



**Tuesday, November 28, 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**

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- |   |                |
|---|----------------|
| <b>1. Call to order</b>   | <b>6:00 pm</b> |
| 1.1. Roll call  |                |
| 1.2. Approval of Agenda: November 28, 2023  |                |
| 1.3. Approval of Minutes: September 12, 2023  |                |
| 1.4. Public comment   |                |
| <b>2. New Business</b>  | <b>6:10 pm</b> |
| 2.1. Review of Project to date<br>Laurie Oliver Joseph, City of Scappoose   |                |
| 2.2. Discuss Comprehensive Plan Changes (Housing, Economic Development,<br>Natural Factors and Local Resources, and Hazard Area Chapters)<br>Beth Goodman, ECONorthwest and Anais Mathez, 3J Consulting | <b>6:15 pm</b> |
| 2.3. Discuss Development Code Changes for Parking Area Landscaping Standards<br>Heather Austin, 3J Consulting   | <b>6:45 pm</b> |
| 2.4. Discuss Land Needs and Efficiency Measures<br>Beth Goodman, ECONorthwest   | <b>7:05 pm</b> |
| 2.5. Next Steps<br>Beth Goodman, ECONorthwest   | <b>7:50 pm</b> |
| <b>3. Announcements</b>   | <b>7:55 pm</b> |
| 3.1. Next meetings <ul style="list-style-type: none"><li>• TBD</li></ul>  |                |
| <b>4. Adjourn</b>   | <b>8:00 pm</b> |

The Committee will accept written public comment at all meetings. Comments submitted by 5:00pm on **November 27, 2023** to City staff will be included in the meeting packet. Please email [50-year-plan@scappoose.gov](mailto: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



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**Tuesday, September 12, 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**

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**1. Call to order 6:00 pm**

1.1. Roll call

Voting Members Present:

Chair Pat Kessi, Pat Turpen, Kim Holmes, Jeff Weis, Paul Fidrych, Jeannet Santiago, and Brian Rosenthal.

Agency Partners Present:

Casey Garrett, Laura Kelly, Debbie Jacob, Chase Christensen, 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

Quorum was confirmed by N.J. Johnson.

1.2. Agenda: September 12, 2023

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

1.3. Minutes: August 1, 2023

With a motion duly set by Pat Turpen and seconded by Brian Rosenthal, the August 1, 2023 minutes were approved unanimously.

1.4. Public comment

None



## 2. New Business

6:10 pm

### 2.1. Review of Project to date

Laurie Oliver Joseph, City of Scappoose

Laurie Oliver Joseph provided brief overview of the project and where we are tonight.

### 2.2. Discuss Development Code Changes

Heather Austin, 3J Consulting

#### 17.62 General Commercial

Heather Austin explained the changes based on the red-lines of code.

Brian Rosenthal commented about concerns about odor from breweries (etc.), requesting language to be added about odor control to avoid disrupting other commercial businesses. Laurie Oliver Joseph mentioned that there is code about environmental code, as it relates to odor. Requested to refer to 17.90.060 (Odors) in this section.

Paul Fidrych commented that 5,000 sq ft is too small and prefers a larger space (like 10,000 sq ft) to give enough space. Brian Rosenthal commented that a brewery in commercial that is large can produce offensive odors. He is comfortable with a 6,000 sq ft space.

Jeannet Santiago asked if we had done research about what a typical brewery size is. Laurie Oliver Joseph commented that we could do research about typical sizes. Paul Fidrych said that, in his experience, 5,000 sq feet would be very limiting.

Heather Austin brought up that breweries need space for storage and sometimes some bottling, suggesting that 10,000 sq ft would be appropriate.

Brian Rosenthal said he was okay with 10,000 sq ft, with a reference back to the 17.90.060 (Odors) section of the code.



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Kim Holmes asked if this applies to the whole city and how we are differentiating between larger breweries in industrial with breweries in commercial. She questioned if a brewery is achievable in commercial areas without strong odors. She shares Brian's concerns about odors.

Laurie Oliver Joseph said that a few years ago, City Council had wanted to add breweries and micro-distillery as an allowed use in commercial. There was not time to make this zoning code change at the time.

Kim Holmes asked if there could be too large (or small) a percentage of space for retail uses. There was discussion of the potential minimum percentage of the space for retail. No less than 10% of the building square footage would be required to be used for retail space.

Paul Fidych questioned whether the retail square footage requirement should be included. Many other uses do not have this level of detail in commercial, like storage.

The suggestion was to leave the code at "must include a retail component." Or similar language.

#### **Mixed Use Buildings in Commercial**

Brian Rosenthal asked about 17.62.050 regarding maximum height for mixed use buildings and whether we would be re-visiting height limits for land newly brought into the UGB for commercial. He made the comment that 60 feet is high for mixed use (commercial on the bottom floor, with commercial above). A new commercial zone, with lower height limit for mixed use (or multifamily) buildings, could be applied to land brought into the UGB and land under re-zoning consideration.

Laurie Oliver Joseph said there may be a need for a new commercial zone and that should be discussed more in the future.

Kim Holmes is concerned about new commercial land added to the UGB is likely to be at the gateways of the community and whether that land would be used more for housing, with buildings as tall as 60 feet.



Paul Fidrych agrees with Brian Rosenthal about height of mixed-use buildings. And that land newly brought into the UGB should be in a different type of commercial zone that allows lower height mixed use buildings.

Beth Goodman suggested we bring the topic of potentially creating a different commercial zone at a later part of the project. The idea that seemed to have some support was a new commercial zone, with lower height limit for mixed use (or multifamily) buildings, which could be applied to land brought into the UGB and land under re-zoning consideration.

#### **Outdoor storage at apartments**

Paul Fidrych asked about the small apartments and the use of patio or decks for storage, whether there were any regulations around that. Laurie Oliver Joseph said there are not requirements and questioned whether the City would want to be involved in requirements for usage of patio or decks for storage. Heather Austin said that some cities require a small storage area, which can increase the costs of development/rent.

Brian Rosenthal said that he would not be in favor of creating a code compliance issue, as the City doesn't have staff capacity for the enforcement.

Chair Kessi expressed the opinion that, even with storage requirements, people would still use the deck/patio for storage.

#### **17.68 Expanded General Commercial**

Heather Austin explained the changes based on the red-lines of code.

The same changes are proposed in Expanded Commercial as in Commercial.

#### **17.100 Landscaping, Screening, and Fencing**

Heather Austin explained the changes based on the red-lines of code.

Heather Austin said the screening uses focus on types of uses, which results in buffering and screening that may not be needed. The suggested change is to require buffering and



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screening between different zoning uses. Laurie Oliver Joseph gave an example of where these requirements can create some challenges.

Around changes to parking, Heather Austin explained that the parking screening would be moved to the parking standards of the code.

Fencing around ponds and pools would be simplified and made consistent with the applicable standards from the State regulations. For fishponds, the standards are streamlined. Kim Holmes asked if there should be a minimum fence height. There is not currently a minimum fence height for fence ponds. Several people said that wire screening is a practical type of safety requirement. Both fences and wire screening are options in the current code. Laurie Oliver Joseph said that the City could require fencing around a yard with a fish pond.

Chair Kessi suggested a minimum fence height of 24 inches around the fishpond as a requirement. There seemed to be agreement.

**Parking lot landscaping**

Heather Austin described the standards that other cities have for landscaping within parking lots, describing the benefits and costs. She asked if the City should require parking lot landscaping.

Brian Rosenthal said he is concerned about reducing parking within the parking lot. He's concerned about requiring it on the rear of buildings because irrigation can damage buildings. He's concerned about requiring it for raising costs, in part because the trees would require irrigation.

Laurie Oliver Joseph said the idea adding trees would cool the parking area some. Existing requirements are for landscaping along parking perimeter. There is not a requirement interior to the parking lot. In the Downtown Overlay requires 10% of the parking area include landscaping (in whatever location and configuration).



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Brian Rosenthal suggests that this type of requirement might be more appropriate for large parking lots, such as parking lots with 100 stalls of parking. This way it would not be a requirement for small lots.

Laurie Oliver Joseph suggests increasing the existing 4-foot perimeter landscaping requirement to 5 feet to better accommodate trees and setting interior requirements for landscaping for larger parking lots.

Chair Kessi thinks that the current standards should be left as they are, especially for the smaller spaces. He says that perhaps larger parking lots should have greater landscaping requirements.

Kim Holmes suggested that large parking lots should be required to have interior landscaping and trees. Heather Austin asked for local examples of where this might be applicable, like Fred Meyer or Fultano's Pizza.

Brian Rosenthal suggested that 100 or 120 space parking lots might be a good threshold for requiring interior landscaping and trees. Kim Holmes agreed that this may be a good starting point. Bi-Mart's parking lot is the development size that Laurie Oliver Joseph is thinking of and will check the size of that parking lot.

Heather Austin suggested a minimum percentage canopy cover.

Jeannet Santiago suggested that require a fence, hedge, or berm for parking that is adjacent to the Highway, to block headlights in parking areas from the street traffic. There seemed to be agreement about this.

Laurie Oliver Joseph suggested requiring 10% of parking lot area to be landscaped, like in the Downtown Overlay. Brian Rosenthal and Chair Kessi agreed that a percentage of land for landscaping requirement for parking.

For requiring trees, Brian Rosenthal suggests a tree count, rather than a canopy percentage. Heather Austin suggested a standard for the landscape area (10% of the parking area) like 1 tree per 150 square feet of landscaping, with a minimum of 1 tree.



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Casey Garrett asked if this counted for industrial and made the comment that this sort of parking requirement could cause some problems for industrial operations. Brian Rosenthal suggested requiring the 10% of parking lot for landscaping but perhaps exclude industrial development from the large industrial parking lots. Heather Austin commented that most cities do not exempt industrial developments from parking lot landscaping requirements. We agreed to discuss this more.

### **17.104 Street Trees**

Heather Austin explained the changes based on the red-lines of code.

