

ORDINANCE NO. 868

AN ORDINANCE ADOPTING THE 2017 HOUSING NEEDS ANALYSIS; AMENDING THE INVENTORIES SECTION OF THE SCAPPOOSE COMPREHENSIVE PLAN; UPDATING THE HOUSING GOALS AND POLICIES AND LAND USE GOALS AND POLICIES OF THE SCAPPOOSE COMPREHENSIVE PLAN; UPDATING APPENDICES C & I; ADDING AN APPENDIX L TO THE SCAPPOOSE COMPREHENSIVE PLAN; AMENDING THE FOLLOWING CHAPTERS OF THE SCAPPOOSE MUNICIPAL CODE CHAPTERS 17.26 (DEFINITIONS), 17.44 (R-1, LOW DENSITY RESIDENTIAL), 17.50 (R-4, MODERATE DENSITY RESIDENTIAL), 17.54 (MH, MANUFACTURED HOUSING), 17.56 (A-1, HIGH DENSITY RESIDENTIAL), 17.62 (GC, GENERAL COMMERCIAL), 17.68 (EC, EXPANDED COMMERCIAL), 17.78 (PUBLIC LANDS - UTILITY), 17.80 (DOWNTOWN OVERLAY), 17.81 (PD, PLANNED DEVELOPMENT OVERLAY), 17.84 (SENSITIVE LANDS – FLOODING), 17.92 (ADU, ACCESSORY DWELLING UNITS), 17.120 (SITE DEVELOPMENT REVIEW); AND ADDING A NEW CHAPTER 17.58 (CHD, COTTAGE HOUSING DEVELOPMENT)

WHEREAS, the City of Scappoose last updated its housing needs and policies in the Comprehensive Plan in 1996; and

WHEREAS, the proposed 2017 Housing Needs Analysis will be the housing element of the City's Comprehensive Plan and prepares Scappoose for accommodating housing growth within its urban growth boundary through the year 2038; and

WHEREAS, the 2017 Housing Needs Analysis provides a comprehensive update to ensure that the City's Comprehensive Plan residential development policies and Development Code policies provide opportunities for development of needed housing and meet community goals of the City for regulating housing development; and

WHEREAS, the development of the 2017 Housing Needs Analysis and related Comprehensive Plan and Municipal Code amendments involved citizen involvement in the form of five public work sessions with the Scappoose City Council and Planning Commission to review key documents and provide input, one Annual Town Meeting, and one public open house at City Hall; and

WHEREAS, the City has provided notice to, and an opportunity to comment to, all affected governmental units, and legal and public notices have been provided as required by law; and

WHEREAS, the City has followed the framework set forth under Oregon's applicable land use planning goals; and

WHEREAS, the Planning Commission held a hearing on the application on December 14, 2017 and the City Council held a hearing on the application on January 2 and January 16, 2018; now therefore,

THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:

Section 1. The 2017 Housing Needs Analysis dated November 2017, a copy of which is on file with the City Recorder, is hereby adopted as Appendix L of the Scappoose Comprehensive Plan.

Section 2. The Scappoose Comprehensive Plan is hereby amended as indicated in Exhibit A, attached hereto and hereby incorporated by reference.

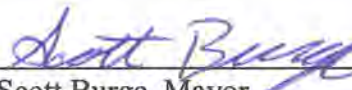
Section 3. The Scappoose Municipal Code is hereby amended as indicated in Exhibit B, attached hereto and hereby incorporated by reference.

Section 4. The City of Scappoose adopts the findings and conclusions contained in the staff report dated December 7, 2017, attached to this ordinance as Exhibit C and hereby incorporated by reference, as the basis in support of this ordinance.

Section 5. In the event that any provision of this ordinance is determined by a court of competent jurisdiction to be invalid or unenforceable, such invalid provision shall be severed and the remaining provisions of the ordinance that have not been held invalid or unenforceable shall continue to be valid and enforceable to the fullest extent permitted by law.


PASSED AND ADOPTED by the City Council this 16th day of January 2018, and signed by me in authentication of its passage.

CITY OF SCAPPOOSE, OREGON



Scott Burge, Mayor

First Reading: January 2, 2018
Second Reading: January 16, 2018

Attest: 
Susan M. Reeves, MMC, City Recorder

City of Scappoose Housing Needs Analysis

November 2017

Prepared for:
City of Scappoose

Final REPORT

ECONorthwest
ECONOMICS • FINANCE • PLANNING

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1. Introduction

This report presents Scappoose's Housing Needs Analysis for the 2018 to 2038 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

The City of Scappoose has not updated its residential Comprehensive Plan policies since the City's last periodic review in 1991. The city has changed considerably since then. Since 2000, Scappoose added nearly 1,800 residents, accounting for one-quarter of the growth in Columbia County over that period. At the same time, Scappoose added about 700 new dwelling units. In addition, Scappoose's population has grown a little older on average and has become slightly more ethnically diverse since 2000, consistent with statewide trends.

Scappoose will change even more with development of the Oregon Manufacturing Innovation Center (OMIC). OMIC will initially consist of a Research and Development Center and a Training Center. The Research and Development Center will be focused on growing Oregon's existing metals manufacturing industry. The Oregon Training Center will serve students with industry-sponsored skilled apprenticeships, supporting advanced careers in engineering and advanced manufacturing. Partners and tenants at OMIC will initially include the Boeing Company, Oregon State University, Portland State University, Portland Community College, and the Oregon Institute of Technology.

This report provides Scappoose with a factual basis to update the Housing Element of the City's Comprehensive Plan, zoning code, and to support future planning efforts related to housing and options for addressing unmet housing needs in Scappoose. It provides information that informs future planning efforts, including development and redevelopment initially in the future. It provides the City with information about the housing market in Scappoose and describes the factors that will affect housing demand in Scappoose in the future, such as changing demographics. This analysis will help decision makers understand whether Scappoose has enough land to accommodate growth over the next 20 years.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors and the housing market in the Portland region, Columbia County, and Scappoose are the result of the individual decisions of hundreds of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Scappoose between 2018 and 2038.

The complex nature of the housing market was demonstrated by the unprecedented boom and bust during the past decade. This complexity does not eliminate the need for some type of forecast of future housing demand and need, with the resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

Statewide planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).¹ Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- (b) Government assisted housing;²
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

¹ ORS 197.296 only applies to cities with populations over 25,000.

² Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, referred to as the Workbook.

Scappoose must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

Organization of this Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Scappoose's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Scappoose's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Scappoose** presents factors that affect housing need in Scappoose, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Scappoose relative to the larger region.
- **Chapter 5. Housing Need in Scappoose** presents the forecast for housing growth in Scappoose, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within Scappoose** estimates Scappoose's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Residential Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (BLI) for the Scappoose UGB. This buildable lands inventory analysis complies with statewide planning Goal 10 policies that govern planning for residential uses. The full buildable lands inventory completed by ECONorthwest is presented in Appendix A.

First, the analysis established the residential land base (parcels or portion of parcels with appropriate zoning), classified parcels by buildable status, identified/deducted environmental constraints, and lastly summarized total buildable area by Plan Designation.

Definitions

ECONorthwest developed the buildable lands inventory with a tax lot database from Columbia County GIS. Maps produced for the buildable lands inventory used a combination of City GIS data, adopted maps, and visual verification to verify the accuracy of County data. The tax lot database is current as of November 2016. The inventory builds from the database to estimate buildable land for Plan Designations that allow residential uses. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Vacant land.* Tax lots that have no structures or have buildings with very little improvement value are considered vacant. For the purpose of this inventory, lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes).
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use but which contain enough land to be developed further. Consistent with the safe harbor established in OAR 660-024-0050 (2)(a), tax lots that are one-half acre or larger are considered partially vacant.³ This was refined through visual inspection of recent aerial photos.
- *Developed land.* Developed land is developed at densities consistent with zoning and has improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant or partially vacant are considered developed. In addition, tax lots that provide required parking for adjacent parcels—as identified through review by City of Scappoose staff—are also considered developed.

³ Under the safe harbor established in OAR 660-024-0050 (2)(a), the infill potential of developed residential lots of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land. The RBLI used this methodology.

Development constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land.

- *Lands within floodplains.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The 2009 Oregon Wetlands Coverage from the Oregon Spatial Data Library was used to identify areas within wetlands. A 25-foot buffer was added to all wetlands areas. In addition, riparian corridors (defined as lands within 50 feet of rivers) are considered undevelopable. These wetlands and riparian buffers are consistent with Scappoose Zoning Code 17.85 and 17.89.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.

Buildable Lands Inventory Results

Land Base

Exhibit 1 shows residential land in Scappoose by classification (development status). The results show that the Scappoose UGB has 1,294 total acres in residential Plan Designations. (This includes the Commercial designation, which allows residential uses). Of the 1,294 acres in the UGB, about 685 acres (53%) are in classifications with no development capacity, and the remaining 608 acres (47%) have development capacity before development constraints are applied.

Exhibit 1. Residential acres by classification and Plan Designation, Scappoose UGB, 2016

Plan Designation	Partially			Total Acres	Percent of Total
	Vacant	Vacant	Developed		
General Residential	14	14	145	174	13%
Suburban Residential	121	392	352	865	67%
Manufactured Home	3	14	70	86	7%
Commercial	27	24	118	169	13%
Total Acres	164	444	685	1,294	100%
Percent of Total	13%	34%	53%	100%	

Source: Appendix A

Note: The numbers in the table may not sum to the total as a result of rounding.

Exhibit 2 shows land in all residential Plan Designations by development and constraint status. After development constraints have been applied, about 53% of Scappoose’s total residential land (684 acres) is built, 22% (283 acres) is constrained, and 25% (327 acres) is buildable.

Exhibit 2. Residential land by comprehensive Plan Designation and constraint status, Scappoose UGB, 2016

Plan Designation	Tax Lots	Total Acres	Acres with No		Total
			Development Capacity	Constrained Acres	Unconstrained Buildable Acres
General Residential	772	174	129	32	12
Suburban Residential	1,624	865	373	231	260
Manufactured Home	157	86	66	8	12
Commercial	218	169	116	11	42
Total	2,770	1,294	684	283	327
Percent of Total		100%	53%	22%	25%

Source: Appendix A

Note: “Acres with no development capacity” consists of developed parcels and the built portion of partially vacant parcels.

Note: The numbers in the table may not sum to the total as a result of rounding.

Vacant Buildable Land

Exhibit 3 shows buildable acres (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by Plan Designation. Of Scappoose’s 327 buildable residential acres, about 33% are in tax lots classified as vacant, and 67% are in tax lots classified as partially vacant. About 80% of Scappoose’s buildable residential land is in Suburban Residential Plan Designations.

Exhibit 4 (on the following page) maps Scappoose’s buildable vacant and partially vacant residential land.

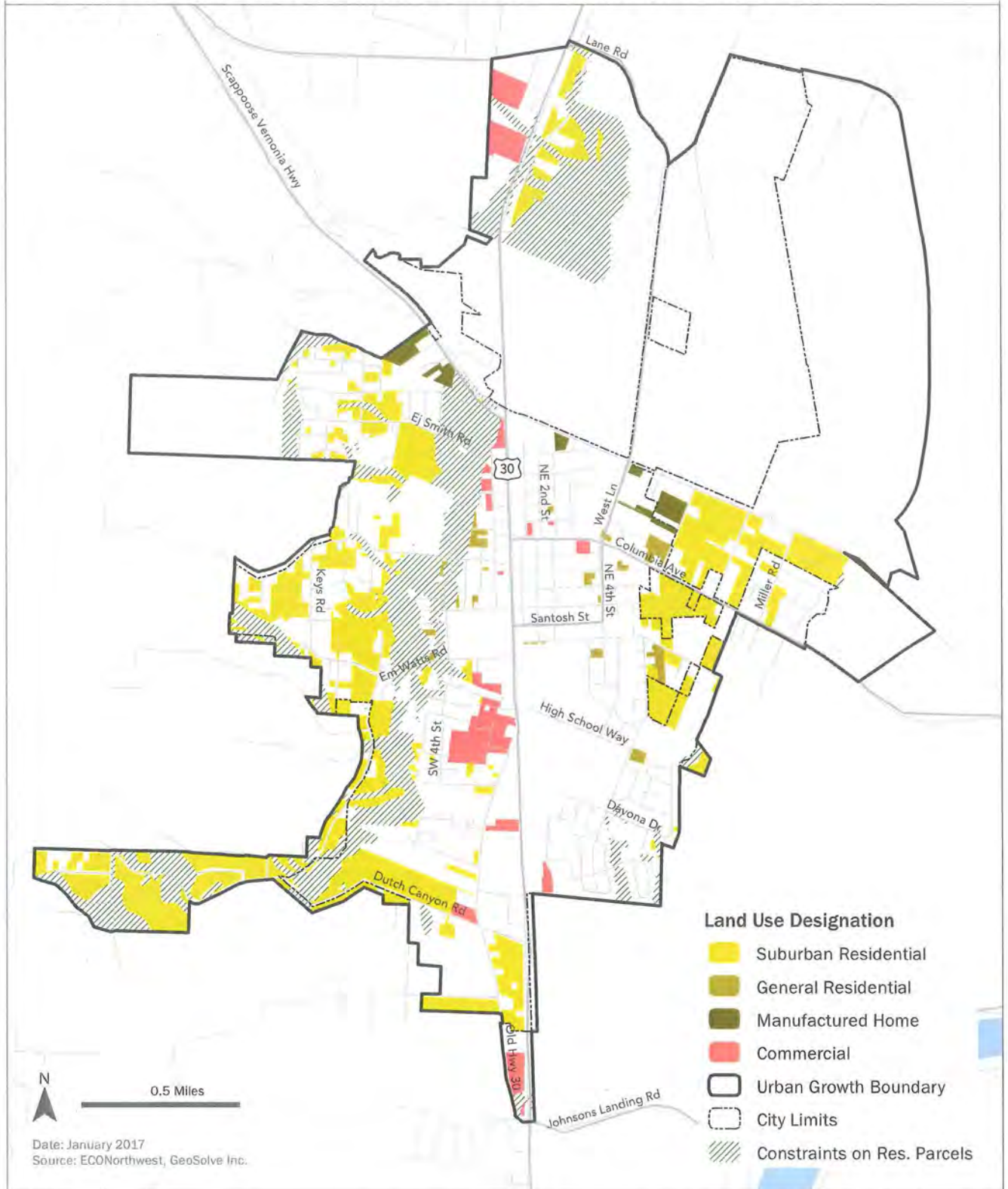
Exhibit 3. Buildable acres in vacant and partially vacant tax lots by Plan Designation and zoning, Scappoose UGB, 2016

Plan Designation	Unconstrained		Total
	Partially Vacant Acres	Unconstrained Vacant Acres	Unconstrained Buildable Acres
General Residential	2.8	9.3	12.1
A-1	0.0	2.0	2.0
A-1 PD	0.0	0.2	0.2
R-1	1.3	3.4	4.7
R-4	1.4	3.7	5.2
Suburban Residential	187.3	73.2	260.5
PA-80	1.1	0.4	1.5
R-1	51.6	27.3	78.9
R-10	72.5	24.1	96.6
R-4	37.0	19.9	56.9
RR-5	25.0	1.5	26.5
Manufactured Home	9.5	2.7	12.2
MH	6.0	2.7	8.7
MHR	3.5	0.0	3.5
Commercial	18.0	24.2	42.2
C	0.9	2.7	3.7
C-3	1.9	0.0	1.9
CS-1	0.0	0.1	0.1
EC	7.0	14.8	21.8
RIPD	0.1	0.0	0.1
RR-5	8.1	6.5	14.5
Total	218	109	327
Percent of Total	67%	33%	100%

Source: Appendix A

Note: The numbers in the table may not sum to the total as a result of rounding.

Exhibit 4. Unconstrained Vacant and Partially Vacant Residential, Scappoose UGB, 2016



3. Historical and Recent Development Trends

Analysis of historical development trends in Scappoose provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Lands Workbook* as:

1. Determine the time period for which the data will be analyzed
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

This HNA examines changes in Scappoose's housing market from January 2000 to December 2016. We selected this time period because it provides information about Scappoose's housing market before and after the national housing market bubble's growth and deflation. In addition, data about Scappoose's housing market during this period is readily available from sources such as the Census and the City building permit database.

The HNA presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.)
2. Tenure (e.g., distinguishing unit type by owner or renter units)
3. Housing affordability (e.g., units affordable at given income levels)
4. Some combination of these categories

For the purposes of this study, we grouped housing types based on: (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is all attached structures (e.g., duplexes, tri-plexes, quad-plexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

Data Used in this Analysis

Throughout this analysis, we use data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for data about housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of all households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of the 2010 Decennial Census, it does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a sample of households in the U.S. From 2011 through 2015, the ACS sampled an average of 3.5 million households per year, or about 2.6% of the households in the nation. The ACS collects detailed information about households, such as: demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

In general, this report uses data from the 2011-2015 ACS for Scappoose. Where information is available, we report information from the 2000 and 2010 Decennial Census.

The foundation of the housing needs analysis is the population forecast for Scappoose from the Oregon Population Forecast Program by the Portland State University Population Research Center.

Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Scappoose and compares Scappoose to selected cities, Columbia County, and Oregon. These trends demonstrate the types of housing developed in Scappoose historically. Unless otherwise noted, this chapter uses data from the 2000 and 2010 Decennial Census and the 2011-2015 American Community Survey 5-Year Estimates.

This section shows the following trends in housing mix in Scappoose:

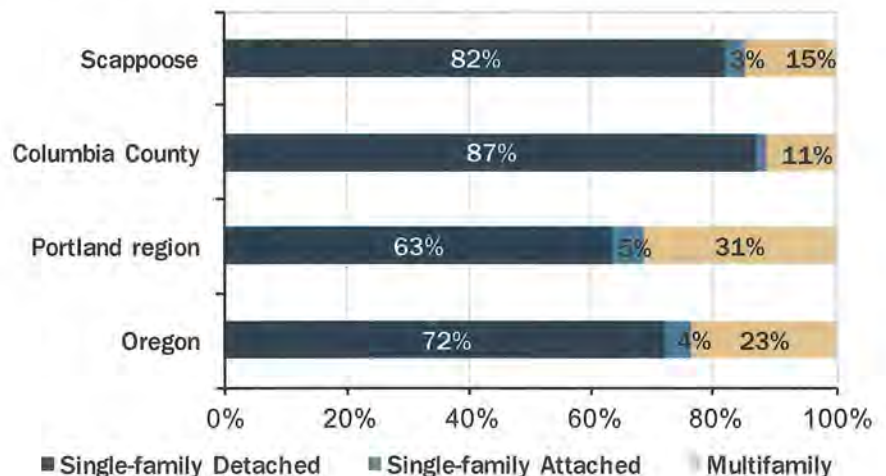
- **Scappoose’s housing stock is predominantly single-family detached housing units.** Eighty-two percent of Scappoose’s housing stock is single-family detached, 15% is multifamily, and 3% is single-family attached (e.g., townhouses). This proportion of single-family housing is much larger than the average for the Portland region (63%) but is lower than for Columbia County (87%).
- **Since 2000, Scappoose’s housing mix has shifted toward single-family housing.** Scappoose’s housing stock grew by about 28% (more than 550 new units) between 2000 and the 2011-2015 period. The mix of housing types also shifted slightly between 2000 and 2011-2015. The percentage of single-family housing types (attached and detached) increased from 81% in 2000 to 85% in 2011-2015.
- **Single-family detached housing accounted for the majority of new housing growth in Scappoose between 2000 and 2016.** Eighty-seven percent of new housing permitted between 2000 and 2016 was single-family detached housing.

Housing Mix

About 82% of Scappoose’s housing stock is single-family detached.

Scappoose has a larger share of multifamily housing than Columbia County, but a smaller share than the Portland region or the State.

Exhibit 5. Housing Mix, 2011-2015
Source: Census Bureau, 2011-2015 ACS Table B25024



The mix of housing in Scappoose shifted slightly toward single-family housing between 2000 and 2011-2015.

The percentage of single-family attached housing increased slightly, the share of multifamily units declined.

Scappoose had 2,578 dwelling units in the 2011-2015 period. About 2,116 were single-family detached, 88 were single-family attached, and 374 were multifamily.

The total number of dwelling units in Scappoose increased by 557 dwelling units from 2000 to 2011-15.

This amounted to a 28% increase over the analysis period.

Exhibit 6. Change in Housing Mix, Scappoose, 2000 and 2011-15

Source: Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2011-2015 ACS Table B25024

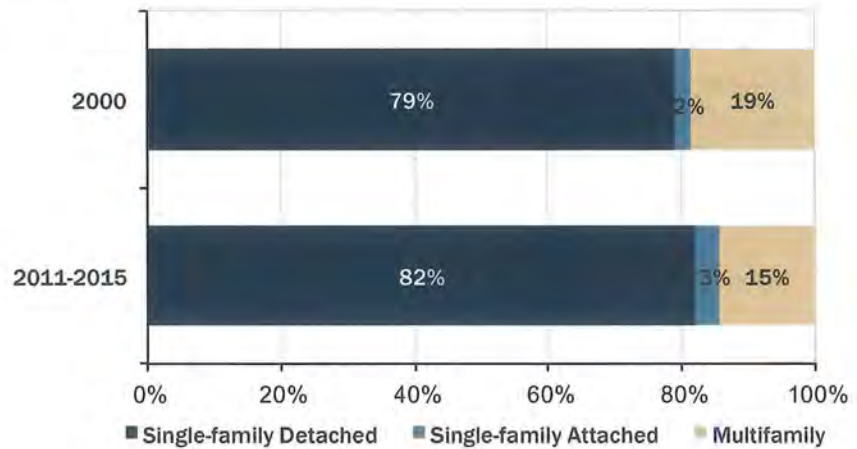
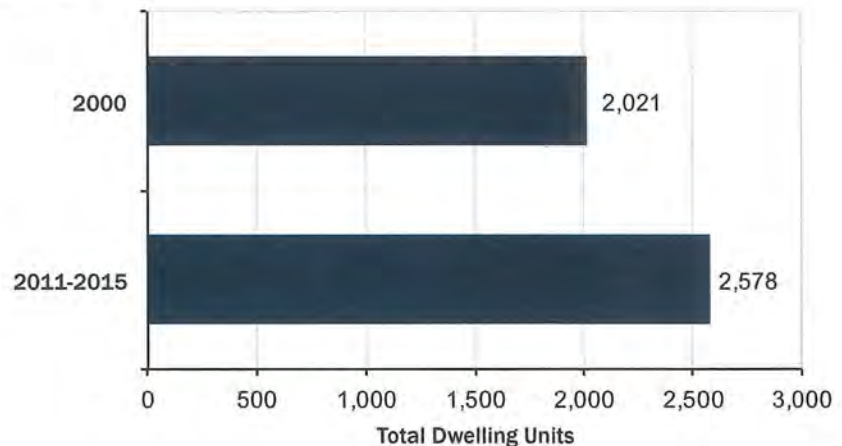


Exhibit 7. Total Dwelling Units, Scappoose, 2000 and 2011-15

Source: Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2011-2015 ACS Table B25024.



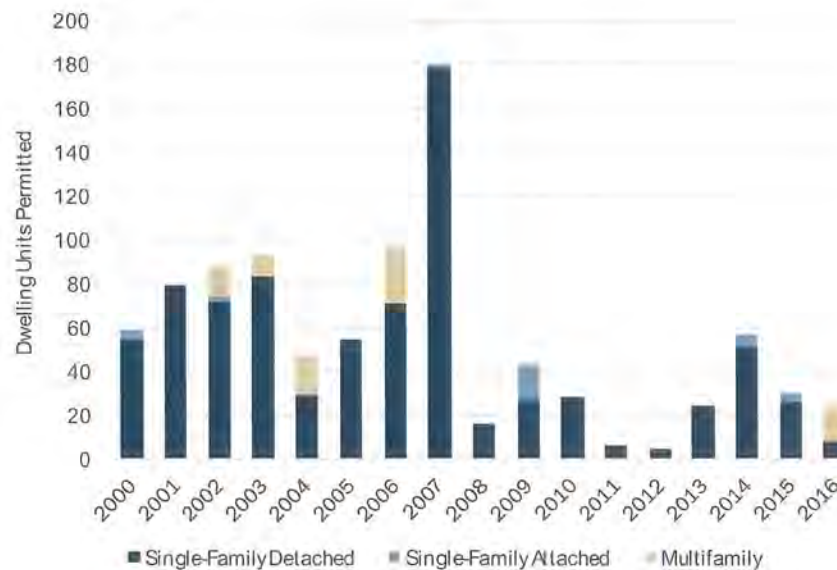
Building Permits

Over the 2000 to 2016 period, Scappoose issued permits for 931 dwelling units, with an average of 55 permits issued annually.

About 87% of dwellings permitted were single-family detached, 4% were for single-family attached housing, and 9% were multifamily.

Exhibit 8. Building Permits by Type of Unit, Scappoose, 2000 through 2016

Source: City of Scappoose.



Between 2013 and 2017, Scappoose also had building permits for four multifamily developments with a total of 50 units in the Commercial or Expanded Commercial designations, all within the Downtown Overlay.

Trends in Tenure

Housing tenure describes whether a dwelling is owner- or renter-occupied. This section shows:

- **About 71% of Scappoose's households own their own home.** In comparison, 73% of Columbia County households and 54% of Multnomah County households are homeowners.
- **Homeownership in Scappoose is similar to the county average, and well above the averages for the Portland region and the state.**
- **Homeownership in Scappoose stayed relatively stable between 2000 and 2011-2015.** In 2000, 72% of Scappoose households were homeowners. This dropped slightly to 69% in 2010 and was 71% in 2011-2015.
- **Nearly all Scappoose homeowners (99%) live in single-family detached housing, while many renters (48%) live in multifamily housing.**

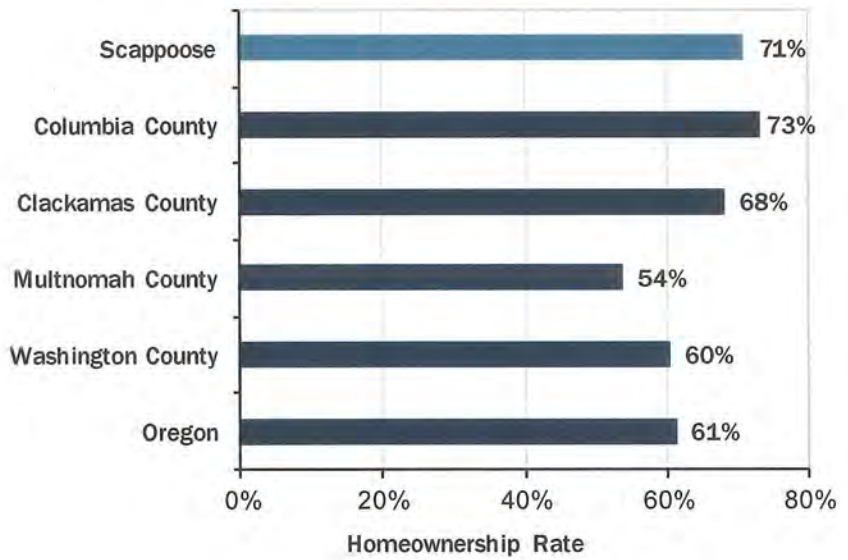
The implications for the forecast of new housing are: (1) opportunities for rental housing in Scappoose are limited, given that nearly half of renters live in multifamily housing and limited multifamily housing has been built in Scappoose since 2000, and (2) there may be opportunities to encourage development of a wider variety of affordable attached housing types for homeownership, such as townhomes.

Scappoose has a similar homeownership rate to Columbia County, but a higher rate than the counties in the Portland region.

About 71% of Scappoose households live in owner-occupied dwelling units.

Exhibit 9. Homeownership for Occupied Units, Scappoose, Columbia County, Clackamas County, Multnomah County, Washington County, Oregon 2011-15

Source: Census Bureau, 2011-2015 ACS Table B24003



The homeownership rate in Scappoose has remained stable at about 70% since 2000.

Exhibit 10. Tenure, Occupied Units, Scappoose, 2011-2015

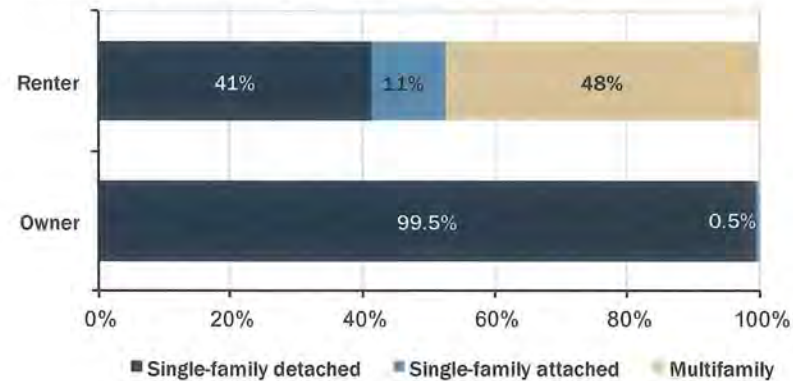
Source: Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2011-15 ACS Table B24003



Nearly all homeowners live in single-family detached housing.

In comparison, nearly half of Scappoose households that rent live in multifamily housing.

Exhibit 11. Housing Units by Type and Tenure, Scappoose, 2011-2015
Source: Census Bureau, 2011-2014 ACS Table B25032



Vacancy Rates

The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

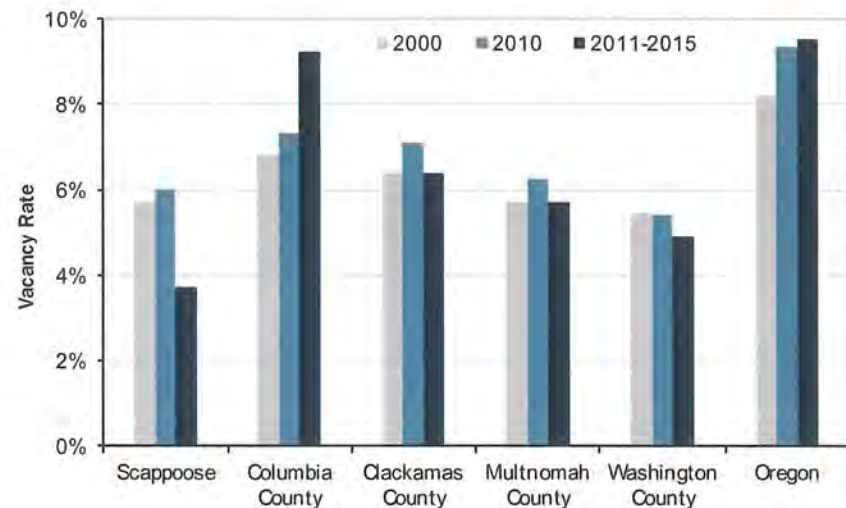
From 2000 to 2011-2015, the vacancy rate in Scappoose has consistently been lower than that of Columbia County and the State.

From 2000 to 2010, Scappoose's vacancy rate rose from 5.7% to 6.0%, but still stood below that of the county and state.

For the 2011-2015 period, the vacancy rate in Scappoose was below that of Columbia County, the Portland region counties, and Oregon.

Exhibit 12. Percent of Housing Units that are Vacant, 2000, 2010, 2011-2015

Source: Census Bureau, 2000 Decennial Census SF1 Table QT-H1, 2010 Decennial Census SF1 Table QT-H1, 2011-15 ACS Table B25002



Government-assisted housing programs

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. There are two government-assisted housing developments in Scappoose:

- **Senior Victorian Apartments** has 21 units of affordable units for low-income seniors.
- **Sycamore View Apartments** has 22 units of affordable units for farm workers.

Manufactured Homes

Manufactured homes have provided a source of affordable housing in Scappoose. They provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner rather than the manufactured home owner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured home homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate another manufactured home to escape rent increases. Living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

Scappoose had 162 mobile homes in 2000, and 200 mobile homes in the 2011-15 period, an increase of 38 dwellings. According to Census data, 91% of the mobile homes in Scappoose were owner-occupied in the 2011-2015 period.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial or high-density residential development. Exhibit 13 presents the inventory of mobile and manufactured home parks within Scappoose in 2016.

Scappoose has two manufactured home parks within the UGB with a total of 62 spaces, one of which is vacant.

Exhibit 13. Inventory of Mobile/Manufactured Home Parks, Scappoose UGB, 2016

Source: Oregon Manufactured Dwelling Park Directory

Name	Type	Total Spaces	Vacant Spaces	Zone or Plan Designation
Crown Park	Family	22	1	MH Zone
Green Meadows Mobile Home Court	Family	40	0	SR Designation

4. Demographic and Other Factors Affecting Residential Development in Scappoose

Demographic trends are important for a thorough understanding of the dynamics of the Scappoose housing market. Scappoose exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Scappoose at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Scappoose to Columbia County and the Portland region (defined here as Clackamas County, Multnomah County, and Washington County). We also compare Scappoose to nearby cities (Banks, Beaverton, Cornelius, Forest Grove, Hillsboro, North Plains, Portland, and St. Helens) where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice ⁴

Analysts typically describe housing demand as the *preferences* for different types of housing (i.e., single-family detached or apartment), and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, and Millennials, people born from about 1980 to 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiple person households (often with children).
- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

⁴ The research in this chapter is based on numerous articles and sources of information about housing, including:

Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014

"Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.

"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

The Case for Multi-family Housing. Urban Land Institute. 2003

E. Zietz. *Multi-family Housing: A Review of Theory and Evidence*. Journal of Real Estate Research, Volume 25, Number 2. 2003.

C. Rombouts. *Changing Demographics of Homebuyers and Renters*. Multi-family Trends. Winter 2004.

J. McIlwain. *Housing in America: The New Decade*. Urban Land Institute. 2010.

D. Myers and S. Ryu. *Aging Baby Boomers and the Generational Housing Bubble*. Journal of the American Planning Association. Winter 2008.

M. Riche. *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities*. The Brookings Institution Center on Urban and Metropolitan Policy. March 2001.

L. Lachman and D. Brett. *Generation Y: America's New Housing Wave*. Urban Land Institute. 2010.

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Scappoose over the next 20 years.

National Trends ⁵

This brief summary on national housing trends builds on previous work by ECONorthwest, the Urban Land Institute (ULI) reports, and conclusions from *The State of the Nation's Housing, 2016* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“With household growth finally picking up, housing should help boost the economy. Although homeownership rates are still falling, the bottom may be in sight as the lingering effects of the housing crash continue to dissipate. Meanwhile, rental demand is driving the housing recovery, and tight markets have added to already pressing affordability challenges. Local governments are working to develop new revenue sources to expand the affordable housing supply, but without greater federal assistance, these efforts will fall far short of need.”

The U.S. housing market has recovered substantially from the crash, but there are still some challenges ahead.

- **Household growth should spur the economy.** In 2015, the economy neared full employment and incomes began to climb. Household growth returned to its expected pace, and new home construction was up by 11 percent. Household growth continues to gain momentum, and the housing sector should be an engine of growth.
- **Lowest homeownership.** Homeownership rate has fallen to its lowest level in a half-century. Foreclosures are a factor in low homeownership rates, and 9.4 million homes were forfeited through foreclosures from the start of the housing crash, 2007-2015. Foreclosures have slowed recently, but tight mortgage credit is not helping the transition into owning a home either.
- **Housing affordability.** In 2014, more than one-third of American households spent more than 30% of income on housing. Low-income households face an especially dire hurdle to afford housing. Among those earning less than \$15,000, more than 83% paid over 30% of their income and almost 70% of households paid more than half of their income. For households earning \$15,000 to \$29,000, more than 65% were cost burdened, with about 30% paying more than half of their income on housing.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that demand for new homes could total as many as 13.2 million units nationally between 2015 and 2025. Much of the demand will come from Baby Boomers, Millennials,⁶ and immigrants.

⁵ These trends are based on information from: (1) The Joint Center for Housing Studies of Harvard University's publication "The State of the Nation's Housing 2016," (2) Urban Land Institute, "2014 Emerging Trends in Real Estate," and (3) the U.S. Census.

⁶ There is no precisely agreed on definition for when the Millennial generation started. Millennials are, broadly speaking, the children of Baby Boomers, born from the early 1980's through the early 2000's.

- **Changes in housing preference.** Housing preference will be affected by changes in demographics, most notably the aging of the Baby Boomers, housing demand from the Millennials, and growth of foreign-born immigrants.
 - *Baby Boomers.* The housing market will be affected by continued aging of the Baby Boomers, the oldest of whom were in their late 60s in 2015 and the youngest of whom were in their early 50s in 2015. Baby Boomers' housing choices will affect housing preference and homeownership, with some boomers likely to stay in their home as long as they are able and some preferring other housing products, such as multifamily housing or age-restricted housing developments.
 - *Millennials.* As Millennials age over the next 20 years, they will be forming households and families. In 2015, the oldest Millennials in their mid-20s and the youngest in their mid-teens. By 2035, Millennials will be between 35 and 55 years old.

Millennials were in the early period of household formation at the beginning of the 2007-2009 recession. Across the nation, household formation fell to around 600,000 to 800,000 in the 2007-2013 period, well below the average rate of growth in previous decades. Despite sluggish growth recently, several demographic factors indicate increases in housing growth to come. The Millennial generation is the age group most likely to form the majority of new households. While low incomes have kept current homeownership rates among young adults below their potential, Millennials may represent pent-up demand that will release when the economy fully recovers. As Millennials age, they may increase the number of households in their 30s by 2.4 to 3.0 million through 2025.

- *Immigrants.* Immigration and increased homeownership among minorities will also play a key role in accelerating household growth over the next 10 years. The Census' Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and accounted for nearly 30 percent of overall household growth. Beginning in 2008, the influx of immigrants was stanchied by the effects of the Great Recession. After a period of declines, however, the foreign born are again contributing to household growth. Census Bureau estimates of net immigration in 2013-2014 indicate an increase of 995,944 persons over the previous year.

The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households, and constitute an important source of demand for both rental housing and small homes. This makes the growing gap in homeownership rates between whites and blacks and whites and Hispanics troubling. Since 2001, the difference in homeownership rates between whites and blacks rose from 25.9 to 29.8 in 2014. Similarly, the gap between white and Hispanic homeownership rates increased since 2008, from 25% to 26% in 2014. This growing gap between racial and ethnic groups will hamper the country's

homeownership rate as minority households constitute a larger share of the housing market.

- **Changes in housing characteristics.** The U.S. Census Bureau’s Characteristics of New Housing Report (2016) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:⁷
 - *Larger single-family units on smaller lots.* Between 1990 and 2015 the median size of new single-family dwellings increased 30% nationally from 1,905 sq. ft. to 2,467 sq. ft., and 23% in the western region from 1,985 sq. ft. to 2,435 sq. ft. Moreover, the percentage of units smaller than 1,400 sq. ft. nationally decreased by almost half, from 15% in 1999 to 8% in 2015. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 33% of new one-family homes completed in 2015. In addition to larger homes, a move toward smaller lot sizes is seen nationally. Between 1990 and 2015, the percentage of lots less than 7,000 sq. ft. increased from 27% of lots to 30% of lots.
 - *Larger multifamily units.* Between 1999 and 2015, the median size of new multiple family dwelling units increased by 3% nationally and 1% in the western region. The percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 30% in 2015 nationally, and went from 25% to 24% in the western region.
 - *More household amenities.* Between 1990 and 2015, the percentage of single-family units built with amenities such as central air conditioning, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multifamily units.

State Trends

Oregon’s 2016-2020 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.⁸ The plan concludes that “Oregon’s changing population demographics are having a significant impact on its housing market.” It identified the following population and demographic trends that influence housing need statewide.

Oregon is facing:

- Housing cost increases that far surpass wage growth.
- Limited supply of rental housing at prices that are affordable to moderate and low income households.
- Extremely low vacancy rates in some parts of the state, due to population growth, lack of new unit production, and increase in rental households due to foreclosures.

⁷ <https://www.census.gov/construction/chars/highlights.html>

⁸ State of Oregon 2016-2020 Consolidated Plan. <https://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan.pdf>

- Expiration of subsidies on about 49% of housing units that are currently federally subsidized by the Section 8 or HUD Multifamily Assistance programs.
- Increasing homelessness and housing instability.
- Lack of housing stock suitable for the elderly and people with disabilities.
- Increasingly older, more diverse, and has less affluent households.

Regional and Local Demographic Trends that may affect housing need in Scappoose

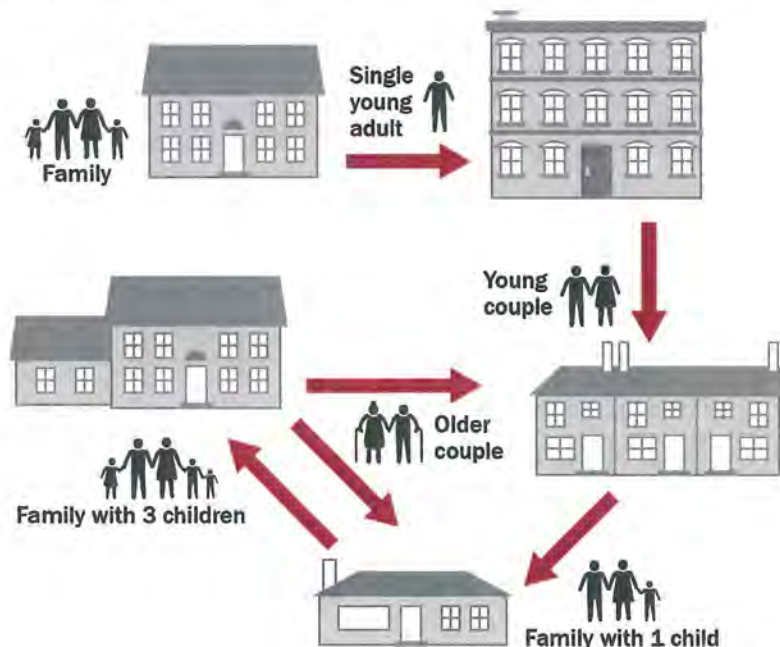
Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are: (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Scappoose's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Scappoose.

Housing needs and preferences change in predictable ways over time, with changes in marital status and size of family.

Families of different sizes need different types of housing.

Exhibit 14. Effect of demographic changes on housing need
Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. *Households and Housing*. New Brunswick, NJ: Center for Urban Policy Research.



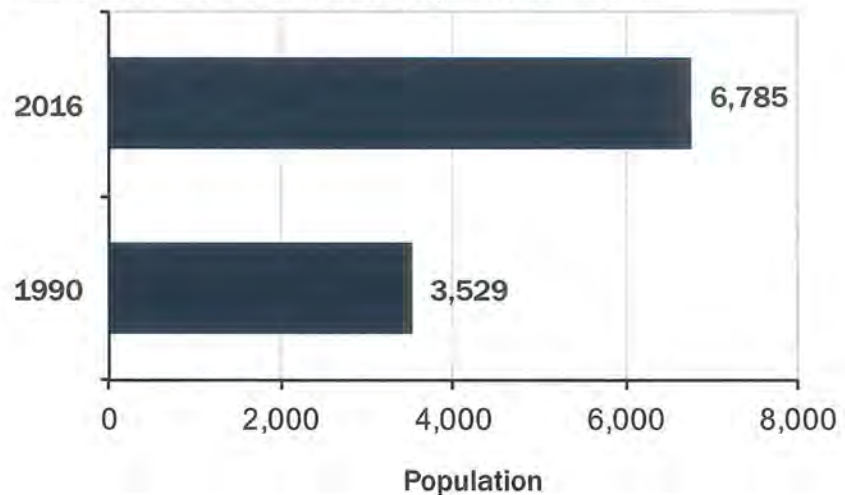
Growing population

Scappoose's population grew by 92% between 1990 and 2016, adding more than 3,200 new residents. Over this period, Scappoose's population grew at an average annual growth rate of 2.5%. Scappoose's population growth will drive future demand for housing in Scappoose over the planning period.

Since 1990, Scappoose's population has grown by roughly 3,256 people.

Exhibit 15. Population, Scappoose, 1990 - 2015

Source: US Decennial Census 1990, and PSU Population Research Center.



From 1990 to 2016, Scappoose's population grew by 92% and accounted for 25% of population growth in Columbia County.

Exhibit 16. Population Growth, 1990 - 2016

Source: US Decennial Census 1990, 2000, 2010. PSU Population Research Center, Population Estimates and Reports, <http://www.pdx.edu/prc/population-reports-estimates>.

92% Scappoose	35% Columbia County	52% Portland region	43% Oregon
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Scappoose's population grew at a faster rate than that of the county, region, and state.

Exhibit 17. Annual Average Rate of Growth, 1990 - 2016

Source: US Decennial Census 1990, 2000, 2010. PSU Population Research Center, Population Estimates and Reports, <http://www.pdx.edu/prc/population-reports-estimates>.

2.5% Scappoose	1.2% Columbia County	1.6% Portland region	1.4% Oregon
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Scappoose is projected to grow by 3,265 people between 2018 and 2038, at an average annual growth rate of 1.8%.⁹

Exhibit 18. Forecast of Population Growth, Scappoose UGB, 2018 – 2038

Source: Oregon Population Forecast Program, Portland State University, Population Research Center.

7,686	10,951	3,265	42% increase
people 2018	people 2038	New people 2018-2038	1.8% Average Annual Growth Rate

Aging Population

This section shows two key characteristics of Scappoose’s population, with implications for future housing demand in Scappoose:

- **Seniors.** Scappoose currently has a smaller share of elderly residents than Columbia County and state averages. As Scappoose’s elderly population grows, it will have increasing demand for housing that is suitable for elderly residents.

Demand for housing for retirees will grow over the planning period, as the Baby Boomers continue to age and retire. The State forecasts share of residents aged 60 years and older will account for 35% of Columbia County’s population, compared to around 21% in 2010.

The impact of growth in seniors in Scappoose will depend, in part, on whether older people already in Scappoose continue to live in there as they retire. National surveys show that, in general, most retirees prefer to age in place by continuing to live in their current home and community as long as possible.¹⁰

Growth in the number of seniors will result in demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted living facilities, or age-restricted developments. Senior households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted living facilities or nursing homes), as their health declines. The challenges aging seniors face in continuing to live in their community include: changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.¹¹

- **Scappoose has a larger proportion of younger people than the county, Portland region, and State.** About 28% of Scappoose’s population is under 20 years old, compared to 26% of Columbia County’s population and the Portland region and State

⁹ This forecast of population growth is based on Scappoose’s official population forecast from the Oregon Population Forecast Program. ECONorthwest extrapolated the population forecast for 2017 (to 2018) and 2035 (to 2038) based on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx

¹⁰ A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

¹¹ “Aging in Place: A toolkit for Local Governments” by M. Scott Ball.

averages of 25%. The forecast for population growth in Columbia County shows the number of people under 20 years old decreasing from 24% of the population in 2017 to 22% of the population by 2035.

People currently aged 15 to 35 are referred to as the Millennial generation and account for the largest share of population in Oregon. By 2035, they will be aged 35 to 55. The forecast for Columbia County shows growth in Millennials from 22% of the population in 2017 to 28% of the population in 2035.

In addition, the Oregon Manufacturing Innovation Center will be built in Scappoose over the next few years. The programs at the Center are expected to attract students from the Portland region and across Oregon. Some students will choose to live in Scappoose (but there is no estimate of the number of students at this point). Many of the students will be Millennials. In addition, the Center will attract faculty and staff, many of whom may be Millennials.

Scappoose's ability to attract people in this age group will depend, in large part, on whether the city has opportunities for housing that both appeals to and is affordable to Millennials. Retaining (or attracting) Millennials, such as those attending school at the Oregon Manufacturing Innovation Center, will depend on availability of housing types such as townhouses, cottages, duplexes and similar scale-multifamily housing, and apartments.

In the near-term, Millennials may increase demand for rental units. The long-term housing preference of Millennials is uncertain. Research suggests that Millennials' housing preferences may be similar to the Baby Boomers, with a preference for smaller, less costly units. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.¹²

A recent survey of people living in the Portland region shows that Millennials prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.¹³ The survey results suggest Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland region, it shows similar results as national surveys and studies about housing preference for Millennials.

Growth in Millennials in Scappoose will result in increased demand for both affordable single-family detached housing (including cottages), as well as increased demand for affordable townhouses and multifamily housing. Growth in this population will result in increased demand for both ownership and rental

¹² The American Planning Association, "Investing in Place; Two generations' view on the future of communities." 2014.

"Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," Transportation for America.

"Survey Says: Home Trends and Buyer Preferences," National Association of Home Builders International Builders

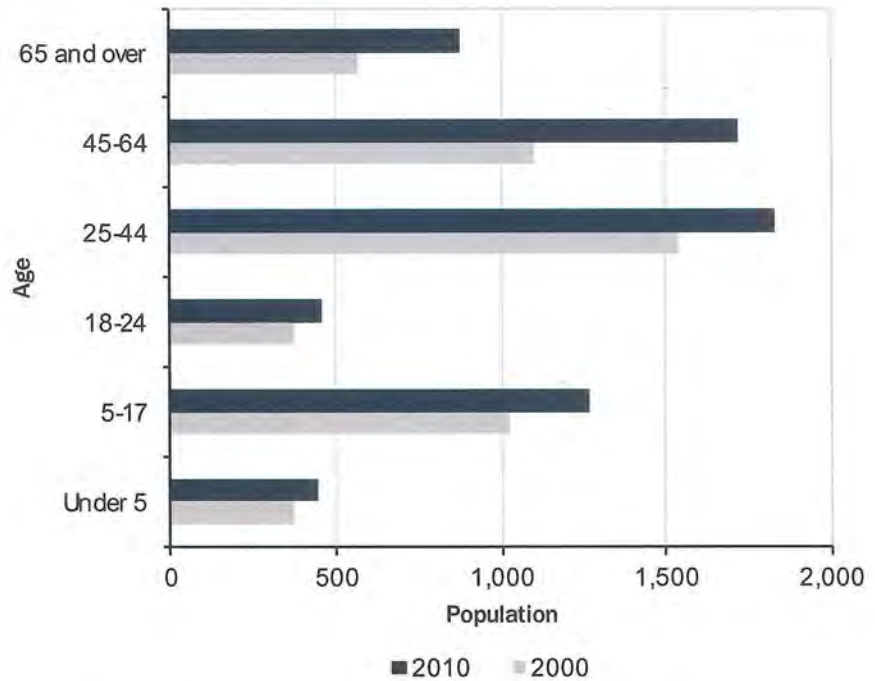
¹³ Davis, Hibbits, & Midghal Research, "Metro Residential Preference Survey," May 2014.

opportunities, with an emphasis on housing that is comparatively affordable. There is potential for attracting new residents to housing in Scappoose's commercial areas, especially if the housing is relatively affordable and located in proximity to services.

Between 2000 and 2010, all age groups in Scappoose grew in size, with the largest increase in residents aged 45-64.

Exhibit 19. Population Growth by Age, 2000 to 2010

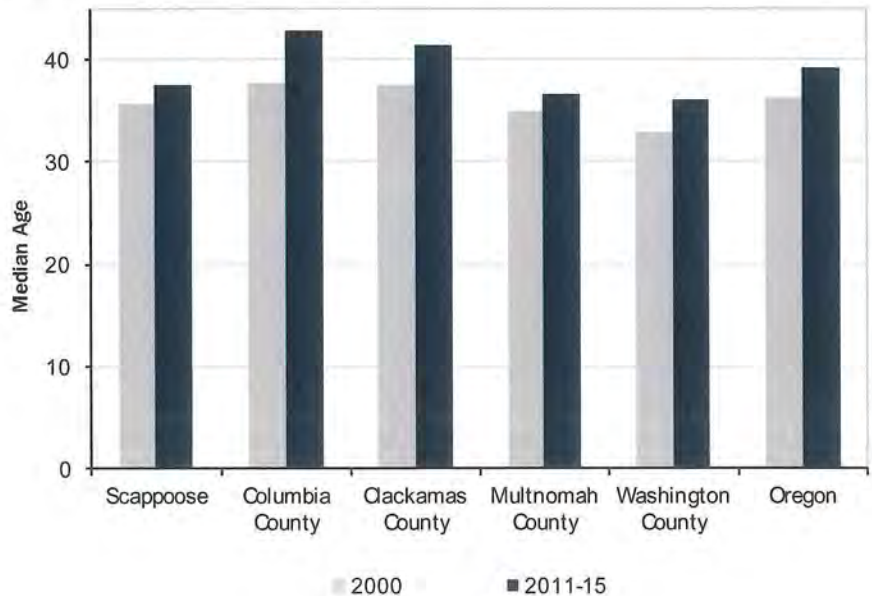
Source: US Census Bureau, 2000 Decennial Census Table P012, 2010 Decennial Census Table P12.



From 2000 to 2011-2015, Scappoose's median age increased from 35.7 to 37.5 years.

Exhibit 20. Median Age, Years, 2000 to 2011-15

Source: US Census Bureau, 2000 Decennial Census Table B01002, 2011-15 ACS, Table B01002.



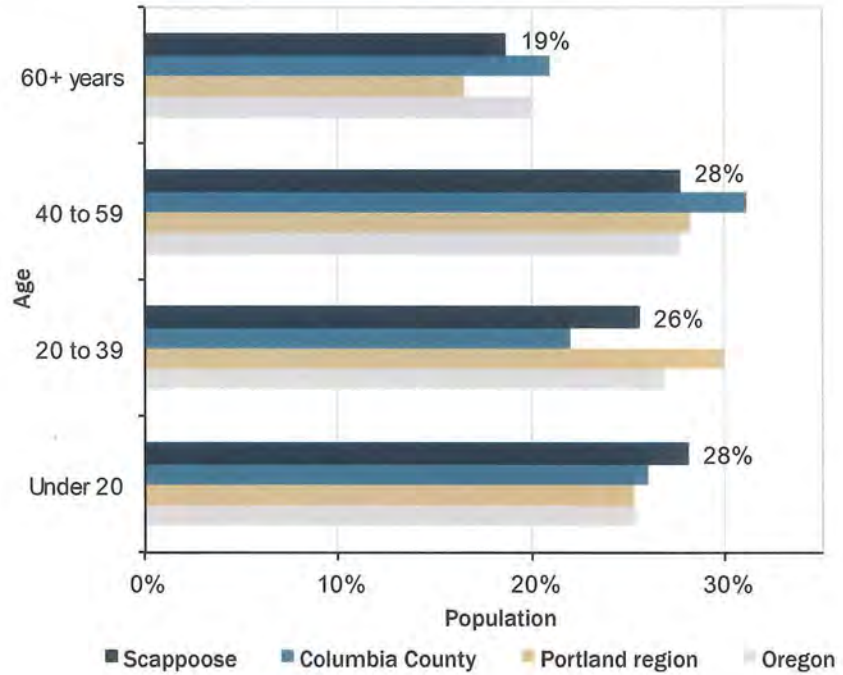
In 2010, about 53% of Scappoose residents were aged between 20 and 59.

Scappoose has a smaller share of people over 60 than the county or state.

About 28% of Scappoose's population is under 20 years old, compared to 26% of Columbia County's population and the Portland region and State averages of 25%.

Exhibit 21. Population Distribution by Age, 2010

Source: US Census Bureau, 2010 Decennial Census Table P12.

