



Tuesday, April 9, 2024

50-YEAR PLAN STAKEHOLDER ADVISORY COMMITTEE MEETING AGENDA

Meeting at 6:00 pm

This meeting will be held in a hybrid format at Scappoose City Hall via [Microsoft Teams](#).

Topic

- | | |
|---|----------------|
| 1. Call to order | 6:00 pm |
| 1.1. Roll call | |
| 1.2. Approval of Agenda: April 9, 2024 | |
| 1.3. Approval of Minutes: November 28, 2023 | |
| 1.4. Public comment | |
| 2. New Business | 6:10 pm |
| 2.1. Review of Project to date
Laurie Joseph, City of Scappoose | 6:10 pm |
| 2.2. Discuss areas for Urban Growth Boundary expansion and Urban Reserves
Beth Goodman, ECONorthwest | 6:15 pm |
| 2.3. Next Steps
Beth Goodman, ECONorthwest | 7:50 pm |
| 3. Announcements | 7:55 pm |
| 3.1. Next meeting (final) <ul style="list-style-type: none">• TBD | |
| 4. Adjourn | 8:00 pm |

The Committee will accept written public comment at all meetings. Comments submitted by 5:00pm on **April 8, 2024** to City staff will be included in the meeting packet. Please email 50-year-plan@scappoose.gov, drop written comments at City Hall, or call 503-543-7146.

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



Tuesday, November 28, 2023

50-YEAR PLAN STAKEHOLDER ADVISORY COMMITTEE MEETING MINUTES

Meeting at 6:00 pm

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

Disclaimer: These minutes are intended to summarize the conversations that took place in this meeting rather than provide a full transcript. Anyone wishing to view the full conversation can find a recording of this meeting on YouTube at: <https://youtu.be/cQ3jQ1rpHzc?si=XhkvHYavwiOP0dtW>

Topic

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

1.1. Roll call

Voting Members Present:

Chair Pat Kessi, Kim Holmes, Paul Fidrych, Pat Turpen, Paul Vogel, Jeff Weiss, Jennifer Anderson, Brian Rosenthal

Agency Partners Present:

Debbie Jacob, Chase Christensen, Brett Estes, Laura Kelly

Staff Present:

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

Consultants Present: Beth Goodman and Nicole Underwood from ECONorthwest, Heather Austin and Anaïs Mathez from 3J Consulting

Quorum was confirmed by N.J. Johnson.

1.2. Agenda: November 28, 2023

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

1.3. Minutes: September 12, 2023

With a motion duly set by Paul Vogel and seconded by Pat Turpen, the September 12, 2023, minutes were approved unanimously.



1.4. Public comment

None

2. **New Business**

2.1. Review of Project to date

Laurie Oliver Joseph, City of Scappoose

Laurie Oliver Joseph provided brief overview of the project and what the current meeting would entail.

2.2. Discuss Comprehensive Plan Changes

(Revisions to Housing and Economic Development Chapters and Proposed Changes to the Natural Factors and Local Resources Chapter)

Beth Goodman, ECONorthwest and Anais Mathez, 3J Consulting

Land Use, Housing, and Economic Chapters

Beth Goodman explained the changes to the Comprehensive Plan's Land Use, Housing and Economic chapters (red-lined in packet) based on the feedback from the September 12th meeting.

Paul Vogel commented on Goal 17 under General Goals for Land Uses and requested language be changed to "...should be effectively *developed*, utilized, and protected where necessary *to support land uses.*" Beth Goodman agreed to make that change.

Paul Fidrych asked about the impact of these changes in the Comprehensive Plan and how they are used. Laurie Oliver Joseph confirmed these are guidelines and stated that the major themes get distilled into development code. The Comprehensive Plan sets out the vision and priorities with overarching goals and specific policies. Policies then get distilled to code language.

Paul Fidrych commented that the Comprehensive Plan never gets brought up in City Council meetings. Laurie stated that the Comprehensive Plan is very land use focused. If someone requested a change to a Comprehensive Plan designation, they would have to



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write findings of how the application was in compliance with Comprehensive Plan goals and policies.

Kim Holmes requested Paul Vogel to reread his recommendation for Goal 17. Laurie clarified that *developed* could mean developing new water sources like new municipal wells. Kim Holmes asked if supporting land uses puts land uses ahead of natural environment. Beth Goodman stated that natural resources is a land use. Paul Vogel clarified that his intention was to align with goals and objectives, not to prioritize.

Beth Goodman called out a new housing goal (14) about avoiding high density residential land next to industrial uses and making an exception for OMIC and PCC. This was in response to Kim Holmes's previous request for consideration of an EPA environmental justice tool and having a policy aligned with that.

For Goal 6 in the Economics Chapter, Paul Vogel requested that the Columbia Economic Team be included in the list of partners in Goal 6. Beth Goodman and Laurie Oliver Joseph agreed to do this.

Brian Rosenthal commented about a property at the southern tip of Scappoose that was designated Commercial but still zoned R-5. Laurie Oliver Joseph confirmed that it would change zoning when annexed into the City.

Natural Factors and Local Resources Chapter

Anaïs Mathez explained the changes to the Comprehensive Plan's Natural Factors and Local Resources chapter (red-lined in packet). The main changes to this chapter included changing language to active language, standardizing terminology, language updates to reflect values of 50-Year Plan Vision Statement, maintaining and updating data, and noting partnerships where appropriate.

Kim Holmes asked if these changes would feed into zoning code. Laurie Oliver Joseph stated that would happen if the City did not already have a development code policy on the topic. The City is currently looking to revise the floodplain code chapter starting with DLCDC's model floodplain code, tailored to the City. The City is also reviewing the wetlands chapter, fish and riparian corridor, and steep slopes. If anything came up in



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this planning process that warranted a development code change, the City would do so as a part of this 50-year planning process.

Regarding Policy 12, Kim Holmes asked if there are plans for bike lanes and encouraging other modes of transportation. Laurie Oliver Joseph confirmed that the Transportation System Plan houses these plans and that it includes current streets.