### 2.3. Discuss Comprehensive Plan Changes Beth Goodman, ECONorthwest

Beth began by giving an overview of Comprehensive Plan writing and the broad ideas and concepts within. Beth described an ideal Comprehensive Plan that provides goals and policies and references the fact-based materials such as utility and transportation plans to make updates easier.

### **General Goals of the City of Scappoose for Land Uses (P. 2-3)**

- Jeff Weiss asked if # 3 is completely new?
  - Beth Goodman confirmed that it is new and Laurie Oliver Joseph mentioned that it is from the 50-Year Plan Vision Statement.
- Mayor Backus asked to add “social media” to #18 regarding outreach.
  - Beth Goodman said we could add this.
- Kim Holmes asked why # 16 is struck out?
  - Laurie Oliver Joseph responded that this seems to be an old goal that is no longer applicable.
  - Beth Goodman asked if there is a policy associated with this goal?
  - Kim Holmes asked if these goals should be considered as overarching statements rather than specific policies?
  - Laurie Oliver Joseph confirmed this to be true.
  - Kim Holmes responded that she would like to see the inclusion of natural resources in #16, so just strike “man made” from #16.





- Brian Rosenthal mentioned water as a specific natural resource.
- Kim Holmes responded that this is exactly what she meant.
- Jeff Weiss mentioned industrial development as needing water.
- Beth Goodman responded that water could be specifically mentioned.

#### **Housing Goals (P. 4)**

- Beth Goodman mentioned that more housing types are added such as middle housing.
- Kim Holmes asked how we determine what type of housing in which densities, and specifically how we provide for affordable housing.
  - Beth Goodman responded that the City will rely on the HCA. Laurie Oliver Joseph clarified that we use this policy to allow for multiple housing types.
- Jeff Weiss asked about #1 and why these specific groups are broken out.
  - Beth Goodman responded that these items are specifically identified in housing legislation as they relate to residency in Scappoose.
  - Jeannet Santiago asked if we should define “older persons”.
  - Beth Goodman suggested adding “seniors”.
  - Brian Rosenthal asked about “55+”.
  - Beth Goodman responded that it doesn’t need to be that specific.

#### **Housing Policies (P. 4-6)**

- Kim Holmes asked if we should include persons of varying abilities to #3 rather than “special needs”. Beth Goodman confirmed.
- Jeannet Santiago asked if we need to call out an ordinance for #13.
  - Beth Goodman and Laurie Oliver Joseph clarified that we don’t need an ordinance number but that adding the word “Federal” would help clarify.

#### **Policies for the General Residential Land Use Designation (P. 8)**

- Brian Rosenthal asked why strike “undesirable influences” from #1?
  - Beth Goodman responded that this is antiquated language that is no longer needed.



### **Goal for the Suburban Residential Land Use Designation (P. 11)**

- Patricia Turpen asked why #1 does not include “transportation facilities”?
  - Beth Goodman responded that it should.
  - Jeff Weiss said this #1 should be rewritten.
  - Beth Goodman and Laurie Oliver Joseph agreed.
- Kim Holmes asked if we should include sidewalks?
  - Laurie Oliver Joseph mentioned that this is covered by the Transportation System Plan and that there may be a policy elsewhere in the Comprehensive Plan regarding developer provision of sidewalks.

### **Goal for Economics (P. 15)**

- Kim Holmes is glad to see old #2 struck but would like something added regarding coordination with the County in Economic Development.
  - Laurie Oliver Joseph pointed out that Policy #6 does include partnerships with other agencies.
  - Beth Goodman asked if we should add a coordination goal that is broad for other agencies, broader than County.
  - Jeff Weiss said this would be a good idea.
- Kim Holmes asked if new #2 should include the City’s branding program to be included in the economic goals.
  - Laurie Oliver Joseph commented that she isn’t sure we are at that point yet.
  - Beth Goodman stated that this goal is meant to allow freedom in economic development but does not preclude the city from including a branding strategy.
- Jeannet Santiago asked Mayor Backus if new #4 is strong enough to encourage partnerships and take advantage of opportunities.
  - Mayor Backus responded that this goal reflects Council goals.
  - Jeannet Santiago responded that this should be a bit broader including building stronger partnerships with OMIC and PCC to support one another.



- Mayor Backus mentioned adding additional entities to include partnerships with.
- Jeff Weiss suggested making this broad and being more specific in the policies.
- Jeannet Santiago stated that she just wanted to make sure it's not limited.
- Beth Goodman responded that she will work on #4 to bring back to the group.

2.4. Next Steps

Beth Goodman, ECONorthwest

**3. Announcements**

**7:59 pm**

3.1. Next meetings

- SAC meeting October 24, 2023
- SAC meeting November 28, 2023

**4. Adjourn**

**8:00 pm**

DATE: September 19, 2023  
TO: Laurie Oliver Joseph and N.J. Johnson  
FROM: Beth Goodman  
SUBJECT: Revised Scappoose Comprehensive Plan Policies

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The Scappoose Comprehensive Plan is the guiding document for land use policy, including the City's development code and its zoning map. The Comprehensive Plan covers a wide-range of land use topics, including housing, economy, transportation, public facilities and services, natural resources, natural hazards, and parks.<sup>1</sup>

As part of the 50-Year Plan, we are revising portions of the Comprehensive Plan, focusing on housing and the economy. We will also update some policies related to public and semi-public uses and natural resources. The Scappoose Housing Capacity Analysis and Economic Opportunities Analysis will be adopted into the Comprehensive Plan to replace outdated information and as the basis for the revised comprehensive plan policies.

It may be helpful to look at the Comprehensive Plan Map and Zoning Map (see the footnote).<sup>2</sup> The Comprehensive Plan map shows the future use of all land within the UGB and the zoning map shows the current planned use of land within the UGB. The most notable differences are that when land annexes into the city limits from the county, the zoning changes from County zoning to City zoning, generally consistent with the Comprehensive Plan map designation.

This memorandum presents revisions to housing and economic policies in Scappoose. In future meetings, we will bring forth revisions to other policy topics, such as policies related to natural resources or natural hazards, as they relate to changes to Scappoose's development code around those issues.

We discussed the proposed changes to the Comprehensive Plan Policies at the September 12<sup>th</sup> SAC (Stakeholder Advisory Committee) meeting and will continue the discussion at the November 28<sup>th</sup> meeting. This version of the memorandum includes the changes to address the SAC's requests at the September meeting. Please bring your questions or comments on the changes to that meeting.

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<sup>1</sup> The Scappoose Comprehensive Plan is available from:  
[https://www.scappoose.gov/sites/default/files/fileattachments/planning/page/2221/comp\\_plan\\_current\\_through\\_ord\\_874\\_2018-11-15.pdf](https://www.scappoose.gov/sites/default/files/fileattachments/planning/page/2221/comp_plan_current_through_ord_874_2018-11-15.pdf)

<sup>2</sup> The Scappoose Comprehensive Plan Map is available from:  
[https://www.scappoose.gov/sites/default/files/fileattachments/planning/page/980/largeformat\\_compplan.pdf](https://www.scappoose.gov/sites/default/files/fileattachments/planning/page/980/largeformat_compplan.pdf)

The Scappoose Zoning Map is available from:  
[https://www.scappoose.gov/sites/default/files/fileattachments/planning/page/981/largeformat\\_zoning.pdf](https://www.scappoose.gov/sites/default/files/fileattachments/planning/page/981/largeformat_zoning.pdf)

# General Principles for Land Use

## Preface

While the derivation of the general goals and policies come from the specific inventories, the derivation of the land use goals and policies is less clear. They come in part from State Goals and Guidelines, and in part from land use principles adopted by the City of Scappoose. In some cases, the State's goals have been modified to reflect local conditions.

## General Goals of the City of Scappoose for Land Uses

- 1) The growth of the City should be orderly and in accordance with the public health, safety, and welfare, while preserving individual choice and recognizing existing patterns of development.
- 2) Physical characteristics of the area, such as its geographic assets and limitations, its topographic and geologic features, etc., should be recognized where they may represent important land use determinants.
- 3) Land uses should maintain Scappoose's small-town community atmosphere, creating connected neighborhoods, providing opportunities for a strong and innovative economy, providing access to outdoor recreation, and supporting well-planned infrastructure.
- 4) A suitable balance between competing land use should be established so that, insofar as possible, the complete range of social, economic, cultural, and aesthetic needs of the community are met.
- 5) Where certain types of uses have been found to be incompatible with other types of land use, there should be a buffer area to lessen the degree of incompatibility.
- 6) Sufficient area for the expansion of all major land uses for the next twenty years should be provided.
- 7) Residential living areas should be safe, attractive, and convenient. Additionally, there should be sufficient areas for a wide range of housing choices.
- 8) Commercial areas should provide services to the public and should be safely integrated into the physical pattern of the community.
- 9) Industrial areas should be suitable for their purpose, properly located, and adequate for future needs.
- 10) Open spaces should be protected for future generations.

- 11) Public and semi-public developments should be located to encourage a pattern of land development that benefits the whole community.
- 12) Life and property should be protected from natural disasters and hazards.
- 13) Adequate public services and facilities should be provided to encourage an orderly and efficient growth pattern.
- 14) A safe and convenient transportation system should be developed to meet future needs.
- 15) The local economy should be strengthened and diversified.
- 16) Housing that meets the local residents' housing needs should be allowed and encouraged.

1717) The natural resources of the community, especially water, should be effectively utilized and protected where necessary.

18) Land uses should be arranged to maximize the conservation of energy.

1819) Citizen participation will continue to be an important element of the City's land use planning process. Besides public hearings held by the Planning Commission and City Council, the City shall utilize the local newspaper ~~and~~, radio station, and social media to keep populace informed of land use issues. The City shall also publish quarterly a summary of past and future activities.

