COLUMBIA COUNTY
LAND DEVELOPMENT SERVICES
COURTHOUSE
230 STRAND
ST. HELENS, OREGON 97051
(503) 397-1501

General Application File No._____

GENERAL LAND USE PERMIT APPLICATION

Application Purpose: Major Map Amendment for UGB Expansion and Establishment of Urban Reserves

APPLICANT: Name: City of Scappoose, Laurie Joseph

Mailing address: 33568 E Columbia Ave, Scappoose, OR 97056

Phone No.: Office 503-543-7184 x 401 Home_____

Are you the _____property owner? _____owner's agent?

PROPERTY OWNER: _____same as above, OR:

Name: Multiple property owners, see list of UGB and Urban Reserve property owners

Mailing Address:_____

PROPERTY ADDRESS (if assigned): Multiple properties

TAX MAP NO.: See attached list of properties Acres:_____ Zoning:_____

_____ Acres:_____ Zoning:_____

_____ Acres:_____ Zoning:_____

PRESENT USES: (farm, forest, bush, residential, etc.)

Use:	Approx. Acres
Residential (UGB expansion area)	64
Residential (Urban Reserves area)	480
Total acres (must agree with above):	544

General Application File No._____

PROPOSED USES:

The City of Scappoose proposes to expand the Urban Growth Boundary by 64 acres to meet the 2023 - 2043 ~~horizon~~ and establish Urban Reserves of 480 acres to meet the 2043-2073 horizon.

WATER SUPPLY: N/A Private well. Is the well installed? ____Yes ____No

_____Community system. Name_____

METHOD OF SEWAGE DISPOSAL: N/A Community Sewer. Name_____
_____ Not applicable.
_____ Septic System.

If Septic, does the subject property already have a system?_____Yes _____No
If no, is the property approved for a Septic System?_____Yes _____ No

CONTIGUOUS PROPERTY: List all other properties you own which have boundary lines touching this property:

Tax Map No.	Acres	Co-owners (if any)
N/A		

CERTIFICATION:
I hereby certify that all of the above statements, and all other documents submitted, are accurate and true to the best of my knowledge and belief.

Date: August 13, 2026 Signature:_____

NOTE: Please attach an accurate and detailed plot plan, including property lines, existing and proposed structures, location of septic tank and drainfield, farm - forest areas, large natural features (cliffs, streams, etc.).

++

Planning Department Use Only

Date Rec'd._____ Hearing Date:_____
Or: Administrative_____

Receipt No._____

Zoning:_____ Staff Member:_____

SCAPPOOSE Oregon

City of Scappoose Application to Columbia County

Date: **August 13, 2026**

To: **Columbia County Land Development Services, Board of Commissioners**

From: **Laurie Oliver Joseph, Community Development Director**

Subject: **Application for Major Map Amendment to Comprehensive Plan Map for Urban Growth Boundary Expansion of 64 acres and Urban Reserves Establishment of 480 acres**

The City of Scappoose requests that Columbia County amend the Comprehensive Plan map to reflect an amended Urban Growth Boundary (UGB) and establish Urban Reserves for the City of Scappoose.

The City of Scappoose is scheduled to adopt Ordinance 927 on August 17, 2026 to expand the UGB to meet the 2023 – 2043 land need, establish Urban Reserves to meet the 2043 – 2073 land need, amend the Comprehensive Plan, amend the Development Code, amend the Comprehensive Plan map and amend the Zoning map.

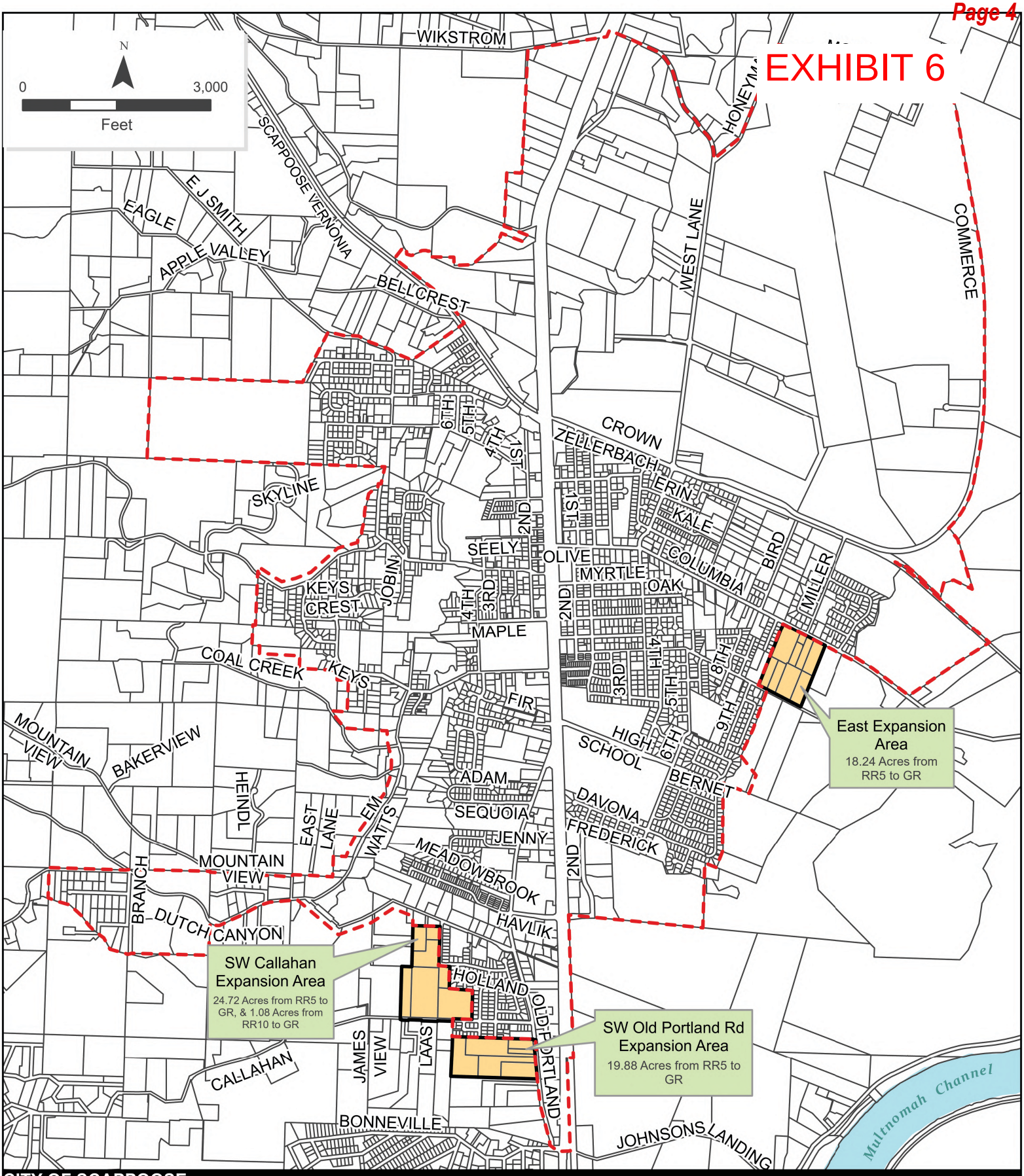
A copy of the Ordinance and its associated Attachment A, the Planning Commission staff report revised on June 25, 2026, which contains the Findings of Fact to support adoption of all components of the consolidated application (referred to as the 50-Year Plan) is enclosed in support of the UGB expansion and establishment of Urban Reserves.

The basis for the UGB expansion and establishment of Urban Reserves proposal is the Scappoose Housing Capacity Analysis (HCA) 2023 - 2043, the Scappoose Economic Opportunities Analysis (EOA) 2043 – 2073, the Scappoose Analysis of Public and Semi-Public Land Needs & 50 Year Land Needs and the Coordinated Population Forecast 2020 – 2070: Columbia County Urban Growth Boundaries & Areas Outside of UGB's.

As required by the state, the UGB and Urban Reserves must be adopted by both the City and County to become effective. The City therefore requests concurrence by Columbia County for the proposed UGB expansion and establishment of Urban Reserves based on the Findings of Fact contained in the submitted materials.

The properties proposed for inclusion in the UGB are depicted in Exhibit 6 of the Planning Commission staff report revised on June 25, 2026 (which is Attachment A of Ordinance 927) and are listed in Exhibit 8 of the same staff report. The properties proposed for inclusion in the Urban Reserves are depicted in Exhibit 7 and listed in Exhibit 9 of the same staff report. For convenience, these materials are reproduced on the following four pages.

EXHIBIT 6



CITY OF SCAPPOOSE

Urban Growth Boundary Amendment & Comprehensive Plan Amendment

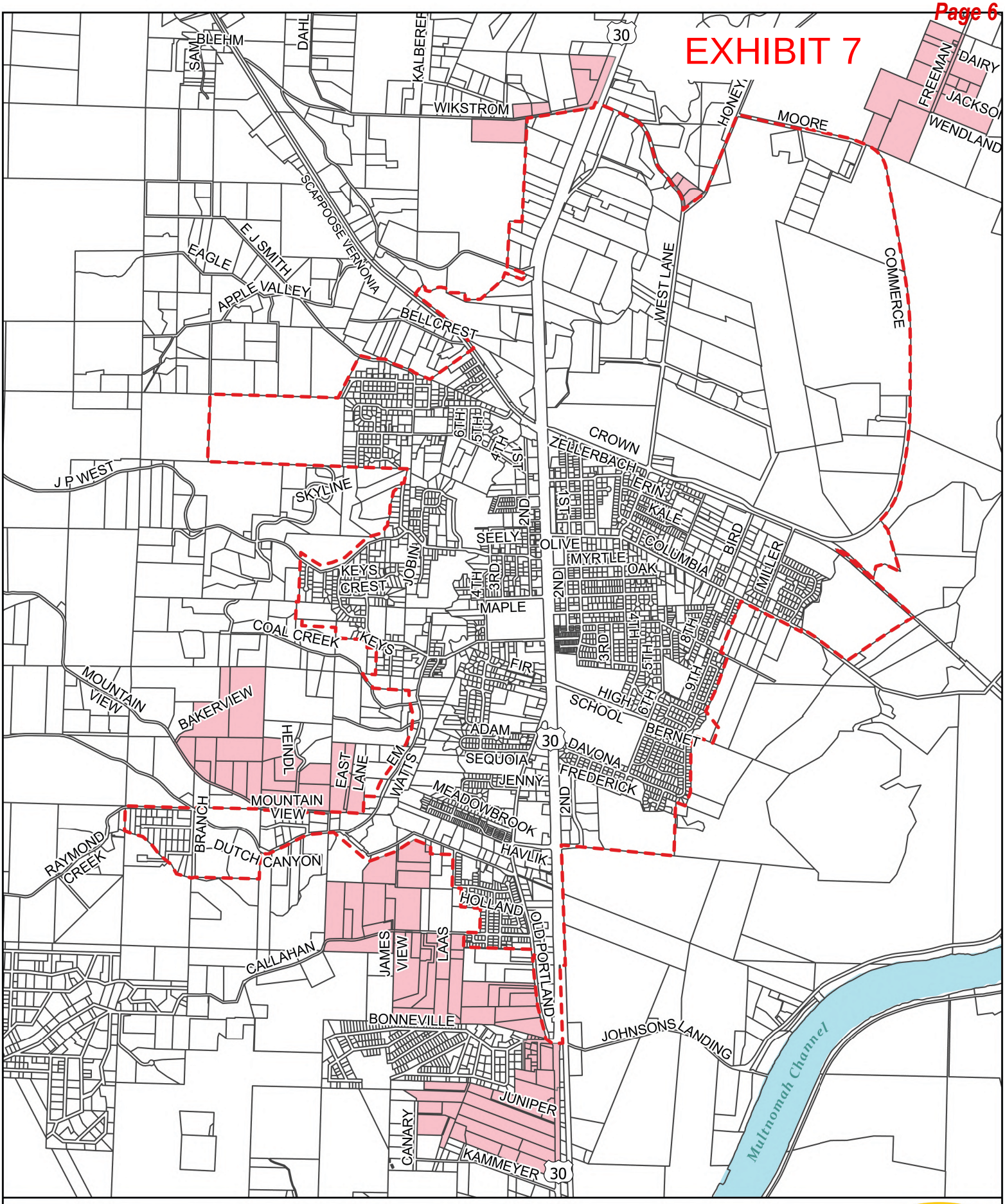
- Existing Urban Growth Boundary (UGB)
- Taxlots
- UGB Expansion

Comprehensive Plan Designation

- General Residential (GR)

TRS	Taxlot	Acres_1	StreetAddress	City	Zip_1
3.00N1.00W 7CC--0000	00300	3.92 ac	34198 RUDDS CT 9B	Scappoose	97056
3.00N1.00W 7CC--0000	00200	0.44 ac	52237 MILLER LN	Scappoose	97056
3.00N1.00W 7CD--0000	00400	1.49 ac	52218 MILLER LN	Scappoose	97056
3.00N1.00W 7CD--0000	00300	2.42 ac	34340 E COLUMBIA AVE	Scappoose	97056
3.00N1.00W 7CC--0000	00400	1.04 ac	52223 MILLER LN	Scappoose	97056
3.00N1.00W 7CC--0000	00700	1.66 ac	34143 SE ELM ST	Scappoose	97056
3.00N1.00W 7CC--0000	00600	1.66 ac	34181 SE ELM ST	Scappoose	97056
3.00N1.00W 7CC--0000	00500	3.18 ac	34249 SE ELM ST	Scappoose	97056
3.00N1.00W 7CD--0000	00500	2.43 ac	34251 SE ELM ST	Scappoose	97056
3.00N2.00W13C0--0000	02600	1.63 ac	51386 SW HAVEN LN	Scappoose	97056
3.00N2.00W13C0--0000	02700	2.00 ac	51283 SW HAVEN LN	Scappoose	97056
3.00N2.00W13C0--0000	02800	3.46 ac	51283 SW HAVEN LN	Scappoose	97056
3.00N2.00W13C0--0000	03801	1.40 ac	33206 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	03000	3.00 ac	33099 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	03100	8.02 ac	33141 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	03200	5.99 ac	33209 SW CALLAHAN RD	Scappoose	97056
3.00N2.00W13CD--0000	04600	0.21 ac		Scappoose	97056
3.00N2.00W24B0--0000	00500	4.88 ac		Scappoose	97056
3.00N2.00W24B0--0000	00300	4.21 ac		Scappoose	97056
3.00N2.00W13CD--0000	04800	0.08 ac		Scappoose	97056
3.00N2.00W24B0--0000	00400	4.80 ac	50995 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	00100	0.72 ac	51005 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	00200	3.26 ac	50925 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W13CD--0000	09100	1.38 ac	51005 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W13CD--0000	04601	0.06 ac		Scappoose	97056

EXHIBIT 7



URA
Taxlots
UGB

N

0 0.25 0.5 1 Miles

Properties Proposed for Urban Reserves

EXHIBIT 9

TRS	Taxlot	Acres_1	StreetAddress	City	Zip_1
4.00N1.00W31D0--0000	00500	3.97	54309 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	00600	1.88	54301 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01100	5.33	54235 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	00700	0.15	54319 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01000	6.00	54260 FREEMAN RD	Scappoose	97056
4.00N2.00W36D0--0000	00400	5.00	54185 COLUMBIA RIVER HWY	Scappoose	97056
4.00N1.00W31D0--0000	01101	0.67	54235 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01200	6.00	54205 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01800	16.51	54131 FREEMAN RD	Scappoose	97056
4.00N2.00W36D0--0000	00402	5.20	33587 WIKSTROM RD	Scappoose	97056
4.00N1.00W31D0--0000	01300	1.00	54206 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01400	1.05	54176 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01500	2.95	54162 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01600	1.00	54162 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01700	10.07	34862 WENDLANDT WAY B	Scappoose	97056
3.00N1.00W 600--0000	00101	15.25		Scappoose	97056
4.00N2.00W36C0--0000	01100	1.74	33427 WIKSTROM RD	Scappoose	97056
4.00N2.00W36C0--0000	01000	2.00	33397 WIKSTROM RD	Scappoose	97056
3.00N1.00W 6B0--0000	00101	4.66		Scappoose	97056
3.00N2.00W 100--0000	00200	97.23	33259 GILMORE RD	Scappoose	97056
3.00N2.00W 100--0000	00100	9.80	33252 WIKSTROM RD	Scappoose	97056
3.00N2.00W 1A0--0000	00209	1.58	53756 WEST LANE RD	Scappoose	97056
3.00N2.00W1400--0000	00900	20.67	32385 BAKERVIEW DR	Scappoose	97056
3.00N2.00W14A0--0000	01800	5.02	51723 HEINDL WAY	Scappoose	97056
3.00N2.00W1400--0000	01604	5.07	51616 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01602	9.14	51614 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14AD--0000	00800	0.57	51671 EAST LANE DR	Scappoose	97056
3.00N2.00W14A0--0000	02000	5.01	51617 HEINDL WAY	Scappoose	97056
3.00N2.00W1400--0000	01603	5.00	51572 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01600	8.31	51556 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01605	5.01	51550 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14A0--0000	02100	5.01		Scappoose	97056
3.00N2.00W14AD--0000	00702	5.00	32859 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14AD--0000	00801	3.28	32751 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W13C0--0000	02201	5.90	33094 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	02300	0.54	33094 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W1400--0000	02900	8.15	33002 DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	02202	4.54	33012 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	02900	10.18	33009 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	06000	1.01	33008 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	01200	11.11		Scappoose	97056
3.00N2.00W13C0--0000	06100	1.92	33094 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	06200	0.91	33126 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	01000	5.64	33102 CALLAHAN RD	Scappoose	97056

3.00N2.00W24B0--0000	00900	5.02	33140 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	06300	1.74	51028 LAAS DR	Scappoose	97056
3.00N2.00W24B0--0000	00800	5.04	33200 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	01100	1.06	33100 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	00700	0.98	51000 LAAS DR	Scappoose	97056
3.00N2.00W24B0--0000	00600	6.20	50988 LAAS DR	Scappoose	97056
3.00N2.00W24B0--0000	01400	5.00	33151 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24B0--0000	02000	2.88	50823 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	02100	4.97		Scappoose	97056
3.00N2.00W24B0--0000	01600	5.02	50815 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	01300	4.91	33125 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24B0--0000	01500	0.90	33195 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	00700	0.17	33493 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	00800	0.14	33493 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	00900	0.11	33493 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	01000	0.12		Scappoose	97056
3.00N2.00W24AC--0000	01400	0.04		Scappoose	97056
3.00N2.00W24AC--0000	01100	0.33		Scappoose	97056
3.00N2.00W24AC--0000	02400	0.26	50674 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	01500	0.38	33504 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	02300	0.42	50660 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	01600	0.23	50655 BIRCH AVE	Scappoose	97056
3.00N2.00W24AC--0000	01700	0.49	50643 BIRCH AVE	Scappoose	97056
3.00N2.00W24AC--0000	02200	0.61	50600 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	01300	2.43	50602 BIRCH AVE	Scappoose	97056
3.00N2.00W24AC--0000	01800	0.19		Scappoose	97056
3.00N2.00W24AC--0000	01900	0.25		Scappoose	97056
3.00N2.00W24AC--0000	02100	2.00	50576 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	02000	2.65	33537 WIRTA WAY	Scappoose	97056
3.00N2.00W24C0--0000	04700	5.43	33462 CHERRY WAY 13	Scappoose	97056
3.00N2.00W2400--0000	02400	2.99	33278 HILLCREST DR	Scappoose	97056
3.00N2.00W2400--0000	02601	5.32	51550 JOCKEY HILL DR	Scappoose	97056
3.00N2.00W24C0--0000	00801	2.01	51600 JOCKEY HILL DR	Scappoose	97056
3.00N2.00W2400--0000	02500	0.37		Scappoose	97056
3.00N2.00W24C0--0000	00800	5.26	50447 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	01100	10.01	50345 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	04800	0.33	33571 JUNIPER WAY	Scappoose	97056
3.00N2.00W24C0--0000	01000	0.60		Scappoose	97056
3.00N2.00W2400--0000	02708	2.41	50440 CANARY LN	Scappoose	97056
3.00N2.00W2400--0000	02712	2.42	50412 CANARY LN	Scappoose	97056
3.00N2.00W24C0--0000	01200	10.54	50295 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	00702	0.59	50445 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	00700	0.90	50423 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	01301	6.79		Scappoose	97056
3.00N2.00W2400--0000	02702	4.73	50382 CANARY LN	Scappoose	97056

3.00N2.00W2400--0000	02709	0.17		Scappoose	97056
3.00N2.00W2400--0000	02800	1.72	33171 KAMMEYER RD	Scappoose	97056
3.00N2.00W24C0--0000	01401	2.00	33259 KAMMEYER RD	Scappoose	97056
3.00N2.00W24C0--0000	01400	3.83		Scappoose	97056
3.00N2.00W24C0--0000	01300	3.87	50291 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	01601	2.00	33408 MEDLIK DR	Scappoose	97056
3.00N2.00W24C0--0000	01600	3.42	33540 MEDLIK DR	Scappoose	97056
3.00N2.00W24C0--0000	01700	0.77	33588 MEDLIK DR	Scappoose	97056
3.00N2.00W 1A0--0000	00202	1.54	53758 WEST LANE RD	Scappoose	97056
3.00N2.00W 1A0--0000	00208	0.76	53760 WEST LANE RD	Scappoose	97056
3.00N2.00W14AD--0000	00802	2.12	51669 EAST LANE DR	Scappoose	97056
3.00N2.00W14AD--0000	00803	5.86	51671 EAST LANE DR	Scappoose	97056
3.00N2.00W1400--0000	01000	14.22	32275 BAKERVIEW DR	Scappoose	97056
3.00N2.00W1400--0000	01601	5.83	51632 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01490	3.05	51680 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	02500	2.25	32949 CALLAHAN RD	Scappoose	97056
3.00N2.00W1400--0000	02504	7.63	51199 JAMES VIEW DR	Scappoose	97056
3.00N2.00W1400--0000	02502	1.99	51116 JAMES VIEW DR B	Scappoose	97056
3.00N2.00W1400--0000	02503	6.75		Scappoose	97056
3.00N2.00W1400--0000	02507	2.16	32841 CALLAHAN RD	Scappoose	97056
3.00N2.00W1400--0000	02501	8.77	32761 CALLAHAN RD	Scappoose	97056
3.00N2.00W1400--0000	02505	8.04		Scappoose	97056
3.00N2.00W14A0--0000	02200	6.66	51468 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14A0--0000	02300	5.11		Scappoose	97056
3.00N2.00W24B0--0000	01700	6.62	50905 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	01800	2.75	50895 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	01900	2.71	50893 SW OLD PORTLAND RD B	Scappoose	97056

ORDINANCE NO. 927

AN ORDINANCE RELATING TO LAND USE; AMENDING THE URBAN GROWTH BOUNDARY; ESTABLISHING URBAN RESERVES; AMENDING THE COMPREHENSIVE PLAN TEXT AND MAP; AMENDING THE ZONING MAP; AND AMENDING THE SCAPPOOSE MUNICIPAL CODE CHAPTERS 17.22, 17.26, 17.40, 17.44, 17.50, 17.54, 17.56, 17.62, 17.68, 17.70, 17.74, 17.81, 17.82, 17.84, 17.85, 17.86, 17.89, 17.92, 17.94, 17.100, 17.104, 17.106, 17.114, 17.120, 17.126, 17.130, 17.134, 17.136, 17.140, 17.142, 17.150, 17.152, 17.154, 17.160, 17.162 and 17.164

WHEREAS, the Scappoose City Council established Goal 2G – Develop a Long-Term Comprehensive Community Vision (50 Year Plan) as part of their FY 2020 – 2021 Council Goals in order to: (1) proactively plan for the future of Scappoose and to look out at land needs over a 50-year horizon, which in turn would help guide infrastructure investment in the appropriate locations; (2) establish Urban Reserves which would streamline future UGB expansions; (3) update the Housing Capacity Analysis and Economic Opportunities Analysis to inform the UGB and Urban Reserves Analyses; and (4) update outdated sections of the Comprehensive Plan and Development Code; and

WHEREAS, pursuant to this effort, the City engaged in significant public outreach to inform the 50 Year Plan, including appointing a Stakeholder Advisory Committee (which held 17 public meetings over the course of this multi-year long range planning effort), conducting Community Conversations, tabling at City events, maintaining a project website, administering two surveys, and holding 15 public joint work sessions on the project between City Council and the Planning Commission; and

WHEREAS, the City has developed an adequate factual basis pursuant to the applicable Statewide Planning Goals and refined and improved it through a public involvement process pursuant to Statewide Planning Goal 1; and

WHEREAS, the Planning Commission recommended adoption of all components of the 50 Year Plan including CPA2-23, CPMA1-26, ZC1-26 and DCTA1-26 during their legislative public hearing held on June 25, 2026; and

WHEREAS, the City Council held a legislative hearing on the application on July 20, 2026; now therefore,

THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:

Section 1. The City Council adopts the Findings of Fact contained in the Planning Commission staff report, revised on June 25, 2026, attached hereto and hereby incorporated by reference as Attachment A in support of the amendments adopted herein.

Section 2. The Coordinated Population Forecast 2020-2070: Columbia County Urban Growth Boundaries & Areas Outside of UGB's, on file with the Planning Department, is hereby adopted as Appendix I to the Scappoose Comprehensive Plan.

Section 3. The *City of Scappoose Housing Capacity Analysis 2023 - 2043* prepared by Johnson Economics, contained in Exhibit 2 of Attachment A, is hereby adopted as Appendix L to the Scappoose Comprehensive Plan.

Section 4. The *City of Scappoose Economic Opportunities Analysis 2023 - 2043* prepared by ECONorthwest contained in Exhibit 3 of Attachment A is hereby adopted as Appendix J to the Scappoose Comprehensive Plan.

Section 5. The *City of Scappoose Analysis of Public and Semi-Public Land Needs & 50 Year Plan Needs* prepared by ECONorthwest contained in Exhibit 4 of Attachment A is hereby adopted as Appendix M to the Scappoose Comprehensive Plan.

Section 6. The Scappoose Urban Growth Boundary is hereby amended by the addition of the real property shown on Exhibit 6 and described in Exhibit 8 of Attachment A, attached hereto and hereby incorporated by reference.

Section 7. Urban Reserves are hereby established for the real property shown on Exhibit 7 and described in Exhibit 9 of Attachment A, attached hereto and hereby incorporated by reference.

Section 8. The Scappoose Comprehensive Plan map is hereby amended to reflect the expansion of the Scappoose Urban Growth Boundary, establishment of Urban Reserves, new plan designations for selected parcels as part of land use efficiency measures, and to reflect current use of certain parcels as City parks, as shown in Exhibit 13 and described in Exhibit 15 of Attachment A, attached hereto and hereby incorporated by reference.

Section 9. The text of the Scappoose Comprehensive Plan is hereby amended as shown in Exhibit 5 of Attachment A, attached hereto and hereby incorporated by reference.

Section 10. The Scappoose Zoning Map is hereby amended as shown in Exhibit 14 and described in Exhibit 15 of Attachment A, attached hereto and hereby incorporated by reference.

Section 11. Title 17 of the Scappoose Municipal Code is hereby amended as shown in Exhibit 18 and as summarized in Exhibit 17 of Attachment A.

Section 12. Notwithstanding the effective date of ordinances as provided in Section 29 of the City of Scappoose Charter of 1992, this Ordinance shall become effective upon the date of its acknowledgment as provided by ORS 197.633(4) and (5) and 197.644(2) and the administrative rules adopted to implement them as it relates specifically to local file number CPA2-23, which includes expansion of the Urban Growth Boundary, establishment of Urban Reserves, and all amendments to the Comprehensive Plan text (including incorporation of the Appendices). All

other components of this consolidated application shall become effective as provided for in Section 29 of the Scappoose City Charter.

Section 13. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions hereof.

PASSED AND ADOPTED by the City Council this 17th day of August, 2026, and signed by the Mayor and City Recorder in authentication of its passage.

CITY OF SCAPPOOSE, OREGON

Joseph A. Backus, Mayor

First Reading: July 20, 2026
Second Reading: August 17, 2026

Attest:
Susan M. Reeves, MMC
City Recorder/HR

CITY OF SCAPPOOSE 50 YEAR PLAN ADOPTION STAFF REPORT

I. **PROPOSAL:** The City of Scappoose is the applicant and proposes the following legislative actions related to the 50 Year Plan:

CPA2-23 (Comprehensive Plan Amendment):
Amend Comprehensive Plan to incorporate:

- Scappoose Housing Capacity Analysis (HCA) 2023 – 2043 as Appendix L;
- Scappoose Economic Opportunities Analysis (EOA) 2023 – 2043 as Appendix J;
- Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs as Appendix M;
- Coordinated Population Forecast 2020-2070: Columbia County Urban Growth Boundaries & Areas Outside of UGB's as Appendix I.

Update the following Goals and Policies:

- Economic and Housing Goals and Policies in support of HCA and EOA; Natural Factors and Local Resources, Land Uses, Urban Growth Boundary, General Residential, Suburban Residential, Manufactured Home Residential, Commercial, Industrial, Airport Employment, Public and Semi-Public, and Hazard Areas.

Amend the Comprehensive Plan Map to incorporate the following:

- Expand Scappoose Urban Growth Boundary by 64 acres to meet residential and semi-public and public land needs for 2023 – 2043;
- Establish Urban Reserves of 480 acres to meet residential, commercial and semi-public and public land needs for 2043 – 2073.

CPMA1-26 (Comprehensive Plan Map Amendment):

- Redesignate selected properties from Industrial and Suburban Residential to Commercial to address a deficiency in Commercial land need;
- Redesignate selected properties from Suburban Residential and General Residential to Public Lands to reflect current uses related to City parks.

ZC1-26 (Zoning Map Amendment):

- Rezone selected parcels from Light Industrial (LI) to Expanded Commercial (EC) to address a deficiency in Commercial land need;
- Rezone selected parcels from Moderate Density Residential (R-4) to Expanded Commercial (EC) to address a deficiency in Commercial land need;
- Rezone one parcel from High Density Residential (A-1) to Public Lands Recreational (PL-R) to reflect current use as a City Park;
- Rezone one parcel from Low Density Residential (R-1) to Public Lands Recreational (PL-R) to reflect current use as a City park.

DCTA1-26 (Development Code Text Amendment):

- Amend the following chapters of the Scappoose Development Code (SDC) to update outdated language, address compliance with recent legislative changes, address land use

efficiency measures, and to position the city to effectively review and approve land use submittals: 17.22, 17.26, 17.40, 17.44, 17.50, 17.54, 17.56, 17.62, 17.68, 17.70, 17.74, 17.81, 17.82, 17.84, 17.85, 17.86, 17.89, 17.92, 17.94, 17.100, 17.104, 17.106, 17.114, 17.120, 17.126, 17.130, 17.134, 17.136, 17.140, 17.142, 17.150, 17.152, 17.154, 17.160, 17.162 and 17.164

II. AUTHORITY, PROCEDURES AND CRITERIA:

The authority, review procedures and locally adopted criteria for the amendments are provided in the Comprehensive Plan and Development Code as specified below. Criteria for the amendments are also provided in state law. Those criteria are addressed throughout the findings in this report.

SUMMARY OF REVIEW BODY ACTIONS NEEDED AT HEARINGS:

	Makes Recommendation?		Makes Decision?	
Item:	**City Planning Commission**	**County[1] Planning Commission**	**City Council**	**County Board of Commissioners**
1. Comprehensive Plan Amendments (CPA 2-23)	Yes		Yes	Yes (specific to the UGB and UR Comp Plan Map Amendments)
2. Comprehensive Plan Map Amendment (CPMA 1-26)	Yes		Yes	
3. Zoning Map Amendment (ZC1-26)	Yes		Yes	
4. Development Code Text Amendment (DCTA 1-26)	Yes		Yes	

CRITERIA:

The recommendations and decisions shall be based on the following criteria and any further criteria listed in the findings:

- **For the Comprehensive Plan Amendments (CPA 2-23):**

[1] The Columbia County Board of Commissioners voted to take original jurisdiction over the adoption of the 50 Year Plan components during their June 10, 2026 work session, as permitted by Section 11 of the Columbia County Planning Commission Ordinance. Meaning, the County Planning Commission will not review the application first to make a recommendation to the Board of Commissioners.

- Scappoose Development Code (SDC) Chapter 17.22 – Amendments to the Title, Comprehensive Plan, and Maps and Chapter 17.160 – Procedures for Legislative Decision Making
- Applicable Comprehensive Plan Policies
- Applicable Statewide Planning Goals
  - Specific to Economic Opportunities Analysis (EOA): Goal 9 – Economic Development
  - Specific to Housing Capacity Analysis (HCA): Goal 10 – Housing
  - Specific to UGB: Goal 14: Urbanization
  - Specific to Urban Reserves: Goal 14: Urbanization
- Relevant Oregon Revised Statutes:
  - Specific to UGB: ORS 197A.285
  - Specific to Urban Reserves: ORS 197A.245
- Relevant Oregon Administrative Rules:
  - Specific to HCA: OAR 660-008, OAR 660-024-0050
  - Specific to EOA: OAR 660-009, OAR 660-024-0050
  - Specific to UGB: OAR 660-024-0065, OAR 660-024-0020(d)
  - Specific to Urban Reserves: OAR 660-021

- **For the Comprehensive Plan Map Amendment (CPMA1-26):**
  - Scappoose Development Code (SDC) Chapter 17.22 – Amendments to the Title, Comprehensive Plan, and Maps and Chapter 17.160 – Procedures for Legislative Decision Making
  - Applicable Comprehensive Plan Policies
  - Applicable Statewide Planning Goals
  - Relevant Oregon Revised Statutes
  - Relevant Oregon Administrative Rules
    - Specific to the redesignation from Industrial to Commercial: OAR 660-009-0010
    - Specific to all redesignations: OAR 660-012-0060

- **For the Zoning Map Amendments:**
  - Scappoose Development Code: (SDC) Chapter 17.22 – Amendments to the Title, Comprehensive Plan, and Maps and Chapter 17.160 – Procedures for Legislative Decision Making
  - Applicable Comprehensive Plan Policies
  - Applicable Statewide Planning Goals
  - Applicable Revised Statutes and Administrative Rules
    - OAR 660-012-0060

- **For the Development Code Text Amendments:**
  - Scappoose Development Code: (SDC) Chapter 17.22 – Amendments to the Title, Comprehensive Plan, and Maps and Chapter 17.160 – Procedures for Legislative Decision Making
  - Applicable Comprehensive Plan Policies
  - Applicable Statewide Planning Goals

HEARING PROCEDURES:

The hearings will be subject to the provisions of SDC Chapter 17.160 – Procedures for Decision Making – Legislative. Since the City and County jointly manage the UGB, the County Board of Commissioners will make a final decision on the amendments to the Comprehensive Plan map to reflect the UGB expansion, establishment of Urban Reserves, any implementing ordinances that affect the UGB, and the final Urban Reserves Management Agreement (URMA).

III. DLCD DECISION MAKING AND APPEAL PROCEDURE (NOTICE AND FILING OF OBJECTIONS):

Adoption of UGB Expansion, Urban Reserves, HCA and EOA: The locally adopted amendments are submitted to the Department of Land Conservation and Development (DLCD) "in the manner of periodic review" as provided in OAR 660-024-0080 and OAR 660-025-0175. (The City and County are not in formal periodic review).

1) In accordance with OAR 660-025-0140, after the City and County make a final decision on these Comprehensive Plan amendments, the City must notify DLCD, persons who participated at the local level orally or in writing, and those who requested notice in writing. The notice must contain the following information:

   a. Where a person can review a copy of the City's final decision, and how a person may obtain a copy of the final decision;
   b. The requirements listed in Section 2 below for filing a valid objection to the work task; and
   c. That objectors must give a copy of the objection to the City.

2) Persons who participated at the local level orally or in writing during the local process leading to the final decision may object to the City's work task submittal. To be valid, objections must:
   a. Be in writing and filed with DLCD's Salem office no later than 21 days from the date the notice was mailed by the City;
   b. Clearly identify an alleged deficiency in the submittal sufficiently to identify the relevant section of the final decision and the statute, goal, or administrative rule the submittal is alleged to have violated;
   c. Suggest specific revisions that would resolve the objection; and
   d. Demonstrate that the objecting party participated at the local level orally or in writing during the local process.

DLCD's Director must take action on the submittal by wholly or partially approving it, remanding it, or referring it to LCDC for further review and action. The Director must take its final action on the submittal within 120 days of receiving the submittal. The Director's decision may be appealed to LCDC by any person who filed a valid objection or the City, within 21 days of the date of the Director's decision.

All other actions taken by the City: The City will provide notice of adoption to DLCD as provided in OAR 660-018-0040. An affected person with legal standing may appeal the final

decision by filing a Notice of Intent to Appeal with the State of Oregon's Land Use Board of Appeals (LUBA) within 21 days of the date the decision became final as described by OAR 661-010-0010(3).

IV. BACKGROUND AND OVERVIEW OF 50 YEAR PLAN

Background: The Scappoose City Council established Goal 2G – Develop a Long-Term Comprehensive Community Vision (50 Year Plan) as part of their FY 2020 – 2021 Council Goals. City Council desired to be proactive in planning for the future of Scappoose and to look out at land needs over a 50-year horizon rather than the standard 20-year horizon in an effort to understand where growth would occur in the future which in turn would help guide infrastructure investment in the appropriate locations, to establish Urban Reserves which would make future UGB expansions streamlined, to update the Housing Capacity Analysis and Economic Opportunities Analysis to inform the UGB and Urban Reserves Analyses and to update outdated sections of the Comprehensive Plan and Development Code. The City signed a contract with consultant ECONorthwest in January of 2022 to begin this multi-year long range planning effort.

Overview: The 50 Year Plan document, included as **Exhibit 1** to this staff report, provides an overview of this multi-year project, including a summary of public outreach, the 50 Year Plan vision, major findings from the Housing Capacity Analysis and Economic Opportunities Analysis, summary of land needs for the 20 and 50 year planning horizons, and a summary of changes to the Comprehensive Plan and Development Code.

V. NOTICING AND COMMENTS RECEIVED:

Notice of the consolidated applications related to the 50 Year Plan were provided as follows:

- The City of Scappoose City Manager and Chief of Police; Columbia County Land Development Services Director; Oregon Department of Land Conservation and Development (DLCD); Department of Transportation (ODOT); Department of State Lands (DSL); Department of Fish and Wildlife (ODFW); relevant Tribal governments[2] regarding UGB preliminary study areas; Scappoose Rural Fire Protection District; Scappoose School District; Scappoose Drainage Improvement Company; and Columbia River PUD were provided an opportunity to review and comment on the proposal. The City Engineer's comments are incorporated throughout this report.
- Comments revoiced from these public agencies are included as Exhibits to this staff report and are incorporated throughout the report.
- Notice of the applications was also provided by mail on June 11, 2026 to each property owner that will be affected by the:
    - Proposed UGB expansion
    - Proposed establishment of Urban Reserves
    - Proposed redesignation on the Comprehensive Plan map
    - Proposed zone change on the Zoning Map
- Spotlight newspaper: For publication in the June 12th and June 19th, 2026 editions.

[2] Provided in conformance with OAR 660-024-0065(4).

Comments received, as of the date of this report:

- Oregon Department of Fish and Wildlife (ODFW) provided an emailed comment on April 20, 2026 (**Exhibit 24**): ODFW commented that they have no objection to approval as submitted.
- Oregon Department of Transportation (ODOT) provided an emailed comment on May 13, 2026 (**Exhibit 23**): ODOT commented that after reviewing the Goal 12 finding, they have no comment at this time. They further stated that this position is limited to the current action (UGB expansion) and is contingent on the land retaining the same Columbia County zoning with no change in use.
- The Department of State Lands (DSL) replied to the City's request for comment on the application by requesting that the City submit a Wetland Determination for the UGB expansion areas. Planning staff submitted the Wetland Determination request on April 27, 2026. As of the date of this report, no response on the outcome of the Wetland Determination has been provided.
- Columbia County submitted a comment (**Exhibit 25**) on June 9, 2026, stating: Columbia County supports the City of Scappoose's proposed expansion of their existing Urban Growth Boundary by 64 acres to meet residential and semi-public and public land needs for 2023 – 2043 and to designate new Urban Reserves of 480 acres to meet residential, commercial and semi-public and public land needs for 2043 – 2073. These proposals and the County's related requirement to also Amend their own Comprehensive Plan Map are also consistent with the Goals and Policies of Parts III, VI, IX, X, XIV, XV, XVII and XVIII of the Columbia County's Comprehensive Plan related to Planning Coordination, Housing, Urbanization, Economy, Commercial, Public Facilities and Services, Energy Conservation, Recreational Needs and Air, Land and Water Quality.
- Richard and Patricia Magnuson submitted an emailed comment on June 14, 2026, stating, "Please include our property in the UGB". Their property is identified for inclusion in the UGB.

Revised 6/25/2026 to include public comments submitted after the staff report was published:

Comments received after the date of the staff report but prior to the June 25, 2026 Planning Commission hearing:

- Josh Johnston submitted an emailed comment on June 21, 2026 stating that he is in support of the redesignation and rezoning of his properties and will record the appropriate trip caps.
- Scott Parker submitted an emailed comment on June 15, 2026 stating that he is in support of the redesignation of his properties and will record the appropriate trip caps.
- Keith Settle submitted an emailed comment on June 17, 2026 stating that he is in support of the redesignation of his property and will record the appropriate trip caps.
- Dave Molony submitted an emailed comment on June 17, 2026 stating that he is in support of the redesignation of his properties and will record the appropriate trip caps.
- ODOT submitted an emailed comment on June 18, 2026 in regard to the consolidated notice of the adoption of all components of the 50 Year Plan stating that they have no comment.
- Fair Housing Council/Housing Land Advocates submitted an emailed comment on June 24, 2026 stating that they commend the City of Scappoose and support the adoption of DCTA1-26 and CPTA1-26 which will help the City meet its housing needs.

VI. CONFORMANCE WITH APPLICABLE CRITERIA:

The below section is separated out by each Local file number and references where the applicable criteria and findings for approval are contained within this staff report:

CPA2-23 (Comprehensive Plan Amendment):
Amend Comprehensive Plan to incorporate:

- Scappoose Housing Capacity Analysis (HCA) 2023 – 2043 as Appendix L
- Scappoose Economic Opportunities Analysis (EOA) 2023 – 2043 as Appendix J
- Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs as Appendix M
- Coordinated Population Forecast 2020-2070: Columbia County Urban Growth Boundaries & Areas Outside of UGB's as Appendix I

Update the following Goals and Policies:

- Economic and Housing Goals and Policies in support of HCA and EOA; Natural Factors and Local Resources, Land Uses, Urban Growth Boundary, General Residential, Suburban Residential, Manufactured Home Residential, Commercial, Industrial, Airport Employment, Public and Semi-Public, and Hazard Areas

Amend the Comprehensive Plan Map to incorporate the following:

- Expand Scappoose Urban Growth Boundary by 64 acres to meet residential and semi-public and public land needs for 2023 – 2043
- Establish Urban Reserves of 480 acres to meet residential, commercial and semi-public and public land needs for 2043 – 2073

Response: Criteria and findings for approval of CPA 2-23 are included as **Exhibit 10** (UGB, Urban Reserves, and Comprehensive Plan Text Findings) and **Exhibit 11** (HCA and EOA Findings). The HCA, EOA and Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs are included as **Exhibits 2, 3 and 4**, respectively. The proposed Comprehensive Plan Text Amendments are included as **Exhibit 5**. The UGB Expansion and Urban Reserves Maps are included as **Exhibits 6 & 7**, respectively. The list of properties proposed for UGB and Urban Reserves are included as **Exhibits 8 & 9**, respectively. The proposed Urban Reserves Management Agreement is included as **Exhibit 12**. Based on the findings included in the applicable Exhibits, the city finds that the relevant criteria have been met.

CPMA1-26 (Comprehensive Plan Map Amendment):

- Redesignate selected properties from Industrial and Suburban Residential to Commercial to address a deficiency in Commercial land need;
- Redesignate selected properties from Suburban Residential and General Residential to Public Lands to reflect current uses related to City parks.

ZC1-26 (Zoning Map Amendment):

- Rezone selected parcels from Light Industrial (LI) to Expanded Commercial (EC) to address a deficiency in Commercial land need;
- Rezone selected parcels from Moderate Density Residential (R-4) to Expanded Commercial (EC) to address a deficiency in Commercial land need;

- Rezone one parcel from High Density Residential (A-1) to Public Lands Recreational (PL-R) to reflect current use as a City Park;
- Rezone one parcel from Low Density Residential (R-1) to Public Lands Recreational (PL-R) to reflect current use as a City park.

Response: Criteria and findings for approval of CPMA1-26 and ZC1-26 are included as **Exhibit 16** and are supplemented by **Exhibit 10** (UGB, Urban Reserves, and Comprehensive Plan Text Findings) since these map amendments involve land use efficiency measures related to the UGB expansion and establishment of Urban Reserves. Maps of the proposed Comprehensive Plan Map and Zoning Map amendments are included in **Exhibits 13 & 14**, respectively. A list of properties proposed for rezoning or redesignation are included in **Exhibit 15.** Based on the findings included in the applicable Exhibits, the city finds that the relevant criteria have been met.

DCTA1-26 (Development Code Text Amendment):

- Amend the following chapters of the Scappoose Development Code (SDC) to update outdated language, address compliance with recent legislative changes, address land use efficiency measures, and to position the city to effectively review and approve land use submittals: 17.22, 17.26, 17.40, 17.44, 17.50, 17.54, 17.56, 17.62, 17.68, 17.70, 17.74, 17.81, 17.82, 17.84, 17.85, 17.86, 17.89, 17.92, 17.94, 17.100, 17.104, 17.106, 17.114, 17.120, 17.126, 17.130, 17.134, 17.136, 17.140, 17.142, 17.150, 17.152, 17.154, 17.160, 17.162 and 17.164

Response: Criteria and findings for approval of DCTA1-26 are included as **Exhibit 21** and are supplemented by **Exhibit 10** (UGB, Urban Reserves, and Comprehensive Plan Text Findings) since these Development Code amendments involve land use efficiency measures related to the UGB expansion and establishment of Urban Reserves. A summary of the Development Code Amendments and the proposed Development Code Amendments are included as **Exhibits 17 & 18**, respectively. Transportation Planning Rule Analysis for the Development Code Amendment that adds new uses to the Expanded Commercial and Commercial zones and the Rezone Analysis are included as **Exhibits 19 & 20**, respectively. Based on the findings included in the applicable Exhibits, the city finds that the relevant criteria have been met.

EXHIBITS – Items in red font below are part of the June 25, 2026 revision

1. Scappoose 50 Year Plan Document (summary of the project)
2. Scappoose Housing Capacity Analysis (HCA) 2023 – 2043
3. Scappoose Economic Opportunities Analysis (EOA) 2023 – 2043
4. Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs
5. Proposed Comprehensive Plan Text Amendments
6. Map of Proposed Urban Growth Boundary Expansion
7. Map of Proposed Urban Reserves
8. List of Properties Proposed for UGB Expansion
9. List of Properties Proposed for Urban Reserves
10. UGB, Urban Reserves, and Comprehensive Plan Text Findings
11. HCA and EOA Findings
12. Proposed Scappoose & Columbia County Urban Reserves Management Agreement

13. Map of Proposed Comprehensive Plan Map Amendments (this map includes all proposed Comprehensive Plan map changes, including the UGB and Urban Reserves)
14. Map of Proposed Zoning Map Amendments
15. List of Properties Proposed for Rezone or Redesignation
16. Comprehensive Plan Map and Zoning Map Amendment Findings
17. Summary of Development Code Amendments
18. Proposed Amendments to the Scappoose Land Use and Development Code
19. Development Code Text Amendment Transportation Analysis by DKS Associates dated May 14, 2025
20. Rezone Transportation Analysis by DKS Associates dated March 21, 2025
21. Development Code Amendment Findings
22. Notice to Tribal Governments
23. Emailed comment from ODOT, dated May 13, 2026
24. Emailed comment from ODFW, dated April 20, 2026
25. Comment from Columbia County, dated June 9, 2026
26. Public comment from Richard and Patricia Magnuson
27. Public comment from Josh Johnston
28. Public comment from Scott Parker
29. Public comment from Keith Settle
30. Public comment from Dave Molony
31. Public comment from ODOT, dated June 18, 2026
32. Public comment from Fair Housing Council/Housing Land Advocates, dated June 24, 2026

VII. RECOMMENDATION

Based on the findings included as attachments to this report, applicable statutes, rules, comprehensive plan provisions and implementing ordinances, staff recommend that the Planning Commission recommend adoption of the proposed amendments by the City Council, subject to the below Conditions of Approval:

CPA2-23 (Comprehensive Plan Amendment):

1. The City shall amend its public facilities plans within 5 years following acknowledgement of the UGB expansion to incorporate the acreage added to the UGB.

CPMA1-26 & ZC1-26 (Comprehensive Plan Map Amendment & Zoning Map Amendment):

2. Prior to updating the Comprehensive Plan Map or Zoning Map, the trip caps as depicted in **Table 11 of Exhibit 20** - Rezone Transportation Analysis by DKS Associates dated March 21, 2025, shall be recorded against those properties to mitigate potential significant effects on the transportation system. Once an updated Transportation System Plan is adopted that accounts for the new Comprehensive plan Map designations and Zoning Map amendments, the trip caps will be reevaluated and removed, if applicable.

May 2025

Exhibit 1

SCAPPOOSE 50 YEAR PLAN











ACKNOWLEDGMENTS

ECONORTHWEST PREPARED THIS REPORT FOR THE CITY OF SCAPPOOSE. ECONORTHWEST AND THE CITY THANK THE MANY PEOPLE WHO HELPED TO DEVELOP THE 50-YEAR PLAN.

STAKEHOLDER ADVISORY COMMITTEE

- Pat Kessi
- Christine Turner
- Scott Jensen
- Kim Holmes
- Jeannet Santiago
- Yi Hua Rippet
- Patricia Turpen
- Paul Vogel
- Jeff Weiss
- Jeff Pricher
- Jennifer Anderson
- Brian Rosenthal

CITY OF SCAPPOOSE PROJECT STAFF

- Laurie Oliver Joseph, Community Development Director
- N.J. Johnson, City Planner/Assistant to City Manager

CITY OF SCAPPOOSE CONTACT:

- **Laurie Oliver Joseph**, Community Development Director
  City of Scappoose
  33568 E Columbia Ave.,
  Scappoose OR 97056
  503-543-7184
  loliver@scappoose.gov

ECONORTHWEST CONSULTING STAFF

- Beth Goodman, Project Director
- Nicole Underwood, Project Manager
- Barrett Lewis, GIS Analyst

ECONORTHWEST CONTACT:

- **Beth Goodman**, Project Director
  ECONorthwest
  222 SW Columbia, Suite 1600
  Portland, OR 97201
  541-505-7208
  goodman@econw.com

TABLE OF CONTENTS

PREFACE 1
Introduction and Plan Purpose 1
Project Process and Engagement 3
- Public Engagement 4

THE PLAN 6
The 50-Year Vision 6
What is Scappoose Planning For Over the Next 50 Years? 8
- Community Profile, Economic Snapshot, Housing Landscape 8
- Land for Housing 12
- Employment Land 13
- Public Land 14
- Summary of Land Need 14

What is the City Doing to Address Land Need and Implement the Vision? 15
- Updating the Development Code and Comprehensive Plan 17
- Expanding the Urban Growth Boundary and Establishing Urban Reserves 19

CONCLUSION 21

INTRODUCTION AND PLAN PURPOSE

Scappoose is planning boldly for the future, shaping growth with intention, grounded in community values, and guided by a long-range vision for a vibrant and sustainable city through 2073.

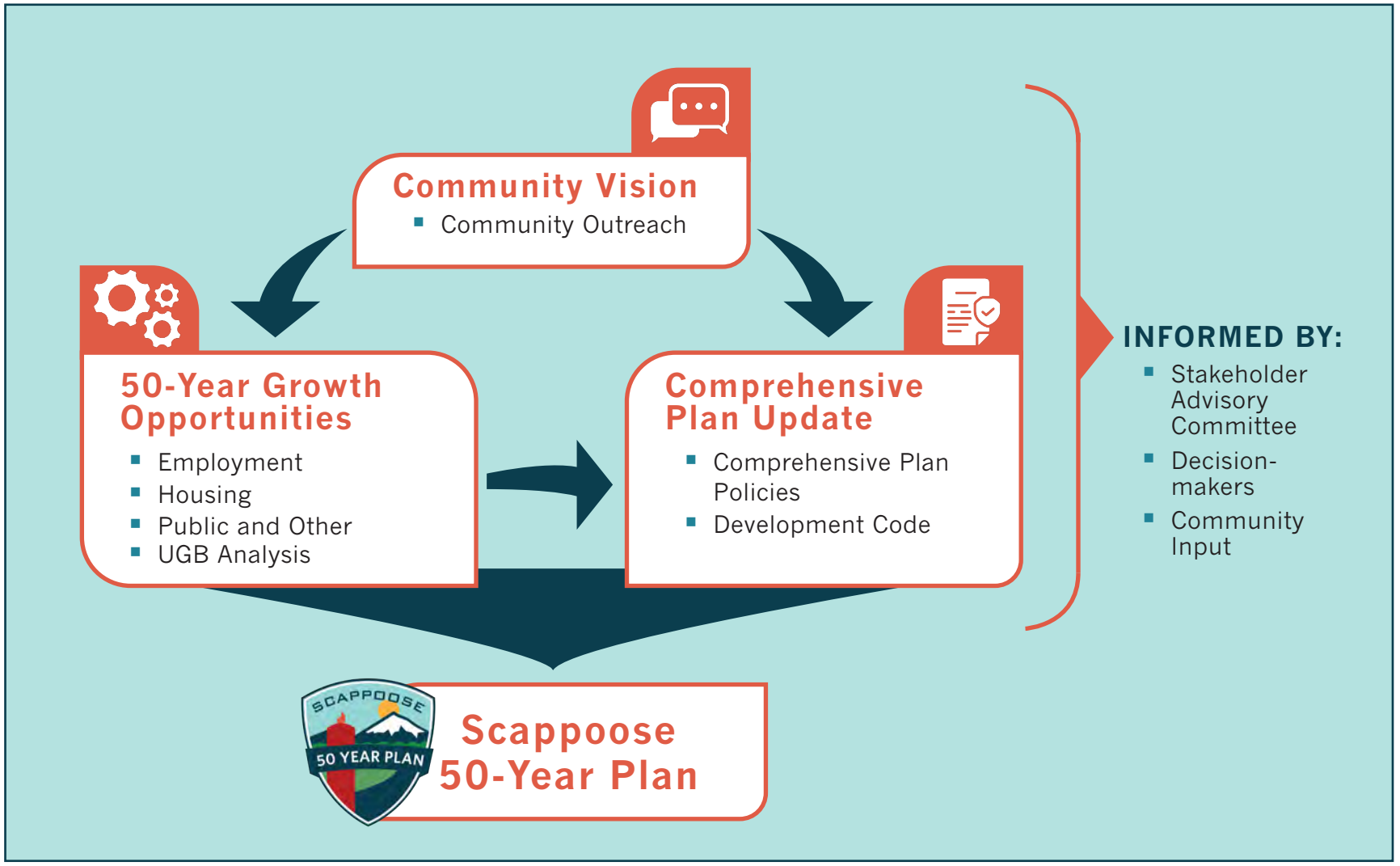
Located in southern Columbia County, the city is known for its small-town charm, abundant outdoor recreation opportunities, and proximity to Portland. As more people and businesses choose Scappoose, the city faces both exciting opportunities and complex challenges related to population growth, housing demand, and economic development. Decisions made today will shape how Scappoose grows—ensuring it remains a vibrant, livable, and sustainable community for generations to come.

To guide this growth and ensure it reflects community values, Scappoose has created a **50-Year Plan**. This plan serves as a roadmap to guide City decisions and actions through 2073, addressing key topics such as land use, housing, and employment. It is more than a policy document; it is a shared vision built on extensive community input and detailed technical analysis. Together, these efforts ensure that future development accommodates sustainable growth while preserving Scappoose's unique character.

The plan is informed by key studies, including the **Housing Capacity Analysis (HCA)** and **Economic Opportunities Analysis (EOA)**, which assesses the city's future needs. Community engagement played a vital role, with public workshops, surveys, and events providing input from residents, community groups, businesses, and local leaders. The plan also integrates updates to Scappoose's Comprehensive Plan, aligning policies and land use decisions with long-term goals.

Designed to be accessible to all—from city officials and developers to residents and future generations—this plan ensures Scappoose is not just prepared for growth but is **actively shaping a vibrant, sustainable future.**





Please visit www.scappoose.gov/vision to access supporting analysis and documentation.

Creating the 50-Year Plan involved a collaborative and community-informed process, combining rigorous technical analysis with extensive community input.

The City of Scappoose designed this process to ensure the plan reflects the shared values and aspirations of the community while addressing the practicalities of future growth.

The process started with **community visioning**, which invited residents, community groups, businesses, and local leaders to share their priorities and hopes for Scappoose's future. This foundational step helped identify key themes and values that informed the plan's overarching goals and strategies. The Vision for the 50-Year Plan is presented on page 6.

At the same time, the City conducted **technical studies** to understand Scappoose's long-term land needs for housing, businesses, and public spaces:

- **Economic Opportunities Analysis (EOA):** This study examined current and future economic conditions, projecting employment growth to determine land need for jobs.
- **Housing Capacity Analysis (HCA):** This analysis assessed current and future housing needs across all income levels, ensuring the city can accommodate a diverse population.
- **Public Land Needs Analysis:** This review estimated the land required for parks, schools, and public facilities to support future growth.
- **Urban Growth Boundary and Urban Reserves Analysis:** This evaluation identified areas for the City to grow beyond its current limits, with an urban growth boundary adjustment to accommodate growth over 20 years and established Urban Reserves—areas for long-term growth over the next 50 years.

This 50-Year Plan also includes updates to the City's **Comprehensive Plan** goals and policies and **Development Code**. These documents serve as the foundation for all land use decisions in Scappoose. Summaries of these studies appear in this document, while the full studies are available in appendices to the Comprehensive Plan.

A Development Code is a set of rules that govern how land is used and developed, including zoning laws and building standards. It implements the policies set out in a city's Comprehensive Plan, which is a long-term vision for growth and development. While the comprehensive plan outlines what the city wants to achieve, the development code provides the specific regulations to make that vision a reality.

The City made public engagement a cornerstone of the planning process to ensure the 50-Year Plan reflects the community's vision. Scappoose engaged more than 500 residents through an inclusive process that primarily consisted of two phases:

- **Phase One:** Residents and property owners shared their perspectives on what they love about Scappoose and their aspirations for its future. This phase identified common themes around community values and concerns, culminating in the creation of a draft Vision Statement.
- **Phase Two:** The Vision Statement was shared with the community for review and refinement at several local events and meetings, ensuring it reflected the goals and priorities of Scappoose's residents.

As the project progressed, the City continued engaging with residents through events and updates. While outreach supported ongoing technical analysis, most of the broader public engagement focused on building a shared vision for Scappoose's future.

Key engagement activities are detailed on the next page.

Stakeholder Advisory Committee

The 50-Year Plan Stakeholder Advisory Committee (SAC) guided the 50-Year Plan process by representing a broad cross-section of Scappoose business owners, residents, agency partners, and elected and appointed officials. The mayor appointed SAC members with approval of the City Council. SAC members reviewed materials, served as liaisons to various constituencies and interest groups, and hosted outreach events and activities. Their efforts advanced community priorities and played a key role in crafting the vision and developing policies for the plan.







COMMUNITY CONVERSATIONS

To reach a wide spectrum of Scappoose community members, City staff and members of the 50-Year Plan Stakeholder Advisory Committee (SAC) hosted nine community conversations with local organizations and groups. Between March and August 2022, these conversations engaged about 135 community members from:

- Parks and Recreation Committee
- Scappoose Bay Watershed Council
- Scappoose Public Library Board
- South Columbia County Chamber of Commerce
- Columbia County Habitat for Humanity
- Scappoose Foursquare
- Scappoose Community and Senior Center
- Warren Baptist Church (Spanish)
- Local business owners

City staff and SAC members held these discussions both virtually and in-person, using the same questions from the online survey to ensure consistent engagement across all platforms.

A COMMUNITY CONVERSATION is a structured discussion about a range of high-level topics. Community conversations are an exercise in "going to where the people are," i.e., they are usually held or conducted where people already gather, like a standing meeting, or through channels which they receive information.



COMMUNITY EVENTS & ONLINE ENGAGEMENT

The City also connected with residents at local events such as the Farmers' Market and Adventure Festival, hosting informational booths to share updates and gather feedback. These informal settings provided approachable and interactive opportunities for residents to engage with the planning process.

Throughout the planning process, the City maintained an active project website, where residents could learn about the 50-Year Plan and participate in online surveys. These surveys were promoted through City newsletters, social media, and community listservs.

SCAPPOOSE ANNUAL TOWN MEETING

The Annual Town Meetings provided another critical opportunity for community input. The City highlighted the 50-Year Plan at three consecutive meetings in 2022, 2023, and 2024, giving residents the chance to learn, share feedback, and stay involved.

A key milestone occurred on April 30, 2022, during the 7th Annual Town Meeting at Scappoose High School. Nearly 80 participants—including residents, business owners, families with children, and elected officials—attended a visioning workshop to brainstorm ideas for Scappoose's future.

The workshop sparked robust, collaborative discussions that generated dozens of ideas, including connecting multimodal transportation facilities, preserving natural resources, expanding parks and trails, addressing Highway 30 traffic, and aligning infrastructure with growth.

This community input directly shaped the **Vision Statement** for the 50-Year Plan. In subsequent years, the City continued to share updates and gather feedback at Annual Town Meetings, keeping residents informed and engaged.

THE 50-YEAR VISION

The Scappoose 50-Year Plan sets a clear direction for the community's long-term growth. It supports both residential and economic development through land use policies that address the needs of current and future residents and businesses. The process began with robust community engagement, ensuring the Vision Statement reflects Scappoose's collective aspirations for the next 50 years.

OVER THE NEXT 50 YEARS, SCAPPOOSE WILL GROW INTO A COMMUNITY WITH:

Friendly and connected neighborhoods

Scappoose's small-town community feel is enhanced through a connection to people and a celebration of place. The City fosters a spirit of collaboration between partners and jurisdictions. The community invests in its youth through excellent schools and modern facilities. The school district connects families and works in tandem with the City to expand access to community resources, programs, and amenities for people of all ages, abilities, language, race and backgrounds. Neighborhoods are nestled into the landscape and built to ensure families can live, work, learn and thrive in Scappoose across multiple generations. They include a diversity of housing choices with unrivaled access to natural areas and a network of local walking and biking trails. The community remains safe, friendly, and accessible for all.

A strong and innovative economy

Scappoose invests in a lively and attractive downtown core. The pedestrian-friendly, mixed-use environment supports locally owned businesses that provide a wide variety of services and retail options. The quality and character of Scappoose's downtown and heritage industries is complemented by its position as a hub for world-class manufacturing innovation and technology. Oregon Manufacturing Innovation Center (OMIC) and Portland Community College (PCC) provide innovative facilities that promote workforce training and create synergies for furthering education, research and development, and clean industry. The duality of local and national economic engines provides sustainable living wage jobs and opportunities for investment back into the community. In Scappoose, the "candle burns bright."



Photo courtesy of Scappoose School District



Unparalleled access to the great outdoors

Scappoose's lush forests, waterways and open spaces are intentionally preserved through clustered development and the enhancement of key community amenities like the Crown Z Trail, Veterans Memorial Park, and Chapman Landing. Linear trails along riparian corridors connect neighborhoods north to south, and there is a balance between improving access to outdoor recreational opportunities and conserving natural spaces for the protection of habitats and ecosystems. A culture of environmental stewardship ensures development is thoughtful, responsive, adaptive, and resilient.

Well-planned infrastructure

Scappoose boasts modern and reliable public facilities and services that support carefully planned growth. Infrastructure improvements are built in tandem with development and are built for redundancy in the face of natural hazards. A connected road network aids in local circulation and relieves traffic along Highway 30. Geographic barriers like the railroad and Highway 30 are overcome through safety improvements, enhanced transit, and upgraded pedestrian and bicycle facilities that provide safe and efficient travel routes. Local trail systems blend with the pedestrian and bicycle network, promoting transportation options across town that are safe, accessible, and enjoyable for all.



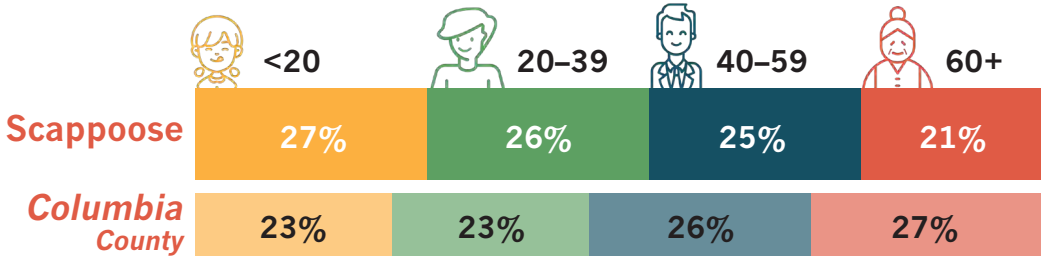
Photo courtesy of Travel Oregon



The 50-Year Plan begins with a clear picture of where Scappoose stands today and how it will grow in the future. This section provides insights into the city's current population, households, economy, and land base—critical information that guides long-term planning.

COMMUNITY PROFILE

Age and Household Composition



Population Distribution by Age

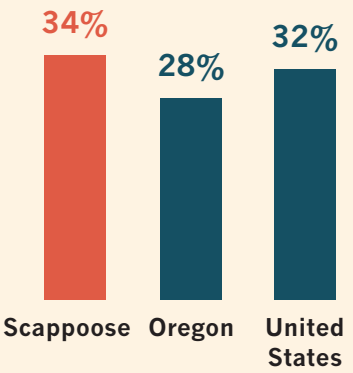
Scappoose has a greater share of children and young adults than Columbia County. While the city's median age has risen only slightly over the past decade—from 35.7 in 2000 to 37.7 in 2019—**statewide aging trends are expected to influence future demographics**. By 2040, individuals aged 60 and older are projected to make up 33% of the county's population.

Source: City of Scappoose HCA (2023) and EOA (2023), underlying data from Census and Portland State University Population Forecast

3,491
households
Source: City of Scappoose HCA 2023 population estimate

37.7
median age
Source: City of Scappoose EOA (2023), underlying data from Census

2.54
avg household size
Source: City of Scappoose HCA (2023), underlying data from Census

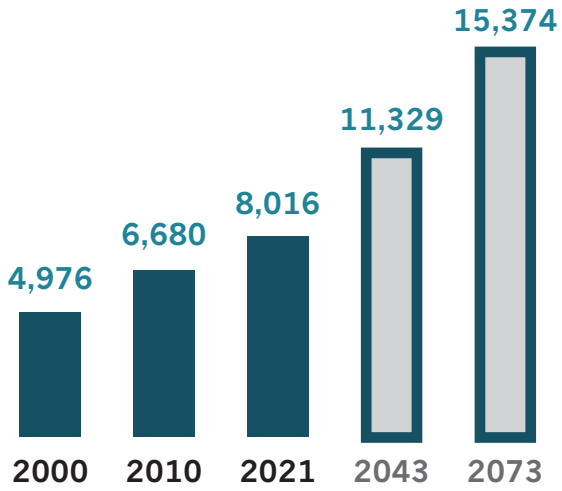


Share of Households with Children

POPULATION GROWTH

Scappoose's population grew substantially over the past two decades.

Between 2000 and 2021, city's population increased by 61%, outpacing the overall growth rates of Columbia County and Oregon. By 2073, Scappoose is projected to add another 6,500 residents, driving demand for housing, public services, and infrastructure.



Scappoose Population

Source: City of Scappoose EOA (2023), underlying data from Census and Portland State University Population Estimates

Scappoose is becoming more diverse.

From 2010 to 2020, the share of people of color grew from **9% to 16%** and the Hispanic/Latino population rose from **5% to 8%.** This demographic shift highlights the need for inclusive planning to meet the needs of all community members.

Source: City of Scappoose HCA (2023), underlying data from Census

HOUSEHOLD INCOME

Scappoose households earn more than their peers in Columbia County and Oregon.

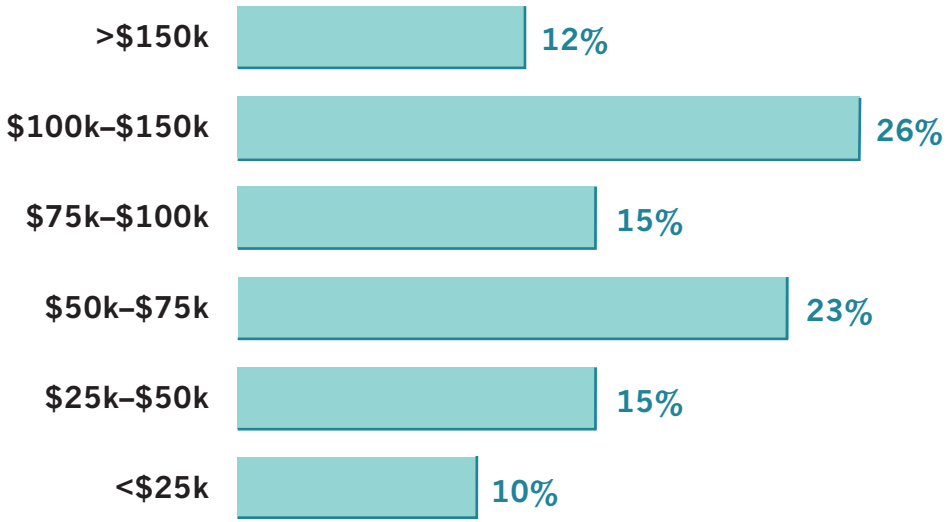
In 2020, the city's median household income was **$79,375**—27% higher than the county median ($62,300) and 42% higher than the state median ($56,000).

Source: City of Scappoose HCA (2023), underlying data from Census

Income growth outpaced inflation.

Between 2000 and 2020, median income grew by 66% in real dollars, exceeding inflation, which was 56% during the same period.

Source: City of Scappoose HCA (2023), underlying data from Census



Scappoose Household Income

ECONOMIC SNAPSHOT

Employment in Scappoose increased 29% between 2008 and 2019, outpacing the growth rate of Columbia County overall.

As of 2023, the city had an estimated 3,657 jobs. Key employment sectors include:

- Retail trade (**24% of jobs**)
- Government (**16%**)
- Accommodation and food services (**12%**)
- Manufacturing (**12%**)
- Construction and agriculture (**8%**)

Source: City of Scappoose EOA (2023), underlying data from Oregon Employment Department



$37,717

Average wage in Scappoose

$40,729

Average wage in Columbia County

Average wages in Scappoose are lower than the county's average.

In 2019, the average wage in Scappoose was **$37,717**, which is lower than the Columbia County average of $40,729. While industries like manufacturing and government provide higher wages, sectors such as retail trade typically offer below-average pay.

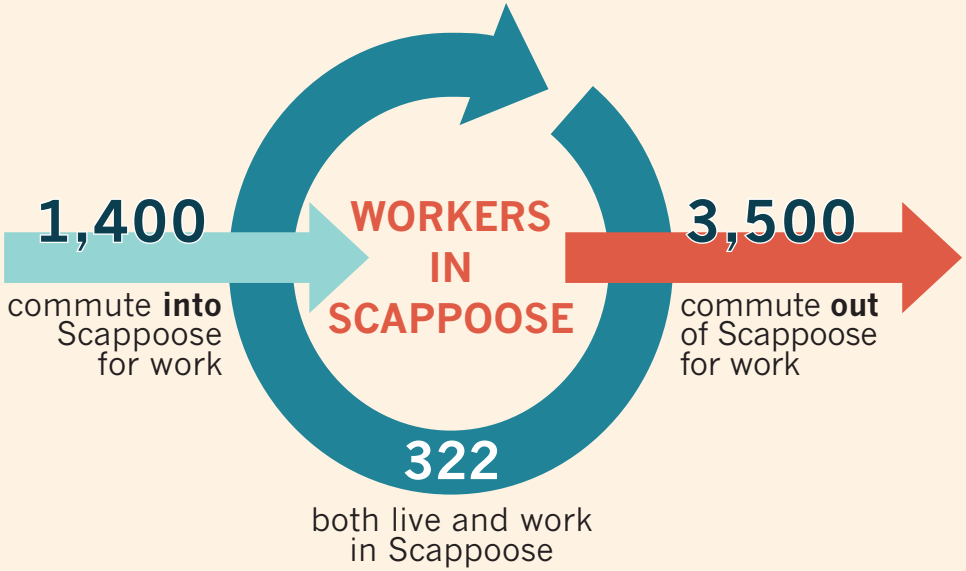
Source: City of Scappoose EOA (2023), underlying data from Oregon Employment Department

Scappoose is part of a regional economy.

Most residents commute to jobs in nearby areas, particularly Portland:

- **81% of workers commute into Scappoose**, primarily from St. Helens and other neighboring communities.
- **Almost 3,500 residents commute out of Scappoose**, with the majority traveling to Portland.
- **8% of residents both live and work** in the city.

Source: City of Scappoose EOA (2023), underlying data from Census



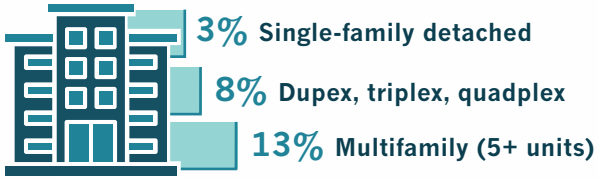
HOUSING LANDSCAPE

As of 2022, Scappoose had around 3,578 housing units, mostly consisting of single-family detached homes.

This limited variety of housing types makes it difficult to meet the needs of different household sizes and income levels.

Source: City of Scappoose HCA (2023)







WHAT IS COST BURDEN?

A household is defined as cost burdened if their housing costs exceed **30%** of their gross income.

A household that spends **50%** or more of their gross income on housing costs in said to be severely cost burdened.

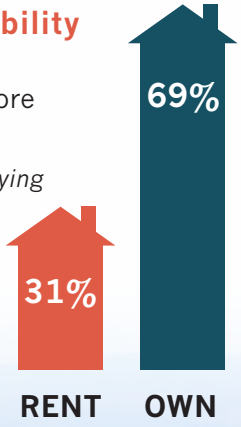


Rising costs have created affordability challenges. 27% of households are considered cost-burdened—spending more than 30% of their income on housing.

Source: City of Scappoose HCA (2023), underlying data from the Census

Most households in Scappoose own their homes. 69% of households own, while 31% rent.

Source: City of Scappoose HCA (2023), underlying data from Census





Scappoose is planning for a growing population that requires a variety of housing types to meet future needs. The City's Housing Capacity Analysis (HCA) examined Scappoose's current demographics, housing conditions, and projected future housing needs through 2043. It identified strategies to help the city ensure it provides opportunities for the development of diverse and adequate housing options for all residents.

KEY FINDINGS:

- **Scappoose will need over 3,000 new homes by 2073.** The HCA projects that by 2043, Scappoose will need 1,284 new housing units. A supplemental analysis projects that Scappoose will need an additional 1,732 units by 2073, totaling over 3,000 new homes. New housing will need to include a variety of housing types and a mix of ownership and rental options to address diverse household sizes, income levels, and housing preferences. The need for housing is driven by several factors:
  - **Population Growth:** By 2073, Scappoose expects to add over 6,500 residents, increasing demand for a range of housing types, from single-family homes to townhomes and apartments. A growing share of these households will likely be renters, including younger residents with modest incomes and a growing share of minority households.
  - **Affordability Challenges:** Rising housing costs have outpaced income growth, with 27% of households spending more than 30% of their income on housing. This highlights the need for affordable housing options.
  - **Changing Demographics:** An aging population and smaller household sizes are increasing demand for diverse housing types, such as duplexes and apartments, beyond traditional single-family homes.
- **Scappoose has a deficit 315 acres of residential land to accommodate growth through 2073.** Over the 20-year planning period, Scappoose lacks sufficient medium-density residential land (35 acres), and over the 50-year period, deficits extend to low-, medium-, and high-density residential categories (280 acres).



Scappoose is planning for substantial new employment over the next 50 years. The City's Economic Opportunities Analysis (EOA) examined current employment trends, land availability, and projected future job growth through 2073. The analysis provides strategies to ensure Scappoose has sufficient land to support diverse industries and create living wage jobs.

KEY FINDINGS

- **Scappoose is planning for over 4,100 new jobs by 2073.** The EOA projects there will be 2,126 new jobs by 2043 and an additional 2,065 jobs by 2073. Meeting this growth will require a mix of industrial and commercial land. Employment growth in Scappoose is expected to be fueled by key industries, including:
  - **Manufacturing:** Anchored by OMIC and the PCC Training Center, manufacturing is expected to drive high-wage job creation, focusing on advanced manufacturing technologies such as mechatronics, welding, and machining.
  - **Professional Services:** Growth in manufacturing will spur demand for professional, scientific, and technical services that support advanced industries, fostering a robust ecosystem of secondary and tertiary services.
  - **Aviation Industries:** The Scappoose Airport is poised to attract aviation-related businesses, including companies like Intercept Aviation, which provides training, maintenance, and aircraft brokerage services in the Pacific Northwest.
  - **Trade Industries:** Infrastructure projects in Columbia County, such as the NEXT Renewable Fuels project, will increase demand for construction and skilled trades.
  - **Resident Services:** As the population grows, so will the need for retail, restaurants, childcare, medical services, and other essential services, creating opportunities for entrepreneurship and local business development.
  - **Tourism:** Scappoose's proximity to outdoor recreation will drive demand for hospitality services, including hotels, restaurants, specialty retail, and recreational experiences.
- **Scappoose has enough employment land to accommodate industrial growth but has a deficit of 27 acres for commercial development over the 50-year period.**

Scappoose is planning for its growing population by ensuring sufficient public land is available to meet community needs. Public land plays a critical role in providing essential services, recreational opportunities, and infrastructure to support a vibrant, livable city. The City's analysis identified current and future public land needs through 2073.

KEY FINDINGS

Scappoose faces a deficit of public land to support long-term growth. **The City projects the need for approximately 48 acres of additional public land by 2073.**

This includes land for:

- **Public Facilities:** Supporting essential infrastructure such as City Hall, wastewater treatment facilities, and other municipal services.
- **Semi-Public Uses:** Accommodating schools, churches, and non-profits to meet the needs of a growing community.

Parks and Recreation

The City of Scappoose recently updated its Parks, Trails & Open Space Plan which identified the need for additional recreational facilities, parks, natural areas, and trails through year 2043. However, current projections show that the City can meet its twenty-year projected need with existing undeveloped parkland.

SUMMARY OF LAND NEED

HOW MUCH GROWTH?

Housing

Employment

Public

LAND NEED THAT CANNOT BE MET IN THE EXISTING CITY IN **20** AND **50** YEARS

2023–2043	2043–2073
74 acres 3% change	372 acres 13% change

The Economic Opportunities Analysis (EOA), Housing Capacity Analysis (HCA), and public land study emphasized the importance of using land more efficiently and securing additional areas to accommodate future growth.

The 50-Year Vision provides clear direction for how the City intends to grow sustainably while addressing housing and employment needs.

To achieve this vision, Scappoose has taken proactive steps to update its Comprehensive Plan policies, Development Code, and boundaries. These updates ensure the City can manage growth effectively, preserve natural resources, and maintain its community character.

This section highlights the Comprehensive Plan and Development Code changes implemented to address these needs. It also identifies areas for Urban Growth Boundary (UGB) expansion to meet 20-year growth projections and designates Urban Reserves to address land needs 30 to 50 years into the future.

URBAN GROWTH BOUNDARY EXPANSION

The City follows a state-mandated process to determine if a UGB expansion is needed and where it should occur. The process involves evaluating population and employment projections to determine future demand, prioritizing land that minimizes impacts on farmland and natural resources, and selecting areas based on environmental constraints, infrastructure access, and compatibility with surrounding uses.

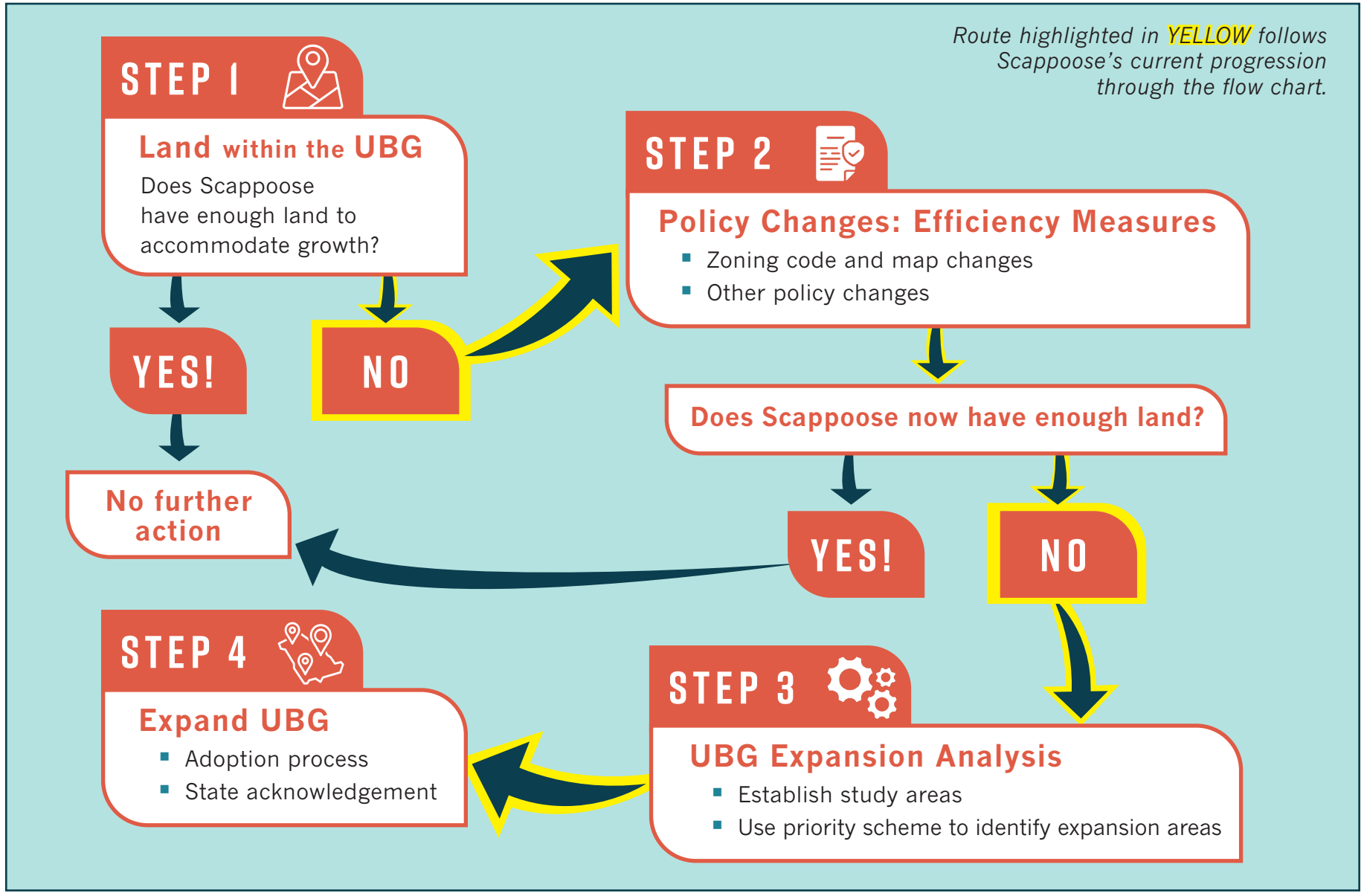
This structured approach ensures that expansions align with state requirements and Scappoose's vision for sustainable and strategic growth. The graphic below summarizes the UGB expansion process.

An Urban Growth Boundary (UGB) is a land use planning tool that designates an area around a city where growth and development can happen (20 year growth plan). It helps keep cities from spreading too far into farmland and natural areas, while encouraging efficient use of land within the boundary.

Urban Reserves are areas outside a city's UGB set aside for future growth (in this case 21 to 50 years). These areas help cities plan ahead for housing, jobs, and infrastructure while protecting other land, like farms and forests, from being developed too soon.

DETERMINING WHETHER SCAPPOOSE NEEDS A UBG EXPANSION:

Route highlighted in YELLOW follows Scappoose's current progression through the flow chart.



To support the 50-Year Vision and address future land needs, the City updated its Comprehensive Plan to align with its goals and community priorities.

Key updates included sections focused on the goals and policies for housing and economic development. These changes ensure the City can prioritize what matters most to the community while meeting state requirements..

DEVELOPMENT CODE CHANGES

The City updated its **Development Code** to align with its updated Comprehensive Plan and to ensure efficient land use within the existing Urban Growth Boundary (UGB), a requirement under state law before expanding the UGB. Key changes include:

- **Rezoning:** Identifying and rezoning areas within the UGB to better support housing, employment, and public land needs. This strategic rezoning ensures land is used efficiently and aligns with community priorities.
- **Increasing Housing Variety:** Updating residential zoning to allow for a greater variety of housing types, such as duplexes, townhomes, and multifamily apartments. These updates promote greater density, help meet the growing demand for diverse housing types and comply with state requirements.
- **Required Legislative Updates:** Incorporated state mandated updates based on current population and new definitions and processes involving limited land use decisions.
- **Code Cleanup:** Housekeeping code changes related to decision making chapters, Site Development Review and other chapters, in an effort to streamline processing of land use applications, in compliance with state statute.

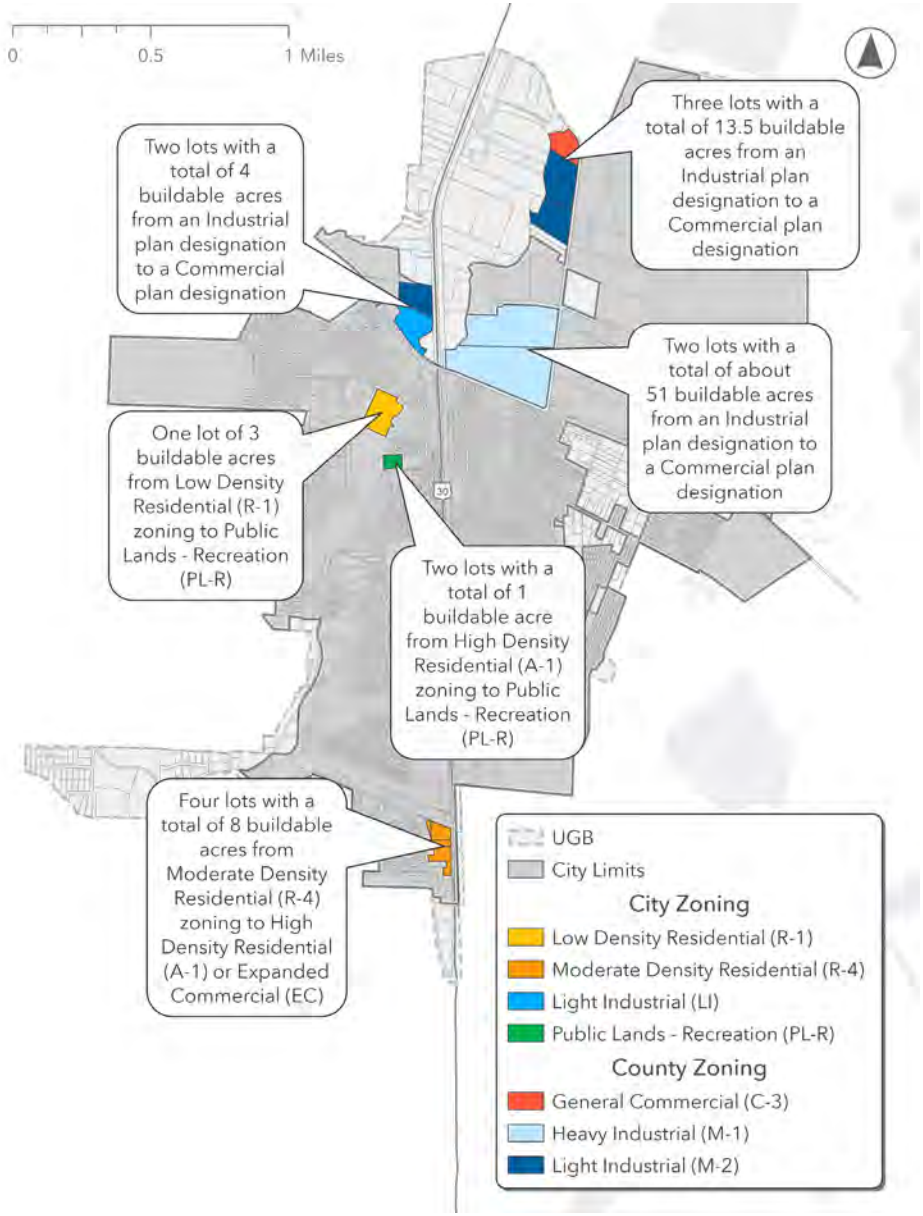
What is a Comprehensive Plan and why is it important?

A **Comprehensive Plan** is a long-term planning document that guides a city's growth and development. It sets the vision, goals, and policies for land use, housing, transportation, infrastructure, and natural resource management over a 20-year period. Comprehensive Plans are essential because they:

- Ensure cities grow in a way that reflects community values and priorities.
- Promote efficient land use to prevent urban sprawl and protect natural resources like farmland and forests.
- Coordinate infrastructure investments to support housing, employment, and public services.
- Align local decisions with statewide planning goals established under Oregon's land use laws.

Comprehensive Plans are regularly updated to respond to population growth, economic changes, and evolving community needs, ensuring cities like Scappoose remain vibrant, connected, and resilient.

LAND TO BE REZONED IN SCAPPOOSE



REVISED LAND NEED

HOW MUCH GROWTH?

Housing

Employment

Public

LAND NEED THAT
CANNOT BE MET IN THE EXISTING CITY
IN **20** AND **50** YEARS

2023–2043	2043–2073
44 acres 2% change	319 acres 11% change

The City identified areas for UGB expansion to ensure sufficient land is available for 20 years of growth.

UGB expansions help cities accommodate housing, jobs, and infrastructure needs while preventing sprawl into farmland and natural areas. Urban Reserves, on the other hand, are designated areas outside the UGB to meet long-term growth needs, typically 21 to 50 years into the future. These reserves allow Scappoose to plan ahead for housing, jobs, and public facilities while protecting farmland and natural areas from premature development. When evaluating areas for UGB expansion and designating Urban Reserves, Scappoose followed a structured, state-mandated process to ensure sustainable growth:

- **Avoiding Constrained Lands:** The City prioritizes areas free from steep slopes, landslide risks, and floodplains and streams, ensuring land suitability for development.
- **Prioritizing Areas with Non-Farm Zoning:** By law, Scappoose must first consider "exceptions areas"—land already zoned for residential or commercial use in Columbia County—before including farmland (referred to as "resource land") in the UGB.
- **Sufficient Land Availability:** Analysis shows that Scappoose has enough land in exceptions areas to meet its 20- and 50-year growth needs, minimizing the impact on farmland and natural resources.

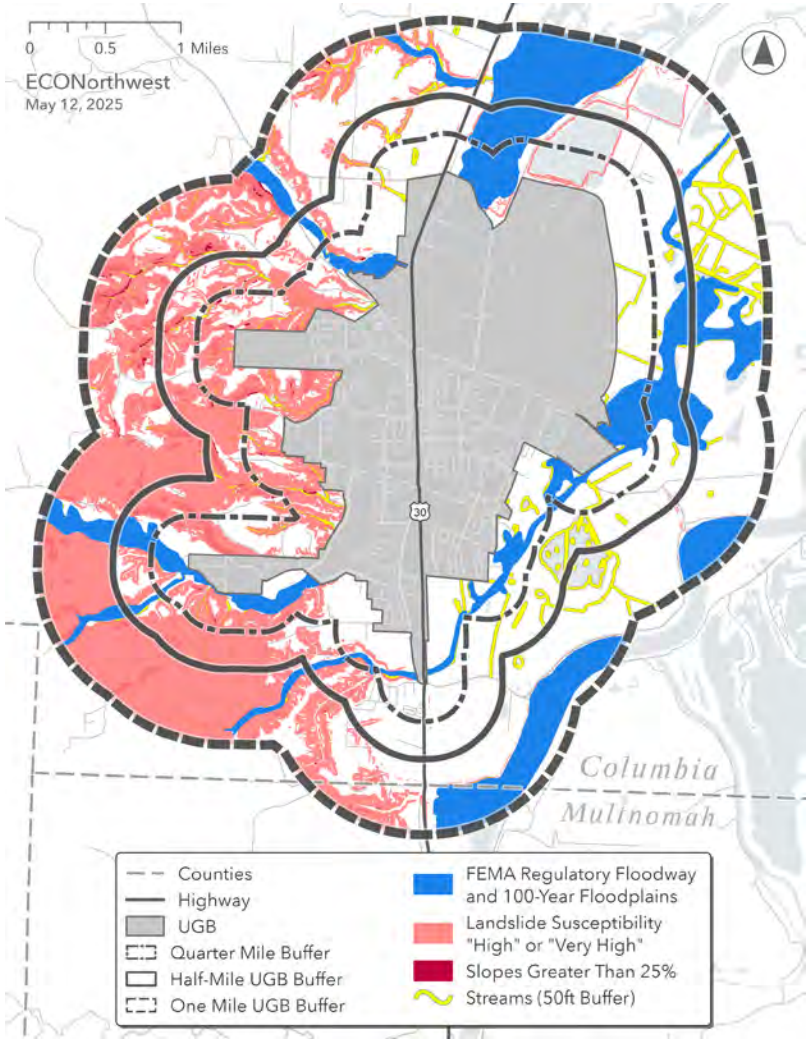
The evaluation process considered several key factors:

CONSIDERATIONS FOR EXPANSION AREAS

The City followed the state-mandated process[1] to carefully evaluate areas for growth.

- Can the area **efficiently meet the City's needs**? This means finding land that can be developed and connects with existing neighborhoods.
- Can **public services and utilities** (water, sewer, roads, etc.) be extended to the area in a cost-effective and logical way?
- What impacts would development have on the **environment, local economy, and community life?**
- What impacts would development have on **nearby farms or forests?**

Constraints and areas for potential expansion within one mile of Scappoose's existing UGB:

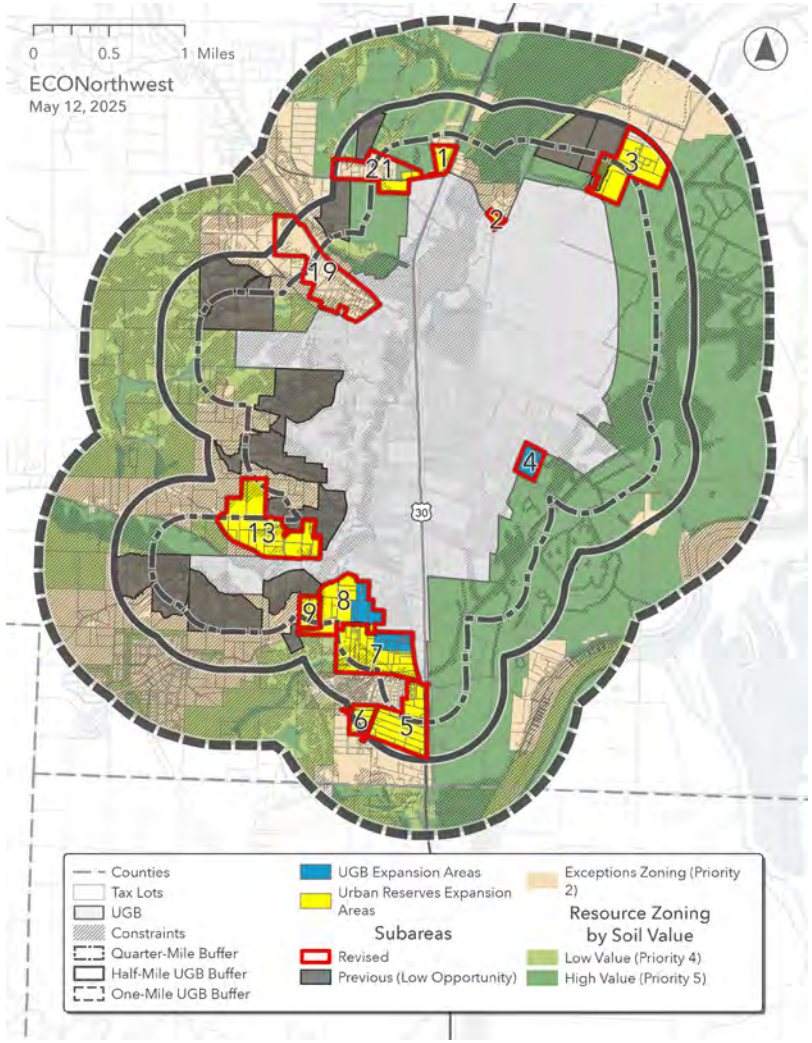


1. The State's process for selecting lands to include in a UGB expansion is defined in Goal 14 and OAR 660-024 and the process for selecting land to include in Urban Reserves is defined in OAR 660-021.

Finalized Areas for Expansion

After careful evaluation, Scappoose finalized the areas for UGB expansion and Urban Reserves. These areas met the evaluation criteria and are positioned to support the City's long-term growth needs. Once approved by the state, areas designated as part of the UGB will be eligible for annexation into the City when adjacent to the existing City limits. Areas designated as Urban Reserves will be prioritized for inclusion in the UGB during future evaluations of land need.

Areas for Urban Growth Boundary Expansion and Urban Reserves



What does it mean for property owners if their land moves inside the urban growth boundary?

- Property owners continue to adhere to County zoning until annexed into City limits. Being inside the UGB increases future development opportunities but **does not force owners to develop**.
- Property owners can request annexation once their property borders the City limits. Once annexed, property is **eligible to connect to City services, like water and sewer**.
- **Property tax rates do not change** when a property is brought into the UGB. The tax rate only changes if the property is annexed into City limits.

CONCLUSION

By taking a proactive approach to land use, Scappoose is setting the stage for thoughtful, managed growth that reflects the community's vision.

The combination of policy updates, strategic rezoning, allowing more housing types, the expansion of the UGB and establishing Urban Reserves will ensure the City has:

- Sufficient land for housing, employment, and public services over the next 50 years.
- A variety of housing options for current and future residents.
- Balanced development that preserves Scappoose's natural beauty and community character.

Through these actions, Scappoose is not only addressing today's needs but preparing for a thriving, sustainable future for generations to come.





CITY OF SCAPPOOSE, OR

HOUSING CAPACITY ANALYSIS
(OREGON STATEWIDE PLANNING GOAL 10)

20-YEAR HOUSING NEED
2023 - 2043

December 2022

JOHNSON ECONOMICS

Acknowledgments

Johnson Economics prepared this report for the City of Scappoose. Johnson Economics and the City of Scappoose thank the many people who helped to develop this document.

City Staff

Laurie Oliver Joseph, AICP, CFM, Community Development Director

N.J. Johnson, Planning Department Intern

Isaac Butman, MPA, Assistant to the City Manager

Advisory Committee

Chair Patrick Kessi, Community Member at Large

Vice Chair Christine Turner, Economic Development Committee

Tyler Miller, City Council

Scott Jensen, Planning Commission

Kim Holmes, Parks and Recreation Committee

Jeannet Santiago, Representative of a Historically Underrepresented Community

Yi Hua Rippet, Citizen at Large

Patricia Turpen, Scappoose Community and Senior Center

Paul Vogel, Columbia Economic Team

Michelle Graham, Scappoose School District

Jeff Weiss, Scappoose Library District

Jeff Pricher, Scappoose Rural Fire Protection District

Jennifer Anderson, Habitat for Humanity

Brian Rosenthal, Local Developer

Agency Partners

Casey Garrett, Columbia County

Deborah Jacob, Columbia County

Hayden Richardson, Columbia County

Ken Shonkwiler, Oregon Department of Transportation

Andy Maggi, Scappoose Bay Watershed Council

Malyssa Legg, Columbia Soil & Water Conservation District

Len Waggoner, Scappoose Drainage Improvement Company

Andrew Lattanner, PCC OMIC Training Center

Craig Campbell, OMIC Research & Development

Nancy Ward, Port of Columbia County

Janet Williams, Scappoose Historical Society

Michael Sykes, Columbia River People's Utility District

Lisa Phipps, Oregon Department of Land Conservation and Development

Dan Brown, Community Action Team

Consultant Firms

MIG

Johnson Economics

This report was prepared in accordance with the requirements of OAR 660 Division 8: Interpretation of Goal 10 Housing. This project is funded by the State of Oregon through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

City of Scappoose
33568 E. Columbia Ave.
Scappoose, OR 97056
(503) 543-7146

Johnson Economics
621 SW Alder Street
Suite 605
Portland, OR 97205
(503) 295-7832

TABLE OF CONTENTS

I.	INTRODUCTION	*3*
II.	CITY OF SCAPPOOSE DEMOGRAPHIC PROFILE	*3*
A.	POPULATION GROWTH	*4*
B.	HOUSEHOLD GROWTH & SIZE	*4*
C.	FAMILY HOUSEHOLDS	*5*
D.	GROUP QUARTERS POPULATION	*5*
E.	HOUSING UNITS	*5*
F.	AGE TRENDS	*6*
G.	DIVERSITY TRENDS	*7*
H.	INCOME TRENDS	*9*
I.	POVERTY STATISTICS	*10*
J.	EMPLOYMENT LOCATION TRENDS	*10*
III.	CURRENT HOUSING CONDITIONS	*12*
A.	HOUSING TENURE	*12*
B.	HOUSING STOCK	*12*
C.	NUMBER OF BEDROOMS	*13*
D.	UNIT TYPES BY TENURE	*13*
E.	AGE AND CONDITION OF HOUSING STOCK	*14*
F.	HOUSING COSTS VS. LOCAL INCOMES	*15*
G.	PUBLICLY ASSISTED HOUSING	*16*
IV.	CURRENT HOUSING NEEDS (CITY OF SCAPPOOSE UGB)	*18*
V.	FUTURE HOUSING NEEDS - 2043 (CITY OF SCAPPOOSE UGB)	*25*
VI.	RECONCILIATION OF FUTURE NEED (2043) & LAND SUPPLY	*30*

APPENDIX A: DISCUSSION OF ALTERNATE ADVISORY GROWTH RATES

APPENDIX B: SCAPPOOSE BUILDABLE LANDS INVENTORY – METHODOLOGY & RESULTS

I. INTRODUCTION

This analysis outlines a forecast of housing need within the City of Scappoose. Housing need and resulting land need are forecast to 2043 consistent with 20-year need assessment requirements of Oregon Revised Statutes.[1] This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections. The study area for this analysis is the city's Urban Growth Boundary (UGB), which contains housing units and population in addition to those in the city boundary.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- Claritas Inc.[2]
- Oregon Employment Department
- City of Scappoose
- Columbia County
- Other sources are identified as appropriate.

This analysis relies heavily on Census data from both the Decennial Census, and the American Community Survey (ACS). Generally, data from the ACS has a larger statistical margin of error than the 10-year Census. This analysis relies whenever possible on the most recent 2020 Decennial Census. While key data such as population and number of households are available from this recent Census, many data sets have not yet been made available. When necessary, the 2020 ACS 5-year estimates have been used instead. The 5-year estimates have the lowest margin of error in comparison to the ACS 3-year and 1-year estimates. All Census data feature some margin of error but remain the best source of data available on many demographic and housing subjects.

II. CITY OF SCAPPOOSE DEMOGRAPHIC PROFILE

SUMMARY

The following table (Figure 2.1) presents a profile of City of Scappoose demographics from the 2000 and 2020 Census. The 2020 population has been forecasted forward to 2023 using the PSU estimated annual growth rate between 2020 and 2025.

- As of the 2020 Decennial Census, the city of Scappoose had an estimated population of 8,010 people *within the city boundary*. Based on the PSU forecasted growth rate this would indicate an estimated population of 8,298 residents in 2023.
- Based on estimated population, Scappoose is the 65th largest city in the state by city population. Scappoose has roughly half the population of St. Helens, the nearest city to the north.
- Based on GIS data, there are an estimated additional 183 housing units, or 580 people who live outside of the city limits, but within the city's UGB. This indicates a total estimated population of 8,878 residents within the UGB by 2023. *The study area for this analysis is the city's UGB, as this is the area in which housing and land needs must be assessed under statute.*

[1] ORS 197.628; OAR 660-025

[2] Claritas Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- Scappoose has experienced steady growth in population within the UGB, growing an estimated 66% since 2000. In contrast, Columbia County and the state experienced population growth of 22% and 25% respectively during that same period. (US Census and PSU Population Research Center)
- The Scappoose UGB will be home to an estimated 3,491 households in 2023, an increase of over 1,400 households since 2000. The percentage of families has fallen somewhat since 2000, from 72% to 69%. The city has a similar share of family households as Columbia County (67%) and a higher share than the state (62%).
- Average household size is estimated to have remained stable since 2000. Scappoose's estimated average household size is now 2.54 persons, roughly equivalent to the Columbia County average of 2.6 and the statewide average of 2.5.

FIGURE 2.1: SCAPPOOSE DEMOGRAPHIC PROFILE (URBAN GROWTH BOUNDARY)

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000 (Census)	2020 (Census)	Growth 00-20	2023 (PSU)	Growth 20-23
Population[1]	5,336	8,590	61%	8,878	3%
Households[2]	2,076	3,378	63%	3,491	3%
Families[3]	1,504	2,344	56%	2,423	3%
Housing Units[4]	2,161	3,391	57%	3,578	6%
Group Quarters Population[5]	33	44	33%	46	4%
Household Size (non-group)	*2.53*	*2.54*	1%	*2.54*	0%
Avg. Family Size	*3.00*	*3.28*	9%	*3.28*	0%
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000 (Census)	2020 (Census)	Growth 00-20	2023 (Proj.)	Growth 20-23
Per Capita ($)	$20,837	$35,997	na	$39,073	9%
Median HH ($)	$47,796	$79,375	na	$85,650	8%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1(2000, 2020); DP-3 (2000); S1901; S19301

1 From PSU Population Research Center, forecasted growth rate 2020-2040. City limits population, plus estimate of external population within UGB: 183 external housing units (GIS) X 2.54 avg. household size = 466 external population within UGB.

2 2023 Households = (2023 population - Group Quarters Population)/2023 HH Size (based on 2020 ACS 5-Year)

3 Ratio of 2023 Families to total HH is based on 2020 Decennial Census

4 2023 units are the '20 Census total plus units permitted '20 through '21, plus assumption for '22 and '23 (source: Census, City)

5 Ratio of 2023 Group Quarters Population to Total Population is kept constant from 2020.

A. POPULATION GROWTH

Since 2000, this analysis estimates that Scappoose will grow by over 3,540 people within the UGB, or 66% in 23 years. This was much higher than the countywide rate of growth. Columbia County has grown an estimated 22% since 2000 (PSU Population Research Center).

