

**Scappoose Housing Needs Analysis
Work Session #3: Minutes**

Scappoose City Hall, Council Chambers May 24, 2017, 5:30 – 7:30 pm

Introductions

Consultant Beth Goodman, City Planner Laurie Oliver, City Manager Michael Sykes, Mayor Scott Burge, Planning Commission Chair Carmen Kulp, Councilor Megan Greisen, Planning Commission Vice Chair Scott Jensen, Councilor Natalie Sanders, Planning Commissioner Bruce Shoemaker, Councilor Joel Haugen, Planning Commissioner Rita Bernhard, Planning Commissioner Tim Connell, City Recorder Susan Reeves, and Courtney Vaughn with the Spotlight. Commissioner Bill Blank arrived at 7:03 p.m.

City Planner Laurie Oliver explained tonight we are going to be discussing some different housing policy options. She explained Beth is here tonight from ECONorthwest.

Review key points from prior meeting

Beth Goodman went over a few of the keys points from the prior meeting. She stated if you remember we identified the buildable lands and we also forecast growth of population and came up with growth of housing for that and when we compared your capacity of your vacant residential land with the demand for it, overall you have enough vacant land to accommodate growth for the next 20 years. She explained where there is a deficit is the A-1 zone, because there is very little land that is vacant that is zoned for A-1. She explained it is not very big, it is about 179 units, she believes, so that ends up being something around 11 to 13 acres. She explained when we look at some other related issues we have an affordability problem, just like the rest of Oregon and much of the U.S. She explained a lot of what we are discussing is related to affordability issues, and what we will be discussing more and more in subsequent meetings is related to available of A-1 land and how the City is going to choose to address that deficit.

Discussion Parkland Acquisition and code options

- **Questions for discussion**
- **Should the City develop a parkland acquisition ordinance?**
- **If so, what standards are important to include in the code? We will have specific follow-up questions based on the memorandum about parkland acquisition.**

Purpose of a Parkland Dedication Ordinance

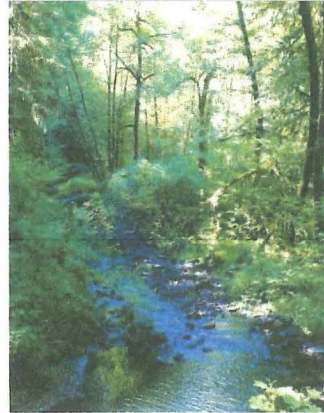
As the population grows, so does need for parkland and facilities.

- The legal nexus between new development and the need for parks has been established legally based on level of service standard in the Parks Master Plan.

Beth Goodman explained the Committee received a memorandum that includes proposed revisions to the Scappoose Comprehensive Plan Policies. She explained these are things that we discussed at the last meeting. She asked the Committee to send City Planner Laurie Oliver any of their comments on the proposed revisions to the Scappoose Comprehensive Plan Policies by June 7. She explained if there is anything that the Committee wants to discuss regarding that they will discuss it at the July meeting. She explained looking at this ~ Parkland Acquisition, when you do a subdivision often times you want to also account for land for new parks so you are serving the people who want to live in that subdivision with parks. She stated what is going on here is a parkland dedication ordinance is code that tie population growth with parkland growth, or growth of your parkland system. She explained what this is a legal connection between new development and need for parks based on your Parks Master Plan and a level for service that will be established in your Parks Master Plan. She explained this isn't your larger, community parks, and it is not necessarily trails either. She explained at the Annual Town Meeting more than 70% of attendees said that Scappoose's parks system did not meet their needs, they wanted more parks, and so the City is addressing that. She explained the question ends up being, how are you paying for it, and this in at least in part what the parkland dedication ordinance does. She went over the Goals of dedication ordinance. She went over her power point.

Goals of Dedication Ordinances

- Ensuring the park system addresses the recreational needs of all city residents equitably
- Acquiring enough parkland to achieve the City's level of service (LOS) standard
- Maintaining and developing open space consistent with recreation, natural resource, and natural hazard objectives



How do Parkland Dedication Ordinances work?

- Required dedication based on Park Master Plan level-of-service and site criteria
- Fee-in-lieu of dedication

Common Criteria for Accepting Parkland Dedication

- Topography, geology, access to, parcel size, and location of land;
- Consideration of any potential effects on environmentally sensitive areas;
- Compatibility with Parks Master Plan, Public Facilities elements of Comprehensive Plan, and other plans at the time of dedication;
- Protection of natural and historical features, scenic vistas, watersheds, timber and wildlife.

Beth Goodman explained these are all criteria that cities use for evaluating land for dedication. Beth Goodman explained in the memorandum that was handed out about this, exhibit 1 is an example of parkland acquisition scoring matrix. She explained when you are looking at this you are looking at land for active parks, you are not necessarily looking for open space.

