



MONDAY, DECEMBER 5, 2022
CITY COUNCIL WORK SESSION WITH PLANNING COMMISSION ~ 50-YEAR PLAN, 6:00PM
COUNCIL CHAMBERS
33568 EAST COLUMBIA AVENUE
SCAPPOOSE, OREGON 97056

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

Present: Mayor Scott Burge; Council President Megan Greisen; Councilor Josh Poling; Councilor Brandon Lesowske; Councilor Pete McHugh; Councilor Tyler Miller; Planning Commissioner Monica Ahlers; Planning Commissioner Marisa Jacobs; Planning Commissioner Ty Bailey; Planning Commissioner Bruce Shoemaker; City Manager Alexandra Rains; Legal Counsel Peter Watts; Community Development Director Laurie Oliver Joseph; City Recorder Susan M. Reeves, Assistant to Public Works Director Huell Whitehaus; Associate Planner NJ Johnson and Consultant Beth Goodman.

Remote: Councilor Jeannet Santiago; Fred Mueller; Leonard Aplet; Matt Hoffmann; Anna Del Savio, Columbia County Spotlight; HV; Assistant to City Manager Isaac Butman.

Beth Goodman, Consultant, went over the 50-year plan presentation. She explained she will walk through what we're doing with one of the earlier parts of this the economic opportunities analysis.





Project Overview

Why do an EOA?

- Legal requirements (Goal 9: Economy)
- Understand existing conditions and forecast future conditions to inform:
 - Economic development strategy
 - Land use policy
 - Coordination
- Plan for long-term growth
 - Next 20 to 50 years



Project Overview

Project Products

- Economic Opportunities Analysis (EOA)
 - Technical document, meant to meet Goal 9 requirements.
- Recommendations for Comprehensive Plan changes
 - Comprehensive Plan policy review and recommendations for changes

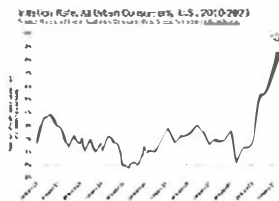


Preliminary Employment Forecast

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National and State Economic Trends

- Tight labor market and increasing labor costs
 - Unemployment same as pre-pandemic levels
 - As of April 2022, wages increased 5.5% YOY
- Highest rates of inflation in 40 years
- Rising housing costs
- Aging population driving the need for replacement workers
- Increase in work from home trends



National and State Economic Trends continued

- Continued transformation of the retail sector
 - Growth of ecommerce
- Increases in automation
 - Lower and middle wage jobs at higher risk
- Rising energy prices
- Potential impacts of climate change
- Increasing ethnic and racial diversity



Commuting Trends



Commuting into and out of Scappoose is common

- 19% of jobs in Scappoose are held by people who live and work in Scappoose
- 41% of people who work at businesses in Scappoose live elsewhere
 - St. Helens
 - Portland
 - Hillsboro
 - Unincorporated Clatsop County
- Common towns where residents of Scappoose commute to for work are
 - Portland
 - Hillsboro
 - St. Helens

Comparative Advantages

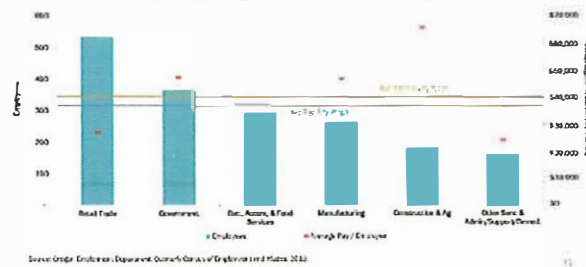
- OMIC R&D and PCC
 - Training opportunities
 - Developing manufacturing clusters
- Highway 30 connection to broader region and freight movement
- Proximity to Portland region
- Stable, cooperative city leadership
- Regional partnerships and cooperation
- Employment land base for industrial employment
- Infrastructure to support business growth

Comparative Advantages

- Rail line and airport
- High quality of life
 - Good schools
 - Safe place
 - Small town atmosphere
 - Great library
- Community events
- Proximity to outdoor recreation and city parks

Employment in Scappoose

Covered Employment by Industry, Sectors with 150+ employees, Scappoose UGB, 2019



Employment Forecast: Potential Growth Rates

Employment Growth Forecast, Scappoose UGB, 2023 to 2043

Employment Based Estimate 2019 Total
Employment in Scappoose, about 3,337 jobs

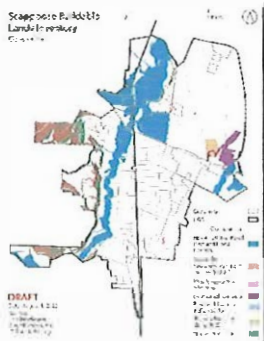
Growth Rates: Consider potential growth rates.
Scappoose grew by 439 covered jobs or at 2.32% AAGR between 2008 and 2019.