Regarding Policy 19, Kim Holmes asked if it was possible to prohibit invasive species. Laurie Oliver Joseph confirmed the City has a tree list. But the City does not have a “do not plant” list for private sites. The City could consider it in the future, perhaps as a task for the Parks and Recreation Committee. Beth Goodman stated this kind of policy wouldn’t go in the City’s Comprehensive Plan. Laurie Oliver Joseph suggested this could be in a list on file with the Planning Department that can be updated routinely.

Regarding Policy 19, Brian Rosenthal asked if there was an Urban Forestry Plan. Laurie Oliver Joseph confirmed the City does have a plan but that it does not focus on the tree canopy. The current plan is more about the management of the watershed and some areas outside of the city.

Brian Rosenthal expressed concern with overregulating private property and that property owners should be able to cut down trees on their property, if needed. Laurie Oliver Joseph stated that City Council has expressed their desire to increase the urban tree canopy. This could result in a fee for cutting down a tree or planting a tree somewhere else to achieve the goal of tree canopy coverage without hindering development. But this has not been decided by City Council yet. This would likely be for both new development and current homeowners. Beth Goodman asked when a policy around this topic would be discussed. Laurie Oliver Joseph confirmed it would be a part of this project. Heritage trees fall under a different category

Pat Turpen agreed with Brian’s concerns about private property rights and asked how a property owner will know what the regulations are. Laurie Oliver Joseph stated that if property owners have questions or concerns, they can contact the Planning Department.



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Paul Fidrych asked Kim Holmes why the City Council is focusing on the urban tree canopy. Kim Holmes stated that the City Council has not made it an official goal yet but has had an urban canopy study done which showed very low tree coverage. NJ stated that the tree canopy coverage is declining in Scappoose due to development. Laurie Oliver Joseph stated that if this is a priority for Council and became a goal, the City could look at it in more depth.

Paul Fidrych asked if Policy 10 that was struck will be in the next chapter. Anaïs confirmed it would.

Kim Holmes asked about the significant findings section. Beth Goodman stated that significant findings would be removed.

Kim Holmes asked how FEMA's floodplain assessment will impact this 50-Year Plan work. Laurie Oliver Joseph stated that there will be increased floodplain but that does not change anything with the findings or policies in this planning process. Flood mapping will evolve over time, but policies in place will apply to new areas. Beth Goodman stated that FEMA's map changes can take years to complete and adopt.

Hazards Chapter

Anais Mathez explained the changes to the Comprehensive Plan's Hazards chapter (red-lined in packet). The main changes to this chapter included emphasizing the role of multi-jurisdictional coordination, editing partners, adding language clarification, and adding details about maintaining and updating data.

Regarding Goal 2, Kim Holmes asked how often data and maps are updated. Laurie Oliver Joseph said that the last broad scale mapping was in 2010. But specific regions are updated periodically through letter of map revisions, sometimes related to a development proposal, when new data is available.

2.3. Discuss Development Code Changes for Landscaping in Parking Areas

Heather Austin, 3J Consulting



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Heather Austin provided an overview of the changes to the Development Code for landscaping in parking areas. Landscaping standards would apply to 50 or more stalls to reduce burden on smaller businesses.

Regarding tree perimeter, Brian Rosenthal commented that if there is tree for every 10 feet, it could block visibility to the business if located streetside. Heather Austin pointed out that these code changes only related to adjacent properties, not along the structure itself or the street side. Street tree standards would still be required.

Chari Kessi asked if the 4 ft around the perimeter was already in code. Laurie Oliver Joseph confirmed it was. Chair Kessi said the biggest concern is making sure there is enough parking. Laurie Oliver Joseph said that is why they are focusing on larger businesses since these businesses are already including landscaping.

Brian Rosenthal commented that 50 spots seem too low to have these requirements. Brian Rosenthal and Chair Kessi suggested this be applied to businesses with 75 to 100 spots.

Jeff Weiss pointed out that most of the example businesses that Heather Austin shared do not meet these landscaping standards.

Brian Rosenthal expressed concern that this raises the cost of construction and that this can lead to artificially low supply over time.

Chair Kessi questioned whether Fred Meyer could meet these requirements if built today.

Debbie Jacob asked if there was distinction between properties of similar and different uses. Heather Austin said the requirements do not apply to businesses that share parking lots but does apply to all other businesses regardless of type. Heather Austin reiterated that the reason for these requirements is to address tree canopy and urban heat island concerns.



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Debbie Jacob stated that this also has an impact on water conservation. Heather Austin stated that is a good observation and that there is nothing required for the bottom of the trees so there could be water conservation ideas used.

Heather Austin asked at what level the parking stall requirement should be set. Brian Rosenthal stated he thought it should be 100. Laurie suggested setting it at 100 and then in the future, the Urban Forest Management Plan could recommend additional edits.

Jeff Weiss asked about the current code for parking spaces per business. Laurie Oliver Joseph stated it is based on each individual use. A standard office would be 1 space per 400 square feet. Restaurants require 1 per 120 square feet.

Brian Rosenthal stated that everyone wants more restaurants but these landscaping requirements create competing priorities.

Heather Austin agreed that 100 spaces seems like a solid starting point.

Paul Fidrych asked if there would be any standards before the 100-space threshold since Scappoose's tree canopy coverage is so low and there are not many large areas of land for large development left. Brian Rosenthal stated that the City does have a standard which would require trees along the road but doesn't get to the interior of the parcel. Laurie Oliver Joseph agreed that there are conflicting priorities.

Heather asked if there would be appetite for a half standard for businesses with 50 to 99 stalls.

Brian Rosenthal stated that there is still a problem with needing irrigation. Heather Austin asked if existing frontage requirements reduce that burden? Brian Rosenthal said not usually.

Jeff Weiss expressed agreement with the medium plan, and stated that income and population drive development, not landscaping requirements. Laurie Oliver Joseph stated that presumably a developer will have reviewed the code before coming.



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NJ shared findings from the PSU study on tree canopy cover: Scappoose has 17% tree canopy, compared to Lake Oswego 47%, Portland 29%, Milwaukie 26%, Tigard 25%, Forest Grove 23%, and Tacoma 19%.

The SAC agreed to a medium plan: perimeter trees would be one tree for every 190 square feet, full requirement at 100 spots; 50 to 100 spots at half standard requirement

Chair Kessi asked about planter boxes on site. Laurie Oliver Joseph stated that the planters *possibly* count toward landscape. Heather Austin confirmed writing the language, so it does not preclude counting planter boxes.