Beth Goodman went over fees in lieu of dedication, example ordinances and lessons learned.

Fees-in-Lieu of Dedication

- Assessed when City does not want available land
- Fees go into restricted fund that can only be used for parkland acquisition
- Fees are used to purchase parkland through as allowed by the ordinance
- Many cities opt to charge fee-in-lieu of dedication in all but very few cases where dedicated land is in specific high need areas

Example Ordinances

Sandy, OR	Canby, OR
<ul style="list-style-type: none">• Typically require a fee-in-lieu of dedication is \$241,000 per acre• Parks SDC is \$4,800 per unit for capital improvements• Fee-in-lieu of dedication is default; land dedication option rarely used• Parks SDC only used for capital improvements• Fee-in-lieu used for land purchase• Insufficient funds for park maintenance• Considering additional park maintenance fee	<ul style="list-style-type: none">• Typically require a fee-in-lieu (land not typically suitable)• Parks SDC is \$5,300 per unit, with fee-in-lieu subtracted from park SDC• Dedication is used under special circumstances, recently used to secure sensitive watershed land• Parks SDC only used for parkland purchase and park development, but not for maintenance• Insufficient funds for park maintenance

Lessons Learned – Sandy and Canby

- Parkland values should be updated over time, or rise with average property values
- Park maintenance is an issue --- fees-in-lieu and SDC cannot be used for maintenance

City Planner Laurie Oliver explained we are not updating our Parks SDC's at this time because since we are not meeting our current level of standard, until we do, we can't update our SDC's because they would actually go down. She explained if both parks at Vista and Seely are developed we would likely then be meeting our level of service standards then we could adjust our SDC's.

Carmen Kulp asked if we have a contingency plan in case we don't receive the grants.

City Planner Laurie Oliver replied no we don't have any contingency plan. She explained because there was such strong interest from Council and Planning Commission on this topic we decide to start looking at how this could work here and in that process discovered somethings about our own SDC's. She explained one interesting thing she found apparently in 2006 the City considered this exact same thing. The City Planner at that time, had prepared almost the same type of thing. She explained it was a memo to Planning Commission and it stopped at that level.

City Manager Sykes explained we have built in some backup money to do some of the improvements, but not nearly what is proposed. He explained one thing staff has talked about is the possibility of a five year operating levy focused on parks and possibly public safety.

City Planner Laurie Oliver explained the loan on Veterans Park will be paid off in 2021 and once that is complete all the Parks SDC money we are collecting will be able to go towards other parks.

Scott Jensen asked about the "market" system and he is wondering do other cities of this size or smaller use that system?

Beth Goodman replied Sandy is not much bigger and they use that approach. She explained this sort of thing is done all the time with assessors with housing. She doesn't necessarily think that Scappoose is too small to be able to do that.

Beth Goodman went over the recommendations.



Recommendations

Scappoose's new Park Master Plan should:

- Clearly establish a Level Of Service standard
- Identify specific priorities for parkland needs

A parkland dedication ordinance should consider park maintenance fees or other funding sources to ensure park development is sustainable.

Carmen Kulp brought up the issue of incorporating wetlands into the parks.

Beth Goodman replied you want to be careful about that because you want your neighborhoods parks, and this is really a Parks Master Plan question, but you want them to be functional. She explained if you had a park, more of a community size park, if part of it was in the wetlands to accommodate flooding over time and part of it was active recreation that might well be a sensible way of approaching it. She explained if you have a neighborhood park that has wetlands and floods then perhaps that is not meeting the City's desire.

Rita Bernhard stated she has always been lead to believe that having park where property floods sometimes is a good use of land in that area. She explained you can put structures up higher away from the area that floods, pretty much like what has been done at Veterans Park.

Beth Goodman replied she is not a parks expert, so she doesn't think Rita is wrong. She thinks it is a matter of intent for the park and size for the park. She stated different parks serve different purposes.

Scott Jensen asked if market rate is one number for the City or does it take into account what the land is zoned?

Beth Goodman replied it depends on what detail you are looking at. She explained land that is zoned for higher density generally has a higher value then land that is zoned for lower density.

Discussion Cottage Housing and code options

Questions for discussion ~ Does cottage housing look like a type of housing the City should allow? If so, what standards are important to include in the code? We will have specific follow-up questions based on the memorandum about cottage housing.

Beth Goodman explained one of the things discussed at the last Work Session was the committee is interested in potentially having some code around cottage housing and allowing it and the direction was let's talk about it. She explained they gave the committee a memorandum which talks about cottage housing. She went over the power point.

What is Cottage Housing?

