

MONDAY, OCTOBER 5, 2020

WORK SESSION ~ 50-YEAR VISIONING PROCESS, 6:00 PM

Mayor Burge called the work session to order at 6:00 p.m.

Present: Mayor Scott Burge, Council President Patrick Kessi, Councilor Megan Greisen, Councilor Joel Haugen, Councilor Josh Poling, Councilor Brandon Lesowske, Councilor Pete McHugh, Interim City Manager Alexandra Rains, Chief Norm Miller, City Recorder Susan Reeves, City Planner Laurie Oliver Joseph, City Engineer Chris Negelspace and Legal Counsel Peter Watts.

Remote: Public Works Director Dave Sukau, Anne Debbaut, DLCD Regional Representative and Kevin Young, Senior Urban Planner with DLCD.

City Planner Laurie Oliver Joseph explained she asked Anne Debbaut and Kevin Young to be on the phone this evening because, one of the things that Council could consider in this 50-year look, is establishing urban reserves, and they are the experts.

City Planner Laurie Oliver Joseph explained City Council established Goal 2G – Develop a Long-Term Comprehensive Community Vision (50 Year Plan) as part of their FY 2020 – 2021 Council Goals. Planning staff would like clarification on what Council hopes to achieve in developing this community vision, which will assist staff in drafting an RFP to hire a consultant to assist with this important goal. With continued growth in the City and potentially rapid growth in the employment land near OMIC and east of the airport, the City Council established Goal 2G – Develop a Long-Term Comprehensive Community Vision. It is staff's understanding that City Council's intent is to look at the future of the City and where certain key community assets will be located in the future, such as; additional residential, commercial and employment land, new schools, additional public buildings (larger City Hall and City offices), and park land. In order to draft an RFP for a planning consultant to assist with this project, staff would like to understand all of the deliverables that Council is interested in receiving, so that they can be included in the scope of work. In going through the exercise of determining where certain facilities and land uses might be located in the future, Council could consider establishing Urban Reserves.

City Planner Laurie Oliver Joseph explain urban reserves are intended to provide a 30- to 50-year area for long-term city growth. Urban reserves provide guidance for a city's long-term future and protect the urban reserve area from rural development which would make future city expansion more difficult. OAR 660-021-0000 establishes the process for designating urban reserves in areas outside of the Portland Metro area.

OAR 660-021-0030 (1 – 5), states:

Determination of Urban Reserve

(1) Urban reserves shall include an amount of land estimated to be at least a 10-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary. Local governments designating urban reserves shall adopt findings specifying the particular number of years over which designated urban reserves are intended to provide a supply of land.

(2) Inclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan Area Urban Growth Boundary, shall first study lands adjacent to, or nearby, the urban growth boundary for suitability for inclusion within urban reserves, as measured by the factors and criteria set forth in this section. Local governments shall then designate, for inclusion within urban reserves, that suitable land which satisfies the priorities in section (3) of this rule.

(3) Land found suitable for an urban reserve may be included within an urban reserve only according to the following priorities:

(a) First priority goes to land adjacent to, or nearby, an urban growth boundary and identified in an acknowledged comprehensive plan as an exception area or non-resource land. First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture;

(b) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, second priority goes to land designated as marginal land pursuant to former ORS 197.247 (1991 edition);

(c) If land of higher priority is inadequate to accommodate the amount of land estimated in section (1) of this rule, third priority goes to land designated in an acknowledged comprehensive plan for agriculture or forestry, or both. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(4) Land of lower priority under section (3) of this rule may be included if land of higher priority is found to be inadequate to accommodate the amount of land estimated in section (1) of this rule for one or more of the following reasons:

(a) Future urban services could not reasonably be provided to the higher priority area due to topographical or other physical constraints; or

(b) Maximum efficiency of land uses within a proposed urban reserve requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

(5) Findings and conclusions concerning the results of the consideration required by this rule shall be adopted by the affected jurisdictions.

City Planner Laurie Oliver Joseph explained staff is of the opinion that it would be ideal to go ahead and go through the process of establishing urban reserves since it would then protect the

urban reserve area from rural development, which would make future city expansion more difficult. As part of this process, Planning staff recommends that adequate budget be provided to allow for a planning consultant to assist with updating the Comprehensive Plan, in support of this effort to plan for the next 50 years. Within the FY 2020 – 2021 Planning Department budget, \$50,000 has been allocated to this project. In the event that Council chooses to move forward with establishing urban reserves and an update to the Comprehensive Plan, staff is of the opinion that the cost is likely to be closer to \$100,000 + to implement these changes. The initial \$50,000 that is currently within the Planning Department budget could provide for the first phase of the project, with additional funding being provided in the FY 2021 – 2022 budget.

City Planner Laurie Oliver Joseph explained in establishing urban reserves there is a hierarchy of lands that can come in, similar to a UGB expansion. She explained if there was interest in establishing urban reserves, she did want to have Anne and Kevin on the line to answer any technical questions. She explained what this would mean is that we would have some studies we would have to do initially. She explained we would have to completely redo the Economic Opportunities Analysis; we would update our Housing Needs Analysis and Buildable Lands Inventory. She explained because those two documents need to match and need to be set at the same starting point in the planning horizon picture, if you will. She stated our EOA currently looks at 2010 to 2030 and our HNA looks at 2018 to 2038. She stated the Housing Needs Analysis and Buildable Lands Inventory is only four years old, so it would just be updating the numbers. She explained the EOA is old enough that it needs to be completely redone. She stated once those documents are looking at the same end horizon date, then we can make our assumptions based on the population forecast that PSU puts out. She stated if that is something that the Council is interested in, Anne and Kevin are on the line. She gave staff feedback, which is, we do need an update to our comp plan policies in general. If we are not going to go the urban reserve route, this would be more of a visioning exercise where we are meeting with the public and getting input about how they want Scappoose to look and feel in 50 years, and what are our priorities and it still would involve an update of the Comp Plan Policies and Goals. She would just like to hear from Councilors to understand what the main components are that you are hoping to get from this study.