# Housing

## Goal for Housing

It is the goal of the City of Scappoose to:

- 1) Provide opportunities for development of a diversity of housing choices, including detached and attached single-family units, manufactured housing on individual lots and in manufactured housing parks, prefabricated housing, duplexes, triplexes, quadplexes, cottage clusters, town houses, and multifamily housing. This housing may be occupied by any resident of Scappoose, including agricultural workers, people with disabilities, ~~elder persons~~seniors, or college students.
- 2) Provide opportunity for development of a wider range of rental and ownership choices in Scappoose.
- 3) Provide opportunities for development of adequate numbers of needed housing units 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.
- 4) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.
- 5) Protect residential areas from conflicting land uses, unnecessary through traffic, or incompatible uses.
- 6) 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, through implementation of the Scappoose Urban Renewal Plan (2019) and other policies to support development 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 to meet the housing needs identified in the Housing Capacity Analysis.
- 2) Ensure that newly developed housing adjacent to or within Sensitive Lands receive the appropriate development permit.
- 3) Develop partnerships with agencies and organizations to build housing that is affordable to low- and moderate-income households, including for households with special needs: and varying abilities.

- 4) Develop partnerships with agencies and organizations that support preservation and rehabilitation of existing housing that is affordable to households with low- and moderate-income.
- 5) 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 through required special buffers for multi-family housing over two stories tall.
  - 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) Permit Manufactured Home parks within 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) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.
- 8) Ensure that subdivisions provide all necessary public services paid for by the developer.
- 9) Re-evaluate City ordinances and, where possible, streamline administration and requirements to reduce development costs.
- 10) Encourage energy efficient housing patterns in residential developments through efficient use of land and encouraging multi-family development in appropriate areas.
- 11) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.
- 12) Permit siting of manufactured homes on all land zoned for single family residential uses. (Ord 618, 1994)



- 13) Ensure the City's housing policies support the Federal Fair Housing Act and affirmatively further fair housing.
- 14) Generally avoid zoning new residential land, especially higher-density residential land, adjacent to land zoned for industrial uses, with the exception of allowing for student housing development in conjunction with OMIC and PCC.

## General Residential Goals and Policies

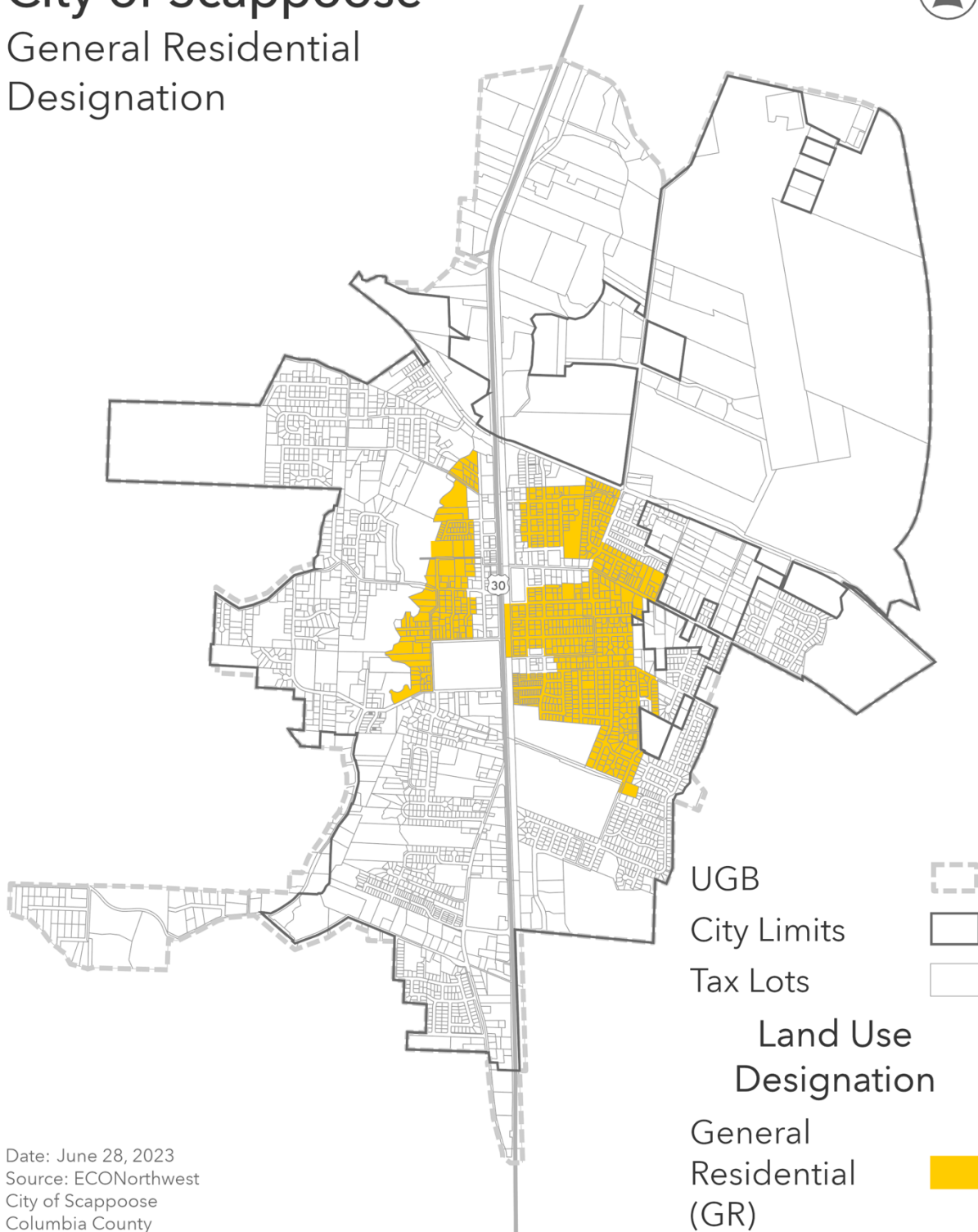
### Preface

This designation is intended for older areas of town which are centrally located, where community services are convenient, and where residential densities are highest. GR lands are zoned R-4, A-1, or R-1. A-1 allows all forms of multi-family dwellings and R-4 allows up to a quad-plex.

# Map of Scappoose's General Residential Lands

## City of Scappoose General Residential Designation

0 1 Miles



Date: June 28, 2023  
Source: ECONorthwest  
City of Scappoose  
Columbia County

## Goal for the General Residential Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Create conditions suitable for higher concentrations of people in proximity to public services, shopping, transportation and other conveniences.
- 2) To provide places suitable for all types of needed housing.
- 3) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.

## Policies for the General Residential Land Use Designation

It is the policy of the City of Scappoose to:

- 1) Protect General Residential areas from conflicting land uses and unnecessary through traffic.
- 2) Encourage greater densities in the older portions of town which are convenient to shopping and other conveniences, and more suitable for development at greater densities than outlying areas.
- 3) Permit multi-family dwellings which conform to the following general guidelines:
  - 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.
- 4) Make effective use of vacant City residential lots, particularly odd-shaped parcels and those isolated within blocks.
- 5) Provide opportunity for development of housing affordable to low- and moderate-income households, including government-assisted housing.
- 6) Provide opportunity for development of diverse housing choices, with housing affordable at all income levels.

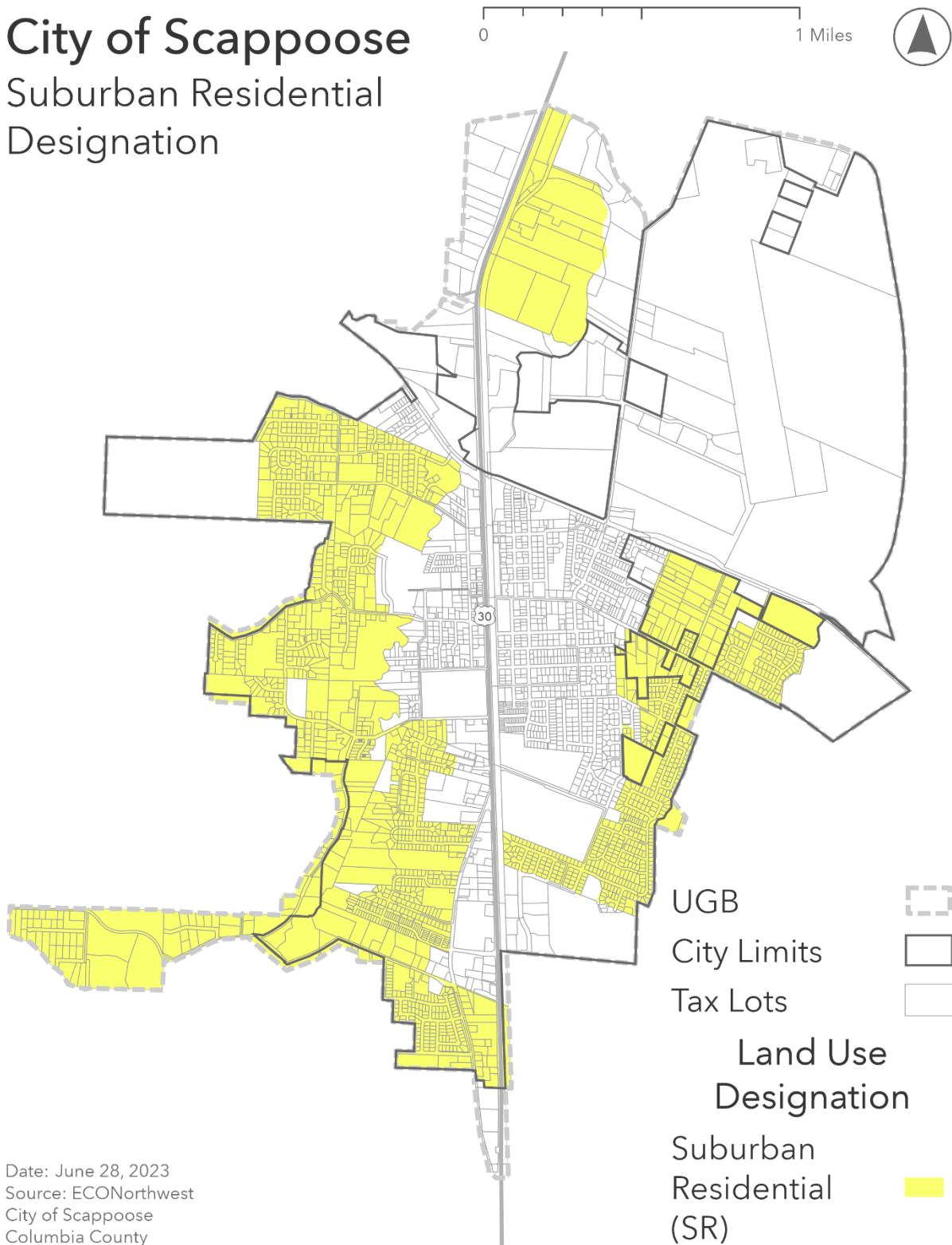
# Suburban Residential Goals and Policies

