



# SCAPPOOSE *Oregon*

**Monday, August 18, 2025**

**Work Session ~ City Council & Planning Commission ~ 50 Year Plan**

**Council Chambers  
33568 East Columbia Avenue  
Scappoose, Oregon 97056**

**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 [www.youtube.com/watch?v=OwYk61kfvPw](http://www.youtube.com/watch?v=OwYk61kfvPw).

## **Call to Order**

Mayor Backus called the August 18, 2025 City Council work session to order at 6:24pm (The meeting started late due to technical difficulties with Teams).

**Present:** Mayor Joseph A. Backus; Council President Tyler Miller; Councilor Jeannet Santiago; Councilor Kim Holmes; Councilor Joel Haugen; Planning Commission Vice Chair Harlow Vernwald; Planning Commissioner Rita Bernhard; Planning Commissioner Marty Marquis; City Manager Benjamin Burgener; City Recorder Susan M. Reeves; Community Development Director Laurie Oliver Joseph; and City Engineer Chris Negelspach.

**Remote:** Consultants Beth Goodman & Nicole Underwood; Planning Commission Chair Scott Jensen; Pat Kessi; and Public Works Director Dave Sukau (joined at 6:52pm).

**Excused:** Councilor Marisa Jacobs; and Planning Commissioner Monica Ahlers; and Planning Commissioner Sara Jones-Graham.

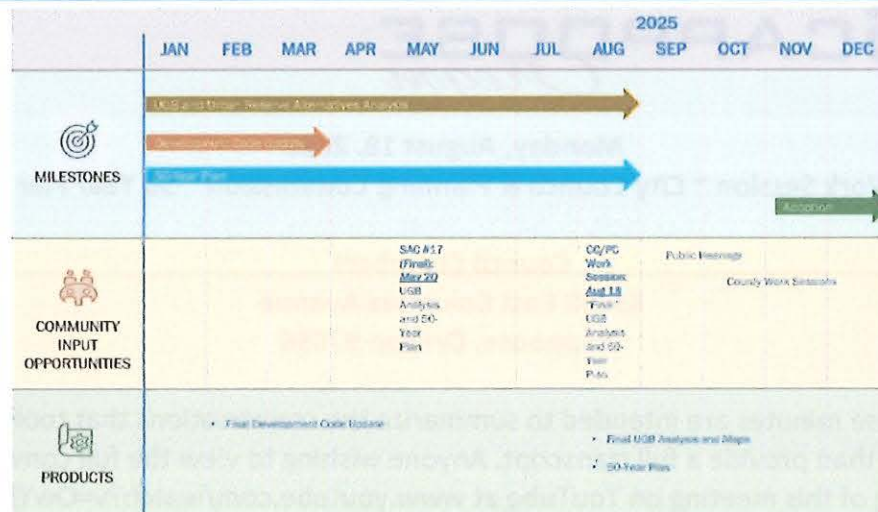
Consultant Beth Goodman, ECONorthwest, went over the presentation.



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

50 Year Plan  
City Council and Planning Commission Worksession  
August 18, 2025

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING



2

## Direction Needed from City Council

- **Potential Rezone** – Do you have direction about rezoning all or a portion of two tax lots totaling 51 buildable acres from industrial to commercial
- **UGB & Urban Reserves** – Do you have questions about the areas proposed for inclusion in the UGB and Urban Reserves?
  - Do you have direction about inclusion of a portion of Subarea 7 in the UGB, considering landowner preferences for inclusion in the urban reserves, not UGB

3

## Progress: 2022 to Now

Project Deliverables\*

- 50-Year Plan Vision Statement - completed
- Housing Needs Analysis - completed
- Economic Opportunities Analysis - completed
- "Other Land Needs" - completed
- Land Use Efficiency Measures - completed
- Comprehensive Plan Update - completed
- Development Code Changes - completed
- UGB Alternatives Analysis - completed

Public Engagement

- Community Conversations - completed
- Community Events - completed
  - Annual Town Meetings
  - Farmers Market and Adventure Fest
- Visioning Surveys - completed
  - 2 completed
  - 457 total responses
- Newsletter Updates - completed
- Stakeholder Advisory Committee Meetings - 16 completed
- Discussions with Landowners - completed
- Public Hearings - **upcoming**

\*These are "draft" documents since they have not been adopted by City Council yet