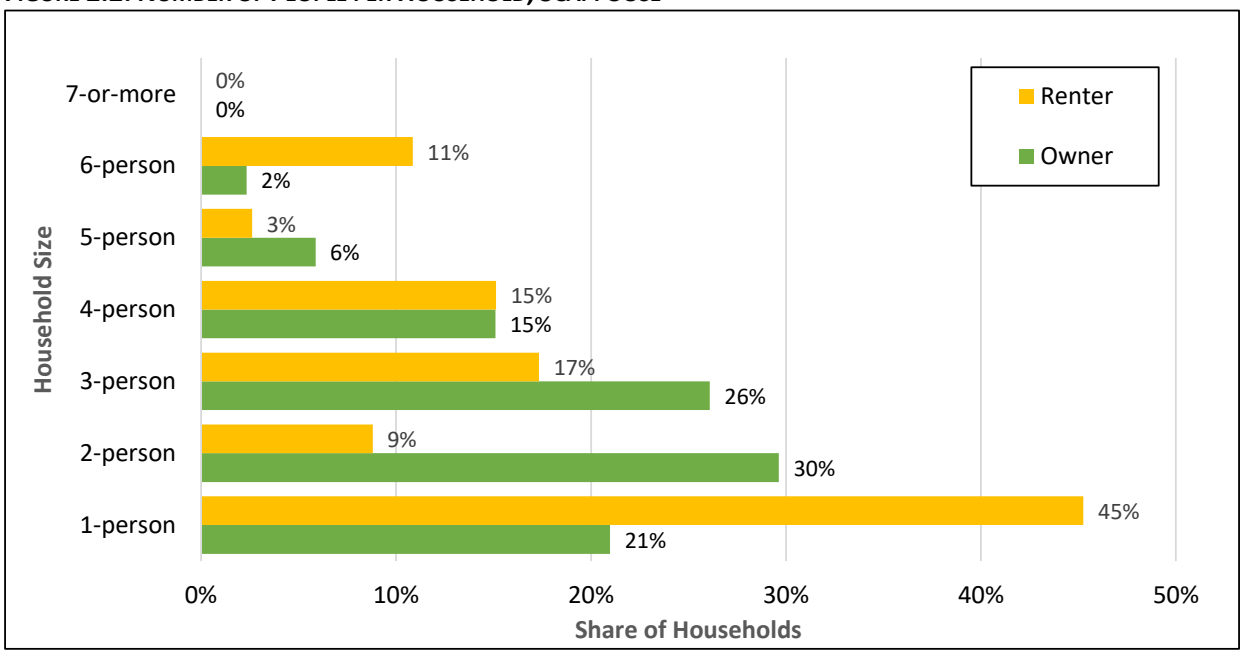
B. HOUSEHOLD GROWTH & SIZE

As of 2023, the city will have an estimated 3,491 households. Since 2000, Scappoose will add an estimated 1,415 households. This is an average of roughly 61 households annually during this period. The growth since 2000 has roughly kept pace with the growth in new housing units, which were permitted at an average rate of 61 units per year between 2000 and 2021 This analysis assumes that a similar rate of production as seen since 2020, carries forward in 2022 and 2023.

Scappoose's average household size of 2.54 people, with 69% family households, is in keeping with the average across Columbia County. There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become "empty nesters." While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall.

Figure 2.2 shows the share of households by the number of people for renter and owner households in 2020 (latest data available), according to the Census. Renter households are more likely to have one person. Owner households are more likely to have two or three persons. Household size correlates to housing needs.

FIGURE 2.2: NUMBER OF PEOPLE PER HOUSEHOLD, SCAPPOOSE



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2020 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. As of the 2020 Census, an estimated 69% of total Scappoose households were family households, down slightly from 72% of households in 2000. The total number of family households in Scappoose is estimated to grow by over 920 between 2000 and 2023. In 2023, family households in Scappoose will have an estimated average size of 3.3 people. All households (family and non-family) have an average size of 2.54.

D. GROUP QUARTERS POPULATION

The City of Scappoose has an estimated group quarters population of 0.5% of the total population, or roughly 46 persons. Group quarters include such shared housing situations as nursing homes, prisons, dorms, group residences, military housing, or shelters. For the purposes of this analysis, these residents are removed from the estimated population total, before determining the number of other types of housing that are needed for non-group households. In Scappoose, most group quarters seem to be in group housing situations for seniors or other adults with specialized needs.

E. HOUSING UNITS

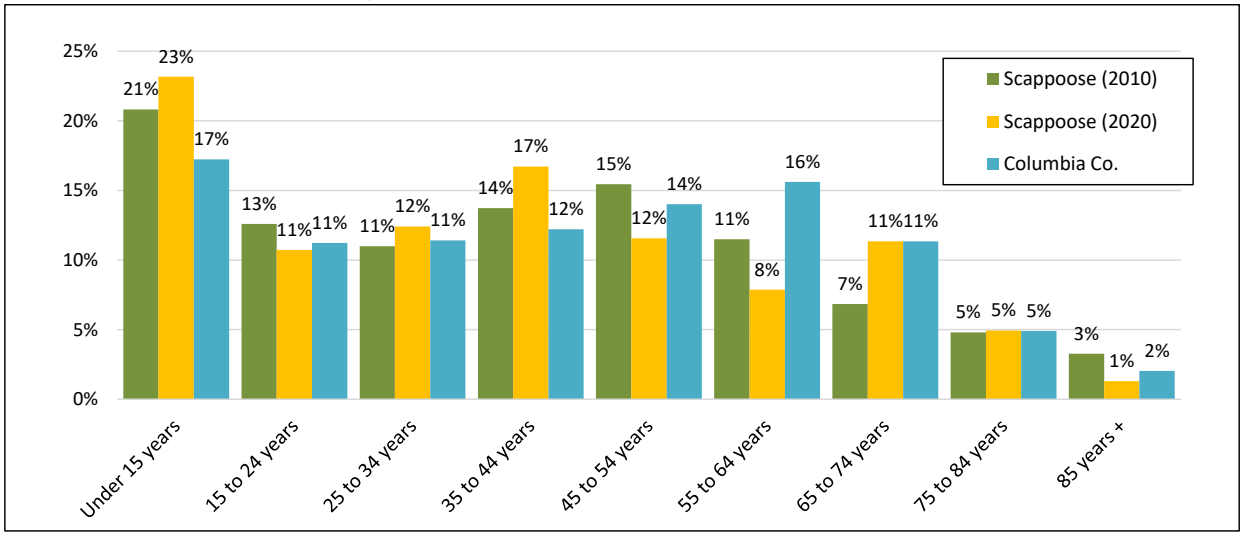
Data from the City of Scappoose and the US Census indicate that the city added an estimated 1,258 new housing units between 2000 and 2021, representing 62% growth in the housing stock.

As of 2023, the city will have an estimated housing stock of roughly 3,578 units for its 3,491 estimated households within the UGB. This translates to an estimated average vacancy rate of 2.5%.

F. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2010 Census and the most recent 5-year American Community Survey estimates. As the chart shows, children and young adults have grown as a share of the population, as have the retirement generations of those 65 and older. The middle age segments have fallen as a share of the population as the large Baby Boom generation has aged. This is in keeping with the national trend. Overall, Scappoose has a younger population than the county, with a greater share of young and middle-aged cohorts, but a smaller share of those aged 55 to 64 years.

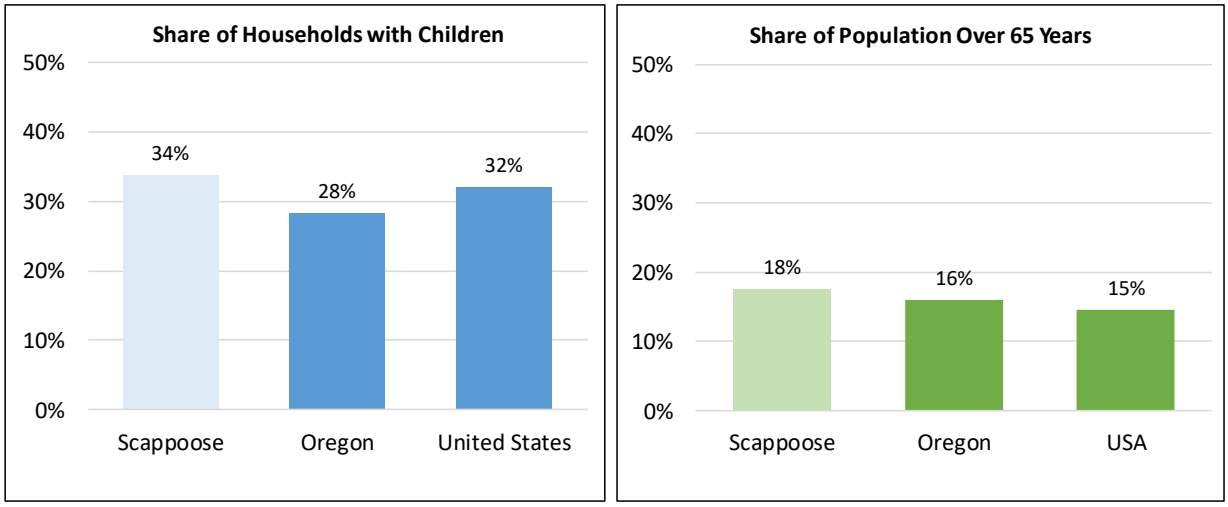
FIGURE 2.4: AGE COHORT TRENDS, 2010 - 2020



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: QT-P1 (2000); S0101 (2020 ACS 5-yr Estimates)

- Despite the general aging of the population, an estimated 82% of the population is under 65 years of age.
- In the 2020 ACS, the local median age was an estimated 37 years, similar to 40 years across Oregon.

FIGURE 2.5: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (SCAPPOOSE)



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B11005; S0101 (2020 ACS 5-yr Estimates)

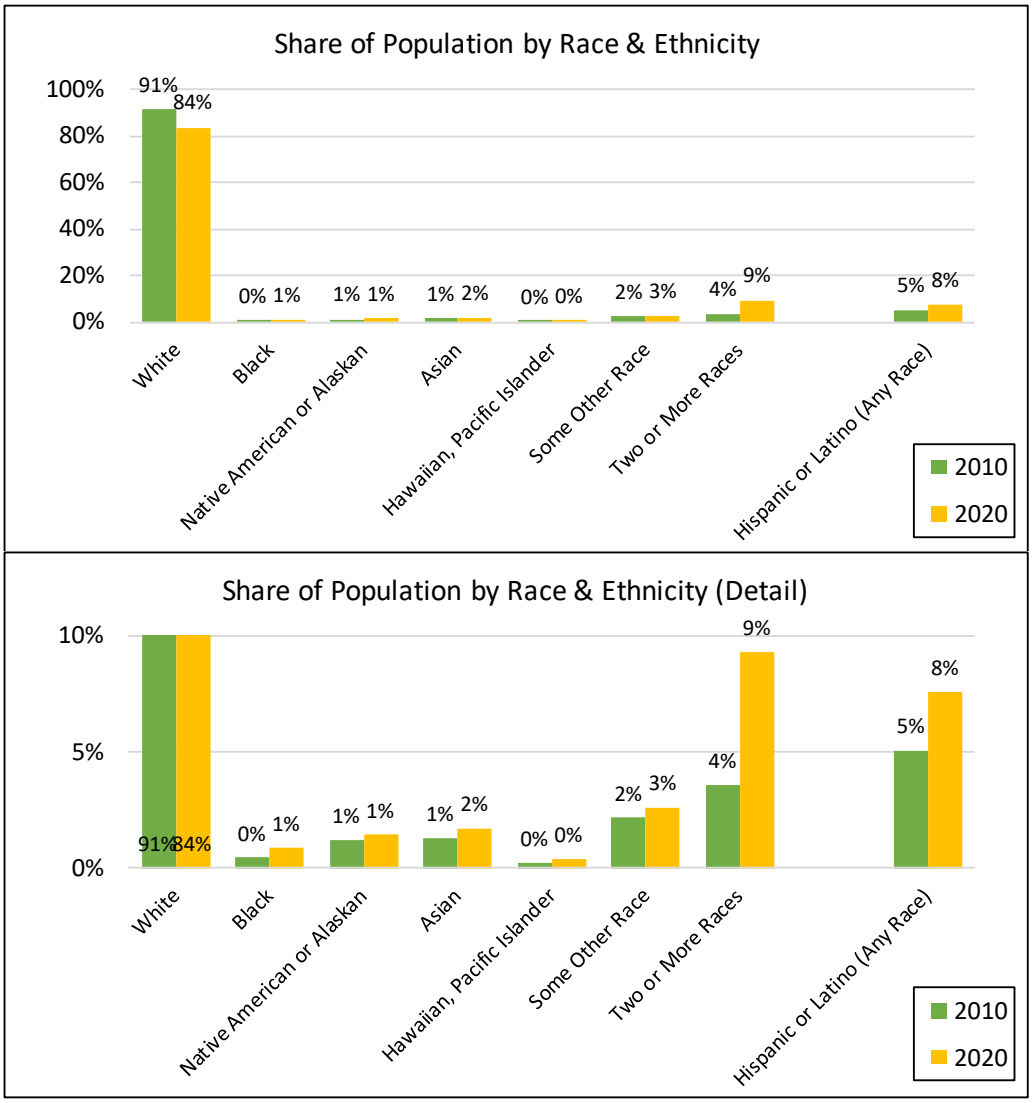
Figure 2.5 presents the share of households with children, and the share of the population over 65 years of age for comparison. Compared to state and national averages, Scappoose has a slightly higher share of households with children. At 18%, the share of the population over 65 is slightly higher than the state and national figures.

G. Diversity Trends

The following figure presents the distribution of Scappoose's population by race and Hispanic ethnicity. The community grew more diverse between the 2010 and 2020 Census, with the white share of the population falling from 91% to 84%. The share of population in any other individual racial category remains low, generally at 1% to 2%. The exception is those who identify as two or more races, which grew in share of population from 4% to 9%.

In comparison, the share of the non-white population is a lower 7% in Columbia County as a whole but is roughly equivalent at 17% statewide.

Figure 2.6: Racial and Ethnic Diversity, 2010 – 2020 (Scappoose)

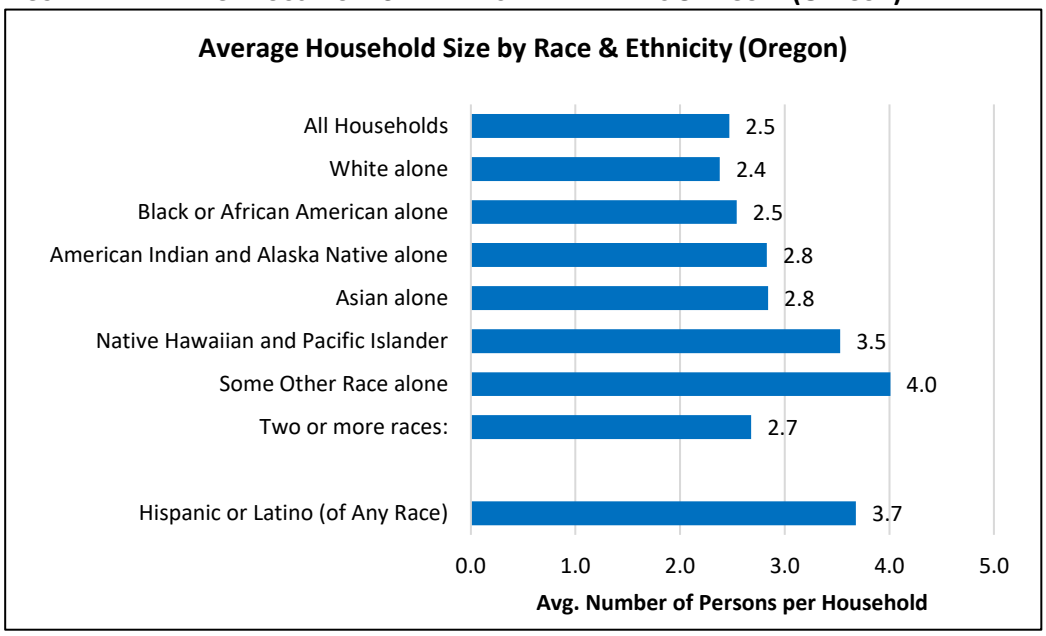


SOURCE: US Census, Johnson Economics LLC
Census Tables: P1, P2 (2010, 2020)
* Census data is for the population within the City limits, not the within the UGB.

The share of the population identifying as Hispanic or Latino (who may also fall under any of the racial categories) has grown from 5% to 8% of the population, indicating roughly 600 people as of the 2020 census (within the city boundary, not UGB).

Minority households tend to have larger average household size than the average of all households (Figure 2.7). This indicates a need for larger housing units on average among minority households.

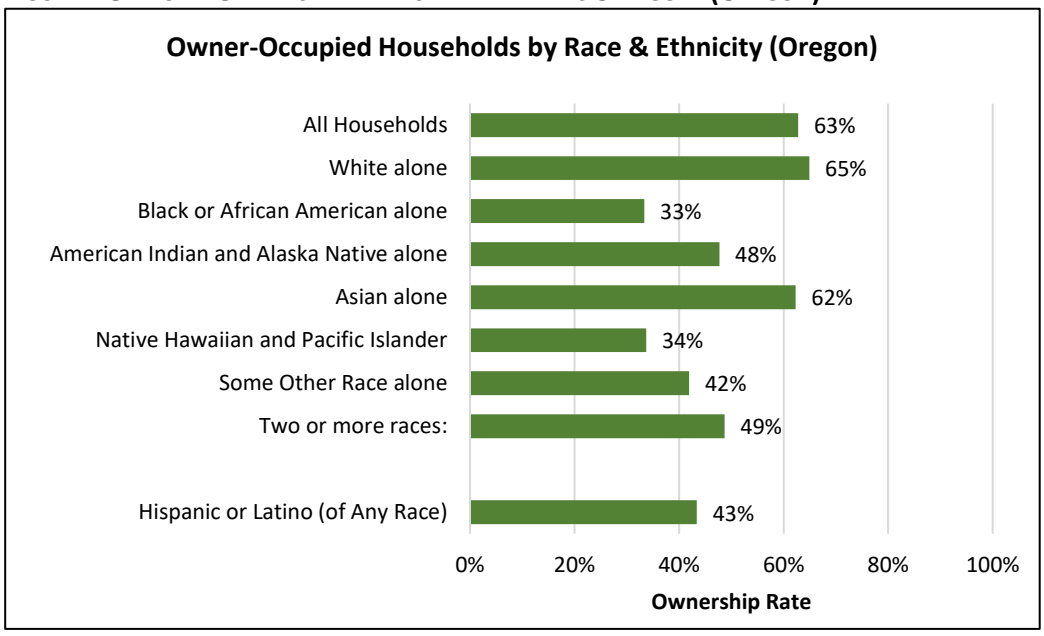
FIGURE 2.7: AVERAGE HOUSEHOLD SIZE BY RACIAL AND ETHNIC CATEGORY (OREGON)



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: P17A-H, (State of Oregon, 2010)
* This data is presented on a statewide basis using the most recent Census data available (2010). The data for the Scappoose or Columbia County geographies feature unusually large margins of error due to small sample size.

Racial and ethnic minorities are less likely to own the homes they occupy based on statewide data (Figure 2.8) meaning that they tend to have a greater need for rental units.

FIGURE 2.8: HOME OWNERSHIP BY RACIAL AND ETHNIC CATEGORY (OREGON)



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25003A-H, (State of Oregon, 2020 ACS 5-year)
* This data is presented on a statewide basis using the most recent Census data available (2010). The data for the Scappoose or Columbia County geographies feature unusually large margins of error due to small sample size.

Populations from racial and ethnic minority groups also have lower average incomes and are more likely to have income below the official poverty level compared to the total population. This is correlated with their greater share of renter households and will also impact the types of housing they consume, as discussed more below.

H. Income Trends

The following figure presents data on Scappoose's income trends.

Figure 2.9: Income Trends, 2000 – 2023 (Scappoose)

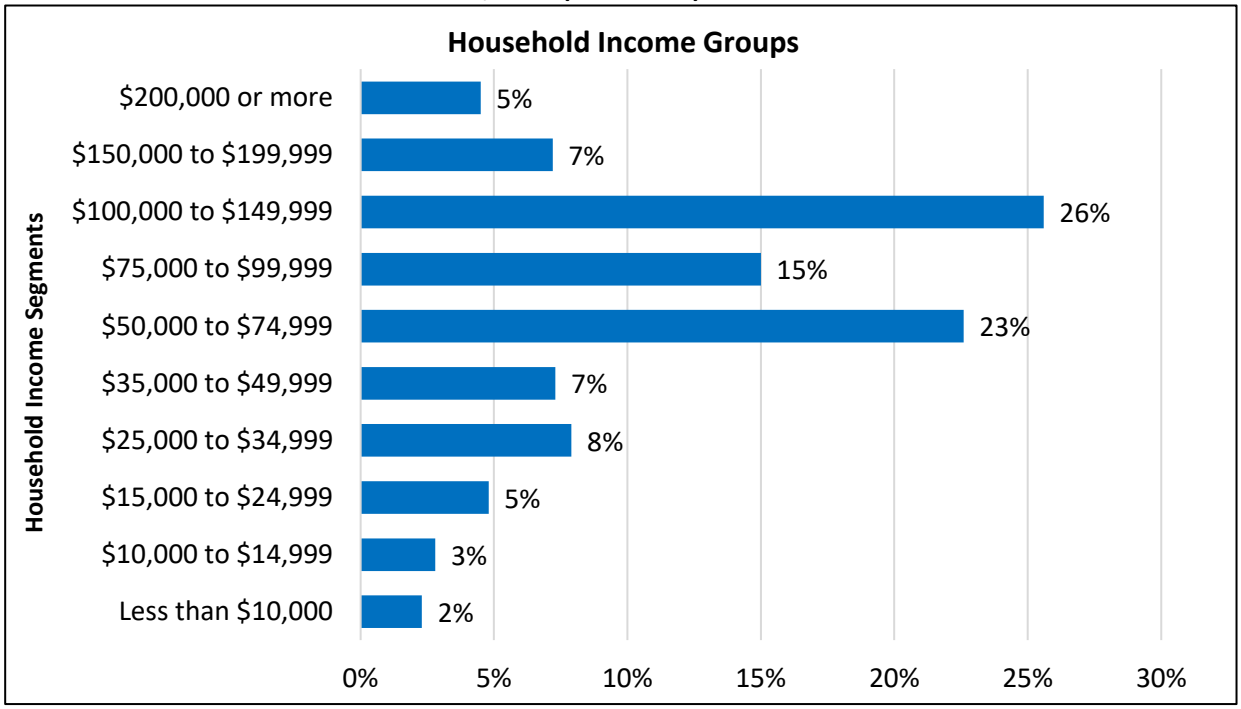
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000 (Census)	2020 (Census)	Growth 00-20	2023 (Proj.)	Growth 20-23
Per Capita ($)	$20,837	$35,997	na	$39,073	9%
Median HH ($)	$47,796	$79,375	na	$85,650	8%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2020); DP-3 (2000); S1901; S19301

- Scappoose's estimated median household income was $79,375 as of the 2020 ACS 5-Year estimates. This was27% higher than the Columbia County median of $62,300, and 42% higher than the statewide median of $56,000. Projected forward three years, using the average growth rate achieved between 2000 and 2020, the median household income in 2023 will be an estimated $85,650.
- Using the same methodology, Scappoose's per capita income will be roughly $39,000 in 2023.
- Median income grew an estimated 66% between 2000 and 2020, in real dollars. Inflation was an estimated 56% over this period, so the local median income has well exceeded inflation. This is not the case in many regions and nationally, where income growth has not kept pace with inflation.

Figure 2.10: Household Income Cohorts, 2020 (Scappoose)



SOURCE: US Census, Census Tables: S1901 (2020 ACS 5-yr Est.)

Figure 2.10 presents the estimated distribution of households by income as of 2020. The largest income cohorts are those households earning between $100k and $150k, followed by households earning between $50,000 and $75,000. Thirty-eight percent of households earn more than $100,000.

- 25% of households earn less than $50k per year, while 75% of households earn $50k or more.

- 10% of households earn less than $25k per year.

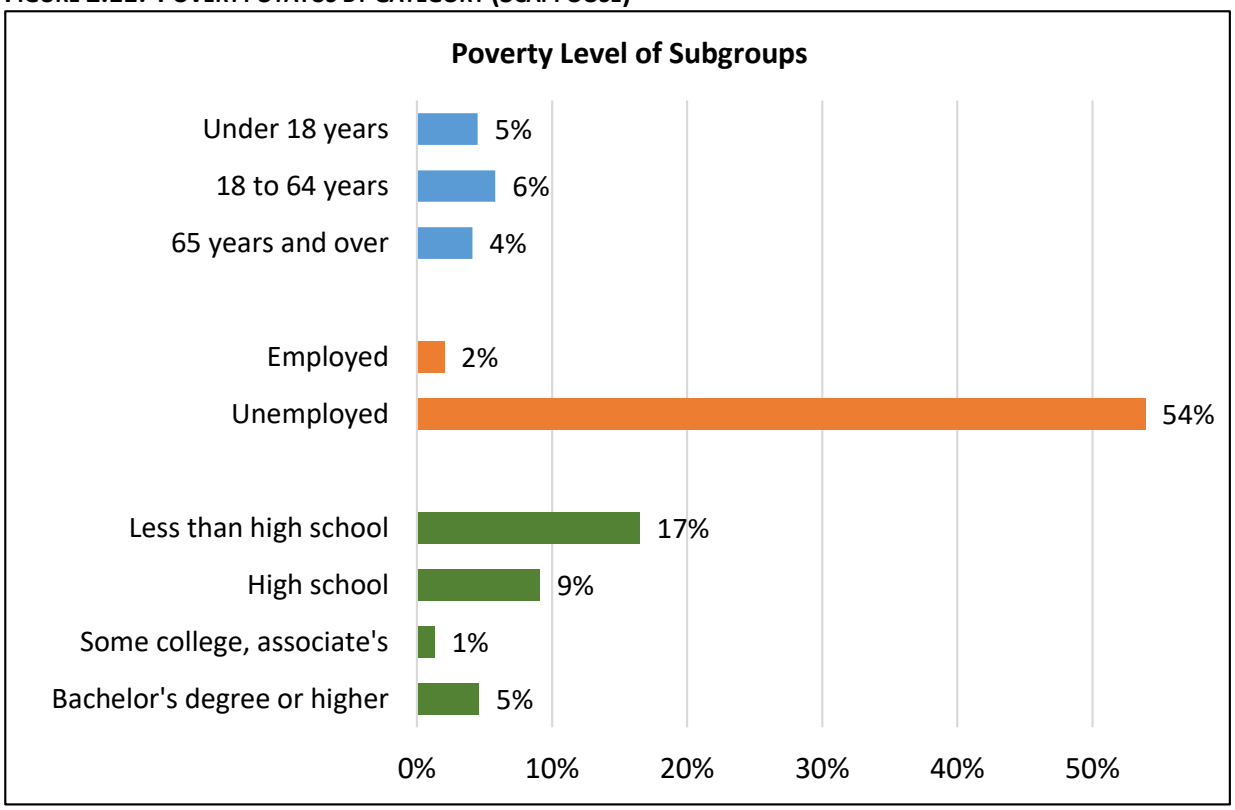
I. POVERTY STATISTICS

According to the US Census, the official poverty rate in Scappoose is an estimated 5% over the most recent period reported (2020 5-year estimates).[3] This is roughly 380 individuals in Scappoose. In comparison, the official poverty rate in Columbia County is 12%, and at the state level is 17%. In the 2016-20 period:

- The Scappoose poverty rate is low among most groups, falling between 4% to 6% across age groups.
- For those without a high school diploma, the poverty rate is 17%. For those with higher rates of education, the estimated poverty rate falls.
- Among those who are unemployed the poverty rate is 54%, while it is 2% for those who are employed.

Information on affordable housing is presented in Section III of this report.

FIGURE 2.11: POVERTY STATUS BY CATEGORY (SCAPPOOSE)



SOURCE: US Census
Census Tables: S1701 (2020 ACS 5-yr Est.)

J. EMPLOYMENT LOCATION TRENDS

This section provides an overview of employment and industry trends in Scappoose that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Scappoose according to the Census Employment Dynamics Database. These figures reflect "covered employment" as of 2019, the most recent year available. Covered employment refers to those jobs where the employee is covered by federal unemployment insurance. This category does not include many contract employees and self-employed and

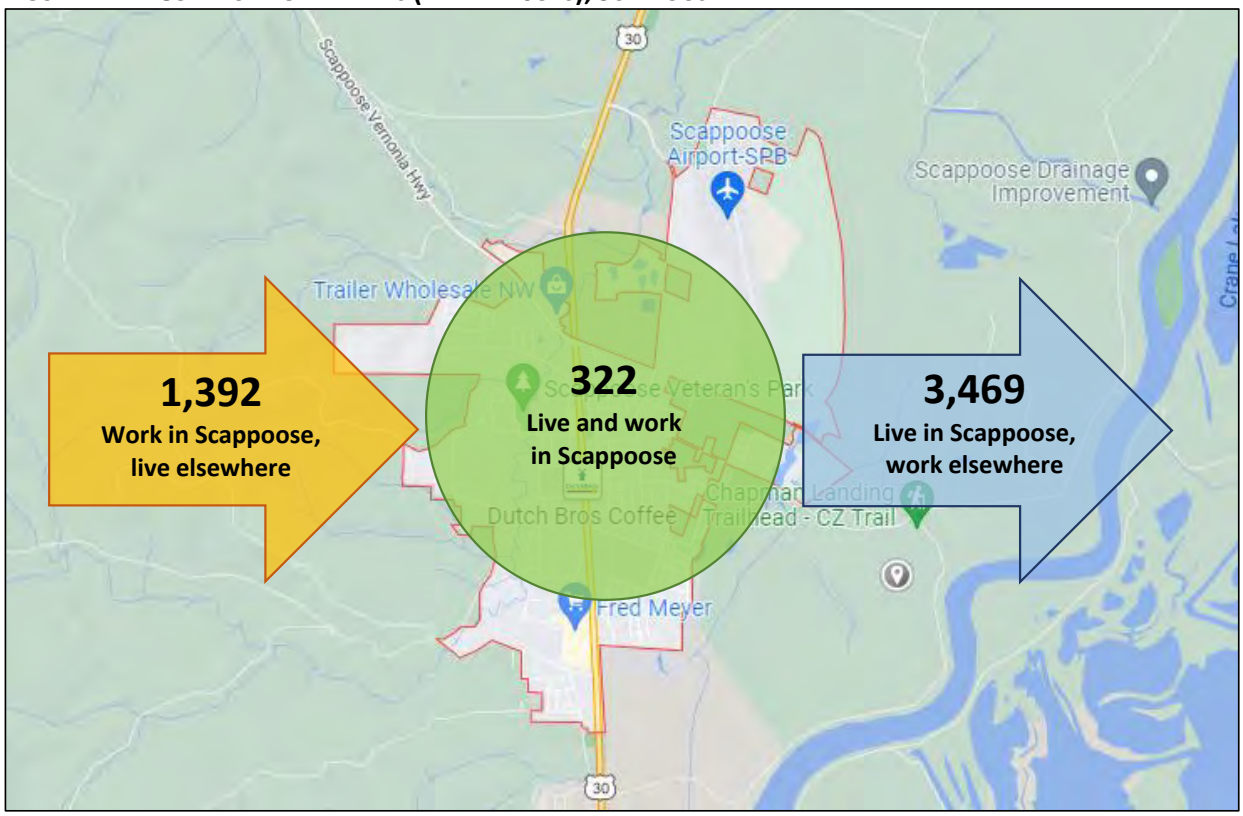
[3] Census Tables: S1701 (2020 ACS 5-yr Estimates)

therefore is not a complete picture of local employment. The figure discussed here is best understood as indicators of the general pattern of commuting and not exact figures.

As of 2019, the Census estimated there were roughly 1,715 covered employment jobs located in Scappoose. Of these, an estimated 322 or 19%, were held by local residents, while nearly 1,400 employees commuted into the city from elsewhere. This general pattern is fairly common among many communities within commuting distance to the Metro area. The most common places of residence of workers commuting into the city are St. Helens, Portland, Hillsboro, and Warren.

Similarly, of the estimated 3,790 employed Scappoose residents, 92% of them commute elsewhere to their employment. The most common destinations for Scappoose commuters are Portland, Hillsboro, St. Helens and Beaverton. Smaller shares work elsewhere in the Portland metro or in the mid-Willamette Valley.

FIGURE 2.12: COMMUTING PATTERNS (PRIMARY JOBS), SCAPPOOSE



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: Scappoose features a low jobs-to-households ratio. There are an estimated 1,715 jobs in Scappoose (covered), and an estimated 3,458 households in the Scappoose UGB. This represents 0.5 jobs per household. There is no standard jobs-to-households ratio that is right for all communities, but it can provide a guide to the balance between employment uses and residential uses in the city. In the case of Scappoose, most working local residents must work outside of the community.

III. CURRENT HOUSING CONDITIONS

This section presents a profile of the current housing stock and market indicators in Scappoose. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

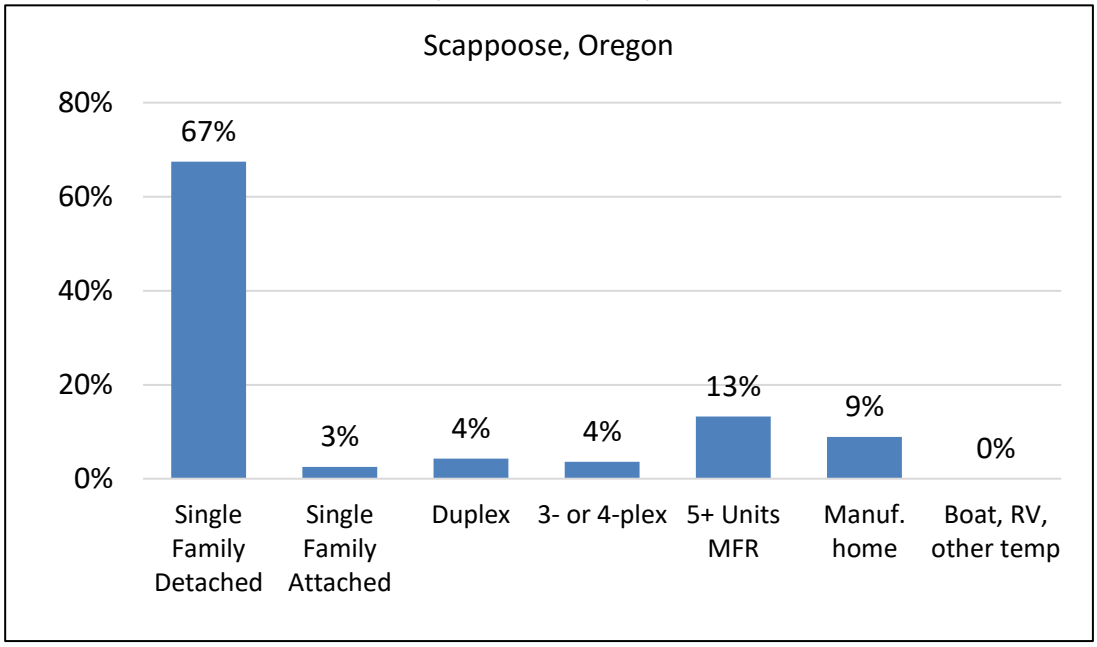
Scappoose has a greater share of homeowner households than renter households. A blended estimate of data from the American Community Survey over the past decade[4] estimates that 69% of occupied units were owner occupied, and 31% renter occupied. The ownership rate is similar to the rate in 2000 (70%). During this period the statewide ownership rate fell to 61%. Nationally, the homeownership rate is now near the historical average of 65%, after climbing from the late 1990's to 2004.

The estimated ownership rate is higher across Columbia County (75%) and lower statewide (61%).

B. HOUSING STOCK

As shown in Figure 2.1, the Scappoose UGB will have an estimated 3,578 housing units in 2023, with a vacancy rate of just 2.5% (includes ownership and rental units). By 2023, the housing stock is projected to have increased by nearly 1,420 units since 2000, or growth of 66%.

FIGURE 3.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2023



SOURCE: US Census, City of Scappoose

Figure 3.1 shows the estimated number of units by type in 2023 based on forecasting forward from the most recent US Census and ACS data. Detached single-family homes represent an estimated 67% of housing units. Manufactured homes represent an additional 9% of the inventory.

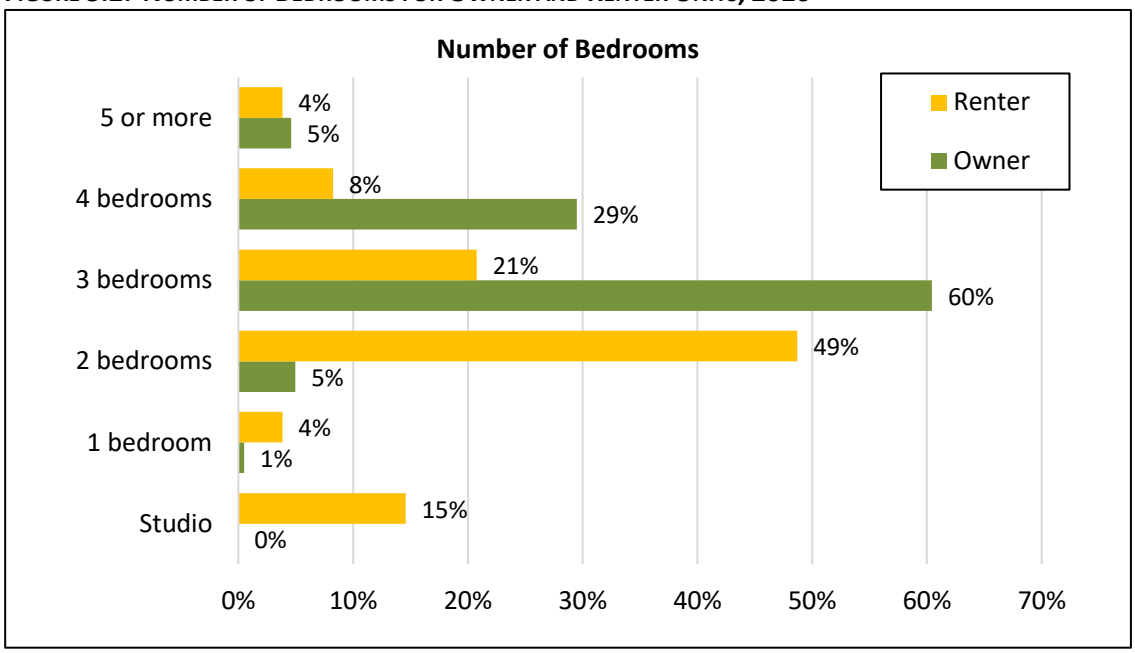
Units in larger apartment complexes of 5 or more units represent only 13% of units, and other types of attached homes represent an additional 11% of units. (Attached single family generally includes townhomes, and some 2 to 4-plexes which are separately metered.)

[4] The most recent ACS 5-year data from 2020, showed a significant jump in the ownership rate to 73%, from an estimate of 69% in the 2019 ACS 5-year data. The 2020 estimate seems like an anomaly, and also featured a higher margin of error than prior years. In order to arrive at a more dependable assumption for tenure in Scappoose, this analysis uses a blended average of the estimated ownership rate between the 2010 Census, and the ACS 5-year data of each subsequent year (2011 – 2020), for a total count of 11 estimates. The median and mean average of these years is an ownership rate of 69%. All but two of the data points were between 68% and 71%, with the outliers being 73% (2020) and 66% (2018).

C. Number of Bedrooms

Figure 3.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are much more likely to have three or more bedrooms, while renter-occupied units are more likely to have two or fewer bedrooms. However, rental units with three or more bedrooms do make up nearly 40% of units.

Figure 3.2: Number of Bedrooms for Owner and Renter Units, 2020



SOURCE: US Census
Census Tables: B25042 (2020 ACS 5-year Estimates)

D. Unit Types by Tenure

As Figure 3.3 and 3.4 show, a large share of owner-occupied units (88%), are detached homes, which is related to why owner-occupied units tend to have more bedrooms. Renter-occupied units are much more distributed among a range of structure types. About 27% of rented units are estimated to be detached homes or manufactured homes, while the remainder are some forms of attached unit. Nearly 42% of rental units are in larger apartment complexes.

Figure 3.3: Current Inventory by Unit Type, for Ownership and Rental Housing

Ownership Housing

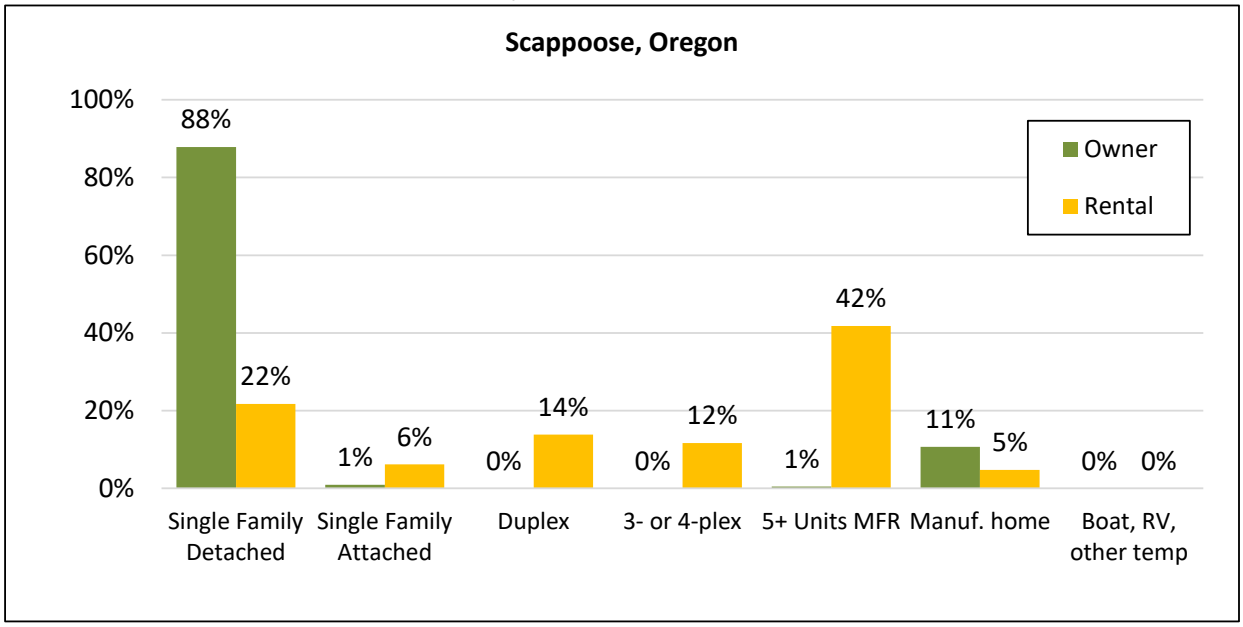
OWNERSHIP HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	2,174	23	0	0	13	265	0	2,476
Percentage:	87.8%	0.9%	0.0%	0.0%	0.5%	10.7%	0.0%	100%

Rental Housing

RENTAL HOUSING								
	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units
Totals:	239	68	152	129	461	53	0	1,102
Percentage:	21.7%	6.2%	13.8%	11.7%	41.8%	4.8%	0.0%	100%

Sources: US Census, Johnson Economics, City of Scappoose

FIGURE 3.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

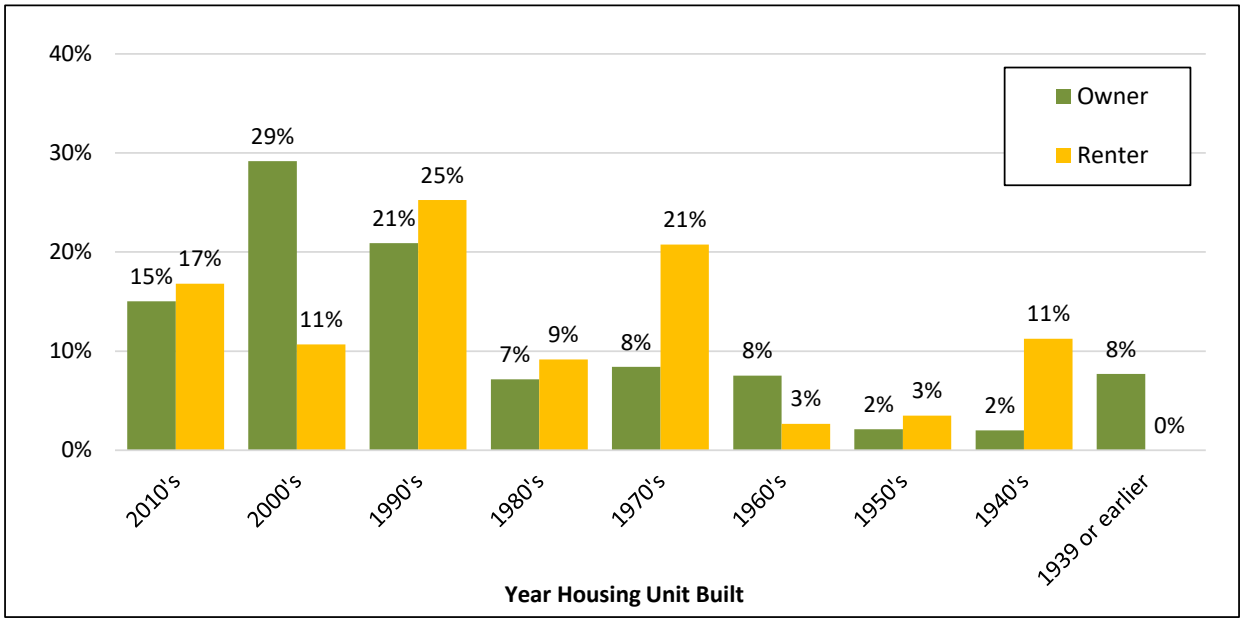


Sources: US Census, JOHNSON ECONOMICS, CITY OF SCAPPOOSE

E. AGE AND CONDITION OF HOUSING STOCK

Scappoose's housing stock reflects the pattern of development over time. An estimated 15% of owner housing and 17% of renter housing has been built over the last decade. An additional 50% of ownership housing was built in the 1990's and 2000's. Much of the remaining rental stock was built in the 1990's and 1970's.

FIGURE 3.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
Census Tables: B25036 (2020 ACS 5-year Estimates)

- Unfortunately, good quantitative data on housing condition is generally unavailable without an intensive on-site survey of all local housing that is beyond the scope of this analysis. Census categories related to housing condition are ill-suited for this analysis, dealing with such issues as units without indoor plumbing, which was more common in the mid-20th Century, but is an increasingly rare situation. Age of units serves as the closest reliable proxy for condition with available data.

- For ownership units, older homes may be in poor condition, but are also more likely to have undergone some repair and renovation over the years. Rental units are more likely to degrade steadily with age and wear-and-tear, and less likely to receive sufficient reinvestment to keep them in top condition, though this is not universally true.

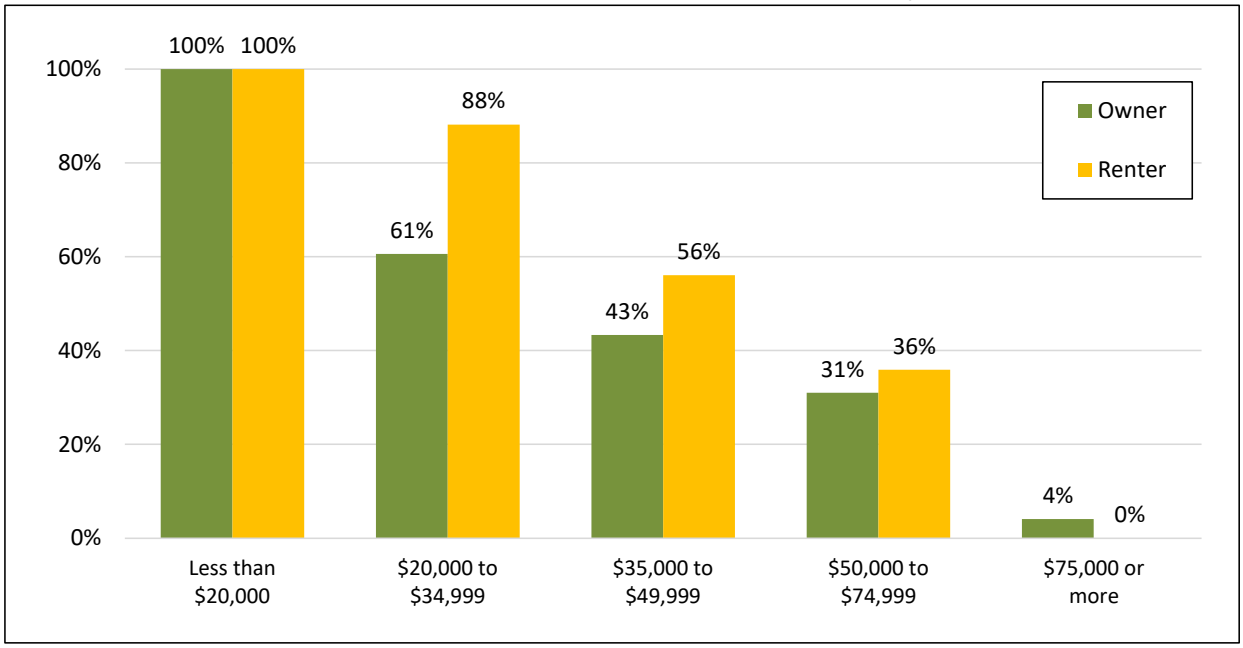
F. Housing Costs vs. Local Incomes

Figure 3.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. Spending 30% or less on housing costs is a common measure of "affordability" used by HUD and others, and in the analysis presented in this report. Households spending more than 30% of income on housing are defined by HUD as "rent burdened" or "cost burdened."

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% of their incomes on housing costs. Of those earning less than $20,000, it is estimated that all of owner and renter households spend more than 30% of income on housing costs.

In total, the US Census estimates that over 27% of Scappoose households pay more than 30% of income towards housing costs (2020 American Community Survey, B25106)

Figure 3.6: Share of Households Spending More than 30% on Housing Costs, by Income Group



Sources: US Census, Johnson Economics
Census Table: B25106 (2020ACS 5-yr Estimates)

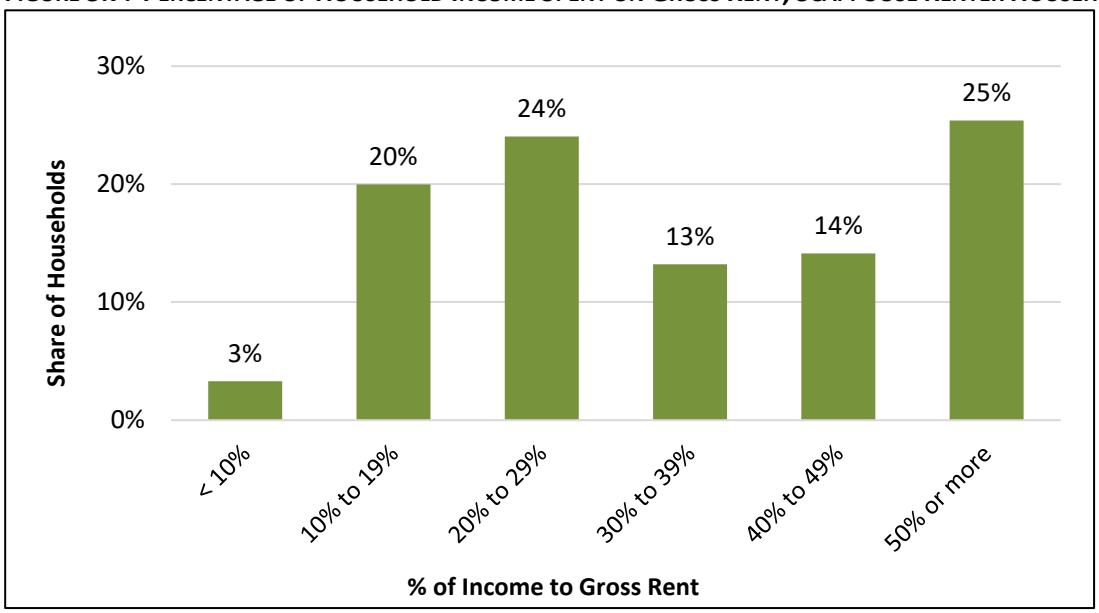
Housing is generally one of a household's largest living costs, if not the largest. The ability to find affordable housing options, and even build wealth through ownership, is one of the biggest contributors to helping lower income households save and cultivate wealth. Even if renting, affordable housing costs allow for more household income to be put to other needs, including savings.

The following figure shows the percentage of household income spent towards gross rent[5] for local renter households only. This more fine-grained data shows that not only are 52% of renters spending more than 30% of their income on gross rent, but an estimated 25% of renters are spending 50% or more of their income on housing and are considered severely rent-burdened.

[5] The Census defines Gross Rent as "the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else)." Housing costs for homeowners include mortgage, property taxes, insurance, utilities and condo or HOA dues.

Renters are disproportionately lower income relative to homeowners. Housing cost burdens are felt more broadly for these households, and as the analysis presented in a later section shows there is a need for more affordable rental units in Scappoose, as in most communities.

FIGURE 3.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, SCAPPOOSE RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
Census Table: B25070 (2020 ACS 5-yr Estimates)

G. PUBLICLY ASSISTED HOUSING

Scappoose is home to 47 subsidized affordable units in three separate properties. One property offers 22 units for agricultural workers. Two properties offer a total of 25 units for the elderly or disabled. These are properties that are funded through HUD programs, tax credits and other programs which guarantee subsidized rents for qualified households.

The high share of renters paying over 30% of their income towards housing costs indicates that there is an ongoing need for rental units at the lowest price points.

Agricultural Worker Housing: Scappoose is currently home to one property dedicated to agricultural workers with 22 units. Many farm businesses in the region provide some temporary or permanent housing for their workers outside of incorporated cities as well. This population may also be served by other available affordable units.

Homelessness:
The most recent one-night "Point in Time" homeless count reported by the Oregon Department of Housing and Community Services (OHCS) was in 2019. The count found an estimated 342 homeless individuals *across the county*. While the Point-in-Time count is one of the few systematized efforts to count homelessness across the country in a regular, structured way, it is widely thought to undercount the population of homeless and precarious households. In particular, those staying temporarily in the homes of friends and family are in a precarious housing situation, but unlikely to be counted in the one-night count. In addition to the impossibility of finding all homeless people on the streets, the count is conducted in late January, when homeless counts are likely near their lowest of the year due to the inclement weather and relies on self-reporting.

A recent analysis prepared for OHCS to test a potential approach for preparing Housing Needs Analyses on a regional basis, included estimates of homeless population in Oregon communities, including Scappoose. The approach utilizes a combination of data from the bi-annual Point-in-Time count and from tracking of homeless school-aged children in keeping with the McKinney-Vento Act. The analysis estimated 145 homeless households in

Scappoose as of mid-2020. These include households who are unsheltered, in temporary shelter, or staying with friends or relatives. These households are a component of current and future housing need.

The persistence of homelessness speaks to the need for continuing to build a full spectrum of services and housing types to shelter this population, from temporary shelter to subsidized affordable housing.
An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall, is included in the following sections of this report.

IV. CURRENT HOUSING NEEDS (CITY OF SCAPPOOSE UGB)

The profile of current housing conditions in the study area is based on Census 2020 and informed by the Portland State University Population Research Center (PRC). The 2020 Census estimate was projected forward to 2023 using the PSU forecasted growth rate of 1.3% between 2020 and 2023. In addition, the estimated number of residents living outside the city boundary, but within the UGB was counted.

FIGURE 4.1: CURRENT HOUSING PROFILE (2023)

CURRENT HOUSING CONDITIONS (2023)			SOURCE
Total 2023 Population:	8,878		PSU Pop. Research Center
- Estimated group housing population:	46	(0.5% of Total)	US Census
Estimated Non-Group 2023 Population:	**8,833**	(Total - Group)	
Avg. HH Size:	2.54		US Census
Estimated Non-Group 2023 Households:	**3,491**	(Pop/HH Size)	
Total Housing Units:	**3,578**	(Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	3,491	(= # of HH)	
Vacant Housing Units:	87	(Total HH - Occupied)	
Current Vacancy Rate:	2.4%	(Vacant units/ Total units)	

Sources: Johnson Economics, City of Scappoose, PSU Population Research Center, U.S. Census

*This table reflects population, household and housing unit projections shown in Figure 2.1

We estimate a 2023 population of roughly 8,900 residents within the UGB, living in 3,491 households (excluding group living situations). Average household size is 2.54 persons.

There are an estimated 3,578 housing units in the UGB, indicating a very low estimated vacancy rate of 2.5%. This includes units vacant for any reason, not just those which are currently for sale or rent.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age, and tenure by income, from the Census American Community Survey (tables: B25007 and B25118, 2019 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 4.2 presents a snapshot of current housing demand (i.e., preferences) equal to the number of households in the study area (3,458). The breakdown of tenure (owners vs. renters) reflects data from the 2019 ACS.[6]

FIGURE 4.2: ESTIMATE OF CURRENT HOUSING DEMAND (2023)

Ownership				
Price Range	**# of Households**	**Income Range**	**% of Total**	**Cumulative**
$0k - $80k	65	Less than $15,000	2.7%	2.7%
$80k - $130k	118	$15,000 - $24,999	4.9%	7.6%
$130k - $180k	96	$25,000 - $34,999	4.0%	11.6%
$180k - $240k	203	$35,000 - $49,999	8.4%	20.0%
$240k - $320k	330	$50,000 - $74,999	13.7%	33.7%
$320k - $370k	373	$75,000 - $99,999	15.5%	49.1%
$370k - $440k	312	$100,000 - $124,999	12.9%	62.0%
$440k - $510k	268	$125,000 - $149,999	11.1%	73.1%
$510k - $680k	330	$150,000 - $199,999	13.6%	86.8%
$680k +	320	$200,000+	13.2%	100.0%
Totals:	**2,416**		**% of All:**	**69.2%**

Rental				
Rent Level	**# of Households**	**Income Range**	**% of Total**	**Cumulative**
$0 - $400	120	Less than $15,000	11.2%	11.2%
$400 - $700	105	$15,000 - $24,999	9.7%	20.9%
$700 - $900	204	$25,000 - $34,999	19.0%	39.9%
$900 - $1200	162	$35,000 - $49,999	15.1%	55.0%
$1200 - $1600	203	$50,000 - $74,999	18.9%	73.9%
$1600 - $1900	33	$75,000 - $99,999	3.1%	76.9%
$1900 - $2200	82	$100,000 - $124,999	7.6%	84.6%
$2200 - $2500	96	$125,000 - $149,999	9.0%	93.5%
$2500 - $3400	44	$150,000 - $199,999	4.1%	97.7%
$3400 +	25	$200,000+	2.3%	100.0%
Totals:	**1,075**		**% of All:**	**30.8%**

All Households
3,491

Sources: PSU Population Research Center, Claritas., Census, JOHNSON ECONOMICS
Census Tables: B25007, B25106, B25118 (2019 ACS 5-yr Estimates)
Claritas: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than $15,000) would have to cost $80,000 or less. Affordable rent for someone in this category would be $400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with a 10% down payment. These

[6] As discussed in Footnote 4 (page 10), this analysis has used a blended average of Census tenure estimates over the last decade. That blended average arrived at an estimate of 69% ownership rate. The 2019 ACS 5-year data tenure data also reports a 69% ownership rate. Specific tables from that ACS are used here to reflect the blended ownership rate.

assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

Since the 2020 Covid-19 emergency, the Federal Reserve has again cut their benchmark funds rate to near zero, which has reduced mortgage rates moderately, but not dramatically. The economic uncertainty has the effect of making lenders more cautious, and this can balance the effect of a lower federal rate.

CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 4.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figures 4.3 and 4.4 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Scappoose was estimated based on permit data from the City of Scappoose and Census data from the most recently available 2020 ACS, which provides a profile of housing types (single family, attached, manufactured home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used.

- An estimated 69% of housing units are ownership units, while an estimated 31% of housing units are rental units. This is similar to the estimated demand profile shown in Figure 4.2. The inventory includes vacant units.

- 88% of ownership units are detached homes, along with 11% manufactured homes and a few attached units. Twenty-seven percent of rental units are either single family homes or manufactured homes, while 42% are in structures of 5 units or more.

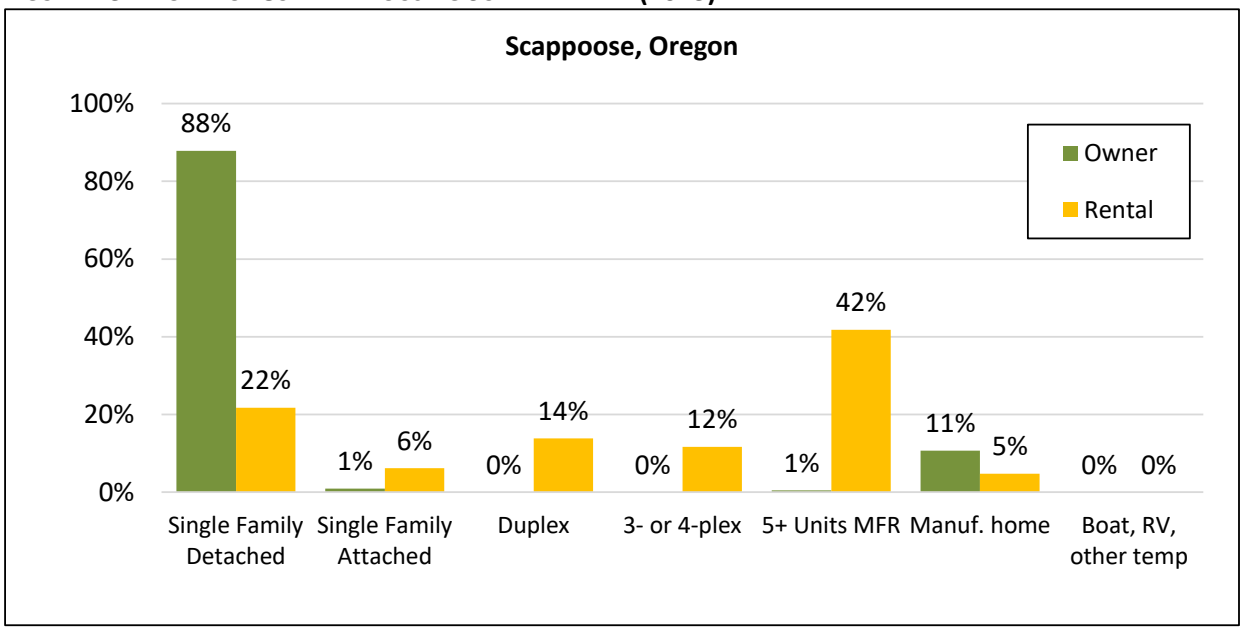
- Of total housing units, an estimated 68% are detached homes, and an additional 9% are manufactured homes. Twenty-three percent are some sort of attached unit type.

- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).

- Most subsidized affordable housing units found in the city are represented by the inventory at the lowest end of the rental spectrum.

- Ownership housing found at the lower end of the value spectrum generally reflect older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current *property value or current housing cost to the owner*, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

FIGURE 4.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2023)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
Census Tables: B25004, B25032, B25063, B25075 (2020 ACS 5-yr Estimates)

FIGURE 4.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2023)

Income Range	Ownership Housing: Affordable Price Level	Ownership Housing: Estimated Units	Rental Housing: Affordable Rent Level	Rental Housing: Estimated Units	Share of Total Units
Less than $15,000	$0k - $80k	68	$0 - $400	34	3%
$15,000 - $24,999	$80k - $130k	100	$400 - $700	188	8%
$25,000 - $34,999	$130k - $180k	131	$700 - $900	146	8%
$35,000 - $49,999	$180k - $240k	384	$900 - $1200	128	14%
$50,000 - $74,999	$240k - $320k	733	$1200 - $1600	352	30%
$75,000 - $99,999	$320k - $370k	449	$1600 - $1900	106	16%
$100,000 - $124,999	$370k - $440k	377	$1900 - $2200	66	12%
$125,000 - $149,999	$440k - $510k	144	$2200 - $2500	46	5%
$150,000 - $199,999	$510k - $680k	54	$2500 - $3400	36	3%
$200,000+	$680k +	35	$3400 +	1	1%
	69%	2,476	31%	1,102	0% 10% 20% 30%

Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
Census Tables: B25004, B25032, B25063, B25075 (2020 ACS 5-yr Estimates)

- Most housing in Scappoose is found in price and rent levels affordable to those earning at least $50,000 per year. Thirty-three percent of housing is estimated to be affordable to those earning less than this.

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

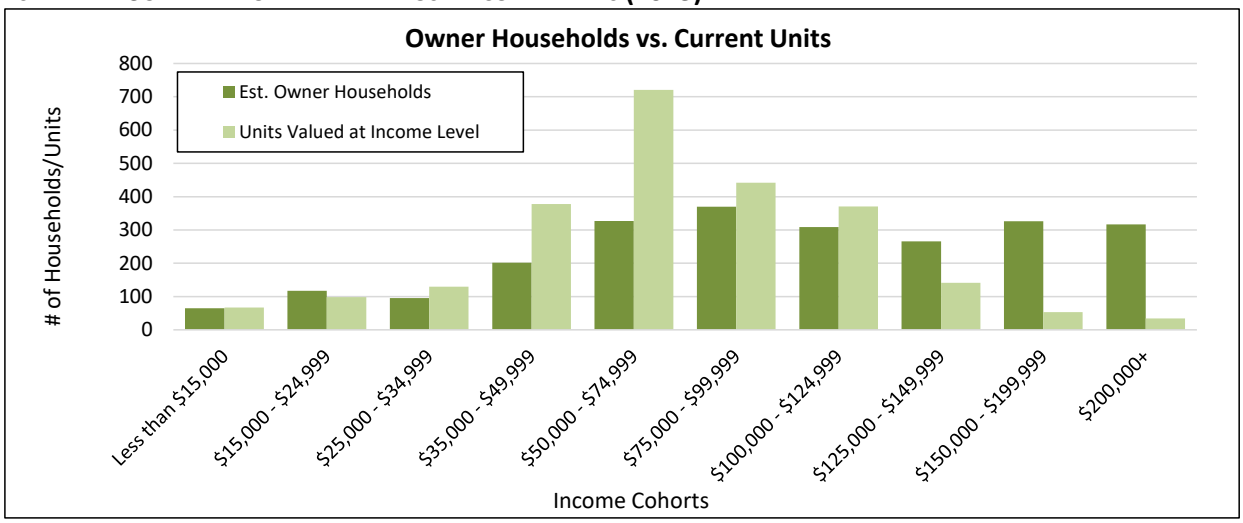
A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available. The estimated number of units outnumbers the number of households by roughly 120 units, indicating an average vacancy rate of 3%.

In general, this identifies that the lower and middle portion of the market is generally well supplied for ownership households. There is a finding that upper income households in Scappoose could perhaps support some more expensive housing supply, though the large amount of new housing built in recent years is filling this niche. The largest supply is found around the middle price points, near the median home price, while income is more broadly distributed.

According to online property listings and Census estimates, the current market rates for most rental units are in the $900 to $1,600/month range, depending on unit size. There is still a cluster of rental housing in the community that is lower cost to the current tenants. These units are likely held by long-term tenants and would become more expensive if they were re-tenanted. There is support for more rental housing appropriate for lower-to-middle income households earning less than $50,000 per year. Rentals at the most expensive levels generally represent single family homes for rent.

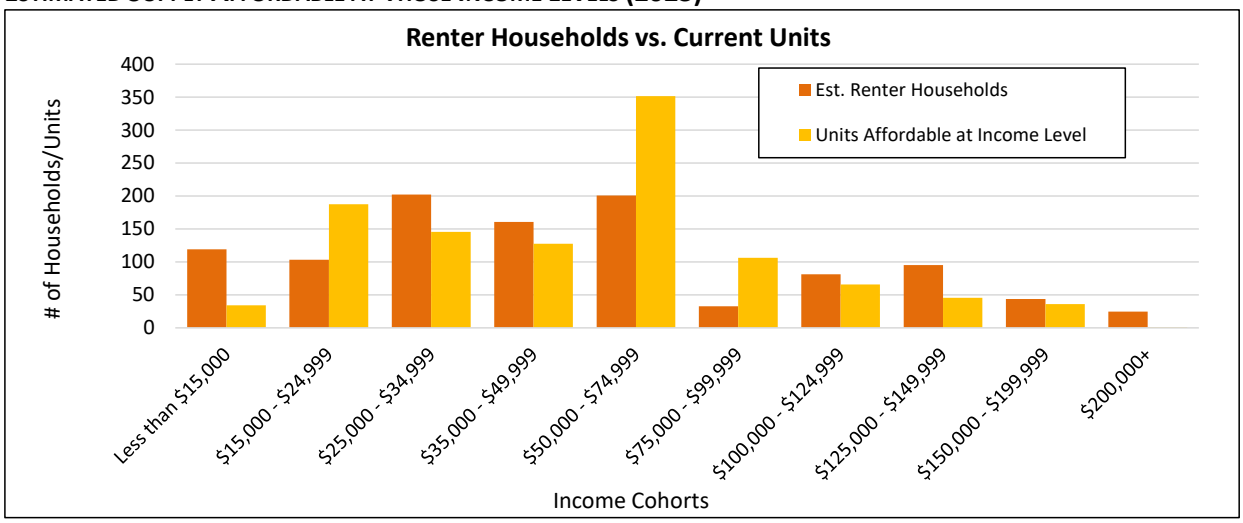
Figures 4.5 and 4.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently valued (ownership) or priced (rentals) within those income ranges. The data is presented for owner and renter households. (These figures present an estimate of current housing costs for current households. Some households may have a home price or rent that is tied to an earlier, lower-cost period. However, these same units, if relisted for sale or rent would likely have their cost set to market, and therefore be more expensive.)

FIGURE 4.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2023)



Sources: PSU Population Research Center, City of Scappoose, Census, JOHNSON ECONOMICS

FIGURE 4.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2023)



Sources: PSU Population Research Center, City of Scappoose, Census, JOHNSON ECONOMICS

The home value and rent segments which show a "surplus" in Figures 4.5 and 4.6 illustrate where current property values and rent levels are in Scappoose. Housing prices and rent levels will tend to congregate around those market levels. These levels will be too costly for some (i.e., require more than 30% in gross income) or "too affordable" for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available and they had the preference).

In general, these findings demonstrate that there are few excess lower-value housing opportunities for many owner households, though the supply is fairly well matched with the current demand. This may include more attached types of units such as townhomes, or smaller units such as condos or cottage clusters. There is also potential support for some more expensive types of ownership housing. There may be support for more modern rental units aimed at lower-income households. (Housing need at specific income levels is discussed in more detail in Section V.)

HOME SALE PRICES

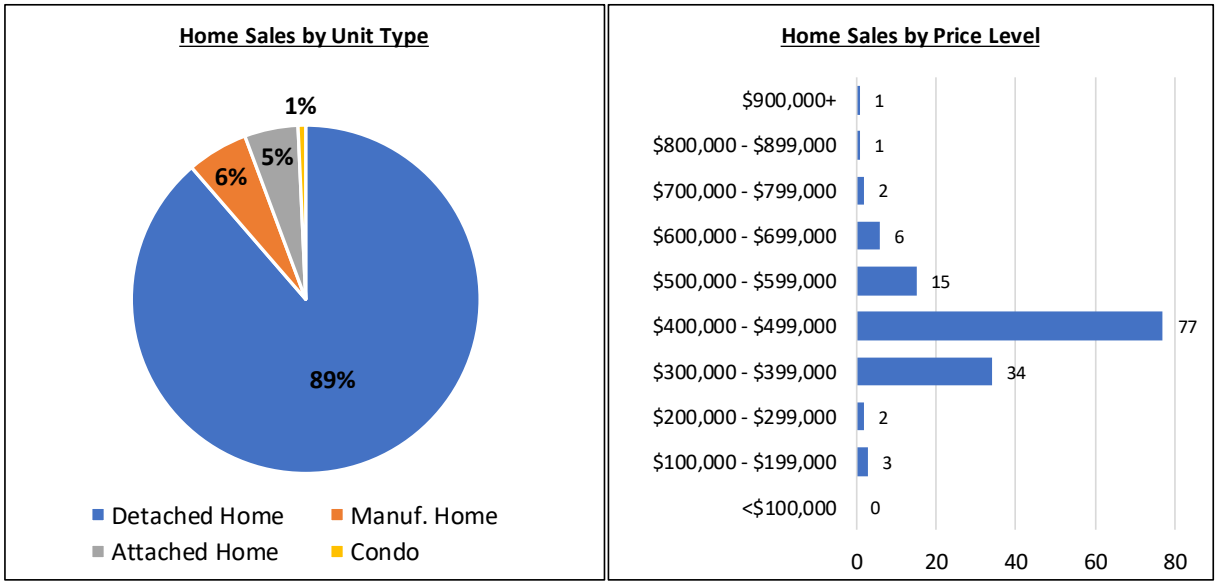
It is important to note that the figures presented in the prior section represent estimates of current *property value or current housing cost to the owner*, not the current market pricing of homes for sale in the city. For instance, a household living in a manufactured home that has been paid off over many years may have relatively low housing costs. This indicates that one owner household is living in a "lower value" unit. It does **not** indicate that units at this price point are available on the current market.

If this hypothetical household were to sell their home, it would sell at a higher price reflecting inflation and current achievable market prices. For this reason, many of the lower value or lower rent units found in the previous section will actually become higher-priced units when they are sold or become vacant.

For reference, this section presents home sales data from 2021 to indicate housing costs for new entrants into the market (Figure 4.7).

- The median sale price was $435,000.
- The average (mean) sale price was a similar $442,000.
- The average price per square foot was $261/s.f.
- The median square footage was 1,685 s.f.

FIGURE 4.7: SCAPPOOSE HOME SALES (12 MONTHS)



Sources: RMLS, JOHNSON ECONOMICS

- 24% of sales were priced between $300,000 and $399,000.
- 55% of sales were priced between $400,000 and $499,000.
- 18% of sales were priced at $500,000 or more.
- Only 4%% of sales were priced below $300,000.

Affordability: As indicated, 79% of recent sales in Scappoose took place within the $300,000 to $500,000 price range. Homes in this range should be mostly affordable to households earning between roughly $70,000 and $150,000. An estimated 35% of local households fall within these income segments.

Roughly 44% of households earn less than $70,000 per year, meaning that the bulk of housing supply on the current for-sale market is likely too expensive for most of these households.

The findings of current need form the foundation for projected future housing need, presented in the following section. The 20-year projections of housing need are meant to achieve a healthy mix of unit types and affordability levels for all residents in 2043, including meeting the needs of current residents who may not be in optimal housing situations. Therefore, the total projected housing needs are inclusive of new and current households, while reflecting that the current housing inventory must serve as the starting point.

V. FUTURE HOUSING NEEDS - 2043 (CITY OF SCAPPOOSE UGB)

The projected future (20-year) housing profile (Figure 5.1) in the UGB study area is based on the current housing profile (2023), multiplied by an assumed projected future household growth rate. The projected future growth is the forecasted 2043 population for the City of Scappoose UGB included in the most recent forecast from the PSU Population Forecast program (completed 2020). This forecast estimates that the Scappoose population will grow at a rate of 1.2% annually between 2023 and 2043. (This 1.2% annual growth rate would be slower than the annual rate experienced since 2010, which was 2% according to the Census.)

FIGURE 5.1: FUTURE HOUSING PROFILE (2043)

PROJECTED FUTURE HOUSING CONDITIONS (2023 - 2043)			SOURCE
2023 Population (Minus Group Pop.)	8,833		PSU
Projected Annual Growth Rate	1.2%	PSU Forecast Program	PSU
2043 Population (Minus Group Pop.)	11,271	(Total 2043 Population - Group Housing Pop.)	
Estimated group housing population:	58	Share of total pop. (0.5%)	US Census
Total Estimated 2043 Population:	**11,329**		
Estimated Non-Group 2043 Households:	**4,619**	(2043 Non-Group Pop./Avg. Household Size)	
New Households 2023 to 2043	1,128		
Avg. Household Size:	2.44	Projected household size	
Total Housing Units:	**4,862**	Occupied Units plus Vacant	
Occupied Housing Units:	4,619	(= Number of Non-Group Households)	
Vacant Housing Units:	243	(= Total Units - Occupied Units)	
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)	

Sources: PSU Population Research Center, Census, JOHNSON ECONOMICS LLC
*Projections are applied to estimates of 2021 population, household and housing units shown in Figure 2.1

The model projects growth in the number of non-group households over 20 years of roughly 1,125 households, with accompanying population growth of 2,500 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2043)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households *but does not include a vacancy assumption*. *The vacancy assumption is added in the subsequent step.* Therefore, the need identified below is the total need for actual households in occupied units (4,619).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2043 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low-income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 10% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in current dollars.

Figure 5.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2043.

FIGURE 5.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2043)

Ownership				
Price Range	**# of Households**	**Income Range**	**% of Total**	**Cumulative**
$0k - $80k	83	Less than $15,000	2.6%	2.6%
$80k - $130k	153	$15,000 - $24,999	4.8%	7.4%
$130k - $180k	122	$25,000 - $34,999	3.9%	11.3%
$180k - $240k	262	$35,000 - $49,999	8.3%	19.6%
$240k - $320k	426	$50,000 - $74,999	13.5%	33.0%
$320k - $370k	494	$75,000 - $99,999	15.6%	48.6%
$370k - $440k	412	$100,000 - $124,999	13.0%	61.7%
$440k - $510k	355	$125,000 - $149,999	11.2%	72.9%
$510k - $680k	436	$150,000 - $199,999	13.8%	86.6%
$680k +	423	$200,000+	13.4%	100.0%
Totals:	**3,166**		**% of All:**	**68.6%**

Rental				
Rent Level	**# of Households**	**Income Range**	**% of Total**	**Cumulative**
$0 - $400	163	Less than $15,000	11.2%	11.2%
$400 - $700	142	$15,000 - $24,999	9.8%	21.0%
$700 - $900	276	$25,000 - $34,999	19.0%	40.0%
$900 - $1200	222	$35,000 - $49,999	15.3%	55.2%
$1200 - $1600	279	$50,000 - $74,999	19.2%	74.4%
$1600 - $1900	44	$75,000 - $99,999	3.0%	77.4%
$1900 - $2200	108	$100,000 - $124,999	7.5%	84.9%
$2200 - $2500	128	$125,000 - $149,999	8.8%	93.7%
$2500 - $3400	59	$150,000 - $199,999	4.0%	97.7%
$3400 +	33	$200,000+	2.3%	100.0%
Totals:	**1,453**		**% of All:**	**31.4%**

All Units
4,619

Sources: Census, Claritas, JOHNSON ECONOMICS

The number of households across the income spectrum seeking a range of both ownership and rental housing is anticipated to grow. It is projected that the homeownership rate in Scappoose will remain stable over the next 20 years at 69%.

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 5.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 5.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for both ownership and rental housing for the purpose of this analysis.

FIGURE 5.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2043), SCAPPOOSE

OWNERSHIP HOUSING									
			Multi-Family						
Unit Type:	Single Family Detached	Single Family Attached	2-unit	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units	% of Units
Totals:	676	51	0	0	39	92	0	857	66.8%
Percentage:	78.8%	5.9%	0.0%	0.0%	4.5%	10.7%	0.0%	100%	

RENTAL HOUSING									
			Multi-Family						
Unit Type:	Single Family Detached	Single Family Attached	2-unit	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units	% of Units
Totals:	37	39	59	50	221	20	0	427	33.2%
Percentage:	8.7%	9.2%	13.8%	11.7%	51.8%	4.8%	0.0%	100%	

TOTAL HOUSING UNITS									
			Multi-Family						
Unit Type:	Single Family Detached	Single Family Attached	2-unit	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units	% of Units
Totals:	713	90	59	50	260	112	0	**1,284**	**100%**
Percentage:	55.5%	7.0%	4.6%	3.9%	20.2%	8.7%	0.0%	100%	

Sources: PSU, City of Scappoose, Census, Claritas, JOHNSON ECONOMICS

- The results show an estimated need for nearly 1,300 new housing units by 2043.
- Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This represents more renters than the estimated tenure split, but it is projected that more rental units will need to be added to balance the disproportionate share of ownership units in the current inventory.
- There is some need for new ownership housing at the lower-middle portion of the pricing spectrum. But income trends suggest that the greatest demand will remain in the middle and higher price ranges ($300k to $600k).
- The greatest need for rental units is found at the lowest and some higher price points. Market rents are currently clustered in the $900 to $1,600 range in current dollars. Therefore, most units are to be found in this range. Many households will need rent levels lower than the market rate in order to maintain affordable housing costs (see more detail below).

Needed Unit Types

The mix of needed unit types shown in Figure 5.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have continued to constitute most of the permitted units in Scappoose, with some multi-family development. In keeping with development trends,

and the buildable land available to Scappoose, single family units are expected to continue to make up a large share of new housing development over the next 20 years. However, an increasing share of new needed units is anticipated to be attached housing types to accommodate renters and first-time home buyers.

- Over the 20-year planning period, an increasing share of households are expected to be renter households, including younger households, those with modest incomes, and the growing share of minority households in the area. These households will need not just rental units, but units of a variety of densities and sizes to accommodate single and family households.
- 64% of the new units are projected to be single family detached homes or new manufactured homes, while 36% is projected to be some form of attached housing.
- Single family attached units (townhomes on individual lots) are projected to meet 7% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex, triplex, and four-plex units are projected to represent 9% of the total need. Duplex units would include a detached single-family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- Over 20% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 9% of new needed units are projected to be manufactured home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 90% are projected to be detached single-family homes or manufactured homes, and 10% are projected to be attached forms.
- About 86% of new rental units are projected to be found in new attached buildings, with 52% projected in rental properties of 5 or more units, and 35% in other attached housing forms. 14% of new rental units are projected to be detached homes, including manufactured homes.

Needed Affordability Levels

Figure 5.4 presents the estimated need for net new housing units by major income segment, based on the projected demographics of new households to the market area. The needed affordability levels presented here are based on current dollars.

Figure 5.4 also discusses the housing types typically attainable by residents at these income levels.

FIGURE 5.4: PROJECTED NEED FOR NEW HOUSING AT DIFFERENT INCOME LEVELS

Household Income Segment		Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Income	< 30% AMI	< $29,000	<$800	<$150k	71	123	194	15%	Govt-subsidized; Voucher; Manuf. Homes
Very Low Income	30% - 50% AMI	$29k - $48k	$800-$1,100	$150k-$225k	77	108	185	14%	Aging rentals; Govt-subsidized; Voucher; M.H.
Low Income	50% - 80% AMI	$48k - $77k	$1,100-$1,600	$225k-$330k	128	101	229	18%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income	80% - 120% AMI	$77k - $116k	$1,600-$2,100	$330k-$475k	201	23	224	17%	Single-family detached; Townhomes; Small homes; New apts
Upper Income	> 120% AMI	> $116,000	$2,100 +	$475k +	380	71	451	35%	Single-family detached
TOTAL:					***857***	***427***	***1,284***	***100%***	

Sources: HUD, Census, Claritas, JOHNSON ECONOMICS

Note that Figure 5.4 presents the official state measure of "low income" used to set rent and income limits for various affordable housing program. This estimate via OHCS and HUD are based on an estimate of median income in Columbia County that is quite high (over $96k in 2021, based on a family of four), while this analysis estimates that the median income in Scappoose was a lower $86k. Because the official estimate of county median income is high, the official measure of what qualifies as "low income", or 80% of area median income (AMI), is also quite high at $77k per year in household income. Most households in this group and even some in the "very low income" group can be served by market-rate rental housing available at current rent levels in the community.

- Figure 5.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. For all households, current and new, to pay 30% or less of their income towards housing in 2043, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum ($700 and less).
- The projection of future ownership units finds that the supply at the lowest end of the spectrum will be insufficient due to the prevalence of newer homes, most of which are detached houses. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) Ownership options and lower and middle price points are often manufactured homes, townhomes, condos, and small detached homes, often on smaller lots.
- Figure 5.5 presents estimates of need at key low-income affordability levels in 2023 and in 2043. There is existing and on-going need at these levels, based on income levels specified by OHCS for Columbia County. An estimated 47% of households qualify as at least "low income" or lower on the income scale, while 15% of household qualify as "extremely low income". (Again, this is based on the official state measure of Columbia County median income for application to HUD and other affordable housing programs, which is relatively high.)
- Typically, only rent-subsidized properties can accommodate these extremely-low-income households at "affordable" housing cost levels. As noted above, most in the "low income" and some in the "very low income" groups can be served by market-rate rental housing at current rent levels (see Figure 5.4).
- The city is not obligated to produce appropriate housing for all of these groups but should ensure that local policy and zoning code accommodates market-rate and non-profit agencies who wish to pursue projects to meet the full spectrum of local housing needs.

FIGURE 5.5: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, SCAPPOOSE

Affordablilty Level	Income Level*		Current Need (2023)		Future Need (2043)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	$29,010	529	15%	723	16%	194	15%
Very Low Income	50% AMI	$48,350	1,035	30%	1,414	31%	379	30%
Low Income	80% AMI	$77,360	1,646	47%	2,255	49%	609	47%

Sources: OHCS, Claritas, JOHNSON ECONOMICS
* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

There is currently one property of 22 units meant for agricultural workers in Scappoose. Based on the assumption that this type of housing will maintain its current representation in the local housing stock, this indicates that there will be need for about 6 additional housing units dedicated specifically for agricultural workers over the planning period. However, this population may also be served by other available affordable units, and new market rate units.

VI. RECONCILIATION OF FUTURE NEED (2043) & LAND SUPPLY

This section summarizes the results of the Buildable Lands Inventory (BLI), which is presented in detail in an accompanying memo to this report. The BLI provides an estimate of the remaining buildable residential lands within the UGB, and an estimate of the capacity to hold new housing units.

The following table (Figure 6.1) presents the estimated new unit capacity of the buildable lands identified in the City of Scappoose and within the UGB (but outside the city limits). The table breaks down the City's zoning into broad categories of low, medium, and high density.[7] Residential zones, as well as mixed-use zones that can accommodate some residential uses, were included in the inventory. Figure 6.1 presents buildable acreage for vacant and partially vacant parcels.

FIGURE 6.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2022)

ZONING	CATEGORY	Net Buildable Acres (Minus ROW Assumption)			Unit Capacity	
		Vacant	Partially Vacant	Total	Units	Share
RESIDENTIAL ZONE	**Category**					
R-1	Low-Density Res.	19.0	37.7	56.6	256	21%
R-4	Low-Density Res.	14.9	36.3	51.2	277	22%
R-4 PD	Low-Density Res.	0.0	0.2	0.2	1	0%
A-1	Medium-Density Res.	2.3	0.0	2.3	16	1%
A-1 PD	Medium-Density Res.	0.0	0.0	0.0	0	0%
MH	Medium-Density Res.	0.0	9.4	9.4	72	6%
MIXED USE	**Category**					
C	High-Density Res.	0.5	0.5	1.0	5	0%
EC	High-Density Res.	13.1	3.6	16.7	96	8%
UGB (Outside City Limits)						
GR	Low-Density Res.	0.0	0.0	0.0	0	0%
SR	Low-Density Res.	13.5	81.1	94.6	433	35%
MH	Medium-Density Res.	0.0	3.1	3.1	24	2%
C	High-Density Res.	0.0	9.8	9.8	56	5%
	TOTALS:	***63.3***	***181.6***	***244.9***	***1,236***	***100%***
ZONE CATEGORIES	**Typical Housing Type**					
Low-Density Res.	Single-family detached; Some SF attached & plex	47.4	155.3	202.7	967	78%
Med.-Density Res.	SF attached; Manufact. home; 2-4 plexes	2.3	12.5	14.8	112	9%
High-Density Res.	Multi-family apartments	13.6	13.8	27.5	157	13%
	TOTALS:	***63.3***	***181.6***	***244.9***	***1,236***	***100%***

Source: MIG/APG

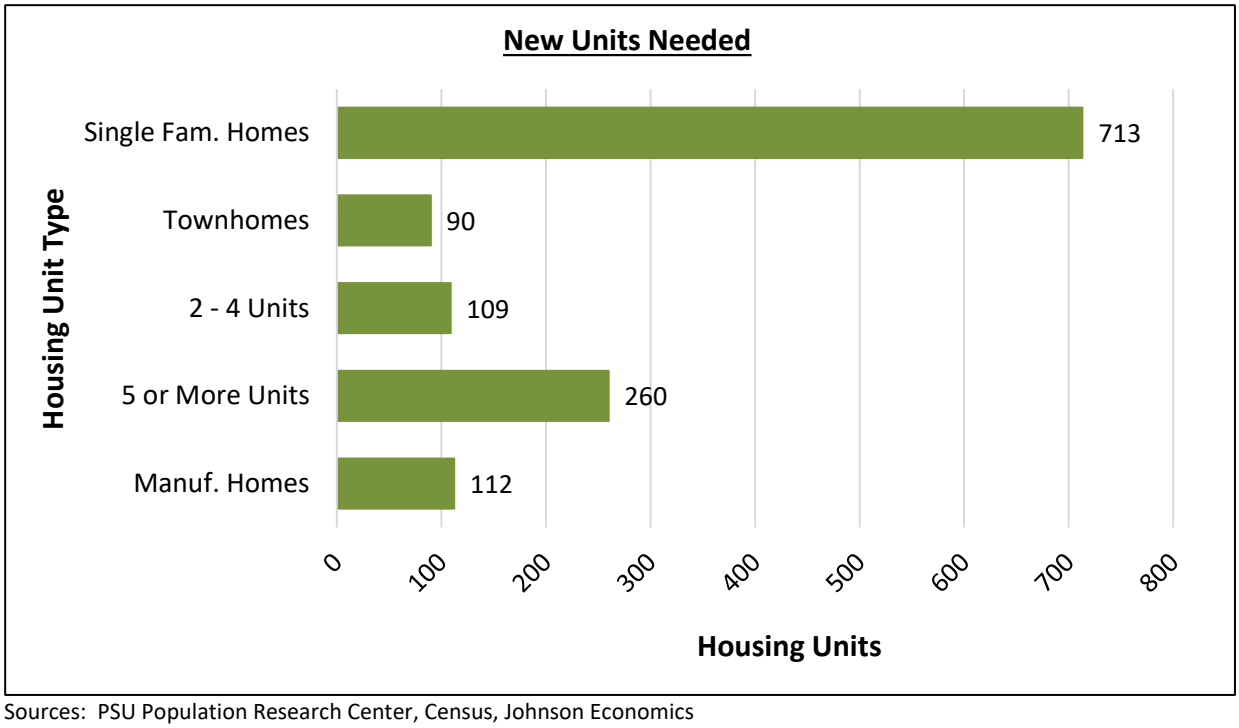
[7] In this analysis, low-density residential (LDR) is defined as housing density of less than 8 units/net acre. Medium-density residential (MDR) is defined as supporting average density between 8 and 12 units/net acre. High-density residential (HDR) is defined as supporting average density of greater than 12 units/net acre. *These zoning categories do not correspond exactly to how they are defined in the City zoning code.* See additional discussion in this section (below).

- There is a total estimated remaining capacity of 1,236 units of different types within the study area.
- Most of the remaining buildable acreage is in the low-density residential zones. At a total capacity of 967 housing units, these zones represent roughly 78% of the total unit capacity.
- There are sufficient buildable medium-density acres to accommodate 112 new units. This is 9% of the total unit capacity.
- There are sufficient buildable acres in the commercial zones to accommodate 157 high-density units. In total, the capacity of these zones represents 13% of the total unit capacity. Commercial zones are assumed to build out with a mix of uses. The BLI assumes that 40% of remaining buildable land in these zones will be developed with residential uses.
- The commercial zones are the only zones that allow high-density residential use. Any changes to permissions for housing in these zones will impact the only land capacity for high-density housing.
- There is more buildable acreage estimated on partially vacant parcels than fully vacant parcels. This is important because partially vacant or "infill" parcels can face some additional barriers to development than fully vacant parcels. Barriers include the willingness of the current owner, finding access and workable configuration for the vacant portion, serving with infrastructure, etc.
- Figure 6.4 at the end of this section presents a map of buildable residential lands.

The following table summarizes the forecasted future unit need for Scappoose. These are the summarized results from Section V of this report, presented here for reference.

FIGURE 6.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2043)

TOTAL HOUSING UNITS									
			Multi-Family						
Unit Type:	Single Family Detached	Single Family Attached	2-unit	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units	% of Units
Totals:	713	90	59	50	260	112	0	**1,284**	**100%**
Percentage:	55.5%	7.0%	4.6%	3.9%	20.2%	8.7%	0.0%	100%	



Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for over 1,280 units over the next 20 years based on the forecasted growth rate. This is higher than the estimated total capacity of 1,236 units. Figure 6.3 below presents a comparison of the BLI capacity for new housing units, compared to the estimate for new unit need by 2043.

- This analysis breaks down need by general zoning category (low-density, medium-density, and high-density residential). *These zoning categories do not correspond exactly to how they are defined in the City zoning code.* In this analysis, low-density residential (LDR) is defined as housing density of less than 8 units/net acre. Medium-density residential (MDR) is defined as supporting average density between 8 and 12 units/net acre. High-density residential (HDR) is defined as supporting average density of greater than 12 units/net acre. (These density ranges are adapted from the voluntary housing types and density guidelines defined in the Simplified Urban Growth Boundary Method laid out in Oregon OAR 660-038-0040 and -0060 and reflecting the anticipated impacts from HB2001 on housing types in low density zones.)
- The results find sufficient capacity for low-density housing. There is likely capacity to absorb growth for 20-years and beyond for these housing types.
- The amount of land zoned for medium-density and high-density housing is lower than the estimated 20-year need. This implies that there is technically sufficient land capacity for the total number of units under the baseline growth scenario, but not for the projected need for different types of housing units.

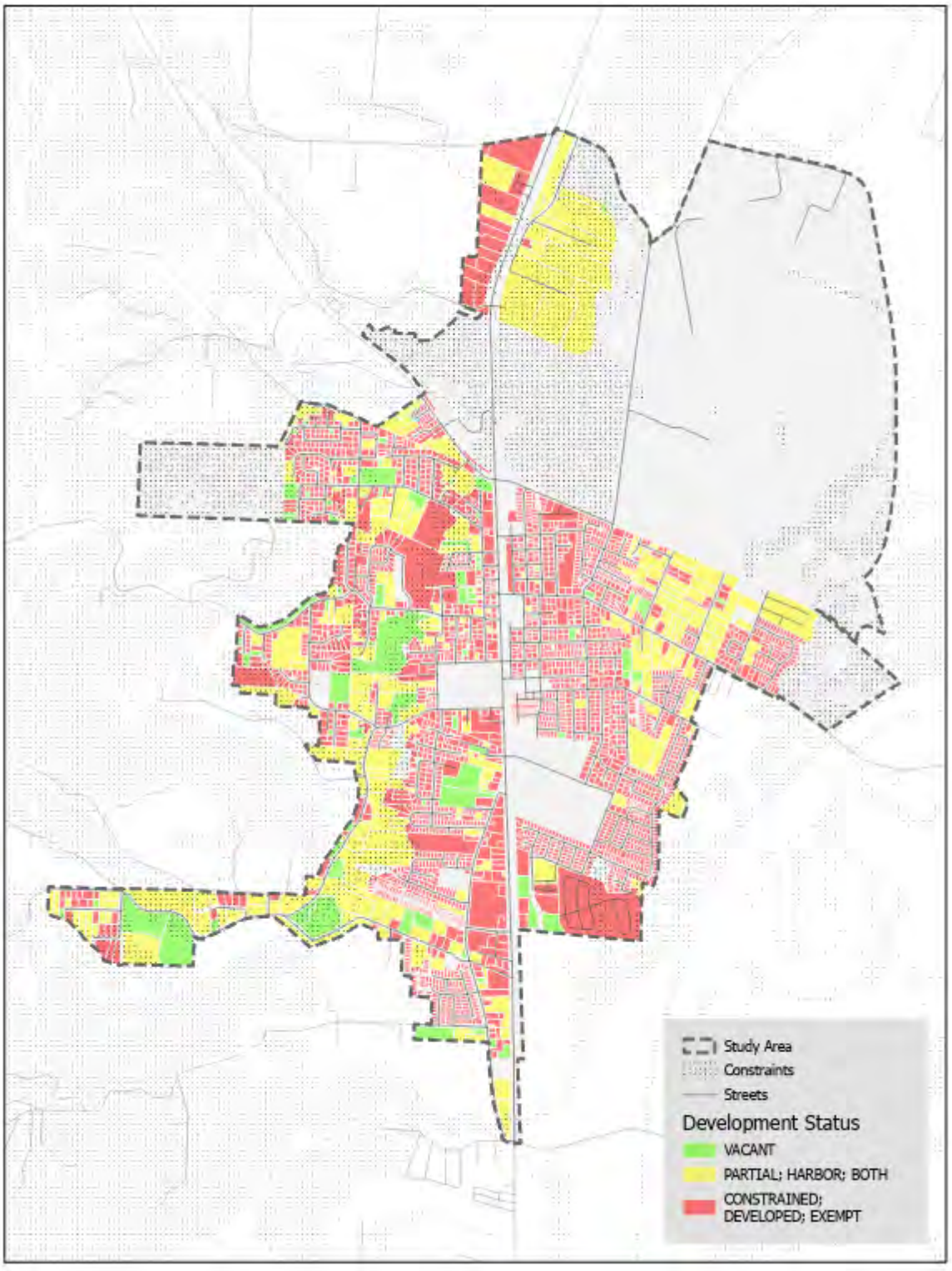
FIGURE 6.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2043) WITH AVAILABLE CAPACITY

WITHIN CITY LIMITS		SUPPLY			DEMAND	
		Land Inventory			Growth Rate (1.2%)	
Zone & Plan Category	Typical Housing Type	Buildable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2043)	Surplus or (Deficit) Units
Low-Density:	Single-family detached; Some SF attached & plex	202.7	967	4.8	741	226
Med-Density:	SF attached; Manufact. home; 2-4 plexes	14.8	112	7.6	283	(171)
High-Density:	Multi-family apartments	27.5	157	5.7 *	260	(103)
	TOTALS:	***244.9***	***1,236***	***5.0***	***1,284***	***(48)***

* The achieved average density of the "high density" category is low because these zones are mixed use, and this analysis assumes that most of this gross acreage will be developed with commercial uses, rather than residential uses. However, residential uses that are built are assumed to have density of 15/units/ac.

Sources: MIG/APG, Johnson Economics

FIGURE 6.4: SCAPPOOSE UGB RESIDENTIAL LAND DEVELOPMENT STATUS (2022)



Sources: Buildable Land Inventory Memo, MIG/APG

Appendix A

MEMORANDUM

City of Scappoose Housing Needs Analysis
Alternative Growth Rates (Advisory)

DATE	May 13, 2022
TO	City of Scappoose
FROM	Brendan Buckley, Johnson Economics

Introduction

The Housing Needs Analysis (HNA) project undertaken by the City of Scappoose presents a forecast of needed housing in the community over a 20-year timeframe (2023-2043). The analysis presented in the HNA report conforms to the statutory approach to completing a Goal 10 needs analysis. To comply with state rules, the analysis relies on estimates of current population and projections of future population from the Portland State University Population Research Center (PRC).

In completing this analysis, Johnson Economics found complications created by the release of a new population estimate from the 2020 Decennial Census that differs from the PRC analysis completed prior to having that figure available. For understandable reasons, the estimates of the PRC and Census can diverge between the Decennial Census, which serves as an opportunity to recalibrate the estimates every decade. In this case, the Census estimate for 2020 was higher by 650 people than the PSU estimate for 2020 (within city limits), a difference of roughly 9%:

- 2020 Census: 8,010 population (within city limits, not UGB)
- PSU PRC: 7,360 population (within city limits, not UGB)

The impact of this discrepancy is that PSU's forecasted annual growth rate between 2020 and 2045 of 1.3% diminishes to 1% when the current population is recalibrated higher[1]. Meanwhile, the actual achieved growth rate between 2010 and 2020 according to the Census was an even higher 2.0%.

This memo summarizes the results of additional analysis using two alternate growth rates that are higher than the official PSU growth rate used in the HNA report. *The forecasts based on these alternate growth rates are presented here purely for informational and advisory purposes* that may be helpful to the City for current and future planning efforts. However, the HNA project is statutorily required to adopt the most recent final PSU forecast.

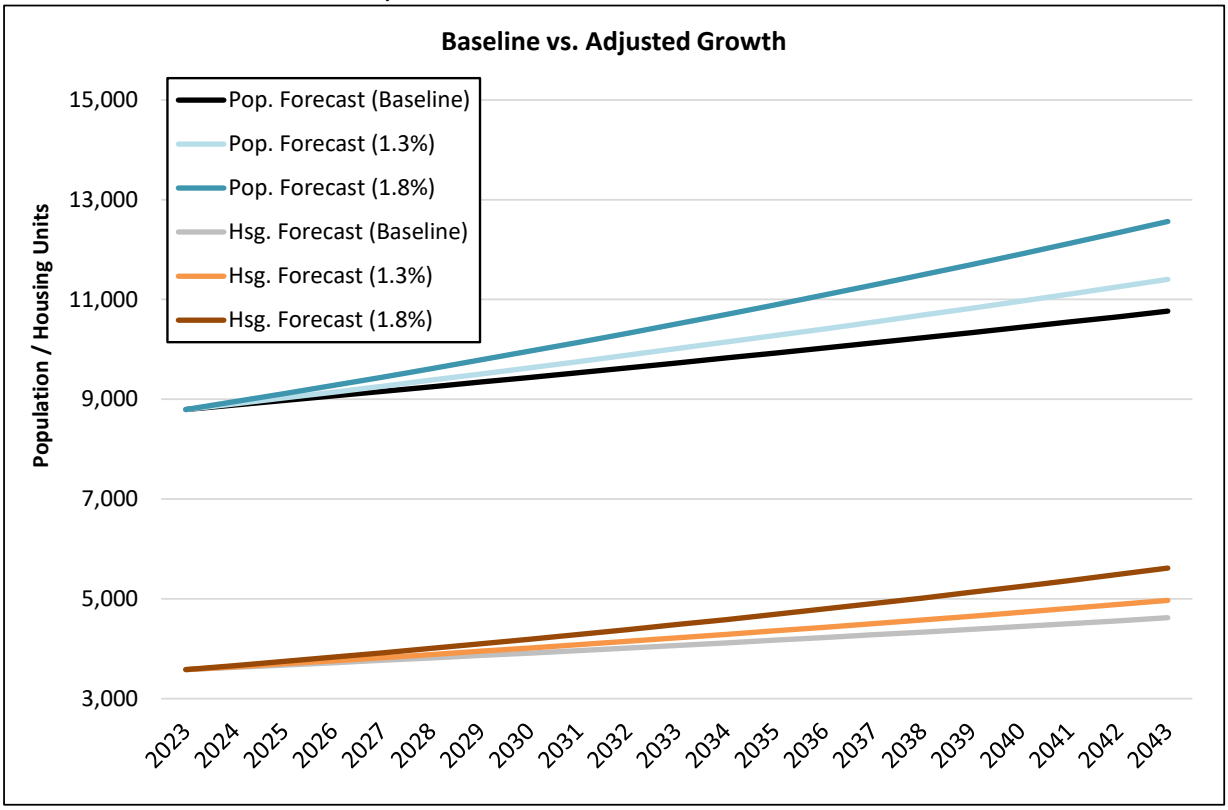
Alternate Projections – 2023 - 2043 (City of Scappoose UGB)

For the sake of comparison with the statutory baseline growth forecast presented in this report, Johnson Economics prepared an alternative growth forecast using two adjusted growth rates: The 1.3% rate originally forecast by PSU (prior to impact of the new 2020 Census estimate), and the 1.8% growth rate projected in the prior HNA, which represents a somewhat moderated version of the 2010-2020 rate. The results of the baseline forecast, and two

[1] NOTE: Following the production of this memo, the discrepancy identified here was resolved with agreement of PSU and DLCD allowing a revised methodology that reflects the 2020 Census estimate. The rates compared in this memo are 1.0%, 1.3%, and 1.8% as explained in the text. The adopted HNA uses the revised methodology to arrive at an estimated growth rate of 1.23% over 20 years. This rate is closer to the 1.3% originally forecast by PSU.

potential alternate forecasts are presented below. These forecasts adopt the 2023 estimates of population and housing units *within the UGB* as their starting point.

FIGURE A.1: PROJECTED POPULATION AND HOUSING UNITS (2043)
BASELINE AND ADJUSTED FORECASTS, SCAPPOOSE UGB



Sources: PSU, Census, City of Scappoose, JOHNSON ECONOMICS

FIGURE A.2: PROJECTED POPULATION AND HOUSING UNITS (2043), 5-YEAR INCREMENTS
BASELINE AND ADJUSTED FORECASTS, SCAPPOOSE

	Baseline Forecast (1.0%)		Alternate Forecast (1.3%)		Alternate Forecast (1.8%)	
Year	Pop. Forecast	Hsg. Forecast	Pop. Forecast	Hsg. Forecast	Pop. Forecast	Hsg. Forecast
2023	8,794	3,578	8,794	3,578	8,794	3,578
2028	9,249	3,814	9,384	3,870	9,614	3,965
2033	9,729	4,065	10,013	4,185	10,511	4,394
2038	10,233	4,334	10,685	4,526	11,492	4,869
2043	10,764	4,619	11,402	4,895	12,564	5,396
20-Year Growth	*1,970*	*1,041*	*2,609*	*1,317*	*3,770*	*1,818*

Sources: PSU, City of Scappoose, Census, Environics Analytics, JOHNSON ECONOMICS

Figure A.2 presents the data displayed in the prior chart in five-year increments. The alternative forecasts project a 20-year population growth of roughly 2,600 to 3,800 people and need for 1,300 to over 1,800 new housing units. Over 20 years, the two alternate forecasts would represent an increase in growth of 32% and 91% over the baseline estimate respectively.

Figure A.3 compares the estimated housing need from the three growth forecasts to the estimated remaining buildable residential land capacity to accommodate new housing units.

- Under the baseline forecast, as included in the HNA report, there is a finding of sufficient low-density residential land, and shortfall of land for medium and high-density units.
- The same is true for the mid-range forecast (1.3% AAGR), but with additional acreage needed in each category. The shortage of units in the medium and high-density categories exceeds the surplus of low-density capacity, resulting in a forecast of an overall deficit under this scenario.
- The highest-growth scenario (1.8% AAGR) results in a forecasted deficit in all density categories, amounting to a larger total deficit.

FIGURE A.3: COMPARISON OF PROJECTED HOUSING NEED (2043) WITH BUILDABLE LAND CAPACITY
BASELINE AND ADJUSTED FORECASTS, SCAPPOOSE

WITHIN CITY LIMITS		SUPPLY		BASELINE DEMAND		ALTERNATE DEMAND		ALTERNATE DEMAND	
		Land Inventory		Growth Rate (1.0%)		Growth Rate (1.3%)		Growth Rate (1.8%)	
Zone & Plan Category	Typical Housing Type	Buildable Acres	Unit Capacity	New Unit Need (2043)	Surplus or (Deficit) Units	New Unit Need (2043)	Surplus or (Deficit) Units	New Unit Need (2043)	Surplus or (Deficit) Units
Low-Density	Single-family detached; Some SF attached & plex	202.7	967	603	364	760	207	1,044	(77)
Med-Density	SF attached; Manufact. home; 2-4 plexes	14.8	112	225	(113)	291	(179)	410	(298)
High-Density	Multi-family apartments	27.5	157*	213	(56)	266	(109)	363	(206)
	TOTALS:	***244.9***	***1,236***	***1,041***	***195***	***1,317***	***(81)***	***1,818***	***(582)***

* The achieved average density of the "high density" category is low because these zones are mixed use, and this analysis assumes that most of this gross acreage will be developed with commercial uses, rather than residential uses. However, residential uses that built are assumed to have density of 15/units/ac.

The three forecasts present a range of potential growth that may be achieved in Scappoose. Actual growth rates should be tracked to ensure that the population and growth forecasts from the PSU program keep pace with observed housing production and population growth on the ground. The alternate forecasts presented here are for reference and internal planning purposes only and do not impact the official projection required in this HNA.

POSTSCRIPT: Following the production of this memo, stakeholders at the City, PSU Population Research Center, and DLCD agreed on a revised methodology to integrate the updated 2020 Census population estimate. This revised methodology resulted in a projected annual growth rate of 1.23% over the 20-year planning period. This annual rate of 1.23% is reflected in the adopted HNA analysis and report.

