

**CITY COUNCIL  
MONDAY, NOVEMBER 7, 2016**

**JOINT WORK SESSION WITH CITY COUNCIL AND PLANNING COMMISSION  
KICK OFF HOUSING NEEDS ANALYSIS & BUILDABLE LANDS INVENTORY**

Mayor Burge opened the work session at 6:00 p.m.

**Present:** Mayor Scott Burge, Council President Jeff Erickson, Councilor Jason Meshell, Councilor Barb Hayden, Councilor Rich Riffle, Councilor Joel Haugen, Planning Commission Chair Carmen Kulp, Planning Commissioner Bill Blank, Planning Commissioner Bruce Shoemaker, Planning Commissioner Scott Jensen, Planning Commissioner Rita Bernhard, City Manager Michael Sykes, Legal Counsel Shelby Rihala, City Planner Laurie Oliver, City Recorder Susan Reeves, Office Admin III Liz Happala, Program Analyst Alexandra Rains, and Beth Goodman with ECO NW Consultant on this project.

Mayor Burge opened the work session at 6:30 p.m.

City Manager Sykes thanked Council and Planning Commissioners for being here tonight. He explained the purpose for gathering for this work session is to talk to our newly appointed consultant, Beth with ECO NW about our housing needs analysis for Scappoose. This will be a process that will unfold over the next three to six months.

City Planner Laurie Oliver introduced Beth Goodman with ECO NW. She explained after Beth Goodman goes through her presentation we will do some open question and answer discussion.

Beth Goodman explained her presentation will describe what a housing needs analysis is, it tells you a little bit about what they do in a housing needs analysis, and talks about their work program and schedule, and goes through the City's existing Comprehensive Plan for housing policies. She explained Scappoose is growing, there is going to be a community college.



### **Why is Scappoose doing an HNA**

- How much growth?
- How much land?
- Where is the buildable land?
  - Vacant; unconstrained physically or by policy
- What development patterns make sense?
- Does Scappoose have enough buildable residential land?

## Housing: Demand v. Need

- *Housing need* is based on the principle that a community's plan for housing should meet the needs of households at all income levels.
- *Housing market demand* is what households demonstrate they are willing to purchase in the marketplace.
- **Need**
  - Type
  - Tenure
  - Financial
  - Condition
  - Crowding
  - Special Populations
- **Demand**
  - Evidenced by recent development trends (e.g., type, price, and mix)

## Parts of a Housing Needs Analysis

- *Demand* is a function of population and employment growth
- *Supply* is a function of land base and housing stock
- **Demand**
  - Population
  - Demographics
    - Age
    - Household composition
  - Income
  - Housing costs
- **Supply**
  - Vacant, partially vacant, and redevelopable land
  - Housing stock and characteristics