## Preface

The Suburban Residential designation is intended for areas within or adjacent to cities where a permanent, semi-suburban character is being established. However, housing choices are not limited solely to single-family detached homes; duplexes, tri-plexes, and four-plexes may also be allowed. A wide range of public services and facilities are or would be made available in these areas as they move toward complete urbanization. (Ord 637, 1996)

# Map of Scappoose's Suburban Residential Lands

## City of Scappoose Suburban Residential Designation



Date: June 28, 2023  
Source: ECONorthwest  
City of Scappoose  
Columbia County

## Goal for the Suburban Residential Land Use Designation

It is the goal of the City of Scappoose to:

- 1) ~~Create conditions suitable~~ Provide opportunities for development of housing in moderate concentrations of people not densities in areas without immediate proximity access to public services, shopping, transportation, and other conveniences. Ensure there are opportunities for shared transportation facilities and require sidewalks where appropriate.
- 2) To provide places suitable for single family dwellings, accessory dwelling units, cottage housing, duplexes, triplexes, and four-plexes.

## Policies for the Suburban Residential Land Use Designation

It is the policy of the City of Scappoose to:

- 1) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.
- 2) Promote the development of homesites at a density and standard consistent with: the level of services that can reasonably be provided, and the characteristics of the natural environment.
- 3) Review diligently all subdivision plats to ensure the establishment of a safe and efficient road system.
- 4) Encourage developers to allocate land for open space or recreation in their subdivisions.
- 5) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.

# Manufactured Home Residential Goals and Policies

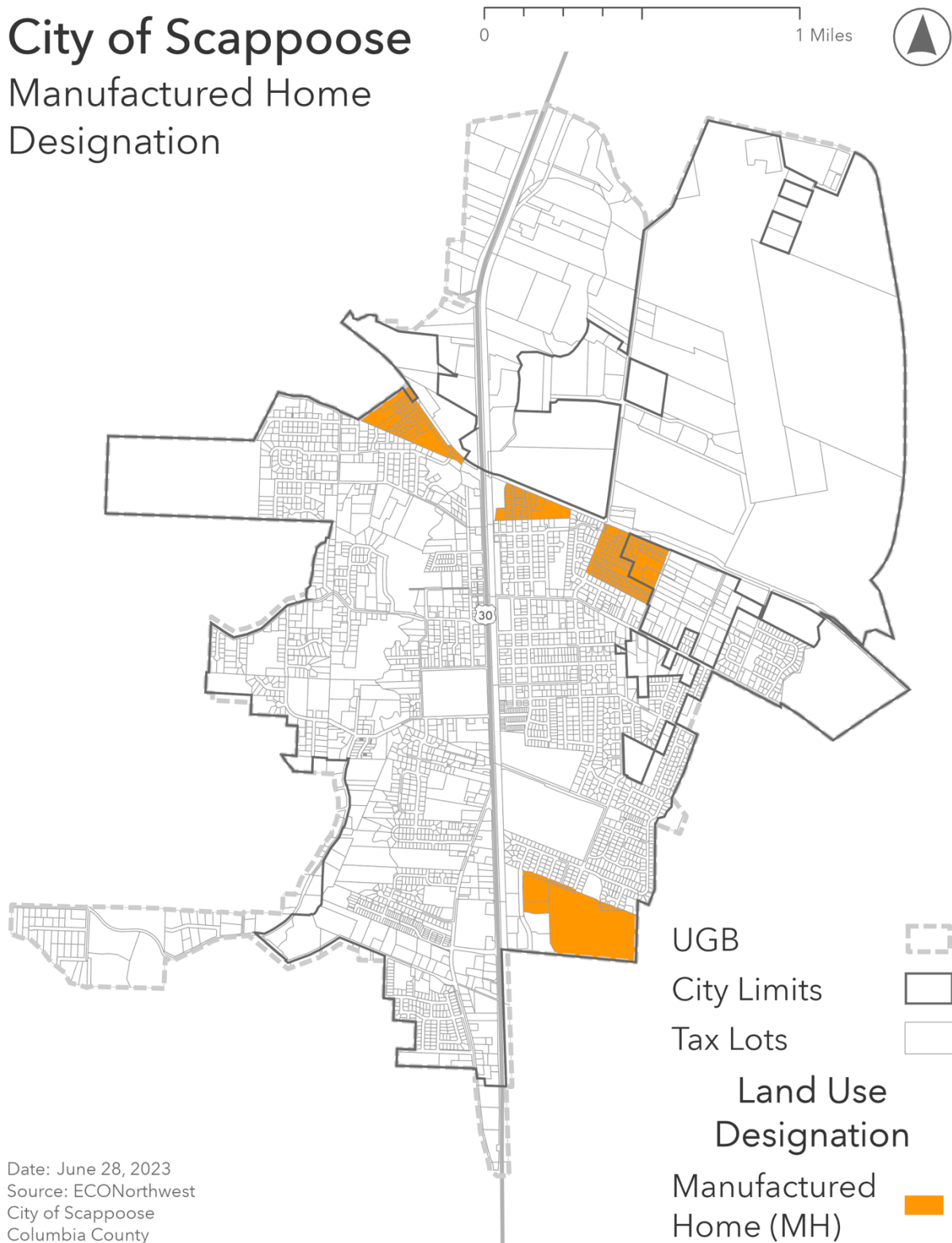
## Preface

The Manufactured Home designation is intended for areas that the City feels would be best suited for Manufactured Home parks, though all forms of housing are allowed. (Ord 635, 1995)

The majority of MHR land is in the southern part of the City, though there are three separate smaller areas to the north. Two of these northern areas are already being used for Manufactured Homes and sewers will allow increased intensification.

# Map of Scappoose's Manufactured Home Residential Lands

## City of Scappoose Manufactured Home Designation



Date: June 28, 2023  
Source: ECONorthwest  
City of Scappoose  
Columbia County



## Goal for the Manufactured Home -Residential Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Ensure there are opportunities for development of manufactured home parks, multi-family dwellings, or subdivisions, and in areas which have a wide range of public services or where they can be made easily available.

## Policies for the Manufactured Home Residential Land Use Designation

- 1) 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.
- 2) Ensure that Manufactured Home parks meet the Manufactured Home park standards as set forth by the Oregon Department of Consumer and Business Services.
- 3) They should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
- 4) Encourage the siting of Manufactured Homes in planned environments.

# Economic Goals and Policies

## Goal for Economics

It is the goal of the City of Scappoose to:

- 1) Maintain conditions to support growth of a healthy, stable, and diversified business and industrial climate.
- 2) Ensure there is sufficient land and public facilities necessary to support economic development while allowing the free market economy to develop without restrictions when appropriate.
- 3) Build on the range of economic opportunities identified in the Scappoose Economic Opportunities Analysis (EOA) to increase local employment and community prosperity and increase the diversity of the local economy.
- 4) Capitalize on the comparative advantages identified in the Scappoose EOA (Economic Opportunities Analysis, Appendix J) to maintain and attract industrial and commercial employment opportunities, building on opportunities related to the Oregon Manufacturing Innovation Center and workforce training opportunities at the Portland Community College location in Scappoose.
- 5) Identify opportunities to support activities of the Oregon Manufacturing Innovation Center and Portland Community College to grow and diversify Scappoose's economy.
- 6) Coordinate economic development efforts with partners such as Columbia County, the Port of Columbia County, Columbia Pacific Economic Development District, Business Oregon, and other partners.
- 7) Take steps to make Scappoose's center a pedestrian-friendly, mixed-use environment that supports a variety of services and retail options.

## Policies for Economics

It is the policy of the City of Scappoose to:

- 1) Make sufficient suitable land available for the anticipated growth of commercial and industrial activities identified in the Scappoose EOA.
- 2) Encourage the preservation, improvement and renewal of the existing business district of the City so that it will be allowed to play a role as a center of economic and civic activity for the entire community.

- 3) Encourage the intensification of land use in the present commercial strips, together with design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off street parking.
- 4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.
- 5) Promote pollution free industrial development necessary to provide a balanced tax base for the operation of local government services.
- 6) Partner with other agencies, interest groups and businesses in efforts to develop strategies for improving the local economy.
- 7) Assist in programs to attract desirable industries in terms of diversification, labor-intensiveness, and non-pollution rather than accept any industry which may wish to locate here; additionally, to prohibit industries with excessive levels of pollution or other undesirable effects which would cancel possible economic benefits or threaten the existing quality of living.
- 8) Work with Departments of Environmental Quality and Fish and Wildlife in enacting controls and performance standards for industrial operations to reduce the possibility of excessive impact upon the environment.
- 9) Capitalize on the comparative advantages offered by the industrial land at the Scappoose Industrial Airpark, proximity to the Portland region, a pro-business community attitude, workforce training opportunities presented by Oregon Manufacturing and Innovation Center and Portland Community College, as well as the availability of serviced employment land to create job opportunities for existing and future Scappoose residents.
- 10) Coordinate plans by the City, County and Port District to provide and pay for public facilities to accommodate expected industrial, commercial, institutional, and residential growth.
- 11) Encourage design features on Highway 30 that reduce conflicts with traffic flow, as congestion and traffic hazards can only hinder local economic development.
- 12) Encourage energy saving building practices in future commercial and industrial buildings.
- 13) Protect industrial, airport-related and commercially designated areas for their intended uses.
- 14) Take actions to increase local employment and improve the population to employment balance.