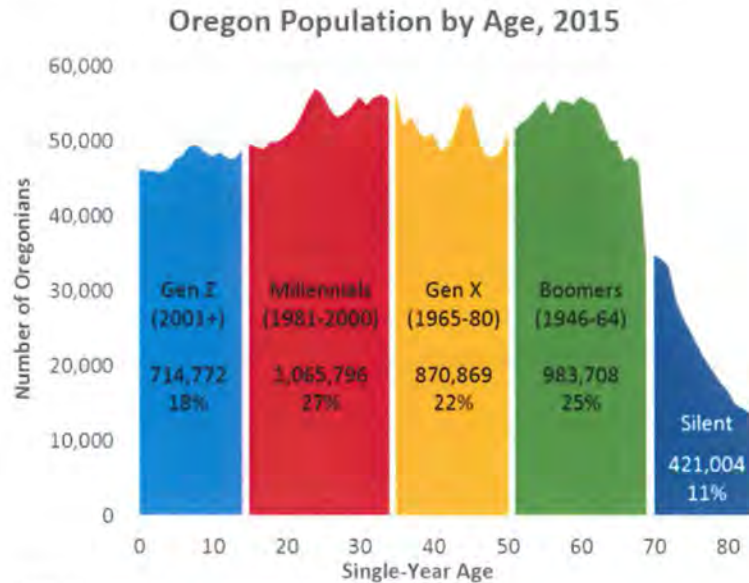


Oregon's largest age groups are the Millennials and the Baby Boomers.

By 2035, Millennials will be between 35 and 54 years old. Baby Boomers will be 71 to 89 years old.

Exhibit 22. Population Distribution by Generation and Age, Oregon, 2015

Source: Oregon Office of Economic Analysis, "Population, Demographics, and Generations" by Josh Lehner, February 5, 2015. <http://oregoneconomicanalysis.com/2015/02/05/population-demographics-and-generations/>



Source: Oregon Office of Economic Analysis

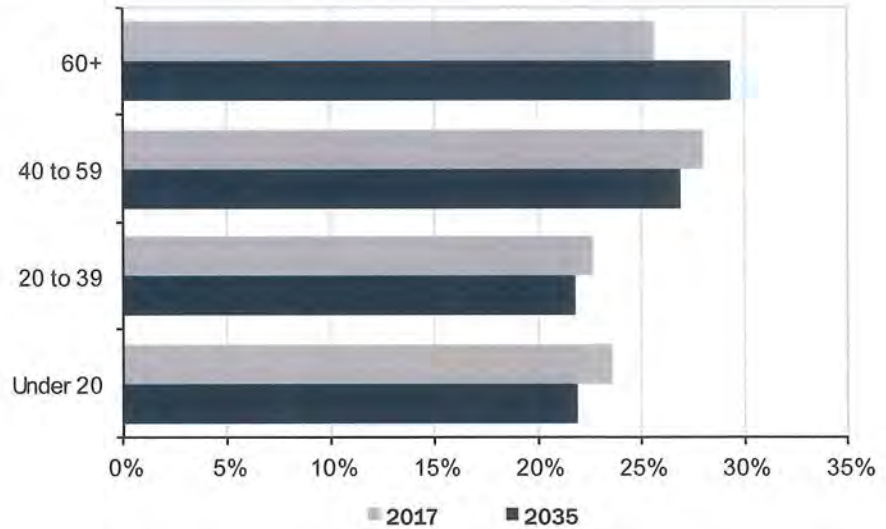
Fifty-percent of population growth in Columbia County will be people 60 years and older.

Exhibit 23. Fastest-growing Age Groups, Columbia County, 2017 - 2035
 Source: Portland State University, Population Research Center, Columbia County Forecast, June 30, 2017

Under 20	20-39 Yrs	40-59 Yrs	60+ Yrs
12%	17%	21%	50%
1,115 People	1,589 People	1,917 People	4,596 People

People over age 40 will continue to account for more than half of the population in Columbia County through 2035.

Exhibit 24. Population Growth by Age Group, Columbia County, 2017 - 2035
 Source: Portland State University, Population Research Center, Columbia County Forecast, June 30, 2017



Increased Ethnic Diversity

Scappoose is becoming more ethnically diverse. The Hispanic and Latino population grew from 2.5% of Scappoose’s population in 2000 to 5.1% of the population in the 2011-2015 period, adding more than 228 new Hispanic and Latino residents. The populations of Scappoose and Columbia County are less ethnically diverse than the Portland region or Oregon.

Continued growth in the Hispanic and Latino population will affect Scappoose’s housing needs in a variety of ways.¹⁴ Growth in first and, to a lesser extent, second and third generation Hispanic and Latino immigrants will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. Households for Hispanic and Latino immigrants are more likely to include multiple generations, requiring more space than smaller household sizes. As Hispanic and Latino households integrate over generations, household size typically decreases and their housing needs become similar to housing needs for all households.

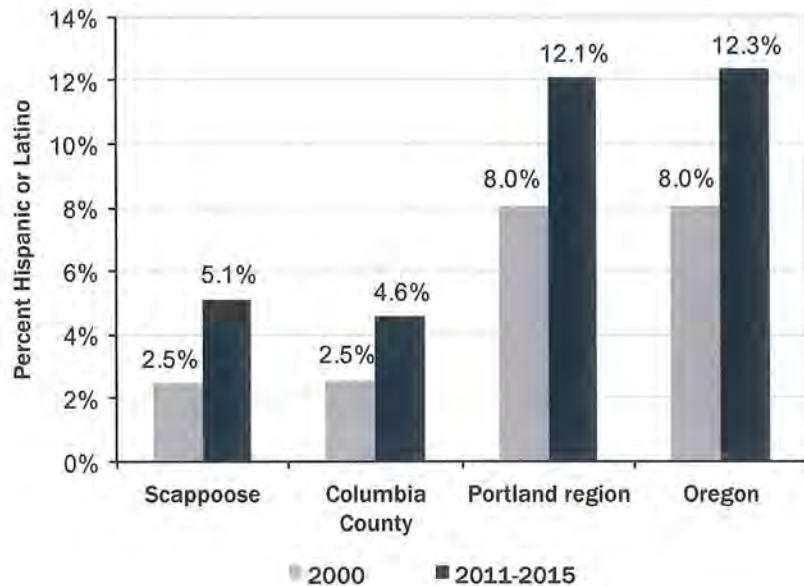
Growth in Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable.

Scappoose’s Hispanic/Latino population more than doubled between 2000 and 2011-2015.

Scappoose is less ethnically diverse than the Portland region or State.

Exhibit 25. Hispanic or Latino Population as a Percent of the Total Population, 2000 to 2011-2015

Source: US Census Bureau, 2000 Decennial Census Table P008, 2011-2015 ACS Table B03002.



¹⁴ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.
National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

Household size and composition

Scappoose's household size and composition show that households in Scappoose are somewhat different from the county, Portland region, and statewide averages. Scappoose's households are larger, and a larger percentage are family households with children.

Scappoose's average household size is above that of the county and the state.

Exhibit 26. Average Household Size, 2011-2015

Source: US Census Bureau, 2011-2015 ACS Table B25010.

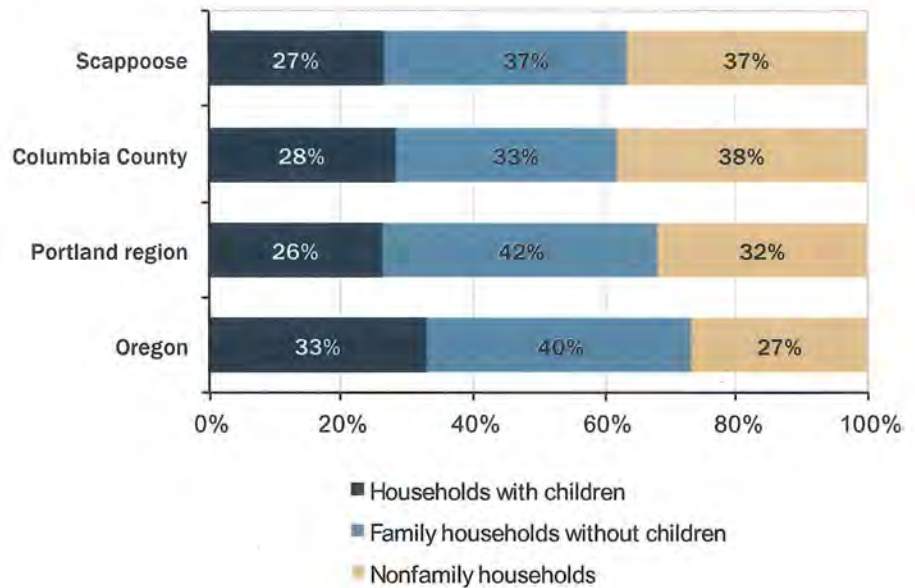
2.73	2.60	2.59	2.41	2.60	2.50
Persons	Persons	Persons	Persons	Persons	Persons
Scappoose	Columbia County	Clackamas County	Multnomah County	Washington County	Oregon

Scappoose has a larger share of households with children than Columbia County or Oregon.

About 33% of Scappoose households have children, compared with 26% of Columbia County households and 26% of Portland region households.

Exhibit 27. Household Composition, 2011-2015

Source: US Census Bureau, 2011-2015 ACS, Table DP02.



Income of Scappoose Residents

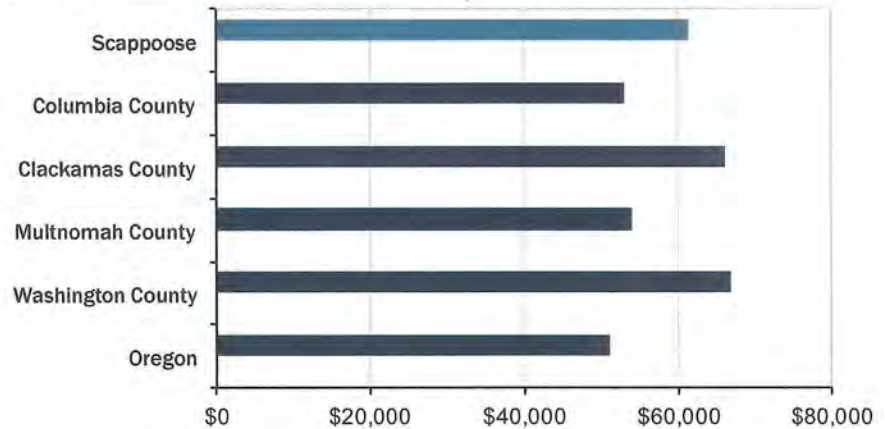
Income is one of the key determinants in housing choice and households' ability to afford housing. Income for people living in Scappoose is higher than the average in Columbia County and state average.

In the 2011-15 period, Scappoose's median household income was above that of the county and the state.

Scappoose's median household income was \$61,444.

Exhibit 28. Median Household Income, 2011-2015

Source: US Census Bureau, 2011-2015 ACS Table B25119

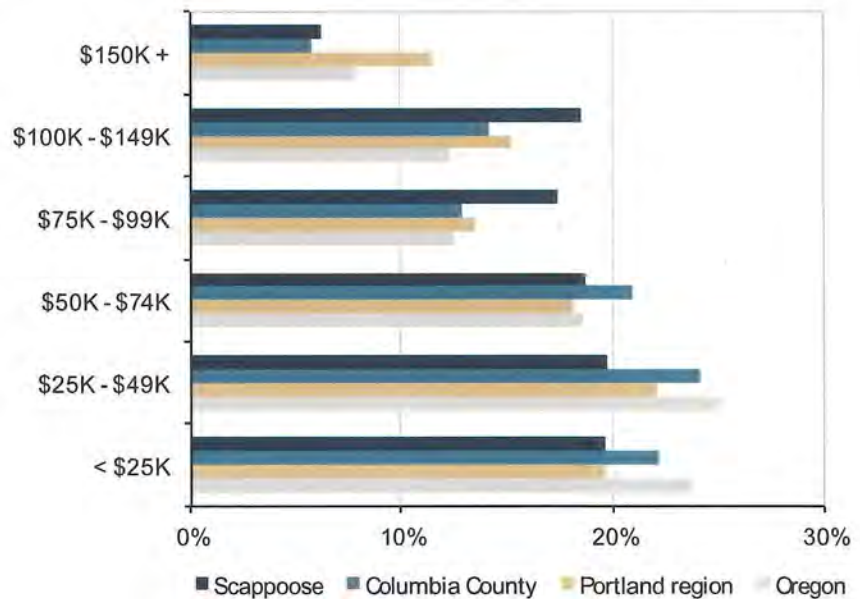


Scappoose has fewer households that make less than \$50,000 than the county, Portland region, or state.

For the 2011-2015 period, about 39% of Scappoose households made less than \$50,000 per year, compared with 42% of the Portland region, 46% of Columbia County, and 49% of the state.

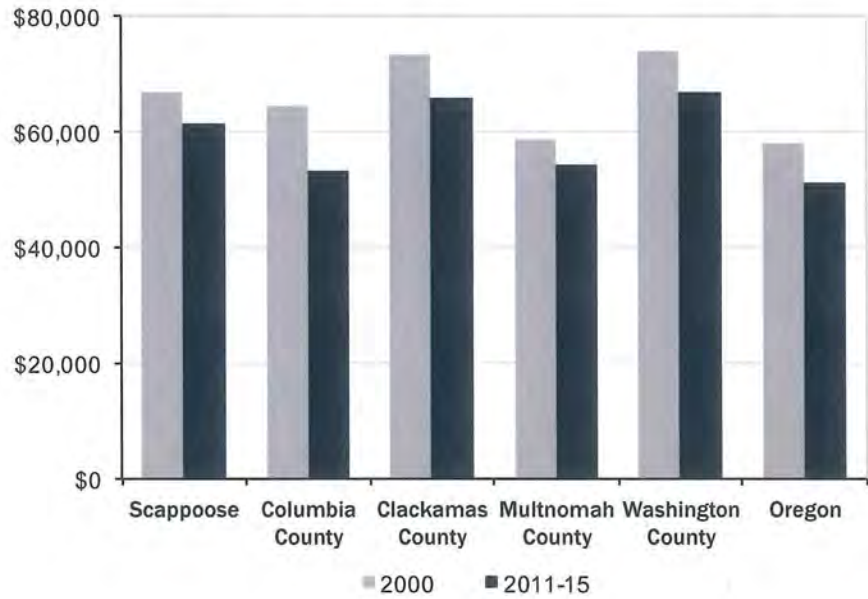
Exhibit 29. Household Income, Scappoose, Columbia County, Portland region, Oregon, 2011-2015

Source: US Census Bureau, 2011-2015 ACS, Table B19001



After adjusting for inflation, Scappoose's median household income decreased by 8% from 2000 to 2011-15, from \$66,780 to \$61,440 per year.

Exhibit 30. Median Household Income, Oregon, Portland region, Columbia County, Scappoose, 2000 to 2011-15, Inflation-adjusted
 Source: US Census Bureau, 2000 Decennial Census, Table HCT012, 2011-2015 ACS Table B25119



Commuting trends

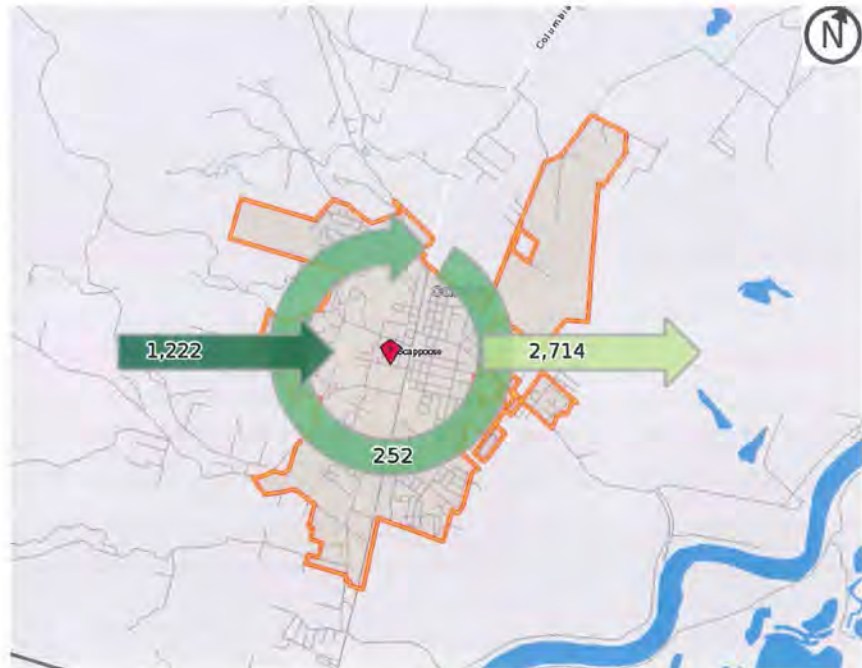
Scappoose is part of the complex, interconnected economy of Columbia County and the Portland region. Of the more than 1,470 people who work in Scappoose, more than 83% of workers commute into Scappoose from other areas, most notably St. Helens, Portland, and unincorporated Columbia County. More than 2,700 residents of Scappoose commute out of the city for work, many of them to Portland.

Scappoose is part of an interconnected regional economy.

More than 1,200 people commute into Scappoose for work, and more than 2,700 people living in Scappoose commute out of the city for work.

Exhibit 31. Commuting Flows, Scappoose, 2014

Source: US Census Bureau, Census On the Map.



About 17% of people who work at businesses located in Scappoose also live in Scappoose.

The remainder commute from St. Helens, Portland, and other parts of Columbia County and the Portland region.

Exhibit 32. Places Where Workers at Businesses in Scappoose Lived, 2014

Source: US Census Bureau, Census On the Map.

17%	13%	8%	3%	2%
Scappoose	St. Helens	Portland	Hillsboro	Columbia City

More than 80% of Scappoose residents work outside Columbia County.

Thirty-seven percent of residents of Scappoose work in Portland, and 8% in Hillsboro. Nine percent of Scappoose residents live and work in Scappoose.

Most Scappoose residents have a commute time that takes more than 30 minutes.

About 38% of Scappoose residents have commute times less than 30 minutes, compared to the Portland region average of 63%.

Exhibit 33. Places Where Scappoose Residents were Employed, 2014

Source: US Census Bureau, Census On the Map.

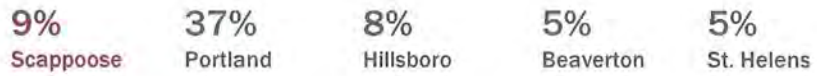
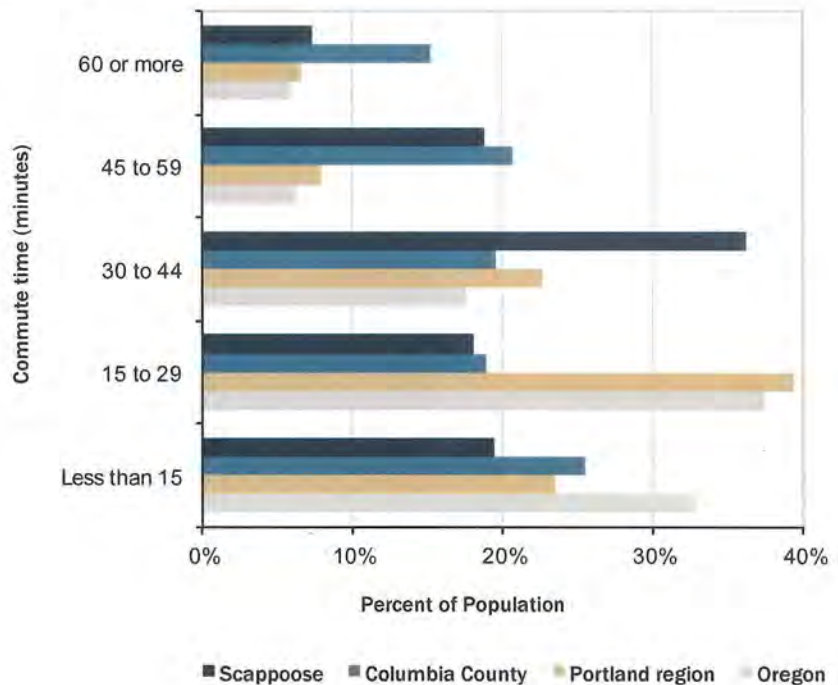


Exhibit 34. Commute Time by Place of Residence, Scappoose, Columbia County, Portland region, Oregon, 2011-2015

Source: US Census Bureau, 2011-2015 ACS Table B08303.



Regional and Local Trends Affecting Affordability in Scappoose

This section describes changes in sales prices, rents, and housing affordability in Scappoose, Columbia County, and the Portland region since 2000.

Changes in housing costs

With a median sales price of \$275,000 in 2016, Scappoose’s housing sales prices are slightly higher than the Columbia County average, but lower than most other comparison cities. In general, Scappoose’s housing prices moved with changes in housing price throughout the region.

Scappoose’s median home sales price is above the county average.

Exhibit 35. Median Home Sale Price, Scappoose and Columbia County, 2016

Source: Columbia County Assessor

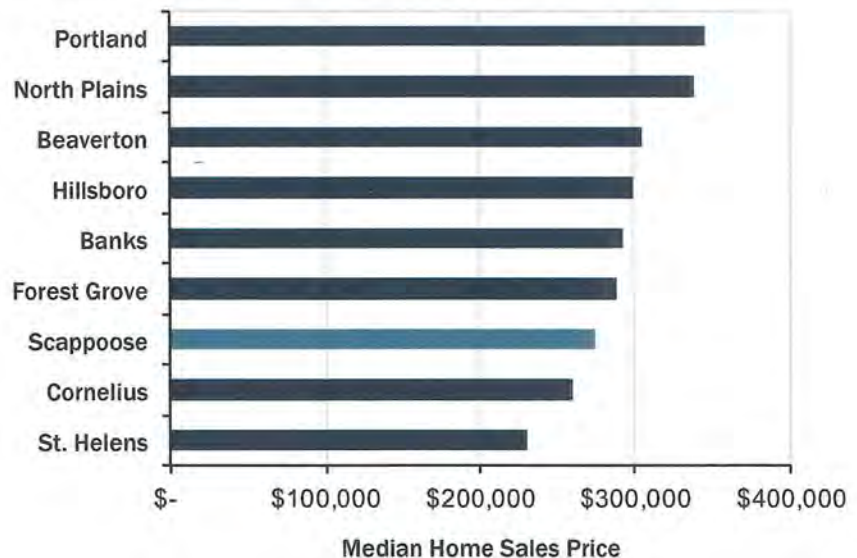


Scappoose’s median home sale price was below most nearby cities in the region.

In comparison to other cities nearer to Portland, housing prices in Scappoose are comparatively lower.

Exhibit 36. Median Sales Price, Scappoose-area Geographies, 2016

Source: Columbia County Assessor, Zillow, Property Radar.

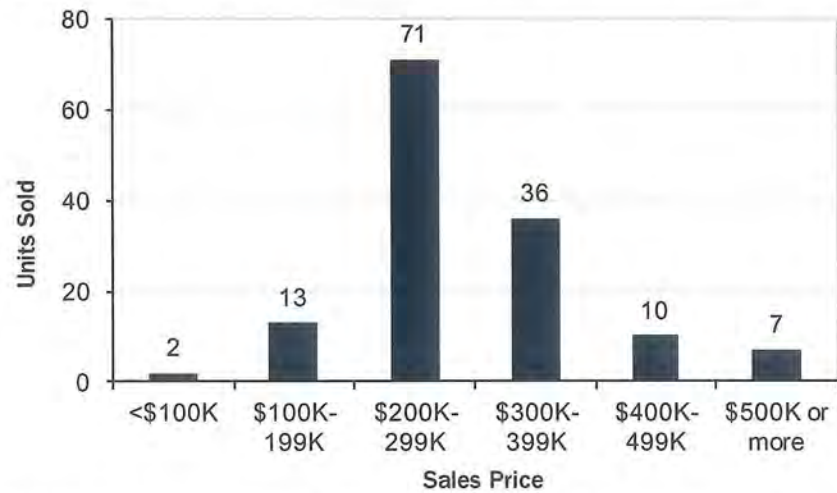


In 2016, more than half of homes sold in Scappoose cost between \$200,000-300,000.

About 10% of homes sold for less than \$200,000, while 38% sold for more than \$300,000.

Exhibit 37. Distribution of Home Sale Prices, Scappoose, 2016

Source: Columbia County Assessor

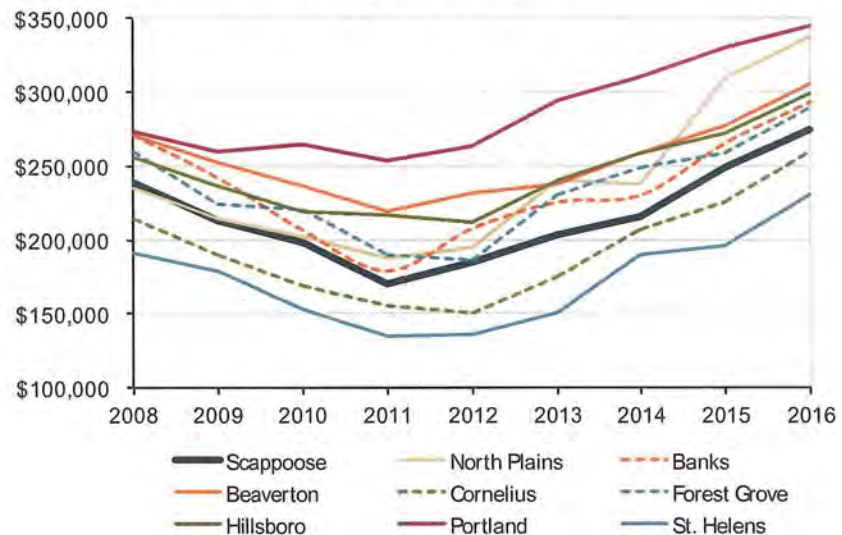


Between 2008-2016, home sales prices in Scappoose followed similar trends to other nearby cities.

Median home sales prices in Scappoose declined between 2008 and 2011 but have increased by \$35,000 or 15% since 2012.

Exhibit 38. Median Sales Price, Scappoose and comparison cities, 2008-2016

Source: Columbia County Assessor, Zillow, Property Radar

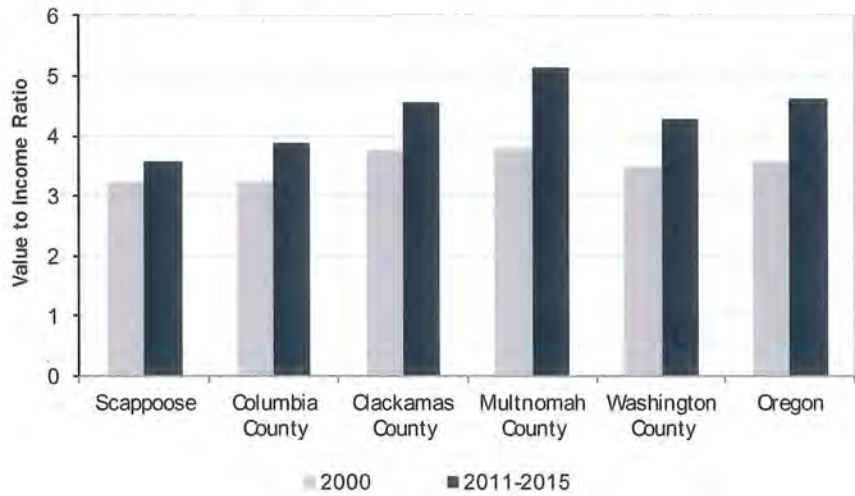


Since 2000, housing costs in Scappoose have increased faster than incomes, but to a lesser degree than in counties in the Portland region.

The median value of a house in Scappoose was 3.2 times the median household income in 2000, and 3.6 times by the 2011-2015 period. This change shows that housing prices grew faster than incomes. This decrease in housing affordability was smaller in Scappoose than in counties in the Portland region.

Exhibit 39. Ratio of Median Housing Value to Median Household Income, 2000 to 2011-15¹⁵

Source: US Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2011-2015 ACS, Tables B19013 and B25077



¹⁵ This ratio compares the median value of housing in Scappoose and other places to the median household income. Inflation-adjusted median owner values in Scappoose increased from \$216,266 in 2000 to \$219,300 in 2011-15. Over the same period, median income decreased from \$66,784 to \$61,444.

Changes in rental costs

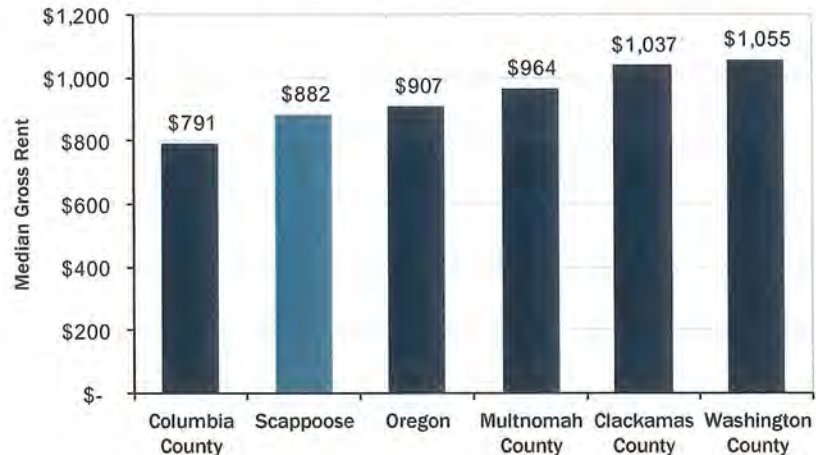
Rent costs in Scappoose are higher than average for Columbia County and are similar to statewide averages. The following charts show gross rent (which includes the cost of rent plus utilities) for Scappoose in comparison to counties in the region.

The median gross rent in Scappoose is \$882.

Rent in Scappoose is higher than Columbia County average but lower than the averages in the Portland region.

Exhibit 40. Median Gross Rent, 2011-2015

Source: US Census Bureau, 2011-2015 ACS Table B25064

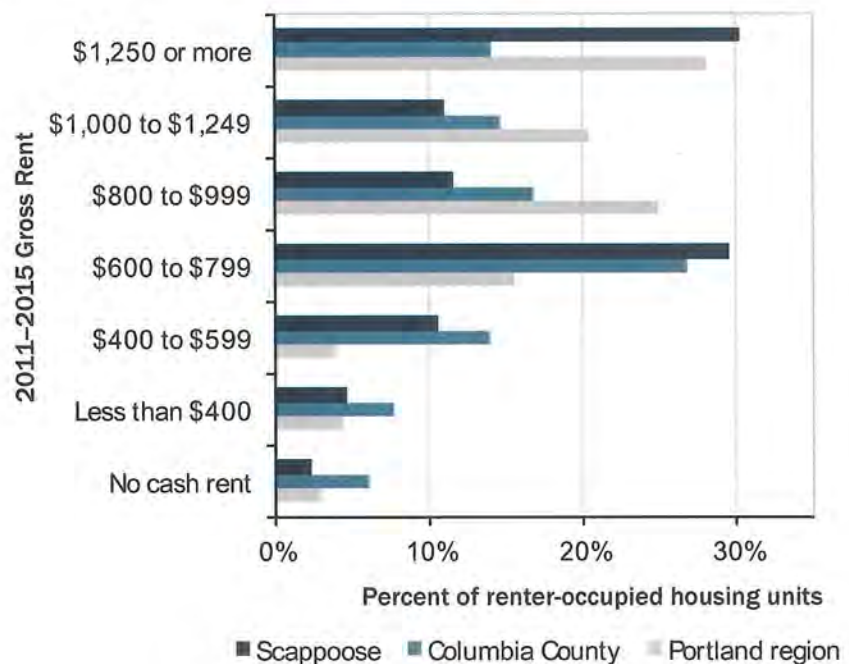


More than half of renters in Scappoose pay less than \$1,000 per month.

About 30% of Scappoose's renters pay \$1,250 or more in gross rent per month, a larger share than Columbia County or the three counties in the Portland region.

Exhibit 41. Gross Rent, Scappoose, 2011-2015

Source: US Census Bureau, 2011-2015 ACS Table B25063



Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 27% of Scappoose’s households are cost burdened. About 57% of renter households are cost burdened, compared with 16% of homeowners. Overall, Scappoose has a lower share of cost-burdened households than Columbia County or the Portland region. However, Scappoose has more cost-burdened renter households (57%) than the County (52%) or region (50%).

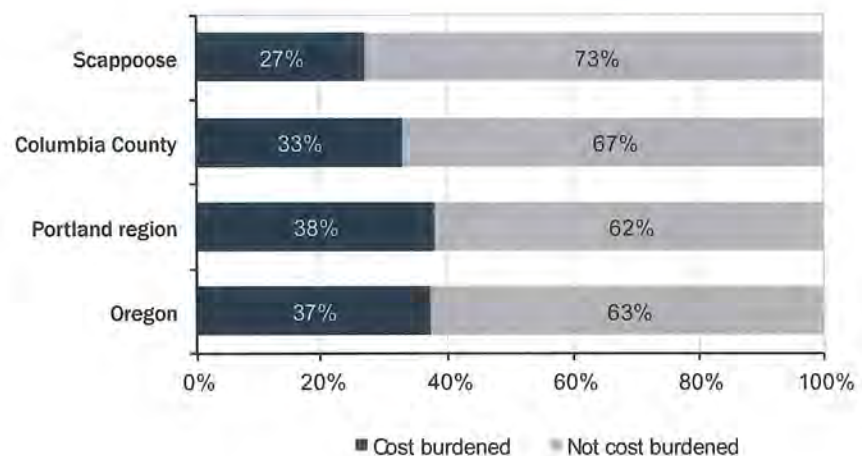
For example, about 20% of Scappoose households have income of less than \$25,000 per year. These households can afford rent of less than \$625 per month, or a home with a value of less than \$62,500. Most, but not all, of these households are cost burdened.

Overall, about 27% of all households in Scappoose are cost burdened.

Scappoose has a lower share of cost burdened households than Columbia County or the Portland region.

Exhibit 42. Housing Cost Burden Scappoose, Columbia County, Portland region, Oregon, 2011-15

Source: US Census Bureau, 2011-2015 ACS Tables B25091 and B25070.



Renters are much more likely to be cost burdened than homeowners.

Cost burden rates are much higher among renters in Scappoose than among homeowners. In the 2011-15 period, about 57% of renters were cost burdened, compared to 16% of homeowners.

Cost burden rates also vary by income. Nearly all renter households that earn less than \$35,000 per year are cost burdened.

Exhibit 43. Housing Cost Burden by Tenure, Scappoose, 2011-15

Source: US Census Bureau, 2011-2015 ACS Tables B25091 and B25070.

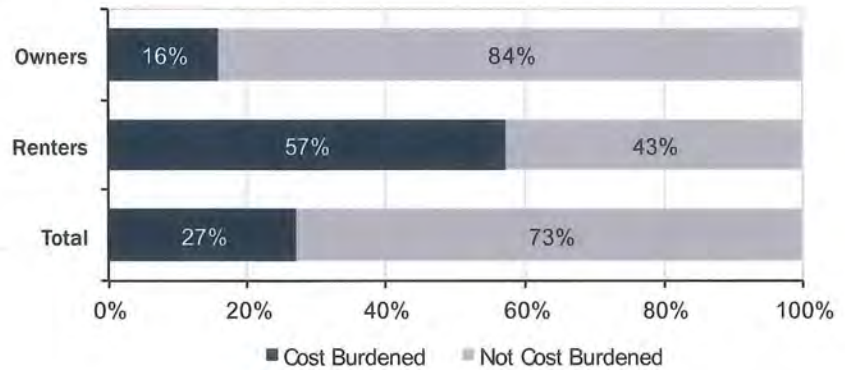
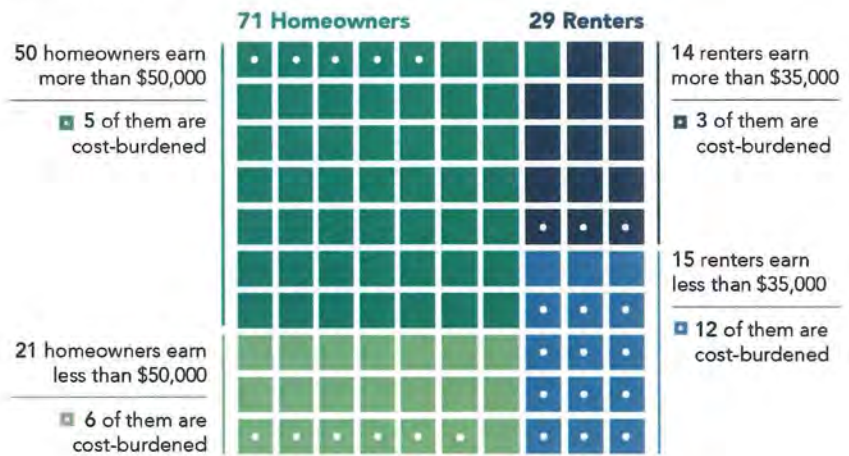


Exhibit 44. Illustration of Cost Burden If all of Scappoose's Households were 100 Residents

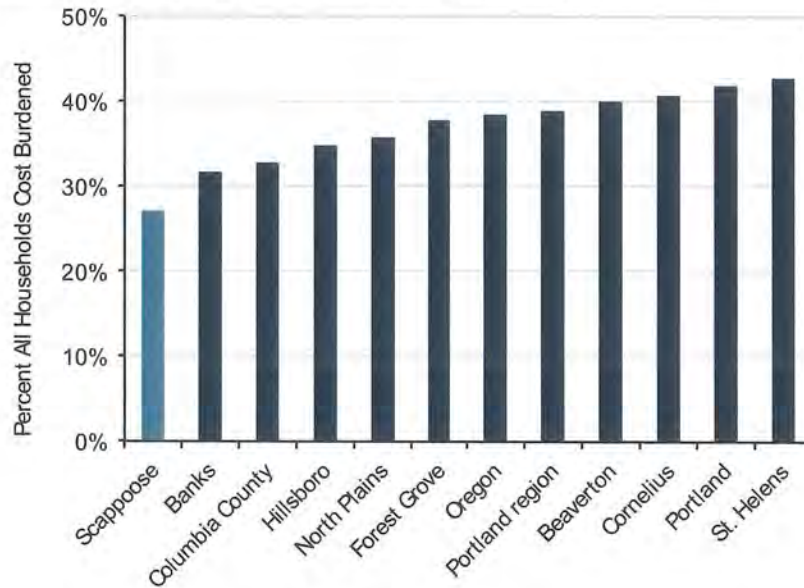
Source: US Census Bureau, 2011-15 ACS



Scappoose's overall percentage of cost-burdened households is lower than that of the county, Portland region, and all comparison cities.

Exhibit 45. Housing Cost Burden, All Households, 2011-2015

Source: US Census Bureau, 2011-15 ACS Tables B25091 and B25070.

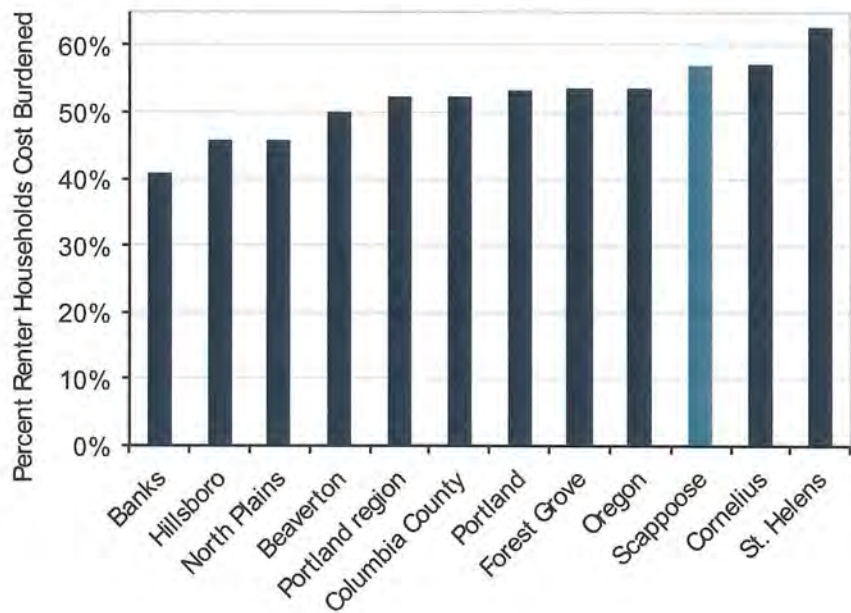


While overall cost burden is lower in Scappoose, renter cost burden is more common in Scappoose than in other nearby cities.

About 57% of Scappoose's renter households are cost burdened, which is a higher rate than most nearby cities.

Exhibit 46. Housing Cost Burden, Renter Households, 2011-2015

Source: US Census Bureau, 2011-15 ACS Table B25070.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household's accumulated wealth. For example, a household with retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Cost burden is only one indicator of housing affordability. Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Fair Market Rent for a 2-bedroom apartment in Columbia County is \$1,208.

Exhibit 47. HUD Fair Market Rent (FMR) by Unit Type, Columbia County, 2016

Source: U.S. Department of Housing and Urban Development

\$886	\$1,021	\$1,208	\$1,757	\$2,109
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$23.23 per hour to afford a two-bedroom unit in Columbia County.

Exhibit 48. Affordable Housing Wage, Columbia County, 2016

Source: U.S. Department of Housing and Urban Development; Oregon Bureau of Labor and Industries

\$23.23/hour

Affordable Housing Wage for two-bedroom Unit in Columbia County

More than a third of Scappoose households have income less than \$48,320 and cannot afford a two-bedroom apartment at Columbia County's Fair Market Rent (FMR) of \$1,208.

Exhibit 49. Financially Attainable Housing, by Median Family Income (MFI) for Columbia County (\$73,300), Scappoose, 2016

Source: U.S. Department of Housing and Urban Development 2016
US Census Bureau, 2011-2015 ACS Table 19001

Note: MFI is Median Family Income, determined by HUD for the Portland region, which includes Columbia County

% of Col. Co. MFI	<30%	30%-60%	60%-80%	80%-120%	>120%
Annual Income	<\$21,990	\$21,990-\$43,980	\$43,980-\$58,640	\$58,640-\$87,960	>\$87,960
Monthly Affdble. Housing Cost	<\$550	\$550-\$916	\$916-\$1,466	\$1,466-\$2,199	>\$2,199
Percent of Scappoose Households	16%	18%	13%	19%	33%
Attainable Owner Housing Types	None	Mfg. in parks	Single-family attached; condos; duplexes; manufctrd on lots	All housing types; lower values	All housing types; higher values
Attainable Renter Housing Types	Apts; new and used govt assisted housing	Apts; manufctrd in parks; duplexes	Single-family attached; detached; manufctrd on lots; apts	All housing types; lower values	All housing types; higher values

Exhibit 50 compares the number of households by income with the number of units affordable to those households in Scappoose. Scappoose currently has a deficit of housing affordable to households earning less than \$50,000. The deficit of housing for households earning less than \$50,000 (about 60% of Area Median Income) results in these households living in housing that is more expensive than they can afford. Households in this income range are generally unable to afford market rate rents. When lower cost housing (such as government subsidized housing) is not available, these households pay more than they can afford in rent. This is consistent with the data about renter cost burden in Scappoose.

The housing types that Scappoose has a deficit of are more affordable housing types such as apartments, duplexes, tri- and quad-plexes, manufactured housing, townhomes, and smaller single-family housing.

Exhibit 50. Affordable housing costs and units by income level Scappoose, 2016

Source: US Census Bureau, 2011-15 ACS

Note: MFI is Median Family Income, determined by HUD for the Portland region, which includes Columbia County

Affordable Housing Costs and Units by Income Level, Scappoose, 2015

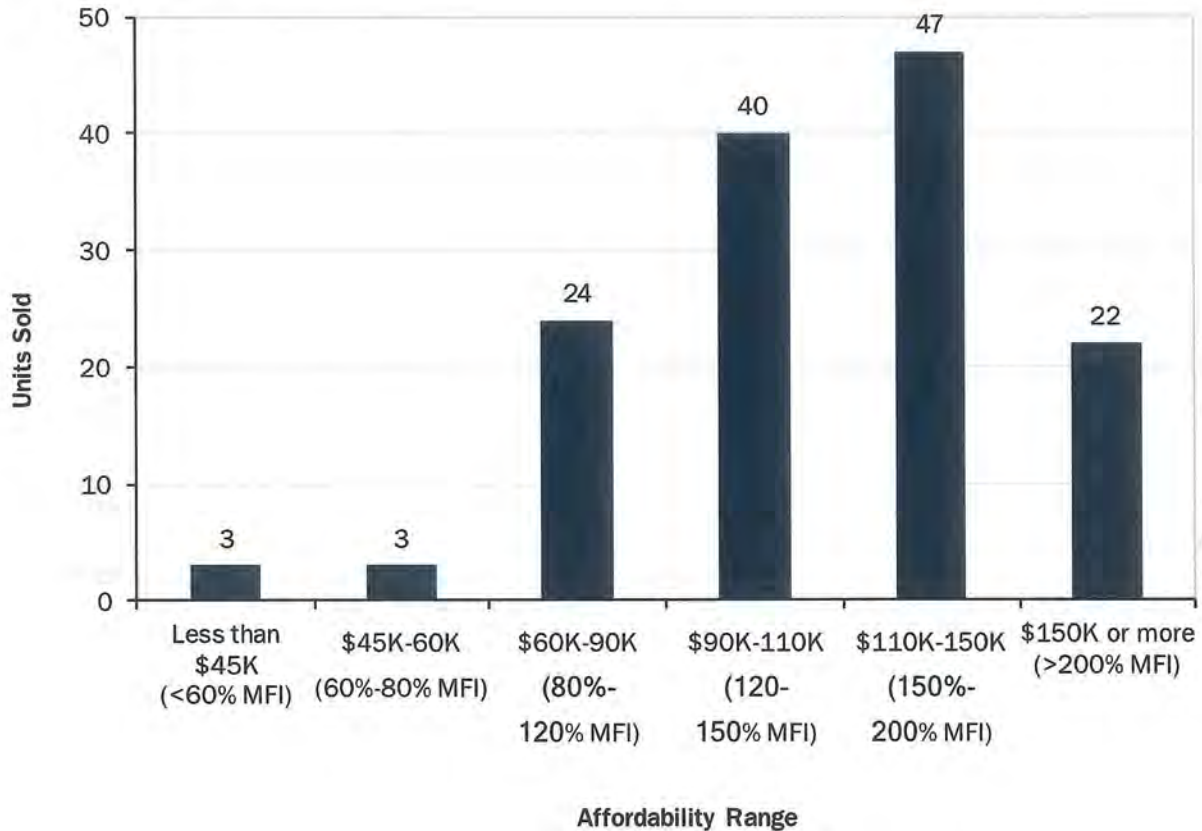


Exhibit 51 shows the distribution of home sales prices by affordability range for 2016. Most housing sold in Scappoose in 2016 had a price affordable to households earning 120% and greater of MFI. About 20% of Scappoose homes sold in 2016 were affordable for people making less than 120% of MFI.

Exhibit 51. Distribution of Home Sales Prices by Affordability Range, Scappoose, 2016.

Source: Columbia County Assessor

Note: MFI is Median Family Income, determined by HUD for the Portland region, which includes Columbia County



Summary of the Factors Affecting Scappoose's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice, and in doing so, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. They are less likely to have children. These factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing.

The data illustrate what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never-marrieds," the "dinks" (dual-income, no kids), the "empty-nesters."¹⁶ Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in Scappoose over the next 20 years:

- **Growth in housing will be driven by growth in population.** Between 1990 and 2016 Scappoose's population grew by 3,256 people, nearly doubling the city's population. The population in Scappoose's UGB is forecast to grow from 7,686 to 10,951, an increase of 3,265 people (42%) between 2018 and 2038.¹⁷
- **Housing affordability will be a growing challenge in Scappoose.** Housing affordability is a challenge in the Portland region in general, and Scappoose is affected by these regional trends. Housing prices are increasing faster than incomes in Columbia County and the Portland region, consistent with state and national challenges. Scappoose has a relatively small share of housing that is multifamily housing (about 15% of the City's housing stock), and more than half of renter households are cost burdened. Scappoose's key challenge over the next 20 years is providing opportunities for development of relatively affordable housing of all types, from lower-cost single-family housing to market-rate multifamily housing.

¹⁶ See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

¹⁷ This forecast is based on Scappoose's official forecast from the Oregon Population Forecast Program for the 2018 to 2038 period, shown in Exhibit 18.

- **Without substantial changes in housing policy, on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing. The City’s residential policies can impact the amount of change in Scappoose’s housing market, to some degree. If the City adopts policies to increase opportunities to build smaller-scale single-family and multifamily housing types, especially multifamily that is affordable to low- and moderate-income households, a larger percentage of new housing developed over the next 20 years in Scappoose may be relatively affordable. Examples of policies that the City could adopt to achieve this outcome include: allowing a wider range of housing types (e.g., duplex or townhouses) in single-family zones, ensuring that there is sufficient land zoned to allow single-family attached multifamily housing development, supporting development of government-subsidized affordable housing, and encouraging multifamily residential development in downtown. The degree of change in Scappoose’s housing market, however, will depend on market demand for these types of housing in Columbia County and the Portland region.
- **If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.** Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for development of smaller single-family detached homes, townhomes, and multifamily housing. Key demographic and economic trends that will affect Scappoose’s future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino population.
 - *The Baby Boomer’s population is continuing to age.* By 2035, people 60 years and older will account for 29% of the population in Columbia County (up from 26% in 2017). The changes that affect Scappoose’s housing demand as the population ages are that household sizes decrease and homeownership rates decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing may grow in Scappoose, such as age-restricted housing or housing in a continuum of care from independent living to nursing home care.
 - *Millennials will continue to age.* By 2035, Millennials will be roughly between about 35 years old to 55 years old. As they age, generally speaking, their household sizes will increase and homeownership rates will peak by about age 55. Between 2018 and 2038, Millennials will be a key driver in demand for housing for families with children. Scappoose will have the opportunity to attract Millennials who attend school at the Oregon Manufacturing and Innovation Center. The ability to attract Millennials will depend on availability of affordable renter and ownership housing.
 - *Hispanic and Latino population will continue to grow.* The U.S. Census projects that by about 2040, Hispanic and Latino population will account for one-quarter of

the nation's population. The share of Hispanic and Latino population in the western U.S. is likely to be higher. Hispanic and Latino population currently accounts for about 5% of Scappoose's population. In addition, the Hispanic and Latino population is generally younger than the U.S. average, with many Hispanic and Latino people belonging to the Millennial generation.

Hispanic and Latino population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing. Growth in Hispanic and Latino population will drive demand for housing for families with children. Given the lower income for Hispanic and Latino households, especially first generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.¹⁸

In summary, an aging population, increasing housing costs (although lower than the Region), housing affordability concerns for Millennials and the Hispanic and Latino populations, and other variables are factors that support the conclusion of need for smaller and less expensive units and a broader array of housing choices. Growth of retirees will drive demand for small single-family detached houses and townhomes for homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities. Growth in Millennials and Hispanic and Latino populations will drive demand for affordable housing types, including demand for small, affordable single-family units (many of which may be ownership units) and for affordable multifamily units (many of which may be rental units).

- **No amount of analysis is likely to make the distant future completely certain: the purpose of the housing forecasting in this study is to get an approximate idea about the future so policy choices can be made today.** Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At one year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

¹⁸ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first, second, and third generation households. In short, Hispanic and Latino households have lower median income than the national averages. First and second generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals. *2014 State of Hispanic Homeownership Report*, 2014.

5. Housing Need in Scappoose

Project New Housing Units Needed in the Next 20 Years

The results of the housing needs analysis are based on: (1) the official population forecast for growth in Scappoose over the 20-year planning period, (2) information about Scappoose's housing market relative to Columbia County, the Portland region, and nearby cities, and (3) the demographic composition of Scappoose's existing population and expected long-term changes in the demographics of Columbia County.

Forecast for housing growth

This section describes the key assumptions and presents an estimate of new housing units needed in Scappoose between 2018 and 2038, shown in Exhibit 52. The key assumptions are based on the best available data and may rely on safe harbor provisions, when available.¹⁹

- **Population.** A 20-year population forecast (in this instance, 2018 to 2038) is the foundation for estimating needed new dwelling units. Scappoose will grow from 7,686 persons in 2018 to 10,951 persons in 2038, an increase of 3,265 people.²⁰
- **Persons in Group Quarters.** Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing market. Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multiple-family dwellings.

The 2011-2015 American Community Survey shows that 1.0% of Scappoose's population was in group quarters. **For the 2018 to 2038 period, we assume that 1.0% of new population, 31 people, will be in group quarters.**

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the most-recent decennial Census at the time of the analysis. According to the 2011-2015 American Community Survey, the

¹⁹ A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as "... an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

²⁰ This forecast is based on Scappoose's official forecast from the Oregon Population Forecast Program for the 2018 to 2038 period, shown in Exhibit 18.

average household size in Scappoose was 2.73 people. Thus, for the 2018 to 2038 period, we assume an average household size of 2.73 persons.

- **Vacancy Rate.** The Census defines vacancy as: "Unoccupied housing units are considered vacant. Vacancy status is determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacant through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market's response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for vacancy rate—which is the figure from the most-recent decennial Census. According to the 2011-2015 American Community Survey, Scappoose's vacancy rate was 3.7%. For the 2018 to 2038 period, we assume a vacancy rate of 3.7%.

Scappoose will have demand for 1,229 new dwelling units over the 20-year period, with an annual average of 61 dwelling units.

Exhibit 52. Forecast of demand for new dwelling units, Scappoose UGB, 2018 to 2038

Source: Calculations by ECONorthwest

Change in persons	3,265
<i>minus</i> Change in persons in group quarters	31
<i>equals</i> Persons in households	3,234
Average household size	2.73
New occupied DU	1,185
<i>times</i> Aggregate vacancy rate	3.7%
<i>equals</i> Vacant dwelling units	44
Total new dwelling units (2018-2038)	1,229
Annual average of new dwelling units	61

New housing units needed over the next 20 years

Exhibit 52 presents a forecast of new housing in Scappoose's UGB for the 2018-2038 period. This section determines the needed mix and density for new housing developed over this 20-year period in Scappoose.

Exhibit 53 shows that, in the future, the need for new housing developed in Scappoose will include more housing generally more affordable, with some housing located in walkable areas with access to services. This assumption is based on the following findings in the previous chapters:

- Demographic changes suggest moderate increases in demand for attached single-family housing and multifamily housing. The key demographic trends that will affect Scappoose's future housing needs are: (1) the aging of the Baby Boomers, (2) aging of the Millennials, and (3) continued growth in Hispanic and Latino populations. Growth of these groups has the following implications for housing need in Scappoose:
 - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted living facilities or age-restricted developments. These households will make a variety of housing choices, including: remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving into age-restricted manufactured home parks (if space is available), or moving into group housing (such as assisted living facilities or nursing homes), as their health declines. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for single-family attached and multifamily housing. Some Baby Boomers may prefer housing in walkable neighborhoods, with access to services.
 - *Millennials.* Over the next 20-years, Millennial households are expected to grow from 22% of the population to 28% of the population. Growth of Millennials in Scappoose may be greater than in the County because of development of the Oregon Manufacturing Innovation Center. Growth in Millennials will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. Some Millennials may prefer to locate in traditional single-family detached housing, at the edges of Scappoose's UGB. Some Millennials will prefer to locate in walkable neighborhoods, possibly choosing small single-family detached houses, townhouses, or multifamily housing.
 - *Hispanic and Latino populations.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households. The housing types that are most likely to be affordable to the majority of Hispanic and Latino households are existing lower-cost single-family housing, single-family

housing with an accessory dwelling unit, and multifamily housing. In addition, growth in the number of farmworkers will increase need for affordable housing for farmworkers.