MEMORANDUM

Scappoose Buildable Lands Inventory – Methodology and Results

City of Scappoose

DATE	April 8, 2022
TO	50-year Plan Stakeholder Advisory Committee
FROM	Clinton "CJ" Doxsee, Darci Rudzinski, MIG | APG
CC	Mari Valencia-Aguilar, DLCD Brendan Buckley, Johnson Economics

INTRODUCTION

The purpose of this memorandum is to describe the methodology and data sources for the City of Scappoose Residential Buildable Lands Inventory (BLI) and the results of the inventory. This BLI is a component of the Scappoose Housing Needs Analysis (HNA) project,[1] and the results will inform the Residential Land Needs Analysis (RLNA). It is part of the work that will culminate in a new Housing Needs Analysis (HNA), with a planning horizon that aligns with the Economic Opportunities Analysis (EOA) update that is currently underway. Combined, these projects will allow the City to take a comprehensive look at needed land supply for both housing and employment, in conformance with Statewide Planning Goal 10, Housing, and Goal 9, Economic Development.

The BLI addresses land within the Scappoose Urban Growth Boundary (UGB), as shown in Figure 1, and has followed these steps:

- **Step 1: Identify Constraints.** Constraints include floodplains, wetlands, steep slopes, and other environmental conditions that would limit or preclude the development of housing. Additional information on the types of constraints is provided later in this memo.
- **Step 2: Classification of Land.** Each tax lot within the Scappoose UGB is classified based on the City's residential and commercial comprehensive plan designations or zoning. The BLI for this project is confined to those properties that allow for residential development.
- **Step 3: Assign Development Status.** Each tax lot within the Scappoose UGB is given a "development status." These development statuses are based on assessor's data, aerial photography, and staff input. Each development status type is defined later in the memo.
- **Step 4: Determine Developable Acreage.** Tax lots with a vacant or partially vacant status are assumed to have an amount of developable acreage based on their size, existing uses, and any development constraints on the property identified in Step 1.

[1] The Scappoose HNA is being funded through a Department of Land Conservation and Development (DLCD) grant

- **Step 5: Determine Development Capacity.** For land categorized as residential, APG has identified development capacity in number of housing units based on the developable acreage of a parcel and a review of the City's comprehensive plan and zoning regulations.

The remainder of this memorandum discusses these steps and initial results in greater detail.

LEGAL FRAMEWORK

This memorandum draws on requirements related to analyzing buildable lands for UGB expansions in jurisdictions throughout Oregon. Relevant to this analysis are provisions under OAR 660 Division 24, Urban Growth Boundaries (Section -0050 Land Inventory and Response to Deficiency); and Division 38 (Simplified Urban Growth Boundary Method).

This regulatory framework provides the following guidance for assessment of buildable lands:

- Physical constraints on the developability of land include floodways and water bodies; land with greater than 25% slopes; and lands subject to Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces), Goal 6 (Air, Water, and Land Resources Quality), and Goal 7 (Areas Subject to Natural Disasters and Hazards).
- Land should be categorized as vacant, partially vacant, or developed.
- A BLI must consider lands for public facilities such as roads, stormwater facilities, schools, etc. Publicly owned land is not generally considered available for development.
- State law stipulates that land is generally considered suitable and available unless it:
  a) is severely constrained by natural hazards as determined under Statewide Planning Goal 7
  b) is subject to natural resource protection measures determined under Statewide Planning Goals 5 or 6
  c) has slopes of 25% or greater
  d) is within the 100-year flood plain, or
  e) cannot be provided with public facilities.

Figure 1 shows the project study area, which includes all land within the Scappoose UGB. Figure 2 shows Scappoose Comprehensive Plan land use designations for all areas within the UGB. Figure 3 shows current zoning for land inside city limits.

FIGURE 1. STUDY AREA



FIGURE 2. SCAPPOOSE COMPREHENSIVE PLAN DESIGNATIONS

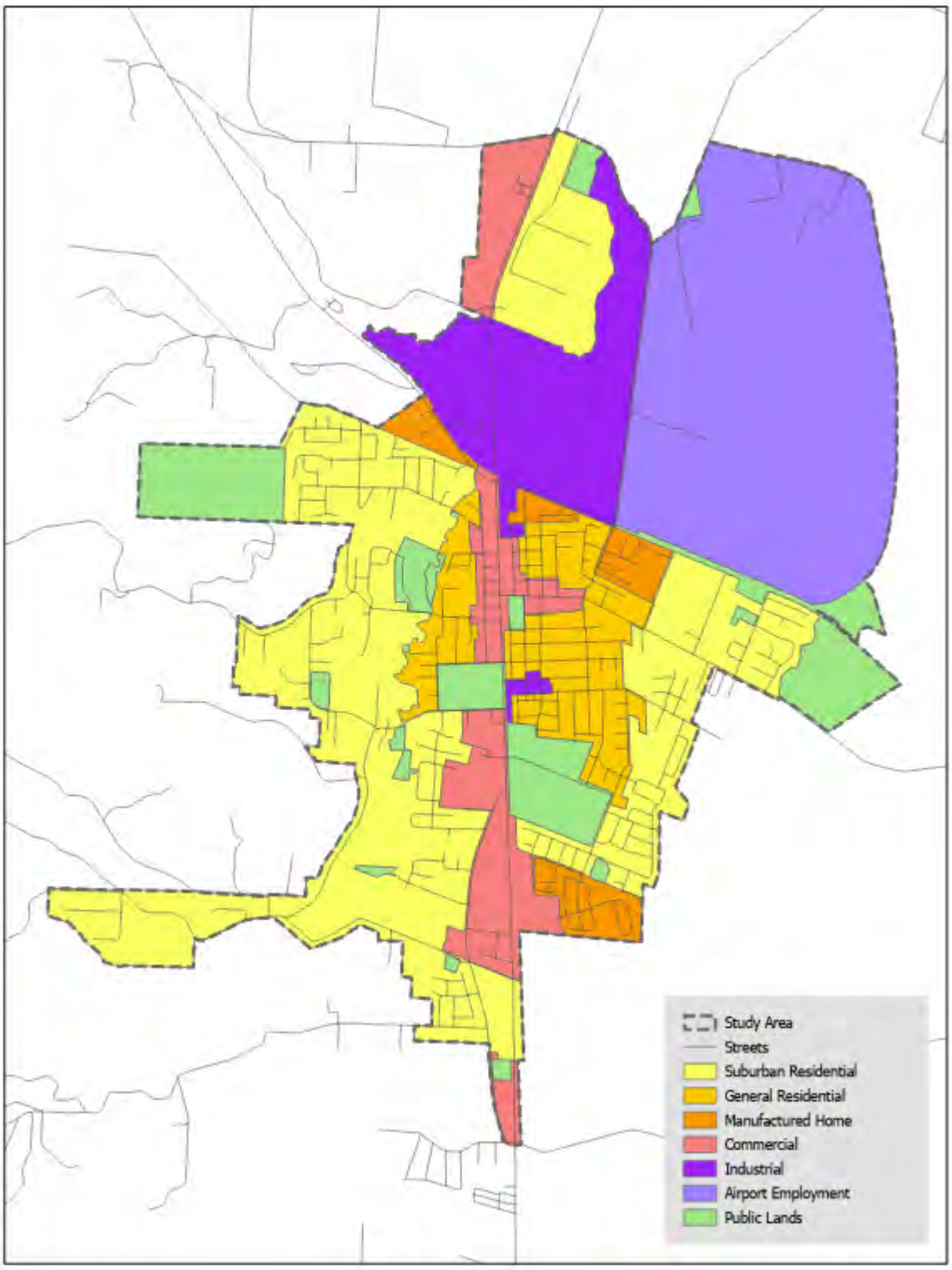
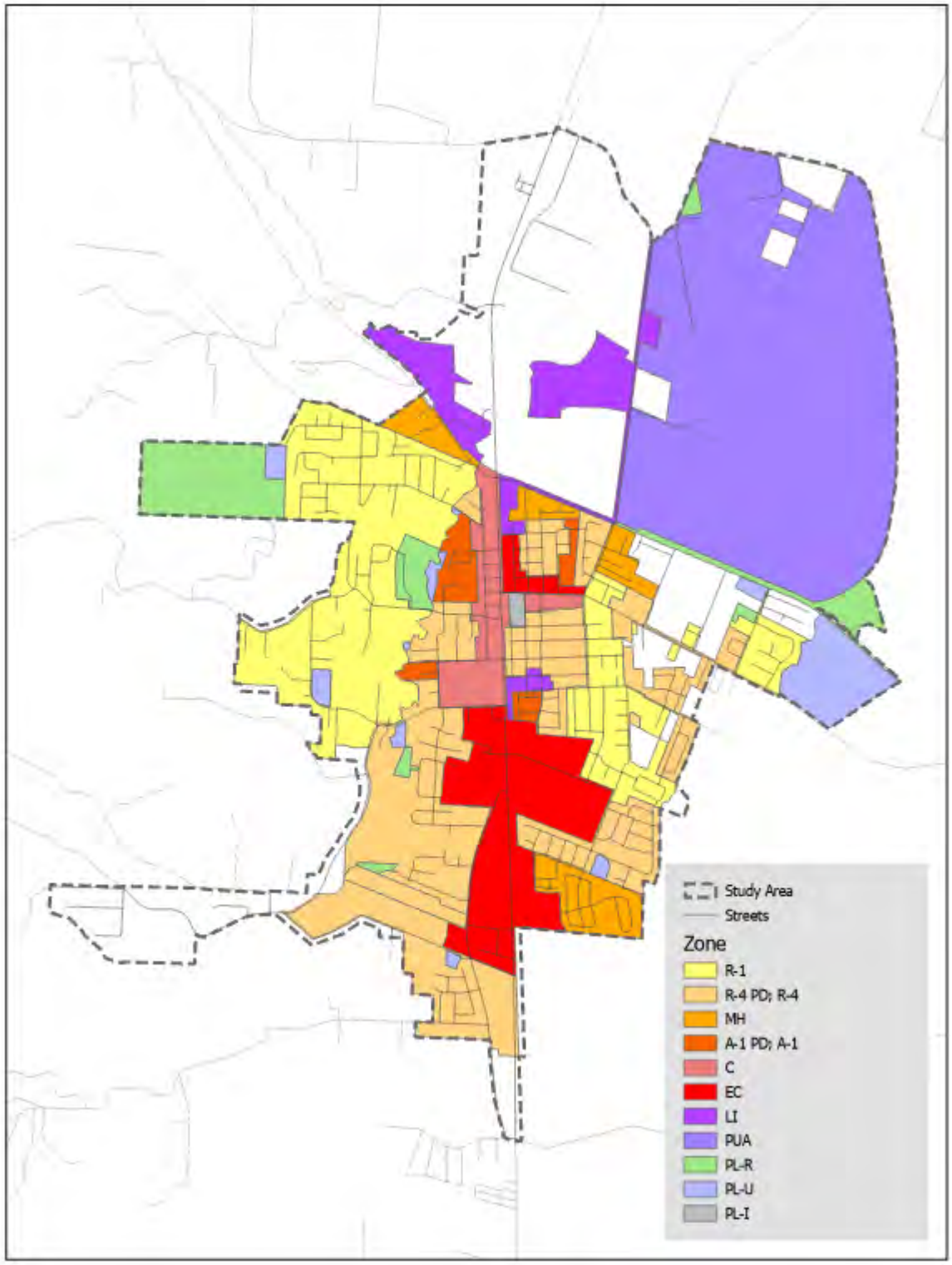


FIGURE 3. SCAPPOOSE ZONING



STEP 1 - CONSTRAINTS

Development constraints are factors that temporarily or permanently limit the development of residential housing. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. The first step of the BLI process addresses land constrained by natural resources. Subsequent steps in the BLI removes the constrained acreage from the total area within each tax lot.

NATURAL RESOURCE CONSTRAINTS

Natural resources typically provide beneficial environmental functions or aesthetic enhancements that are necessary and valuable to preserve. The preservation of these resources often provides a constraint on the developability of an area. To reflect this, environmental resources are identified in this step and removed in subsequent steps.

The following natural resource constraints are assumed to be entirely unbuildable and removed fully.

- Steep areas with slopes greater 25%.
- Wetlands from the City's Local Wetlands Inventory (1998) and the Oregon Wetlands Database (2019).
- Streams and canals, with a 50-foot buffer applied
- Landslide susceptibility, including areas that are categorized as high or very high risk.
- FEMA Floodplain Hazards, including regulatory floodways and 100-year flood hazard areas.

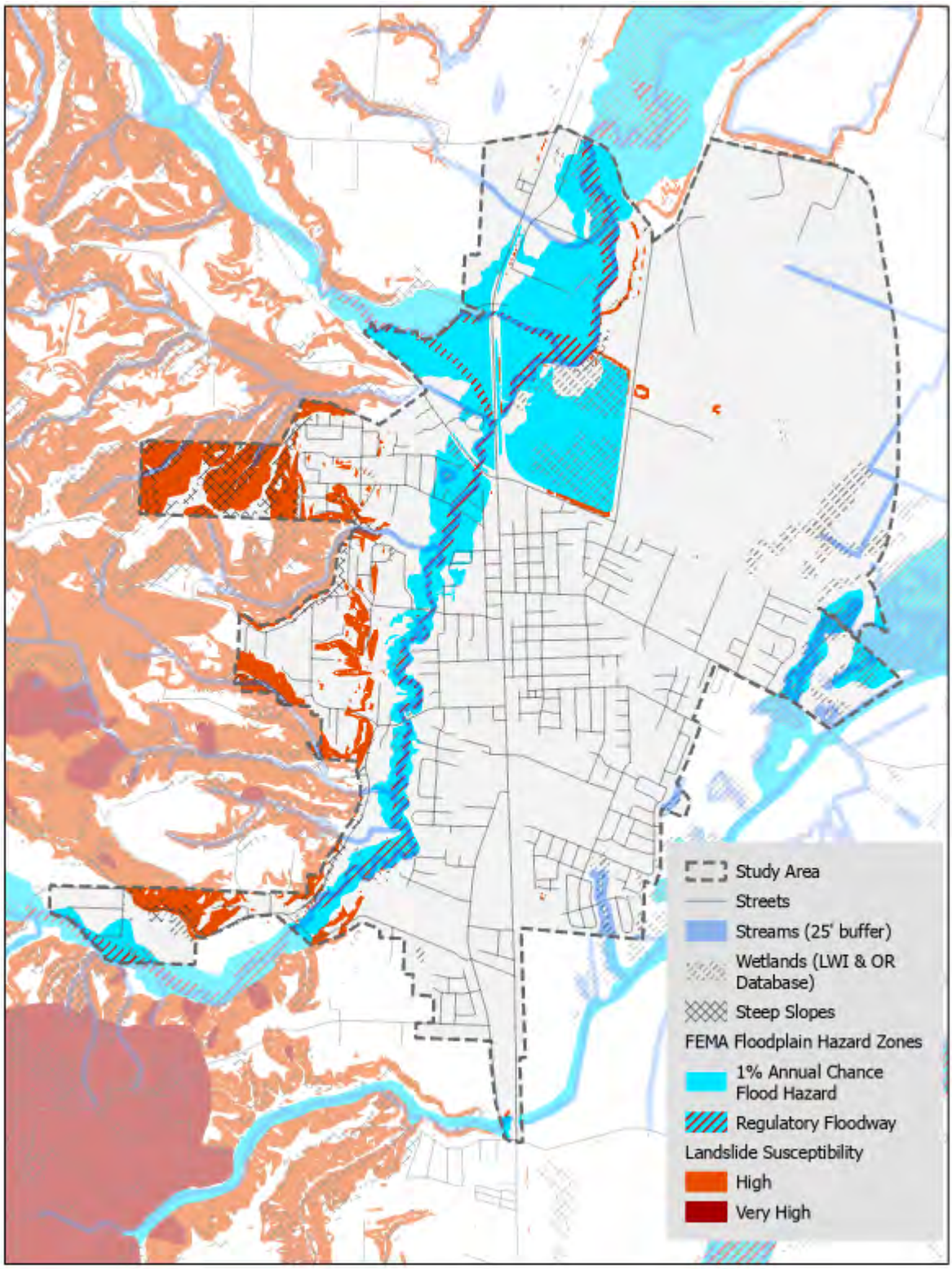
Note that any given piece of land can have multiple, overlapping constraints. Examples of this include areas that are designated wetland and also have a stream buffer area. These constrained areas are combined and then overlaid with City tax lots to estimate the amount of land in each parcel where development is limited. Constraints are shown on Figure 4.

Table 1 summarizes the acreage for each constraint.

TABLE 1: ENVIRONMENTAL CONSTRAINT SUMMARY

Constraint	Total (acres)
Steep Slopes	64.67
Wetlands	258.91
Streams and Canals	128.75
Landslide Susceptibility	178.94
Flood Hazards	436.17

FIGURE 4. CONSTRAINTS MAP



STEP 2 - CLASSIFICATION OF LAND

For the purpose of this analysis, residential land is identified as the following:

- Lands identified as a residential or commercial zone in the City's Zoning Code. These include:
  - Residential
    - R-1 – Low Density Residential
    - R-4 – Moderate Density Residential
    - MH – Manufactured Housing
    - A-1 – High Density Residential
  - Commercial[2]
    - C – General Commercial
    - EC – Expanded Commercial
- Lands with Comprehensive Plan designations that allow housing were considered for outside city limits and inside the UGB. These include:
  - Residential
    - SR – Suburban Residential
    - GR – General Residential[3]
    - MH – Manufactured Housing
  - Commercial
    - C – Commercial

Table 2 summarizes the amount of residentially and commercially zoned or designated land that is constrained. There is a total of 1,290 acres of land within the City's UGB that allows some form of residential development.

Scappoose has approximately 939 acres of land zoned for residential uses within City boundaries. There is an additional 351 acres designated for residential uses located outside the City boundary, but within the City's Urban Growth Boundary (UGB). Inside the City limits, nearly one-third is zoned as Low-Density Residential (R-1) and another third is zoned for Moderate-Density Residential (R-4). The Manufactured Housing (MH) zone comprises approximately eight percent of land within City limits. Similarly, land zoned High Density Residential (A-1) comprises approximately five percent of land within City limits. Combined, the General Commercial (C) and Expanded Commercial (EC) zone consists of nearly 119 acres, representing over ten percent of land that permits residential development in the City.

Lands outside of City limits but within the UGB do not have current zoning until such time the areas are annexed. Until that time, the City's Comprehensive Plan applies a designation with which zoning, once applied, will need to be consistent with. Comprehensive Plan designations that allow

[2] In the C and EC zones, multifamily buildings are permitted outright when located outside of the Scappoose Creek Floodplain

[3] Note, none of the areas outside of City limits but within the UGB have a General Residential (GR) Comprehensive Plan designation

residential development include Suburban Residential (SR),Manufactured Housing (MH), and Commercial (C). Most of the land available for residential uses outside of the City but within the UGB is designated SR (80%), followed by C (15%) and MH (2%). Although the GR designation can be applied to areas outside of City limits, there are currently no GR designated areas.

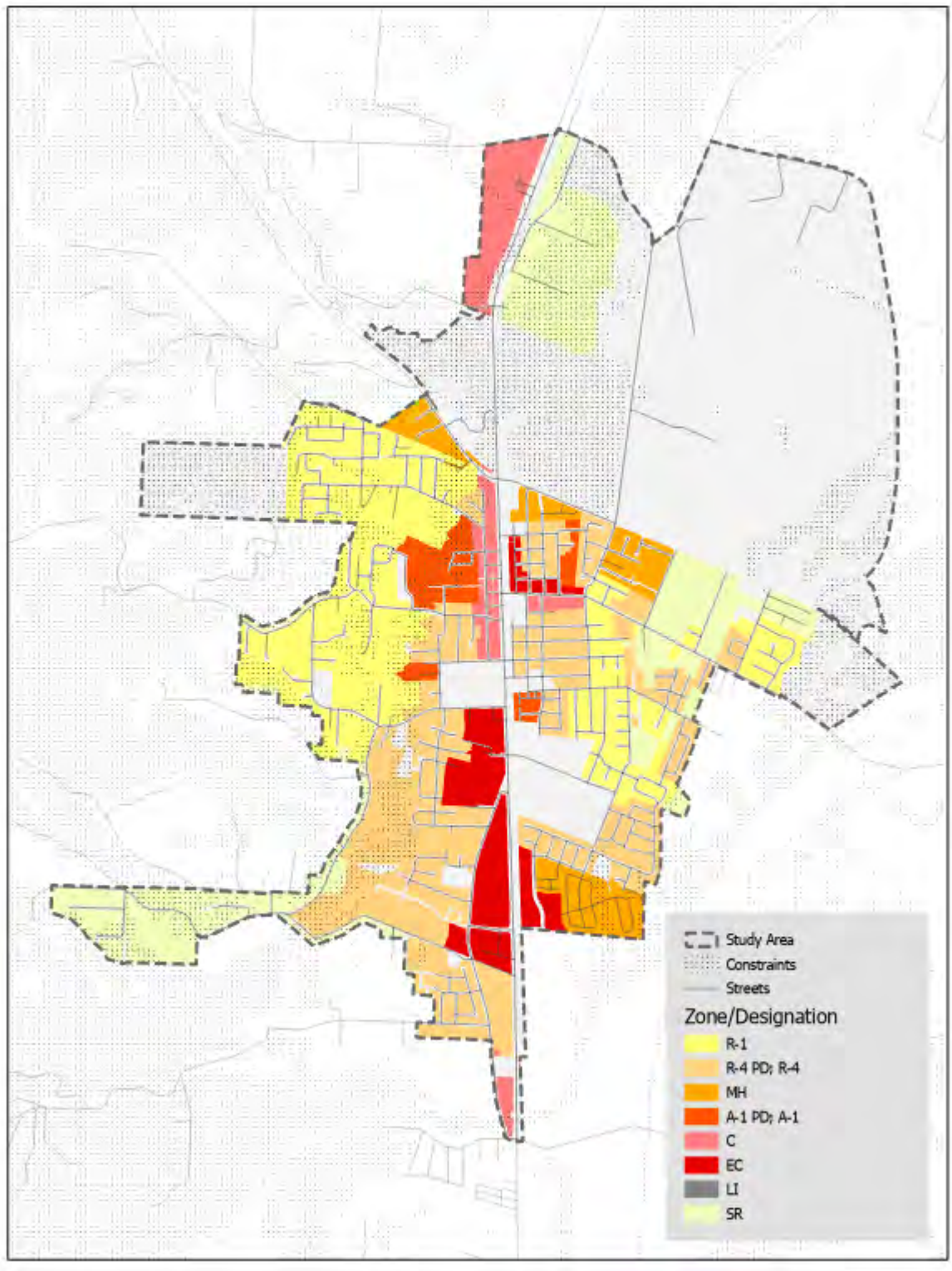
TABLE 2: GROSS ACREAGE IN RESIDENTIAL LAND INVENTORY

Zone/Comp Plan	Constrained (acres)	Unconstrained (acres)	Total (acres)
City Limits (Zoning)	***185.73***	***753.26***	***939.00***
R-1	96.33	250.95	347.29
R-4	52.35	284.94	337.29
R-4 PD	2.98	9.17	12.14
A-1	21.14	21.97	43.11
A-1 PD	0.00	4.35	4.35
MH	10.52	64.56	75.07
C	2.31	24.06	26.36
EC	0.11	92.85	92.96
LI*	0.00	0.42	0.42
UGB Area (Comp Plan)	***143.84***	***208.07***	***351.91***
GR	0.00	0.00	0.00
SR	134.87	156.13	291.00
MH	0.00	8.63	8.63
C	8.97	43.30	52.27
Total	**329.58**	**961.33**	**1,290.91**

** The area zoned LI currently has a residential comprehensive plan designation, which allows zoning to be amended to a residential zone.*

Residential land classifications with constraints overlaid are shown on Figure 5. As illustrated in the Figure, zones or designations that allow residential uses are primarily located in the southern half of the City. A relatively smaller area is separated from the rest in the north by industrial zoned or designated areas. All the residential areas are oriented around US 30, which runs north/south through the City. Generally, the areas that permit the highest residential densities are located closest to the highway and gradually decrease the further away from the highway they get. With few exceptions, areas adjacent and closest to US 30 are zoned as General Commercial (C) or Expanded Commercial (EC). Most areas located behind the commercial zones from the highway are High-Density Residential (A-1 and A-1 PD) and Medium-Density Residential (R-4 and R-4 PD). The lowest density areas within the City – Low-Density Residential (R-1) – are located in the central eastern and central western parts of the City, closest to City limits. There are three concentrations of land designated as Suburban Residential (SR) that are located outside of City limits, but within the UGB. These are located in the southwest corner, northern limits, and far eastern areas of the UGB.

FIGURE 5. LAND CLASSIFICATION MAP



STEP 3 - DEVELOPMENT STATUS

Each residential tax lot within the Scappoose UGB was given a "development status" of either vacant, partially vacant, committed, constrained, or developed. These designations are based on County tax assessor's data, aerial photography, and staff input. Criteria for these categories are described below.

DEVELOPMENT STATUS FOR RESIDENTIAL TAX LOTS

- **Vacant** – Vacant tax lots have no existing development, as identified by assessor data or aerial photography. Tax lots that are identified by assessor data as vacant but are less than 5,000 square feet (unconstrained) are not categorized as vacant.
- **Partially Vacant properties** – These tax lots are greater than 1/2 acre (unconstrained) in size and have an existing single-family home.[4] One quarter-acre is deducted from the unconstrained acreage of the tax lot to account for the existing home and any remaining unconstrained acreage is considered available for future development.
- **Committed properties** – These properties include parcels in common ownership (e.g., homeowners' association common areas), in private and public rights-of-way, and/or designated or planned for other public facilities (e.g., schools, parks, water treatment facilities, etc.), and are assumed to be unavailable for additional residential uses.
- **Constrained** – These properties do not have capacity for additional development under current zoning regulations (even if the site is currently undeveloped). They were identified as having less than 2,000 square feet of unconstrained land.
- **Developed** – Tax lots with this designation are assumed to be fully developed and unavailable for additional uses. Any tax lot that was not previously identified as vacant, partially vacant, constrained, or committed was assumed to be developed.

Table 3 summarizes the number of tax lots within each development status category by the respective zoning or comprehensive plan designation. As shown in the table, there is an estimated 262 vacant or partially vacant tax lots within the UGB (almost 9% of all lots that allow residential development). Under a one-quarter (approximately 23%) of these lots are considered vacant with the remainder partially vacant.

Nearly four-fifths of the vacant or partially vacant lots are located within City limits. Approximately two-thirds (66%) of the developable lots are zoned/designated for low-density residential (i.e., R-1 and SR). Moderate-Density Residential comprises less than a quarter of developable lots (approximately 24%). Only 7 lots (less than 5%) are zoned/designated for high-density residential and vacant or partially vacant.[5] Commercially zoned or designated lots make up almost 7% of land

[4] This analysis used property class codes provided in County tax assessor GIS data to assist with identifying and categorizing partially vacant properties. Property class codes are the basis of the classification system used by the County to categorize current uses. Each lot or parcel is classified in accordance with ORS 308.215 and is based upon the highest and best use of the property. Lots or parcels that are coded as residential (100's), tract (400's), and farmland (500's) that met the definition of partially vacant properties are categorized as such.

[5] Note, one of the partially vacant lots in the A-1 zone is located entirely within the floodplain and not developable under current regulations.

available for high-density or mixed-use residential. There are minimal areas available that are zoned or designated specifically for manufactured homes[6] and availability for new homes is largely limited to partially-developed lots.

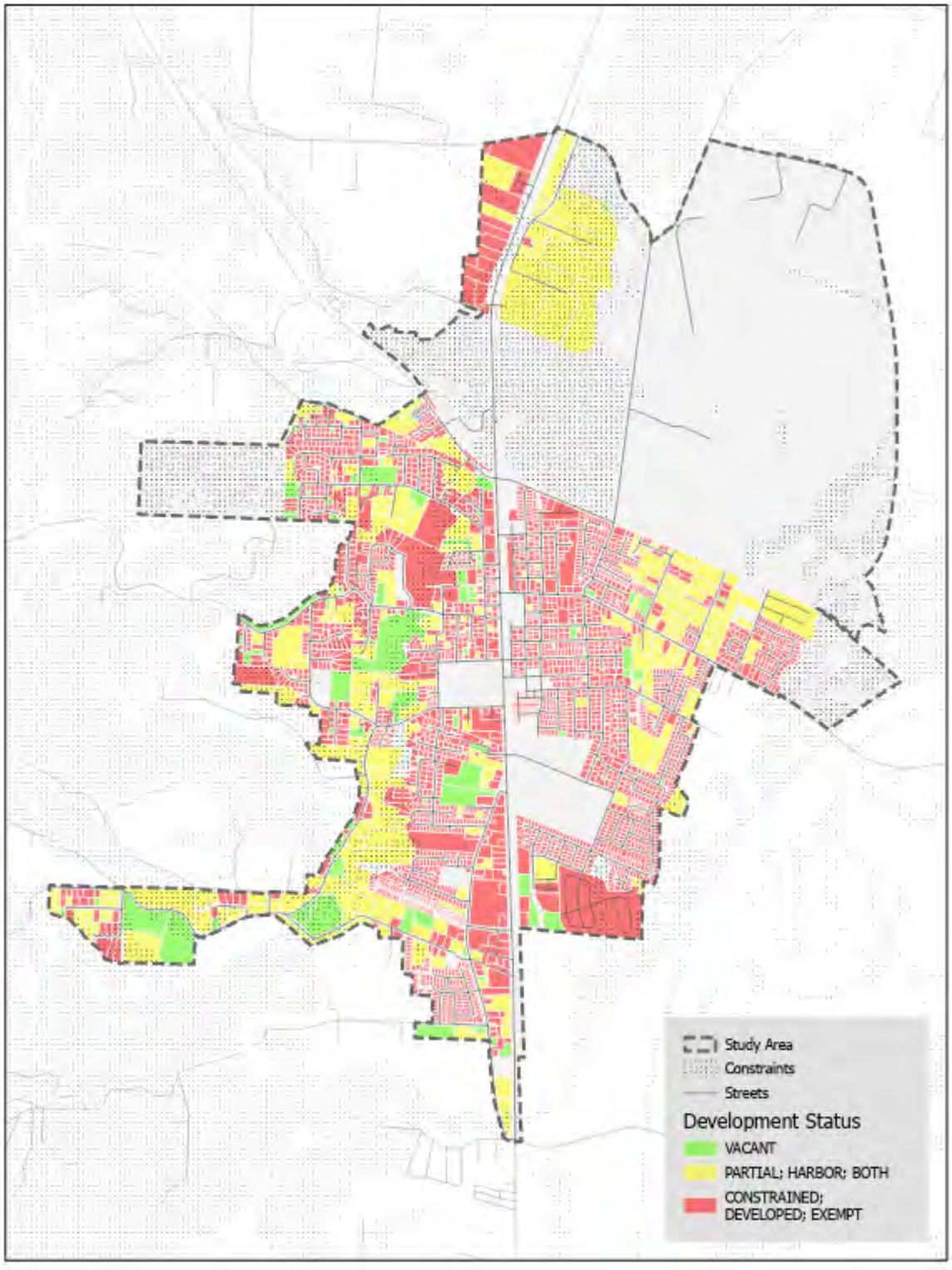
TABLE 3. TAX LOT DEVELOPMENT STATUS INSIDE CITY LIMITS AND UGB

Zoning/ Comp Plan	Vacant	Partially Vacant	Committed	Constrained	Developed	Grand Total
City Limits (Zoning)	**52**	**104**	**56**	**34**	**2,524**	**2,770**
R-1	18	48	16	4	829	915
R-4	20	41	13	15	1,209	1,298
R-4 PD		1		1	94	96
A-1	5	2	1		46	54
A-1 PD			1	9	54	64
MH		7	4	1	132	144
C	3	1	9		78	92
EC	6	4	11	3	82	106
LI			1			1
UGB Area (Comp Plan)	**9**	**97**	**4**	**2**	**104**	**216**
SR	9	90	1	1	70	171
MH		3		1	20	24
C		4	3		14	21
Grand Total	**61**	**201**	**60**	**36**	**2,628**	**2,986**

Figure 6 illustrates the location and development status of tax lots within the City's UGB.

[6] Note manufactured homes can be built on any lot zoned R-1, R-4, or MH.

FIGURE 6. DEVELOPMENT STATUS



STEP 4 - DETERMINE DEVELOPMENT CAPACITY

The capacity of developable residential land is estimated based on the City's Comprehensive Plan designations and zoning provisions in the Scappoose Development Code. Buildable land is the unconstrained acreage minus the assumed future right-of-way (ROW) dedication (e.g. streets) to accommodate dwelling units. The following sliding scale explains how ROW dedication was removed from available (unconstrained) acreage based on the size of the tax lot:

- Tax lots under 3/8 acre, assume 0% set aside for future streets.
- Tax lots between 3/8 acre and 1 acre, assume a 10% set aside for future streets.
- Tax lots greater than an acre, assume an 18.5% set aside for future streets.

Assumed densities for each zone were determined by the minimum lot sizes, as shown in Table 4:

TABLE 4: RESIDENTIAL AREAS, MINIMUM LOT SIZE, AND DENSITY ASSUMPTION

Zoning/ Comp Plan	Minimum Lot Size(s) (square feet)	Density Assumption (Dwelling Units/Acre)
City Limits (Zoning)		
R-1	SFR – 6,000 Duplex – 10,000	5 DU/acre
R-4	SFR – 5,000 Duplex – 7,000 MF – 7,000+*	6 DU/acre
A-1	Duplex – 5,000 MF – 5,000*	8 DU/acre
MH	SFR – 5,000 Duplex – 7,000 MF – 7,000*	8 DU/acre
C**	MF – no minimum	15 DU/acre
EC**	MF – no minimum	15 DU/acre
UGB Area (Comp Plan)		
GR & SR	SFR – 6,000 Duplex – 10,000	5 DU/acre
MH	SFR – 5,000 Duplex – 7,000 MF – 7,000*	8 DU/acre
C**	MF – no minimum	15 DU/acre

** Minimum lots size for first two units, 2,000 square feet required for each additional unit.*

*** Development in the C and EC zones allows residential and commercial uses. As such, 40% of a commercial lot is assumed to develop with a residential use.*

The housing capacity was estimated by multiplying the assumed density by the estimated buildable acreage for each zone; estimates were rounded down to the nearest whole number.[7] This approach assumes that every vacant parcel can accommodate at least one unit. The buildable acreage is shown in Table 5, and the estimated housing capacity and density assumptions are shown in Table 6.

TABLE 5: ESTIMATED BUILDABLE ACRES BY DEVELOPMENT STATUS AND ZONE (INCLUDING ROW DEDUCTIONS)

Zoning/ Comp Plan	Vacant	Partially Vacant	Grand Total
City Limits (Zoning)	***49.77***	***87.67***	***137.44***
R-1	18.95	37.69	56.63
R-4	14.94	36.27	51.21
R-4 PD		0.24	0.24
A-1	2.29		2.29
A-1 PD			
MH		9.41	9.41
C	0.53	0.45	0.99
EC	13.07	3.61	16.68
LI			
UGB Area (Comp Plan)	***13.48***	***93.94***	***107.42***
GR			
SR	13.48	81.11	94.58
MH		3.05	3.05
C		9.78	9.78
Grand Total	63.25	181.61	244.86

[7] There was one exception, where the projection was less than one unit on a vacant lot and was "rounded up" with the assumption that this lot would be permitted to develop with one unit.

TABLE 6: HOUSING UNIT CAPACITY ESTIMATE AND DENSITY ASSUMPTIONS[8]

Zoning/ Comp Plan	Projected Density	Vacant	Partially Vacant	Grand Total
City Limits (Zoning)		***258***	***465***	***723***
R-1	5 DU/acre	87	169	256
R-4	6 DU/acre	76	201	277
R-4 PD	6 DU/acre		1	1
A-1	8 DU/acre	16		16
A-1 PD	8 DU/acre			
MH	8 DU/acre		72	72
C	15 DU/acre	3	2	5
EC	15 DU/acre	76	20	96
LI	5 DU/acre			
UGB Area (Comp Plan)		***63***	***450***	***513***
GR	5 DU/acre			
SR	5 DU/acre	63	370	433
MH	8 DU/acre		24	24
C	15 DU/acre		56	56
Grand Total		**321**	**915**	**1,236**

CONCLUSIONS

- The BLI methodology is based on Oregon Statutes and Rules and complies with the regulatory framework necessary to inventory land.
- The City has a variety of environmental constraints present that limit the development of housing. The most present constraints include flood hazards followed by wetlands. Other constraints include steeps slopes, landslide hazards, and habitat around streams.
- The City is predominantly zoned for low or moderate density residential uses (i.e., R-1, R-4, and SR zones/designations). Zones for high density residential (A-1) and manufactured homes (MH)[9] are also present, but only represent a small share. Commercial zones (C and EC) increase the overall potential for residential development due to allowing multifamily outright in certain circumstances.
- Just under one-fifth of all residential and commercial land in the UGB is unconstrained and vacant or partially vacant based on the BLI methodology.
- There is the potential for the City to accommodate up to 1,236 additional units based on projected dwelling unit density for each respective zone or comprehensive plan designation. Most of the potential capacity is located within City limits (723 units). Most of the potential

[8] The minor discrepancies between some Table 6 figures are the product of multiplying the buildable acreage (Table 5) for some zones with their corresponding assumed density. This is because multiplying each zone's total buildable acreage with its assumed density does not account for rounding to the nearest whole number for each parcel, which was discussed in the Step 4 methodology.

[9] Note other zones – R-1 and R-4 – also permit manufactured homes as a use.

capacity will come from infill or redevelopment of lots identified as partially vacant (915 units).

City of Scappoose
Economic Opportunities Analysis



January 2023
Prepared for: City of Scappoose
Draft Report

ECONorthwest
ECONOMICS · FINANCE · PLANNING

KOIN Center
222 SW Columbia Street
Suite 1600
Portland, OR 97201
503-222-6060

This page intentionally blank

Acknowledgments

ECONorthwest prepared this report for the City of Scappoose. ECONorthwest and the City thank the many people who helped to develop the Scappoose Economic Opportunities Analysis.

Stakeholder Advisory Committee
Pat Kessi
Christine Turner
Tyler Miller
Scott Jensen
Kim Holmes
Jeannet Santiago
Patricia Turpen
Paul Vogel
Michelle Graham
Jeff Weiss
Jeff Pricher
Miguel Bautista
Jennifer Anderson
Brian Rosenthal

City of Scappoose Project Staff
Laurie Oliver Joseph, Community Development Director
Isaac Butman, Assistant to the City Manager
N.J. Johnson, Associate Planner

ECONorthwest Consulting Staff
Beth Goodman, Project Director
Brittany Bagent, Senior Project Manager
Nicole Underwood, Associate
Barrett Lewis, GIS Analyst

City of Scappoose Contact:
Laurie Oliver Joseph, Community Development Director
City of Scappoose
33568 E Columbia Ave.,
Scappoose OR 97056
503-543-7184
loliver@cityofscappoose.org

ECONorthwest Contact:
Beth Goodman, Project Director
ECONorthwest
222 SW Columbia, Suite 1600
Portland, OR 97201
541-505-7208
goodman@econw.com

Table of Contents

EXECUTIVE SUMMARY I

1. INTRODUCTION 1

Framework for an Economic Opportunities Analysis 2
Stakeholder Engagement Process 3
Organization of This Report 4

2. FACTORS AFFECTING FUTURE ECONOMIC GROWTH 5

Factors that Affect Economic Development 5
Summary of the Effect of National, State, and Regional Trends on Economic Development in Scappoose 10
Employment Trends in Scappoose and Columbia County 15
Scappoose's Competitive Advantage 21

3. EMPLOYMENT GROWTH AND SITE NEEDS 27

Forecast of Employment Growth and Commercial and Industrial Land Demand 27
Target Industries 35
Site Needs for Potential Growth Industries 38

4. BUILDABLE LANDS INVENTORY 40

Land Base 41
Development Status 42
Development Constraints 43
Vacant Unconstrained Buildable Land 46

5. LAND SUFFICIENCY AND CONCLUSIONS 52

Land Sufficiency 52
Conclusions 55
Recommended Actions 56

APPENDIX A. NATIONAL, STATE, AND REGIONAL AND LOCAL TRENDS 58

National Trends 58
State Trends 67
Regional and Local Trends 72

APPENDIX B. BUILDABLE LANDS INVENTORY 87

Methods and Definitions 87

This page intentionally blank

Executive Summary

This report presents an economic opportunities analysis (EOA) for Scappoose, consistent with the requirements of Statewide Planning Goal 9 and the Goal 9 Administrative Rule (OAR 660-009). Goal 9 describes the EOA as

> "an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends" and states that "a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located."

The primary goals of the EOA are to (1) project the amount of land needed to accommodate the future employment growth within Scappoose between 2023 and 2043, (2) evaluate the existing employment land supply within the city to determine if it is adequate to meet that need, (3) help the City understand its economic opportunities in the context of Scappoose's comparative advantages and disadvantages, and (4) to fulfill state planning requirements for a twenty-year supply of employment land.

How much buildable employment land does Scappoose currently have?

Scappoose has 1,129 total acres in its commercial or industrial plan designations. Of these 1,129 acres, about 489 acres (43%) are unconstrained and buildable within its UGB. Of Scappoose's buildable acres, 412 (84%) are designated for airport employment, 39 (8%) are designated for commercial uses and 38 (8%) are designated for industrial uses.

How much growth is Scappoose planning for?

Goal 9 requires that cities provide for an adequate supply of commercial and industrial sites consistent with plan policies. To meet this requirement, Scappoose needs an estimate of the amount of commercial and industrial land that will be needed over the 2023 to 2043 planning period.

Scappoose's employment base is 3,657 employees in 2023. Scappoose is forecast to have 5,783 employees by 2043. This is an increase of 2,126 jobs over the planning period.

Most new employment will require commercial and industrial lands, accounting for nearly 95% of new employment growth (2,035 employees) over the 2023 and 2043 planning period. Scappoose will accommodate new government employees (91 of the 2,126 employees) in existing government buildings and areas designated for public use.

How much land will be required for employment?

The forecast for land needed to accommodate employment growth in Scappoose shows that the growth of 2,126 new employees will result in demand for about 192 gross acres of commercial and industrial employment lands.

Does Scappoose have enough land to accommodate employment growth?

Scappoose has sufficient land to accommodate demand for industrial employment in the Scappoose UGB, but it does not have sufficient land to accommodate demand for commercial employment.

Based on land demand, Scappoose is forecast to have a 301-gross-acre surplus of industrial land and a 21-gross-acre deficit of commercial land. While Scappoose has a substantial surplus of industrial land, the deficit of commercial land suggests that Scappoose will need to carefully consider actions to accommodate the deficit within the existing UGB.

What are Scappoose's growth opportunities?

Scappoose's primary competitive advantages are:

- The city's proximity to both outdoor recreation and urban amenities in Greater Portland makes Scappoose an attractive place to live and grow businesses.
- Scappoose has a substantial inventory of buildable industrial land and infrastructure to support employment growth, both for larger and smaller businesses.
- The presence of OMIC and PCC provides innovation support and workforce training opportunities, both of which may attract new businesses to locate in Scappoose.
- Scappoose's location along Highway 30 and proximity to the Portland region provide opportunities for relatively easy freight movement and allow businesses in Scappoose to attract workers from across the region.

These factors make Scappoose attractive to residents and businesses that want a high quality of life where they live and work.

The types of businesses that have potential for growth in Scappoose include (but are not limited to): manufacturers (especially those associated with OMIC or PCC), professional service companies, aviation-related industries, construction and other trade industries, service for residents (such as retail, restaurants, medical services, or childcare services), and services for visitors (such as hotels, restaurants, specialty retail, and experiences).

What are the conclusions of the EOA?

- **Scappoose is forecast for growth in both the commercial and industrial employment sectors.** Scappoose is planning for the growth of 2,126 new jobs in the city over the 2023 to 2043 period. About 973 of the jobs will be industrial, 961 of the jobs will be in office and commercial services, and 101 in retail. Growth of these jobs will result in demand for about 51 gross acres of commercial land and 141 gross acres of industrial land.
- **Scappoose has enough employment land to accommodate industrial growth.** Scappoose has enough land for industrial employment growth over the next 20 years, with a surplus of 301 acres. For its target industries, Scappoose will need industrial sites ranging from 5 to 25 acres for small and mid-sized manufacturing and other industrial businesses to 25 to 100-acre sites for large industrial businesses or new business parks.
- **Scappoose has a deficit of land for commercial development.** Scappoose has a deficit of about 21 gross acres of land for commercial office, services, and retail uses. This deficit can be accommodated through increases in land use efficiency within the existing UGB, expansion of the UGB for more commercial land, or both.
- **Scappoose wages are lower than the regional average.** Scappoose's average wage of $37,717 is lower than the average of $40,729 for Columbia County. Scappoose's potential growth industries generally have above average wages, except for certain types of services for residents and visitors, such as retail.
- **Scappoose will need to address key infrastructure needs in the city.** Scappoose will need to address water service deficiencies to support future employment growth. To meet upcoming demand, Scappoose has plans for three to four new wells to support future growth. The City of Scappoose is currently addressing wastewater system constraints and expects to be able to comfortably accommodate new employment once sewer updates are finalized.

What are the key recommendations?

Following are ECONorthwest's recommendations for actions for Scappoose based on the analysis and conclusions in this report.

- **Update the Economic Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade and should be revisited given new conditions and competitive advantages.
- **Align the City's goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City align its goals for economic development with infrastructure development through updates to the City's Capital Improvements Plan.

Providing infrastructure to the large-lot industrial land near the Airport is necessary to allow employment growth to occur in the area. Without infrastructure, much of this land will remain undeveloped. Scappoose has made progress in ensuring infrastructure is available in this area but will likely need to work with developers and businesses to extend services as land is developed.

- **Monitor and replenish the supply of commercial and industrial land on a regular, periodic basis.** The buildable lands inventory identifies the existing development status of employment land in Scappoose. While Scappoose will not completely update the buildable lands inventory on an annual basis, City staff should still monitor the development status of these employment lands and replenish short-term supply when possible.
- **Work with partners to develop a broad economic development strategy for Scappoose.** The city may consider a broad strategy to support economic development that focuses on celebrating quality of place, expanding business development, and supporting upward economic mobility. Starting with the strong network of economic development partners and practitioners will leverage even greater success for Scappoose's employers, employees, and residents.

1. Introduction

The City of Scappoose last updated the Economic Element of its Comprehensive Plan in 2010, when it developed an economic opportunity analysis that resulted in the City expanding its urban growth boundary by 378 acres primarily for industrial land near the Scappoose Airport. Since the expansion became official in 2015, the City approved annexations for industrial land south and east of the airport as well as for development of the Oregon Manufacturing and Innovation Center (OMIC).

Development of OMIC was accompanied by development of the Portland Community College (PCC) Training Center, which offers manufacturing-related training programs. The combination of these programs is developing the next generation of skilled workers to support manufacturing jobs in Scappoose and across Oregon. OMIC is adding a second building, with a focus on manufacturing processes based on 3-D printing technologies. Scappoose has a wealth of developable land for industrial and related limited commercial uses near the Scappoose Airport and OMIC. The Scappoose Airport is well positioned to support manufacturing jobs with airport-related uses and hangar space.

Growth of the facilities and businesses at the Scappoose Airport will lead to growth in more industrial businesses at and near the Airport, as well as services for people who live, work, and visit Scappoose. Scappoose's proximity to the Portland region, location along Highway 30, and access to outdoor recreation make the community a desirable place to grow, expand, and locate new businesses.

This EOA is part of a broader project to adopt a 50-Year Plan which will help the City better understand how the community may grow, and how to accommodate that growth, over the next 50 years. This project provides the opportunity to re-examine Scappoose's employment land needs considering the continued changes in the national and regional economy since 2010, which have implications for economic growth in Scappoose. The 2023 EOA accounts for recent employment trends and changes in economic conditions.

This report presents an economic opportunities analysis (EOA) for the City of Scappoose, which will serve as the basis for revised Comprehensive Plan policies that capitalize on Scappoose's opportunities and help address current and future challenges. The EOA includes technical analysis to address a range of questions that Scappoose faces in managing its commercial and industrial land.

The EOA includes an employment forecast that describes how much growth Scappoose should plan for over the 2023 to 2043 period and identifies the amount and type of employment land necessary to accommodate growth in Scappoose over that period. The EOA also includes a forecast of commercial and industrial growth and land need for the 2043 to 2073 period, in support of the City establishing Urban Reserves to allow the City to plan for 50-years of growth.

The EOA also includes an inventory of commercial and industrial land within Scappoose's urban growth boundary (UGB) to provide information about the amount of land available to accommodate employment growth.

The EOA draws on information from numerous data sources, such as the Oregon Employment Department, Portland State University Population Forecasts, U.S. Bureau of Economic Analysis, U.S. Bureau of Labor Statistics, and the U.S. Census.

Framework for an Economic Opportunities Analysis

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The analysis in this report is designed to conform to the requirements for an EOA in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county, or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment use likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input–based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types, and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025)*. Cities and counties must adopt measures to implement policies pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage, and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies and must designate serviceable land suitable to meet identified site needs.

Stakeholder Engagement Process

Development of the EOA was informed by feedback from a Stakeholder Advisory Committee (SAC), composed of city leaders, economic development practitioners, non-profit organizations, higher education and port leaders, and community members at large. The SAC met 12 times over the course of the entire 50-Year Plan project. Two of those meetings were dedicated to developing the EOA. During the first EOA meeting, the SAC discussed the buildable lands inventory, employment forecast, and competitive and comparative advantages. In the second meeting, the SAC discussed land sufficiency, site needs, and provided feedback on the overall EOA.

Public engagement occurred through the 50-Year Plan project, through the following:

- **Community Conversations.** These conversations were led by City staff and SAC members and were designed to engage community members in places where they already gather and feel comfortable. The discussions focused on what community members value about Scappoose today and what could make it a better place in the future.
- **Community Events.** The project team engaged the community during the following community events: Scappoose Farmers Market, the 2021 Annual Town Meeting, and the Scappoose Adventure Festival. These events provided community members an opportunity to engage and share visioning ideas with their neighbors face-to-face, as well as review and comment on the 50-year Plan Vision Statement.
- **Surveys.** An initial online survey was used to gather general interests and positions of the public throughout the Visioning and 50-Year Plan process. A second survey provided an opportunity to review the feedback received to date and vet the draft 50-year Plan Vision Statement.
- **Online Engagement.** Supported City staff in developing ongoing education and engagement materials to be offered online.

The 50-year planning process also included decision-maker work sessions to ensure that elected and appointed officials were engaged in the process and had an opportunity to provide input and direction.

Organization of This Report

This report is organized as follows:

- **Chapter 2. Factors Affecting Future Economic Growth** summarizes historic economic trends that affect current and future economic conditions in Scappoose, as well as Scappoose's competitive advantages for economic development.
- **Chapter 3. Employment Growth and Site Needs** presents a forecast for employment growth in Scappoose and describes potential growth industries and site needs for potential growth in industries.
- **Chapter 4. Buildable Lands Inventory** presents a summary of the inventory of employment lands.
- **Chapter 5. Land Sufficiency and Conclusions** compares the supply of and demand for buildable lands and presents key concluding recommendations for Scappoose.

This report also includes two appendices:

- **Appendix A. National, State, and Regional and Local Trends**
- **Appendix B. Buildable Lands Inventory Methodology**

2. Factors Affecting Future Economic Growth

Scappoose exists as part of the economy of the Portland Metro region, which includes Clackamas, Columbia, Multnomah, Washington, and Yamhill Counties in Oregon and Clark and Skamania Counties in Washington. Its proximity to Portland, the largest city in the region, provides opportunities for the city's residents and access to a larger labor pool for employers. Scappoose's economy consists of an industry mix of retail trade, government services, accommodation and food services, and manufacturing.

OMIC presents important opportunities for economic development in Scappoose. As OMIC grows and gains a national and international reputation and connections, businesses may choose to locate in Scappoose to take advantage of clustering benefits, knowledge spillover, and workforce training opportunities. As manufacturing businesses grow, commercial and retail service businesses will also likely grow.

This chapter describes the factors affecting economic growth in Scappoose within the context of national and regional economic trends. The analysis presents the City's competitive advantages for growing, attracting, and retaining businesses, which forms the basis for identifying potential growth industries in Scappoose.

Factors that Affect Economic Development[1]

The fundamental purpose of Goal 9 (the Statewide Planning Goal for Economic Development) is to ensure that local governments plan for economic development. Planning literature provides many definitions of economic development, both broad and narrow. Broadly,

> "Economic development is the process of improving a community's well-being through job creation, business growth, and income growth (factors that are typical and reasonable focus of economic development policy), as well as through improvements to the wider social and natural environment that strengthen the economy."[2]

That definition acknowledges that a community's well-being depends in part on narrower measures of economic well-being (e.g., jobs and income) and on other aspects of quality of life (e.g., the social and natural environment). In practice, cities and regions trying to prepare an economic development strategy typically use a narrower definition of economic development; they take it to mean business development, job growth, and job opportunity. The assumptions are that:

- Business and job growth are contributors to and consistent with economic development, increased income, and increased economic welfare. From the municipal point of view,

[1] The information in this section is based on previous Goal 9 studies conducted by ECONorthwest, as well as "An Economic Development Toolbox: Strategies and Methods" published by the American Planning Association.

[2] An Economic Development Toolbox: Strategies and Methods, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.

investment and resulting increases in property tax are important outcomes of economic development.

- The evaluation of trade-offs and balancing of policies to decide whether such growth is likely to lead to overall gains in well-being (on average and across all citizens and businesses in a jurisdiction) is something that decision-makers do after an economic strategy has been presented to them for consideration.

That logic is consistent with the tenet of the Oregon land use planning program: all goals matter, no goal dominates, and the challenge is to find a balance of conservation and development that is acceptable to a local government and the State. Goal 9 does not dominate, but it legitimizes and requires that a local government focus on the narrower view of economic development regarding economic variables.

In that context, a major part of local economic development policy is about local support for business development and job growth; that growth comes from the creation of new firms, the expansion of existing firms, and the relocation or retention of existing firms. Specifically, new small businesses are accounting for a larger share of the job growth in the United States. This shift toward a focus on entrepreneurship, innovation, and small businesses presents additional options for local support for economic development beyond firm attraction and retention. Thus, two key questions for economic development policy are:

- What are the factors that influence business and job growth?
- What is the relative importance of each?

This document addresses these questions in depth.

What Factors Matter?

Why do firms locate where they do? There is no single answer—different firms choose their locations for different reasons. Key determinants of a location decision are a firm's factors of production. For example, a firm that spends a large portion of total costs on unskilled labor will be drawn to locations where labor is relatively inexpensive. A firm with large energy demands will give more weight to locations where energy is relatively inexpensive. In general, firms choose locations they believe will allow them to maximize net revenues: if demand for goods and services are held roughly constant, then revenue maximization is approximated by cost minimization.

The typical categories that economists use to describe a firm's production function are:

- **Labor.** Labor is often the most important factor of production. Other things equal, firms look at productivity—labor output per dollar. Productivity can decrease if certain types of labor are in short supply, which increases the costs by requiring either more pay to acquire the labor that is available, the recruiting of labor from other areas, or the use of less productive labor that is available locally.

- **Land.** Demand for land depends on the type of firm. Manufacturing firms need more space and tend to prefer suburban locations where land is relatively less expensive and less difficult to develop. Warehousing and distribution firms need to locate close to interstate highways.
- **Local infrastructure.** An important role of government is to increase economic capacity by improving quality and efficiency of infrastructure and facilities, such as roads, bridges, water and sewer systems, airport and cargo facilities, energy systems, and telecommunications.
- **Access to markets.** Though part of infrastructure, transportation merits special attention. Firms need to move their product (either goods or services) to the market, and they rely on access to different modes of transportation to do this.
- **Materials.** Firms producing goods, and even firms producing services, need various materials to develop products that they can sell. Some firms need natural resources (i.e., raw lumber) and others may need intermediate materials (i.e., dimensioned lumber).
- **Entrepreneurship**. This input to production may be thought of as good management, or more broadly as a spirit of innovation, optimism, and ambition that distinguishes one firm from another, even though most of their other factor inputs may be quite similar. Entrepreneurial activity, even when unsuccessful, can offer information about the local market that other entrepreneurs can use in starting a new firm. Entrepreneurs are typically willing to take on more risk in uncertain markets, and a strengthened entrepreneurial environment can help to reduce that risk and uncertainty.[3] Entrepreneurs also tend to have more mobility than larger firms and are more likely to locate in areas with a strong entrepreneurial environment.[4] To some degree, local governments can promote a high quality of life in an area to attract entrepreneurs, in addition to adopting regulations with minimal barriers—or at least, clear guidelines—for new small businesses.

The supply, cost, and quality of any of these factors depend on market factors: on conditions of supply and demand locally, nationally, and even globally. But they also depend on public policy. In general, public policy can affect these factors of production through:

- **Regulation.** Regulations protect the health and safety of a community and help maintain quality of life. Overly burdensome regulations, however, can be disincentives for businesses to locate in a community. Simplified bureaucracies and straightforward regulations can reduce the burden on businesses and help them react quickly in a competitive marketplace.
- **Taxes**. Firms tend to seek locations where they can optimize their after-tax profits. Tax rates are not a primary location factor—they typically matter only after businesses have

[3] Tessa Conroy and Stephan Weiler. "Local and Social: Entrepreneurs, Information Network Effects, and Economic Growth" (2017). https://redi.colostate.edu/wp-content/uploads/sites/50/2017/05/gender_gia_Jun2017-2.pdf

[4] Emil E. Malizia and Edward J. Feser. *Understanding Local Economic Development.* (1999).

made decisions based on labor, transportation, raw materials, and capital costs. The costs of these production factors are usually similar within a region. Therefore, differences in tax levels across communities within a region are more important in the location decision than differences in tax levels between regions.

- **Financial incentives**. Governments can offer firms incentives to encourage growth. In recent years in Oregon (especially the Portland region), incentives have been used more to attract businesses to consider locating in the Portland region, rather than substantially distinguishing among cities in the Portland region. For manufacturing industries with significant equipment costs, however, property or investment tax credit or abatement incentives can play a significant role in location decisions.

This discussion may make it appear that a location decision is based entirely on a straightforward accounting of costs, with the best location being the one with the lowest level of overall costs. Studies of economic development, however, have shown that location decisions depend on a variety of other factors that indirectly affect costs of production. These indirect factors include agglomerative economies (also known as industry clusters), quality of life, and innovative capacity.

- **Industry clusters**. Firms with similar business activities can realize operational savings when they congregate in a single location or region. Clustering can reduce costs by creating economies of scale for suppliers. For this reason, firms tend to locate in areas where there is already a presence of other firms engaged in similar or related activities.
- **Quality of life.** A community that features many quality amenities, such as access to recreational opportunities, culture, low crime, good schools, affordable housing, and a clean environment can attract people simply because it is a nice place to be. A region's quality of life can attract skilled workers, and if the amenities lure enough potential workers to the region, the excess labor supply pushes their wages down so that firms in the region can find skilled labor for a relatively low cost. The characteristics of local communities can affect the distribution of economic development within a region, with different communities appealing to different types of workers and business owners. Sometimes location decisions by business owners are based on an emotional or historical attachment to a place or set of amenities, without much regard for the cost of other factors of production.
- **Innovative capacity.** Increasing evidence suggests that a culture promoting innovation, creativity, flexibility, and adaptability is essential to keeping U.S. cities economically vital and internationally competitive. Innovation is particularly important in industries that require an educated workforce. High-tech companies need to have access to new ideas typically associated with a university or research institute. In addition to innovations in research and development within firms or research institutions, firms may also draw on the innovative capacity of entrepreneurs in an area. These entrepreneurs may be former employees of the larger firm or businesses that relocated to an area because of the proximity to an industry cluster. Strong networks and

communication between firms, research institutions, and entrepreneurs are key components to leveraging innovative capacity in an area.[5] Local governments are well-equipped to help foster these networks through supporting economic development tools such as small business assistance centers or incubation centers. Government can also be a key part of a community's innovative culture, through the provision of services and regulation of development and business activities that are responsive to the changing needs of business.

How Important Are These Factors?

To understand how changes in public policies affect local job growth, economists have attempted to identify the importance of firms with different locational factors. They have used statistical models, surveys, and case studies to examine detailed data on the key factors that influence the business location decision.

Economic theory says that firms locate where they can reduce the costs of their factors of production (assuming demand for products and any other factors are held constant). Firms locate in regions where they have access to inputs that meet their quality standards at a relatively low cost. Because firms are different, the relative importance of different factors of production varies both across industries and, even more importantly, across firms.

No empirical analysis can completely quantify firm location factors because numerous methodological problems make any analysis difficult. For example, some would argue simplistically that firms would prefer locating in a region with a low tax rate to reduce tax expenses. However, the real issue is the value provided by the community for the taxes collected. Because taxes fund public infrastructure that firms need, such as roads, water, and sewer systems, regions with low tax rates may end up with poor infrastructure, making it less attractive to firms. When competing jurisdictions have roughly comparable public services (type, cost, and quality) and quality of life, then tax rates (and tax breaks) can make a difference.

Further complicating any analysis is the fact that many researchers have used public expenditures as a proxy for infrastructure quality. But large expenditures on roads do not necessarily equal a quality road system. It is possible that the money has been spent ineffectively and the road system is in poor condition.

An important aspect of this discussion is that the business function at a location matters more than a firm's industry. A single company may have offices spread across cities, with headquarters located in a cosmopolitan metropolitan area, with the research and development divisions located near a concentration of universities, the back office in a suburban location, and manufacturing and distribution located in areas with cheap land and good interstate access.

Local governments can provide support for new and existing small businesses through policies and programs that support entrepreneurship and innovation. The National League of Cities

[5] Nancey Green Leigh and Edward Blakely. Planning Local Economic Development: Theory and Practice. 2013.

suggests strategies for local governments, including strong leadership from elected officials; better communication with entrepreneurs, especially regarding the regulatory environment for businesses in the community; and partnerships with colleges, universities, small business development centers, mentorship programs, community groups, businesses groups, and financial institutions.[6]

Local governments in Oregon also play a central role in the provision of buildable land through inclusion of lands in the urban growth boundary (UGB), as well as through the determination of plan designations, zoning, and the provision of public services. Typically, businesses need buildable land to locate or expand in a community. However, providing buildable land alone is not sufficient to guarantee economic development in a community—market conditions must create demand for this land, and local factors of production must be favorable for business activity. In the context of expected economic growth and the perception of a constrained land supply in Scappoose, the provision of buildable land has the potential to strongly influence the level and type of economic development in the city. The provision of buildable land is one of the most direct ways that Scappoose can affect the level and type of economic development in the community.

Summary of the Effect of National, State, and Regional Trends on Economic Development in Scappoose

This section presents a summary and the implications of national, state, and regional economic trends on economic growth in Scappoose, which are presented in Appendix A.

- **County and local employment growth.** Employment has increased in Columbia County since 2001, with a gain of about 1,825 employees between 2001 and 2019. The largest increases were in health care and social assistance, accommodation and food services, and professional and business services. Jobs in Scappoose accounted for about 19% of employment in Columbia County in 2019. Employment in Scappoose increased between 2008 and 2019 by about 499 employees (or 29%).
- **Increase in regional economic diversity.** While natural resource extraction-based industries remain an important part of the Northwest regional economy, opportunities for value-added industry development are increasing. As noted in the 2018-2023 NW Oregon Comprehensive Economic Development Strategy, "growth in renewable energy is fueling interest in logging waste for biofuel and use of cross-laminated lumber in construction is sparking interest in kiln-drying wood locally. Fisheries and seafood processing have modernized into high-tech manufacturing.[7]" The increases in regional economic development diversity provide opportunities for the development of new businesses in Scappoose in value-add industries.

[6] National League of Cities "Supporting Entrepreneurs and Small Businesses" (2012). https://www.nlc.org/supporting-entrepreneurs-and-small-business

[7] Northwest Region includes Clatsop, Columbia, Tillamook, and western Washington (west of Hillsboro) counties

- **Changes in manufacturing and concentration of manufacturing in Oregon.** Scappoose's location in the Portland Metro region, the presence of OMIC as a source of workforce training and industry innovation, existing manufacturing businesses, land available for industrial uses, and access to a skilled workforce present opportunities for growth in manufacturing businesses. In 2019, manufacturing accounted for about 12% of Scappoose's total covered employment[8] and had an average wage of $46,646, higher than the city's average wage of $37,717.

  While Columbia County experienced declines in manufacturing employment between 2008 and 2019, the manufacturing sector in Scappoose increased from 212 to 266 employees, an increase of 54 employees or 25%. OMIC located to Scappoose in 2017 and serves as a resource for workforce training and industry innovation. Its presence in Scappoose could make the City an attractive location for other manufacturing businesses looking to leverage its unique resources.

- **Increases in automation.** Businesses in both industrial and commercial industries will continue to respond to increases in automated processes, decreasing employment in some types of manufacturing processes, and slightly increasing need for workers with skills in computers and other high-tech sectors. While automation has been a factor in industrial sectors for decades (e.g., manufacturing), recent increases in automation have occurred for commercial industries, such as certain functions of retail or office jobs. Oregon's overall risk of automation is similar to that of the nation with lower and middle-wage jobs at higher risk of being automated. Jobs that are considered to be at lower risk include those that provide personal services or experiences, such as food service or hospitality. Higher-wage jobs that are also considered to be at a lower risk of automation include jobs that require social intelligence, perception, creativity, or fine motor skills.

  Most industrial sectors will continue to hire employees to complete certain tasks, though the types of skills required for these jobs may change as automation increases. Scappoose's access to a skilled workforce is an advantage for businesses in Scappoose, as long as the educational opportunities in the region continue to align with the needs for the skills in industries in Scappoose. OMIC and Portland Community College could be influential in ensuring a continuous flow of skilled manufacturing workers.

- **Importance of small businesses in Scappoose's economy.** The average business in Scappoose has 9 employees, slightly lower than the state average of 11 employees.[9] The creation of new businesses is vital to Oregon's (and Scappoose's) economy as their formations generate new jobs and advance innovations into markets. Scappoose's access to a relatively young workforce both within the City and from across the Portland metro region presents opportunities for small businesses to grow in the city.

[8] Covered employment refers to jobs that are eligible for unemployment insurance. Notably absent from covered employment are self-employed, many agricultural jobs, and corporate officers.

[9] 2019 QCEW data for the State of Oregon

- **Changes in the retail sector.** Over the past two decades, the trend toward supercenters and e-commerce has steadily increased. While the growth of shopping online, accelerated by the COVID-19 pandemic, is likely to persist, there will continue to be demand for the local purchase of retail goods. Consumers still prefer physical, brick-and-mortar stores for certain items, such as large furniture, home improvement goods, specialty goods, and some types of groceries. Furthermore, consumer preferences have shifted to spending at restaurants and experience-focused activities (e.g., entertainment or recreation). One emerging retail trend, the convergence of technology and shopping, creates new opportunities for retail businesses to differentiate themselves and engage customers digitally in physical retail locations. While retail businesses that compete with online retailers may become less common in Scappoose (and other cities), businesses providing experiences (including digital/physical shopping experiences) or goods that cannot be purchased online may grow and expand in Scappoose. This presents opportunities for Scappoose's retail industry to build on the city's high quality of life, providing experiences for residents and visitors.
- **Continued increase in demand for energy.** In 2022, energy prices, especially gasoline prices, increased sharply. Reasons for the increase include increased travel and international sanctions against Russia for the war in Ukraine, which resulted in less Russian fuel on the international market. Energy prices are forecasted to increase over the planning period, which, over the long-term, will likely affect the mode of commuting before affecting workers' willingness to commute. For example, commuters may choose to purchase a more energy-efficient car or carpool. Very large increases in energy prices may affect workers' willingness to commute to or from Scappoose, especially workers living or working the farthest from Scappoose or workers with lower-paying jobs. In addition, very large increases in energy prices may make shipping freight long distances less economically feasible, resulting in a slowdown or reversal of offshore manufacturing, especially of large, bulky goods.
- **A tight labor market and increasing labor costs.** In May 2022, the unemployment rate in Columbia County was 3.6%, similar to Oregon's rate of 3.5% and the national rate of 3.6%. After declining sharply during the COVID-19 pandemic, employment has mostly recovered with the national labor force participation rate slightly below pre-pandemic levels. Economic growth paired with a tight labor market pushed wages upwards with wages increasing nationally by 5.5% as of April 2022 year over year. For Scappoose, the tight labor market could make it difficult for businesses to attract talent, especially given the relatively lower wages offered in the City relative to the broader Portland region.
- **Household income and average wages.** Scappoose's median household income ($80,171) is higher than the county ($62,257) and the state ($62,818). The average annual wage at private businesses in Scappoose was about $37,717, which was lower than the Columbia County average in 2019 of $40,729 and the state average of $55,019.[10] While the household income would suggest that some households may have higher disposable

[10] Oregon Employment Department, Quarterly Census of Employment and Wages, 2019

incomes to spend on goods and services, the relatively lower wages could make it difficult to attract talent especially given the tight labor market.

- **Rising housing costs.** The rising cost of living, especially increases in housing costs, can impact local businesses' ability to attract and retain talent especially for low and middle wage jobs. As of June 2022, the median home sales price was $488,000 in Scappoose.[11] The median gross rent for the 2016-2020 period was $1,325.[12] Households would need to earn about $120,000 per year to afford the median sales price and $53,000 per year to afford the median rent. The average wage in Scappoose is $37,717 and the median household income is $80,171.

- **Availability of labor.** Availability of labor depends, in part, on population growth and in-migration. Scappoose's population increased by 3,040 people between 2000 and 2021 at an average annual growth rate of 2.3%. Scappoose is forecast to grow by 2,381 people between 2020 and 2040.[13]

  The labor force participation rate is another important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. According to the 2015–2019 American Community Survey, Scappoose had about 3,891 people in its labor force and Columbia County had 24,118. The labor force participation rate in Scappoose (69%) was higher than Columbia County (58%) and Oregon (62%). Nonparticipants in the labor force (31% of people not participating in Scappoose's labor force) include students 16 years and older, retirees, and unemployed people not actively seeking work. A higher concentration of older residents in an area or a mismatch of the types of jobs available in an area and the types of skills of the labor force can contribute to low labor force participation rates.

  Commuting is common for residents and workers in Scappoose. Nineteen percent of workers at businesses in Scappoose live in Scappoose. About 11% of workers live in St. Helens, 9% in Portland, and 3% in Hillsboro. Businesses in Scappoose draw employees from across Multnomah, Columbia, and Washington Counties. About 92% percent of residents of Scappoose commute to work across the region, including 34% who work at businesses in Portland, 9% who work in Hillsboro, and 5% who work in St Helens.

- **Education as a determinant of wages.** Scappoose's population has a larger share (27%) of residents with a bachelor's degree or higher compared to 18% in Columbia County, but a lower share compared to Oregon (34%). Businesses that need employees with a bachelor's degree or higher may meet some of their needs in the city but may also need to recruit employees from outside of the city and county. Scappoose's businesses are near students from colleges and universities across the Portland metro region.

[11] Redfin Monthly Housing Market Data accessed August 2022.

[12] U.S. Census Bureau, American Community Survey 2016–2020 5-Year Estimates, Table B25064.

[13] Portland State University, College of Urban & Public Affairs: Population Research Center, population forecast, 2020

- **Aging of the population and need for replacement workers.** While Scappoose has a smaller percentage of residents 60 years and older (21%) relative to Columbia County (27%) and Oregon (24%), Scappoose's population is growing older. Scappoose's median age, which was 35.7 in 2000, increased to 37.7 in the 2015–2019 period. By comparison, Columbia County's median age was 43.3, and Oregon's median age was 39.3 in the 2015–2019 period.

  Columbia County's population is expected to continue aging, with people 60 years and older increasing from 29% of the population in 2020 to 33% of the population in 2040, consistent with statewide trends.[14] As workers retire, businesses need to replace them with new workers. This need for replacement workers will continue to drive the need for workers. With a relatively younger workforce, Scappoose could be in a good position to replace retiring workers if workforce skills match job openings.

- **Increases in racial and ethnic diversity.** Overall, both the nation and Oregon are becoming more racially and ethnically diverse. Between 2000 and 2015–2019, the Hispanic and Latino population in Oregon increased from 8% to 13%, while it increased in Scappoose from 2% to 7%. The population of people of color has increased from 13% to 16% in Oregon since 2000 but stayed roughly the same in Scappoose at 6%.

- **Increase in work from home trends.** The pandemic facilitated a shift in many industries opening up opportunities for employees to work from home at levels never seen before. Due to the shift to working from home and concerns around the pandemic, many workers started moving away from urban centers in pursuit of more space. Work from home trends are likely to continue, full time for some workers or with options for a hybrid schedule for others. Scappoose's proximity to recreational amenities and the Portland Metro region could make it particularly attractive to people who work from home full time or have a hybrid work arrangement in the Portland Metro region that requires them to be in the office a few times a week.

- **High rates of inflation.** For the last several decades, inflation rates have generally stayed below 3% for the nation. Inflation started to increase in 2021 and accelerated in 2022, increasing to 9%, to their highest levels in about 40 years. Inflation increased most quickly in June 2022 for energy, motor vehicles, food, and household furnishings.[15] The average hourly earnings for nonfarm employees increased slightly through April 2022 but inflation-adjusted real average hourly earnings declined slightly due to continued inflation.[16] Continued high rates of inflation may slow economic growth, further erode purchasing power, discourage savings, and lead to a national recession. Consumers may

[14] Portland State University, College of Urban & Public Affairs: Population Research Center, Population Forecast, 2020.

[15] Bureau of Labor Statistics, U.S. Department of Labor, *The Economics Daily*, Consumer prices up 9.1 percent over the year ended June 2022, largest increase in 40 years at https://www.bls.gov/opub/ted/2022/consumer-prices-up-9-1-percent-over-the-year-ended-june-2022-largest-increase-in-40-years.htm (visited *July 25, 2022*).

[16] *New Inflationary Concerns: A US Macroeconomic Update*, IBISWorld, June 03, 2022. https://www.ibisworld.com/blog/new-inflationary-concerns-us-macroeconomic-update/1/1126/

start decreasing spending on non-essentials which could impact parts of Scappoose's retail and tourism economy. However, Scappoose's proximity to the Portland Metro region may mean that the City will get more regional tourists as people choose to vacation locally to avoid high transportation costs.

Employment Trends in Scappoose and Columbia County

The economy of the nation changed substantially between 2001 and 2022. These changes affected the composition of Oregon's economy, including Scappoose's economy. At the national level, the most striking change was the shift from manufacturing employment to service-sector employment. The most important shift in Oregon during this period has been the continued shift from a timber-based economy to a more diverse service-based economy. This section focuses on changes in the economy in Columbia County and Scappoose since 2001.

Employment Trends in Columbia County

Exhibit 1 shows covered employment[17] in Columbia County for 2001 and 2019. Employment increased by 1,825 jobs, or 18%, over this period. The sectors with the largest increases in number of employees were health care and social assistance (632 jobs), accommodation and food services (531 jobs), professional and business services (461 jobs), other services (270 jobs), and construction (221 jobs). The average annual wage for employment in Columbia County in 2019 was about $40,729.

Exhibit 1. Covered Employment by Industry, Columbia County, 2001–2019
Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2001–2019.

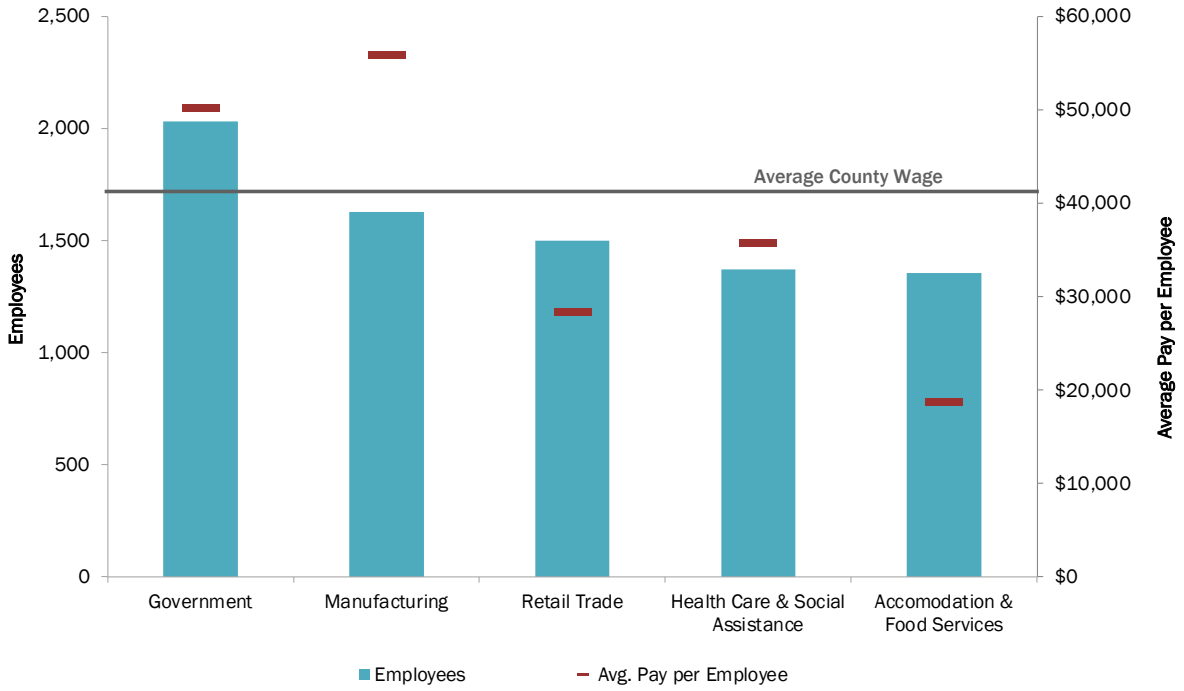
Sector	2001	2019	Change 2001 to 2019		
			Difference	Percent	AAGR
Natural Resources and Mining	576	389	- 187	-32%	-2.2%
Construction	444	665	221	50%	2.3%
Manufacturing	1,981	1,627	-354	-18%	-1.1%
Wholesale Trade	84	162	78	93%	3.7%
Retail trade	1,458	1,498	40	3%	0.2%
Transportation, Warehousing & Utilities	555	604	49	9%	0.5%
Information	84	52	-32	-38%	-2.6%
Financial Activities	343	395	52	15%	0.8%
Professional and Business Services	406	867	461	114%	4.3%
Educational Services	40	69	29	73%	3.1%
Health Care and Social Assistance	738	1,370	632	86%	3.5%
Arts, Entertainment, and Recreation	95	68	-27	-28%	-1.8%
Accommodation and Food Services	825	1,356	531	64%	2.8%
Other Services	350	620	270	77%	3.2%
Unclassified	6	4	n/a	n/a	n/a
Total All Government	1,968	2,031	63	3%	0.2%
Total	**9,953**	**11,778**	**1,825**	**18%**	**0.9%**

[17] **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Exhibit 2 shows covered employment and average wage for industries in Columbia County with greater than 1,000 employees. Jobs in government accounted for approximately 17% of the county's total covered employment, followed by manufacturing (14%), retail trade (13%), health care and social assistance (12%), and accommodation and food services (12%). Of these sectors, manufacturing and government sectors pay above the average county wage ($55,898 and $50,210, respectively).

Exhibit 2. Covered Employment and Average Pay by Sector, Sectors with Greater than 1,000 Employees, Columbia County, 2019

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2019.



While the COVID-19 pandemic caused high unemployment and pandemic related job losses in 2020, the economy rebounded in 2021 and into 2022 as vaccines became readily available and business restrictions lifted. Oregon experienced strong job gains in 2021 with employers adding 102,100 jobs over the year.[18] However, the job gains have been unevenly distributed throughout the economy. Some sectors such as construction, nondurable goods manufacturing, retail trade, and transportation and warehousing fully recovered from recession losses and reached new, record high employment levels at the end of 2021. Others including leisure and hospitality and private educational services remained below pre-COVID job levels. However, job growth is anticipated to be more balanced across industries moving forward.[19]

[18] Gail Krumenauer, "Job gains amid COVID waves: 2021 year in review." State of Oregon Employment Department. April 7, 2022.

[19] Josh Lehner, "Cyclical Labor Shortage is Gone, Structural Remains.", Oregon Office of Economic Analysis. May 4, 2022.

Employment in Scappoose

Between 2008 and 2019, employment in Scappoose increased by about 499 employees (29%), at about a 2.3% average annual growth rate. Employment in retail trade increased by about 142 employees (36%) and construction and agriculture increased by 118 employees (174%), while information employment decreased by about 30 employees (58%) and health care and social assistance decreased by 25 employees (17%) (Exhibit 3).

Exhibit 3. Change in Covered Employment, Scappoose UGB, 2008–2019
Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2008 and 2019.
Note: Sectors highlighted in blue have wages higher than the city average.
*Average Annual Growth Rate

Sector	Employees		Change in Employment		
	2008	2019	Number	Percent	AAGR
Construction & Agriculture	68	186	118	174%	9.6%
Manufacturing	212	266	54	25%	2.1%
Retail Trade	394	536	142	36%	2.8%
Transportation and Warehousing and Wholesale Trade	76	105	29	38%	3.0%
Information	52	22	(30)	-58%	-7.5%
Finance and Insurance	49	69	20	41%	3.2%
Real Estate and Rental and Leasing	17	26	9	53%	3.9%
Professional Services and Management of Companies	61	74	13	21%	1.8%
Admin. / Support and Waste Mgmt / Remediation Serv	22	36	14	64%	4.6%
Health Care and Social Assistance	150	125	(25)	-17%	-1.6%
Arts, Entertainment, and Recreation	12	25	13	108%	6.9%
Accommodation and Food Services	229	273	44	19%	1.6%
Other Services (except Public Administration)	97	131	34	35%	2.8%
Government	302	366	64	21%	1.8%
Total	**1,741**	**2,240**	**499**	**29%**	**2.3%**

Employment in Scappoose accounted for about 19% of all employment in Columbia County in 2019. Exhibit 4 shows a summary of covered employment data for the Scappoose UGB in 2019. The sectors with the greatest number of employees were retail trade (24% of Scappoose's total covered employment), government (16%), accommodation and food service (12%), and manufacturing (12%). The average size for a private business in Scappoose was 9 employees per business, slightly lower than the state average of 11 employees.

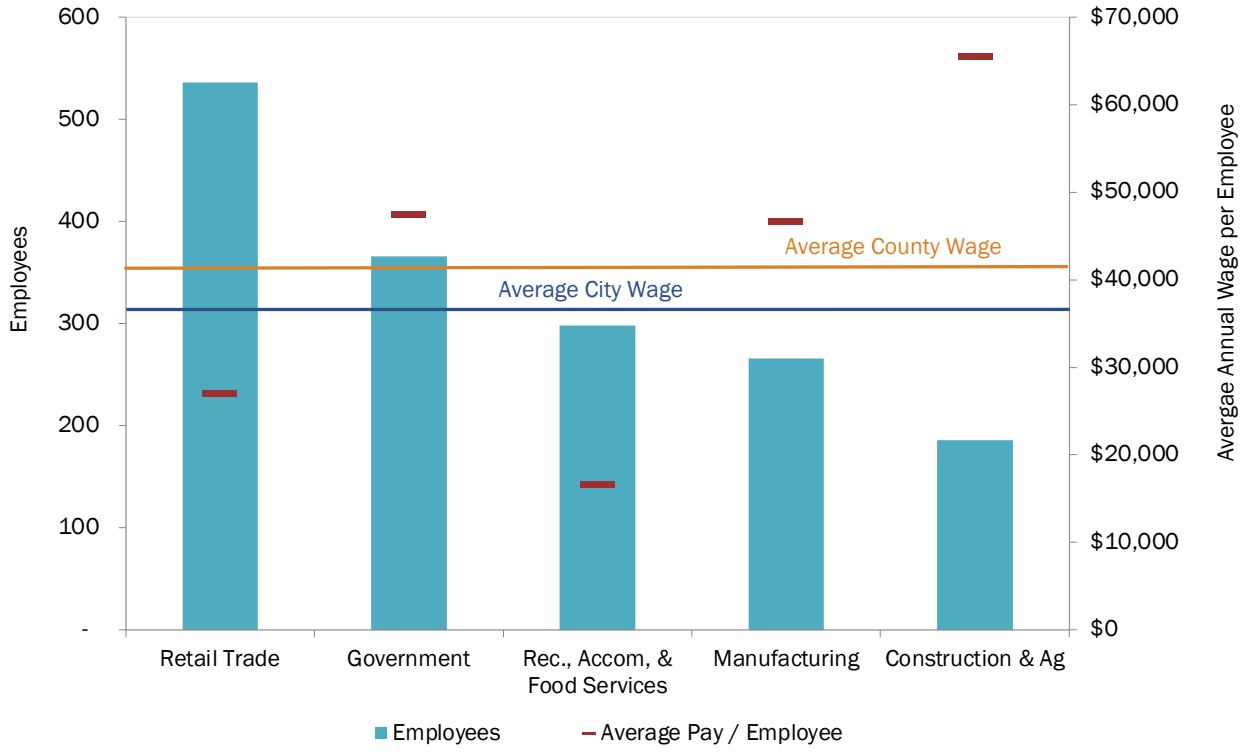
Exhibit 4. Covered Employment and Average Pay by Sector, Scappoose UGB, 2019[20]
Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2019.

Sector	Establishments	Employees	Average Pay per Employee
Construction & Agriculture	28	186	$65,575
Manufacturing	18	266	$46,646
Retail Trade	27	536	$27,011
Transportation and Warehousing and Wholesale Trade	12	105	$38,455
Information	5	22	$31,701
Finance and Insurance	16	69	$55,757
Real Estate and Rental and Leasing	14	26	$43,567
Professional Services and Management of Companies	22	74	$62,701
Admin. / Support and Waste Mgmt / Remediation Serv.	7	36	$17,040
Health Care and Social Assistance	19	125	$37,439
Arts, Entertainment, and Recreation	4	25	$5,766
Accommodation and Food Services	15	273	$17,645
Other Services (except Public Administration)	56	131	$26,121
Government	11	366	$47,464
Total	**254**	**2,240**	**$37,717**

[20] The following sectors were combined due to confidentiality of QCEW data: agriculture and construction; transportation, warehousing, and wholesale trade; professional services and management of companies; healthcare, social assistance and educational services.

Exhibit 5 shows the employment and average pay per employee for the five largest sectors in Scappoose. Average pay for all employees ($37,717) is shown as a blue line across the graph, and average pay for individual sectors as short red lines. Government, manufacturing, construction and agriculture, information, finance, real estate, transportation, warehousing, and wholesale trade, and professional service sectors had above-average wages. The lowest wages were in recreation, accommodation, and food service, other services, and retail trade.

Exhibit 5. Covered Employment and Average Pay, 5 Largest Sectors, Scappoose UGB, 2019
Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2019.



Though data are not readily available at the city level to inform the impacts of the COVID-19 pandemic, OED reports that Columbia County had higher rates of unemployment insurance claims as a share of labor force relative to all Oregon counties.[21] In May following the onset of the pandemic, around 1,960 continued unemployment insurance claims were made in Columbia County. Of these claims, 385 were in the accommodation and food service sector (20% of the county's total claims). Construction and health care and social assistance had the next largest shares at about 13% each of total county continued claims, followed by retail trade and manufacturing at 10% and 9%, respectively. As of July 2022, these continued insurance claims were down to 200 claims.

[21] Based on information from the Oregon Employment Department as of August 2022. https://www.qualityinfo.org/covid-19

Outlook for Growth in Columbia County

Exhibit 6 shows the Oregon Employment Department's forecast for employment growth by industry for Northwest Oregon (Benton, Clatsop, Columbia, Lincoln, and Tillamook Counties) over the 2020 to 2030 period. Employment in the region is forecasted to grow at an average annual growth rate of 1.5%.

The sectors that will lead employment in the region for the 10-year period are leisure and hospitality (adding 5,880 jobs); private education and health services (2,530); government, (1,890); trade, transportation, and utilities (1,800); and professional and business services (1,580). In sum, these sectors are expected to add 13,680 new jobs or about 84% of employment growth in the Northwest region. Columbia County accounts for about 11% of employment in these five counties, and Scappoose accounts for about 19% of the county's employment.

Exhibit 6. Regional Employment Projections, 2020–2030, Northwest Region (Benton, Clatsop, Columbia, Lincoln, Tillamook Counties)
Source: Oregon Employment Department. Employment Projections by Industry 2020-2030.

Industry	2020	2030	Change (2020 to 2030)		
			Number	Percent	AAGR
Total Private Payroll Employment	72,580	86,460	13,880	19%	1.8%
Natural Resources and Mining	3,450	3,570	120	3%	0.3%
Mining and Logging	910	870	(40)	-4%	-0.4%
Construction	4,050	4,620	570	14%	1.3%
Manufacturing	8,650	9,200	550	6%	0.6%
Durable Goods	4,380	4,640	260	6%	0.6%
Wood Product Manufacturing	980	910	(70)	-7%	-0.7%
Nondurable Goods	4,160	4,460	300	7%	0.7%
Trade, Transportation, and Utilities	14,570	16,370	1,800	12%	1.2%
Wholesale Trade	980	1,090	110	11%	1.1%
Retail Trade	11,670	13,130	1,460	13%	1.2%
Transportation, Warehousing, and Utilities	1,910	2,150	240	13%	1.2%
Information	910	990	80	9%	0.8%
Financial Activities	3,670	3,900	230	6%	0.6%
Professional and Business Services	7,080	8,660	1,580	22%	2.0%
Private Educational and Health Services	13,850	16,380	2,530	18%	1.7%
Hospitals	4,500	5,120	620	14%	1.3%
Leisure and Hospitality	13,300	19,180	5,880	44%	3.7%
Accommodation and Food Services	12,470	17,900	5,430	44%	3.7%
Other Services and Private Households	3,050	3,590	540	18%	1.6%
Government	24,110	26,000	1,890	8%	0.8%
Federal Government	1,270	1,270	0	0%	0.0%
State Government	1,350	1,450	100	7%	0.7%
Local Government	21,490	23,280	1,790	8%	0.8%
Self-Employment	5,900	6,330	430	7%	0.7%
Total employment	**102,590**	**118,790**	**16,200**	**16%**	**1.5%**

Scappoose's Competitive Advantage

Economic development opportunities in Scappoose will be affected by local conditions as well as the national and state economic conditions addressed above. Economic conditions in Scappoose relative to these conditions in other portions of the Portland Metro region form Scappoose's competitive advantage for economic development. Scappoose's competitive advantages have implications for the types of firms most likely to locate and expand in the area.

Scappoose's primary competitive advantages are the city's proximity to both outdoor recreation and urban amenities in Greater Portland, its infrastructure and industrial land to support employment growth, as well as training and innovation support with the presence of OMIC and PCC. These factors make Scappoose attractive to residents and businesses that want a high quality of life where they live and work.

The discussion earlier in this chapter provided information about Scappoose's existing base of businesses and access to labor, which are key to understanding Scappoose's competitive advantages. This section summarizes these and other local factors that form Scappoose's competitive advantage, with additional details in the sections following this summary.

Scappoose's advantages for economic development include:

- **Oregon Manufacturing Innovation Center R&D (OMIC) and Portland Community College (PCC).** OMIC is a collaboration of industry, higher education, and government working to address challenges in manufacturing that may be unsolvable when approached in isolation. OMIC engages in applied research such as concept design, prototyping, third-party unbiased product testing, and development of innovative manufacturing methods to apply on the manufacturing line. These collaborative efforts strengthen both Scappoose's and the entire state of Oregon's manufacturing sector while also attracting global partners to invest in the state and region.

  PCC's Training Center offers a variety of manufacturing-related training programs ranging from traditional career and technical education training to apprenticeship models combining on-the-job training with classroom lab instruction. With an emphasis on craftsmanship, professionalism, and placing graduates into high-demand manufacturing jobs, students can pursue both degree and non-degree courses.

  Together, OMIC and PCC are cultivating the next generation of talent to support manufacturing jobs by aligning academia, government, workforce development, and industry working together under the same initiative. PCC is the training arm supporting Research & Development efforts at OMIC. They are nimble, responsive, and proactive to business and industry demands to ensure their students training aligns with job skill demands.

Contrary to traditional manufacturing occupations, these programs and facilities will equip students of all ages with highly technical skills that are in increasing demand and will pay higher than average wages. In fact, average annual manufacturing wages in Scappoose are $46,646 which is above the county average of $37,717.

OMIC and PCC's partnership, combined with available industrial land, creates an ideal opportunity for developing manufacturing clusters in Scappoose.

- **Location**. Located about 20 miles northwest of Portland, Scappoose employers have access to labor in the broader Portland Metro region. Scappoose is located 40 minutes from Portland International Airport and 30 minutes from downtown Portland. Scappoose's location can be an advantage, especially for workers who prefer to live in or near Scappoose for its quality of life and access to outdoor recreational opportunities, but still want access to urban amenities.
- **Transportation.** Scappoose is located along Highway 30, which runs north from Portland through St. Helens to Rainer before heading west toward Astoria. Highway 30 connects Scappoose to the broader region and provides opportunities for freight movement. It intersects with I-5 as it runs through Portland. As a major interstate, I-5 is a preferred route for trucking and distribution between California and Washington, as it is relatively flat. In addition, Scappoose is 40 minutes from the Port of Portland freight facilities, allowing for international distribution of goods made in Scappoose.
- **Scappoose Airport.** The Scappoose Airport serves an important role in the Portland-Vancouver metropolitan area. It is one of five airports with at least 5,000 feet of runway length in the metro area, excluding Portland International Airport. One priority goal for the Scappoose Airport is to support economic growth[22] and will likely serve and support OMIC with its planned expansions. Personal hangars were at full lease capacity as of September 2022 with a lengthy wait list of interested lessees, indicating a shortage. Corporate hangars on the other hand, still had capacity indicating opportunity for expansion.
- **PNWR Railroad**. The Portland & Western Railroad, Inc. (PNWR) actively carry freight through Scappoose connecting the city with markets to the east and west, including Portland, Vancouver, and the Port of Portland. The Port of Columbia County is reliant on freight; therefore, the presence of an active railroad is a more efficient and sustainable alternative to additional trucks on Highway 30.
- **Business Support Services.** Columbia County Economic Team supports established companies pursuing expansion with a range of technical assistance, such as support with permitting. The newly formed Small Business Development Center (SBDC) is part of the Oregon SBDC network that connects local and younger businesses to statewide resources. They offer support to businesses interested in growing with business

[22] Scappoose Industrial Airpark Master Plan Update, March 2016.

advising, business plan development, access to capital, marketing plans, hiring, and other regulatory processes.

- **Labor market.** Scappoose's workforce is relatively younger, with a larger share of residents under 40 than in Columbia County. Scappoose's labor force participation rate (69%) is higher than the county average (58%) and the state average (62%). Scappoose's workforce is aging, and replacement workers will be needed as people retire, consistent with regional trends.

  Although the share of Scappoose's working-age population with a bachelor's degree or higher (27%) is higher relative to the county average (18%), it is lower than the state average of 34%. Employers have access to workers in various stages of their careers, including students attending colleges and universities within the Portland Metro region. The partnership between Portland Community College and OMIC offer unique opportunities to equip the workforce for manufacturing employment.

- **Buildable industrial land.** The Buildable Lands Inventory (BLI) in Chapter 4 shows that Scappoose has nearly 500 acres of unconstrained buildable industrial and commercial land in the urban growth boundary (UGB). The majority of Scappoose's buildable land is for industrial uses, mostly in areas around the Airport. Scappoose has industrial land in a variety of site sizes, ranging from sites smaller than an acre to five sites larger than 25 acres. This amount of buildable industrial land, including multiple sites larger than 25 acres, provides places to accommodate future manufacturing growth.

- **Business-friendly environment that supports small businesses.** Scappoose has comparatively lower property tax rates and has an urban renewal district with funds dedicated to supporting business expansion.

- **Tourism and access to outdoor recreation.** Scappoose attracts visitors for its access to outdoor amenities and recreation opportunities. The city has easy access to parks, hiking trails, bicycling, and boating recreation. Businesses and employees may be attracted to Scappoose because of the easy access to outdoor recreation.

- **Quality of life and community events.** Scappoose provides residents with small-town character, while providing easy access to Portland and outdoor recreation opportunities. The City's quality of life is enhanced by its schools, library, and a general feeling of safety. The City also hosts a variety of community events including an annual Adventure Festival that is aimed at bringing the community together through performances, outdoor-oriented activities, and refreshments, as well as farmer's markets, movies at the park, etc.

- **Stable cooperative city leadership.** Stakeholders and community members have expressed gratitude for city staff and leadership, particularly in terms of responsiveness and support of the business community. These qualities are not as common throughout the region and are therefore advantageous for Scappoose residents and employees.

- **Regional partnerships and cooperation.** The City of Scappoose engages with several economic development partners and organizations representing local, regional, and state agencies. The Columbia County Economic Team is a public-private organization serving economic interests across the county. They partner, coordinate, and align efforts with Greater Portland Inc, the Columbia Pacific Economic Development District, chambers of commerce, and statewide entities such as the Technology Association of Oregon and the Oregon Economic Development Association. The partners are part of a critical ecosystem advancing economic vitality, attracting new investment, and promoting family-wage jobs.

Scappoose's disadvantages for economic development include:

- **Traffic and congestion.** Highway 30 and the PNWR railroad cut through the center of Scappoose bifurcating the commercial and retail corridor leading to high automobile traffic and low pedestrian accessibility. Significant levels of congestion, particularly during peak commuting hours, place residents and employees at a disadvantage with respect to mobility and connectivity.

- **Housing affordability.** Scappoose's housing costs are comparable to other communities in Columbia County and lower than some communities in the parts of the Portland metro region. Scappoose's median home price has escalated over the last ten years increasing from $200,000 in June 2012 to nearly $488,000 in June 2022.[23] Meanwhile average wages in Columbia County declined 5% between 2000 and 2021 (when adjusted for inflation). According to Redfin, the median home sales price in Scappoose in June of 2022 was $488,000 which was higher than the median sales price of Columbia County ($465,000) but lower than the median sales price in the Portland metro region overall ($568,000). While comparatively more affordable than other areas of the region, the high price of homes may make it difficult for businesses to attract and retain workers, especially workers at lower income ranges. These high costs are not unique to Scappoose and are driven in part because housing production is not keeping pace with population growth.
- **Lack of commercial land and developed commercial spaces.** The BLI in Chapter 4 shows that Scappoose has nearly 40 acres of unconstrained buildable commercial land in the UGB. Most of Scappoose's commercial sites are smaller than two acres, with two commercial sites between 2 and 5 acres and three sites between 5 and 10 acres. Scappoose has a limited amount of commercial land, which may limit commercial development.

- **Need for more local services.** The City of Scappoose lacks a robust retail environment to serve residents and visitors. Limited retail options could be driving potential consumers

[23] Redfin, median sales price, 2012 through June 2022

to other nearby cities. This subsequent leakage is troubling to Scappoose because they are losing out on dollars that may otherwise circulate throughout their local economy.

- **Lack of sufficient trades people.** Scappoose, like many communities across the country, is challenged with a lack of sufficient skilled trades people, particularly when considering upcoming large development projects. OMIC and PCC are actively working with school districts to promote opportunities in their centers to attract more people into their programs and to develop stronger paths and pipelines for trades.

- **Shortage of childcare providers affordable to lower-income households.** Similar to many other communities throughout the Portland metro region and across the country, high-quality, affordable, and reliable childcare is difficult to find, particularly for lower-income households. Childcare challenges are connected to economic development challenges because if working parents cannot secure childcare, they may need to exit the workforce. Even if this departure is temporary, it has lasting impacts on the local workforce and on families' upward economic mobility.

- **Lack of local and regional public transportation.** While The Columbia County Rider NW Connector, an intercity bus service, runs through Scappoose with stops in Portland, Linnton, Warren, and St. Helens, it operates on a very limited basis Monday through Friday. Lack of public transportation can limit access to the full workforce in the metro region as well as limit the opportunities for residents and visitors. Alternative options for public transportation could also help lessen congestion on Highway 30.

Public Facilities and Services

Provision and costs of public facilities and services can impact a firm's decision regarding location within a region. One of the primary considerations about developing a site is whether it has infrastructure to or near the site, including water, wastewater, stormwater, and transportation. If infrastructure is not developed to or near the site, the consideration becomes whether infrastructure can be extended in a timely manner and at a financially feasible cost.

This section discusses Scappoose's large infrastructure systems, including the water system, wastewater system, and stormwater system. It answers the question of whether Scappoose has or is planning to have sufficient capacity to support the amount and types of development proposed in the EOA.

Water

Overall, Scappoose has enough water capacity to accommodate existing water needs for industrial and commercial uses but has limitations with the forecasted 2,100 new employees. The City's existing water supply sources are a combination of surface water supplies from South Fork Scappoose Creek, Lazy Creek, and Gourlay Creek, and four groundwater wells. However, the City is not able to reliably use its water rights because surface water is limited during the dry season. Groundwater wells are limited based on capacity and currently have

water right development limitations that restrict expanded use. To meet upcoming demand, Scappoose has plans for three to four new wells to support future growth.

Scappoose expects to have enough water to provide services for employment and population growth over the next 20-years. Companies with very high water needs may locate in Scappoose if they are willing to develop their own water source by constructing their own well.

Sanitary Sewer and Wastewater

The City of Scappoose is currently addressing system constraints with $25 million in phased work to upgrade and replace systems, as well as to create redundancy. Once complete, this state-of-the-art system will employ a method to treat sewage water and transform it into biosolids which can be used and sold as a fertilizer. Until recently, wastewater treatment utilities would merely treat sewage water and release it back into the environment without causing unnecessary harm; this system upgrade would go one step further by enhancing agricultural lands and other depleted environments. The upgraded system may also generate a new revenue stream for the city.

A Class A biosolids program would reduce the need to find new land application sites, coordinate and upkeep existing land application sites, and could potentially add a revenue stream into the plant.

Once the sewer updates are finalized, Scappoose can comfortably accommodate 2,100 new employees. Scappoose expects to be able to provide sewer services to the types of industries they are targeting for growth.

3. Employment Growth and Site Needs

Goal 9 requires cities to prepare an estimate of the amount of commercial and industrial land that will be needed over a 20-year planning period. The estimate of employment land need and site characteristics for Scappoose is based on expected employment growth and the types of firms that are likely to locate in Scappoose over the 20-year period. This chapter presents an employment forecast and analysis of potential growth industries that build from recent economic trends.

As a part of the process to establish urban reserves, this chapter also includes an estimate of the amount of commercial and industrial land that will be needed over a 50-year planning period. Urban reserves are intended to provide a 30- to 50-year area for long-term city growth and protect the urban reserve area from rural development that would make future city expansion more difficult.

Forecast of Employment Growth and Commercial and Industrial Land Demand

Demand for industrial and commercial land will be driven by the expansion and relocation of existing businesses and by the growth of new businesses in Scappoose. This employment land demand is driven by local growth independent of broader economic opportunities, including the growth of potential growth industries.

The employment projections in this section build off Scappoose's existing employment base, assuming future growth is similar to Columbia County's long-term historical employment growth rates. The employment forecast does not consider a major change in employment that could result from the location (or relocation) of one or more large employers in the community during the planning period. Such a major change in the community's employment would exceed the growth anticipated by the City's employment forecast and its implied land needs (for employment, but also for housing, parks, and other uses). Major economic events, such as the successful recruitment of a very large employer, are difficult to include in a study of this nature. The implications, however, are relatively predictable: more demand for land (of all types) and public services.

ECONorthwest has four steps to project demand for industrial and nonretail commercial land:

1. **Establish base employment for the projection.** We start with the estimate of covered employment in Scappoose presented in Exhibit 4. Covered employment does not include all workers, so we adjust covered employment to reflect total employment in the city.

2. **Project total employment.** The projection of total employment considers forecasts and factors that may affect employment growth in Scappoose over the 20-year planning period.
3. **Allocate employment.** This step involves allocating types of employment to different land use types.
4. **Estimate land demand.** This step estimates general employment land demand based on employment growth and assumptions about future employment densities.

This analysis applies methods established by administrative rule and input received from the Stakeholder Advisory Committee (SAC).

Employment Base for Projection

The purpose of the employment projection is to model future employment land need for general employment growth. The forecast of employment growth in Scappoose starts with a base of employment growth on which to build the forecast.

To develop the figures, ECONorthwest started with estimated covered employment in the Scappoose UGB from confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department (see Exhibit 4). Based on this information, Scappoose had about 2,240 covered employees in 2019.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that *covered* employment reported by the Oregon Employment Department for Columbia County is only about 70% of *total* employment reported by the U.S. Department of Commerce.[24] We evaluated this ratio for each industrial sector for Columbia County and used the resulting ratios to determine the number of non-covered employees. This allowed us to determine the total employment in Scappoose. Exhibit 7 shows Scappoose had an estimated 3,337 *total* employees within its UGB in 2019.

Exhibit 7. Estimated Total Employment by Sector, Scappoose UGB, 2019
Source: 2019 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department.

Sector	Covered Employment	Estimated Total Employment	Covered % of Total
Construction & Agriculture	186	285	65%
Manufacturing	266	301	88%
Retail Trade	536	752	71%
Transportation and Warehousing and Wholesale Trade	105	162	65%
Information	22	48	46%
Finance and Insurance	69	129	53%
Real Estate and Rental and Leasing	26	211	12%
Professional Services and Management of Companies	74	170	44%
Admin. / Support and Waste Mgmt / Remediation Serv.	36	60	60%
Health Care and Social Assistance	125	164	76%
Arts, Entertainment, and Recreation	25	123	20%
Accommodation and Food Services	273	300	91%
Other Services (except Public Administration)	131	240	55%
Government	366	392	93%
Total Non-Farm Employment	**2,240**	**3,337**	**67%**

[24] **Covered** employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

Total employment includes all workers based on data from the U.S. Department of Commerce. Total employment includes all covered employees, plus sole proprietors and other noncovered workers.

Employment Projection

The employment forecast covers the 2023 to 2043 period and the 2043 to 2073 period, requiring an estimate of total employment for Scappoose in 2022. The base employment starts with the estimate of 3,337 total jobs in Scappoose in 2019, shown in Exhibit 7.

Scappoose does not have an existing employment forecast, and there is no required method for employment forecasting. OAR 660-024-0040(9)(a) sets out some optional "safe harbors" that allow a city to determine employment land need.

Exhibit 8 shows the forecast rate options for the 2023 to 2043 period, which include employment growing at the rate of either the PSU population growth rate (1.23%), the OED regional employment growth rate (1.48%), or the historic employment growth rate in Scappoose between 2008 and 2019 (2.32%). The PSU and OED growth rates are the safe harbor options in OAR 660-024-0040(9)(a)(A) and OAR 660-024-0040(9)(a)(B).

Exhibit 8. Forecast Rate Options for Employment Growth in Scappoose UGB, 2023–2043
Source: ECONorthwest

Year	Jobs grow at the rate of...		
	Forecast Population Growth for the City (2023-2043) (1.23%)	Employment Growth in the Region (2020-2030) (1.48%)	Historic Employment Growth in Scappoose (2008-2019) (2.32%)
2023	3,504	3,539	3,657
2043	4,471	4,745	5,783
Change 2023 to 2043			
Employees	967	1,206	2,126
Percent	28%	34%	58%
Avg. Annual Growth Rate (AAGR)	1.23%	1.48%	2.32%

Exhibit 9 shows employment growth in Scappoose between 2023 and 2043, based on the assumption that the city will grow at an average annual growth rate of 2.32%. The rationale for this assumption is that development related to OMIC is likely to support additional manufacturing development. Businesses associated with OMIC may choose to locate at the Airport, near OMIC. In addition, the PCC training programs will provide trained, skilled workers for manufacturing businesses, which may lead some businesses to locate in Scappoose. Growth of manufacturing and related businesses is likely to result in growth of service businesses, such as restaurants, personal services, and retail.

Exhibit 9 also shows employment growth in Scappoose between 2043 and 2073 based on PSU's population forecast of a 1.02% growth rate for this period. This slower rate of growth assumes that employment will grow at the same rate as the population. It reflects the uncertainty about how much employment growth Scappoose will have in the later part of the 50-year period.

Based on this forecast, Scappoose will have 5,783 employees within the UGB by 2043, which is an increase of 2,126 employees (58%) between 2023 and 2043. Scappoose will have 7,848 employees within the UGB by 2073, an increase of 2,065 employees between 2043 and 2073.