- 15) Support commercial and industrial development through implementation of the Scappoose Urban Renewal Plan (2019) to improve transportation, water, wastewater, and stormwater infrastructure in Scappoose's town center and at the Scappoose Industrial Airpark.
- 16) Work with partners such as Columbia County, the Port of Columbia County, Columbia Economic Team, Columbia Pacific Economic Development District, Business Oregon, and other partners to attract new businesses to Scappoose.
- 17) Work the Oregon Manufacturing Innovation Center and Portland Community College on growth of these facilities or new related businesses by providing information and development assistance where possible.

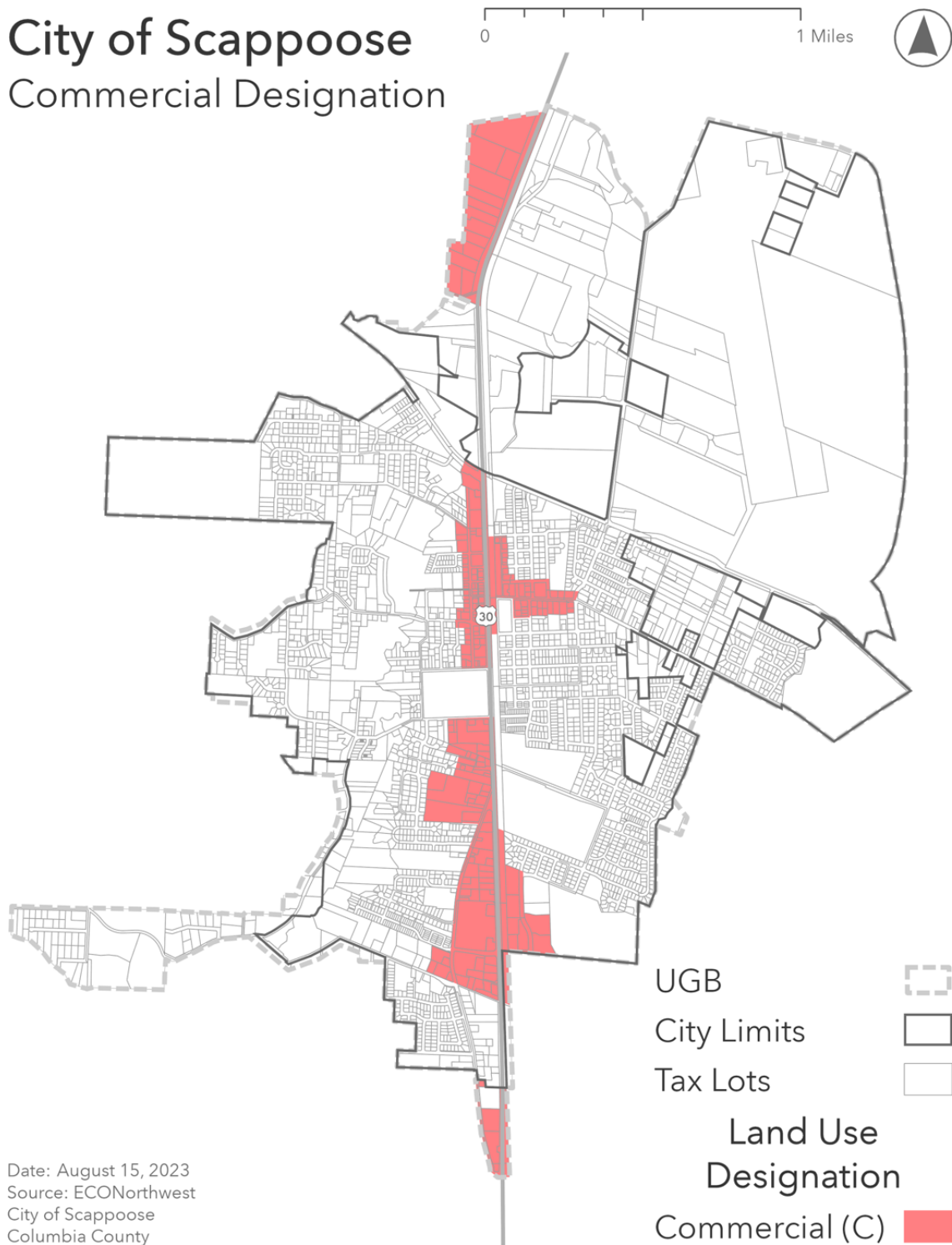
## Commercial Goals and Policies

### Preface

Scappoose's General Commercial zone is intended to provide for a central commercial area with opportunities for office, and major goods and services uses. Scappoose's Expanded Commercial zone provides a combination of light manufacturing, office, retail, sales, and other uses. Both Commercial zones are intended to have direct access to arterial or collector roads, avoiding routing traffic through residential areas.

# Scappoose's Commercial Lands.

## City of Scappoose Commercial Designation



Date: August 15, 2023  
Source: ECONorthwest  
City of Scappoose  
Columbia County

## Goals for the Commercial Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Maintain commercial areas which provide maximum service to the public and which are safely integrated into the physical pattern of the City.
- 2) Establish conditions which will assure that arterial traffic flows are not disrupted and that access to and from these locations is designed for safety.

## Policies for the Commercial Land Use Designation

- 1) Make sufficient land available for the anticipated expansion of commercial activities.
- 2) Encourage the preservation, improvement, expansion, and renewal of the City's existing business district and implement the Downtown Overlay in the Scappoose Land Use and Development Code, which encourages the preservation, improvement, and renewal of Scappoose's business district.
- 3) Encourage the filling-in of vacancies in present commercial areas, together with design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off-street parking.
- 4) Concentrate commercial uses in the General Commercial and Expanded Commercial zones but allow small-scale commercial uses intermixed with residential development to create complete neighborhoods.
- 5) Allow a wide variety of business, office, and service uses, including hotels, and multifamily housing.
- 6) Improve the general appearance, safety and convenience of commercial areas by encouraging greater attention to the design of buildings, parking and circulation.
- 7) Encourage infill of commercially zoned land and allow for expansion of commercial land to meet the needs identified in the Scappoose EOA.

# Industrial Land Goals and Policies

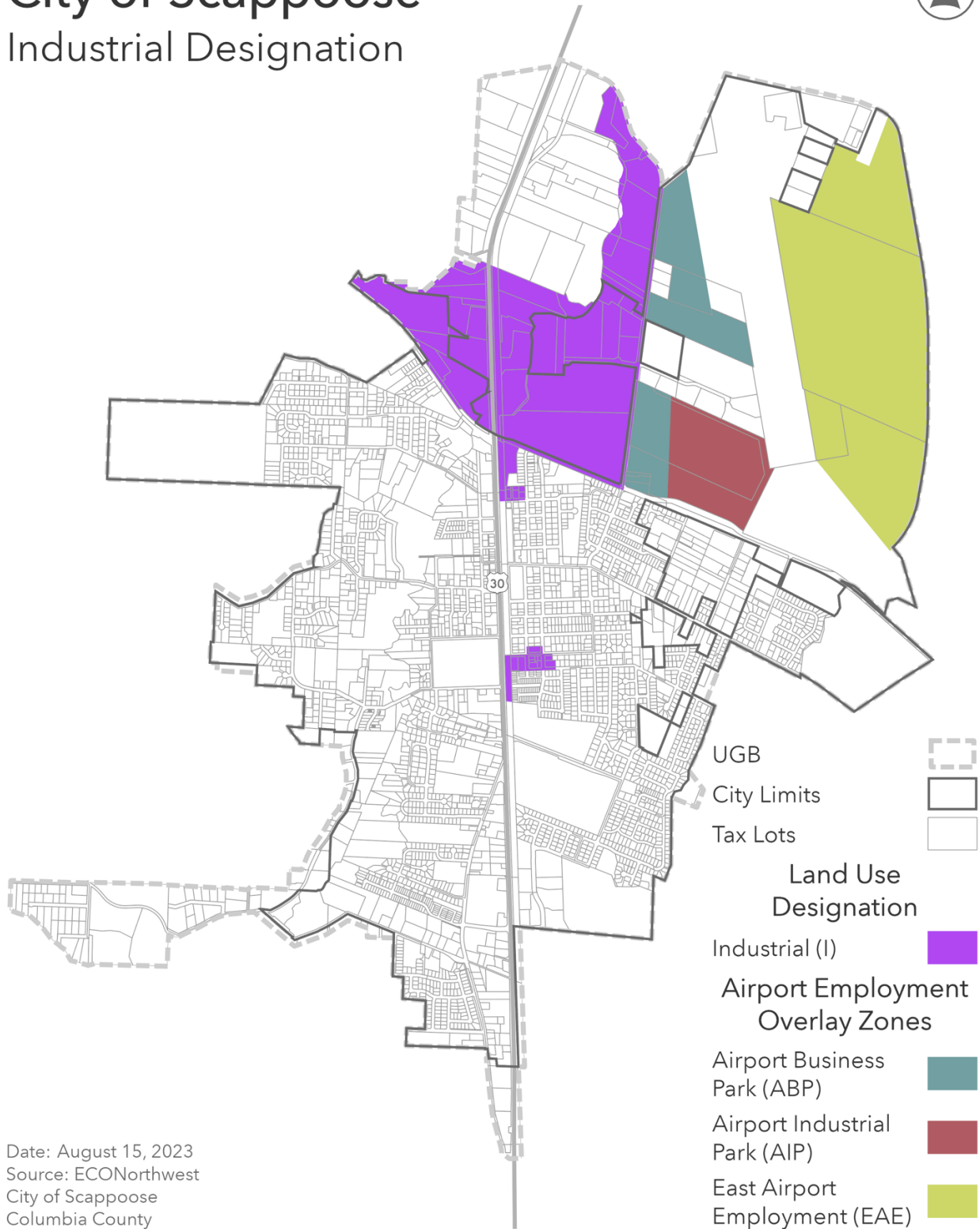
## Preface

The industrial designation includes industrial uses such as light manufacturing, with few (if any) nuisance characteristics such as noise, glare, and smoke. The types of uses allowed include manufacturing, processing, assembling, packaging or treatment of products of previously prepared materials. Industrial land should provide a variety of sites with good highway or rail access.

