



**SCAPPOOSE**  
*Oregon*

**TUESDAY, SEPTEMBER 5, 2023**

**WORK SESSION – CITY COUNCIL/PLANNING COMMISSION; DISCUSS 50-YEAR PLAN 6:00 PM**

**COUNCIL CHAMBERS**

**33568 EAST COLUMBIA AVENUE**

**SCAPPOOSE, OREGON 97056**

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

**Present:** Mayor Joseph A. Backus; Council President Megan Greisen; Councilor Jeannet Santiago; Councilor Kim Holmes; Councilor Andrew Lafrenz; Planning Commissioner Rita Bernhard; Planning Commissioner Bill Blank; Planning Commissioner Monica Ahlers; Planning Commissioner Ty Bailey; Planning Commissioner Harlow Vernwald; Planning Commissioner Marisa Jacobs; City Manager Alexandra Rains; Community Development Director Laurie Oliver Joseph; City Recorder Susan M. Reeves; Associate Planner NJ Johnson; and Consultant Beth Goodman, with ECONorthwest.

**Remote:** Consultant Heather Austin, with 3J Consulting.

Consultants Beth Goodman and Heather Austin went over the presentation.



**SCAPPOOSE**  
**50 YEAR PLAN**

Development Code Updates and Land Use Efficiency Measures  
City Council and Planning Commission Work Session  
September 5, 2023

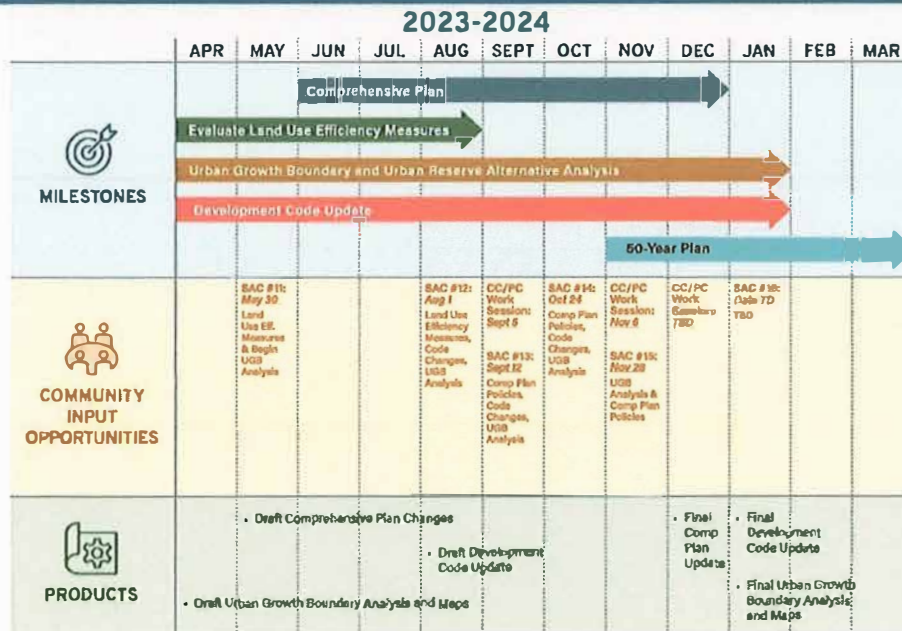
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## Entire Project Schedule



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## Schedule (2023-2024)



## Progress: 2022 to Now

### Project Deliverables\*

- 50-Year Plan Vision Statement – completed
- Housing Needs Analysis – completed
- Economic Opportunities Analysis – completed
- “Other Land Needs” – nearly completed
- Land Use Efficiency Measures – in progress
- UGB Alternatives Analysis – in progress
- Comprehensive Plan Update – in progress

### Public Engagement

- Community Conversations – completed
- Community Events – ongoing
  - Annual Town Meetings
  - Farmers Market and Adventure Fest
- Online Engagement & Surveys – ongoing
  - 2 completed
  - 457 total responses
- Stakeholder Advisory Committee Meetings – 12 completed and more to come
- Newsletter Updates

\*These are “draft” documents since they have not been approved by City Council yet