Chair Kessi's expressed that his biggest concern is losing parking spaces.

2.4. Discuss Land Needs and Efficiency Measures

Beth Goodman, ECONorthwest

Beth Goodman reviewed a PowerPoint that showed revisions to land needs (which had been discussed in previous SAC meetings and included in a memorandum in the packet) as well as land use efficiency measures. Land use efficiency measures included a 3% density increase in residential land designations, based on an Oregon state law that allows the City to assume this density increase. Land use efficiency measures also included rezoning.

Kim Holmes asked about the level of service (LOS) included in the Parks Master Plan. Laurie Oliver Joseph stated she would need to review the Master Plan. Laurie Oliver Joseph and Beth Goodman confirmed however that the City will not need new parkland in the next 20 years.

Paul Fidrych stated that the Parks Committee gave the recommendations over 6 months ago and will see the revisions on December 4, 2023, at the City Council meeting.

Jeff Weiss stated that if you don't acquire land in the next 20 years, there will be nothing left. Chair Kessi stated that parks might be in floodplain areas. Laurie Oliver Joseph stated that the planning documents could be updated before 20 years. There is a



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desire at the City to find new fundings sources for parks. If money becomes available, the City could reevaluate land need.

Kim Holmes asked what types of uses are included in “other.” Beth confirmed it would be things like the YMCA. This land would generally be zoned commercial or residential.

Brian Rosenthal asked what the deficit before land use efficiency measures was. Beth Goodman stated that prior to land use efficiency measures the land need was 446 acres over the 50-year period. After land use efficiency measures the total 50-year land need was 419 acres.

Beth Goodman stated that the 20-year land need and following 30-year land need will be treated differently in the UGB work. Beth Goodman stated that the City may consider additional rezoning from low density residential to medium density residential which could change land need slightly.

Brian Rosenthal asked which parcels will be rezoned from industrial to commercial. Laurie Oliver Joseph stated there were parcels at the north end of West Lane road.

Chair Kessi asked if the City could still acquire land for parks if needed. Beth Goodman confirmed that the City could.

Brian Rosenthal commented on the desire for increased tree canopy and smaller lots for residential which creates challenges for both developers and the community. Beth Goodman stated that this could have implications for residential policies. Brian Rosenthal stated that Lake Oswego has larger parcels because it was developed a while ago leading to greater tree canopy. Chair Kessi stated that the smaller lots and increased density is to preserve the land outside of the city, and have more people live nearer to infrastructure improving affordability and efficiency of service.

2.5. Next Steps

Beth Goodman, ECONorthwest



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Beth stated the next steps are to continue to the UGB process, Comprehensive Plan updates, and zoning code updates. ECONorthwest will bring information to the City Council at future meetings. ECONorthwest will be at the next ATM. Next SAC meeting is likely to be between February and April.

The last SAC meeting for this committee will be around May or June.

Then this process will go to Planning Commission and City Council

Brian Rosenthal asked if the SAC would start looking at where the City will expand. Beth Goodman confirmed that will take place at a future SAC. Expansion areas will be based on where the City can grow in terms of exceptions areas and water/wastewater/roads cost of services along with other considerations.

3. Announcements

3.1. Next meetings

- TBD

4. Adjourned at 7:41 pm.



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Urban Growth Boundary Expansion and Urban Reserve Areas
Stakeholder Advisory Committee Meeting
April 9, 2024

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Agenda

Today's Discussion

- Review project progress
- Discuss areas for inclusion in the UGB and Urban Reserves
- Next Steps

2



Review: Land Need and Area for the UGB Expansion

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Total Land Need with Efficiency Measures

Land Need (2023-2073) with Available Capacity in Gross Acres

Category	Land Deficit 2023-2043 (acres)	Land Deficit 2043-2073 (acres)	Land Deficit or Surplus 2023-2073 (acres)
Employment			
Commercial	(10)	(62)	(72)
Semi-Public	(4)	(7)	(11)
Housing			
Low-Density*	56	(187)	(187)
Med-Density	(33)	(58)	(91)
High-Density	(1)	(27)	(28)
Public			
Municipal	(10)	(17)	(27)
Parks	0	n/a	0
Semi-Public**	(1)	(2)	(3)
Total	(59)	(360)	(419)

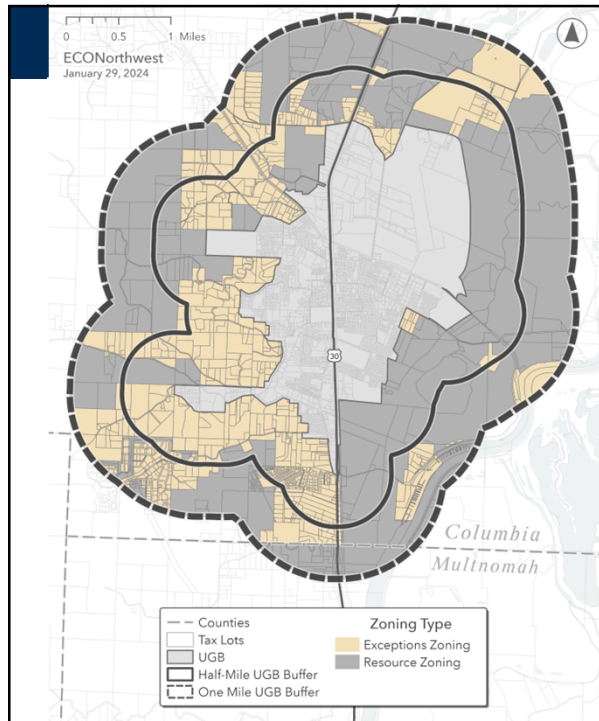
Land Use Efficiency Measures included:

- Density increases by 3% across all residential designations
- Rezone select parcels

*There is a surplus of 59 acres in low-density residential in the 2023-2043 period. Three acres needed for semi-public would be met by that surplus, leaving 56 acres of surplus in low density residential for the 2023-2043 period.