Year	Forecast Population Growth for the City (2023-2043) (LACs)	Employment Growth in the Region (LACs)	Historic Employment Growth in Scappoose (2008-2019) (LACs)
2023	3,475	3,539	3,657
2043	4,253	4,445	5,163
Change 2023 to 2043	778	1,206	2,126
Percent	22%	34%	58%
Avg. Annual Growth Rate (AAGR)	1.00%	1.45%	2.32%

- Two scale harbor options
1. FSU population growth rate for Scappoose consistent with the HMA (1.02%)
 2. OED growth rate for Portland Metro Region (1.45%)

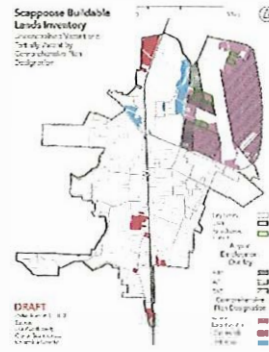


Buildable Lands Inventory and Forecast of Land Need



Development Constraints include:

- 100-Year Flood Plain
- Wetlands
- Labeled as "Deeded"
- Potential Stream Buffer
- Slopes over 15%
- Landslide Susceptibility
- Railway Protection Zone



Vacant and Partially Vacant Unconstrained Land by Comprehensive Plan Designation

Note: Areas within the UGB but outside the city limits have existing County zoning, some of which is residential. This zoning will be made consistent with the Comprehensive Plan Designation when the land is annexed into city limits.

Buildable Lands Inventory

Total Unconstrained Buildable Acres: 489

92% of buildable land is industrial, mostly in Airport Employment

60% of commercial land, or 23 acres, is assumed for commercial uses with the remaining 40% assumed for residential uses

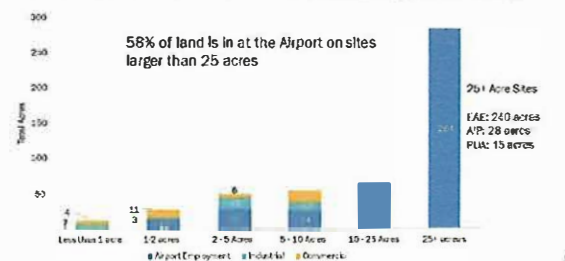
Comprehensive Plan Designation	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
Airport Employment	412	335	77
Commercial	39	14	24
Industrial	38	15	23
Total	489	364	126

Land within the Airport Employment Overlay:

- Airport Business Park: 37 acres
- Airport Industrial Park: 49 acres
- East Airport Employment: 253 acres

Buildable Land: Acres of Land

Unconstrained Vacant and Partially Vacant Acres of Land by Site Size, Scappoose UGB



Forecast for New Employment and Land

Forecast of growth of 2,126 new jobs
(growth at 2.3% average annual growth per year)

Future mix of employment:

Land Use Type	2023 Employment	% of Total	2043 Employment	% of Total	Change 2023 to 2043
Industrial	670	22%	1,293	23%	415
Retail/Commercial	621	23%	1,303	23%	470
Office & Commercial Services	1,684	43%	2,504	43%	920
Government	429	27%	660	42%	231
Total	3,604	100%	5,760	100%	2,126

Future employment land need:

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	973	8	122	157
Retail/Commercial	101	20	5	8
Office & Commercial Services	901	29	31	49
Total	2,075	-	158	205

Land Sufficiency

Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2023 - 2043

General Plan Designation	Land Supply (Scappoose Gross Acres)	Land Demand (Gross Acres)	Land Sufficiency (Supply - Demand)
Industrial	443	141	301
Airport Business Park **	30		
East Airport Industrial Park	49		
East Airport Employment	253		
PUA	42		
Other Industrial at Airport an	68		
Commercial * **	31	51	(21)

* The HNA assumes that 40% of employment land is available for housing only.
This assumes that 6% is available for commercial.
** Assumes that 80% of ABP is for industrial, 20% for commercial.

Scappoose has:
A 301-acre surplus
of industrial land
A 21-acre deficit
of commercial land.

Potential Growth Industries

What Industries have the most growth potential in Scappoose?