- About 27% of Scappoose’s households have affordability problems. Fifty-seven percent of Scappoose’s renters have affordability problems. In 2016, nearly 80% of housing sales were to households with income above 120% of MFI. These factors indicate that Scappoose needs more affordable housing types, especially for renters. A household earning median household income (about \$61,000) could afford a home valued up to about \$200,000, which is below the median sales price for single-family housing of about \$274,000 in Scappoose.

In addition, Scappoose has a small supply of multifamily housing, which accounts for less than one-fifth of the city’s housing stock. The majority of Scappoose’s multifamily buildings are relatively small, as a result of the city’s development code, which restricts multifamily development to structures with eight or fewer units.

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing or smaller single-family housing) or locating in less expensive areas in cities like Scappoose that are relatively near but outside of the Portland region. To the extent that denser housing types are more affordable than larger housing types, continued increases in housing costs will increase demand for denser housing.

These findings suggest that Scappoose’s needed housing mix is for a broader range of housing types than are currently available in Scappoose’s housing stock. The types of housing that Scappoose will need to provide opportunity for development of over the next 20-years are described above: smaller single-family detached housing (e.g., cottages or small single-family detached units), manufactured housing, “traditional” single-family detached housing, townhouses, duplexes and quad-plexes, small apartment buildings, and larger apartment buildings.

Exhibit 53 shows a forecast of needed housing in the Scappoose UGB during the 2018 to 2038 period. The projection is based on the following assumptions:

- Scappoose’s official forecast for population growth shows that the City will add 3,265 people over the 20-year period. Exhibit 52 shows that the new population will result in need for 1,229 new dwelling units over the 20-year period.
- The assumptions about the mix of housing in Exhibit 53 are:
 - Sixty-five percent of new housing will be single-family detached, a category which includes manufactured housing. Exhibit 6 shows that 82% of Scappoose’s housing was single-family detached in the 2011-2015 period.
 - Seven percent of new housing will be single-family attached. Exhibit 6 shows that 3% of Scappoose’s housing was single-family attached in the 2011-2015 period, with little change since 2000.

- Ten percent of new housing will be multifamily with 2 to 4 units per structure. Exhibit 6 shows that 8% of Scappoose’s housing was single-family attached in the 2011-2015 period.
- Eighteen percent of new housing will be multifamily with 5 or more units per structure. Exhibit 6 shows that 8% of Scappoose’s housing was single-family attached in the 2011-2015 period.

Scappoose will have demand for 1,229 new dwelling units over the 20-year period, 65% of which will be single-family detached housing.

Exhibit 53. Forecast of demand for new dwelling units, Scappoose UGB, 2018 to 2038

Source: Calculations by ECONorthwest

Needed new dwelling units (2018-2038)	1,229
Dwelling units by structure type	
<i>Single-family detached</i>	
<i>Percent single-family detached DU</i>	65%
<i>equals Total new single-family detached DU</i>	799
<i>Single-family attached</i>	
<i>Percent single-family attached DU</i>	7%
<i>equals Total new single-family attached DU</i>	86
<i>Multifamily – 2 to 4 du/structure</i>	
<i>Percent multifamily 2 to 4 du/structure</i>	10%
<i>equals Total new multifamily 2 to 4 DU</i>	123
<i>Multifamily – 5+ du/structure</i>	
<i>Percent multifamily 5+ du/structure</i>	18%
<i>equals Total new multifamily 5+ DU</i>	221
Total new dwelling units (2018-2038)	1,229

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Exhibit 54 allocates needed housing to plan designations in Scappoose. The allocation is based, in part, on the types of housing allowed in the zoning designations in each plan designation by zone. Exhibit 54 shows:

- **Suburban Residential** will accommodate new single-family detached housing, a small amount of single-family attached, and some multifamily housing with 2 to 4 units per structure (like duplexes or 4-plexes).
- **Manufactured** will accommodate new single-family detached housing and a small amount of single-family attached.
- **General Residential** will accommodate all housing types.
- **Commercial** will accommodate multifamily housing with 5 or more units per structure. The assumption about commercial land is based on continuation of historical development of 10 multifamily units per year in Commercial areas.

Exhibit 54. Allocation of needed housing by housing type and plan designation, Scappoose UGB, 2018 to 2038

Source: ECONorthwest

Comprehensive Plan Designation	Residential Plan Designations			Commercial	Total
	Suburban Residential	Manufactured Home	General Residential		
Dwelling Units					
Single-family detached	719	68	12	-	799
Single-family attached	51	10	25	-	86
Multifamily - 2 to 4 du	103	-	20	-	123
Multifamily - 5+ du	-	-	26	195	221
Total	873	78	83	195	1,229
Percent of Units					
Single-family detached	59%	6%	1%	0%	65%
Single-family attached	4%	1%	2%	0%	7%
Multifamily - 2 to 4 du	8%	0%	2%	0%	10%
Multifamily - 5+ du	0%	0%	2%	16%	18%
Total	71%	6%	7%	16%	100%

Exhibit 55 presents the assessment of needed density for housing built in Scappoose over the 2018 to 2038 period. The assessment of needed density is based on a number of factors: (1) the types of housing and development densities allowed in each zone by Plan Designation, (2) existing development by type of housing, and (3) the range of housing need by income Exhibit 56, which includes need for housing for high income households to low- and very-low income households.

Exhibit 55 shows the following needed densities, in net and gross acres.²¹ Exhibit 55 converts between net acres and gross acres to account for land needed for rights-of-way based on empirical analysis of existing rights-of-way by plan designation in Scappoose. For example, in residential development in the Suburban Residential designation, 12% of developed land is in rights-of-way.

- **General Residential:** 22% of land is in rights-of-way. The densities by zone in this Plan Designation area:
 - A-1: 16 dwelling units per acre based on the assumption that new development will average approximately 80% of the maximum density allowed in the zone for multifamily housing (20.5 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 12.5 dwelling units per gross acre.
 - R-1: 5 dwelling units per acre based on the assumption that new development will average more than 80% of the maximum density allowed in the zone for single-family detached housing (5.8 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 3.9 dwelling units per gross acre.
 - R-4: 10.0 dwelling units per acre based on the assumption that new development will average more than 80% of the maximum density allowed in the zone for single-family detached housing (5.8 dwelling units per net acre) and 80% of the maximum density for duplex, tri-plex, and 4-plex (ranging from 9.9 to 11.6 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 7.8 dwelling units per gross acre.
- **Suburban Residential:** 12% of land is in rights-of-way. The densities by zone in this Plan Designation area:
 - R-1: 5 dwelling units per acre based on the assumption that new development will average more than 80% of the maximum density allowed in the zone for single-family detached housing (5.8 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 4.4 dwelling units per gross acre.
 - R-4: 7.5 dwelling units per acre based on the assumption that the majority of new development in this zone will be single-family detached housing and will average more than 80% of the maximum density allowed the zone for single-

²¹ OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

family detached housing (5.8 dwelling units per net acre). This zone will also have some single-family attached and multifamily with 2 to 4 dwelling units per structure and 80% of the maximum density for duplex, tri-plex, and 4-plex (80% of maximum density for these housing types ranges from 9.9 to 11.6 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 6.6 dwelling units per gross acre.

- **Manufactured Home:** 15% of land is in rights-of-way. The densities by zone in this Plan Designation area:
 - **MH:** 7.5 dwelling units per acre based on the assumption that the majority of new development in this zone will be single-family detached housing and will average more than 80% of the maximum density allowed in the zone for single-family detached housing (5.8 dwelling units per net acre). This zone will also have some single-family attached and multifamily with 2 to 4 dwelling units per structure and 80% of the maximum density for duplex, tri-plex, and 4-plex (80% of maximum density for these housing types ranges from 9.9 to 11.6 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 6.4 dwelling units per gross acre.
- **Commercial:** 24% of land is in rights-of-way. The densities by zone in this Plan Designation area:
 - **EC:** 16 dwelling units per acre based on the assumption that new development will average approximately 80% of the maximum density allowed in the A-1 zone for multifamily housing (20.5 dwelling units per net acre). Accounting for rights-of-way, new development will occur at 12.2 dwelling units per gross acre.

Exhibit 55. Needed density for housing built in the Scappoose UGB, 2018 to 2038

Source: ECONorthwest
Note: DU is dwelling unit.

Plan Designation	Average Net Density (du/ acre)	Percentage for Rights-of-Way	Average Gross Density (du/ acre)
General Residential			
A-1	16	22%	12.5
R-1	5	22%	3.9
R-4	7.5	22%	5.9
Suburban Residential			
R-1	5	12%	4.4
R-4	7.5	12%	6.6
Manufactured Home			
MH	7.5	15%	6.4
Commercial			
EC	16	24%	12.2

Needed housing by income level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This requires an estimate of the income distribution of current and future households in the community. These estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The analysis in Exhibit 56 is based on American Community Survey data about income levels in Scappoose, using information shown in Exhibit 49. Income is categorized into market segments consistent with HUD income level categories, using Columbia County's 2017 Median Family Income (MFI) of \$73,300. Exhibit 56 is based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

More than one-third of Scappoose's future households will have income below 50% of Columbia County's median family income (less than \$37,000 in 2016 dollars) and about one-third will have incomes between 50% and 120% of the County's median family income (between \$37,000 and \$88,000).

This shows a substantial need for affordable housing types, such as government-subsidized affordable housing, manufactured homes, apartments, townhomes, duplexes, and small single-family homes.

Exhibit 56. Financially Attainable Housing, by Median Family Income (MFI) for Columbia County (\$73,300), Scappoose, 2018-2038

Source: U.S. Department of Housing and Urban Development
US Census Bureau, 2015 ACS Table 19001

% of Col. Co. MFI	<30%	30%-50%	50%-80%	80%-120%	>120%
Annual Income	<\$21,990	\$21,990-\$36,650	\$36,650-\$58,640	\$58,640-\$87,960	> \$87,960
Monthly Affdble. Housing Cost	<\$550	\$550-\$916	\$916-\$1,466	\$1,466-\$2,199	> \$2,199
Percent of Scappoose Households	16%	18%	13%	19%	33%
New Households 2018-2038	202	223	159	236	410
Attainable Owner Housing Types	None	Mfg. in parks	Single-family attached Condos Duplexes Mfg. on lots	Affordable single-family housing and other housing types	All housing types
Attainable Renter Housing Types	Apartment New and used government assisted housing	Apartment Mfg. in parks Duplex	Single-family attached Detached Mfg. on lots Apartments	All housing types	All housing types

Need for government assisted and manufactured housing

ORS 197.303 requires cities to plan for government-assisted housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government-subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Scappoose allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Scappoose will continue to allow government housing in all of its residential plan designations. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Manufactured housing on lots.** Scappoose allows manufactured homes on lots in the R-1 and R-4 zones, which are the zones where single-family detached housing is allowed. Scappoose does not have special siting requirements for manufactured homes. Since manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in parks.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential development. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,²² Scappoose has two manufactured home parks within the City, with 62 spaces and seven vacant spaces. One manufactured park is within the MH zone and the other is within the SR Plan Designation (outside of the city limits but within the UGB).

ORS 197.480(2) requires Scappoose to project need for mobile home or manufactured dwelling parks based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential.

- Exhibit 52 shows that the Scappoose area will grow by 1,229 dwelling units over the 2018 to 2038 period.
- Analysis of housing affordability (in Exhibit 49) shows that about 35% of Scappoose's new households will be low income, earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in parks accounts for about 2.4% (about 62 dwelling units) of Scappoose's current housing stock.

²² Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

- National, state, and regional trends since 2000 showed that manufactured housing parks were closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.
- Exhibit 56 shows that the households most likely to live in manufactured homes in parks are those with incomes between \$21,990 and \$36,650 (30% to 50% of median family income), which include 18% of Scappoose households. However, households in other income categories may live in manufactured homes in parks.

Manufactured home park development is an allowed use in the Manufactured Home designation. The national and state trends of closure of manufactured home parks and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years demonstrate that development of new manufactured home parks in Scappoose is unlikely.

Our conclusion from this analysis is that development of new manufactured home parks in Scappoose over the planning period is unlikely over the 2018-2038 period. It is, however, likely that manufactured homes will continue to locate on individual lots in Scappoose. The forecast of housing in Exhibit 53 assumes that no new manufactured home parks will be opened in Scappoose over the 2018-2038 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next 20 years (or longer) one or more manufactured home parks may close in Scappoose, as a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While there is statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents,²³ the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary role is to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policies to encourage development of relatively affordable

²³ ORS 90.645 regulates rules about closure of manufactured dwelling parks. It requires that the landlord must do the following for manufactured dwelling park tenants before closure of the park: give at least one year's notice of park closure, pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, and cannot charge tenants for demolition costs of abandoned manufactured homes.

housing, such as allowing a wider range of moderate density housing (e.g., duplexes or cottages) in the R-1 and/or R-4 zones, designating more land for multifamily housing, removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

6. Residential Land Sufficiency within Scappoose

This chapter presents an evaluation of the sufficiency of vacant residential land in Scappoose to accommodate expected residential growth over the 2018 to 2038 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Scappoose’s ability to accommodate needed new housing units for the 2018 to 2038 period, based on the analysis in the housing needs analysis. The chapter ends with a discussion of the conclusions and recommendations for the housing needs analysis.

Capacity Analysis

The buildable lands inventory summarized in Chapter 2 (and presented in full in Appendix A) provides a *supply* analysis (buildable land by type), and Chapter 5 provided a *demand* analysis (population and growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to get estimates of supply and demand into common units of measurement so that they can be compared: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape, can all affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a “capacity analysis,”²⁴ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

²⁴ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the “capacity” of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as “capacity analysis,” so we use that shorthand occasionally in this memorandum.

Scappoose Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing based on the needed densities by the housing type categories shown in Exhibit 55

Exhibit 57 shows that **Scappoose vacant land has capacity to accommodate approximately 1,628 new dwelling units**, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in residential Plan Designations as shown in Chapter 2.
- **Needed densities.** The capacity analysis assumes development will occur at needed densities (as opposed to historical observed densities). Those densities were derived from historical levels and the needed densities shown in Exhibit 55.

The capacity estimate in Exhibit 57 assumes that Scappoose adopts changes to the zoning code that allow multifamily development in structures with more than eight units per structure in the A-1 and EC zones.

Exhibit 57. Estimate of residential capacity on unconstrained vacant and partially vacant buildable land, Scappoose UGB, 2016

Source: Buildable Lands Inventory; Calculations by ECONorthwest
 Note: DU is dwelling unit.

Plan Designation	Total Unconstrained Buildable Acres	Density Assumption (DU/Acre)	Capacity (Dwelling Units)
General Residential	12.1	7.0	85
A-1	2.2	12.5	27
R-1	4.7	3.9	18
R-4	5.2	7.8	40
Suburban Residential	260.5	4.9	1,270
R-1*	203.5	4.4	895
R-4	56.9	6.6	375
Manufactured Home	12.2		78
MH	12.2	6.4	78
Commercial	16.0		195
EC	16.0	12.2	195
Total	300.7	5.4	1,628

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Scappoose is to compare the demand for housing by Plan Designation (Exhibit 54) with the capacity of land by Plan Designation (Exhibit 57).

Exhibit 58 shows that Scappoose has sufficient capacity to accommodate housing, with a surplus of capacity for about 397 units in the Suburban Residential designation. This surplus is equivalent to about 81 acres of vacant land.²⁵

Exhibit 58. Comparison of capacity of existing residential land with demand for new dwelling units and land surplus or deficit, Scappoose UGB, 2018-2038

Source: Buildable Lands Inventory; Calculations by ECONorthwest

Note: DU is dwelling unit.

Plan Designation	Capacity (Dwelling Units)	Demand for New Housing	Comparison (Supply minus Demand)
General Residential	85	83	2
Suburban Residential	1,270	873	397
Manufactured Home	78	78	-
Commercial*	195	195	0

²⁵ This assumes an average density of 4.9 dwelling units per acre, which is the average density assumption for Suburban Residential in Exhibit 57.

Land needed for public and semi-public uses

Public uses include government facilities (i.e., water or wastewater facilities, schools, or parks) and semi-public uses include churches and fraternal organizations. Land within Scappoose’s UGB has been planned for public and semi-public uses. Land newly brought into the UGB would need to include lands for public and semi-public uses.

For the purpose of estimating land needed for other uses, these lands are classified into three categories:

- **Lands needed for semi-public uses.** This includes churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types.
- **Lands needed for public operations and facilities.** This includes lands for city offices and maintenance facilities, state facilities, substations, and other related public facilities. Land needs are estimated using acres per 1,000 persons for all lands of these types.
- **Land needed for schools.** This is land needed by the Scappoose School District, beyond land owned by the District, for new schools.
- **Lands needed for parks and open space.** *The Scappoose Parks Trails & Open Space Plan* describes park and open space land needed to meet existing residents’ parkland needs and for growth between 2018 and 2038.

Exhibit 58 shows that Scappoose has 3.5 acres of land for public operations and facilities in residential plan designations in 2016, at 0.5 acres per 1,000 people. If future needs are consistent with current needs, Scappoose will need 1.6 acres of residential land for public operations and facilities to accommodate growth over the 2018 to 2038 period.

Scappoose has 29.2 acres in residential designations for semi-public uses, averaging 4.3 acres per 1,000 people. Assuming continuation of this land need, Scappoose will need 14 acres of residential land for semi-public uses to accommodate growth over the 2018 to 2038 period.

Exhibit 59. Public and semi-public land uses in 2016 and land needs, Scappoose UGB, 2018-2038

Source: Columbia County Assessor’s database; Calculations by ECONorthwest

	2016		2018-2038	
	Acres	Acres per 1,000 people	Acres per 1,000 people	Needed Acres
Public Operations & Facilities	3.5	0.5	0.5	1.6
Semi-Public Uses	29.2	4.3	4.3	14.0
Total	32.7	4.8	4.8	15.6

The Scappoose Parks Trails & Open Space Plan presents land needed to address the existing deficit of park land and forecasts need for park land to accommodate population growth over the 2018 to 2038 period. Table 3.2.2.4 in the *Plan* shows that Scappoose will need 15.99 acres of park land to address the City's existing deficit of land for parks for Scappoose's existing population. In addition, Scappoose will need an additional 37.31 acres of parkland for growth expected over the 2018 to 2038 period. Table 3.2.2.5 in the *Plan* shows that the 101.9 acres of land within the UGB are zoned for PL-R and planned to accommodate Scappoose's deficit of parkland.²⁶ Land within the PL-R zone was not counted as vacant and buildable for residential development.

The Scappoose School District does have specific plans for school development that will require the District to purchase additional sites for schools at this time.²⁷

In summary, Scappoose will need a total of 15.6 acres of land for public operations and facilities and semi-public uses. This land need is most likely to be accommodated within the surplus of about 81 in Suburban Residential.

²⁶ This analysis assumes that Scappoose will need a level-of-service of 6.25 acres of land per 1,000 people. See section 3.2.2 of *The Scappoose Parks Trails & Open Space Plan* for additional information.

²⁷ Ron Alley, the Curriculum Director, Secondary Education Director, reports that the District plans to update its long range facilities plan in the future.

Conclusions and Recommendations

The key findings of the Scappoose Housing Needs Analysis are that:

- **Scappoose’s population is forecast to grow substantially faster than in the past.** Scappoose is forecast to grow from 7,686 people in 2018 to 10,951 people in 2038, an increase of 3,265 people. This population growth will occur at an average annual growth rate of 1.8%.
- **Scappoose is planning for 1,229 new dwelling units.** The growth of 3,265 people will result in demand for 1,229 new dwelling units over the 20-year planning period, averaging 61 new dwelling units annually.
- **Scappoose will need to plan for more single-family attached and multifamily dwelling units in the future to meet the City’s housing needs.** Historically, about 82% of Scappoose’s housing was single-family detached. While 65% of new housing in Scappoose is forecast to be single-family detached, the City will need to provide opportunities for development of new single-family attached (7% of new housing), new multifamily with 2 to 4 units per structure (10% of new housing), and multifamily with 5 or more units per structure (18% of new housing).
 - The factors driving the shift in types of housing needed in Scappoose include changes in demographics and decreases in housing affordability. The aging of the Baby Boomers and the household formation of the Millennials will drive demand for renter- and owner-occupied housing such as small single-family detached housing, townhouses, duplexes, and apartments. Both groups may prefer housing in walkable neighborhoods, with access to services.
 - Scappoose’s existing deficit of housing affordable for low- and middle-income households indicates a need for a wider range of housing types, especially for renters. About 27% of Scappoose’s households have affordability problems, including a cost burden rate of 57% for renter households (a higher rate than most other cities in the region).
 - Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 413 of the forecast for new households will have incomes of \$36,650 (in 2016 dollars) or less. These households cannot afford market rate housing without government subsidy. And more than 384 new households will have incomes between \$36,650 and \$88,000. The lower-income of these households are generally able to afford market rate rents and some of the higher-income of these households can afford homeownership in Scappoose for housing with lower sales prices. These households will all need access to affordable housing, such as the housing types described above.
- **Scappoose is planning to accommodate the majority of multifamily development in the Expanded Commercial zone.** Multifamily development is an outright permitted use

in the EC zone, with clear and objective standards. Multifamily housing in the EC zone is developed based on standards of the A-1 zoning district.

Over the last five years, about 10 dwellings of multifamily housing developed in Commercial zones per year. The City assumes this trend will continue, especially with removal of the limitation for eight dwelling units per structure in the A-1 and EC zone. Much of the vacant land in the EC zone is along Highway 30 in the south part of the city, adjacent to R-4 zoned land. Multifamily housing development is desirable in this area.

- **Scappoose will need to plan to provide opportunities for development of a wider range of housing types.** Eighty-two percent of the housing in Scappoose's housing market is single-family detached. While Scappoose will continue to need single-family detached housing in the future, the City's needed housing mix includes a wider range of housing types, such as small lot single-family housing, townhouses and all types of multifamily housing.

Scappoose's zoning code presents a number of barriers to developing a wider range of housing types. The most significant barrier is the limitation of eight dwelling units per structure in the A-1 zone for multifamily. Other barriers include: minimum lot sizes for single-family detached housing, limitations on the type of manufactured home allowed in the community, and relatively low height limitations for multifamily buildings.

ECONorthwest's recommendations to Scappoose for addressing the City's housing needs are:

- **Scappoose will need to remove barriers to development of multifamily housing.** The key barrier to multifamily housing development is the limitation of eight dwelling units per multifamily structure in the A-1 zone.
- **Scappoose should plan to provide opportunities for development of the housing need identified in this report.** This analysis found that Scappoose's housing needs are for more development of single-family attached housing and multifamily housing. While the City does not generally have a direct role in housing development, the City's planning framework sets the context for housing development.

Given the very high rate of cost burden for renters (one of the highest rates in the region) and the small amount of rental housing, Scappoose should focus on providing opportunities for development of multifamily housing and other types of rental housing. The City should evaluate opportunities to lower barriers to development of types of housing that are relatively more affordable (e.g., townhouses and multifamily housing) and ensure that sufficient land is available to accommodate these housing types.

The City may consider partnering with organizations involved in producing affordable housing, such as working with the Community Action Team or Northwest Oregon Housing Authority, to support development of new government subsidized affordable housing in Scappoose.

- **Scappoose should update its Comprehensive Plan policies.** As part of this project, we evaluated and made recommendations for revisions to the City's residential

Comprehensive Plan policies. We recommend the City adopt the revised policies, as well as this housing needs analysis.

- **Scappoose should update its zoning code to provide opportunities for development of a wider range of housing** This project results in recommendations for the following revisions to Scappoose's zoning code:
 - Revise the City's High Density zone (A-1) to allow structures with more than eight units. The City should base the density limitations on allowable densities, such as 20 to 30 dwelling units per acre, and the height of the building. The City should consider increasing the existing 35-foot height limit for multifamily housing in the A-1 zone to allow a three-story building (40 feet tall) or a four-story building (50 feet tall).
 - Develop an ordinance to allow cottage cluster housing. Cottage housing is generally housing of 1,200 square feet or smaller on a small lot. Cottage clusters are generally 4 to 12 units clustered together around open space. The density allowed for cottage housing is generally above that allowed for single-family detached housing, up to twice the density in the underlying zone.
 - Increasing height limits for residential buildings in the EC zone to 60 feet (about 5 stories) for mixed use buildings.
 - Merge the MH and R-4 zones. They have the same development standards but manufactured home parks are only allowed in MH. ORS 197.480 requires that cities allow for manufactured dwelling parks as an allowed use in zones with a residential density of six to 12 dwelling units per acre.
 - Allow smaller lot sizes for single-family detached housing, such as 6,000 square foot lots in the R-1 zone (current minimum lot size is 7,500 square feet) and 5,000 square foot lots in R-4 zone (current minimum lot size is 6,000 square feet).
 - Revise the City's requirement about accessory dwelling units' requirement for owner-occupancy of the primary dwelling to allow any tenure in housing with an accessory dwelling unit.
 - Allow more flexibility in the size of manufactured homes allowed on lots outside of manufactured home parks. The City currently requires a manufactured home of not less than two major structural sections and a livable floor area of not less than 1,000 square feet.
 - For parcels partially within the floodplain, encourage development on the areas not within the floodplain by allowing cluster development and density bonuses.
- Scappoose should develop policies to support development of low-income and workforce affordable housing, such as:
 - Collaborate with affordable housing providers to support affordable housing development.

- Develop a tax abatement program, such as the multiple-unit limited tax exemption program, to promote development of affordable and market-rate multifamily housing. The City may choose to evaluate development of a tax abatement program, as part of a longer-term affordable housing strategy.
- Consider and encourage use of Tax Increment Financing in the Urban Renewal Areas to support government-subsidized and market-rate multifamily housing development. This policy would require development of an Urban Renewal District and Plan.
- Develop a program to defer systems development charges and other fees for affordable housing development.
- Identify sources of funding to support government-subsidized affordable housing development.
- **Scappoose should monitor residential land development.** Monitoring residential land development will help the City ensure that there is enough residential land to accommodate the long-term forecast for population growth. We recommend that the City develop and implement a system to monitor the supply of residential land. This includes monitoring residential development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).

Although the City's official population forecast from Portland State University does not explicitly say so, we assume that it does not account for significant growth from the Oregon Manufacturing Innovation Center. Given the significant uncertainty about how much growth the Center will bring to Scappoose and when the growth will occur, it seems reasonable to exclude that growth for now.

However, a new official population forecast will be developed for Scappoose in 2021. We recommend that the City review the forecasts closely and if significantly faster growth is forecast, the City may need to revisit its housing needs analysis to determine if the City has sufficient land to accommodate growth based on the new forecasts.

Appendix A – Residential Buildable Lands Inventory

The general structure of the buildable land (supply) analysis is based on the DLCD HB 2709 workbook “*Planning for Residential Growth – A Workbook for Oregon’s Urban Areas*,” which specifically addresses residential lands. The buildable lands inventory uses methods and definitions that are consistent with OAR 660-009 and OAR 660-024.

This inventory does not use the process outlined in the Division 38 Simplified Urban Growth Boundary Method. OAR 660-038 was adopted in 2016 to provide cities with a simplified method to evaluate and amend urban growth boundaries (UGBs). OAR 660-038-0060 and 0070 describes the process for a simplified residential land inventory within the UGB and OAR 660-038-0120 and 0130 describes a similar process for employment lands. These methods must be used if a city wants to use the Division 38 simplified UGB review pathway. It is our understanding that Scappoose desires to use the traditional pathway. We call attention to the differences because the results of a BLI using the traditional Goal 10/OAR 660-008 pathway does not comply with the Division 38 requirements.

ECONorthwest used 2016 data for this report. The following provides an overview of the buildable land inventory methodology and results.

Overview of the methodology

The Scappoose BLI includes all residential land designated in the comprehensive plan within the Scappoose UGB. From a practical perspective, this means that ECONorthwest inventoried all lands within tax lots identified by the Columbia County Assessor’s Office that fall within the UGB. The inventory then builds from the tax lot-level database to estimates of buildable land by plan designation.

The buildable lands analysis was completed through several sequential steps.

Step 1: Generate “land base.” First, the analysis established the residential land base (parcels or portion of parcels with appropriate zoning). Per Goal 10, this involves selecting all of the taxlots in the Scappoose UGB with residential plan designations or other plan designations that allow residential uses. Plan designations included in the residential inventory were:

- General Residential
- Suburban Residential
- Manufactured Home
- Commercial

Step 2: Classify lands by development status. Next, the analysis classified each parcel into one of the following categories based on development status.

- Developed land
- Vacant land
- Partially vacant land

Step 3: Identify constraints. The next step in the BLI is to identify lands with development constraints. This includes floodways, regulated wetlands, significant Goal 5 resources including required setbacks, and land identified for future public facilities as constrained or committed lands. For a full list of constraints, see Appendix A, Development Constraints. All constraints were merged into a single constraint file, which was then used to identify the area of each tax lot that is constrained. These areas are deducted from lands that were identified as vacant or partially vacant.

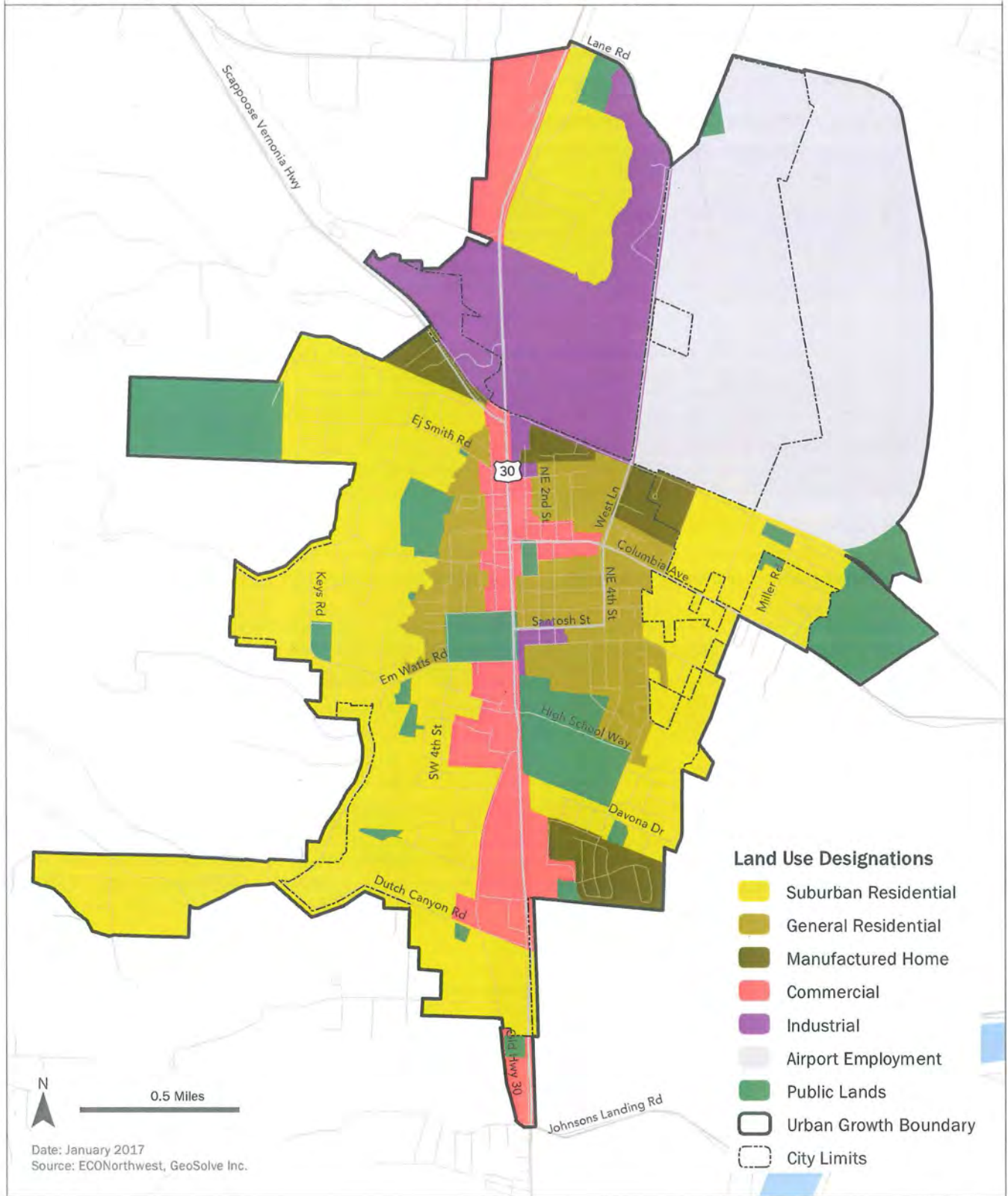
Step 4: Verification. ECONorthwest used a multi-step verification process to ensure the accuracy of the BLI. The first verification step included a “rapid visual assessment” of land classifications using GIS and recent aerial photos to verify uses on the ground. The second round of verification involved City staff verifying the rapid visual assessment output. ECONorthwest amended the BLI based on City staff review and a discussion of the City’s comments.

The inventory was completed primarily using Geographic Information Systems (GIS) mapping technology. The output of this analysis is a database of land inventory information, which is summarized in both tabular and map format. Although data for the inventory was gathered and evaluated at the parcel level, the inventory does not present a parcel - level analysis of lot availability and suitability. The results of the inventory have been aggregated by comprehensive Plan Designations, consistent with state planning requirements. As such, the inventory is considered to be accurate in the aggregate only and not at the parcel level.

Data used for the analysis was provided by the Columbia County GIS Department. Specific data used included city/urban growth boundaries, tax lots, zoning, Oregon Wetlands Cover, and contours (to calculate slopes). The tax lot data was current as of November 2016.

Exhibit 60 (on the following page) shows comprehensive plan designations for the City of Scappoose. This BLI includes lands in the Suburban Residential, General Residential, Manufactured Home, and Commercial Plan Designations.

Exhibit 60. Comprehensive Plan Designations, Scappoose UGB, 2016



Definitions

A key step in the buildable lands analysis is to classify each tax lot into a set of mutually exclusive categories based on development status. For the purpose of this study, all residential tax lots in the UGB are classified into one of the following categories:

- *Vacant land.* Tax lots that have no structures or have buildings with very little improvement value are considered vacant. For the purpose of this inventory, lands with improvement values under \$10,000 are considered vacant (not including lands that are identified as having mobile homes).
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use but which contain enough land to be developed further. Consistent with the safe harbor established in OAR 660-024-0050 (2)(a), tax lots that are one-half acre or larger are considered partially vacant.²⁸ This was refined through visual inspection of recent aerial photos.
- *Developed land.* Developed land is developed at densities consistent with zoning and has improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant or partially vacant are considered developed. In addition, taxlots that provide required parking for adjacent parcels—as identified through review by City of Scappoose staff—are also considered developed.

Development constraints

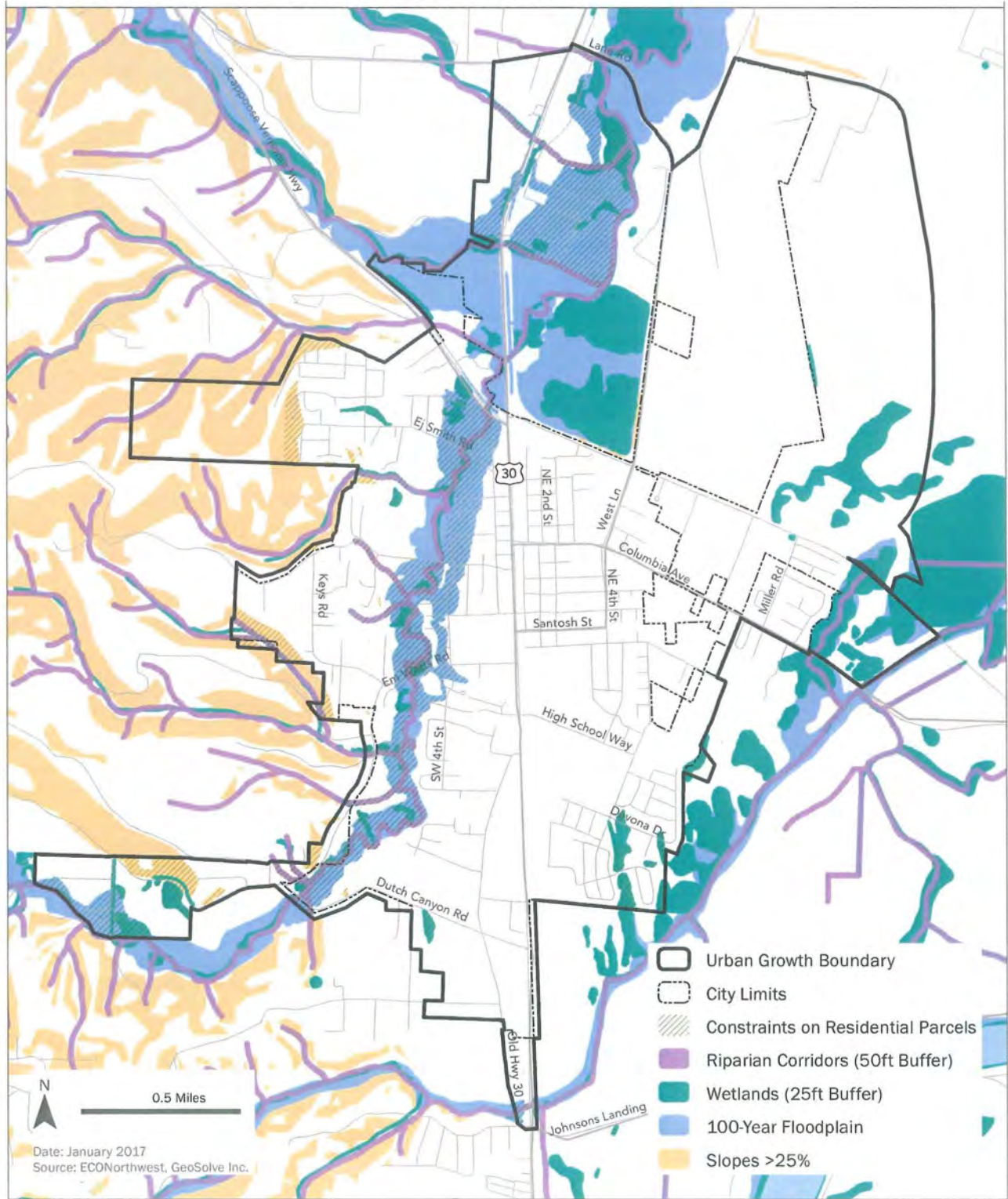
Consistent with state guidance on buildable lands inventories, ECONorthwest deducted portions of residential tax lots that fall within certain constraints from the buildable lands including wetlands and steep slopes. Categories used were consistent with OAR 660-008-0005(2):

- *Lands within floodplains.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The 2009 Oregon Wetlands Cover was used to identify areas within wetlands. A 25-foot buffer was added to all wetlands areas. In addition, riparian corridors (defined as lands within 50 feet of rivers) are considered undevelopable. These wetlands and riparian buffers are consistent with Scappoose Zoning Code 17.85 and 17.89.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.

Exhibit 61 maps the development constraints used for the residential BLI.

²⁸ Under the safe harbor established in OAR 660-024-0050 (2)(a), the infill potential of developed residential lots of one-half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land. The RBLI used this methodology.

Exhibit 61. Development Constraints, Scappoose UGB, 2016



Residential Buildable Land Inventory Results

Land Base

Exhibit 62 shows residential land in Scappoose by classification (development status). The results show that the Scappoose UGB has 1,294 total acres in residential Plan Designations. (This includes the Commercial designation, which allows residential uses). Of the 1,294 acres in the UGB, about 685 acres (53%) are in classifications with no development capacity, and the remaining 608 acres (47%) have development capacity before development constraints are applied.

Exhibit 62. Residential acres by classification and Plan Designation, Scappoose UGB, 2016

Plan Designation	Partially			Total Acres	Percent of Total
	Vacant	Vacant	Developed		
General Residential	14	14	145	174	13%
Suburban Residential	121	392	352	865	67%
Manufactured Home	3	14	70	86	7%
Commercial	27	24	118	169	13%
Total Acres	164	444	685	1,294	100%
Percent of Total	13%	34%	53%	100%	

Source: ECONorthwest

Note: The numbers in the table may not sum to the total as a result of rounding.

Exhibit 63 shows land in all residential Plan Designations by development and constraint status. After development constraints have been applied, about 53% of Scappoose’s total residential land (684 acres) is built, 22% (283 acres) is constrained, and 25% (327 acres) is buildable.

Exhibit 63. Residential land by comprehensive Plan Designation and constraint status, Scappoose UGB, 2016

Plan Designation	Tax Lots	Total Acres	Acres with No		Total
			Development Capacity	Constrained Acres	Unconstrained Buildable Acres
General Residential	772	174	129	32	12
Suburban Residential	1,624	865	373	231	260
Manufactured Home	157	86	66	8	12
Commercial	218	169	116	11	42
Total	2,770	1,294	684	283	327
Percent of Total		100%	53%	22%	25%

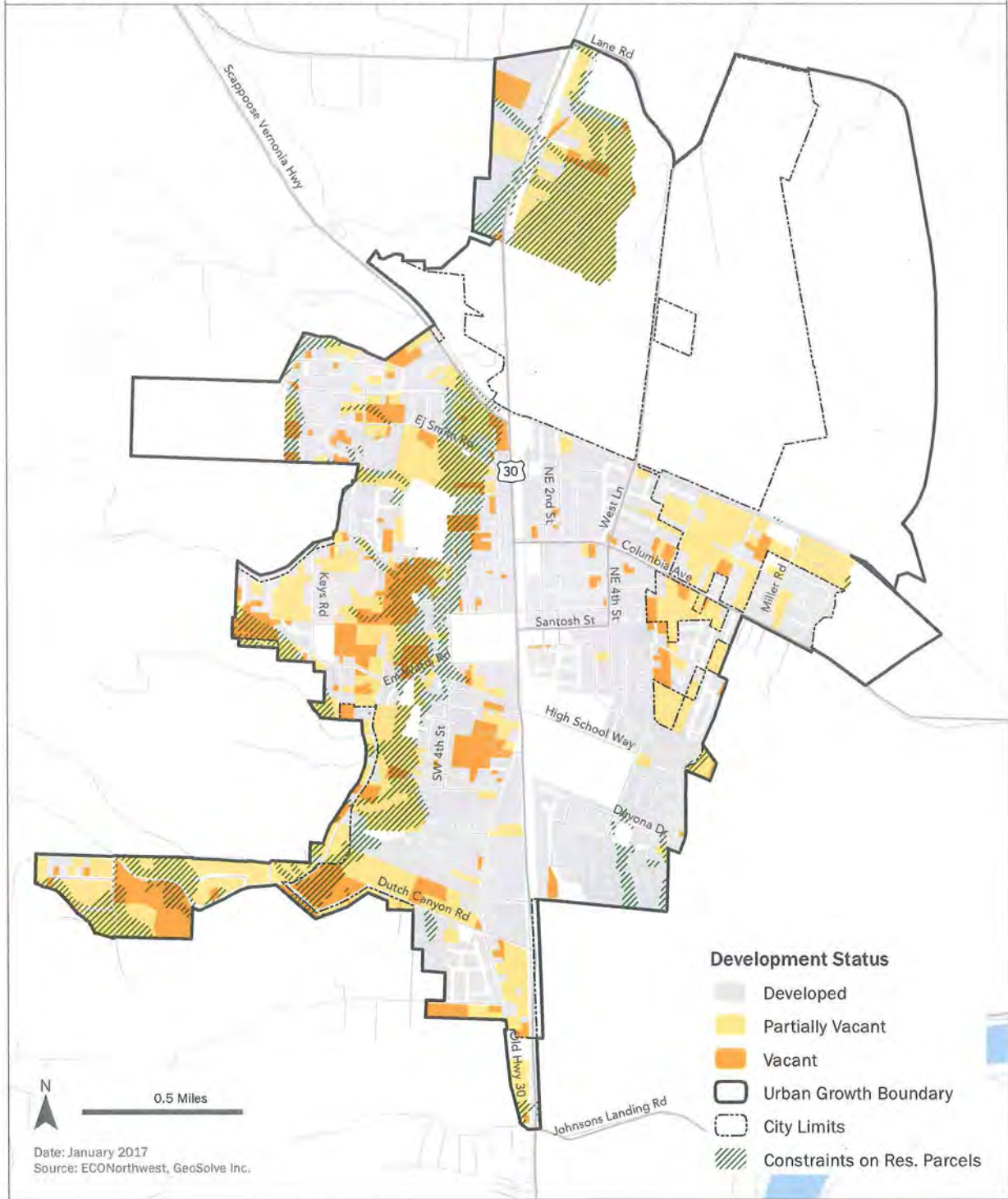
Source: ECONorthwest

Note: "Acres with no development capacity" consists of developed parcels and the built portion of partially vacant parcels.

Note: The numbers in the table may not sum to the total as a result of rounding.

Exhibit 64 (on the following page) shows residential land by development status with constraints overlaid.

Exhibit 64. Residential Land by Development Status, Scappoose UGB, 2016



Vacant Buildable Land

Exhibit 65 shows buildable acres (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by Plan Designation. Of Scappoose’s 327 buildable residential acres, about 33% are in tax lots classified as vacant, and 67% are in tax lots classified as partially vacant. About 80% of Scappoose’s buildable residential land is in Suburban Residential Plan Designations. General Residential and Manufactured Home Plan Designations each have about 4% of Scappoose’s buildable residential land. The remainder is in Commercial Plan Designations.

Exhibit 66 (on the following page) maps Scappoose’s buildable vacant and partially vacant residential land.

Exhibit 65. Buildable acres in vacant and partially vacant tax lots by Plan Designation and zoning, Scappoose UGB, 2016

Plan Designation	Unconstrained		Total
	Partially Vacant Acres	Unconstrained Vacant Acres	Unconstrained Buildable Acres
General Residential	2.8	9.3	12.1
A-1	0.0	2.0	2.0
A-1 PD	0.0	0.2	0.2
R-1	1.3	3.4	4.7
R-4	1.4	3.7	5.2
Suburban Residential	187.3	73.2	260.5
PA-80	1.1	0.4	1.5
R-1	51.6	27.3	78.9
R-10	72.5	24.1	96.6
R-4	37.0	19.9	56.9
RR-5	25.0	1.5	26.5
Manufactured Home	9.5	2.7	12.2
MH	6.0	2.7	8.7
MHR	3.5	0.0	3.5
Commercial	18.0	24.2	42.2
C	0.9	2.7	3.7
C-3	1.9	0.0	1.9
CS-I	0.0	0.1	0.1
EC	7.0	14.8	21.8
RIPD	0.1	0.0	0.1
RR-5	8.1	6.5	14.5
Total	218	109	327
Percent of Total	67%	33%	100%

Source: ECONorthwest

Note: The numbers in the table may not sum to the total as a result of rounding.

Exhibit 66. Unconstrained vacant and partially vacant land, Scappoose UGB, 2016

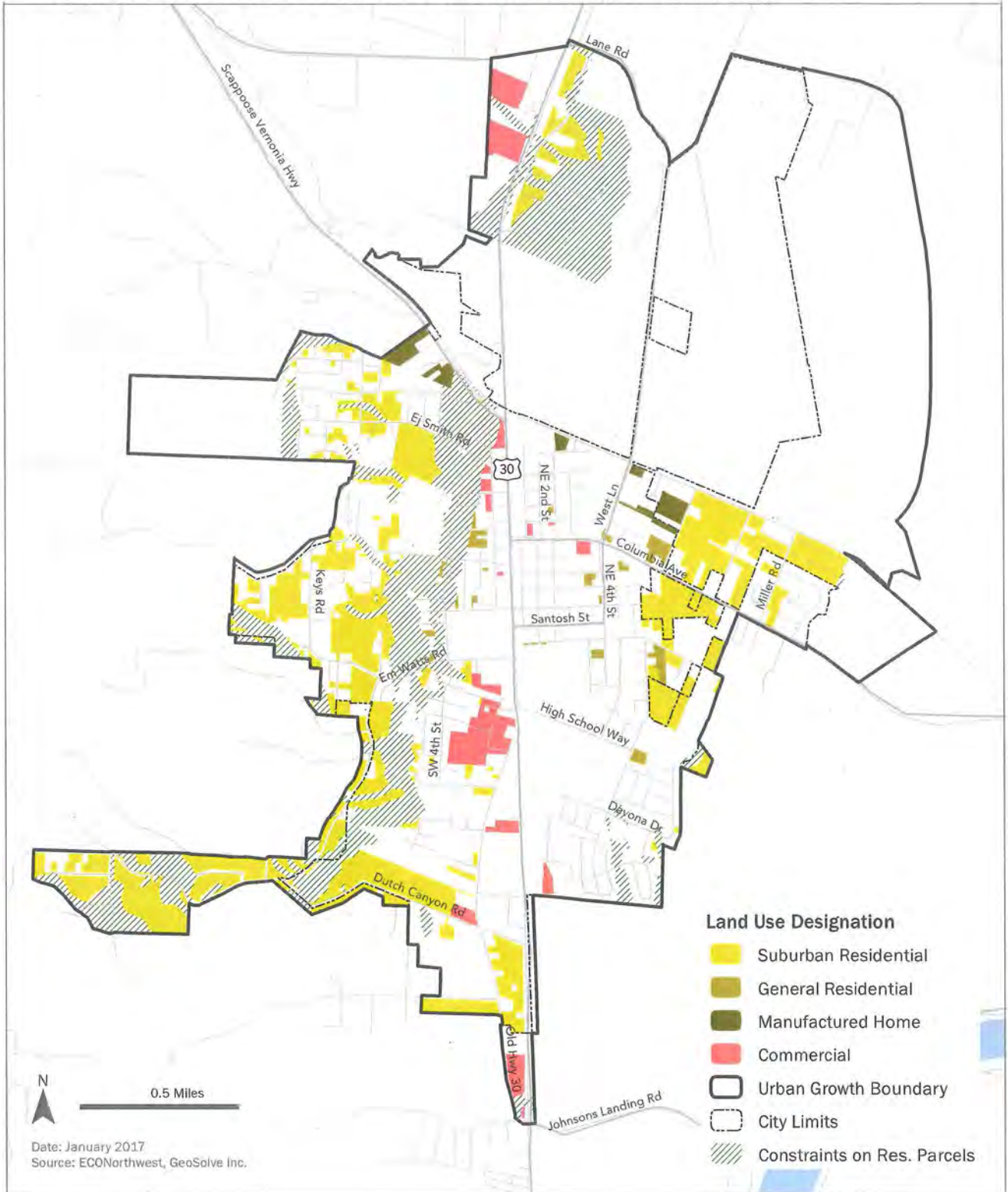


Exhibit 67 shows unconstrained residential buildable land by plan designation and taxlot size. About one-third of Scappoose’s buildable residential acres are in taxlots less than one acre in size. Scappoose has 8 taxlots with more than 5 acres of buildable residential land. These 8 taxlots account for 56 acres (17%) of Scappoose’s total unconstrained buildable acreage.

Exhibit 67. Unconstrained residential buildable acres by plan designation and taxlot size

Plan Designation	Unconstrained Vacant and Partially Vacant Acre in Taxlots					Total Unconstrained Buildable Acres
	<1	1-2	2-5	5-20	20+	
Total Acres	112	73	86	56	0	327
General Residential	10	0	2	0	0	12
Suburban Residential	86	62	74	39	0	260
Manufactured Home	4	3	5	0	0	12
Commercial	12	8	5	17	0	42
Total Taxlots	337	53	31	8	0	429
General Residential	42	0	1	0	0	43
Suburban Residential	250	46	26	5	0	327
Manufactured Home	9	2	2	0	0	13
Commercial	36	5	2	3	0	46

Source: ECONorthwest

Note: The numbers in the table may not sum to the total as a result of rounding.

In the text below, only those sections with amendments are listed. Language to be omitted is strikethrough, and proposed language additions are double underlined.

Proposed amendments to the Comprehensive Plan:

Section: Highlights

Assumptions about Future Growth in Scappoose

Population Growth: ~~The City will utilize the published DOT Highway 30 Corridor Study, METRO forecasts, recent Census data, and building permits to redefine population growth expectations for the next periodic review period, and will extend the time line to the year 2010. The City will use the official population forecast developed by Portland State University's population research center to forecast population growth. The forecast shows that population in Scappoose's UGB is forecast to grow from 7,686 people in 2018 to 10,951 people in 2038, an increase of 3,265 people.~~

Housing: ~~Additional lands will be utilized for apartments and Manufactured Homes. New apartment development will increase from 22% of the housing market to 30%; Manufactured Homes from 0% to 20%. (Ord 635, 1995) Scappoose will provide opportunities for a wider range of housing types. The City will plan for: single family detached housing will account for 65% of new housing, single-family attached housing will account for 7% of new housing, multifamily housing with 2 to 4 units will account for 10% of new housing, and multifamily housing with 5 or more units will account for 18% of new housing.~~

City of Scappoose Comprehensive Plan Map

Existing map in Comp Plan, (revised date of April 1992) to be replaced with current Comp Plan map, dated July 2017.

Section: Inventories

Population

~~Census data suggests that for a long time, Scappoose was a small rural community immune from the growth of the Portland Metropolitan area. For instance, in the period from 1930 to 1960, the City's population grew by only 675 people or roughly 23 people a year, hardly comparable to the growth of some county towns, hardly comparable to its own current growth.~~

~~Since 1970, Scappoose has been growing by 161 people a year, seven times the 1930-1960 figure. An examination of other indexes of growth, such as the town's yearly growth rate and its percentage of Columbia County populace, corroborates our initial conclusion: Scappoose is booming; and booming even with a two year moratorium on new subdivisions.~~

~~This increase is essentially due to a large in-migration of new residents: according to the 1989 questionnaire, 18 percent of the City's citizenry has lived here less than six years. People are attracted to Scappoose by its rural environment and good access to Portland. Like those who are "veterans" of the~~

area, newcomers take pleasure in substituting Scappoose's small-town tranquility for the urban environment's congestion, pollution and crime. Yet, with just a 35-minute drive, residents can commute to Portland for employment, shopping, specialized services and entertainment.

If anything, it appears that Scappoose's attractiveness as a place to live as well as its population growth rate might rise. First, as some of Portland's other suburbs begin to experience growing pains, specifically congestion, Scappoose becomes just that much more alluring. Second, the expansion of Highway 30 to four lanes, improvements to the Scappoose downtown section, and the bypass through Northwest Portland will make commuting to Portland faster and easier. Third, it is expected that the City's sewer system, will be upgraded. Finally, the improved sewer systems and highway network creates expectations that local industries will expand their operations and new ones will locate here; events that will, in turn, induce more people to migrate to Scappoose.

Scappoose's population growth between 1930 and 2016 shows the city's transition from a rural community to a "bedroom community" of the Portland Metropolitan area. Since 1930, the population of Scappoose grew from 248 to 6,785 people, with the fastest growth occurring from 1960 -1970 at an average yearly growth rate of 7.3%. As Scappoose grew, it also increased its share of the Columbia County population from 1% to 13% of the total County population.

From 1990 to 2000, Scappoose grew by 145 people per year, and again by 162 people per year between 2000 and 2010. Over this period, nearly three-quarters of Columbia County's population was the result of in-migration of new residents, which drove growth in Scappoose. Scappoose provides the outdoor amenities of a rural environment and the service and amenities of a small city. In addition, the city's proximity to the Portland area provides access to employment and other amenities associated with a large urban area within a 35-minute drive. People are attracted to Scappoose by its rural environment and good access to Portland. Like those who are "veterans" of the area, newcomers take pleasure in substituting Scappoose's small-town tranquility for the urban environment's congestion, pollution and crime.