** Semi-Public land uses include cemeteries which are allowed in the Public land designation

4

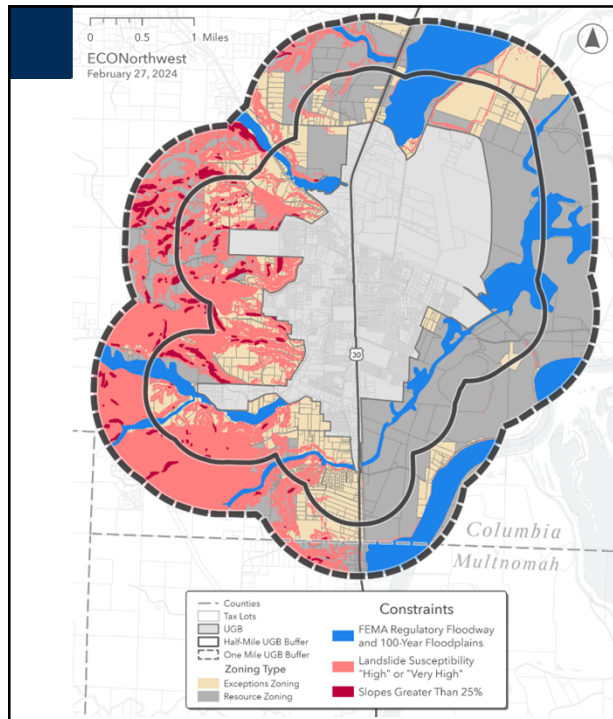


Priority for Inclusion in the UGB

ORS 197A.285 establishes the following priority of land for inclusion within a UGB:

- First Priority is urban reserves
 - Scappoose does not have urban reserves
- Second Priority is exceptions land and nonresource land.
 - Scappoose does not have nonresource land but has plenty of exceptions land around the UGB
- Third Priority is marginal land
- Fourth Priority is forest or farmland that is not predominantly high-value
- Fifth Priority is agricultural land that is predominantly high-value

5

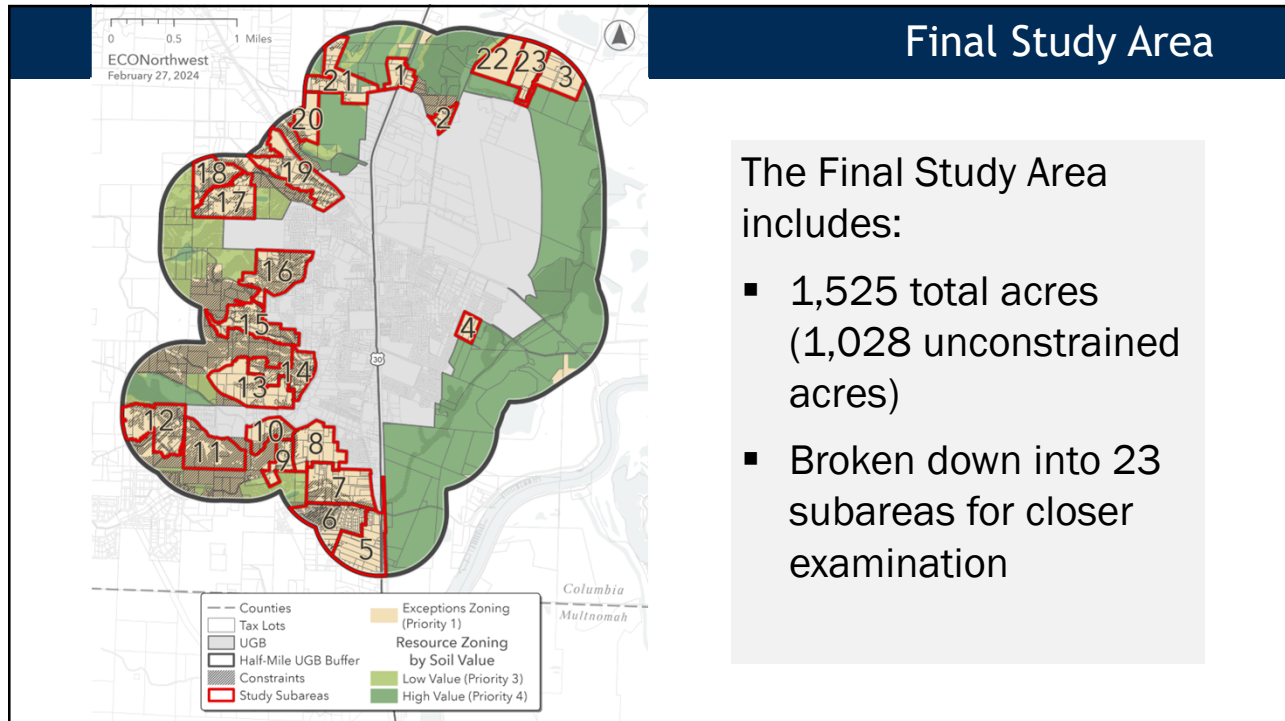


Map the Constraints

Identify the Constraints

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

6



The Final Study Area includes:

- 1,525 total acres (1,028 unconstrained acres)
- Broken down into 23 subareas for closer examination