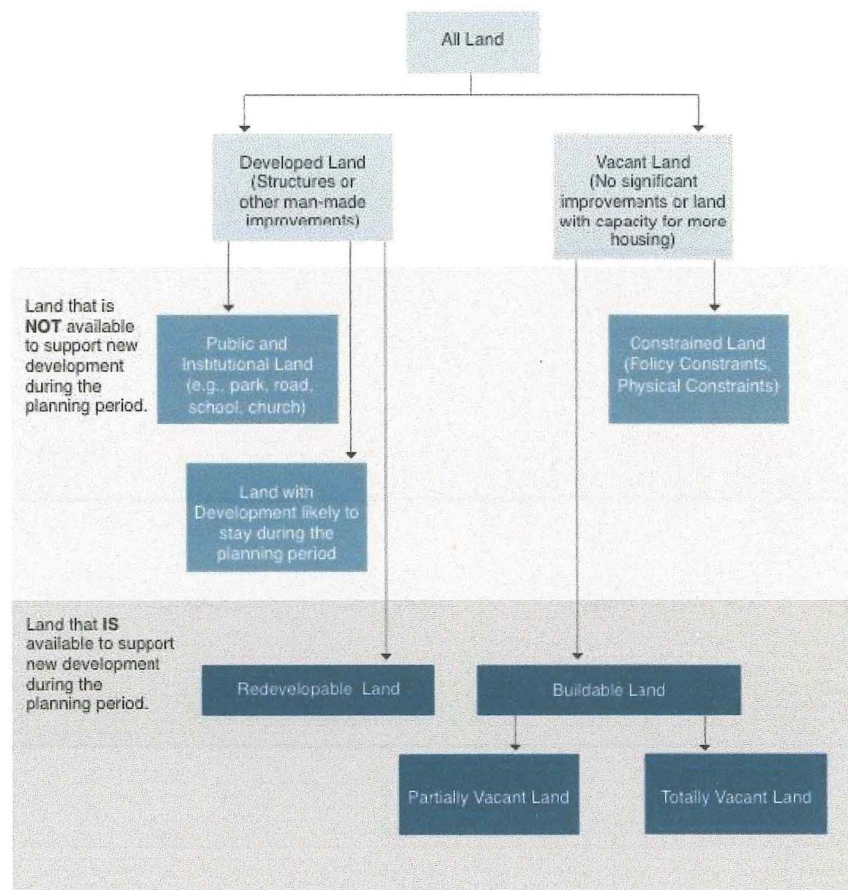
# Determining Housing Demand

- Builds from population forecasts
- Requires assumptions about:
  - Persons in group quarters
  - Household size
  - Mix
  - Vacancy rates
- Needed units/density gives needed acres

## Typical Method for Calculating Needed Dwelling Units

Future population  
 -Current population  
 =population increase  
 -persons in group quarters  
 =persons in new dwelling units  
 +persons per dwelling unit  
 =occupied dwelling units  
 -demolitions  
 +vacant dwelling units  
 + additional units needed to accommodate decreased household size of existing households  
 = Total needed dwelling units

## Identifying Buildable Residential Land





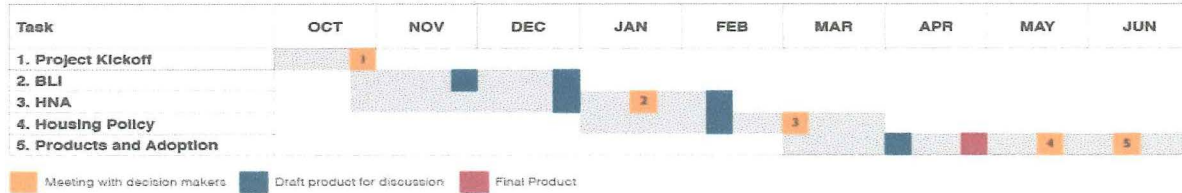
## Goal 10: Housing

“Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

## Needed Housing Types (ORS 197.303)

- Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- Government assisted housing;
- Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and;
- Manufactured homes on individual lots planned and zoned

# Work Plan



## Existing Comprehensive Plan Policies

**ECONorthwest**  
 ECONOMICS • FINANCE • PLANNING

## Existing Comprehensive Plan Goals

1. Increase the quantity and quality of housing for all citizens.
2. Locate housing so that it is fully integrated with land use, transportation and public facilities.

## Existing Comprehensive Plan Goals

3. Concentrate high-density multi-family dwellings in a few areas of the City and distribute low density multi-family dwellings throughout the City.
4. Protect residential areas from conflicting land uses, unnecessary through traffic, or other undesirable influences.

## Existing Comprehensive Plan Policies

1. Maintain adequate zoning, subdivision, and building codes to help achieve the City's housing goals.
2. Limit housing in hazardous areas as well as in significant fish and wildlife areas.
3. Encourage high-density multi-family dwellings in a few areas of the City and distribute low density multi-family dwellings throughout the City.

## Existing Comprehensive Plan Policies

4. Work with all interested agencies and organizations to facilitate housing conservation and construction, and to improve sub-standard dwellings; moreover, to encourage and cooperate with all efforts to provide adequate housing for those with special needs.
5. Permit multi-family dwellings which conform to the following general conditions and criteria:



## Existing Comprehensive Plan Policies

### 5. Permit multi-family dwellings which conform to the following general conditions and criteria:

- A. They should not be so large or close to single-family dwellings as to block their sunlight or to unduly interfere with an established, well-maintained single-family neighborhood.
- B. They should include ample open space or recreational facilities for their residents as well as ample off-street parking and adequate access.
- C. They should not adversely affect the design capacities of the sewer, water, drainage or street systems as determined by the City Engineer.
- D. They should be encouraged in areas close to commercial centers.