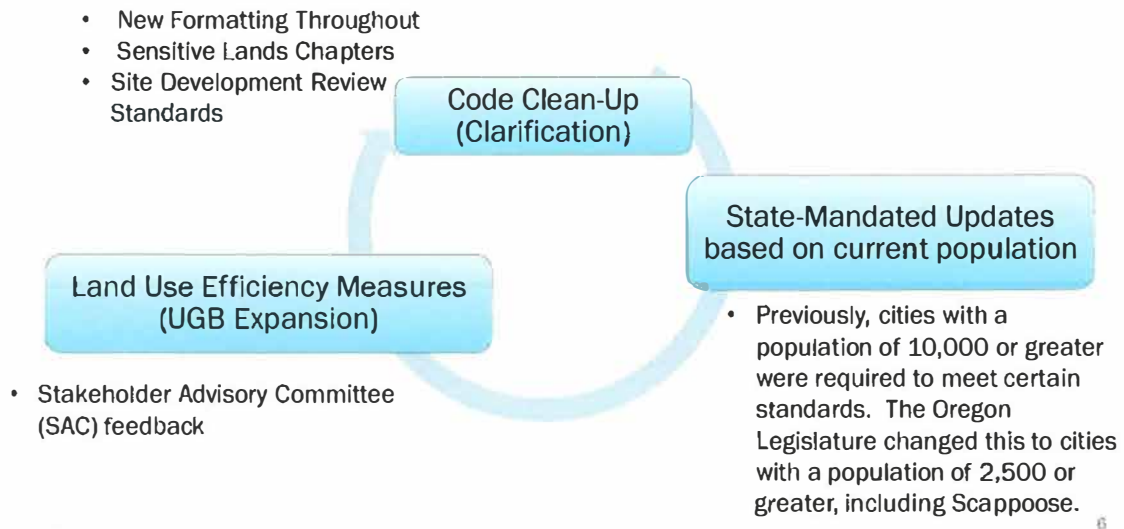
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## Development Code Changes

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## Review: Development Code Changes - Three Overlapping Categories



## Development Code Amendments- Direct to Planning Commission and City Council

### Code Clean-Up and Clarification

- Updating definitions
- Adding review submittal requirements
- Clear & objective residential review
- Formatting of several chapters
- Updating sensitive lands chapters
- Staff-level review for some Site Development Review applications
- Removal of code sections pertaining to outdated planning practices

## Land Use Efficiency Measures

Adopting land use efficiency measures allows a city to increase accommodation of needed population growth within the existing UGB prior to any effort made to expand the UGB.

Development Code Updates	Rezoning	Financial Provisions for Certain Housing Types
Permitted Housing Types	Rezoning Certain Properties from Lower Density (R-1, R-4, MH) to Higher Density (A-1)	Waiver or Deferral of SDCs
Min/Max Lot Size and Density		
Building Height		
Off-Street Parking Minimum		Property Tax Exemptions
Multifamily and Cottage Cluster Building Spacing, Setbacks and Buffers		

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## SAC Development Code Amendments Review- Land Use Efficiency Measures

Cottage clusters, housing types, setbacks & building height-  
considered but no changes proposed

Reduce min. distance between multifamily buildings from current 15 feet to 10 feet

Remove multifamily buffer (same setbacks) for buildings 2 stories or less in height

Increase max. lot coverage for lots with ADUs from current max. (35-40%) to 50%

Reduce parking required for duplexes and ADUs (state-mandated)

Reduce min. residential lot sizes for middle housing and multifamily (next slide)

## Residential Minimum Lot Sizes

Zoning District	Single-Family Detached (NO CHANGE)	Duplex (*Required at Scappoose's current population)	Middle Housing (First Two Units)	Middle Housing (After First Two Units)	Multifamily (First Two Units)	Multifamily (After First Two Units)
R-1 (Low Density)	6,000 sf	<del>10,000 sf</del> 6,000 sf*	N/A	N/A	N/A	N/A
R-4 (Moderate Density)	5,000 sf	<del>7,000 sf</del> 5,000 sf*	<del>7,000 sf</del> 6,000 sf^	<del>2,000 sf</del> 1,500 sf	N/A	N/A
MH (Manufactured Housing)	5,000 sf	<del>7,000 sf</del> 5,000 sf*	<del>7,000 sf</del> 6,000 sf^	<del>2,000 sf</del> 1,500 sf	N/A	N/A
A-1 (High Density)	N/A	<del>5,000 sf</del> 4,000 sf	<del>5,000 sf</del> 4,000 sf	<del>2,000 sf</del> 1,500 sf	<del>5,000 sf</del> 4,000 sf	<del>2,000 sf</del> 1,500 sf

All proposed changes were identified in the 2023 Scappoose Measures to Accommodate Needed Housing Report

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## Comparable Jurisdictions: Maximum Density Dwelling Units per Net Acre

