



Tuesday, August 1, 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, Paul Fidrych, Jeannet Santiago, Jennifer Anderson, and Brian Rosenthal.

Agency Partners Present:

Laura Kelly, Debbie Jacob, Nicole Ferreira, Chase Christensen, Patty Hawkins, Craig Campbell, and Brett Estes.

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:

Pat Anderson, Marissa Jacobs and Joe Backus.

Quorum was confirmed by N.J. Johnson.

1.2. Agenda: August 1, 2023

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

1.3. Minutes: May 30, 2023

With a motion duly set by Christine Turner and seconded by Pat Turpen, the May 30, 2023 minutes were approved unanimously.

1.4. Public comment

Pat Andersen is interested in retaining the desired attributes that Scappoose has. On code changes and land use efficiency measures, she has concerns about immediate need to make the changes to the zoning and codes. She's worried about not having a cohesive Comprehensive Plan that links the proposed changes in the development code with the vision for development.



She's worried about the higher density proposed in the development code changes, as well as the need for infrastructure planning to meet the higher potential development densities. She mentioned that Highway 30 is constrained and does not have enough capacity for more traffic. She asked what the plan is for changes to the Airport and the barrier of the rail system that bisects the City. She asks what would happen if there was a big accident on the rail system. She observed that the current sidewalk system is incomplete and walking on the streets is dangerous as a result of insufficient sidewalk system. She is concerned about how new infrastructure will be paid for by existing residents and taxpayers. She recommends slow and thoughtful planning for changes to the development code.

Marisa Jacobs is speaking as a resident, not as a member of any City committee. She acknowledges and appreciates the work of the SAC and City staff. Her concerns and questions are around the expectations about growth, that it may take 20 years to get to 10,000 people. She's concerned about making code changes that may not be necessary for 10 to 20 years. She's asking about the need for more higher density housing now and what the tradeoffs are. She's requesting that the project show what development would look like on a map and how the proposed changes to the code tie back to Scappoose's changes. She asks where services should be located in relation to new housing projects. She's asking for a map to show where new structures would specifically go.

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.

Paul Fidrych commented that many people expect this to be a 50-Year VISION Plan. But that this is really a 50-Year Plan focused on land use.

Laurie acknowledged that he is correct that this is a Plan focused on land use. There will be more communications about clarifying the outcomes of the 50-Year Plan.



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2.2. Discuss Development Code Changes

Heather Austin, 3J Consulting and Beth Goodman, ECONorthwest

Heather Austin reviewed the presentation in the Power Point Presentation.

Paul Fidrych asked what the results of the proposed code changes will result in. That was covered in the evening's presentation.

Heather Austin corrected a prior statement that manufactured homes *can* be prohibited by CC&Rs.

Heather presented about the following about development code recommendations, focusing on the changes from the May 2023 presentation:

- **Single-family detached** housing code changes have no proposed changes.
- **Duplex.** The State passed HB 3395 - requires cities with 2,500 population and larger to allow duplexes on the same size lots as single-family detached. That law does not require compliance until 2025. It makes sense to make these changes by 2024 (adoption of all of the materials in the 50-Year Plan is proposed for autumn 2024).

Christine Turner asked if duplexes can be prohibited by CC&Rs. Laura Kelly from DLCDC said that the CC&R requirements are a private land issue. The City can clarify in its land use code that new CC&R restrictions cannot be established after a certain date. Heather Austin clarified that new CC&R restrictions cannot be put in place for duplexes.

- **Middle Housing Types.** The proposed changes in the Power Point presentation and are based on the feedback from the last SAC meeting. These changes are consistent with what was recommended in the *2023 Scappoose Measures to Accommodate Needed Housing* report.
- **Multifamily Housing.** The proposed changes in the Power Point presentation are based on the feedback from the last SAC meeting. These changes are consistent with what was recommended in the *2023 Scappoose Measures to Accommodate Needed Housing* report.
 - Paul Fidrych asked why we are considering making these changes that are not required by the State. He pointed out that the rent costs at the Peace Candle apartments, which are newly built, was higher than other housing in Scappoose.
 - Heather Austin answered that the types of changes proposed would better meet the needs of residents of Scappoose, as documented in the Scappoose Housing Capacity Analysis. Beth Goodman pointed out that Scappoose has had little multifamily housing built over a long period of time, that newly built multifamily housing like the Peace Candle



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apartments are typically more expensive than existing multifamily rental housing, and when considering a UGB expansion, a city must consider land use efficiency measures.

- Jeff Weiss asked what zone most multifamily housing is built within. Laurie Oliver Joseph answered that most multifamily housing is in the A-1 zone (where there is inadequate land) and that multifamily development is occurring in Commercial zones.
- Jeff Weiss asked how setbacks and buffers would be affected. Heather Austin answered that the setbacks would not be changed but buffers had previously been discussed by the SAC with consensus for some reduction. Heather Austin reminded the SAC that multifamily buffers were in addition to required minimum setbacks which are not proposed to change.
- Brian Rosenthal asked if there were State mandated changes to parking for all the housing types under discussion. Heather Austin answered that there was just for duplexes and there is a slide coming up about that. Kim Holmes commented that this is a substantial concern where there are no sidewalks and off-street parking is not required.

Heather Austin presented about maximum densities for current and proposed changes for Scappoose and comparable cities in Oregon.