Exhibit 9. Employment Growth in Scappoose UGB, 2023–2043 and 2043-2073
Source: ECONorthwest

Year	Total Employment
2023	3,657
2043	5,783
2073	7,848
Change 2023 to 2043	
Employees	2,126
Percent	58%
AAGR	2.32%
Change 2043 to 2073	
Employees	2,065
Percent	36%
AAGR	1.02%

Allocate Employment to Different Land Use Types

The next step in forecasting employment is to allocate future employment to broad categories of land use. Firms wanting to expand or locate in Scappoose will look for a variety of site characteristics, depending on the industry and specific circumstances. We grouped employment into four broad categories of land use based on the North American Industrial Classification System (NAICS): industrial, retail commercial, office and commercial services, and government.[25]

Exhibit 10 is the expected share of employment by land use type in 2023 and the forecast of employment growth by land use type in 2043 in the Scappoose UGB. The results assume that the mix of employment will be different in 2043 than the current mix.

- Employment in industrial will increase from 22% of existing employment to 31% of new employment as a result of growth in OMIC and industries that locate in Scappoose associated with OMIC.
- Employment in retail commercial will decrease from 23% to 16%, consistent with national trends of declining local retail and growth in online shopping.
- Employment in office and commercial services will remain stable, growing from 43% of employment to 44% of employment by 2043.
- Employment in government will decrease from 12% to 9%, based on the assumption that school, county, and local government employment will grow slower than other types of employment, based on expectations for population growing slower than employment.

Exhibit 10. Forecast of Employment Growth by Land Use Type, Scappoose UGB, 2023–2043
Source: ECONorthwest
Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

Land Use Type	2023		2043		Change
	Employment	% of Total	Employment	% of Total	2023 to 2043
Industrial	820	22%	1,793	31%	973
Retail Commercial	824	23%	925	16%	101
Office & Commercial Services	1,584	43%	2,545	44%	961
Government	429	12%	520	9%	91
Total	**3,657**	**100%**	**5,783**	**100%**	**2,126**

[25] Industrial employment includes construction and agriculture; manufacturing; transportation and warehousing; and wholesale trade. Retail commercial is retail trade. Office & commercial includes information; finance and insurance; real estate; professional services; management of companies; administrative support and waste management; educational services; health care and social assistance; recreation; accommodation and food service; other services. Government includes all employment at federal, state, local, and other governmental agencies.

The forecast for employment land needs over the 2043 to 2073 period uses the same assumptions about growth by land use type for the 2023-2043 forecast (Exhibit 11).

Exhibit 11. Forecast of employment Growth by Land Use Type, Scappoose UGB, 2043-2073
Source: ECONorthwest
Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

Land Use Type	2043		2073		Change
	Employment	% of Total	Employment	% of Total	2023 to 2043
Industrial	1,793	31%	2,433	31%	640
Retail Commercial	925	16%	1,256	16%	331
Office & Commercial Services	2,545	44%	3,453	44%	908
Government	520	9%	706	9%	186
Total	**5,783**	**100%**	**7,848**	**100%**	**2,065**

Estimate of Demand for Commercial and Industrial Land

This section shows demand for vacant (including partially vacant) land in Scappoose over the 20-year period and the 50-year period. The assumptions used in this analysis are:

- **Employment density.** Employees per acre is a measure of employment density based on the ratio of the number of employees per acre of employment land that is developed for employment uses. Exhibit 12 and Exhibit 13 assumes the following numbers of net employees per acre: industrial will have an average of 8 employees per acre, retail commercial will have an average of 20 employees per acre, and office and commercial services will have an average of 25 employees per acre. These employment densities are consistent with Oregon cities similar in size to Scappoose. Some types of employment will have higher employment densities (e.g., a multistory office building), and some will have lower employment densities (e.g., a convenience store with a large parking lot).

- **Conversion from net-to-gross acres**. The data about employment density is in *net* acres, which does not include land for public right-of-way. Future land need for employment should include land in tax lots needed for employment plus land needed for public right-of-way. One way to estimate the amount of land needed for employment, including public right-of-way, is to convert from *net* to *gross* acres based on assumptions about the amount of land needed for public right-of-way.[26] A net-to-gross conversion is expressed as a percentage of gross acres that are in public right-of-way.

  Based on empirical evaluation of Scappoose's existing net-to-gross ratios in areas designated for and developed with industrial and commercial uses, ECONorthwest uses a net-to-gross conversion factor of 14% for industrial and 15% for commercial.

[26] 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.

Using these assumptions, the forecasted growth of 2,126 new employees between 2023 and 2043 will result in the following demand for vacant (and partially vacant) employment land: 141 gross acres of industrial land, 6 acres of retail commercial land, and 45 gross acres of office commercial land.

Exhibit 12. Demand for Vacant Land to Accommodate Employment Growth, Scappoose UGB, 2023–2043
Source: ECONorthwest

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	973	8	122	141
Retail Commercial	101	20	5	6
Office & Commercial Services	961	25	38	45
Total	**2,035**	-	**165**	**192**

The forecasted growth of 2,065 new employees between 2043 and 2073 will result in the additional demand for vacant (and partially vacant) employment land: 93 gross acres of industrial land, 19 gross acres of retail commercial land, and 43 gross acres of office commercial land.

Exhibit 13. Demand for Vacant Land to Accommodate Employment Growth, Scappoose UGB, 2043–2073
Source: ECONorthwest

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	640	8	80	93
Retail Commercial	331	20	17	19
Office & Commercial Services	908	25	36	43
Total	**1,879**	-	**133**	**155**

Target Industries

The characteristics of Scappoose will affect the types of businesses most likely to locate in the city over the next 20-years. Attributes that may attract firms are Scappoose's access to industrial land, OMIC and existing manufacturing businesses, labor market, and quality of life.

Scappoose's existing businesses are concentrated in the industries defined in Exhibit 14. The industries in green highlight are industries with higher-than-average city wages. Industries with a high location quotient (i.e., highly specialized compared to national employment in the industry), high employment (i.e., have more than 50 employees in Scappoose), and higher than average city wages have the highest potential for growth. Scappoose also has opportunities for employment growth in industries without a concentration of employment or a high location quotient.

Exhibit 14. Concentration of Industries and Employment, Scappoose, 2019
Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2019.
Note: Green highlighting indicates higher than Scappoose's average wage.

	High Employment (50 employees or more)	Low Employment (at least 10 employees)
High Location Quotient	▪ Plastics and Rubber Products Manufacturing ▪ Transportation Equipment Manufacturing ▪ Miscellaneous Store Retailers	▪ Apparel manufacturing ▪ Leather and Allied Product Manufacturing ▪ Paper Manufacturing ▪ Nonmetallic Mineral Product Manufacturing ▪ Motor Vehicle and Parts Dealers ▪ Gasoline Stations ▪ Transit and Ground Passenger Transportation ▪ Couriers and messengers ▪ Motion Picture and Sound Recording Industries ▪ Repair and Maintenances ▪ Religious, Grantmaking, Civic, Professional, and Similar Organizations ▪ Private Households
Low Location Quotient	▪ Professional, Scientific, and Technical Services	▪ Construction of Buildings ▪ Heavy and Civil Engineering Construction ▪ Food Manufacturing ▪ Merchant Wholesalers, Durable Goods ▪ Building Material and Garden Equipment and Supplies Dealers ▪ Food and Beverage Stores ▪ Support Activities for Transportation ▪ Credit Intermediation and Related Activities ▪ Insurance Carriers and Related Activities ▪ Real Estate ▪ Management of Companies and Enterprises ▪ Administrative and Support Services ▪ Ambulatory Health Care Services ▪ Nursing and Residential Care Facilities ▪ Social Assistance ▪ Amusement, Gambling, and Recreation Industries ▪ Personal and Laundry Services

Potential Growth Industries

An analysis of growth industries in Scappoose should address two main questions: (1) Which industries are most likely to be attracted to Scappoose? and (2) Which industries best meet Scappoose's economic development goals? The selection of potential growth industries is based on Scappoose's goals for economic development, economic conditions in Scappoose and Columbia County, and the City's competitive advantages.

Given the current employment base, which is composed of small-sized businesses, it is reasonable to assume that much of the city's business growth will come from small-sized businesses. This growth will either come from businesses already in Scappoose or new businesses that start or relocate to Scappoose from within the Portland Metro region or from outside of the region.

The industries identified as having potential for growth over the 20-year planning period in Scappoose are:

- **Manufacturing.** As OMIC and the PCC Training Center continue to grow in influence and reputation, they are expected to attract additional manufacturing businesses and talent to the City, especially ones related to OMIC industries. As automation continues to shape manufacturing industries, Scappoose's target manufacturing industries will also evolve. The PCC training center has a particularly strong focus on mechatronics, welding, and machining which will continue to bolster manufacturing capabilities.
- **Professional, scientific, and technical services.** As the manufacturing sector grows there may be increased demand for professional services. OMIC is expected to generate demand for secondary and tertiary services supporting advanced and additive manufacturing over the next several years. Professional, scientific, and other technical services are positioned to expand given these conditions.
- **Aviation-related industries.** Given the presence of the Scappoose Airport and its goal of expanding aviation-related industries, as well as supporting economic development, aviation-related industries may be attracted to Scappoose. In fact, SICDRONE, a robotic aircraft systems manufacturer, announced its plan to lease a 6,000 square foot facility at the Scappoose Airport in July 2022. This facility will be dedicated to the design and advanced manufacturing of unmanned aircraft systems for military applications, commercial offshore wind farms, and first responder drone programs.
- **Trade industries.** Construction and other tradespeople are in demand in Scappoose and other growing communities. Large infrastructure projects throughout Columbia County, such as the NEXT Renewable Fuels, Inc. project[27], will continue to increase demand for skilled trades.

[27] https://nextrenewables.com/#about-the-next-project

- **Services for residents.** As Scappoose's population grows, demand for services for residents will grow. These services include retail, restaurants, medical services, childcare services, and other services. These types of services present opportunities for entrepreneurship and small business development in Scappoose.
- **Tourism.** Scappoose has access to parks and other outdoor recreational opportunities. Visitors that stop in Scappoose create demand for services such as hotels, restaurants, specialty retail, and experiences available in or near Scappoose.

Site Needs for Potential Growth Industries

OAR 660-009-0015(2) requires the EOA to "identify the number of sites by type reasonably expected to be needed to accommodate the expected [20-year] employment growth based on the site characteristics typical of expected uses." The Goal 9 rule does not specify how jurisdictions conduct and organize this analysis.

OAR 660-009-0015(2) does state that "industrial or other employment uses with compatible site characteristics may be grouped together into common site categories." The rule suggests, but does not require, that the City "examine existing firms in the planning area to identify the types of sites that may be needed." For example, site types can be described by (1) plan designation (e.g., heavy or light industrial), (2) general size categories that are defined locally (e.g., small, medium, or large sites), or (3) industry or use (e.g., manufacturing sites or distribution sites). For purposes of the EOA, Scappoose groups its future employment uses into categories based on their need for land with a particular plan designation (i.e., industrial, commercial) and by their need for sites of a particular size.

The potential growth industries described in the prior section are a mixture of business sizes, which will require a mixture of site sizes. Exhibit 15 shows the typical site needs for manufacturing businesses in Oregon.

Exhibit 15. Industrial Development Competitiveness Matrix, Business Oregon
Source: Business Oregon, Infrastructure Finance Authority, "Industrial Development Competitiveness Matrix."
Note: Items identified as "preferred" are those that increase the feasibility of the subject property and its future reuse. Items identified as "required" are factors seen as mandatory in most cases and have become industry standards.

Industry Sector	Site size (Acres)	Site Topography (Slope)	Trip Generation (ADT/Acre)	Site Access Max distance in miles to interstate or major arterial	Railroad or Port Access	Telecommunications (major communications dependency)
Regionally to Nationally Scaled Clean-Tech Manufacturer	5-100+	0-5%	40 - 60	10	Preferred	Required
Heavy Industrial/ Manufacturing	10-100+	0-5%	40 - 60	10	Preferred	Preferred
General Manufacturing	5-15+	0-5%	40 - 50	20	Preferred	Required
Food Processing	5-25+	0-5%	50 - 60	30	Preferred	Preferred
Regional (multistate) Distribution Center	20-100+	0-5%	40 - 80	5 Only Interstate highway or equivalent	Preferred	Preferred
Warehouse/Distribution (local)	10-25	0-5%	40 - 80	5 Only Interstate highway or equivalent	Preferred	Preferred
Call Center / Business Services	5-15	0 to 12%	170 - 180	Not applicable	Preferred	Required
Advanced Manufacturing & Assembly	5-25+	0-7%	40 - 60	15	Not Required	Required
Business Park and R&D Campus	20 - 100+	0-7%	60 to 150	N/A	Preferred	Required
UVA Manufacturing / Research	10-25+	0-7%	40 - 80	N/A	Not Required	Required
Data Center	10-25+	0-7%	20 - 30	30	Avoid / Not Required	Required
Rural Industrial	5-25+	0-5%	40 - 50	N/A	N/A	Preferred

For the most part, the size of sites needed by most potential growth industries will range from space in an existing building to flat sites of one acre or less to sites of 25 acres for manufacturing businesses. In a few instances, such as in industrial or business parks, sites larger than 25 acres (and up to 100 acres or larger) may be necessary to meet the needs of businesses or developments to support businesses. Manufacturing and other industrial businesses likely to locate in Scappoose will have a range of space needs:

- **Small-scale manufacturing space.** Businesses would locate in an industrial building with many other users. These businesses will need access to arterial roads and highways. There may be opportunities for a building with multiple small-scale manufacturers located in the building. OMIC is exploring a small business incubator and accelerator in the future, which could occupy a new building on their campus. The incubator itself may have small spaces for businesses but, as they grow larger, the businesses will need space to grow outside of the incubator.
- **Space in an existing building.** Most businesses that work with Business Oregon on site selection request space in existing buildings, either in vacant buildings or in buildings with other manufacturers.
- **Midsized manufacturing.** Some midsized manufacturers may prefer to locate in a building with one or two other businesses. Others may prefer to locate in newly developed buildings on sites from five to 15 acres. These businesses will need access to arterial roads and highways and may need greater access to water and wastewater.
- **Large manufacturing space.** Some larger manufacturers may prefer newly developed buildings on sites larger than 15 acres, often in purpose-build buildings. These businesses will need direct access to arterial roads and highways and may need greater access to water and wastewater.

Commercial businesses, including service and hospitality, require high-visibility locations near other businesses and neighborhoods, especially along Highway 30. Professional and commercial service businesses have a variety of space needs, ranging from:

- **Space in an existing building.** Businesses would be located as one of several or many firms within the building.
- **Space in a building dominated by one firm.** This could potentially be with manufacturing or other industrial space in the building.
- **Land for construction of a building designed for the firm.** However, in the case where the business needs to build a building, they are typically seeking existing space rather than land to build a new facility.

Some commercial businesses may locate in Scappoose's Airport Business Park, especially businesses serving nearby manufacturing firms. The Airport Business Park, however, is not where commercial businesses would locate if they were not providing services to nearby businesses around the Airport.

4. Buildable Lands Inventory

The buildable lands inventory is intended to identify commercial and industrial lands that are available for development for employment uses within the Scappoose UGB. The inventory is sometimes characterized as *supply* of land to accommodate anticipated employment growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the type of development and other factors.

This chapter presents results of the commercial and industrial buildable lands inventory for the Scappoose UGB. The results are based on analyses of the City of Scappoose, Columbia County, and State of Oregon GIS data by ECONorthwest and reviewed by City staff. The remainder of this chapter summarizes key findings of the buildable lands inventory.

The general steps in the buildable lands inventory are:

1. Generate UGB "land base"
2. Classify lands by buildable area status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

The next section provides a summary of the results of the commercial and industrial buildable lands inventory for the Scappoose UGB in both tabular and map formats. **Appendix B presents more details on the methodology for developing the inventory.**

Land Base

The land base for the Scappoose employment BLI includes all tax lots in the urban growth boundary (UGB) in plan designations that allow for employment. Exhibit 16 shows the land base by plan designation and zoning in the UGB.

Exhibit 16. Employment Land Base by Plan Designation, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.
Note: The number of tax lots represented is greater than the actual total number of tax lots in the analysis due to split plan designations.

Plan Designation/Zone	Number of taxlots	Percent	Total taxlot acreage	Percent (total acreage)
Airport Employment	**40**	**13%**	**703**	**62%**
City Limits				
Light Industrial (LI)	3	1%	4	0%
Airport Business Park (ABP)	8	3%	75	7%
Airport Industrial Park (AIP)	2	1%	56	5%
East Airport Employment (EAE)	4	1%	269	24%
Public Use Airport (PUA)	15	5%	266	24%
UGB (County Zoning)				
Rural Residential 5 (RR-5)	8	3%	34	3%
Commercial	**219**	**68%**	**172**	**15%**
City Limits				
General Commerical (C)	93	29%	27	2%
Expanded Commercial (EC)	106	33%	93	8%
UGB (County Zoning)				
General Commercial (C-3)	1	0%	3	0%
C-3/RIPD	1	0%	2	0%
C3/RR-5	1	0%	6	1%
Highway Commercial (C-5)	1	0%	2	0%
Existing Commercial (EC)	1	0%	3	0%
Light Industrial (M-2)	1	0%	2	0%
Resource Industrial - Planned Development (RIPD)	4	1%	7	1%
Community Service - Institutional (CS-I)	1	0%	9	1%
Community Service - Utility (CS-U)	1	0%	1	0%
Rural Residential 5 (RR-5)	8	3%	17	2%
Industrial	**61**	**19%**	**253**	**22%**
City Limits				
Light Industrial (LI)	35	11%	82	7%
UGB (County Zoning)				
General Commercial (C-3)	3	1%	10	1%
Heavy Industrial (M-1)	8	3%	98	9%
Light Industrial (M-2)	8	3%	47	4%
Community Service - Utility (CS-U)	1	0%	2	0%
Rural Residential 5 (RR-5)	6	2%	15	1%
Total	**320**	**100%**	**1,129**	**100%**

Development Status

Exhibit 17 shows the total acres of residential tax lots classified by development status. We used a rule-based classification (described in Appendix B) to define an initial development status. We confirmed development status through a series of reviews by ECONorthwest and City staff, based on local knowledge and review of aerial maps.

Exhibit 17. Employment Acres by Classification and Plan Designation, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

Plan Designation/Zone	Total Acres	Committed Acres	Constrained Acres	Buildable Acres Unconstrained Vacant & Partially Vacant
Airport Employment	**703**	**231**	**60**	**412**
City Limits				
Light Industrial (LI)	4	1	-	3
Airport Business Park (ABP)	75	38	-	37
Airport Industrial Park (AIP)	56	7	0	49
East Airport Employment (EAE)	269	-	16	253
Public Use Airport (PUA)	266	180	43	42
UGB (County Zoning)				
Rural Residential 5 (RR-5)	34	5	1	28
Commercial	**172**	**122**	**11**	**39**
City Limits				
General Commerical (C)	27	24	2	0
Expanded Commercial (EC)	93	73	0	20
UGB (County Zoning)				
General Commercial (C-3)	3	3	-	0
C-3/RIPD	2	1	-	1
C3/RR-5	6	3	2	1
Highway Commercial (C-5)	2	1	-	2
Existing Commercial (EC)	3	2	1	-
Light Industrial (M-2)	2	0	2	-
Resource Industrial - Planned Development (RIPD)	7	5	1	1
Community Service - Institutional (CS-I)	9	3	0	6
Community Service - Utility (CS-U)	1	0	1	-
Rural Residential 5 (RR-5)	17	8	3	7
Industrial	**253**	**42**	**173**	**38**
City Limits				
Light Industrial (LI)	82	23	39	20
UGB (County Zoning)				
General Commercial (C-3)	10	4	2	4
Heavy Industrial (M-1)	98	8	89	1
Light Industrial (M-2)	47	6	29	12
Community Service - Utility (CS-U)	2	0	2	-
Rural Residential 5 (RR-5)	15	1	13	1
Total	**1,129**	**395**	**245**	**489**

Development Constraints

The buildable lands inventory identifies the following conditions as constraints that prohibit development: FEMA Regulatory Floodway and 100-Year Floodplains, landslide susceptibility, slopes greater than 15%, wetlands (locally significant and delineated), a 50-foot buffer on perennial streams, and the City's Runway Protection Zone (RPZ). Exhibit 18 shows these constraints.

Exhibit 19 shows development status with constraints applied, resulting in buildable acres. Vacant or partially vacant land with these constraints is considered unavailable for development and removed from the inventory of buildable land.

Note that partially vacant land in the map in Exhibit 19 shows the entire tax lot as being partially vacant, without distinguishing the part of the tax lot that is not available for development. The buildable lands inventory database accounts for the portion of the tax lot that is developed (and considered unavailable for future development) and the portion of the tax lot that is vacant is shown in Exhibit 19.

Exhibit 18. Development Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

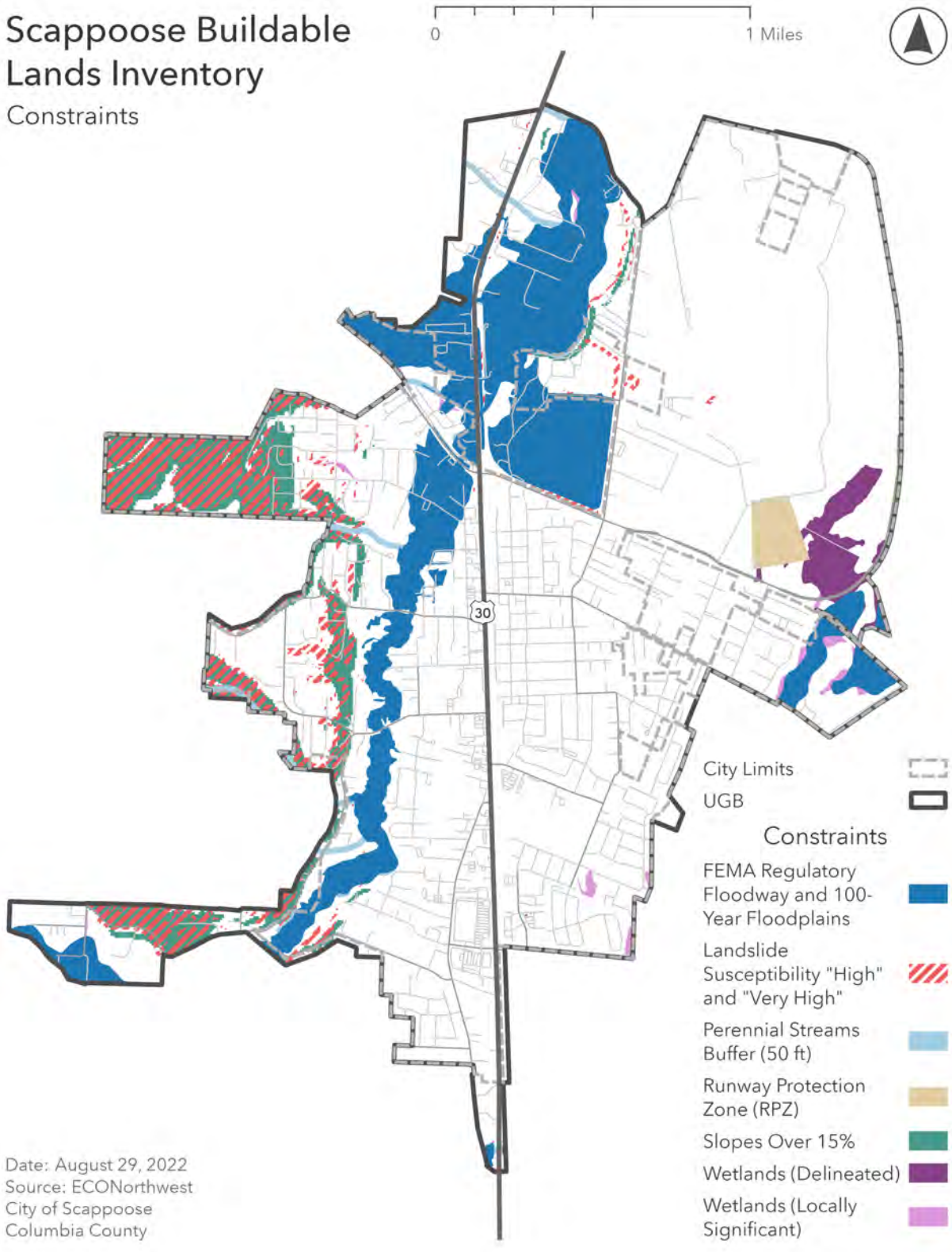
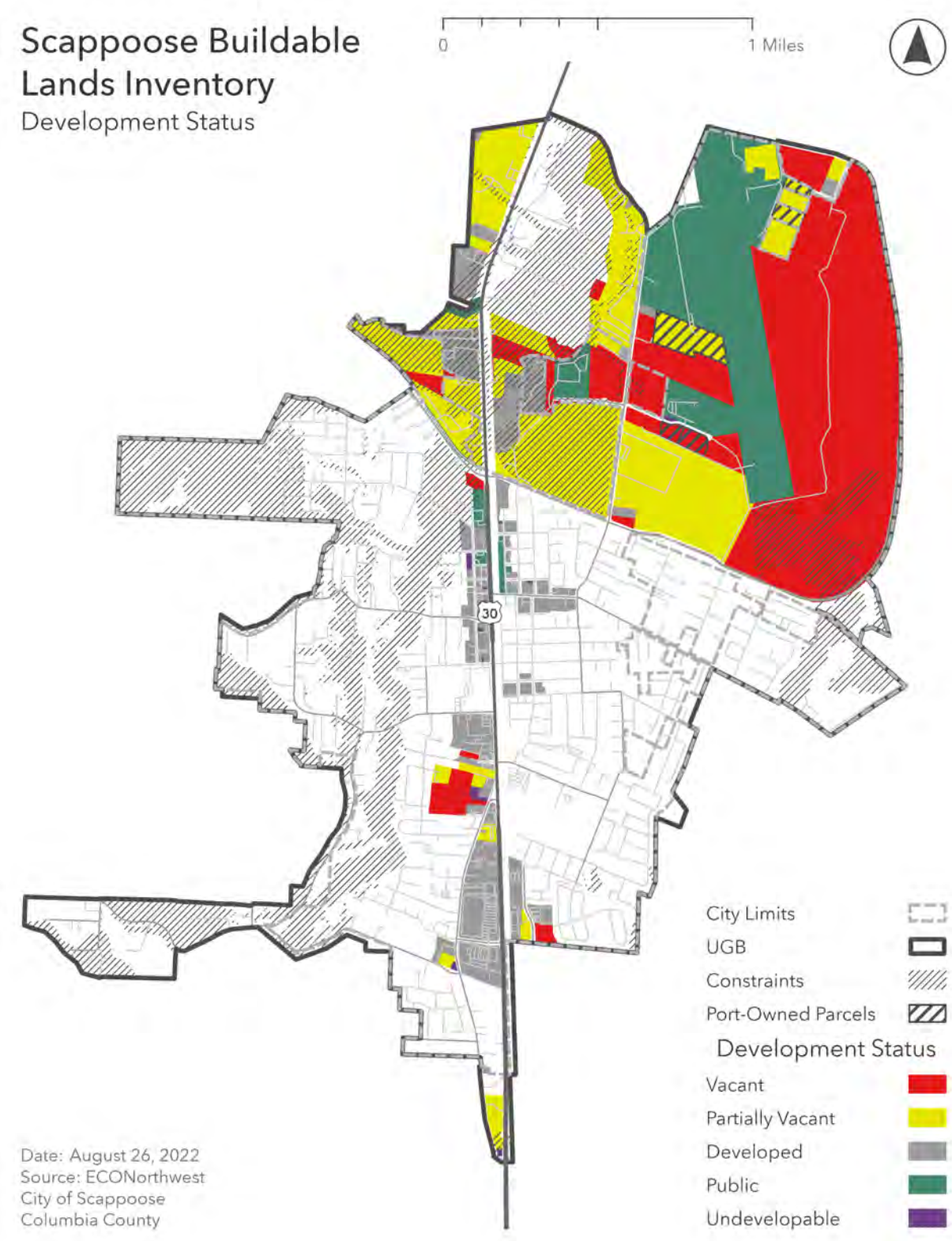


Exhibit 19. Development Status with Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.



Vacant Unconstrained Buildable Land

The next step in the commercial and industrial buildable lands inventory was to net out portions of vacant tax lots that are unsuitable for development. Areas unsuitable for development fall into two categories: (1) developed areas of partially vacant tax lots, and (2) areas with physical constraints (areas with wetlands, floodways, riparian setback areas, and steep slopes).

Exhibit 20 shows unconstrained buildable acres for vacant and partially vacant land by plan designation. Exhibit 21 shows Scappoose's buildable vacant and partially vacant residential land by plan designation while Exhibit 22 shows the same land by zone.

These exhibits show land by plan designation to indicate the future expected usage of the land, regardless of current zoning. They also show zoning to differentiate among the types of land in the Airport Employment Zone, which includes the Airport Business Park, Airport Industrial Park, and East Airport Employment. Different types of uses are allowed based on these zoning overlays on Airport Employment land.

Some of the zoning of land within the UGB but outside the city limits is not consistent with the Comprehensive Plan Designation. For example, 28 acres of Rural Residential 5 land is within the Airport Employment Designation. When this land annexes into Scappoose, the zoning will be changed to be consistent with uses allowed in the Airport Employment Designation.

The Airport Employment Designation: Base Zone and Overlays

The Public Use Airport (PUA) base zone allows a variety of aviation related uses including manufacturing, assembly, processing, packaging, testing, treatment, repair or distribution of aircraft or related components for sale to the public.*

The purpose of the Airport Employment Overlay Zones is to encourage employment opportunities described in the 2011 Scappoose Economic Opportunity Analysis while supporting the continued operation and vitality of the Scappoose Industrial Airpark. Allowed uses by overlay zone are briefly described below.

- **The Airport Industrial Park (AIP)** overlay zone allows industrial uses targeted in the 2011 EOA
- **The Airport Business Park (ABP)** overlay zone allows a mix of targeted light industrial, commercial service and office, and supporting lodging and restaurant uses targeted in the 2011 EOA.
- **The East Airport Employment (EAE)** overlay zone protects large industrial and institutional sites identified in the 2011 EOA.

*Details about the PUA base zone can be found in Chapter 17.69 of the City Municipal Code

**Details on the Airport Employment Overlay Zones can be found in Chapter 17.74 of the City Municipal Code

Exhibit 20. Buildable Acres in Vacant/Partially Vacant Tax Lots by Plan Designations, Scappoose UGB, 2022

Source: ECONorthwest analysis, City of Scappoose, Columbia County.

Plan Designation/Zone	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
Airport Employment	**412**	**335**	**77**
City Limits			
Light Industrial (LI)	3	3	-
Airport Business Park (ABP)	37	23	15
Airport Industrial Park (AIP)	49	-	49
East Airport Employment (EAE)	253	253	-
Public Use Airport (PUA)	42	37	6
UGB (County Zoning)			
Rural Residential 5 (RR-5)	28	20	8
Commercial	**39**	**14**	**24**
City Limits			
General Commerical (C)	0	0	-
Expanded Commercial (EC)	20	14	6
UGB (County Zoning)			
General Commercial (C-3)	0	-	0
C-3/RIPD	1	-	1
C3/RR-5	1	-	1
Highway Commercial (C-5)	2	-	2
Resource Industrial - Planned Development (RIPD)	1	-	1
Community Service - Institutional (CS-I)	6	-	6
Rural Residential 5 (RR-5)	7	-	7
Industrial	**38**	**15**	**23**
City Limits			
Light Industrial (LI)	20	14	6
UGB (County Zoning)			
General Commercial (C-3)	4	-	4
Heavy Industrial (M-1)	1	-	1
Light Industrial (M-2)	12	-	12
Rural Residential 5 (RR-5)	1	1	-
Total	**489**	**364**	**125**

Exhibit 21. Buildable Employment Land by Plan Designation with Development Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

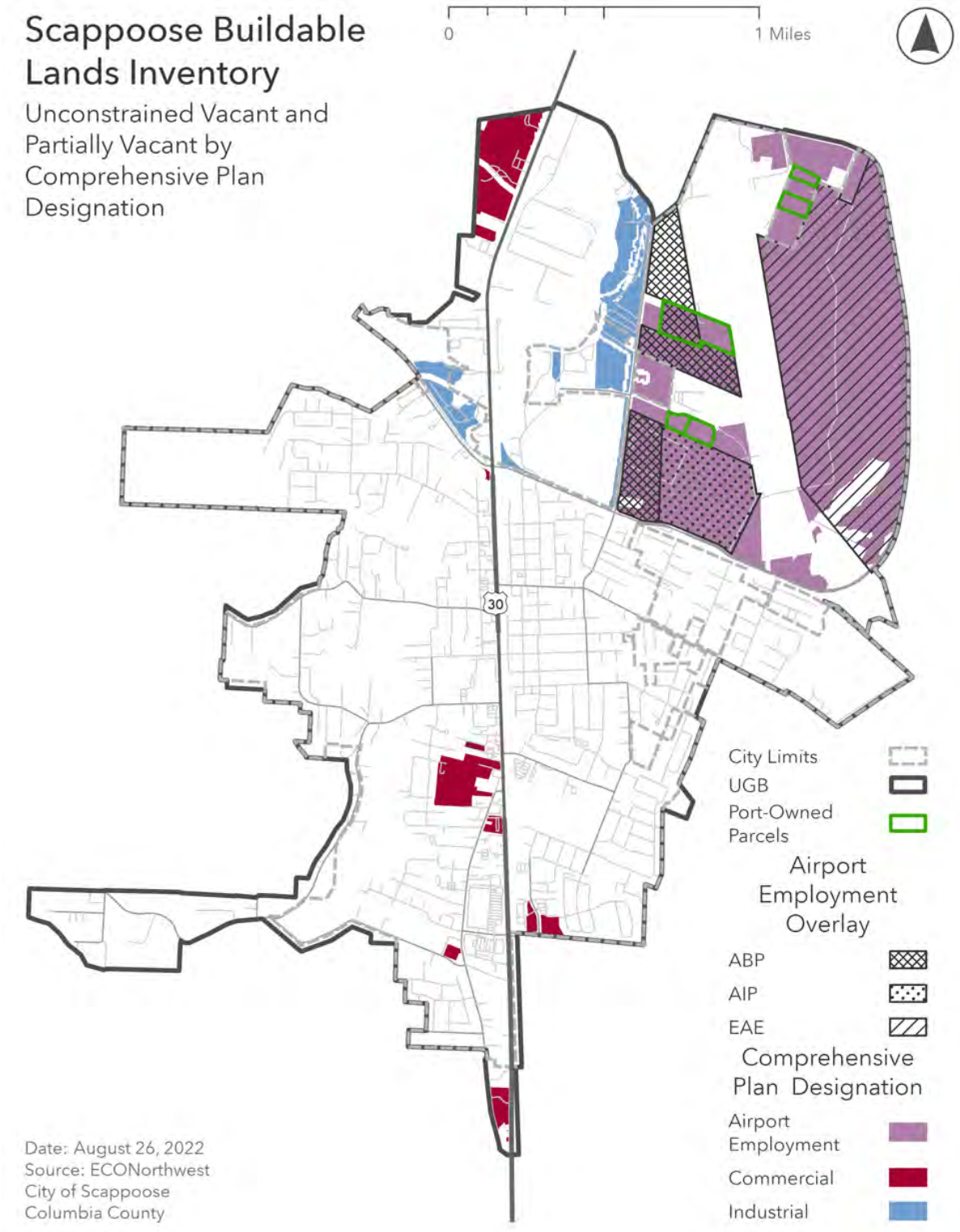


Exhibit 22. Buildable Employment Land by Zone with Development Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

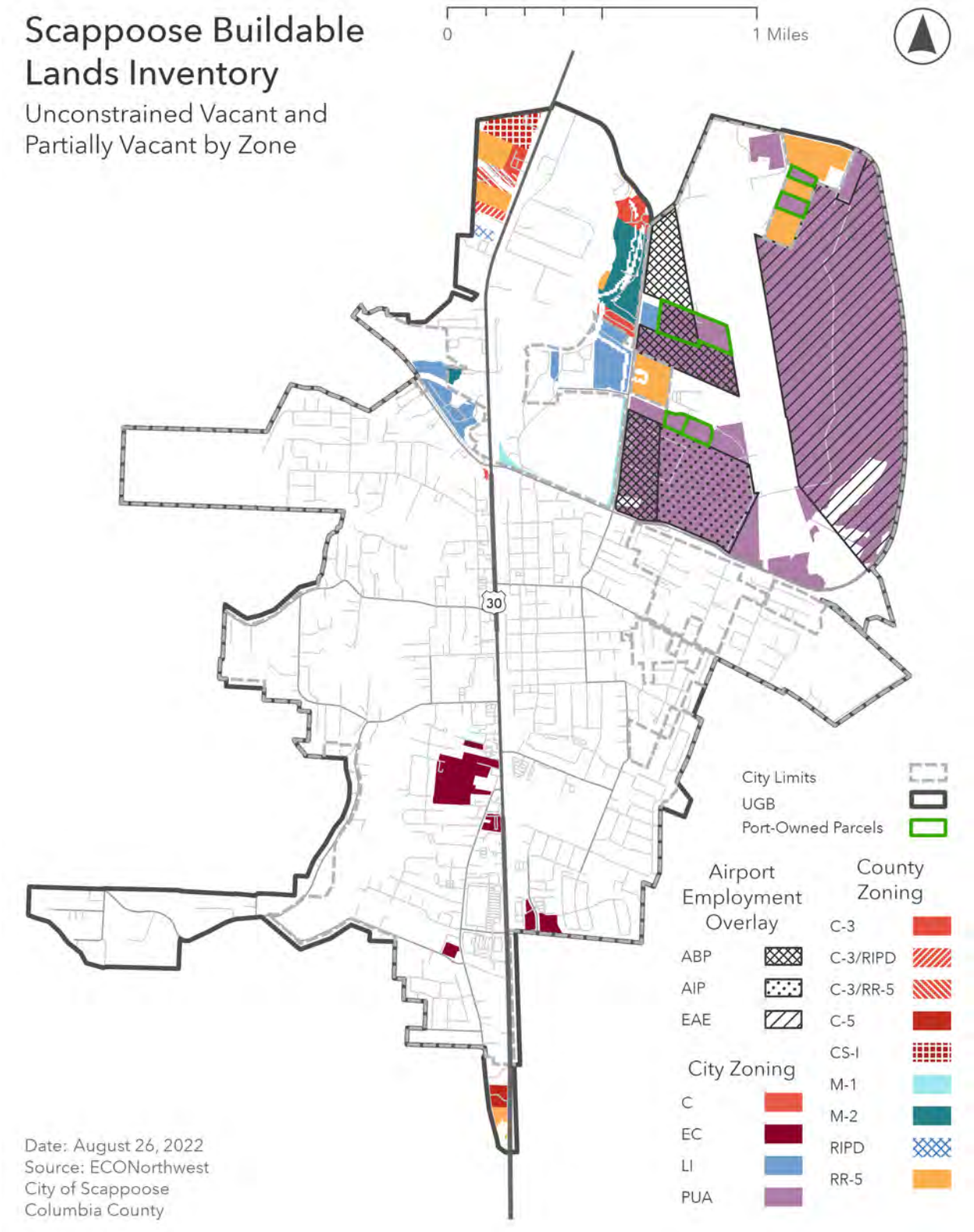


Exhibit 23 shows the size of lots by plan designations for buildable employment land. Scappoose has 18 lots that are smaller than 0.5 acres (with 2 acres of land); 30 lots between 0.5 and 2 acres (25 acres of land); 16 lots between 2 and 5 acres in size (49 acres of land); 8 lots between 5 and 10 acres in size (53 acres of land); 4 lots between 10 and 25 acres in size (65 acres of land); 3 lots between 25 and 50 acres in size (94 acres of land), and 2 lots over 50 acres in size (190 acres of land).

Exhibit 23. Tax lot Size by Plan Designation, Buildable Acres, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

Plan Designation/Zone	Buildable Site Size								
	0 - 0.5 Acres	0.5 - 1 Acres	1 - 2 Acres	2 - 5 Acres	5 - 10 Acres	10 - 25 Acres	25 - 50 Acres	50+ Acres	Total
Airport Employment	-	-	**12**	**27**	**24**	**65**	**94**	**190**	**412**
City	-	-	10	21	15	55	94	190	384
UGB	-	-	1	7	9	11	-	-	28
Commercial	**1**	**3**	**11**	**6**	**17**	-	-	-	**39**
City	1	2	4	3	11	-	-	-	20
UGB	0	1	7	3	6	-	-	-	19
Industrial	**1**	**6**	**3**	**15**	**12**	-	-	-	**38**
City	1	2	1	11	5	-	-	-	20
UGB	0	4	2	5	7	-	-	-	18
Acreage Subtotal	**2**	**9**	**26**	**49**	**53**	**65**	**94**	**190**	**489**
Airport Employment	**2**	-	**8**	**9**	**3**	**4**	**3**	**2**	**31**
City	2	-	7	6	2	3	3	2	25
UGB	-	-	1	3	1	1	-	-	6
Commercial	**3**	**5**	**8**	**2**	**3**	-	-	-	**21**
City	2	3	3	1	2	-	-	-	11
UGB	1	2	5	1	1	-	-	-	10
Industrial	**13**	**7**	**2**	**5**	**2**	-	-	-	**29**
City	4	2	1	4	1	-	-	-	12
UGB	9	5	1	1	1	-	-	-	17
Lot Subtotal	**18**	**12**	**18**	**16**	**8**	**4**	**3**	**2**	**81**

Land at the Airport

The Scappoose Airport is owned and operated by the Port of Columbia County and is located within city limits and urban growth boundary of the City of Scappoose. Zoning for designation for Scappoose Airport property is AI-Airport Industrial. Airports are permitted in this zone, as are aircraft repair and manufacturing uses. Airport-related guest services, such as motels, restaurants, and rental car facilities, are considered conditional uses. Additional conditional uses include manufacturing when products require air-shipment and manufacturing of equipment that supports aircraft manufacturing, such as navigation instruments.

Five tax lots covering 25.3 acres, including 16.8 acres of buildable land, are in the Airport Employment Designation and are owned by the Port of Columbia County. These lots are available for lease and cannot be purchased. Applications for land use or building permits in this zone must comply with noise levels at or below 45 Ldn, lighting must not project onto runways or taxiways, building materials may not produce glare, industrial emissions may not

generate smoke, dust, or steam that could obscure visibility, and communications facilities may not interfere with navigational signals or radio communications. Buildings are subject to the Aircraft Landing Field Overlay Zone and must meet or exceed Federal Aviation Administration Regulations Part 77 height guidelines within airport-vicinity airspace.

5. Land Sufficiency and Conclusions

This chapter presents conclusions about Scappoose's employment land sufficiency for the 2023–2043 period, as well as recommendations for the City to consider for meeting its economic growth needs throughout the planning period.

Land Sufficiency

Exhibit 24 shows commercial and industrial land sufficiency within the Scappoose UGB for the 2023 to 2043 period. It shows:

- **Vacant unconstrained land within the UGB**. This land is identified and discussed in detail in the Vacant Unconstrained Buildable Land section of this report. Utilizing data from that section, Exhibit 24 shows that Scappoose has 443 gross acres of industrial land and 31 gross acres of commercial land.
- **Demand for commercial and industrial land.** The Estimate of Demand for Commercial and Industrial Land section of this report describes the methodology used to identify demand. Based on assumptions described in that section, Scappoose will need a total of 141 gross acres for industrial uses and 51 gross acres for commercial uses over the 2023-2043 period (Exhibit 24).
- **Land Sufficiency.** When subtracting the demand for land from the supply of vacant unconstrained land, Exhibit 24 shows that Scappoose has:
  - A 301-acre surplus of industrial land
  - A 21-acre deficit of commercial land.

Exhibit 24. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2023–2043
Source: ECONorthwest
*The HNA assumes that 40% of employment land is available for housing only. This assumes that 60% is available for commercial
**Assumes that 80% of ABP is for industrial, 20% for commercial

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

The target industries identified are a combination of manufacturing and industrial businesses, professional services, trade industries, and retail and commercial services for residents and visitors. The site needs generally show that these businesses in Scappoose will need sites that range from space in an existing building to flat sites of one acre or less to sites of 25 acres for manufacturing businesses. In a few instances, such as in industrial or business parks, sites larger than 25 acres (and up to 100 acres or larger) may be necessary (see Site Needs for Potential Growth Industries).

Exhibit 23 shows that Scappoose has 12 sites (118 acres) of sites from 5 to 25 acres. Seven of these sites or in the Airport Employment designation, 3 sites are designated commercial, and 2 sites are designated industrial. Scappoose has 3 sites (94 acres) that are between 20 and 50 acres in size, all within the Airport Employment designation. Scappoose has two sites (190 acres) in sites larger than 50 acres, all of which are designated Airport Employment.
Some businesses will need sites smaller than 5 acres for development. Scappoose has 64 sites smaller than 5 acres (86 acres). In addition, development of sites larger than 5 acres is likely to result in parcelization of some sites into smaller sites. Scappoose has a limited number of commercial sites smaller than 5 acres. Some commercial businesses may locate in Scappoose's Airport Business Park, especially businesses serving nearby manufacturing firms. However, the Airport Business Park is not where commercial businesses would locate if they were not providing services to nearby businesses around the Airport.

Based on this information and the analysis in Exhibit 24, we conclude that Scappoose has enough land within the UGB to accommodate expected industrial growth but does not have enough land to accommodate expected commercial growth.

Land Sufficiency for 2043 to 2073

Building off the land sufficiency conclusions determined in Exhibit 24, Scappoose would have about 301 undeveloped acres of industrial land and an existing deficit of about 21 acres of commercial land for employment in 2043. Exhibit 25 shows that Scappoose:

- **Surplus of industrial land.** Scappoose will need an additional 93 acres of land for industrial land, leaving a surplus of more than 200 acres. This analysis does not account for potential for large industrial employers to locate in Scappoose that need larger amounts of land or for faster than average industrial employment growth.
- **Deficit of commercial land**. Scappoose will need an additional 62 acres of land to accommodate commercial employment by 2073 resulting in a total commercial land deficit of 83 acres.

Exhibit 25. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2043-2073
Source: ECONorthwest

General Plan Designation	Land Supply in 2043 *(Suitable Gross Acres)*	Land Demand *(Gross Acres)*	Land Sufficiency *(Surplus/Deficit, Gross Acres)*
Industrial	301	93	208
Commercial	(21)	62	(83)

Conclusions

The conclusions about commercial and industrial land sufficiency are:

- **Scappoose is forecast for growth in both the commercial and industrial employment sectors.** Scappoose is planning for growth of 2,125 new jobs in the city over the 2023 to 2043 period. About 973 of the jobs will be industrial, 961 of the jobs will be in office and commercial services, and 101 in retail. Growth of these jobs will result in demand for about 51 gross acres of commercial land and 141 gross acres of industrial land.
- **Scappoose has enough industrial employment land to accommodate industrial growth.** Exhibit 24 shows that Scappoose has enough land for industrial employment growth over the next 20 years, with a surplus of 301 acres. For its target industries, Scappoose will have need for industrial sites ranging from 5 to 25 acres for small and mid-sized manufacturing and other industrial businesses to 25 to 100-acre sites for large industrial businesses or new business parks.

  The forecast of industrial growth for 2043 to 2073 shows that Scappoose will still have a surplus of industrial land, if industrial employment grows at the pace of population growth. It is possible that industrial employment will grow faster or that large employers will locate in Scappoose that need larger sites. These are exogenous events that cannot be reasonably accounted for in the forecast of growth.
- **Scappoose has a deficit of land for commercial development.** Scappoose has a deficit of about 21 gross acres of land for commercial office, services, and retail uses. This deficit may be accommodated through increases in land use efficiency within the existing UGB, expansion of the UGB for more commercial land, or both.

  The forecast of commercial employment growth for 2043 to 2073 shows an additional 62-acre commercial land deficit.
- **Scappoose wages are lower than the regional average.** Scappoose's average wage of $37,717 is lower than the average of $40,729 for Columbia County. Scappoose's potential growth industries generally have above-average wages, except for certain types of services for residents and visitors, such as retail.
- **Scappoose will need to address key infrastructure needs in the city.** Scappoose will need to address water service deficiencies to support future employment growth. To meet upcoming demand, Scappoose has plans for three to four new wells to support future growth. The City of Scappoose is currently addressing wastewater system constraints and expects to be able to comfortably accommodate new employment once sewer updates are finalized.

Recommended Actions

Following are ECONorthwest's recommendations for actions for Scappoose based on the analysis and conclusions in this report.

- **Update the Economic Element of the Comprehensive Plan.** The Economy Element has not been updated in more than a decade.
- **Align the City's goals for economic development with planning for infrastructure development.** Aside from ensuring that there is sufficient land to support employment growth, one of the most important ways that the City can support economic development is through planning for and developing infrastructure (e.g., roads, water, sanitary sewer, and storm water systems). We recommend that the City continue to align its goals for economic development with infrastructure development through updates to the City's Capital Improvements Plan.

  Providing infrastructure to the large-lot industrial land near the Airport is necessary to allow employment growth to occur in the area. Without infrastructure, much of this land will remain undeveloped. Scappoose has made progress in ensuring infrastructure is available in this area but will likely need to work with developers and businesses to extend services as land is developed.
- **Monitor and replenish the supply of commercial and industrial land on a regular, periodic basis.** The buildable lands inventory identifies the existing development status of employment land in Scappoose. While Scappoose will not completely update the buildable lands inventory on an annual basis, City staff should still monitor the development status of these employment lands and replenish short-term supply when possible.
- **Work with partners to develop a broad economic development strategy for Scappoose.** An economic development strategy results in a process and a document to guide economic growth and development within the community. This is an opportunity for the city and its economic development partners to build capacity and leverage strengths and other planning efforts. Given the findings from the EOA, ECONorthwest recommends considering the following policies when creating an economic development strategy:
  - **Celebrate quality of place** by enhancing and promoting the brand of Scappoose, by supporting new community events, and by partnering on infrastructure development
  - **Expand business development** efforts by continuing to prioritize a business-friendly environment, by strategically engaging with OMIC and PCC, and by developing an entrepreneurial ecosystem.

- **Support upward economic mobility** for all residents by prioritizing opportunities for family-wage earning jobs and by expanding economic opportunities for individuals of all ages.

Appendix A. National, State, and Regional and Local Trends

The economic trends discussed in this appendix are based on long-term trends that are generally expected to continue at national, state, and regional scales. During the development of this document, the effects of the global COVID-19 pandemic continued to evolve, as the worst of the effects of the pandemic on the labor force resolved.

National Trends

Economic development in Scappoose over the next 20 years will occur in the context of long-run national trends. The most important of these trends are as follows:

- **Economic growth was interrupted by the effects of the COVID-19 pandemic but is expected to continue from 2022 through 2031.** The Congressional Budget Office (CBO) estimates that by mid-2022 real GDP growth and employment growth will surpass pre-pandemic levels. While the CBO states the economy is stronger than previously forecasted, goods supply and services trail demand and is contributing to inflationary pressures.
- **As the U.S. economy recovers from the COVID-19 pandemic, inflation has increased significantly.** In March 2022, the personal consumption expenditures (PCE) price index increased 6.6% year-over-year[28]. Excluding food and energy, which are more volatile, the PCE price index rose 5.2%. The average hourly earnings for nonfarm employees increased slightly through April 2022 but inflation-adjusted real average hourly earnings declined slightly due to continued inflation.[29]

  The exact drivers of the rise in inflation are the subject of ongoing debate. Supply chain disruptions triggered by the pandemic have dramatically increased shipping rates, which in turn has led to higher prices for goods and services[30]. Exacerbating this trend is pent-up demand among households, many of which received three direct assistance payments from the federal government in 2020 and 2021. Lastly, the expansion in the money supply generated by the Federal Reserve's monetary policy has also been cited as

[28] U.S. Department of Commerce, Bureau of Economic Analysis. Personal Consumption Expenditures Price Index. March 2022.

[29] *New Inflationary Concerns: A US Macroeconomic Update*, IBISWorld, June 03, 2022. https://www.ibisworld.com/blog/new-inflationary-concerns-us-macroeconomic-update/1/1126/

[30] Martin, F. M. (October 2021). What Are the Risks for Future Inflation? Federal Reserve Bank of St. Louis, *On The Economy Blog*.

a contributor to inflation[31]. The Federal Open Market Committee increased lending rates several times in 2022 and expects to continue to raise rates again in 2022.

- **After declining sharply during the COVID-19 pandemic, employment has mostly recovered, and employers now face a tight labor market**. As of April 2022, the unemployment rate was 3.6%, which is about the same as pre-pandemic levels in February 2020.[32] Despite the addition of over 500,000 jobs each month during the first quarter of 2022[33], the labor force participation rate remains slightly below pre-pandemic levels[34], suggesting there are those who do not yet feel the need to or have the ability to return to work. In April 2022, wages increased year-over-year by 5.5%[35], faster growth than in recent pre-pandemic years but a smaller rise than the increase in inflation over the same period.
- **The aging of the baby boomer generation accompanied by increases in life expectancy.** Over the forecast period, the interest rate on 10-year Treasury notes is projected to rise gradually, reaching 3.2% in 2031.[36] As the baby boomer generation continues to retire, the number of Social Security recipients is expected to increase from almost 65 million in 2020 to over 88 million in 2045, a 36% increase. But due to lower birth-rate replacement generations, the number of covered workers is only expected to increase 10% over the same period, from over 178 million to almost 197 million in 2045. In 2020, there are 36 Social Security beneficiaries per 100 covered workers, but by 2045, there will be 45 beneficiaries per 100 covered workers. This will increase the percent of the federal budget dedicated to Social Security and Medicare.[37]
- **Baby boomers are retiring sooner as a result of the COVID-19 pandemic.** In the third quarter of 2021, about half of U.S. adults age 55 and older had retired, up from 48% in the third quarter of 2019.[38] This trend can be seen in Oregon, where the annual number of retirements among workers age 60 and older increased dramatically in 2020 and 2021.[39] However, there is evidence to suggest that these retirements are temporary and that

[31] Martin, F.M. (April 2022). 2021: The Year of High Inflation. Federal Reserve Bank of St. Louis, *On The Economy Blog*.

[32] Bureau of Labor Statistics. (2022). *The Employment Situation – April 2022*. https://www.bls.gov/news.release/pdf/empsit.pdf

[33] White House Council of Economic Advisers. (2022). *The Employment Situation in April*. https://www.whitehouse.gov/cea/written-materials/2022/05/06/the-employment-situation-in-april-2/

[34] Bureau of Labor Statistics. (2022). *The Employment Situation – April 2022.* https://www.bls.gov/news.release/pdf/empsit.pdf

[35] Bureau of Labor Statistics. (2022). *The Employment Situation – April 2022.* https://www.bls.gov/news.release/pdf/empsit.pdf

[36] Congressional Budget Office. *An Update to the Budget and Economic Outlook: 2021 to 2031, July 2021.* https://www.cbo.gov/publication/57339

[37] The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2021 https://www.ssa.gov/OACT/TR/2021/tr2021.pdf

[38] Pew Research Center. *Amid the pandemic, a rising share of older U.S. adults are now retired. November 2021.*

[39] Oregon Office of Economic Analysis. (2021). *Older Workers and Retirements*.

some of these workers will return to the labor force as the economy recovers from the impacts of the pandemic, consistent with pre-pandemic trends.[40]

- **Need for replacement workers.** The need for workers to replace retiring baby boomers will outpace job growth. Between 2018 and 2028, the Bureau of Labor Statistics (BLS) estimates that total employment in the United States will grow by about 8.4 million jobs. Over this same period, BLS forecasts an annual average of 19.7 million occupational openings, indicating that the number of job openings per year exceeds expected employment growth. About 78% of annual job openings are in occupations that do not require postsecondary education.[41]
- **The importance of education as a determinant of wages and household income.** According to BLS, most of the fastest-growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require a degree. The fastest-growing occupations requiring an academic degree will be nurse practitioners, agents and business managers, occupational therapy assistants, statisticians, physical therapist assistants, and information security analysts.[42] Of the top 10 fastest-growing occupations, the top three do not require an academic degree – from 2020 to 2030, the fastest-growing occupations are motion picture projectionists, wind turbine service technicians, ushers and lobby attendants, nurse practitioners, and solar photovoltaic installers.

  However, because 2020 serves as the base year for these projections, many occupations are expected to experience cyclical recoveries in the first few years of the decade as they return to their long-term growth patterns. For example, motion picture projectionists are concentrated in an industry that experienced significant yet temporary employment losses in 2020. To account for this, the BLS has also listed the fastest-growing occupations from 2020-2030 that do not include occupations with above-average cyclical recovery. These occupations include wind turbine service technicians, nurse practitioners, solar photovoltaic installers, statisticians, physical therapist assistants, and information security analysts. However, the two nondegree-requiring occupations – wind turbine service technicians and home health and personal care aids – had lower median annual wages in 2020 than the degree-requiring occupations.

  Three sectors are projected to decline from 2020 to 2030.[43] These include the federal government, retail trade, and utilities. The BLS estimates that retail trade will decrease by 586,800 positions, possibly due to the rise of e-commerce. Conversely, this shift in

[40] Pew Research Center. (2021). *Amid the pandemic, a rising share of older U.S. adults are now retired*.

[41] Bureau of Labor Statistics. (2019). *Occupational Employment Projections 2018-2028*. https://www.bls.gov/news.release/pdf/ecopro.pdf .

[42] Bureau of Labor Statistics. (2021). Occupational *Employment Projections to 2020-2030* https://www.bls.gov/news.release/pdf/ecopro.pdf.

[43] Bureau of Labor Statistics. (2021). Occupational *Employment Projections to 2020-2030* https://www.bls.gov/news.release/pdf/ecopro.pdf

shopper preference is increasing occupations in transportation and warehousing. Retail positions typically have lower pay than occupations requiring an academic degree. The national median income for people over the age of 25 in 2019 was about $48,464. Workers without a high school diploma earned $19,708 less than the median income, while those with a high school diploma earned $10,504 less than the median income. Workers with some college earned $6,760 less than median income, and workers with a bachelor's degree earned $13,832 more than median. Workers in Oregon experience the same patterns as the nation but pay is generally lower in Oregon than the national average.

- **Increases in labor productivity.** Productivity, as measured by output per hour of labor input, increased in most sectors between 2000 and 2010, peaking in 2007. However, productivity increases were interrupted by the recession. After productivity decreased from 2007 to 2009, many industries saw large productivity increases from 2009 to 2010. Industries with the fastest productivity growth were information technology–related industries. These include wireless telecommunications carriers, computer and peripheral equipment manufacturing, electronics and appliance stores, and commercial equipment manufacturing wholesalers.[44]

  Since 2010, labor productivity has increased across a handful of large sectors but has also decreased in others. In wholesale trade, productivity—measured in output per hour—increased by 19% from 2009 to 2017. Retail trade gained even more productivity over this period at 25%. Food services, however, have remained stagnant since 2009, fluctuating over the nine-year period and shrinking by 0.01% over this time frame. Additionally, the Bureau of Labor Statistics reports multifactor productivity in manufacturing has been slowing down 0.3% per year over the 2004 to 2016 period. Much of this, they note, is due to a slowdown in semiconductors, other electrical component manufacturing, and computer and peripheral equipment manufacturing.[45]

- **The importance of entrepreneurship and growth in small businesses.** According to the 2021 Small Business Profile from the U.S. Small Business Office of Advocacy, small businesses account for over 99 percent of total businesses in the United States, and their employees account for nearly 47% of American workers.[46] Women and People of Color make up 43% and 19%, respectively, of small business owners.[47] The National League of Cities suggests ways that local governments can attract entrepreneurs and increase the number of small businesses, including strong leadership from elected officials; better

[44] Brill, M.R., & Rowe, S.T. (March 2013). Industry Labor Productivity Trends from 2000 to 2010. Bureau of Labor Statistics, *Spotlight on Statistics.*

[45] Brill, M., Chanksy, B., & Kim, J. (July 2018). Multifactor productivity slowdown in US manufacturing. *Monthly Labor Review*, U.S. Bureau of Labor Statistics. https://www.bls.gov/opub/mlr/2018/article/multifactor-productivity-slowdown-in-us-manufacturing.htm.

[46] Small businesses are defined by the US Small Business Office of Advocacy as having between zero and 500 employees.

[47] U.S. Small Business Office of Advocacy. (2021). 2021 Small Business Profile. https://cdn.advocacy.sba.gov/wp-content/uploads/2021/08/30143723/Small-Business-Economic-Profile-US.pdf

communication with entrepreneurs, especially regarding the regulatory environment for businesses in the community; and partnerships with colleges, universities, small business development centers, mentorship programs, community groups, businesses groups, and financial institutions.[48]

Increases in automation across sectors. Automation is a long-running trend in employment, with increases in automation (and corresponding increases in productivity) over the last century and longer. The pace of automation is increasing, and the types of jobs likely to be automated over the next 20 years (or longer) are broadening. Lower-paying jobs are more likely to be automated, with the potential for automation of more than 80% of jobs paying less than $20 per hour over the next 20 years. About 30% of jobs paying $20 to $40 per hour, and 4% of jobs paying $40 or more per hour, are at risk of being automated over the next 20 years.[49]

Low to middle-skilled jobs that require interpersonal interaction, flexibility, adaptability, and problem-solving will likely persist into the future, as will occupations in technologically lagging sectors (e.g., production of restaurant meals, cleaning services, hair care, security/protective services, and personal fitness).[50] This includes occupations such as (1) recreational therapists, (2) first-line supervisors of mechanics, installers, and repairers, (3) emergency management directors, (4) mental health and substance abuse social workers, (5) audiologists, (6) occupational therapists, (7) orthotists and prosthetists, (8) health-care social workers, (9) oral and maxillofacial surgeons, and (10) first-line supervisors of firefighting and prevention workers.

Occupations in the service and agricultural or manufacturing industry are most at-risk of automation because of the manual-task nature of the work.[51,52,53] This includes occupations such as (1) telemarketers, (2) title examiners, abstractors, and searchers, (3) hand sewers, (4) mathematical technicians, (5) insurance underwriters, (6) watch repairers, (7) cargo and freight agents, (8) tax preparers, (9) photographic process workers and processing machine operators, and (10) accounts clerks.[54]

---

[48] National League of Cities. (2012). Supporting Entrepreneurs and Small Businesses. https://www.nlc.org/supporting-entrepreneurs-and-small-business

[49] Executive Office of the President. (2016). Artificial Intelligence, Automation, and the Economy.

[50] Autor, D.H. (2015). Why Are There Still So Many Jobs? The History and Future of Workplace Automation. *Journal of Economic Perspectives, 29*(3), 3–30.

[51] Frey, C.B, & Osborne, M.A. (2013). The Future of Employment: How Susceptible Are Jobs to Computerisation? Oxford Martin School, University of Oxford.

[52] Otekhile, C.A., & Zeleny, M. (2016). Self Service Technologies: A Cause of Unemployment. *International Journal of Entrepreneurial Knowledge, 4*(1). DOI: 10.1515/ijek-2016-0005.

[53] PwC. (n.d.). Will robots really steal our jobs? An international analysis of the potential long-term impact of automation. 2019 https://www.pwc.com/hu/hu/kiadvanyok/assets/pdf/impact_of_automation_on_jobs.pdf.

[54] Frey, C.B., & Osborne, M.A. (2013). The Future of Employment: How Susceptible Are Jobs to Computerisation? Oxford Martin School, University of Oxford.

- **Continued transformation of retail.** In the last two decades, retail sales by e-commerce and warehouse clubs/supercenters (a lower-cost model to the traditional department store) have increased steadily, pulling the industry in two different directions. On one hand, the trend toward warehouse/supercenters is increasing the average scale of retail operations, increasing market concentrations, reducing business dynamism, and shifting retail activity toward more populated areas. On the other hand, the trend toward e-commerce generates "smaller [retailers], less market concentration, more geographical dispersion, and higher productivity."[55] Since 2012, e-commerce sales grew from 5% of total retail sales to 14.5% (Q4 2021). Total e-commerce sales for 2021 were about $870.8 billion, an increase of 14.2% from 2020.[56]

  Ultimately, the growth in online shopping and the increasing dominance of large supercenters has made it difficult for small and medium-sized retail firms (offering a narrower selection of goods) to compete. Declining net profits and increased competitive pressures have led many well-known retailers (e.g., J.C. Penney, Macy's, Sears) to declare bankruptcy or scale back their operations.

  In the future, the importance of e-commerce will likely continue to grow, and despite the highly publicized closures of brick-and-mortar stores, physical retail is likely to remain an important part of the retail sector. In fact, retail sales at brick-and-mortar stores accounted for 85.5% of all retail sales in the Q4 of 2021.[57]

  Modern consumers are increasingly price sensitive, less brand loyal, and (since the advent of internet) able to substitute between retailers easily. To compete, retailers must be nimble, adept in recognizing the changing needs of their consumers, and quick to differentiate themselves from their competitors.

- **Opportunities for local retail and service.** The types of retail and related services that remain will likely be sales of goods that people prefer to purchase in person or that are difficult to ship and return (e.g., large furniture), specialty goods, groceries and personal goods that may be needed immediately, restaurants, and experiences (e.g., entertainment or social experiences). According to the Urban Land Institute, in the post-disruption era of retail, new trends in this sector are beginning to emerge. These changes include the convergence of technology and shopping, as businesses focus on brand awareness and customer engagement via digital channels in the physical retail space.[58]

---

[55] Ali Hortaçsu and Chad Syverson. (2015). The Ongoing Evolution of US Retail: A Format Tug-of-War. *Journal of Economic Perspectives, 29*(4), 89–112, p. 109.

[56] U.S. Census Bureau, Monthly Retail Trade, Latest Quarterly E-Commerce Report. Retrieved from: https://www.census.gov/retail/mrts/www/data/pdf/ec_current.pdf

[57] U.S. Census Bureau, Monthly Retail Trade, Latest Quarterly E-Commerce Report. Retrieved from: https://www.census.gov/retail/mrts/www/data/pdf/ec_current.pdf .

[58] Diane Hoskins. "Three Trends Shaping Retail's Great Transformation." *Urban Land Institute*, September 3, 2019. https://urbanland.uli.org/economy-markets-trends/three-trends-shaping-retails-great-transformation/

- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. High-quality natural resources continue to be important in some states, especially in the western United States. Increases in the population and in household incomes, plus changes in tastes and preferences, have dramatically increased demands for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.[59]
- **Continued increase in demand for energy.** Energy prices were unusually high in early 2022. Total energy consumption will increase because the rising population and economic growth will outpace efficiency gains in energy consumption. Energy consumption is expected to grow primarily from industrial and, to a lesser extent, commercial users. Residential and transportation consumption are forecasted to remain flat through about 2040 and possibly growth slightly through 2050. Electric vehicles are expected to continue to gain market share, but gasoline powered vehicles are expected to continue to account for a substantial amount of vehicle sales through 2050. The share of electric vehicles is expected to grow from less than 3% in 2021 to 13% in 2050. Energy consumption by type of fuel is expected to change over the planning period. By 2050, the United States will continue to shift from crude oil toward natural gas and renewables. [60]
- **High rates of inflation.** For the last several decades, inflation rates have generally stayed below 3% for the nation. Inflation started to increase in 2021 and accelerated in 2022, increasing to 9.06% in June 2022, to their highest levels in about 40 years. Inflation increased most quickly in June 2022 for energy, motor vehicles, food, and household furnishings.[61] Continued high rates of inflation may slow economic growth, further erode purchasing power, discourage savings, and lead to a national recession.
- **Impact of rising energy prices on commuting patterns.** As energy prices increase over the planning period, energy consumption for transportation will decrease. These increasing energy prices may decrease willingness to commute long distances, though with expected increases in fuel economy, it could be that people commute farther while consuming less energy.[62] Moreover, lower-income households tend to have fewer

[59] For a more thorough discussion of relevant research, *see,* for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. "Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273-297.

[60] Energy Information Administration, 2019, Annual Energy Outlook 2019 with Projections to 2050, U.S. Department of Energy, January 2019. https://www.eia.gov/outlooks/aeo/pdf/aeo2019.pdf. Note, the cited growth rates are shown in the interactive tables and can be viewed here: https://www.eia.gov/outlooks/aeo/data/browser/.

[61] Bureau of Labor Statistics, U.S. Department of Labor, *The Economics Daily*, Consumer prices up 9.1 percent over the year ended June 2022, largest increase in 40 years at https://www.bls.gov/opub/ted/2022/consumer-prices-up-9-1-percent-over-the-year-ended-june-2022-largest-increase-in-40-years.htm (visited *July 25, 2022*).

[62] Energy Information Administration, 2019, *Annual Energy Outlook 2019 with Projections to 2050*, U.S. Department of Energy, January 2019.

options for commuting and are more likely to have jobs that require them to commute. Over 2019 to 2035, the U.S. Energy Information Administration estimates in its forecast that the decline in transportation energy consumption as a result of increasing fuel economy more than offsets the total growth in vehicle miles traveled (VMT). VMT for passenger vehicles is forecasted to increase through 2050.

- **Potential impacts of global climate change.** The consensus among the scientific community that global climate change is occurring expounds important ecological, social, and economic consequences over the next decades and beyond.[63] Extensive research shows that Oregon and other western states have already experienced noticeable changes in climate and that more change will occur in the future.[64]

  In the Pacific Northwest, climate change is likely to (1) increase average annual temperatures, (2) increase the number and duration of heat waves, (3) increase the amount of precipitation falling as rain during the year, (4) increase the intensity of rainfall events, (5) increase sea level, (6) increase wildfire frequency, and (7) increase forest vulnerability to tree disease.[65] These changes are also likely to reduce winter snowpack and shift the timing of spring runoff earlier in the year.[66]

  The Oregon Climate Change Research Institute (OCCRI) evaluated potential scenarios for "Climate Change Influence on Natural Hazards in Oregon Counties" in 2018. OCCRI specifically focused on Counties in the Gorge and Eastern Oregon and evaluated the potential increased or decreased risk for natural hazards such as heat waves, cold waves, heavy rains, river flooding, drought, wildfire, poor air quality, windstorms, dust storms, increased invasive species, and loss of wetland ecosystems. Across the eight counties evaluated, the hazards most likely to increase with the effects of climate change are heat waves, heavy rains, river flooding, wildfires, increased invasive species, and loss of wetland ecosystems.[67]

---

[63] U.S. Global Change Research Program. *National Climate Assessment*. 2018. https://nca2018.globalchange.gov/

[64] Oregon Global Warming Commission. *2020 Biennial Report to the Legislature.* 2020. https://www.keeporegoncool.org/reports/

[65] U.S. Global Change Research Program. *National Climate Assessment*. "Chapter 24: Northwest." 2018. https://nca2018.globalchange.gov/chapter/24/

[66] Mote, P., Salathe, E., Duliere, V., & Jump, E. (2008). *Scenarios of Future Climate for the Pacific Northwest.* Climate Impacts Group, University of Washington. March. http://cses.washington.edu/db/pdf/moteetal2008scenarios628.pdf; Littell, J.S., McGuire Elsner, M., Whitely Binder, L.C., and Snover, A.K. (eds). (2009). "The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate - Executive Summary." *In The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate*, Climate Impacts Group, University of Washington. www.cses.washington.edu/db/pdf/wacciaexecsummary638.pdf; Madsen, T., & Figdor, E. (2007). *When it Rains, it Pours: Global Warming and the Rising Frequency of Extreme Precipitation in the United States.* Environment America Research & Policy Center and Frontier Group.; Mote, P.W. (2006). Climate-driven variability and trends in mountain snowpack in western North America. *Journal of Climate, 19*(23), 6209-6220.

[67] Mote, P.W., Abatzoglou, J., Dello, K.D., Hegewisch, K., & Rupp, D.E. (2019). Fourth Oregon Climate Assessment Report. Oregon Climate Change Research Institute. occri.net/ocar4; Oregon Climate Change Research Institute.

These anticipated changes point toward some of the ways that climate change is likely to impact ecological systems and the goods and services they provide. There is considerable uncertainty about how long it would take for some of the impacts to materialize and the magnitude of the associated economic consequences. Assuming climate change proceeds as today's models predict, the Pacific Northwest will experience potential economic impacts:[68]

- *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in growing season, temperature ranges, and water availability.[69] Climate change may impact Oregon's forestry through an increase in wildfires, a decrease in the rate of tree growth, a change in the mix of tree species, and increases in diseases and pests that damage trees.[70]
- *Potential impact on tourism and recreation.* Impacts on tourism and recreation may range from (1) decreases in snow-based recreation if snowpack in the Cascades decreases, (2) negative impacts to tourism along the Oregon Coast as a result of damage and beach erosion from rising sea levels,[71] (3) negative impacts on availability of summer river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times, these trends may run counter to the long-term trends described above. The most prevalent example is the recession and subsequent recovery triggered by the global COVID-19 pandemic. While the unemployment rate rose quickly to a high of 14.7% in April 2020, it has since gradually declined to 3.6% as of March 2022, close to the pre-pandemic (February 2020) rate[72]. However, employment in some industries that were most severely impacted by the pandemic, such as leisure and hospitality, have not yet fully returned to pre-pandemic levels. Nonetheless, this report takes a long-run perspective on economic conditions

---

Climate Change Influence on Natural Hazards in Eight Oregon Counties. August 2018. https://www.oregon.gov/lcd/CL/Documents/OCCRI_PDM16_AllCountyOverview2018.pdf

[68] The issue of global climate change is complex and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

[69] Resource Innovations & Institute for a Sustainable Environment. (2005). The Economic Impacts of Climate Change in Oregon: A Preliminary Assessment. https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/2299/Consensus_report.pdf?sequence=1

[70] Climate Leadership Initiative & Institute for Sustainable Environment. (2007). Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis.

[71] Resource Innovations & Institute for a Sustainable Environment. (2005). The Economic Impacts of Climate Change in Oregon: A Preliminary Assessment. https://scholarsbank.uoregon.edu/xmlui/bitstream/handle/1794/2299/Consensus_report.pdf?sequence=1

[72] The Employment Situation – March 2022. News Release, Bureau of Labor Statistics. Retrieved from: https://www.bls.gov/news.release/pdf/empsit.pdf.

(as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run macroeconomic trends on employment of economic activity.

State Trends

Short-Term Trends

According to the Oregon Office of Economic Analysis (OEA), Oregon's economy is following the trends affecting the national economy: fast growth (with continued recovery from the COVID-19 pandemic recession), high demand for labor, and high inflation. The biggest economic challenges are supply chain issues, resulting from strong consumer demand and problems that started with the COVID-19 pandemic. [73]

The biggest risk to the economic outlook is persistently high inflation. In early 2021, higher inflation was tied to reopening the economy and semiconductor shortages in the automobile industry. Over the last year, pressure from inflation has broadened and are more persistent than originally expected. In addition, the tight labor market is putting upward pressure on wages, with the average wage in Oregon up 17% since March 2020. Businesses are passing most of the cost increases (from increases in costs for goods and labor) onto consumers, who are showing a willingness to pay higher prices. As a result, business incomes remain high.[74]

The Orgon economy has added back most of the jobs lost during the COVID-19 pandemic, with an expectation that the remaining lost jobs will be regained by Fall 2022. The labor market remains tight for several reasons, including workers who have not returned to the workforce because they are caring for sick family members or for childcare challenges and employees who are quitting jobs at record rates.[75]

The outlook for growth is a continuation of growth of the entire economy, with faster growth of selected sectors. Leisure and hospitality are still 12% below pre-pandemic employment and expected to have strong growth through 2023. Professional and business services, health care, transportation, and warehousing are also expected to have strong growth through 2023. Demand for housing will drive growth in the construction industry. Growth in high-tech manufacturing will continue, supported by demand for automobiles, computers, and other electronics. However, growth in high-tech has not translated into more employment because of

[73] Office of Economic Analysis. (2022). Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1. https://www.oregon.gov/das/OEA/Documents/forecast0322.pdf

[74] Office of Economic Analysis. (2022). Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1. https://www.oregon.gov/das/OEA/Documents/forecast0322.pdf

[75] Office of Economic Analysis. (2022). Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1. https://www.oregon.gov/das/OEA/Documents/forecast0322.pdf

increases in productivity. And the industry is set to grow nationally, with some investments in Oregon but with investments in other states as well.[76]

Oregon has underbuilt about 111,000 housing units in recent decades, which contributes to the high demand for housing and low vacancy rates.[77] Housing starts in 2019 reached approximately 20,700 units, 18,000 in 2020, and 21,300 in 2021, an increase of 17.5%. In the years following the recession, they anticipate a partial recovery of housing starts, with a slight contraction in 2022 (0.6% decrease), with growth increasing again in 2023 (2.2 % increase) and 2024 (3.5% increase).[78]

Oregon's economic health is dependent on the export market, which are also affected by the COVID-19 pandemic. The value of Oregon exports in 2020 was $24.977 billion. In 2020, the countries that Oregon exported the most to were China (38% of total Oregon exports), Canada (11%), Vietnam (6%), South Korea (6%), Japan (6%), and Malaysia (6%).[79] Any strains on the relationship between the United States and China could impact Oregon's economy. Additionally, China's public debt burden poses a threat not only to the state and region but also to the global economy.[80]

Long-Term Trends

State, regional, and local trends will also affect economic development in Scappoose over the next 20 years. The most important of these trends includes continued in-migration from other states, distribution of population and employment across the state, and change in the types of industries in Oregon.

- **Continued in-migration from other states.** Oregon will continue to experience in-migration (more people moving *to* Oregon than *from* Oregon) from other states, especially California and Washington. From 2010-2020, Oregon's population increased by 406,491, 77% of which was from people moving into Oregon (net migration)[81]. The average annual increase in population from net migration over the same period was about 31,412. During the early to mid-1990s, Oregon's net migration was highest,

[76] Office of Economic Analysis. (2022). Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1. https://www.oregon.gov/das/OEA/Documents/forecast0322.pdf

[77] Office of Economic Analysis. (2022). Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1. https://www.oregon.gov/das/OEA/Documents/forecast0322.pdf

[78] Office of Economic Analysis. (2021). Oregon Economic and Revenue Forecast, December 2021. Vol. XLI, No. 4, p. 32.

[79] United States Census Bureau. State Exports from Oregon, 2017-2020. https://www.census.gov/foreign-trade/statistics/state/data/or.html .

[80] Office of Economic Analysis. Oregon Economic and Revenue Forecast, December 2019. Vol. XXXIX, No. 4, p. 14. https://www.oregon.gov/das/OEA/Documents/forecast1219.pdf.

[81] Oregon Office of Economic Analysis, Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1, p. 58.

reaching over 60,000 in 1991, with another smaller peak of almost 42,100 in 2006. In 2020, net migration reached just over 26,028 persons. [82]

- **Increasing ethnic diversity.** Oregon's population has continued to get more ethnically and racially diverse, with the Latino population growing from 12% of the population in 2010 to 13% of the population in 2015–2019.[83] The population of people of color grew from 13.3% of the population to 16% of the population over the same period. The share of the Hispanic/Latino population increased in Scappoose since 2000 as well.
- **Forecast of job growth.** Total nonfarm employment is forecasted to increase by 10% from 1.82 million in 2020 to just over 2 million in 2025. The OEA forecasts total private nonfarm employment to increase 11% from 1.54 million in 2020 to 1.71 million in 2025.[84]
- **Manufacturing is an important part of Oregon's economy.** The manufacturing sector has long been a crucial component of Oregon's economy. Since 2010, employment in manufacturing has grown 12% compared to the nation's 7%[85]. However, as a result of the COVID-19 pandemic, employment in the sector has declined by 8% compared with a 4% decline across the nation.[86]

  Manufacturing remains an important piece of Oregon's economy and the sector is evolving. Only a few decades ago, Oregon's manufacturing economy was dependent on forestry and wood products. But between 1990 and 2018, annual average employment in wood product manufacturing dropped by 22,600 jobs or 46%.[87]

  Growth in Oregon's electronic component manufacturing, however, has filled the gap left by the decline in wood manufacturing. In 2018, there were a total of 37,900 jobs in Oregon's electronic component manufacturing (i.e., manufacturing of computer chips, computers and related equipment, and communications equipment), making it Oregon's largest manufacturing industry. Employment in this industry is over six times more concentrated in Oregon than it is nationally and is driving much of the growth in Oregon manufacturing.[88]

  Continued growth, spurred by electronic component manufacturing, is expected in the future for Oregon's manufacturing sector. Although Oregon's economy is shifting, the state's roots in forestry and wood product manufacturing remain important, particularly

[82] Oregon Office of Economic Analysis, Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1, p. 58.

[83] U.S. Census Bureau, American Community Survey 2019 5-year estimates, Tables B02001 and B03002, 2010 Decennial Census P003001 and P005001.

[84] Oregon Office of Economic Analysis, Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1, p. 35.

[85] Oregon Employment Department (2021). Made in Oregon: A Profile of the State's Manufacturing Sector. https://www.qualityinfo.org/-/made-in-oregon-a-profile-of-the-state-s-manufacturing-sector

[86] Oregon Employment Department (2021). Made in Oregon: A Profile of the State's Manufacturing Sector. https://www.qualityinfo.org/-/made-in-oregon-a-profile-of-the-state-s-manufacturing-sector.

[87] Oregon Employment Department (2021). Made in Oregon: A Profile of the State's Manufacturing Sector. https://www.qualityinfo.org/-/made-in-oregon-a-profile-of-the-state-s-manufacturing-sector.

[88] Oregon Employment Department (2021). Made in Oregon: A Profile of the State's Manufacturing Sector. https://www.qualityinfo.org/-/made-in-oregon-a-profile-of-the-state-s-manufacturing-sector.

for rural areas. Douglas County, for example, had 8.3% of its total employment and 10.7% of its total payroll in wood product manufacturing in 2018.[89]

- **Advancements in technology and increases in automation of jobs.**[90] In decades past, automation was focused on manufacturing. In the coming decades, jobs at risk for automation will tend to be those without "computerization bottlenecks" or jobs that do not require social intelligence, perception, creativity, or fine motor skills. Jobs in industries lacking customer service components, such as those in transportation and material moving, are also at greater risk. Most researchers agree that "less-educated workers in low-skill, lower-wage jobs featuring routine tasks are those most likely to be displaced by automation."[91] Oregon's overall risk of automation is similar to the nation's, with lower and middle-wage jobs at higher risk.
- In 2017, 144,200 jobs in Oregon were found to be at risk of automation and 93% of jobs in food preparation and serving were found to be at risk.[92] However, automation risk does not imply automation certainty. For example, consumer preferences for personalized and genuine experiences/interactions will likely slow job automation, particularly in the food services and hospitality sectors. In addition, there is a notable difference between task automation and full automation of jobs. One research study speculates that only 5% of jobs are fully automated, and that the "activities most susceptible to automation involve physical activities in highly structured and predictable environments, as well as the collection and processing of data."[93]
- **Income and wages continue to increase.** Despite Oregon's income and wages falling below the average among states, Oregon's wages are at their highest point relative to other states since the recession in the early 1980s, mainly due to the wage growth over the last two to three years. In 2019, the average annual wage in Oregon was $55,023, and the median household income was $67,058 (compared to national average wages of $59,209 in 2019 and national household income of $65,712).[94] Total personal income (all classes of income, minus Social Security contributions) in Oregon is expected to increase

[89] Oregon Employment Department (2021). Made in Oregon: A Profile of the State's Manufacturing Sector. https://www.qualityinfo.org/-/made-in-oregon-a-profile-of-the-state-s-manufacturing-sector.

[90] Portland Business Alliance. (2017). Automation and the Future of Work. https://portlandalliance.com/assets/pdfs/2017-VOJ-Automation-summary.pdf

[91] Marcus Casey and Sarah Nzau. (2019). Searching for clarity: How much will automation impact the middle class? Brookings.

[92] Portland Business Alliance. (2017). Automation and the Future of Work. https://portlandalliance.com/assets/pdfs/2017-VOJ-Automation-summary.pdf

[93] McKinsey & Company. (2017). A Future that Works: Automation, Employment, and Productivity.

[94] Average annual wages are for "total, all industries," which includes private and public employers. Oregon Quarterly Census of Employment and Wages, 2019. Retrieved from: https://www.qualityinfo.org; Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2019; Total, U.S. Census American Community Survey 1-Year Estimates, 2019, Table B19013.

by 78%, from $221.2 billion in 2019 to $395.4 billion in 2030 (in nominal dollars).[95] Per capita income is expected to increase by 64% over the same time period, from $52,500 in 2019 to $86,200 in 2030 (in nominal dollars).[96]

- **Small businesses continue to account for a large share of employment in Oregon**. Between 1994 and 2018, employment in Oregon small businesses grew by 30% - exceeding the national average growth rate.[97]

  In 2018 small businesses (those with 100 or fewer employees) accounted for 95% of all businesses and 40% of all private-sector employment in Oregon. Said differently, most businesses in Oregon are small (in fact, 76% of all businesses have fewer than 10 employees), but the largest share of Oregon's employees work for large businesses (those with more than 100 employees).[98] The average annualized payroll per employee for small businesses was $43,949 in 2019, which is considerably less than that for large businesses ($64,335) and the statewide average for all businesses ($53,253).[99]

  Younger workers are important for the continued growth of small businesses across the nation. More than one-third of millennials (those born between 1980 and 1999) are self-employed, with approximately one-half to two-thirds interested in becoming an entrepreneur. According to the Kauffman Indicators of Entrepreneurship, in 2020, about 78.09% of start-ups nationwide were still active after one year.[100] On average, start-ups nationwide created approximately 5.03 jobs in their first year (when normalized by population).[101] In Oregon, just 77.57% survive the first year and just 4.85 jobs were created on average.[102] It is typically the case that start-ups are important for job creation

[95] Oregon Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1, page 37.

[96] Oregon Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2022. Vol. XLII, No. 1, page 37.

[97] U.S. Small Business Office of Advocacy. (2021). 2021 Small Business Profile. https://cdn.advocacy.sba.gov/wp-content/uploads/2021/08/30143123/Small-Business-Economic-Profile-OR.pdf

[98] U.S Census Bureau, 2019 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S and States. https://www.census.gov/data/tables/2019/econ/susb/2019-susb-annual.html.

[99] U.S Census Bureau, 2019 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S and States. https://www.census.gov/data/tables/2019/econ/susb/2019-susb-annual.html..

[100] Kauffman Foundation. *Kauffman Indicators of Entrepreneurship*. Indicators: Startup Early Job Creation and Startup Early Survival Rate. Information retrieved on January 26, 2022. https://indicators.kauffman.org/indicator/startup-early-survival-rate.

[101] Kauffman Foundation. *Kauffman Indicators of Entrepreneurship*. Indicators: Startup Early Job Creation and Startup Early Survival Rate. Information retrieved on January 26, 2022. https://indicators.kauffman.org/indicator/startup-early-survival-rate.

[102] Kauffman Foundation. *Kauffman Indicators of Entrepreneurship*. State Profiles: Oregon Early-Stage Entrepreneurship. https://indicators.kauffman.org/state/oregon.

on a longer-time horizon, well beyond their first year, as "fewer than half of all start-ups in America are still in business after five years."[103]

- **Entrepreneurship in Oregon.** The creation of new businesses is vital to Oregon's economy as their formations generate new jobs and advance new ideas and innovations into markets. They also can produce more efficient products and services to better serve local communities. According to the Kauffman Early-Stage Entrepreneurship (KESE) Index, Oregon ranked 25th in the country in 2020 for its Early-Stage Entrepreneurship activity, a measurement comprised of four statistics: rate of new entrepreneurs, opportunity share of new entrepreneurs, start-up density, and start-up early survival rate.[104] This ranking is higher than its 2017 rank of 30. Oregon's rate of new entrepreneurs (the percent of adults that became an entrepreneur in a given month) was in steady decline post-recession, but since 2012, has gradually declined until 2019 when it dropped to 0.26%. In 2020, the rate increased to 2020, to 0.29%, still well below Oregon's prerecession peak of 0.43% in 2000.

  Moreover, in January 2021, the Oregon Office of Economic Analysis reported new business applications in Oregon were increasing since shelter in place orders were lifted.[105] However, since then, in December 2021, new business filings have slowed while active business licenses maintain some growth.[106] Though this measurement of economic activity does not constitute a full understanding of how well entrepreneurship is performing, it does provide an encouraging signal.

Regional and Local Trends

Throughout this section and the report, Scappoose is compared to Columbia County and the State of Oregon. These comparisons are to provide context for changes in Scappoose's socioeconomic characteristics.

Availability of Labor

The availability of trained workers in Scappoose will impact the development of its economy over the planning period. A skilled and educated populace can attract well-paying businesses and employers and spur the benefits that follow from a growing economy. Key trends that will affect the workforce in Scappoose over the next 20 years include its growth in its overall population, growth in the senior population, and commuting trends.

---

[103] Nish Acharya. "Small Business Are Having A Bigger Impact on Job Creation Than Large Corporations." Forbes, May 5, 2019. https://www.forbes.com/sites/nishacharya/2019/05/05/who-is-creating-jobs-in-america/#5c74c156597d.

[104] Kauffman Foundation. *Kauffman Indicators of Entrepreneurship*. Early-Stage Entrepreneurship. The Kauffman Index, Oregon. https://indicators.kauffman.org/.

[105] Josh Lehner. "So Far Fewer Business Closures than Expected." Oregon Office of Economic Analysis, March 2, 2021. https://oregoneconomicanalysis.com/2021/03/02/so-far-fewer-business-closures-than-expected/

[106] Oregon Secretary of State. (February 2022). *Oregon Business Statistics. https://sos.oregon.gov/business/Documents/business-reports-current/0222.pdf*

Population Change

Population growth in Oregon tends to follow economic cycles. Oregon's population grew from 3.4 million people in 2000 to 4.3 million people in 2021, an increase of almost 850,000 people or 1.1% each year.

Between 2000 and 2021, Scappoose's population increased by 3,040 residents at an average annual rate of 2.3%, exceeding both Columbia County and Oregon's growth rates during the same time (0.9% and 1.1%, respectively).

Exhibit 26. Population Growth, Scappoose, Columbia County, and Oregon, 2000–2021

				Change, 2000 - 2021		
Geography	2000	2010	2021	Number	Percent	AAGR
Scappoose	4,976	6,680	8,016	3,040	61%	2.3%
Columbia County	43,560	48,620	53,014	9,454	22%	0.9%
Oregon	3,421,399	3,831,074	4,266,560	845,161	25%	1.1%

Source: U.S. Census Bureau, 2000 and 2010. Portland State University Population Estimates, 2021.

Population Forecast

The population forecasts in Exhibit 27 are based on PSU's population forecast for the 2023 to 2073 period.[107] Between 2023 and 2043 Scappoose is expected to increase at an average annual growth rate of 1.23%. Growth is expected to slow between 2043 and 2073 to an annual average growth rate of 1.02%. Overall, between 2023 and 2073, Scappoose is projected to add nearly 6,500 residents.

Scappoose's population within its UGB is projected to grow by about 2,451 people between 2023 and 2043, at an average annual growth rate of 1.23%.

Between 2043 and 2073, Scappoose's population is projected to grow by an additional 4,045 residents, at an annual average growth rate of 1.02%.

Exhibit 27. Forecast of Population Growth, Scappoose UGB, 2023 to 2073

Source: ECONorthwest based on US Decennial Census 2000, and Portland State University, Population Research Center 2021.

8,878 Residents in 2023	11,329 Residents in 2043	2,451 New Residents 2023 to 2043	28% increase 1.23% AAGR
11,329 Residents in 2043	15,374 Residents in 2073	4,045 New Residents 2043 to 2073	36% increase 1.02% AAGR

[107] This project used the interpolation template as published by the Oregon Population Forecast Program which allows jurisdictions to interpolate published population counts between two years. It also allowed Scappoose to adjust the results of the last population forecast to harmonize with the 2020 Census population, resulting in an increased starting population in 2020.

Age Distribution

By 2060, the population of people 65 years and older in the United States is projected to nearly double from 52 million in 2018 to 95 million.[108] The economic effects of this demographic change include a slowing of the growth of the labor force, the need for workers to replace retirees, the aging of the workforce for seniors that continue working after age 65, an increase in the demand for health-care services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.[109]

Exhibit 28 through Exhibit 31 show the following trends:

- Scappoose has a younger population than Columbia County and the state overall. During the 2015–2019 period, only 21% of Scappoose's residents were 60 years and older (Exhibit 30). However, the increase in median age between 2000 and 2015–2019 coupled with the larger increases in the share of population over age 45 suggests that Scappoose is attracting people in their later adult lives.
- Columbia County's population is expected to continue aging, with people 60 years and older increasing from 29% of the population in 2020 to 33% in 2040. This is consistent with statewide trends. Columbia County may continue to attract those in their late adult years (i.e., 60 years and older) over the planning period. While the share of retirees in these respective areas may increase over the next 20 years, the share of youth (i.e., under 20 years old) or people in their early adult lives (i.e., 20 to 39 years old) is likely to decrease. As the working population continues to exit the labor force later in life, those approaching retirement provide a valuable source of skilled labor and experience to younger generations entering the workforce.

[108] Mather, M., Scommegna, P., & Kilduff, L. (2019). Fact Sheet: Aging in the United States. https://www.prb.org/aging-unitedstates-fact-sheet/

[109] The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2017, The 2017 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, July 13, 2017. The Budget and Economic Outlook: Fiscal Years 2018 to 2028, April 2018.

Scappoose's median age increased between 2000 and 2015-2019 but remains less than both the county and state.

Scappoose's increase in median age of 2 years is less than Columbia County's change of 5.6 years and Oregon's change of 3 years.

Exhibit 28. Median Age, Scappoose, Columbia County, and Oregon, 2000 to 2015–2019

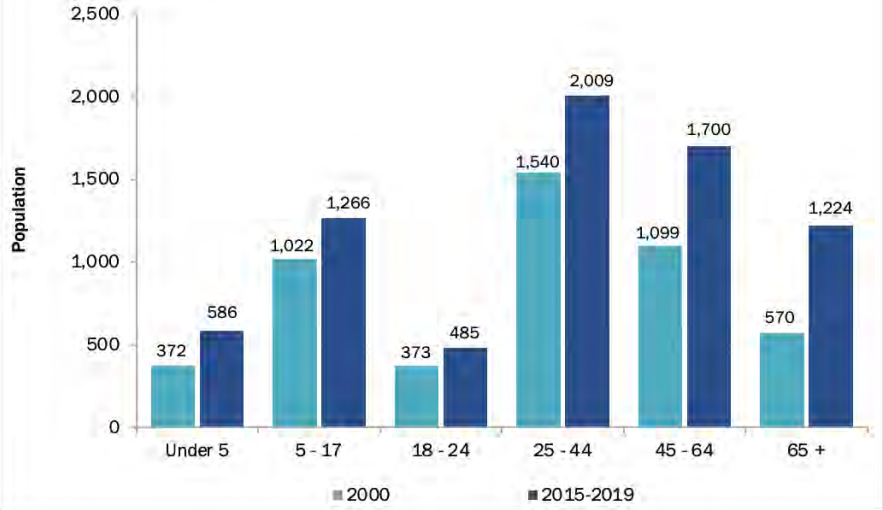
Source: U.S. Census Bureau, 2000 Decennial Census, Table P013; American Community Survey 2015–2019 5-Year Estimates, Table B01002.

2000	35.7 Scappoose	37.7 Columbia County	36.3 Oregon
2015-19	37.7 Scappoose	43.3 Columbia County	39.3 Oregon

Over 2000 to 2015–2019, Scappoose's largest population increases were for those aged 25 and older.

Exhibit 29. Scappoose Population Change by Age Group, 2000 to 2015–2019

Source: U.S. Census Bureau, 2000 Summary File; American Community Survey 2015–2019 5-Year Estimates, Table B01001.



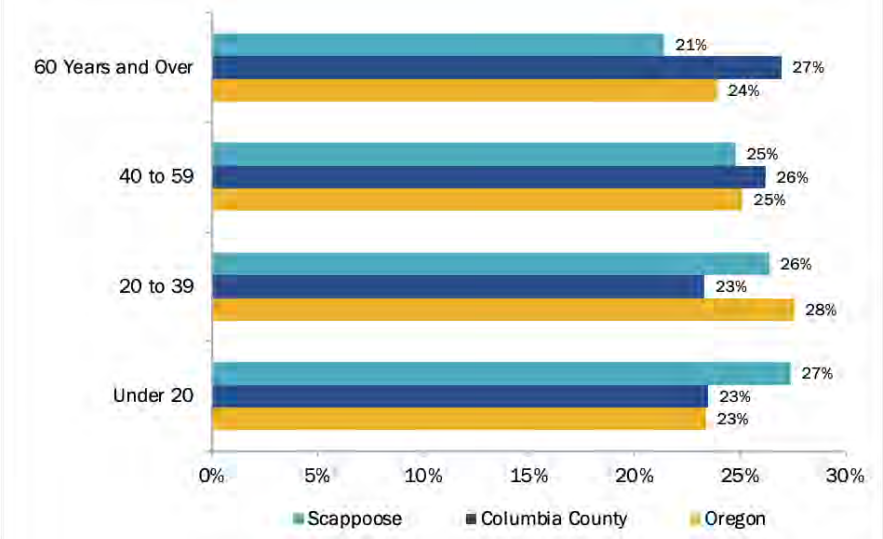
During the 2015–2019 period, 21% of Scappoose's residents were over 60 years of age.

The proportion of Scappoose's younger residents was higher than that of both the state and Columbia County.

Conversely, the proportion of Scappoose residents 60 years of age and over was lower relative to Columbia County and Oregon.

Exhibit 30. Population Distribution by Age, Scappoose, Columbia County, and Oregon, 2015–2019

Source: U.S. Census Bureau, American Community Survey, 2015–2019 5-Year Estimates, Table B01001.

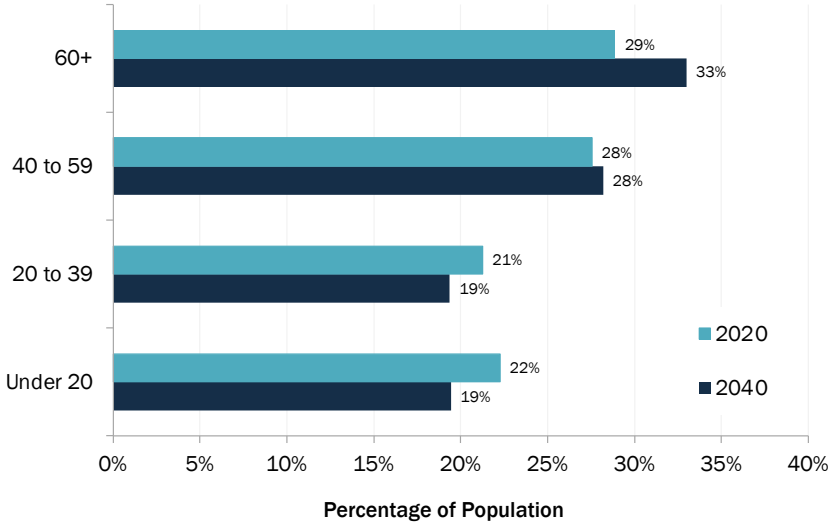


By 2040, Columbia County will have a larger share of residents 60 years and older than it does today.

The share of residents 60 years and older will account for 33% of Columbia County's population, compared to 29% in 2020.

Exhibit 31. Population Growth by Age Group, Columbia County, 2020–2040

Source: Portland State University, College of Urban & Public Affairs: Population Research Center, Population Forecast, 2020.



Race and Ethnicity

Scappoose, like Oregon overall, is becoming more ethnically diverse. The share of the population that was Hispanic or Latino in Scappoose increased from 2% to 7% between 2000 and 2015–2019. However, unlike Oregon, the share of the population of people of color remained roughly the same at 6%. Scappoose is less ethnically diverse than the state and providing culturally specific services to Spanish-speaking community members can help improve their participation in the workforce and economy.

The population of people of color is defined as the share of the population that identifies as another race other than "white alone" according to Census definitions. The small population in Scappoose results in small sample sizes, and thus the margin of error is considerable for the estimate of these populations.

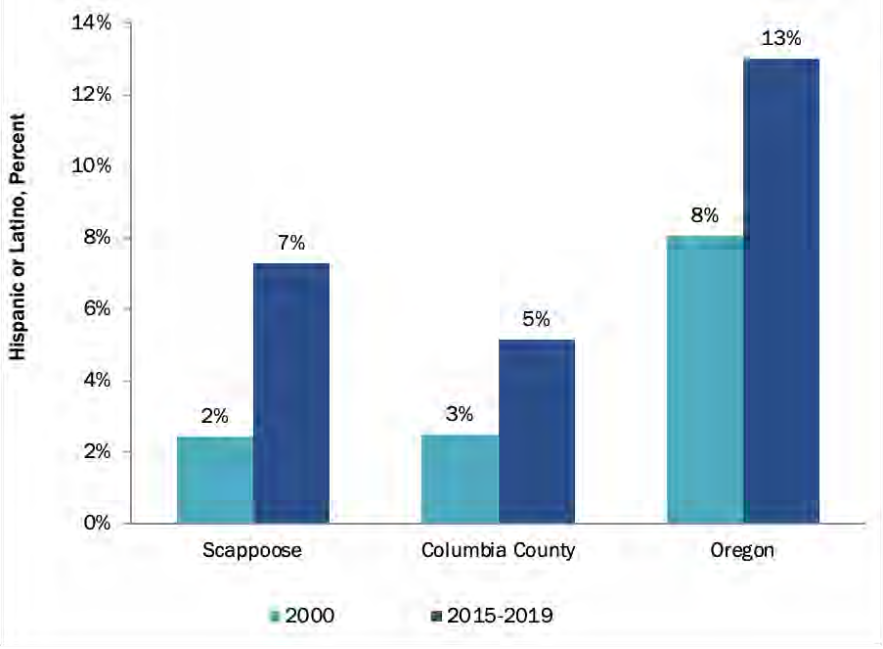
Exhibit 32 and Exhibit 33 show the change in the share of Hispanic and Latino and people of color populations in Scappoose, compared to Columbia County and Oregon, between 2000 and 2015–2019. The groups with the largest share of the population of people of color in 2015–2019 include those that identify as two or more races or Asian alone each representing 2% of Scappoose's total population.

Scappoose's Hispanic/ Latino population increased between 2000 and 2015–2019 from 2% to 7%.

Scappoose is less ethnically diverse than the state, but more so than Columbia County.

Exhibit 32. Hispanic or Latino Population as a Percentage of the Total Population, Scappoose, Columbia County, and Oregon, 2000, 2015–2019

Source: U.S. Census Bureau, 2000 Decennial Census, Table P008; 2015–2019 American Community Survey, 2014–2018 5-Year Estimates, Table B03002.



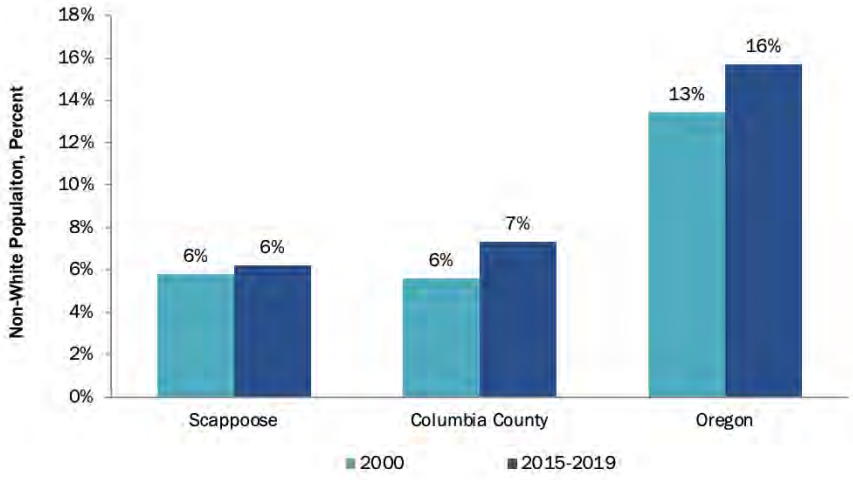
The share of people of color in Scappoose stayed roughly the same between 2000 and 2015–2019.

Scappoose and Columbia County are less racially diverse than the state. In 2015–2019, the share of people of color in Scappoose and Columbia County was 6% and 7%, respectively, compared to 16% statewide.

During this same period, the groups with the largest share of people of color were two or more races or Asian alone, each representing 2% of Scappoose's residents.

Exhibit 33. Population of People of Color as a Percentage of the Total Population, Scappoose, Columbia County, and Oregon, 2000, 2015–2019

Source: U.S. Census Bureau, 2000 Decennial Census Table P007; 2015–2019 American Community Survey, 2014–2018 5-Year Estimates, Table B02001.



Income

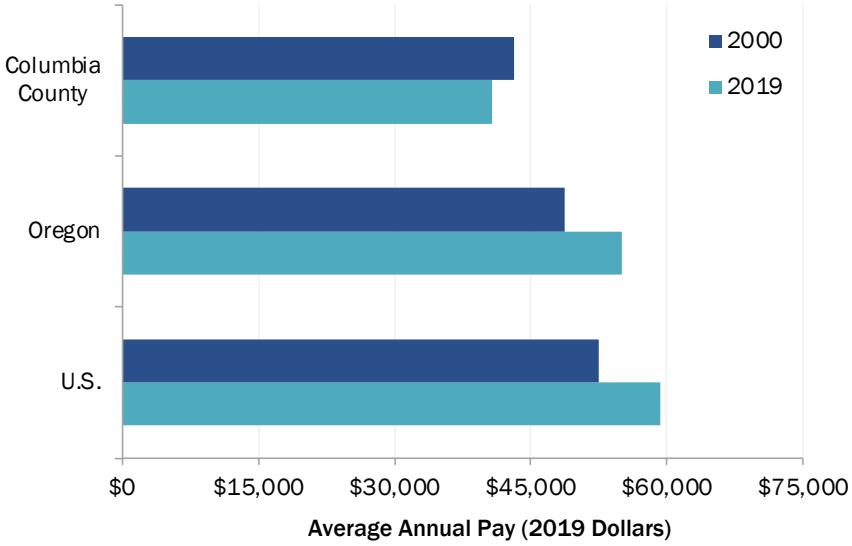
Income and wages affect business decisions for locating in a city. Areas with higher wages may be less attractive for industries that rely on low-wage workers. Scappoose's median household income ($80,171) was above the county median ($62,257). In 2019, average wages at private businesses in Scappoose ($37,717) were below the county average ($40,729).

Between 2000 and 2019, Columbia County's average wages decreased, while average wages at the state and national level increased. When adjusted for inflation, average annual wages decreased by 5% in Columbia County and increased by 13% for both the state and the nation.

From 2000 to 2019, average annual wages decreased in Columbia County, while rising in Oregon and the nation.

In 2019, average annual wages were $40,729 in Columbia County, $55,019 in Oregon, and $59,209 across the nation.

Exhibit 34. Average Annual Wage, Covered Employment, Columbia County, Oregon, and the U.S., 2000 to 2019, Inflation-Adjusted 2019 Dollars
Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages; State of Oregon Employment Department, Employment and Wages by Industry (QCEW).



Over the 2015–2019 period, the median household income in Scappoose was 22% above Columbia County and Oregon's median household income.

Exhibit 35. Median Household Income (MHI),[110] 2015–2019
Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B19013.

$80,171	$62,257	$62,818
Scappoose	Columbia County	Oregon

[110] The Census calculated household income based on the income of all individuals 15 years old and over in the household, whether they are related or not.

Scappoose's median family income during the 2015–2019 period, similar to median household income, was above the median family income of both Columbia County and Oregon by 23% and 25%, respectively.