City (Population)	Duplex	Triplex	Quadplex	Townhouse	Multifamily*
Scappoose (8,046)	16	18	16	17	21
Scappoose (proposed)	20	21	24	17	28
Seaside (7,275)	16	20	20	14	20
Umatilla (7,632)	20	24	24	21	25
Madras (8,070)	16	24	20	29	23-24
Stayton (8,326)	14	21	28	No identified maximum	

\*Multifamily densities based on the A-1 zone in Scappoose

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## Density Examples: Middle Housing



NE Kale Street Townhomes  
Scappoose  
Density: 12 units per net acre



Credit: City of Eugene

Eugene  
Density: 17 units per net acre

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## Density Examples: Middle Housing



Credit: City of Eugene

*Left - Eugene*  
Density: 20 units  
per acre

*Right - Wilsonville*  
Density: 21 units  
per acre



Credit: City of Wilsonville

NE 3<sup>rd</sup> Street  
Quadplex  
Scappoose  
Density: 16  
units per acre



## Density Examples: Multifamily (A-1)



Maple Street 8-Plex  
Scappoose  
Density: 34 units per acre



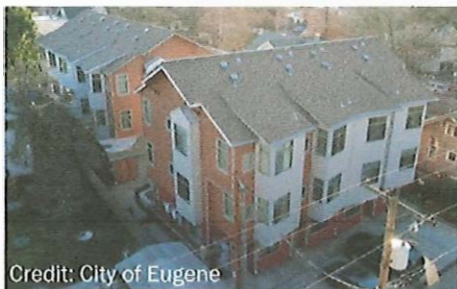
Eugene  
Density: 25 units per acre

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## Density Examples: Multifamily (EC/C)

Note: These examples are illustrative. There are no proposed code changes in the EC/C zones related to density.

Peace Candle Apartments  
Scappoose  
Density: 42 units per acre



Eugene  
Density: 36 units per acre

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## How Does Decreasing Lot Sizes Impact Unit Capacity?

Decreasing lot sizes for middle housing does not guarantee development. However, if Scappoose captured 3%, 6%, or 10% of that additional capacity then the City would have...

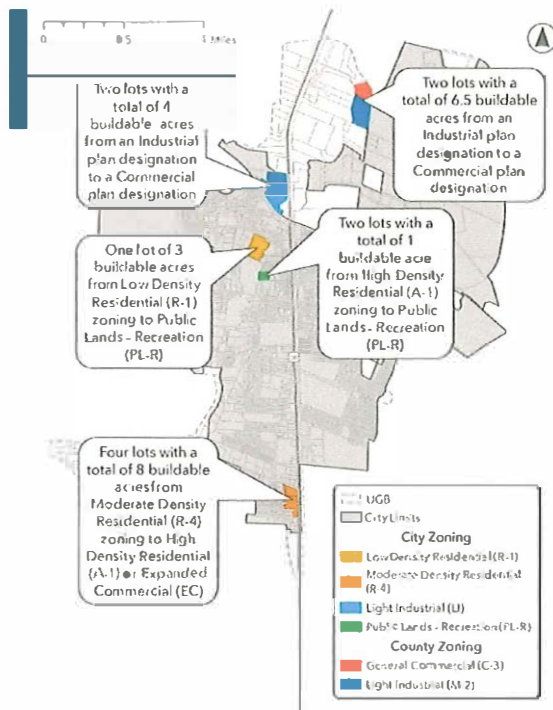
	Low (3%)	Medium (6%)	High (10%)
R-1 (Low Density)	25	49	82
R-4 (Moderate Density)	5	11	18
MH (Manufactured Housing)	1	3	5
A-1 (High Density)*	8	12	16
<b>Total Additional Units</b>	<b>39</b>	<b>75</b>	<b>120</b>

\*A-1 assumes 50%, 75%, and 100% of additional capacity is achieved

ECONorthwest calculated the maximum number of units that could be developed under both the current and proposed code on vacant, unconstrained land.

We calculated the additional units that could be generated by developing 3%, 6%, and 10% of the difference between the maximum capacities.

