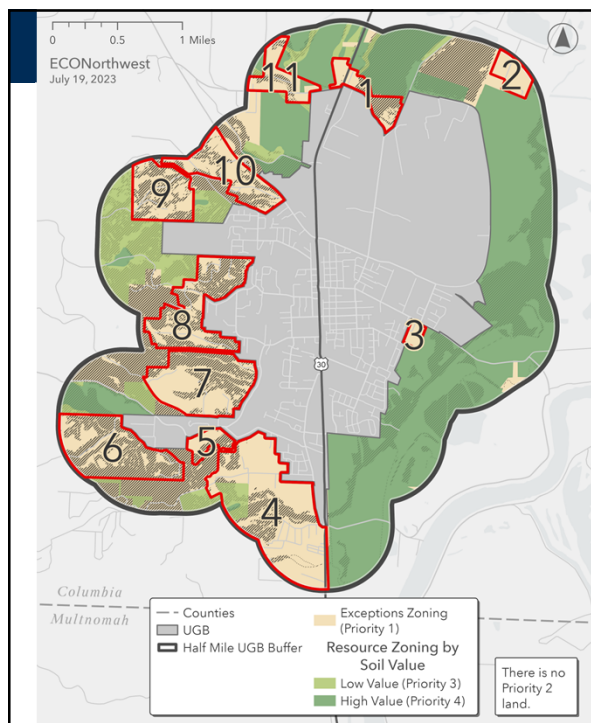
Preliminary Sub-Areas

Establish the Sub-Areas

- 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

21

21

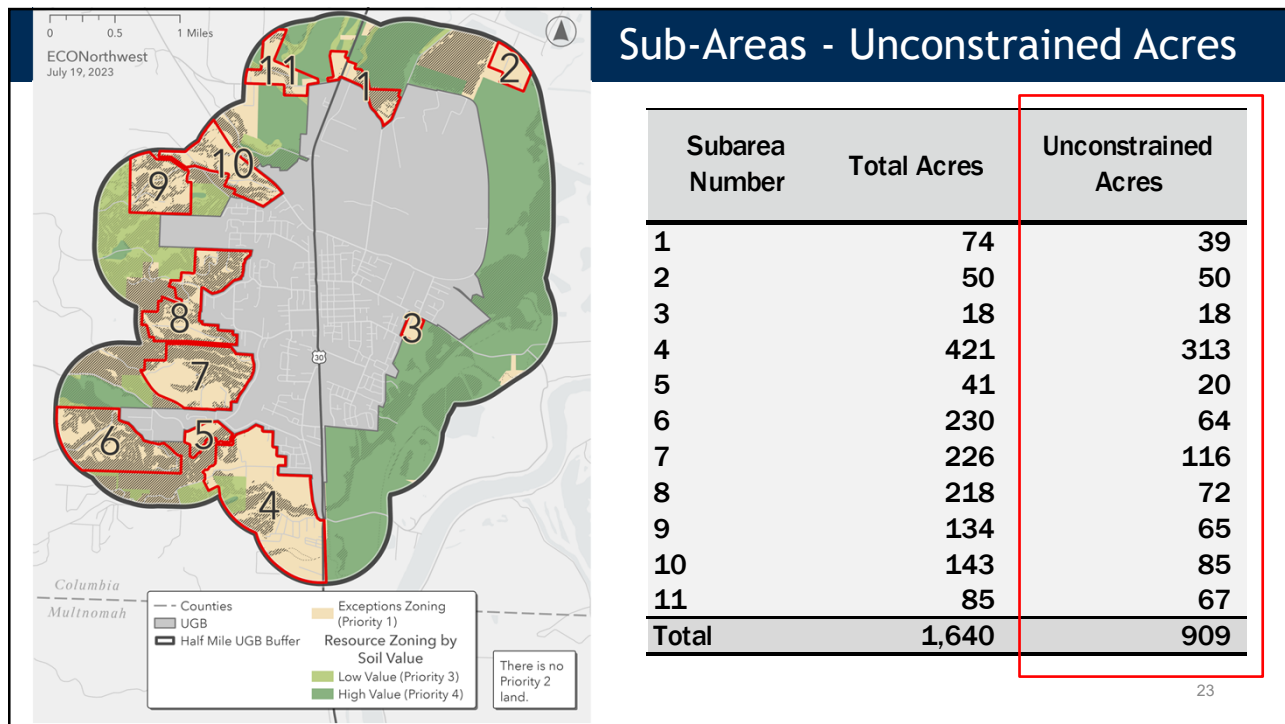


Exceptions Areas

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 and Code Updates
- Continue UGB and Urban Reserves Analysis
- Continue Comprehensive Plan Updates
- Next SAC Meeting: Sept 12

Image source: City of Scappoose Facebook page

24

DATE: June 21, 2023
TO: Laurie Oliver Joseph
FROM: Beth Goodman and Nicole Underwood
SUBJECT: Urban Growth Boundary and Urban Reserves Process

Scappoose is in the process of evaluating the possibility of expanding its Urban Growth Boundary (UGB) and establishing Urban Reserves. A UGB expansion accommodates growth over a 20-year planning period (2023 to 2043) and Urban Reserves accommodates growth for an additional 30-year period (2043 to 2073). This memorandum describes the technical considerations in expanding Scappoose’s UGB, which are very similar to the steps to establish Urban Reserves.¹

A UGB expansion accommodates growth through 2043.