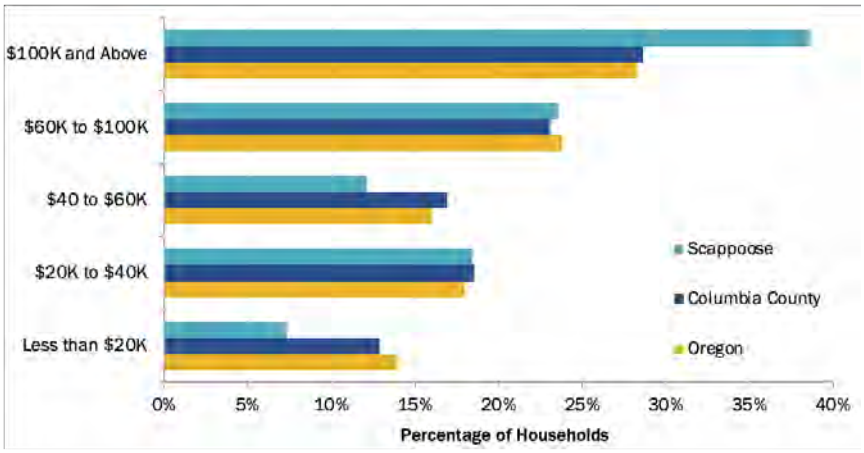
Exhibit 36. Median Family Income,[111] 2015–2019
Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B19113.

$96,136	$78,223	$76,946
Scappoose	Columbia County	Oregon

During the 2015–2019 period, 7% of Scappoose's households earned less than $20,000 annually, compared to 13% of Columbia County and 14% of Oregon households.

Over the same period, 39% of Scappoose households earned over $100,000, a proportion much higher than both Columbia County residents (29%) and residents statewide (28%).

Exhibit 37. Household Income by Income Group, Scappoose, Columbia County, and Oregon, 2015–2019, Inflation-Adjusted 2019 Dollars
Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B19001.



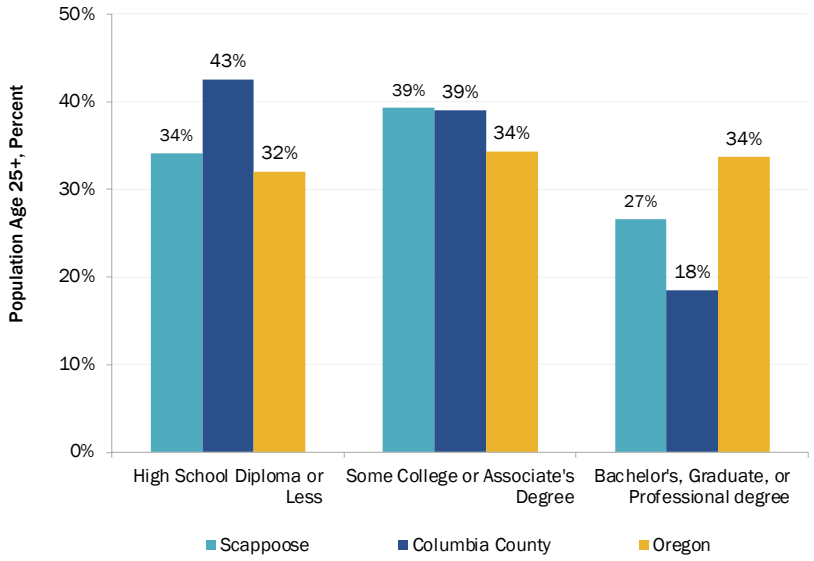
[111] The Census calculated family income based on the income of the head of household, as identified in the response to the Census forms, and income of all individuals 15 years old and over in the household who are related to the head of household by birth, marriage, or adoption.

Educational Attainment

The availability of trained, educated workers affects the quality of labor in a community. Educational attainment is an important labor force factor because firms need to be able to find educated workers.

A larger share of Scappoose residents have a bachelor's, graduate, or professional degree than Columbia County but a lower share than the state.

Exhibit 38. Educational Attainment for the Population 25 Years and Over, Scappoose, Columbia County, and Oregon, 2015–2019
Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B15003.



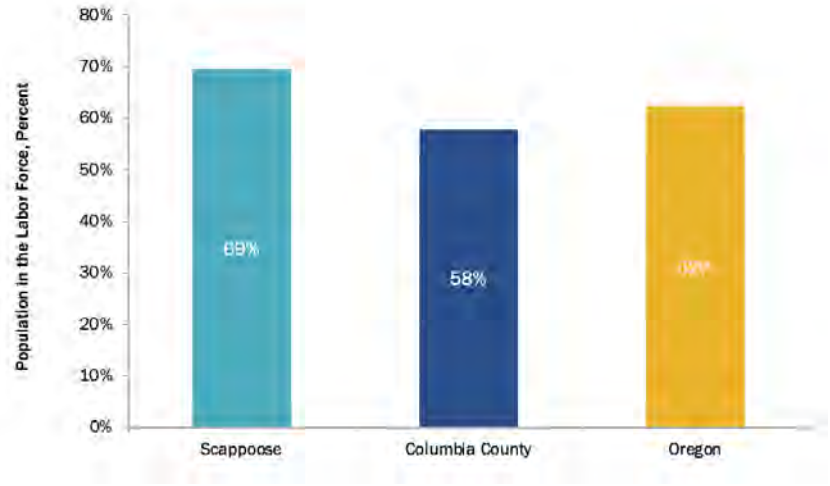
Labor Force Participation and Unemployment

The current labor force participation rate is an important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2015–2019 American Community Survey, Columbia County had 24,118 people in its labor force during that period and Scappoose had 3,891 people in its labor force.

In 2019, the Oregon Office of Economic Analysis reported that the most common reason for difficulty in filling jobs included a lack of applications (29% of employers' difficulties), unfavorable working conditions (23%), a lack of qualified candidates (16%), a lack of soft skills (8%), a lack of work experience (7%), and low wages (7%).[112] These statistics indicate a mismatch between the types of jobs that employers are demanding and the skills that potential employees can provide.

Scappoose has a higher labor force participation rate relative to both Columbia County and Oregon.

Exhibit 39. Labor Force Participation Rate, Scappoose, Columbia County, and Oregon, 2015–2019
Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B23001.



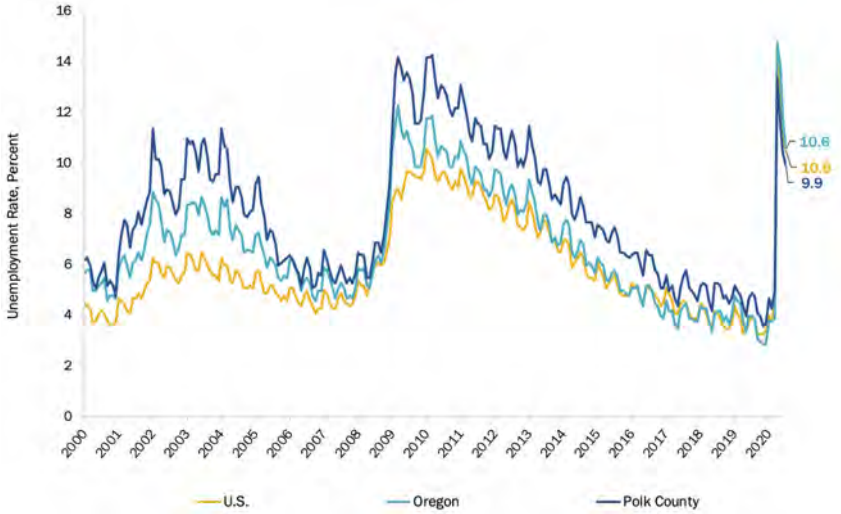
[112] Oregon's Current Workforce Gaps: Hiring Challenges for Unfilled Job Vacancies, May 2019. Employer-Provided Reasons for Difficulty Filling Vacancies in Oregon, 2018. p. 20. https://www.qualityinfo.org/documents/10182/13336/Oregon%27s+Current+Workforce+Gaps.

The unemployment rates in Scappoose, Columbia County, Oregon, and the nation have declined since the Great Recession. However, following the pandemic, unemployment rates for the month of May 2020 exceeded the peak rate experienced during the Great Recession.

The unemployment rate for December 2021 in Columbia County (4.1%) was slightly higher than that of the state (3.6%) and nation (3.7%).

Exhibit 40. Unemployment Rate, Columbia County, Oregon, and the U.S., 2000–December 2021

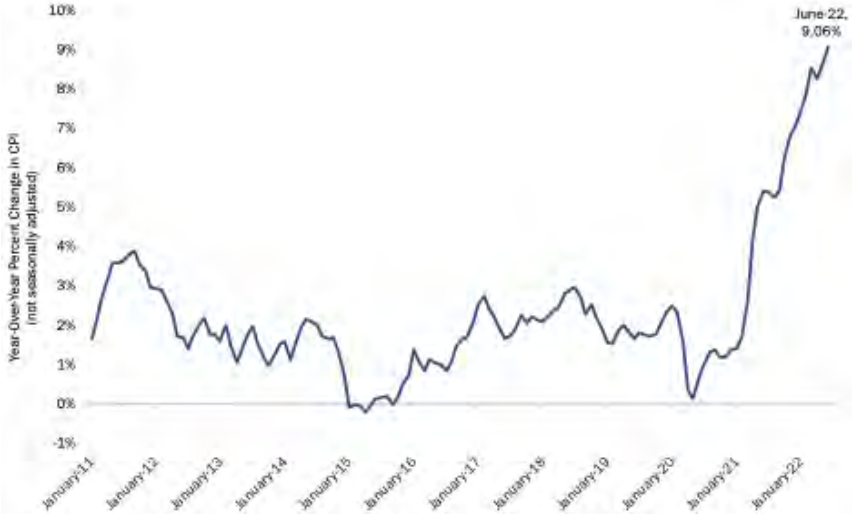
Source: Bureau of Labor Statistics, Local Area Unemployment Statistics, and Labor Force Statistics. Not seasonally adjusted.



The annual inflation rate in the U.S. declined steadily following the Great Recession until 2015. From 2016-2018, inflation increased steadily to nearly 2.5% before declining in 2019 and 2020. In 2021, inflation increased to 9.1% in June 2022.

Exhibit 41. Annual Inflation Rate, All Urban Consumers, City Average, U.S., 2010-2021

Source: Bureau of Labor Statistics, Consumer Price Index. Not seasonally adjusted.



Commuting Patterns

Commuting plays an important role in Scappoose's economy because employers in the area can access workers from cities across Columbia County and the Portland region.

Exhibit 43 demonstrates that 19% of people who work in Scappoose live there, while 11% commute from St. Helens and 9% from Portland. Further, Exhibit 44 shows that 34% of people who live in Scappoose commute to Portland while 9% commute to Hillsboro and 8% remain in Scappoose.

Scappoose is part of an interconnected regional economy.

Fewer people both live and work in Scappoose than commute into or out of the city for work. This is similar to the commuting patterns of Columbia County workers, in that most Scappoose residents commute outside of the county for work.

Exhibit 42. Commuting Flows, Scappoose, 2019
Source: U.S. Census Bureau, Census On the Map.



About 19% of all people who are employed at businesses in Scappoose also live in Scappoose.

Exhibit 43. Places Where Scappoose Workers Lived,[113] 2019
Source: U.S. Census Bureau, Census On the Map.

19%	11%	9%	3%
Scappoose	St. Helens	Portland	Hillsboro

[113] In 2019, 1,714 people worked at businesses in Scappoose, with 19% (322) of workers both living and working in Scappoose.

About 8% of residents who live in Scappoose also work in Scappoose.

34% of Scappoose residents commute to Portland for work.

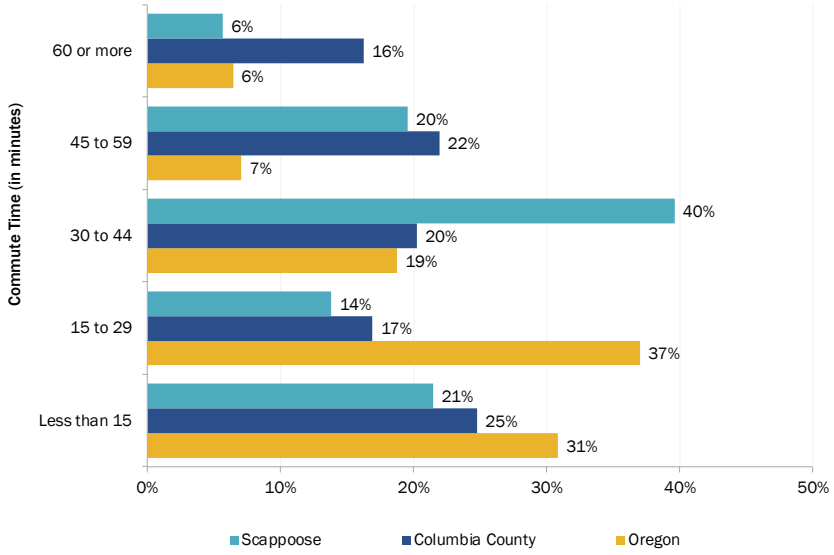
Exhibit 44. Places Scappoose Residents Were Employed,[114] 2019
Source: U.S. Census Bureau, Census On the Map.

34%	9%	8%	5%
Portland	Hillsboro	Scappoose	St. Helens

During the 2015–2019 period, about 21% of Scappoose residents had a commute of less than 15 minutes, compared to 25% of Columbia County's residents and 31% of Oregon residents.

Most Scappoose residents (79%) have a commute time of over 15 minutes. This is consistent with Columbia County, where 75% of residents have a commute time of this length.

Exhibit 45. Commute Time by Place of Residence, Scappoose, Columbia County, and Oregon, 2015–2019
Source: U.S. Census Bureau, American Community Survey 2015–2019 5-Year Estimates, Table B08303.



[114] In 2019, 3,791 residents in Scappoose worked, with 8% of residents (322) both living and working in Scappoose.

Tourism in Portland Region and Columbia County

Dean Runyan Associates provides state, region, and county statistics on travel. The following information is from Dean Runyan Associates' TravelStats dashboard created for Travel Oregon. This section includes information on Columbia County and the Portland region, which is comprised of West Clackamas, Columbia, West Multnomah, and Washington Counties.[115]

Broadly, travelers to Columbia County accounted for 201,100 overnight trips in 2021, or 2.8% of all Portland region overnight travel that year. Columbia County received $39.2 million from direct travel spending in 2021 with the largest spending categories in food service, food stores, and retail sales.

Columbia County's direct travel spending increased by 16% from 2010 to 2021.

The Portland Region's direct travel spending increased by 3% over the same period.

Exhibit 46. Direct Travel Spending ($ millions), 2010 and 2021
Source: Dean Runyan Associates, Oregon Travel Impacts, 2010 and 2021

2010	$3,639.0 Portland Region	$33.7 Columbia County
2021	$3,764.7 Portland Region	$39.2 Columbia County

The area of largest visitor spending for purchased commodities in 2021 in Columbia County was food service.

Exhibit 47. Largest Visitor Spending Categories ($ millions), Columbia County, 2021
Source: Dean Runyan Associates, Oregon Travel Impacts

$11.0 Food Service	$6.2 Food Stores	$5.4 Retail Sales

The industry with the most employment generated by travel spending in Columbia County in 2021 was the accommodations and food services industry.

Exhibit 48. Largest Industry Employment Generated by Travel Spending, Columbia County, 2021
Source: Dean Runyan Associates, Oregon Travel Impacts.

416.5 jobs Accommodations & Food Services	148.3 jobs Arts, Entertainment, and Recreation	77.2 jobs Retail

The number of overnight visitors to Columbia County decreased from 206,638 in 2010 to 201,086 in 2021, a decrease of 2.7%. The average per-person overnight spending in 2021 was $65.15.

[115] Travel Oregon. "Oregon Travel Impacts dashboard" Dean Runyan Associates. Retrieved June 19, 2022 from https://www.travelstats.com/impacts/oregon

Appendix B. Buildable Lands Inventory

The buildable lands inventory is intended to identify commercial and industrial lands that are available for development for employment uses within the Scappoose UGB. The inventory is sometimes characterized as *supply* of land to accommodate anticipated employment growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the type of development and other factors.

This appendix presents methods and definitions used to develop the commercial and industrial buildable lands inventory for the Scappoose UGB. The results (shown in Chapter 4) are based on analyses of the City of Scappoose, Columbia County, and State of Oregon GIS data by ECONorthwest and reviewed by City staff. The remainder of this appendix summarizes key findings of the buildable lands inventory.

Methods and Definitions

The BLI for Scappoose includes all land that allows commercial and industrial uses within the UGB. From a practical perspective, land was included in the BLI if it met all the following criteria: 1) it is inside the Scappoose UGB, 2) it is inside a tax lot (as defined by Columbia County), and 3) if its current zoning/comprehensive plan designation allows employment uses. Note that tax lots do not generally include road or railroad rights-of-way or water. The inventory then builds from the tax lot–level database to estimate buildable land by plan designation.

Inventory Steps

The steps in the BLI are:

1. Generate UGB "land base"
2. Classify lands by buildable area status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

Step 1: Generate UGB "Land Base"

The commercial and industrial inventory used all the tax lots in the Scappoose UGB with the appropriate comprehensive plan designations: commercial, industrial, and airport employment. For the purposes of the tables and maps, these comprehensive plan designations were then broken down further by zone. These zones are as follows:

City of Scappoose:

- General Commercial (C)
- Expanded Commercial (EC)
- Light Industrial (LI)
- PUA
- Public Use Airport (PUA)
  - Airport Business Park Overlay (ABP)
  - Airport Industrial Park Overlay (AIP)
  - East Airport Employment Overlay (EAE)
  - Public Use Airport (PUA)

Columbia County:

- General Commercial (C-3)
- C-3/RIPD
- C-3/RR-5
- Community Service – Institutional (CS-I)
- Community Service – Utility (CS-U)
- Existing Commercial (EC)
- Heavy Industrial (M-1)
- Light Industrial (M-2)
- Resource Industrial – Planned Development (RIPD)
- Rural Residential (RR-5)

One aspect deserves further calling out—that of the Public Use Airport zone. While technically this zone is all one zone, that of the PUA zone, for this BLI we have split the area out further by hardcoding the different sections of the Airport Employment Overlay onto each parcel. In some cases, this resulted in split lots, which were manually split and then re-calculated within the BLI models.

Exhibit 49 shows a map of the specific designations that were used in the BLI and Exhibit 50 shows a map of the same areas by zone.

Exhibit 49. Comprehensive Plan Designations Included in the Commercial and Industrial BLI, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

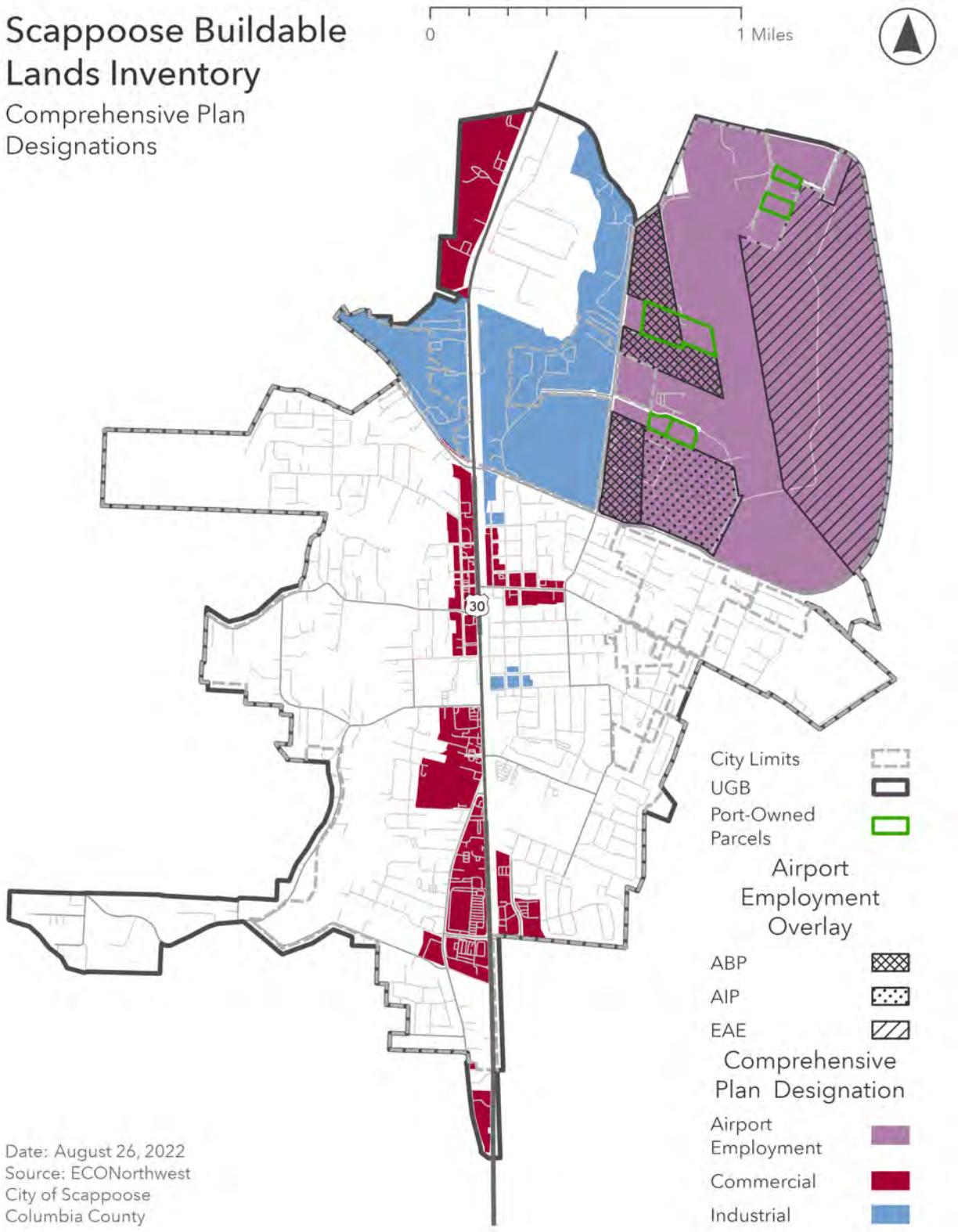
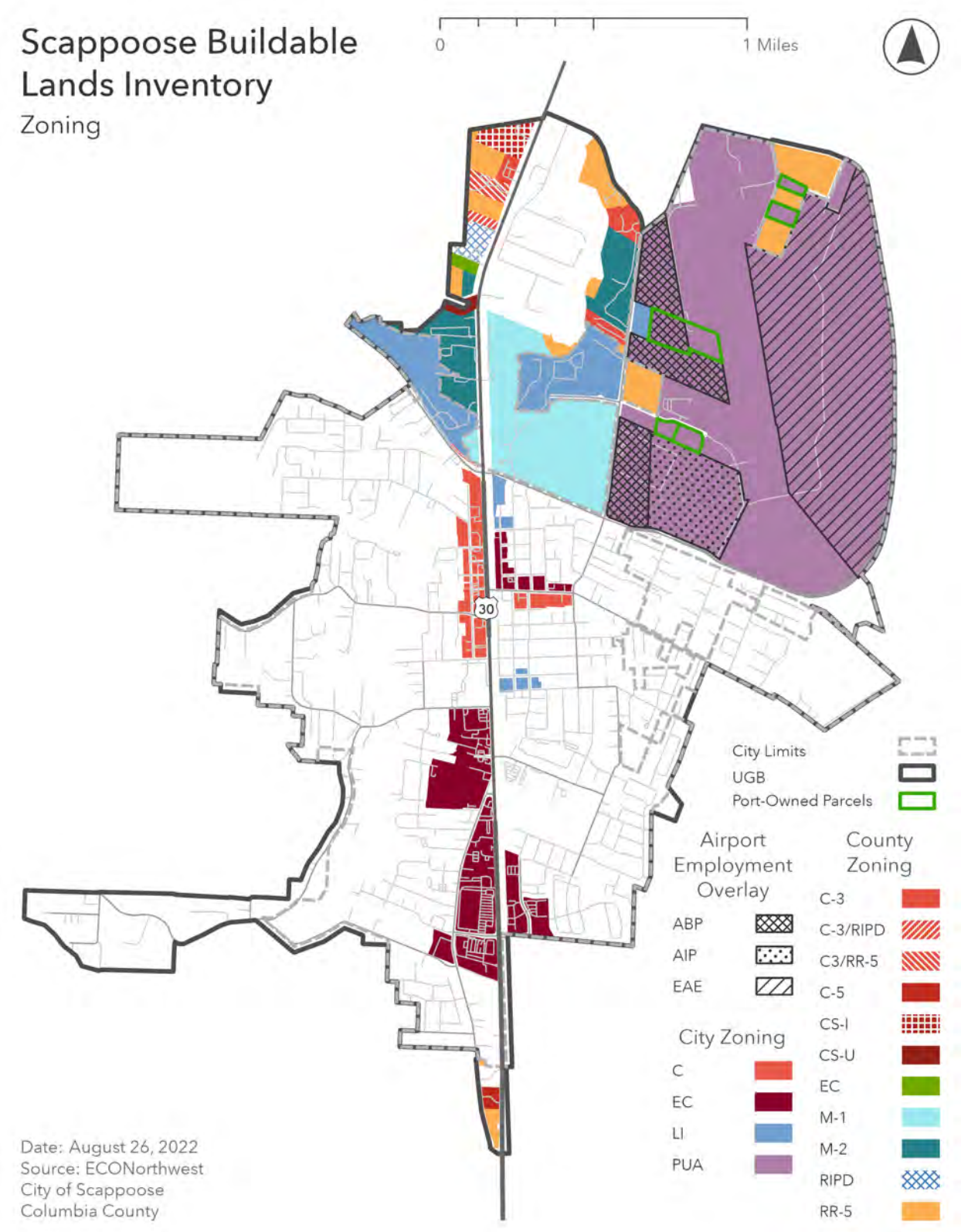


Exhibit 50. Zones Included in the Commercial and Industrial BLI, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.



Step 2: Classify Lands

In this step, ECONorthwest classified each tax lot with an employment plan designation (based on definition above) into one of five mutually exclusive categories based on buildable area status:

- Vacant land
- Partially Vacant land
- Developed land
- Public land
- Undevelopable land

ECONorthwest identified buildable land and classified buildable area status using a rule-based methodology. The rules are described below in Exhibit 51.

Exhibit 51. Rules for Buildable Area Status Classification

Development Status	Definition	Statutory Authority
Vacant Land	A tax lot: (a) Equal to or larger than one-half acre not currently containing permanent buildings or improvements; or (b) Equal to or larger than five acres where less than one-half acre is occupied by permanent buildings or improvements. For criteria (a) above, lands with improvement values of $0 are considered vacant.	OAR 660-009-005(14)
Partially Vacant Land	Partially vacant tax lots are those between one and five acres occupied by a use that could still be further developed based on the zoning. This determination was based on a visual assessment and City staff verification.	No statutory definition
Developed Land	OAR 660-009-005(1) defines developed land as "Non-vacant land that is likely to be redeveloped during the planning period." Lands not classified as vacant, partially vacant, undevelopable, or public or exempt are considered developed.	OAR 660-009-005(1)

Development Status	Definition	Statutory Authority
Public Land	Lands in public or semipublic ownership are considered unavailable for commercial or industrial development. This includes lands in Federal, State, County, or City ownership as well as lands owned by churches and other semi-public organizations. Public lands will be identified using the Columbia County Assessment property tax exemption codes.	No statutory definition
Undevelopable	Vacant tax lots less than one-half acre in size are considered undevelopable.	No statutory definition

One exception to these development status definitions that occurred in this BLI is the removal of City staff-identified parcels owned by the Ports of St. Helens and Columbia (separate parcels) from "Public" status to "Vacant" or "Partially Vacant" status.

Step 3: Identify Constraints

As shown in Exhibit 52, the BLI included development constraints consistent with guidance in OAR 660-009-0005(2).

Exhibit 52. Constraints to Be Included in BLI

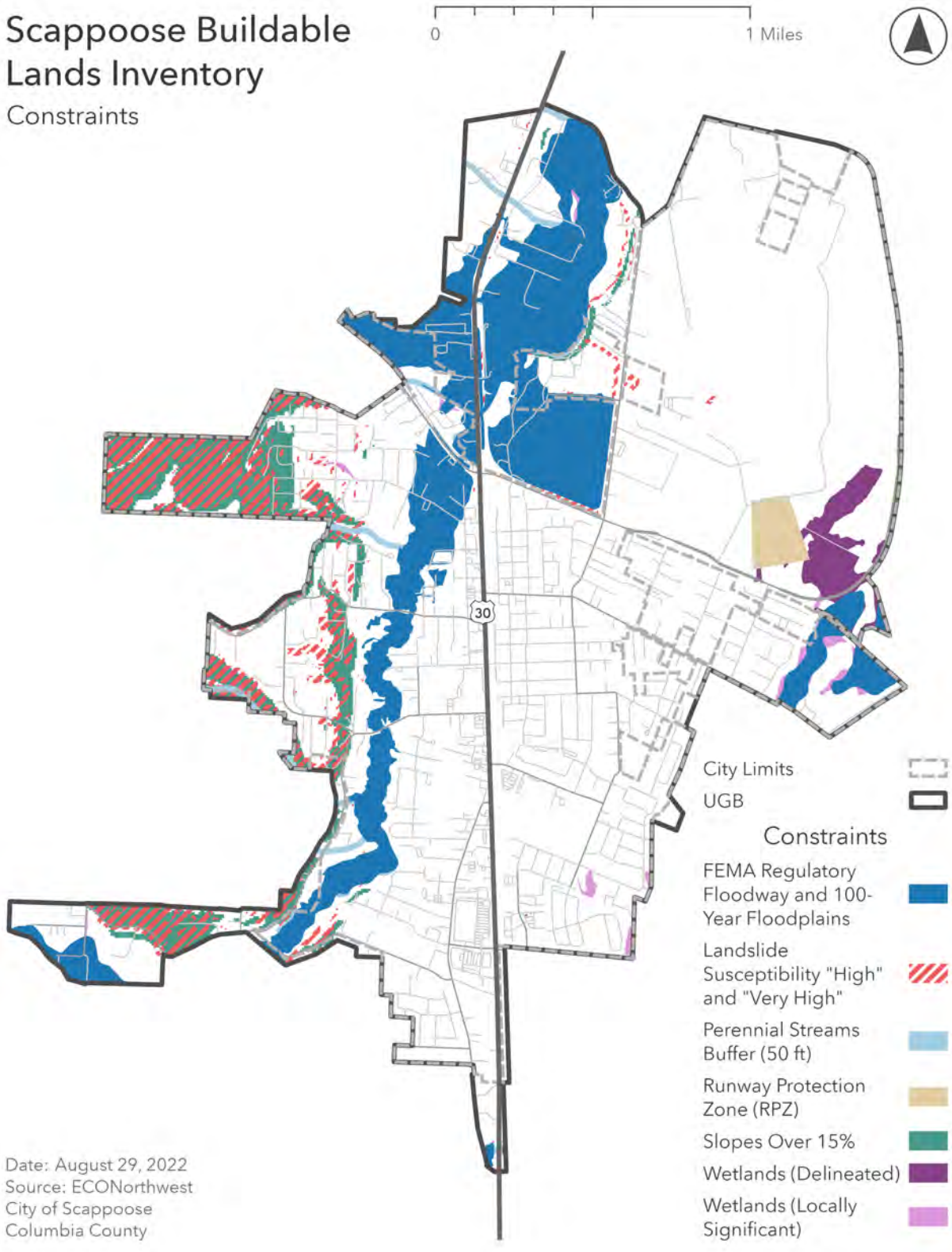
Constraint	Statutory Authority	Threshold	Source
Goal 5 Natural Resource Constraints			
Wetlands	OAR 660-009-0005(2)	Lands within Locally Significant Wetlands	Oregon Department of State Lands
Wetlands – Delineated	OAR 660-009-0005(2)	Lands within City staff-identified wetland area	City of Scappoose
50-foot Buffer on Perennial Streams	OAR 660-009-0005(2)	Lands within the 50-foot Buffer	City of Scappoose
Natural Hazard Constraints			
Regulatory Floodway	OAR 660-009-0005(2)	Lands within FEMA FIRM identified floodway	FEMA via National Map
100-Year Floodplain	OAR 660-009-0005(2)	Lands within FEMA FIRM 100-year floodplain	FEMA via National Map
Steep Slopes	OAR 660-009-0005(2)	Slopes greater than 15%	Oregon Department of Geology and Mining Industries
Landslide Susceptibility	OAR 660-009-0005(2)	High or Very High Landslide Susceptibility	Oregon Department of Geology and Mining Industries
Runway Protection Zone (RPZ)	OAR 660-009-0005(2)	Lands within the RPZ	City of Scappoose

One slight modification to these constraints came in the form of the removal of a small part of the FEMA 100-Year Floodplains, due to Letters of Map Revision documents that removed floodplains from parcels north of Charles T. Parker Way and west of West Lane Rd.

These areas were evaluated as prohibitive constraints (unbuildable). 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 were deducted from lands that are identified as vacant or partially vacant.

Exhibit 53 shows these individual constraints on a map:

Exhibit 53. Development Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.



Step 4: Verify Inventory Results

ECONorthwest used a multistep verification process. The first verification step involved a "visual assessment" of land classifications using GIS and recent aerial photos. The visual assessment involves reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. ECONorthwest reviewed all tax lots included in the inventory using the visual assessment methodology. The second round of verification involved City staff verifying the visual assessment output. ECONorthwest amended the BLI based on City staff review and a discussion of staff's comments. The final verification is reviewed by stakeholders, most especially by members of the Technical Advisory Committee.

Step 5: Tabulate and Map Results

The results of the commercial BLI are presented in tabular and map format in the remainder of this appendix. This includes a zoning/comprehensive plan map, the land base by classification, vacant and partially vacant lands by plan designation, and vacant and partially vacant lands by plan designation with constraints showing.

Exhibit 54 shows the resulting unconstrained buildable land by comprehensive plan designation, while Exhibit 55 shows the same land by zone.

Exhibit 54. Buildable Employment Land by Plan Designation with Development Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.

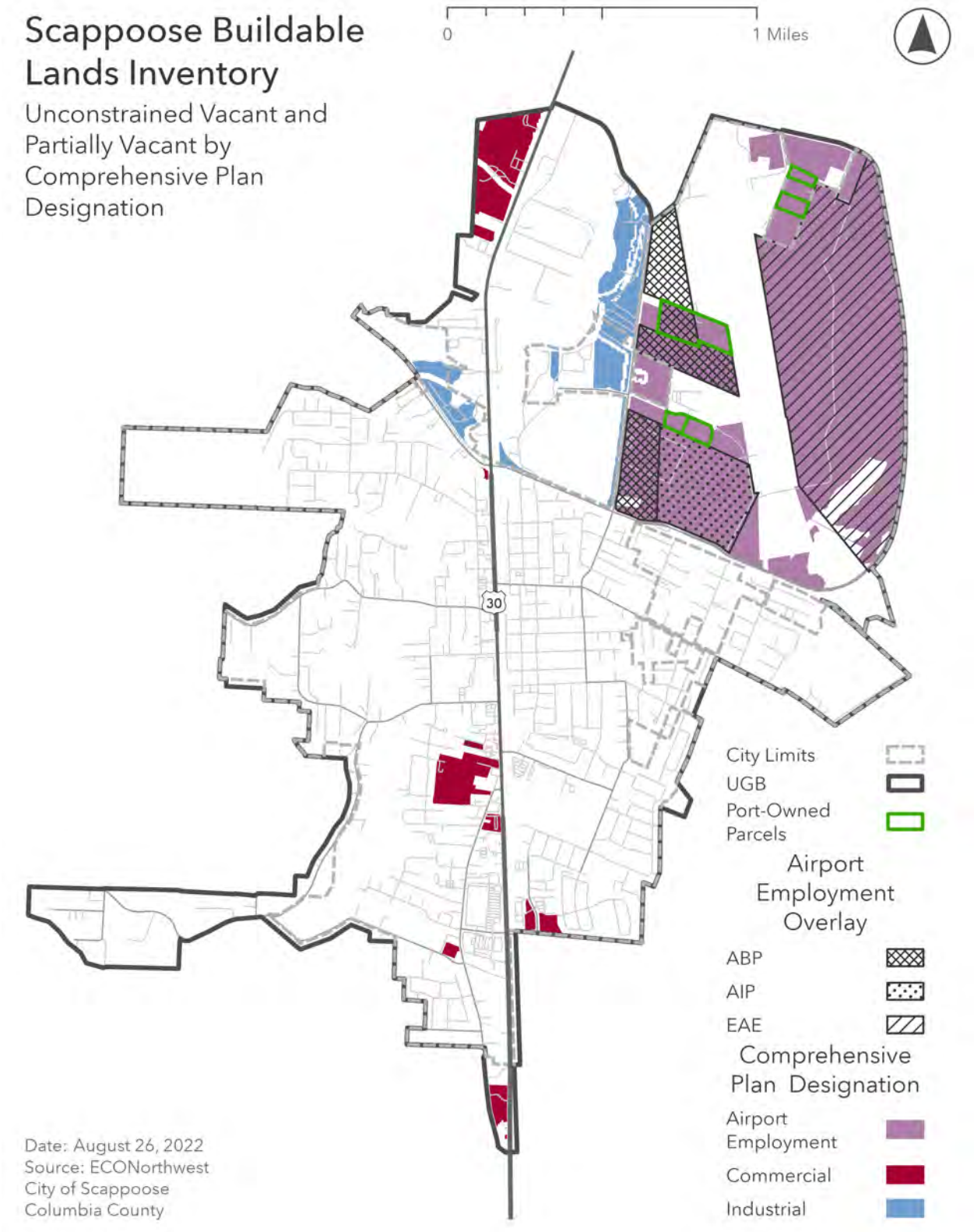
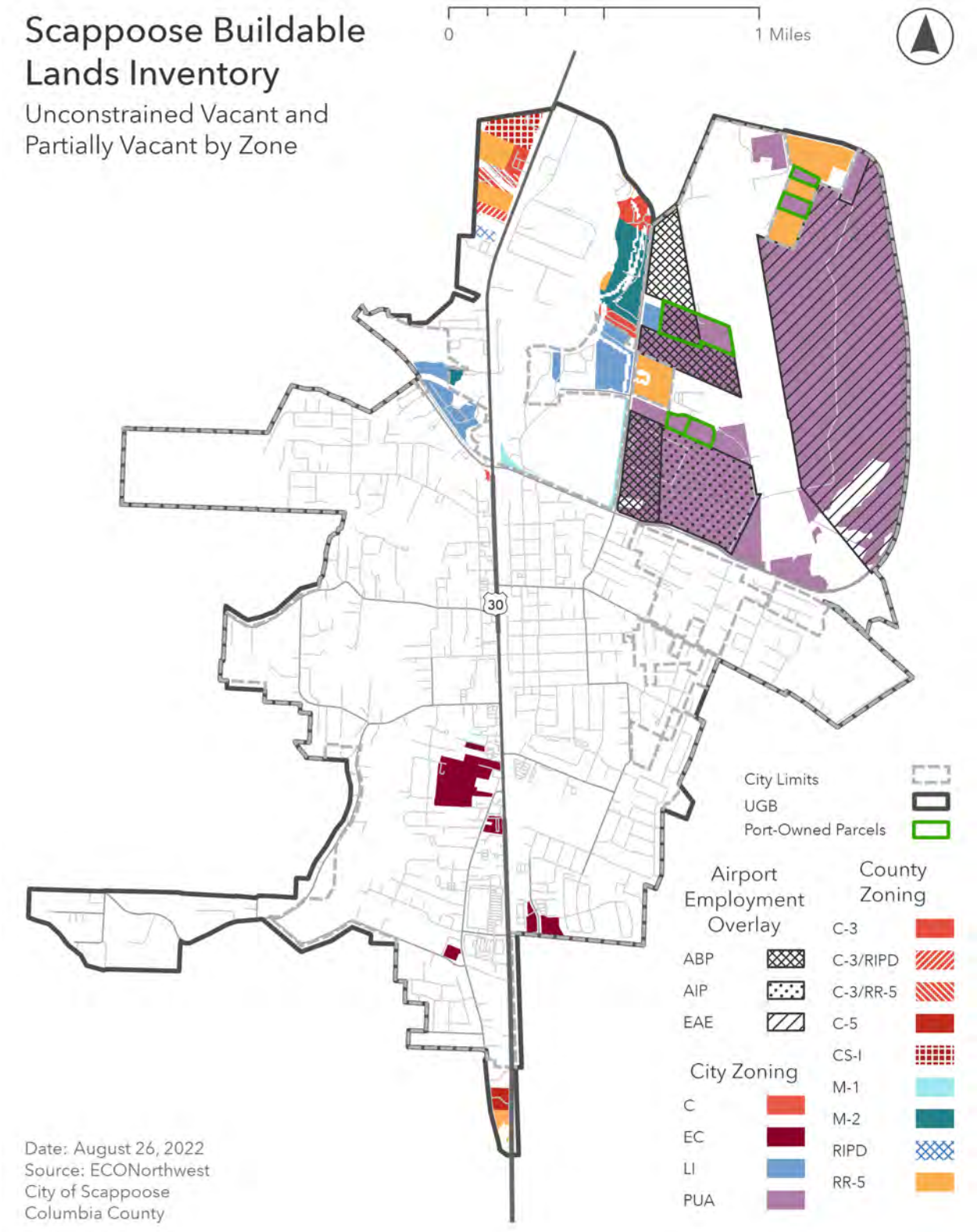


Exhibit 55. Buildable Employment Land by Zone with Development Constraints, Scappoose UGB, 2022
Source: ECONorthwest analysis, City of Scappoose, Columbia County.



ECONorthwest
ECONOMICS · FINANCE · PLANNING

DATE: November 20, 2023
TO: Scappoose 50 Year Plan, Stakeholder Advisory Committee
CC: Laurie Oliver Joseph and N.J. Johnson
FROM: Nicole Underwood and Beth Goodman, ECONorthwest
SUBJECT: Scappoose Public and Semi-Public Land Needs and 50-Year Land Needs Before Land Use Efficiency Measures

Cities need to provide land for housing, employment, and public uses. Public facilities such as schools, governments, churches, parks, and other non-profit organizations will expand as population increases. Land needs for these public and semi-public uses are presented in this memorandum.

The Scappoose Economic Opportunities Analysis (EOA) and Housing Capacity Analysis (HCA) estimated 20-year land demand for housing and employment. This memorandum presents forecasts of housing and employment land needs for the 2043 to 2073 period. It also converts the 2023-2043 housing land need from net acres to gross acres.

This memorandum presents Scappoose's 20- and 50-year land need before policies to increase capacity within the existing UGB (called land use efficiency measures).

Summary of Land Needs

To accommodate projected growth, the City of Scappoose will need to add a total of 446 acres of land within its Urban Growth Boundary (UGB) by 2073. This land is needed within the following plan designations: Employment (94 acres); Housing (323 acres); and Public (29 acres).

Exhibit 1. Summary of Total Land Deficit, 2023-2073
Source: ECONorthwest

Category	Land Deficit 2023-2043 (gross acres)	Land Deficit 2043-2073 (gross acres)	Land Deficit 2023-2073 (gross acres)
Employment			
Commercial	(21)	(62)	(83)
Semi-Public	(4)	(7)	(11)
Housing			
Low-Density	53	(200)	(200)
Housing	56	(195)	(195)
Semi-Public*	(3)	(5)	(5)
Medium-Density Housing	(27)	(60)	(87)
High-Density Housing	(8)	(28)	(36)
Public			
Municipal	(10)	(17)	(27)
Parks	0	NA	0
Semi-Public	(1)	(2)	(2)
Total	(71)	(375)	(446)

*There is a surplus of 56 acres in low-density- residential in the 2023-2043 period. Three acres needed for semi-public would be met by that surplus.

Land Needed for Public and Semi-Public Uses

Municipal Land 20 Year Land Needs and 50 Year Land Needs (where possible)

Discussions with stakeholders at public agencies, including the City of Scappoose, Columbia County, Port of Columbia County, and Scappoose School District 1J indicate that **the City of Scappoose is the only agency that may need additional land over the next 20 years. The remaining agencies do not have concrete plans for expansions that will require new land over the next 20 years (beyond land that the agencies currently own).**[1] However, these organizations may pursue opportunistic acquisitions if the right conditions applied. While these agencies will not have designated land needs included in the UGB expansion or urban reserves, these agencies could use land from the urban reserves in the future since urban reserves are not specified by use type.

City of Scappoose

There may be a need to expand City Hall to accommodate new staff in the future, but no plans have been made as to where this might be accommodated or how much space is needed. This analysis assumes that as the City grows, the City will need more land to accommodate City employees and functions. It is based on land need assumptions using acres per 1,000 persons.

[1] We conducted interviews with the following stakeholders in November 2022: Casey Garrett, Columbia County Commissioner; Alexandra Rains, Scappoose City Manager; Darci Rudzinski, Principle of MIG working on the Parks Plan; Dr. Tim Porter, School District Superintendent; Amy Bynum, Port of Columbia County

Exhibit 2 shows that Scappoose currently has 62 acres of land for city use, with 7 acres per 1,000 residents in Scappoose.

Assuming that Scappoose will need 4.1 acres of land per 1,000 people[2] to accommodate growth between 2023 and 2073, Scappoose will need 10 acres of land to accommodate growth of the 2,451 new residents (as identified in the PSU Population Forecast) through 2043. Scappoose will need an additional 17 acres between 2043 and 2073 to accommodate growth of 4,045 new residents for a total of 27 acres for the 2023 to 2073 period.

Exhibit 2. City Land Demand, Scappoose UGB, 2023–2043 and 2043–2073
Source: ECONorthwest

Existing City Land in 2022			Land Needed 2023-2043 (gross acres)	Land Needed 2043-2073 (gross acres)
Acres	Current acres per 1,000 people	Expected acres per 1,000 people		
62	7.0	4.1	10	17

Columbia County

Columbia County does not expect to need additional land in Scappoose over the 20-year planning period for new County facilities. The County is focused on improving infrastructure on current sites rather than acquiring new properties. While the County has no officially identified surplus land, the County does acquire tax foreclosed properties occasionally and maintains a website and email list serve with these properties. The County often looks to sell these properties or transfer ownership (such as to the City). The County also owns and leases space for public health facilities in Scappoose. These uses may eventually be relocated to St. Helens.

The County is conducting a Hospital Feasibility Study which will have some initial findings in the in the summer/fall 2023. Given the uncertainty of the findings, and the unlikelihood of placing a hospital in Scappoose, this potential need has not been included in the inventory.

Port of Columbia County

The Port of Columbia County does not have immediate, near-term plans for expansion that will require new land in Scappoose over the next 20 years (beyond land the agency already owns). The Port's intended strategy is to buy parcels that are adjacent to the airport, primarily as buffer, but also for future airport expansion. However, these would be opportunistic acquisitions and align with the Scappoose Industrial Airport Master Plan Update. The Port does not plan to sell any of its assets currently. The Port would be open to industrial land acquisition in Scappoose, away from the Airport, if the site was economically viable and strategic.

Scappoose School District 1J

The school district has the land it needs for the next 10 years, potentially longer.

[2] The assumption of reduced ratio is because the City will not need to build large additional infrastructure facilities (such as a new water or wastewater treatment facility) to accommodate expected growth. This assumes that the City may need to build smaller-scale additional facilities, such as new office space.

20-Year Land Needed for Parks, Natural Areas, and Trails

The City of Scappoose is in the process of updating the adopted 2017 Parks, Trails & Open Space Plan. The Parks, Trails, and Open Space Plan Update identifies the need for additional recreational facilities, parks, natural areas, and trails through year 2043. It identifies the amount of parkland that Scappoose will need based on a park Level of Service (LOS). **Current projections show that the City can meet its twenty-year projected need with existing undeveloped parkland.**

50-Year Semi-Public Land Needs

Land needed for semi-public uses includes land for 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. Exhibit 3 shows that Scappoose currently has 29 acres of land used for semi-public uses, with 3.3 acres per 1,000 residents in Scappoose.

Assuming that Scappoose will continue to need 3.3 acres of land per 1,000 people for semi-public uses in the future, Scappoose will need 8 acres of land to accommodate growth of the 2,451 new residents (as identified in the PSU Population Forecast) through 2043 and an additional 14 acres through 2073 for a total of 22 acres between 2023 and 2073. Land needed for these users can typically be provided within employment and residential designations, based on the uses that are permitted in the associated zone.

Exhibit 3. Semi-Public Land Demand, Scappoose UGB, 2023–2043 and 2043–2073
Source: ECONorthwest
Note: Creekside Baptist Church is 8.4 acres. We removed half this acreage from the total calculation since we assume future churches will not need as much land.

Category	Existing Semi-Public Land in 2022		Land Needed 2023-2043 (gross acres)	Land Needed 2043-2073 (gross acres)
	Acres	Acres per 1,000 people		
Church	21	2.4	6	10
Other	8	0.9	2	4
Total Semi-Public	29	3.3	8	14

50 Year Land Need for Employment

ECONorthwest updated the EOA to include an analysis of land needs for the 2043 to 2073 period. Below is a summary of the findings of that analysis. The forecast for employment land needs over the 2043 to 2073 period generally uses the same assumptions about growth as for the 2023-2043 forecast. The main difference is that we assumed employment growth would slow to the same pace as population growth for the 30-year period, about 1.02% per year. This slower rate of growth reflects the uncertainty about how much employment growth Scappoose will have in the later part of the 50-year period.

The result is the addition of about 2,065 additional employees between 2043 and 2073. In 2043, Scappoose would have about 300 undeveloped acres of industrial land (based on the analysis in the EOA for the 2023-2043 period) and an existing deficit of about 21 acres of commercial land for employment. Exhibit 4 shows that Scappoose will need an additional 83 acres of land to accommodate commercial employment needs by 2073. See EOA for additional details.

Exhibit 4. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2043–2073
Source: ECONorthwest

General Plan Designation	Land Supply in 2043 *(Suitable Gross Acres)*	Land Demand *(Gross Acres)*	Land Sufficiency *(Surplus/Deficit, Gross Acres)*
Industrial	301	93	208
Commercial	(21)	62	(83)

20 and 50 Year Land Need for Housing

20-Year Land Needs for Housing

The Housing Capacity Analysis (HCA)[3] estimates the number and types of housing units needed over a 20-year period and estimates residential land need based on those projections. The Scappoose Housing Capacity Analysis showed buildable land in *net* acres. To understand the total buildable land deficit or surplus, Exhibit 5 and Exhibit 6 convert the land surplus or deficit to gross acres using an 18.5% right-of-way assumption (ROW) as used in the Housing Capacity Analysis. The results show that Scappoose has a surplus or deficit of gross acres for the 2023-2043 of:

- Low Density has a land surplus of 47.4 net acres or 56.1 gross acres.
- Medium Density has a land deficit of 22.6 net acres or 26.8 gross acres.
- High Density has a land deficit of 6.9 net acres or 8.1 gross acres.

Exhibit 5. Forecasted Future Land Need (2043) with Available Capacity in *Net* Acres, Scappoose
Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Unit Surplus or Deficit (2023-2043)	Average Net Density (units/acre)	Land Surplus or Deficit in Net Acres (2023-2043)
Low Density	226	4.8	47.4
Med Density	(171)	7.6	(22.6)
High Density	(103)	15.0	(6.9)

Exhibit 6. Forecasted Future Land Need (2043) with Available Capacity in *Gross* Acres, Scappoose
Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Land Surplus or Deficit in Net Acres (2023-2043)	ROW Assumption	Average Gross Density (units/acre)	Land Surplus or Deficit in Gross Acres (2023-2043)
Low Density	47.4	18.5%	4.0	56.1
Med Density	(22.6)	18.5%	6.4	(26.8)
High Density	(6.9)	18.5%	12.7	(8.1)

[3] City of Scappoose, OR Housing Capacity Analysis 2023-2043, Johnson Economics, December 2022.

50-Year Land Needs for Housing

Using PSU's 50-year population forecast, and the same assumptions used to calculate 20-year need from the HCA, ECONorthwest estimated demand for dwelling units and subsequent residential land need to 2073.

Exhibit 7 shows an expected need for 1,732 additional dwelling units between 2043 and 2073 based on a growth of 4,045 new residents. Exhibit 7 uses the same assumptions about persons in group quarters, average household size, and vacancy rate as those used in the HCA, shown in Figure 5.1 in the HCA report.

Exhibit 7. Forecast of Demand for New Dwelling Units, Scappoose UGB 2043 to 2073
Source: Scappoose 2023-2043 HCA and ECONorthwest calculations

Variable	New Dwelling Units (2043-2073)
Change in persons	4,045
minus Change in persons in group quarters	21
equals Persons in households	4,024
Average household size	2.44
New occupied DU	1,649
times Vacancy rate	5.0%
equals Vacant dwelling units	82
Total new dwelling units	**1,732**
Annual average of new dwelling units	**58**

Exhibit 8 shows housing land need for Scappoose for the 2043-2073 period, building on the HCA. It assumes that the mix of units needed for the 2043-2073 period is the same as the mix of housing by plan designation demanded in the HCA for 2043 (Figure 6.3). It shows that 58% of housing need will be in Low Density, 22% in Medium Density, and 20% in High Density.

The result is need for 336 acres of land to accommodate housing development. Using the surplus or deficit of land projected in the HCA as a base, we estimate that Scappoose will need to add an additional 280 acres to accommodate housing development by 2073, with a deficit of land in each plan designation.

Exhibit 8. Comparison of Future Forecasted Land Need (2073) with Available Capacity in Acres
Source: Scappoose 2023-2043 HCA and ECONorthwest calculations

Designation	Unit Need (2043-2073)	Average Gross Density (units/acre)	Land Need in Gross Acres (2043-2073)	Land Deficit in Gross Acres (2043-2073)
Low Density	999	4.0	248	(192)
Med Density	382	6.4	60	(60)
High Density	351	12.7	28	(28)
Total	1732		336	(280)

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

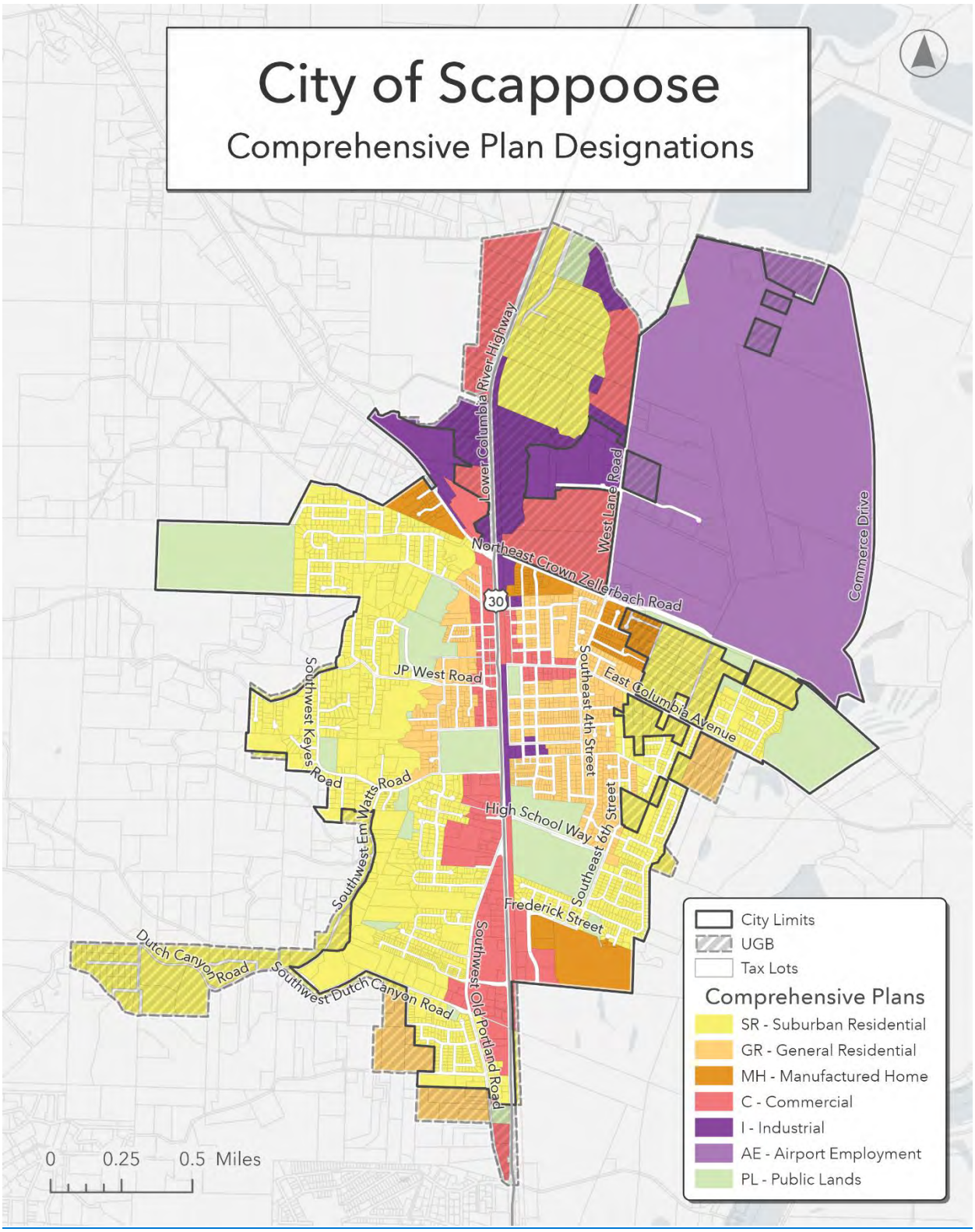
Proposed amendments to the Comprehensive Plan:

HIGHLIGHTS SECTION:

Assumptions about Future Growth in Scappoose

Population Growth	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 8,878~~7,686~~ people in 2023~~18~~ to 11,329~~10,951~~ people in 2043~~38~~, an increase of 2,451 ~~3,265~~ people.
Housing	Scappoose will provide opportunities for a wider range of housing types. The City will plan for: single-family detached housing will account for ~~65~~64.2% of new housing, single-family attached housing will account for 7% of new housing, multifamily housing with 2 to 4 units will account for 8.5~~10~~% of new housing, and multifamily housing with 5 or more units will account for 20.2~~18~~% of new housing.

Comprehensive Plan Map - Replace previous map with map below:



Introduction

The Comprehensive Plan has been developed and modified over time. It includes a section with inventories that provide a factual basis for the Comprehensive Plan elements. The City is beginning to move some of these foundational documents, like the Housing Capacity Analysis and Economic Opportunities Analysis, into appendices to the Comprehensive Plan. When they are updated, the City can easily repeal and replace the documents.

~~Work on this Plan was divided into five steps. The first step consisted of researching the various natural and man-made systems of the area with an attempt to identify problem areas now and in the future. Research was divided into seven areas - population, existing land uses, economics, public services, transportation, housing, and local resources - and the results of this research can be found in the Inventory Section. These inventories do not attempt to make recommendations but rather try to present the important considerations of each system in an objective manner, allowing everyone to analyze them as they will.~~

~~The second step consisted of collecting the opinions of resident about planning issues and future growth. This was accomplished by citizen involvement meetings, public hearings, and a survey. The results of the survey are in Appendix B~~

~~From the inventories and citizen input, we devised a set of assumptions, a scenario, of what Scappoose could look like, of what the citizenry wanted it to look like, in the year 2000. Briefly, our scenario sees Scappoose as a bedroom community of 10,000 people, but with an increase in local industrial development. Though industrial and residential growth occur, the basic living style of the area is maintained. These growth assumptions are listed in the Highlights Section on Page 1 and 2.~~

~~The fourth step involved establishing policies to attain our step three scenario in an orderly and efficient manner. These policy statements are actions the City is committing itself to with regard to economics, public services, transportation, housing, and local resources.~~

~~From these policies, and from a set of general land use principles the City adopted, evolved specific mapping designations and related land use policies.~~

The Comprehensive Plan also includes goals and policies that have been developed and modified over time.

~~The approach used for this Plan resembles a ladder: each step is dependent on the step before. Most of the difficult mapping determinations were influenced by the policies which, in turn, were influenced by the assumptions. Mapping designations, then, did not take place in isolation; citizen opinions along with an analysis of potential impacts were taken into account for each designation. And before alterations to this document are undertaken, attempts should be made to uncover all the ramifications of that proposal. Successful planning cannot be carried out in a vacuum. In conclusion, three points about planning in Scappoose deserve emphasis.~~

~~1) The need for revision: this Plan is not a detailed blueprint for the future but a fluid document whose thrust must be adjusted as conditions change.~~

~~2) The need for citizen involvement: this Plan, to be effective, must listen to the voice of the citizenry.~~

3) The need to manage growth in an orderly manner: this Plan, recognizing that growth will occur, tries to direct it to areas that can best absorb new development.

Such are the guiding principles of this document.

INVENTORIES SECTION:

Population

Portland State University's Population Research Center is charged by the State of Oregon with developing a population forecast for each city's urban growth boundary (UGB) every four years, per Oregon Administrative Rules 660-032. The population forecast used in the City of Scappoose Housing Capacity Analysis report (an appendix to this Comprehensive Plan) became official as of June 30, 2020.

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 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 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 region.[1]

Scappoose's Population Growth, 1930 – 2016

Table P-1

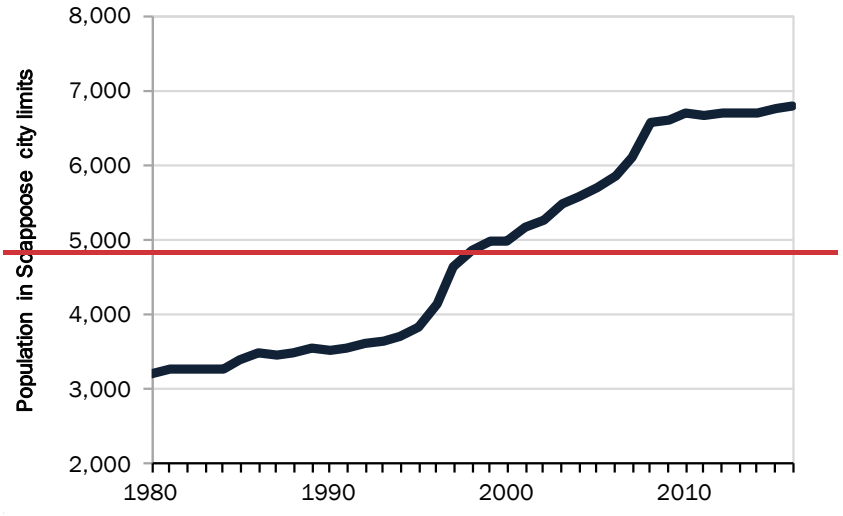
Year	Scappoose's Population	Average Yearly Population Growth Increments	Average Yearly Population Growth Rate	Columbia County Populace	Scappoose's Percentage of County Populace
1930	248			20,047	1.2%
1940	336	9 people	3.1%	20,971	1.6%
1950	659	32 people	7.0%	22,967	2.9%
1960	923	26 people	3.4%	22,379	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

Scappoose's Population Growth, 1980 – 2016

Table P-1

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



Source: Population Research Center, Portland State University, 2017

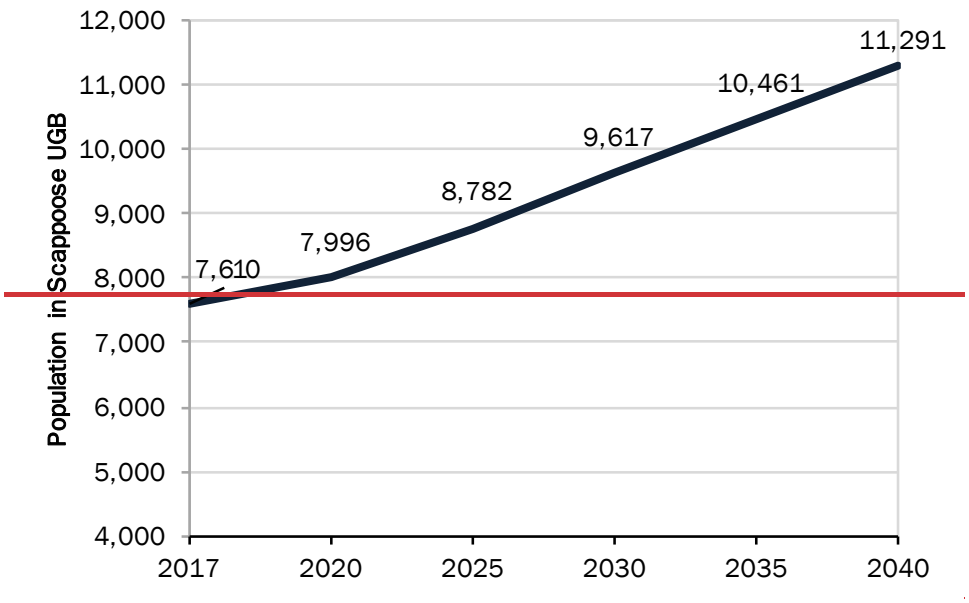
An additional growth constraint might be the fuel situation. A severe fuel shortage will put a constraint on local growth, but predicting such a shortage, and its effect on local growth, is next to impossible.

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]

The process of making population projections is uncertain. The factor most likely to affect the forecast is development of the Oregon Manufacturing and 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.

Population forecast, Scappoose UGB, 2017 – 2040

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



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

Land Use

Residential Land Activity

As previously noted, the Scappoose residential community has its "roots" in the original grid-iron plat. This area holds a majority of the more established homes in the City. Recent years have seen some amounts of added multi-family housing and some of the single-family stock have become rental units. Radiating from the original plat are a number of subdivisions, all less than 15 years old. In the northeast corner is the largest of the City's two apartment complexes. The complex has 80 units.

West of the main highway is a thin patchwork-like ribbon of older homes. The pattern of new growth mirrors that of the east part of town with subdivisions further out on the slopes of the hillside. Most of these new developments have been built within the last decade. In between the new and older areas is a band of acreage homesites. Some division of property is occurring here with more growth activity anticipated in the future. Also in the area is a 36 unit apartment complex.

The south Scappoose area is characterized by long narrow residential lots of approximately ten acres each. Little development activity has been present here. This is attributed to the residents of the area not having a desire in selling or developing.

Some 1,125 acres are zoned for residential land use. There are more than 2,500 dwelling units in the City. There is vacant residential land that can ultimately be developed: roughly 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. Some 1,119 acres are designated for residential land use, as well as about 172 acres of commercial land where housing is an allowed use. There are approximately 3,578 dwelling units in the City. The amount of vacant, unconstrained land that allows residential development that can ultimately be developed includes roughly 245 acres of vacant

land, excluding areas with constraints that prevent development (e.g., floodway, floodplain, steep slopes, and other constraints).

According to the Hhousing Capacityneeds Aanalysis, the City estimates that its existing urban growth boundary can accommodate an additional 1,2361,628 dwelling units. By 204338, the City is forecast to grow to 11,329 10,951 people.

Commercial Land Use

Some 17298 acres including streets are designated for commercial uses. Of that land, 3930 acres have residential activities, and 33 acres are vacant and unconstrained; and 40% of vacant, unconstrained commercial land (nearly 16 acres) is expected to be developed with residential uses.

Scappoose's commercial land is adjacent to Highway 30, with most of the commercial land west of Highway 30. Commercial development in the southern part of Scappoose includes numerous small businesses, with a hub of activity around the intersection of Havlik Drive and Highway 30, the location of Fred Meyer, Scappoose Cinema, Bi-Mart, and other commercial businesses. Commercial development continues through Scappoose to the north end of the city.

A predominance of commercially zoned lands lies west of Highway 30, in a typical "main street" setting. However, with the growth of Highway 30, the development has become representative of strip commercial activity, resulting in a loss of vitality in the older area.

The hub of commercial activity is the Chinook Plaza, the community's shopping center. Built in the late 1960's, the center houses the only supermarket in Scappoose along with a host of auxiliary commercial activities.

Lesser amounts of commercial lands lie east of the Highway along Columbia Avenue.

Industrial Land Use

Of the 95678 acres in the City UGB zoned designated for industryindustrial uses, 45043 acres lie vacant and unconstrained. Industrial growth in Scappoose is concentrated around the Airport area, where most new development has occurred. activity in Scappoose is scattered in the City. Steinfeld Products is centrally located east of the railroad, but is surrounded by residences. West Coast Shoe Co. are situated in non-industrial zones. One mining operation in town is also surrounded by residences.

Outside of the City there is industry to the north, with mining, lumber, and airport operations. It appears that the City would be better off if it could concentrate industrial activities, to limit incompatible activities from being located next to each other, and improve utility provisions; none of the unincorporated industrial sites now have City sewer or water.

In looking at the accompanying land use map, one should be struck by the unusual location of industry in the City, and by the rash of industry surrounding the City. Additionally, one should be aware of two valuable assets to the north which are a blessing, as well as causes for planning dilemmas. First is the rich aggregate resources of the area. Second is the Port of St. Helens Airport and proposed Industrial Park. Each alone would help insure future industrial growth, but mixed with a suburban life-style they can cause conflicts between industry and residential living; furthermore, mixed together they cause conflicts in their own needs. The mining interests obviously want to mine wherever there are resources;

however, the airport consultants are worried that unrestricted mining operations may interfere with airport safety. One of the challenges to this document will be to minimize those potential conflicts.

Though the vast fields of aggregate lands impact the City in many ways, they do not need urban services and most of the acreage will be outside the Urban Growth Boundary. The Airport is separated from the City by some aggregate acreage and also will be outside the Urban Growth Boundary. Thus, industrial growth in the Scappoose area, and aggregate mining growth, will continue outside the City.

Strike Existing Land Use Map L-1

Economy

The *City of Scappoose Economic Opportunities Analysis (EOA)*, dated January 2023, provides information about employment trends in Scappoose and Columbia County, Scappoose's competitive advantages, expected employment growth in Scappoose, buildable land in the UGB, and commercial and industrial land needs. The EOA is included as Appendix J to the Comprehensive Plan.

This Plan's economic element possesses two sections. The first section, the inventory, describes the various aspects that make up the local economy, such as the demographic data, employment forecasts, employment land needs, and local industry clusters. From these findings evolve project recommendations. These recommendations, which take into account Scappoose's overall growth goals, state what is needed to improve the economy, as well as present guidelines for future economic development. These economic policies are located in this Plan's general policy section.

Local Area Demographics

Scappoose is a small city, with an estimated 6,680 residents in 2010.[3] But it has steadily grown over the last decade, growing on average 3.4% a year since 2000, an increase of about one-third.

Columbia County has grown at a slower rate—an average annual rate of 1.2% over the last decade. The majority of the growth has occurred in the County's incorporated cities. Most new residents to the County are new residents to St. Helens or Scappoose while the unincorporated part of Columbia County has seen a decline in population. This trend has caused the City of Scappoose to make up a greater portion of the County's population.

Population distribution by age in Columbia County closely resembles the statewide distribution pattern. The County has a smaller share of young, working-age adults (20 to 44 years) and a larger share of older, working-age adults (45 to 64 years). Columbia County's population growth has been primarily caused by the in-migration of older, working-age and retirement-age residents. Over the last six years, Columbia County has seen a very slight decline in the number of children and a larger decline in 35 to 44 year olds.

An area's level of educational attainment is often used as a proxy for the skill level of the population base. From an economic development perspective, Columbia County is at a slight competitive disadvantage regionally, with a lower distribution of higher educated persons—15.4% of local residents have a Bachelor's Degree or higher as compared to 27.6% at the statewide level. The City of Scappoose, however, has a higher portion of its population with a Bachelor's Degree or higher at 19.6% according to

3 Oregon Population Estimates by Portland State University Population Research Center. The July 1, 2010 population estimate is certified as of December 15, 2010.

the 2000 Census. On average, the population of Scappoose is more educated than the population of Columbia County, but less educated than the statewide average, which is driven by the Portland metropolitan area.

The demographic data show that Scappoose is growing rapidly and become both more integrated with and similar to the Portland metropolitan region and increasingly independent of as well as less like the rest of Columbia County.

2011 Scappoose Economic Opportunities Analysis

The City of Scappoose adopted the Scappoose Economic Opportunities Analysis (Johnson-Reid, 2011) as an appendix to the Comprehensive Plan in 2011. The purpose of the "Economic Opportunity Analysis" (EOA) is to determine the City's economic goals, policies and land needs concerning commercial and industrial development within City limits and the Urban Growth Boundary and ultimately inform the City's Economic Element of the Comprehensive Plan.

The element is intended to satisfy the requirements of the Oregon Administrative Rules, Chapter 660, Division 9. The State Planning Goal 9 EOA methodology guidelines call for a four-step approach to economic development planning and resulting quantification of employment (industrial, retail, office, institutional, etc.) land need for urban growth boundary planning purposes. These four steps largely guide this resulting analysis of City of Scappoose's need for urbanized land. The required Goal 9 analytical steps that roughly comprise the outline of the EOA are:

1. Economic Trends Analysis: Identification of national, state, regional and local economic trends that have shaped recent economic performance as well as likely 20-year economic activity that will determine employment land need over the duration of the study period.
2. Industry & Job Growth Forecasts: Detailed forecasts of job growth by industry within Scappoose over the planning period that will in turn drive demand, if any, for different employment land categories.
3. Land Need Forecasts: Job growth forecasts translated into land demand forecasts based on industry and space type usage and floor area ratio (FAR) patterns anticipated into the future.
4. Land/Parcel Need Quality: A detailed treatment of employment land need in terms of specific parcel types, sizes, quantities and other qualities appropriate to economic growth anticipated by the jurisdiction.

The Economic Opportunities Analysis includes an analysis of significant national, state and local trends and an analysis of Scappoose's competitive position and target industries, together with a forecast of employment and demand for employment lands through the twenty-year planning period (2010-2030).

Summary of EOA Findings

This section presents an overview of key findings. The context and methodology for these findings is discussed in greater detail in the EOA.

- The EOA was completed in the climate of a severe national recession. The depth of the downturn relative to other modern downturns color recent trends and make it difficult to forecast the nature and timing of the eventual recovery.
- Beyond the near-term, the United States economy is expected to return to a more typical growth cycle, averaging 3.1% annual Gross Domestic Product growth from 2011 to 2019, as well

as employment growth. In the coming growth cycle, the United States' commitment to renewable energy transition is expected to play a major role.

- The most prominent industry clusters in Scappoose currently are the Aviation Manufacturing and Services, Retail and Nursery industries.
- Figure 1 outlines the City of Scappoose employment forecast through 2030. As shown, the employment forecast anticipates an increase of 8,068 jobs (7.6% annual average growth rate, or AAGR). Professional & Business Services, Other Services, Manufacturing, and Retail Trade, are expected to account for approximately 67% of net new growth over the forecast period. Other promising sectors are Transportation, Warehousing & Utilities, Education & Health and Leisure & Hospitality, accounting for an additional 25% of new net growth.

Figure 1: 20-Year Employment Forecast (2010-2030)[4]

Employment Forecast	Base Year	Employment Forecast				2010-2030 Growth	
NAICS	2010	2015	2020	2025	2030	Jobs	AAGR
Natural Resources	0	0	0	0	0	0	0.0%
Construction	119	150	189	239	301	182	4.7%
Manufacturing	215	523	894	1,359	1,970	1,755	11.7%
Wholesale Trade	24	36	54	81	122	98	8.5%
Retail Trade	519	773	1,051	1,357	1,698	1,179	6.1%
T.W.U.	81	153	241	351	494	412	9.4%
Information	78	80	82	85	87	9	0.5%
Financial Activities	76	101	135	179	239	163	5.9%
Professional & Business	101	192	350	628	1,126	1,025	12.8%
Education & Health	652	815	1,014	1,258	1,557	905	4.4%
Leisure & Hospitality	281	389	538	745	1,030	749	6.7%
Other Services	225	374	620	1,028	1,707	1,481	10.7%
Public Administration	54	71	94	124	164	110	5.7%
TOTAL	***2,425***	***3,657***	***5,261***	***7,433***	***10,492***	***8,068***	***7.6%***

- The potential for growth in Scappoose is based on several factors. First, the City has maintained exceptional growth during the last six years and although some of that growth has been eroded recently, the area has held up well. Despite a nationwide severe recession, Columbia County maintained a 1.6% growth rate between 2007 and 2008.
- Figure 2 below projects both net and total land demand for the City of Scappoose. There will be a projected need for close to 400 net acres to accommodate projected employment growth. After accommodating infrastructure (streets, utilities, etc.) and other site improvements, this translates to a need for 483 gross acres.

4 It should be noted that employment forecasts are speculative over a twenty-year horizon.

~~Figure 2: Projected Aggregate Land Need in the Scappoose UGB, 2010- 2030 (net & gross acres)~~

Need For Land		
Use Type	**Net Acres**	**Gross Acres**
INDUSTRIAL	**217.9**	***269.0***
OFFICE COMMERCIAL	**54.7**	***64.4***
RETAIL COMMERCIAL	**33.6**	***39.6***
CITY RESIDENTS	26.7	*31.4*
REGION/TOURISTS 1/	7.0	*8.2*
SPECIALIZED USES 2/	***93.5***	***110.0***
TOTAL	***399.8***	***483.0***

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

SOURCE: JOHNSON REID

- ~~Figure 3 provides a detailed assessment of Scappoose employment land need through 2030 in terms of land use categories, number of sites, and gross acres needed by site size.~~

FIGURE 3: EMPLOYMENT LAND DEMAND BY SITE SIZE FOR SCAPPOOSE (2030)

Land Demand by Site Size

		Demand Projections		
		Typical Acreage	Sites	Gross Acres
Office	Large	***25.0***	0	11.6
	Medium	***10.0***	1	7.7
	Small	***5.0***	9	45.1
	SubTotal		***10***	***64.4***
Commercial Retail	Large	***20.0***	0	0.0
	Medium	***7.0***	4	25.8
	Small	***1.0***	6	6.3
	SubTotal		***10***	***32.1***
Industrial	Large	***50.0***	2	107.6
	Medium	***30.0***	1	35.0
	Small	***7.0***	7	51.1
	Tech/Flex	***12.0***	2	21.5
	Airpark Emp.	***5.0***	11	53.8
	SubTotal		***23***	***269.0***
Lodging Related	Lodging	***1.5***	2	3.0
	Lodging-supportive commercial	***1.0***	5	4.5
	SubTotal		***7***	***7.5***
	Employment Uses Totals:		***50***	***373.0***
Public Uses	Special Uses			
	Hangar Reserve		1	40.0
	Runway Extension		1	50.0
	PCC Campus		1	20.0
	SubTotal		***3***	***110.0***
	GRAND TOTALS:		**53**	**483.0**

SOURCE: JOHNSON REID

Existing Economic Clusters

Sound economies are best organized around a healthy set of industry clusters—similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship. In his pioneering book "The Competitive Advantage of Nations", Harvard University Professor Michael Porter defines clusters as "geographic concentrations of inter-connected companies and institutions working in a common industry". As an economic development strategy, specific clusters are targeted, and emerge, when a particular geography holds an innate competitive advantage in that industry—whether it is natural resources, human capital, political policies or geography. For example, Oregon's oldest industries—namely forestry and agriculture, emerged from physical and environmental attributes such as its climate, trees, soils, and access to shipping and distribution networks. In turn, these industries spawned interrelated clusters that include Food Processing & Manufacturing, Wood Product Manufacturing, Wholesaling & Distribution, Machinery Manufacturing, and host of other industries.

With shared ideas, concepts, and competition, knowledge spillover within clusters encourages secondary effects—innovation, the creation of start-ups and spin-off industries, and opportunities for suppliers, manufacturers, and customers. In turn, effects from job creation wages support tertiary effects such as retail, services, construction, and institutional industries.

The EOA analyzed the Quarterly Census of Employment and Wages data for Scappoose to determine industries and industry clusters in which the local economy is both regionally competitive and/or has growth potential. The data show firm-level employment and wages in the City of Scappoose. The EOA's authors reviewed the data to determine industries that have clustered in the area and interviewed individuals at the Employment Department, the City, the Chamber of Commerce, and local business representatives.

Based on the interviews and data analysis, the EOA identified three industry clusters with an existing competitive presence in Scappoose, described below.

Aviation Manufacturing and Services

Scappoose is the center of a cluster of aviation-related firms. The majority of firms in the cluster are classified in the Manufacturing industrial sector, but others are in the Transportation, Warehousing, and Utilities sector, and some are in the Professional and Business Services sector. The cluster provides jobs at a variety of skill and wage levels.

The cluster includes firms that provide basic airport services, such as airplane repairs and fuel. But most of the firms produce innovative aircraft-related equipment. The Scappoose Airport website[5] shows the following firms are located at the Scappoose Industrial Airpark:

- Columbia Aviation Center – Aircraft maintenance and flight training
- Composites Universal – Manufacturer of composite aircraft components
- Evergreen Aviation Services and Restoration – Aircraft restoration and parts
- MetalCraft Machine Inc. – Aerospace and general CNC machining
- Oregon Aero Inc. – Manufacturer of aircraft seats, helmets, and accessories

5 http://www.scappooseairport.com/

- Overall Aircraft Services – Aeroplane and helicopters parts and maintenance
- Scappoose Jet Center – Hangar space and jet aircraft sales
- Sherpa Aircraft – Manufacturer of Sherpa airplanes
- Sport Copter – Gyroplane manufacturing and flight instruction
- TransWestern Aviation, Inc. – Fuel, parts, supplies, courtesy cars.

The Scappoose Airport has played an essential role in attracting these firms to the area. There are 16 public-use airports within a 30 nautical-mile (nm) radius of Scappoose Industrial Airpark. Only three of these airports have a runway 5,000 feet or greater, which is generally preferred by corporate aviation departments operating turbine aircraft. This makes this airport ideal for many turbine aircraft and enhances the airport's role as a major local airport in the Portland Metropolitan Area for general aviation. In addition, the airport is considering a runway extension, potentially amounting to an additional 20% to 30% increase in length. Portland International Airport, whose longest runway is 11,000 feet, is the only commercial service airport within 30 nautical miles.[6]

The Port of St. Helens owns and manages the Scappoose Industrial Airpark and the Airport. The firms are all renters—the Port does not sell the land, it only leases it. The City sees little gain from the industrial activity; the site does not generate property tax because it is publicly owned. At this time, the City does not directly benefit greatly from the cluster. It would gain more from new firms locating off Port property.

The aviation-related cluster has room to grow in Scappoose. Although much of the industry is struggling in the current economic downturn, the firms in Scappoose are well positioned to grow when the economy turns. Some of the firms specialize in lightweight aircraft and aircraft parts, which improves aircraft fuel efficiency. The products are expected to be in demand as fuel prices increase, a likely event when the worldwide economy enters an expansionary period.

The Scappoose Airport has the ability to provide aviation-related businesses access both from Port property, and "through the fence" operations from adjacent private property. The ability to provide "through the fence" options is attractive to many firms looking to invest in their own land and property value, rather than renting from the Port. This feature would be rare in Oregon and would likely offer a material competitive advantage to Scappoose in attracting aviation-related businesses.

Aviation firms have attempted to locate in Scappoose. Oregon Business Development Department (OBDD) staff report that firms have tried to find a site in Scappoose, but there is a lack of suitable land. OBDD has to turn away firms seeking to locate in Scappoose.

Retail

The largest industrial sector in Scappoose, in terms of number of jobs, is Retail Trade. Almost one-quarter of all jobs within Scappoose are Retail jobs, a significantly higher portion than in Columbia County (13%) or Oregon (11%). One reason for the large number of Retail Trade jobs is simply the small number of jobs overall. As the discussion about commute trends in the EOA showed, many more

6 Airpark Master Plan Update for Scappoose Industrial Airpark, Scappoose, Oregon. Prepared for the Port of St. Helens by W&H Pacific, September 2004

~~workers live in Scappoose and commute elsewhere, than work in Scappoose. Retail makes up a large piece of the employment pie in Scappoose because the whole employment pie is smaller.~~

~~If one compares the ratio of population to Retail Trade jobs, there are relatively more Retail Trade jobs in Scappoose. In Scappoose, there are about 16 residents for every Retail Trade jobs. Across Oregon, there are about 19 residents for every Retail Trade job.~~

~~Columbia County captures some retail sales from Washington residents because of the lack of sales tax. Scappoose's advantage for retail stems mostly from its location as the first stop for Columbia County residents returning home from employment in the Portland area. The Fred Meyer store in Scappoose attracts shoppers from outside of Scappoose.~~

~~There is one large retail strip in Scappoose located on Havlik Drive just south of the Fred Meyer. Built in 2001, the project is about 20,600 square feet. The property has experienced some vacancy.~~

~~In addition to auto-oriented retail centers near Highway 30, Downtown Scappoose offers pedestrian-scale retail and commercial service space, with access from civic and business users, and surrounding neighborhoods. The Downtown features its own retail profile which leverages its walkable scale and local offerings.~~

~~The retail sector has an opportunity to grow. At this time, Scappoose is under-retailed. Many goods and services are not available. Some of the interviewed individuals felt that there is an opportunity for new retail and service firms (accountants, attorneys, etc.) that would serve the local population. Scappoose is likely to become more service oriented in the future, as the number of residences grows. These firms will seek small to medium retail sites.~~

~~In the case of the Fred Meyer store, Scappoose has demonstrated that it is a successful central location for a larger format store to serve the surrounding smaller communities and rural areas. While overall, an estimated 36% of local resident spending leaves the area, in the "general merchandise" category which includes Fred Meyer, the city attracts 75% more spending than is accounted for by local residents alone. Thus, Scappoose may be a good candidate for additional large-format retailers, representing regional or national chains, in categories which do not directly compete with the Fred Meyer store. Such retailers would seek larger sites, with access and visibility from the highway.~~

~~Nurseries~~

~~A number of individuals familiar with the Scappoose economy reported that the area is home to a Nursery Products cluster. The Scappoose area traditionally included extensive farming. The farming industry has declined, but the nursery industry had gained a strong foothold.~~

~~The nurseries in the area, however, are located outside the UGB. None of the firms appeared in the EOA's analysis of the Quarterly Census of Employment and Wages (QCEW) employment data. The firms are an agricultural use and they require agricultural lands. It would be inappropriate to plan to accommodate the firms within the City's Urban Growth Boundary.~~

Housing

The *City of Scappoose Housing Capacity Analysis* (HCA) 2023-2043 report provides information about Scappoose's housing market, demographic changes, housing affordability and housing needs. The HCA is included as Appendix L to the Comprehensive Plan.

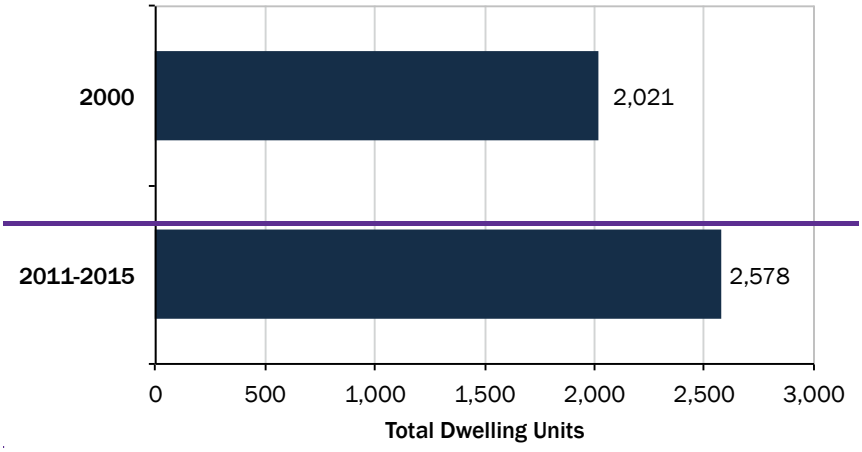
~~Housing Characteristics and Value~~

~~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.~~

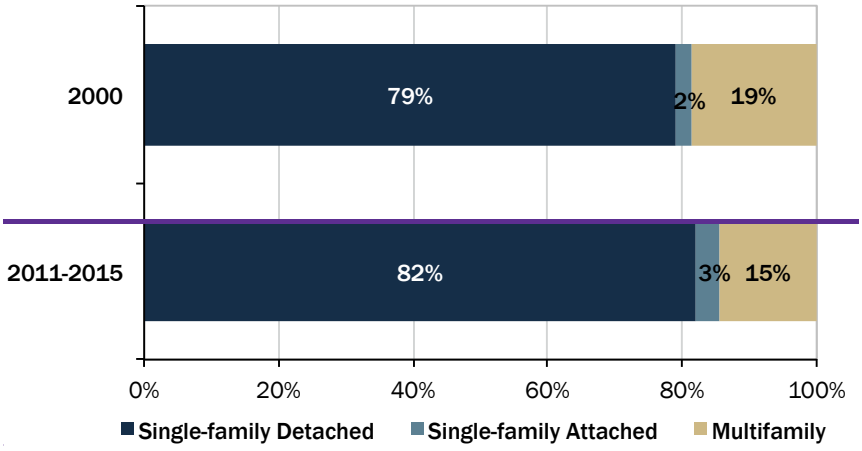
~~Along with increases in Scappoose's population, the housing stock has also changed. In 2000, Scappoose more than 2,000 dwelling units. Between 2000 and 2015, housing increased by 557 units. Single-family detached units increased from 79% to 82% of the total housing stock in Scappoose, while the number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

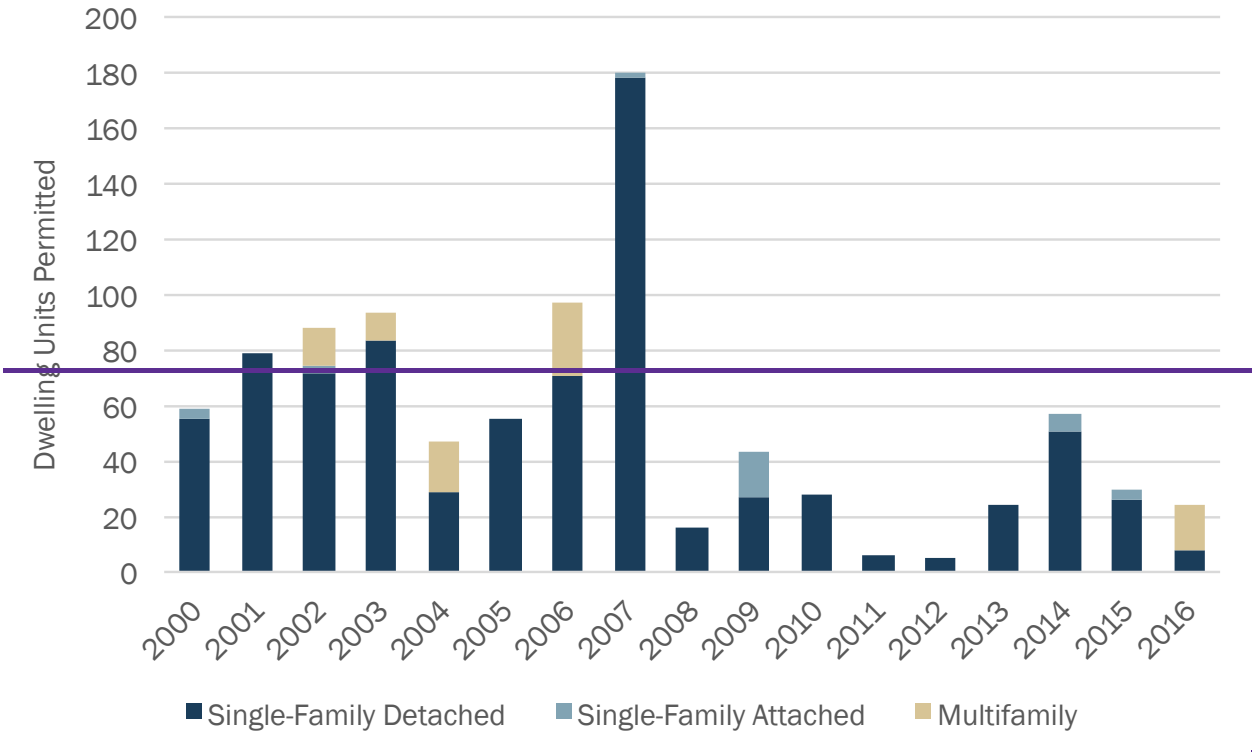
~~Figure H-2: Change in Housing Mix, Scappoose, 2000 and 2011-15~~



~~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.~~

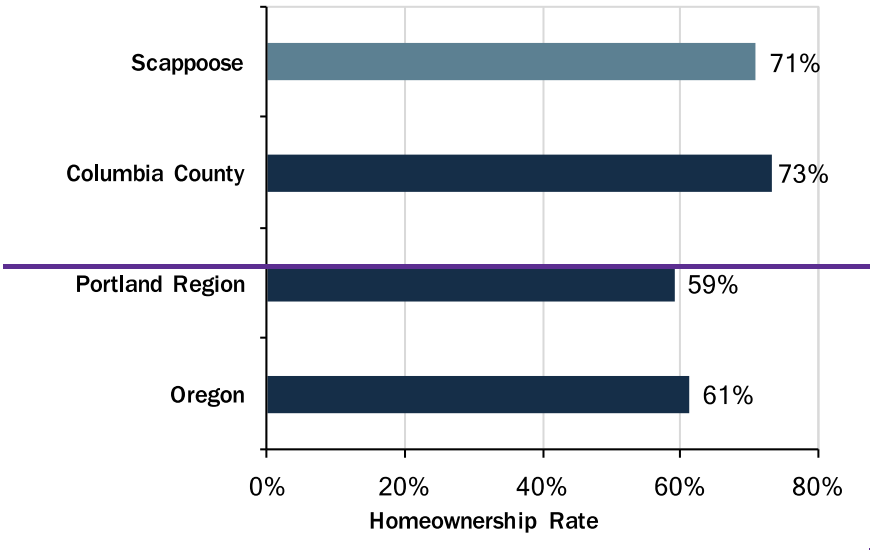
~~Figure H-3: Scappoose Building Permits: 2000 – 2016~~



~~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%.

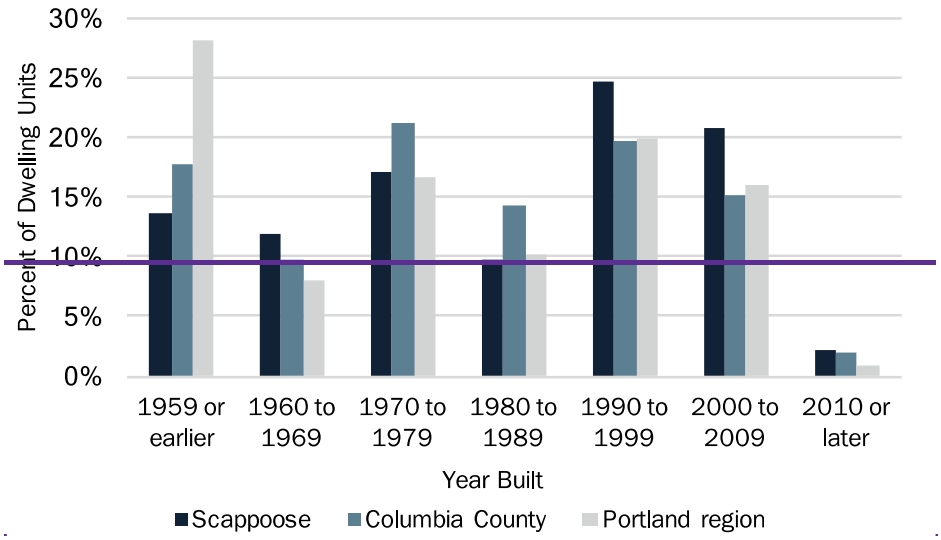
Figure H-4: Homeownership rates, Scappose2011-2015



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.

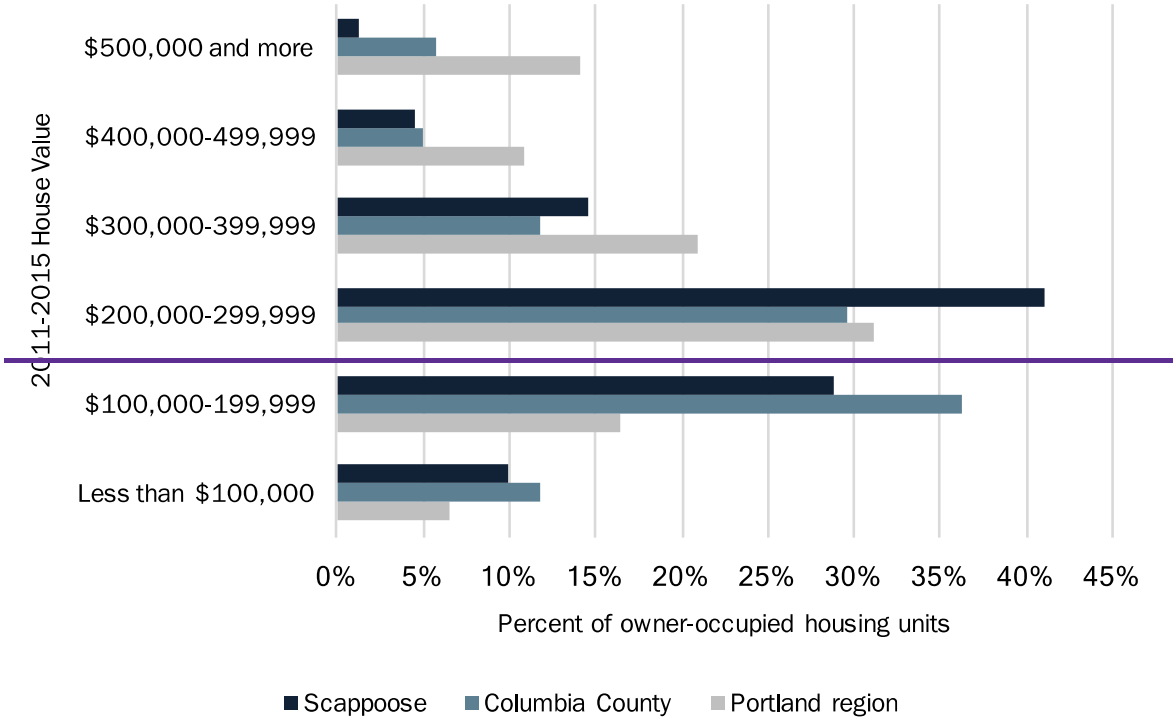
Figure H-5: Age of Housing by Year Built, Scappoose, 2011-2015



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

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

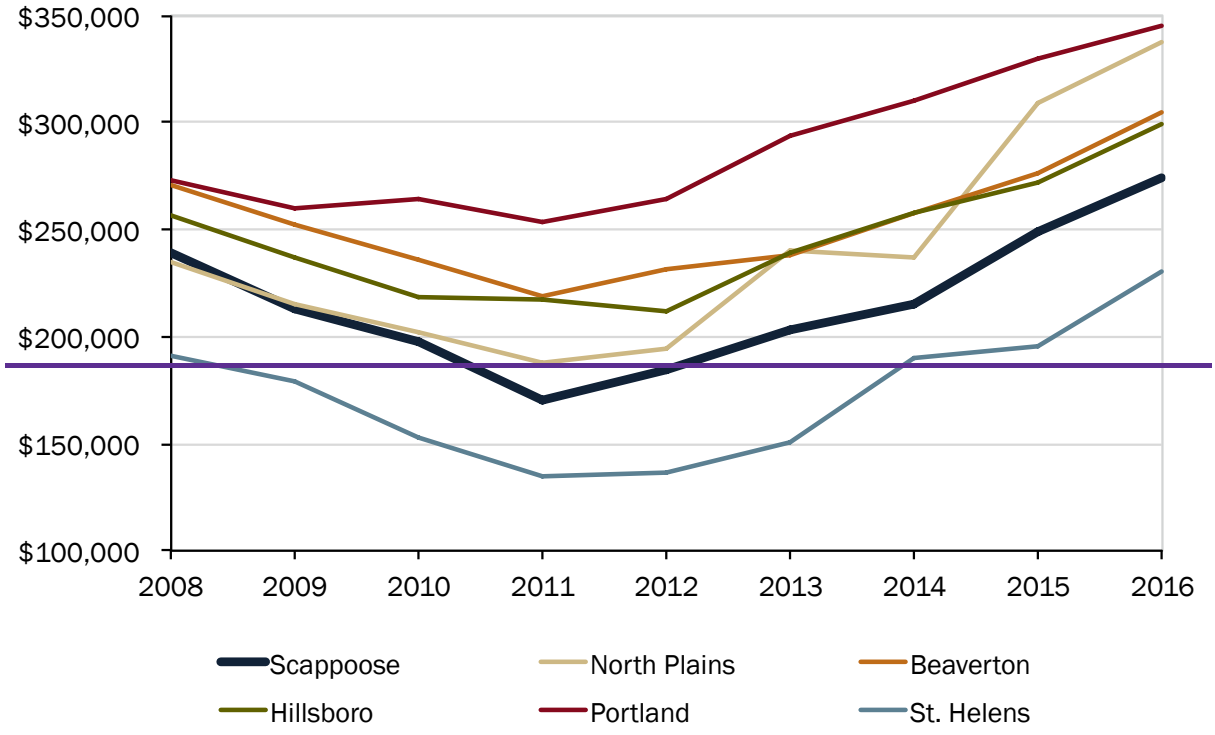
Figure H-6: Value of Owner-occupied Units, Scappoose, 2011-2015



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.~~

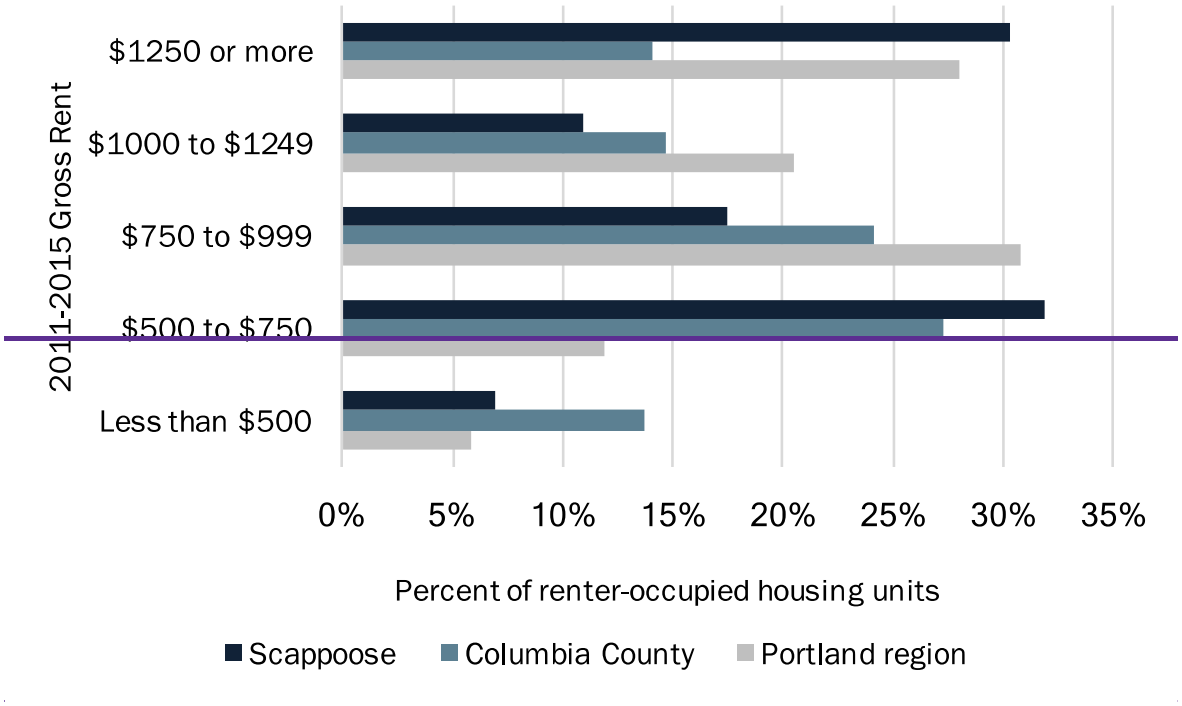
~~Figure H-7: Median Home Sale Price, Scappoose and Peer Cities, 2008-2016~~



~~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



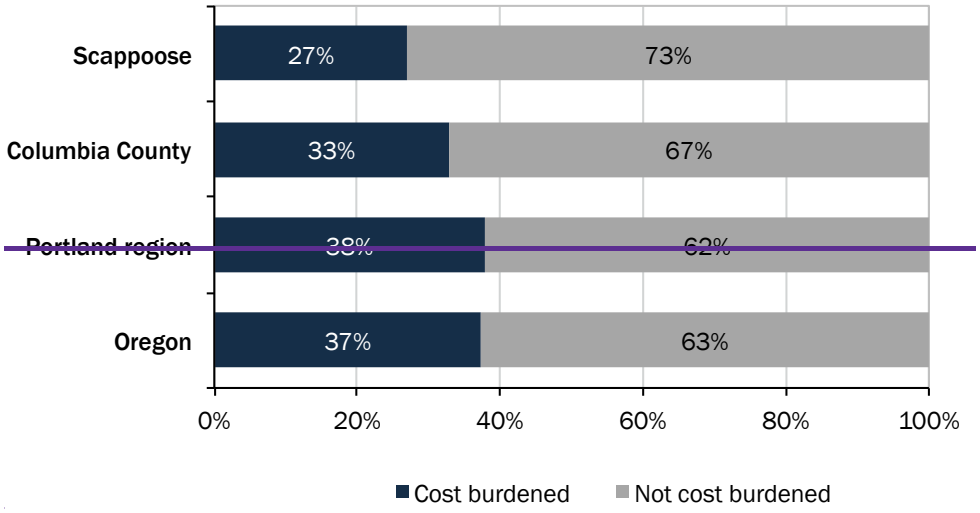
Source: 2011-2015 American Community Survey.

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

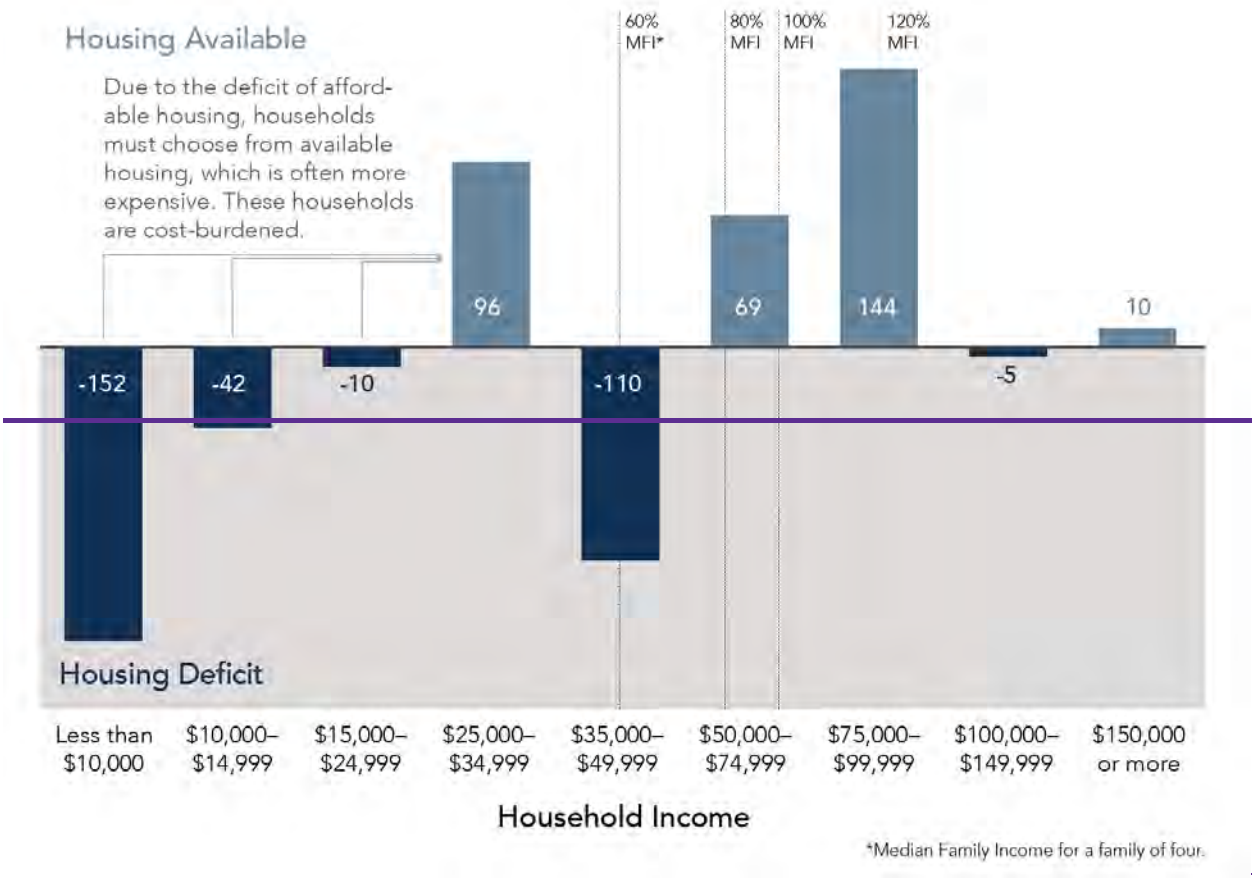


Source: US Census Bureau, 2011-2015 American Community Survey

~~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~~



~~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 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 Development Capacity	Constrained Acres	Total 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

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
minus Change in persons in group quarters	31
equals Persons in households	3,234
Average household size	2.73
New occupied DU	1,185
times Aggregate vacancy rate	3.7%
equals 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%
***equals* Total new single-family detached DU**	799
Single-family attached	
Percent single-family attached DU	7%
***equals* 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
equals 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.[7]

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

7 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.