The forecast of population growth for Scappoose's UGB show that the city will grow from 7,868 people in 2018 to 10,951 people in 2038, a 42% increase. While the continued growth of the Portland region may increase Scappoose's in-migration of new residents, there are other factors that may contribute to this growth. Most notably, the opening of the Oregon Manufacturing Innovation Center will bring jobs and students to Scappoose, some of whom may choose to live and work in Scappoose. The forecast of population growth does not take potential growth resulting from the Oregon Manufacturing Innovation Center into account because planning for the Center is still underway.

There are, however, potential constraints to future growth. The most obvious one is the City's ability to provide services to an expanding populace. As the inventories for various public facilities show, servicing a population of 10,000 will mean additional capital expenditures in terms of the water, sewer and school systems.

In addition, continued growth in Scappoose resulting from growth of the Portland region depends on continued availability of relatively inexpensive gasoline. While fuel prices are relatively low in 2017,

energy prices are forecasted to increase over the next 20 years. Despite expected continued increases in energy efficiency and decreases in demand for energy by some industries, demand for energy is expected to increase through 2040 period because of increases in population and economic activity. These increases may result in increases in gasoline costs, decreasing willingness to commute by people who live in Scappoose and work in the Portland region¹.

With the recent national furor in terms of tax revolts, funding for such expenditures is problematic. Still, it is the City's feeling that it should make the effort to provide services to those who want to live in Scappoose, and the City should plan for such growth.

Replace Table P-1 with the following:

Scappoose's Population Growth, 1930 – 2016

Table P-1

Year	Scappoose's Population	Average Yearly Population Growth Increments	Average Yearly Population Growth Rate	Columbia County Populace	Scappoose's Percentage of County Populace
1930	248			20,047	1.2%
1940	336	9 people	3.1%	20,971	1.6%
1950	659	32 people	7.0%	22,967	2.9%
1960	923	26 people	3.4%	22,379	4.1%
1970	1,859	94 people	7.3%	28,790	6.5%
1980	3,213	135 people	5.6%	35,646	9.0%
1990	3,529	32 people	0.9%	37,557	9.4%
2000	4,976	145 people	3.5%	43,560	11.4%
2010	6,592	162 people	2.9%	49,351	13.4%
2016	6,785	32 people	0.5%	50,795	13.4%

Source: Population Research Center, Portland State University, 2017

¹ Energy Information Administration, 2015, Annual Energy Outlook 2015 with Projections to 2040, U.S. Department of Energy, April 2015.

An additional growth constraint might be the fuel situation. A severe fuel shortage will put a constraint on local growth, but predicting such a shortage, and its effect on local growth, is next to impossible.

This plan assumes the City will grow from 7,686 people within the Scappoose UGB in 2018 to 10,951 people within the UGB by 2038, growth of 3,265 people at an average annual growth rate of 1.8%. This assumption is based on the State of Oregon's official forecast by the Oregon Population Forecast Program.² average a 6 percent yearly growth rate over the next 20 years. This growth rate is more than that predicted by the Columbia County Planning Department, which predicted a 4.5 percent growth rate for Scappoose. The City, on the other hand, points to the 7 percent growth rate over the period of 1970–1983 and believes it would have been greater if there had not been a subdivision moratorium; it also points to the extremely low vacancy rates—under 1 percent for single family homes, under 3 percent for multi-family dwellings; and it points to improvements to Highway 30. In fact, many in the community believe a 6 percent growth rate is conservative, and so it may be.

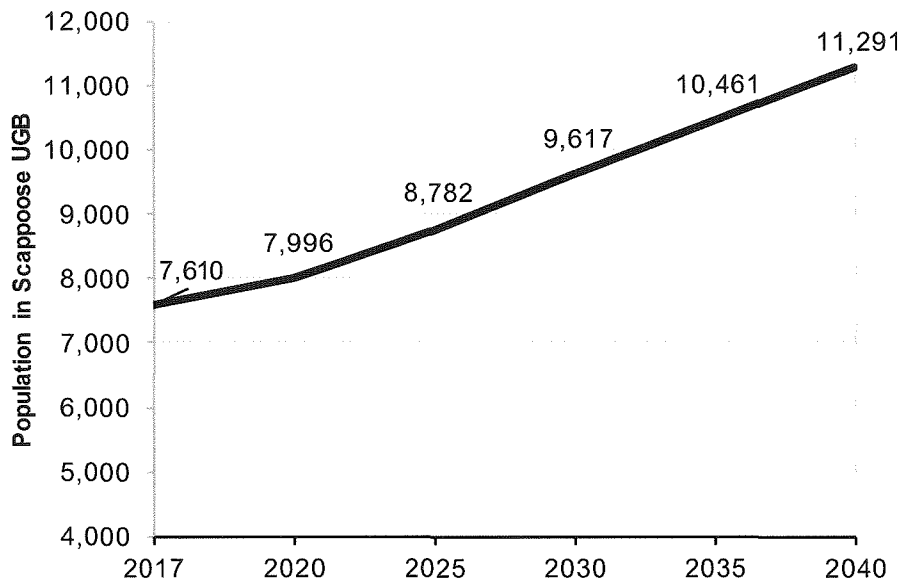
~~As suggested, the The process of making population projections is tricky uncertain. The factor most likely to affect the forecast is development of the Oregon Manufacturing Innovation Center. When Scappoose's official forecast was being developed, plans for the Oregon Manufacturing Innovation Center were still underway. It was not clear how many people would be employed at the Center and how many students would attend classes at the Center. Scappoose more than doubled in size over the last 18 years, yet very few predicted that growth. Will it stay at that pace, decrease or increase? This Plan assumes a slight decrease so that the year 2000 population will be 10,000 people. (PSU's Center for Population Research makes their estimates by census tract data and the Scappoose tract is significantly larger than the city limits.~~

~~The Portland State University July 1, 1990 population estimate for Scappoose is 3575. The preliminary report of the 1990 Census reveals the population of the City is 3529. The Plan projected a population of 3,240 in 1980, and projected a population of 10,000 in the year 2000. The completion of the expansion to four lanes from Portland to Scappoose is expected to have an impact on population growth estimates.~~

~~The preliminary figures from the US Census indicate little change from the PSU projections. The City has updated forecast techniques using new Census data, DOT Highway 30 Corridor Study, METRO forecasts, and building permits to redefine population growth expectations for the next periodic review period, and will extend the time line to the year 2010. When the ODOT Highway 30 Corridor study is completed the City will revise population estimates using the year 2010 deadline.~~

² This forecast of population growth is based on Scappoose's official population forecast from the Oregon Population Forecast Program from Portland State University's Population Research Center from June 30, 2017. The forecast presents the number of people in Scappoose's UGB in 2017, 2035, and 2040. ECONorthwest extrapolated the population forecast of people in Scappoose for 2017 to 2018 and 2035 to 2038 on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu.prc/files/Population_Interpolation_Template.xlsx

Population forecast, Scappoose UGB, 2017 – 2040



Source: Population Research Center, Portland State University, June 30, 2017.

Land Use

Historic Development

[...]

The 1960's saw Scappoose becoming a part of the Portland suburban setting, introducing the community to an entirely new facet of its emerging character. The decade saw new subdivisions west of First Street, south of Elm, and along Jobin Lane. The pace quickened in the 1970's when the first subdivisions were carved into the western slopes of town. Since 1960 Scappoose has realized a three-fold increase in population. Scappoose's population grew fastest between 1990 and 2010, with population increasing by nearly 50% between 1990 and 2010.

Infilling is proceeding at a rapid pace and the remaining buildable land within the City is ~~fast~~ being developed. Though initial residential development was concentrated in the center of town, on flat terrain, the hills to the west have become a center of suburban-type subdivision activity.

Today Scappoose comprises 1,240 acres and 3,575 inhabitants. In 2017 Scappoose comprises 1,240 acres and 7,610 inhabitants.

Residential Land Activity

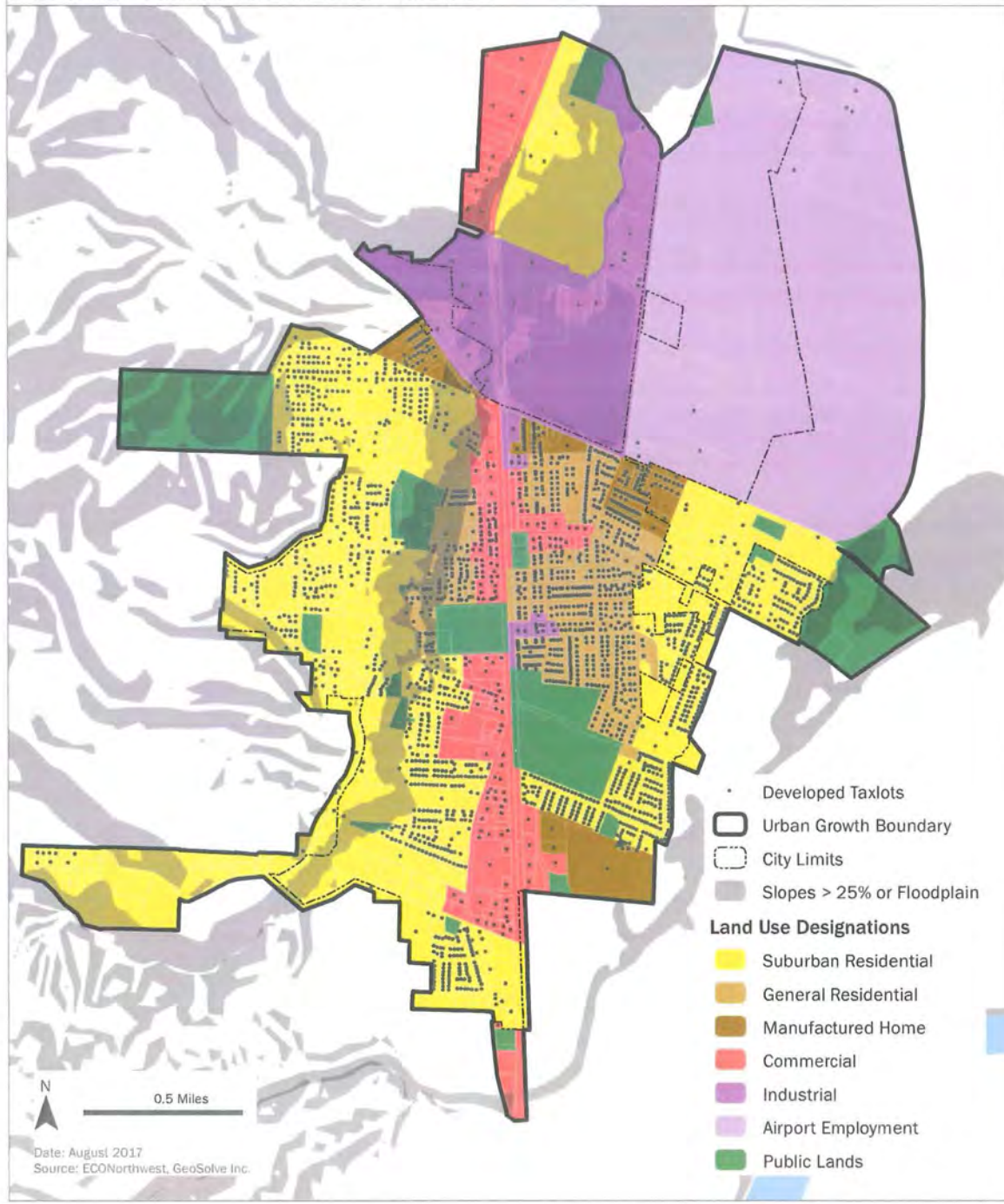
[...]

Some 974-1,125 acres are zoned for residential land use. ~~With~~ There are ~~1,000~~ more than 2,500 dwelling units in the City, ~~there~~. There is a great deal of vacant residential land that can ultimately be developed: roughly 406 acres after subtracting land used for existing residences (343 acres), public uses (82 acres), utility and street rights of way (75 acres) and unbuildable flood plain and steep slopes (43 acres) as well as land needed for future subdivision improvements (25 acres). ~~(Ord 637, 1996)~~ 327 acres of vacant land, excluding areas with development constraints that prevent development (e.g., floodway, floodplain, steep slopes, and other constraints). In addition, residential development is allowed in commercial zones, which have 42 acres of vacant unconstrained land.

According to ~~the housing projections found on page #118,~~ the housing needs analysis, the City estimates that its existing boundaries can accommodate in the year 2000 a population of 10,000 residents urban growth boundary can accommodate an additional 1,628 dwelling units. By 2038, the City is forecast to grow to 10,951 people.

Replace existing Land Use Map L-1 and L-2 with the following:
Existing Land Use Map L-1

SCAPPOOSE BLI 2017 LAND WITH DEVELOPMENT



Housing
Preface

Popular thinking used to be that there was only an indirect link between a town's housing stock and the policies of that municipality. After all, while a zoning ordinance may limit a type of housing, such as apartments, to one geographic location or another, the local developers were the real dictators of the quality of housing, and they followed what the market suggested.

Recently, however, new evidence suggests the link between housing and city policy is much more direct. Some contend that there is a strong correlation between minimum lot size and housing cost, and a town that only allows larger lot sizes will exclude lower cost homes. Another link is the level of improvements that a community requires from a developer in a subdivision. Also, a recent court case has stated that a municipality has to consider the capacities of the local school system as well as those for sewer and water, when reviewing subdivision applications. Closer to home in Scappoose, for the last 18 months we've had a moratorium on new subdivisions due to limitations in the water system.

In essence, then, the quantity and quality of local housing is significantly affected by a jurisdiction's actions and policies. The housing policies of Scappoose are located in the General Goal and Policy Section.

Population Characteristics, and the Value of Local Housing
Housing Characteristics and Value

Earlier in this Plan, Scappoose was characterized as a "bedroom community". One piece of evidence for this finding was the large number of residents who shop or work in Portland. Many of the statistics presented here will substantiate that finding.

The population of Scappoose has soared from a town of 923 people in 1960, to one of 3,580 in 1990. The City has experienced a yearly growth rate of greater than 1 percent with one result being a significant number of new residents. Our 1989 questionnaire suggests that 31 percent of the town's residents have lived here less than 10 years.

Another result of this in-migration boom has been a change in the housing stock. In 1970, 87 percent of the town's 589 dwelling units were for single families; in 1978 that percentage had decreased to 77 percent. On the other hand, the percentage of apartments increased from 13 percent in 1970, to 22 percent in 1978. Thus, the local myth that all residents of Scappoose are home owners is beginning to fade.

Table H-1: Housing Distribution

Year	Total Dwelling Units	Single Family	Apartments	Mobile Home
1970	589	504(87%)	75(13%)	10
1978	940	728(77%)	203(22%)	19

Another means of examining the local populace with regard to housing is to look at the median value of homes: Out of 59 Oregon cities in 1970 with populations between 1,000 and 2,500, Scappoose ranked 6th for the median value of owner-occupied units at \$17,000; for median contract rents, it is \$83.00 and ranked 12th. The following table comes from our 1976 questionnaire and points out how home values have changed in the period from 1970-1976.

The following table comes from our 1976 questionnaire and points out how home values have changed in the period from 1970-1976.

Table H-2: Value of Owner-occupied Units, Scappoose, 1976

Value Range	#	%
Under \$10,000	6	2%
\$10,001 - \$15,000	15	5%
\$15,001 - \$20,000	24	8%
\$20,001 - \$25,000	50	17%
\$25,001 - \$30,000	102	34%
\$35,000 - \$50,000	84	28%
Over \$50,000	17	6%
Total	298	100%

Source: 1976 Questionnaire, with 428 respondents out of a potential 807.

A survey conducted by the Columbia County Assessor's Office, June 1989, found that the average sale price of a single family dwelling in Scappoose was \$58,500. The highest price recorded was \$82,500 and the lowest price was \$25,000. A survey on rentals done in 1976, also by the Assessor's Office, found (with 33 rentals surveyed) the median contract rent to be \$145.00 with a low of \$100.00 and a high of \$230.00. These figures are high compared to similar surveys done in St. Helen's, where the average price of a house was \$21,500, and the median rent was \$110.00. These figures, coupled with those of the 1976 questionnaire, suggest that Scappoose has retained its high ranking in housing value.

Housing Supply, Condition, Density

Table H-3 shows housing construction data for the period from 1970 to 1978.

Scappoose Housing Construction: 1983 - 1990 Table H-3

Housing Type	1983	1984	1985	1986	1987	1988	1989	1990	Total
Single Family	14	18	15	9	4	5	14	16	95
Multi-Family	2	4	6	0	6	2	2	2	24
Manufactured Homes	2	0	1	3	8	9	10	11	44
Total Units	18	22	22	12	18	16	26	29	163

Source: Center for Population Research and Census, Portland State University, and City of Scappoose, 1990.

As has been suggested, and this table verifies, apartment construction has been on the increase. Manufactured Home (Ord 635, 1995) numbers have shown a steady increase. There is one Manufactured Home (Ord 635, 1995) park within city limits and there are other Manufactured Home (Ord 635, 1995) parks on the periphery of the City that are near capacity, so there is a significant demand for this form of housing.

Vacancy data obtained from Portland General Electric indicates a serious housing shortage for Scappoose and the surrounding area, with single family vacancy rates decreasing from 1.47% in June of 1975, to 0.67% in 1989. For multi-family dwellings, it was 6.25% in 1977 to 2.83% in 1989. For Manufactured Homes (Ord 635, 1995) in Manufactured Home (Ord 635, 1995) parks, it was 2.10% in 1977 and 3.2% in 1989. The rates for single family and multi-family units are obviously much too low.

It is acknowledged that minimum vacancy rates are vital in healthy economic markets to ensure such things as social and employment mobility, upkeep and renovation of structures, and an adequate choice among consumers by housing type and location. The rates in Scappoose, however, indicate a significant lack of available housing.

There is a great deal of vacant land for building in the City limits, some 406 acres. According to the city's housing needs analysis found the following, it appears this land should be able to accommodate a population in excess of 10,000 residents.

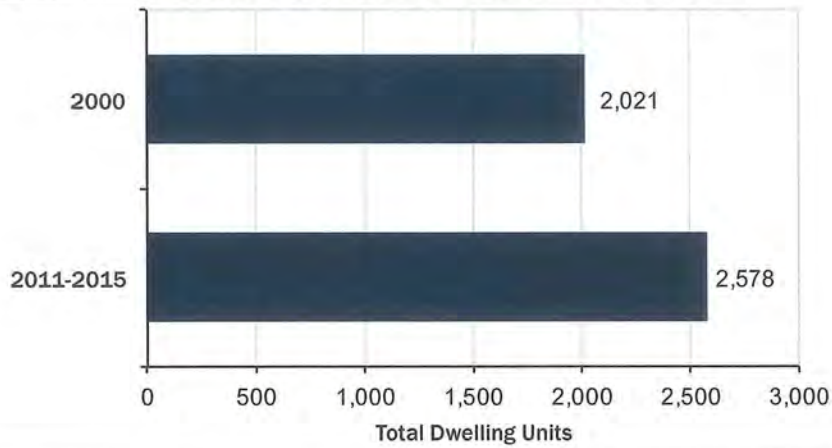
The condition of housing in Scappoose is generally excellent. The City has a well-kept and affluent look about it. A windshield survey conducted by the planning staff indicates that only 5% of the City's housing units could be classified as being in substandard condition. Only 9 units (1.5%) had substandard plumbing systems in 1970. Data is not available for heating equipment.

Housing shows a fairly even age distribution in Scappoose. Nearly one-third of the questionnaire respondents said their home was built since 1970, one-fourth said it was before 1950 and about 45% put it between 1950 and 1970.

The population of Scappoose has increased by 3,256 people between 1990 and 2016. The City grew at a yearly rate of 3.5% between 1990 and 2000 and at a rate of 2.9% between 2000 and 2010. The growth slowed between 2010 and 2016 at a rate of 0.5%. In-migration drives the majority of growth in Oregon and in Columbia County. Three-quarters of Columbia County's population growth between 2000 and 2016 was the result of in-migration to the County.

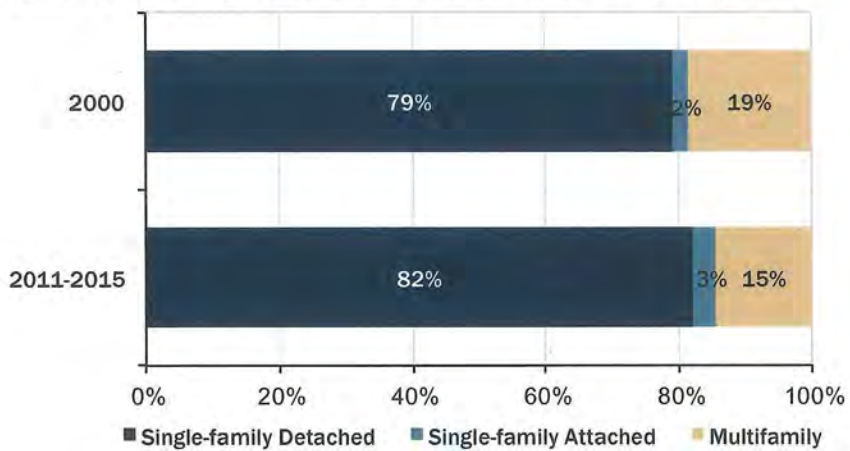
Along with increases in Scappoose's population, the housing stock has also changed. In 2000, Scappoose more than 2,000 dwelling units. Between 2000 and 2015, housing increased by 557 units. Single-family detached units increased from 79% to 82% of the total housing stock in Scappoose, while the number of multifamily units decreased slightly from 379 to 374 units. In 2015, multifamily units made up 15% of the total housing stock.

Figure H-1: Total Dwelling Units, Scappoose, 2000 and 2011-15



Source: Census Bureau, 2000 Decennial Census and 2011-2015 ACS

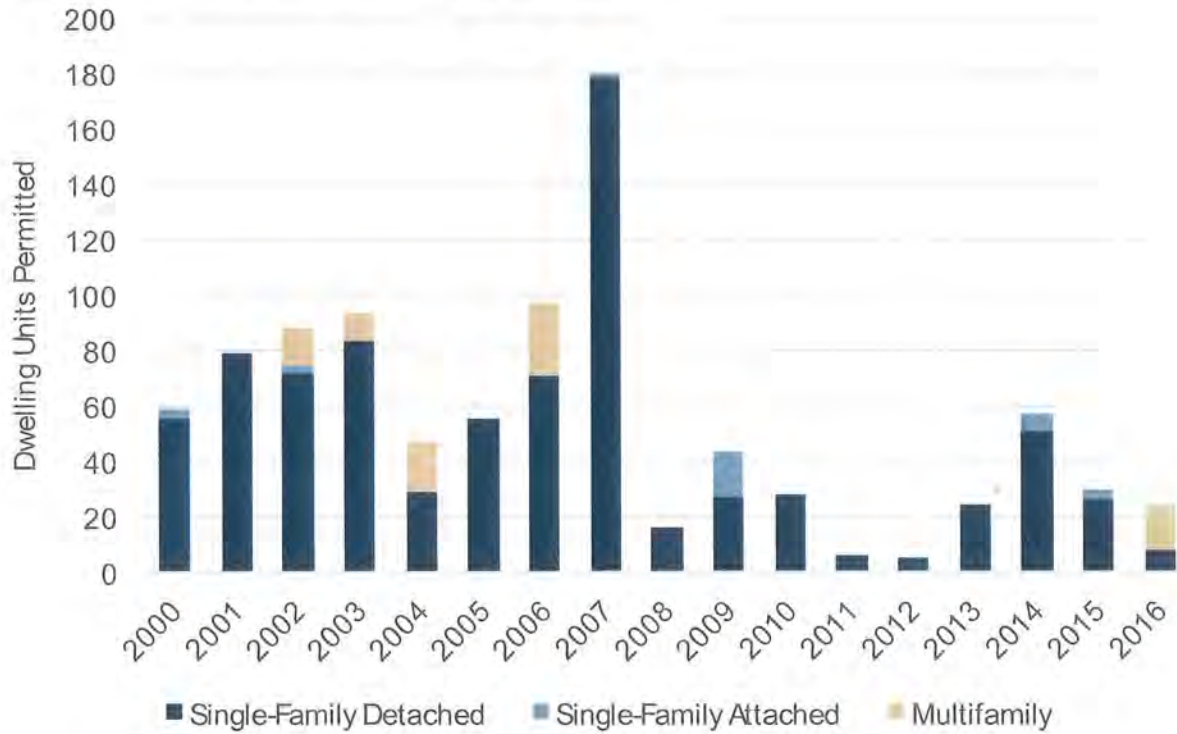
Figure H-2: Change in Housing Mix, Scappoose, 2000 and 2011-15



Source: Census Bureau, 2000 Decennial Census and 2011-2015 ACS

Figure H-3 shows building permits issued between 2000 and 2016 in Scappoose. Over the 2000 to 2016 period, Scappoose issued permits for 931 dwelling units, with an average of 55 permits issued annually. About 87% of dwellings permitted were single-family detached, 4% were for single-family attached housing, and 9% were multifamily.

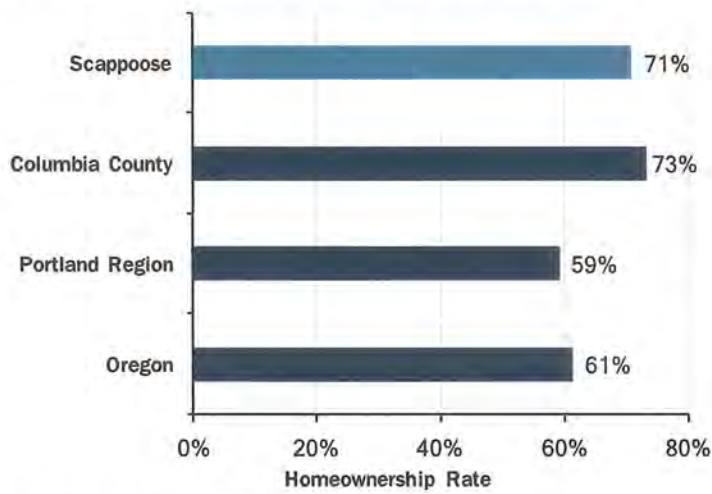
Figure H-3: Scappoose Building Permits: 2000 – 2016



Source: City of Scappoose.

Homeownership rates in Scappoose have remained relatively stable, with homeownership rates generally above 70% since 2000. In 2011-2015, the homeownership rate was 71% in Scappoose. In comparison, homeownership in the Portland region 59%. The statewide average is 61%.

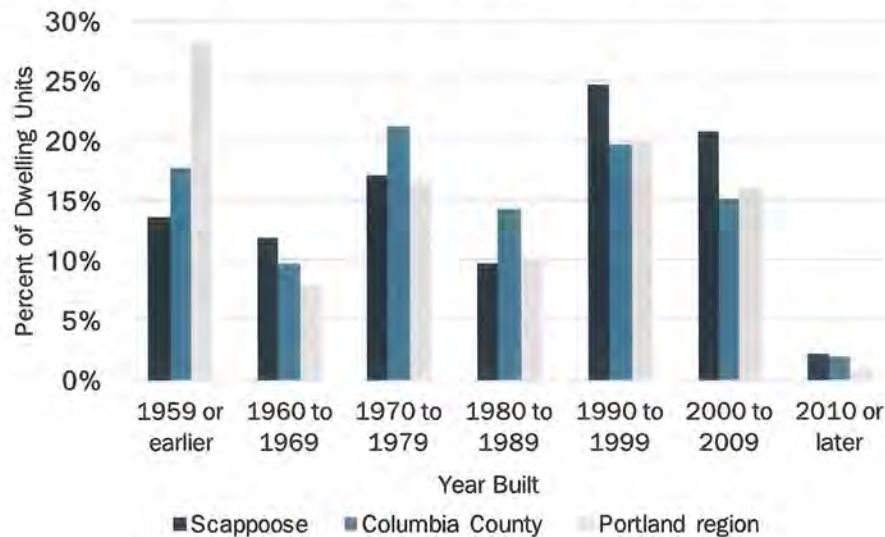
Figure H-4: Homeownership rates, Scappoose 2011-2015



Source: Census Bureau, 2011-2015 ACS

The majority of housing units in Scappoose were built after 1960, with about half of the units built between 1990 and 2009. Most of the dwelling units constructed were single-family detached homes, but a share of recent construction (between 2014-2016) has also included single-family attached and multifamily dwelling units.

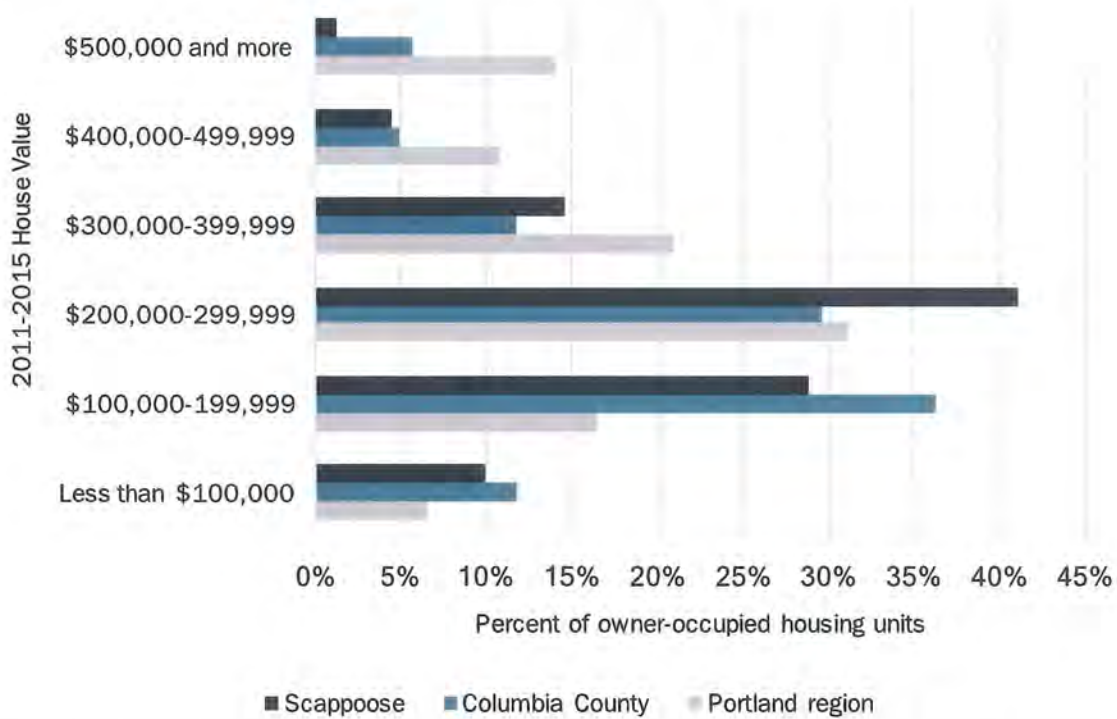
Figure H-5: Age of Housing by Year Built, Scappoose, 2011-2015



Source: 2011-2015 American Community Survey, Table B25034.

In 2011-2015, over one quarter of the owner-occupied units in Scappoose were valued between \$100,000 and \$199,999. Over 40% were valued between \$200,000 and \$299,999, and about 5% were valued over \$400,000. The median value for owner-occupied units was Scappoose is \$219,300.

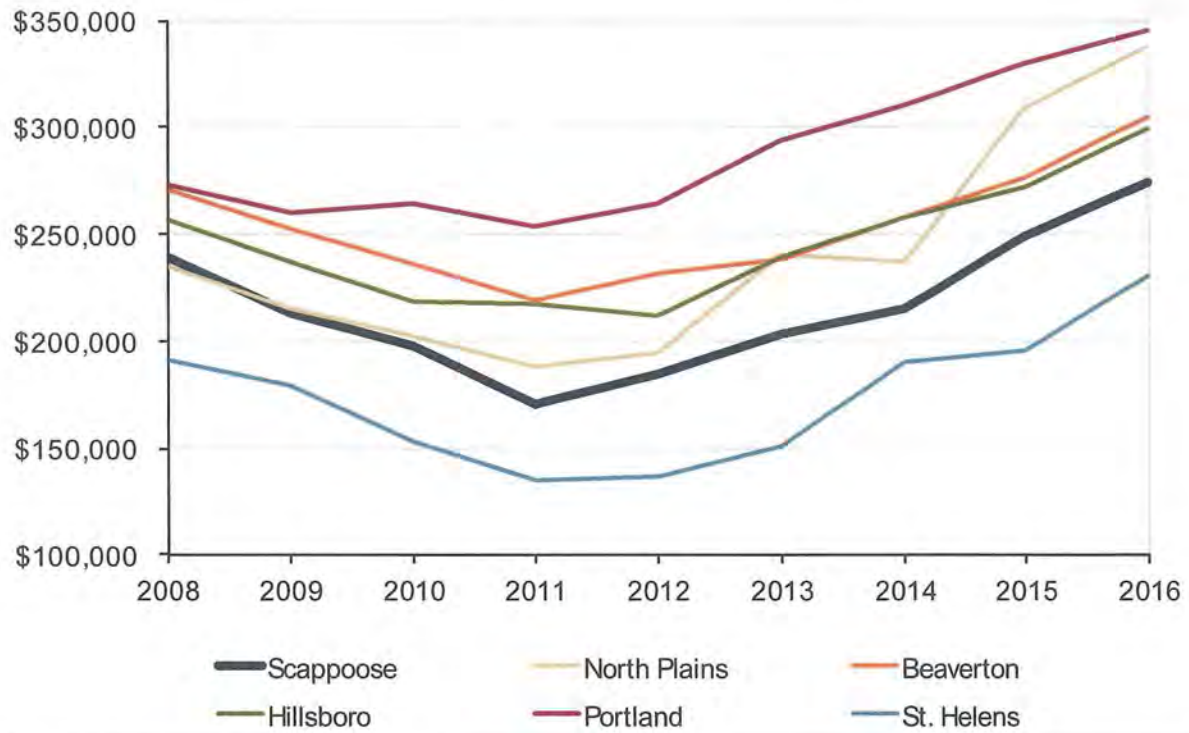
Figure H-6: Value of Owner-occupied Units, Scappoose, 2011-2015



Source: 2011-2015 American Community Survey.

Between 2008 and 2016, housing sales prices were relatively low compared to other cities in the Portland region. St. Helens is the only city that had consistently lower home prices than Scappoose during the same time period. Portland and Beaverton home sales were consistently higher since 2008, while the city of North Plains saw a steady increase in home sales prices between 2014 and 2016, as its median home price in 2016 was only slightly lower than Portland.

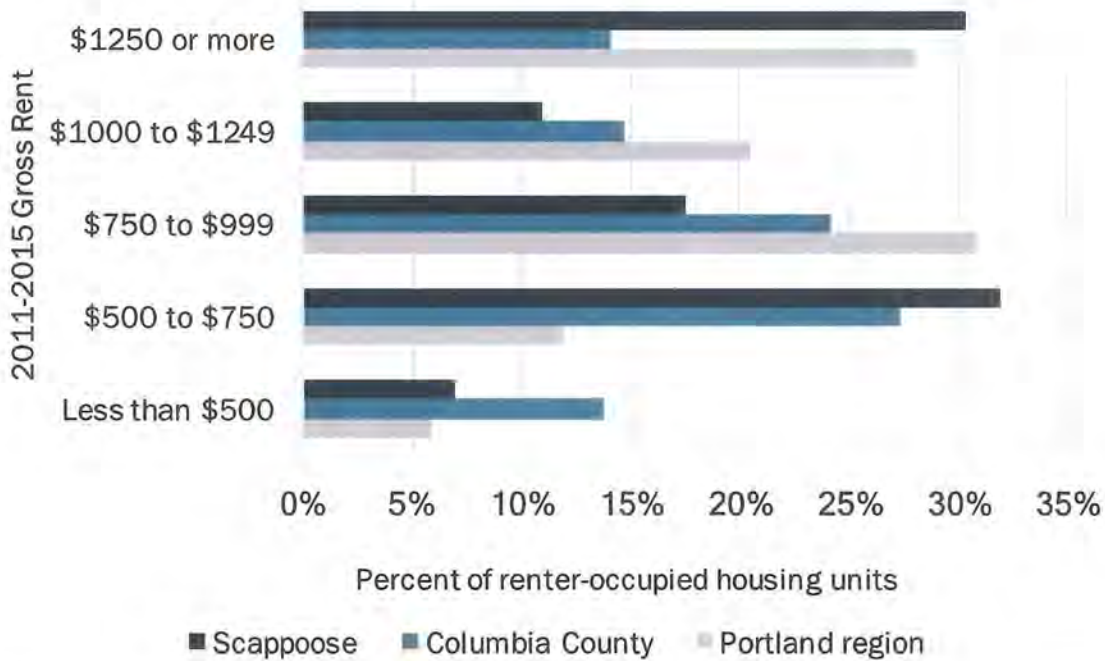
Figure H-7: Median Home Sale Price, Scappoose and Peer Cities, 2008-2016



Source: Columbia County Assessor, Property Radar, Zillow

In 2011-2015, about 40% of households have rent of less than \$750 and over \$1000. The median gross rent in Scappoose is \$882.

Figure H-7: Gross rent, Scappoose, 2011-2015



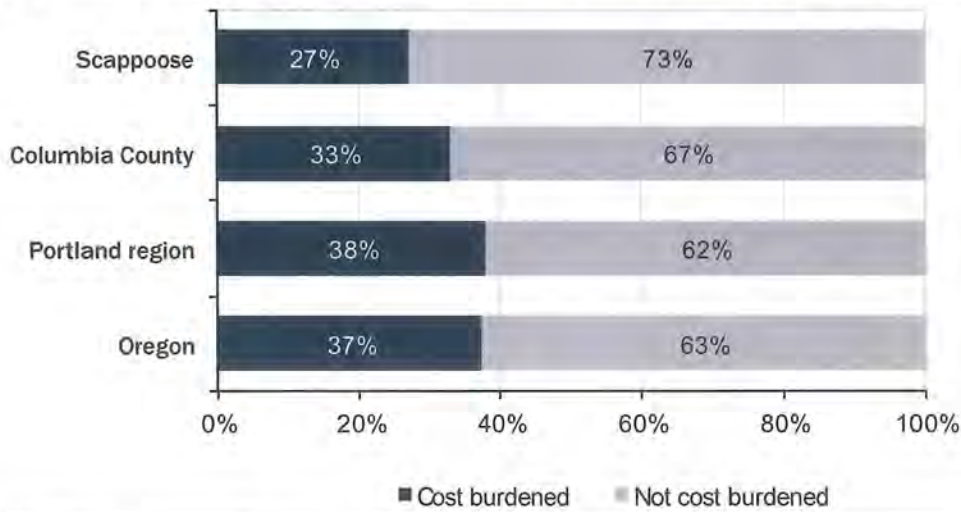
Source: 2011-2015 American Community Survey

Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 27% of Scappoose’s households are cost burdened. About 57% of renter households are cost burdened, compared with 16% of homeowners. Overall, Scappoose has a lower share of cost-burdened households than Columbia County or the Portland region. However, Scappoose has more cost-burdened renter households (57%) than the County (52%) or region (50%).

Figure H-8: Housing Cost Burden Scappoose, Columbia County, Portland region, Oregon, 2011-15

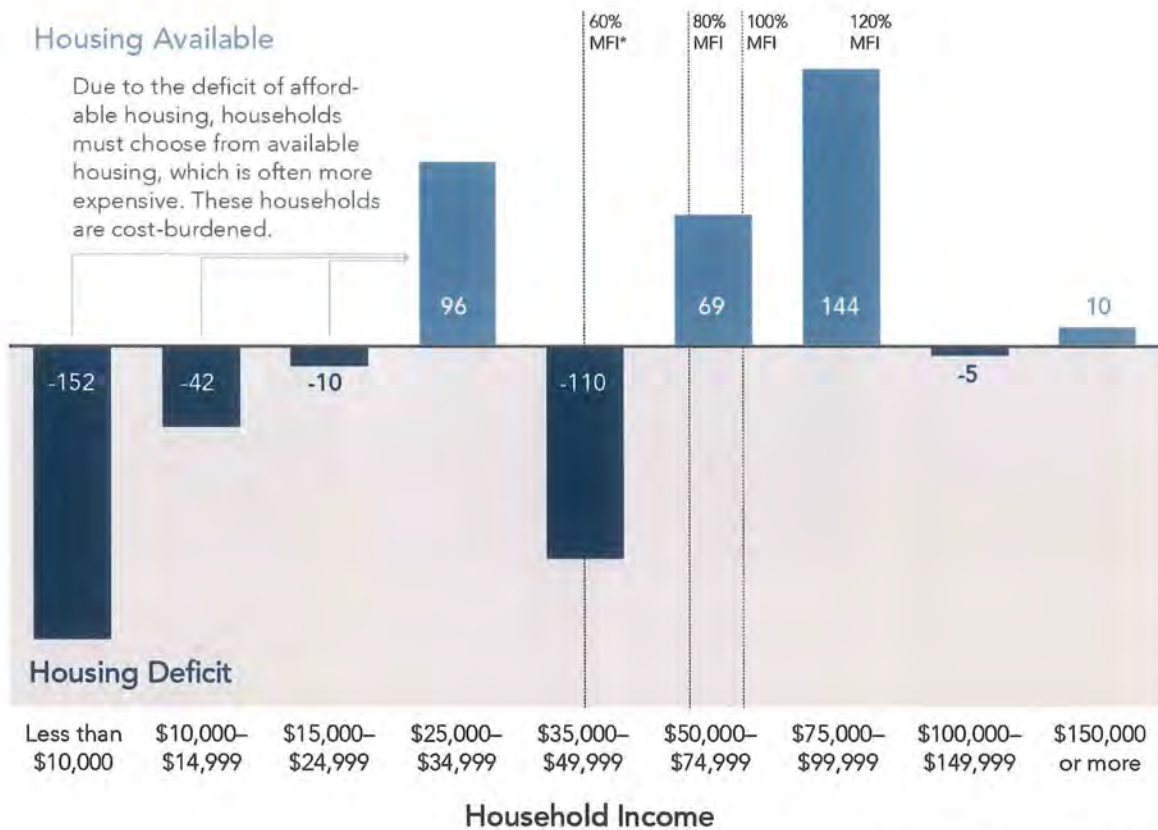


Source: US Census Bureau, 2011-2015 American Community Survey

Figure H-9 compares the number of households by income with the number of units affordable to those households in Scappoose. Scappoose currently has a deficit of housing affordable to households earning less than \$50,000. The deficit of housing for households earning less than \$50,000 (about 60% of Area Median Income) results in these households living in housing that is more expensive than they can afford. Households in this income range are generally unable to afford market rate rents. When lower cost housing (such as government subsidized housing) is not available, these households pay more than they can afford in rent. This is consistent with the data about renter cost burden in Scappoose.

The housing types that Scappoose has a deficit of are more affordable housing types such as apartments, duplexes, tri- and quad-plexes, manufactured housing, townhomes, and smaller single-family housing.

Figure H-9: Affordable housing costs and units by income level Scappoose, 2016



*Median Family Income for a family of four.

Source: US Census Bureau, 2011-15 ACS

Note: MFI is Median Family Income, determined by HUD for the Portland region, which includes Columbia County

Scappoose Land Availabilities Housing Needs Analysis

This chart was created by dividing buildable land by the minimum lot size and factoring out an allowance for streets.

Zone	Total Land	Buildable Land	Estimated Number of New Lots
A-1	59	21	175
MH	88	63	0
R-1	425	135	816 (Ord 635, 1995)
R-4	321	179	1287 (Ord 635, 1995)
Total	1149	398	2278 (Ord 635, 1995)

Estimated population increase at total land buildout

	Median Household size	
	PSU estimate	2.65
	New Lot	2278
Estimated Population Increase		6036
Existing Population		3580
Population at total land buildout		9616 Page 70 Table

H-4: Age of Housing by Year Built, Scappoose, 1976

	#	%
1970-76	97	31
1960-69	86	27
1950-59	55	17
1940-49	38	12
1920-39	25	8
Before 1920	15	5
Total	316	100

Source: 1976 Questionnaire, with 316 respondents.

Scappoose Residential Buildable Lands Inventory

The Scappoose Residential Buildable Lands Inventory (BLI) includes all residential land designated in the comprehensive plan within the Scappoose UGB. Data used for the analysis was provided by the Columbia County GIS Department. Specific data used included city/urban growth boundaries, tax lots, zoning, Oregon Wetlands Cover, and contours (to calculate slopes). The inventory then builds from the tax lot-level database to estimates of buildable land by plan designation.

The BLI identified land with no development capacity (predominantly land with existing development), land with constraints prohibiting development (land in floodplains, natural resource protection areas, and areas with slopes over 25%), and vacant unconstrained buildable land. About 53% of Scappoose's total residential land (684 acres) is developed, 22% (283 acres) is constrained, and 25% (327 acres) is buildable vacant land. The majority of buildable vacant land is in the Suburban Residential designation (260 acres).

Table H-1: Residential land by comprehensive Plan Designation and constraint status, Scappoose UGB, 2016

Plan Designation	Tax Lots	Total Acres	Acres with No		Total
			Development Capacity	Constrained Acres	Unconstrained Buildable Acres
General Residential	772	174	129	32	12
Suburban Residential	1,624	865	373	231	260
Manufactured Home	157	86	66	8	12
Commercial	218	169	116	11	42
Total	2,770	1,294	684	283	327
Percent of Total		100%	53%	22%	25%

Source: ECONorthwest

The capacity for new housing on vacant buildable land is estimated based on the allowable densities in each plan designation and zone, according to the zoning code. In addition, the analysis accounts for land needed for future rights-of-way based on analysis of the proportion of land currently in rights-of-way in developed areas within the city. Table H-2 shows the density assumptions and capacity (in dwelling units) land unconstrained buildable land in Scappoose's UGB. Scappoose's unconstrained buildable land has capacity to accommodate approximately 1,628 new dwelling units.

Table H-2: Estimate of residential capacity on unconstrained buildable land, Scappoose UGB 2016

Plan Designation	Total Unconstrained Buildable Acres	Density Assumption (DU/Acre)	Capacity (Dwelling Units)
General Residential	12.1	7.0	85
A-1	2.2	12.5	27
R-1	4.7	3.9	18
R-4	5.2	7.8	40
Suburban Residential	260.5	4.9	1,270
R-1*	203.5	4.4	895
R-4	56.9	6.6	375
Manufactured Home	12.2		78
MH	12.2	6.4	78
Commercial	16.0		195
EC	16.0	12.2	195
Total	300.7	5.4	1,628

Source: ECONorthwest

Housing Demand and Future Needs

Criteria often used to measure housing demand, suggest that it is substantial; population and building permit data both indicate the increased growth pressures that Scappoose has faced in the 1970's.

Then, current vacancy rates—0.67% for single family units and 2.83% for multi family units, in June, 1989—suggest that people who seek housing in the area have little choice in terms of availability. The demand is significantly greater than the supply.

Though we know the town's population is going to grow, we are not so certain about the types of housing that will be built. In a sense, it is anyone's guess. Estimating that Scappoose will grow by 6,420 people in the next 20 years, we assume there will be another 2,423 dwelling units that need to be built, with 2.65 people to the dwelling unit. We are estimating that the housing distribution for these units will be as follows:

Multi-family Dwellings	30% or 726 units
Manufactured Homes:	20% or 485 units (Ord 635, 1995)
Lower Cost FHA Type Single-family and Higher Priced Single-family Homes:	30% or 727 units
Other	20% or 494 units

In terms of future densities, we are making the following estimates for the various housing zones:

Multi-family Dwellings:	20 Units/Acre
Manufactured Homes (Ord 635, 1995):	7 Units/Acre
R-4 Zone:	6.5 Units/Acre
R-1 Zone:	5 Units/Acre

Housing Demand and Future Needs

A 20-year population forecast (in this instance, 2018 to 2038) is the foundation for estimating needed new dwelling units. Scappoose will grow from 7,686 persons in 2018 to 10,951 persons in 2038, an increase of 3,265 people.

Table H-3: Population Forecast, Scappoose UGB, 2018-2038

Year	Population
2018	7,686
2035	10,461
2038	10,951
Change 2017 to 2037	
Number	3,265
Percent	42%
AAGR	1.8%

Source: Oregon Population Forecast Program, Population Research Center, Portland State University

Growth of 3,265 people in Scappoose will result in demand for 1,229 new dwelling units within Scappoose over the 2018-2038 period.

Table H-4: Forecast of demand for new dwelling units, Scappoose UGB, 2018 to 2038

Variable	New Dwelling Units (2018-2038)
Change in persons	3,265
<i>minus</i> Change in persons in group quarters	31
<i>equals</i> Persons in households	3,234
Average household size	2.73
New occupied DU	1,185
<i>times</i> Aggregate vacancy rate	3.7%
<i>equals</i> Vacant dwelling units	44
Total new dwelling units (2018-2038)	1,229
Annual average of new dwelling units	61

Source: ECONorthwest, based on data from the Oregon Population Forecast Program and 2011 American Community Survey

In the future, the need for new housing developed in Scappoose will include more housing generally more affordable, with some housing located in walkable areas with access to services. As a result, Scappoose will require a larger percentage of new single-family attached and multifamily units when compared with the existing mix of housing in the city. The Housing Needs Analysis describes the factors that are causing this change in housing need. In short, these factors include demographic changes (e.g., the aging of the Baby Boomers and growth of Millennial households) and the existing need for more affordable housing.

Table H-5: Forecast of demand for new dwelling units, Scappoose UGB, 2018 to 2038

Variable	Mix of New Housing Units (2018-2038)
Needed new dwelling units (2018-2038)	1,229
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	65%
<i>equals</i> Total new single-family detached DU	799
Single-family attached	
Percent single-family attached DU	7%
<i>equals</i> Total new single-family attached DU	86
Multifamily - 2 to 4 du/ structure	
Percent multifamily-2 to 4 du/ structure	10%
Total new multifamily - 2 to 4 du/ structure	123
Multifamily - 5+ du/ structure	
Percent multifamily- 5+ du/ structure	18%
Total new multifamily - 5+ du/ structure	221
<i>equals</i> Total new dwelling units (2018-2038)	1,229

Source: ECONorthwest, based on data from the Oregon Population Forecast Program and 2011 American Community Survey

The final step in the analysis of the sufficiency of residential land within Scappoose is to compare the demand for housing (Table H-5) with the capacity of land (Table H-2). The details of this analysis are described in the Housing Needs Analysis.

Table H-6 shows that Scappoose has sufficient capacity to accommodate housing, with a surplus of capacity for about 397 units in the Suburban Residential designation. This surplus is equivalent to about 81 acres of vacant land.³

Table H-6: Comparison of capacity of existing residential land with demand for new dwelling units and land surplus or deficit, Scappoose UGB, 2018-2038

Plan Designation	Capacity (Dwelling Units)	Demand for New Housing	Comparison (Supply minus Demand)
General Residential	85	83	2
Suburban Residential	1,270	873	397
Manufactured Home	78	78	-
Commercial*	195	195	0

Source: ECONorthwest

Summary

It needs to be re-emphasized that projecting future housing for a community experiencing such a marked transition from rural community to a suburban community is tenuous, at best. With such a rapid character change, economic and social profiles of future residents and their particular housing desires may vary markedly from those of the existing populace. Still, the policies of the Plan and the provisions of the Zoning Ordinance shall be such as to encourage housing opportunities for all, utilizing the assumptions made on future housing needs. Characterization of the existing housing situation is much simpler. First, Scappoose is a "bedroom community" in the midst of development pressures. Secondly, the image of Scappoose as a town of single family dwelling units is being modified to indicate a growth in multi-family dwellings. And third, problems with the existing Public Works System have limited residential growth but should soon be overcome.

³ This assumes an average density of 4.9 dwelling units per acre, which is the average density assumption for Suburban Residential in Table H-2.

Section: General Goals and Policies

Housing Density Assumptions

The adopted Development Code of the City of Scappoose contains 4 residential zones. The adopted Development Code allows Manufactured Home parks (approximately 8 units/acre) and manufactured homes on individual lots (depends upon the density of each zone. The plan assumes a density of seven units per acre. OMHDA estimates that one-third of all new Manufactured Homes are in subdivisions, one-third in parks and one-third in rural areas. Thus, we expect a fifty-fifty split between those in parks and those in subdivisions. (Ord 635, 1995)

In the A-1 zone, the standard is 5,000 square feet for the first two units and 2,000 square feet for each additional unit. Twenty-one units can be constructed on an acre. However, that figure drops slightly for small parcels because of the initial 5,000 square feet standard. This Plan assumes a 20 unit per acre density for the A-1 zone. Approximately one-fifth of the vacant lands zoned A-1 are on lots of one-half acre or less.

In the R-4 zone the minimum lot size is 7,500 square feet for a single family home or duplex. If all construction in the R-4 zone were single family units, the maximum density would be 5.8 units per acre. However, since duplexes, tri-plexes and four-plexes are allowed outright at increased densities, the density needs to be higher than the 5.8 figure. This Plan assumes a 6.5 unit per acre density for the R-4 zone because of the opportunity to build some small multifamily units.

In the R-1 zone the standard is 7,500 square feet for each single family unit. At saturation this would also be 5.8 units per acre. However, this land is mostly in the hills on irregular lots and is expensively priced as view property. It is separated from multi-family units because of the owners' greater desire for larger lots and this plan assumes a density of 5 units per acre for the R-1 zone. In fact the average lot size of the City's last five subdivisions in this zone was 8,050 square feet.

Projected Housing Mix

As stated, the percentage of single family dwellings in the City fell from 87 percent to 77 percent in the period from 1970-1978; at the same time, the percentage of multi-family dwellings increased from 13 percent to 22 percent. Still, Scappoose must be considered the "Beverly Hills" of Columbia County as in 1970 its housing cost for owner-occupied homes was 36 percent higher than the County, and its rents were 12 percent higher. Though there are Page 126 not accurate statistics on the income characteristics of Scappoose residents, current housing cost data suggest its suburbia image is still appropriate: according to records of the Metropolitan Homebuilders Association, the average single family home in Scappoose in 1981 cost \$47,555 to build while seven miles to the north in St. Helens it cost \$42,920. It should be noted this disparity comes not from lower densities (the towns have similar density standards and the building lots were fairly comparable in square footage), nor from building constraints (if anything, the St. Helens bedrock presents more difficulty), but from higher land costs and larger sized homes in Scappoose. (The County does not have housing cost or employment characteristic projections to compare these assumptions to.)

Projecting the demand for Manufactured Homes presents a problem. With a past restrictive ordinance, only one percent of all houses in Scappoose were Manufactured Homes. However, for the past 18 months there have been Manufactured Home designated lands in the City and they have seen no sign of activity. Most of the Manufactured Home parks outside Scappoose are close to saturation though outdated in many ways. (Ord 635, 1995)

Supporting County data confuses the issue some more. Though over the last ten years, Manufactured Home units have made up 41 percent of all new building permits (848 units), they still comprise just 14 percent of the existing housing stock. Of the 848 new units, more than 3/4 were sited on lots greater than one-half acre; that is, they'd probably not be sited in Manufactured Home parks or subdivisions even if they were available. (Ord 635, 1995)

So assuming that the County issued 2,070 building permits over the last ten years and that 190 permits were for Manufactured Home (Ord 635, 1995) smaller lot sites, it appears that nine percent of all County permits were for Manufactured Home (Ord 635, 1995) parks in semi-urban surroundings.