7



Expanding the UGB and Establishing Urban Reserves:
Evaluating the Subareas

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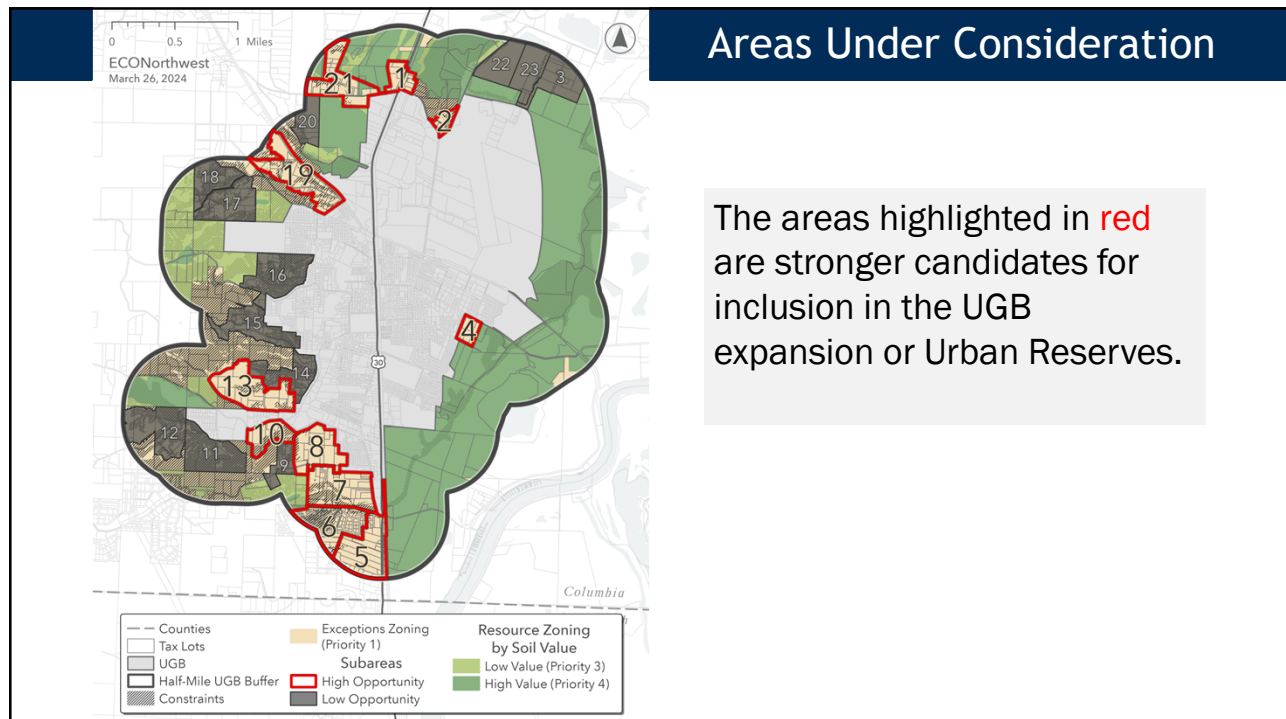
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Locational Factors (Evaluation Criteria)

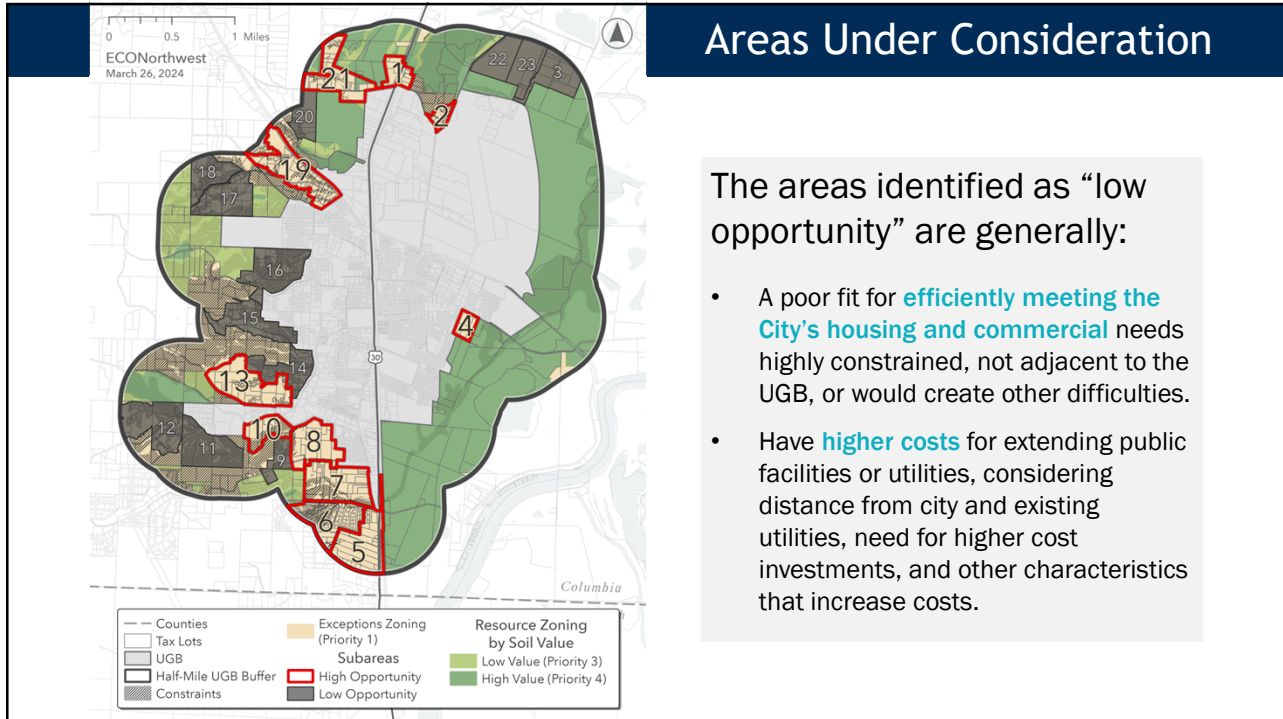
Goal 14 establishes location factors that must be considered when evaluating expansion areas:

- Can the area **efficiently meet the City's needs**? (land is developable and connects well with existing neighborhoods)
- Can **public services and utilities** be extended to the area in a cost-effective and logical way?
- What impacts would development have on the **environment, local economy, and community life**?
- What impacts would development have on **nearby farms or forests**?