- Paul Fidrych questioned the comparison with Hood River and whether that is a good comparison, that they are UGB constrained. Heather Austin agreed that removing Hood River from the comparison would be fine.
- Beth Goodman presented pictures of middle housing examples in Scappoose, Eugene and Wilsonville. She noted that the reason for limiting pictures to these three cities is that it is difficult to find good examples where the specific density is known.
- Laurie Oliver Joseph clarified that current townhouse density in Scappoose is 17 dwelling units/net acre.
- Jeannet Santiago stated that the Wilsonville example looked like a single-family detached home. Beth Goodman pointed out that design is important.
- Brian Rosenthal commented that the Candle and Maple Street apartments are quite dense and clarified that the proposed changes in A-1 are less than this. Brian Rosenthal expressed concern with current height limits for higher density. Laurie Oliver Joseph stated that no changes are proposed to existing height limits in A-1.
- Jeannet Santiago asked what the height maximum for Commercial and Expanded Commercial multifamily is and if it can be reduced. Laurie Oliver Joseph discussed the rights of existing property owners and what liability the City would have for reducing existing provisions. Brian Rosenthal asked if heights for C and EC zoning could be reduced in new UGB areas. Laurie Oliver Joseph expressed



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concern with continuity amongst the city's plans and zones. Heather Austin expressed concern with reduced land use efficiency.

- Beth Goodman provided information regarding the additional housing units that could result from the minimum lot sizes given a low, medium, and high capture rate, as part of the PowerPoint presentation.
- Jeff Weiss asked if it is possible to require a minimum unit size. Heather Austin answered that the City can do this but it may have unintended consequences by creating a barrier to development of innovative housing types.
- For duplex parking standards, Heather Austin said that HB 3395 limits to a maximum of 2 off-street parking spaces per duplex.
- For cottage cluster standards, Heather Austin said that the recommendation is to maintain the existing standards, rather than use the Oregon Model Code Language. Laurie is concerned that changes to the cottage cluster standards to denser standards would create problems.
- Kim Holmes asked if it is possible to require development of two- and three-bedroom units, so that some family sized housing was built along with small units. She asked how the City can make sure that new housing is truly affordable. Heather Austin has not seen that type of requirement in other communities. It would need to be a clear-cut percentage of housing that would need to be two- or three-bedroom housing (to have clear and objective standards). This could create a problem eventually within a changing housing market, preventing development of other housing types that may be needed.
- Kim Holmes asked about whether this project would include strategies to increase affordability. Laurie Oliver Joseph replied that the City has looked at these types of policies and there was not sufficient interest in implementing new affordable housing policies.
- Kim Holmes pointed out that the land use efficiency measures won't accommodate the projected need in the HNA. Beth Goodman and Laurie Oliver Joseph agreed but pointed out that the City is required to consider land use efficiency measures.
- Jeff Weiss stated that St. Helens is changing their housing market. Beth Goodman responded that they have land to be able to make meaningful changes.
- Brian Rosenthal suggested larger apartment unit sizes might allow space for families and lower rents for adults co-renting; should parking be reduced for larger units (though the existing 2 parking spaces per 3-bedroom unit is already a bit low). Laurie Oliver Joseph responded that they have developers in town who always build 3-bedroom units to maintain long-term renters.
- Jeannet Santiago commented that the lack of public transportation limits housing opportunities.

Laurie discussed the rezoning potential to address land deficits.



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- Paul Vogel asked if the State will mandate higher density in the UGB area. Beth Goodman responded no, it will be based on the HCA need.
- Brian Rosenthal asked how many acres of A-1 will be in the UGB. Beth Goodman responded 8 acres at this point but may change after rezoning.

Heather Austin noted that housekeeping amendments will be brought directly to Planning Commission or City Council, not the SAC.

Heather Austin asked if the SAC has a recommendation about the proposed changes to minimum lot sizes.

- Brian Rosenthal has some concerns about how heights are defined in the Scappoose Code, related to sloped roofs. Laurie responded that the last changes to the Code cleaned up this issue to measure height to the highest point of the structure.
- Brian Rosenthal would like the City to consider a lower height requirement on newly zoned land for A-1 (in a UGB expansion), lower than 45 feet.
- Jeannet Santiago asked if height can be measured from something like sea level. Laurie Oliver Joseph responded that the height needs to be measured based on a clear and objective standard.

Chair Kessi asked if there were questions online but there were not. He confirmed that the next step for land use efficiency measures is a joint work session with PC and Council. Laurie Oliver Joseph confirmed.

2.3. UGB Expansion and Establishing Preliminary Sub-Areas

Beth Goodman, ECONorthwest

Beth presented the UGB slides

- Brian Rosenthal asked about the 1,640 total acres in exceptions zoning. Beth Goodman confirmed this is the total amount of acres, and of that, 909 acres are unconstrained. Brian Rosenthal asked if we could designate some low-quality farmland to build a supermarket or a big box store near the highway. Beth Goodman responded that we are required to look at the exceptions areas first, and we have more than enough area for the study area (over 2x the identified need) so we will not be looking at Priority 3 (low value farmland) or Priority 4 (high value farmland) properties.
- Debbie Jacob commented that land South of Johnson's Landing (on the east side of HWY 30) has commercial zoning (exception zoning) and Beth Goodman stated that we would review this and that it is likely that these properties are shown on the UGB maps but they are so small that they are not showing in detail on the slides.

2.4. Next Steps

Beth Goodman, ECONorthwest



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- Chair Kessi asked what the next steps are. Beth Goodman stated that analysis work would continue on the UGB and that we are going to a joint PC/CC Work Session on September 5, next SAC meeting on September 12.
- Kim Holmes asked about procedure- if the UGB doesn't get approved, are we stuck with the zoning code updates? Beth Goodman responded that the UGB would eventually get approved after all challenges are satisfied.

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

8:05 pm