On the one hand there appears to be a need for increased multi-family units and Manufactured Homes (Ord 635, 1995) and on the other there is still a significant market for larger homes in the City. Based on these thoughts the City projects a housing mix need of:

Multi-family dwellings	30% or 761 units
Manufactured Homes (Ord 635, 1995)	20% or 507 units
Lower cost FHA type single family	20% or 507 units
Moderate and higher Cost Single Family	30% or 761 units

Land Area Needs

In general, though each zoning designation allows a wide range of alternative housing options, it is expected that certain zones will correspond with the projected housing mix needs.

Multi-family dwellings (MFD) are allowed in the A-1 zone as outright uses, and duplexes, triplexes and four-plexes are allowed in the MH and R-4 zones as an outright use. (Ord 635, 1995) The City intends to meet its 761 projected MFD need with a combination of A-1 and R-4 zoning. If 67 percent is to be met with the A-1 zone, then there should be at least 26 vacant buildable acres designated A-1 and 39 vacant buildable acres designated R-4.

If the lower cost single family homes were also to be built in the R-4 zone, then 78 vacant buildable acres should be zoned R-4. (These 78 vacant acres should not be hillside property-view lots.)

And if all Manufactured Home (Ord 635, 1995)s were constructed in the MHR zone, then 73 buildable vacant acres should be zoned MHR.

The moderate and higher priced homes may be in either of the R-4 or R-1 zones. If all were in the R-4 zone, then 117 acres should be so zoned; if all were in the R-1 zone, then the figure is 152 acres.

These assumptions lead to a projected zoning acreage of:

A-1 minimum of 26 vacant buildable acres for multi-family units

R-4 minimum of 39 vacant buildable acres for multi-family units, and 78 vacant buildable acres for lower cost single family units

MHR minimum of 73 vacant buildable acres on parcels of two acres or more for Manufactured Homes (Ord 635, 1995).

In addition, there should be a combination of R-4 and R-1 lands to meet the needs of moderate and higher cost homes; this combination should be a total of between 117 and 152 acres.

Lands Suitable and Available for Residential Use

Under the 1982 Zoning Map, there are 1,070 acres zoned for residential activity. However, not all this land can be used for new residences:

Land zoned for residential activity	1,090 acres
less land for existing homes	200
land for public uses	160
rights-of-way	75
unbuildable land because of steep slopes or flood plain	125
plus unbuildable land that may be part of a PUD	40
	555
Less land needed for improvements in new subdivisions (20%)	110
	445 acres of vacant building land

With the exception of two acres zoned for Manufactured Home (Ord 635, 1995), all the MHR acres are buildable and in tracts of three acres or more. (Sentence deleted, per Section 6, Ord 637, 1996)

In making the calculations on buildable land, the City made the assumption that a site was buildable if it were one-half acre or greater and only had one residence on it. In such cases, the lot size was reduced by the zone's minimum lot size, and the result was then included in the buildable acreage totals.

Comparison of Land Needs and Available Lands

<u>Vacant Land Needs for Housing</u>	<u>Buildable Vacant Lands</u>
MHR - 73 acres	MHR - 75 acres
A-1 - 26 acres	A-1 - 50 acres
R-4 - 39 acres for	R-4 - 180 acres (only 15

multi-family units _____ of which is hillside)
78 acres for lower cost units
R-4 or R-1 ~ 117 to 152 acres _____ R-1 ~ 140 acres
for moderate and higher cost
units

Therefore, the land in the City's existing limits will be able to accommodate a population of 10,000 people and their projected housing mix. The analysis for the land needs calls for 331 to 366 acres although the City limits only contain 450 vacant acres suitable for building.

Housing

Significant Findings of Plan with Regard to Housing

1) Existing zoning is somewhat restrictive in that Manufactured Homes (Ord 635, 1995) were not allowed in the City and zoning for multi-family dwellings was limited. Scappoose has about 301 acres of vacant unconstrained buildable residential land, including 16 acres of Commercial land in zones where housing is permitted outright. That land has capacity for 1,628 units of housing.

2) For two years the City instituted a moratorium on new subdivisions due to problems with the water treatment plant; those problems have been corrected and the moratorium has been lifted. Scappoose is forecast to grow by 3,265 people over the 2018-2038 period. New population will drive demand for 1,229 new dwelling units.

3) The growth rate for Scappoose over the last 15 years has been between 6 percent and 7 percent per year. The area has an extremely low vacancy rate. The City's needed housing mix is: 65% single-family detached housing, 7% single-family attached housing, 10% multifamily housing with 2 to 4 units per structure, and 18% multifamily housing with 5 or more units per structure.

4) Scappoose is considered a bedroom community of Portland as 45 percent of its residents work in Multnomah County. Scappoose is planning to accommodate the majority of multifamily development in the Expanded Commercial zone. Multifamily development is an outright permitted use in the EC zone, with clear and objective standards. Multifamily housing in the EC zone is developed based on standards of the A-1 zoning district. Over the last five years, about 10 dwellings of multifamily housing developed in Commercial zones per year. The City assumes this trend will continue, especially with removal of the zoning limitation for eight dwelling units per structure in the A-1 and EC zone. Much of the vacant land in the EC zone is along Highway 30 in the south part of the city, adjacent to R-4 zoned land. Multifamily housing development is desirable in this area.

5) The City limits can accommodate in excess of 10,000 people, which is more than three times the existing population. (Ord 637, 1996) Scappoose will need to plan to provide opportunities for development of a wider range of housing types. Eighty-two percent of the housing in Scappoose's housing market is single-family detached. While Scappoose will continue to need single-family detached housing in the future, the City's needed housing mix includes a wider range of housing types, such as small lot single-family housing, townhouses and all types of multifamily housing.

6) It is estimated that 30 percent of newly constructed dwellings will be in multifamily dwellings; that 20 percent will be Manufactured Home (Ord 635, 1995)s; that 20 percent will be lower-cost FmHA type housing; and that 30% will be moderate or higher priced homes. (Ord 637, 1996)

8) The Oregon Legislature has mandated that manufactured homes be permitted in any single-family residential zone. (Ord 618, 1994) (1982 Update)

Goal for Housing

It is the goal of the City of Scappoose to:

1) Increase the quantity and quality of housing for all citizens. Provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.

2) Locate housing so that it is fully integrated with land use, transportation and public facilities.

3) ~~Concentrate~~ Locate high-density multi-family dwellings in a few areas of the City with access to key transportation corridors, commercial centers, and other services 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~~ incompatible uses.

5) Support development of low-income and workforce-affordable housing through development of land use policies that allow and encourage affordable housing production and working with agencies and developers of affordable housing.

Policies for Housing

It is the policy of the City of Scappoose to:

1) Maintain adequate zoning, subdivision, and building codes to help achieve the City's housing goals and meet the housing needs identified in the Housing Needs Analysis.

2) ~~Limit housing in hazardous areas as well as in significant fish and wildlife areas.~~ Ensure that newly developed housing adjacent to or within Sensitive Lands receive the appropriate development permit.

3) ~~Encourage high-density multi-family dwellings in a few areas of the City and distribute low density multi-family dwellings throughout the City.~~

~~3) 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.~~

4) Provide opportunity for development of housing affordable to low- and moderate-income households, including government-assisted housing.

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. Multi-family housing should be compatible with surrounding uses and should be scaled to be compatible with adjacent areas zoned for single-family housing.~~

~~B. They Multi-family development 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.~~

C. D. They Multi-family development should be encouraged in areas close to commercial centers and corridors.

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. Manufactured Home parks should be compatible with surrounding uses and should be permitted in areas zoned for a residential density of 6 to 12 dwelling units per acre.~~

~~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.~~

7) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.

~~8) 7) Ensure that subdivisions provide all necessary full array of public services at the expense of paid for by the developer.~~

~~9) 8) Re-evaluate City ordinances and, where possible, streamline administration and requirements in order to reduce development costs allowing a reasonable reduction of development costs.~~

10) 9) Encourage energy efficient housing patterns in residential developments through efficient use of land and encouraging multi-family development in appropriate areas.

~~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.~~

(Ord 637, 1996 deleted #12)

~~11) 13) Will review this housing policies during its next Plan review to determine changes needed to meet the needs of Scappoose's low-income residents. Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.~~

~~12) 14) Pursuant to state law, p Permit siting of manufactured homes on all land zoned for single family residential uses. (Ord 618, 1994)~~

General Goals of the City of Scappoose for Land Uses

[...]

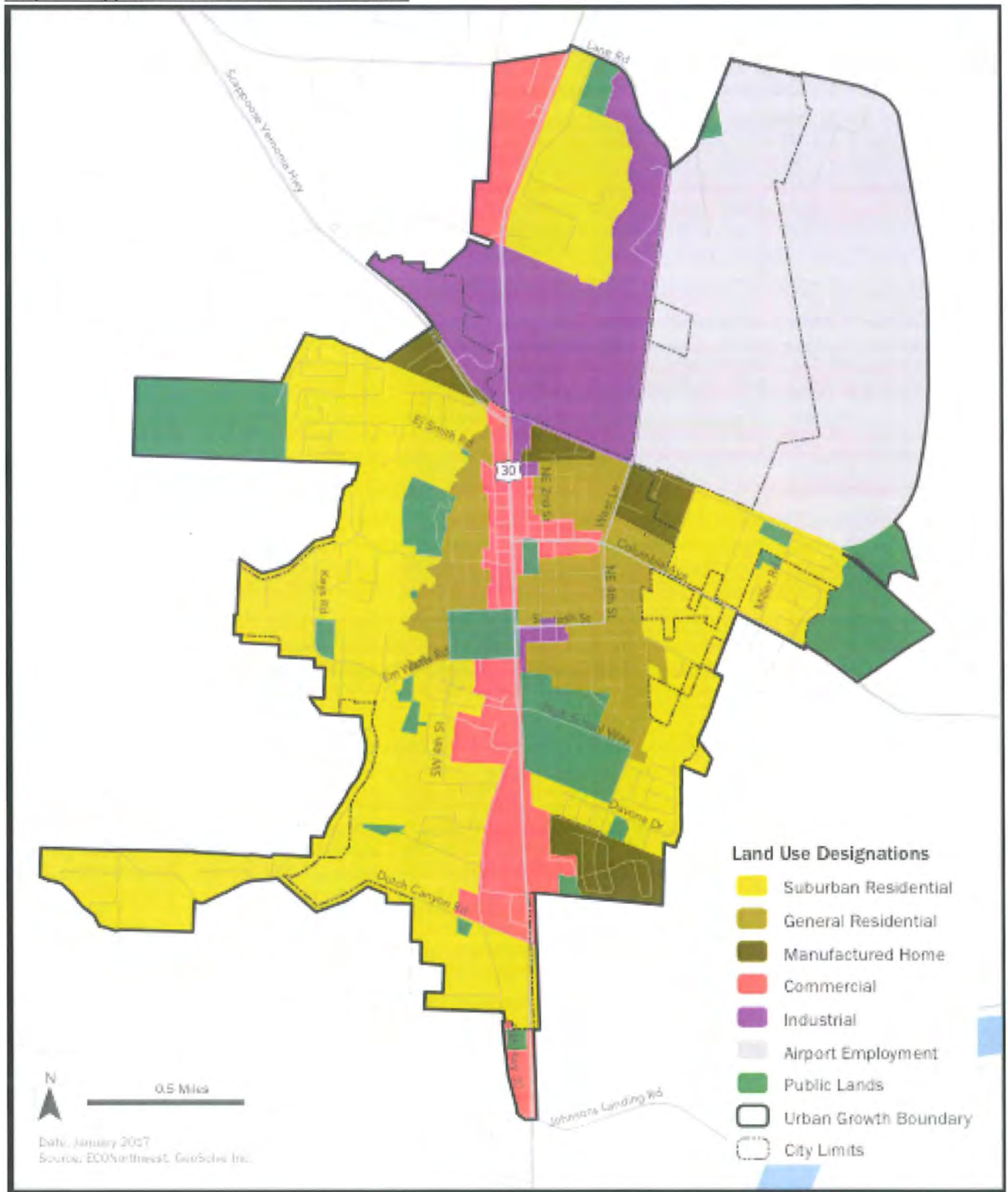
15) Housing that meets the local residents' basic housing needs should be ~~promoted~~ allowed and encouraged.

General Residential Goals and Policies

Preface

This designation is intended for older areas of town which are centrally located, where community services are convenient, and where residential densities are highest. Though such areas are zoned R-4, A-1, or R-1, all of the current GR lands are zoned A-1 or R-4; the latter allows up to four-plexes as outright uses, while the former allows all forms of multi-family dwellings as outright uses. Roughly ~~214~~ 174 acres are designated as GR.

Map of Scappoose's General Residential Lands



Goal for the General Residential Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Create conditions suitable for higher concentrations of people in proximity to public services, shopping, transportation and other conveniences.
- 2) To provide places suitable for multi-family dwellings and single family dwellings.
- 3) Locate high-density multi-family dwellings in a few areas of the City with access to key transportation corridors and commercial centers and other services.

Policies for the General Residential Land Use Designation

It is the policy of the City of Scappoose to:

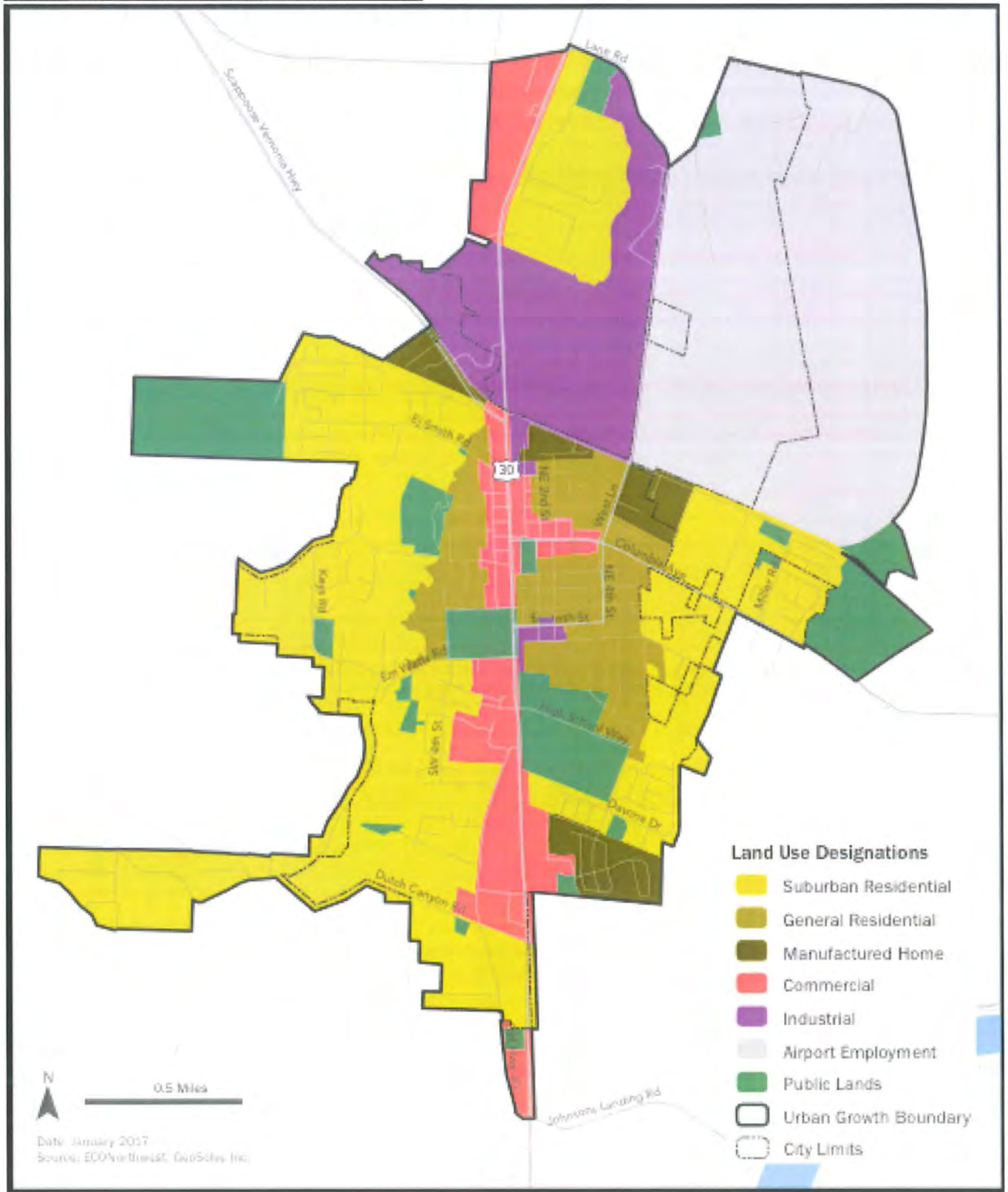
- 1) Protect General Residential areas from conflicting land uses, unnecessary through traffic, and other undesirable influences.
- 2) Encourage greater densities in the ~~older~~ portions of town which are convenient to shopping and other ~~conveniences~~ amenities, and more suitable for development at greater densities than outlying areas.
- 3) Permit multi-family dwellings which conform to the following general guidelines:
 - 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.~~ Multi-family housing should be compatible with surrounding uses and should be scaled to be compatible with adjacent areas zoned for single-family housing.
 - B. Multi-family development 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.~~
 - C. D. Multi-family development should be encouraged in areas close to commercial centers and corridors.
- 4) Make effective use of vacant City residential lots, particularly odd-shaped parcels and those isolated within blocks.
- 5) Provide opportunity for development of housing affordable to low- and moderate-income households, including government-assisted housing.

Suburban Residential Goals and Policies

Preface

The Suburban Residential designation is intended for areas within or adjacent to cities where a permanent, semi-suburban character is being established. However, housing choices are not limited solely to single-family detached homes; duplexes, tri-plexes, and four-plexes may also be allowed. A wide range of public services and facilities are or would be made available in these areas as they move toward complete urbanization. Approximately 865 997 acres are designated SR, and these are predominantly to the west and southwest. (~~Ord 637, 1996~~)

Map of Scappoose's Suburban Residential Lands



Policies for the Suburban Residential Land Use Designation

It is the policy of the City of Scappoose to:

1) ~~Require that new developments include adequate public street access for each house lot, paved streets, curbs, City sewer and water, storm drainage, street lights, and sidewalks. Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.~~

(#2 deleted by Ord 637, 1996)

3) Promote the development of homesites at a density and standard consistent with: the level of services that can reasonably be provided, and the characteristics of the natural environment.

4) Review diligently all subdivision plats to ensure the establishment of a safe and efficient road system.

5) Encourage developers to allocate land for open space or recreation in their subdivisions.

6) ~~Ensure that new developments do not create additional burdens on inadequate sewer, water, street and drainage systems. In such cases, the City shall require the subdivider to do the necessary off-site improvements, and in return it may grant density variances so that such off-site costs do not make the project prohibitive.~~

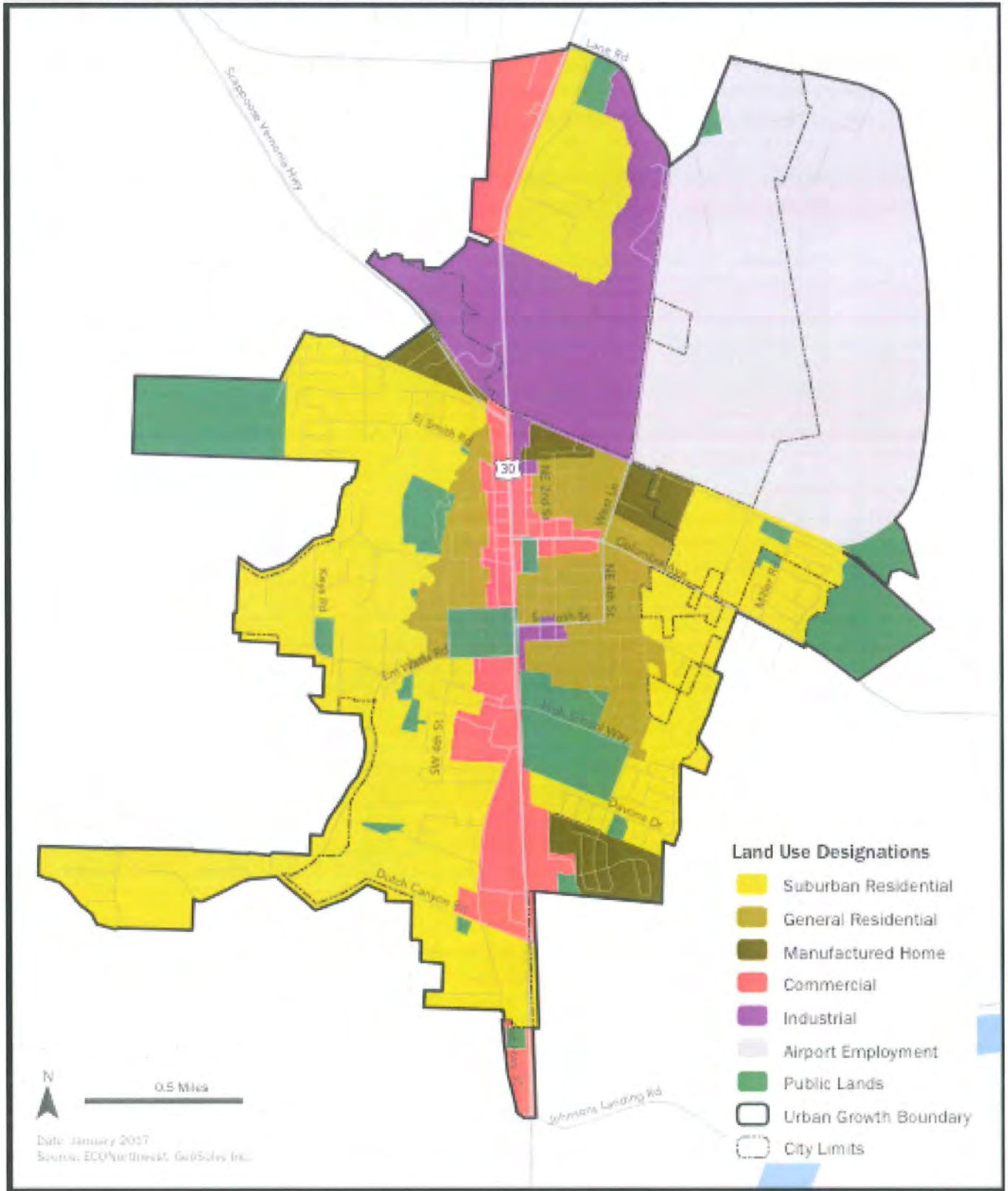
Manufactured Home ~~(Ord 635, 1995)~~ Residential Goals and Policies

Preface

The designation is intended for areas that the City feels would be best suited for Manufactured Home parks and Manufactured Home subdivisions, though all forms of housing are allowed. (Ord 635, 1995)

There are ~~75~~86 vacant buildable acres designated MHR. The bulk of these lands are in the southern part of the City, though there are three separate smaller areas to the north. Two of these northern areas are already being used for Manufactured Homes and sewers will allow increased intensification. (Those lands already used for Manufactured Homes are not included in the ~~75~~86 vacant acre figure.)

Map of Scappoose's Manufactured Home (Ord 635, 1995) Residential Lands



Policies for the Manufactured Home -Residential Land Use Designation (Ord 635, 1995)

- 1) ~~Minimize the potential for adverse impact of a Manufactured Home to adjacent properties by developing site location and design guidelines. (Ord 635, 1995). Manufactured Home parks should be compatible with surrounding uses and should be permitted in areas zoned for a residential density of 6 to 12 dwelling units per acre.~~
- 2) Ensure that Manufactured Home parks meet the Manufactured Home park standards as set forth by the State Department of Commerce. (Ord 635, 1995)
- 3) ~~Prohibit the siting of Manufactured Homes within the City limits in areas recognized as established or single family neighborhoods. (Ord 635, 1995). They should include open space or recreational facilities for their residents as well as off-street parking and adequate access.~~
- 4) ~~Ensure that Manufactured Home park developments allot open space or recreation opportunities for the residents. (Ord 635, 1995)~~
- 5) ~~4) Encourage the siting of Manufactured Homes in planned environments. (Ord 635, 1995)~~

Appendix C: The Plan and Zoning

As stated elsewhere in the Plan, the Comprehensive Plan is the long-range guiding document, while the zoning regulations are the short-run instrument. Thus, though State law has stated that a Zoning Ordinance may not allow an activity that is not permitted in the Comprehensive Plan, it does not mean that the two have to be identical. For instance, the long-range plan may see an area evolving gradually to commerce, but not needed for commerce at the present time; a city may then zone the land for multi-family dwellings for the time being but designate it as commercial on the Comprehensive Plan Map. (Obviously, precautions are warranted to ensure that the residential development does not preclude commerce in the future.) (Ord 635, 1995)

Comprehensive Plan designation acreages break down to the following:

Industrial	135 288 acres	(77 60 in City)
Commercial	98 238 acres	(98 165 in City)
Manufactured Home Residential	86 97 acres	(88 84 in City)
General Residential	174 226 acres	(140 226 in City)
Suburban Residential	865 997 acres	(610 665 in City)
Public and Semi-Public Land	160 287 acres	(160 220 in City)
	1,570 2848 acres	(2095 in City)

Appendix I

2008 Population Forecasts for Columbia County Oregon, its Cities & Unincorporated Area, 2010 to 2030. Coordinated Population Forecast 2017 through 2067: Columbia County Urban Growth Boundaries (UGB) & Areas Outside of UGBs

Medium Growth Forecast Figure 1 shows the population forecast for the Scappoose UGB that was adopted for planning purposes (~~Ord 816, 2011~~)

Appendix L

2017 City of Scappoose Housing Needs Analysis

Chapter 17.26

DEFINITIONS

Sections:

- 17.26.010 Meaning of words generally.
- 17.26.020 Meaning of common words.
- 17.26.030 Meaning of specific words and terms.

17.26.010 Meaning of words generally. All of the terms used in this title have their commonly accepted, dictionary meaning unless they are specifically defined in this chapter or definition appears in the Oregon Revised Statute, or the context in which they are used clearly indicates to the contrary. (Ord. 634 §1 Exh. A (part), 1995)

17.26.020 Meaning of common words. A. All words used in the present tense include the future tense.

B. All words used in the plural include the singular, and all words used in the singular include the plural unless the context clearly indicates to the contrary.

C. All words used in the masculine gender include the feminine gender.

D. The word "shall" is mandatory and the word "may" is permissive.

E. The words "building" includes the word "structure."

F. The phrase "used for" includes the phrases "arranged for," "designed for," "intended for," "maintained for" and "occupied for."

G. The words "land" and "property" are used interchangeably unless the context clearly indicates to the contrary. (Ord. 634 §1 Exh. A (part), 1995)

17.26.030 Meaning of specific words and terms. (Also see Chapters 17.84, 17.88, 17.94 and Chapter 17.114). As used in this title: "Abut/abutting" and "adjacent/adjoining or contiguous lots" means two or more lots joined by a common boundary line or point. "Accept" means to receive as complete and in compliance with all submittal requirements.

"Access" means the place, means or way by which pedestrians, bicycles and vehicles enter or leave property. A private access is an access not in public ownership or control by means of deed, dedication or easement.

"Access way" means a pedestrian and/or bicycle connection between two rights-of-way, or to achieve other connectivity needs as determined by the planning commission. An access way conforms to city standards and is in either an off-street public right-of-way or a public access easement on private property.

"Accessory building" means a detached subordinate building, the use of which is clearly incidental to that of the existing principal building and is located on the same lot with the principal building.

Accessory buildings may include garages, carports, sheds, greenhouses, storage buildings, and similar structures.

"Accessory use" means a use customarily incidental, appropriate and subordinate to the existing principal use and located on the same lot.

"Addition" means a modification to an existing building or structure which increases the site coverage or building volume.

"Administrative decision" means a decision by the planner.

"Adult bookstore" means an establishment having at least ten percent of its merchandise, items, books, magazines, other publications, films or videotapes for sale, rent or viewing on the premises that are distinguished or characterized by their emphasis on matters depicting the sexual activities or anatomical areas.

"Adult motion picture theater" means an establishment used for the presentation of motion pictures or videotapes having as a dominant theme material distinguished or characterized by an emphasis on matter depicting sexual activities or anatomical areas.

"Alley" means a minor way which is used primarily for vehicular service access to the back or side of properties otherwise abutting on a street.

"Alteration" means a change in construction, use or occupancy. When the term is applied to a change in construction, it is intended to apply to any change, addition or codification in construction. When the term is used in connection with a change of occupancy, it is intended to apply to changes of occupancy from one classification to another or from one division to another per the Uniform Building Code.

Alteration, Structural. "Structural alteration" means any change or repair which would tend to prolong the life of the supporting members of a building or structure, such as alteration of bearing walls, foundation, columns, beams or girders. In addition, any change in the external dimensions of the building shall be considered a structural alteration.

"Amendment" means a change in the wording, context or substance of this title or the comprehensive plan, or a change in the boundaries of a zone on the zoning map or the boundaries of a designation on the comprehensive plan map.

"Animal hospital" means any building or portion thereof designed for the care, observation or treatment of animals.

"Appeal" means a request that a final decision by the initial hearing authority be considered by a higher authority.

"Approval authority" means either the planner, the planning commission, or the council, depending on the context in which the term is used.

"Auto wrecker" means any person who wrecks, dismantles, permanently disassembles or substantially alters the form of any motor vehicle.

"Auto wrecking yard" means any land, building or structure, used for the wrecking or storing in the open of such motor vehicles or the parts thereof, or sale of used automobile parts, or for the storage, dismantling or abandonment of junk, obsolete automobiles, trailers, trucks, machinery or parts thereof and are not being restored to operation. Two or more dismantled, obsolete, inoperable motor

vehicles on one lot, or the parts thereof, shall constitute a wrecking yard.

"Automobile service station" means any premises used for supplying gasoline, oil, minor accessories and service, excluding body and fender repairs, for automobiles at retail direct to the customer.

"Automobile and truck sales area" means an open area, other than a street, used for the display, sale of, or rental of new or used motor vehicles or trailers and where no repair work is done except minor incidental repair of motor vehicles or trailers to be displayed, sold or rented on the premises.

"Basement" means a portion of a building which has less than one-half of its height measured from finished floor to finished ceiling above the average grade of the adjoining ground and not deemed a story unless the ceiling is six feet or more above the grade. "Bed and breakfast" means an owner-occupied single-family residential dwelling where meals and lodging are offered for compensation that contains no more than two rental units and limits guest stays to five days or less.

"Building" means any structure having a roof supported by columns or walls and intended for the shelter, housing or enclosure of any individual, animal, process, equipment, foods or materials of any kind or nature.

"Building envelope" means that portion of a lot or development site exclusive of the areas required for front, side and rear yards and other required open spaces and which is available for siting and constructing a building or buildings.

"Building official" means a person duly authorized by a municipality and the State of Oregon with responsibility for the administration and enforcement of the State Building Code in the municipality, or his duly authorized representative.

"Building type" means:

—A. 1. Nonresidential: buildings not designed for use as human living quarters.

a. Detached. A single main building, freestanding and structurally separated from other buildings.

b. Attached. Two or more main buildings placed side by side so that some structural parts are touching one another, located on a lot or development site or portion thereof.

2. Residential.

a. "Single-family detached dwelling:" any detached freestanding structure ~~designed for occupancy by one family. One dwelling unit is a freestanding and structurally separated from any other dwelling unit or buildings,~~ located on a lot or planned unit development site.

b. "Accessory dwelling unit:" a self-contained secondary unit with a separate entrance and kitchen used in conjunction with an existing single-family detached dwelling.

c. "Cottage:" a small single-family detached dwelling located in a cottage cluster and developed consistent with the standards in Chapter 17.58.

d. "Townhouse" is a dwelling designed or used for occupancy by one household, having a common wall with one or more other dwelling,

where each dwelling unit is on an individual, legally subdivided or partitioned lot. A row of townhouses will be comprised of between two to four attached units. Townhouses will have independent services that include but are not limited to sewer, water, and electricity. Townhouse dwellings will have a zero lot line at the common wall.

e. "Duplex or two-family dwelling:" any building with two attached housing units designed to be occupied by two families living independently of each other, and containing two kitchens. The two dwelling units placed so that some structural parts are in common and are located on a single common lot or planned unit development site.

f. "Triplex" is a building with three attached housing units, having a common wall with two other dwellings on a common lot.

g. "Quadplex" is a building with four attached housing units, having a common wall with three other dwellings on a common lot.

h. "Multifamily dwelling:" any building or portion thereof designed or used for occupancy by three or more families living independently of each other and containing independent kitchens. A structure containing at least three five dwelling units in any vertical or horizontal arrangement placed so that some structural parts are in common and are located on a single lot or planned unit development site.

i. "Mixed-use building:" any commercial building with commercial uses on the ground floor and residential uses on any floors above the ground floor.

j. "Live/work townhouse or live/work multifamily building:" A building type that consists of commercial space on the ground floor and residential space on the ground and/or upper floors. The permitted live/work dwelling types are defined below:

i. Live/work Townhouse: A townhouse in which a business shall be limited to the ground floor, and may not exceed 50% of the floor area of the entire townhouse unit, excluding the garage.

ii. Live/Work multifamily building: A residential multi-story, multi-unit building with a minimum of 50% of the building ground floor used as retail, office or commercial space. Residential units may be rented or for sale (condominium or cooperative) units.

"Caretaker dwelling" means a single-family detached dwelling for housing the caretaker of an approved industrial development and located on the same lot as the approved industrial development.

"Carport" means a covered shelter for an automobile open on two or more sides. A carport shall not attach two single-family dwellings or create duplexes, or multifamily dwellings except when the carport contains common building structural parts designed to be an integral part of a continuous structure.

"Church" means a structure or set of structures, the principal purpose which is for persons to regularly assemble for worship, and which has legally been recognized by the state of Oregon.

"City" means the city of Scappoose.

"City recorder" means the person designated by the city manager to perform the duties of city recorder for the city of Scappoose, Oregon.

"Commercial use" means establishments or places engaged in the distribution and sale or rental of goods and the provision of services.

"Commission" means the planning commission of Scappoose, Oregon.
"Complete" means every item is included without omissions or deficiencies.

"Complex" means a structure or group of structures developed on one lot of record.

"Comprehensive plan" means the coordinated land use map and policy statement of the governing body of the city as acknowledged by the state of Oregon.

"Conditional use" means a use which may be approved, denied or approved with conditions by the approval authority following a public hearing, upon findings by the authority that the approval criteria have been met or will be met upon satisfaction of conditions of approval.

"Contiguous". See "Abut/abutting."

"Cottage cluster:" a grouping of four to twelve cottages, generally clustered around common open space.

"Cottage Housing Development:" a grouping of cottages, which may contain one or more cluster of cottages.

"Council" means the city council of Scappoose, Oregon.

"Court" means an open unoccupied space other than a yard, on the same lot with a building and enclosed on two or more sides of such building.

"Day care facility" means any facility that provides day care to children, including a child day care center, group day care home, home of a family day care provider, including those known under a descriptive name such as nursery school, preschool or kindergarten.
"Day care home" means a day care facility located in a single family residence that is certified by the state of Oregon to care for no more than sixteen children at any given time.

"Declarant" means the person who files a declaration as required under ORS 92.075 to subdivide or partition property.

"Declaration" means the instrument described in ORS 92.075 by which the subdivision or partition plat was created.

"Demolish" means to raze, destroy, dismantle, deface or in any other manner cause partial or total ruin of a designated structure or resource.

"Density" means the intensity of residential land uses, usually stated as the number of housing units per acre.

"Density transfer acre/acreage" means potentially hazardous or resource areas within which development may occur or from which density may be transferred to buildable portions of the site, only after it has been demonstrated by the applicant that the development can occur in compliance with criteria established by the comprehensive plan and implementation ordinances.

"Development" means any activity that makes a material change in the use or appearance of a structure or land, including partitions

and subdivisions as provided in Oregon Revised Statutes 92 and 227.215.

"Development permit" refers to any document or building permit that authorizes an applicant to commence construction or development activities.

"Development site" means the lot or combination of lots upon which development occurs.

"Drainageway" means undeveloped land inundated during a twentyfive-year storm with a peak flow of at least five cubic feet per second and conveyed, at least in part, by identifiable channels that either drain to the Scappoose floodway directly or after flowing through other drainageways, channels, creeks or floodplain.

" Dwelling unit" means one or more rooms containing permanent provisions for living, sleeping, eating, cooking and sanitation and designed for occupancy by one family.

"Easement" means a grant or the right to use designated land for specific purposes.

"Erect" means the act of placing or affixing a component of a structure upon the ground or upon another such component.

"Family" means an individual or two or more persons related by genetics, adoption or marriage or a group of five or fewer persons (excluding domestic employees) who are not related by genetics, adoption or marriage.

Fence, Sight-Obscuring. "Sight-obscuring fence" means a barrier consisting of wood, masonry, evergreen shrubbery or similar materials, which obstructs vision.

"Final action," "final decision" or "final order" means a determination reduced to writing, signed and filed by the appropriate approval authority that includes a statement of the facts determined to be relevant by the approval authority as the basis for making its decision.

"Flag lot" means a lot located behind another lot, plus a strip out to the street for an access drive. A flag lot results from the subdivision or partitioning of a lot or parcel which is more than twice as large as the minimum allowed in the underlying zone, but has insufficient frontage to allow two dwellings to front along a public street.

"Floor area" means the gross horizontal area, under roof, of all floors of a building, measured from the exterior walls, excluding vents, shafts, courts and space devoted to off-street parking. The floor area of a building, or portion thereof, not provided with surrounding exterior walls shall be the usable area under the horizontal projection of the roof or floor above.

"Frontage" means that portion of a development site which abuts a public street.

Garage, Private. "Private garage" means a building or portion of a building in which motor vehicles used by the tenant of the structure on the premises are stored or kept.

Garage, Public. "Public garage" means a structure that provides facilities for the repair of motor vehicles including body and fender

repair, painting, rebuilding, reconditioning, upholstering, or other vehicle maintenance or repair.

"Grade" means the average of the finished ground level at the center of all walls of the building. In case the walls are parallel to and within five feet of a sidewalk, the above ground level should be measured at the sidewalk.

"Gross acres" means all of the land area included in the legal description of the property.

"Habitable room" means an undivided enclosed space within a dwelling designed for sleeping, living, cooking or dining purposes excluding attics, cellars, corridors, hallway, laundries, serving or storage pantries, bathrooms, closets or similar places.

"Height" means the vertical distance of a structure measured from the average elevation of the finished grade within twenty feet of the structure to the highest point of the structure. Projections such as chimneys, spires, domes, elevator shaft housings, towers excluding TV dish receivers, aerials, flag poles and other similar objects not used for human occupancy, are not subject to the building height limitations of this title if located outside the Public Use Airport Safety and Compatibility Overlay Zone.

"Home occupation" means a lawful activity, secondary to the use of the dwelling for living purposes, that is conducted entirely within a dwelling or accessory building and that includes no outside display of merchandise with any sale of merchandise clearly incidental to the use of the building for dwelling purposes. "Homeowners association" means an incorporated, nonprofit organization operating under recorded land agreements through which each lot owner of a planned development or other described land area is automatically subject to a charge for a proportionate share of the expenses for the organization's activities, such as maintaining a common property.

"Implementing ordinance" means an ordinance adopted to carry out the comprehensive plan, including, but not limited, to the provisions of this title.

"Junk" means old or scrap copper, brass, rope, rags, batteries, paper, trash, rubber, debris, waste or junked, dismantled, wrecked, scrapped or ruined motor vehicles or motor vehicle parts, iron, steel or other old or scrap ferrous or nonferrous materials, metal or nonmetal materials.

"Junk yard" means the use of more than two hundred square feet of the area of any lot for the dismantling or for the storage or keeping of junk.

"Industrial use" means any use of land, structure or natural resources involving the manufacturing, processing or assembly of semifinished or finished products from raw materials, or similar treatment or packaging of previously prepared materials.

"Land form alteration" means any manmade change to improved or unimproved real estate, including but not limited to, the addition of buildings or other structures, mining, quarrying, dredging, filling, grading, earthwork construction, stockpiling of rock, sand, dirt or gravel or other earth material, paving, excavation or drilling operations.

"Legislative" means a land use decision that applies to a large number of individuals or properties.

"Loading space" means an off-street space or berth on the same lot or parcel, with a building or use, or contiguous to a group of buildings or uses, for the temporary parking of a vehicle for loading or unloading persons, merchandise or materials, and which space or berth abuts upon a street, alley or other appropriate means of access and egress.

"Lot" means a unit of land that is created by a subdivision or partition of land. "Lot," "parcel," and "property" may be used interchangeably in this title to refer to a separate property regardless of its derivation.

"Lot area" means the total horizontal area within the property lines of a lot exclusive of public and private roads, and access easements to other property or the private driveway ("pole") area of a flag lot.

Lot, Corner. "Corner lot" means a lot situated at the intersection of two streets where the interior angle of such intersection does not exceed one hundred thirty-five degrees.

"Lot coverage" means the percent of a lot area covered by the vertical and horizontal projection of any structures or buildings.

"Lot depth" means the distance from the midpoint of the front property line to the midpoint of the rear property line.

Lot, Interior. "Interior lot" means a lot other than a corner lot and having frontage on only one street.

"Lot line" means the property line bounding a lot.

Lot Line, Front. "Front lot line" means in the case of an interior lot, a property line which abuts the street; in the case of a corner, through lot or flag lot, the shorter of the two property lines which abut the street or access way or from which primary vehicular access to the property is gained.

Lot Line, Rear. "Rear lot line" means the property line most distant from and generally opposite the front property line.

Lot Line, Side. "Side lot line" means any lot boundary not a front or rear property line.

"Lot of record" means a plot of land that was not created through an approved subdivision or but which was created by deed or other instrument recorded prior to 4/4/83 (the effective date of this title).

Lot, Through. "Through lot" means an interior lot which has frontage on two parallel or approximately parallel streets.

"Lot width" means the average horizontal distance between the side property lines measured at the building line.

"Major impact utility" means services and utilities which have a substantial visual impact on an area. Typical uses are electrical and gas distribution substations, radio microwave, telephone transmitters and cable TV receivers and transmitters.

"Major partition" means a partition of land which creates three lots or less within one calendar year and includes the creation of a road or street.

"Manufactured home" means a structure constructed for movement on the public highways that has sleeping, cooking and plumbing facilities, that is intended for human occupancy, that is being used for residential purposes and that was constructed in accordance with federal manufactured housing construction and safety standards regulations in effect at the time of construction.

"Manufactured home park" means any place where four or more manufactured homes are located on a lot tract, or parcel of land under the same ownership, the primary purpose of which is to rent or lease space or keep space for rent or lease to any person for a charge or fee paid or to be paid for the rental or lease or use of facilities or to offer space free in connection with securing the trade or patronage of such person.

"Modular home" means a structure constructed in accordance with federal requirements for modular construction including compliance with Uniform Building Codes.

"Mining and/or quarrying" means premises from which any rock, sand, gravel, topsoil, clay, mud, peat or mineral is removed or excavated for sale, as an industrial or commercial operation, and exclusive of excavating and grading for street and roads and the process of grading a lot preparatory to the construction of a building for which a permit has been issued by a public agency.

"Minor impact utility" means services which have minimal off-site visual impact.

"Minor partition" means a partition of land which creates three lots or less within one calendar year, and does not include the creation of a road or street.

"Net acres" means the total amount of land which can be used for development.

"Nonconforming use or structure" means a lawfully existing structure or use, or one in the process of being constructed at the time of the adopting of this title, which does not conform to the requirements of this title and the zoning district in which it is located.

"Owner" means any person, agent, firm or corporation having a legal or equitable interest in the property, or, when there is a recorded land sales contract in place, the purchaser of the land.

"Parcel" means a unit of land that is created by partitioning land.

"Park" means any land set apart and devoted to the purposes of pleasure, recreation, ornament, light and air for the general public.

"Parking space" means an area within a private or public parking area, building or structure meeting the specific dimensional requirements and designated as parking for one vehicle.

"Partitioning land" means division of an area or tract of land into two or three parcels within a calendar year when such area or tract of land exists as a unit or contiguous units of land under single ownership at the beginning of such year.

"Pathway" means a walkway, bikeway or access way conforming to City standards and separated from the street right-of-way, that may or may not be within a public right-of-way.

"Permitted use" means a use which is allowed outright, but is subject to all applicable provisions of this title.

"Person" means an individual, corporation, governmental agency, official advisory committee of the city, business trust, estate, trust, partnership, association, two or more people having a joint or common interest or any other legal entity.

"Planner" means the person designated by the city manager as responsible for planning activities for the city.

"Plat" means a final map, or other writing containing all the descriptions, locations, specifications, dedications, and provisions concerning a subdivision or partition.

"Principal building" means the primary structure on a lot built for the support, shelter, protection or enclosure of any persons, animals or property of any kind, excluding an accessory building. The principal building shall conform to the stated uses within the zoning district and all other restrictions of this title.

"Property line" means the division line between two units of land.

"Property line adjustment" means the relocation of a common property line between two abutting properties which does not result in the creation of an additional lot, or the creation of a substandard lot.

"Public support facilities" means services which are necessary to support uses allowed outright in the underlying zone and involves structures necessary to support the primary use that are not listed as permitted outright or conditionally in the underlying zones, such as power lines and poles, fire hydrants, bus stops, benches and mailboxes. Public support facilities include the following transportation uses:

1. Operation, maintenance, and repair of existing transportation facilities identified in the city Transportation System Plan;
2. Dedication of right-of-way, authorization of construction, and the construction of facilities and improvements, where the improvements are consistent with clear and objective dimensional standards; and
3. Changes in the frequency of transit, rail, and airport services.

"Public works director" means the person designated by the city manager to have the authority for review and approval of all public works planning and construction.

"Quasi-judicial" means action which involves the application of adopted policy to a specific parcel or action. "Receipt" means an acknowledgement of submittal.

"Recreational vehicle" means a vacation trailer or other unit with or without motor power which is designed for human occupancy and to be used temporarily for recreational purposes and is identified as a recreational vehicle by the manufacturer.

"Recreational vehicle park" means any property developed for the purpose of parking or storing recreational vehicles on a temporary or transient bases, wherein two or more of such units are placed within

five hundred feet of each other on any lot, tract or parcel of land under one ownership.

"Remodel" means an internal or external modification to an existing building or structure which does not increase the site coverage.

"Residence" means a structure designed for occupancy as living quarters for one or more persons.

"Residential care home" means any home licensed by or under the authority of the Department of Human Resources as defined in ORS 443.400, a residential home registered under ORS 443.480 to 443.500 or an adult foster home licensed under ORS 443.505 to 443.825 which provides residential care for five or fewer individuals who need not be related, excluding required staff persons.

"Residential care facility" means any facility licensed or registered by or under the authority of the Department of Human Resources as defined in ORS 443.400 to 443.460 or licensed by the Children's Services Division which provides residential care for six to fifteen individuals who need not be related, excluding required staff persons.

"Residential use" means a structure used for human habitation by one or more persons.

"Reserve strip" means a strip of property usually one foot in width overlaying a dedicated street which is reserved to the city for control of access until such time as additional right-of-way is accepted by the city for continuation or widening of the street.

"Right-of-way" means a strip of land occupied or intended to be occupied by a street, crosswalk, pedestrian and bike paths, railroad, road, electric transmission line, oil or gas pipeline, water main, sanitary or storm sewer main, street trees or other special use. The usage of the term "right-of-way for land division purposes" means that every right-of-way hereafter established and shown on a plat or map is to be separate and distinct from the lots or parcels adjoining such right-of-way and not included within the dimensions or areas of such lots or parcels. "Road." See "street"

"Scappoose-based nonprofit organization" means an organization which has nonprofit status as defined by the state of Oregon which raises funds which are used by the organization and is located in the city.

"Scappoose Creek Flood Plain" means the Areas of Special Flood Hazard adjacent to Scappoose Creek identified in the "Flood Insurance Study for Columbia County, Oregon and Incorporated Areas," effective November 26, 2010, with accompanying Flood Insurance Rate Maps. These areas are designated on the maps as Zones A, AE, or AO.

"Screening" means a method of visually shielding or obscuring one abutting or nearby structure or use from another by fencing, walls, berms or densely planted vegetation.

"Setback" means the minimum allowable distance between the property line and any structural projection. Structural projections include fireplaces, porches, balconies, decks, canopies and similar features. Cornices, eaves, belt courses, sills or similar architectural

features may extend or project into a required yard not more than thirty-six inches.

"Sidewalk" means a paved walkway within a public street right-of-way that is generally located adjacent to and separated from the roadway by a curb, drainage facility (e.g., ditch or swale), or planter strip.

"Story" means that portion of a building included between the upper surface of any floor and the upper surface of the floor next above, except that the topmost story shall be that portion of a building included between the upper surface of the topmost floor and the ceiling or roof above. If the finished floor level directly above a basement or unused underfloor space is more than six feet above grade as defined in this section for more than fifty percent of the total perimeter or is more than twelve feet above grade as defined in this section at any point, such basement or unused underfloor space shall be considered as a story.

Story, First.

"First story" means the lowest story in a building which qualifies as a story, as defined in this section, except that a floor level in a building having only one floor shall be classified as a first story, provided such floor level is not more than four feet below grade, as defined in this section, for more than fifty percent of the total perimeter, or more than eight feet below grade, as defined in this section, at any point.

Story, Half.

"Half story" means a story under a gable or gambrel roof, the wall plates of which on at least two opposite exterior walls are not more than two feet above the floor of such story. If the finished floor level directly above a basement or unused underfloor space is not more than six feet above grade, as defined in this section, for more than fifty percent of the total perimeter or is not more than twelve feet above grade as defined in this section, at any point, such basement or unused underfloor space shall be considered as a half story.

"Street" or "road" means a public or private way that is created to provide ingress or egress for persons to one or more lots, parcels, areas or tracts of land, excluding a private way that is created to provide ingress or egress to such land in conjunction with the use of such land for forestry, mining or agricultural purposes. Street, Private. "Private street" means an access way which is under private ownership.

"Structure" means that which is built or constructed, erected, or air-inflated, permanent or temporary; an edifice or building of any kind or any piece of work artificially built up or composed of parts joined together in some definite manner and which requires location on the ground or which is attached to something having a location on the ground. Among other things, structure includes buildings, walls, signs, billboards and poster panels.

"Subdivide land" means to divide an area or tract of land into four or more lots within a calendar year when such area or tract of land

exists as a unit or contiguous units of land under a single ownership at the beginning of such year.

"Subdivision" means either an act of subdividing land or an area or a tract of land subdivided as defined in this section.

"Substantial" means any repair, reconstruction, or improvement of a structure, the cost of which equals or exceeds fifty percent of the replacement value of the structure.

"Use" means the purpose for which land or a structure is designed, arranged or intended, or for which it is occupied or maintained.

"Visual clearance area" means a triangular area, two sides of which are lot lines, for distances as defined in Chapter 12.10. The third side of the triangle is a line across the corner of the lot adjoining the ends of the other two sides. Where the lot lines at intersections have rounded corners, the lot lines will be extended in a straight line to a point of intersection.

"Walkway" means a sidewalk or path, including any access way, improved to City standards, or to other roadway authority standards, as applicable. See also, Access Way, Pathway, Sidewalk.

"Wetlands" means land often called swamp, marsh or bog that exhibits all of the following characteristics:

1. The land supports hydrophytic vegetation. This occurs when more than fifty percent of the dominant species from all strata are classified as wetland species;
2. The land has hydric soils. Hydric soils are soils that are saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions in the upper part of the soil profile;
3. The land has wetland hydrology. Wetland hydrology is permanent or periodic inundation, or soil saturation for a significant period (at least one week) during the growing season.

"Yard" means an open space unobstructed from the ground upward except as otherwise provided in this title.

1. "Front yard" means a yard between the side lot lines, measured horizontally at right angles to the front lot line from the front lot line to the nearest point of the building.

2. "Rear yard" means a yard between side lot lines, measured horizontally at right angles to the rear lot line from the rear lot line to the nearest point of the building.

3. "Side yard" means a yard between the front and rear yards, measured horizontally at right angles to the side lot lines from the side lot line to the nearest point of the building.

4. "Street side yard" means a side yard on the street side of a corner lot.

"Zoning district" means an area of land within the Scappoose city limits designated for specific types of permitted developments subject to the development requirements of that district. (Ord. 857, 2016; Ord. 828 2013; Ord. 820 §4, 2012; Ord. 813, 2010; Ord. 740 §1, 2004; Ord. 728 §1, 2002; Ord. 636 §1(part), 1996; Ord. 634 §1 Exh. A (part), 1995)

Chapter 17.44
R-1 LOW DENSITY RESIDENTIAL

Sections:

- 17.44.010 Purpose.
- 17.44.030 Permitted and Conditional uses.
- ~~17.44.040 Conditional uses.~~
- 17.44.050 Dimensional requirements.

17.44.010 Purpose. The R-1 zone is intended to provide minimum standards for residential use in areas of low population densities. (Ord. 634 §1 Exh. A (part), 1995)

17.44.030 Permitted and Conditional uses.

Use	
Single-family detached residential dwelling	Permitted outright ¹
Manufactured homes on individual lots subject to Section 17.94.030	Permitted outright ¹
<u>Duplex</u>	Permitted outright ¹
Residential care home	Permitted outright ¹
Day care home	Permitted outright ¹
Home occupation (Type I) subject to Chapter 17.142	Permitted outright ¹
Public park and recreation areas, provided that all building setbacks shall be a minimum of thirty feet from any property line	Permitted outright ¹
Public support facilities	Permitted outright ¹
Sewage pump station	Permitted outright ¹
<u>Accessory Dwelling Units (ADU's) subject to the provisions of Chapter 17.92</u>	<u>Permitted outright¹</u>
<u>Cottage housing subject to the provisions of Chapter 17.58</u>	<u>Conditional use²</u>
Church, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional use ²
Day care facility	Conditional use ²
Home occupation (Type II) subject to Chapter 17.142	Conditional use ²
Schools, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional uses ²
Electric power substation	Conditional use ²
Minor impact utilities	Conditional use ²
Public safety facilities	Conditional use ²
Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93	Conditional use ²

¹These uses and their accessory uses are permitted outright outside of the Scappoose Creek Flood Plain

²These uses and their accessory uses may be permitted in the R-1 zone when authorized by the planning commission in accordance with the requirements of Chapter 17.130, other relevant sections of this title and any conditions imposed by the Planning Commission when such uses are located outside of Scappoose Creek Flood Plain

17.44.050 Dimensional requirements.

Dimensional Requirements	Requirement ¹
<p>Minimum lot area</p> <p>Single-family detached</p> <p><u>Duplex</u></p> <p><u>Other uses</u></p>	<p>Seven five hundred Six thousand (7,500) (6,000) square feet outside the Scappoose Creek Flood Plain</p> <p>Twenty thousand (20,000) square feet when a structure is located in the Scappoose Creek Flood Plain</p> <p><u>Ten thousand square feet per duplex</u></p> <p><u>The minimum lot area for all other uses shall be six thousand square feet</u></p>
<p>Minimum lot width</p>	<p>Not be less than fifty feet, except the minimum lot width at front property line on the arc of an approved full cul-de-sac shall not be less than thirty feet</p> <p>Flag lots shall provide a minimum of twenty-five feet of frontage along a public right-of-way</p>
<p>Minimum setback</p>	
<p>Front Yard</p>	<p>Twenty feet</p>
<p>Front of garages or carports</p>	<p>Twenty feet from the property line where access occurs</p>
<p>Side yard</p>	<p>Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots</p>
<p>Rear yard</p>	<p>Twenty feet</p>
<p>Setbacks for accessory building behind a residence</p> <p>Side</p> <p>Rear</p>	<p>Five feet each</p> <p>Five feet</p>
<p>Maximum height</p> <p>Accessory Building</p>	<p>Thirty-five feet</p> <p>Twenty-two feet</p>
<p>Principal building per lot</p>	<p>One</p>
<p>Maximum building coverage</p>	<p>Thirty-five percent of the lot area</p>

¹Additional requirements shall include any applicable section of this title

Chapter 17.50
R-4 MODERATE DENSITY RESIDENTIAL

Sections:

- 17.50.010 Purpose.
- 17.50.030 Permitted and Conditional uses.
- ~~17.50.040 Conditional uses.~~
- 17.50.050 Dimensional requirements.