- Manufacturing, especially related to OMIC Industries
- Professional, Scientific, and Technical Services
- Tourism (hotels, restaurants, specialty retail)
- Services for residents (financial services, restaurants, childcare, personal services)
- Aviation related industries
- Trade Industries such as for construction or manufacturing support

Site Needs for Typical Businesses that May Locate in Scappoose

Industrial (and Airport)

- Small-scale manufacturing: Business incubator, locate in an existing building
- Mid-sized manufacturing: sites 5 to 15 acres
- Large manufacturing spaces: sites larger than 15 acres

Commercial

- Space in an existing building with multiple businesses
- Space in a building dominated by one business
- Land for construction of a new building, generally sites 2 to 15 acres



Economic Policies

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Potential New Economic Development Policies

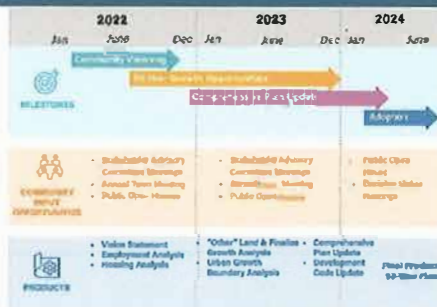
How can the City support economic development?

- Celebrate quality of place
 - Enhance and promote the brand of Scappoose
 - Support new community events
 - Partner on infrastructure development
- Expand business development
 - Continue to prioritize a business-friendly environment
 - Engage with OMIC and POC
 - Develop an entrepreneurial ecosystem
 - Support upstart economic mobility
 - Prioritize opportunities for family wage jobs
 - Expand economic opportunities for all individuals



Image source: POC / OMEC RSD

Next Steps



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Council President Greisen asked Beth if she could break apart what categorizes as government.

Beth Goodman replied it is going to be state government, federal government and local government and school district.

Planning Commissioner Ty Bailey asked if the averages are all FTE's or is this aggregate based on tax data on people doing part-time employment. Are things like that also account in.

Beth Goodman replied well it's not aggregate based on tax data its aggregate based on what different employers, each employer reports to the Oregon Employment Department. So, it does include part-time staff as well as full-time. She explained if you have two halftime people that would be reported as one FTE.

Planning Commissioner Marisa Jacobs stated Beth said we have commercial land that is going to pulled into residential building.

Beth Goodman replied so in your housing needs analysis it assumes that a percentage of your commercial land is expected to develop with housing and so we've used a consistent assumption about how much land will be available for just plain commercial development. We've got that number here, in a couple of slides.

Planning Commissioner Marisa Jacobs stated based off the information that was shared we have commercial land that there's a percentage that's earmarked for residential growth and we currently are now based off this analysis have a deficit, can we now consider removing that percentage that's being denoted for commercial land for residential and just committing it straight to Commercial and not residential growth?

Community Development Director Laurie Oliver Joseph replied we will look at what sorts of changes we want to make in the development code moving forward to see if we want to switch some of that up or also part of the larger picture would be to say do we want to just have more high-density zoning district to allow for that housing rather than assume that 40% of their commercial land will go to housing. To do the HNA and EOA we had to make some assumptions about that commercial land and how it could develop in the future and so that's what we did here to make sure that both of those plans match the assumption but as far as how we move forward then that's a discussion for the larger group to decide how we're going to meet those needs moving forward.

Beth Goodman explained she would also point out that an awful lot of your commercial land is not necessarily where you'd want high density housing so there's a large amount of commercial land to the north of the city along Highway 30 which may not be where you want to see high density housing. She thinks what Laurie's talking about is there's opportunities potentially for v-zoning or for expanding the UGB and zoning land for housing in other places.

Council President Greisen asked Laurie if just for the record could she tell us the year that we had an Urban Growth Boundary expansion last.

Community Development Director Laurie Oliver Joseph replied in 2010, then it took several years for the appeal to resolve right.

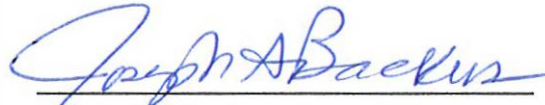
Beth Goodman explained in a lot of ways you're reaping the benefits of that now, of having that done that expansion.

Beth Goodman explained you can see the next steps here. As we go into 2023, we're working on the other land needs analysis we'll be starting the Urban Growth Boundary analysis and Comprehensive Plan update. There will be updates to the development code, we're not sure what those updates will be at this point but that's okay, that's part of this process. We'll have some stuff to bring to the Annual Town Meeting and some public open houses through 2023 and continuing to work with our very helpful stakeholder advisory committee.

Mayor Burge stated thank you very much.

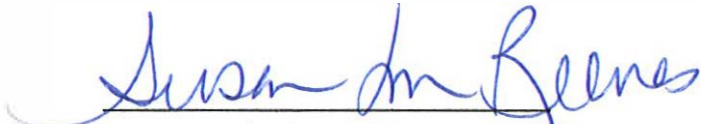
Adjournment

Mayor Burge adjourned the work session at 6:42pm.



Mayor Joe Backus

Attest:



City Recorder Susan M. Reeves, MMC