9



10

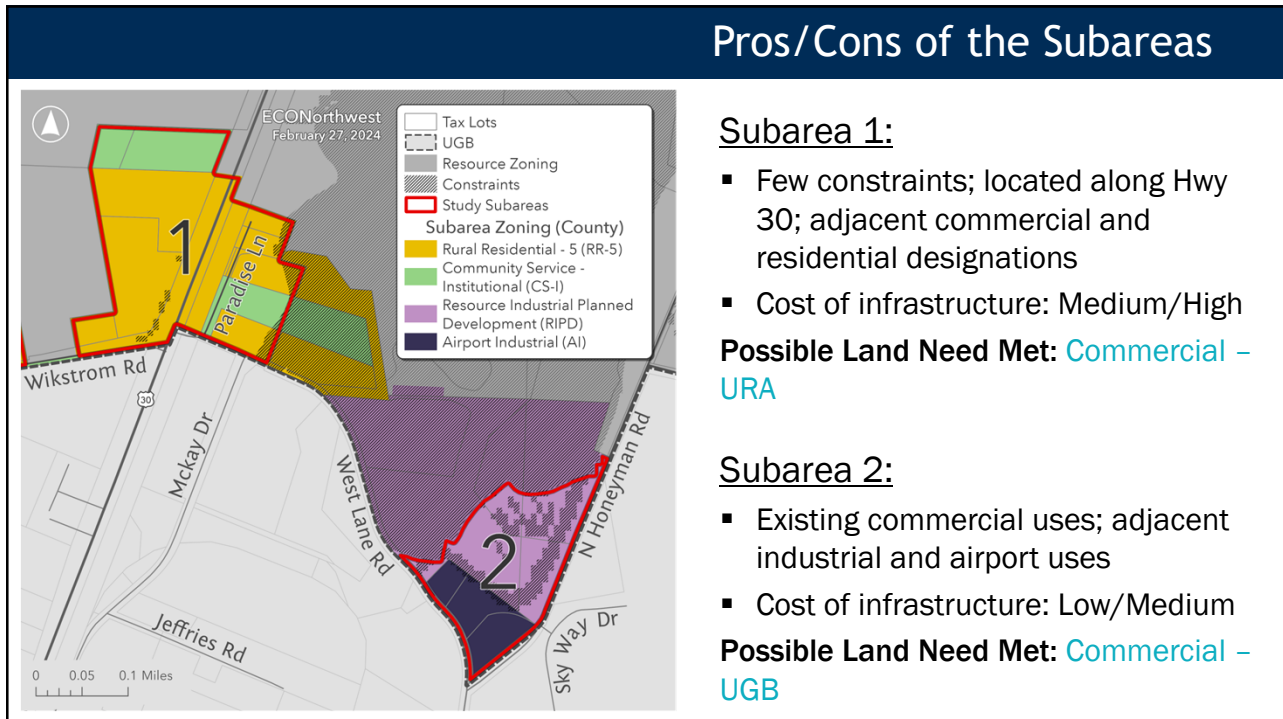


Areas Under Consideration

The areas identified as “low opportunity” are generally:

- A poor fit for **efficiently meeting the City’s housing and commercial** needs highly constrained, not adjacent to the UGB, or would create other difficulties.
- Have **higher costs** for extending public facilities or utilities, considering distance from city and existing utilities, need for higher cost investments, and other characteristics that increase costs.

11



Pros/Cons of the Subareas

Subarea 1:

- Few constraints; located along Hwy 30; adjacent commercial and residential designations
- Cost of infrastructure: Medium/High

Possible Land Need Met: Commercial – URA

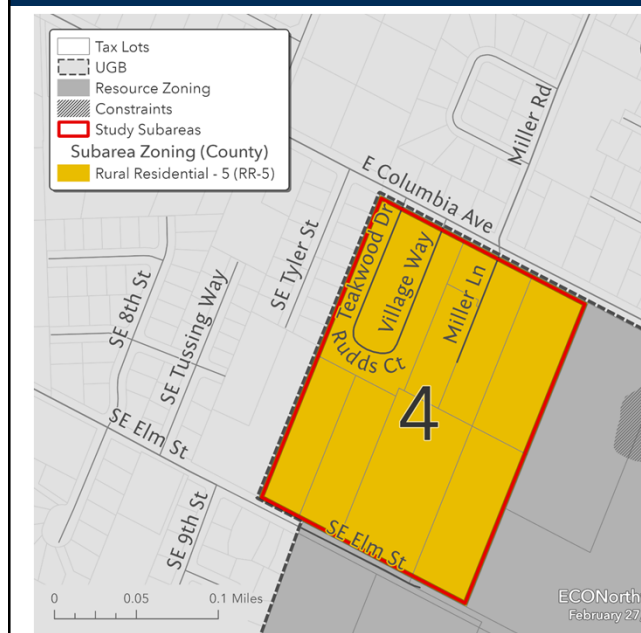
Subarea 2:

- Existing commercial uses; adjacent industrial and airport uses
- Cost of infrastructure: Low/Medium

Possible Land Need Met: Commercial – UGB

12

Pros/Cons of the Subareas



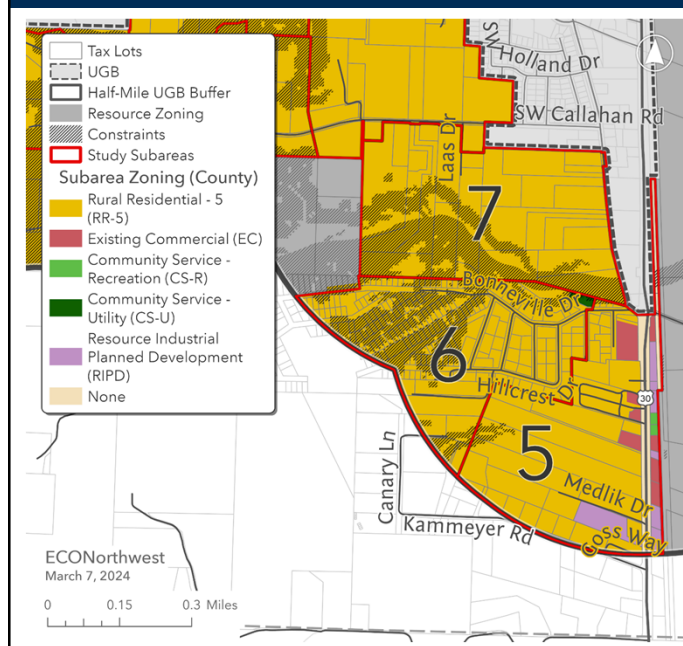
Subarea 4:

- Few constraints; adjacent to existing neighborhoods; partially built out
- Inclusion would fix existing septic system issues for existing houses
- Cost of infrastructure: Low/Medium

Possible Land Need Met: Residential – UGB

13

Pros/Cons of the Subareas



Subarea 5:

- Few constraints; located along Hwy 30; need (parts of) subareas 6 & 7 to also come in
- Cost of infrastructure: Medium/High