## Existing Comprehensive Plan Policies

### 6. Permit Manufactured Homes only in Manufactured Home parks and subdivisions within the City limits; they shall be developed so that they conform to the following general conditions: (Ord 635, 1995)

- A. They should not unduly interfere with an established well maintained single family neighborhood.
- B. They should include ample open space or recreational facilities for their residents as well as ample off-street parking and adequate access.
- C. They should not adversely affect the design capacities of the sewer, water, drainage or street systems as determined by the City Engineer.



## Existing Comprehensive Plan Policies

7. Ensure that subdivisions provide a full array of public services at the expense of the developer.
8. Re-evaluate City ordinances and, where possible, streamline administration and requirements in order to reduce development costs.
9. Encourage energy efficient housing patterns in residential developments.

## Existing Comprehensive Plan Policies

10. Ensure that the urban growth boundary is not so small as to put an artificial limit on housing opportunities and thus drive up the cost of housing.
11. Strive to provide services sufficient to meet the demand for housing so that the City will not have to impose building moratoriums which drive up the cost of housing.
12. (Ord 637, 1996 deleted #12)

## Existing Comprehensive Plan Policies

- I 3. Will review this housing policies during its next Plan review to determine changes needed to meet the needs of Scappoose's low-income residents.
- I 4. Pursuant to state law, permit siting of manufactured homes on all land zoned for single family residential uses. (Ord 618, 1994)

## Questions for Discussion

- What outcomes do you expect from this study?
- What are the key issues you would like addressed in this study?
- Do you have specific concerns about Scappoose's existing housing goals or policies?

Beth Goodman went over why Scappoose is doing an Housing Needs Analysis ~ These are items they look at:

How much growth?

How much land?

Where is the buildable land?

What development patterns make sense?

Does Scappoose have enough buildable residential land?

Beth Goodman explained this study will help answer those questions.

Beth Goodman explained we are at a point in transition. The City has an economic opportunities analysis that says Scappoose is going to grow a lot for employment. The City is also getting some new colleges.

Beth Goodman went over Housing demand v. Housing need. She explained housing market demand is what households are willing to purchase. Housing need is a construct that is used on the Statewide planning system for Goal 10, and it is based on the principal that communities plan where housing can be built that can meet the needs of households at all income levels.

Beth Goodman went over parts of a housing needs analysis

Beth Goodman went over determining housing demands. She explained the City has an adopted population forecast from 2008, but Portland State University is in the process of developing a new population forecast for Columbia County and all the Cities in the County, and it will be ready and finalized by June 2017. She explained they are adjusting the project time line so they can use the draft of the PSU population forecast to base the housing needs analysis on.

Beth Goodman went over identifying buildable residential land.

Beth Goodman went over what Goal 10 requires.

Councilor Joel Haugen asked what happens in a circumstance where a city can't address Goal 10 objectives?

Beth Goodman replied you might look at working with Portland State University about your population forecast. She gave an example of Hood River since they are looking at moving their Urban Growth Boundary. She stated it is really a policy question about what are the communities' values. She explained you work with your policies and then she would also say work with your population forecast to get that adjusted appropriately.

City Manager Sykes explained when you project demands, a lot of the demand is outside this community. He asked how is she going to try to protect that?

Beth Goodman replied the demand factors, the demographic trends, that they tend to look at are very big trends across Oregon and all across the Country. She stated maybe we will just look at Washington County and see what is going on there and see how that may well effect the City.



Commissioner Blank asked Beth is she factored accessory dwelling units into this?

Beth Goodman replied that goes in more on the policy side.

Commissioner Bernhard asked about tiny houses.