- Clusters of 4-12 homes around shared open space
- 1,200 sf or smaller
- Often up to twice the density of standard zone
- May include common buildings and covered parking



Cottages, Wyers End, White Salmon, WA.
(Photo courtesy of Ross Chaplin Architects.)

Purposes & Goals of Cottage Housing Codes

Can help support housing diversity and affordability on infill sites by encouraging:

- Efficient use of land
- Variety of home ownership models
- Flexible scale of development



Courtyard, Gully Creek, Portland, OR.
(Photo courtesy of Gannett Architects.)

Beth Goodman went over examples ~

Examples

The Commons at NorthWest Crossing, Bend



Commons at NW Crossing site plan, Bend, OR.
(Image courtesy of Tyee Development.)

Beth Goodman explained in regards to cottage housing it is pretty common that the parking is in a separate area, not right by the cottage. She went over another example of project which includes bungalows, cottages, and homes with flexible live/work spaces.

Examples: Wyers End



Site plan for Wyers End, White Salmon, WA.
(Image courtesy of Ross Chapin Architects.)

Carmen Kulp ask if there are any that blend a retail with it?

Beth Goodman replied she imagines you could, but not a lot of these have been developed. She doesn't have an example of that.

City Planner Laurie Oliver replied if some of these are work/living you potentially could be selling some of your items.

Beth Goodman went over the common aspects of cottage ordinances.

Common Aspects of Cottage Ordinances

Zones	Vary by city
Lot Coverage	40% to 60%
Density	Often twice the existing allowed density, e.g., 7 to 14 du/acre
Minimum open space-private/common	400 sf of common open space, 250 sf of private space
Parking standards	1 – 1.5 spaces per unit; bundled parking; screened from view
Privacy standards	Minimum 10 ft between structures
Usable porches	Minimum 80 sf of covered porch

Beth Goodman went over the lessons learned from other cities.

Lessons Learned From Other Cities

- Cottage housing has been slow to be accepted
 - Specialty developers; not yet an accepted housing type by many developers
 - Generally sold well when available
- Keep regulations flexible for ease of implementation
 - Make standards clear
 - Avoid minimum lot size standards for the cottage cluster
- Involve the public from the start
- Consider a trial in a limited geography

Tim Connell asked about lots for tiny houses, what about consideration for those?

Beth Goodman state she would say you are probably looking at two different things. She stated the idea for cottage housing is that you are building a tiny piece of a neighborhood and the tradeoff of doing that is doing something that is at a certain quality level is that you are allowing a lot higher density that you would otherwise and you are assuring that you are getting the amenity that makes it acceptable both to the homeowners and the adjacent community in doing that.

Scott Burge replied he thinks the tiny houses are an overreaction to the large house. He stated when he looks in our community there are a lot of homes that were built in the 40's and 50's that are two bedroom, one bathroom home and they worked and worked well. He stated for some reason between the 60's and now we decided that we couldn't just do with 1,000 square feet we need 2,700 to 3,500 with five to six bedrooms. He explained with the 2008 crash kind of showed us why the larger options aren't always a great idea. He explained he has a family member that couldn't afford to purchase in Scappoose.

Beth Goodman replied it isn't just seniors, but millennials also are looking for affordable housing due to budget constraints.

Carmen Kulp stated she agrees there is a need for this type of housing.

Scott Burge stated he thinks we should look towards cottages because it relates more to the type of homes we have in our community. He thinks we should look at entry level and senior homes that are affordable and nice.

Bruce Shoemaker explained he feels the tiny home concept would make sense for destination type cities where it is more for like a second home.

Beth Goodman stated she thinks it is more about a variety of different types of homes.

Megan Greisen asked about the negative affect on property values that residents in Spokane were worried about by having a cottage community nearby?

Beth Goodman replied she can find that out. She explained she thinks one of the take aways from looking at this in other communities is very much involving the public in what you are doing.

Beth Goodman stated what I think I am hearing is the committee is interested in this.

Rita Bernhard stated if we decide to go forward with this concept she would like to have a public hearing to see what the community feel about these different types of housing.

Beth Goodman explained we did ask this at the Annual Town Meeting and people were supportive of considering it.

City Planner Laurie Oliver talked about having an open house and it would probably be a good idea to have different sample codes to look at.

Beth Goodman replied you might even get a developer who is interested in this to attend an open house/meeting.

Scott Jensen stated it sounds like the consensus is yes we want to move forward with this and once we have something a little more developed we can talk about how to solicitat.

Scott Burge stated ultimately the market will decide if this will be successful.

Discussion High Density Housing code options

Beth Goodman went over the High Density Housing code options. She explained the City's A-1 Zone needs a face lift. She went over the power point.