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## Land Use Efficiency Measure: Rezoning to Address Land Deficits

### Purpose

- Rezoning to address land deficits
- Updated zoning to reflect recent park development

Next step: Identify how much capacity is in each area

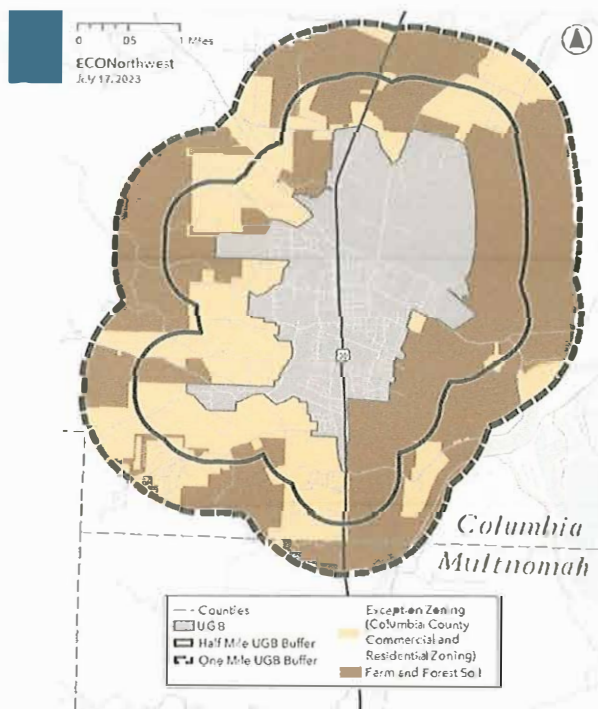
Land Surplus	Land Deficit
Low Density Residential	Medium Density Residential
Industrial	High Density Residential
	Commercial
	Public

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## UGB Expansion - Preliminary Sub-Areas (where to expand)

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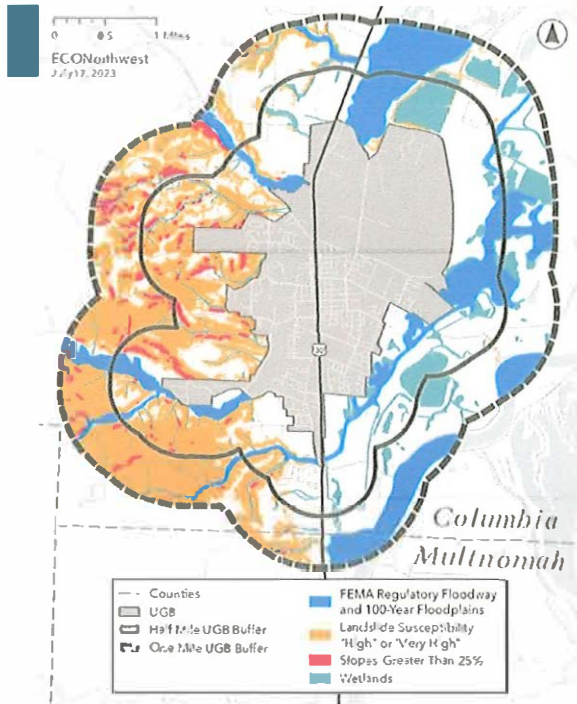


## Establishing the Study Area

### Establish the Study Area

- Look at all land within ½ mile around the UGB
- Look at exceptions areas within 1 mile of the UGB
  - County Zoning including
    - Rural Residential
    - Single-Family Residential
    - Marine Commercial
    - Community Service
  - And other non-farm or forest zoning

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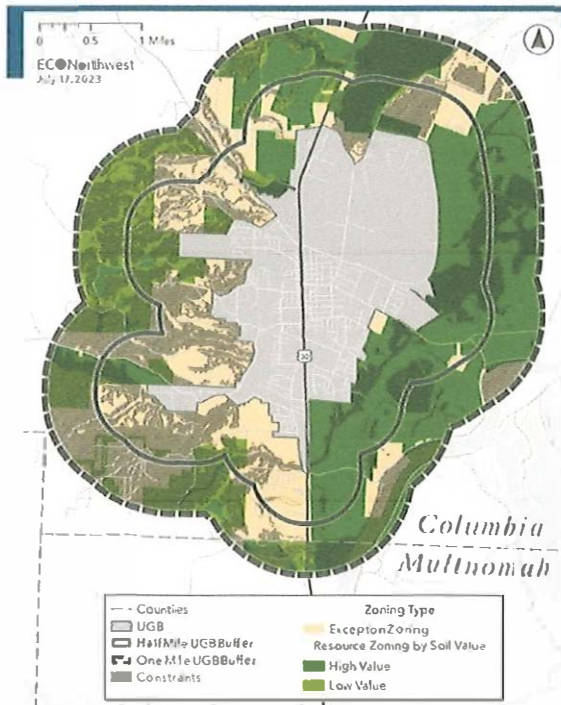