4



## Charge of the Stakeholder Advisory Committee (SAC)

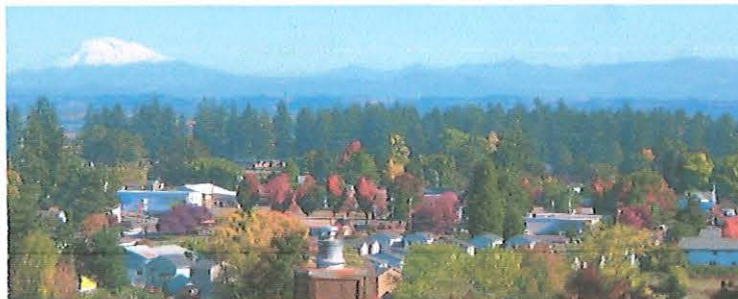


### The SAC will:

- Review and comment on work products
- Advise on technical issues
- Guide public outreach and engagement efforts
- Act as liaisons to specific constituencies or interest groups
- Encourage community members to participate in the process
- Act as champions of the ultimate 50-Year Plan that emerges from this process

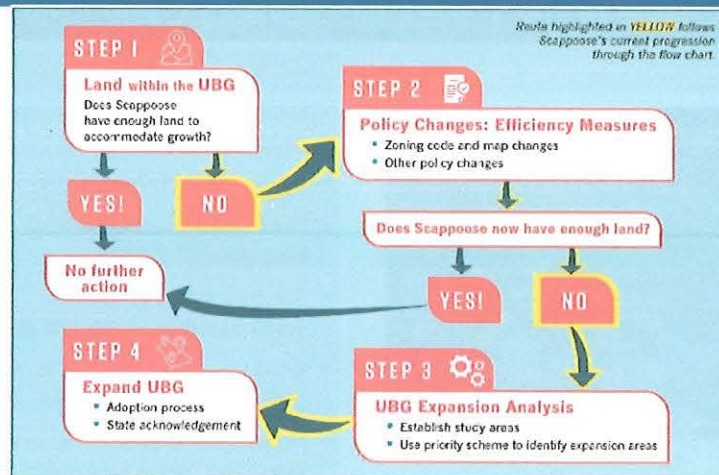
## SAC Input

- **HNA:** Input on population growth assumptions, BLI assumptions, and housing allocation.
- **EOA:** Input on employment growth assumptions, BLI assumptions, competitive advantages/disadvantages, and targeted industries.
- **Zoning Code Updates:** Input on zoning changes for more efficient land use while maintaining Scappoose's character (some changes required by state law).
- **Comprehensive Plan Updates:** Input on vision, updated goals, and strategies.
- **UGB & Urban Reserves:** Input on land to include in UGB and Urban Reserves (within state prioritization rules).



Need for an Urban Growth Boundary Expansion and Urban Reserves

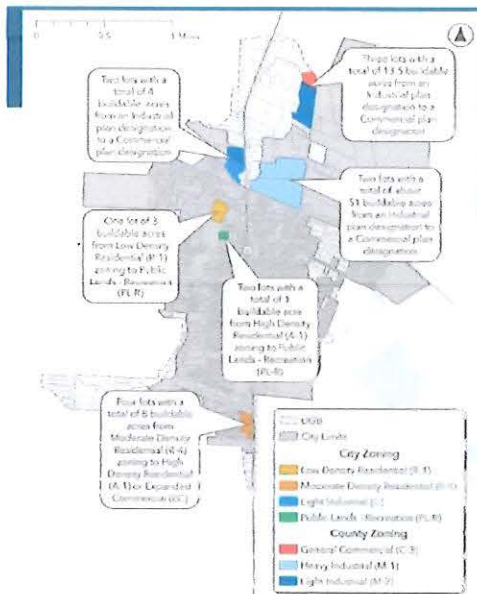
## REMINDER: Determining whether Scappoose Needs a UGB Expansion



## REMINDER: Land Use Efficiency Measures

- Reduced minimum lot sizes for:
  - Duplexes (state requirement)
  - Middle Housing
  - Multifamily
- Revised duplex parking standards
  - 2 spaces per duplex rather than 4 spaces per duplex
- Increase max lot coverage for parcels with an ADU

Given these changes, the analysis assumes that average gross density increases by 3% across all residential designations



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

### Purpose

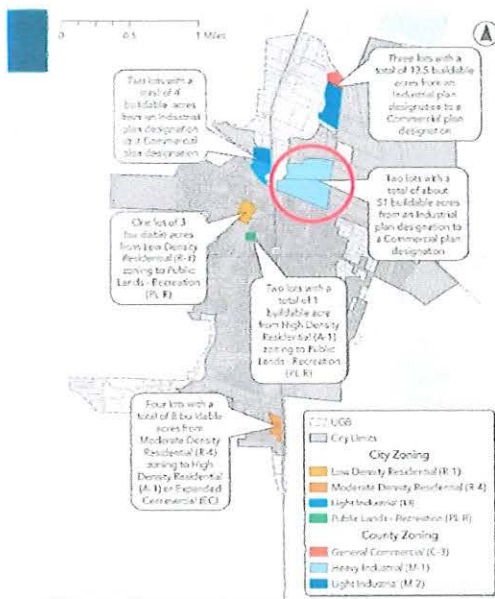
- Rezoning to address land deficits
- Updated zoning to reflect recent park development
- Landowner requests

### Acres Re-zoned (unconstrained)

- Industrial to Commercial: 68 acres
- Residential to Commercial: 8 acres
- Residential to Public: 4 acres

Note: After these changes, Scappoose has a surplus of 140 acres of industrial land over the 50-year period.