General Goals and Policies

Economic Goals and Policies

~~Significant Findings of the Plan with Regards to Economics~~

~~1) Including the commercial lands added to the UGB in 2011, Scappoose has a commercial land base of approximately 231 gross acres. Most of this land has been developed or is constrained by natural features such as floodplain and wetlands. Scappoose has a developable commercial land supply of 36 gross suitable acres.~~

~~2) Including Airport Employment lands added to the UGB in 2011, the City of Scappoose currently has approximately 1,000 gross acres of land planned for industrial uses. Much of this land is developed or significantly constrained by floodplain, wetlands or slopes. The Scappoose UGB currently contains a developable industrial land supply of 378 gross suitable acres.~~

~~3) The population is Scappoose is expected to reach 10,022 by 2030.~~

Goal for Economics

It is the goal of the City of Scappoose to:

1) Maintain conditions ~~favorable for~~to support growth of a growing, healthy, stable, and diversified business and industrial climate.

~~2) Establish greater local control over local economic development policy through the adoption of the Scappoose Economic Opportunities Analysis.~~

2~~3~~) Ensure there is sufficient~~Provide the~~ land and public facilities necessary to support economic development while allowing the free market economy to develop without restrictions~~operate with an absolute minimum of restrictions~~ when appropriate.

3~~4~~) Build on the range~~Take advantage~~ of economic opportunities identified in the Scappoose Economic Opportunities Analysis (EOA) to increase local employment and community prosperity and increase the diversity of the local economy.

4~~5~~) Capitalize on the comparative advantages identified in the Scappoose EOA to maintain and attract industrial and commercial employment opportunities, building on opportunities related to the Oregon Manufacturing Innovation Center and workforce training opportunities at the Portland Community College location in Scappoose.

5) Identify opportunities to support activities of the Oregon Manufacturing Innovation Center and Portland Community College to grow and diversify Scappoose's economy.

6) Coordinate economic development efforts with partners such as Columbia County, the Port of Columbia County, Columbia Pacific Economic Development District, Business Oregon, and other partners.

7) Take steps to make Scappoose's center a pedestrian-friendly, mixed-use environment that supports a variety of services and retail options.

Policies for Economics

It is the policy of the City of Scappoose to:

1) Make sufficient suitable land available for the anticipated ~~expansion~~ growth of commercial and industrial activities identified in the Scappoose EOA.

2) Encourage the preservation, improvement and renewal of the existing business district of the City so that it will be allowed to play a role as a center of economic and civic activity for the entire community.

3) Encourage the intensification of land use in the present commercial strips, together with design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off ~~of the~~ street parking.

4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.

5) Promote pollution free industrial development necessary to provide a balanced tax base for the operation of local government services.

6) ~~Cooperate~~ Partner with other agencies, interest groups and businesses in efforts to develop strategies for improving the local economy.

7) Assist in programs to attract desirable industries in terms of diversification, labor-intensiveness, and non-pollution rather than accept any industry which may wish to locate here; additionally, to prohibit industries with excessive levels of pollution or other undesirable effects which would cancel possible economic benefits or threaten the existing quality of living.

~~8) Work with local mining industries to rehabilitate the gravel pits so that there will be an efficient use of land and the pits will not be an eyesore.~~

8~~9~~) Work with Departments of Environmental Quality and Fish and Wildlife in enacting controls and performance standards for industrial operations to reduce the possibility of excessive impact upon the environment.

9~~1~~0) Capitalize on the comparative advantages offered by the industrial land at the Scappoose Industrial Airpark, proximity to the Portland region, a pro-business community attitude, workforce training opportunities presented by the Oregon Manufacturing and Innovation Center and Portland Community College, ~~and~~ as well as the availability of serviced employment land to create job opportunities for existing and future Scappoose residents.

~~11) Identify special locations for industrial activities that will assist in energy conservation; specifically, industries should be clustered:~~

~~a)Close to existing rail lines, Highway 30, and the airport.~~

~~b) To allow for employees to use carpools and public transportation.~~

~~12) Ensure that mining activities are compatible with surrounding activities including the airport by applying the Public Use Airport Safety and Compatibility Overlay Zone.~~

1~~0~~3) Coordinate plans by the City, County and Port District to provide and pay for public facilities to accommodate expected industrial, commercial, institutional, and residential growth.

1~~1~~4) Encourage design features on Highway 30 that reduce conflicts with traffic flow, as congestion and traffic hazards can only hinder local economic development.

1~~2~~5) Encourage energy saving building practices in future commercial and industrial buildings.

1~~3~~6) Protect industrial, airport-related and commercially designated areas for their intended uses as identified in the Scappoose Economic Opportunities Analysis.

~~17) Coordinate with the Port of St. Helens and individual property owners to protect land near the Scappoose Industrial Airpark for intended airport-related and airport-compatible employment uses as called for in the Scappoose EOA.~~

1~~4~~8) Take actions ~~called for in the EOA~~ to increase local employment and improve the population to employment balance. ~~(Ord 816, 2011)~~

15) Support commercial and industrial development through implementation of the Scappoose Urban Renewal Plan (2019) to improve transportation, water, wastewater, and stormwater infrastructure in Scappoose's town center and at the Scappoose Industrial Airpark.

16) Work with partners such as Columbia County, the Port of Columbia, Columbia Pacific Economic Development District, Business Oregon, and other partners to attract new businesses to Scappoose.

17) Work the Oregon Manufacturing Innovation Center and Portland Community College on growth of these facilities or new related businesses by providing information and development assistance where possible.

Housing

~~Significant Findings of Plan with Regard to Housing~~

~~1) 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) 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 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 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) 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.~~

Goal for Housing

It is the goal of the City of Scappoose to:

1) Provide opportunities for development of a diversity of housing choices, including detached and attached single-family units, manufactured housing on individual lots and in manufactured housing parks, prefabricated housing, duplexes, triplexes, quadplexes, cottage clusters, town houses, and multifamily housing. This housing may be occupied by any resident of Scappoose, including agricultural workers, people with disabilities, seniors, or college students.~~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) Provide opportunity for development of a wider range of rental and ownership housing choices in Scappoose.

3) Provide opportunities for development of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of Scappoose households and allow for flexibility of housing location, type, and density.

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

4) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.

5) Protect residential areas from conflicting land uses, unnecessary through traffic, or incompatible uses.

6~~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, through implementation of the Scappoose Urban Renewal Plan (2019) and other policies to support development 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 to meet the housing needs identified in the Housing ~~Needs~~ Capacity Analysis.

2) Ensure that newly developed housing adjacent to or within Sensitive Lands receive the appropriate development permit.

3) Develop partnerships with agencies and organizations to build housing that is affordable to low- and moderate-income households, including for households with special needs and varying abilities.

4) Develop partnerships with agencies and organizations that support preservation and rehabilitation of existing housing that is affordable to households with low- and moderate-income. ~~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. Multi-family housing should be compatible with surrounding uses and should be scaled to be compatible with adjacent areas zoned for single-family housing through required special buffers for multi-family housing over two stories tall.

   B. Multi-family development should include open space or recreational facilities for their residents as well as off-street parking and adequate access.

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

6) Permit 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. 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 open space or recreational facilities for their residents as well as off-street parking and adequate access.

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

8) Ensure that subdivisions provide all necessary public services paid for by the developer.

9) Re-evaluate City ordinances and, where possible, streamline administration and requirements to reduce development costs.

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

11) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.

12) Permit siting of manufactured homes on all land zoned for single family residential uses. (Ord 618, 1994)

13) Ensure the City's housing policies support the Federal Fair Housing Act and affirmatively further fair housing.

14) Generally avoid zoning new residential land, especially higher-density residential land, adjacent to land zoned for industrial uses, with the exception of allowing for student housing development in conjunction with OMIC and PCC.

Goal for Natural Factors and Local Resources

It is the goal of the City of Scappoose to:

1) ~~1) Maintain, and where possible~~Protect and, enhance the air, water and land resources of the Scappoose area.

2) Establish a balanced regulatory framework that protects natural and historic resources while supporting development.

3~~2~~) Assure proper and safe development, use, and protection of the area's soil, mineral and geologic resources.

4~~3~~) Ensure that natural hazard areas, including unique geologic areas are, identified and protected from development ~~that could harm the community~~to minimize risk to people and property.

5~~4~~) Ensure the conservation of fish and wildlife areas and habitats, including wetlands, floodplain, and riparian areas.

65) Encourage the retention of ~~some~~ open space~~s~~ for wildlife and connecting people to nature.~~within and between the different zoning areas~~.

76) Protect and enhance forested areas within the Urban Growth Boundary.

87) Preserve outstanding scenic areas.

Policies for Natural Factors and Local Resources

It is the policy of the City of Scappoose to:

1) Participate in resource management planning through participation in collaborative Federal, State, and regional planning programs.

2) ~~2)~~ Maintain a current local wetland and riparian inventory, floodplain mapping, steep slope mapping, and soil maps at the County level.

~~Consider air shed and water resource capacities in reviewing all plans, ordinances and permits for land development actions.~~

~~3) Support the recycling of solid wastes.~~

4) Work with the County in the management and recycling of solid wastes to protect watersheds and water source quality~~prevent contamination of local resources~~.

5) Minimize unnecessary erosion, contamination and other impacts resulting from development by requiring compliance with the Department of Environmental Quality (DEQ).

65) Work and collaborate with the Scappoose Drainage ~~District~~Improvement Company.

76) Ensure that future developments possess adequate on-site and off-site storm water drainage and retention features.

87) Designate lands subject to development constraints as a Hazard Area and require construction on them to meet strict standards.

98) Work with local mining industries to rehabilitate ~~the~~ gravel pits so that there will be an efficient use of land, improved habitat values, and improved aesthetics.

109) Work with Department of Fish and Wildlife to conserve substantial fish and wildlife habitats.

~~10) Attempt to reduce the flooding and accelerated erosion along North and South Scappoose Creek through development codes, addressing stream down cutting, increasing functional floodplain area, promoting natural bank vegetation, and providing overflow swales and channel reconnection. Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife, Department of State Lands, and the Corps of Engineers.~~

~~-~~11) Preserve the City's 80-acre parcel to the west for its value as a forested, natural recreational area.

12) Cluster new development with a mix of land uses to encourage energy conservation and clean air through fewer vehicle miles traveled and a reduction in greenhouse gas emissions.~~Encourage efforts at energy conservation such as carpooling, transit, work policies, and recycling~~.

13) Protect and conserve open space, floodplains and riparian corridors to serve the habitat and migratory needs of fish and wildlife while balancing outdoor recreation opportunities and other permitted activities~~Attempt to acquire and preserve lands in the flood plain and unique habitats for public use, and enhanced connectivity.~~

14) Utilize the site design review process to encourage energy savings through solar orientations and ~~require landscaping that will save energy~~water conservation through native drought-resistant landscaping.

15) Promote innovative site and building designs that reduce adverse impacts of development on steep slopes and in other natural hazard areas~~Comply with applicable State and Federal environmental regulations~~.

16) Promote innovative site and building designs that reduces the adverse impacts of development on stream corridors by encouraging projects that protect, maintain, enhance, and restore the natural functions and values of stream corridors.

17~~6~~) Preserve Historic Resources by establishing regulations to review all proposals to modify or destroy a significant structure or site. (Ord 635, 1995)

18~~7~~) Maintain the historic assets of the Watts House.

19) Develop an urban forestry plan that provides direction for the maintenance and improvement of Scappoose's urban tree canopy and considers the impact of changing climate conditions and invasive species.

20~~18~~) Promote practices that result in net gains in Scappoose's urban forest and require mitigation or replacement for tree loss caused by development and redevelopment.~~Require mitigation for tree loss caused by development and redevelopment, require replacement of trees lost because of clearing for development and other reasons and promote practices that result in net gains in the urban forest (Ord 659, 1997)~~

21~~19~~) Implement standards for appropriate planting and design guidelines encouraging the use of native~~s~~ and other plants naturally adapted to this environment except for those plants defined as nuisance plants. (Ord 659, 1997)

~~20) Actively participate in educating all sectors of the public including private property owners, developers, school children and municipal employees regarding the benefits and desirability of protecting and planting native plants and trees.~~

22~~1~~) Establish protected riparian buffer zones along riparian corridors on parcels the City owns that exceed the standards private developers must adhere too.

23) Promote stream shading along riparian corridors to preserve cold water habitat for fish and protect streams from temperature increases due to changing climate conditions.

LAND USE GOALS AND POLICIES

General Goals of the City of Scappoose for Land Uses

1) The growth of the City should be orderly and in accordance with the public health, safety, and welfare, while preserving individual choice and recognizing existing patterns of development.

2) Physical characteristics of the area, such as its geographic assets and limitations, its topographic and geologic features, etc., should be recognized where they may represent important land use determinants.

3) Land uses should maintain Scappoose's small-town community atmosphere, creating connected neighborhoods, providing opportunities for a strong and innovative economy, providing access to outdoor recreation, and supporting well-planned infrastructure.

~~3~~4) A suitable balance between competing land use should be established so that, insofar as possible, the complete range of social, economic, cultural, and aesthetic needs of the community are met.

54) Where certain types of uses have been found to be incompatible with other types of land use, there should be a buffer area to lessen the degree of incompatibility.

6~~5~~) Sufficient area for the expansion of all major land uses for the next twenty years should be provided.

7~~6~~) Residential living areas should be safe, attractive, and convenient. A~~, and should make a positive contribution to the quality of life and personal satisfaction of residents;~~ ~~a~~dditionally, there should be sufficient areas for a wide range of housing choices.

8~~7~~) Commercial areas should provide ~~maximum~~ service~~s~~ to the public and should be safely integrated into the physical pattern of the community.

9~~8~~) Industrial areas should be suitable for their purpose, properly located, and adequate for future needs.

10~~9~~) Open spaces should be protected for future generations.

1~~10~~) Public and semi-public developments should be located to encourage a pattern of land development that benefits the whole community.

12~~1~~) Life and property should be protected from natural disasters and hazards.

13~~2~~) Adequate public services and facilities should be provided to encourage an orderly and efficient growth pattern.

14~~3~~) A safe and convenient transportation system should be developed to meet future needs.

15) The local economy should be strengthened and diversified.

16) Housing that meets the local residents' housing needs should be allowed and encouraged.

17) The natural resources of the community, especially water, should be effectively developed, utilized, and protected where necessary to support land uses ~~and man-made resources of the community should be effectively utilized~~.

18) Land uses should be arranged to maximize the conservation of energy.

~~18) A quality of life reflecting the wants of the citizenry should be articulated and strived for.~~

19) Citizen participation will continue to be an important element of the City's land use planning process. Besides public hearings held by the Planning Commission and City Council, the City shall utilize the local newspaper, ~~and~~ radio station, and social media to keep populace informed of land use issues. The City shall also publish quarterly a summary of past and future activities.

Urban Growth Boundary Goals and Policies

Preface

The purpose of an Urban Growth Boundary (UGB) is to identify on a map those areas slated for future annexation and development, while protecting lands outside the UGB for farm and forest use. Oregon's Statewide Planning Goals (particularly Goal 14, Urbanization) and associated rules and statutes govern the way in which an Urban Growth Boundary may be established and amended.

The UGB is intended to provide for an economic and efficient transition from rural to urban land use, to guide development to fit the natural resources, and to preserve quality of life.

A major threat to the present quality of life in this area is urban sprawl, the scattering of bits and pieces of urban development throughout the countryside. Introducing subdivisions into non-urban areas tends to conflict with local agriculture. For every farm acre developed, several more are disposed towards eventual urbanization because of increased speculative land values and property taxes, and a decrease in farm efficiency and profit.

At the same time, sprawl tends to injure older developed areas in and near the City. The more urban development is permitted to spill out into the areas outside the Urban Growth Boundary, the weaker the economic pressures for renewal or revitalization of older areas, with the resulting weakening of the tax base, thus aggravating the problems further. Additionally, the leap-frogging of development into the countryside results in increased costs for providing public services to those areas.

Finally, development outside the growth area requires a large commitment of resources to transportation as home-to-work distances are greater than they would be if the development pattern were compact.

Though all may recognize the problems with sprawl, implementing effective control mechanisms is another matter. All plans require choices between conservation and development, and the art of planning comes in recognizing the inter-relationships between the various factors, plus identifying all the

ramifications of alternative land use policies. The creation and maintenance of an Urban Growth Boundary can be an effective tool against sprawl, while at the same time making the ramifications of certain actions somewhat more visible.

The City's Comprehensive Plan and its associated UGB were first adopted in 1983 and received updates in 1991 as part of periodic review. In 1992 the UGB was expanded to include the 80-acre public land owned by the City at the west side of the City; the commercial area west of Highway 30 and north of Gilmore Road; land in the east including the wastewater treatment plant; and land in the northeast including the Scappoose Industrial Airpark. Following the 1992 UGB expansion, the UGB contained an "urban growth area" (the area between the City Limits and the UGB) of approximately 1,161 acres.

The major considerations in establishing the original UGB in 1983 and enlarging it to include the airport in 1992 were:

1) The desires of the affected property owners;

2) The presence of existing urban-type developments that will need urban services;

3) The location of forest and agricultural land;

4) The provision of sufficient land for housing, commerce, and employment opportunities for an anticipated population of 10,000 people in the year 2010, taking into account efficiency of land uses;

5) The orderly and efficient provision of public services;

6) Environmental, energy, economic and social consequences;

7) The compatibility of proposed uses with agricultural activities;

8) The natural limitations of certain geographic areas for development;

9) The airport section of the Urban Growth Boundary exists to serve the present and future industrial needs of the City of Scappoose.

Conflicts between the various considerations quickly came to the surface during deliberations of the City's establishment of the UGB, e.g. conflicts between neighbors on what they eventually hope to do with their land; conflicts between which areas outside the City are best suited for future residential development.

Four considerations, however, did take precedence when establishing the original UGB:

1) The potential for a health hazard in the area known as Dutch Canyon and Raymond Creek. The local DEQ office had noted that tests of the Creek pointed to failing septic tanks, and the ultimate need for sewer. This community sort of forms a thumb to the southwest of the City and its inclusion is in some conflict with the economic provision for services; still, the health hazard potential took precedence.

2) Lands already committed to urban activities were also included. Most of these lands were residential lands to the east of the City, only two parcels being larger than five acres. Not only were these lands already committed by their size and location to

urbanization, the City's main sewer line to its treatment plant follows ~~\~~ Columbia Avenue past several of these lots on the fringe of the City.

The City also included 100' of the unincorporated lands that were across the street from the existing city limits. It was felt that if sewer and/or water were to be provided on a street, both sides of the street should be served. In a sense these sections of larger parcels are also already urbanized by their location across the street from incorporated lands.

3) In some areas of the City, in an attempt to attain an efficient provision of water, sewer, road and drainage services, the City included some land that "rounded out" the UGB and made service provision more effective. In the eastern lands, through which the sewer line already runs, there were 61 parcels less than 5 acres and already committed to urbanization. In the midst of these parcels were 2 larger parcels--one 10, another 15 acres. Their exclusion would have formed an irregular peninsula that would have made service provision much more costly and difficult. That, plus the fact that they are next to these lands that are already committed, persuaded the City to include them in the UGB.

4) The final consideration was the inclusion of the industrial-mining land to the northeast. Most of this land is already utilized for industry or mining and right on the fringe of the City limits. Its employment, transportation, and pollution effects on the City were already significant, and were anticipated to increase due to planned expansion of these lands and other industrial-mining lands further north.

In 2011, the City amended the Urban Growth Boundary to include lands southwest of the City on Old Portland Road, northeast of the City to include lands east of the Scappoose Industrial Airpark, and northwest of the City to include portions of three parcels near Gilmore Road that were already partly in the UGB. This expansion of the UGB was rooted in the 2011 Economic Opportunities Analysis (EOA), which identified a need for additional employment land to serve the City over a 20-year period. The 2011 expansion was limited to the EOA and did not assess the adequacy of the residential land supply. Following the expansion, the urban growth area was approximately 1,133 acres.

During the EOA process, the City recognized the transportation and employment advantages to the community of future expansion in the southeast quadrant south of Havlik Drive. This land should be included within the UGB when this area can be justified under Goal 14 and statutory priorities.

In 2023, the City initiated a new Urban Growth Boundary expansion and Urban Reserve planning process to address long-term land deficiencies identified in the 2023 Economic Opportunity Analysis, 2023 – 2043 Housing Capacity Analysis, and Public and Semi-Public Land Needs Analysis. These analyses concluded that Scappoose lacked sufficient land within the existing UGB to accommodate forecast growth through 2073, even after implementation of land use efficiency measures.

The City amended the UGB to address residential and public land needs for the 2023–2043 planning period. The City added approximately 64 acres to the UGB, primarily in areas east and south of the existing city limits adjacent to developed portions of Scappoose. One expansion area was located along E Columbia Avenue in eastern Scappoose, where the City identified opportunities to extend existing residential neighborhoods and address infrastructure deficiencies associated with existing development, including failing septic systems serving an existing manufactured home park. Additional expansion areas

were located south and southwest of the existing UGB near SW Rotterdam Street, SW Volendam Street, and SW Callahan Road, where unconstrained land, adjacency to existing neighborhood development, and access to transportation facilities supported orderly residential growth contiguous with existing development patterns. Following the expansion, the urban growth area was approximately 710 acres.

The City also established Urban Reserves to address long-term land needs for the 2043–2073 planning period. Approximately 480 acres were designated as Urban Reserves to accommodate future residential, commercial, and public land needs. The designated Urban Reserve areas were generally located south and southwest of the city limits, with smaller reserve areas located north, northeast, and northwest of the existing UGB. Southern and southwestern reserve areas included lands along Highway 30, Bonneville Drive, Callahan Road, Dutch Canyon, and areas near Mountain View Road. Additional reserve areas were located north of the city near Highway 30, Wikstrom Road, West Lane Road, and Honeyman Road. A northeastern reserve area was established along Freeman Road adjacent to existing residential development and areas planned for future transition from surface mining activities. These areas were selected because they provided opportunities to accommodate long-term urban growth while maintaining an efficient urban form and supporting the orderly extension of public facilities and services.

~~Findings on Urban Growth Boundary~~

~~1) The 1983 Urban Growth Boundary and 1992 expansion of the UGB included sufficient land to accommodate a 20-year supply of residential and employment growth. Annexation and development in the subsequent years reduced the available supply of suitable sites.~~

~~2) The 2011 UGB amendment expanded the Boundary to provide a 20-year supply of employment lands. This amendment followed the 2011 Economic Opportunities Analysis & Long-Term Urban Land Needs Assessment (EOA), which identified the City's economic goals, policies and land needs concerning commercial and industrial development within City Limits and the Urban Growth Boundary.~~

Goal of the Urban Growth Boundary

It is the goal of the City of Scappoose to:

1) ~~Create~~ Support optimal conditions of livability within the City and its urban growth area.

2) Locate all major public and private developments such as schools, roads, shopping centers, and places of employment, so that they do not tend to attract residential development to locations outside the designated Urban Growth Boundary.

3) Include within the Urban Growth Boundary sufficient land for future development.

4) Promote employment generating uses within the airport employment designated lands~~section~~ of the Urban Growth Boundary.

5) Develop the airport employment designated lands~~area~~ in a manner to create an industrial and business park with airport related and airport compatible uses.

6) Establish Urban Reserves to provide opportunities for future UGB expansions through 2073.

Policies for the Urban Growth Boundary

It is the policy of the City of Scappoose to:

1) Work with Columbia County in establishing, maintaining, and managing an Urban Growth Boundary, and in amending the UGB as the need arises.

2) Review the supply of buildable lands within the Urban Growth Boundary during each major review of the City's plan. Amend the UGB periodically to maintain a 20-year supply of buildable residential land and suitable employment land.

3) Coordinate the development of facilities ~~by~~ with existing special districts to ensure coordination with City plans. Discourage the formation of new special districts within the Urban Growth Boundary unless the services are compatible with the plans for the provision of service within the Urban Growth Boundary.

4) Cooperate with Columbia County in managing the urban growth area by establishing joint review procedures to ensure the proper siting of buildings on developable parcels and the orderly and economic provision of public services and facilities.

5) Observe the following guidelines in expanding the Urban Growth Boundary:

   A) Urban Growth Boundary amendments shall comply with Goal 14 (Urbanization), the Urban Growth Boundaries administrative rule (OAR Chapter 660, Division 024), and ORS 197A.320~~298~~ Priorities for urban growth boundary expansion.

   B) Amendments shall be based on demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments, together with demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination thereof.

   C) Sites should be economically feasible to service with public facilities such as sewer, water and police.

6) Approve annexations of residential lands, except in the cases of health hazards, when:

   A) There is sufficient capacity in the sewer, water, street, school, police and fire systems to service the potential additional populace.

   B) Sufficient development ~~in filling~~ of vacant land has occurred to warrant an expansion.

7) Consider annexation of industrial lands when sufficient capacity exists for the delivery of sewer, water, street, police and fire services.

8) Establish an area of influence for those properties contiguous with the Urban Growth Boundary. All land use actions are to be sent to the City for comment.

9) Limit new subdivisions within the Scappoose Urban Growth Boundary by generally requiring annexation prior to connection to City utilities.

10) Meet the following conditions prior to development of the land within the Airport Employment (AE) area:

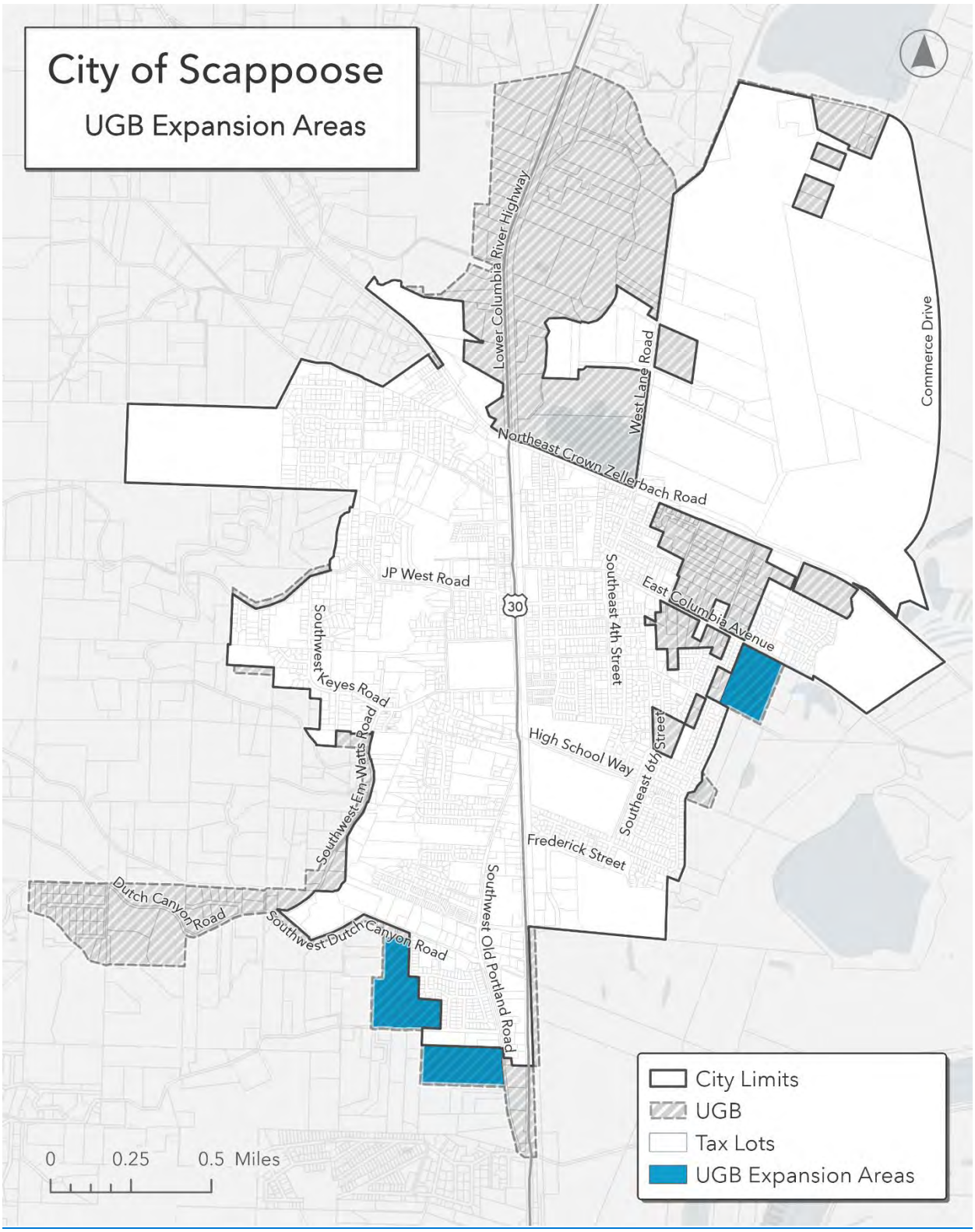
A) A master plan shall be approved showing the general locations of major streets, taxiways, building areas, and sanitary sewer, water and storm drainage facilities.

B) The master plan shall identify large parcels to be retained consistent with the Scappoose Economic Opportunities Analysis.

~~C) No urban zone change or development shall be permitted until the Oregon Department of Transportation has approved a transportation impact analysis and consequent mitigation measures.~~

~~D) The land shall be held in an agricultural holding zone until Conditions A-C have been met.~~

Strike map of Scappoose's Urban Growth Boundary and replace with below map.



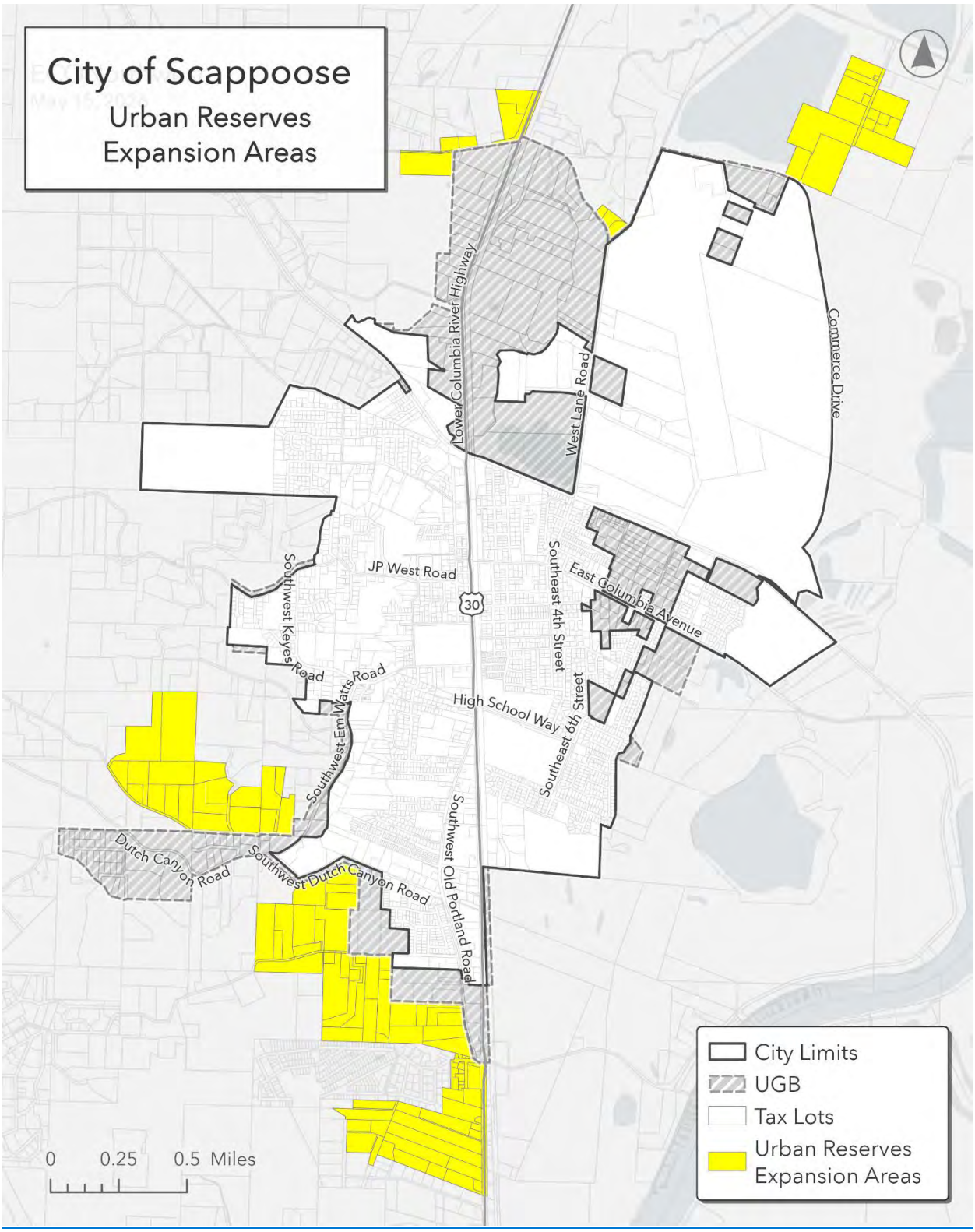
Urban Reserves

Preface

As a result of a Council goal to look at land needs over a 50-year planning period, the City designated Urban Reserves to accommodate identified land needs suitable for potential inclusion in the UGB during the 2043–2073 period to accommodate longer-term residential, employment, and public land needs.

Urban Reserve lands will be jointly managed by Columbia County and the City of Scappoose, in accordance with the Urban Reserves Management Agreement (URMA).

Map of Scappoose's Urban Reserves is on the next page

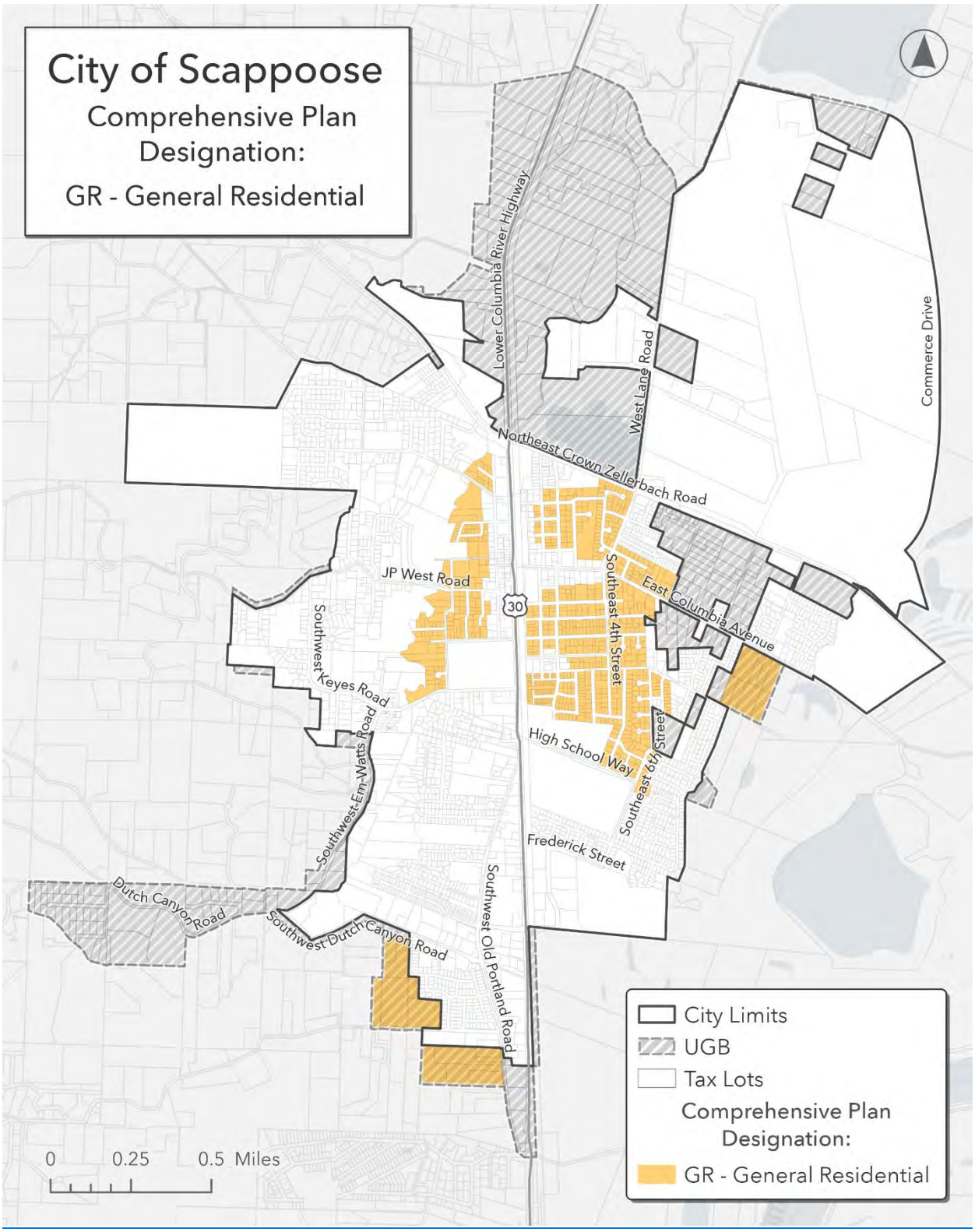


General Residential Goals and Policies

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. GR lands are ~~Though such areas are~~ zoned R-4, A-1, or R-1. ~~, all of the current GR lands are zoned~~ A-1 allows all forms of multi-family dwellings and ~~or~~ R-4~~; the latter~~ allows up to ~~four~~quad-plexes. ~~as outright uses, while the former allows all forms of multi-family dwellings as outright uses. Roughly 174 acres are designated as GR.~~

Strike current Map of Scappoose's General Residential Lands and replace with the below map



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~~ all types of needed housing.

3) Locate high-density multi-family dwellings in 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 and~~,~~ 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, and more suitable for development at greater densities than outlying areas.

3) Permit multi-family dwellings which conform to the following general guidelines:

   A. 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 open space or recreational facilities for their residents as well as off-street parking and adequate access.
   C. 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.

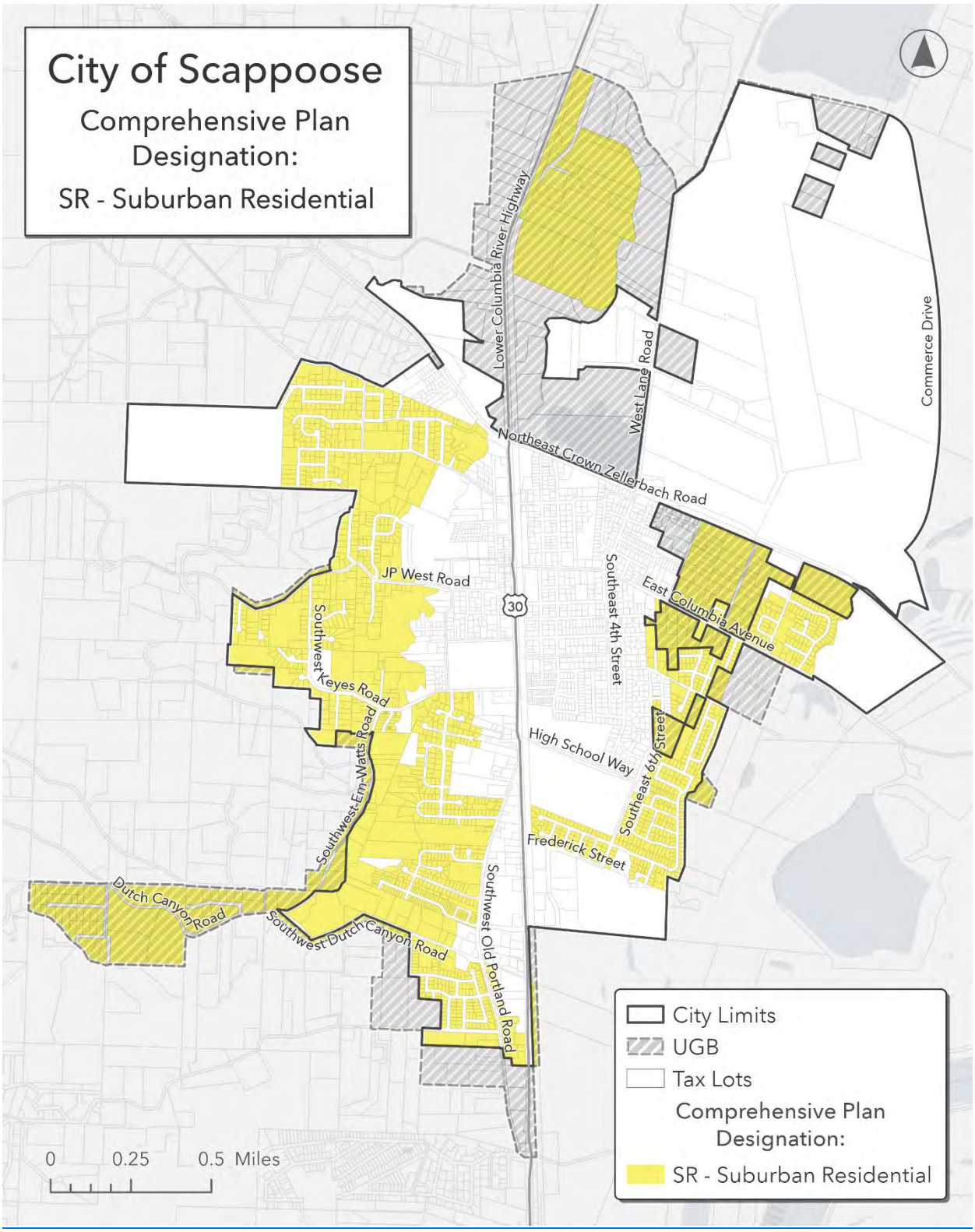
6) Provide opportunity for development of diverse housing choices, with housing affordable at all income levels.

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 830 acres are designated SR and these are predominantly to the west and southwest.~~

Map of Scappoose's Suburban Residential Lands – strike out current version and replace with the below map.



Goal for Suburban Residential Land Use Designation

It is the goal of the City of Scappoose to:

1) Provide opportunities for development of housing in moderate densities in areas without immediate access ~~Create conditions suitable for moderate concentrations of people not in immediate proximity~~ to public services, shopping, transportation and other conveniences. Ensure there are opportunities for shared transportation facilities and require sidewalks where appropriate.

2) To provide places suitable for single family dwellings, accessory dwelling units, cottage housing, duplexes, triplexes, and four-plexes.

~~3) Minimize adverse effects on adjacent developments through the enforcement of subdivision regulations of the Development Code (ORD 635, 1995).~~

Policies for the Suburban Residential Land Use Designation

It is the policy of the City of Scappoose to:

1) 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)~~

2~~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.

3~~4~~) Review diligently all subdivision plats to ensure the establishment of a safe and efficient road system.

4~~5~~) Encourage developers to allocate land for open space or recreation in their subdivisions.

5~~6~~) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.

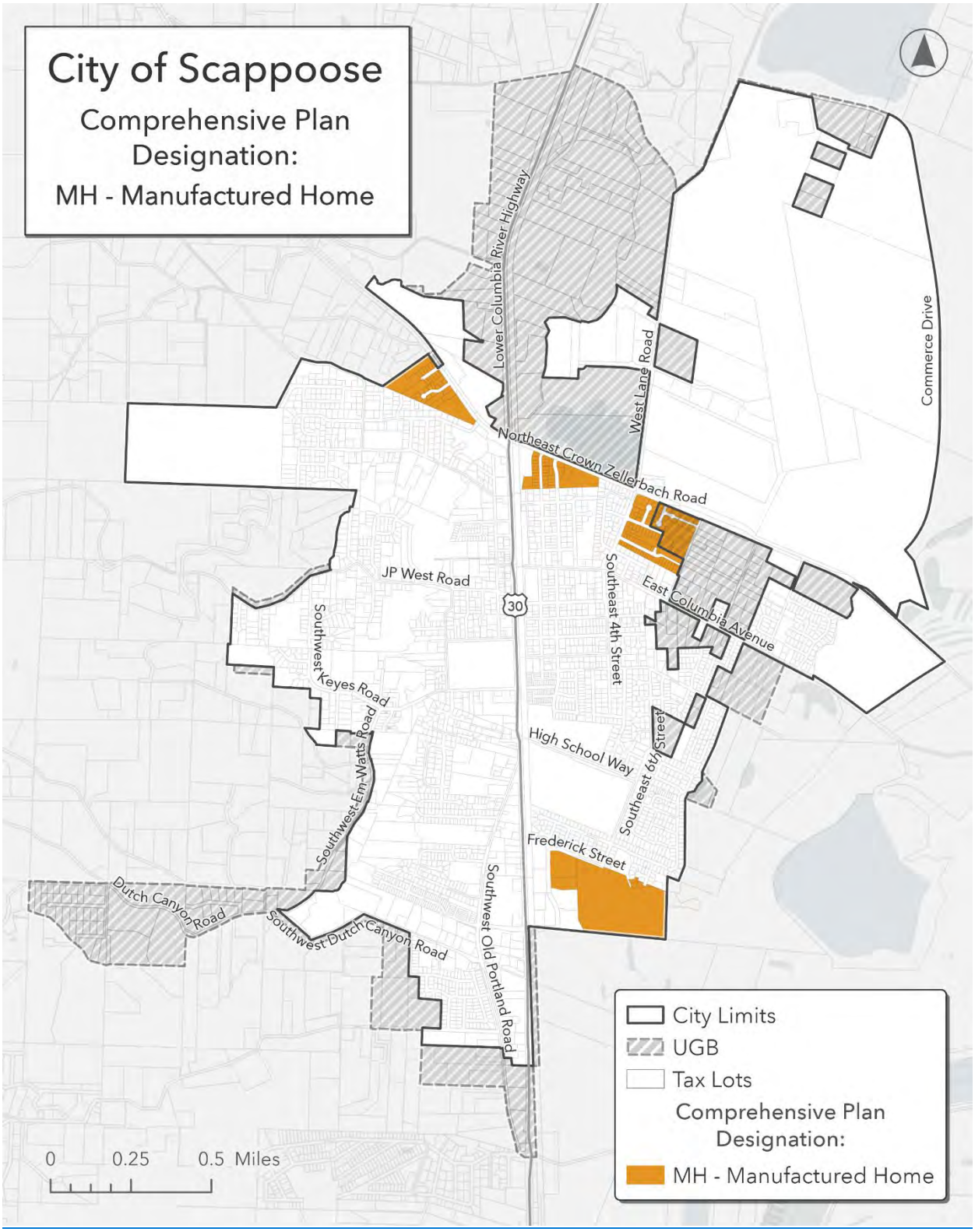
Manufactured Home ~~(Ord 635, 1995)~~ Residential Goals and Policies

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 86 vacant buildable acres designated MHR. The bulk majority of MHR land is ~~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 86 vacant acres figure)~~

Map of Scappoose's Manufactured Home ~~(Ord 635, 1995)~~ Residential Lands – Strike out current map and update with the below map


City of Scappoose
Comprehensive Plan Designation:
MH - Manufactured Home
Lower Columbia River Highway
West Lane Road
Commerce Drive
Northeast Crown Zellerbach Road
JP West Road
30
Southeast 4th Street
East Columbia Avenue
Southwest Keyes Road
Southwest Ehn Watts Road
High School Way
Southeast 4th Street
Frederick Street
Dutch Canyon Road
Southwest Dutch Canyon Road
Southwest Old Portland Road
0
0.25
0.5 Miles
City Limits
UGB
Tax Lots
Comprehensive Plan Designation:
MH - Manufactured Home

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

It is the goal of the City of Scappoose to:

1) Ensure there are opportunities for development of manufactured home parks ~~Provide conditions suitable for concentrations of people living in Manufactured Homes~~, multi-family dwellings, or subdivisions, and in areas which have a wide range of public services or where they can be made easily available. ~~(Ord 635, 1995)~~

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

1) 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 Oregon Department of Consumer and Business Services ~~State Department of Commerce. (Ord 635, 1995)~~

3~~4~~) They should include open space or recreational facilities for their residents as well as off-street parking and adequate access.

4) Encourage the siting of Manufactured Homes in planned environments. ~~(Ord 635, 1995)~~

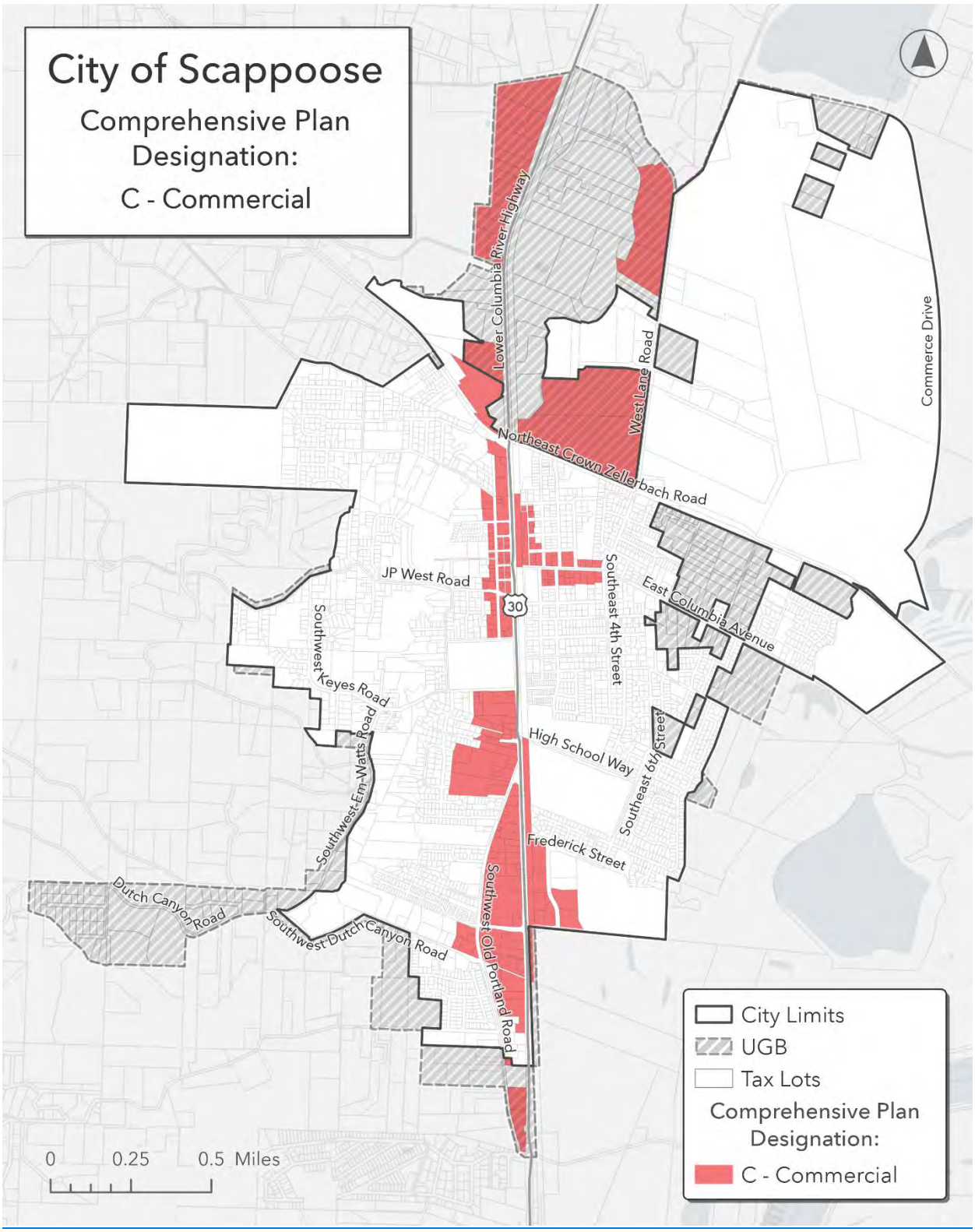
Commercial Goals and Policies

Preface

~~Currently some 40 acres are being actively utilized for commerce. It is estimated that the commercial lands will double in size as the City grows. Not only is the City population expected to triple, but an increased population will provide a demand sufficient for more specialized goods and services. Furthermore, increasing gas prices will probably cut down the frequency of Portland shopping. This Plan, then, designates some 85 acres for commerce, an amount that makes up 5% of the urban growth boundary.~~

~~The City realizes the potential for increased traffic hazards on Highway 30.~~ Scappoose's General Commercial zone is intended to provide for a central commercial area with opportunities for office, and major goods and services uses. ~~Working with the State Highway Division, it will examine the following items of new development proposals to see if the number of accesses should be limited, if joint parking should be required, or if the development requires specific safety measures.~~ Scappoose's Expanded Commercial zone provides a combination of light manufacturing, office, retail, sales, and other uses. Both Commercial zones are intended to have direct access to arterial or collector roads, avoiding routing traffic through residential areas.

Scappoose's Commercial Lands map – strike current map and replace with the below map



Goal for Commercial Land Use Designation

It is the goal of the City of Scappoose to:

1) Maintain commercial areas which provide maximum service to the public and which are safely integrated into the physical pattern of the City.

2) Establish conditions which will assure that arterial traffic flows are not disrupted and that access to and from these locations is designed for safety.

~~3) Prevent highway frontage from becoming a strip of mixed commercial, residential and other unrelated uses.~~

Policies for the Commercial Land Use Designation

1) Make sufficient land available for the anticipated expansion of commercial ~~and industrial~~ activities.

2) Encourage the preservation, improvement, expansion, and renewal of the City's existing business district and implement the Downtown Overlay in the Scappoose Land Use and Development Code, which encourages the preservation, improvement and renewal of Scappoose's business district. ~~adopted Downtown Scappoose Plan supporting the existing business district in its role as a center of economic and civic activity for the entire community. (Ord 682, 1999)~~

3) Encourage the filling-in of vacancies in present commercial areas~~strips~~, together with design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off-street parking.

4) ~~Locate business activities in clusters for the convenience of the public to be served rather than scattered or mixed with non-commercial land uses.~~ Concentrate commercial uses in the General Commercial and Expanded Commercial zones but allow small-scale commercial uses intermixed with residential development to create complete neighborhoods.

5) Allow a wide variety of business, office, and service uses, including ~~motels,~~ hotels~~,~~ and multi-family housing~~rooming houses; however, care must be taken to ensure that non-retail uses such as apartments do not prevent the establishment of compact, clustered business centers~~.

~~6) Encourage curbing along Highway 30 and limit the number of curb-cuts to minimize traffic hazards as a result of conflicts between through traffic and shopper traffic.~~

6~~7~~) Improve the general appearance, safety and convenience of commercial areas by encouraging greater attention to the design of buildings, parking and circulation.

~~8) Encourage the design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off-street parking.~~

~~9) Encourage the transition of W. 1st into a commercial area for offices and services.~~

7~~10~~) ~~Not expand the amount of commercially zoned land until sufficient in-filling has occurred in vacant areas.~~ Encourage infill of commercially zoned land and allow for expansion of commercial land to meet the needs identified in the Scappoose EOA.

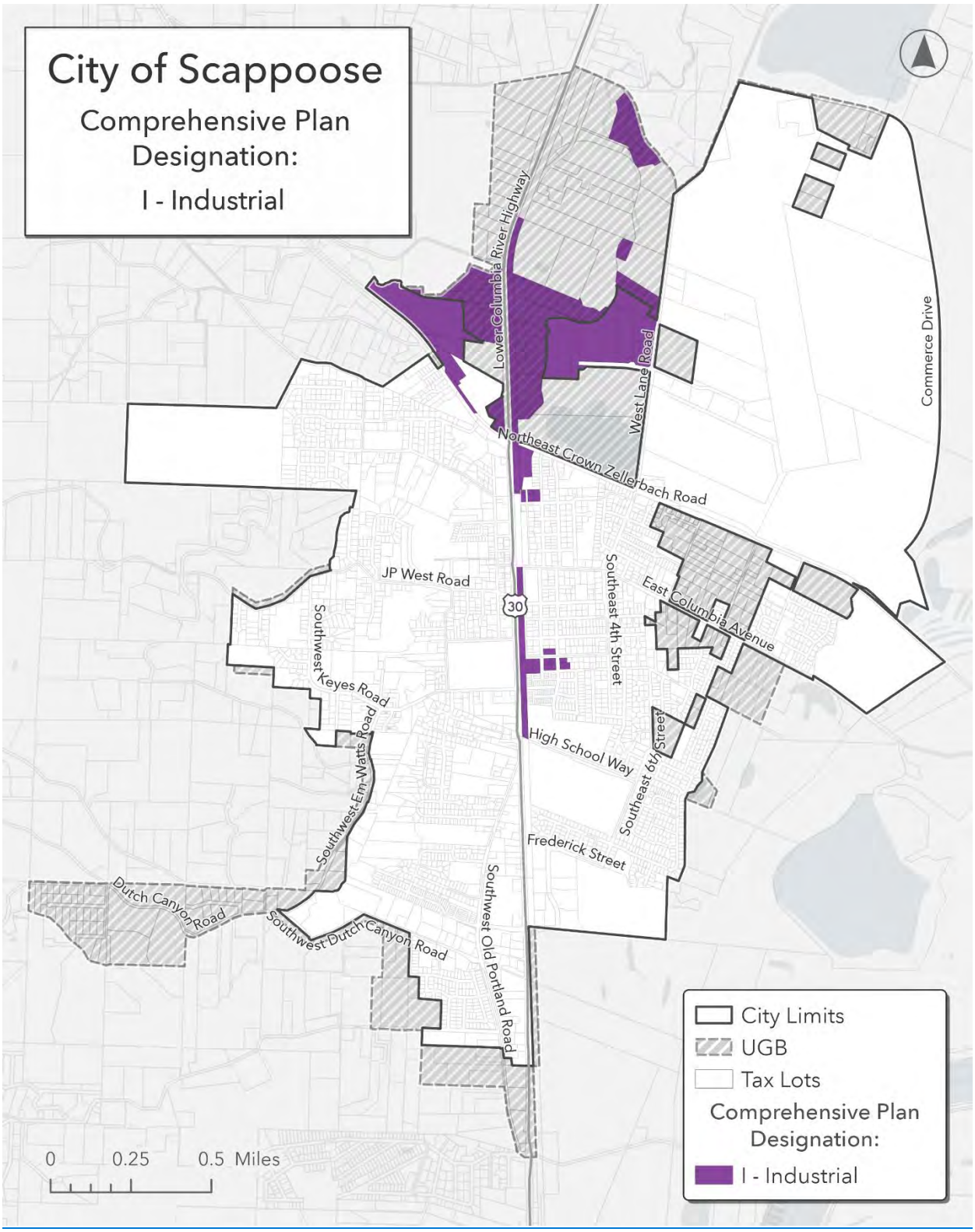
Industrial Land Goals and Policies

Preface

The industrial designation includes industrial uses such as light manufacturing, with few (if any) nuisance characteristics such as noise, glare and smoke. The types of uses allowed include manufacturing, processing, assembling, packaging or treatment of products of previously prepared materials. Industrial land should provide a variety of sites with good highway or rail access. ~~covers all types of industry, light as well as heavy. The zoning regulations of the Development Code will specify whether the land can be used for activities that have off-site impact, or whether it can be used just for light industrial activities with no off-site impact. Additionally, the zoning regulations of the Development Code will have a distinct zone for surface mining: the lands northeast of the Highway 30 and North Vernonia intersection will be so zoned. (Ord 635, 1995)~~

Some 275 acres are designated for industrial activity, 95 of which are vacant and buildable. The majority of Scappoose's vacant industrial land is within the Airport Employment Plan Designation, which permits Light Industrial airport compatible uses. ~~The Economics Preface describes these lands. The 180 acres that are now being used include West Coast Shoe, Scappoose Sand & Gravel, the Crown Zellerbach Pole Yard and other existing industrial properties.~~

Scappoose's Industrial Lands Map – strike out the current map and replace with the below map



Goal for the Industrial Land Use Designation

It is the goal of the City of Scappoose to:

1) Provide a place for industrial activities where their requirements can be met, and where their environmental effects will have a minimal impact upon the community.

2) Support growth of Oregon Manufacturing and Innovation Center (OMIC), including educational activities and industrial businesses that locate near OMIC.

Policies for the Industrial Land Use Designation

It is the policy of the City of Scappoose to:

1) Provide suitable areas for industrial expansion, utilizing for such purposes relatively large, flat areas that are separated by buffers from the City's residential districts.

2) Prevent industrial development from disrupting established ~~homogeneous~~ residential neighborhoods.

3) Allow housing for people participating in or working at institutions of higher education located in industrial areas, such as the Oregon Manufacturing and Innovation Center or Portland Community College.

4~~3~~) Locate industrial areas so they have a convenient relationship to the community's transportation system, without generating heavy traffic through residential districts; additionally, the clustering of industrial activities will allow carpooling by employees.

5~~4~~) Screen, setback or buffer the boundaries of industry, particularly unsightly areas which can be viewed from arterials or from residential areas.

6~~5~~) Apply this designation where industrial concerns have become established and where vacant industrial sites have been set aside for this purpose.

7~~6~~) Protect the stability and functional aspects of industrial areas by protecting them from incompatible uses.

8) Preserve and protect prime industrial lands on sites larger than 10 acres for traded sector uses, avoiding parcelization where possible.

9) Monitor industrial development to ensure Scappoose continues to have enough industrial land to accommodate expected growth.

Airport Employment Goals and Policies ~~(AE) Designation Findings, Goals, Policies and Implementation~~

Preface

The Airport Employment (AE) plan designation encourages airport related and compatible employment near the Scappoose Industrial Airpark. The AE plan designation is implemented by the Public Use Airport zone and three overlay zones that implement specific provisions of the Scappoose Comprehensive Plan ~~and 2011 Economic Opportunities Analysis (EOA)~~. ~~Prior to development within any overlay district, a conceptual master land use, street, taxiway and utility concept plan shall be approved by the City to~~

~~guide future development within the district. The concept plan shall indicate where and how large parcels will be retained for targeted employment uses over time.~~

The AE plan designation identifies locations for future employment types ~~targeted in the Scappoose EOA~~ that complement or capitalize on airport accessibility or operations. The AE designation protects sites for their intended employment activities while encouraging and supporting the Scappoose Industrial Airpark's continued operation and vitality.

Airport-related and -compatible employment uses are permitted outright by zoning within the AE designation – thus encouraging targeted employment types to locate near the airport where they can be served by planned taxiways where feasible. The AE designation specifically encourages educational facilities, such as Portland Community College, that offer airport-related coursework and training. The AE designation also encourages a mixture of commercial and industrial ~~mixed use~~ employment opportunities in a business park setting in specified locations.

~~Significant Findings Regarding the Airport Employment (AE) Land Use Designation~~

~~1) The Scappoose Industrial Airpark is located within the city limits of Scappoose, northeast of downtown. The AE designation is applied to lands within the urban growth boundary located on the east, south, and west sides of the existing airport runway. This chapter addresses only the Airport Employment designation that applies to land adjacent to the airport.~~

~~2) As noted in the Scappoose EOA, the Scappoose Industrial Airpark and suitable nearby employment sites provide substantial economic benefits to the City. The City and County support the continued operation and vitality of the airport and adjacent employment lands.~~

~~3) Access to the AE designation is provided by Crown Zellerbach Road to the south, West Lane Road to the west, a planned north-south connector to the east, and Moore and Honeyman Roads to the north. The north-south connector road separates land within the urban growth boundary from adjacent rural areas. This ring road provides a critical north-south alternative and is essential to the functionality of development within the AE designation for land east of the runway.~~

~~4) The Scappoose Industrial Airpark is owned, operated, and maintained by the Port of St. Helens, the airport sponsor. Although the Port owns some land within the AE, most of the property is privately owned.~~

~~5) Per the State Aviation System Plan, the Scappoose Industrial Airpark is a Category 2 airport and is the second busiest airport without an air traffic control tower in the State of Oregon. A Category 2 airport is defined as a business or high activity general aviation airport with over 30,000 operations per year and at least 500 turbine aircraft operations. In 2007, the Scappoose Industrial Airpark had over 80,000 operations.~~

~~6) The airport is one of three airports with a runway over 5,000 feet in length within a 30 nautical mile radius of the Portland International Airport. The airport currently has one runway, 5,100 feet by 100 feet, and one main parallel taxiway on each side of the runway. Future plans call for extension of the airport runway to the south to accommodate future operations more efficiently.~~

~~7) The airport is considered a major airport in the Portland metropolitan area and offers a distinct regional economic development advantage. The AE designation capitalizes on this comparative advantage and provides the opportunity for Scappoose to substantially increase job opportunities and improve the jobs-to-housing balance.~~

~~8) The primary fixed base operator (FBO) at the airport is Transwestern Aviation. Other airport businesses located in the AE designation include Sherpa Aircraft Manufacturing, Sport Copter, Inc., Oregon Aero, Composites Universal Group, Evergreen Aviation Services and Restorations, Overall Aviation Services and the Northwest Antique Airplane Club.~~

~~9) Utilities serving the airport area include Columbia River PUD (electricity), City of Scappoose (water, west side of the airport), and Century Tel (telephone). With the exception of new construction on the west side of the airport, which is served by public sewer, buildings have on-site septic systems.~~

~~10) The Scappoose Rural Fire Protection District provides rescue and fire fighting services for the airport.~~

Goals for the Airport Employment (AE) Land Use Designation

It is the goal of the City of Scappoose to:

1) Support and promote the continued safe operation of the Scappoose Industrial Airpark and the economic vitality of the AE designation by implementing the Airport Employment Overlay zones~~providing suitable sites for targeted employment opportunities identified in the Scappoose EOA~~.

2) ~~Provide~~ Maintain the Scappoose Industrial Airpark as the ~~a~~ location for airport-related and -compatible employment activities, consistent with the Scappoose Industrial Airpark Master Plan ~~in a master-planned setting with good highway, arterial road and airport access – in an area where their environmental effects will have a minimal impact upon the community~~.

3) Utilize the AE designation as an attractor for employment opportunities ~~identified in the Scappoose EOA~~ that are dependent upon, compatible with, or benefit from aircraft access, air transportation, and the existing cluster of aviation-related businesses located near the airport.

4) Take advantage of the transportation options provided by the Scappoose Industrial Airpark by allowing airport-related and compatible employment uses ~~called for in the Scappoose EOA,~~ including industrial, office and service commercial, ~~and~~along with supportive lodging and restaurant employment.

Policies for the Airport Employment (AE) Land Use Designation

It is the policy of the City of Scappoose to:

1) Locate light industrial, office and service commercial, and airport-related employment areas that have a convenient relationship to the community's vehicular and aircraft transportation systems.

2) Screen or set back the boundaries of airport related development areas from abutting existing residential uses.

~~3) Apply the AE designation to areas east, south, and west of the airport runway.~~

~~4)~~3) Protect the stability and functional aspects of airport-related uses by prohibiting incompatible uses that create safety hazards or otherwise interfere with customary and usual aviation-related activities as defined by the Development Code.

~~5)~~4) Encourage airport-related and manufacturing related educational opportunities.

~~6)~~5) Work with the Port of Columbia County~~St. Helens~~ and private property owners to maintain the continuing viability of the Scappoose Industrial Airpark and the AE.

~~7)~~6) Encourage mixed office and service commercial uses, and supporting lodging and restaurant opportunities in a master planned setting in designated Business Park areas.

~~8)~~7) Protect large industrial sites, such as sites larger than 10 acres in size, for their intended use ~~as called for in the Scappoose EOA~~.

~~9)~~8) Provide taxiway access to employment sites wherever feasible – especially in designated Industrial Airpark areas.

~~Implementation of the Airport Employment (AE) Plan Designation~~

~~1) The AE plan designation within the UGB is implemented by the Public Use Airport (PUA) zone, in conjunction with three overlay zones codified in the Development Code. The PUA zone restricts employment uses to ensure operational compatibility with the airport. The PUA zone allows airport related and industrial uses outright and supporting commercial uses through the conditional use process.~~

2) Uses and activities allowed within the AE designation must comply with the Public Use Airport Safety and Compatibility Overlay (Chapter 17.88 of the Scappoose Development Code).

3) Outside City Limits, County rural residential and farm zones will apply on an interim basis to retain land in large parcels until the land is (a) annexed and (b) rezoned in accordance with these polices.

4) More specific zones are needed to implement the policy direction resulting from the Scappoose EOA. Rezoning to more intensive employment uses must be preceded by a transportation impact analysis, coordinated and approved by the Oregon Department of Transportation (ODOT), to demonstrate compliance with the Transportation Planning Rule.

5) The East Airport Employment (EAE) overlay zone will be applied to large parcels east of the airport runway to ensure airport operational compatibility and to retain large industrial and institutional sites identified in the Scappoose EOA. Master planning requirements ensure that that land is developed efficiently and that the provision of transportation and utility facilities occurs consistent with adopted plans.

6) The Airport Business Park (ABP) overlay zone will be applied to selected parcels west of the runway and served by West Lane Road. The Business Park overlay zone allows a mix of targeted light industrial, commercial service and office, and supporting lodging and restaurant uses targeted in the Scappoose EOA. Master planning requirements ensure that that land is developed efficiently and that the provision of transportation and utility facilities occurs consistent with adopted plans.

7) The Airport Industrial Park (AIP) overlay zone allows industrial uses targeted in the Scappoose EOA. However, taxiway access to individual parcels is required for development in this zone to occur.

The Airport Employment Potential Future Zoning Map in the Development Code shows the general location of each of these specific zones or overlay zones. However, minor changes in the proposed conceptual boundaries of these overlay zones may occur at the time of rezoning, provided that the minimum number of suitable acres identified in the EOA is retained for each general employment category.

Public and Semi-Public Goals and Policies

Preface

This designation is intended to aid in the acquisition of land for public activities. Public land includes land owned by the City, including park land, Scappoose School District, Columbia County, State of Oregon, and the federal government. Semi-public land is land owned by tax exempt organizations, such as churches. ~~If a parcel of land possesses this designation and is slated for development by private interests, the City can delay construction permits for 30 days to provide the concerned organization an opportunity to acquire the parcel.~~

~~Because public activities such as a school or park impact a neighborhood more than a residential development, they will continue to remain as conditional uses in the Zoning Ordinance; this will allow a proposed public development to have a hearing and provide neighbors the opportunity to comment on whether the proposal's design is compatible with the surrounding area. However, if a public body decides that part of its PL designated land is not needed for public purposes and would be suitable for other development, such development may occur as long as the proposal meets the standards of the applicable zone. A Comprehensive Plan change will be required in advance of such development. (Ord 576, 1991)~~

Goals for the Public and Semi-Public Land Use Category

1) To integrate public facilities with land use, transportation, recreation and other community objectives and plans in order to realize their optimum value for the citizenry.

2) To identify ~~and reserve~~ prime sites for public and semi-public activities.

Policies for the Public and Semi-Public Land Use Category

1) Cooperate with public organizations to acquire and rezone land to the appropriate Public Lands zone~~develop properties designated for public use~~ as soon as funding is available.

2) Cooperate with semi-public organizations to assist in their acquisitions and development of property designated for semi-public use.

3) Work with public and semi-public agencies to ~~A~~amend the Comprehensive Plan Map ~~as~~when ~~public and semi-public agencies designate~~they purchase~~which~~ sites ~~they propose to utilize~~ for future development.

~~4) Delay, for not more than 30 days, construction permits for private development on such designated land to allow the concerned organization time to negotiate purchase of the site in question; however, if acquisition is not possible, private development shall be allowed.~~

~~4~~5) Require all development, whether private or public, to conform to zoning regulations of the Development Code. ~~(Ord 635, 1995)~~

5~~6~~) All development within the public lands designation shall be limited to public facilities, transportation, recreation, utilities and other government facilities. ~~(Ord 576, 1991)~~

Hazard Area Goals and Policies

Policies for Hazard Areas

1) Regularly update the Multi-Jurisdictional Hazard Mitigation Plan in coordination with local partners and agencies, including Columbia County.

2~~1~~) Prohibit development on lands within the 100-Year Floodplain, on slopes exceeding 20 percent, on lands with recognized drainage problems, and on lands with soils classified by the SCS as having severe building constraints, unless a showing that design and construction techniques can eliminate potential loss of life and property, specifically:

A) All development plans within the 100-Year Floodplain shall conform to the standards set by FEMA~~HUD~~, and shall be required to apply for and be issued a Sensitive Lands Floodplain Development Permit to ensure compliance with the development code~~the proposal for development shall be approved by the City Engineer~~.

B) All development plans with suspect soils or on slopes greater than 20 percent shall be required to have a geotechnical report completed and shall be required to apply for and be issued a Sensitive Lands Steep Slope Permit to ensure compliance with the development code~~reviewed and approved by the Superintendent of Public Works~~.

C) All development plans on lands with recognized drainage problems shall be reviewed and approved by the City Engineer and ~~Superintendent of~~ Public Works Director.

~~D) All development plans on lands with suspect soils shall be submitted with a report from a soils geologist attesting to the safety of the plans, and then shall be reviewed and approved by the City Engineer.~~

For development on such lands, the City may impose whatever conditions it deems necessary to protect life and property.

3~~2~~) Regularly update natural hazard data and mapping in conjunction with federal, state and local efforts~~Revise the Comprehensive Plan and Plan Map to reflect flood danger areas when the HUD study on local floodplains is completed or updated~~.

4~~3~~) Partner with the Department of Fish and Wildlife, Department of State Lands, the Army Corps of Engineers, Scappoose Bay Watershed Council and Scappoose Drainage Improvement Company to reduce flooding and accelerated erosion along North and South Scappoose Creek through the development codes, addressing stream down cutting, increasing functional floodplain area, promoting natural bank vegetation, and providing overflow swales and channel reconnection~~Attempt to reduce the flooding along Scappoose Creek; possible means include: cleaning and dredging, creating banks, widening the bed, and straightening the path. Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife~~.

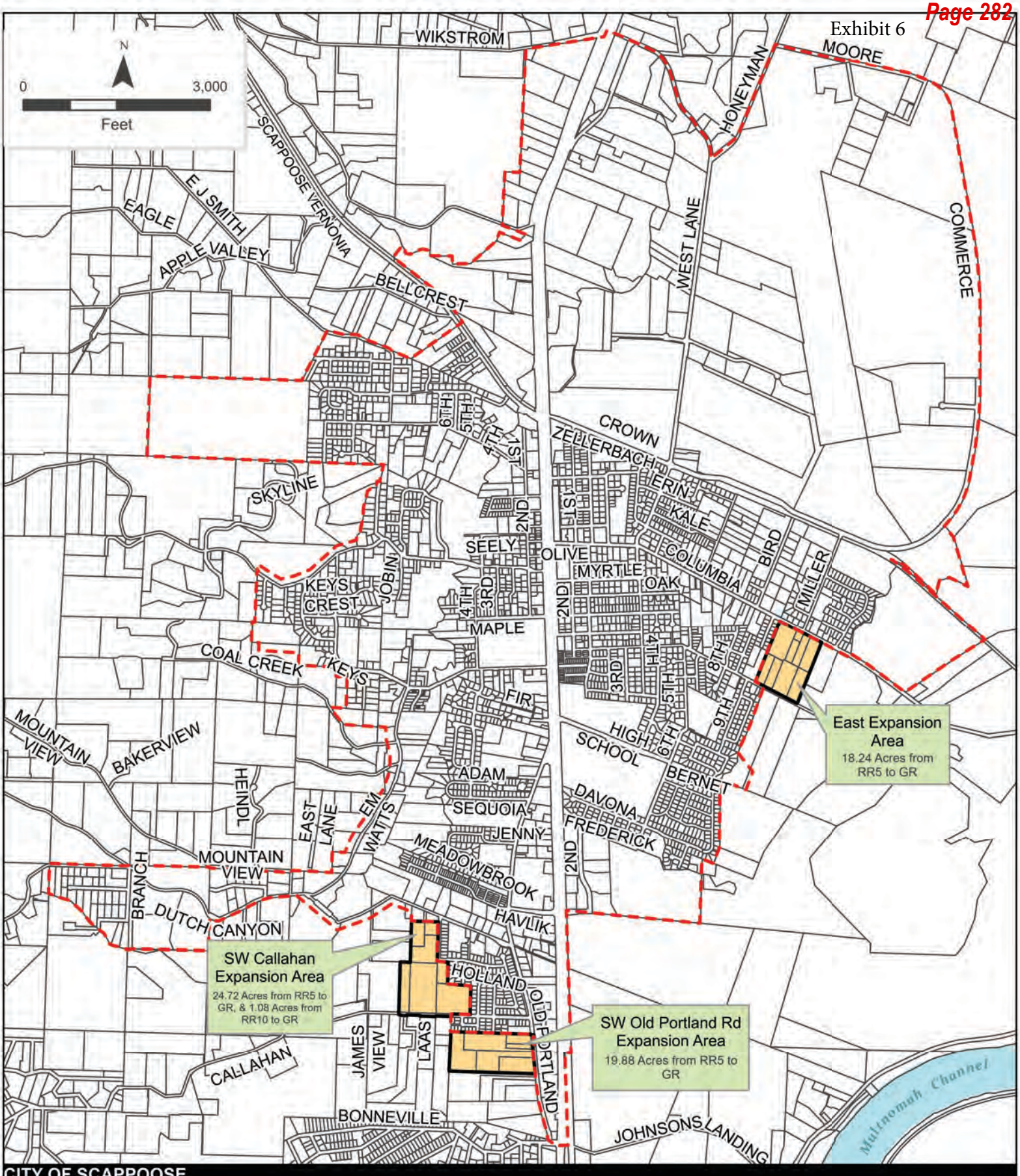
I. COORDINATED POPULATION FORECAST 202017-207067: COLUMBIA COUNTY URBAN GROWTH BOUNDARIES & AREAS OUTSIDE OF UGB'S, ORD 868, 2018

J. CITY OF SCAPPOOSE ECONOMIC OPPORTUNITIES ANALYSIS, 2023 - 2043, ORD 816, 2011

L. 2017 CITY OF SCAPPOOSE HOUSING CAPACITY NEEDS ANALYSIS, 2023 - 2043 ORD 868, 2018

L.M. Analysis of Public and Semi-Public Land Needs and 50-Year Land Needs

Exhibit 6



CITY OF SCAPPOOSE

Urban Growth Boundary Amendment & Comprehensive Plan Amendment

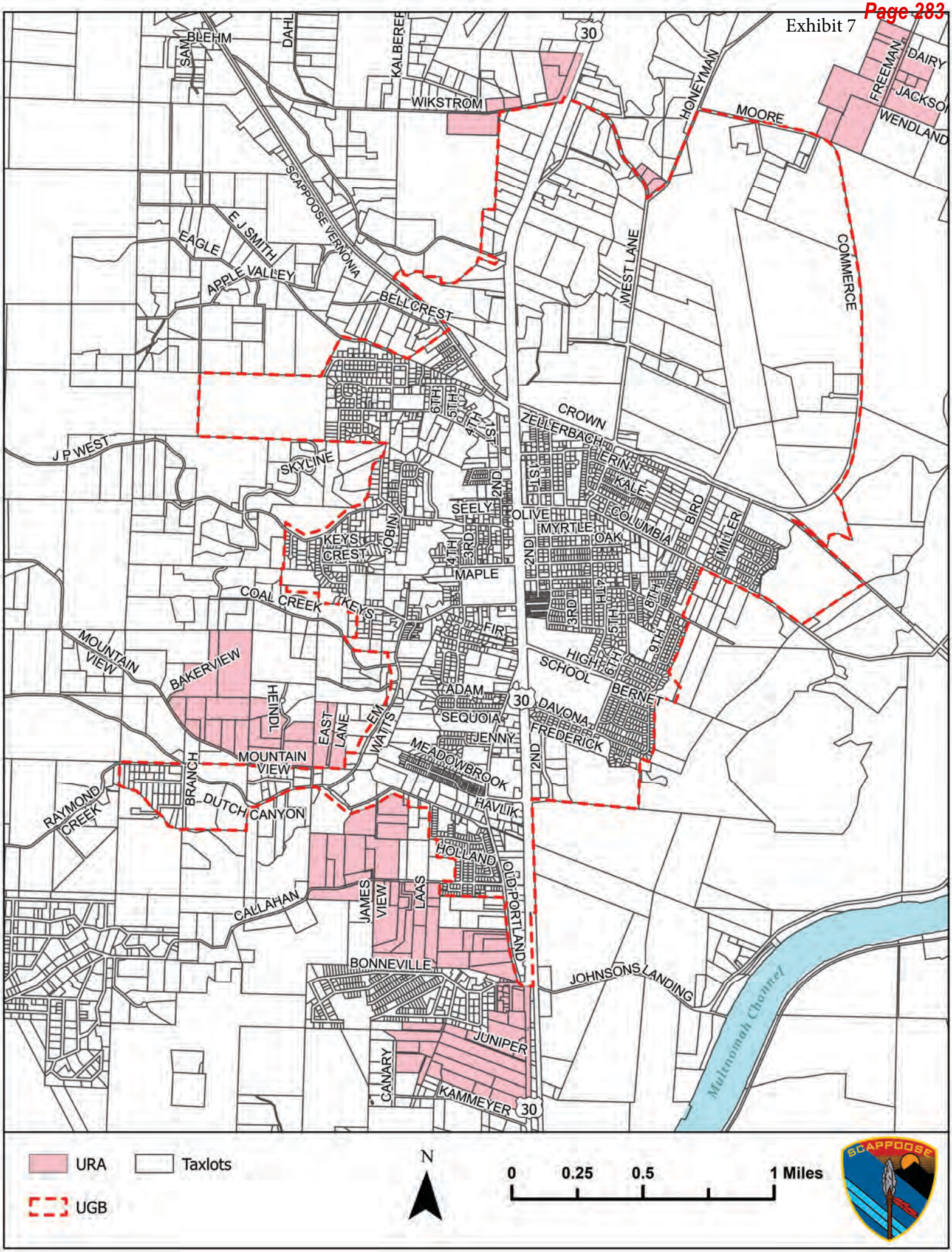
Existing Urban Growth Boundary (UGB)

Taxlots

UGB Expansion

Comprehensive Plan Designation

General Residential (GR)


SAM BLEHM
DAHL
KALBERER
WIKSTROM
30
HONEYMAN
MOORE
FREEMAN
DAIRY
JACKSON
WENDLAND
SCAPPOOSE VERNONIA
E J SMITH
EAGLE
APPLE VALLEY
BELL CREST
WEST LANE
COMMERCE
6TH
5TH
4TH
1ST
CROWN
ZELLERBACH
ERIN
KALE
COLUMBIA
BIRD
MILLER
J P WEST
SKYLINE
2ND
1ST
SEELY
OLIVE
MYRTLE
OAK
KEYS
CREST
JOBIN
3RD
4TH
MAPLE
COAL CREEK
KEYS
FIR
7TH
8TH
9TH
5TH
6TH
HIGH SCHOOL
BERNET
MOUNTAIN VIEW
BAKERVIEW
HEINDL
EAST LANE
EM WAITS
ADAM
SEQUOIA
DAVONA
FREDERICK
JENNY
MEADOWBROOK
MOUNTAIN VIEW
BRANCH
DUTCH CANYON
RAYMOND CREEK
HAVLIK
HOLLAND
OLD PORTLAND
CALLAHAN
JAMES
VIEW
LAAS
BONNEVILLE
JOHNSONS LANDING
Multnomah Channel
JUNIPER
CANARY
KAMMEYER
URA
Taxlots
UGB
N
0
0.25
0.5
1 Miles
SCAPPOOSE

Properties Proposed for UGB

TRS	Taxlot	Acres_1	StreetAddress	City	Zip_1
3.00N1.00W 7CC--0000	00300	3.92 ac	34198 RUDDS CT 9B	Scappoose	97056
3.00N1.00W 7CC--0000	00200	0.44 ac	52237 MILLER LN	Scappoose	97056
3.00N1.00W 7CD--0000	00400	1.49 ac	52218 MILLER LN	Scappoose	97056
3.00N1.00W 7CD--0000	00300	2.42 ac	34340 E COLUMBIA AVE	Scappoose	97056
3.00N1.00W 7CC--0000	00400	1.04 ac	52223 MILLER LN	Scappoose	97056
3.00N1.00W 7CC--0000	00700	1.66 ac	34143 SE ELM ST	Scappoose	97056
3.00N1.00W 7CC--0000	00600	1.66 ac	34181 SE ELM ST	Scappoose	97056
3.00N1.00W 7CC--0000	00500	3.18 ac	34249 SE ELM ST	Scappoose	97056
3.00N1.00W 7CD--0000	00500	2.43 ac	34251 SE ELM ST	Scappoose	97056
3.00N2.00W13C0--0000	02600	1.63 ac	51386 SW HAVEN LN	Scappoose	97056
3.00N2.00W13C0--0000	02700	2.00 ac	51283 SW HAVEN LN	Scappoose	97056
3.00N2.00W13C0--0000	02800	3.46 ac	51283 SW HAVEN LN	Scappoose	97056
3.00N2.00W13C0--0000	03801	1.40 ac	33206 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	03000	3.00 ac	33099 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	03100	8.02 ac	33141 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	03200	5.99 ac	33209 SW CALLAHAN RD	Scappoose	97056
3.00N2.00W13CD--0000	04600	0.21 ac		Scappoose	97056
3.00N2.00W24B0--0000	00500	4.88 ac		Scappoose	97056
3.00N2.00W24B0--0000	00300	4.21 ac		Scappoose	97056
3.00N2.00W13CD--0000	04800	0.08 ac		Scappoose	97056
3.00N2.00W24B0--0000	00400	4.80 ac	50995 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	00100	0.72 ac	51005 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	00200	3.26 ac	50925 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W13CD--0000	09100	1.38 ac	51005 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W13CD--0000	04601	0.06 ac		Scappoose	97056

Exhibit 9

Properties Proposed for Urban Reserves

TRS	Taxlot	Acres_1	StreetAddress	City	Zip_1
4.00N1.00W31D0--0000	00500	3.97	54309 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	00600	1.88	54301 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01100	5.33	54235 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	00700	0.15	54319 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01000	6.00	54260 FREEMAN RD	Scappoose	97056
4.00N2.00W36D0--0000	00400	5.00	54185 COLUMBIA RIVER HWY	Scappoose	97056
4.00N1.00W31D0--0000	01101	0.67	54235 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01200	6.00	54205 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01800	16.51	54131 FREEMAN RD	Scappoose	97056
4.00N2.00W36D0--0000	00402	5.20	33587 WIKSTROM RD	Scappoose	97056
4.00N1.00W31D0--0000	01300	1.00	54206 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01400	1.05	54176 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01500	2.95	54162 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01600	1.00	54162 FREEMAN RD	Scappoose	97056
4.00N1.00W31D0--0000	01700	10.07	34862 WENDLANDT WAY B	Scappoose	97056
3.00N1.00W 600--0000	00101	15.25		Scappoose	97056
4.00N2.00W36C0--0000	01100	1.74	33427 WIKSTROM RD	Scappoose	97056
4.00N2.00W36C0--0000	01000	2.00	33397 WIKSTROM RD	Scappoose	97056
3.00N1.00W 6B0--0000	00101	4.66		Scappoose	97056
3.00N2.00W 100--0000	00200	97.23	33259 GILMORE RD	Scappoose	97056
3.00N2.00W 100--0000	00100	9.80	33252 WIKSTROM RD	Scappoose	97056
3.00N2.00W 1A0--0000	00209	1.58	53756 WEST LANE RD	Scappoose	97056
3.00N2.00W1400--0000	00900	20.67	32385 BAKERVIEW DR	Scappoose	97056
3.00N2.00W14A0--0000	01800	5.02	51723 HEINDL WAY	Scappoose	97056
3.00N2.00W1400--0000	01604	5.07	51616 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01602	9.14	51614 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14AD--0000	00800	0.57	51671 EAST LANE DR	Scappoose	97056
3.00N2.00W14A0--0000	02000	5.01	51617 HEINDL WAY	Scappoose	97056
3.00N2.00W1400--0000	01603	5.00	51572 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01600	8.31	51556 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01605	5.01	51550 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14A0--0000	02100	5.01		Scappoose	97056
3.00N2.00W14AD--0000	00702	5.00	32859 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14AD--0000	00801	3.28	32751 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W13C0--0000	02201	5.90	33094 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	02300	0.54	33094 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W1400--0000	02900	8.15	33002 DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	02202	4.54	33012 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	02900	10.18	33009 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	06000	1.01	33008 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	01200	11.11		Scappoose	97056
3.00N2.00W13C0--0000	06100	1.92	33094 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	06200	0.91	33126 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	01000	5.64	33102 CALLAHAN RD	Scappoose	97056

3.00N2.00W24B0--0000	00900	5.02	33140 CALLAHAN RD	Scappoose	97056
3.00N2.00W13C0--0000	06300	1.74	51028 LAAS DR	Scappoose	97056
3.00N2.00W24B0--0000	00800	5.04	33200 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	01100	1.06	33100 CALLAHAN RD	Scappoose	97056
3.00N2.00W24B0--0000	00700	0.98	51000 LAAS DR	Scappoose	97056
3.00N2.00W24B0--0000	00600	6.20	50988 LAAS DR	Scappoose	97056
3.00N2.00W24B0--0000	01400	5.00	33151 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24B0--0000	02000	2.88	50823 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	02100	4.97		Scappoose	97056
3.00N2.00W24B0--0000	01600	5.02	50815 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	01300	4.91	33125 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24B0--0000	01500	0.90	33195 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	00700	0.17	33493 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	00800	0.14	33493 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	00900	0.11	33493 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	01000	0.12		Scappoose	97056
3.00N2.00W24AC--0000	01400	0.04		Scappoose	97056
3.00N2.00W24AC--0000	01100	0.33		Scappoose	97056
3.00N2.00W24AC--0000	02400	0.26	50674 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	01500	0.38	33504 BONNEVILLE DR	Scappoose	97056
3.00N2.00W24AC--0000	02300	0.42	50660 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	01600	0.23	50655 BIRCH AVE	Scappoose	97056
3.00N2.00W24AC--0000	01700	0.49	50643 BIRCH AVE	Scappoose	97056
3.00N2.00W24AC--0000	02200	0.61	50600 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	01300	2.43	50602 BIRCH AVE	Scappoose	97056
3.00N2.00W24AC--0000	01800	0.19		Scappoose	97056
3.00N2.00W24AC--0000	01900	0.25		Scappoose	97056
3.00N2.00W24AC--0000	02100	2.00	50576 CHESTNUT AVE	Scappoose	97056
3.00N2.00W24AC--0000	02000	2.65	33537 WIRTA WAY	Scappoose	97056
3.00N2.00W24C0--0000	04700	5.43	33462 CHERRY WAY 13	Scappoose	97056
3.00N2.00W2400--0000	02400	2.99	33278 HILLCREST DR	Scappoose	97056
3.00N2.00W2400--0000	02601	5.32	51550 JOCKEY HILL DR	Scappoose	97056
3.00N2.00W24C0--0000	00801	2.01	51600 JOCKEY HILL DR	Scappoose	97056
3.00N2.00W2400--0000	02500	0.37		Scappoose	97056
3.00N2.00W24C0--0000	00800	5.26	50447 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	01100	10.01	50345 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	04800	0.33	33571 JUNIPER WAY	Scappoose	97056
3.00N2.00W24C0--0000	01000	0.60		Scappoose	97056
3.00N2.00W2400--0000	02708	2.41	50440 CANARY LN	Scappoose	97056
3.00N2.00W2400--0000	02712	2.42	50412 CANARY LN	Scappoose	97056
3.00N2.00W24C0--0000	01200	10.54	50295 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	00702	0.59	50445 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	00700	0.90	50423 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	01301	6.79		Scappoose	97056
3.00N2.00W2400--0000	02702	4.73	50382 CANARY LN	Scappoose	97056

3.00N2.00W2400--0000	02709	0.17		Scappoose	97056
3.00N2.00W2400--0000	02800	1.72	33171 KAMMEYER RD	Scappoose	97056
3.00N2.00W24C0--0000	01401	2.00	33259 KAMMEYER RD	Scappoose	97056
3.00N2.00W24C0--0000	01400	3.83		Scappoose	97056
3.00N2.00W24C0--0000	01300	3.87	50291 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W24C0--0000	01601	2.00	33408 MEDLIK DR	Scappoose	97056
3.00N2.00W24C0--0000	01600	3.42	33540 MEDLIK DR	Scappoose	97056
3.00N2.00W24C0--0000	01700	0.77	33588 MEDLIK DR	Scappoose	97056
3.00N2.00W 1A0--0000	00202	1.54	53758 WEST LANE RD	Scappoose	97056
3.00N2.00W 1A0--0000	00208	0.76	53760 WEST LANE RD	Scappoose	97056
3.00N2.00W14AD--0000	00802	2.12	51669 EAST LANE DR	Scappoose	97056
3.00N2.00W14AD--0000	00803	5.86	51671 EAST LANE DR	Scappoose	97056
3.00N2.00W1400--0000	01000	14.22	32275 BAKERVIEW DR	Scappoose	97056
3.00N2.00W1400--0000	01601	5.83	51632 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	01490	3.05	51680 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W1400--0000	02500	2.25	32949 CALLAHAN RD	Scappoose	97056
3.00N2.00W1400--0000	02504	7.63	51199 JAMES VIEW DR	Scappoose	97056
3.00N2.00W1400--0000	02502	1.99	51116 JAMES VIEW DR B	Scappoose	97056
3.00N2.00W1400--0000	02503	6.75		Scappoose	97056
3.00N2.00W1400--0000	02507	2.16	32841 CALLAHAN RD	Scappoose	97056
3.00N2.00W1400--0000	02501	8.77	32761 CALLAHAN RD	Scappoose	97056
3.00N2.00W1400--0000	02505	8.04		Scappoose	97056
3.00N2.00W14A0--0000	02200	6.66	51468 MOUNTAIN VIEW RD	Scappoose	97056
3.00N2.00W14A0--0000	02300	5.11		Scappoose	97056
3.00N2.00W24B0--0000	01700	6.62	50905 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	01800	2.75	50895 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W24B0--0000	01900	2.71	50893 SW OLD PORTLAND RD B	Scappoose	97056

Scappoose UGB Expansion and Urban Reserves Findings

for 2023 to 2043 and 2043 to 2073

May 2026

Prepared for: City of Scappoose

Draft Report

ECONorthwest
ECONOMICS · FINANCE · PLANNING

KOIN Center
222 SW Columbia Street
Suite 1600
Portland, OR 97201
503-222-6060

This page intentionally blank

Acknowledgements

ECONorthwest prepared this report for the City of Scappoose. ECONorthwest and the City thank the many people who helped to develop the Scappoose UGB Expansion Findings.

Stakeholder Advisory Committee
Pat Kessi
Christine Turner
Tyler Miller
Scott Jensen
Kim Holmes
Jeannet Santiago
Patricia Turpen
Paul Vogel
Michelle Graham
Jeff Weiss
Jeff Pricher
Miguel Bautista
Jennifer Anderson
Brian Rosenthal

City of Scappoose Project Staff
Laurie Oliver Joseph, Community Development Director
Isaac Butman, Assistant to the City Manager
N.J. Johnson, City Planner/Assistant to the City Manager

ECONorthwest Consulting Staff
Beth Goodman, Project Director
Nicole Underwood, Project Manager
Barrett Lewis, GIS Analyst

City of Scappoose Contact:
Laurie Oliver Joseph, Community Development Director
City of Scappoose
33568 E Columbia Ave.,
Scappoose OR 97056
503-543-7184
loliver@scappoose.gov

ECONorthwest Contact:
Beth Goodman, Project Director
ECONorthwest
222 SW Columbia, Suite 1600
Portland, OR 97201
541-505-7208
goodman@econw.com

Table of Contents

1. INTRODUCTION 4

2. LAND NEED 1

3. ALTERNATIVES ANALYSIS FOR THE ESTABLISHMENT OF THE UGB EXPANSION AND URBAN RESERVES STUDY AREA 35

4. GOAL 14 LOCATIONAL FACTORS 71

5. SCAPPOOSE AND COLUMBIA COUNTY REQUIREMENTS 138

6. STATEWIDE GOAL CONSISTENCE ANALYSIS 153

7. APPENDICES 160

This page intentionally blank

Summary: Comprehensive Plan Text and Map (UGB and Urban Reserves) Amendments

This narrative supports the following amendments to the Scappoose Comprehensive Plan and Land Use Development Code:

Housing

1. Amend comprehensive plan text and policies to bring them into consistency with current statewide planning goals and OAR.
2. Adopt the *City of Scappoose Housing Capacity Analysis 2023-2043*, as the factual basis for "Goal #10 Housing" in the Scappoose Comprehensive Plan.
3. Adopt amendments to the Scappoose Comprehensive Plan map to reflect the current land use of certain parcels and to address land use efficiency measures
4. Adopt amendments to the Scappoose Land Use Development Code to address land use efficiency measures and to address consistency with recent legislative changes related to housing.

Economic Development

1. Amend comprehensive plan text and policies to bring them into consistency with current statewide planning goals and OAR.
2. Adopt the *City of Scappoose Economic Opportunity Analysis 2023-2043*, as the factual basis for "Goal #9 Economic Development" as Appendix J in the Scappoose Comprehensive Plan.
3. Adopt amendments to the Scappoose Comprehensive Plan map to address a deficiency in Commercial land need.
4. Adopt amendments to the Scappoose Land Use Development Code consistent with Council goal to include micro-breweries/wineries/micro-distilleries as an allowed use in the C and EC zones, statute requiring allowance of childcare centers in LI zone and to reflect updated EOA language.

Urban Growth Boundary Expansion

1. Expand the Scappoose Urban Growth Boundary (UGB) to meet land needs identified in the Housing Capacity Analysis and Analysis of Public and Semi-Public Land Need for the following uses (see UGB Expansion Areas in **Exhibit 60**):
    a. Residential
    b. Semi-Public and Public uses

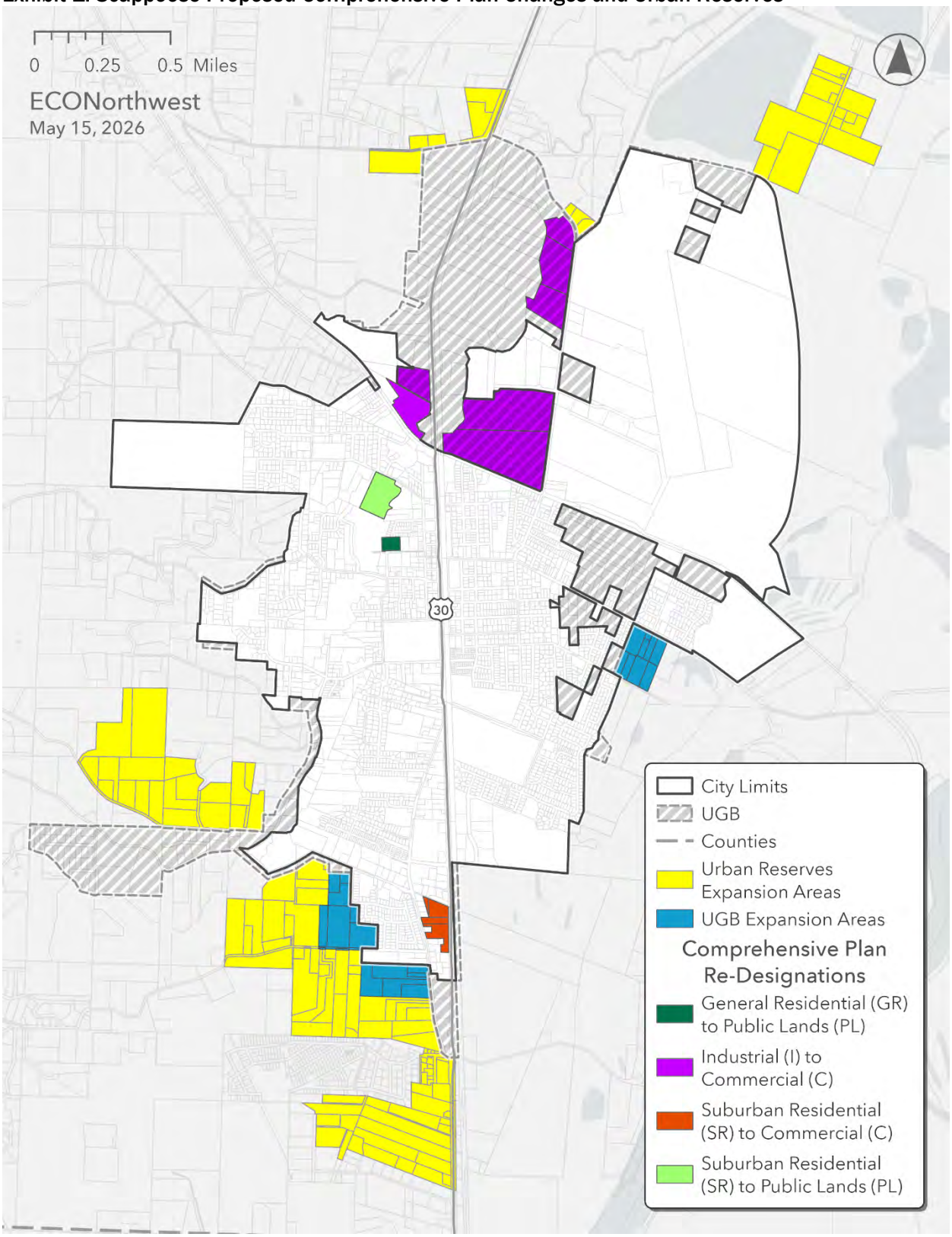
Urban Reserves

1. Establish Urban Reserves to meet land needs identified in the Housing Capacity Analysis, Economic Opportunity Analysis, and Analysis of Public and Semi-Public Land Need for the following uses (see Urban Reserve Expansion Areas in Exhibit 65):
    a. Residential
    b. Commercial
    c. Semi-Public and Public uses

Comprehensive Plan Changes

1. Update the Comprehensive Plan to reflect the changes described above (and shown in Exhibit 1), including
    d. Expand the UGB and designate those lands as General Residential
    e. Establish Urban Reserves
    f. Redesignate selected properties:
        i. From Industrial to Commercial
        ii. From Suburban Residential to Commercial
        iii. From Suburban Residential and General Residential to Public Lands

Exhibit 1. Scappoose Proposed Comprehensive Plan Changes and Urban Reserves



1. Introduction

Background

The City of Scappoose is proposing an amendment to its Urban Growth Boundary (UGB) and the designation of Urban Reserves to accommodate identified residential, employment, and public land needs. The proposed UGB expansion provides a 20-year supply of buildable land for the 2023–2043 planning period. The proposed Urban Reserves identify lands suitable for potential inclusion in the UGB during the subsequent 2043–2073 period to accommodate longer-term residential, employment, and public land needs.

This report describes the proposed UGB expansion and Urban Reserve designations and includes the findings supporting those actions. It documents the study area, comparative evaluation of subareas, boundary refinements, and the analysis demonstrating that the proposed areas represent the most suitable lands available to meet the City's identified needs over the 2023–2043 and 2043–2073 planning horizons.

Applicable Statewide Planning Policy

Scappoose is proposing to expand its UGB by a total of 64 acres for the 2023-2043 period, as well as to establish 480 acres of urban reserves for 30 years of growth for the 2043-2073 period. The sections below provide information about the requirements of both UGB expansion and establishing urban reserves. As these two analyses are substantially similar to each other, where possible, we combined the analysis.

ORS 197A.245 and ORS 197A.285 requirements, OAR 660-024-0065, OAR 660-024-0067, and OAR 660-021-0030

ORS 197A.285 and OAR 660-024-0065 establish a process for identifying a study area to evaluate land for inclusion in the UGB, which includes all land adjacent to and within the one-half mile buffer of the Scappoose UGB. In addition, the study area included all exceptions areas within one mile of the Scappoose UGB. The final study area must include an amount of land that is at least twice the amount of land needed to accommodate the UGB expansion. The final study area may exclude land from the evaluation of land for inclusion based on areas where it is impracticable to provide necessary public facilities or services to the land or areas with significant development hazards.

ORS 197A.245 and OAR 660-021 gives cities the ability to designate urban reserves. Scappoose intends to adopt urban reserves consistent with the requirements of OAR 660-021-0030. Establishing urban reserves uses the same priorities for inclusion of land within the urban reserve as the priority scheme in ORS 197A.285 and OAR 660-024-0067. And it requires the same analysis of Goal 14 locational factors as a UGB expansion.

ORS 197A.285(2)(c) establishes the following priority of land for inclusion within a UGB:

- First Priority is urban reserve land.
- Second Priority is exception land and nonresource land.
- Third Priority is marginal land: land within the study area that is designated as marginal land
- Fourth Priority is forest or farmland that is not predominantly high-value farm land
- Fifth Priority is agricultural land that is predominantly high-value farmland, except land that is predominantly made up of prime or unique farm soils.
- Sixth Priority is land within the study area that is predominantly made up of prime or unique farm soils.

OAR 660-021-0030(4) establishes the following priority of land for designation of Urban Reserves:

- First Priority is exception land and nonresource land that is adjacent to or nearby a UGB.
- Second Priority is marginal land; land within the study area that is designated as marginal land.
- Third Priority is forest or farmland that is not predominantly high-value farm land
- Fourth Priority is agricultural land that is predominantly high-value farmland, except land that is predominantly made up of prime or unique farm soils.
- Fifth Priority is land within the study area that is predominantly made up of prime or unique farm soils.

Goal 14 location factors

As noted in Goal 14, the location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.285 and with consideration of the following factors:

1. Efficient accommodation of identified land needs;
2. Orderly and economic provision of public facilities and services;
3. Comparative environmental, energy, economic and social consequences; and
4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the urban growth boundary.

As noted above, Goal 14 allows local governments to specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.

Goal 10

The *City of Scappoose Housing Capacity Analysis 2023-2043* meets the requirements of the Goal 10 Administrative Rule (OAR 660-008). Together, the Scappoose Housing Capacity Analysis (HCA) and proposed UGB expansion:

- Inventory buildable residential land, including development constraints (OAR 660-008-0005(2));
- Allocate sufficient residential land for needed housing types (OAR 660-008-0010);
- Apply specific plan designations to residential land consistent with identified housing needs (OAR 660-008-0020); and
- Document opportunities and takes steps to increase land use efficiency within the UGB (OAR 660-024-0050)

Goal 9

The *2023-2043 Scappoose Economic Opportunity Analysis* meets the requirements of the Goal 9 Administrative Rule (OAR 660-009). Together, the Scappoose Economic Opportunity Analysis (EOA) and proposed UGB expansion:

- Consider local, regional, state and national economic trends (OAR 660-009-0015(1));
- Articulate Scappoose's comparative economic advantages (OAR 660-009-0015(4);
- Identify commercial, industrial and public employment opportunities and the site characteristics required for targeted industrial firms and public institutions (OAR 660-009-0015(4);
- Compare documented site needs with the availability of sites within the existing Scappoose UGB (OAR 660-009-0025); and
- Document opportunities and takes steps to increase land use efficiency within the UGB (OAR 660-024-0050)

Organization of this document

This document is organized as follows:

- **Chapter 2. Land Need** presents the land need from the technical analysis and findings that support the UGB expansion proposal.
- **Chapter 3. Alternatives Analysis for Establishment of the UGB Expansion and Urban Reserves Study Area** presents the process of establishing the study area and findings about inclusion of land in the final study area.
- **Chapter 4. Goal 14 Locational Factors** includes the evaluation and findings of each study subarea for the Goal 14 locational factors.