The majority of Scappoose's vacant industrial land is within the Airport Employment Plan Designation, which permits Light Industrial airport compatible uses.

# City of Scappoose Industrial Designation

0 1 Miles



Date: August 15, 2023  
Source: ECONorthwest  
City of Scappoose  
Columbia County



## Goal for the Industrial Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Provide a place for industrial activities where their requirements can be met, and where their environmental effects will have a minimal impact upon the community.
- 2) Support growth of Oregon Manufacturing and Innovation Center (OMIC), including educational activities and industrial businesses that locate near OMIC.

## Policies for the Industrial Land Use Designation

It is the policy of the City of Scappoose to:

- 1) Provide suitable areas for industrial expansion, utilizing for such purposes relatively large, flat areas that are separated by buffers from the City's residential districts.
- 2) Prevent industrial development from disrupting established residential neighborhoods.
- 3) Allow housing for people participating in or working at institutions of higher education located in industrial areas, such as the Oregon Manufacturing and Innovation Center or Portland Community College.
- 4) Locate industrial areas so they have a convenient relationship to the community's transportation system, without generating heavy traffic through residential districts; additionally, the clustering of industrial activities will allow carpooling by employees.
- 5) Screen, setback or buffer the boundaries of industry, particularly unsightly areas which can be viewed from arterials or from residential areas.
- 6) Apply this designation where industrial concerns have become established and where vacant industrial sites have been set aside for this purpose.
- 7) Protect the stability and functional aspects of industrial areas by protecting them from incompatible uses.
- 8) Preserve and protect prime industrial lands on sites larger than 10 acres for traded-sector uses, avoiding parcelization where possible.
- 9) Monitor industrial development to ensure that Scappoose continues to have enough industrial land to accommodate expected growth.

# Airport Employment (AE) Designation

## Preface

The Airport Employment (AE) plan designation encourages airport related and compatible employment near the Scappoose Industrial Airpark. The AE plan designation is implemented by the Public Use Airport zone and three overlay zones that implement specific provisions of the Scappoose Comprehensive Plan.

The AE plan designation identifies locations for future employment types that complement or capitalize on airport accessibility or operations. The AE designation protects sites for their intended employment activities while encouraging and supporting the Scappoose Industrial Airpark's continued operation and vitality.

Airport-related and compatible employment uses are permitted outright by zoning within the AE designation – thus encouraging targeted employment types to locate near the airport where they can be served by planned taxiways where feasible. The AE designation specifically encourages educational facilities, such as Portland Community College, that offer airport-related coursework and training. The AE designation also encourages a mixture of commercial and industrial employment opportunities in a business park setting in specified locations.

## Goals for the Airport Employment (AE) Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Support and promote the continued safe operation of the Scappoose Industrial Airpark and the economic vitality of the AE designation by implementing the Airport Employment Overlay zones.
- 2) Maintain the Scappoose Industrial Airpark as the location for airport-related and compatible employment activities, consistent with the Scappoose Industrial Airpark Master Plan.
- 3) Utilize the AE designation as an attractor for employment opportunities that are dependent upon, compatible with, or benefit from aircraft access, air transportation, and the existing cluster of aviation-related businesses located near the airport.
- 4) Take advantage of the transportation options provided by the Scappoose Industrial Airpark by allowing airport-related and compatible employment uses, including industrial, office and service commercial, along with supportive lodging and restaurant employment.

## Policies for the Airport Employment (AE) Land Use Designation

It is the policy of the City of Scappoose to:

- 1) Locate light industrial, office and service commercial, and airport-related employment areas that have a convenient relationship to the community's vehicular and aircraft transportation systems.
- 2) Screen or set back the boundaries of airport related development areas from abutting existing residential uses.
- 3) Protect the stability and functional aspects of airport-related uses by prohibiting incompatible uses that create safety hazards or otherwise interfere with customary and usual aviation-related activities as defined by the Development Code.
- 4) Encourage airport and manufacturing related educational opportunities.
- 5) Work with the Port of Columbia County and private property owners to maintain the continuing viability of the Scappoose Industrial Airpark and the AE.
- 6) Encourage mixed office and service commercial uses, and supporting lodging and restaurant opportunities in a master planned setting in designated Business Park areas.
- 7) Protect large industrial sites, such as sites larger than 10 acres in size, for their intended use.
- 8) Provide taxiway access to employment sites wherever feasible – especially in designated Industrial Airpark areas.

# Natural Factors and Local Resources Goals and Policies

## Preface

The City of Scappoose recognizes the importance of open space, native habitats, and fish and wildlife to community health, enjoyment, and quality of life. The City will pursue goals and policies to protect and enhance these natural resources.

In addition to conservation of open space and natural resources, diverse aspects of the local environment are covered under this heading, including: hHistoric preservation, pollution control, and management and building in hazard areas.

## Significant Findings with Regard to Natural Factors and Local Resources

- 1) Air quality in Scappoose currently meets all federal air quality standards. Under inversion conditions emissions from the Portland Metro Area, woodstoves, and logging slash burning can temporarily impair air quality. Coal trains and increased vehicular traffic may also have localized air quality impacts.
- 2) With increased activities at the airport and increased traffic along highway 30, noise is an irritant in the Scappoose area. Increased highway 30 traffic also creates traffic flow problems during commute hours.
- 3) There is a history of flooding and groundwater problems where development has occurred in floodplain and wetland areas in Scappoose.
- 4) The dike lands to the east provide significant agricultural, habitat, and wildlife populations.
- 5) The lands north of Scappoose contain valuable aggregate resources, habitat, and wildlife values.
- 6) The City's 80-acre parcel on the western edge of the city contains the bulk of the recoverable timber within the Urban Growth Boundary
- 7) South and North Scappoose Creeks have large flood plain areas that periodically flood during large storm events and Columbia River dam releases.
- 8) There are significant fish and wildlife resources in the Scappoose area that should be protected when urban development is proposed.
- 9) Topography, flooding, and the make-up of certain soils pose hazards for development.

- 10) The open gravel pits that exist in northern Scappoose are being filled and future development is likely to occur.

## Goal for Natural Factors and Local Resources

It is the goal of the City of Scappoose to:

- 1) ~~Maintain, and where possible,~~Protect and enhance the air, water and land resources of the Scappoose area.
- 2) Establish a balanced regulatory framework that protects natural and historic resources while supporting development.
- 2)3) ~~Assure proper and safe development, use, and protection of the area's soil, mineral and geologic resources.~~
- 3)4) ~~Ensure that~~ natural hazard areas, including unique geologic areas, are identified and protected from development ~~that could harm the community to minimize risk to people and property.~~
- 4)5) ~~Ensure the conservation of fish and wildlife areas and habitats, including wetlands, floodplain, and riparian areas.~~
- 5)6) ~~Encourage the retention of some open spaces~~ within and between the different zoning areas for wildlife and connecting people to nature.
- 6)7) ~~Protect and enhance forested areas within the Urban Growth Boundary.~~
- 7)8) ~~Preserve outstanding scenic areas.~~

## Policies for Natural Factors and Local Resources

It is the policy of the City of Scappoose to:

- 1) Participate in resource management planning through participation in collaborative Federal, State, and regional planning programs.
- 2) Maintain a current local wetland and riparian inventory, floodplain mapping, steep slope mapping, and soil maps at the County level.
- 2)3) ~~Consider air shed and water resource capacities in reviewing all plans, ordinances and permits for land development actions.~~
- 3) ~~Support the recycling of solid wastes.~~
- 4) Work with the County in the management and recycling of solid wastes to ~~prevent contamination of local resources~~ protect watersheds and water source quality.

- 5) Minimize unnecessary erosion, contamination and other impacts resulting from development by requiring compliance with the Department of Environmental Quality (DEQ).
- 5)6) Work and collaborate with the Scappoose Drainage ~~District~~ Improvement Company
- 6)7) Ensure that future developments possess adequate on-site and off-site storm water drainage and retention features.
- 7)8) Designate lands subject to development constraints as a Hazard Area and require construction on them to meet strict standards.
- 8)9) Work with local mining industries to rehabilitate the gravel pits so that there will be an efficient use of land, improved habitat values, and improved aesthetics.
- 9)10) Work with Department of Fish and Wildlife to conserve substantial fish and wildlife habitats.
- 10) ~~Attempt to reduce the flooding and accelerated erosion along North and South Scappoose Creek through development codes, addressing stream down cutting, increasing functional floodplain area, promoting natural bank vegetation, and providing overflow swales and channel reconnection. Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife, Department of State Lands, and the Corps of Engineers.~~
- 11) Preserve the City's 80-acre parcel to the west for its value as a forested, natural recreational area.
- 12) ~~Encourage efforts at energy conservation such as carpooling, transit, work policies, and recycling. Cluster new development with a mix of land uses to encourage energy conservation and clean air through fewer vehicle miles traveled and a reduction in greenhouse gas emissions.~~
- 13) ~~Attempt to acquire and preserve lands in the flood plain and unique habitats for public use, and enhanced connectivity. Protect and conserve open space, floodplains and riparian corridors to serve the habitat and migratory needs of fish and wildlife while balancing outdoor recreation opportunities and other permitted activities.~~
- 14) Utilize the site design review process to encourage energy savings through solar orientations and ~~water conservation through native and drought-resistant landscaping~~ require landscaping that will save energy.