## Comments from Some SAC Members

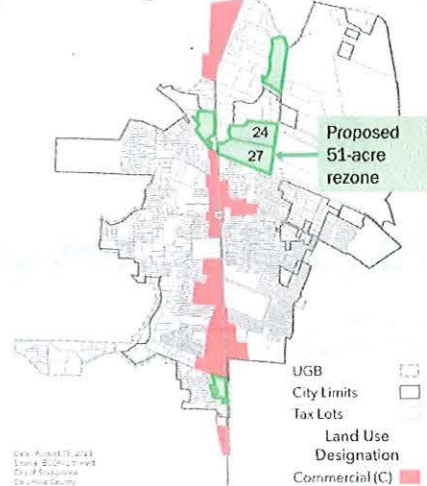
### Some SAC Members Commented on the 51-Acre Rezoning for Commercial Land, stating...

- Concentrates a large share of future commercial land under one landowner at the north end of the city
- Limits flexibility for a more distributed pattern of commercial development
- Raises concerns about potential for multifamily or apartment uses
- Prefer that only one of the two lots be rezoned

### Staff Response

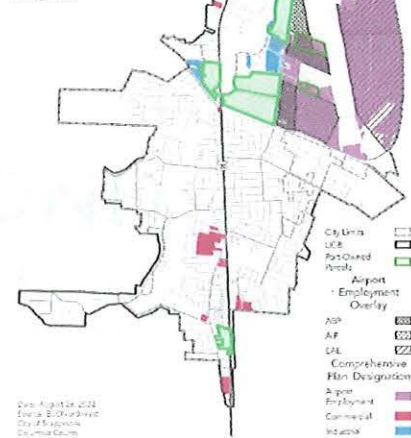
- Landowner requested the rezone
- Landowner vision: innovation hub near OMIC with a mix of commercial, light manufacturing, R&D, and housing for faculty and students
- Full rezoning could improve site viability by attracting a strong anchor tenant
- Commercial land is spread throughout the UGB but missing in the area around the re-zone

### City of Scappoose Commercial Designation



### Scappoose Buildable Lands Inventory

Unconstrained Vacant and Partially Vacant by Comprehensive Plan Designation



## Total Land Need with Efficiency Measures

### Land Use Efficiency Measures

- Changes to zoning code to more efficiently use existing land
- Re-zone land within the UGB to better support housing, employment, and public land needs.

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

Category	Land Deficit or Surplus 2023-2043 (acres)	Land Deficit or Surplus 2043-2073 (acres)	Land Deficit or Surplus 2023-2073 (acres)
Commercial	31	(38)	(38)
Housing	(32)	(258)	(290)
Public	(11)	(18)	(30)
Total	(43)	(314)	(358)

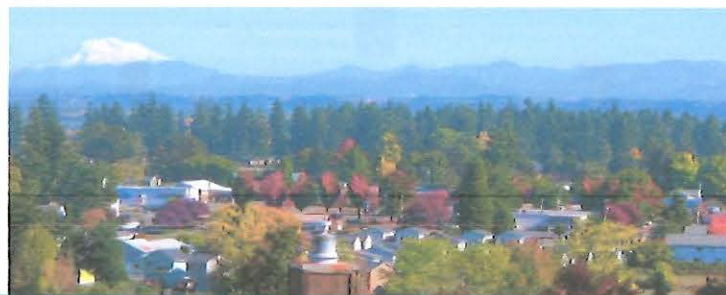
Note: Scappoose has a 140 acre surplus of Industrial zoned land, even after the re-zones discussed as land use efficiency measures. As a result, industrial land is not included in the table above because no expansion to the UGB or land in the Urban Reserves are for industrial uses.

## Commercial Land Need with and without the 51-acre re-zone

Should Scappoose re-zone a portion or all of the 51-acres of land from Industrial to Commercial, as discussed in the prior slides?