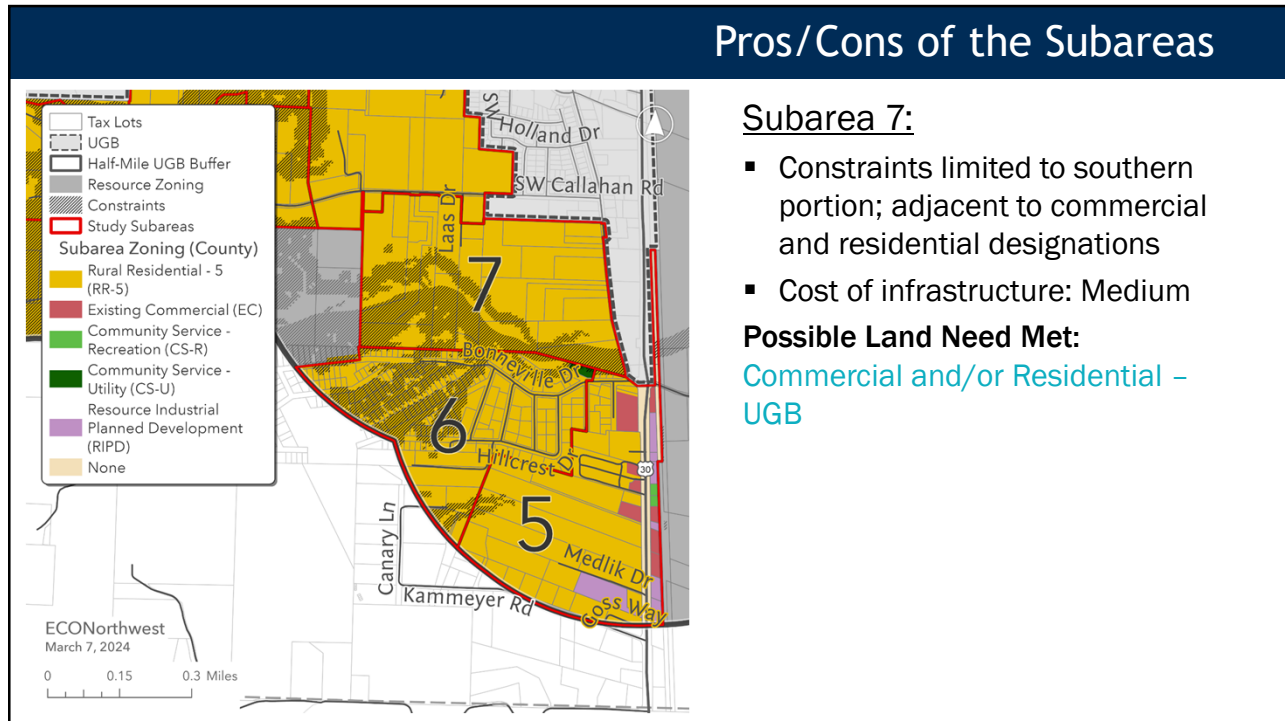
Possible Land Need Met: Commercial and Residential – URA

Subarea 6:

- Western portion highly constrained, parcelized, and partially developed; need subareas 5 & 7
- Cost of infrastructure: Medium

Possible Land Need Met: Residential – could be UGB or URA

14



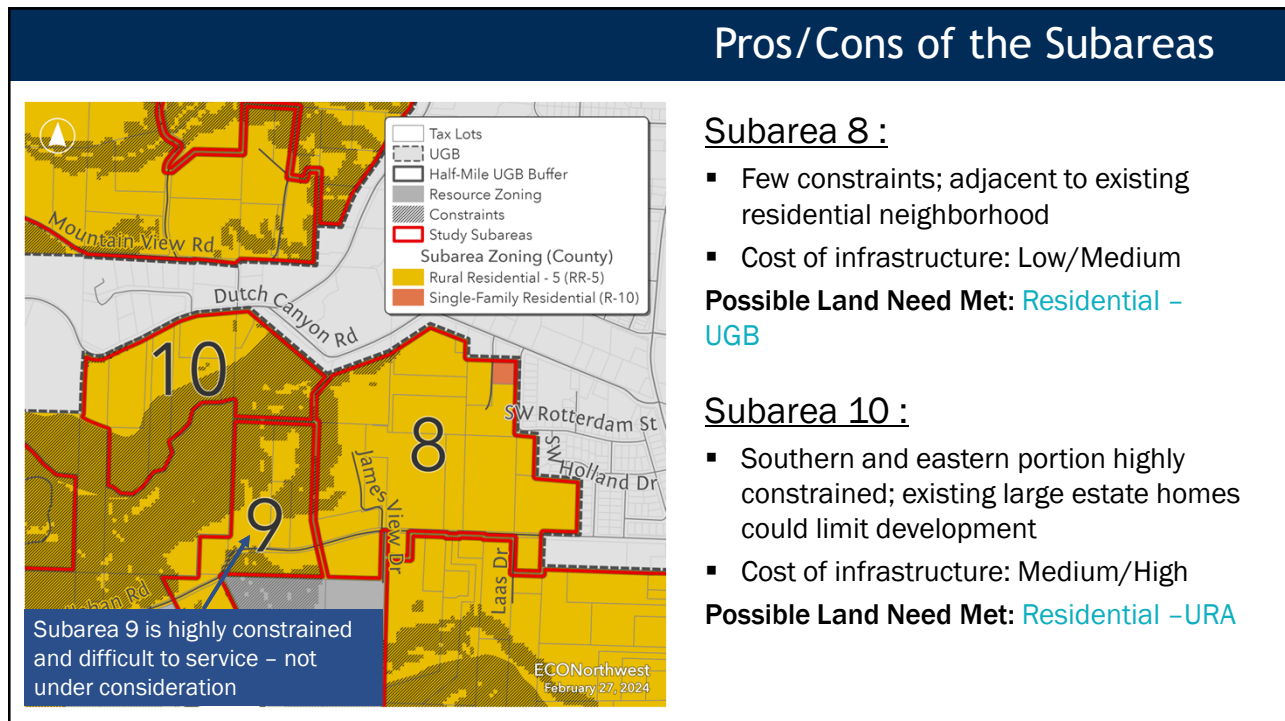
Subarea 7:

- Constraints limited to southern portion; adjacent to commercial and residential designations
- Cost of infrastructure: Medium

Possible Land Need Met:

Commercial and/or Residential – UGB

15



Subarea 8 :