- 15) Promote innovative site and building designs that reduce adverse impacts of development on steep slopes and in other natural hazard areas.
- ~~14)~~16) Promote innovative site and building designs that reduces the adverse impacts of development on stream corridors by encouraging projects that protect, maintain, enhance, and restore the natural functions and values of stream corridors.
- ~~15)~~— ~~Comply with applicable State and Federal environmental regulations.~~
- ~~16)~~17) Preserve Historic Resources by establishing regulations to review all proposals to modify or destroy a significant structure or site. (~~Ord 635, 1995~~)
- 18) Maintain the historic assets of the Watts House.
- ~~17)~~19) Develop an urban forestry plan that provides direction for the maintenance and improvement of Scappoose's urban tree canopy and considers the impact of changing climate conditions and invasive species.
- ~~18)~~20) Require mitigation for tree loss caused by development and redevelopment, require replacement of trees lost because of clearing for development and other reasons and promote practices that result in net gains in the urban forest (Ord 659, 1997) Promote practices that result in net gains in Scappoose's urban forest and require mitigation or replacement for tree loss caused by development and redevelopment.
- ~~19)~~21) Implement standards for appropriate planting and design guidelines encouraging the use of natives and other plants naturally adapted to this environment except for those plants defined as nuisance plants. (~~Ord 659, 1997~~)
- ~~20)~~— ~~Actively participate in educating all sectors of the public including private property owners, developers, school children and municipal employees regarding the benefits and desirability of protecting and planting native plants and trees. Educate residents regarding how to address invasive species, implement native drought and fire-resistant plants, and protect tree health on their property.~~
- 22) Establish protected riparian buffer zones along riparian corridors on parcels the City owns that exceed the standards private developers must adhere to.
- 23) Promote stream shading along riparian corridors to preserve cold water habitat for fish and protect streams from temperature increases due to changing climate conditions.

# Hazard Area Goals and Policies

## Preface

The purpose of this designation is to permit development in hazard areas upon a showing that design and construction techniques can eliminate any public harm or associated public cost and eliminate any adverse effects to surrounding persons or properties. Hazard areas ~~in the Area~~ are those lands: 1) within the 100-Year Floodplain; 2) with slopes exceeding 20 percent; and 3) with severe drainage problems.

For development of lands designated as hazard areas, it will be the burden of the developer to prove that the design and construction techniques adequately protect the proposed development from the identified hazard and do not increase the hazard or potential damage on adequate properties. The City may require the developer to enlist the services of an engineer or soils geologist or impose whatever other conditions it deems necessary to protect the public safety.

The Development Code and Zoning Map will contain an overlay zone for those lands that have the hazard potential. Those lands in the 100-Year Floodplain will have to comply with the floodplain regulations of the Development Code, while the severe slopes and drainage problem areas will have to comply with the slope hazard regulations of the Development Code. Compliance with these regulations will be required not only for subdivisions, conditional uses, zone changes, etc., but for every building permit requested, even if the activity is an outright use. (Ord 635, 1995)

As for allowed activities, south of Scappoose-Vernonia Road, these hazard lands will be utilized for residential development if sufficient safety measures are undertaken; industrial activity will occur on the lands north of Scappoose-Vernonia Road.

This designation is also used for fish, wildlife, and wetland areas. Development on these lands will be subject to the City's Fish & Wildlife and Wetland regulations of the Development Code. (Ord 635, 1995)



Map of Hazard Areas



SCALE: 1" = 1500'

CITY OF SCAPPOOSE  
COMPREHENSIVE PLAN

HAZARD AREAS

## Goal for Hazard Areas

It is the goal of the City of Scappoose to:

- 1) Protect against all loss of life or property by closely regulating construction, investment and activities in designated hazard areas.

## Policies for Hazard Areas

1) Regularly update the Multi-Jurisdictional Hazard Mitigation Plan in coordination with local partners and agencies, including Columbia County.

1)2) Prohibit development on lands within the 100-Year Floodplain, on slopes exceeding 20 percent, on lands with recognized drainage problems, and on lands with soils classified by the SCS as having severe building constraints, unless a showing that design and construction techniques can eliminate potential loss of life and property, specifically:

A) All development plans within the 100-Year Floodplain shall conform to the standards set by HUDFEMA, and shall be required to apply for and be issued a Sensitive Lands Flooding Development Permit to ensure compliance with the development code. the proposal for development shall be approved by the City Engineer.

B) All development plans with suspect soils or on slopes greater than 20 percent shall be required to have a geotechnical report completed and shall be required to apply for and be issued a Sensitive Lands Steep Slope Development Permit to ensure compliance with the development code. reviewed and approved by the Superintendent of Public Works.

C) All development plans on lands with recognized drainage problems shall be reviewed and approved by the City Engineer and Superintendent of Public Works Director.

~~D) All development plans on lands with suspect soils shall be submitted with a report from a soils geologist attesting to the safety of the plans, and then shall be reviewed and approved by the City Engineer.~~

For development on such lands, the City may impose whatever conditions it deems necessary to protect life and property.

2) Regularly update natural hazard data and mapping in conjunction with federal, state and local efforts. Revise the Comprehensive Plan and Plan Map to reflect flood danger areas when the HUD study on local floodplains is completed or

updated.

- 3) Partner with the Department of Fish and Wildlife, Department of State Lands, and the Corps of Engineers, and Scappoose Drainage **Improvement Company District** to reduce flooding and accelerated erosion along North and South Scappoose Creek through development codes, addressing stream down cutting, increasing functional floodplain area, promoting natural bank vegetation, and providing overflow swales and channel reconnection.~~Attempt to reduce the flooding along Scappoose Creek; possible means include: cleaning and dredging, creating banks, widening the bed, and straightening the path. Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife.~~

**Parking Area Landscaping Standards**  
**Scappoose 50-Year Plan Stakeholder Advisory Committee (SAC)**  
**Meeting Date: November 28, 2023**

	<b>Parking Lot Perimeter Landscaping Width- Adjacent to Other Properties</b>	<b>Interior Parking Area Landscaping- Minimum</b>	<b>Interior Parking Area Landscaping- Islands</b>
<b>Milwaukie</b>	0' (downtown); 6' (all others); not required when parking area shared between properties	25 sf per parking stall	120 sf min size; 6' min width; 1 tree per island
<b>Beaverton</b>	10' (commercial abutting residential outside business district)	1 island for every 10 (or 12) parking stalls (equivalent to 7 sf per parking stall)	70 sf min size; 6' min width; must contain one tree min. 20' at mature height
<b>Hillsboro</b>	4'	1 island every 100' within parking rows (stalls are typically 9' wide so this is roughly one island every 11 stalls and 9 sf per parking stall)	95 sf (single-loaded) or 190 sf (double-loaded) min size; 5' min width; 1 tree per island
<b>Scappoose (recommended for parking lots with 50+ parking stalls)</b>	4' (similar to existing code language that applies adjacent to public street); not required when parking areas are shared between properties; 1 tree per every 95 sf (or portion thereof) of perimeter landscaping	10 sf per parking stall	95 sf (single-loaded) or 190 sf (double-loaded) min size; 5' min width; 1 tree per every 95 sf (or portion thereof) of parking area landscaping  (parking island size is based on 19' long parking stall x 5' island width)

## Inventory of Existing Scappoose Parking Lots

Site	# of stalls	Interior landscaping
<b>Commercial</b>		
Fred Meyer	602	Yes
Columbia West shopping center	124	Yes
Cinema 7	103	Yes
Fultano's Pizza	56	No
Bi-Mart	143	Yes
Goodwill	93	Yes
<b>Industrial</b>		
OMIC	175	Yes
PCC OMIC	130	Yes
Cascade Tissues	102	Yes
<b>Residential</b>		
Peace Candle Apartments	104	No
<b>Civic</b>		
Scappoose High School	Upper: 249 Middle: 34 Lower: 67 Total: 350	No Yes No Yes & No
Otto Petersen Elementary	91	Yes

DATE: November 20, 2023  
 TO: Scappoose 50 Year Plan, Stakeholder Advisory Committee  
 CC: Laurie Oliver Joseph and N.J. Johnson  
 FROM: Nicole Underwood and Beth Goodman, ECONorthwest  
 SUBJECT: Scappoose 50-Year Land Needs Before Land Use Efficiency Measures

Cities need to provide land for housing, employment, and public uses. Public facilities such as schools, governments, churches, parks, and other non-profit organizations will expand as population increases. Land needs for these public and semi-public uses are presented in this memorandum.

The Scappoose Economic Opportunities Analysis (EOA) and Housing Capacity Analysis (HCA) estimated 20-year land demand for housing and employment. This memorandum presents forecasts of housing and employment land needs for the 2043 to 2073 period. It also converts the 2023-2043 housing land need from net acres to gross acres.

This memorandum presents Scappoose’s 20- and 50-year land need before policies to increase capacity within the existing UGB (called land use efficiency measures).

## Summary of Land Needs

To accommodate projected growth, the City of Scappoose will need to add a total of 446 acres of land within its Urban Growth Boundary (UGB) by 2073. This land is needed within the following plan designations: Employment (94 acres); Housing (323 acres); and Public (29 acres).

### Exhibit 1. Summary of Total Land Deficit, 2023-2073

Source: ECONorthwest

Category	Land Deficit 2023-2043 (gross acres)	Land Deficit 2043-2073 (gross acres)	Land Deficit 2023-2073 (gross acres)
<b>Employment</b>			
Commercial	(21)	(62)	(83)
Semi-Public	(4)	(7)	(11)
<b>Housing</b>			
Low-Density	53	(200)	(200)
Housing	56	(195)	(195)
Semi-Public*	(3)	(5)	(5)
Medium-Density Housing	(27)	(60)	(87)
High-Density Housing	(8)	(28)	(36)
<b>Public</b>			
Municipal	(10)	(17)	(27)
Parks	0	NA	0
Semi-Public	(1)	(2)	(2)
<b>Total</b>	<b>(71)</b>	<b>(375)</b>	<b>(446)</b>

\*There is a surplus of 56 acres in low-density- residential in the 2023-2043 period. Three acres needed for semi-public would be met by that surplus.

## Land Needed for Public and Semi-Public Uses

### Municipal Land 20 Year Land Needs and 50 Year Land Needs (where possible)

Discussions with stakeholders at public agencies, including the City of Scappoose, Columbia County, Port of Columbia County, and Scappoose School District 1J indicate that **the City of Scappoose is the only agency that may need additional land over the next 20 years. The remaining agencies do not have concrete plans for expansions that will require new land over the next 20 years (beyond land that the agencies currently own).**<sup>1</sup> However, these organizations may pursue opportunistic acquisitions if the right conditions applied. While these agencies will not have designated land needs included in the UGB expansion or urban reserves, these agencies could use land from the urban reserves in the future since urban reserves are not specified by use type.