Category	Land Deficit or Surplus 2023-2043 (acres)	Land Deficit or Surplus 2043-2073 (acres)	Land Deficit or Surplus 2023-2073 (acres)
Commercial - Including the 51-acre Re-zone	31	(38)	(38)
Commercial - Without the 51-acre Re-zone	(10)	(69)	(79)
Commercial - With only Southern Lot Re-zoned	12	(57)	(57)

14

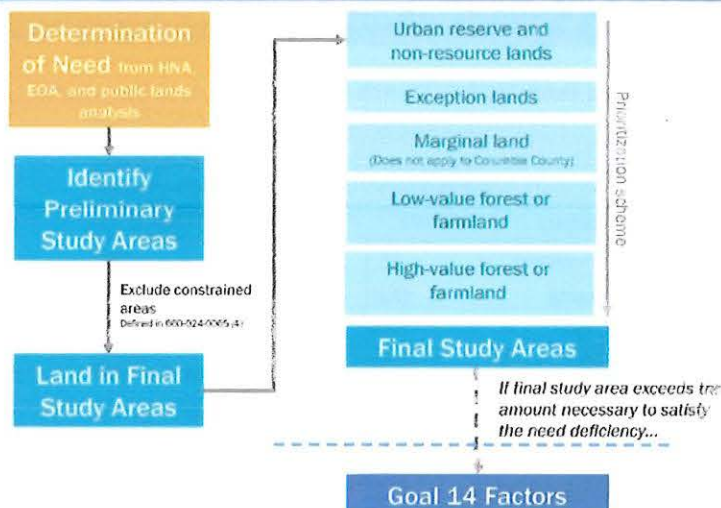


## Urban Growth Boundary Expansion and Establishing Urban Reserves

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

15

## REMINDER: UGB Alternatives Analysis Process Overview

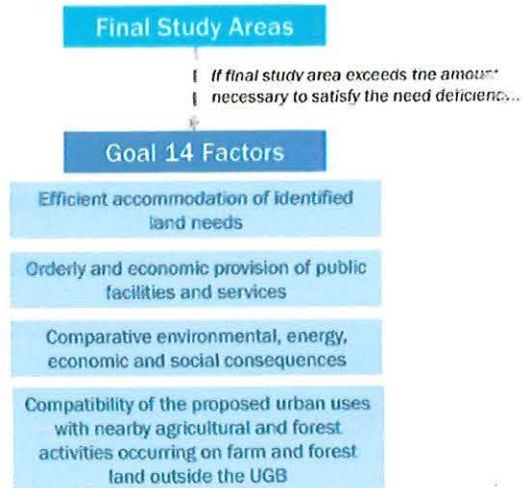


**Exception lands** are areas zoned for residential, commercial, or industrial uses by the County.

16



## REMINDER: UGB Alternatives Analysis Process Overview



17

## What Changes for Landowners Brought into the UGB or Urban Reserves?

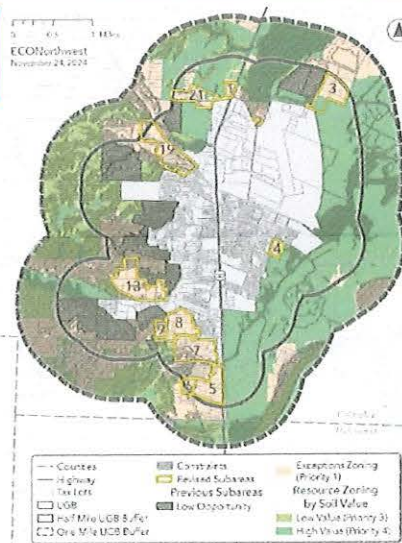
### Land Brought into the UGB

- Property owners maintain their rights based on what is currently allowed by County zoning.
- Being inside the UGB increases future opportunities but does not force owners to develop.
- Property owners can apply for annexation once their property abuts City limits, making the property eligible to connect to city services, like water and sewer.
- Property taxes do not change when brought into the UGB. They only change after annexation.

### Land Placed in Urban Reserve

- Property owners maintain their rights based on what is currently allowed by County zoning.
- Property taxes do not change when placed in urban reserves.
- Urban Reserves are considered first priority for future UGB expansion.

18



## REMINDER: Discussion with City Council December 2024

### Strongest candidates

- UGB Expansion
  - 2, 4, parts of 7 and 8
- Urban Reserves
  - 1, 5, 6, parts of 7 & 8, 9, 13

### City Council Direction:


- Consider subarea 3 and below subarea 5 for Urban Reserves
- Avoid subarea 19, if possible

19

Mayor Backus explained the work session will be continued in the body of the main meeting.

**Adjournment**

Mayor Backus adjourned the meeting at 7:00pm.

  
\_\_\_\_\_  
Mayor Joseph A. Backus

Attest:

  
\_\_\_\_\_  
City Recorder/HR Susan M. Reeves, MMC