Beth Goodman replied sometimes if the tiny houses are on wheels it falls under recreational vehicles. She stated we will probably need to dig into this a little more.

Beth Goodman went over needed housing types.

Beth Goodman explained the planning period is 2017 to 2037.

Beth Goodman went over the work plan. She explained at the Annual Town Meeting they will be getting feedback from the community. They are looking at adoption by July, or as soon as we can.

Beth Goodman went over the existing comprehensive plan goals.

Councilor Meshell stated as we are putting together our budget, it looks like we are missing this because of the PSU data, is there any way to get a draft of this prior to going through the budget process?

Beth Goodman stated she is anticipating having a good draft in March for Scappoose. She is anticipating there will be some questions that will be answered easily.

Mayor Burge asked about when looking at inventory does it look at land in the UGB slated to be brought in for residential and asked the question does that really make sense.

Beth Goodman replied is an interesting question and a good question. She stated if it doesn't make sense how would that land be used otherwise, is it more appropriate for a different use. She explained, for example, she is working with a community that has a whole bunch of land that is on the wrong side of the railroad tracks and they can't get a crossing over the railroad tracks. She stated in some cases it is just better to have your land that is in your urban growth boundary that will eventually be annexed into the City. She thinks the City could be looking at a UGB expansion.

Beth Goodman continued to go over the existing comprehensive plan goals, then she went over the existing comprehensive plan polices. She explained currently they are doing work for Community Action Team (CAT).

Beth Goodman explained the first thing she will do is sit with City Planner Laurie Oliver and work on seeing if these are the right goals, and then they will bring them back before this committee to discuss the goals.

Beth Goodman asked what are the key issues the Council and Planning Commission would like to see addressed in this study?

Mayor Burge stated the problem with available land for housing in the flood plain ~ he would like to address that, and not cause flood plain issues.

Councilor Hayden stated we need to consider that there is a lot of nursely land ~ class one soil. She explained they have tried to bring it in, but it has been stopped short.

Beth Goodman explained this study will stop short of looking at urban growth boundary expansion. It comes to the point where we say you have enough land or you don't have land and you need land to accommodate these types of housing. She explained through this process we may identify areas where the City may want to consider rezoning land.

Commissioner Bernhard stated in addition to the nursery situation we also have properties that have Indian artifacts.

City Planner Oliver replied that could pretty much be anywhere.

Beth Goodman stated if they aren't mapped, and aren't really known that is hard to take into consideration.

Commissioner Blank stated that our urban area doesn't have much flexibility - is there a population cutoff where we would be less likely to come under a strict rules that we must do this?

Beth Goodman replied cities that are 25,000 people or more are required to comply with 197.296, which starts to impose a lot more requirements on cities.

Councilor Haugen explained what he would like to see is an appreciation for open space and livability.

City Manager Sykes asked what is the size limit for periodic reviews for cities?

Beth Goodman replied she doesn't think cities are going into periodic review all that often.

City Manager Sykes stated the unfortunate thing is most cities went through periodic review a long time ago.

Commissioner Jensen stated one of the comp plan goals was in regards to transportation through residential areas, and he thinks that will need to be looked at because as we grow those secondary routes are going to be important.

City Manager Sykes asked Beth Goodman when this is done will we know how many buildable land areas we have, or acres we should be looking to bring into the urban growth boundary?

Beth Goodman replied yes, and no. She explained the answer is yes if all the land you brought in was buildable. She explained in bringing that land in and if it is on slopes, that land would not be considered buildable. She stated you will have a very good idea.

Mayor Burge asked about inclusionary zoning.

Beth Goodman replied she is not sure if it is appropriate for Scappoose, and that is something Council will decide.

City Manager Sykes stated the last thing the community will have to determine is where will the City grow to meet the supply.


Beth Goodman replied that is a separate process that will need to be done.

City Planner Laurie Oliver explained this will give us the data or the justification for a future UGB expansion for residential lands.

### **Adjournment**

Mayor Burge adjourned the Work Session at 6:54 p.m.

  
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Scott Burge, Mayor

Attest:   
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Susan M. Reeves, MMC, City Recorder