Typical Standards for High Density Zones

- Type of housing structures permitted
- Lot development standards
 - Density / lot size
 - Height
 - Frontage & setbacks
 - Lot coverage
- Other standards
 - Parking
 - Design standards

+

Existing A-I Standards (very summarized)

- Type of uses permitted
 - Mfg parks, multifamily dwellings (8 units/structure), accessory dwellings, duplex, single-family dwelling with common wall
- Lot development standards
 - Density / lot size: minimum lot size 5,000 sq ft for first 2 attached units and 2,000 sq ft for each additional unit
 - Height: 35 feet max
 - Frontage & setbacks: Lot width minimum is 50 feet, 15 ft front & side yard setback, 20 ft rear yard setup
 - Lot coverage: 80% building & impervious surface

Potential Changes to A-I

- Type of uses permitted
 - Single-family attached
 - Duplex
 - Multifamily
 - Accessory Dwelling Units
- Only change suggested is allowing multifamily structures with any number of units. The size of the structure will be limited by the lot standards.

Potential Changes to A-1

Lot development standards: Densities and height

About 20
dwelling units
per acre

2 to 3 stories

Increase height
limits to 40ft?

Need to change
setbacks to fit
densities



Rita Bernhard stated if we decide to do three stories we should have a conversation with the community.

Scott Jensen stated he thinks there are ways to do three stories.

Carmen Kulp stated she thinks that Rita has a good point in making sure the citizens understand.

Beth Goodman went over the power point.

Potential Changes to A-1

Lot development standards: Densities and height

About 20 to 30
dwelling units
per acre

2 to 4 stories



Rita Bernhard stated the other thing is where we might want to give the community an idea of where these places might go.

Beth Goodman explained you generally wouldn't look at 10 acres for this, you would look at an half acre or an acre. She went over the potential changes to A-1 regarding parking. She went over more of the power point.

Potential Changes to A-1

No changes suggested for parking standards

- Studio – 1 space/unit
- 1 to 2 bedroom – 1.5 space/unit
- 3+ bedrooms – 2 spaces/unit

Parking Hard Costs per Parking Space	
Underground Parking	\$60,000 /Stall
Integrated Parking	\$48,000 /Stall
Podium Parking	\$45,000 /Stall
Structured Parking	\$25,000 /Stall
Surface Parking	\$7,000 /Stall

Scott Burge explained the change he would make would be studio or one bedroom is 1.5 spaces and two bedroom plus bedrooms is 2 spaces.

Beth Goodman explained she put parking standards on the list of things to discuss later. She asked what the committee thinks about some of the options.

Addressing A-1 land deficit

- Expect more multifamily development in EC
- Criteria for identifying land to re-zone A-1
 - Location adjacent to R-4 or commercial
 - Re-zone commercial land?
 - Near Highway 30 and commercial and other services
 - Serviced by existing infrastructure

Beth Goodman asked what do people think of the criteria?

Scott Burge replied near Highway 30 yes, on Highway 30 he doesn't feel is a good idea. He feels there shouldn't be residents, just commercial along the highway.

City Planner Laurie Oliver explained currently our code specifics that you have to be 200 feet from Highway 30.

Scott Jensen replied he actually thinks the opposite. He explained if you put closets in the back that creates a sound barrier.

City Planner Laurie Oliver replied we don't regulate it to that extent.

Other code amendments ~ didn't get to discuss

Public comment

Mike Sheehan stated we need to make some provisions for underground housing ~ cemetery.

Next steps

The next Housing Needs Analysis Work Session will be July 11, 2017.

City Planner Laurie Oliver discussed the comments received from Patrick Russell, which the committee has a hard copy.

Comment ~

Thank you! As a citizen planner, I have great interest in housing need issues and its interface with the 500 year floodplain within the South Scappoose subwatershed. I believe we need to develop policies that restrict land use within the 500 year floodplain to salmon habitat. Also we need a strategy to fund the protection...ie either purchase lands outright and/or have agreed conservation easements.

A rough estimate of purchase costs can be extrapolated as we know how many housing units exist in the 500 floodplain (and 100 yr), along with acreage.

Acquisition could be funded partly thru SDC's, utility funds (especially sewer and surface water management), state and federal grants, nonprofits, etc. It could also be from a tax base, including a portion of a district (such as a Parks, recreation and Natural AREAS district. Volunteer programs among groups and citizens is also encouraged through the Oregon Plan (salmon recover under the federal Endangered species Act).

Patrick P. Russell


End of comments

Mayor Burge adjourned the work session was adjourned at 7:31 p.m.



Mayor Scott Burge

Attest:



City Recorder Susan M. Reeves, MMC

ECONorthwest | Portland | Seattle | Eugene | Boise | econw.com