Councilor McHugh asked, do these properties have to be adjacent to the Urban Growth Boundary?

City Planner Laurie Oliver Joseph stated to Kevin Young, that is her understanding, the urban reserves that would be established would be abutting the current UGB, is that correct?

Kevin Young replied yes, that is correct.

City Planner Laurie Oliver Joseph stated one thing she wants to talk about is essentially the timeline for something like this, and the cost is also a major consideration. She did speak with a consultant just to get some ballpark figures. She explained the consultant felt to complete a new Economic Opportunities Analysis and then to update the Housing Needs Analysis and Buildable Lands Inventory, the total would be around \$70,000. She explained the code work to update the Comp Plan policy would be approximately \$20,000 and the establishment of the urban reserves

would be about \$50,000. She explained we are looking at \$140,000 to \$150,000. She explained this would be over a period of three to five years. She explained we currently have \$50,000 in the Planning budget for this fiscal year. She explained if Council wanted to, we could start with phase one of this and use the \$50,000 and continually budget as we move forward.

Councilor Lesowske asked how does the urban reserve support our strategic planning moving forward, based on the timeline of 50 years out, and also how does it help us achieve our smart growth? He would love to hear Council President Kessi's vision and idea of why he found this to be valuable to help guide us through the process.

Council President Kessi replied he thinks as a Council one of our jobs is to look ahead, look at the future, the long-term vision of the City and that the City can meet the growth plans long term and if we are making reactive decisions as we are the Council, and he knows we are not going to be the Council in 50 years from now, but if we make reactive decisions, it is different then being proactive and we are at a point where we can be proactive. He said when he first started on Council, one of his first meetings was adding 400 acres into the City limits, which is a huge undertaking for the City. We might accelerate our growth faster than we think.

Councilor Lesowske stated he thinks this is something he would be very interested in hearing more of as we move through the process.

Kevin Young addressed Councilor Lesowske's question about strategic planning and how this helps with that. He explained, this works best when you have a strong partnership with your County because there is some collaboration involved. He explained, establishment of urban reserves entails some measures that would minimize what we would call "urbanization" in that urban reserve area before the land comes into the city's urban growth boundary because what it is designed to do is preserve that land for future urbanization. He stated that is a very helpful measure long-term because we do see in some instances where there is a level of development that happens outside the urban growth boundary, where it does kind of preclude future urbanization, because folks have built homes in some of these areas and depending on the lot size and so forth, redevelopment is less likely to happen. He stated once you have established the urban reserves, it makes it easier to bring those lands into the urban growth boundary as they are needed.

Councilor Haugen stated he is happy that Pat pushed this forward, because it is really the responsible thing to do.

City Planner Laurie Oliver Joseph explained the City did receive a public comment from Mr. Pat Russell, which Council has a copy before them, echoing some environmental concerns and wanting to take into account the 500-year floodplain and bringing back the salmon population in South Scappoose Creek. She stated these are all elements that can be looked at that could go into this plan. She asked for feedback or a feel, if Council is interested in pursuing this.

Councilor Mc Hugh stated he feels it is a very reasonable way to go and we would be remiss not to do it.

Councilor Poling stated he thinks we need to move forward in a very careful plan because, with our proximity to Portland and our possible growth pattern, without having that long-term plan, we could definitely get ourselves into some trouble that you can't get out of when it comes to long-term planning and he thinks having that vision moving forward is going to be key.

Mayor Burge stated he thinks the easiest one to point at is our parks. He stated in the past with parks we have been reactive instead of being proactive.

City Planner Laurie Oliver Joseph explained, ideally, through this process we would have multiple open houses, we would have an ad hoc committee, we would have a lot of outreach, and so given the state of the world right now and that it is not exactly possible to conduct outreach the way it has been in the past, it could line up nicely to go ahead and kick off the studies that are needed to get us to where we can actually start the rest of the process, and kind of get that done while we see what is happening in the world. Hopefully, once those studies are done and we are ready to launch into where we are looking to get public feedback, everything is better and we can actually have those public gatherings again.

Councilor Greisen stated any mode that we can connect with the community and get their feedback is so very valuable and important. She stated she is sure we will be creative at some point to make sure that happens.

Councilor Lesowske asked about the phases of the project.

Interim City Manager Alexandra Rains talked about developing an RFP that would encompass the entire project, being very clear in the RFP that we want it laid out in phases, so that we can strategically plan and budget each year, whatever makes sense for us.

Councilor Haugen stated when it gets to the RFP process, he thinks it would be smart to have the Council look at the scope of it.

Interim City Manager Alexandra Rains replied what staff would do is draft an RFP and bring it back to Council for their review, to make sure what staff is covering is what Council wants to see out of that plan.

Mayor Burge adjourned the work session at 6:26 p.m.



Mayor Scott Burge

Attest:



City Recorder Susan M. Reeves, MMC