- **Chapter 5. Scappoose and Columbia County Requirements** presents findings for compliance with City of Scappoose and Columbia County requirements for UGB expansion and establishing urban reserves.
- **Chapter 6. Statewide Goal Consistency Analysis** presents findings that demonstrate that the proposed UGB concept complies with applicable state planning requirements.

2. Land Need

Scappoose completed a Housing Capacity Analysis, Economic Opportunities Analysis, and Analysis of Public and Semi-Public Land Need. These studies provide the basis for Scappoose's land needs. The land needs are summarized in this chapter and the full reports are available in Appendix A, Appendix B, and Appendix C.

Definition of Land Need Metrics

This report distinguishes between **land need** and **total acreage included** in the UGB expansion and Urban Reserves.

- **Land need** refers to the amount of buildable land required to accommodate forecast growth. Buildable land excludes land that is constrained, already developed, or otherwise unavailable for additional development. For purposes of comparing land supply and land demand, this report expresses land need in buildable acres that include right-of-way assumptions.
- **Total acreage included** refers to the full acreage brought into the UGB expansion or designated as urban reserves, including both buildable and non-buildable land.

These distinctions are used throughout the report to differentiate between the buildable acres needed to accommodate growth and the total acreage required to implement the UGB expansion and urban reserve designation.

Need Factor 1: Population Growth

Goal 14 Need Factor 1 requires cities to demonstrate need to accommodate population growth:

> *Factor 1: Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments, or for cities applying the simplified process under ORS chapter 197A, a 14-year forecast.*

Goal 14, Factor 1 addresses the need for population growth and housing. Housing needs are a direct function of population growth, which are based on the Columbia County population forecast by Portland State University. Scappoose is required to use the official state population forecast from Portland State University (PSU) per OAR 660-032:

> ***660-032-0020 Population Forecasts for Land Use Planning***
>
> *(1) A local government with land use jurisdiction over land that is outside the Metro boundary shall apply the most recent final forecast issued by the PRC under OAR 577-050-0030 through 577-050-0060, when changing a comprehensive plan or land use regulation that concerns such land, when the change is based on or requires the use of a*

population forecast, except that a local government may apply an interim forecast as provided in 660-032-0040.

In 2020, Portland State University (PSU) released updated population forecasts for Region 3, which includes Columbia County and the cities in Columbia County.[1] Scappoose noticed the Department of Land Conservation and Development (DLCD) of their intention to adopt the Housing Capacity Analysis using this population forecast on October 16, 2023, consistent with:

660-024-0040 Land Need

(2) If the UGB analysis or amendment is conducted as part of a periodic review work program, the 20-year planning period must commence on the date initially scheduled for completion of the appropriate work task. If the UGB analysis or amendment is conducted as part of a sequential UGB approval, the 20-year planning period will be established in the work program issued pursuant to OAR 660-025-0185. If the UGB analysis or amendment is conducted as a post-acknowledgement plan amendment under ORS 197.610 to 197.625, the 20-year planning period must commence either:

(a) On the date initially scheduled for final adoption of the amendment specified by the local government in the initial notice of the amendment required by OAR 660-018-0020; or

The notice specified above was issued prior to the release of the 2024 PSU coordinated population forecasts for Scappoose (June 30, 2024). Thus, Scappoose can continue to use the forecast released in June 2020, as stated in OAR 660-024-0040(2)(a).

660-032-0020 Population Forecasts for Land Use Planning

(5) If a local government outside the Metro boundary initiates a periodic review or any other legislative review of its comprehensive plan that concerns an urban growth boundary or other matter authorized by OAR 660-032-0040(2) after the Portland State University Population Research Center issues a final population forecast for the local government, but prior to the issuance of a final forecast by PRC in the subsequent forecasting cycle described in OAR 577-050-0040(7), the local government may continue its review using the forecast issued in PRC's previous forecasting cycle.

The *Housing Capacity Analysis* shows the 20-year population forecast for Scappoose over the 2023 to 2043, extrapolated from the PSU forecast for 2020 to 2045 using the interpolation template that allowed for the 2020 Census adjusted forecast. This document also shows the 2043 to 2073 population forecast, extrapolated from the PSU 50-year forecast. This method of extrapolation was completed consistent with the following requirements:

660-032-0020 Population Forecasts for Land Use Planning

(4) When applying a PRC forecast for a particular planning period, the local government shall use the annual increments provided in the applicable forecast, and shall not adjust

[1] Oregon Population Forecast Program, Portland State University, Population Research Center, June 2020.

the forecast for the start-year or for other years of the planning period except as provided in PRC's interpolation template described in OAR 577-050-0040.

Exhibit 2 shows that Scappoose is expected to grow from 8,878 residents in 2023 to 11,329 residents in 2043, an increase of 2,451 new residents over the 20-year period.

Exhibit 2. Forecast of Population Growth, Scappoose UGB, 2023 to 2043
Source: Oregon Population Forecast Program, Portland State University, Population Research Center, June 2020.

8,878	**11,329**	**2,451**	28% increase
Residents in 2023	Residents in 2043	New residents 2023 to 2043	1.20% AAGR

OAR 660 Division 21 authorizes cities and counties to cooperatively establish urban reserves for a 20- to 30-year land supply beyond the 20-year time frame used to establish an urban growth boundary. Scappoose estimated the demand for new residential, semi-public and public land needed from population growth over a 30-year urban reserve time frame reliant on the official state population forecast from Portland State University (PSU). Exhibit 3 shows that Scappoose is expected to grow from 11,329 residents in 2043 to 15,374 residents in 2073, an increase of 4,045 residents over the 30-year period.

Exhibit 3. Forecast of Population Growth, Scappoose UGB, 2043 to 2073
Source: Oregon Population Forecast Program, Portland State University, Population Research Center, June 2020.

11,329	**15,374**	**4,045**	36% increase
Residents in 2043	Residents in 2073	New residents 2043 to 2073	1.02% AAGR

Need Factor 1 Findings

Finding (UGB): Goal 14 Need Factor 1 requires the City to demonstrate need to accommodate long-range urban population growth using a coordinated 20-year population forecast. The City applied the June 2020 PSU Population Research Center coordinated forecast for Scappoose, consistent with OAR 660-032-0020(1), (4), and (5) and OAR 660-024-0040(2)(a). Exhibit 2 shows Scappoose is forecast to grow by 2,451 residents between 2023 and 2043. The City finds that this forecast demonstrates need consistent with Goal 14 Need Factor 1.

Finding (Urban Reserves): OAR 660-021-0030(1) allows the City to designate an urban reserve area sufficient to accommodate 20 to 30 years of growth beyond the 20-year UGB planning period. Using the same June 2020 PSU coordinated forecast and annual increments, consistent with OAR 660-032-0020(4), Scappoose is forecast to grow by 4,045 residents between 2043 and 2073, as shown in Exhibit 3. The City finds this forecast provides the basis for determining urban reserve land needs for the 2043–2073 period.

Need Factor 2: Land Need

Goal 14 Need Factor 2 requires that cities demonstrate need for lands proposed for inclusion in a UGB:

> *Factor 2: Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2). In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.*

This section documents land need for housing, commercial uses, and public and semi-public facilities that form the basis for the Scappoose UGB expansion and urban reserve designation.

Residential Land Need

This section summarizes key information from the Scappoose *Housing Capacity Analysis*, included as Appendix A.

Residential Land Supply

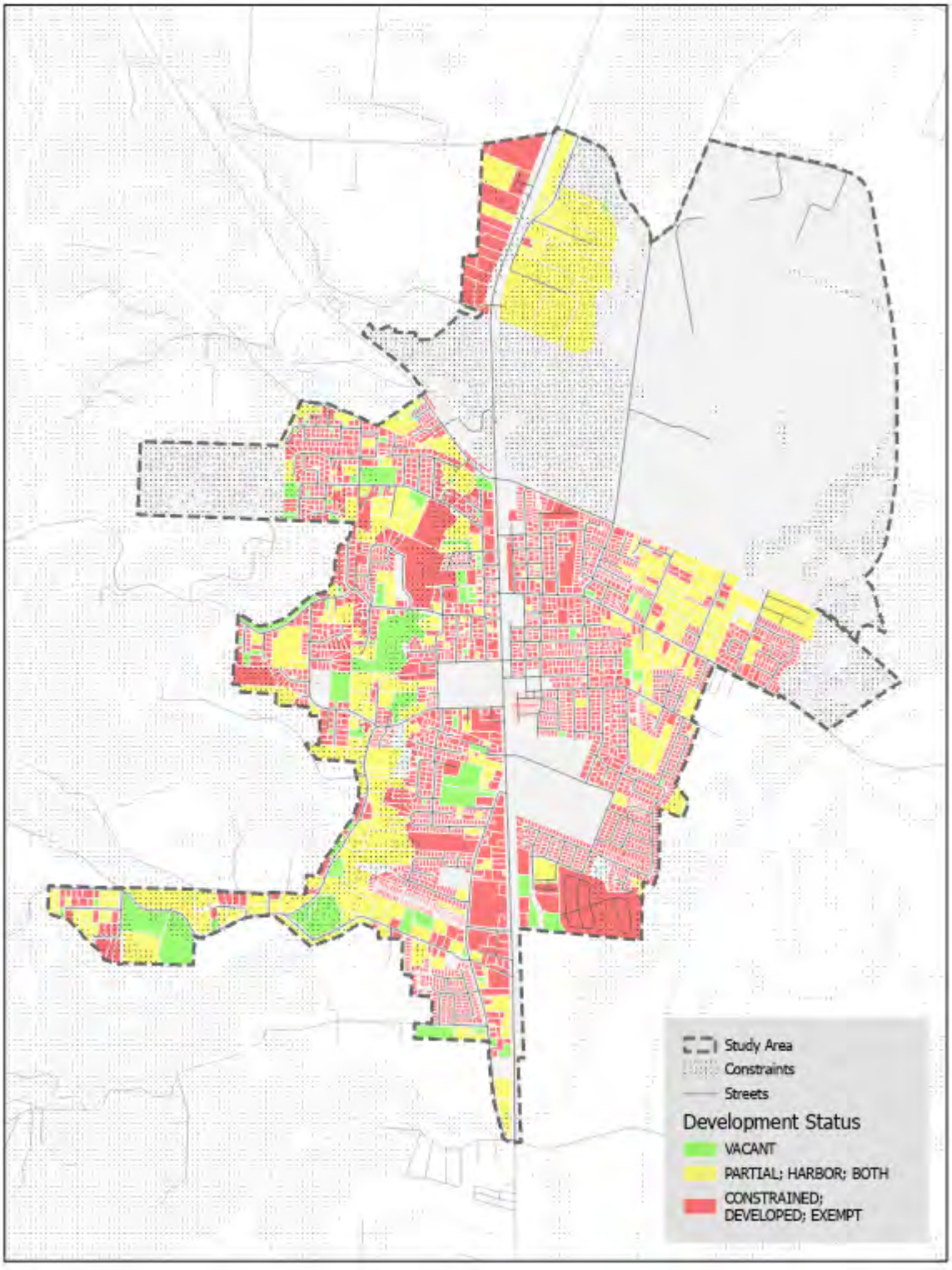
Scappoose's *Housing Capacity Analysis* identified unconstrained vacant and partially vacant buildable residential land within the Scappoose UGB. Exhibit 4 shows that Scappoose has 244.9 net acres of vacant, unconstrained land that allows residential development. Most of the buildable acreage is in the low-density residential zones, which represent roughly 78% of the total unit capacity. Exhibit 5 shows a map of Scappoose's buildable vacant and partially vacant residential land.

Exhibit 4. Estimated Buildable Lands Capacity by Acreage and Number of Units (2022)

Source: Scappoose Housing Capacity Analysis, Figure 6.1

ZONING	CATEGORY	Net Buildable Acres (Minus ROW Assumption)			Unit Capacity	
		Vacant	Partially Vacant	Total	Units	Share
RESIDENTIAL ZONE	**Category**					
R-1	Low-Density Res.	19.0	37.7	56.6	256	21%
R-4	Low-Density Res.	14.9	36.3	51.2	277	22%
R-4 PD	Low-Density Res.	0.0	0.2	0.2	1	0%
A-1	Medium-Density Res.	2.3	0.0	2.3	16	1%
A-1 PD	Medium-Density Res.	0.0	0.0	0.0	0	0%
MH	Medium-Density Res.	0.0	9.4	9.4	72	6%
MIXED USE	**Category**					
C	High-Density Res.	0.5	0.5	1.0	5	0%
EC	High-Density Res.	13.1	3.6	16.7	96	8%
UGB (Outside City Limits)						
GR	Low-Density Res.	0.0	0.0	0.0	0	0%
SR	Low-Density Res.	13.5	81.1	94.6	433	35%
MH	Medium-Density Res.	0.0	3.1	3.1	24	2%
C	High-Density Res.	0.0	9.8	9.8	56	5%
	TOTALS:	***63.3***	***181.6***	***244.9***	***1,236***	***100%***
ZONE CATEGORIES	**Typical Housing Type**					
Low-Density Res.	Single-family detached; Some SF attached & plex	47.4	155.3	202.7	967	78%
Med.-Density Res.	SF attached; Manufact. home; 2-4 plexes	2.3	12.5	14.8	112	9%
High-Density Res.	Multi-family apartments	13.6	13.8	27.5	157	13%
	TOTALS:	***63.3***	***181.6***	***244.9***	***1,236***	***100%***

Exhibit 5. Scappoose UGB Residential Development Status (2022)
Source: Scappoose Housing Capacity Analysis, Figure 6.4



Residential Land Need for the 20-year Period

The Scappoose *Housing Capacity Analysis* identifies housing and land needs for the 2023-2043 period for the Scappoose UGB. The land need analysis is based on (1) the PSU coordinated population forecast, and (2) an analysis of Scappoose's housing needs that complies with Statewide Planning Goal 10. This section summarizes the key elements of the housing capacity analysis.

Demand for new units is based on the PSU coordinated population forecast as required by ORS 195.033 and OAR 660-032-0020. Persons in group quarters are then subtracted from total persons to get total persons in households. The total persons in households are divided by persons per household to get occupied dwelling units. Occupied dwelling units are then increased by a vacancy factor to arrive at total dwelling units needed. The total dwelling unit need then subtracts the total number of existing units to arrive at the total need for new dwelling units.

The foundation of the estimate of needed new units is the population forecast, presented in Exhibit 2 (in the prior section), which shows that **Scappoose's population will grow by 2,451 people over the 2023 to 2043 period.**

Projection of new housing units needed in the next 20 years

The *Housing Capacity Analysis* identified a current housing inventory of 3,578 units in Scappoose in 2023 as shown in Exhibit 6.

Exhibit 6. Current Housing Inventory by Unit Type for Ownership and Rental Housing
Source: 2023 *Housing Capacity Analysis*, Figure 4.1

CURRENT HOUSING CONDITIONS (2023)			SOURCE
Total 2023 Population:	8,878		PSU Pop. Research Center
- Estimated group housing population:	46	(0.5% of Total)	US Census
Estimated Non-Group 2023 Population:	**8,833**	(Total - Group)	
Avg. HH Size:	2.54		US Census
Estimated Non-Group 2023 Households:	**3,491**	(Pop/HH Size)	
Total Housing Units:	**3,578**	(Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	3,491	(= # of HH)	
Vacant Housing Units:	87	(Total HH - Occupied)	
Current Vacancy Rate:	2.4%	(Vacant units/ Total units)	

Sources: Johnson Economics, City of Scappoose, PSU Population Research Center, U.S. Census

Exhibit 7 shows the estimate of total housing units needed in the Scappoose UGB for the 2023-2043 period. The forecast is based on the following assumptions about the Scappoose UGB:

Total population will increase by 2,451 people from 2023 to 2043; population in occupied households will increase by 2,438 persons, as 0.5% of Scappoose's population is expected to occupy group quarters.[2]

The average household size within the UGB will be 2.44 people per household. This is different than the 2016-2020 ACS 5-year estimate. The *Housing Capacity Analysis* states that "There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become 'empty nesters.'" Based on this trend the *Housing Capacity Analysis* assumed a slight decrease in household size from 2.54 to 2.44

Vacancy rates for all housing types within the UGB will be 5.0%.

Exhibit 7. Future Housing Profile (2023)
Source: Scappoose Housing Capacity Analysis, Figure 5.1

PROJECTED FUTURE HOUSING CONDITIONS (2023 - 2043)			SOURCE
2023 Population (Minus Group Pop.)	8,833		PSU
Projected Annual Growth Rate	1.2%	PSU Forecast Program	PSU
2043 Population (Minus Group Pop.)	11,271	(Total 2043 Population - Group Housing Pop.)	
Estimated group housing population:	58	Share of total pop. (0.5%)	US Census
Total Estimated 2043 Population:	**11,329**		
Estimated Non-Group 2043 Households:	**4,619**	(2043 Non-Group Pop./Avg. Household Size)	
New Households 2023 to 2043	1,128		
Avg. Household Size:	2.44	Projected household size	
Total Housing Units:	**4,862**	Occupied Units plus Vacant	
Occupied Housing Units:	4,619	(= Number of Non-Group Households)	
Vacant Housing Units:	243	(= Total Units - Occupied Units)	
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)	

[2] The 2020 Decennial Census shows that 0.5% of Scappoose's households live in group quarters.

The *Housing Capacity Analysis* then took the demand for 4,862 total housing units (Exhibit 7) and removed the current housing inventory of 3,578 housing units (Exhibit 6) to determine total future need for *new* housing units. **Exhibit 8 shows an estimated need of 1,284 new housing units by 2043.**

The *Housing Capacity Analysis* assumes that the housing mix will change over the 20-year planning period, with the mix of new housing being 55.5% single-family detached units, 7% single-family attached units, 4.6% duplexes, 3.9% triplexes and quadplexes, 20.2% multifamily (5+ units), and 8.7% manufactured homes. This new mix includes a greater share of attached and multifamily units to accommodate renters and first-time home buyers. Over the 20-year planning period, an increasing share of households are expected to be renter households, including younger households, those with modest incomes, and the growing share of minority households in the area. These households will need not just rental units, but units of a variety of densities and sizes to accommodate single and family households.

Exhibit 8. Summary of Forecasted Future Unit Need by Unit Type (2043), Scappoose
Source: Scappoose Housing Capacity Analysis, Figure 6.2

TOTAL HOUSING UNITS									
			Multi-Family						
Unit Type:	Single Family Detached	Single Family Attached	2-unit	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units	% of Units
Totals:	713	90	59	50	260	112	0	**1,284**	**100%**
Percentage:	55.5%	7.0%	4.6%	3.9%	20.2%	8.7%	0.0%	100%	

Exhibit 9 shows the estimated new unit capacity for the buildable lands inside Scappoose's UGB. The table breaks down the City's zoning into broad categories of low, medium, and high density residential. Residential zones, as well as mixed-use zones that can accommodate some residential uses, were included in the inventory. **There is a total estimated capacity for 1,236 new units within the UGB. However, most of the unit capacity is in low-density zones.**

Exhibit 9. Estimated Buildable Lands Capacity by Acreage and Number of Units (2022)
Source: Scappoose Housing Capacity Analysis, Figure 6.1, MIG/APG analysis

ZONING	CATEGORY	Net Buildable Acres (Minus ROW Assumption)			Unit Capacity	
		Vacant	Partially Vacant	Total	Units	Share
RESIDENTIAL ZONE	**Category**					
R-1	Low-Density Res.	19.0	37.7	56.6	256	21%
R-4	Low-Density Res.	14.9	36.3	51.2	277	22%
R-4 PD	Low-Density Res.	0.0	0.2	0.2	1	0%
A-1	Medium-Density Res.	2.3	0.0	2.3	16	1%
A-1 PD	Medium-Density Res.	0.0	0.0	0.0	0	0%
MH	Medium-Density Res.	0.0	9.4	9.4	72	6%
MIXED USE	**Category**					
C	High-Density Res.	0.5	0.5	1.0	5	0%
EC	High-Density Res.	13.1	3.6	16.7	96	8%
UGB (Outside City Limits)						
GR	Low-Density Res.	0.0	0.0	0.0	0	0%
SR	Low-Density Res.	13.5	81.1	94.6	433	35%
MH	Medium-Density Res.	0.0	3.1	3.1	24	2%
C	High-Density Res.	0.0	9.8	9.8	56	5%
	TOTALS:	***63.3***	***181.6***	***244.9***	***1,236***	***100%***
ZONE CATEGORIES	**Typical Housing Type**					
Low-Density Res.	Single-family detached; Some SF attached & plex	47.4	155.3	202.7	967	78%
Med.-Density Res.	SF attached; Manufact. home; 2-4 plexes	2.3	12.5	14.8	112	9%
High-Density Res.	Multi-family apartments	13.6	13.8	27.5	157	13%
	TOTALS:	***63.3***	***181.6***	***244.9***	***1,236***	***100%***

Estimation of land needed to accommodate housing growth over the 2023 to 2043 period

Exhibit 10 through Exhibit 12 compare supply and demand for residential land for Scappoose. The Scappoose *Housing Capacity Analysis* showed land in *net* buildable acres which do not include right-of-way assumptions. To understand the total land deficit or surplus, Exhibit 12 expresses the surplus or deficit in buildable acres including right-of-way assumptions using an 18.5% right-of-way assumption (ROW) as used in the *Housing Capacity Analysis.* The results show that Scappoose has a deficit of land for the 2023-2043 period:

The *Housing Capacity Analysis* shows a demand for 741 units in the **Low Density** category. Current buildable acres can accommodate expected growth with a surplus of land to serve 226 units. This translates into a land surplus of 47.4 net buildable acres or 56.1 buildable acres (including ROW).

The *Housing Capacity Analysis* shows a demand for 283 new units in the **Medium Density** category. Current buildable acres can accommodate 112 units leaving a deficit of 171 units. This translates into a land need of approximately 22.6 net buildable acres or a total land need of 26.8 buildable acres (including ROW).

The *Housing Capacity Analysis* shows a demand for 260 new units in the **High Density** category. Current buildable acres can accommodate 157 units leaving a deficit of 103 units. This translates into a land need of approximately 6.9 net buildable acres or a total land need of 8.1 buildable acres (including ROW).

Exhibit 10. Comparison of Forecasted Future Land Need (2043) with Available Capacity in Units, Scappoose

Source: Scappoose Housing Capacity Analysis, Figure 6.3

*The achieved average density of the "high density" category is low because these zones are mixed use, and this analysis assumes that most of this gross acreage will be developed with commercial uses, rather than residential uses. However, residential uses that are built are assumed to have density of 15/units/ac.

WITHIN CITY LIMITS		SUPPLY			DEMAND	
		Land Inventory			Growth Rate (1.2%)	
Zone & Plan Category	Typical Housing Type	Buildable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2043)	Surplus or (Deficit) Units
Low-Density:	Single-family detached; Some SF attached & plex	202.7	967	4.8	741	226
Med-Density:	SF attached; Manufact. home; 2-4 plexes	14.8	112	7.6	283	(171)
High-Density:	Multi-family apartments	27.5	157	5.7*	260	(103)
	TOTALS:	***244.9***	***1,236***	***5.0***	***1,284***	***(48)***

Exhibit 11. Forecasted Future Land Need (2043) with Available Capacity in Net Buildable Acres, Scappoose
Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Unit Surplus or Deficit (2023-2043)	Average Net Density (w/o land for ROW) (units/acre)	Land Surplus or Deficit in Net Buildable Acres (2023-2043)
Low Density	226	4.8	47.4
Med Density	(171)	7.6	(22.6)
High Density	(103)	15.0	(6.9)

Exhibit 12. Forecasted Future Land Need (2043) with Available Capacity in Buildable Acres including ROW, Scappoose
Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Land Surplus or Deficit in Net Buildable Acres (2023-2043)	ROW Assumption	Land Surplus or Deficit in Buildable Acres (incl. ROW) (2023-2043)	Average Density with ROW Assumption (units/acre)
Low Density	47.4	18.5%	56.1	4.0
Med Density	(22.6)	18.5%	(26.8)	6.4
High Density	(6.9)	18.5%	(8.1)	12.7

20-year residential land need findings

Finding (UGB): OAR 660-024-0050(1) requires cities to inventory land within the UGB to determine whether sufficient development capacity exists to accommodate 20-year needs. The Scappoose Housing Capacity Analysis identifies a need for 1,284 new dwelling units between 2023 and 2043 (Exhibit 8). As shown in Exhibit 12, land within Scappoose's UGB does not provide sufficient capacity to accommodate identified housing needs in the Medium- and High-Density Residential plan designations. The identified shortfall is approximately 26.8 buildable acres in the Medium-Density Residential designation and 8.1 buildable acres in the High-Density Residential designation. The City therefore finds that the residential land inventory demonstrates a deficiency in development capacity under OAR 660-024-0050(1) and a demonstrated need for additional land to accommodate housing under Goal 14 Need Factor 2.

Pursuant to Goal 14 Need Factor 2 and OAR 660-024-0050(3), the analysis of land use efficiency measures later in this chapter evaluates whether identified housing needs can reasonably be accommodated within the existing UGB or would require expansion of the UGB.

Residential Land Need for the 21 to 50-Year Period

Urban reserves are designated to accommodate the anticipated growth of the urban population within the 20 to 30-year timeframe beyond the 20-year period allocated for urban growth boundaries. Urban reserves enable cities to expand the land inventory more easily when there is need in the future. This section summarizes the key elements of the 21 to 50-year land need in Scappoose.

> ***660-021-0030 Determination of Urban Reserve***
>
> *(1) A city considering adopting or amending an urban reserve area (URA) shall include an amount of land estimated to be at least a 20-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary (UGB). Local governments designating a URA shall adopt findings specifying the particular number of years over which designated URAs are intended to provide a supply of land.*

Estimation of land needed to accommodate housing growth over the 2043 to 2073 period

The *Housing Capacity Analysis* estimates the number and types of housing units needed over a 20-year period as well as residential land need based on those projections. Using PSU's 50-year population forecast, and the same assumptions used to calculate 20-year need from the *Housing Capacity Analysis*, ECONorthwest estimated demand for dwelling units and residential land need to 2073. Exhibit 13 shows an expected need for 1,732 additional dwelling units between 2043 and 2073 based on a growth of 4,045 new residents.

Exhibit 13. Forecast of Demand for New Dwelling Units, Scappoose UGB 2043 to 2073
Source: Scappoose 2023-2043 HCA and ECONorthwest calculations

Variable	New Dwelling Units (2043-2073)
Change in persons	4,045
minus Change in persons in group quarters	21
equals Persons in households	4,024
Average household size	2.44
New occupied DU	1,649
times Vacancy rate	5.0%
equals Vacant dwelling units	82
Total new dwelling units	**1,732**
Annual average of new dwelling units	**58**

Exhibit 14 shows residential land need for Scappoose for the 2043-2073 period, building on the *Housing Capacity Analysis*. It assumes that the mix of units needed for the 2043-2073 period is the same as the mix of housing by plan designation in the *Housing Capacity Analysis* for 2023 to 2043 (Exhibit 11).

The result is a residential land need of 336 buildable acres to accommodate housing development between 2043 to 2073. Using the surplus or deficit of land from Exhibit 11, we estimate that Scappoose will need to add an *additional* 280 buildable acres to accommodate housing development by 2073, with a deficit of land in each plan designation.

Exhibit 14. Comparison of Future Forecasted Land Need (2073) with Available Capacity in Acres
Source: ECONorthwest analysis based on the Scappoose Housing Capacity Analysis, Figure 6.3

Designation	Unit Need (2043-2073)	Average Density with ROW Assumption (units/acre)	Land Need in Buildable Acres (2043-2073)	Land Deficit in Buildable Acres (2023-2043)	Land Deficit in Buildable Acres (2043-2073)	Land Deficit in Buildable Acres (2023-2073)
Low Density	999	4.0	248	56.1	(192)	(192)
Med Density	382	6.4	60	(26.8)	(60)	(87)
High Density	351	12.7	28	(8.1)	(28)	(36)
Total	1,732		336		(280)	(314)

21 to 50-year residential land need findings

Finding (Urban Reserves): OAR 660-021-0030(1) allows the City to designate an urban reserve area sufficient to provide a 20- to 30-year supply of developable land beyond the 20-year UGB period. The City finds it is establishing a 30-year urban reserve planning horizon (2043–2073). Based on Exhibit 13, the City finds Scappoose will need 1,732 additional dwelling units between 2043 and 2073. Based on

Exhibit 14, the City finds Scappoose will need an additional 280 buildable acres of residential land for the 2043–2073 period.

Revised Residential Land Need Based on Land Use Efficiency Measures

20-year residential land need after land use efficiency measures

Exhibit 12 shows that Scappoose does not have sufficient development capacity within its UGB to accommodate 20-years of residential growth. OAR 660-024-0050 requires Scappoose to consider whether it may satisfy a need deficiency by increasing development capacity of land already inside the city prior to expanding the UGB.

> ***660-024-0050 Land Inventory and Response to Deficiency***
>
> *(3) If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-024-0040, the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city, or by expanding the UGB, or both, and in accordance with ORS 197A.270, 197A.350 where applicable, and OAR 660-008-0150. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. If the local government determines there is a need to expand the UGB, changes to the UGB must be determined by evaluating alternative boundary locations consistent with Goal 14 and applicable rules at OAR 660-024-0060 or 660-024-0065 and 660-024-0067.*

The *City of Scappoose Measures to Accommodate Needed Housing Report* (January 2023) recommends that Scappoose adopt land use efficiency measures to accommodate additional housing need within the UGB, as discussed below. These land use efficiency measures take into consideration national, state, and regional trends and need for housing on smaller lots, increased need for a wider range of housing types, and increased need for multifamily housing.

The City of Scappoose will adopt the following changes to increase residential land use efficiency:

- **Increasing densities allowed in its zoning districts.** The changes that will affect achievable densities in Scappoose are the following changes in lot sizes.
- **Low Density Residential (R-1).** Scappoose will update its zoning code to decrease minimum lot sizes for duplexes from 10,000 square feet to 6,000 square feet consistent with House Bill 3395.
- **Moderate Density Residential (R-4).** Scappoose will update its zoning code to decrease minimum lot sizes from 7,000 square feet to 5,000 square feet for duplexes (consistent with House Bill 3395), 7,000 square feet to 6,000 square feet for middle housing (first two units), and 2,000 square feet to 1,500 square feet for middle housing (after first two units).
- **Manufactured Housing (MH).** Scappoose will update its zoning code to decrease minimum lot sizes from 7,000 square feet to 5,000 square feet for duplexes (consistent with House Bill 3395), 7,000 square feet to 6,000 square feet for middle housing (first two units), and 2,000 square feet to 1,500 square feet for middle housing (after first two units).
- **High Density Residential (A-1).** Scappoose will update its zoning code to decrease minimum lot sizes from 5,000 square feet to 4,000 square feet for duplexes (consistent with House Bill 3395), 5,000 square feet to 4,000 square feet for middle housing and multifamily (first two units), and 2,000 square feet to 1,500 square feet for middle housing and multifamily (after first two units).

Increasing density is assumed to result in a 3% increase in average densities across the three residential designations, consistent with ORS 197A.270(6)(b) which dictates that "density expectations may not project an increase in residential capacity above achieved density by more than three percent without quantifiable validation for such departures."

For example, in the Low-Density Residential designation, the average density is 4.0 dwelling units per acre (including ROW). A 3% increase in density brings the future density to 4.2 dwelling units per acre (including ROW). Exhibit 15 shows that increasing density will decrease the total land need for the 2023-2043 period by 7.4 buildable acres across the three designations.

Exhibit 15. Revised Land Need (2023-2043) Due to a 3% Increase in Density
Source: ECONorthwest analysis

Designation	Unit Need (2023-2043)	Future Density with ROW Assumption (units/acre) Increase by 3%	Land Surplus or Deficit in Buildable Acres (2023-2043)	Change in Land Need in Buildable Acres due to 3% Increase in Density	Revised Land Surplus or Deficit in Buildable Acres (2023-2043)
Low Density	741	4.2	56.1	(5.5)	61.6
Med Density	283	6.6	(26.8)	(1.3)	(25.5)
High Density	260	13.0	(8.1)	(0.6)	(7.5)

The City of Scappoose will also adopt zone changes that affect residential capacity. The City will rezone four parcels totaling eight buildable acres from Medium Density Residential to Expanded Commercial (EC) and rezone seven parcels totaling 68 buildable acres from an Industrial plan designation to Expanded Commercial (EC).[3]

The Housing Capacity Analysis and the Economic Opportunity Analysis assume that commercial land will develop with a mix of uses, with 40% of commercial acreage available for housing and 60% for commercial development. Because housing in commercial zones is expected to occur in multi-family or mixed-use formats, we treat that residential portion as high-density development and include it in the High-Density Residential capacity category. Accordingly, we assume that 40% of land in commercial zones will develop with high-density residential uses.

An exception applies to the two parcels totaling 51 buildable acres shown in Exhibit 16 as Heavy Industrial (M-1)For these parcels, we assume 20% is available for housing and 80% is used for commercial development. This reflects planning for these properties that anticipates a higher share of employment uses to support an innovation hub near OMIC, with a mix of commercial, light manufacturing, R&D, and housing for faculty and students.

Exhibit 16 shows the areas being rezoned through this process. In addition to the changes listed above, the City will rezone 3 buildable acres from Low Density Residential (R-1) to Public Lands Recreation (PL-R) and 1 buildable acre from High Density Residential to PL-R. These parcels are part of Grabhorn Park and Chief Concomly Park. These changes reflect that the land is not available for residential development and is more appropriately designated PL-R, consistent with other public park land.

[3] One of these parcels (shown as LI in Exhibit 16) was rezoned through a separate action. The parcel was redesignated to Commercial on the Comprehensive Plan Map and rezoned to Expanded Commercial (EC) on the Zoning Map through Ordinance 921, adopted on August 18, 2025.

Exhibit 16. Redesignating and Rezoning Land, Scappoose
Source: ECONorthwest analysis

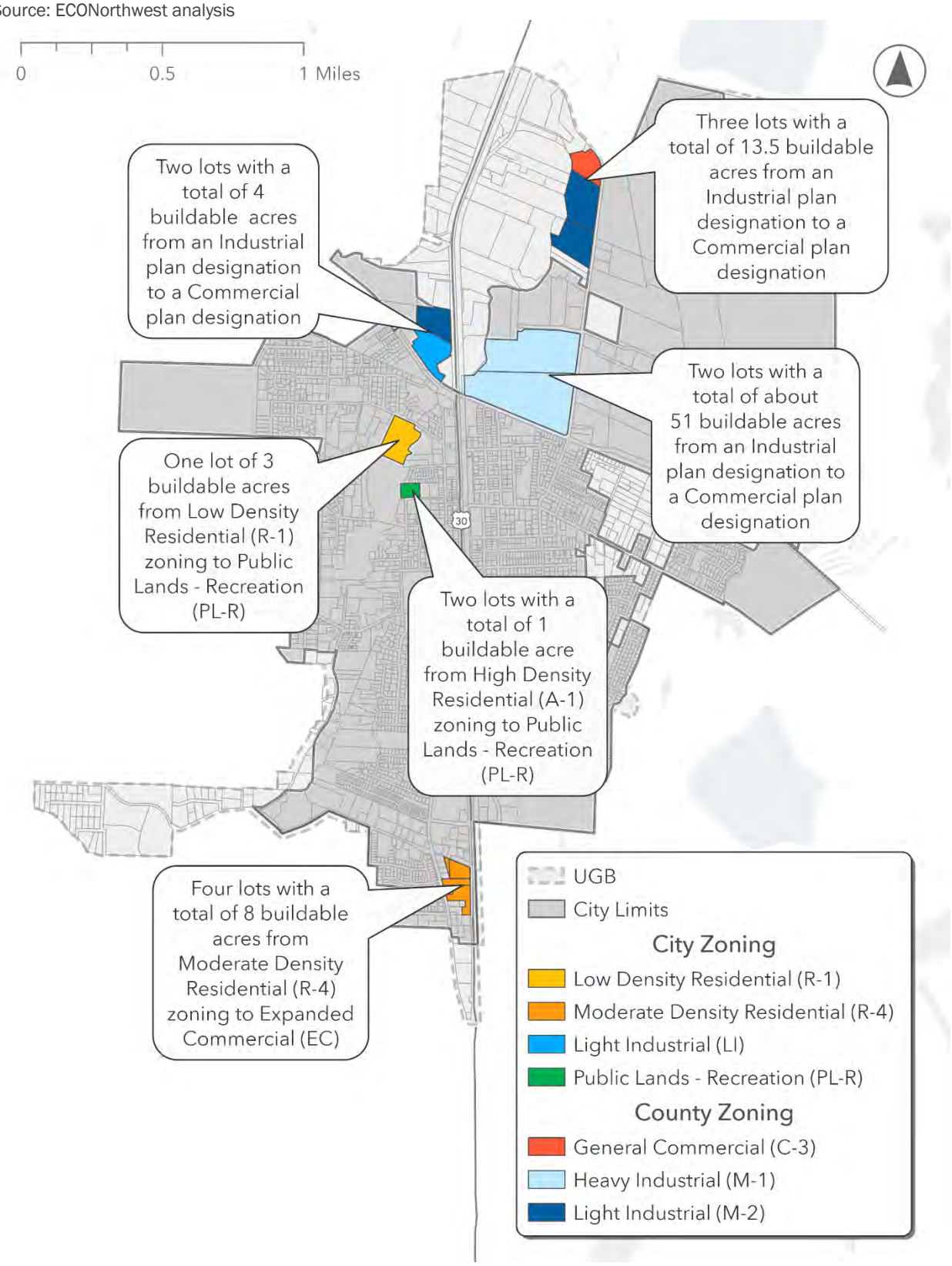


Exhibit 17 shows land sufficiency that incorporates the increase in density and rezoned parcels. With the land use efficiency measures applied, Scappoose continues to have a deficit of land for the 2023-2043 period in the Medium Density designation of 33.4 buildable acres.

Exhibit 17. Revised Land Need (2023-2043) Due to a 3% Increase in Density and Rezoning
Source: ECONorthwest analysis

Designation	Land Surplus or Deficit in Buildable Acres with 3% Density Increase (2023-2043)	Rezoned Buildable Acres	Revised Land Surplus or Deficit in Buildable Acres (2023-2043)
Low Density	61.6	(2.9)	58.7
Med Density	(25.5)	(8.0)	(33.4)
High Density	(7.5)	19.4	11.8

20-year residential land need after efficiency measures findings

Finding (UGB): Exhibit 12 shows insufficient residential development capacity within the existing UGB for the 2023–2043 period. Pursuant to OAR 660-024-0050(3), the City finds that it applied land use efficiency measures to increase capacity within the UGB, including a 3 percent increase in achievable residential densities consistent with ORS 197A.270(6)(b) and the rezoning actions shown in Exhibit 16.

Finding (UGB): Exhibit 17 shows that, after applying these measures, Scappoose has a remaining deficit of 33.4 buildable acres of Medium Density residential land for the 2023–2043 period. The City finds that this remaining deficit constitutes the revised 20-year residential land need under OAR 660-024-0050(3) that cannot reasonably be accommodated on land already inside the UGB.

21 to 50-year residential land need after land use efficiency measures

Based on the efficiency measures from the previous section, Exhibit 18 shows that increasing density will decrease the residential land need by 10 buildable acres across the three designations for the 2043-2073 period

Exhibit 18. Revised Land Need (2043-2073) Due to a 3% Increase in Density
Source: ECONorthwest analysis
Note: The revised land deficit in buildable acres with density increase for the 2043-2073 period is calculated by taking the revised land need for the 2043-2073 period and subtracting it from the 2023-2043 surplus land (if any). Otherwise, the 2043-2073 land deficit is simply the land need since the 2023-2043 deficit is excluded. The overall revised land deficit for the 2023-2073 period combines the deficits from the 2023-2043 period and the 2043-2073 period.

Unit Need (2043-2073)	Future Density with ROW Assumption (units/acre) Increase by 3%	Original Land Need in Buildable Acres (2043-2073)	Revised Land Need in Buildable Acres w/ Density Increase (2043-2073)	Change in Land Need in Buildable Acres due to Density Increase (2043-2073)	Revised Land Surplus or Deficit in Buildable Acres w/ Density Increase (2023-2043)	Revised Land Deficit in Buildable Acres w/Density Increase (2043-2073)	Revised Land Deficit in Buildable Acres w/Density Increase (2023-2073)
999	4.2	248	241	(7.4)	61.6	(179)	(179)
382	6.6	60	58	(1.8)	(25.5)	(58)	(84)
351	13.0	28	27	(0.8)	(7.5)	(27)	(34)
1,732		336	326	(10.0)		(264)	(297)

Exhibit 19 shows land sufficiency that incorporates the increase in density and rezoned parcels. With the land use efficiency measures applied, Scappoose continues to have a deficit of land for the 2043-2073 period across all residential designations of about 255 buildable acres.

Exhibit 19. Revised Land Need (2043-2073) Due to a 3% Increase in Density and Rezoning
Source: ECONorthwest analysis
Note: Since the rezoning takes place in the 2023-2043 period, it impacts the starting land deficit or surplus for the 2043-2073 period. The revised land deficit with density increase and rezone for the 2043-2073 period is calculated by taking the revised land need for the 2043-2073 period and subtracting it from the 2023-2043 surplus land (if any). Otherwise, the 2043-2073 land deficit is simply the land need since the 2023-2043 deficit is excluded. The overall revised land deficit for the 2023-2073 period combines the deficits from the 2023-2043 period and the 2043-2073 period.

Designation	Revised Land Surplus or Deficit in Buildable Acres w/ Density Increase & Rezone (2023-2043)	Land Need in Buildable Acres w/ Density Increase (2043-2073)	Revised Land Deficit in Buildable Acres w/Density Increase and Rezone (2043-2073)	Revised Land Deficit in Buildable Acres w/Density Increase and Rezone (2023-2073)
Low Density	58.7	241	(182)	(182)
Med Density	(33.4)	58	(58)	(91)
High Density	11.8	27	(15)	(15)
		326	(255)	(289)

21 to 50-year residential land need after efficiency measures findings

Finding (Urban Reserves): Based on Exhibit 19 the City finds that application of the land use efficiency measures described above reduces the estimated residential land deficit for the 2043–2073 urban reserve planning period under OAR 660-021-0030(1) to approximately 255 buildable acres. These estimates reflect application of the same land use efficiency measures evaluated as part of the UGB deficiency analysis under OAR 660-024-0050(3). The City further finds that the total residential land deficit for the full 2023–2073 period is approximately 289 buildable acres. The City therefore finds that approximately 255 buildable acres are needed to accommodate projected residential growth during the 2043–2073 urban reserve planning period.

Pursuant to OAR 660-021-0030(2), the analysis of alternative locations for urban reserve designation and whether there are reasonable alternatives that would require less, or have less effect upon, resource land is addressed in Chapters 3 and 4 of this document, which establish the study area and evaluate land priorities and Goal 14 locational factors.

Commercial and Industrial Land

Goal 9 requires an estimate of the amount of commercial and industrial land that will be needed over the planning period. Demand for industrial and commercial land will be driven by the expansion and relocation of existing businesses and by the growth of new businesses in Scappoose. The Scappoose *Economic Opportunity Analysis* identifies commercial and industrial land needs for the 2023-2043 and the 2043-2073 periods for the Scappoose UGB. This section summarizes the key elements of the *Economic Opportunity Analysis.*

Commercial and Industrial Land Supply

Scappoose's *Economic Opportunity Analysis* identified unconstrained vacant and partially vacant buildable land within the Scappoose UGB. Exhibit 20 is a map of Scappoose's buildable lands by Comprehensive Plan designation. Exhibit 21 shows that Scappoose has 489 acres of vacant, unconstrained employment land.

Exhibit 20. Buildable Employment Land by Plan Designation, Scappoose UGB, 2022
Source: Scappoose Economic Opportunity Analysis, Exhibit 21

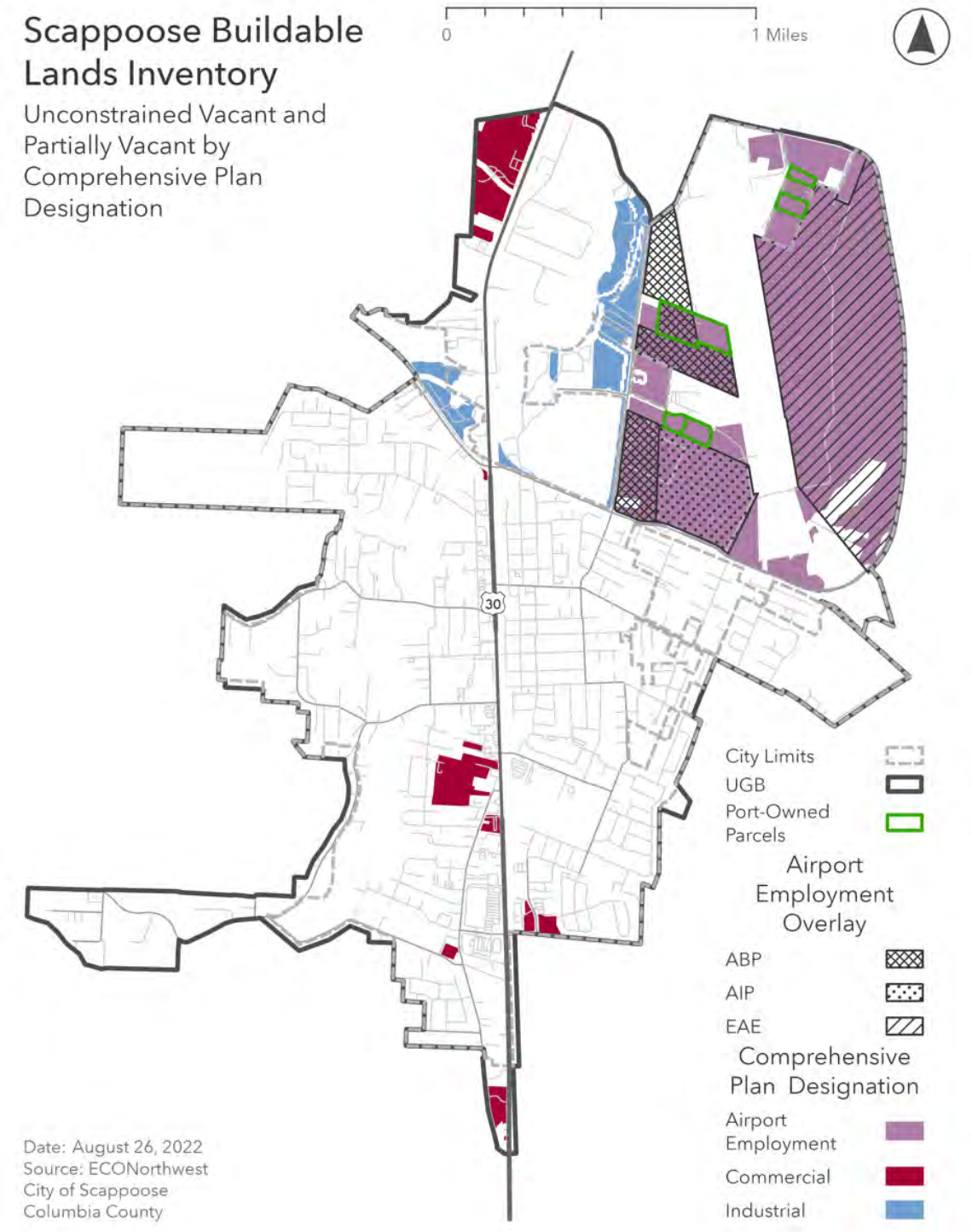


Exhibit 21. Buildable Acres in Vacant/Partially Vacant Tax Lots by Plan Designations, Scappoose UGB, 2022

Source: Scappoose Economic Opportunity Analysis, Exhibit 20

Plan Designation/Zone	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
Airport Employment	**412**	**335**	**77**
City Limits			
Light Industrial (LI)	3	3	-
Airport Business Park (ABP)	37	23	15
Airport Industrial Park (AIP)	49	-	49
East Airport Employment (EAE)	253	253	-
Public Use Airport (PUA)	42	37	6
UGB (County Zoning)			
Rural Residential 5 (RR-5)	28	20	8
Commercial	**39**	**14**	**24**
City Limits			
General Commerical (C)	0	0	-
Expanded Commercial (EC)	20	14	6
UGB (County Zoning)			
General Commercial (C-3)	0	-	0
C-3/RIPD	1	-	1
C3/RR-5	1	-	1
Highway Commercial (C-5)	2	-	2
Resource Industrial - Planned Development (RIPD)	1	-	1
Community Service - Institutional (CS-I)	6	-	6
Rural Residential 5 (RR-5)	7	-	7
Industrial	**38**	**15**	**23**
City Limits			
Light Industrial (LI)	20	14	6
UGB (County Zoning)			
General Commercial (C-3)	4	-	4
Heavy Industrial (M-1)	1	-	1
Light Industrial (M-2)	12	-	12
Rural Residential 5 (RR-5)	1	1	-
Total	**489**	**364**	**125**

Commercial and Industrial Land Need for the 20-year period

Employment Base

The *Economic Opportunity Analysis* found that Scappoose had approximately 3,337 total employees within its UGB in 2019. This employment base was then projected forward to 2023 using the historical growth rate from 2008 to 2019 of 2.32%. In 2023, Scappoose is estimated to have 3,657 employees.

Employment Forecast 2023-2043

Exhibit 22 shows that employment in Scappoose is expected to continue to increase at an average annual growth rate of 2.32% (historical growth rate, 2008-2019) between 2023 and 2043. Based on this forecast, Scappoose will have 5,783 employees within the UGB by 2043, which is an increase of 2,126 employees (58%) between 2023 and 2043.

The growth rate assumption is based on employment growth in Scappoose between 2008 and 2019, when Scappoose added 499 employees at an average annual growth rate of 2.32%. The rationale for this assumption is that development related to OMIC is likely to support additional manufacturing development, contributing to continued employment growth and spurring employment growth in sectors that provide services for businesses and people who work in Scappoose. Businesses associated with OMIC may choose to locate on land around or at the Airport, in close proximity to OMIC. In addition, the PCC OMIC training programs will provide trained, skilled workers for manufacturing businesses, which may lead some businesses to locate in Scappoose. Growth of manufacturing and related businesses is likely to result in growth of service businesses, such as restaurants, personal services, and retail.

Exhibit 22. Employment Growth in Scappoose UGB, 2023–2043 and 2043-2073
Source: Scappoose Economic Opportunity Analysis, Exhibit 9

Year	Total Employment
2023	3,657
2043	5,783
2073	7,848
Change 2023 to 2043	
Employees	2,126
Percent	58%
AAGR	2.32%
Change 2043 to 2073	
Employees	2,065
Percent	36%
AAGR	1.02%

Allocate employment to different land use types

Exhibit 23 shows the expected and forecasted share of employment by land use type between 2023 and 2043 for the Scappoose UGB. The results, shown below, assume that the mix of employment will be different in 2043 than the current mix.

- Employment in industrial will increase from 22% of existing employment to 31% of new employment because of growth at OMIC and industries that locate in Scappoose associated with OMIC.
- Employment in retail commercial will decrease from 23% to 16%, consistent with national trends of declining local retail and growth in online shopping.
- Employment in office and commercial services will remain stable, growing from 43% to 44% of employment by 2043.
- Employment in government will decrease from 12% to 9%, based on the assumption that school, county, and local government employment will grow slower than other types of employment, based on expectations for the population growing slower than employment.

Exhibit 23. Forecast of Employment Growth by Land Use Type, Scappoose UGB, 2023–2043
Source: Scappoose Economic Opportunity Analysis, Exhibit 10
Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

Land Use Type	2023		2043		Change
	Employment	% of Total	Employment	% of Total	2023 to 2043
Industrial	820	22%	1,793	31%	973
Retail Commercial	824	23%	925	16%	101
Office & Commercial Services	1,584	43%	2,545	44%	961
Government	429	12%	520	9%	91
Total	**3,657**	**100%**	**5,783**	**100%**	**2,126**

Estimate of demand for commercial and industrial land over the next 20 years

Exhibit 24 shows that the forecasted growth of 2,126 new employees between 2023 and 2043 will result in the demand for **141 buildable acres of industrial land, 6 buildable acres of retail commercial land, and 45 buildable acres of office and commercial services land.**
The assumed employment densities shown in

Exhibit 24 are consistent with Oregon cities similar in size to Scappoose. The data about employment density is in *net* acres, which does not include land for public right-of-way. Based on empirical evaluation of Scappoose's existing net-to-gross ratios in areas designated for and developed with industrial and commercial uses, the *Economic Opportunity Analysis* uses a net-to-gross conversion factor of 14% for industrial and 15% for commercial.

Exhibit 24. Demand for Vacant Land to Accommodate Employment Growth, Scappoose UGB, 2023–2043

Source: Scappoose Economic Opportunity Analysis, Exhibit 12

Note: The Scappoose EOA reports land demand in gross acres. For consistency with this report's terminology, gross acres are referred to as buildable acres which includes right-of-way assumptions.

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	973	8	122	141
Retail Commercial	101	20	5	6
Office & Commercial Services	961	25	38	45
Total	**2,035**	-	**165**	**192**

Estimation of land needed to accommodate employment growth over the 2023 to 2043 period

Exhibit 25 compares supply and demand for commercial and industrial land for Scappoose. The results show that Scappoose has **a deficit of 21 buildable acres of commercial land** for the 2023-2043 period.

Exhibit 25. Employment Land Demand and Vacant Land Capacity, Scappoose UGB, 2023–2043

Source: Source: Scappoose Economic Opportunity Analysis, Exhibit 24

*The HNA and EOA assume that 40% of commercial land is available for housing and 60% is available for employment.

**Assumes that 80% of ABP is for industrial, 20% for commercial

Note: The Scappoose EOA reports land demand in gross acres. For consistency with this report's terminology, gross acres are referred to as buildable acres which include right-of-way assumptions.

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

20-year employment land need findings

Finding (UGB): OAR 660-024-0050(1) requires cities to inventory land within the UGB to determine whether sufficient development capacity exists to accommodate 20-year needs. As shown in Exhibit 25, land within Scappoose's UGB does not provide sufficient commercially designated land capacity to accommodate projected employment opportunities associated with forecast commercial growth. The estimated shortfall is approximately 21 buildable acres of commercially designated land. The City therefore finds that the employment land inventory demonstrates a deficiency in development capacity under OAR 660-024-0050(1) and a need for additional land to accommodate employment opportunities under Goal 14 Need Factor 2. This deficiency requires application of the land inventory and deficiency response provisions of OAR 660-024-0050.

Pursuant to Goal 14 Need Factor 2 and OAR 660-024-0050(3), the analysis of land use efficiency measures later in this chapter evaluates whether identified employment opportunities

can reasonably be accommodated within the existing UGB or would require expansion of the UGB.

Finding (UGB): OAR 660-024-0050(2) allows a local government to apply "safe harbor" assumptions when determining whether land is vacant for purposes of inventorying industrial and other employment land. In conducting its buildable lands inventory, the City finds that it applied the safe harbors in OAR 660-024-0050(2)(a) and (b) to classify lots or parcels as vacant, as follows: a lot or parcel may be assumed vacant if (a) it is at least one-half acre and contains no permanent building, or (b) it is at least five acres and less than one-half acre of the lot or parcel is occupied by a permanent building.

Employment land need for the 21 to 50-year period

Urban reserves are intended to accommodate expected urban population growth for the 20- to 30-year period beyond the 20-year period designated for urban growth boundaries. Urban reserves enable cities to expand land inventory more easily when there is need in the future. This section summarizes the key elements of the 21 to 50-year land need in Scappoose.

Estimation of land needed to accommodate employment growth over the 2043 to 2073 period

The *Economic Opportunity Analysis* estimates employment growth in Scappoose between 2043 and 2073 based on PSU's population forecast of a 1.02% growth rate for this period. This slower rate of growth (in comparison to the 2023-2043 period) reflects the uncertainty about how much employment growth Scappoose is projected to have in the 21-to-50-year part of the forecast period.

As shown in Exhibit 22, Scappoose is expected to have 7,848 employees within the UGB by 2073, an increase of 2,065 employees between 2043 and 2073. The forecast for employment land needs over the 2043 to 2073 period is shown in Exhibit 26 and uses the same assumptions about growth by land use type as the 2023-2043 forecast.

Exhibit 26. Forecast of employment Growth by Land Use Type, Scappoose UGB, 2043-2073
Source: Scappoose Economic Opportunity Analysis, Exhibit 11
Note: The shaded percentages denote an assumption about the future change in the share of employment (as a percent of total) by land use type.

Land Use Type	2043		2073		Change
	Employment	% of Total	Employment	% of Total	2043 to 2073
Industrial	1,793	31%	2,433	31%	640
Retail Commercial	925	16%	1,256	16%	331
Office & Commercial Services	2,545	44%	3,453	44%	908
Government	520	9%	706	9%	186
Total	**5,783**	**100%**	**7,848**	**100%**	**2,065**

Using the same assumptions from the 2023-2043 period, Exhibit 27 shows that the forecasted growth of 2,065 new employees between 2043 and 2073 will result in the additional demand for **93 buildable acres of industrial land, 19 buildable acres of retail commercial land, and 43 buildable acres of office and commercial services land.**

Exhibit 27. Demand for Vacant Land to Accommodate Employment Growth, Scappoose UGB, 2043–2073
Source: Scappoose Economic Opportunity Analysis, Exhibit 13
Note: The Scappoose EOA reports land demand in gross acres. For consistency with this report's terminology, gross acres are referred to as buildable acres which include right-of-way assumptions.

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	640	8	80	93
Retail Commercial	331	20	17	19
Office & Commercial Services	908	25	36	43
Total	**1,879**	-	**133**	**155**

Over the 2043 to 2073 period Scappoose will need an additional 93 buildable acres of land for industrial, leaving a surplus of more than 200 acres.[4] **Scappoose will need an additional 62 buildable acres of land to accommodate commercial employment by 2073 resulting in a total commercial land deficit of 83 buildable acres over the 50-year period, including the 21 buildable acre land deficit shown in Exhibit 25 for the 2023-2043 period .**

Exhibit 28. Employment Land Demand and Vacant Land Capacity, Scappoose UGB, 2043–2073
Source: Scappoose Economic Opportunity Analysis, Exhibit 25
Note: The Scappoose EOA reports land demand in gross acres. For consistency with this report's terminology, gross acres are referred to as buildable acres which include right-of-way assumptions.

Designation	Land Need in Gross Acres (2043-2073)	Land Surplus or Deficit (2043-2073)	Land Surplus or Deficit (2023-2073)
Industrial	93	208	208
Commercial	62	(62)	(83)

21 to 50-year employment land need findings

Finding (Urban Reserves): OAR 660-021-0030(1) allows the City to designate an urban reserve area sufficient to provide a 20- to 30-year supply of developable land beyond the 20-year UGB period. The City finds it is establishing a 30-year urban reserve planning horizon (2043–2073). Based on Exhibit 26 through Exhibit 28, employment within the UGB is forecast to increase by 2,065 employees between 2043 and 2073. This growth will require approximately 93 buildable acres of industrial land and 62 buildable acres of commercial land. The City finds that Scappoose has sufficient industrial land but a deficit of approximately 62 buildable acres of commercial land for the 2043–2073 period.

[4] The *Economic Opportunity Analysis does* not account for the potential for large industrial employers to locate in Scappoose that need larger amounts of land or for faster than average industrial employment growth.

Revised Commercial and Industrial Land Need Based on Land Use Efficiency Measures

20-year employment land need after land use efficiency measures

Exhibit 25 shows that Scappoose does not have sufficient development capacity within its UGB to accommodate 20-years of commercial employment growth. OAR 660-024-0050 requires Scappoose to consider whether it may satisfy a need deficiency by increasing development capacity of land already inside the city prior to expanding the UGB.

> ***660-024-0050 Land Inventory and Response to Deficiency***
>
> *(3) If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-024-0040, the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city, or by expanding the UGB, or both, and in accordance with ORS 197A.270, 197A.350 where applicable, and OAR 660-008-0150. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. If the local government determines there is a need to expand the UGB, changes to the UGB must be determined by evaluating alternative boundary locations consistent with Goal 14 and applicable rules at OAR 660-024-0060 or 660-024-0065 and 660-024-0067.*

The City of Scappoose will adopt zone changes that affect employment capacity. Specifically, the City will redesignate seven parcels totaling 68 buildable acres from an Industrial plan designation to Commercial plan designation on the Comprehensive Plan map, with a corresponding zone change to Expanded Commercial (EC) for those parcels currently within city limits.

The *Housing Capacity Analysis* and the *Economic Opportunity Analysis* assume that commercial land develops with a mix of uses, with 40% of commercial acreage available for housing and 60% for commercial development. Accordingly, we assume that 60% of land in commercial zones will develop with commercial uses.

An exception applies to the two parcels totaling 51 buildable acres shown in Exhibit 16 as Heavy Industrial (light blue). For these parcels, we assume 20% is available for housing and 80% is used for commercial development. This reflects planning for these properties that anticipates a higher share of employment uses to support an innovation hub near OMIC, with a mix of commercial, light manufacturing, R&D, and housing for faculty and students.

As shown in Exhibit 29, with these zone changes Scappoose no longer has a deficit of commercial land for the 2023-2043 period.

Exhibit 29. Revised Land Need (2023-2043) Due to Rezoning
Source: ECONorthwest analysis

Designation	Land Surplus or Deficit in Buildable Acres (2023-2043)	Rezoned Buildable Acres	Revised Land Surplus or Deficit in Buildable Acres (2023-2043)
Industrial	301	(68)	233
Commercial	(21)	56	35

20-year employment land need after efficiency measures findings

Finding (UGB): Exhibit 25 shows insufficient commercial land within the existing UGB for the 2023-2043 period. Pursuant to OAR 660-024-0050(3), the City finds that it has applied land use efficiency measures to increase development capacity within the existing UGB prior to considering expansion. These measures include redesignating approximately 68 buildable acres from Industrial to Commercial on the Comprehensive Plan map, as shown in Exhibit 16 and reflected in Exhibit 29.

Finding (UGB): The City finds that, as shown in Exhibit 29, after applying these rezoning measures, Scappoose no longer has a deficit of commercial land for the 2023–2043 period. The City therefore finds that the identified 20-year commercial land need has been accommodated within the existing UGB consistent with OAR 660-024-0050(3), and no UGB expansion to accommodate further employment land is needed.

21 to 50-year employment land need after land use efficiency measures

Exhibit 28 shows a deficit of 62 buildable acres of commercial land for the 2043-2073 period. The commercial land rezone shown in Exhibit 29 (redesignating 68 buildable acres of land from an Industrial plan designation to a Commercial plan designation) shows that Scappoose will have a commercial land surplus of 35 buildable acres for the 2023-2043 period. Based on this, Exhibit 30 shows that the City has a revised commercial land deficit of 27 buildable acres for the 2043–2073 period. Scappoose has an industrial land surplus of 140 buildable acres over the same period.

Exhibit 30. Revised Land Need (2043-2073) Due to Rezoning
Source: ECONorthwest analysis
Note: Since the rezoning takes place in the 2023-2043 period, it impacts the starting land surplus for the 2043-2073 period. The revised land deficit with rezone for the 2043-2073 period is calculated by taking the land need for the 2043-2073 period and subtracting it from the revised 2023-2043 surplus land. The overall revised land deficit for the 2023-2073 is equal to the land surplus or deficit of 2043-2073 period since there was no deficit in the 2023-2043 period.

Designation	Land Need in Buildable Acres (2043-2073)	Revised Land Surplus or Deficit in Buildable Acres with Rezone (2023-2043)	Revised Land Surplus or Deficit in Buildable Acres with Rezone (2043-2073)	Revised Land Surplus or Deficit in Buildable Acres (2023-2073)
Industrial	93	233	140	140
Commercial	62	35	(27)	(27)

21 to 50-year employment land need after efficiency measures findings

Finding (Urban Reserves): Based on Exhibit 30, the City finds that application of the land use efficiency measures described above reduces the estimated commercial land need for the 2043–2073 urban reserve planning period under OAR 660-021-0030(1) and results in a revised commercial land deficit of approximately 27 buildable acres. These measures include the land use efficiency measures evaluated as part of the UGB deficiency analysis under OAR 660-024-0050(3). The City therefore finds that approximately 27 buildable acres are needed to accommodate projected commercial employment opportunities during the 2043–2073 urban reserve planning period.

Public and Semi-Public Land Need

Discussions with stakeholders at public agencies, including the City of Scappoose, Columbia County, Port of Columbia County, and Scappoose School District 1J indicate that the City of Scappoose is the only agency that will need additional land over the next 20 years. The remaining agencies do not have concrete plans for expansions that will require new land over the next 20 years (beyond land that the agencies currently own). However, these organizations may pursue opportunistic acquisitions under the right conditions. While these agencies will not have designated land needs included in the UGB expansion or urban reserves, these agencies could use land from the urban reserves in the future since urban reserves are not specified by use type.

Public and Semi-Public Land Need for the 20-Year Period

City of Scappoose

As the City of Scappoose grows, the City will need more land to accommodate City employees and functions. Exhibit 31 shows that Scappoose currently has 62 acres of land for city use, with 7 acres per 1,000 residents in Scappoose.

Assuming that Scappoose will need 4.1 acres of land per 1,000 people[5] to accommodate growth, Scappoose will need 10 buildable acres of land to accommodate growth of the 2,451 new residents (as identified in the PSU Population Forecast) through 2043.

Exhibit 31. City Land Demand, Scappoose UGB, 2023–2043 and 2043–2073
Source: ECONorthwest

Existing City Land in 2022				
Acres	Current acres per 1,000 people	Expected acres per 1,000 people	Land Needed in Buildable Acres 2023-2043	Land Needed in Buildable Acres 2043-2073
62	7.0	4.1	10	17

[5] The assumption of reduced ratio is because the City will not need to build large additional infrastructure facilities (such as a new water or wastewater treatment facility) to accommodate expected growth. This assumes that the City may need to build smaller-scale additional facilities, such as new office space.

Semi-Public

Land needed for semi-public uses includes land for churches, non-profit organizations, cemeteries, and related semi-public uses. Exhibit 32 shows that Scappoose currently has 29 acres of land used for semi-public uses, with 3.3 acres per 1,000 residents in Scappoose.

Assuming that Scappoose will continue to need 3.3 acres of land per 1,000 people for semi-public uses in the future, Scappoose will need 8 buildable acres of land to accommodate growth of the 2,451 new residents (as identified in the PSU Population Forecast) through 2043.

Exhibit 32. Semi-Public Land Demand, Scappoose UGB, 2023–2043 and 2043–2073
Source: ECONorthwest
Note: Creekside Baptist Church is 8.4 acres. We removed half this acreage from the total calculation since we assume future churches will not need as much land.

Category	Existing Semi-Public Land in 2022		Land Needed in Buildable Acres 2023-2043	Land Needed in Buildable Acres 2043-2073
	Acres	Acres per 1,000 people		
Church	21	2.4	6	10
Other	8	0.9	2	4
Total Semi-Public	29	3.3	8	14

20-Year Public and Semi-Public Land Need Findings

Finding (UGB): Based on projected population growth of 2,451 residents and the acres-per-1,000 residents methodology shown in Exhibit 31 and Exhibit 32, the City finds that Scappoose will need approximately 10 buildable acres of land for City uses and 8 buildable acres for semi-public uses between 2023 and 2043, for a total public and semi-public land need of 18 buildable acres. The City finds that this deficit constitutes a 20-year public land need, including space for public facilities, streets and roads, and other urban uses under Goal 14 Need Factor 2 and OAR 660-024-0040(1). Pursuant to OAR 660-024-0050(3), the City further finds that the existing UGB does not contain sufficient land capacity to accommodate identified public and semi-public land needs during the 2023–2043 planning period.

Public and Semi-Public Land Need for the 21 to 50-Year Period

City of Scappoose

Using the same assumptions from the 2023-2043 period, Exhibit 31 also shows that Scappoose will need an additional 17 buildable acres between 2043 and 2073 to accommodate growth of 4,045 new residents (as identified in the PSU Population Forecast).

Semi-Public

Using the same assumptions from the 2023-2043 period, Exhibit 32 also shows that Scappoose will need an additional 14 buildable acres between 2043 and 2073 to accommodate growth of 4,045 new residents (as identified in the PSU Population Forecast).

21 to 50-Year Public and Semi-Public Land Need Findings

Finding (Urban Reserves): OAR 660-021-0030(1) allows the City to designate an urban reserve area sufficient to provide a 20- to 30-year supply of developable land beyond the 20-year UGB period. The City finds it is establishing a 30-year urban reserve planning horizon (2043–2073). Based on projected population growth of 4,045 residents and Exhibit 31 and Exhibit 32, the City finds that Scappoose will need approximately 17 buildable acres for City uses and 14 buildable acres for semi-public uses between 2043 and 2073, for a total public and semi-public land need of 31 buildable acres.

Summary of Unmet Land Needs for the 20- and 50-year periods

For the 2023–2043 period, the City of Scappoose has a land need of 44 buildable acres to accommodate forecast growth. This need consists of 33 buildable acres for Housing and 11 buildable acres for Public designations.

For the 2043–2073 period, Scappoose has a land need of 320 buildable acres to accommodate longer-term growth. This need consists of 38 buildable acres for Employment, 263 buildable acres for Housing, and 19 buildable acres for Public designations.

Semi-public land uses, as depicted in Exhibit 33 have been allocated proportionately across the housing, employment, and public land use designations rather than assigned an independent category in alignment with observed historical development patterns in Scappoose.

Exhibit 33. Summary of Land Needs

Source: ECONorthwest
Note: Exhibit 19 identifies a deficit of 182 buildable acres in the low-density housing designation for the 2043–2073 period. In this table, that figure is adjusted to incorporate semi-public land needs from the 2023–2043 period that were not included in the original housing-based deficit. As a result, the low-density land surplus for 2023–2043 is 56 buildable acres, not 59 buildable acres. This adjustment carries forward, meaning the 2043–2073 period begins with a 56-buildable acre surplus rather than 59 buildable acres. Incorporating the 3-acre semi-public deficit from the 2023-2043 period reduces the starting surplus accordingly and increases the total low-density land deficit to 185 buildable acres, rather than 182. That combined with the additional 2043-2073 semi-public land deficit leads to total housing low-density land deficit of 190 buildable acres over the 2043-2073 period.

The same method is applied to commercial land. Exhibit 30 shows a deficit of 27 buildable acres for the 2043–2073 period. Adding the 4-buildable acre semi-public deficit from the 2023–2043 period results in a total starting commercial land deficit of 31 buildable acres for that period. That combined with the additional 2043-2073 semi-public land deficit leads to total commercial land deficit of 38 buildable acres over the 2043-2073 period.

Category	Land Deficit or Surplus in Buildable Acres (2023-2043)	Land Deficit or Surplus in Buildable Acres (2043-2073)	Land Deficit or Surplus in Buildable Acres (2023-2073)
Employment			
Commercial*	**31**	**(38)**	**(38)**
Commercial	35	(31)	(31)
Semi-Public	(4)	(7)	(7)
Housing			
Low-Density**	**56**	**(190)**	**(190)**
Housing	59	(185)	(185)
Semi-Public	(3)	(5)	(5)
Med-Density	**(33)**	**(58)**	**(91)**
High-Density	**12**	**(15)**	**(15)**
Public			
Municipal	**(10)**	**(17)**	**(27)**
Parks	**0**	**n/a**	**0**
Semi-Public***	**(1)**	**(2)**	**(3)**
Total	**(44)**	**(320)**	**(364)**

* There is a surplus of 35 buildable acres in commercial in the 2023-2043 period. The four acres needed for semi-public would be met by that surplus
**There is a surplus of 59 buildable acres in low-density- residential in the 2023-2043 period. Three acres needed for semi-public would be met by that surplus.
***Semi-Public land uses include cemeteries which are allowed in the Public land designation

Summary of Land Needs Findings

Finding (UGB): Based on Exhibit 33 and the findings above, the City finds that Scappoose has an unmet land need of approximately 44 buildable acres for the 2023–2043 period, consisting of 33 buildable acres designated for Medium-Density Housing and 11 buildable acres designated for Public uses. The City finds that this unmet need constitutes a demonstrated need for housing and public facilities and related public uses under Goal 14 Need Factor 2. Pursuant to OAR 660-024-0050(3), the City further finds that these identified land needs cannot reasonably be accommodated on land already inside the existing UGB and therefore represent the amount of land needed in the UGB amendment.

Finding (Urban Reserves): The City finds that Scappoose has a land need of 320 buildable acres (including right-of-way assumptions) for the 2043–2073 period. The City finds that this unmet need establishes the amount of land to be addressed through the establishment of urban reserves pursuant to OAR 660-021-0030(1) for a 30-year planning horizon.

3. Alternatives Analysis for the Establishment of the UGB Expansion and Urban Reserves Study Area

Chapter 2 concluded that Scappoose has insufficient land to accommodate projected growth between the 2023 and 2043 period and the 2043 and 2073 period. Goal 14 provides that establishment and change of an urban growth boundary must be based on:

> *(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments, or for cities applying the simplified process under ORS chapter 197A, a 14-year forecast; and*
>
> *(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection (2). In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.*

As demonstrated in Chapter 2, the City has identified unmet land needs that cannot be accommodated within the existing UGB. Therefore, the City must evaluate appropriate locations for UGB expansion and urban reserve designation consistent with OAR 660-024-0065 and OAR 660-021-0030, as well as findings related to the prioritization described in ORS 197A.285.

Establishment of the Study Area

Definition of the Preliminary Study Area

Exhibit 34 shows the study area for the urban growth boundary alternatives analysis based on the following requirements:

> ***197A.285 Priority of land to be included within urban growth boundaries; rules.***
>
> *(1) A city outside Metro shall comply with this section when determining which lands to include within the urban growth boundary of the city, including when amending an urban growth boundary under ORS 197A.270 (5)(a), 197A.310 or 197A.312.*
>
> *(2) The Land Conservation and Development Commission shall provide, by rule, that:*

(a) When evaluating lands for inclusion within the urban growth boundary, the city shall establish a study area that includes all land that is contiguous to the urban growth boundary and within a distance specified by commission.

(b) The city shall evaluate all land in the study area for inclusion in the urban growth boundary as provided in subsection (4) of this section, except for land excluded from the study area because:

(A) It is impracticable, as provided in subsection (3) of this section, to provide necessary public facilities or services to the land.

(B) The land is subject to significant development hazards, including a risk of land slides, a risk of flooding because the land is within the 100-year floodplain or is subject to inundation during storm surges or tsunamis, and other risks determined by the commission.

(C) The long-term preservation of significant scenic, natural, cultural or recreational resources requires limiting or prohibiting urban development of the land that contains the resources.

(D) The land is owned by the federal government and managed primarily for rural uses.

(E) The land is designated as rural reserve under ORS 197A.230 to 197A.250.

660-024-0065 Establishment of Study Area to Evaluate Land for Inclusion in the UGB

(1) When considering a UGB amendment to accommodate a need deficit identified in OAR 660-024-0050(3), a city outside of Metro must determine which land to add to the UGB by evaluating alternative locations within a "study area" established pursuant to this rule. To establish the study area, the city must first identify a "preliminary study area" which shall not include land within a different UGB or the corporate limits of a city within a different UGB. The preliminary study area shall include:

(a) All lands in the city's acknowledged urban reserve, if any. If all land in the city's acknowledged urban reserve area, or a subsection thereof, meet the requirements of section (6) of this rule, then no other land specified under subsections (b)-(d) is needed in the preliminary study area;

(b) All lands that are within the following distance from the acknowledged UGB:

(A) For cities with a UGB population less than 10,000: one-half mile;

(B) For cities with a UGB population equal to or greater than 10,000: one mile;

(c) All exception areas contiguous to an exception area that includes land within the distance specified in subsection (b) and that are within the following distance from the acknowledged UGB:

(A) For cities with a UGB population less than 10,000: one mile;

(B) For cities with a UGB population equal to or greater than 10,000: one and one-half miles;

(d) At the discretion of the city, the preliminary study area may include land that is beyond the distance specified in subsections (b) and (c).

660-021-0030 Determination of Urban Reserve Areas

(2) Inclusion of land within a URA shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan Area Urban Growth Boundary, shall first study lands adjacent to, or nearby, the urban growth boundary for developability for inclusion within URAs, as measured by the factors and criteria set forth in this section. Local governments shall then designate, for inclusion within URAs, that land which is appropriate and satisfies the priorities in section (4) of this rule.

The City used the same preliminary study area to evaluate both potential UGB expansion areas under OAR 660-024-0065(1) and potential Urban Reserve Areas under OAR 660-021-0030(2). Based on the foregoing provisions, the City reviewed land within the one-quarter mile buffer of the Scappoose UGB,[6] one-half mile buffer of the Scappoose UGB, and all Exceptions Zones within a one-mile buffer as shown in Exhibit 34.

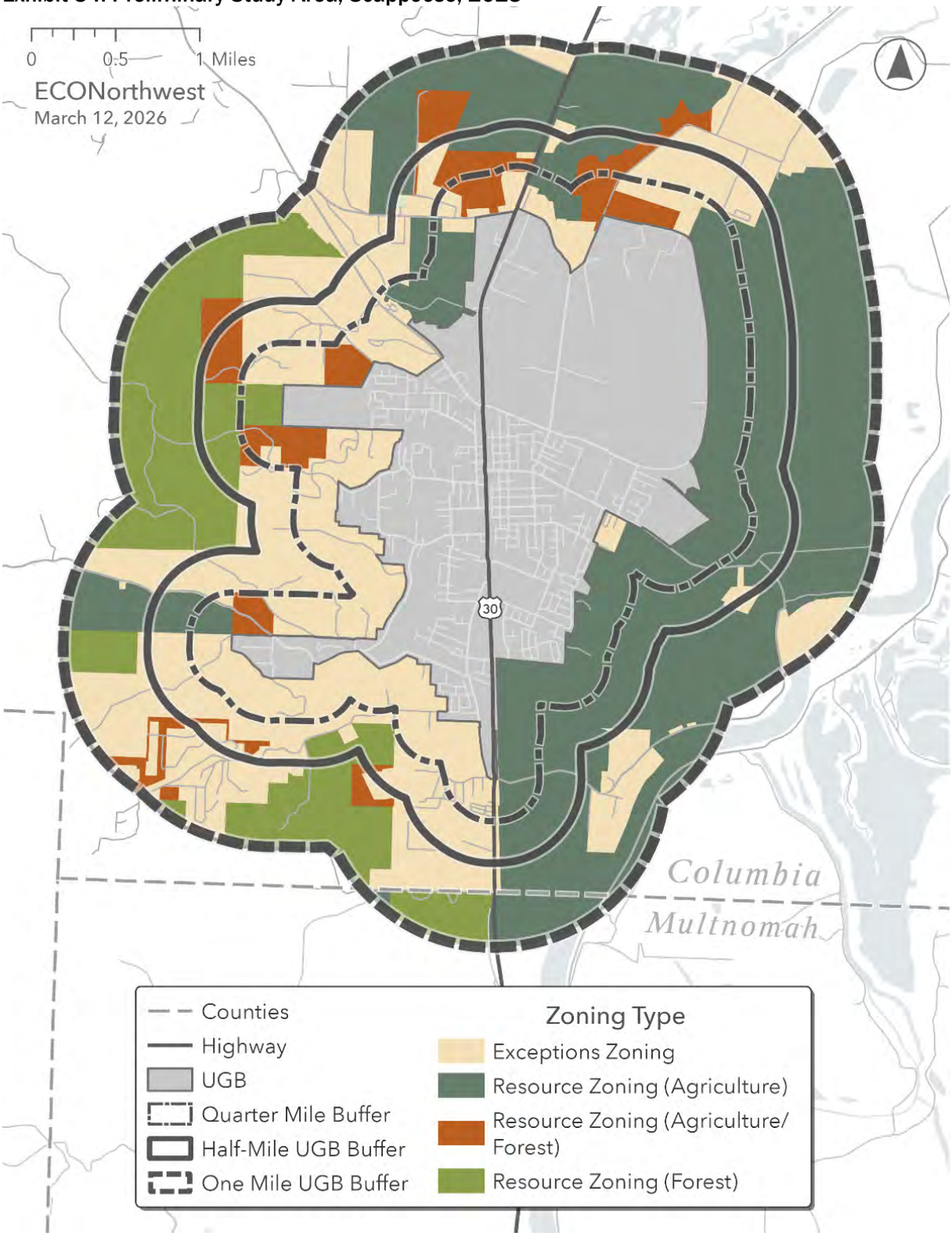
The preliminary study area includes:

- 2,343 acres of land within a quarter mile of the Scappoose UGB.
  - 1,134 acres of that land is in exceptions zoning
- 4,570 acres of land within one-half mile of the Scappoose UGB
  - 2,125 acres of that land is in exceptions zoning
- 1,342 acres of land in exceptions zoning that is between one-half mile and one mile of the Scappoose UGB.
- 3,467 acres of land in exceptions zoning that is within 1 mile from the Scappoose UGB

[6] OAR 660-021-0030(2) requires consideration of exceptions areas or nonresource land that is "land adjacent to, or nearby, an urban growth boundary." OAR 660-021-0010 defines adjacent and nearby land as:
(6) "Adjacent Land" means abutting land.

(7) "Nearby Land" means land that lies wholly or partially within a quarter mile of an urban growth boundary.

Exhibit 34. Preliminary Study Area, Scappoose, 2023



Preliminary Study Area Findings

Finding (UGB): The City has identified unmet land needs for the 2023–2043 planning period. OAR 660-024-0065(1) and ORS 197A.285(2)(a) therefore require establishment of a study area to evaluate the appropriate locations for UGB expansion. Scappoose has no acknowledged urban reserves; therefore, OAR 660-024-0065(1)(a) does not apply. Scappoose has a UGB population of less than 10,000; accordingly, the preliminary study area must include all lands within one-half mile of the acknowledged UGB under OAR 660-024-0065(1)(b)(A) and qualifying exception lands within one mile under OAR 660-024-0065(1)(c)(A). The preliminary study area shown in Exhibit 34 includes approximately 4,570 acres within one-half mile of the UGB and approximately 1,342 acres of exception lands between one-half mile and one mile. The City finds that it has established the preliminary study area consistent with these requirements.

Finding (Urban Reserves): The City has identified unmet land needs for the 2043–2073 planning period. OAR 660, Division 21 authorizes cities and counties to establish urban reserve areas to provide a 20- to 30-year supply of land beyond the 20-year UGB planning period. Under OAR 660-021-0030(2), local governments must first study lands adjacent to or nearby the existing UGB when designating urban reserves. The preliminary study area shown in Exhibit 34 is contiguous to and surrounds the existing UGB and includes lands adjacent to or nearby the UGB. For this purpose, “adjacent to” means land abutting the existing UGB and “nearby” means land located wholly or partially within one-quarter mile of the UGB (OAR 660-021-0010(6) and (7)). The City finds that establishment of the preliminary study area is consistent with OAR 660-021-0030(2).

Refining the Preliminary Study Area

The analysis of land is organized by classes of land that correspond to the OAR 660-024-0067 priorities for inclusion of land into a UGB. The evaluation of the subareas considers the following:

> ***197A.285 Priority of land to be included within urban growth boundaries; rules.***
>
> *(2) The Land Conservation and Development Commission shall provide, by rule, that:*
>
> *(c) When evaluating the priority of land for inclusion under paragraph (b) of this subsection:*
>
> *(A) The city shall evaluate the land within the study area that is designated as an urban reserve under ORS 197A.245 in an acknowledged comprehensive plan.*
>
> *(B) If the amount of land appropriate for selection under subparagraph (A) of this paragraph is not sufficient to satisfy the need for the land, the city shall evaluate the land that is subject to an acknowledged exception under ORS 197.732 or land that is nonresource land and select as much of the land as necessary to satisfy the need for land using criteria established by the commission and criteria in an acknowledged comprehensive plan and land use regulations.*
>
> *(C) If the amount of land appropriate for selection under subparagraphs (A) and (B) of this paragraph is not sufficient to satisfy the need for land, the city shall evaluate the land within the study area that is designated as marginal land under ORS 197.247 (1991 Edition) in the acknowledged comprehensive plan and select as much of the land as necessary to satisfy the need for land using criteria established by the commission and criteria in an acknowledged comprehensive plan and land use regulations.*
>
> *(D) If the amount of land appropriate for selection under subparagraphs (A) to (C) of this paragraph is not sufficient to satisfy the amount of land needed, the city shall evaluate land within the study area that is designated for agriculture or forest uses in the acknowledged comprehensive plan that is not predominantly high-value farmland, as defined in ORS 195.300, or does not consist predominantly of prime or unique soils, as determined by the United States Department of Agriculture Natural Resources Conservation Service, and select as much of that land as necessary to satisfy the need for land:*
>
> *(i) Using criteria established by the commission and criteria in an acknowledged comprehensive plan and land use regulations; and*
>
> *(ii) Using the predominant capability classification system or the predominant cubic site class, as appropriate for the acknowledged comprehensive plan designation, to select lower capability or cubic site class lands first.*

(E) If the amount of land appropriate for selection under subparagraphs (A) to (D) of this paragraph is not sufficient to satisfy the need for land, the city shall evaluate land within the study area that is designated as agricultural land in an acknowledged comprehensive plan and is predominantly high value farmland and select as much of that land as necessary to satisfy the need for land. A local government may not select land that is predominantly made up of prime or unique farm soils, as defined by the United States Department of Agriculture Natural Resources Conservation Service, unless there is an insufficient amount of other land to satisfy its land need.

660-024-0067 Evaluation of Land in the Study Area for Inclusion in the UGB; Priorities

(1) A city considering a UGB amendment must decide which land to add to the UGB by evaluating all land in the study area determined under OAR 660-024-0065, as follows:

(a) Beginning with the highest priority category of land described in section (2), the city must apply section (5) to determine which land in that priority category is suitable to satisfy the need deficiency determined under OAR 660-024-0050 and select for inclusion in the UGB as much of the land as necessary to satisfy the need.

(b) If the amount of suitable land in the first priority category is not sufficient to satisfy all the identified need deficiency, the city must apply section (5) to determine which land in the next priority is suitable and select for inclusion in the UGB as much of the suitable land in that priority as necessary to satisfy the need. The city must proceed in this manner until all the land need is satisfied, except as provided in OAR 660-024-0065(9).

(c) If the amount of suitable land in a particular priority category in section (2) exceeds the amount necessary to satisfy the need deficiency, the city must choose which land in that priority to include in the UGB by applying the criteria in section (7) of this rule.

(d) In evaluating the sufficiency of land to satisfy a need under this section, the city may use the factors identified in sections (5) and (6) of this rule to reduce the forecast development capacity of the land to meet the need.

(e) Land that is determined to not be suitable under section (5) of this rule to satisfy the need deficiency determined under OAR 660-024-0050 is not required to be selected for inclusion in the UGB unless its inclusion is necessary to serve other higher priority lands.

(2) Priority of Land for inclusion in a UGB. If land of higher priority is inadequate to accommodate the amount of land need estimate in section (1) of this rule, the next priority for inclusion shall be according to the following order of priority:

(a) First Priority is land within the study area that is designated as an urban reserve under OAR chapter 660, division 21, in an acknowledged comprehensive plan.

(b) Second Priority is land within the study area that is subject to an acknowledged exception under ORS 197.732 or land that is designated nonresource land as defined in OAR 660-021-0010(3) in an acknowledged comprehensive plan.

(c) Third Priority is land within the study area that is designated as marginal land under former ORS 197.247 (1991 Edition) in an acknowledged comprehensive plan;

(d) Fourth Priority is land within the study area that is designated for forest or agriculture, or both, in an acknowledged comprehensive plan and is not predominantly high-value farmland or high-value forestland as defined in ORS 195.300. Higher priority shall be given to land of lower capability as measured by the capability classification system or the cubic foot site class system, whichever is appropriate for the current use.

(e) Fifth Priority is land within the study area that is designated as forest or agriculture, or both, in an acknowledged comprehensive plan and is predominantly high-value farmland or high-value forestland as defined in ORS 195.300, except land that is predominantly made up of prime or unique farm soils, as defined by the USDA NRCS. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(f) Sixth priority is land within the study area that is predominantly made up of prime or unique farm soils, as defined by the United States Department of Agriculture Natural Resources Conservation Service (USDA NRCS). A city must find that there is an insufficient amount of other land to satisfy its land need in order to include land predominantly made up of prime or unique farm soils within a UGB.

This is consistent with establishing Urban Reserves, as defined in OAR 660-021-0030 which provides the following direction:

660-021-0030 Determination of Urban Reserve

(4) Priority of land for inclusion in a URA. After consideration of the factors in section (3) of this rule, if land of higher priority is inadequate to accommodate the amount of land need estimate in section (1) of this rule, the next priority for inclusion shall be according to the following order of priority:

(a) First Priority is land within the study area that is subject to an acknowledged exception under ORS 197.732 or land that is nonresource land as defined in OAR 660-021-0010(3).

(A) First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture (USDA);

(B) First priority land may be given lower priority compared to other nonresource land or land within an exception area if the land contains

planned developments or subdivisions with a subdivision plat, as defined in ORS 92.010(18).

(b) Second Priority is land within the study area that is designated as marginal land under former ORS 197.247 (1991 edition) in an acknowledged comprehensive plan;

(c) Third Priority is land within the study area that is designated for forest or agriculture, or both, in an acknowledged comprehensive plan and is not predominantly high-value farmland or high-value forestland as defined in ORS 195.300. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

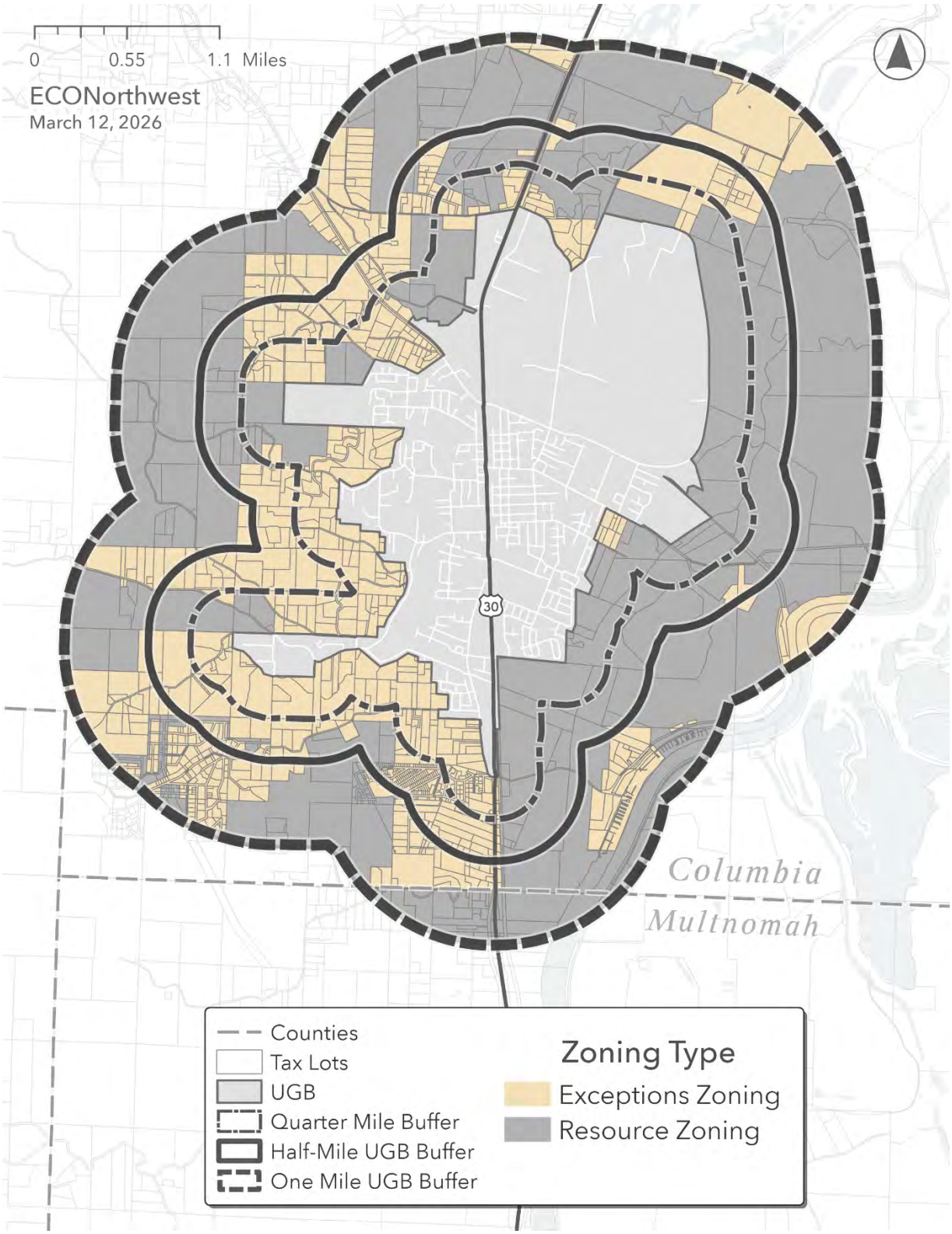
(d) Fourth Priority is land within the study area that is designated for forest or agriculture, or both, in an acknowledged comprehensive plan and is predominantly high-value farmland or high-value forestland as defined in ORS 195.300, except land that is predominantly made up of prime or unique farm soils as defined by the USDA NRCS. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(e) Fifth priority is land within the study area that is predominantly made up of prime or unique farm soils, as defined by the USDA NRCS. A city must find that there is an insufficient amount of other land to satisfy its land need in order to include land predominantly made up of prime or unique farm soils within a UGB.

Exhibit 35 shows exclusion of land that does not meet the requirements of ORS 197A.285, excluding land that is not First or Second Priority as defined in ORS 197A.285(2)(c)(A) and (B). Scappoose does not have Urban Reserves (First Priority land) but does have a substantial amount of exceptions areas (Second Priority land) around it. Exhibit 35 shows exceptions areas and all other resource land, which is land for agriculture or forest uses.

The City of Scappoose does not have any urban reserves or non-resource land within a half-mile of the UGB, but it does have land in exceptions zoning (both within a half-mile and mile). There is a total of 3,467 acres in exception zoning within the preliminary study area which is designated as "Second Priority" land. Columbia County does not have land designated as marginal land and thus Scappoose does not have any marginal land within a half-mile of the UGB. All of the remaining land within a half-mile of the UGB is land designated for agriculture or forest uses.

Exhibit 35. Refining the Preliminary Study Area based on Priority for Inclusion in the UGB, Scappoose, 2023



Refining the Preliminary Study Area Findings

Finding (UGB): OAR 660-024-0067(1) and (2) require the City to evaluate all land within the study area by priority for UGB inclusion. Scappoose has no acknowledged urban reserves; therefore, there is no First Priority land to evaluate. Exhibit 35 identifies approximately 3,467 acres of land subject to acknowledged exceptions (Second Priority) under ORS 197.732 and distinguishes those lands from surrounding agricultural and forest resource lands. The City finds that it has evaluated and organized the study area consistent with the priority framework in ORS 197A.285 and OAR 660-024-0067.

Finding (Urban Reserves): OAR 660-021-0030(4) requires that, when designating urban reserve areas, local governments prioritize exception and nonresource lands before agricultural and forest resource lands. Exhibit 35 identifies lands subject to acknowledged exceptions under ORS 197.732 within the preliminary study area. The City finds that its classification and evaluation of exception lands as the highest priority lands available for potential urban reserve designation is consistent with OAR 660-021-0030(4).

Exclusion of Constrained Lands from the Preliminary Study Area

The next step is to remove areas that are constrained as described in OAR 660-24-0065(3), OAR 660-021-0030(3), and 197A.285.

> ***197A.285 Priority of land to be included within urban growth boundaries; rules.***
>
> *(3) For purposes of subsection (2)(b)(A) of this section, the commission shall determine impracticability by rule, considering the likely amount of development that could occur on the lands within the planning period, the likely cost of facilities and services, physical, topographical or other impediments to service provision and whether urban development has occurred on similarly situated lands such that it is likely that the lands will be developed at an urban level during the planning period. When impracticability is primarily a result of existing development patterns, the rules of the commission shall require that the lands be included within the study area, but may allow the development capacity forecast for the lands to be specified at a lower level over the planning period. The rules of the commission must be based on an evaluation of how similarly situated lands have, or have not, developed over time.*
>
> ***OAR 660-024-0065 Establishment of Study Area to Evaluate Land for Inclusion in the UGB***
>
> *(3) The city may exclude land, including whole tax lots or parcels, from the preliminary study area if it determines that:*
>
> *(b) The land is subject to significant development hazards, due to a risk of:*
>
> *(A) Landslides: The land consists of a landslide deposit or scarp flank. If the owner of a lot or parcel provides the city with a site-specific analysis by a certified engineering geologist demonstrating that development of the property would not be subject to significant landslide risk, the city may not exclude the lot or parcel under this paragraph;*

(B) Flooding, including inundation during storm surges: the land is within the Special Flood Hazard Area (SFHA) identified on the applicable Flood Insurance Rate Map (FIRM);

(C) Tsunamis: the land is within a tsunami inundation zone established pursuant to ORS 455.446;

(D) Other hazards identified in an acknowledged comprehensive plan or development code that the local government determines as presenting a significant risk to life or property including those that would be identified if the land was already within the city's jurisdiction.

(c) The land consists of a significant scenic, natural, cultural or recreational resource described in this subsection:

(d) The land is owned by the federal government and managed primarily for rural uses.

Because this chapter also evaluates land for potential urban reserve designation, the City also considers the serviceability and developability factors in OAR 660-021-0030. These provisions do not establish a separate "impracticable to serve" exclusion test for urban reserves. Instead, they guide whether land is appropriate for a URA and allow lower priority to be assigned where provision of urban services would not be reasonable or cost-effective due to topographical or other physical constraints.

OAR 660-021-0030 Determination of Urban Reserve

(2) Inclusion of land within a URA shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan Area Urban Growth Boundary, shall first study lands adjacent to, or nearby, the urban growth boundary for developability for inclusion within URAs, as measured by the factors and criteria set forth in this section. Local governments shall then designate, for inclusion within URAs, that land which is appropriate and satisfies the priorities in section (4) of this rule.

(3) Land found appropriate for an urban reserve area may consider factors including, but not limited to, whether land proposed for designation as a URA, alone or in conjunction with land inside the UGB:

(a) Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;

(b) Includes sufficient development capacity to support a healthy urban economy;

(c) Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;

(d) Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;

(e) Can be designed to preserve and enhance natural ecological systems; and

(f) Includes sufficient land suitable for a range of housing types.

(5) Land of higher priority under section (4) of this rule may be assigned lower priority if:

(a) Provision of future urban services, as defined in ORS 195.065, is not reasonable or cost effective due to:

(A) Topographical or other physical constraints such as freeways, rail lines, or other restricted access corridors that would require new grade separated crossings to serve planned urban development; or

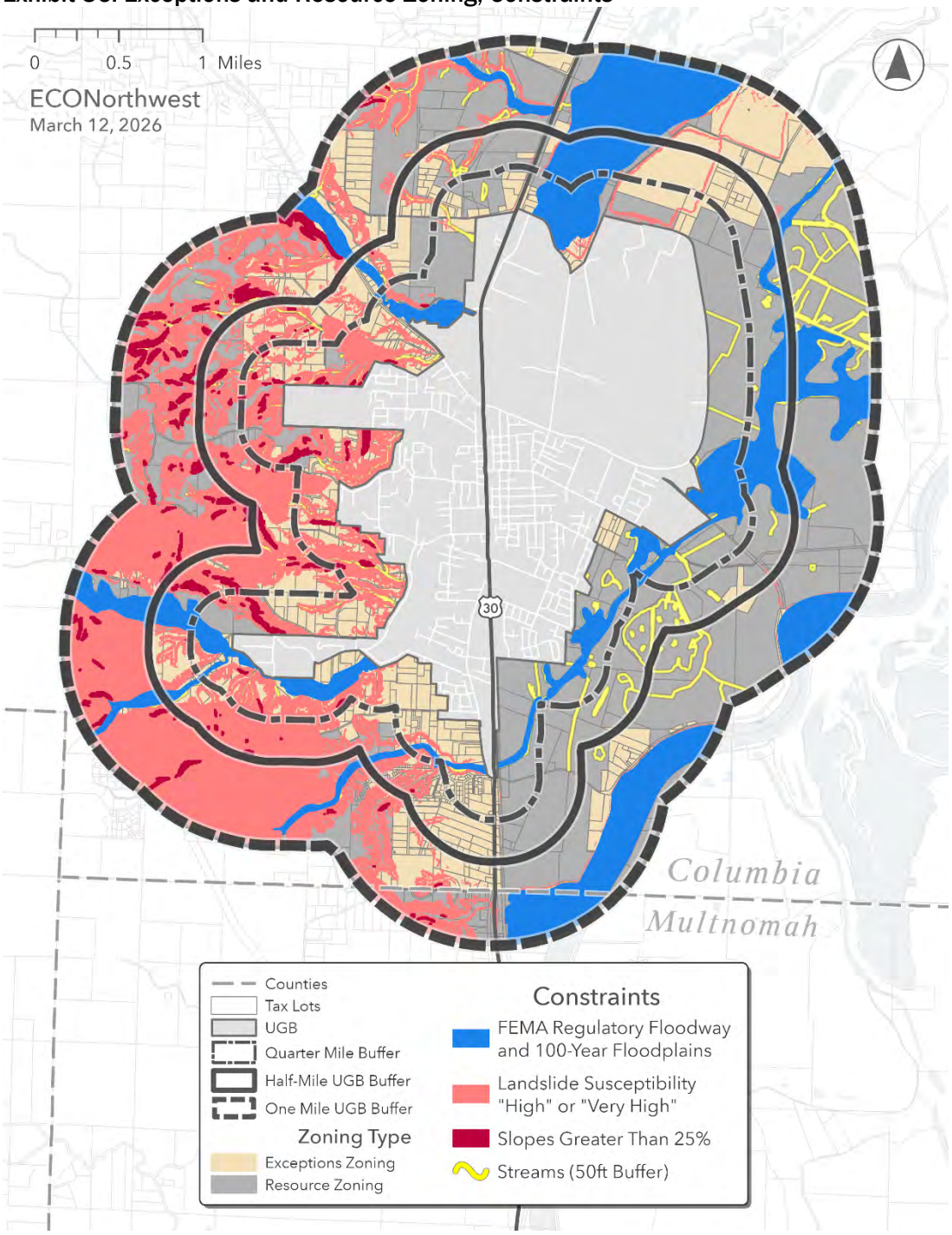
(B) Existing or planned future public infrastructure investments.

(b) Maximum efficiency of land uses within a proposed URA requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

Exhibit 36 shows the study area constraints which include steep slopes (greater than 25%), FEMA Flood Hazards, and areas with very high land slide hazard.[7]

[7] Exhibit 36 shows stream buffers of 50 feet, which are generally contiguous with other constraints in exceptions areas that are being evaluated for UGB expansion.

Exhibit 36. Exceptions and Resource Zoning, Constraints



Exclusion of Constrained Lands from Preliminary Study Area Findings

Finding (UGB): OAR 660-024-0065(3)(b) allows cities to exclude lands subject to significant development hazards from the study area. Exhibit 36 identifies areas constrained by slopes exceeding 25 percent, FEMA Special Flood Hazard Areas, and high and very high landslide hazard.

Exhibit 37 shows the resulting study area which reflects the exclusion of highly constrained lands. Lands that remain in the study area but contain constraints are evaluated under the Goal 14 boundary location factors and the suitability provisions of OAR 660-024-0067 in the chapter that follows. The City finds that the areas removed, shown in Exhibit 37, meet the criteria in OAR 660-024-0065(3)(b) as lands subject to significant development hazards and may be excluded from the final study area.

Finding (Urban Reserves): OAR 660-021-0030(3) requires evaluation of whether land can be developed at urban densities and served efficiently and cost-effectively with urban-level public facilities and services, consistent with Goal 14 locational factors. OAR 660-021-0030(5)(a) allows lower priority to be assigned where provision of urban services is not reasonable or cost-effective due to topographical or physical constraints. Exhibit 36 identifies areas constrained by slopes greater than 25 percent, FEMA Special Flood Hazard Areas, and very high landslide hazard. Exhibit 36 reflects the study area after removing these highly constrained lands and identifies the remaining lands for further evaluation. Lands that remain in the study area but contain constraints are evaluated under the Goal 14 boundary location factors and the suitability provisions of OAR 660-021-0030 in the chapter that follows. The City finds that these constraints limit the ability to develop land at urban densities and to provide urban services and infrastructure in an efficient and cost-effective manner. Accordingly, the City finds that the constrained areas removed, as shown in

Exhibit 37, are not appropriate for urban reserve designation under OAR 660-021-0030(3) and (5) and may be excluded from the study area.

Tribal Notification

Finding (UGB): OAR 660-024-0065(4) requires that Scappoose notify Tribal governments of the establishment of a preliminary study area. The City obtained a list of Tribal governments with an ancestral connection to land within the study area from the Oregon Legislative Commission on Indian Services, and notified the Confederated Tribes of Grand Ronde, Confederated Tribes of Warm Springs Reservation of Oregon and the Confederated Tribes of Siletz Indians on March 31, 2026. This notice was provided well after the preliminary study areas were established in 2023, since this requirement did not go into effect until January 1, 2026. The City provided 35-calendar days to respond; however, no response was received.

Final Study Area and Subareas

OAR 660-024-0065 requires that the final study area include at least twice the amount of land necessary to address the land deficiency and all land that remains in the preliminary study area.

> ***OAR 660-024-0065 Establishment of Study Area to Evaluate Land for Inclusion in the UGB***
>
> *(5) After excluding land from the preliminary study area under section (3), the city must adjust the area, if necessary, so that it includes an amount of land that is at least twice the amount of land needed for the deficiency determined under OAR 660-024-0050(3) or, if applicable, twice the particular land need described in section (2). Such adjustment shall be made by expanding the distance specified under section (1) and applying section (3) to the expanded area.*
>
> *(6) For purposes of evaluating the priority of land under OAR 660-024-0067, the "study area" shall consist of all land that remains in the preliminary study area described in section (1) or (2) of this rule after adjustments to the area based on sections (3) and (5), provided that when a purpose of the UGB expansion is to accommodate a public park need, the city must also consider whether land excluded under subsection (3)(a) through (c) of this rule can reasonably accommodate the park use.*

No similar requirement exists for urban reserves.

OAR 660-024-0067 further allows inclusion of a limited amount of lower-priority land where necessary to serve or connect higher-priority land, provides direction on how land may be grouped into subareas for evaluation, and establishes a safe harbor methodology for estimating residential development capacity:

> ***660-024-0067 Evaluation of Land in the Study Area for Inclusion in the UGB; Priorities***
>
> *(3) Notwithstanding subsections (2)(d) through (f) of this rule, land that would otherwise be excluded from a UGB may be included if:*
>
> > *(a) The land contains a small amount of fourth through sixth priority land that is not important to the commercial agricultural enterprise in the area and the land must be included in the UGB to connect a nearby and significantly larger area of land of higher priority for inclusion within the UGB; or*
> >
> > *(b) The land contains a small amount of fourth or fifth priority land that is not predominantly high-value farmland or predominantly made up of prime or unique farm soils and the land is completely surrounded by land of higher priority for inclusion into the UGB.*
>
> *(4) For purposes of categorizing and evaluating land pursuant to subsections (2)(c) and (d) and section (3) of this rule:*

(a) Areas of land not larger than 100 acres may be grouped together and studied as a single unit of land;

(b) Areas of land larger than 100 acres that are similarly situated and have similar soils may be grouped together provided soils of lower agricultural or forest capability may not be grouped with soils of higher capability in a manner inconsistent with the intent of section (2) of this rule, which requires that higher capability resource lands shall be the last priority for inclusion in a UGB;

(c) When determining whether the land is predominantly high-value farmland, or predominantly prime or unique, "predominantly" means more than 50 percent.