#### City of Scappoose

There may be a need to expand City Hall to accommodate new staff in the future, but no plans have been made as to where this might be accommodated or how much space is needed. This analysis assumes that as the City grows, the City will need more land to accommodate City employees and functions. It is based on land need assumptions using acres per 1,000 persons. Exhibit 2 shows that Scappoose currently has 62 acres of land for city use, with 7 acres per 1,000 residents in Scappoose.

Assuming that Scappoose will need 4.1 acres of land per 1,000 people<sup>2</sup> to accommodate growth between 2023 and 2073, Scappoose will need 10 acres of land to accommodate growth of the 2,451 new residents (as identified in the PSU Population Forecast) through 2043. Scappoose will need an additional 17 acres between 2043 and 2073 to accommodate growth of 4,045 new residents for a total of 27 acres for the 2023 to 2073 period.

#### Exhibit 2. City Land Demand, Scappoose UGB, 2023–2043 and 2043–2073

Source: ECONorthwest

Existing City Land in 2022			Land Needed 2023-2043 (gross acres)	Land Needed 2043-2073 (gross acres)
Acres	Current acres per 1,000 people	Expected acres per 1,000 people		
62	7.0	4.1	10	17

<sup>1</sup> We conducted interviews with the following stakeholders in November 2022: Casey Garrett, Columbia County Commissioner; Alexandra Rains, Scappoose City Manager; Darci Rudzinski, Principle of MIG working on the Parks Plan; Dr. Tim Porter, School District Superintendent; Amy Bynum, Port of Columbia County

<sup>2</sup> The assumption of reduced ratio is because the City will not need to build large additional infrastructure facilities (such as a new water or wastewater treatment facility) to accommodate expected growth. This assumes that the City may need to build smaller-scale additional facilities, such as new office space.

## Columbia County

Columbia County does not expect to need additional land in Scappoose over the 20-year planning period for new County facilities. The County is focused on improving infrastructure on current sites rather than acquiring new properties. While the County has no officially identified surplus land, the County does acquire tax foreclosed properties occasionally and maintains a website and email list serve with these properties. The County often looks to sell these properties or transfer ownership (such as to the City). The County also owns and leases space for public health facilities in Scappoose. These uses may eventually be relocated to St. Helens.

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The County is conducting a Hospital Feasibility Study which will have some initial findings in the in the summer/fall 2023. Given the uncertainty of the findings, and the unlikelihood of placing a hospital in Scappoose, this potential need has not been included in the inventory.

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## Port of Columbia County

The Port of Columbia County does not have immediate, near-term plans for expansion that will require new land in Scappoose over the next 20 years (beyond land the agency already owns). The Port's intended strategy is to buy parcels that are adjacent to the airport, primarily as buffer, but also for future airport expansion. However, these would be opportunistic acquisitions and align with the Scappoose Industrial Airport Master Plan Update. The Port does not plan to sell any of its assets currently. The Port would be open to industrial land acquisition in Scappoose, away from the Airport, if the site was economically viable and strategic.

## Scappoose School District 1J

The school district has the land it needs for the next 10 years, potentially longer.

## 20-Year Land Needed for Parks, Natural Areas, and Trails

The City of Scappoose is in the process of updating the adopted 2017 Parks, Trails & Open Space Plan. The Parks, Trails, and Open Space Plan Update identifies the need for additional recreational facilities, parks, natural areas, and trails through year 2043. It identifies the amount of parkland that Scappoose will need based on a park Level of Service (LOS). **Current projections show that the City can meet its twenty-year projected need with existing undeveloped parkland.**



## 50-Year Semi-Public Land Needs

Land needed for semi-public uses includes land for churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types. Exhibit 3 shows that Scappoose currently has 29 acres of land used for semi-public uses, with 3.3 acres per 1,000 residents in Scappoose.

Assuming that Scappoose will continue to need 3.3 acres of land per 1,000 people for semi-public uses in the future, Scappoose will need 8 acres of land to accommodate growth of the 2,451 new residents (as identified in the PSU Population Forecast) through 2043 and an additional 14 acres through 2073 for a total of 22 acres between 2023 and 2073. Land needed for these users can typically be provided within employment and residential designations, based on the uses that are permitted in the associated zone.

### Exhibit 3. Semi-Public Land Demand, Scappoose UGB, 2023–2043 and 2043–2073

Source: ECONorthwest

Note: Creekside Baptist Church is 8.4 acres. We removed half this acreage from the total calculation since we assume future churches will not need as much land.

Category	Existing Semi-Public Land in 2022		Land Needed 2023-2043 (gross acres)	Land Needed 2043-2073 (gross acres)
	Acres	Acres per 1,000 people		
Church	21	2.4	6	10
Other	8	0.9	2	4
<b>Total Semi-Public</b>	<b>29</b>	<b>3.3</b>	<b>8</b>	<b>14</b>

## 50 Year Land Need for Employment

ECONorthwest updated the EOA to include an analysis of land needs for the 2043 to 2073 period. Below is a summary of the findings of that analysis. The forecast for employment land needs over the 2043 to 2073 period generally uses the same assumptions about growth as for the 2023-2043 forecast. The main difference is that we assumed employment growth would slow to the same pace as population growth for the 30-year period, about 1.02% per year. This slower rate of growth reflects the uncertainty about how much employment growth Scappoose will have in the later part of the 50-year period.

The result is the addition of about 2,065 additional employees between 2043 and 2073. In 2043, Scappoose would have about 300 undeveloped acres of industrial land (based on the analysis in the EOA for the 2023-2043 period) and an existing deficit of about 21 acres of commercial land for employment. Exhibit 4 shows that Scappoose will need an additional 83 acres of land to accommodate commercial employment needs by 2073. See EOA for additional details.

### Exhibit 4. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2043–2073

Source: ECONorthwest

General Plan Designation	Land Supply in 2043 (Suitable Gross Acres)	Land Demand (Gross Acres)	Land Sufficiency (Surplus/Deficit, Gross Acres)
Industrial	301	93	208
Commercial	(21)	62	(83)

## 20 and 50 Year Land Need for Housing

### 20-Year Land Needs for Housing

The Housing Capacity Analysis (HCA)<sup>3</sup> estimates the number and types of housing units needed over a 20-year period and estimates residential land need based on those projections. The Scappoose Housing Capacity Analysis showed buildable land in *net* acres. To understand the total buildable land deficit or surplus, Exhibit 5 and Exhibit 6 convert the land surplus or deficit to gross acres using an 18.5% right-of-way assumption (ROW) as used in the Housing Capacity Analysis. The results show that Scappoose has a surplus or deficit of gross acres for the 2023-2043 of:

- Low Density has a land surplus of 47.4 net acres or 56.1 gross acres.
- Medium Density has a land deficit of 22.6 net acres or 26.8 gross acres.
- High Density has a land deficit of 6.9 net acres or 8.1 gross acres.

#### Exhibit 5. Forecasted Future Land Need (2043) with Available Capacity in Net Acres, Scappoose

Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Unit Surplus or Deficit (2023-2043)	Average Net Density (units/acre)	Land Surplus or Deficit in Net Acres (2023-2043)
Low Density	226	4.8	47.4
Med Density	(171)	7.6	(22.6)
High Density	(103)	15.0	(6.9)

#### Exhibit 6. Forecasted Future Land Need (2043) with Available Capacity in Gross Acres, Scappoose

Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Land Surplus or Deficit in Net Acres (2023-2043)	ROW Assumption	Average Gross Density (units/acre)	Land Surplus or Deficit in Gross Acres (2023-2043)
Low Density	47.4	18.5%	4.0	56.1
Med Density	(22.6)	18.5%	6.4	(26.8)
High Density	(6.9)	18.5%	12.7	(8.1)

<sup>3</sup> City of Scappoose, OR Housing Capacity Analysis 2023-2043, Johnson Economics, December 2022.

## 50-Year Land Needs for Housing

Using PSU's 50-year population forecast, and the same assumptions used to calculate 20-year need from the HCA, ECONorthwest estimated demand for dwelling units and subsequent residential land need to 2073.

Exhibit 7 shows an expected need for 1,732 additional dwelling units between 2043 and 2073 based on a growth of 4,045 new residents. Exhibit 7 uses the same assumptions about persons in group quarters, average household size, and vacancy rate as those used in the HCA, shown in Figure 5.1 in the HCA report.

### Exhibit 7. Forecast of Demand for New Dwelling Units, Scappoose UGB 2043 to 2073

Source: Scappoose 2023-2043 HCA and ECONorthwest calculations

Variable	New Dwelling Units (2043-2073)
Change in persons	4,045
<i>minus</i> Change in persons in group quarters	21
<i>equals</i> Persons in households	4,024
Average household size	2.44
New occupied DU	1,649
<i>times</i> Vacancy rate	5.0%
<i>equals</i> Vacant dwelling units	82
<b>Total new dwelling units</b>	<b>1,732</b>
<b>Annual average of new dwelling units</b>	<b>58</b>

Exhibit 8 shows housing land need for Scappoose for the 2043-2073 period, building on the HCA. It assumes that the mix of units needed for the 2043-2073 period is the same as the mix of housing by plan designation demanded in the HCA for 2043 (Figure 6.3). It shows that 58% of housing need will be in Low Density, 22% in Medium Density, and 20% in High Density.

The result is need for 336 acres of land to accommodate housing development. Using the surplus or deficit of land projected in the HCA as a base, we estimate that Scappoose will need to add an additional 280 acres to accommodate housing development by 2073, with a deficit of land in each plan designation.

### Exhibit 8. Comparison of Future Forecasted Land Need (2073) with Available Capacity in Acres

Source: Scappoose 2023-2043 HCA and ECONorthwest calculations

Designation	Unit Need (2043-2073)	Average Gross Density (units/acre)	Land Need in Gross Acres (2043-2073)	Land Deficit in Gross Acres (2043-2073)
Low Density	999	4.0	248	(192)
Med Density	382	6.4	60	(60)
High Density	351	12.7	28	(28)
<b>Total</b>	<b>1732</b>		<b>336</b>	<b>(280)</b>