17.50.010 Purpose. The R-4 zone is intended to provide minimum standards for residential use in areas of moderate population concentrations. (Ord. 634 §1 Exh. A (part), 1995)

17.50.030 Permitted and Conditional uses.

Use	
Single-family detached residential dwelling units	Permitted outright ¹
Manufactured homes on individual lots subject Section 17.94.030	Permitted outright ¹
<u>Manufactured home parks subject Section 17.94.050</u>	<u>Permitted outright¹</u>
<u>Cottage housing subject to the provisions of Chapter 17.58</u>	<u>Permitted outright¹</u>
<u>Duplex</u>	Permitted outright ¹
<u>Triplex</u>	Permitted outright ¹
<u>Quadplex</u>	Permitted outright ¹
Multifamily up to four units per lot	Permitted outright¹
<u>Townhouse, limited to a maximum of four attached townhomes</u> A single family dwelling having a common wall with one other single family dwelling	Permitted outright ¹
Accessory Dwelling Units (ADU's) subject to the provisions of Chapter 17.92	Permitted outright ¹
Residential care home	Permitted outright ¹
Day care home	Permitted outright ¹
Home occupation (Type I) subject to Chapter 17.142	Permitted outright ¹
Public park and recreation areas, provided that all building setbacks shall be a minimum of thirty feet from any property line	Permitted outright ¹
Public support facilities	Permitted outright ¹
Sewage pump station	Permitted outright ¹
Churches previously zoned RC-4;	Permitted outright ¹

Church, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional use ²
Day care facility	Conditional use ²
Home occupation (Type II) subject to Chapter 17.142	Conditional use ²
Residential care facility	Conditional use ²
Schools, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional use ²
Bed and breakfast facilities, provided that no other such facilities exist within four hundred feet	Conditional uses ²
Electric power substation	Conditional use ²
Minor impact utilities	Conditional use ²
Public safety facilities	Conditional use ²
Library services	Conditional use ²
Professional office building under four thousand square feet	Conditional use ²
Retail sales establishments under two thousand five hundred square feet	Conditional use ²
Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93.	Conditional use ²

¹These uses and their accessory uses are permitted in the R-4 zone outright outside of the Scappoose Creek Flood Plain. In the R-4 zone within the Scappoose Creek Flood Plain only uses listed in Section 17.84.040 shall be permitted.

²These uses and their accessory uses may be permitted in the R-4 zone when authorized by the planning commission in accordance with the requirements of Chapter 17.130, other relevant sections of this title and any conditions imposed by the Planning Commission when such uses are located outside of Scappoose Creek Flood Plain.

17.50.050 Dimensional requirements.

Dimensional Requirements	Requirement ¹
Minimum lot area: Outside of the Scappoose Creek Flood Plain	
Single-family detached	<u>Five</u> Six thousand (<u>65,000</u>) square feet for a single-family detached dwelling unit when located outside of the Scappoose Creek Flood Plain
<u>Townhouse</u>	Seven thousand square feet for the first two attached units <u>and two thousand square feet for each additional unit</u>

<u>Duplex</u>	Seven thousand square feet <u>per duplex</u>
<u>Triplex</u>	Seven thousand square feet for the first two attached units and <u>two thousand</u> square feet for each additional unit
<u>Quad-plex</u>	Seven thousand square feet for the first two attached units and <u>two thousand</u> square feet for each additional unit
<u>Other uses</u>	<u>The minimum lot area for all other uses shall be five thousand square feet</u>
Minimum lot area: Inside of the Scappoose Creek Flood Plain	
Single-family detached	Twenty thousand (20,000) square feet when a structure is located in the Scappoose Creek Flood Plain
Minimum lot width	
<u>Single-family detached</u>	Fifty feet, except the minimum lot width at front property line on the arc of an approved full cul-de-sac shall not be less than thirty feet
	Flag lots shall provide a minimum of twenty-five feet of frontage along a public right-of-way
<u>Townhouse</u>	<u>Twenty-five feet per unit</u>
Minimum setback	
Front Yard	Fifteen feet
Front of garages or carports	Twenty feet from the property line where access occurs
Side yard	Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots
Rear yard	Twenty feet
Setbacks for accessory building behind a residence	
Side	Five feet each
Rear	Five feet
Maximum height	Thirty-five feet
Accessory Building	Twenty-two feet
Principal building per lot	One
Maximum building coverage	Forty percent of the lot area

¹Additional requirements shall include any applicable section of this title

Chapter 17.54

MH MANUFACTURED HOUSING

Sections:

- 17.54.010 Purpose.
- 17.54.030 Permitted and Conditional uses.
- ~~17.54.040 Conditional uses.~~
- 17.54.050 Dimensional requirements.

17.54.010 Purpose. The purpose of the MH zoning district is to provide for moderate density residential home sites and high-density manufactured home residential units in manufactured home parks. (Ord. 634 §1 Exh. A (part), 1995)

17.54.030 Permitted and Conditional uses.

Use	
Single-family detached residential dwelling units	Permitted outright ¹
Manufactured homes on individual lots subject to Section 17.94.030	Permitted outright ¹
Manufactured home parks subject to Section 17.94.050	Permitted outright ¹
<u>Cottage housing subject to the provisions of Chapter 17.58</u>	<u>Permitted outright¹</u>
Duplex	Permitted outright ¹
<u>Triplex</u>	Permitted outright ¹
<u>Quadplex</u>	Permitted outright ¹
<u>Multifamily up to four units per lot</u>	Permitted outright¹
<u>Townhouse, limited to a maximum of four attached townhomes</u> A single family dwelling having a common wall with one other single family dwelling	Permitted outright ¹
Accessory Dwelling Units (ADU's) subject to the provisions of Chapter 17.92	Permitted outright ¹
Residential care home	Permitted outright ¹
Day care home	Permitted outright ¹
Home occupation (Type I) subject to Chapter 17.142	Permitted outright ¹
Public park and recreation areas, provided that all building setbacks shall be a minimum of thirty feet from any property line	Permitted outright ¹
Public support facilities	Permitted outright ¹
Sewage pump station	Permitted outright ¹

Church, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional use ²
Day care facility	Conditional use ²
Home occupation (Type II) subject to Chapter 17.142	Conditional use ²
Residential care facility	Conditional use ²
Schools, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional use ²
Bed and breakfast facilities, provided that no other such facilities exist within four hundred feet	Conditional use ²
Electrical power substation	Conditional use ²
Minor impact utilities	Conditional use ²
Public safety facilities	Conditional use ²
Library services	Conditional use ²
Professional office building under four thousand square feet	Conditional use ²
Retail sales establishments under two thousand five hundred square feet	Conditional use ²
Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93.	Conditional use ²

¹These uses and their accessory uses are permitted in the MH zone outright outside of the Scappoose Creek Flood Plain. In the MH zone within the Scappoose Creek Flood Plain only uses in Section 17.84.040 shall be permitted.

²These uses and their accessory uses may be permitted in the MH zone when authorized by the planning commission in accordance with the requirements of Chapter 17.130, other relevant sections of this title and any conditions imposed by the planning commission when such uses are located outside of the Scappoose Creek Flood Plain.

17.54.050 Dimensional requirements.

Dimensional Requirements	Requirement¹
Minimum lot area: Outside of the Scappoose Creek Flood Plain	
Single-family detached	<u>Five</u> Six thousand (6 <u>5</u> ,000) square feet for a single-family detached dwelling unit when located outside of the Scappoose Creek Flood Plain
<u>Townhouse</u>	Seven thousand square feet for the first two attached units <u>and two thousand square feet for each additional unit</u>

<u>Duplex</u>	Seven thousand square feet <u>per duplex</u>
<u>Triplex</u>	Seven thousand square feet for the first two attached units and <u>two thousand</u> square feet for each additional unit
<u>Quad-plex</u>	Seven thousand square feet for the first two attached units and <u>two thousand</u> square feet for each additional unit
Other Uses	<u>The minimum lot area for all other uses shall be five thousand square feet</u>
Minimum lot area: Inside of the Scappoose Creek Flood Plain	
Single-family detached	Twenty thousand (20,000) square feet for a single-family detached dwelling unit when located inside the Scappoose Creek Flood Plain
Minimum lot width	
<u>Single-family detached</u>	Fifty feet, except the minimum lot width at front property line on the arc of an approved full cul-de-sac shall not be less than thirty feet
	Flag lots shall provide a minimum of twenty-five feet of frontage along a public right-of-way
<u>Townhouse</u>	<u>Twenty-five feet per unit</u>
Minimum setback	
Front Yard	Fifteen feet
Front of garages or carports	Twenty feet from the property line where access occurs
Side yard	Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots
Rear yard	Twenty feet
Setbacks for accessory building behind a residence	
Side	Five feet each
Rear	Five feet
Maximum height	Thirty-five feet

Accessory Building	Twenty-two feet
Principal building per lot	One (except for manufactured home parks)
Maximum building coverage	Forty percent of the lot area

Additional requirements shall include any applicable section of this title.

Chapter 17.56

A-1 HIGH DENSITY RESIDENTIALSections:

17.56.010 Purpose.

17.56.020 Permitted and Conditional uses.~~17.56.040 Conditional uses.~~

17.56.050 Dimensional requirements.

17.56.060 Live/Work Requirements.17.56.070 Special Buffer Requirements for multifamily buildings and live/work multifamily buildings.17.56.080 Architectural character for multifamily buildings and live/work multifamily buildings.

17.56.010 Purpose. The purpose of the A-1 zoning district is to provide for multiple-family residential units in moderate to high density residential developments. (Ord. 634 §1 Exh. A (part), 1995)

17.56.020 Permitted and Conditional uses.

<u>Use</u>	
Manufactured home parks, subject to Section 17.94.050	Permitted outright ¹
Accessory Dwelling Units (ADU's) subject to the provisions of Chapter 17.92	Permitted outright ¹
<u>Cottage housing subject to the provisions of Chapter 17.58</u>	<u>Permitted outright¹</u>
<u>Townhouse, limited to a maximum of four attached townhomes</u> Single family dwelling with a common wall with one other single family dwelling	Permitted outright ¹
Duplex	Permitted outright ¹
<u>Triplex</u>	Permitted outright ¹
<u>Quadplex</u>	Permitted outright ¹
Multifamily dwelling units limited to a maximum of eight attached units per building with a minimum fifteen foot separation between buildings containing dwelling units	Permitted outright ¹
Residential care facility	Permitted outright ¹
Day care home or facility	Permitted outright ¹
Home occupation (Type I) subject to Chapter 17.142	Permitted outright ¹
Public park and recreation areas, provided that all building setbacks shall be a minimum of thirty feet from any property line	Permitted outright ¹
Public support facilities	Permitted outright ¹
Sewage pump station	Permitted outright ¹
<u>Live/work townhouses or multifamily building</u>	<u>Conditional use²</u>

Bed and breakfast facilities, provided that no other such facilities exist within four hundred feet	Conditional use ²
Church, provided that all building setbacks shall be a minimum of twenty feet from any property line	Conditional use ²
Day care facility	Conditional use ²
Home occupation (Type II) subject to Chapter 17.142	Conditional use ²
Professional office building	Conditional use ²
Retail sales establishments under four thousand square feet	Conditional use ²
Library services	Conditional use ²
Electrical power substation	Conditional use ²
Minor impact utilities	Conditional use ²
Public safety facilities	Conditional use ²
Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93	Conditional use ²

¹These uses and their accessory uses are permitted outright outside of the Scappoose Creek Flood Plain. In the A-1 zone within the Scappoose Creek Flood Plain only uses listed in Section 17.84.040 shall be permitted.

²These uses and their accessory uses may be permitted in the A-1 zone when authorized by the planning commission in accordance with the requirements of Chapter 17.130, other relevant sections of this title and any conditions imposed by the Planning Commission when such uses are located outside of Scappoose Creek Flood Plain

17.56.050 Dimensional requirements.

Dimensional Requirements	Requirement
Minimum lot area: Outside of the Scappoose Creek Flood Plain	
<u>Multifamily buildings¹</u>	Five thousand square feet for the first two attached units and two thousand square feet for each additional unit
<u>Townhouse²</u>	Two thousand five hundred square feet per unit
<u>Duplex</u>	Five thousand square feet <u>per duplex</u>
<u>Triplex</u>	<u>Five thousand square feet for the first two attached units and two thousand square feet for each additional unit</u>
<u>Quad-plex</u>	<u>Five thousand square feet for the first two attached units and two thousand square feet for each</u>

<u>Other uses</u>	<u>additional unit</u> <u>The minimum lot area for all other uses shall be five thousand square feet</u>
Minimum lot width	
<u>Townhouse</u>	<u>Twenty-five feet per unit</u>
<u>Multifamily buildings</u>	Fifty feet
Flag lots	Twenty-five feet of frontage along a public right-of-way
Minimum setback	
Front Yard	Fifteen feet
Front of garages or carports	Twenty feet from the property line where access occurs
Side yard	Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots
Rear yard	Twenty feet
Rear yard for accessory building	Five feet
Setbacks for accessory building behind a residence	
Side	Five feet each
Rear	Five feet
<u>Distance between multifamily buildings on the same lot</u>	<u>Fifteen feet</u>
Maximum height	Thirty five <u>Forty-five</u> feet
Accessory Building	Twenty two feet
Maximum lot coverage	Eighty percent, including all buildings and impervious surfaces
Minimum landscape	Twenty percent

¹Live/Work multifamily buildings have the same dimensional requirements as multifamily buildings

²Live/Work townhouses have the same dimensional requirements as townhouses

17.56.060 Live/Work Requirements. Each Live/Work unit shall meet the following requirements:

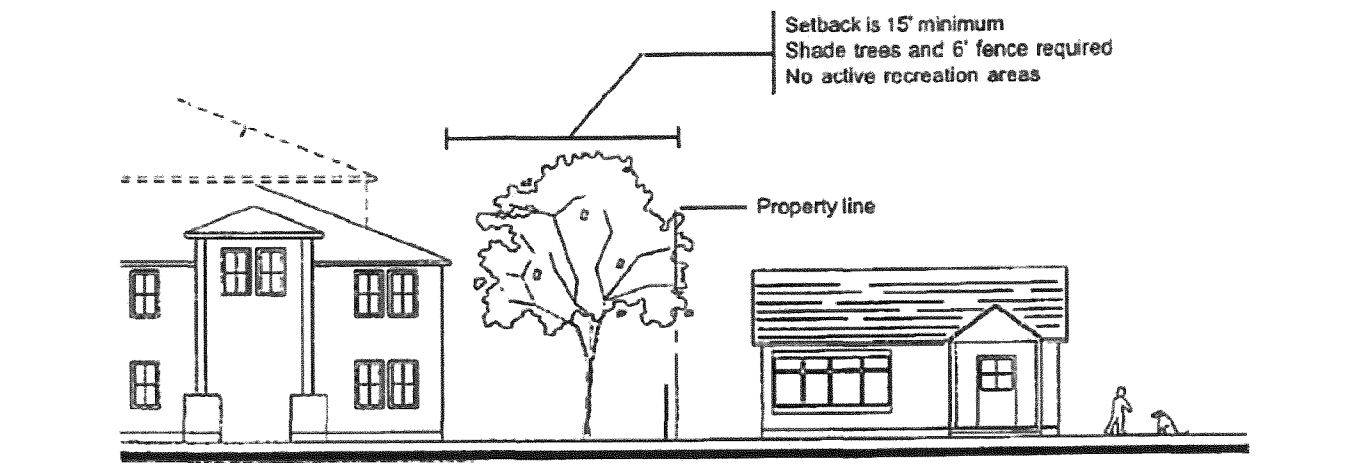
1. The ground floor commercial or office space will have visibility, signage, and access from the primary street.
2. A live/work unit with residential uses on the ground floor must be located outside of the Scappoose Creek Floodplain.
3. To preserve the pedestrian orientation of the commercial or office space, alley or rear access is required to provide services and residential parking.

4. Each Live/Work Unit shall have a minimum work space of 200 square feet and a minimum living area of 600 square feet.
5. Each Live/Work Unit shall have a minimum of one (1) off-street parking space for each dwelling unit and one (1) off-street parking space for the first 500 square feet of non-residential floor area. Additional off-street parking spaces for non-residential floor area over and above the first 500 square feet shall be provided pursuant to Chapter 17.106 (Off-Street Parking and Loading Requirements).

17.56.070 Special Buffer Requirements for multifamily and live/work multifamily buildings. Multifamily and live/work multifamily buildings (5 or more units on the same property) that is adjacent to R-1, R-4 or MH zoning districts shall provide a minimum 15-foot buffer area in addition to the setbacks in 17.56.050 between the multifamily development or live/work multifamily buildings and the R-1, R-4 or MH zoned property. Within this buffer the following applies (see Figure 17.56-1):

1. Site obscuring landscaping shall be required. The Planning Commission may require retention of existing vegetation; installation of a 6-foot minimum height site-obscuring fence with shade trees planted a maximum of 30 feet on center; and/or other landscaping to provide visual buffering.
2. No parking lots, drive aisles, or active recreation areas (tot lots, swimming pools, etc.) shall be allowed within the 15-foot buffer (garden spaces shall not be considered active recreation areas).

Figure 17.56-1. Special buffer requirements for multifamily buildings adjacent to R-1, R-4, or MH zoning districts



17.56.080 Architectural character for multifamily and live/work multifamily buildings.

1. Architectural Character.

- a. Building Exterior. The exterior walls of building facades shall be of suitable durable building materials including the following: stucco, stone, terra-cotta, tile, cedar shakes and shingles, beveled or shiplap or other narrow-course horizontal boards or siding, vertical board and batten siding, or similar

materials which are low maintenance, weather resistant, abrasion resistant, and easy to clean. Prohibited building materials include the following: plain concrete, plain concrete block, corrugated metal, unarticulated board siding (e.g., T1-11 siding, plain plywood, sheet press board) and similar quality, nondurable materials.

2. Building Fronts.

a. All residential structures shall utilize at least four of the following design features to provide visual relief along the street frontage:

1. Dormers;
2. Recessed entries;
3. Cupolas;
4. Bay or bow windows;
5. Gables;
6. Covered porch entries;
7. Pillars or posts;
8. Eaves (minimum eighteen-inch projection); or
9. Off-sets on building face or roof (minimum sixteen inches).

Chapter 17.58
Cottage Housing Development

Sections:

- 17.58.010 Purpose.
- 17.58.020 Applicability.
- 17.58.030 Density.
- 17.58.040 Development Area.
- 17.58.050 Existing Uses.
- 17.58.060 Lot Coverage and Floor Area.
- 17.58.070 Setbacks and Building Separation.
- 17.58.080 Required Common Open Space.
- 17.58.090 Required Private Open Space.
- 17.58.100 Development Standards.
- 17.58.110 Parking Standards.
- 17.58.120 Frontage Requirements.
- 17.58.130 Architectural Details.
- 17.58.140 Public Utilities.
- 17.58.150 Covenants, Conditions and Restrictions.

17.58.010 Purpose. The purpose of this section is to:

1. Provide a housing type that responds to differing household sizes and ages (e.g. retirees, small families, single-person households), and offers opportunities for affordability.
2. Provide opportunities for small, single-family dwellings in several residential zoning districts by creating special land division and on-site development regulations that allow this type of use;
3. Encourage creation of usable open space for residents of the development through flexibility in density and development standards;
4. Support growth management through efficient use of urban residential land; and;
5. Provide regulations to ensure compatibility with surrounding uses.

17.58.020 Applicability. Cottage Housing Developments are allowed in all residentially zoned districts, as either a permitted or conditional use. The procedures and criteria of 17.150 (Subdivisions) shall apply to Cottage Housing Subdivisions. If a Cottage Housing Development is proposed with multiple units on one lot, then the procedures and criteria of 17.120 (Site Development Review) shall apply. Where the regulations of this chapter are not specific, the standards of the relevant zoning district will prevail.

17.58.030 Density. For developments in the A-1 zoning district: The City shall allow density at the same level as that permitted in the A-1 zone.

For developments in the R-1, R-4, and MH zoning districts: The City shall allow up to 1.5 cottage units for each regular dwelling unit allowed under existing standards in the applicable zoning district to a maximum of 15 cottages per acre.

17.58.040 Development Area. Cottage Housing Developments (CHD) shall contain a minimum of 4 and a maximum of 12 cottages arranged in a cluster. A Cottage Housing Development may contain more than one cluster.

17.58.050 Existing Uses. On a site to be used for a CHD, existing detached single-family dwellings, which may become nonconforming with respect to the standards of this section, shall be permitted to remain, but the extent of the nonconformity may not be increased. The nonconforming dwelling units shall be included in the maximum permitted cottage density.

17.58.060 Lot Coverage and Floor Area.

1. There is no maximum lot coverage for Cottage Housing Developments.
2. There is no minimum lot size for Cottage Housing Developments.
3. The maximum floor area per dwelling unit without a garage is 1,200 square feet. The maximum floor area is defined as the area included within the surrounding walls of a cottage building on all levels.
4. The maximum floor area per dwelling unit with an attached or detached garage is 1,500 square feet, including the garage.

17.58.070 Setbacks and Building Separation. Because CHD's are a unique type of development, setbacks are measured differently than for a traditional development. The exterior boundary of the CHD development area is considered to be the edge of the development area for the purposes of calculating perimeter setbacks from surrounding properties. For buildings on lots within the CHD, the separation between other onsite buildings are measured, not the distances to interior property lines, unless setbacks from property lines are necessary to meet the Building Code (interior setbacks).

1. Exterior Setbacks. All buildings within a CHD shall maintain front, rear and side yard setbacks as required by the underlying zone from the exterior boundary of the CHD.
2. Interior Building Separation. There shall be a minimum separation of six feet between the eaves of the cottages. On cottage sides with a main entrance, the minimum separation shall be 10 feet. Structures other than cottages shall meet minimum Building Code setback requirements.

17.58.080 Required Common Open Space. Common open space is intended to be an amenity shared by all residents of the cottage housing development.

1. Provide a centrally located open space area for the cottage housing development and have cottages abutting at least two sides.
2. Contain a minimum of 400 square feet per cottage.
3. At least 50 percent of the cottages shall abut a common open space.
4. Each cottage shall be connected to the common open space by a pedestrian pathway.
5. Areas such as utility vaults, exterior setbacks and common parking areas and driveways are not counted in the common open space requirements.
6. Common open space may contain a drainage swale area, provided the area is useable open space.
7. Required common open space shall be provided at ground level in a contiguous commonly owned tract with an easement indicating that it benefits all lots in the CHD.
8. Common open space shall have a minimum average width of 20 feet.
9. The common open space areas shall be constructed and landscaped prior to filing a final plat or in the case of a site plan, construction and landscaping will be tied to final occupancy of the first cottage.
10. The common open space shall be recorded as a perpetual open space to benefit all residents of the Cottage Housing Development prior to filing a final plat or prior to obtaining a building permit.

17.58.090 Required Private Open Space. Private open space adjacent to each cottage is intended for the exclusive use by the cottage resident.

1. Provide a total of 400 square feet of private open space that includes a minimum of 200 square feet of contiguous usable open space adjacent to each cottage with no dimension less than 10 feet. Front porches are not included in the private open space calculation.
2. No more than 50% of the private open space can be within an unenclosed covered patio.

17.58.100 Development Standards.

1. At least 50 percent of the cottages shall be oriented around and have their main entrance facing the common open space.
2. Each cottage shall have a covered entry of at least 80 square feet with a minimum dimension of six feet on any side.
3. Pedestrian pathways must be included to provide for movement of residents and guests from parking areas to homes and other amenities. These pathways must be shown on the subdivision

tentative plan or site plan and be part of the common areas/tracts.

4. Garages attached or detached cannot exceed 450 square feet of floor area and no more than 18 feet in height. Only one garage is allowed per cottage.

5. Accessory Dwelling units shall not be permitted in Cottage Housing Developments (CHD's).

6. Accessory Structures for common usage are allowed in the common open space areas, and shall not exceed more than 25% of the required common open space area. Other accessory structures (except garages) are prohibited.

7. Cottages shall not exceed thirty five feet in height and accessory structures shall not exceed 18 feet in height.

17.58.110 Parking Standards. Parking for CHD's shall be located on the CHD property and identified on the tentative subdivision plan and/or site plan. Onsite parking shall meet the following standards:

1. Parking may be located within an enclosed garage, carport or unenclosed parking space.

2. Parking may be located in common tracts if intended to be shared by the entire CHD in groups of not more than 5 adjoining spaces separated by at least 4 feet of landscaping. An enclosed garage or carport intended to be shared by the entire CHD shall not exceed 1,200 sq ft in size.

3. Parking shall not be located in the exterior setback and must be screened from public streets and adjacent residential uses by a 10 foot landscape buffer containing landscaping and/or architectural screening.

4. Parking is allowed between or adjacent to structures only when it is located toward the rear of the cottage and is served by an alley or private driveway.

5. Off-street parking requirements shall be calculated based on the requirements in 17.106.030.

6. All parking shall provide a minimum of 24 feet for maneuvering and backing movements from garages, carports and/or parking areas.

17.58.120 Frontage Requirements. Individual cottage lots created as part of a CHD subdivision are not required to have frontage on a public or private street. However, the Development parcel shall have the minimum frontage on a public or private street as required by the underlying zone.

17.58.130 Architectural Details. Dwelling units shall contain architectural details.

1. Dwelling units must provide a minimum of five of the following architectural features:

a. Stonework detailing on columns or across foundation.

- b. Brick or stonework covering more than ten percent of the facade.
 - c. Wood, clad wood, or fiberglass windows on all four elevations of the building.
 - e. Decorative roofline elements including roof brackets or multiple dormers.
 - f. Decorative porch elements including scrolls, or brackets, or railings.
 - g. Decorative shingle designs.
 - h. Decorative paint schemes (three or more colors).
 - i. Other architectural detailing may be approved by the community development director if they are constructed with quality material, have a high level of craftsmanship and are consistent with the architectural style of the dwelling.
2. Approved siding materials.
- a. Brick.
 - b. Basalt stone or basalt veneer.
 - c. Narrow horizontal wood or composite siding (five inches wide or less).
 - d. Board and baton siding.
 - e. Wood or cementitious horizontal siding
 - F. Cedar shakes and shingles
3. Other materials may be approved by the community development director if they are consistent with the quality of the approved siding materials and have historic precedence in Scappoose.

17.58.140 Public Utilities. All lots shall be served by individual services from a private or public distribution main. Any deviations from City standards need to be approved by the City Engineer. All individual service lines that cross property shall be placed in an easement. Fire access must be provided according to the requirements of the Uniform Fire Code.

17.58.150 Covenants, Conditions and Restrictions. Subsequent to Site Development Review or final plat approval but prior to issuance of a building permit for any structure in a Cottage Housing Development, set of conditions, covenants and restrictions (CC&Rs) for the Cottage Housing Development shall be reviewed and, if approved by the City, recorded with Columbia County. The CC&Rs must create a homeowner's association that will provide for maintenance of all common areas in the Cottage Housing Development.

Chapter 17.62
C GENERAL COMMERCIAL

Sections:

- 17.62.010 Purpose.
- 17.62.030 Permitted and Conditional uses.
- ~~17.62.040 Conditional uses.~~
- 17.62.050 Dimensional requirements—Commercial and mixed-use buildings.
- 17.62.060 Dimensional requirements—Multifamily buildings

Residential districts.

- 17.62.070 Dimensional requirements Live/Work townhouse or live/work multifamily buildings
- 17.62.080 Live/Work Requirements.
- 17.62.090 Special Buffer Requirements for multifamily and Live/Work multifamily buildings.
- 17.62.100 Architectural character for multifamily and Live/Work multifamily buildings.

17.62.010 Purpose. The purpose of the general commercial zone is to provide for a concentrated, central commercial, office and major retail goods and services area with opportunities for employment and business and professional services in close proximity to residential services and located adjacent to arterial or collector streets. (Ord. 634 §1 Exh. A (part), 1995)

17.62.030 Permitted and Conditional uses.

Use	
Church	Permitted outright ¹
Community recreation facilities	Permitted outright ¹
Convenience sales	Permitted outright ¹
Cultural exhibits and library services	Permitted outright ¹
Day care facility	Permitted outright ¹
Mixed-use building Dwelling units located on the second floor of the commercial structure	Permitted outright ¹
Eating and drinking establishments	Permitted outright ¹
Equipment rentals, general	Permitted outright ¹
Financial, insurance and real estate services	Permitted outright ¹
Food and beverage retail sales	Permitted outright ¹
General retail sales	Permitted outright ¹
Home occupation (Type I) subject to Chapter 17.142, Home Occupations	Permitted outright ¹
Hospitals	Permitted outright ¹
Hotel/motel	Permitted outright ¹
Lodge, fraternal and civic assembly	Permitted outright ¹
Medical and dental services	Permitted outright ¹

Multifamily <u>buildings</u> , dwelling units per A-1 requirements , when located at least two hundred feet from Highway 30 and outside of the Scappoose Creek Floodplain	Permitted outright ¹
<u>Live/work townhouses or live/work multifamily building</u>	<u>Permitted outright¹</u>
Parking facilities	Permitted outright ¹
Passenger terminals	Permitted outright ¹
Personal services, general	Permitted outright ¹
Postal services	Permitted outright ¹
Professional and administrative services	Permitted outright ¹
Public agency administrative services	Permitted outright ¹
Public safety facilities and public support facilities	Permitted outright ¹
Repair services for household and personal items, excluding automotive	Permitted outright ¹
Residential care facility when located at least two hundred feet from Highway 30 and outside of the Scappoose Creek Flood Plain	Permitted outright ¹
Sales grooming and veterinary of small animals	Permitted outright ¹
Vehicle fuel sales, retail	Permitted outright ¹
Any permitted use on a temporary basis subject to Scappoose Municipal Code 17.128, Temporary Commercial and Industrial Uses	Permitted outright ¹
Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93	Permitted outright ¹
Public and private schools including but not limited to charter schools and career schools as defined and regulated by the State of Oregon.	Permitted outright ¹
Home occupations (Type II) subject to Chapter 17.142, Home Occupations	Conditional use ²
Major impact utilities, provided that a ten-foot perimeter setback containing both externally visible landscaping meeting buffering standards and solid screening surrounds the property	Conditional use ²
Ministorage with or without a caretaker dwelling	Conditional use ²
Wholesaling, storage and distribution, provided that all activities are conducted entirely within a building or structure	Conditional use ²
Outside storage subject to buffering and screening according to Chapter 17.100, Landscaping, Screening and Fencing	Conditional use ²
Outside dining facilities	Conditional use ²
Commercial amusement facilities such as bowling alleys or movie theaters other than adult motion picture theaters	
Wireless communication facilities, subject to the provisions of Chapter 17.93.	

¹In the general commercial zone, activities shall be conducted within an enclosed structure or building and are subject to Chapter 17.120, Site Development Review. Only these uses and their accessory uses are permitted outright.

²These uses and their accessory uses may be permitted when authorized by the planning commission in accordance with the requirements of Chapter 17.130, Conditional Use, other relevant sections of this title and any conditions imposed by the planning commission.

17.62.050 Dimensional requirements--Commercial and mixed-use buildings.

Dimensional Requirements	Requirement¹
Minimum lot area	Ten thousand square feet
Minimum lot width	Fifty feet
Minimum setback	
Front Yard	Ten feet and landscaped per Section 17.100.090;
Corner lots	The minimum setback for the side facing the street shall be twenty feet
Internal side or rear yard setback	No internal side or rear yard setback shall be required, except thirty feet shall be required where abutting a residential zoning district and the planning commission may reduce that required yard setback by fifty percent pursuant to Chapter 17.100, Landscaping, Screening and Fencing
Maximum height	No <u>commercial</u> building shall exceed fifty feet in height. <u>A mixed-use building shall not exceed sixty feet in height.</u> Within one hundred <u>fifty</u> feet of a residential zone, no building shall exceed thirty-five feet in height
Maximum lot coverage	Ninety percent including all buildings and impervious surfaces

¹Additional requirements shall include any applicable section of this title. (Ord. 634 §1 Exh. A (part), 1995)

17.62.060 Dimensional requirements--Residential districts Multifamily buildings. Dimensional requirements for residential uses in the expanded commercial district are the same as the A 1 zone, Chapter 17.56, A 1 High Density Residential. (Ord. 636 §1(part), 1996; Ord. 634 §1 Exh. A (part), 1995)

<u>Dimensional Requirements</u>	<u>Requirement</u>
<u>Minimum density</u>	<u>15 dwelling units per net acre</u>
<u>Minimum lot width</u>	<u>Fifty feet</u>
<u>Minimum setback</u>	
<u>Front Yard</u>	<u>Fifteen feet</u>
<u>Front of garages or carports</u>	<u>Twenty feet from the property line where access occurs</u>
<u>Side yard</u>	<u>Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots</u>
<u>Rear yard</u>	<u>Twenty feet</u>
<u>Setbacks for accessory building behind a residence</u>	
<u>Side</u>	<u>Five feet each</u>
<u>Rear</u>	<u>Five feet</u>
<u>Maximum height</u>	<u>Thirty five Sixty feet</u>
<u>Accessory Building</u>	<u>Twenty two feet</u>
<u>Maximum lot coverage</u>	<u>Eighty percent, including all buildings and impervious surfaces</u>
<u>Minimum landscape</u>	<u>Twenty percent</u>

17.62.070 Dimensional requirements Live/Work townhouse or live/work multifamily building

<u>Dimensional Requirements</u>	<u>Requirement</u>
<u>Minimum density</u>	
<u>Townhouse</u>	<u>Two thousand five hundred square feet per unit</u>
<u>Multifamily</u>	<u>15 dwelling units per net acre</u>
<u>Minimum lot width</u>	
<u>Townhouse</u>	<u>Twenty-five feet per unit</u>
<u>Multifamily buildings</u>	<u>Fifty feet</u>
<u>Minimum setback</u>	
<u>Front Yard</u>	<u>Fifteen feet</u>
<u>Front of garages or carports</u>	<u>Twenty feet from the property line where access occurs</u>
<u>Side yard</u>	<u>Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots</u>
<u>Rear yard</u>	<u>Twenty feet</u>
<u>Setbacks for accessory building behind a residence</u>	
<u>Side</u>	<u>Five feet each</u>
<u>Rear</u>	<u>Five feet</u>
<u>Minimum height</u>	<u>Two stories</u>
<u>Maximum height</u>	
<u>Townhouse</u>	<u>Thirty-five feet</u>
<u>Multifamily</u>	<u>Thirty-five Sixty feet</u>
<u>Accessory Building</u>	<u>Twenty two feet</u>
<u>Maximum lot coverage</u>	<u>Eighty percent, including all buildings and impervious surfaces</u>
<u>Minimum landscape</u>	<u>Twenty percent</u>

17.62.080 Live/Work Requirements. Each Live/Work unit shall meet the following requirements:

1. The ground floor commercial or office space will have visibility, signage, and access from the primary street.
2. A live/work unit with residential uses on the ground floor must be located outside of the Scappoose Creek Floodplain.
3. To preserve the pedestrian orientation of the commercial or office space, alley or rear access is required to provide services and residential parking.
4. Each Live/Work Unit shall have a minimum work space of 200 square feet and a minimum living area of 600 square feet.
5. Each Live/Work Unit shall have a minimum of one (1) off-street parking space for each dwelling unit and one (1) off-street parking space for the first 500 square feet of non-residential floor area. Additional off-street parking spaces for non-residential floor area over and above the first 500 square feet shall be provided pursuant to Chapter 17.106 (Off-Street Parking and Loading Requirements).

17.62.090 Special Buffer Requirements for multifamily buildings and live/work multifamily buildings. Buffer requirements for multifamily uses in the general commercial district are the same as the A-1 zone, See Section 17.56.070.

17.62.100 Architectural character for multifamily and live/work multifamily buildings. Architectural character requirements for multifamily uses in the general commercial district are the same as the A-1 zone, See Section 17.56.080.

Chapter 17.68
EC EXPANDED COMMERCIAL

Sections:

- 17.68.010 Purpose.
- 17.68.030 Permitted and Conditional uses.
- ~~17.68.040 Conditional uses.~~
- 17.68.050 Dimensional requirements Commercial and mixed-use buildings.
- 17.68.060 Dimensional requirements Multifamily buildings
Residential districts.
- 17.68.070 Dimensional requirements Live/Work townhouse or live/work
multifamily buildings
- 17.68.080 Live/Work Requirements.
- 17.68.090 Special Buffer Requirements for multifamily and
live/work multifamily buildings.
- 17.68.100 Architectural character for multifamily and
live/work multifamily buildings.

17.68.010 Purpose. The purpose of the EC zone is to provide areas:

- A. For combining light manufacturing, office, retail sales, and complementary related commercial uses;
- B. For combining uses which have no off-site impacts in terms of noise, odor, glare, lights, vibration, smoke, dust or other types of off-site impacts;
- C. For combining parking, landscaping and other design features which physically and visually link structures and uses within one development;
- D. Which utilize a basic street and utility pattern which will permit flexibility in the size of development sites and provide internal circulation which connect to adjoining sites; and
- E. Which provide for a circulation system that provides direct access to arterials or collectors that will not channel traffic through residential areas. (Ord. 634 §1 Exh. A (part), 1995)

17.68.030 Permitted uses.

Use	
Agricultural sales	Permitted outright ¹
Automotive and equipment: <ol style="list-style-type: none"> 1. Repairs provided that a five-foot landscaped perimeter setback surround all outdoor parking and storage areas and all repair work is performed indoors; 2. Sales/rental/storage of farm equipment, automobiles, recreational vehicles, boats or light equipment, provided that a five-foot landscaped perimeter setback surrounds all 	Permitted outright ¹

outdoor parking and all storage areas are buffered and screened in accordance with Chapter 17.100, Landscaping, Screening and Fencing.	
Building materials sales and storage	Permitted outright ¹
Building maintenance services	Permitted outright ¹
Business equipment sales and services	Permitted outright ¹
Church	Permitted outright ¹
Commercial amusement facilities including bowling alleys, video arcades, and movie theaters other than adult motion picture theaters	Permitted outright ¹
Communication services	Permitted outright ¹
Construction sales and services	Permitted outright ¹
Day care facility	Permitted outright ¹
Mixed-use building Dwelling units located on the second floor of the commercial structure	Permitted outright ¹
Eating and drinking establishments	Permitted outright ¹
Equipment rental and sales	Permitted outright ¹
Financial, insurance and real estate services	Permitted outright ¹
General retail sales	Permitted outright ¹
Home occupation (Type I) subject to Chapter 17.142, Home Occupations	Permitted outright ¹
Laundry services	Permitted outright ¹
Medical and dental services	Permitted outright ¹
Mini-storage with or without caretaker dwelling	Permitted outright ¹
Multifamily buildings, dwelling units per A-1 requirements when located at least two hundred feet from Highway 30 and outside of the Scappoose Creek Flood Plain	Permitted outright ¹
<u>Live/Work townhouses or live/work multifamily building</u>	<u>Permitted outright¹</u>
Packaging and production of finished products from previously prepared materials	Permitted outright ¹
Parking facilities	Permitted outright ¹
Participation sports and recreation, indoor	Permitted outright ¹
Postal services	Permitted outright ¹
Professional and administrative offices	Permitted outright ¹
Public safety services	Permitted outright ¹
Public support facilities	Permitted outright ¹
Recreational vehicle parks subject to Chapter 17.94, Manufactured Home Regulations	Permitted outright ¹
Research services	Permitted outright ¹
Residential care facilities when located at least two hundred feet from Highway 30 and outside of the Scappoose Creek Flood Plain	Permitted outright ¹
Small animal sales and services including veterinary	Permitted outright ¹
Vehicle fuel sales, retail	Permitted outright ¹
Wholesale, storage and distribution	Permitted outright ¹
Hotel/motel	Permitted outright ¹

Any permitted use on a temporary basis subject to Scappoose Municipal Code 17.128, Temporary Commercial and Industrial Uses	Permitted outright ¹
Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93	Permitted outright ¹
Public and private schools including but not limited to charter schools and career schools as defined and regulated by the State of Oregon.	Permitted outright ¹
Adult bookstore, entertainment or motion picture theaters, provided no sales area or activity is ever visible from the building exterior, all building setbacks shall be a minimum of thirty-five feet from any property line and shall be screen and buffered in accordance with Section 17.100.090. In addition, location shall be at least one thousand five hundred feet, measured in a straight line, from any of the following: 1. Residential district 2. Public or private nursery, preschool, elementary, junior, middle or high school 3. Day care facility, nursery school, convalescent home, home for the aged, resident care facility or hospital 4. Public library 5. Community recreation 6. Church	Conditional use ²
Automotive and equipment body repairs conducted wholly within an enclosed structure	Conditional use ²
Fleet storage with no buildings or structures, provided that a five-foot screened and buffered perimeter setback surrounds all outdoor parking and storage areas	Conditional use ²
Home occupations (Type II) subject to Chapter 17.142, Home Occupations	Conditional use ²
Outside storage subject to buffering and screening in accordance with Chapter 17.100, Landscaping, Screening and Fencing	Conditional use ²
Outside dining facilities	Conditional use ²
Major impact utilities provided that a ten-foot perimeter setback containing both externally visible landscaping meeting buffering standards and solid screening surrounds the property	Conditional use ²
Radio towers and transmitters	Conditional use ²
Wireless communication facilities, subject to the provisions of Chapter 17.93.	Conditional use ²

¹In the expanded commercial zone, except as specifically stated, activities shall be conducted within an enclosed building or structure and are subject to ~~site development review~~, Chapter 17.120, Site Development Review. Only these uses and their accessory uses are permitted outright.

² These uses and their accessory uses may be permitted when authorized by the planning commission in accordance with the requirements of Chapter

17.130, Conditional Use, other relevant sections of this title and any conditions imposed by the planning commission:

17.68.050 Dimensional requirements—Commercial and mixed-use buildings.

Dimensional Requirements	Requirement ¹
Minimum lot size	Ten thousand square feet
Minimum lot width	One hundred feet
Minimum setback	
Front Yard	Shall be a minimum of ten feet and shall be landscaped per Section 17.100.090
Corner lots and through lots	The minimum setback for the side facing the street shall be twenty feet
Side or rear yard	None required except thirty feet shall be required where abutting a residential zoning district and the planning commission may reduce the required yard setback by fifty percent pursuant to Chapter 17.100, Landscaping, Screening and Fencing.
Maximum height	<p>No <u>commercial</u> building shall exceed fifty feet in height.</p> <p><u>A mixed-use building shall not exceed sixty feet in height.</u></p> <p>Within one hundred <u>fifty</u> feet of a residential zone, no building shall exceed thirty-five feet in height.</p>
Maximum lot coverage	The maximum lot coverage shall be ninety percent including all buildings and impervious surfaces

¹Additional requirements shall include any applicable section of this title. (Ord. 634 §1 Exh. A (part), 1995)

17.68.060 Dimensional requirements--~~Residential districts-Multifamily buildings.~~ Dimensional requirements for residential uses in the expanded commercial district are the same as the A-1 zone, Chapter 17.56, A-1 High Density Residential. (Ord. 636 §1(part), 1996; Ord. 634 §1 Exh. A (part), 1995)

<u>Dimensional Requirements</u>	<u>Requirement</u>
<u>Minimum density</u>	<u>15 dwelling units per net acre</u>
<u>Minimum lot width</u>	<u>Fifty feet</u>
<u>Minimum setback</u>	
<u>Front Yard</u>	<u>Fifteen feet</u>
<u>Front of garages or carports</u>	<u>Twenty feet from the property line where access occurs</u>
<u>Side yard</u>	<u>Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots</u>
<u>Rear yard</u>	<u>Twenty feet</u>
<u>Setbacks for accessory building behind a residence</u>	
<u>Side</u>	<u>Five feet each</u>
<u>Rear</u>	<u>Five feet</u>
<u>Maximum height</u>	<u>Thirty five <u>Sixty feet</u></u>
<u>Accessory Building</u>	<u>Twenty two feet</u>
<u>Maximum lot coverage</u>	<u>Eighty percent, including all buildings and impervious surfaces</u>
<u>Minimum landscape</u>	<u>Twenty percent</u>

17.68.070 Dimensional requirements Live/Work townhouse or live/work multifamily building

<u>Dimensional Requirements</u>	<u>Requirement</u>
<u>Minimum density</u>	
<u>Townhouse</u>	<u>Two thousand five hundred square feet per unit</u>
<u>Multifamily</u>	<u>15 dwelling units per net acre</u>
<u>Minimum lot width</u>	
<u>Townhouse</u>	<u>Twenty-five feet per unit</u>
<u>Multifamily buildings</u>	<u>Fifty feet</u>
<u>Minimum setback</u>	
<u>Front Yard</u>	<u>Fifteen feet</u>
<u>Front of garages or carports</u>	<u>Twenty feet from the property line where access occurs</u>
<u>Side yard</u>	<u>Total a minimum of fifteen feet with one setback not less than ten feet, which shall be on the street side for corner lots</u>
<u>Rear yard</u>	<u>Twenty feet</u>
<u>Setbacks for accessory building behind a residence</u>	
<u>Side</u>	<u>Five feet each</u>
<u>Rear</u>	<u>Five feet</u>
<u>Minimum height</u>	<u>Two stories</u>
<u>Maximum height</u>	
<u>Townhouse</u>	<u>Thirty-five feet</u>
<u>Multifamily</u>	<u>Thirty-five Sixty feet</u>
<u>Accessory Building</u>	<u>Twenty two feet</u>
<u>Maximum lot coverage</u>	<u>Eighty percent, including all buildings and impervious surfaces</u>
<u>Minimum landscape</u>	<u>Twenty percent</u>

17.68.080 Live/Work Requirements. Each Live/Work unit shall meet the following requirements:

1. The ground floor commercial or office space will have visibility, signage, and access from the primary street.
2. A live/work unit with residential uses on the ground floor must be located outside of the Scappoose Creek Floodplain.
3. To preserve the pedestrian orientation of the commercial or office space, alley or rear access is required to provide services and residential parking.
4. Each Live/Work Unit shall have a minimum work space of 200 square feet and a minimum living area of 600 square feet.
5. Each Live/Work Unit shall have a minimum of one (1) off-street parking space for each dwelling unit and one (1) off-street parking space for the first 500 square feet of non-residential floor area. Additional off-street parking spaces for non-residential floor area over and above the first 500 square feet shall be provided pursuant to Chapter 17.106 (Off-Street Parking and Loading Requirements).

17.68.090 Special Buffer Requirements for multifamily buildings and live/work multifamily buildings. Buffer requirements for multifamily uses in the expanded commercial district are the same as the A-1 zone, See Section 17.56.070.

17.68.100 Architectural character for multifamily and live/work multifamily buildings. Architectural character requirements for multifamily uses in the expanded commercial district are the same as the A-1 zone, See Section 17.56.080.

17.78.010--17.78.040

Chapter 17.78

PL-U PUBLIC LANDS--UTILITY

Sections:

- 17.78.010 Purpose.
- 17.78.030 Permitted uses.
- 17.78.040 Conditional uses.
- 17.78.0450 Dimensional requirements.

17.78.010 Purpose. The PL-U zone is intended to provide for the review and approval of the location and development of special uses that by reason of their public convenience, necessity and unusual character or effect on the neighborhood, may not be suitable for listing within other sections of this code. The PL-U zone is intended to provide a mechanism for the establishment of public utility facilities. (Ord. 715 §1(part), 2002)

17.78.030 Permitted uses. In the PL-U zone, only the following uses and their accessory uses are permitted outright, and are subject to the provisions of Chapter 17.120, Site Development Review:

- A. Public water system structures, including, but not limited to treatment plants, storage reservoirs, pump stations or other major facilities associated with the supply or distribution of water;
- B. Public sewerage or drainage way system structures, including, but not limited to, pump stations, or sewage or storm water treatment plants;
- C. Public workshops, road shops, yards, and equipment and material storage yards.
- D. Public support facilities. (Ord. 828, 2013; Ord. 741 §2, 2004; Ord. 715 §1(part), 2002)

17.78.040 Conditional uses. The following uses and their accessory uses may be permitted in the PL-U zone when authorized by the planning commission in accordance with the requirements of Chapter 17.130, other relevant sections of this title and any conditions imposed by the Planning Commission:

- A. Public recreation facilities including neighborhood parks, and multi-use trails with associated trail access points and trailheads, when the use does not interfere with the public utility facilities onsite.

17.78.0450 Dimensional requirements. Due to the unique nature of the public uses allowed within the PL-U zone, no designated minimum lot size, minimum yard requirements, minimum building height or maximum lot coverage exist. Minimum lot size, lot coverage, building height and yard

requirements shall be determined on a case by case basis by the planning commission as provided for within the provisions of Chapter 17.120 or 17.130. (Ord. 715 §1 (part), 2002)

Chapter 17.80DOWNTOWN OVERLAYSections:

- 17.80.010 Purpose.
- 17.80.020 Applicability.
- 17.80.030 Uses.
- 17.80.040 Dimensional requirements.
- 17.80.050 Parking lots for commercial, mixed-use, and multifamily uses.
- 17.80.060 Lighting.
- 17.80.070 Service areas.
- 17.80.080 Building height and architectural character.
- 17.80.090 Signs.
- 17.80.100 Landscaping.

17.80.010 Purpose. The purpose of the downtown overlay is to encourage the preservation, improvement and renewal of the existing business district of the city maintaining a center of commercial and civic activity for the community; encourage pedestrian traffic; encourage higher density residential development in support of commerce; require design features that reduce conflicts with vehicular traffic flow; and improve the general appearance, safety and convenience of the downtown area by requiring greater attention to the design of buildings, parking, landscaping, lighting and traffic circulation. (Ord. 811, 2010; Ord. 682, §4 (part), 1999)

17.80.020 Applicability.

A. West of Highway 30, the downtown overlay shall apply to properties beginning on the north side of E.M. Watts Road and extending north to Scappoose-Vernonia Highway and including all properties with frontages on either side of West First Street or Highway 30 or the connecting side streets, excepting the residential properties north of E.J. Smith Road and west of NW 1st Street. East of Highway 30, the downtown overlay shall apply to properties from Williams Street south to East Columbia Avenue with frontages on NE First Street; properties from East Columbia Avenue south to Santosh Street with frontages on SE First Street or SE Second Street; properties with frontages on East Columbia Avenue extending east from Highway 30 to West Lane Road; and properties with frontages on both West Lane Road and East Columbia Avenue, as shown on Figure 17.80.1.

B. The design standards of this Chapter are not applicable to exterior maintenance or repair of existing structures or improvements.

C. The provisions of this Chapter shall apply to all new Residential, mixed-use, and commercial construction. The Chapter shall also apply to major exterior modifications except for existing single-family residences.

D. Changes to existing commercial, mixed-uses and multifamily residential uses shall be subject to this Chapter if any of the following changes ~~is~~ are proposed:

1. An increase of ten percent or more in dwelling unit density, or lot coverage for residential development;
2. A change in the ratio or number of different types of dwelling units;
3. An increase in the height or width of the building(s) by more than twenty percent;
4. Demolition or replacement of more than twenty-five percent of the surface area of any exterior wall or roof;
5. A change that requires additional on-site parking in accordance with Chapter 17.106; or
6. A change in the type and location of access ways and parking areas where off-site traffic would be affected.

E. Except as specifically exempted in this chapter, all other requirements of Title 17 shall apply within the downtown overlay. (Ord. 811, 2010; Ord. 738 §1 (part), 2003; Ord. 682 §4 (part), 1999)

17.80.030 Uses.

Use	
Where base zoning is commercial, permitted and conditional uses shall be as defined in <u>the</u> underlying base zone.	See the uses permitted in the base zone
Where base zoning is residential, permitted and conditional uses shall be as defined in the underlying base zone, plus the following additional permitted uses: <ol style="list-style-type: none"> 1. Bed and breakfast facilities; 2. Library services; 3. Professional offices where building footprint is four thousand square feet or less; 4. Dwelling units located on the second upper floor(s) of professional offices <u>Mixed-use building</u> where building footprint is four thousand square feet or less; 5. Single family attached Townhouses on individual lots three thousand (3,000) square feet or greater, not to exceed four units or eighty 	See the uses permitted in the base zone

feet from end wall to end wall, whichever is less.	

17.80.040 Dimensional requirements.

Dimensional Requirements	Requirement ¹
Minimum lot size Commercial base zoning	No minimum lot area shall be required.
Minimum lot size Residential base zoning with commercial uses	Six thousand (6,000) square feet.
Minimum lot size Residential base zoning with residential uses Single-family detached <u>two stories in height residential dwelling unit sixteen feet or greater in height</u> Single-family detached <u>one story in height above sixteen feet or less in height</u> <u>Townhouse</u> <u>Duplex</u> <u>Triplex</u>	Three thousand (3,000) square feet Forty-five hundred Six thousand (6,000) <u>4,500</u> square feet or Three thousand (3,000) square feet <u>per townhouse</u> Six thousand (6,000) square feet <u>per duplex</u> Six thousand (6,000) square feet for the first two attached units plus an additional two thousand (3,000 <u>2,000</u>) square feet for each additional dwelling unit

<u>Quad-plex</u>	Six thousand (6,000) square feet for the first two attached units plus an additional two thousand (3,000 <u>2,000</u>) square feet for each additional dwelling unit
Lot Width	<p>Where uses are commercial <u>or mixed use</u>, no minimum lot width shall be required.</p> <p>Where uses are residential, the minimum lot width shall be thirty feet for detached residences and twenty feet for single-family <u>attached</u> townhouses.</p>
Setbacks	<p>Where uses are commercial <u>or mixed use</u>,</p> <ul style="list-style-type: none"> a) No setback shall be permitted between the front of the building and the property line adjoining the street, <u>with the exception of an outdoor patio used for seating</u>. The planner may authorize minor exceptions up to eight feet where necessary due to lot configuration, visual clearance area requirements, or the need to accommodate overhanging elements such as awnings, signage, or architectural features. Such setback exceptions shall be limited to the minimum necessary. b) <u>Side yard setbacks shall be a minimum of three feet each with any street side setback no less than ten feet.</u> c) <u>Rear yard setbacks for mixed-use buildings shall be a minimum of twenty feet.</u> <p>Where uses are residential,</p> <ul style="list-style-type: none"> a) The front yard setback shall be a minimum of ten feet; b) The front of garages or carports shall be located a minimum of twenty feet from the property line where access occurs;

	<p>c) Side yard setbacks for detached residential dwelling units shall be a minimum of three feet each with any street side setback no less than ten feet;</p> <p>d) Side yard setbacks for attached townhouses on individual lots shall be zero at the common property line and shall be a minimum of three feet at side yards for end units with any street side setback no less than ten feet;</p> <p>e) Side yard setbacks for detached accessory buildings shall be a minimum of three feet each;</p> <p>f) The rear yard setback shall be a minimum of twenty feet, except the minimum rear yard setback for an accessory building shall be five feet.</p>
Maximum height	<p>No building shall exceed thirty-five feet in height, <u>except a mixed use building with commercial or professional office space on the first floor with residential units above shall not exceed forty-five feet in height.</u></p>

¹Base zoning dimensions are not applicable within the downtown overlay.