## Map the Constraints

### Identify the Constraints

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

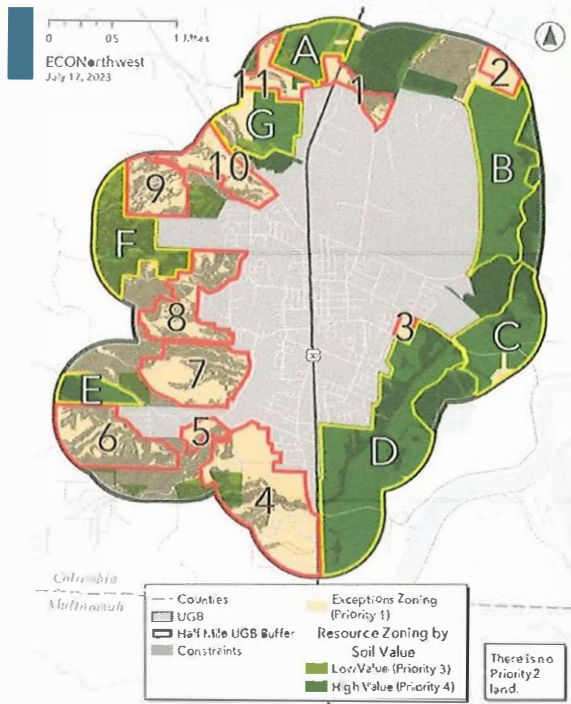
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## Priority for Inclusion in the UGB

OAR 660-0024-0067 establishes the following priority of land for inclusion within a UGB:

- First Priority is urban reserve, exception land, and nonresource land.
  - Scappoose does not have urban reserves or nonresource land but does have plenty of exceptions land around the UGB
- Second Priority is marginal land: land within the study area that is designated as marginal land (there is none)
- Third Priority is forest or farm land that is not predominantly high-value farm land
- Fourth Priority is agricultural land that is predominantly high-value farmland

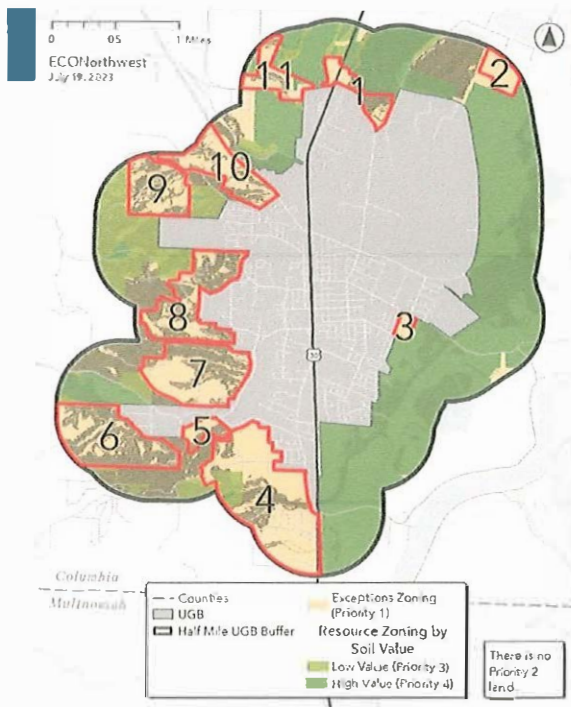


## Preliminary Sub-Areas

### Establish the Sub-Areas

- Refine the areas under consideration to avoid constrained areas
  - Focus only on Exceptions Areas
    - They are First Priority for inclusion
  - This will be done on future maps

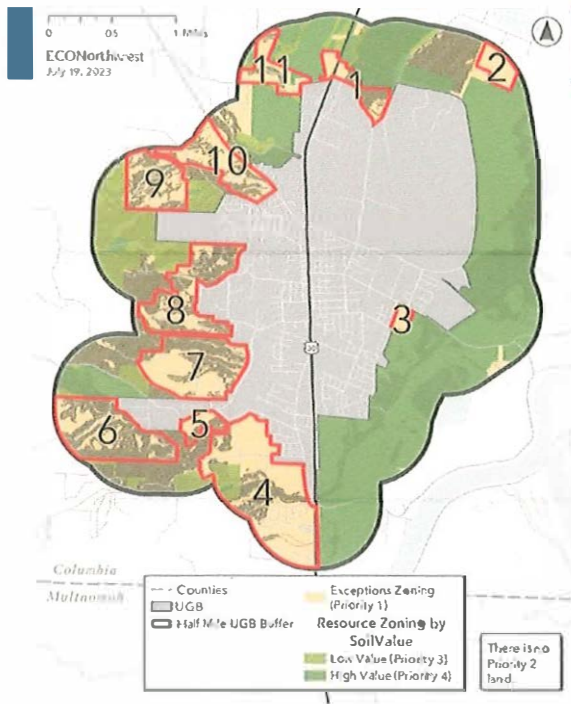
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## Exceptions Areas