- Few constraints; adjacent to existing residential neighborhood
- Cost of infrastructure: Low/Medium

Possible Land Need Met: Residential – UGB

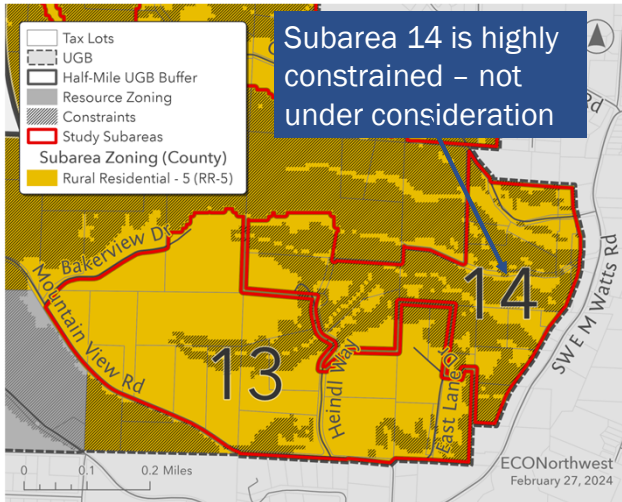
Subarea 10 :

- Southern and eastern portion highly constrained; existing large estate homes could limit development
- Cost of infrastructure: Medium/High

Possible Land Need Met: Residential –URA

16

Pros/Cons of the Subareas



Subarea 13:

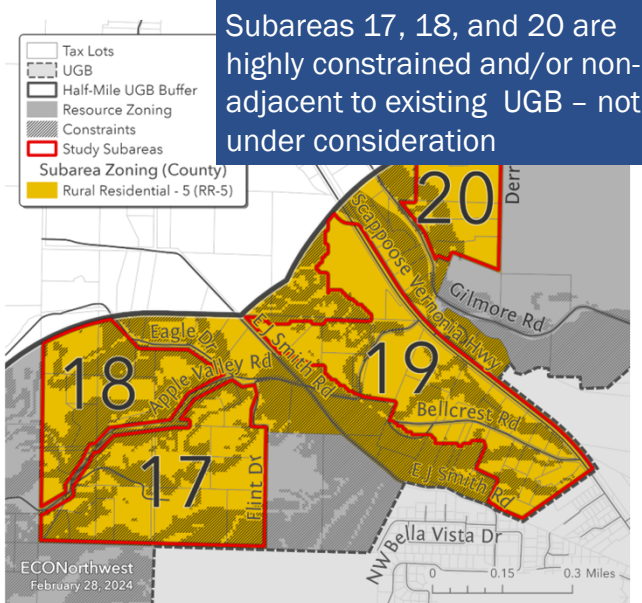
- Few constraints; large parcels with little existing development
- Cost of infrastructure: Medium

Possible Land Need Met:

Residential – URA

17

Pros/Cons of the Subareas



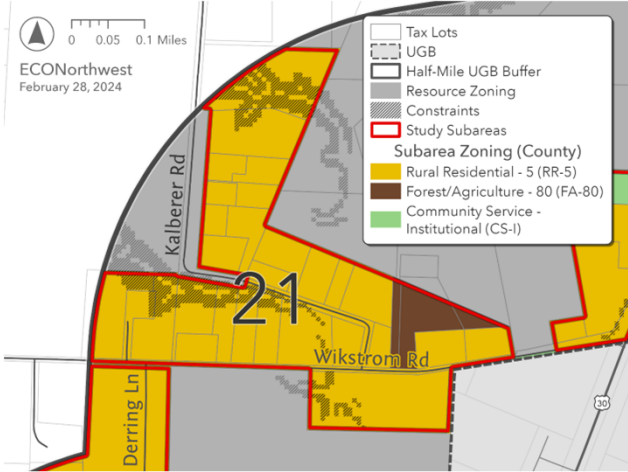
Subarea 19:

- Constraints run throughout the site; direct connection to UGB via Scappoose Vernonia Highway
- May consider a portion of subarea
- Cost of infrastructure: Medium/High

Possible Land Need Met: Residential – URA

18

Pros/Cons of the Subareas



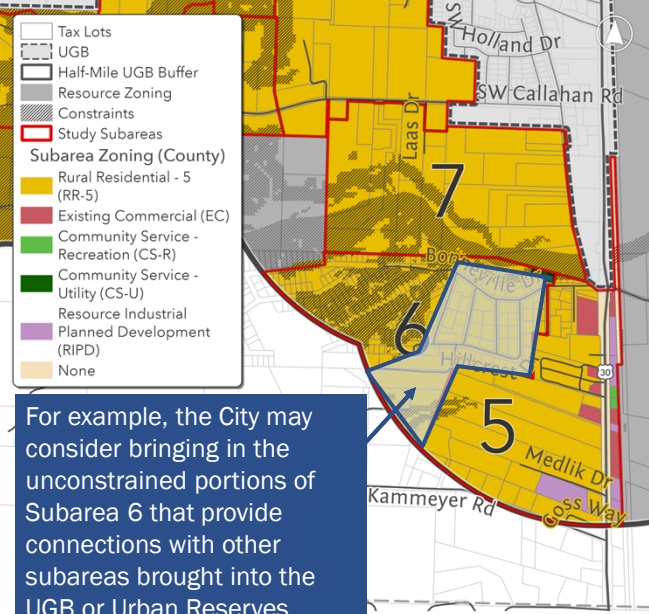
Subarea 21:

- Limited connection to rest of UGB but eastern portion may make sense to include; few constraints
- Includes a small amount of high value Forest/Agriculture land
- Cost of infrastructure: High

Possible Land Need Met:
Residential – URA

19

Additional Evaluation/Consideration



For example, the City may consider bringing in the unconstrained portions of Subarea 6 that provide connections with other subareas brought into the UGB or Urban Reserves.

Next, the City will identify the specific areas to include in the UGB and Urban Reserves. This may involve splitting subareas to bring in the land that fit best with the evaluation criteria.

20

Next Steps

- Finalize the UGB and Urban Reserves Analysis
- Develop 50-Year Plan document
- Presentation and discussion with City Council
- Hearings, likely starting in the Fall
- Final SAC Meeting: Date TBD



Image source: City of Scappoose Facebook page

21

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22