Urban Reserves accommodate growth through 2073.

Exhibit 1 shows the steps in evaluating a UGB expansion. This memorandum describes the key considerations in each of these steps.

Exhibit 1. Steps in Evaluating a UGB Expansion

Step 1

Land within the UGB
Does Scappoose have enough land to accommodate growth?

Yes

No

No further action

Step 2

Policy Changes: Efficiency Measures
Zoning code and map changes
Other policy changes

Does Scappoose now have enough land?

Yes

No

Step 4

Expand UGB
Adoption process
State acknowledgement

Step 3

Urban Growth Boundary Expansion Analysis
Establish study areas
Use priority scheme to identify expansion areas

¹ This memorandum does not describe the relatively minor differences in the UGB expansion process from establishing Urban Reserves to keep the discussion simpler.

Step 1: Evaluate Whether Scappoose has Enough Land within the UGB to Accommodate Expected Growth

Scappoose has conducted a Housing Needs Analysis, Economic Opportunities Analysis, and analysis of need for land for public and semi-public uses. These analysis show that Scappoose does not have enough land within the UGB to accommodate 20-years of growth for some residential uses, for commercial uses, and for some public and semi-public uses.

Scappoose may need a UGB expansion and does have land needs that would support establishing Urban Reserves.

Step 2: Policy Changes: Evaluate Land Use Efficiency Measures

Scappoose must evaluate potential policy changes that could result in better use of land within the Scappoose UGB, called “land use efficiency measures” based on requirements of State law. These policy changes can include: changes to the zoning code to allow more efficient development (such as allowing a wider range of housing throughout Scappoose); re-zoning land from a zone where Scappoose has enough land to a zone where Scappoose has a land deficit; or authorizing property tax exemptions for development of low-income housing.

Land Use Efficiency Measures are policy changes that allow for more efficient use of land within the existing UGB.

If Scappoose still does not have enough land within its UGB to accommodate expected growth for the next 20 years after proposing efficiency measures, the City will need to evaluate a UGB expansion. Scappoose will be able to establish Urban Reserves to accommodate 50-years of growth even after adopting land use efficiency measures.

Step 3: Evaluate UGB Expansion Alternatives

Evaluating options for expanding the UGB (or establishing Urban Reserves) is a process that follows state law.² The City must establish a study area for UGB expansion that considers two areas of land: (1) all land within ½ mile of the City’s existing UGB and (2) land in exceptions areas within 1 mile of the City’s existing UGB. The City is allowed to exclude land from the study area if it has significant hazards like landslides or flooding, and land where it is impracticable to provide necessary public services or facilities.

“Exceptions areas” are land in Columbia County zones such as Rural Residential, Single-Family Residential, Marine Commercial, or Community Service.

² The key State laws and rules that guide a UGB expansion are: ORS 197A.305 to 197A.325, OAR 660-024-0065 and OAR 660-024-0067.

The City must evaluate alternatives for bringing land into the UGB based on the following priorities:

- **First Priority – Exceptions land, Urban Reserves, and nonresource lands:** In Scappoose, there are no Urban Reserves or nonresource lands, but the city is surrounded by exceptions areas. If there is not enough land in exceptions areas, Scappoose may evaluate second priority land.
- **Second Priority – Marginal land:** In Columbia County there is no marginal land available for evaluation so the City may skip to third priority land.
- **Third Priority – Farm land that is not predominantly high value:** The definition of high value farm land is complex and, if necessary, will be defined in the evaluation. If there is still need after evaluating third priority land, Scappoose may evaluate fourth priority land.
- **Fourth Priority – High value farm land**

The most probable outcome is that Scappoose will have enough land within First Priority areas (exceptions areas) to meet the needs for UGB expansion and Urban Reserves. It is likely that this evaluation will identify more than one potential area for UGB expansion. These areas are the ones that will be evaluated in Step 4 (below).

The areas for UGB expansion around Scappoose may all be First Priority land (exceptions areas). In other cities the areas for UGB expansion are all farmland (Third or Fourth Priority lands) because the City has no exceptions areas or marginal land around them. For example, North Plains is surrounded by farmland and their options for UGB expansion are all high value farmland (Priority Four land).

Step 4: UGB Expansion Analysis

The areas identified in Step 3 will be evaluated for suitability to determine which area (or areas) should be included in the UGB. The evaluation criteria are the following:³

- (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; and
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

³ These evaluation criteria are identified in ORS 197A.320.

The analysis considers all four of these evaluation criteria equally. The area (or areas) that best meet these four criteria are the ones that will be brought into the UGB or adopted as Urban Reserves.

Step 5: Expand the UGB and Establish Urban Reserves

Expanding the UGB and Establishing Urban Reserves involves adoption by both the City Council and the Columbia County Board of Commissioners. The City and County will need to agree about how land in the Urban Reserves will be managed, to prevent land from being parcelized into small areas that are hard to develop when they come into Scappoose's UGB.

Land brought into the UGB will:

- Continue in its current use until it annexes into the city limits
- Remain in County zoning until it annexes into the city limits
- Not require transportation studies until it annexes into the city limits
- Continue paying County property taxes until it annexes into the city limits

Land in Urban Reserves will be managed by the County, according to an agreement between the City and County. It will be brought into the UGB when the City identifies future need for that land, likely in 20 years or more.