### Analysis will consider only exceptions areas

- Establish sub-areas for evaluation
- Will exclude areas highly constrained
- Will evaluate remaining areas based on Goal 14 criteria
  - (1) Efficient accommodation of identified land needs
  - (2) Orderly and economic provision of public facilities and services
  - (3) Comparative environmental, energy, economic and social consequences
  - (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB



## Sub-Areas - Unconstrained Acres

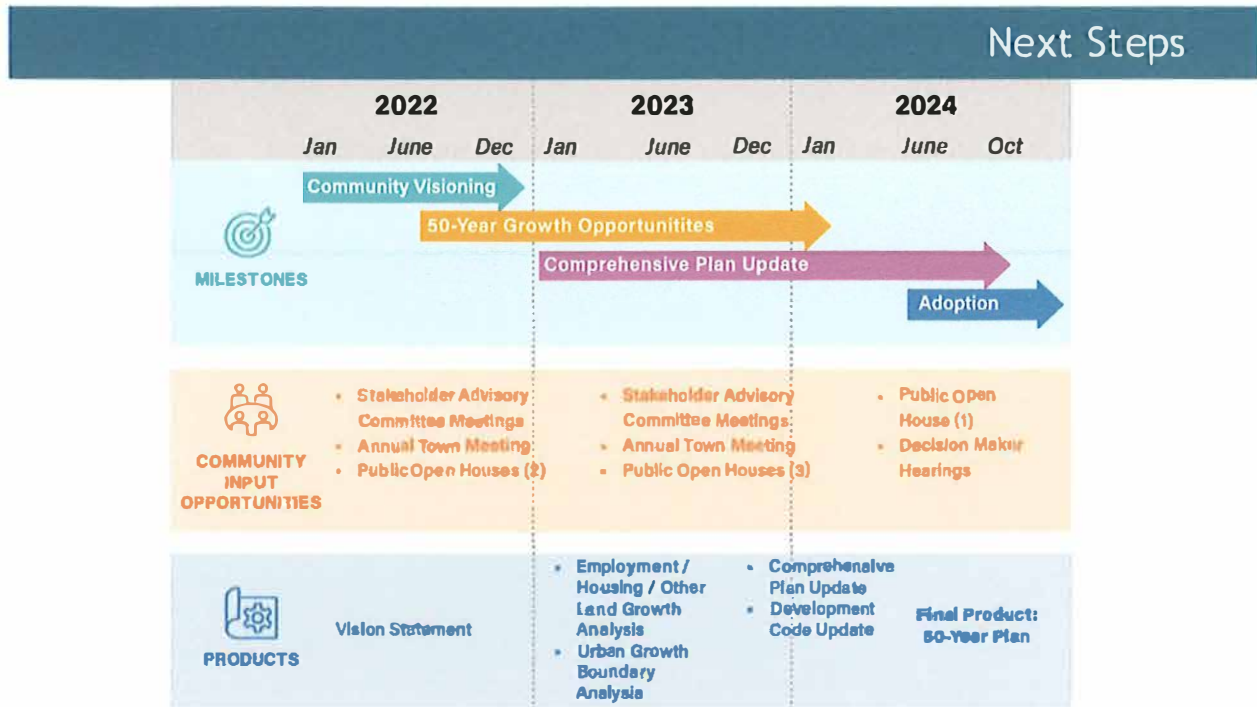
Subarea Number	Total Acres	Unconstrained Acres
1	74	39
2	50	50
3	18	18
4	421	313
5	41	20
6	230	64
7	226	116
8	218	72
9	134	65
10	143	85
11	85	67
<b>Total</b>	<b>1,640</b>	<b>909</b>

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## Next Steps

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Los Angeles



Portland



Seattle



Boise

Council and Planning Commission thanked Beth and Heather.

**Adjournment**

Mayor Backus adjourned the work session at 6:59pm.

Mayor Joseph A. Backus

Attest:

City Recorder Susan M. Reeves, MMC