17.80.050 Parking lots for commercial, mixed-use, and multifamily uses.

A. Parking lots shall be in accordance with Chapter 17.106, Off Street Parking and Loading Requirements, except as specifically defined in this section. Illustrations of desirable parking lot designs are shown in the 1998 ODOT/DLCD Quick Response Project and/or the 2002 ODDA Resource Team Report.

B. Location of Parking.

1. New off-street surface parking lots shall be located to the side or rear of buildings. Parking at midblock or behind buildings is preferred. When parking cannot be located at midblock or behind buildings, perimeter screening and planting shall be required, complying with design standards for parking perimeter screening and planting, subsection D of this section.

2. New off-street surface parking lots shall not be located between a front facade of a building adjacent to a public street, and the public street.

3. New parking lots and garages shall not be located within twenty feet of a street corner.

C. Design of Parking Lots.

1. Off-street surface parking areas shall be designed to be as unobtrusive, and as attractive in appearance, as possible.

2. Angled or perpendicular parking spaces shall provide, where needed, extruded curbs (tire stops) or widened curbs to prevent bumper overhang into landscape areas or walkways.

3. Landscaping around and within surface parking areas shall equal ten percent of the total parking area.

4. Landscaping shall be installed within planting bays, and in any other area where parking stalls, circulation aisles, driveways and pedestrian movements shall not be precluded by the landscaping.

5. Pedestrian accessways through surface parking lots shall be clearly identifiable through use of different paving materials, pavement markings, grade separation, or landscaping, well-lighted, and as short as practicable.

6. Surface parking lot vehicular accessways ~~shall not exceed twenty feet in width, and~~ shall not be located within twenty-five feet of a corner.

7. New parking areas shall be designed to the extent practicable to connect with existing parking areas on adjacent sites to minimize usage of the street for parallel movements.

D. Parking Perimeter Screening and Planting. Parking areas adjacent to public streets shall provide landscaping which meets one of the following standards:

1. A five-foot-wide planting strip between the right-of-way or back of sidewalk and the parking area. The planting strip may be pierced by pedestrian accessible and vehicular accessways. Planting strips shall be planted with an evergreen hedge. Hedges shall be no less than thirty-six inches or more than forty-two inches in height at maturity. Materials shall achieve a balance between low-lying and vertical shrubbery and trees. Hedges and other landscaping shall be planted and maintained to afford adequate sight distance for vehicles exiting the parking lot; or

2. A solid decorative wall or fence thirty-six inches in height parallel to and not nearer than one foot from the right-of-way line. The area between the wall or fence and the street line shall be landscaped. Materials shall achieve a balance between low-lying and vertical shrubbery and trees. The required wall or fence and landscaping shall be designed to allow for access to the site and sidewalk by pedestrians and shall be constructed and maintained to afford adequate sight distance for vehicles exiting the parking lot; or

3. A transparent screen or grille forty-eight inches to seventy-two inches in height parallel to the right-of-way line. A one foot minimum planting strip shall be located either inside the screen, or between the screen and the right-of-way. The plant strip shall be

planted with a hedge or other landscaping. Materials shall achieve a balance between low-lying and vertical shrubbery and trees. The required screen or grill and landscaping shall be designed to allow for access to the site and sidewalk by pedestrians and shall be constructed and maintained to afford adequate sight distance for vehicles exiting the parking lot.

E. Reduced Off-Street Parking Requirements for commercial uses.

1. For any structure meeting the applicability provisions of Chapter 17.120 (Site Development Review) or Chapter 17.130 (Conditional Use), the Planning Commission may grant reduced off-street parking standards within the following parameters:

a. Up to a 100-percent reduction capacity for the area existing between NW Laurel Street and NW Casey Street/J.P. West Road for properties having frontages on either side of West First Street, Highway 30, or the connecting side streets.

b. Up to a twenty-five (25) percent reduction capacity for properties in the downtown overlay on the east side of Highway 30. (Ord. 811, 2010; Ord. 738 §1 (part), 2003; Ord. 682 § 4 (part), 1999)

c. Reduced off-street parking requirements do not apply to mixed-use or multifamily buildings.

17.80.060 Lighting.

A. Illustrations of desirable lighting are shown in the 1998 ODOT/DLCD Quick Response Project and/or the 2002 ODDA Resource Team Report.

B. Pedestrian scale street lighting shall be provided along East Columbia Avenue and along West First Street.

C. Pedestrian scale street lights shall be no taller than twenty feet and shall be a design approved by the planner. Lamps shall be metal halide bulbs or other white light source.

D. Additional pedestrian-oriented site lighting (i.e., path lighting including step lights, well lights and bollards) is encouraged.

E. Fixture height and lighting levels shall be commensurate with their intended use and function and shall assure compatibility with neighboring land uses. Baffles shall be incorporated to minimize glare and to focus lighting to its intended area.

F. Minimum lighting levels shall be provided for public safety in all urban spaces open to public circulation.

G. No lighting standard shall exceed twenty-five feet in height.

H. Accent lighting on architectural focal points and landscape features is encouraged.

I. Seasonal lighting is encouraged. (Ord. 811, 2010; Ord. 738 §1 (part), 2003; Ord. 682 § 4 (part), 1999)

17.80.070 Service areas.

A. Illustrations of desirable service area screening are shown in the 1998 ODOT/DLCD Quick Response Project and/or the 2002 ODDA Resource Team Report.

- B. Except for single-family dwelling units, all on-site service areas, loading zones and outdoor storage areas, waste storage, disposal facilities, transformer and utility vaults and similar activities shall be located in an area not visible from a street or urban space. If this is not possible, then the service area, loading zone or storage area shall be fully screened from public view. Prohibited screening includes chain-link fencing with or without slats. Acceptable screening includes a stone, masonry or wood enclosure which may be freestanding or incorporated into a building wall. (Ord. 811, 2010; Ord. 738 §1 (part), 2003; Ord. 682 § 4 (part), 1999)

17.80.080 Building height and architectural character.

A. Building Height for Commercial Uses.

1. The minimum facade height for single-story buildings shall be sixteen feet for buildings with unbroken rooflines, but may be as short as fourteen feet for buildings providing architectural diversity to roof profiles. Building height shall be measured from the highest grade point of the building frontage from ground to top of cornice or ~~midpoint~~ highest point of roof slope.

B. Architectural Character.

1. Awnings on building containing commercial uses.

a. Awnings at the ground level of commercial buildings are encouraged.

b. Awnings shall not obscure or distract from significant architectural features and should fit within the window bays (either above the main glass or the transom window).

c. The color of the awning shall be compatible with its attached building.

2. Building Exterior. The exterior walls of building facades shall be of suitable durable building materials including the following: stucco, stone, terra-cotta, tile, cedar shakes and shingles, beveled or shiplap or other narrow-course horizontal boards or siding, vertical board and batten siding, articulated architectural concrete masonry units (CMU), or similar materials which are low maintenance, weather resistant, abrasion resistant, and easy to clean. Prohibited building materials include the following: plain concrete, plain concrete block, corrugated metal, unarticulated board siding (e.g., T1-11 siding, plain plywood, sheet press board) and similar quality, nondurable materials.

3. Building Fronts.

a. All residential structures shall utilize at least two of the following design features to provide visual relief along the street frontage:

1. Dormers;
2. Recessed entries;
3. Cupolas;
4. Bay or bow windows;
5. Gables;
6. Covered porch entries;

7. Pillars or posts;
8. Eaves (minimum eighteen inch projection); or
9. Off-sets on building face or roof (minimum sixteen inches).

b. Ground floor windows shall be provided on commercial building facades.

c. Darkly tinted windows and mirrored windows that block two-way visibility are prohibited as ground floor windows of commercial buildings.

d. Ground floor building facades on commercial buildings shall contain unobscured windows or glass doors for at least forty-five percent of the wall area and fifty percent of the wall length within the first nine feet of wall height. Lower window sills shall not be more than three feet above grade except where interior floor levels prohibit such placement, in which case the lower window sill shall not be more than a maximum of four feet above the finished exterior grade.

e. On the ground floor, commercial buildings shall incorporate large display windows with transom windows above.

f. New commercial buildings whose street frontage is more than forty-five feet wide shall be designed to convey a sense of division through the use of either pilasters, window and door openings, recessed entries, off-sets or other architectural details and shall break any flat, monolithic facade by including architectural elements such as bay windows, changes in materials, or other articulation such as columns or vertical architectural elements to provide pedestrian scale to the ground floor. (Ord. 811, 2010; Ord. 738 §1 (part), 2003; Ord. 682

17.80.090 Signs. A. Signs shall be in accordance with the requirements of Chapter 17.114, Signs. (Ord. 682 §4 (part), 1999)

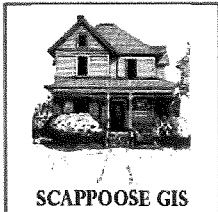
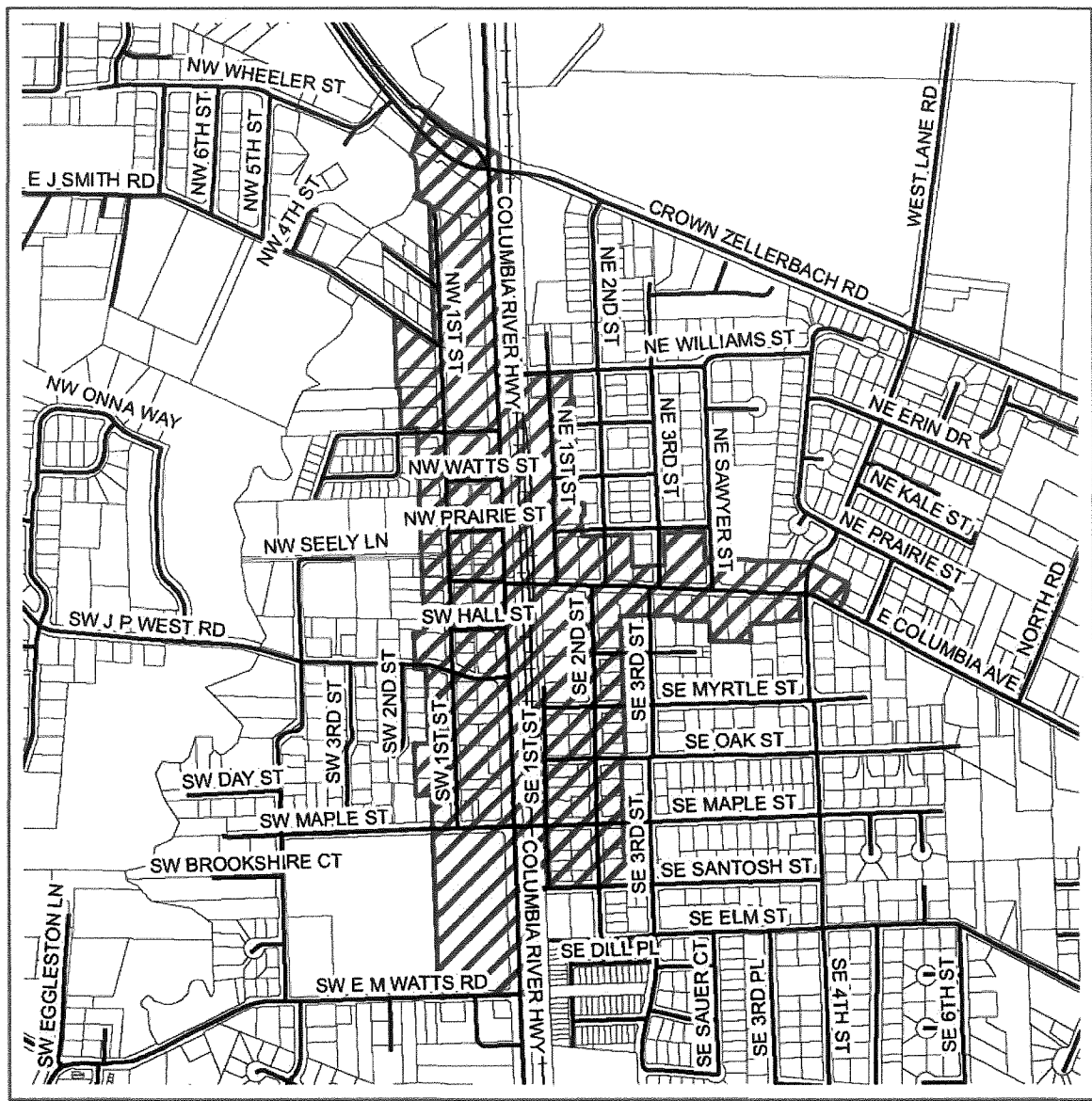
17.80.100 Landscaping.




A. The landscaping requirements of Sections 17.100.090 (Buffering and screening requirements) and 17.100.100 (Screening-Special provisions) shall not apply within the downtown overlay.

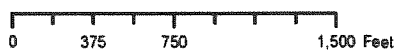
B. Pedestrian scale lighting and hanging floral baskets may be substituted for street trees for frontages on the west side of Highway 30 from the northwest corner of JP West Road north to the southwest corner of Watts Street. Such substitutions shall be in accordance with the standards in Section 17.80.060. The design of the fixture shall be subject to approval by the planner.

C. One street tree shall be required per 35 feet of linear street frontage or fraction thereof, except where the planner approves alternative plantings due to visual clearance area requirements, awnings, street lights, doors or other conflicts. Species of street trees shall be subject to approval by the planner and may vary from the approved street tree list where a smaller stature of tree is necessary to resolve conflicts. (Ord. 820 §5, 2012; Ord. 811, 2010; Ord. 682 §4 (part), 1999) (Ord. 820 §3, 2012)

Scappoose Downtown Overlay



- Legend**
-  Streets
 -  Taxlots Boundary
 -  Downtown Overlay



17.81.010

Chapter 17.81
PLANNED DEVELOPMENT OVERLAY (PD)

Sections:

- 17.81.010 Purpose.
- 17.81.020 Applicability.
- 17.81.030 Permitted uses.
- 17.81.040 Dimensional standards.
- 17.81.050 General requirements.
- 17.81.060 Procedure.
- 17.81.070 Approval criteria.
- 17.81.080 Tentative plan.
- 17.81.090 Final plan.
- 17.81.100 Changes and modifications.
- 17.81.110 Application of development standards--Conflict of planned development standards and zoning district standards.

17.81.010 Purpose. The purpose of this district is to provide more flexibility in the development of land; encourage variety and creativity in the development pattern of the community; conserve natural land features; facilitate aesthetic and efficient use of open space; create public and private open space; encourage the application of new techniques and technology to community development which contribute to superior living or development patterns; use land efficiently in order to reduce the costs of housing, maintenance, street systems and utility networks; promote energy conservation and crime prevention; and relate development to the natural environment and its users.

A planned development shall be considered as an overlay to an existing zone, and the development of said property shall be in accordance with that zone's requirements, except as may be specifically allowed by the planning commission. For purposes of implementing these objectives, two means are available:

A. The property owner or his or her representative may apply for a planned development to overlay an existing zone and shall submit an acceptable plan and satisfactory assurances that it will be carried out in accordance with the procedures set forth in Section 17.81.060; or

B. The property owner of a particular parcel, the planning commission, or the city council may apply for a planned development designation to overlay an existing zone without submitting any development plans; however, no development of any kind may occur until a final plan has been submitted and approved. A planned development overlay initiated by the commission or council shall address itself to the purposes set forth herein: a planned development overlay may be approved under these circumstances for a property that has unique characteristics (for example, having geological, ecological or archeological significance), and the development of which may have a

significant impact upon the surrounding area or the city as a whole due to its scope, potential housing or employment density, and anticipated traffic generation. However, the commission and council shall set forth the reasons for approval and the areas of concern that must be addressed when final plans are submitted. (Ord. 717 §1 (part), 2002)

17.81.020 Applicability. A. Commercial, Industrial, and Residential. The planned development process may be applied in any zone to all commercial and industrial uses, ~~and excluding the R-1 zone,~~ all residential uses for site-constructed housing, subject to requirements of the underlying district, the land division regulations, and sections 17.81.040 and 17.81.050 of this chapter. In the R-1 zone, the planned development overlay shall be processed as a Conditional Use.

B. Manufactured Homes. The planned development process may also be applied to manufactured home subdivisions in the MH and A-1 residential districts, subject to the requirements of the underlying district and this code. (Ord. 737 §1, 2003; Ord. 717 §1 (part), 2002)

17.81.030 Permitted uses. A. For residential districts:

1. Uses permitted in the underlying district;
2. Housing concepts may include, but are not limited to, single-family residences, duplexes, row houses, townhouses, cluster units, multiple-family dwellings or manufactured homes;
3. Related commercial uses as part of the development;
4. Related public lands uses designed to serve the development;
5. Accessory buildings and uses, not to exceed twenty-five percent of the lot area of the principal use.

B. For commercial and industrial districts:

1. Uses permitted in the underlying district;
2. Public lands uses;
3. Other uses approved as part of the general plan;
4. Accessory buildings and uses, not to exceed twenty-five percent of the lot area of the principal use. (Ord. 717 §1(part), 2002)

17.81.040 Dimensional standards. A. Lot Width, Depth, Coverage, Setback and Frontage Requirements. Minimum lot size, width, depth, coverage, setback and frontage requirements for lots in a planned development may be less than the minimums specified in the underlying district if in accordance with the approved general plan and the density standards of this section.

B. Minimum Site Size. A planned development shall be established on a parcel of land that is suitable for the proposed development, and shall not be established on less than four acres of contiguous land, unless the planning commission finds that property of less than four acres is suitable as a planned development by virtue of its unique character, topography or natural features, or by virtue of its qualifying as an isolated problem area as determined by the planning commission. (Ord. 737 §2, 2003; Ord. 717 §1 (part), 2002)

17.81.050 General requirements. A. Compatibility with Neighborhoods.

1. The planned development shall present an organized arrangement of buildings, facilities, open spaces and improvements such as recreation facilities, landscaping and fencing to ensure compatibility with the comprehensive plan and the area in which it is to be located.

2. Peripheral yards of a planned development site shall be at least as deep as those required by the yard regulations of the adjoining district, unless the planning commission finds that equal protection will be accorded through specific features of the approved plan.

B. Open Space.

1. Open space in a planned development means the land area to be used for scenic landscaping, or open recreational purposes within the development. It shall not include street right-of-ways, driveways or open parking areas.

2. Open space shall be provided for the recreational and leisure use of the individuals occupying the planned development, and designed to enhance the present and future value of the development.

3. To the maximum extent possible, natural features of the land shall be preserved and landscaping provided.

4. In order to assure that open space will be permanent, dedication of development rights to the city for other than open space use may be required.

5. Instruments guaranteeing the maintenance of open space shall be reviewed and approved by the planning commission. Documents dedicating development rights and provisions for maintenance of open space shall be approved as to form by the city attorney.

6. The planning commission may require that instruments of conveyance provide that in the event the open space is permitted to deteriorate, or is not maintained in a condition consistent with the approved plan, the city may, at its option, cause such maintenance to be done and assess the costs to the affected property owners.

C. Residential Density.

1. In a residential planned development, the density permitted is the same as that of the underlying district or districts. In a mixed-use planned development, the number of allowable units is based on net residential area. The net residential area for a planned development shall be calculated by taking the total area of the development less streets, commercial, industrial, public lands and other nonresidential uses. Recreational trails and areas, and open space, etc., shall be included in the net residential area. The number of dwelling units permitted in a planned development shall be calculated by dividing the net residential area by the minimum lot size required in the underlying residential district or districts. In a commercial or expanded commercial district, multifamily densities shall be permitted where limited residential use is determined to be appropriate by the planning commission.

2. Greenways, streams and steep topography areas will be counted as contributing to the density only to the extent that it can be shown, through a planning commission review, that a typical development could be accommodated on the site with realistic street configuration, grades and standard lot sizes. The number of dwellings yielded from such a tentative subdivision review process

shall be used as a base in determining the overall density for the site.

3. An increase of up to twenty-five percent in the number of dwelling units may be permitted upon a finding by the planning commission that such increased density will contribute to:

- a. Satisfaction of the need for additional urban area housing of the type proposed;
- b. The provision of housing which is convenient to commercial, employment, and community services and opportunities;
- c. The creation of a land use pattern that is complementary to the community and its identity, and to the community design process;
- d. The conservation of energy;
- e. The efficient use of transportation facilities; and
- f. The effective use of land and available utilities and facilities.

D. Employment Density.

1. In a commercial or industrial planned development, the employment density permitted for full-time equivalent (FTE) employees per acre may be limited by the ability of the city's infrastructure and available residential inventory to accommodate projected water and sanitary sewer loads, traffic generation and projected jobs to housing ratios. In a commercial or industrial planned development, the number of FTE's per acre is based on net developable area. The net developable area for a commercial or industrial planned development shall be calculated by taking the total area of the development less streets, public lands, and other nonemployment generating uses. Recreational trails and facilities, and open space, etc., shall be included in the net developable area. The number of FTE's per acre within an employment district planned development shall be determined to be appropriate by the planning commission.

E. Staging.

1. The applicant may elect to develop the site in successive stages in a manner indicated in the general plan. Each such stage shall be substantially complete within itself.

2. The planning commission may require that development be done in stages if public facilities are not adequate to service the entire development initially. (Ord. 717 §1(part), 2002)

17.81.060 Procedure. An application for a planned development overlay shall be heard and approved under the public hearing procedures set forth in Chapter 17.162 of Title 17 of the Scappoose Municipal Code. A planned development, quasi-judicial zone change, and as necessary, a quasi-judicial comprehensive plan map amendment, may be processed concurrently. The fee charged for initiating a planned development overlay shall be equal to that charged for zone changes. (Ord. 717 §1(part), 2002)

17.81.070 Approval criteria. An application may be approved, approved with conditions, or denied based upon substantial conformance with the following criteria:

- A. The proposed development complies with the comprehensive land use plan and is compatible with the surrounding area or its proposed future use;
- B. That exceptions from the standards of the underlying district are warranted by the design and amenities such as usable common open space, cluster development, etc.;
- C. That the proposal includes designs and construction standards in compliance with city code and that all completed infrastructure be approved by the city and ownership of all infrastructure and public utilities deeded to the city upon completion;
- D. That the development can be designed so as to provide for adequate access to and efficient provision of services to adjoining parcels;
- E. That streets are adequate to support anticipated traffic, and the development will not overload the streets outside the planned area (as supported, when necessary, by a formal traffic impact analysis);
- F. That proposed utility and drainage facilities are adequate for the population densities and type of development proposed;
- G. That the proposed development can be substantially completed within a reasonable period of time. (Ord. 717 §1(part), 2002)

17.81.080 Tentative plan. A. Submission Requirements. The proponent shall submit an application with applicable fees to the planning commission for approval in principal. The tentative plan shall consist of twenty copies of all plans, maps and diagrams drawn in sufficient detail to indicate the nature of the plan elements and a written narrative description.

B. Procedures.

1. The planning commission shall review the tentative plan at a regular meeting and may recommend approval, approval with modifications, or denial of the application. Such recommendation shall be based upon the comprehensive plan, this code, other regulations, and the suitability of the proposed development in relation to the character of the area.

2. The city council shall consider the tentative plan and program at a public hearing and take action based upon action recommended by the planning commission.

3. Approval of the tentative plan shall be limited to the tentative acceptability of the land uses proposed and their interrelationships and shall not be construed to endorse precise location of uses nor engineering feasibility.

4. Tentative Plan Expiration Date. Within one year following the effective date of approval of a tentative plan, the general plan and program shall be submitted, and shall incorporate any modification or condition required by approval of the tentative plan. The planner may, upon written request by the applicant, grant an extension of the expiration date of up to six months, upon a written finding that the facts upon which the approval was based have not changed to an extent sufficient to warrant re-filing of the tentative plan, and after finding that no other development approval would be affected.

C. Submission Materials. The tentative plan need not be a finished drawing, but it should present all relevant graphic data, and be drawn to

an engineering scale. The information shall include, but is not limited to, the following:

1. Proposed land uses, building locations, housing unit densities and estimated employment densities;
2. Existing and proposed contour map or maps of the site to a scale commensurate with the size of the development;
3. Location, widths and names of all existing or platted streets or other public ways, railroad and utility right-of-ways, parks or other public open spaces, and land uses within five hundred feet of the boundaries of the development;
4. Existing sewers, water mains and other underground facilities within and adjacent to the development and their certified capacities;
5. Proposed sewers or other disposal facilities, water mains and other underground utilities;
6. A tentative subdivision plan if the property is proposed to be divided;
7. Proposed grading and drainage pattern;
8. Areas proposed to be dedicated or reserved for interior circulation, public parks, playgrounds, schools sites, public buildings or other uses dedicated or reserved to the public, if any;
9. Open space that is to be maintained and controlled by the owners of the property and the proposed uses thereof;
10. A traffic flow map showing the circulation pattern within, and adjacent to, the proposed development;
11. Location and dimensions of pedestrian walkways, malls, trails or easements;
12. Location, arrangement, number and dimensions of automobile garages and parking spaces, width of aisles, bays and angle of parking, if any;
13. Location, arrangement, and dimensions of truck loading and unloading spaces and docks, if any;
14. Tentative architectural plans and elevations of typical buildings and structures, indicating the general height, bulk, appearance and number of dwelling units, if applicable;
15. A tentative tree planting and landscaping plan including areas of groundcover and approximate finished grades, slopes, banks and ditches. All existing trees over six inches in diameter and groves of trees shall be delineated. Trees to be removed by development shall be so marked;
16. The approximate locations, height and materials of all walls, fences, and screen plantings. Elevation drawings of typical walls and fences shall be included;
17. The stages, if any, of the development construction. Stages shall be clearly marked on the general development plan;
18. Narrative statement of the goals and objectives of the planned development;
19. A completed professional market analysis, if required by the planning commission;
20. Evidence of resources available to develop the project;
21. Tables showing the total number of acres, the distribution of area by use, the percentage designated for each dwelling type, off-

street parking, streets, parks, playgrounds, schools and open spaces as shown on the proposed development plan;

22. Tables showing the overall residential density of a proposed residential development, and overall employment density of a proposed commercial or industrial development, including any proposals for the limitation of density;

23. Drafts of appropriate restrictive covenants and documents providing for the maintenance of any common open space, required dedications or reservations, public open spaces, and any dedications of development rights.

D. Approval of General Plan and Program. The city council may approve the general plan with or without modifications as recommended by the planning commission.

E. Expiration. If substantial construction or development, as determined by the director, has not taken place within four years from the date of approval of the general plan, the planning commission shall review the planned development permit at a public hearing to determine whether or not its continuation in whole or in part is in the public interest, and if found not to be, shall remove the planned development designation on the subject. (Ord. 828, 2013; Ord. 717 §1(part), 2002)

17.81.090 Final plan. Following approval of the general plan by the city council, the applicant shall prepare a final plan which shall be submitted to the planner to check for compliance with the approved general plan.

A. If the final plan is found to be in compliance, it shall be so certified by the planner. The final plat with all documents relating to dedications, improvements, agreements, restrictions and associations which shall constitute the final plan shall be recorded at Columbia County.

B. Land division regulations shall be met if the property is to be divided or streets are to be dedicated.

C. All public site dedications, development rights to open spaces or other dedications for the entire site or approved staged portion shall be recorded prior to the issuance of any building permit.

D. Final copies of all approved articles governing operation and maintenance shall be placed on file with the planning division prior to the issuance of any building permit.

E. An approved PD shall be identified on the zoning districts map in addition to the existing underlying district. For example, if a PD is approved in an area zoned R-4, the symbol identifying the PD area shall be shown as R-4PD on the zoning map. (Ord. 828, 2013; Ord. 717 §1(part), 2002)

17.81.100 Changes and modifications. A. Major Changes. Major changes in the general plan after adoption shall be considered the same as a new petition and shall be made in accordance with the procedures specified in this section.

B. Minor Changes.

1. Minor changes in the general plan may be approved by the planner, provided that such changes:
 - a. Do not increase residential or employment densities;
 - b. Do not change boundaries;
 - c. Do not change any use;
 - d. Do not change the location or amount of land devoted to specific land uses.

2. Such changes may include minor shifting of the location of buildings, proposed streets, public or private ways, utility easements, parks, public open spaces or other features of the plan. (Ord. 828, 2013; Ord. 717 §1(part), 2002)

17.81.110 Application of development standards-Conflict of planned development standards and zoning district standards. In cases of conflict between standards of the underlying district and the planned development, the standards of the planned development shall apply. (Ord. 717 §1(part), 2002)

Chapter 17.84

SENSITIVE LANDS--FLOODING

Sections:

- 17.84.010 Purpose.
- 17.84.015 Definitions.
- 17.84.030 General provisions.
- 17.84.040 Permitted uses.
- 17.84.050 Administration.
- 17.84.060 Approval process.
- 17.84.070 Maintenance of records.
- 17.84.120 Alteration of water courses.
- 17.84.130 Interpretation of FIRM boundaries.
- 17.84.140 Standards.
- 17.84.170 Regulations pertaining to fill.
- 17.84.180 Floodways.
- 17.84.190 Special standards for Zone AO.
- 17.84.195 Floodplain area density adjustment.
- 17.84.200 Special regulations for development in the Scappoose Creek floodway fringe (Zones A, AE, and AO).
- 17.84.210 Storage, placement or stockpiling buoyant or hazardous materials in flood hazard areas (Zones A, AE, and AO).
- 17.84.220 Variances to flood damage prevention.
- 17.84.230 Expiration of approval--Standards for extension of time.
- 17.84.250 Application submission requirements.

17.84.010 Purpose. A. It is the purpose of this chapter to promote the public health, safety and general welfare, and to minimize public and private losses due to flooding. In general, the city's flood hazard chapter is designed:

1. To protect human life and health;
2. To minimize expenditures of public money and costly flood control projects;
3. To minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
4. To minimize prolonged business interruptions;
5. To minimize damage to public facilities and utilities such as water and gas mains, electric, telephone and sewer lines, streets, and bridges located in areas of special flood hazard.

B. The city seeks to minimize or mitigate flood hazards by:

1. Implementing FEMA floodplain requirements for participation in the National Flood Insurance Program;
2. Prohibiting all encroachments in floodways (including parking lots) unless they conform to Chapter

17.84.180;

3. Establishing a general development permit process to ensure compliance with FEMA regulations;
4. Establishing specific requirements for construction or substantial improvements in the floodway fringe and Zone AO;
5. Requiring planning commission review and approval of proposals to store, place or stockpile buoyant or hazardous materials in special flood hazard areas;
6. Advocating the construction of cluster developments in special flood hazard areas over other types of development;
7. Prohibiting filling in floodways and regulating filling in floodway fringe areas to conform to Section 17.84.170 of this title. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A (part), 1995))

17.84.015 Definitions. For the purposes of this chapter, the following definitions apply:

"Accessory structures" includes sheds or small detached garages (Note Section 17.84.140(I).)

"Applicant" refers to a person, organization, or agency applying for a development permit.

"Area of special flood hazard (SFHA)" means the land in the floodplain within a community subject to a one percent or greater chance of flooding in any given year. Designation of maps always includes the letter "A" (e.g., A, AE, AO). Federally regulated lending institutions require the purchase of flood insurance for residential and some nonresidential structures in these zones.

"Base flood" means the flood having a one percent chance of being equaled or exceeded in any given year. Also referred to as the "100-year" flood. Map designation always includes the letter "A" (e.g., A, AE, AO).

"Base flood elevation (BFE)" means the elevation of the base flood.

"Buoyant material" means a material which displaces a weight of water equal to its own weight; capable of floating.

"Development" means any manmade change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations or storage of equipment or materials located within the area of special flood hazard.

"Development permit" refers to a document or building permit authorizing an applicant to commence construction/development activities in a special flood hazard area.

"Federal Emergency Management Agency (FEMA)" means the federal agency charged with implementing the National Flood Insurance Program. FEMA provides Flood Insurance Rate Maps with the accompanying Flood Insurance Study to the city of Scappoose.

"Fill" means the placement of any material on the land for the purpose of increasing its elevation in relation to that which exists. Fill materials include but are not limited to the following: soil, rock, concrete, etc.

"Flood" means a general and temporary condition of partial or

complete inundation of normally dry land areas from:

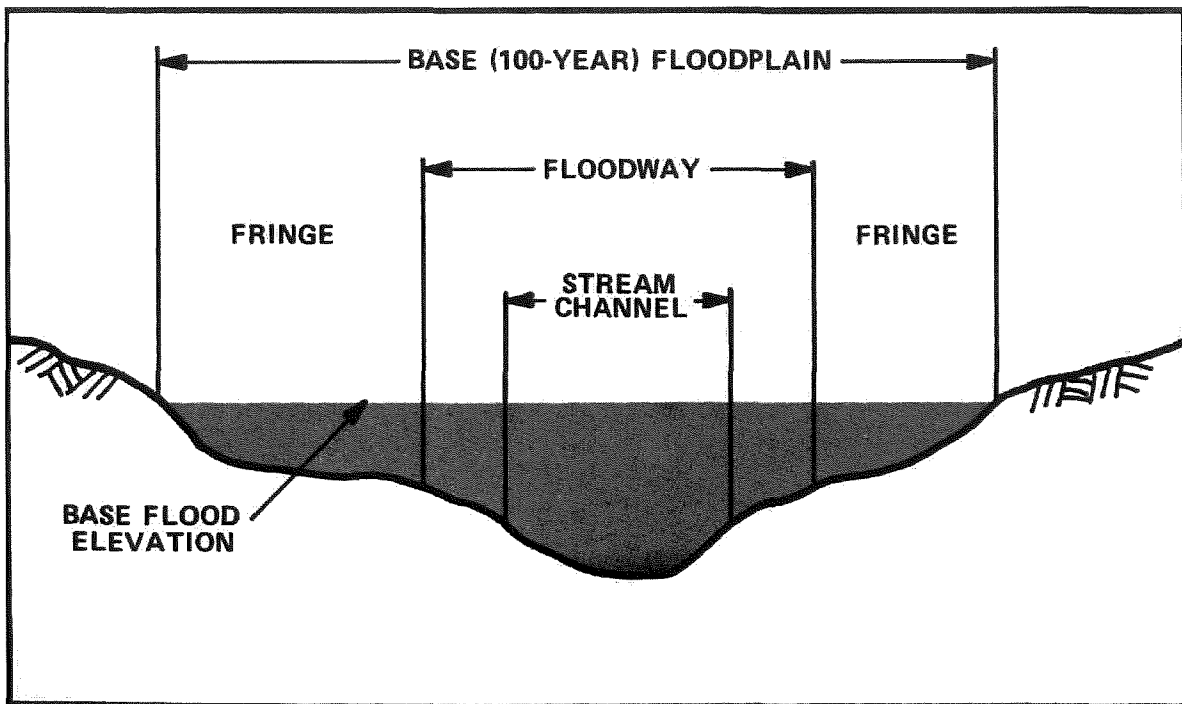
1. The overflow of inland or tidal waters; and/or 2. The unusual and rapid accumulation of runoff of surface waters from any source.

"Flood insurance rate map (FIRM)" means the official map on which the Federal Insurance Administration has delineated both the areas of special flood hazards and the risk premium zones applicable to the community.

"Flood insurance study" means the official report provided by the Federal Insurance Administration that includes flood profiles, the Flood Boundary-Floodway Map and the water surface elevation of the base flood.

"Floodway" means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without increasing the water surface elevation more than one foot. Once established, nothing can be placed in the floodway that would cause any rise in base flood elevations. The city generally prohibits encroachments on designated floodways. (Section 17.84.180, Floodways). Floodways are depicted on the flood relationships diagram set out below.

Floodplain Relationships Diagram



"Floodway fringe" refers to those areas outside the floodway but within the one hundred-year floodplain. Note floodway relationships diagram set out above.

"Hazardous material" refers to a combustible, flammable, corrosive, explosive, toxic or radioactive substance which is potentially harmful to humans and the environment.

"Lowest floor" means the lowest portion of the lowest floor

of the lowest enclosed area (including basement). An unfinished or flood-resistant enclosure, usable solely for parking vehicles, building access or storage, in an area other than a basement area is not considered a building's lowest floor, provided that such enclosure is not built so as to render the structure in violation of the applicable non-elevation design requirements of this chapter found at Section 17.84.140.

"Manufactured home" means a structure, transportable in one or more sections, which is built on a permanent chassis and is designed for use with or without a permanent foundation when attached to the required utilities. The term "manufactured home" does not include a "recreational vehicle." All manufactured homes in a SFHA shall be anchored to a permanent foundation pursuant to Section 17.84.140.

"New construction" means structures for which the "start of construction" commenced on or after the effective date of this chapter.

"Permanent foundation" means an approved structural support system that is capable of resisting flood forces. A building anchored to a permanent foundation is required to resist flotation, collapse, and lateral movement produced by a one hundred-year flood. A permanent foundation may include reinforced piers or block walls, posts, concrete walls, properly compacted fill or other systems of equivalent strength. Dry stacked concrete blocks do not constitute a reinforced pier.

"Public works projects" refers to projects that are necessary to enhance or maintain general public welfare. Such projects may include, but are not limited to, flood control structures, public buildings, city infrastructures, utilities, parks and projects associated with resource protection.

"SFHA." See "Special flood hazard area."

"Recreational Vehicle" means a vehicle which is (a) built on a single chassis; (b) 400 square feet or less when measured at the largest horizontal projection; (c) designed to be self-propelled or permanently towable by a light duty truck; and (d) designed primarily not for use as a permanent dwelling but as temporary living quarters for recreational, camping, travel, or seasonal use.

"Special flood hazard area (SFHA)" refers to areas that are subject to a one hundred-year flood. They are depicted on Flood Insurance Rate Maps by the letter "A." In Scappoose, this would include Zone A, AE and AO. See "Zone designations."

"Special land use permit" refers to a document authorizing an applicant to store or stockpile buoyant or hazardous materials in a special flood hazard area. Requires planning commission approval.

"Start of construction" includes substantial improvement, and means the date the development permit was issued, provided the actual start of construction, repair, reconstruction, placement or other improvement was within one hundred eighty days of the permit date. The "actual start" means either the first placement of permanent construction of a structure on a site, such as the pouring of slab or footings, the installation of piles, the

construction of columns, or any work beyond the stage of excavation; or the placement of a manufactured home on a foundation. Permanent construction does not include land preparation, such as clearing, grading or filling; nor does it include the installation of streets and/or walkways; nor does it include excavation for a basement, footings, piers or foundation or the erection of temporary forms; nor does it include the installation on the property of accessory buildings, such as garages or sheds not occupied as dwelling units or not part of the main structure. For a substantial improvement, the actual start of construction means the first alteration of any wall, ceiling, floor, or other structural part of a building, whether or not that alteration affects the external dimensions of the building.

"Structure" is a term that, for floodplain management purposes, means a walled and roofed building. The term also includes manufactured homes, and gas and liquid storage tanks that are principally above ground.

"Substantial damage" means damage of any origin sustained by a structure whereby the cost of restoring the structure to its before-damaged condition would equal or exceed fifty percent of its market value before the damage occurred.

"Substantial improvement" means any repair, rehabilitation, addition, reconstruction or other improvement of a structure, that includes the cumulative value of all building permits, and the cost of which equals or exceeds fifty percent of the market value of the structure either before the improvement or repair is started, or if the structure has been damaged and is being restored, before the damage occurred. For the purposes of this definition, "substantial improvement" is considered to occur when the first alteration of any wall, ceiling, floor or other structural part of the building commences, whether or not that alteration affects the external dimensions of the structure. This term does not, however, include either: (1) Any project for improvement of a structure to correct existing violations of state or local health, sanitary, or safety code specifications which have been identified by the local code enforcement official and which are the minimum necessary to assure safe living conditions, or (2) Any alteration of a structure listed on the National Register of Historic Places or a State Inventory of Historic Places, provided that the alteration will not preclude the structure's continued designation as a "historic structure."

Zone designations:

1. Zone A (lacking a base flood elevation) is depicted on FEMA Flood Insurance Rate Maps. It represents areas subject to a one hundred-year flood event but for which no base flood elevations have been determined. This does not, however, remove a builder's responsibility for obtaining base flood elevations. Sections 17.84.050(C) and 17.84.140(D)(4) are applicable in Zone A.

2. Zone AE (base flood elevation provided) is depicted on FEMA Flood Insurance Rate Maps. It represents areas subject

to a one hundred-year flood event. Base flood elevations appear on the map.

3. Zone AO represents areas of shallow flooding on FEMA Flood Insurance Rate Maps. Depths vary between one and three feet and are shown on the map. The nature of Zone AO makes it a special case for which special standards are required. (Note Section 17.84.190.)

4. Zone X (shaded) appears on Flood Insurance Rate Maps. The shaded Zone X represents areas subject to a one hundred-year flood event but where depths are less than one foot or the drainage area is less than one square mile. Shaded Zone X in the vicinity of Scappoose is also associated with areas protected by dikes or levees from a one hundred-year flood. This chapter does not regulate development activities in shaded Zone X. (Ord. 828, 2013; Ord. 815 §1, 2011; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A (part), 1995)

17.84.030 General provisions. A. This chapter shall apply to all special flood hazard areas (Zones A, AE, AO) within the jurisdiction of the city.

B. The areas of special flood hazard identified by the Federal Insurance Administration in a scientific and engineering report entitled the "Flood Insurance Study for Columbia County, Oregon and Incorporated Areas," effective November 26, 2010, with accompanying Flood Insurance Rate Maps, is adopted by reference and declared to be a part of this chapter. The Flood Insurance Study is on file at the Planning Department.

C. All new construction and substantial improvements shall be constructed with materials and utilize equipment resistant to flood damage.

D. All new construction and substantial improvements shall be constructed using methods and practices that minimize flood damage.

E. Electrical, heating, ventilation, plumbing and air-conditioning equipment and other service facilities shall be designed and/or otherwise elevated or located so as to prevent water from entering or accumulating within the components during conditions of flooding.

F. All new and replacement water supply systems shall be designed to minimize or eliminate infiltration of floodwaters into the system in accordance with the state of Oregon Building Codes and Plumbing Code.

G. All new construction, all manufactured homes and substantial improvements shall be anchored to prevent flotation, collapse and lateral movement of the structure.

H. New and replacement sanitary sewerage systems shall be designed to minimize or eliminate infiltration of floodwaters into the systems and discharge from the systems into floodwaters. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A (part), 1995)

17.84.040 Permitted Uses. A. The following uses shall be permitted in special flood hazard areas and shall not require a

permit under this chapter:

1. Agricultural uses which do not meet the definition of "development";
2. Removal of poison oak, tansy ragwort, blackberry or other noxious vegetation; and
3. Fences outside the floodway with sufficient openings so as not to impede, retard, or change the direction of the flow of water or catch or collect debris carried by such water. All other fences shall require applicable development permits.

B. The following uses shall be permitted in special flood hazard areas and shall require a development permit under this Chapter in addition to any applicable federal, state or county permits:

1. Residential zones: A single-family detached dwelling or a single-family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter;
2. Commercial and Industrial zones: Permitted uses of the underlying zone and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter;
3. Installation, reconstruction or improvement of underground utilities or roadway improvements including sidewalks, curbs, streetlights and driveway aprons;
4. Minimal ground disturbance(s) but no landform alterations;
5. Substantial improvements to existing structures;
6. Community recreation uses such as bicycle and pedestrian paths or athletic fields or parks;
7. Public and private conservation areas for water, soil, open space, forest and wildlife resources; and
8. Public works projects.

C. A development permit shall be obtained before construction or development begins within any area of special flood hazard or drainageway unless specifically allowed in subsection A of this section. The permit shall apply to all structures including manufactured homes. (Ord. 813, 2010; Ord. 809, 2010; Ord. 740 §19, 2004; Ord. 636 §1 (part), 1996; Ord. 634 §1 Exh. A. (part), 1995)

17.84.050 Administration. A. The planner is appointed to administer and implement this chapter by granting or denying development permit applications in accordance with Chapter 17.162.

B. Duties of the planner shall include, but not be limited to:

1. Review all development permits to determine that the permit requirements of this chapter have been satisfied;
2. Review all development permits to determine that all necessary permits have been obtained from those federal, state or local governmental agencies from which prior approval

is required;

3. Review all development permits to determine if the proposed development is located in the floodway. If located in the floodway, assure that the encroachment provisions of Section 17.84.180 are met;

4. Review all applications for a development permit to determine if the proposed project is located in the floodway fringe. If located in the floodway fringe, assure the special standards requirements are met (Section 17.84.200).

C. When base flood elevation data has not been provided in accordance with Section 17.84.030, the applicant shall supply such data. In this instance, applications for building permits shall be reviewed to assure that proposed construction will be reasonably safe from flooding. The test of reasonableness includes use of historical data, high water marks, photographs of past flooding, etc., where available. Failure to elevate at least two feet above the highest adjacent grade in these zones may result in higher insurance rates.

D. The recipient of a development permit shall provide certification from a registered engineer, or surveyor that buildings are elevated or flood-proofed according to standards set forth in Section 17.84.140. Appropriate certification forms will be provided by the city.

E. A development permit shall not be issued for construction in Zone AE or Zone AO within the Scappoose Creek floodway fringe until the application satisfies the requirements set forth in Section 17.84.200.

F. Applicants receiving a development permit to construct or substantially improve a residential or nonresidential structure in Zones A or AE shall comply with applicable standards in Sections 17.84.140, and 17.84.200.

G. Applicants receiving a development permit to construct or substantially improve a residential or nonresidential structure in Zone AO shall comply with applicable standards in Section 17.84.140, 17.84.190 and 17.84.200.

H. A special land use permit, requiring planning commission approval, shall be obtained prior to storing or stockpiling buoyant or hazardous materials in a special flood hazard area. (See Section 17.84.210.) (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A. (part), 1995)

17.84.060 Approval process. A. The applicant for a development permit shall be the recorded owner of the property or an agent authorized in writing by the owner.

B. The planner and public works director shall review all development permit applications to determine that all necessary permits are obtained from those federal, state, or local governmental agencies from which prior approval is also required.

C. The planner shall apply the standards set forth in this chapter when reviewing an application for a development permit. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A. (part), 1995)

17.84.070 Maintenance of records.

A. When base flood elevation data is provided through the Flood Insurance Study or required as in Section 17.84.050(C), the applicant shall provide certification of the actual elevation in relation to mean sea level of the lowest floor, including basement, of all new or substantially improved structures, and whether or not the structure contains a basement.

B. For all new or substantially improved floodproofed structures, the applicant shall submit a Floodproofing Certificate by a registered surveyor verifying and recording the actual elevation (in relation to mean sea level) prior to construction and the actual elevation (in relation to mean sea level) to which the structure was floodproofed.

C. The planner shall maintain the floodproofing certifications required in this chapter.

D. The planner shall maintain for public inspection all other records pertaining to the provisions in this chapter. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.120 Alteration of water courses. A. The planner shall notify adjacent communities and the State Department of Land Conservation and Development prior to any alteration or relocation of a water course, and submit evidence of such notification to the Federal Insurance Administration.

B. The planner shall require that maintenance is provided within the altered or relocated portion of said watercourse so that the flood-carrying capacity is not diminished. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.130 Interpretation of FIRM boundaries. The planner shall make interpretation, where needed, as to exact location of the boundaries of the areas of special flood hazard (for example, where there appears to be conflict between a mapped boundary and actual field conditions). The person contesting the location of the boundary shall be given a reasonable opportunity to appeal the interpretation. Such appeals shall be granted consistent with the standards of Section 60.6 of the rules and regulations of the National Flood Insurance Program (44 CFR 59-76). (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.140 Standards. In Zone A, Zone AE, and Zone AO, the following standards are required:

A. Anchoring.

1. All new construction and substantial improvements shall be anchored to prevent flotation, collapse and lateral movement of the structure.

2. All manufactured homes shall likewise be anchored to prevent flotation, collapse and lateral movement, and shall

be installed using methods and practices that minimize flood damage. Anchoring methods may include, but are not limited to, use of over-the-top or frame ties to ground anchors (reference FEMA's "Manufactured Home Installation in Flood Hazard Areas" guidebook for additional techniques).

B. Construction Materials and Methods.

1. All new construction and substantial improvements shall be constructed with materials and utility equipment resistant to flood damage.

2. All new construction and substantial improvements shall be constructed using methods and practices that minimize flood damage.

3. Electrical, heating, ventilation, plumbing and air-conditioning equipment and other service facilities shall be designed and/or otherwise elevated or located so as to prevent water from entering or accumulating within the components during condition of flooding.

C. Utilities.

1. All new and replacement water supply systems shall be designed to eliminate infiltration of floodwaters into the system.

2. New and replacement sanitary sewerage systems shall be designed to eliminate infiltration of floodwaters into the systems and discharge from the systems into floodwaters.

3. Onsite waste disposal systems shall be located to avoid impairment to them or contamination from them during flooding, consistent with Oregon Department of Environmental Quality standards.

D. Subdivision Proposals.

1. All subdivision proposals shall be consistent with the need to minimize flood damage.

2. All subdivision proposals shall have public utilities and facilities such as sewer, gas, electrical and water systems located and constructed to minimize or eliminate flood damage.

3. All subdivision proposals shall have adequate drainage provided to reduce exposure to flood damage.

4. Where base flood elevation data has not been provided or is not available from another authoritative source, the applicant shall provide such information.

E. New construction and substantial improvement of any residential structure shall have the lowest floor, including basement, elevated to one foot or more above base flood elevation. Fully enclosed areas below the lowest floor that are subject to flooding are prohibited, or shall be designed to automatically equalize hydrostatic flood forces on exterior walls by allowing for the entry and exit of floodwaters. Designs for meeting this requirement shall either be certified by a registered professional engineer or shall meet or exceed the following minimum criteria:

1. A minimum of two openings with a net area of not

less than one square inch for every square foot of enclosed area subject to flooding shall be provided;

2. The bottom of all openings shall be no higher than one foot above grade;

3. Openings may be equipped with screens, louvers or other coverings or devices, provided that they permit the automatic entry and exit of floodwaters; and

4. Screening, fencing or otherwise obstructing open areas between pillars on pile or pillar foundations shall be prohibited.

F. New construction and substantial improvement of any commercial, industrial or other nonresidential structure shall either have the lowest floor, including basement, elevated to the level one foot or more above the base flood elevation or, together with attendant utility and sanitary facilities, shall:

1. Be floodproofed one foot or more above the base flood elevation. The structure shall be watertight below the base flood elevation with walls substantially impermeable to the passage of water;

2. Have structural components capable of resisting hydrostatic and hydrodynamic loads and effects of buoyancy;

3. Be certified by a registered professional engineer or architect that the design and methods of construction are in accordance with accepted standards of practice for meeting provisions of this subsection based on their development and/or review of the structural design, specifications and plans. Such certifications shall be provided to the official as set forth in Section 17.84.070(C).

4. Nonresidential structures that are elevated, not floodproofed, shall meet the same standards for space below the lowest floor as described in subsection E of this section.

5. Applicants floodproofing nonresidential buildings shall be notified that flood insurance premiums will be based on rates that are one foot below the floodproofed level (e.g., a building floodproofed to one foot above the base flood elevation will be rated as if floodproofed to the base flood level).

G. Manufactured Homes. All manufactured homes to be placed or substantially improved in Areas of special flood hazard shall be placed on a permanent foundation such that the bottom of the longitudinal chassis frame beam is at or above base flood elevation. The permanent foundation shall be resistive to flood velocities and may include concrete slabs, stem walls, and piers that are firmly embedded in the ground. Manufactured homes may be placed on reinforced (not dry-stacked) concrete blocks providing the home is firmly anchored to the ground pursuant to this section. If placed on a stem wall, the structure shall meet the same standards for space below the lowest floor as described in subsection E of this section and the anchoring requirements of Section 17.84.140(A). Electrical crossover connections shall be a minimum of one foot above base flood elevation.

H. Recreational Vehicles. A recreational vehicle placed on site is required to either:

1. Be on the site for fewer than 180 consecutive days;
2. Be fully licensed and ready for highway use, on its wheels or jacking system, attached to the site only by quick disconnect type utilities and security devices, and have no permanently attached additions; or
3. Meet the requirements of subsection G above and the elevation and anchoring requirements for manufactured homes.

I. Accessory Structures. Accessory structures such as sheds, small detached garages, etc., to be located in Zone A, Zone AO, or Zone AE may be exempt from elevation provided the following conditions are met:

1. Accessory structures cannot be more than two hundred square feet in area and cannot be subject to state of Oregon Building Codes;
2. Accessory structures shall not be used for human habitation;
3. Accessory structures shall be designed to have low flood potential;
4. Accessory structures shall be constructed and placed on the building site so as to offer minimum resistance to the flow of floodwaters;
5. Accessory structures shall be firmly anchored to prevent flotation, collapse, and lateral movement which may result in damage to other structures;
6. The portions below the Base Flood Elevation shall be constructed with flood-resistant materials;
7. The structures shall be designed to equalize hydrostatic forces on exterior walls by allowing the automatic entry and exit of flood waters. Designs for complying with this requirement shall be certified by a licensed professional engineer or architect or:
 - a. provide a minimum of two openings with a total net area of not less than one square inch for every square foot of enclosed area subject to flooding;
 - b. the bottom of all openings shall be no higher than one foot above the higher of the exterior or interior grade or floor immediately below the opening;
 - c. openings may be equipped with screens, louvers, valves or other coverings or devices provided they permit the automatic flow of floodwater in both directions without manual intervention;
8. Mechanical, electrical, heating, and utility equipment shall be elevated or floodproofed to or above the Base Flood Elevation;
9. The structures are limited to parking and/or limited storage; and
10. If the structures are located in the floodway, they shall meet the requirements of Section 17.84.180. (Ord. 828, 2013; Ord. 815 §2, 2011; Ord. 813, 2010; Ord. 809, 2010; Ord. 636 §1 (part), 1996; Ord. 634 §1 Exh. A.(part), 1995)

17.84.170 Regulations pertaining to fill. A. No filling operations of any kind shall be allowed in the floodway.

B. No fill in floodway fringe areas shall be allowed unless the net effect of excavation and filling operations (on-site) constitutes no positive change in fill volume, as certified by a registered professional engineer.

C. Fill shall be allowed under city fill permit procedures in shaded Zone X and shall not be regulated by this Chapter.

D. No structure shall be built nor any excavation grading, nor filling shall be done within the one hundred-year flood plain without first meeting the requirements of this chapter regulating construction, alteration, repair and moving of buildings. (Ord. 828, 2013; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.180 Floodways. A. Floodways are established in special flood hazard areas (SFHA) to transport the waters of a one hundred-year flood out of the community as quickly as possible. Encroachments on the floodway generally produce a rise in base flood elevations and contribute to other hydraulic problems. Accordingly, the city prohibits encroachments, including fill, new construction, parking, substantial improvements, and other development unless certification by a registered professional civil engineer is provided demonstrating through hydrologic and hydraulic analyses performed in accordance with standard engineering practice that encroachments shall not result in any increase in flood levels during the occurrence of the base flood discharge.

B. If subsection A above is satisfied, all new construction and substantial improvements shall comply with all applicable flood hazard reduction provisions of this chapter.

C. Projects for stream habitat restoration may be permitted in the floodway provided:

1. The project qualifies for a Department of the Army, Portland District Regional General Permit for Stream Habitat Restoration (NWP-2007-1023) or Department of Army, Portland District Nationwide Regional Permit NWP 5, 13, 27, or 37; and,

2. A qualified professional (a Registered Professional Engineer or staff of NRCS, the City, or fisheries, natural resources, or water resources agencies) has provided a feasibility analysis and certification that the project was designed to keep any rise in 100-year flood levels as close to zero as practically possible given the goals of the project; and,

3. No structures would be impacted by a potential rise in flood elevation; and,

4. An agreement to monitor the project, correct problems, and ensure that flood carrying capacity remains unchanged is included as part of the local approval.

D. New installations of manufactured dwellings in floodways are prohibited. Manufactured dwellings may only be

located in floodways according to one of the following conditions:

1. If the manufactured dwelling already exists in the floodway, the placement was permitted at the time of the original installation, and the continued use is not a threat to life, health, property, or the general welfare of the public; or

2. A new manufactured dwelling is replacing an existing manufactured dwelling whose original placement was permitted at the time of installation and the replacement home will not be a threat to life, health, property, or the general welfare of the public and it meets the following criteria:

a. As required by 44 CFR Chapter 1, Subpart 60.3(d)(3), it must be demonstrated through hydrologic and hydraulic analyses performed in accordance with standard engineering practices that the manufactured dwelling and any accessory buildings, accessory structures, or any property improvements (encroachments) will not result in any increase in flood levels during the occurrence of the base flood discharge;

b. The replacement manufactured dwelling shall have the bottom of the longitudinal chassis frame beam at or above the base flood elevation;

c. The replacement manufactured dwelling is placed and secured to a foundation support system designed by an Oregon professional engineer or architect and approved by the City; and

d. The replacement manufactured dwelling, its foundation supports, and any accessory buildings, accessory structures, or property improvements (encroachments) do not displace water to the degree that it causes a rise in the water level or diverts water in a manner that causes erosion or damage to other properties. (Ord. 815 §3, 2011; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A. (part), 1995)

17.84.190 Special standards for Zone AO.

A. Zone AO is depicted on Flood Insurance Rate Maps (FIRMS). The zone coincides with areas subject to a one hundred-year flood where depths vary between one and three feet. Zone AO is associated with areas where sheet flow is most evident; i.e., where there is no clear channel. Flood depths appear on the FIRM.

B. Proposed construction in Zone AO shall comply with the General Standards provided in Section 17.84.140, excepting areas specifically covered in this section.

C. New construction and substantial improvements of residential structures in Zone AO shall:

1. Have the lowest floor, including basement, elevated above the highest adjacent grade of the building site a minimum of one foot above the flood depth number specified on the FIRM (at least two feet if no depth number is specified);

2. Have adequate drainage paths around structures on slopes to guide floodwaters around and away from proposed structures.

D. New construction and substantial improvements of non-

residential structures in Zone AO shall:

1. Have the lowest floor, including basement, elevated above the highest adjacent grade of the building site a minimum of one foot above flood depth number specified on the FIRM at least two feet if no depth number is specified); or together with attendant utility and sanitary facilities, be completely floodproofed to or above that level so that any space below is watertight; walls shall be substantially impermeable to the passage of water and structural components shall have the capability of resisting hydrostatic and hydrodynamic loads and effects of buoyancy. If floodproofing method is used, compliance shall be certified by a registered professional engineer. Such certifications shall be provided to the official as set forth in Section 17.84.070(C).

2. Have adequate drainage paths around structures on slopes to guide floodwaters around and away from proposed structures. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.195 Floodplain area density adjustment. In order to provide incentive for siting and re-siting residential dwelling units to avoid special flood hazard areas (SFHA), any partition, subdivision, or site development review application involving land that is subject to this chapter may be paired with a sensitive lands development permit - flooding application in such a manner as to provide for the development of allowed housing types to the net density that would have existed for the base zone without the restrictions provided by 17.84.040,B1-2. Density may be transferred out of SFHA to areas of the parcel not regulated by this chapter provided the following standards are met:

1. Density may be transferred only on contiguous lots under common ownership. Density may not be transferred to properties under different ownership.

2. A map shall be submitted showing the net buildable area outside of the floodplain to which the density will be transferred.

3. The portion of the parcel within the SFHA shall be dedicated to the City as open space unless the City determines the SFHA should be placed in a conservation easement.

4. The density of the buildable area may not be increased to more than one and one-half (1.5) times the permitted density of the underlying zone. Fractional units are to be rounded down to the next whole number.

5. Development shall only qualify for such a density bonus if any structures existing previous to the adoption of the floodplain ordinance are removed or relocated outside of the SFHA.

17.84.200 Special regulations for development in the Scappoose Creek floodway fringe (Zones A, AE, and AO). A. Proposed development or substantial improvement in the Scappoose Creek floodway fringe shall conform with applicable general and specific standards in Section 17.84.140, and special standards in Zone AO (Sections 17.84.190 and 17.84.200). (Ord. 828, 2013; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.210 Storage, placement or stockpiling buoyant or hazardous materials in flood hazard areas (Zones A, AE, and AO). A. The transportation of buoyant or hazardous materials (Note: see Section 17.84.015, Definitions) from rising floodwaters contributes to the community's flood hazard. Accordingly, a permit shall be obtained from the planning commission prior to storage, placement or stockpiling in a flood hazard zone (A, AE, AO). The application shall be processed according to Chapter 17.162.

1. In determining whether or not a permit will be granted to store, place or stockpile buoyant or hazardous materials in a flood hazard area, the planning commission shall consider the following:

- a. The nature of the materials (e.g., buoyancy, toxicity, flammability);
- b. The danger that materials may be swept onto other properties or structures with resulting injury or damage;
- c. The necessity of locating the materials on the particular site, especially in terms of public benefit;
- d. The ability of emergency vehicles to reach the site in times of flooding;
- e. The availability of alternative locations which are less susceptible to flooding;
- f. The applicant's plan for hazard mitigation;
- g. The requirements of development, including Section 17.84.200.

17.84.210--

B. The placement, storage or stockpiling of buoyant or hazardous materials in a floodway is prohibited unless it is associated with a short-term public works project. The planning commission must consider the flood potential and establish a time in which the materials must be removed. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.220 Variances to flood damage prevention. A. A variance is a departure or grant of relief from the strict letter of the flood damage prevention chapter. It is designed for those situations where a proposed action is in keeping with the purpose of the chapter but there are practical difficulties in meeting strict chapter standards. The conditions for granting variances are stringent. When dealing with a flood hazard there is little margin for error.

B. All flood hazard variances are deemed to be a major variance as defined in Chapter 17.134 and shall be so

administered and appealed.

C. The planner shall maintain the records of all appeal actions and report any variances to the Federal Emergency Management Agency (FEMA) upon request.

D. Variances may be issued for the reconstruction, rehabilitation or restoration of structures listed on the National Register of Historic Places or the State Inventory of Historic Places, without regard to the procedures set forth in this section.

E. Variances shall not be issued within a designated floodway.

F. Variances shall only be issued upon:

1. A showing of good and sufficient cause;
2. A determination that failure to grant the variance would result in exceptional hardship to the applicant that outweighs the risk associated with the variance; and
3. A determination that the granting of a variance will not result in increased flood heights, additional threats to public safety, or extraordinary public expense; create nuisances; cause fraud or a victimization of the public.

G. Variances as interpreted in the National Flood Insurance Program are based on the General Zoning Law Principle that they pertain to a physical piece of property; they are not personal in nature and do not pertain to the structure, its inhabitants, economic or financial circumstances. They primarily address small lots in densely populated residential neighborhoods. As such, variances from the flood elevations should be quite rare.

H. Variances may be issued for nonresidential buildings in very limited circumstances to allow a lesser degree of floodproofing than watertight or dry floodproofing, where it can be determined that such action will have low damage potential and complies with all other variance criteria.

I. Any applicant to whom a variance is granted shall be given notice that the structure will be permitted to be built with a lowest floor elevation below the base flood elevation and that the cost of flood insurance will be commensurate with the increased risk resulting from the reduced floor elevation. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A. (part), 1995)

17.84.230 Expiration of approval--Standards for extension of time. A. Approval of a development permit shall be void under any of the following circumstances:

1. Substantial construction of the approved plan has not been completed within a one-year period; or
2. Construction on the site is a departure from the approved plan; or
3. If the start of construction, repair, reconstruction, placement or other improvement is not within 180 days of the permit date (see "start of construction" under 17.84.015 Definitions).

B. The planner may, upon written request by the applicant, grant an extension of the start of construction for 180 days,

provided that:

1. No changes are made on the original plan as approved by the approval authority;
2. The applicant can show intent of initiating construction of the site within the extension period; and
3. There have been no changes to the applicable comprehensive plan policies, provisions of this title, Flood Insurance Study, or FIRMS on which the approval was based.

C. Notice of the decision shall be provided to the applicant. (Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A.(part), 1995)

17.84.250 Application submission requirements. A. All applications shall be made on forms provided by the planner and shall be accompanied by:

1. For applications proposing encroachments on the floodway a registered professional engineer's certification that the proposed project will not cause a rise in base flood elevation during a one hundred-year event as it exists on the current FIRM Flood Insurance Rate Map or create additions that would be detrimental to adjacent or neighboring properties;

2. One reproducible copy of the development plan(s) and necessary data or narrative which explains how the development conforms to the standards. Sheet size for the development plan(s) and required drawings shall not exceed eighteen inches by twenty-four inches and the scale for all development plans shall be an engineering scale;

3. A list of the names and addresses of all who are property owners of record within two hundred feet of the site.

B. The development plan and narrative may be combined on one map and shall include the following information:

1. Existing site conditions including vicinity map showing the location of the property in relation to adjacent properties and including parcel boundaries, dimensions and gross area;

2. The location, dimensions and names of all existing and platted streets and other public ways, railroad tracks and crossings, and easements on adjacent property and on the site and proposed streets or other public ways, easements on the site;

3. The location, dimensions and setback distances of all existing structures, improvements, utility and drainage facilities on adjoining properties and existing structures, water, sewer, improvements, utility and drainage facilities to remain on the site; and proposed structures, water, sewer, improvements, utility and drainage facilities on the site;

4. Contour lines at two-foot intervals for slopes from zero to ten percent and five-foot intervals from slopes over ten percent;

5. The drainage patterns and drainage courses on the site and on adjacent lands;

6. Potential natural hazard areas including:

- a. Floodplain areas,

b. Areas having a high seasonal water table within zero to twenty-four inches of the surface for three or more weeks of the year,

c. Unstable ground (areas subject to slumping, earth slides or movement). Where the site is subject to landslides or other potential hazard, a soils and engineering geologic study based on the proposed project may be required which shows the area can be made suitable for the proposed development,

d. Areas having a severe soil erosion potential,
and

e. Areas having severe weak foundation soils;

7. The location of trees having a six-inch caliper at four feet. Only those trees that will be affected by the proposed development need to be sited accurately. Where the site is heavily wooded, an aerial photograph at the same scale as the site analysis may be required;

8. Identification information, including the name and address of the owner, developer, and project designer, and the scale and north arrow;

9. A grading and drainage plan at the same scale as the site conditions and including the following:

a. The location and extent to which grading will take place indicating general contour lines, slope ratios, and slope stabilization proposals,

b. A statement from a registered engineer supported by factual data that all drainage facilities are designed in conformance A.P.W.A standards and as reviewed and approved by the public works director. (Ord. 828, 2013; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 §1 Exh. A. (part), 1995)

Chapter 17.92 ACCESSORY DWELLING UNITS

Sections:

17.92.010 Purpose.

17.92.020 Development standards.

17.92.010 Purpose. The purpose of this chapter is to establish appropriate locations, site development standards and permit requirements to allow for the provision of accessory dwelling units (ADU's) within the city. ADU's, commonly referred to as "granny flats" are a well-established housing strategy that utilize an additional living unit in areas zoned for single-family use. By creating a self-contained unit with a separate entrance and kitchen from existing space in the primary dwelling; a combination of existing and newly created space; space in an existing accessory building; or, from the addition of a new accessory building, second homes can be created in association with existing or new homes. Such living space can aid in the housing and dependent care of family members, provide rental income to offset the costs of homeownership, and add to the supply of affordable housing options available to the citizens of Scappoose. (Ord. 714 Exh. A (part), 2002)

17.92.020 Development standards. In addition to other standards of this code, ADU's shall comply with the following development standards:

A. An ADU shall meet all applicable health, fire safety and building codes, per the Oregon Structural Specialty Code;

B. ADU's shall be allowed only in conjunction with parcels containing one single-family dwelling. Only one ADU per parcel is permitted, ~~and the primary dwelling associated with the ADU must be owner occupied. Alternatively, the owner may appoint a family member as a resident caretaker of the principal house or of the ADU. However, in any low density zone, the ADU must be occupied by a family member of an owner occupied primary dwelling;~~

C. The ADU may be created by converting existing living area or adding floor area, or construction of a new structure that is either attached or detached. An attached garage does not qualify as living area;

D. The maximum gross habitable floor area (GHFA) of the ADU shall not exceed fifty percent of the GHFA of the primary residence on the lot, and shall not exceed a maximum of eight hundred square feet, whichever is less. The floor area of any garage shall not be included in the total;

E. Only one entrance shall be located on the front of the primary dwelling or any portion of the primary dwelling abutting a street, unless the dwelling contained additional entrances before the accessory residential unit was created;

F. In order to maintain an architectural character similar to the primary dwelling, the accessory residential unit shall have siding and roofing materials and exterior paint colors that generally match the siding and roofing materials, and exterior paint colors of the primary dwelling;

G. The development of the ADU shall provide an additional on-site parking space if the primary dwelling has less than ~~four~~ three on-site spaces (for example, inclusive of a garage and driveway) available before construction of the accessory unit;

H. A minimum six-foot hedge or site-obscuring fence may be required by the planner to buffer a detached ADU from dwellings on adjacent lots, when buffering is necessary for the privacy and enjoyment of yard areas of adjacent properties. (Ord. 828, 2013; Ord. 714 Exh. A (part), 2002)

Chapter 17.120SITE DEVELOPMENT REVIEWSections:

- 17.120.010 Purpose.
- 17.120.020 Applicability of provisions.
- 17.120.030 Administration and approval process.
- 17.120.040 Expiration of approval.
- 17.120.050 Phased development.
- 17.120.060 Bonding and assurances.
- 17.120.070 Major modification to approved plans or existing development.
- 17.120.080 Minor modification(s) to approved plans or existing development.
- 17.120.090 Application submission requirements.
- 17.120.120 Site development plans.
- 17.120.180 Approval standards.

17.120.010 Purpose. A. The purpose and intent of site development review is to promote the general welfare by directing attention to site planning, and giving regard to the natural environment and the elements of creative design to assist in conserving and enhancing the appearance of the city.

B. It is in the public interest and necessary for the promotion of the health, safety and welfare, convenience, comfort and prosperity of the citizens of the city:

1. To implement the city's comprehensive plan and other approval standards in this title;
2. To preserve and enhance the natural beauties of the land and of the manmade environment, and enjoyment thereof;
3. To maintain and improve the qualities of and relationships between individual buildings, structures and the physical developments which best contribute to the amenities and attractiveness of an area or neighborhood;
4. To protect and ensure the adequacy and usefulness of public and private developments as they relate to each other and to the neighborhood or area; and
5. To ensure that each individual development provides for a quality environment for the citizens utilizing that development as well as the community as a whole.

C. In order to prevent the erosion of natural beauty, the lessening of environmental amenities, the dissipation of both usefulness and function, and to encourage additional landscaping, it is necessary:

1. To stimulate harmonious design for individual buildings, groups of buildings and structures, and other physical developments;
2. To encourage the innovative use of materials, methods, and techniques and flexibility in building placement; and

3. To integrate the functions, appearances and locations of buildings and improvements so as to best achieve a balance between private preferences, and the public interest and welfare. (Ord. 634§1 Exh. A (part), 1995)

17.120.020 Applicability of provisions. Site development review shall be applicable to all new developments and major modification of existing developments, as provided in Section 17.120.070 except it shall not apply to:

- A. Single-family detached dwellings;
- B. Manufactured homes on individual lots;
- C. A duplex, which is not being reviewed as part of any other development;
- D. A triplex, which is not being reviewed as part of any other development;
- E. Minor modifications as provided in Section 17.120.080;
- F. Any proposed development which has a valid conditional use approved through the conditional use permit application process;
- G. Family day care;
- H. Home occupation (Type I). (Ord. 634 §1 Exh. A (part), 1995)
- I. Accessory dwelling units.

17.120.030 Administration and approval process. A. The applicant for a site development review proposal shall be the recorded owner of the property or an agent authorized in writing by the owner.

B. Applications for site development review shall be processed according to Chapter 17.164.

C. The planning commission shall approve, approve with conditions or deny any application for site development review. The planning commission shall apply the standards set forth in Section 17.120.180 when reviewing an application for site development review. (Ord. 634 §1 Exh. A (part), 1995)

17.120.040 Expiration of approval. A. Site development review approval by the planning commission shall be effective for a period one year from the date of approval.

B. The site development review approval by the planning commission shall lapse if:

- 1. Substantial construction of the approved plan has not been completed within a one-year period; or
- 2. Construction on the site is a departure from the approved plan.

C. The planner may, upon written request by the applicant, grant an extension of the approval period not to exceed one year; provided, that:

- 1. No changes are made on the original site development review plan as approved by the planning commission;
- 2. The applicant can show intent of initiating construction on the site within the one year extension period; and
- 3. There have been no changes to the applicable comprehensive plan policies and ordinance provisions on which the approval was based.

D. Notice of the decision shall be provided to the applicant. (Ord. 634 §1 Exh. A (part), 1995)

17.120.050 Phased development. A. The planning commission may approve a time schedule for developing a site in phases over a period of time of one year, but in no case shall the total time period for all phases be greater than three years without reapplying for site development review.

B. The following criteria shall be satisfied in order to approve a phased site development review proposal:

1. All underground utilities shall be scheduled to be constructed in conjunction with or prior to each phase to ensure provision of public facilities prior to building occupancy.

2. The development and occupancy of any phase shall not be dependent on the use of temporary public facilities. A temporary public facility is an interim facility not constructed to the applicable city or district standard; and

3. The phased development shall not result in the city or other property owners to construct public facilities that were required by an approved development proposal. (Ord. 828, 2013; Ord. 828, 2013; Ord. 634 §1 Exh. A (part), 1995)

17.120.060 Bonding and assurances. A. On all projects where public improvements are required, the city may:

1. Require a bond in an amount equal to one hundred ten percent or other adequate assurances as a condition of approval of the site development plan in order to ensure the completed project is in conformance with the approved plan;

2. Approve and release such bonds upon the completion of the project. A portion of a bond may be released as components of the project are completed;

3. Require a development agreement containing the conditions of approval to be signed by the developer and recorded with Columbia County.

B. The bond shall be released when the city finds the completed project conforms to the approved site development plan and all conditions of approval are satisfied.

C. Landscaping shall be installed prior to issuance of occupancy permits, unless security equal to the cost of the landscaping as determined by the planner is filed with the city, assuring such installation within six months after occupancy.

1. Security may consist of a faithful performance bond payable to the city, cash, certified check or such other assurance of completion approved by the city; and

2. If the installation of the landscaping is not completed within the six-month period, the security may be used by the city to complete the installation.

D. The applicant shall ensure that all occupants of the completed project, whether permanent or temporary, shall apply for and receive a city business license prior to initiating business.

(Ord. 634 §1 Exh. A (part), 1995)

17.120.070 Major modification to approved plans or existing development. A. An applicant may request approval of a modification to an approved plan or existing development by:

1. Providing the planner with a reproducible copy of the proposed modified site development plan; and

2. A narrative which indicates the rationale for the proposed modification addressing the changes listed in subsection B of this section.

B. The planner shall determine that a major modification(s) will result if one or more of the following changes are proposed:

1. An increase of ten percent or more in dwelling unit density, or lot coverage for residential development;

2. A change in the ratio or number of different types of dwelling units;

3. A change that requires additional on-site parking in accordance with Chapter 17.106;

4. A change in the use as defined by the Uniform Building Code;

5. An increase in the height of the building(s) by more than twenty percent;

6. A change in the type and location of access ways and parking areas where off-site traffic would be affected;

7. An increase in vehicular traffic to and from the site and the increase can be expected to exceed fifty vehicles per day;

8. An increase in the floor area proposed for a nonresidential use by more than ten percent;

9. A reduction in the area reserved for common open space and/or usable open space which reduces the open space area;

10. A reduction of project amenities where specified in the site plan:

a) Recreational facilities,

b) Screening, and/or

c) Landscaping provisions;

11. A change in land use; and

12. A modification to the conditions imposed at the time of site development review approval which are not the subject of subdivisions (B) (1) through (11) of this subsection.

C. Upon determining that the proposed modification to the site development plan is a major modification, the applicant shall submit a new site development review application and receive planning commission approval prior to any issuance of building permits. (Ord. 634 §1 Exh. A (part), 1995)

17.120.080 Minor modification(s) to approved plans or existing development. A. Any modification which is not within the description of a major modification as provided in Section 17.120.070, may be considered a minor modification.

B. An applicant may request approval of a minor modification:

1. Providing the planner with a reproducible copy of the proposed modified site development plan; and

2. A narrative which indicates the rationale for the proposed modification addressing the changes listed in Section 17.120.070(B).

C. A minor modification shall be approved, approved with conditions or denied following the planner's review based on the finding that:

1. No title provisions will be violated; and

2. The modification is not a major modification. (Ord. 634 §1 Exh. A (part), 1995)

17.120.090 Application submission requirements. A. All applications shall be made on forms provided by the planner and shall be accompanied by:

1. Copies of the development permit proposal and necessary data or narrative which explains how the proposal conforms to the standards; and

2. Site development plans drawn to a standard engineering scale. (Ord. 828, 2013; Ord. 634 §1 Exh. A (part), 1995)

17.120.120 Site development plans. A. Site development plan(s), data and narrative shall include the following information, as appropriate:

1. A vicinity map showing the proposed site and surrounding properties;
2. The site size and its dimensions;
3. The location, dimensions and names of all:
 - a. Existing and platted streets and other public ways and easements on the site and on adjoining properties, and
 - b. Proposed streets or other public ways and easements on the site;
4. The location and dimension of:
 - a. Entrances and exits on the site,
 - b. Parking and traffic circulation areas,
 - c. Loading and services areas, where applicable,
 - d. Pedestrian and bicycle facilities,
 - e. Utilities;
5. The location, dimensions and setback distances of all:
 - a) Existing structures, improvements and utilities which are located on adjacent property within twenty-five feet of the site and are permanent in nature, and
 - b) Proposed structures, improvements, and utilities on the site;
6. Contour lines at two-foot intervals for grades zero to ten percent and five-foot intervals for grades over ten percent;
7. A grading plan that includes:
 - a. The identification and location of the benchmark and corresponding datum,
 - b. Location and extent to which grading will take place indicating contour lines, slope ratios, and slope stabilization proposals, and
 - c. When requested by the planner, a statement from a registered engineer supported by factual data substantiating:
 - i. The validity of the slope stabilization proposals,
 - ii. That other off-site impacts will not be created,
 - iii. Stream flow calculations,
 - iv. Cut and fill calculations, and
 - v. Channelization measures proposed;

8. The location of drainage patterns and drainage courses;
9. The location of any natural hazard areas including:
 - a. Floodplain areas (one hundred-year floodplain and floodway),
 - b. Slopes in excess of fifteen percent,
 - c. Unstable ground (areas subject to slumping, earth slides or movement),
 - d. Areas having a high seasonal water table within twenty-four inches of the surface for three or more weeks of the year,
 - e. Areas having a severe soil erosion potential as defined by the soil conservation service, and
 - f. Areas having severe weak foundation soils;
10. If applicable, the location of resource areas or site features including:
 - a. Wildlife habitat, and
 - b. Wetlands,
 - c. Rock outcroppings, and
 - d. Trees with six inches caliper or greater measured four feet from ground level;
11. The method for mitigating any adverse impacts upon wetland, riparian or wildfire habitat areas;
12. The location of areas to be landscaped including
 - a. Location and height of fences, buffers and screening,
 - b. Location of terraces, decks, shelters, play areas, and common open spaces where applicable, and
 - c. Location, type and size of existing and proposed plant materials,
 - d. Soil conditions, and
 - e. Erosion control measures that will be used. (Ord. 634 §1 Exh. A (part), 1995)

17.120.180 Approval standards. The planning commission shall make a finding with respect to each of the following criteria when approving, approving with conditions, or denying an application:

- A. Provisions of all applicable chapters;
- B. Buildings shall be located to preserve topography, and natural drainage; located in areas not subject to ground slumping or sliding; located to provide adequate distance between adjoining buildings for adequate light, air circulation, and fire fighting; and oriented with consideration for sun and wind; and
- C. Existing trees having a six-inch caliper or greater shall be preserved or replaced by new plantings of equal character;
- D. Privacy and noise:
 1. The buildings shall be oriented in a manner which protects private spaces on adjoining properties from view and noise,
 2. Residential buildings shall be located on the portion of the site having the lowest noise levels, and
 3. On-site uses which create noise, lights, or glare shall be buffered from adjoining residential uses;

E. Private outdoor area: residential use:

1. Structures which include residential dwelling units shall provide private outdoor areas which is screened from view by adjoining units,
2. Private open space such as a patio or balcony shall be provided and shall be designed for the exclusive use of individual units and shall be at least forty-eight square feet in size with a minimum width dimension of four feet, and
 - a. Balconies used for entrances or exits shall not be considered as open space except where such exits or entrances are for the sole use of the unit, and
 - b. Required open space may include roofed or enclosed structures such as a recreation center or covered picnic area,
3. Wherever possible, private outdoor open spaces should be oriented toward the sun;

F. Shared outdoor recreation areas: residential use:

1. In addition to the requirements of subsections D and E of this section, usable outdoor recreation space shall be provided in multifamily, mixed-use, and live/work residential developments for the shared or common use of all the residents in the following amounts:

- a. Studio up to and including two-bedroom units, two hundred square feet per unit, and
 - b. Three or more bedroom units, three hundred square feet per unit,
2. The required recreation space may be provided as

follows:

- a. It may be all outdoor space, or
- b. It may be part outdoor space and part indoor space; for example, an outdoor tennis court, and indoor recreation room,
- c. It may be all public or common space,
- d. It may be part common space and part private; for example, it could be an outdoor tennis court, indoor recreation room and balconies on each unit, and
- e. Where balconies are added to units, the balconies shall not be less than forty-eight square feet.

3. Shared outdoor recreation space shall be readily observable for reasons of crime prevention and safety;

G. Where landfill and/or development is allowed within and adjacent to the one hundred-year floodplain, the city may require the dedication of sufficient open land area for greenway adjoining and within the floodplain. This area shall include portions at a suitable elevation for the construction of a pedestrian/bicycle pathway within the floodplain;

H. Demarcation of public, semipublic, and private spaces; crime prevention:

1. The structures and site improvements shall be designed so that public areas such as streets or public gathering places, semipublic areas and private outdoor areas are clearly defined in order to establish persons having a right to be in the space, in order to provide for crime prevention and to establish maintenance responsibility; and

2. These areas may be defined by a deck, patio, low wall, hedge or draping vine, a trellis or arbor, a change in level or landscaping;

I. Crime prevention and safety:

1. Windows shall be located so that areas vulnerable to crime can be surveyed by the occupants,
2. Interior laundry and service areas shall be located in a way that they can be observed by others,
3. Mail boxes shall be located in lighted areas having vehicular or pedestrian traffic,
4. The exterior lighting levels shall be selected and the angles shall be oriented towards areas vulnerable to crime, and
5. Light fixtures shall be provided in areas having heavy pedestrian or vehicular traffic and in potentially dangerous areas such as parking lots, stairs, ramps and abrupt grade changes. Fixtures shall be placed at a height so that light patterns overlap at a height of seven feet which is sufficient to illuminate a person;

J. Access and circulation:

1. The number of allowed access points for a development shall be as provided in the public works design standards.
2. All circulation patterns within a development shall be designed to accommodate emergency vehicles.
3. Provisions shall be made for pedestrian ways and bicycle ways consistent with 17.120.180(Q);

K. Public transit:

1. Provisions within the plan shall be included for providing for transit if the development proposal is adjacent to existing or proposed transit route.
 2. The requirements for transit facilities shall be based on:
 - a. The location of other transit facilities in the area,
 - b. The size and type of the proposal.
3. The following facilities may be required:
- a. Bus stop shelters,
 - b. Turnouts for buses, and
 - c. Connecting paths to the shelters;

L. All parking and loading areas shall be designed in accordance with the requirements set forth in Sections 17.106.050 and 17.106.080, Chapter 12.10, and the public works design standards;

M. All landscaping shall be designed in accordance with the requirements set forth in Chapter 17.100;

N. All drainage plans shall be submitted to the public works director for review and approval;

O. All facilities for the handicapped shall be designed in accordance with the requirements set forth in the ADA requirements; and

P. All of the provisions and regulations of the underlying zone shall apply.

Q. Pedestrian Access and Circulation Standards. Developments shall conform to all of the following standards for pedestrian access and circulation:

1. Continuous Walkway System. A pedestrian walkway

system shall extend throughout the development site and connect to adjacent sidewalks, if any, and to all future phases of the development, as applicable.

2. Safe, Direct, and Convenient. Walkways within developments shall provide safe, reasonably direct, and convenient connections between primary building entrances and all adjacent parking areas, transit stops, recreational areas/playgrounds, and public rights-of-way based on all of the following criteria:

a. The walkway is reasonably direct. A walkway is reasonably direct when it follows a route that does not deviate unnecessarily from a straight line or it does not involve a significant amount of out-of-direction travel;

b. The walkway is designed primarily for pedestrian safety and convenience, meaning it is reasonably free from hazards and provides a reasonably smooth and consistent surface and direct route of travel between destinations. The city planning commission may require landscape buffering between walkways and adjacent parking lots or driveways to mitigate safety concerns.

c. The walkway network connects to all primary building entrances and, where required, Americans With Disabilities Act requirements.

3. Vehicle/Walkway Separation. Except as required for crosswalks, pursuant to Subsection 4, below, where a walkway abuts a driveway or street it shall be raised 6 inches and curbed along the edge of the driveway/street. Alternatively, the city planning commission may approve a walkway abutting a driveway at the same grade as the driveway if the walkway is physically separated from all vehicle-maneuvering areas. An example of such separation is a row of bollards (designed for use in parking areas) with adequate minimum spacing between them to prevent vehicles from entering the walkway.

4. Crosswalks. Where a walkway crosses a parking area or driveway ("crosswalk"), it shall be clearly marked with contrasting paving materials (e.g., pavers, light-color concrete inlay between asphalt, or similar contrast). The crosswalk may be part of a speed table to improve driver-visibility of pedestrians. Painted or thermo-plastic striping and similar types of non-permanent applications are discouraged, but may be approved for lesser used crosswalks not exceeding 20 feet in length.

5. Walkway Width and Surface. Walkways, including access ways required for subdivisions pursuant with Chapter 17.150, shall be constructed of concrete, asphalt, brick/masonry pavers, or other durable surface, as approved by the city engineer, and not less than 5 feet wide. Multi-use paths (i.e., designed for shared use by bicyclists and pedestrians) shall be concrete or asphalt and shall conform to the public works design standards.

6. Walkway Construction. Walkway surfaces may be concrete, asphalt, brick/masonry pavers, or other city-approved durable surface meeting Americans with Disabilities Act requirements. Walkways shall be not less than 5 feet in width, except that concrete walkways a minimum of 6 feet in width are required in commercial developments and where access ways are required for subdivisions under Chapter 17.150 the planning commission may also require 6 foot

wide, or wider, concrete sidewalks in other developments where pedestrian traffic warrants walkways wider than 5 feet.

7. Multi-Use Pathways. Multi-use pathways, where approved, shall be 12 feet wide and constructed of asphalt or concrete, consistent with the applicable public works design standards. (Ord. 857, 2016; Ord. 820 §9, 2012; Ord. 634 §1 Exh. A (part), 1995)

*Adoption of the 2017 Housing Needs Analysis (HNA)***CITY OF SCAPPOOSE STAFF REPORT**

Request: Approval of three proposed actions pertaining to adoption of the *2017 Housing Needs Analysis (HNA)*:

- 1) Adoption of the 2017 Housing Needs Analysis
- 2) Comprehensive Plan Text Amendment (CPTA3-17) to amend the Inventories Section, the Housing Goals and Policies, Land Use Goals and Policies and to update Appendices C, I and L.
- 3) Development Code Text Amendment (DCTA3-17) to amend Chapters 17.26 (Definitions), 17.44 (R-1, Low Density Residential), 17.50 (R-4, Moderate Density Residential), 17.54 (MH, Manufactured Housing), 17.56 (A-1, High Density Residential), 17.62 (GC, General Commercial), 17.68 (EC, Expanded Commercial), 17.78 (PL-U, Public Lands–Utility), 17.80 (Downtown Overlay), 17.81 (PD, Planned Development Overlay), 17.84 (Sensitive Lands Development-Flooding), 17.92 (ADU, Accessory Dwelling Units), 17.120 (Site Development Review) and to add a new Chapter 17.58 (CHD, Cottage Housing Development).

Applicant: City of Scappoose

EXHIBITS

1. 2017 Scappoose Housing Needs Analysis (HNA)
2. Full text of proposed amendments to the Comprehensive Plan
3. Full text of proposed amendments to the Development Code

INTRODUCTION

The City of Scappoose is undergoing a planning process to complete an update of the City's Comprehensive Plan for housing needs and housing policies. This process included development of a Housing Needs Analysis for the Scappoose urban growth boundary, with a projection of housing growth and housing need for the 2018 to 2038 period. The last complete update of housing needs and policies in the Comprehensive Plan was completed in 1996. The proposed 2017 HNA will be the housing element of the city's Comprehensive Plan and prepares Scappoose for accommodating housing growth within its urban growth boundary through the year 2038. The HNA describes the current housing market, demographic characteristics of Scappoose, and forecasts future housing needs based on these and other considerations. The revisions to the Comprehensive Plan and Development Code include changes to policies to meet the housing need identified in the HNA.

OBSERVATIONS

The City of Scappoose last completed a Housing Needs Analysis in 2003, however, the analysis was not formally adopted. This HNA provides a comprehensive update to ensure that the City's

Comprehensive Plan residential development policies and Development Code policies provides opportunities for development of needed housing and meets community goals of the City for regulating housing development. The HNA will support the implementation of the City's Comprehensive Plan and State Planning Goals by providing a factual basis about Scappoose's residential land base, housing market, expected growth in the city, and the housing needs of future residents of Scappoose.

The HNA complies with the requirements of Oregon's Statewide Goal 10. The HNA provides guidance for necessary revisions to Scappoose's Development Code, focusing on providing opportunities for development of housing affordable to households of all income levels. The HNA is intended to provide guidance that allows the City to revise its Development Code to remove barriers to development of housing, especially multifamily housing, while ensuring compatibility between single-family and multifamily development in Scappoose. The analysis in the HNA was informed by input from the Planning Commission, City Council, knowledgeable stakeholders, and local citizen input.

ANALYSIS

City staff has reviewed the 2017 Scappoose Housing Needs Analysis (HNA). The 2017 HNA inventories vacant residential and commercial land where housing is allowed under clear and objective standards, projects future demand for housing, and describes the current and future housing needs of Scappoose's housing based on changes in demographic factors and housing affordability. The HNA forecasts future housing need in Scappoose for the 2018-2038 period based on this information.

The development of the HNA has involved close coordination within the City. It was developed through a planning process that included several opportunities for public involvement and input. Public engagement for the Scappoose HNA included the following:

- Review and guidance between the consultant and staff, as well as consultation with state officials.
- Five work sessions with the Scappoose City Council and Planning Commission to review key documents and provide input.
- A presentation and discussion about the HNA at the Annual Town Meeting, which included the opportunity for citizens to provide input early in the development of the HNA on key questions under consideration in the project.
- A public open house held at City Hall. The public event was advertised via flyers, email distribution, and the project website.

The key findings of the Scappoose Housing Needs Analysis are that:

- **Scappoose's population is forecast to grow substantially faster than in the past.** Scappoose is forecast to grow from 7,686 people in 2018 to 10,951 people in 2038, an increase of 3,265 people. This population growth will occur at an average annual growth rate of 1.8%.
- **Scappoose is planning for 1,229 new dwelling units.** The growth of 3,265 people will result in demand for 1,229 new dwelling units over the 20-year planning period, averaging 61 new dwelling units annually.

- **Scappoose is planning to accommodate multifamily housing in the Suburban Residential, General Residential, and Commercial Plan Designations.** Scappoose has little land zoned for multifamily housing in the A-1 zone (2 acres). While the City can accommodate some lower-density multifamily housing types (such as duplexes or quadplexes) in the Suburban and General Residential Plan Designations, much of the City's need for multifamily housing in structures with five or more units will be accommodated in the Commercial Plan Designation, such as in the EC and C zones.
- **Scappoose will need to plan for more single-family attached and multifamily dwelling units in the future to meet the City's housing needs.** Historically, about 82% of Scappoose's housing was single-family detached. While 65% of new housing in Scappoose is forecast to be single-family detached, the City will need to provide opportunities for development of new single-family attached (7% of new housing), new multifamily with 2 to 4 units per structure (10% of new housing), and multifamily with 5 or more units per structure (18% of new housing). These housing needs are driven by expected changes in demographics in Scappoose over the next 20-years and an existing and expected future deficit housing affordable for low- and middle-income households.
- **Scappoose is planning to accommodate the majority of multifamily development in the Expanded Commercial zone.** Multifamily development is an outright permitted use in the EC zone, with clear and objective standards. Multifamily housing in the EC zone is developed based on standards of the A-1 zoning district, consistent with historical multifamily development trends in commercial zones.

The key recommendations in the HNA for addressing the City's housing needs are:

- **Scappoose will need to remove barriers to development of multifamily housing.** The key barrier to multifamily housing development is the limitation of eight dwelling units per multifamily structure in the A-1 zone. Removing this barrier will require changes to Scappoose's Development Code for the A-1, EC, and C zones proposed as part of this project (see Exhibit 3).
- **Scappoose should plan to provide opportunities for development of the housing need identified in the HNA.** This analysis found that Scappoose's housing needs are for more development of single-family attached housing and multifamily housing. Allowing a wider range of housing, including housing at greater densities, will require changes to Scappoose's Development Code for the A-1, R-1, R-4, MH, EC, and C zones, as well as other changes proposed to the Development Code as part of this project.

RECOMMENDATION

Staff recommends approval of the three proposed actions pertaining to adoption of the 2017 Housing Needs Analysis. The reasons and rationale described within this report support the approval and adoption of the proposed Housing Needs Analysis (HNA), the Comprehensive Plan Text Amendments, and the Development Code Text Amendments.

Based on the information within the proposed amendments; applicable statutes, rules, comprehensive plan provisions and implementing ordinances, staff recommends that the

Planning Commission recommend adoption of the three proposals for consideration by the City Council.

FINDINGS

1. The following Statewide Planning Goals have been considered by the City of Scappoose in the formation of the language contained within this request:

Citizen Involvement (Goal 1)

Objective: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: This application complies with the citizen involvement processes included in the City's acknowledged Comprehensive Plan and Development Code, which is consistent with Statewide Planning Goal 1. The Planning Commission and City Council will hold public hearings on the proposal prior to adopting the HNA and amendments to the Comprehensive Plan and Land Development Code (Title 17 of the Scappoose Municipal Code). Notice of the proposal and hearings was published in the local newspaper on December 1st and December 8th, 2017. The proposal was mailed to the Department of Land Conservation and Development on November 9, 2017, in advance of the December 14, 2017 Planning Commission hearing.

An informal advisory committee was formed, comprised of City Council and Planning Commission members. The committee reviewed and commented on each memorandum and met with the project team five times, at key stages during the project. Two public events were held at key stages to educate residents and provide opportunities for public input.

Land Use Planning (Goal 2)

Objective: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: The proposal is to adopt the 2017 Housing Needs Analysis, and to amend the Comprehensive Plan and Development Code, consistent with the City's regulations regarding legislative land use decisions. Legislative decisions first require a Planning Commission recommendation to the City Council, which then makes a decision based on stated findings. The Planning Commission and City Council hearings are open to the public. The Planning Commission hearing is scheduled for December 14, 2017, and City Council hearings will be held on January 2nd and January 15th, 2018. This action complies with Goal 2.

Agricultural Lands (Goal 3)

Objective: To preserve and maintain agricultural lands.

Finding: This Goal is not applicable because the adoption of the HNA and the proposed Development Code and Comprehensive Plan amendments would apply to land that is within the City of Scappoose Urban Growth Boundary and City Limits.

Forest Lands (Goal 4)

Objective: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Finding: This Goal is not applicable because the adoption of the HNA and the proposed Development Code and Comprehensive Plan amendments would apply to land that is within the City of Scappoose Urban Growth Boundary and City Limits.

Open Spaces, Scenic and Historic Areas and Natural Resources (Goal 5)

Objective: To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: The City of Scappoose proposes to amend Chapter 17.84 – Sensitive Lands Development – Flooding, as outlined in **Exhibit 3**. Specifically, the amendment would allow development of tax lots within the special flood hazard area, where a portion of the tax lot is outside of the special flood hazard area. A density bonus of up to 1.5 times the permitted density of the underlying zone would be allowed for development of new housing on the portion of a tax lot outside of the special flood hazard area. The amendment requires that any existing homes be moved out of the regulated floodplain. It also requires that the property within the floodplain is protected by a conservation easement or granted to the City as open space. The proposed Development Code amendment to Chapter 17.84 – Sensitive Lands Development – Flooding, is supportive of this Goal.

Air, Water and Land Resources Quality (Goal 6)

Objective: To maintain and improve the quality of the air, water and land resources of the state.

Finding: Any development arising from the proposed amendments to the Development Code (**Exhibit 3**) would be subject to City regulations that do not allow off-site impacts from noise, vibration, odors, glare, or other “nuisance” effects. For this reason, this proposal will have no significant impact with respect to this Goal.

Areas Subject to Natural Disasters and Hazards (Goal 7)

Objective: To protect people and property from natural hazards.

Finding: The City of Scappoose proposes to amend Chapter 17.84 – Sensitive Lands Development – Flooding, as outlined in **Exhibit 3**. Specifically, the amendment would allow development of tax lots within the special flood hazard area, where a portion of the tax lot is outside of the special flood hazard area. A density bonus of up to 1.5 times the permitted density of the underlying zone would be allowed for development of new housing on the portion of a tax lot outside of the special flood hazard area. The amendment requires that any existing homes be moved out of the regulated floodplain. It also requires that the property within the floodplain is protected by a conservation easement or granted to the City as open

space. The proposed Development Code amendment to Chapter 17.84 – Sensitive Lands Development – Flooding, is supportive of this Goal.

The buildable lands inventory considers lands subject to key natural disasters and hazards which have development constraints that preclude development. These constraints include land within the floodway and 100-year floodplain, as well as land on slopes over 25%.

Recreational Needs (Goal 8)

Objective: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: The City has proposed a minor change to Chapter 17.78 Public Lands-Utility, which would allow parks as a conditional use when the use wouldn't interfere with the primary use of City owned land for utility purposes. This will allow the City to increase its developed park spaces on property already in public ownership, in support of this Goal.

Economic Development (Goal 9)

Objective: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: The HNA finds that 195 multifamily dwelling units will locate in the Commercial Plan Designation in Scappoose. While the HNA identifies capacity in the EC zone, some new housing may locate in the C zone as well. In either zone, the average density for new housing is expected to be 12.2 dwelling units per gross acre, resulting in demand for about 16 acres of land in the Commercial Plan Designation.

The EC and C zones both allow multifamily buildings as a permitted use, with clear and objective standards. The proposed changes to Chapter 17.68 EC Expanded Commercial, 17.62 C General Commercial, and Chapter 17.80 Downtown Overlay clarify the standards for multifamily, mixed-use, and live/work development in the EC and C zones. In addition, the changes proposed in these chapters increase the potential density for residential development through changes such as setting a minimum density of 15 dwelling units per net acre and increasing multifamily building heights. These changes are likely to have the result of allowing higher-density multifamily development in the EC and C zones, including development as part of a mixed-use building. The result is likely to be need for fewer than 16 acres of land and may increase development of mixed-use buildings.

In addition, the City annexed in 341 acres of Public Use Airport zoned land in January of 2017, which will support a variety of commercial uses to offset the land used closer to the commercial corridor of Hwy 30 for residential purposes. Between the increases in potential development densities, opportunities for developing buildings with a mixture of commercial and residential uses, and the annexation of additional land for commercial uses, the City finds that the proposal is supportive of this Goal.

Housing (Goal 10)

Objective: To provide for the housing needs of citizens of the state.

Finding: The 2017 *Housing Needs Analysis (HNA)* found that Scappoose needs to provide additional opportunities for development of housing affordable at all income levels in Scappoose. The HNA found that the City's historical housing mix was not the City's future needed mix. It identified a need for opportunities to develop more single-family attached and multifamily housing, as well as a need for opportunities to develop smaller, more affordable single-family detached housing types.

The City proposes to make the following key changes to its Development Code to address these needs:

- Allow a wider range of housing types in the following chapters: 17.44 R-1 Low Density Residential, 17.50 R-4 Moderate Density Residential, 17.54 MH Manufactured Housing, and 17.56 A-1 High Density Residential. The housing types include: accessory dwelling units, cottage housing, townhouses, duplexes, triplexes, and quad-plexes. The changes to the zoning code include changes to one or more of these zones to do at least one of the following: allowing these housing types outright or clarifying the development standards for the housing types.
- Remove barriers to multifamily housing development in the A-1 zone through the following proposed changes to Chapter 17.56: removing the restriction that a maximum of eight multifamily dwelling units could be built per structure, increasing maximum building height, allowing live/work development as a conditional use, and establishing buffering standards to ensure compatibility between single-family and multifamily development.
- Revising and clarifying multifamily development standards in commercial areas with the following proposed changes to Chapter 17.68 EC Expanded Commercial and 17.62 C General Commercial zones: clarify the standards for multifamily, mixed-use, and live/work development in the EC and C zones, setting a minimum density of 15 dwelling units per net acre, and increasing multifamily building heights.
- Developing Chapter 17.58 Cottage Housing Development, which describes development standards for a new single-family detached housing type that is expected to be a more affordable housing type because of the small unit size and small lot size.
- Proposed revisions to Chapter 17.92 Accessory Dwelling Units to remove the requirement that the primary dwelling associated with an ADU be owner-occupied.
- Proposed revisions to Chapter 17.26 Definitions to clarify housing types and add definitions for new or poorly defined housing types.
- Proposed revisions to Chapter 17.94 Manufactured Home Regulations to allow manufactured homes of fewer than two major structural sections and reduce the livable floor area from a minimum of 1,000 square feet to 500 square feet.

The City finds that the proposal is supportive of this Goal.

Public Facilities and Services (Goal 11)

Objective: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: Information from the HNA, such as the household forecast and the buildable lands inventory, is a key input to the City's on-going updates to the Water and Wastewater Master Plans. This application supports this Goal by providing necessary information for updating the Master Plans.

Transportation (Goal 12)

Objective: To provide and encourage a safe, convenient and economic transportation system.

Finding: The actions pertaining to adoption of the 2017 Housing Needs Analysis (HNA) do not propose changes to transportation implementing measures. This application does not involve rezoning of any lands, which would have triggered the need for a Transportation Planning Rule Analysis. This application, therefore, does not conflict with this Goal.

Energy Conservation (Goal 13)

Objective: To conserve energy.

1. Land use plans should be based on utilization of the following techniques and implementation devices which can have a material impact on energy efficiency:

- a. Lot size, dimension, and siting controls;*
- b. Building height, bulk and surface area;*
- c. Density of uses, particularly those which relate to housing densities;*
- d. Availability of light, wind and air;*
- e. Compatibility of and competition between competing land use activities; and*
- f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.*

Finding: The proposed changes to the City's Development Code include changes to:

- Decrease residential lot sizes for single-family housing types, including allowing newer denser housing types such as cottage housing in the following Chapters: 17.44 R-1 Low Density Residential, 17.50 R-4 Moderate Density Residential, and 17.54 MH Manufactured Housing.
- Increase building height for multifamily housing in the following Chapters: 17.56 A-1 High Density Residential, Chapter 17.68 EC Expanded Commercial, and 17.62 C General Commercial.
- Increase development density for multifamily housing in the following Chapters: 17.56 A-1 High Density Residential, Chapter 17.68 EC Expanded Commercial, and 17.62 C General Commercial.
- Allow for development of live/work units to provide opportunities for residents to live and work in the same building, decreasing commuting in the following Chapters: 17.56 A-1 High Density Residential, Chapter 17.68 EC Expanded Commercial, and 17.62 C General Commercial.
- Assure compatibility between single-family and multifamily housing through requirements for buffers for multifamily development adjacent to single-family development in the following Chapters: 17.56 A-1 High Density Residential, Chapter 17.68 EC Expanded Commercial, and 17.62 C General Commercial.

This application supports this Goal through the changes above that use the techniques and implementation devices stated in the Goal.

Urbanization (Goal 14)

Objective: To provide for an orderly and efficient transition from rural to urban land use.

Finding: Scappoose's existing Comprehensive Plan Map and Zoning Map provide for an orderly and efficient transition from rural to urban land use. The proposed changes to the City's Development Code include changes that will increase efficient use of land within the Scappoose urban growth boundary:

- Allow a wider range of housing types in the following chapters: 17.44 R-1 Low Density Residential, 17.50 R-4 Moderate Density Residential, 17.54 MH Manufactured Housing, and 17.56 A-1 High Density Residential. The housing types include: accessory dwelling units, cottage housing, townhouses, duplexes, triplexes, and quad-plexes. The changes to the zoning code include changes to one or more of these zones to do at least one of the following: allowing these housing types outright or clarifying the development standards for the housing types.
- Decrease residential lot sizes for single-family housing types, including allowing newer denser housing types such as cottage housing in the following Chapters: 17.44 R-1 Low Density Residential, 17.50 R-4 Moderate Density Residential, and 17.54 MH Manufactured Housing.
- Developing Chapter 17.58 Cottage Housing Development, which describes development standards for a new single-family detached housing type that is expected to be a more affordable housing type because of the small unit size and small lot size.
- Remove barriers to multifamily housing development in the A-1 zone through the following proposed changes to Chapter 17.56: removing the restriction that a maximum of eight multifamily dwelling units could be built per structure, increasing maximum building height, allowing live/work development as a conditional use, and establishing buffering standards to ensure compatibility between single-family and multifamily development.
- Increase development density for multifamily housing in the following Chapters: 17.56 A-1 High Density Residential, Chapter 17.68 EC Expanded Commercial, and 17.62 C General Commercial.
- Allow for development of live/work units to provide opportunities for residents to live and work in the same building, decreasing commuting time, in the following Chapters: 17.56 A-1 High Density Residential, Chapter 17.68 EC Expanded Commercial, and 17.62 C General Commercial.

This application supports this Goal by increasing land use efficiency for new housing.

The following Statewide Planning Goals are not applicable to this application:

- Willamette River Greenway (**Goal 15**)
- Estuarine Resources (**Goal 16**)
- Coastal Shorelands (**Goal 17**)
- Beaches and Dunes (**Goal 18**)

- Ocean Resources (**Goal 19**)
2. **The following Statutes, Rules, Comprehensive Plan Provisions and Implementing Ordinances have been considered by the City of Scappoose in the formation of the language contained within this request:**

Chapter 17.22 AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

17.22.040 Approval Criteria. *Planning commissions review and recommendation, and Council approval, of an ordinance amending the comprehensive plan, the zoning map, or this title shall be based on the following criteria:*

A. If the proposal involves an amendment to the comprehensive plan, the amendment is consistent with the Statewide Planning Goals and relevant Oregon Revised Statutes and Administrative Rules;

Finding: This proposal involves an amendment to the Comprehensive Plan as outlined in **Exhibit 2**, and findings showing consistency with the Statewide Planning Goals have been provided within this report. This application is consistent with applicable Oregon Revised Statutes and Administrative Rules.

B. The proposal is consistent with the comprehensive plan (although the comprehensive plan may be amended concurrently with proposed changes in zoning or this title), the standards of this title, or other applicable implementing ordinances;

Finding: Findings have been provided throughout this report to show consistency with the Comprehensive Plan, the standards of the development code, and other implementing ordinances.

C. The change will not adversely affect the health, safety, and welfare of the community;

Finding: The adoption of the HNA, Comprehensive Plan amendments and Development Code amendments will not adversely affect the health, safety, and welfare of the community. The amendments are being proposed in order to allow for increased housing options, and to maximize the available land within the City's existing Urban Growth Boundary.

D. The proposal either responds to changes in the community or it corrects a mistake or inconsistency in the comprehensive plan, the zoning map, or this title; and

Finding: The proposal responds to changes in the community. Specifically, the City has conducted a Housing Needs Analysis (HNA) in order to determine if there is adequate buildable land within the City's Urban Growth Boundary to serve the forecasted population for the next 20 years. The Comprehensive Plan and Development Code amendments have been proposed in support of implementing the findings of the HNA.

E. The amendment conforms to Section 17.22.050

Finding: *17.22.050 Transportation Planning Rule Compliance. Proposals to amend the comprehensive plan or zoning map shall be reviewed to determine whether they significantly affect a transportation facility pursuant to Oregon Administrative Rule (OAR) 660-012-0060 (Transportation Planning Rule - TPR). Where the City, in consultation with the applicable roadway authority, finds that a proposed amendment would have a significant effect on a transportation facility, the City shall work with the roadway authority and the applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law.*

TRANSPORTATION PLANNING RULE

OAR 660 Division 12 – Transportation Planning:

660-012-0060

Plan and Land Use Regulation Amendments

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

- (a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) Change standards implementing a functional classification system; or*
- (c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.*

(A) Types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

(B) Degrade the performance of an existing or planned transportation facility such that it would not meet the performance standards identified in the TSP or comprehensive plan; or

(C) Degrade the performance of an existing or planned transportation facility that is otherwise projected to not meet the performance standards identified in the TSP or comprehensive plan.

[...]

Finding: Since the proposed Comprehensive Plan and Development Code amendments do not involve rezoning of land or re-designating any land on the Comprehensive Plan Map, the approval of this application is not expected to significantly affect an existing or planned transportation facility.

Chapter 17.160 PROCEDURES FOR DECISION MAKING—LEGISLATIVE

17.160.120 The standards for the decision. A. The recommendation by the planning commission and the decision by the council shall be based on consideration of the following factors:

- 1. Any applicable statewide planning goals and guidelines adopted under Oregon Revised Statutes Chapter 197;*
- 2. Any federal or state statutes or rules found applicable;*
- 3. The applicable comprehensive plan policies and map; and*
- 4. The applicable provisions of the implementing ordinances.*

B. Consideration may also be given to:

Proof of a substantial change in circumstances, a mistake, or inconsistency in the comprehensive plan or implementing ordinance which is the subject of the application.

Finding: The Planning Commission’s recommendations and the City Council’s decisions are based on applicable statewide planning goals and guidelines, federal and state statutes and rules, Comprehensive Plan policies, and provisions of the Scappoose Development Code, as detailed in the findings above.

Goals and Policies from the Scappoose Comprehensive Plan

Finding: The *2017 Housing Needs Analysis* is intended to be adopted as the housing element of the Scappoose Comprehensive Plan. Housing Goals and Policies within the Comprehensive Plan are proposed to be replaced entirely with the recommended Goals and Policies as shown in **Exhibit 2**. The recommended amendments reflect the issues identified in the HNA, such as the goal of providing opportunities for development of needed housing and policies to lower development barriers to multifamily housing. In addition, the recommended amendments include policies to support development of low-income and workforce-affordable housing through development of land use policies that allow and encourage affordable housing production and working with agencies and developers of affordable housing. The new language in the Comprehensive Plan implements the recommendations in the HNA and the discussions with the City Council and Planning Commission. The City is beginning to implement the revised goals and policies through the proposed changes to the Development Code.