(6) As a safe harbor for vacant or partially vacant lands added to the UGB to provide for residential uses:

(a) Existing lots or parcels one acre or less may be assumed to have a development capacity of one dwelling unit per lot or parcel. Existing lots or parcels greater than one acre but less than two acres shall be assumed to have an aggregate development capacity of two dwelling units per acre.

(b) Existing lots or parcels less than 5 acres in size may project half (50 percent) of the assumed residential capacity due to the location of existing structures and infrastructure such that the land cannot be reasonably redeveloped or infilled within the planning period.

(c) In any subsequent review of a UGB pursuant to this division, the city may use a development assumption for land described in subsections (a) and (b) of this section for a period of up to 14 years from the date the lands were added to the UGB.

Exhibit 37 shows the final study area after excluding areas defined in ORS 197A.285, 660-024-0065(3) and OAR 660-024-0065(7). Some of the subareas in Exhibit 37 have constraints to development but they also include contiguous areas where development can occur.

The final Study Area includes 1,530 totals (1,010 unconstrained acres) which is more than twice the land need for 44 buildable acres for the UGB expansion and 320 buildable acres for the urban reserves or 364 buildable acres over the total 2023-2073 period. Exhibit 37 shows the Study Area broken into 23 subareas for evaluation for inclusion in the UGB and urban reserves. Exhibit 38 shows the subareas by total acres, vacant acres, and vacant parcels.

All of the land in the study area is exceptions land, except for:

- Subarea 3 includes 79 acres of exceptions areas and 15 acres of high value farmland (accounting for about 20% of the area of Subarea 3). Exhibit 41 shows that the farmland is to the south of Subarea 3 and provides access to the remainder of Subarea 3.
- Subarea 21 includes 76 acres of exceptions areas and 5 acres of high value forestland (accounting for 6% of the area of Subarea 21). Exhibit 49 shows that the forestland is in the middle of Subarea 21.
- All together high value forest or farmland accounts for a little more than 1% of land in the study area.

Exhibit 37. Study Areas with Exceptions Zoning, Resource Zoning, and Soil Value

NOTE: This and other maps in this document refer to the resource zoning by soil type as Low Value (Priority 4) and High Value (Priority 5). The priority numbers are based on the priorities defined in ORS 197A.285(2)(c), rather than OAR 660-021-0030(4). Functionally, the priority scheme between ORS 197A.285 and OAR 660-021 are similar, with higher value farmland having lower priority for inclusion in the UGB.

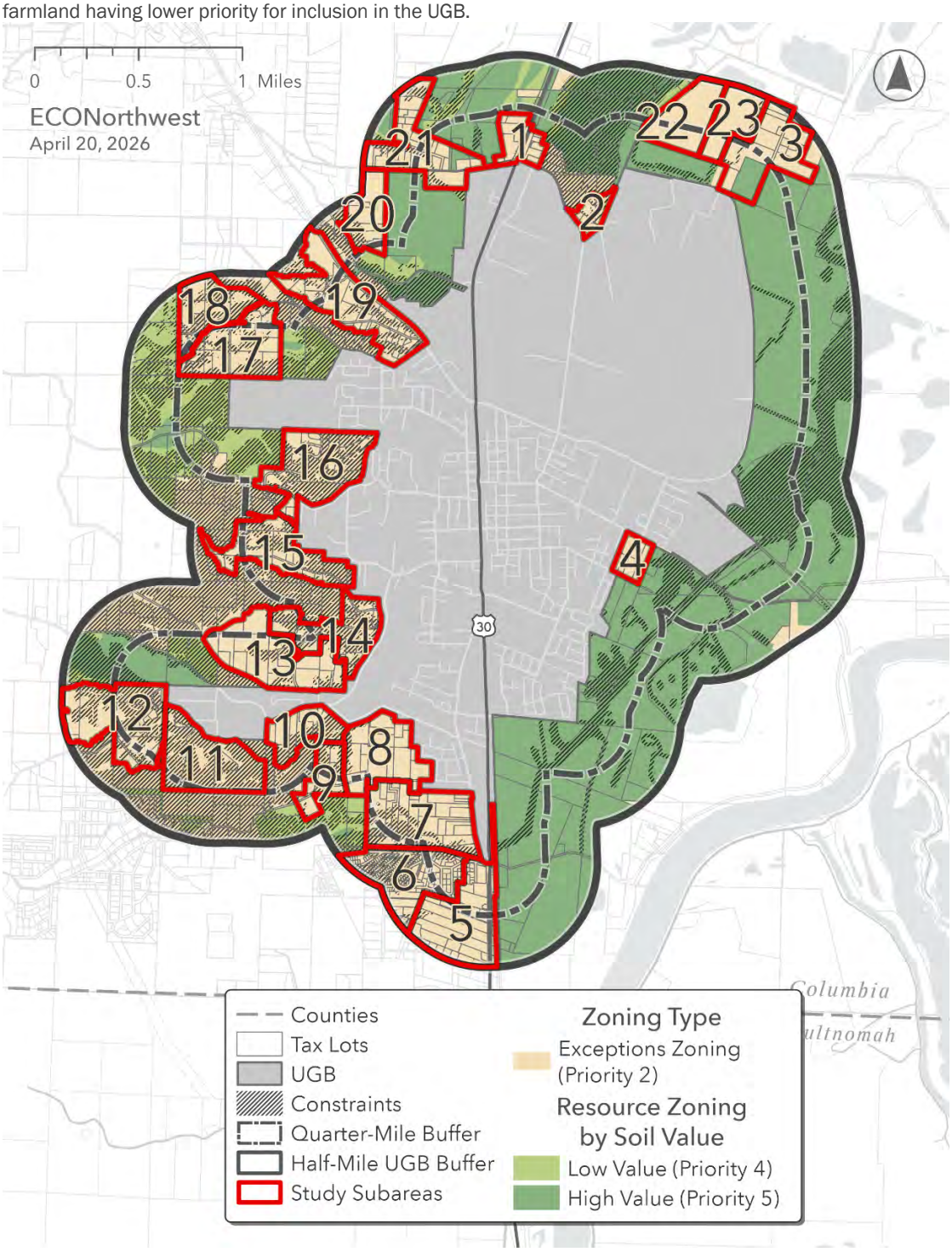


Exhibit 38. Scappoose UGB Expansion and Urban Reserve Study Subareas

Note: Some parcels may be split by subarea boundaries. In such cases, the portion of a parcel that falls within a subarea is counted as the size of the parcel. Additionally, total and unconstrained acres represent the sum of the entire subarea, including ROW parcels.

Study Subarea	Total Acres	Unconstrained Acres	Total Parcels	Average Parcel Size	Existing Dwelling Units	Average Parcel with Dwelling Unit Size	Vacant Parcels	Average Vacant Parcel Size
1	29	28	11	2	7	2	4	2
2	15	11	7	2	5	2	2	3
3	79	77	15	5	12	5	3	7
4	18	18	9	2	33	2	-	-
5	96	94	52	2	78	2	13	1
6	84	55	200	0.3	52	1	148	0
7	99	66	27	4	21	4	6	3
8	75	70	19	4	17	4	2	4
9	31	18	7	4	5	4	2	5
10	41	20	8	5	8	5	-	-
11	86	11	6	14	4	15	2	14
12	100	48	16	6	13	7	3	3
13	99	81	20	5	17	5	3	5
14	66	22	23	3	16	3	7	3
15	75	36	24	3	17	3	7	2
16	92	29	21	4	17	3	4	7
17	77	39	18	4	16	4	2	2
18	52	24	12	4	10	4	2	4
19	99	74	35	2	29	3	6	1
20	41	34	6	7	5	4	1	23
21	81	67	31	2	26	3	5	2
22	54	50	1	54	-	-	1	54
23	41	39	1	41	-	-	1	41
Total	**1,530**	**1,010**	**569**	**3**	**408**	**3**	**224**	**2**

Exhibit 39 estimates the potential dwelling unit capacity for each subarea based on the future gross densities documented in Chapter 2 (Exhibit 15) for low density and medium density residential land based on the land need for the UGB and the urban reserves. High-density residential capacity was not estimated because the study areas are located at the urban edge and are unlikely to be designated for high-density residential uses.

OAR 660-024-0067(6) provides a safe harbor methodology for estimating development capacity for vacant or partially vacant residential land.

> *(6) As a safe harbor for vacant or partially vacant lands added to the UGB to provide for residential uses:*
>
> > *(a) Existing lots or parcels one acre or less may be assumed to have a development capacity of one dwelling unit per lot or parcel. Existing lots or parcels greater than one acre but less than two acres shall be assumed to have an aggregate development capacity of two dwelling units per acre.*

ECONorthwest applied this methodology to estimate potential capacity within the study area. The assumptions included:

- Lots less than 0.25 acres were assumed to have no additional capacity.
- Lots 0.25 to 1 acre were assumed to accommodate one dwelling unit, with existing units deducted.
- Lots 1 to 2 acres were assumed to accommodate two dwelling units per acre, with existing units deducted.
- Lots greater than 2 acres were assumed to have 0.25 acres deducted for existing dwellings, with the remaining unconstrained land considered developable.

Exhibit 39. Scappoose Subareas Estimated Additional Housing Capacity

Study Subarea	Total Acres (excluding ROW)	Constrained Acres	Total Parcels	Additional Unit Capacity (on lots under 2 acres)	Available Land for Development (on lots over 2 acres)	Buildout Potential by Designation	
						Low Density 4.2 units/acre	Medium Density 6.6 units/acre
1	23	1	11	4	15	66	102
2	14	4	7	3	5	25	38
3	76	2	-	4	67	285	446
4	18	-	9	4	7	35	52
5	84	1	52	13	51	227	350
6	68	24	200	26	10	70	95
7	98	32	27	3	86	365	572
8	73	5	19	6	56	240	374
9	30	13	7	2	13	58	90
10	41	21	8	-	17	72	113
11	86	75	6	-	10	43	68
12	98	51	16	8	40	177	273
13	95	18	20	-	73	307	482
14	62	42	23	8	14	67	101
15	71	37	24	10	89	385	599
16	87	61	18	-	21	90	141
17	75	38	15	3	32	136	212
18	52	-	10	2	21	89	139
19	87	24	35	17	45	206	315
20	41	7	6	-	33	138	217
21	75	13	31	16	37	170	258
22	54	9	1	-	45	188	296
23	41	2	1	-	39	164	257
Total	**1,449**	**481**	**546**	**129**	**827**	**3,604**	**5,590**

Final Study Area and Subareas Findings

Finding (UGB): OAR 660-024-0065(5) requires that, after exclusions, the final study area include at least twice the amount of land necessary to address the 20-year land need deficiency identified under OAR 660-024-0050(3). The City's identified 20-year UGB land need is 44 buildable acres. Exhibit 38 shows the final study area includes approximately 1,530 total acres of which 99% is exception land, including approximately 1,010 unconstrained acres. The City finds that the final study area contains more than twice the land necessary to satisfy the identified 20-year deficiency, consistent with OAR 660-024-0065(5).

Finding (UGB): OAR 660-024-0065(6) provides that the "study area" consists of all land that remains in the preliminary study area after application of the exclusion criteria in OAR 660-024-0065(3) and any adjustment required by OAR 660-024-0065(5). After applying the exclusion criteria in ORS 197A.285 and OAR 660-024-0065(3) and (7), the City established the final study area shown in

Exhibit 37 and organized it into 23 subareas for evaluation. The City finds that the final study area consists of all land remaining after lawful exclusions and complies with OAR 660-024-0065(6).

Finding (UGB): OAR 660-024-0067(3) allows inclusion of a small amount of lower-priority agricultural or forest land that would otherwise be excluded when necessary to connect or access a larger area of higher-priority land for inclusion within the UGB. As shown in

Exhibit 37, Subareas 3 and 21 each contain small amounts of resource land within areas that are otherwise predominantly exceptions land. In Subarea 3, a limited amount of high-value farmland (15 acres or 20% of the total subarea) provides connection with the UGB and access to a larger contiguous area of exception land that is suitable for urbanization. In Subarea 21, a small amount of forest land (5 acres or 6% of the total subarea) is surrounded by higher-priority exception land). The City finds that the limited inclusion of resource land in Subareas 3 and 21 is consistent with OAR 660-024-0067(3)(a) and (b) because the resource land areas are small relative to the overall subareas and are necessary to connect or incorporate larger areas of higher-priority land for inclusion in the UGB.

Finding (UGB): OAR 660-024-0067(4) requires that subareas of not larger than 100 acres can be studied as a single unit of land. Exhibit 38 shows that no subarea is larger than 100 acres. The City finds that it meets this requirement.

Finding (UGB): OAR 660-024-0067(6) provides a safe harbor methodology for estimating residential development capacity for vacant or partially vacant land added to the UGB. As described in this section and summarized in Exhibit 39, the City applied the safe harbor assumptions in OAR 660-024-0067(6) to estimate potential residential capacity within the study subareas, including assumptions for small lots and deductions for existing dwelling units where applicable. The City finds that use of the safe harbor methodology provides a reasonable planning-level estimate of potential residential capacity for purposes of comparing subareas and evaluating alternative locations for UGB expansion.

Finding (Urban Reserves): OAR 660-021-0030(4) requires that urban reserve designation prioritize exception and nonresource lands before lower-priority agricultural and forest lands. Exhibit 38 shows the final study area consists of approximately 1,530 acres of which 99% is exception land, including approximately 1,010 unconstrained acres. The City's identified urban reserve land need for the 2043–2073 period is approximately 320 buildable acres. The City finds that the available exception land within the final study area is sufficient to accommodate the identified urban reserve land need.

Finding (Urban Reserves): OAR 660-021-0030(5) allows the inclusion of lower priority lands in order to include or to provide services to higher priority lands. The City finds that the Study Area consists of 99% exception lands. In limited locations, Subareas 3 and 21 include small areas of farm and forestland (15 acres and 5 acres, respectively) necessary to maintain contiguity and allow efficient provision of future urban services to exception lands proposed for urban reserve designation. The City finds that inclusion of these areas improves the efficiency and serviceability of the proposed subareas and is consistent with OAR 660-021-0030(5).

Exhibit 40 through Exhibit 50 show up close views of the subareas. All areas are predominantly within Exceptions Areas.

Exhibit 40. Study Subareas 1 and 2

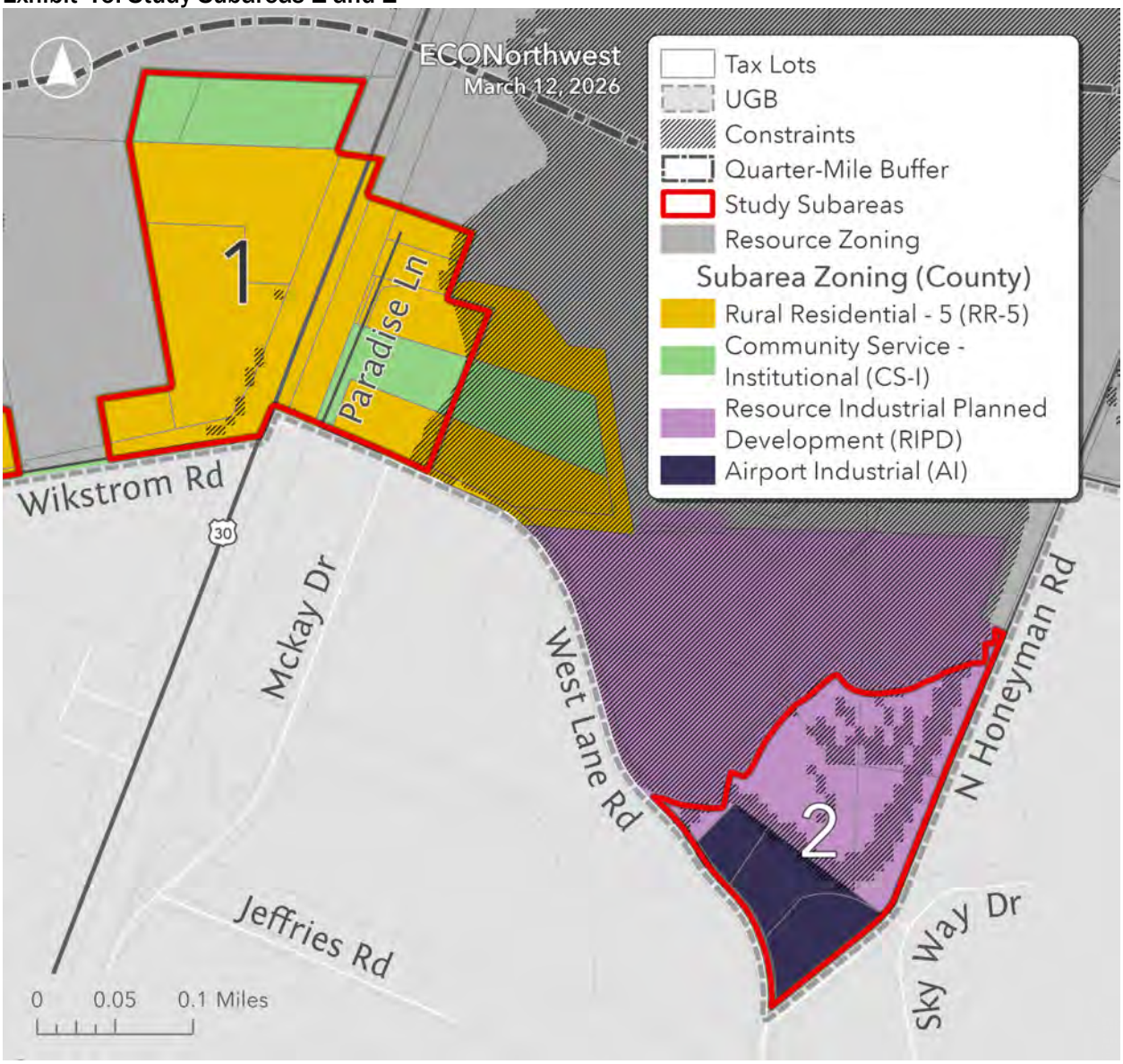


Exhibit 41. Study Subarea 3

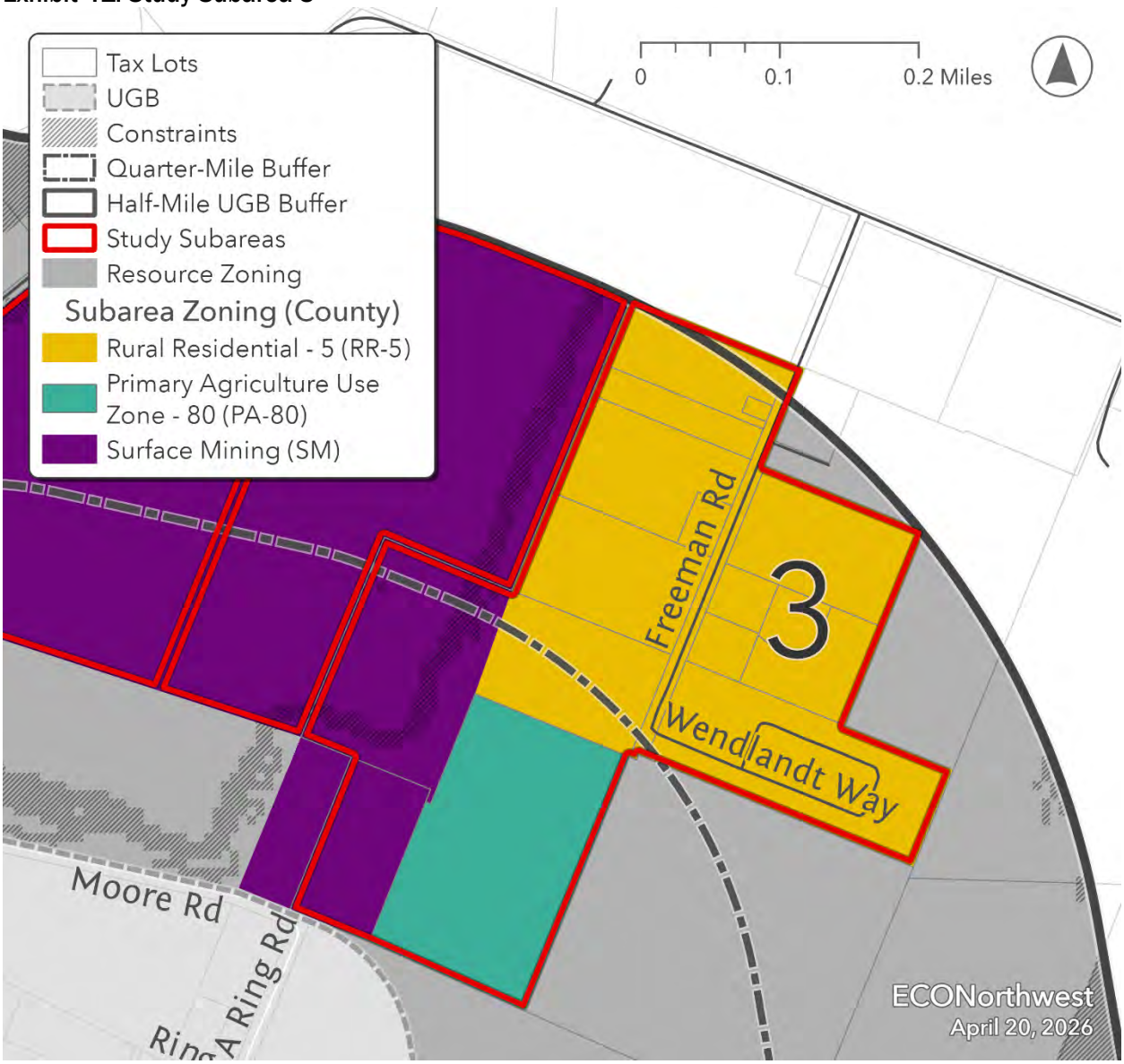


Exhibit 42. Study Subarea 4

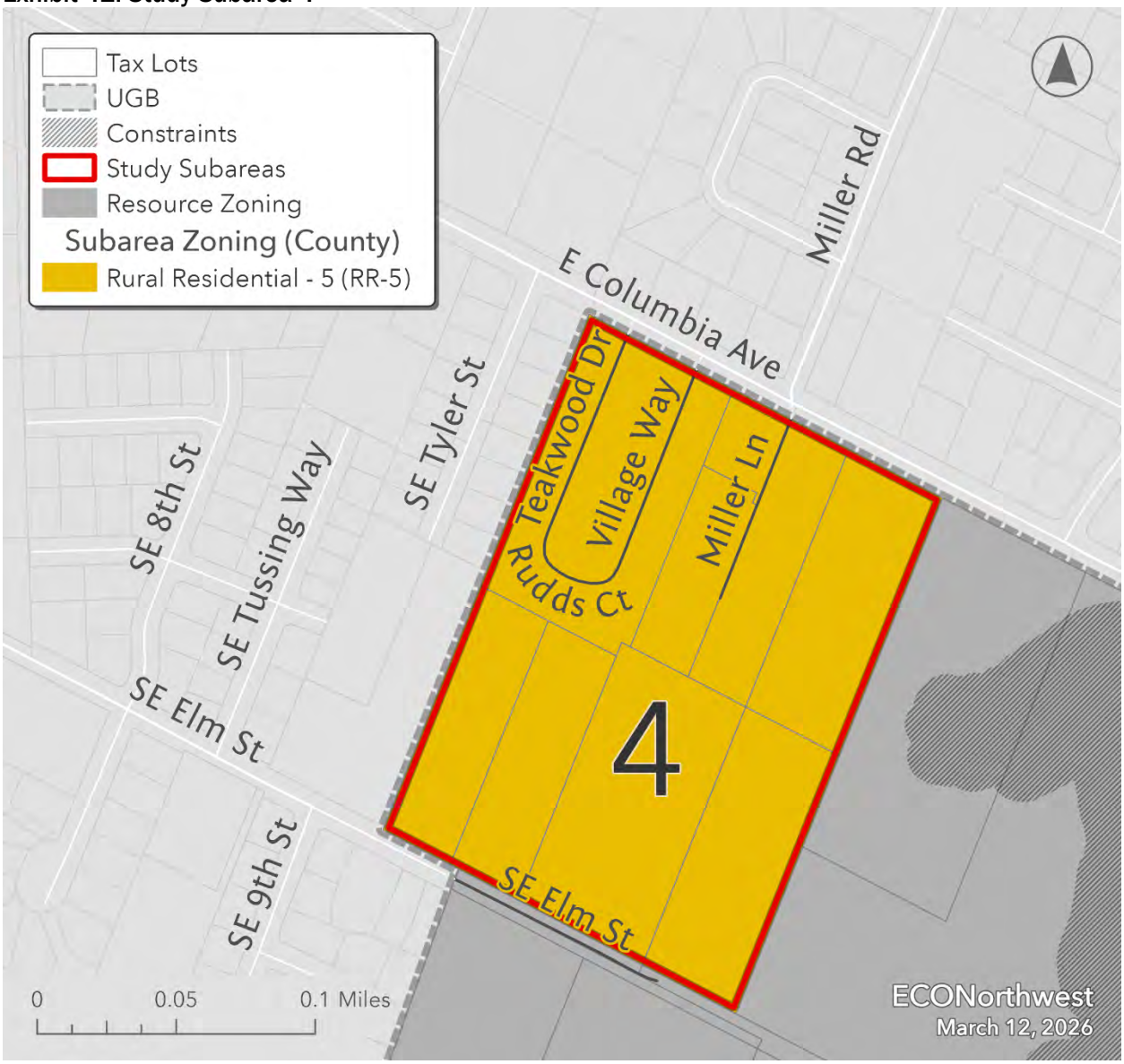


Exhibit 43. Study Subareas 5, 6, and 7

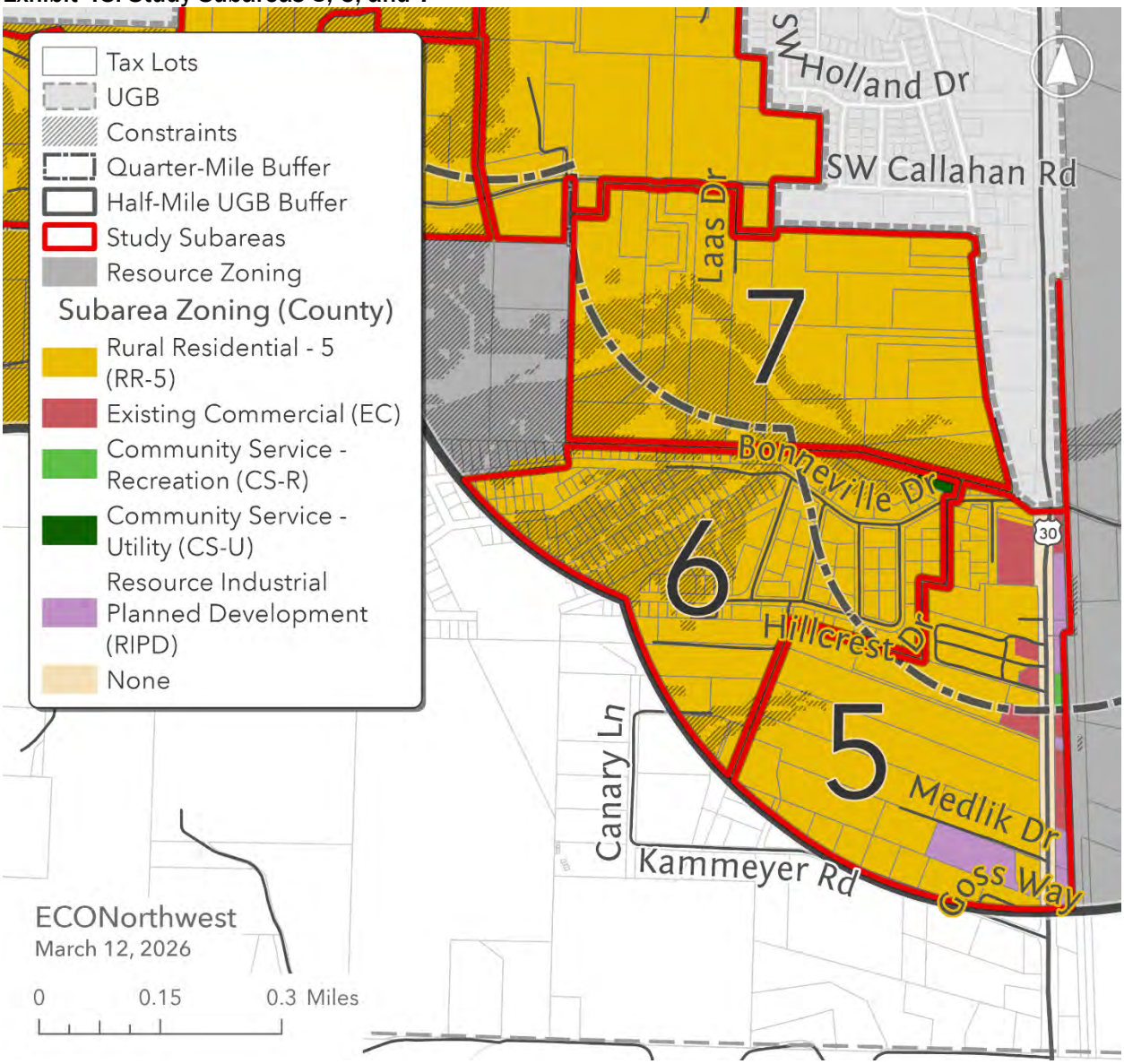


Exhibit 44. Study Subareas 8, 9, and 10

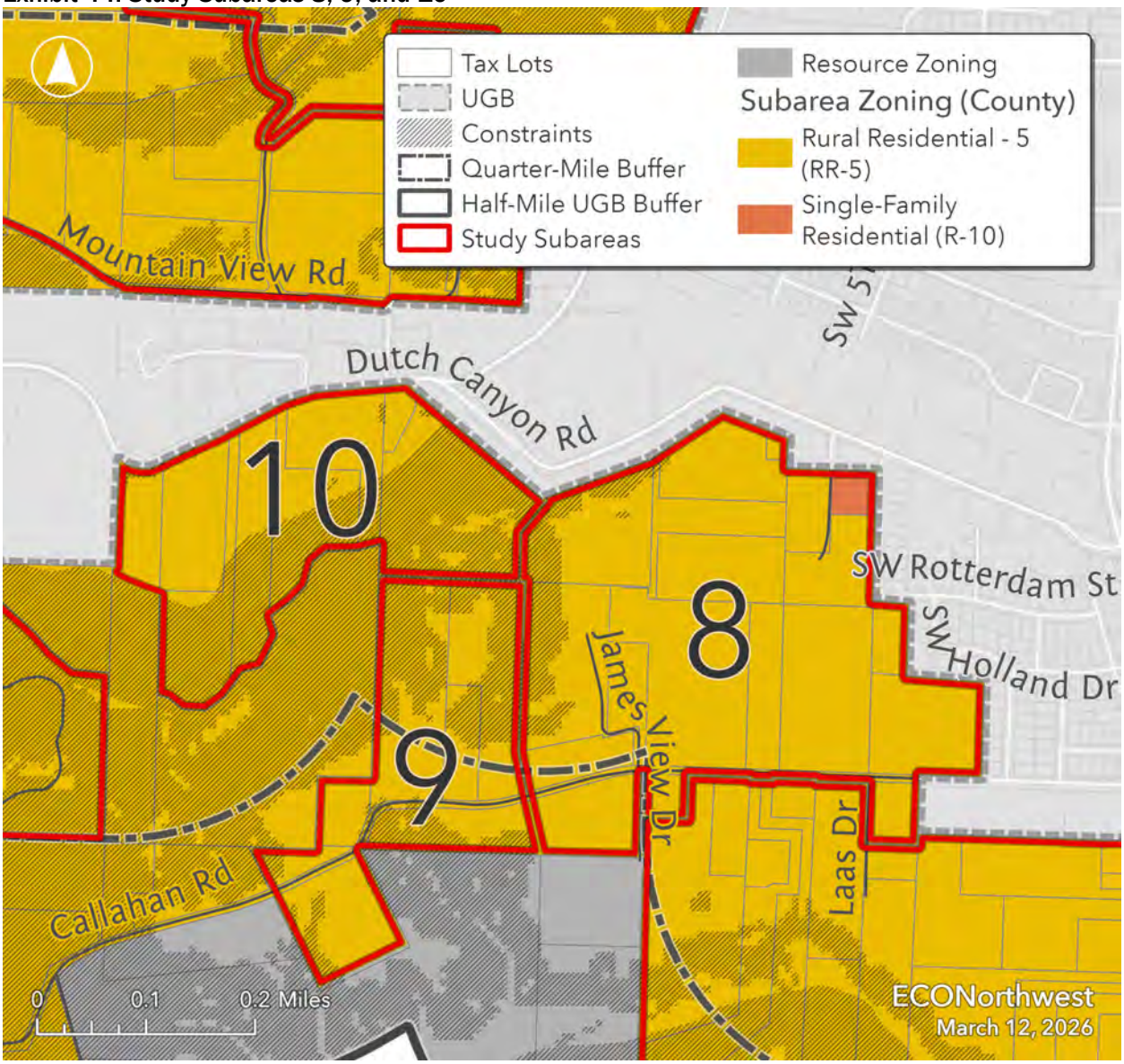


Exhibit 45. Study Subareas 11 and 12

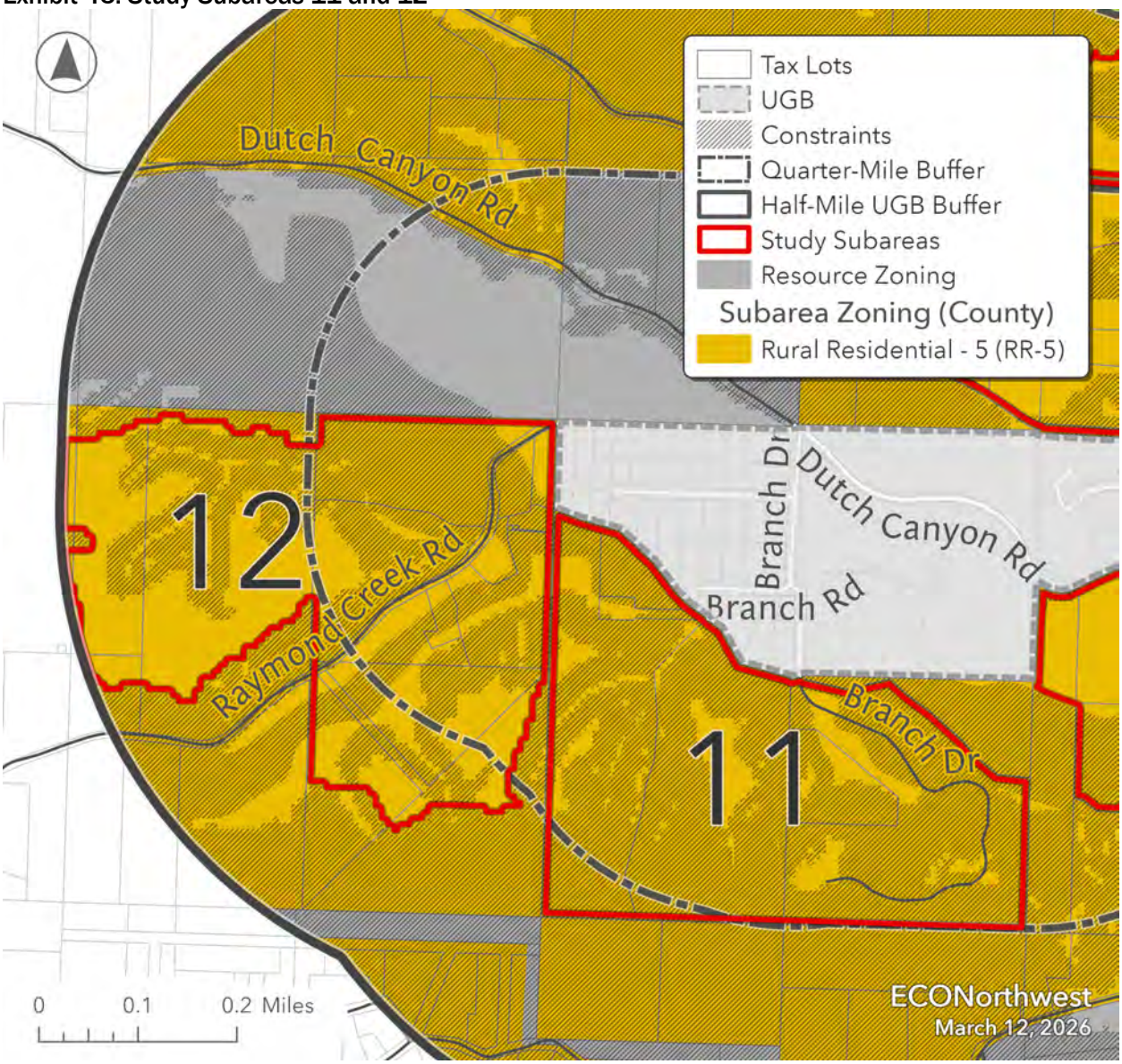


Exhibit 46. Study Subareas 13 and 14

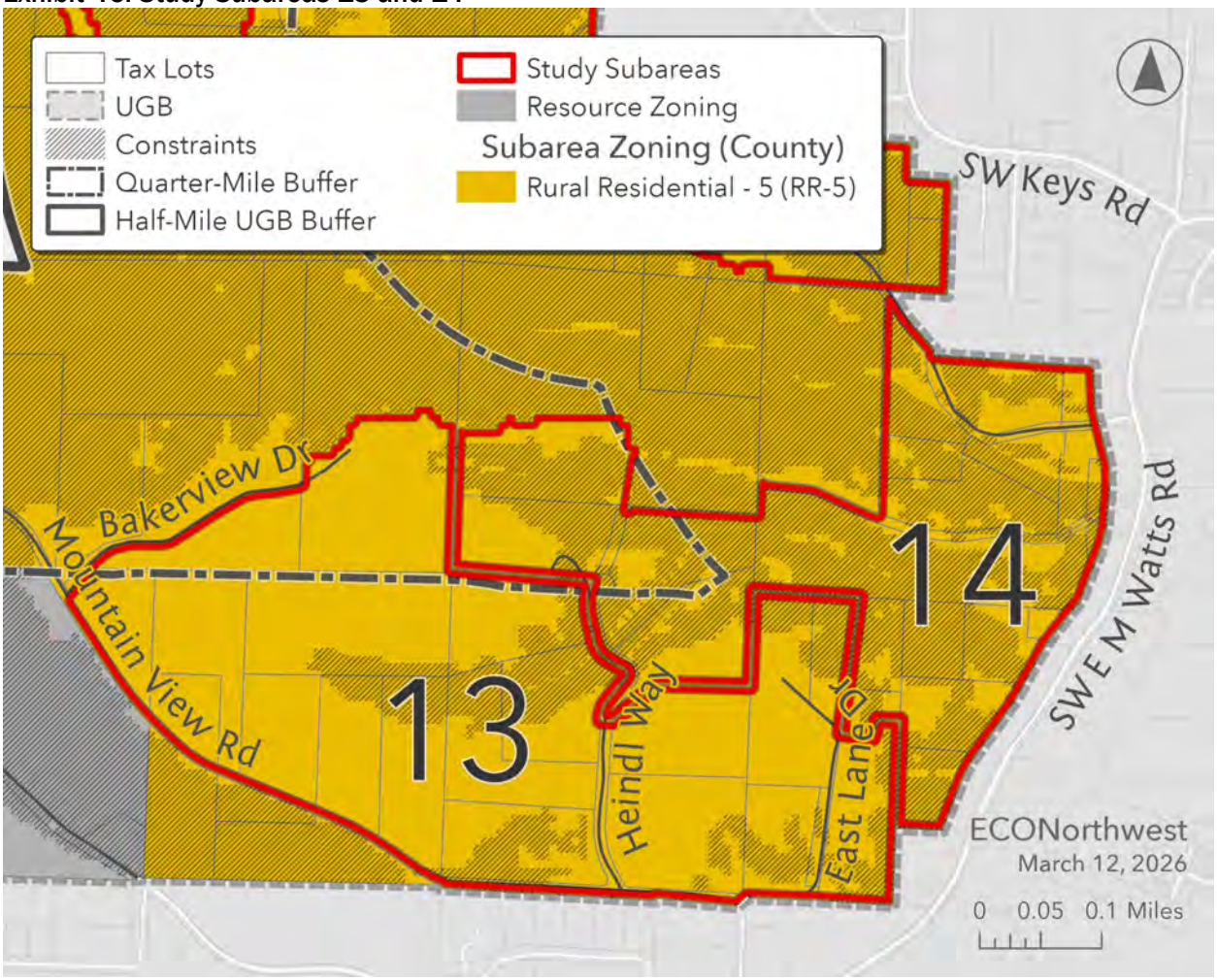


Exhibit 47. Study Subareas 15 and 16

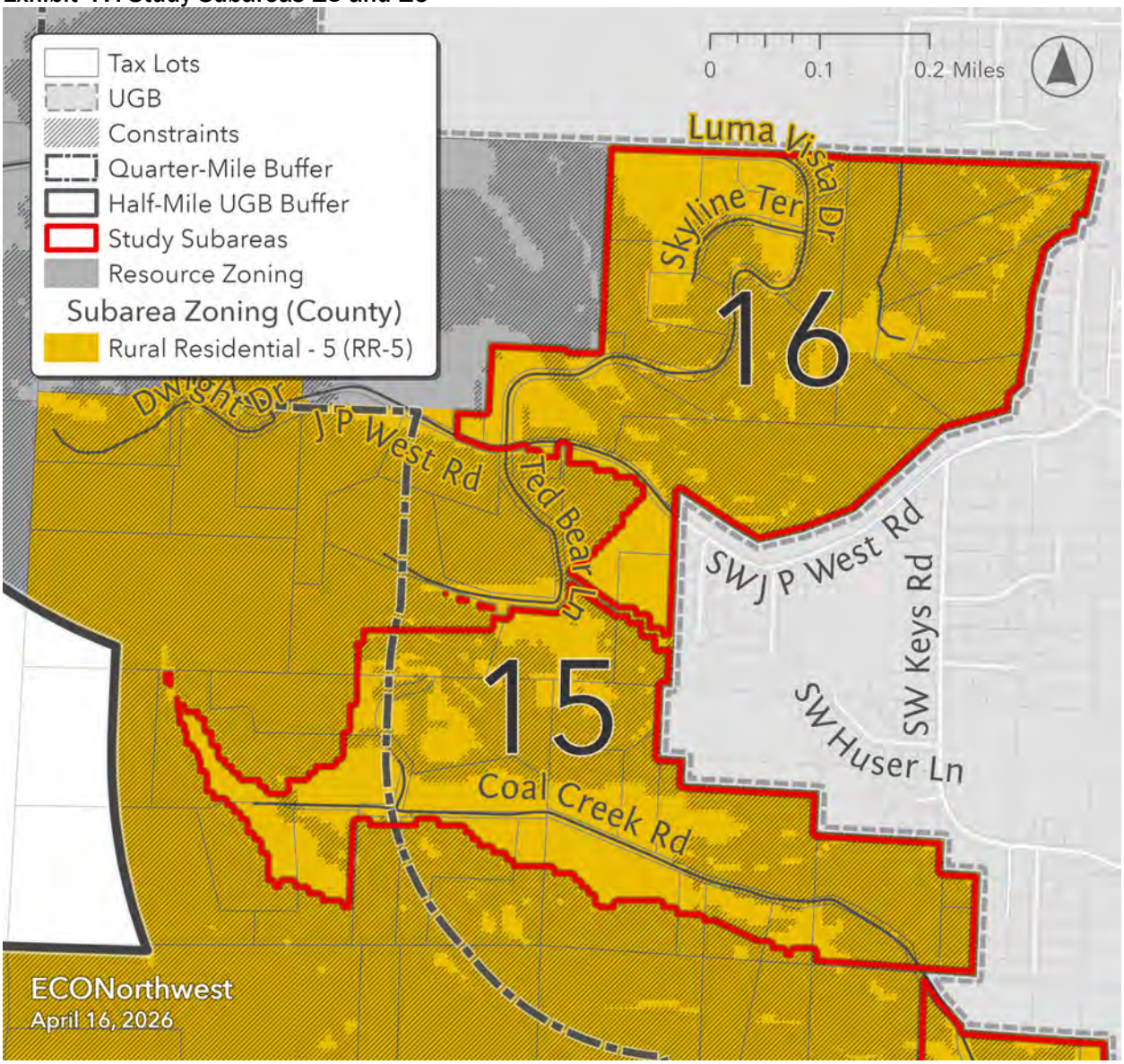


Exhibit 48. Study Subareas 17, 18, 19, and 20

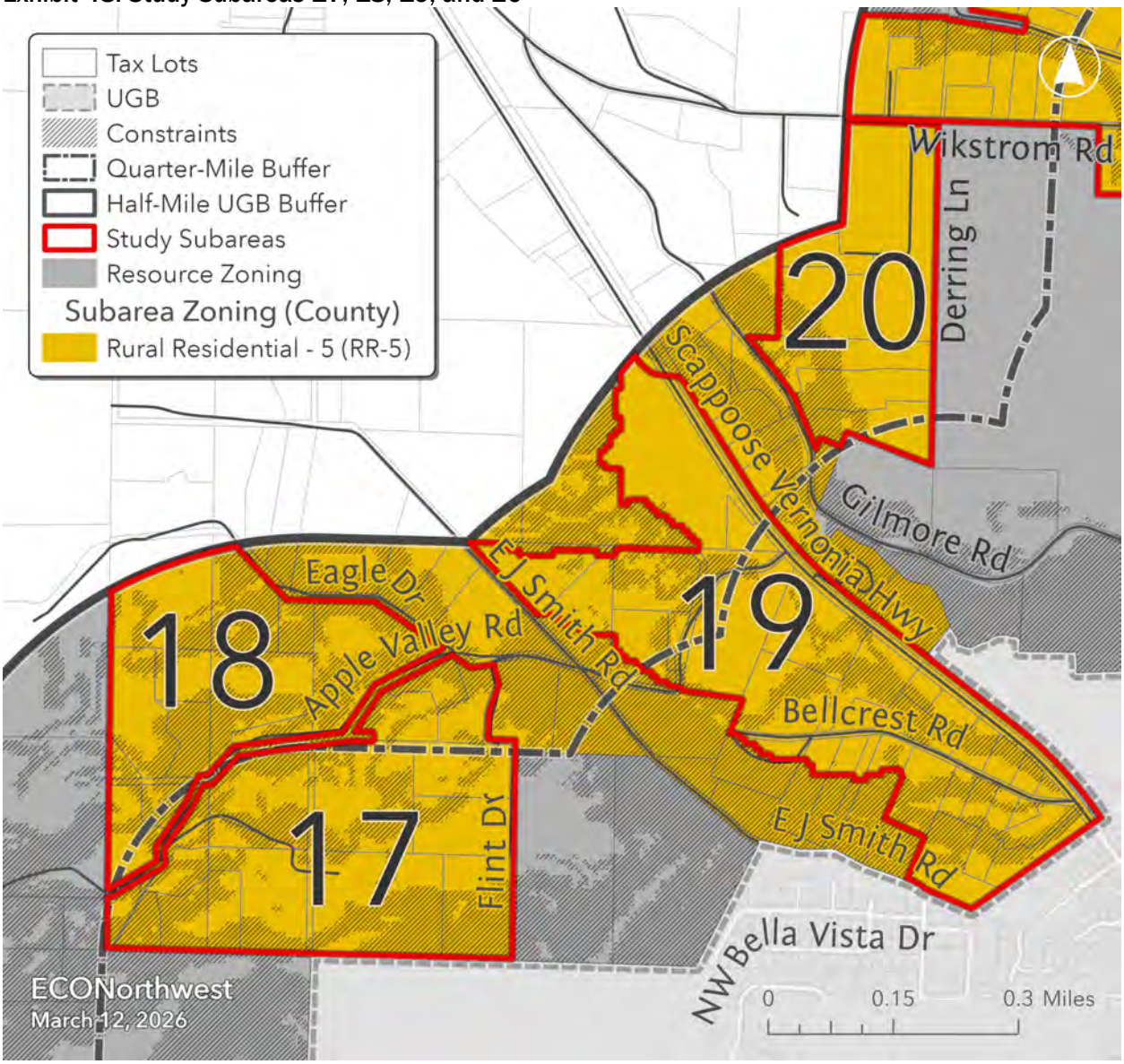


Exhibit 49. Study Subarea 21

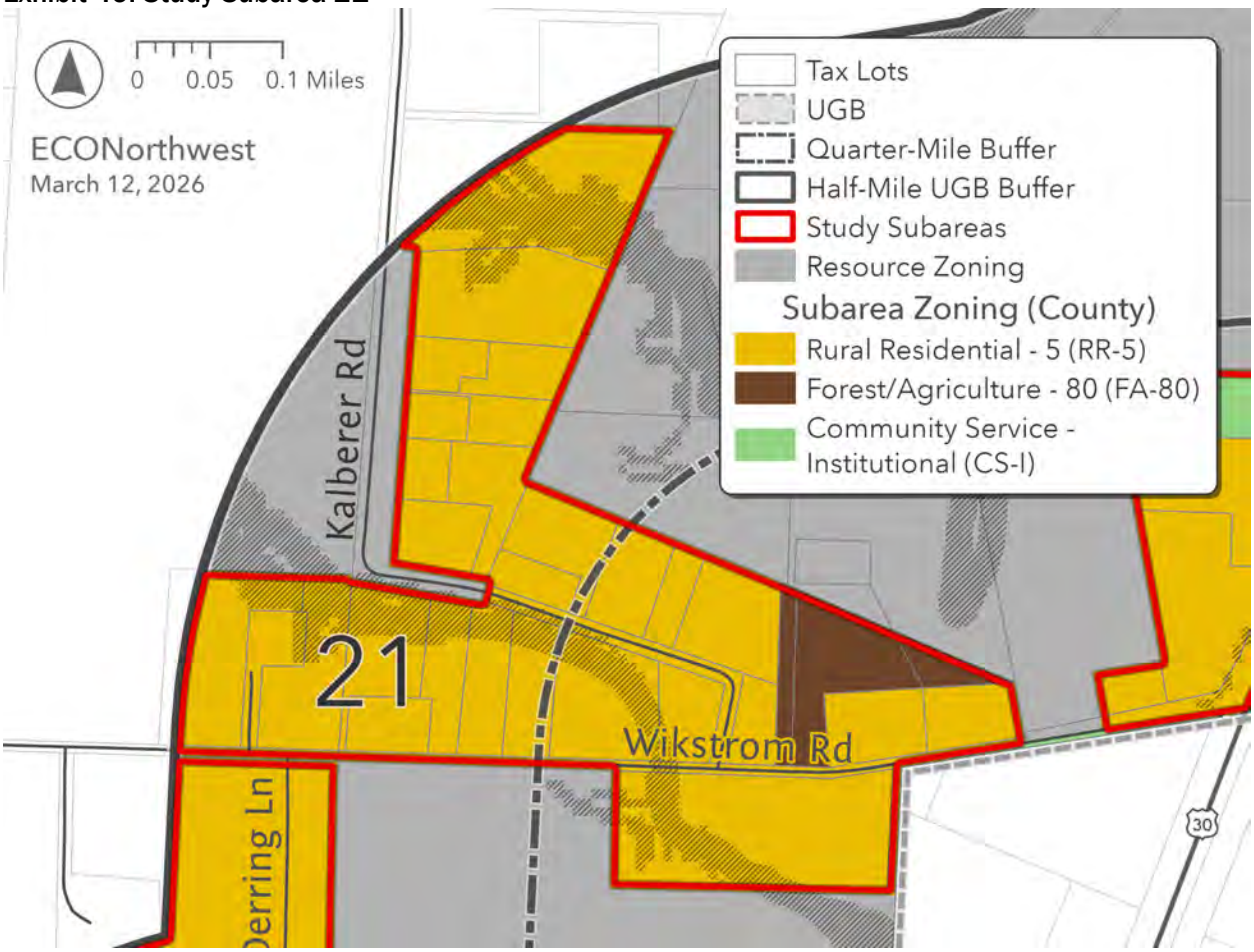
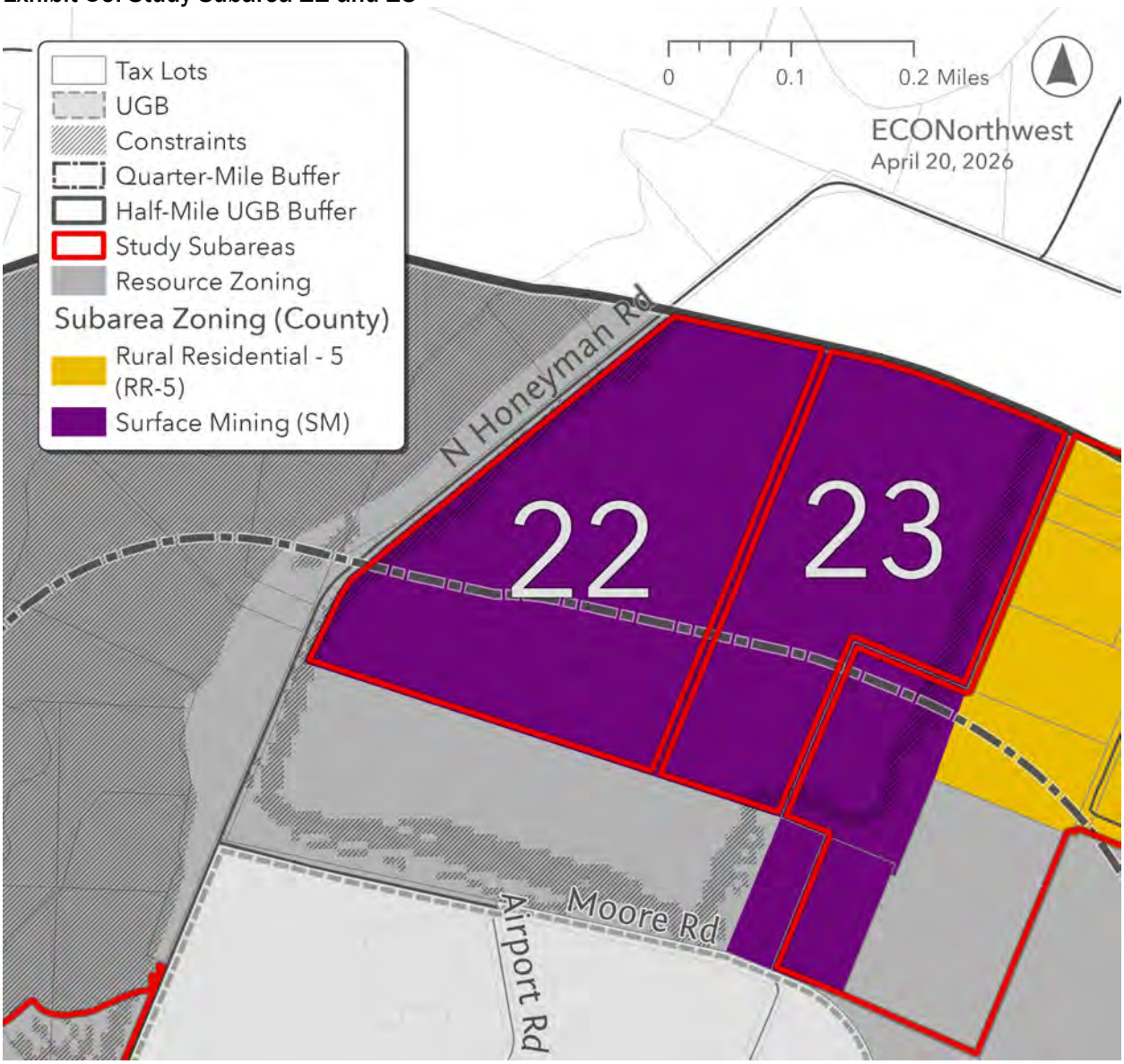


Exhibit 50. Study Subarea 22 and 23



4. Goal 14 Locational Factors

OAR 660-024-0067(7)-(9) and (11) and (12) establish that if the City's amount of suitable land exceeds the amount of land necessary to address its need deficiency, the City must choose how to prioritize the land in this category by applying locational factors established by Goal 14.

> *(7) Pursuant to subsection (1)(c), if the amount of suitable land in a particular priority category under section (2) exceeds the amount necessary to satisfy the need deficiency, the city must choose which land in that priority to include in the UGB by first applying the boundary location factors of Goal 14 and then applying applicable criteria in the acknowledged comprehensive plan and land use regulations acknowledged prior to initiation of the UGB evaluation or amendment. The city may not apply local comprehensive plan criteria that contradict the requirements of the boundary location factors of Goal 14. The boundary location factors are not independent criteria; when the factors are applied to compare alternative boundary locations and to determine the UGB location the city must show that it considered and balanced all the factors. The criteria in this section may not be used to select lands designated for agriculture or forest use that have higher land capability or cubic foot site class, as applicable, ahead of lands that have lower capability or cubic foot site class.*
>
> *(8) The city must apply the boundary location factors of Goal 14 in coordination with service providers and state agencies, including the Oregon Department of Transportation (ODOT) with respect to Factor 2 regarding impacts on the state transportation system, and the Oregon Department of Fish and Wildlife (ODFW) and the Department of State Lands (DSL) with respect to Factor 3 regarding environmental consequences. "Coordination" includes timely notice to agencies and service providers and consideration of any recommended evaluation methodologies.*
>
> *(9) In applying Goal 14 Boundary Location Factor 2 to evaluate alternative locations under section (7), the city must compare relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. For purposes of this section, the term "public facilities and services" means water, sanitary sewer, storm water management, and transportation facilities. The evaluation and comparison under Boundary Location Factor 2 must consider:*
>
> > *(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;*
> >
> > *(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and*
> >
> > *(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements*

on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.

(d) In the context of residential development, the cost to serve a sub-area relative to potential yield of housing units.

…

(11) The evaluation under Goal 14 Boundary Location Factor 1 and 2 must include, but is not limited to, a comparison of the relative efficiency of accommodating land needs for housing types and densities identified in OAR chapter 660, division 8 through proposed residential plan designations.

(12) In applying Goal 14 Boundary Location Factor 3, the city may prioritize areas including, but not limited to, areas that are or have been conceptually planned to include regulated affordable housing and other uses to support residential uses within the area, such as commercial uses and open space.

(13) The adopted findings for UGB amendment must describe or map all of the alternative areas evaluated in the boundary location alternatives analysis.

Chapter 4 includes additional findings demonstrating compliance with Goal 14 locational factors. Goal 14 establishes four boundary location factors that must be considered when reviewing alternative boundaries:

The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.320 and with consideration of the following factors:*

(1) Efficient accommodation of identified land needs;

(2) Orderly and economic provision of public facilities and services;

(3) Comparative environmental, energy, economic and social consequences; and

(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

*NOTE: ORS 197A.320 was renumbered to ORS 197A.285.

The following sections provide an evaluation of the proposed lands.

Findings demonstrating consistency with Goal 14 Location Factors 1–4

The following sections provide findings showing consideration of the Goal 14 locational factors.

Factor 1: Efficient accommodation of identified land needs

Factor 1 includes characteristics such as: efficient urban development opportunities, ability to meet needs for identified housing types, economic uses, and public/semi-public uses, and good urban form to allow for integration with the existing city.

Exhibit 51. Evaluation of Factor 1 Characteristics

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
1 (Wikstrom and Hwy 30)	• 11 parcels. • 23% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Adjacent to Wikstrom Rd and West Lane Rd. • Subarea is split by U.S. Route 30 and a parallel railroad line. • A minor improved road, Paradise Ln, runs parallel to the rail line through the eastern parcels. • One easternmost parcel cut off at the subarea boundary at about half of its length. • 5% of the subarea is constrained, primarily by FEMA Floodplains at the eastern boundary.	Subarea 1 is adjacent to the UGB which has comprehensive plan designations of Commercial and Suburban Residential. The area would connect to the existing UGB towards the south. The area would provide opportunities for commercial development. Bringing this area into the UGB would have a positive impact on Scappoose's urban form and would efficiently accommodate commercial land needs.
2 (Honeyman and West Lane Rd)	• Seven parcels. • There are no parcels larger than 5 acres. • Adjacent to UGB. • Adjacent to West Lane Rd and N Honeyman Rd. • No improved roads within subarea. • Larger northernmost parcels cut off at subarea boundary. • 26% of land is constrained by high or very high susceptible landslide areas.	Subarea 2 is adjacent to the UGB which has comprehensive plan designations of Industrial and Airport Employment. However, Subarea 2 already has some existing commercial development which could make it an appropriate location for accommodating additional commercial development. Bringing this area into the UGB would have a positive impact on Scappoose's urban form and would efficiently accommodate commercial land needs.
3 (Freeman Rd)	• 15 parcels. • 77% of land is in parcels 5 acres or larger. • About 63 acres are exception areas, and 15 acres are in high quality farmland. This small amount of farmland provides access to a substantial amount of exceptions land. • Adjacent to UGB.	Subarea 3 is adjacent to the UGB. It includes 15 acres of high value farmland at its south end which is about 20% of the total area. This farmland is included to provide sufficient access to the rest of the subarea which is exceptions land. The remaining subarea is split between residential zoning and in residential use (48 acres or 62% of the total subarea),

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
	• Adjacent to Moore Rd. • Subarea is split north to south by Freeman Rd. • Free of constraints; however, a portion of the southwestern corner of the subarea is still an active gravel mine and underwater.	and Surface Mining, not in residential use (15 acres or about 19% of total area). Bringing this area into the UGB would have a neutral to positive impact on Scappoose's urban form. It is located in an area away from other residential development but may over time become more of a residential enclave. It is one of the flatter and more developable areas around Scappoose. If the entire area is brought in, it could efficiently accommodate between 285 and 446 dwelling units in close proximity to employment lands, thereby reducing travel times for those who are employed nearby.
4 (Miller Ln)	• Nine parcels. • There are no parcels larger than 5 acres. • Adjacent to UGB. • Adjacent to E Columbia Ave. • Direct road connections via Teakwood Dr, Village Way, and Miller Ln in the northern portion and Elm Street along the southern portion. • Free of constraints.	Subarea 4 is adjacent to the UGB and would provide an opportunity for extension of existing neighborhood development along E Columbia Ave. Additionally, it would fill a small gap within the eastern UGB boundary. The area is smaller in size and already about a quarter developed. It could efficiently accommodate limited residential land needs for between 35 and 52 dwelling units. Bringing this area into the UGB would solve an on-going issue with a failing septic system associated with a manufactured home park which could become a health hazard if not remedied soon. Bringing this area into the UGB would have a positive impact on Scappoose's urban form and would efficiently accommodate residential land needs.
5 (East Bonneville Dr.)	• 52 parcels. • 45% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Adjacent to Johnson Landing Rd at northeastern boundary. • U.S. Route 30 runs north to south along eastern boundary.	Subarea 5 is minimally adjacent to the UGB, sharing about 350 feet of coverage between the two boundaries. It is directly connected to the UGB at the SW Old Portland Rd/Bonneville Dr intersection. Bringing this area into the UGB would create a southward extension of the UGB without contiguous areas to the east, south, or west. However, if surrounding portions of Subareas 7 and 6 were brought into the UGB, Subarea 5 becomes a natural extension of the area.

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
	• Bonneville Dr. runs through northern area. Minimal other improved roads. • Southernmost parcels cut off at area boundary. • 2% of land is constrained by high or very high susceptible landslide areas.	Subarea 5 has capacity for between 227 and 350 dwelling units. This would have a positive impact on Scappoose's urban form if surrounding areas (subareas 7 and parts of 6) were also brought in and would efficiently accommodate residential or commercial land needs.
6 (West Bonneville Dr.)	• 200 parcels. • There are no parcels 5 acres or larger. • Not adjacent to UGB. Area is about 330 feet from UGB boundary. • Bonneville Dr runs through northeastern area with smaller improved roads stemming off through residential areas. • Western and southernmost parcels cut off at area boundary. • 35% of land is constrained by high or very high susceptible landslide areas.	Subarea 6 is about 330 feet from the existing UGB. If it was brought into the UGB, it would create an "island" in the UGB to the west of subarea 5 and south of subarea 7. Subarea 6 is also highly parcelized with no parcels larger than 5 acres which can make cohesive development challenging and costly. Constraints run through the western portion of the area with additional constraints creating a barrier between Subarea 6 and Subarea 7. The northeastern corner of subarea 6 could provide limited opportunity for residential (70 to 95 dwelling units) or commercial if brought into the UGB with adjoining Subareas 5 and 7. Bringing the northeastern corner of Subarea 6 into the UGB would have a neutral to positive impact on Scappoose's urban form if brought in with adjacent subareas (5 and 7) and would efficiently accommodate limited commercial or residential land needs.
7 (Callahan South)	• 27 parcels. • 40% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Adjacent to SW Old Portland Rd and SW Callahan Rd. • No improved roads within subarea; however, two stubbed streets (SW Klompen St and SW Amsterdam Ln) are abutting the northern part of the subarea. • 33% of land is constrained in southern portion by FEMA floodplains and high or very high susceptible landslide areas.	Subarea 7 is adjacent to the UGB with comprehensive plan designations of Commercial and Suburban Residential. Constraints are limited to the southern portion of the area. The unconstrained northern area could provide opportunities for commercial and residential development, particularly the northeastern area already adjacent to the UGB. If Subarea 8 were brought into the UGB, the northwestern portion of Subarea 7 would then also be connected to the UGB and could better accommodate residential land needs. Subarea 7 has the potential to accommodate between 365 and 572 dwelling units.

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
		Bringing this area into the UGB would have a positive impact on Scappoose's urban form and would efficiently accommodate residential and commercial land needs.
8 (Dutch Canyon South)	• 19 parcels. • 53% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Adjacent to SW Dutch Canyon Rd, SW Rotterdam St, SW Randstad St, and SW Callahan Rd. • Direct local connections at SW Haven Ln in the northeast, SW Rotterdam St and SW Volendam St in the east, and Callahan Rd in the south. • Minimal improved roads within the subarea • Southwestern most parcel split by subarea boundary. • 7% of land is constrained near western boundary by high or very high susceptible landslide areas.	Subarea 8 is adjacent to the UGB with comprehensive plan designations of Suburban Residential. This area would provide an opportunity for extension of existing neighborhood development, along SW Rotterdam St., SW Volendam St, and SW Callahan Rd. If brought into the UGB, it would fill a small gap within the southwestern UGB boundary. Subarea 8 has the potential to accommodate between 240 and 374 dwelling units. Bringing this area into the UGB would have a positive impact on Scappoose's urban form and would efficiently accommodate residential land needs.
9 (Callahan West)	• Seven parcels. • 69% of land is in parcels 5 acres or larger. • Not adjacent to UGB. Area is at least 450 feet from UGB boundary. • SW Callahan Rd runs through area's southern portion. • Northwestern most parcel split by subarea boundary. • 44% of land is constrained in northern and southern portions by high or very high susceptible landslide areas.	Subarea 9 is about 450 feet from the existing UGB. If brought into the UGB, it would create an "island" in the UGB to the west of subarea 8 and south of subarea 10 unless subareas 8 and/or 10 were also brought in. While subarea 9 has substantial constraints it also has large parcels. Subarea 9 could accommodate between 58 and 90 dwelling units. Bringing the northern and eastern portions of this subarea into the UGB would have a neutral to positive impact on Scappoose's urban form if surrounding areas (subareas 8 and/or 10) were also brought in and would efficiently accommodate a small amount of residential land needs.
10 (Dutch Canyon West)	• Eight parcels. • 78% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Adjacent to Dutch Canyon Rd. • No improved roads within subarea. • Westernmost parcel cut off by subarea boundary.	Subarea 10 is adjacent to the UGB. More than half of the subarea is densely constrained in the southern and eastern portions. The northwestern portion is not constrained. The subarea contains large estate homes which could limit additional development. If brought into the UGB it would increase the size of the UGB's western extension. Subarea 10 has the capacity to accommodate between 72 and 113 dwelling units.

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
	• 52% of land is constrained in southern and eastern portions by FEMA floodplains and high or very high landslide susceptible areas.	Bringing the unconstrained portions of this area into the UGB could have a neutral impact on Scappoose's urban form for residential uses but would extend the UGB's western extension which is difficult to service with infrastructure.
11 (Branch Dr.)	• Six parcels. • 90% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Branch Dr runs from the UGB into most of the area's eastern half. • 87% of the area is densely constrained, primarily by high or very high landslide susceptible areas and FEMA floodplains.	Subarea 11 is adjacent to the UGB but is highly constrained throughout the site, making cohesive development difficult. Bringing this area into the UGB would increase the size of the UGB's western extension and would have a negative impact on Scappoose's urban form by creating an area that has limited connection to the rest of the UGB, would be very difficult to serve, and is highly constrained.
12 (Raymond Creek)	• 16 parcels. • 89% of the land is in parcels 5 acres or larger. • Adjacent to UGB. • Raymond Creek Rd runs from area's northeast boundary through its southern half. • Southern and westernmost parcels cut off by subarea boundary. • 52% of land is constrained throughout by high or very high landslide susceptible areas and FEMA floodplains.	Subarea 12 is only adjacent to the UGB at its northeast corner. It is highly constrained with the least constrained land furthest from the existing UGB. Bringing subarea 12 into the UGB would have a negative impact on Scappoose's urban form by creating an area that has limited connection to the rest of the UGB, would be very difficult to serve, and is highly constrained.
13 (Mountain View Rd)	• 20 parcels. • 76% of the land is in parcels 5 acres or larger. • Adjacent to UGB. • Mountain View Rd extends from UGB and runs along the area's southern boundary. Bakerview Dr extends along the northwest boundary. • Heindl Way and East Lane Dr extend vertically in area's eastern half. • Northernmost parcels cut off by subarea boundary. • 18% of land is constrained by high or very high landslide susceptible areas.	Subarea 13 is adjacent to the UGB along its southern boundary. Much of the area is unconstrained with large parcels and little existing development. Subarea 13 has the potential to accommodate between 307 and 482 dwelling units. Bringing Subarea 13 into the UGB would have a positive impact on Scappoose's urban form and would efficiently accommodate residential land needs.
14 (EM Watts West)	• 23 parcels. • 53% of the land is in parcels 5 acres or larger. • Adjacent to UGB.	Subarea 14 is adjacent to the UGB but is highly constrained. Constraints run throughout the subarea making it difficult to facilitate cohesive development in the area.

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
	• Adjacent to SW E Watts Rd. • Coal Creek Rd runs from UGB through northern area. • Westernmost parcel cut off by subarea boundary. • 67% of land is constrained throughout by high or very high landslide susceptible.	Subarea 14 would have a negative impact on Scappoose's urban form given the extent and location of the constraints.
15 (Coal Creek)	• 24 parcels. • 46% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Direct connection to UGB via Coal Creek Rd, which runs east to west through area's southern portion. • Most non-adjacent parcels along area boundaries cut off by said boundary. • 51% of land is constrained in the northern and eastern portions primarily by high or very high landslide susceptible areas, as well as minor steep sloped areas.	Subarea 15 is adjacent to the UGB along its eastern border. It is highly constrained throughout the area with the least constrained land furthest from the existing UGB. Subarea 15 would have a negative impact on Scappoose's urban form with developable land positioned away from the existing UGB and could not efficiently accommodate land needs.
16 (Luma Vista)	• 21 parcels. • 65% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Adjacent to J P West Rd with direct connection to UGB at NW Five Peak Ter in northern area. • JP West Rd runs east to west in southern portion with Luma Vista Dr splitting off to the North boundary. • Southernmost parcels cut off by subarea boundary. • 69% of land is constrained throughout primarily by high or very high landslide susceptible areas, as well as minor steep sloped areas.	Subarea 16 is adjacent to the UGB but is highly constrained throughout the site which would make it difficult to facilitate cohesive development. The largest share of unconstrained land exists adjacent to land with a comprehensive plan designation of Public Lands. If brought it into the UGB it would be cut off from other residential or commercial designations. Subarea 16 would have a negative impact on Scappoose's urban form and could not efficiently accommodate land needs.
17 (Apple Valley south)	• 18 parcels. • 65% of land is in parcels 5 acres or larger. • Adjacent to UGB. • No direct road connection to UGB. • Apply Valley Rd runs adjacent along northern boundary with Baumgardner Ln extending off to the south. Flint Dr runs partially adjacent along eastern boundary.	Subarea 17 is adjacent to the UGB at its southeast corner which has a comprehensive plan designation of Public Lands. Constraints run throughout the area, with a concentration along the UGB border, which would make it difficult to facilitate cohesive development integrated with the existing UGB.

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
	• 50% of land is constrained throughout primarily by high or very high landslide susceptible areas, as well as minor steep sloped areas.	Subarea 17 would have a negative impact on Scappoose's urban form and could not efficiently accommodate land needs.
18 (Apple Valley north)	• 12 parcels. • 70% of land is in parcels 5 acres or larger. • Not adjacent to UGB. It is about 1,300 feet from the existing UGB. • No direct road connections to UGB. • Apple Valley Rd and Eagle Dr run adjacent along southern and northern boundaries, respectively. No improved roads within area. • Northwestern most parcel cut off by subarea boundary. • 55% of land is constrained throughout primarily by high or very high landslide susceptible areas, as well as minor steep sloped areas.	Subarea 18 is about 1,300 feet from the existing UGB. If brought into the UGB, it would create an "island" in the UGB to the west of Subarea 17. Additionally, constraints run throughout Subarea 18 which would make it difficult to facilitate cohesive development. Bringing subarea 18 into the UGB would have a negative impact on Scappoose's urban form and would not efficiently accommodate land needs.
19 (Bell Crest)	• 35 parcels. • 38% of land is in parcels 5 acres or larger. • Adjacent to UGB. • Direct connection to UGB via Scappoose-Vernonia Hwy, running along northeast boundary. • Area contains the improved roads of Bellcrest Rd and Apply Valley Rd. • Most non-UGB adjacent parcels cut off by subarea boundary. • 26% of land is constrained by high or very high landslide susceptible areas.	Subarea 19 is only adjacent to the UGB at its southeast corner. Constraints run through the site with the least constrained land furthest from the existing UGB. Bringing subarea 19 into the UGB would have a negative impact on Scappoose's urban form and would not efficiently accommodate land needs.
20 (Wikstrom South)	• Six parcels. • 70% of land is in parcels 5 acres or larger. • Not adjacent to UGB. It is about 1,000 feet from the existing UGB. • No direct road connections to UGB. • Wikstrom Rd and Gilmore Rd run adjacent along area's north and south boundary, respectively. Derring Ln splits off south from Wikstrom into northern half of area. • Northern parcels cut off by subarea boundary.	Subarea 20 is about 1,000 feet from the existing UGB. If brought into the UGB, it would create an "island" in the UGB separated from the rest of the UGB by resource land. Bringing this area into the UGB would have a negative impact on Scappoose's urban form and would not efficiently accommodate land needs.

Subarea	Efficient Urban Development Opportunities	Evaluation of Efficient Accommodation of Residential, Economic, and Public Land Needs
	• 16% of land is constrained in southwest portion by high or very high landslide susceptible areas.	
21 (Wikstrom North)	• 31 parcels. • 30% of land is in parcels 5 acres or larger. • 5 acres of land are within farmland and 76 acres are exceptions. • Adjacent to UGB. • Direct connection to UGB via Wikstrom Rd, continuing along south boundary. • Kalberer Rd splits off north from Wikstrom Rd into middle of subarea. • 17% of land is constrained in the central portion by high or very high landslide susceptible areas.	Subarea 21 is minimally adjacent to the UGB at its eastern corner with a comprehensive plan designation of Commercial. Bringing this subarea into the UGB would create a northwest extension of the UGB without contiguous areas to the north, south, or west. Subarea 21 could accommodate between 170 and 258 residential units. However, bringing the eastern corner of subarea 21 (but not the whole subarea) could provide opportunity for residential or commercial and would have a neutral to positive impact on Scappoose's urban form.
22	• One parcel. • Parcel is 5 acres or larger. • Not adjacent to UGB. It is about 650 feet from the existing UGB. • Direct connection to UGB via N Honeyman Rd, which stems off from West Lane Rd and runs adjacent to the subarea's western border. • Parcel is split down the middle between subareas 22 and 23. • 7% of the land is constrained by high or very high landslide susceptible areas on western boundary.	Subarea 22 is about 650 feet from the existing UGB. If brought into the UGB, it would create an "island" in the UGB to the west of Subarea 23 (unless brought in with Subarea 23 and Subarea 3). Additionally, the area is currently zoned for Surface Mining and contains an active gravel mine that is currently filled with water. Bringing Subarea 22 into the UGB would create an area that is discontinuous to the rest of the UGB. Bringing this area into the UGB would have a negative impact on Scappoose's urban form and would not efficiently accommodate identified land needs.
23	• One parcel. • Parcel is 5 acres or larger. • Not adjacent to UGB. It is about 650 feet from the existing UGB. • No direct connections to UGB. • No roads within or connecting to the subarea. All parcels split between subarea 23 and either 22 or 1. • About 6% of land is constrained by high or very high landslide susceptible areas on eastern boundary	Subarea 23 is about 650 feet from the existing UGB. If brought into the UGB, it would create an "island" in the UGB to the west of Subarea 3 (unless brought in with Subarea 3). Additionally, the area is currently zoned for Surface Mining and contains an active gravel mine, the majority of which is underwater. Bringing Subarea 23 into the UGB would create an area that is discontinuous to the rest of the UGB. Bringing this area into the UGB would have a negative impact on Scappoose's urban form and would not efficiently accommodate identified land needs.

Exhibit 52 summarizes the details of Exhibit 51 to give a high-level summary of the potential of each subarea for efficiency of urban development opportunities. Each subarea is given a rating based on the following:

- Negative: Areas that are not adjacent to the UGB, have few if any connections to existing roads within Scappoose, have significant development constraints, and/or are not near existing or developing residential neighborhoods or commercial areas.
- Neutral: Areas that are adjacent to the UGB but may not provide connections with existing or developing residential neighborhoods or commercial areas or may not provide connections with existing Scappoose roads or areas that are adjacent to residential or commercial areas but have limited additional development potential.
- Positive: Areas that are adjacent to the UGB, may fill in a "void" in the UGB, adjacent to existing or developing residential neighborhoods or commercial areas, and/or have connections with existing Scappoose roads.

Exhibit 52. Summary of Efficiency of Urban Development Opportunities (Factor 1)

Subarea	High Level Summary	Key Issues or Opportunities
1	Positive	• Along Highway 30 • No substantive constraints • Good opportunities for commercial uses
2	Positive	• Adjacent to Industrial and Airport Employment Designations • Existing commercial development • Good opportunities for commercial uses
3	Neutral to Positive	• Adjacent to the UGB • No substantive constraints; it is one of the flatter and more developable areas in Scappoose • Located away from other residential currently but could become a residential enclave over time. • Includes a small share of high value farmland in order to provide sufficient access to the rest of the area, which is one of the flatter and more developable areas in Scappoose.
4	Positive	• Adjacent to existing neighborhood development • No substantive constraints • Partially developed

		• Solve an on-going issue with a failing septic system associated with a manufactured home park • Small opportunity for residential
5	Positive	• Along Highway 30 • Minimal constraints • Would need surrounding subareas (7 and 6) to also be brought into the UGB • Good opportunity for commercial and residential
6	Neutral to Positive	• Western portion of the site is constrained and highly parcelized • Would need surrounding subareas (7 and 5) to also be brought into the UGB • Good opportunity for residential and commercial in the northeastern corner adjacent to subareas 7 and 5
7	Positive	• Adjacent to existing UGB with designations of Commercial and Suburban Residential • Constraints limited to the southern portion of the site • Good opportunity for residential
8	Positive	• Adjacent to existing UGB with Comprehensive Plan designation of Suburban Residential • Fills gap in southwestern UGB boundary • Good opportunity for residential
9	Neutral to Positive	• 450 feet from existing UGB creating an "island" unless brought in with subareas 8 and/or 10 • While it has constraints, it also has large parcels • Small opportunity for residential in the northeastern portion adjacent to subarea 8
10	Neutral	• Southern and eastern portions are highly constrained, northwest portion is free of constraints • Would increase the size of the UGB's western extension, which is more difficult to service with infrastructure
11	Negative	• Highly constrained throughout the site • Would create an area with limited connection to the rest of the UGB and would be very difficult to serve
12	Negative	• Highly constrained with least constrained land furthest from existing UGB • Would create an area with limited connection to the rest of the UGB and would be very difficult to serve
13	Positive	• Few constraints • Large parcels with little existing development • Good opportunity for residential
14	Negative	• Highly constrained throughout the site
15	Negative	• Highly constrained with the least constrained land furthest from the existing UGB
16	Negative	• Highly constrained throughout the site • Largest share of unconstrained land is next to Comprehensive Plan designation of Public Lands
17	Negative	• Highly constrained throughout the site with constraints concentrated along the existing UGB boundary • Adjacent to Public Lands designation
18	Negative	• Highly constrained throughout the subarea • 1,300 feet from existing UGB; would create an "island" in the UGB

19	Negative	• Highly constrained with least constrained land furthest from existing UGB
20	Negative	• 1,000 feet from existing UGB; would create an "island" in the UGB
21	Neutral to Positive	• Limited connection to the rest of the UGB • Eastern corner could provide opportunity for residential or commercial development
22	Negative	• Currently zoned Surface Mining • Discontinuous from the rest of the UGB
23	Negative	• Currently zoned Surface Mining • Discontinuous from the rest of the UGB

Factor 1 Findings

Finding (UGB): Goal 14 requires that changes to the UGB provide for the efficient accommodation of identified land needs. Based on the evaluation in Exhibit 51 and Exhibit 52, the City finds that Subareas 1, 2, 4, 5, 7, 8, and 13 (rated Positive), and Subareas 3, 6, 9, 10, and 21 (rated Neutral to Positive), provide the most efficient opportunities to accommodate identified residential and commercial land needs. These subareas are contiguous to or near the existing UGB, have access to existing transportation networks, contain sufficient unconstrained land to support urban development, and integrate with existing residential or commercial areas. The City finds that inclusion of Subareas 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 13, and 21 satisfies Goal 14, Factor 1 by efficiently accommodating identified land needs.

Finding (Urban Reserves): OAR 660-021-0030(2) requires urban reserve designation based on the Goal 14 locational factors, and OAR 660-021-0030(3) directs consideration of developability at urban densities, efficient provision of urban services, and sufficient land suitable for a range of housing types. The City finds that designation of urban reserves within the subareas rated Positive and Neutral to Positive in Exhibit 52 are consistent with Goal 14, Factor 1 and OAR 660-021-0030 because it provides for the efficient long-term accommodation of identified land needs while avoiding less suitable, constrained, or isolated areas.

Factor 2: Orderly and economic provision of public facilities and services

Factor 2 requires the City to consider opportunities for orderly and economic provision of public facilities and services. This section focuses on provision of roads, water, and wastewater services and evaluates the advantages and disadvantages for each subarea for these services.

Exhibit 53. Evaluation of Factor 2 Characteristics

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
1 (Wikstrom and Hwy 30)	Advantages • There is an accessway to serve the existing homes and church (Paradise Lane) on east side of Hwy 30 which could possibly be improved to a Local Street standard. • Parcels on west side of Columbia River Highway (Hwy 30) are relatively flat and large enough to be subdivided, including the development of an internal street system. Disadvantages • Paradise Lane is currently located within private property (flag lot makes up the accessway). To be developed into a City street, it would require dedication of right of way and full improvements to Local Street standards. • On east side of Hwy 30, creating an internal street network may not be economically feasible since there are existing homes and a church that may not desire to redevelop, which would limit development potential in this area.	Advantages • None Disadvantages East side of Hwy 30: • No municipal water infrastructure is located nearby. The nearest water main line is approximately 0.5 miles away from West Lane Rd/Paradise Lane intersection. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system, increasing development costs. West side of Hwy 30: • Nearest water main line on west side of Hwy 30 is 1.17 miles away. • Developer would need to construct needed water service distribution system, increasing development costs.	Advantages • None Disadvantages East side of Hwy 30: • Nearest sewer main is over 1 mile away from West Lane Rd/Paradise Lane intersection. • Developer would need to construct needed sewer service distribution system, increasing development costs. • Due to the slope/contours of land, a sewer pump station would be required. • No municipal storm system in the area. West side of Hwy 30: • Nearest sewer main is over 1 mile away from West Lane Rd/Paradise Lane intersection. • Developer would need to construct needed sewer service distribution system, increasing development costs. • Due to the slope/contours of land, a sewer pump station would be required. • No municipal storm system in the area.

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	• There are no existing streets within the subarea on the west side of Columbia River Highway. Since street construction is the responsibility of developers, this would increase development costs. • A potential north/south street through what is now Tax Lot 00402 would be parallel to Hwy 30 and the connection to Wikstrom Road may impact traffic movements at the Wikstrom/Hwy 30 intersection. • ODOT may limit new connections to Hwy 30 in the region west of Hwy 30.		
2 (Honeyman and West Lane Rd)	Advantages • This subarea is abutting two Collectors, West Lane Rd to the southwest and Honeyman Rd to the southeast. Disadvantages • An internal road network within the subarea meeting City standards will require dedication of right of way and full street improvements.	Advantages • There is an existing 18-inch water main line in N Honeyman Road (on the subareas southeast frontage) between its intersections with West Lane Road and Sky Way Drive. Disadvantages • A water main would need to be extended ~0.12 miles within West Lane Rd to serve TL 3201-A0-00202 and 00208, at the developer/owner's expense.	Advantages • This subarea is located within a basin designated to have a sewer pump station that would also serve existing parcels within the UGB. Disadvantages • The nearest sewer is approximately 0.18 miles south from West Lane Road in Sky Way Drive. • Developer would need to construct needed sewer service distribution system. • Due to the slope/contours of land, a sewer pump station would be required. • No municipal storm system in the area.
3 (Freeman Rd)	Advantages • There is an existing street network (Freeman Rd.) with capacity for expansion/further development. • The southern boundary of the subarea abuts a new collector road,	Advantages • There is an existing 18-inch water main abutting the southwestern edge of the subarea at the NE Commerce Drive/Ring-a-Ring Rd intersection.. Disadvantages	Advantages • There is an existing 8-inch sewer main abutting the southwestern edge of the subarea at the NE Commerce Drive/Ring-a-Ring Rd intersection. .

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	NE Commerce Drive at the Ring-a-Ring Rd/Moore Rd intersection. Disadvantages • A portion of the southwestern corner of the subarea is an active gravel mine and underwater. The portion underwater is just north of where it connects to the existing UGB at the Ring-a-Ring Rd/Moore Rd intersection. Once the gravel mine is reclaimed and filled in, an adequate road system can be installed. •	• There are no water distribution projects planned within subarea. • While an 18-inch water main is adjacent to the southern boundary of this subarea, some sloped areas where the water main connection must be made could increase costs of construction. • Developer would need to construct water service distribution system.	Disadvantages • There are no sewer distribution projects planned in subarea. • Developer would need to construct needed sewer service distribution system. • Due to the slope/contours of land, a sewer pump station would be required. • No municipal storm system in the area.
4 (Miller Ln)	Advantages • There is an existing Collector (E Columbia Avenue) to the north of the subarea and an existing Neighborhood Route (SE Elm Street) to the south of the subarea. • SE Snow Goose St could be extended east through the current UGB, then to the subarea. Disadvantages • The location of existing structures could make the construction of an efficient internal street system challenging. • Teakwood Drive, Rudd's Court, Village Way, and Miller Lane could not be brought to City standards for the right-of-way width of a Local Street without the removal of existing structures.	Advantages • There is an existing 8-inch water main line in E Columbia Avenue. • There is an existing 8-inch water main line in a portion of the SE Elm Street frontage, which could be extended. • An 8-inch water main line is stubbed to the eastern terminus of SE Snow Goose St, which could be extended through current UGB into subarea. Disadvantages • The water main line would have to be extended within SE Elm Street to serve the parcels in the furthest southeast corner of the subarea.	Advantages • There is an existing 30-inch sewer main and 24-inch storm main in E. Columbia Avenue that could serve the north half of the property. • There is an existing 8-inch sewer main extending across a portion of the SE Elm St frontage and 24-inch storm main that could serve the south half of the property. Disadvantages • The existing 8-inch sewer main line in SE Elm Street would need to be extended east approximately 0.12 miles to serve the parcels in the southeast corner of the subarea. • Sewer main lines would have to be extended to and through the subarea to serve the interior portion of the subarea at the developer's expense. • There are no planned sewer or storm distribution projects planned in subarea. •

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
5 (East Bonneville Dr.)	Advantages West side of Hwy 30: • Northern boundary of subarea abuts an existing County public road (Bonneville Dr). • Eastern boundary of subarea has frontage on Hwy 30. • Bonneville Dr. has two County public roads extending south into subarea (Chestnut Ave and Birch Ave), which could be extended further south. East side of Hwy 30: • All parcels have frontage on Hwy 30. Disadvantages West side of Hwy 30: • Extension of Chestnut and Birch to the south and providing an internal road network within the subarea meeting City standards will require dedication of right of way and full street improvements, which may not be economically feasible for a developer to construct since the Manufactured Home Park (MHP) limits the area of development and bisects open tracts of land in the subarea for development. • The nature of existing development in the southern subarea (south of the MHP) could make it difficult to construct a new road network west of Hwy 30.	Advantages • None Disadvantages • The nearest water main line is approximately 0.28 miles north from the Bonneville Drive and SW Old Portland Road intersection. • There are no water distribution projects planned in subarea. • Developer would need to construct water service distribution system.	Advantages • This subarea is located within a basin designated to have a sewer pump station, and gravity mainline that would also serve existing parcels within the UGB. • This subarea is located within the Johnson Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • The nearest sewer main (force main) is approximately 0.38 miles north from the Bonneville Drive and SW Old Portland Road intersection. • The sewer mainline in Old Portland Road is identified to be at capacity and will possibly need to be upsized to accommodate the additional demand. • Developer would need to construct sewer service distribution system. • Due to the elevation and slope of land, a sewer pump station and gravity mainline would be needed near the intersection of Johnson Landing Road and Old Portland Road. • No municipal storm system in the area.
6 (West Bonneville Dr.)	Advantages • There is an existing internal street network with adequate right of way	Advantages • A private water co-op serves the Bonneville Dr, neighborhood.	Advantages • This subarea could utilize the sewer system developed for Subarea 5 which

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	width in much of the subarea that provides efficient connection to existing housing and possible future development. Disadvantages • The existing layout of streets and structures do not provide many opportunities for further development. Where vacant land does exist, it is not contiguous with the existing UGB.	Disadvantages • The nearest water main line is approximately 0.28 miles away from the Bonneville Drive and SW Old Portland Road intersection. • Extension of the water main and distribution system would be the responsibility of the developer. • To serve areas where development potential still exists, must extend beyond parcels that are fully developed, increasing the cost to the developer.	is designated to have a sewer pump station, and gravity mainline that would also serve existing parcels within the UGB. • This subarea is located within the Johnson Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • The nearest sewer main line is approximately 0.38 miles north of the Bonneville Drive and SW Old Portland Road intersection. • The sewer mainline in Old Portland Road is identified to be at capacity and will possibly need to be upsized to accommodate the additional demand. • Developer would need to construct sewer service distribution system. • Due to the elevation and slope of land, a sewer pump station and gravity mainline would be needed near the intersection of Johnson Landing Road and Old Portland Road. • No municipal storm system in the area.
7 (Callahan South)	Advantages • There is an existing Neighborhood Route (Callahan Road) abutting the northwest boundary of the subarea and an existing Collector (SW Old Portland Road) to the east of the subarea. • Two new roads (SW Klompen Street and SW Amsterdam Ln) have been stubbed to the northeast portion of	Advantages • There are 8-inch water main lines located in SW Klompen Street and SW Amsterdam Ln which are stubbed to the northeastern boundary of the subarea and could be extended south into the subarea. There is an 8-inch water main in Callahan Rd, between Old Portland Road and SW Rokin Way, which could be extended further west	Advantages • There are existing 8-inch sewer main lines located in SW Klompen Street and SW Amsterdam Ln which are stubbed to the northeastern boundary of the subarea and could be extended south to serve approximately 20% of the subarea. • This subarea is also located within a basin designated to have a sewer pump station, and gravity mainline within Old

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	the subarea, which could be extended south into the subarea. Disadvantages • An internal street network would require right of way dedication and construction of roads to the Local Street standard, the cost of which would be borne by the developer.	within Callahan to serve the western portion of this subarea. • There is an 8-inch water main line in SW Old Portland Rd, from its intersection with SW Callahan Rd to the south, 574 feet, which could be extended further south to serve the remainder of the subarea. Disadvantages • Extension of the water main and distribution system to the internal portions of the subarea would be the responsibility of the developer, increasing development costs.	Portland Rd. that would also serve existing parcels within the UGB. • There is an existing storm system that could be extended west in Callahan Road to serve approximately 20% of the subarea (northern portion). Disadvantages • Approximately 80% of the subarea cannot tie into the existing sewer mains within SW Klompen Street and SW Amsterdam Lane stubs due to slope/elevation of the area. • The subarea will require the extension of a sewer main line from SW Callahan/SW Rokin Way west, to the western border of the subarea and from Old Portland Rd/SW Callahan to the south end of the subarea. • The sewer mainline in Old Portland Road is identified to be at capacity and will possibly need to be upsized to accommodate the additional demand. • Developer would need to construct sewer service distribution system. • Due to the elevation and slope of land, a sewer pump station would be required near the intersection of Johnson Landing Road and Old Portland Road to serve the south (~80%) of the subarea. • The subarea is located within the Johnson Creek drainage basin which could be utilized for stormwater disposal but would require retrofit of the existing Tract A storm facility on Old Portland Road and a new storm main line to Johnson Creek.

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
8 (Dutch Canyon South)	Advantages • There is an existing Neighborhood Route to the north of the subarea (SW Dutch Canyon Road) and an existing Local Street to the east of the subarea (SW Randstad Street). • An existing Local Street, SW Rotterdam, is stubbed to the subarea along its eastern boundary, which could be extended into the subarea. • An existing Local Street, SW Volendam St., is stubbed to the southeastern corner of the subarea which could be extended into the subarea. • SW Callahan Rd, A Neighborhood Collector, runs along the southern portion of the subarea. • The lots and existing structures are sized and oriented in such a way that allows development of residential structures. Disadvantages • An internal street network would require right of way dedication and construction of roads to the Local Street standard, the cost of which would be borne by the developer.	Advantages • There is an existing 8-inch water main line in SW Dutch Canyon Road frontage, with the exception of the last 1,000 feet along the northwestern edge of the subarea, which could be extended. • There is an 8-inch water main line within SW Rotterdam St. stubbed to the eastern boundary of the subarea, that could be extended. • There is an 8-inch water main within SW Volendam St. stubbed to the southeastern corner of the subarea that could be extended. Disadvantages • Extension of the water main and distribution system to the internal portions of the subarea would be the responsibility of the developer, increasing development costs.	Advantages • There is an existing 8-inch sewer main line in SW Rotterdam Street that is stubbed to the eastern edge of the sub-area, that could be extended. • There is an 8-inch sewer main line within SW Volendam St. stubbed to the southeastern corner of the subarea that could be extended. • There is an existing 12-inch storm mainline at the end of SW Volendam St. and Randstad St. and at the intersection of Randstad and Dutch Canyon Rd, that could be extended west to serve the subarea. Disadvantages • Developer would need to construct extensions of main lines and sewer service distribution system, internal to the subarea, increasing development costs. • The sewer mainline in Old Portland Road is identified to be at capacity and will possibly need to be upsized to accommodate the additional demand. • The subarea is connected to the Johnson Creek drainage basin which could be utilized for stormwater disposal but would require retrofit of the existing Tract A storm facility on Old Portland Road and a new storm main line to Johnson Creek. Alternatively, the storm system could be routed north (historic basin) with a new culvert under Dutch

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
			Canyon Road and into the South Fork PUD Subdivision if allowed by TL 1600.
9 (Callahan West)	Advantages • There is an existing Neighborhood Route that goes through the southern portion of the subarea (Callahan Road). Disadvantages • The location of existing structures, forested areas, and steep slopes could impact the viability of developing the subarea at densities that would support the development of the necessary internal road network. • The internal road network would require right of way dedication and construction of roads to the Local Street standard, the cost of which would be borne by the developer. • Access to the subarea would require access through subarea 8, creating a cherry stem to the area.	Advantages • None Disadvantages • No municipal water infrastructure is located nearby. The nearest water main line is approximately 0.4 miles east of the subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system, increasing development costs. • Not feasible for development until subarea 8 develops.	Advantages • Only a small portion of the subarea near Callahan could be developed which would minimize the utility distribution in the subarea. Disadvantages • No municipal sewer infrastructure is located nearby. The nearest sewer main line is approximately 0.4 miles east of the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system, increasing development costs. • Not feasible for development until subarea 8 develops.
10 (Dutch Canyon West)	Advantages • There is an existing Neighborhood Route (Dutch Canyon Road) abutting the northern boundary of the subarea. Disadvantages • There are no existing internal streets within the subarea. • Around 50% of the subarea is constrained with floodplain/floodway/moderate slopes which would make road	Advantages • None Disadvantages • No municipal water infrastructure is located nearby. The nearest water main line is approximately 0.18 miles east of the subarea in Dutch Canyon Rd. • There are no water distribution projects planned in subarea. • Developer would need to construct internal water service distribution system, increasing development costs.	Advantages • This subarea is located within a basin designated to have a sewer pump station, and gravity mainline that would also serve existing parcels within the UGB. • The subarea is within the South Fork Scappoose Creek drainage basin which could be utilized for stormwater disposal. Disadvantages

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	construction difficult and costly for the developer. • The location of the existing estate homes in the center of large lots would make establishment of an efficient internal road network difficult.	• Not feasible for development until subarea 8 develops.	• No municipal sewer infrastructure is located nearby. The nearest sewer main line is approximately 0.37 miles east of the subarea. • Developer would need to construct needed sewer service distribution system, increasing development costs. • A sewer pump station would be required to serve this subarea. • Not feasible for development until subarea 8 develops.
11 (Branch Dr.)	Advantages • None Disadvantages • There are no existing public streets within or stubbed to the subarea (Branch Rd is a Private County Rd). • The subarea is 90% constrained with steep slopes, floodplain, floodway and wetlands, making road development more costly and would likely not yield enough density to make it viable.	Advantages • There is an existing 4-inch water main line in Branch Road, which intersects with Branch Drive but would need to be upsized and extended over/under Scappoose Creek to serve the subarea. Disadvantages • Relatively small percentage of the subarea is developable due to various constraints. • The subarea is not contiguous with other developed areas or subareas. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system, increasing development costs. • Due to constraints, development of water infrastructure would be costly and would likely not yield enough density to make it viable.	Advantages • The subarea is within the South Fork Scappoose Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • Relatively small percentage of the subarea is developable due to various constraints. • The subarea is not contiguous with other developed areas or subareas. • The nearest sewer main line is approximately 1.58 miles away from the subarea. • There are no sewer distribution projects planned within the subarea. • Developer would need to construct needed sewer service distribution system, increasing development costs. • Due to constraints, development of sewer infrastructure would be costly and

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
			would likely not yield enough density to make it viable.
12 (Raymond Creek)	Advantages • There is an existing County Road (Raymond Creek Road) that could provide connection to future development in this subarea. Disadvantages • There is no network of local streets connected to Raymond Creek Road. • The pattern of existing homes in areas adjacent to Raymond Creek Road (south side) that are not constrained by sensitive lands would make creating an internal road network difficult. • The subarea is ~50% constrained by steep slopes, floodplain and floodway, making road construction more costly and would likely not yield enough density to make it viable.	Advantages • There is an existing 4-inch water main line in Raymond Creek Road stubbed to the northeast corner of this subarea but would need to be extended over/under Scappoose Creek to serve the subarea. Disadvantages • Relatively small percentage of the subarea is developable due to various constraints. • There are no water distribution projects planned in subarea. • Developer would need to construct water service distribution system, increasing development costs. • Due to constraints, development of water infrastructure would be costly and would likely not yield enough density to make it viable.	Advantages • The subarea is within the South Fork Scappoose Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • Relatively small percentage of the subarea is developable due to various constraints. • The nearest sewer main line is approximately 1.35 miles away from the subarea and would need to be extended over/under Scappoose Creek to serve the subarea. • Developer would need to construct sewer service distribution system, increasing development costs. • Due to constraints, development of sewer infrastructure would be costly and would likely not yield enough density to make it viable.
13 (Mountain View Rd)	Advantages • Mountain View Road provides access to the entire southern frontage of the subarea. • There are three private streets off Mountain View Drive that provide access further into the subarea. • The existing structures and parcels are situated in a way that facilitates future development of streets and housing. Disadvantages	Advantages • None Disadvantages • No municipal water infrastructure is located adjacent to the subarea; the nearest water main line is approximately 0.06 miles away near the intersection of Mountain View Rd and Dutch Canyon Rd. • There are no water distribution projects planned in subarea.	Advantages • Would allow for gravity sewer system Disadvantages • The nearest sewer main is approximately 0.6 miles away from the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes, development costs would be higher than usual.

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	• Steep slopes will make road construction costly.	• Developer would need to construct water service distribution system, increasing development costs.	• Sewer pump station would be required to serve this subarea since flows would need to be conveyed downhill to the intersection of Dutch Canyon Rd and Mountain View or EM Watts and Dutch Canyon Rd then pumped north approximately 0.75 miles to the gravity main at EM Watts and Keys Rd. • The developable portion of this subarea slopes to the southeast with no direct access for stormwater runoff to the drainage basin discharge location.
14 (EM Watts West)	Advantages • There is an existing Neighborhood Route (SW EM Watts Road) that provides access to the entire western frontage of the subarea. • There is one internal street, Coal Creek Road, off SW EM Watts Road that provide access further into the subarea. Disadvantages • The subarea is ~80% constrained by steep slopes and is also densely forested, making road construction more costly and would likely not yield enough density to make it viable.	Advantages • There is an existing 12-inch water main line in SW EM Watts Road, just east of the subarea. Disadvantages • There are no water distribution projects planned in subarea. • Developer would need to construct water service distribution system. Due to steep slopes, development costs would be higher than usual.	Advantages • None Disadvantages • The nearest sewer main is approximately 0.14 miles away from the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes, development costs would be higher than usual. • Sewer pump station would be required to serve this subarea since flows would need to be conveyed downhill to the intersection of Dutch Canyon Rd and Mountain View or EM Watts and Dutch Canyon Rd then pumped north approximately 0.50 miles to the gravity main at EM Watts and Keys Rd. • The developable portion of this subarea slopes to the southeast with no direct

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
			access for stormwater runoff to the drainage basin discharge location.
15 (Coal Creek)	Advantages • An existing road, Coal Creek Road, runs through the lower half of the subarea and provides frontage to the majority of the unconstrained subarea. Disadvantages • There is no existing internal street network off of Coal Creek Road within the subarea. • Around 75% of the subarea is constrained by steep slopes which would make road construction difficult and costly for the developer. • The location of existing homes and structures in the center of large lots would make establishment of an internal road network difficult.	Advantages • None Disadvantages • The nearest water main line is approximately 0.2 miles away in SW EM Watts Rd, which would have to be extended to serve future development within the subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct water service distribution system. Due to steep slopes, development costs would be higher than usual.	Advantages • The subarea is within the Coal Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • The nearest sewer main line is approximately 0.2 miles away from the southeastern corner of the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes, development costs would be higher than usual. • Sewer pump station would be required to serve this subarea since flows would need to be conveyed downhill east to EM Watts Road then pumped north approximately 0.20 miles to the gravity main at EM Watts and Keys Rd.
16 (Luma Vista)	Advantages • There is an existing Neighborhood Route (JP West Road) that provides access to the southern frontage of the subarea. • Luma Vista Drive provides connection to many areas within the interior of the subarea. Disadvantages • The subarea is ~80% constrained by steep slopes and is also densely	Advantages • There is an existing 8-inch water main line within SW JP West Road, which is adjacent to the existing strip of UGB land abutting the southern border of this subarea. • There is an existing 8-inch water main line in NW Five Peak Terrace stubbed to the northern border of the subarea. Disadvantages	Advantages • There is an existing 8-inch sewer main line within SW JP West Road, which is adjacent to the existing strip of UGB land abutting the southern border of this subarea. • There is an existing 8-inch sewer main line in NW Five Peak Terrace stubbed to the northern border of the subarea. Disadvantages

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	forested, making road construction more costly and would likely not yield enough density to make it viable. • Much of the subarea is developed with estate sized homes with very little left for development (likely just 3 or 4 single family homes).	• There are no water distribution projects planned in subarea. • The water main lines would have to be extended by a developer to serve future development within the subarea. Due to steep slopes and a ravine, development costs would be higher than usual.	• There are no sewer distribution projects planned in subarea. • The sewer main lines would have to be extended by a developer to serve future development within the subarea. Due to steep slopes, a ravine, relatively area for development, a private pump station would be required for the south portion of the subarea, causing development costs to be higher than usual.
17 (Apple Valley south)	Advantages • Apple Valley Road provides access to the entire northern frontage of the subarea. • Flint Drive provides access to most of the western boundary of the subarea. Disadvantages • There are no interior public streets within the subarea. • Much of the subarea is either steeply sloped and/or densely forested, making road construction more costly and would likely not yield enough density to make it viable. • There is no road access to the subarea via the adjacent existing UGB border. This subarea does not have road access to the current UGB, unless passing through the area between subarea 17 and 19, then through subarea 19.	Advantages • None Disadvantages • The nearest water main line is approximately 0.50 miles away from the northeastern edge of subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system. Due to steep slopes, development costs would be higher than usual.	Advantages • The subarea is within the Alder Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • The nearest sewer main is approximately 0.50 miles away from the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes, development costs would be higher than usual. • Sewer pump station would be required to serve this subarea.
18 (Apple Valley north)	Advantages • Eagle Drive provides access to most of the northern frontage of the subarea.	Advantages • None Disadvantages	Advantages • The subarea is within the Alder Creek drainage basin which could be utilized for stormwater disposal.

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
	• Apple Valley Road provides access to the entire southern frontage of the subarea. Disadvantages • There are no interior public streets within the subarea. • Much of the subarea is either steeply sloped and/or densely forested, making road construction more costly and would likely not yield enough density to make it viable. • Access to the subarea would require access through the area between subarea 18 and 19, then through subarea 19 subarea 8, creating a cherry stem to the area.	• The nearest water main line is approximately 0.67 miles away from the subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system. Due to steep slopes, development costs would be higher than usual.	Disadvantages • The nearest sewer main is approximately 0.7 miles away from the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes, development costs would be higher than usual. • Sewer pump station would be required to serve this subarea.
19 (Bell Crest)	Advantages • Scappoose Vernonia Highway provides access to the entire northern frontage of the subarea. • There are two internal streets (Apple Valley Road and Bellcrest Road) that provide internal access to portions of the subarea. Disadvantages • Ravines and areas of steep slope would make the construction of an internal road network more costly and would likely not yield enough density to make it viable.	Advantages • There is an existing 6-inch water main line in EJ Smith Road, in the southeastern corner of the subarea. Disadvantages • There are no water distribution projects planned in subarea. • The water main line would have to be extended to serve future development within the subarea. • Developer would need to construct needed water service distribution system. Due to steep slopes and ravines, development costs would be higher than usual.	Advantages • There is an existing 8-inch sewer main line in EJ Smith Road, in the southeast corner of the subarea and an existing 8-inch sewer main in Scappoose Vernonia Hwy near the northeast corner of the subarea. Disadvantages • The sewer main line would have to be extended to serve future development within the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes and ravines, a sewer pump station would be required and development costs would be higher than usual.

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
20 (Wikstrom South)	Advantages • Wikstrom Road provides access to the northern frontage of the subarea. • Gilmore Road provides access to a portion of the eastern frontage of the subarea. Disadvantages • The one internal street, Derring Lane, is a private driveway, not a public street. • Access to this subarea would have to be provided through the constrained lands between subarea 20 and 19, created a cherry stem. • Road construction through the constrained lands between subarea 19 and 20 would be costly due to the steep slopes.	Advantages • None Disadvantages • The nearest water main line is approximately 1.91 miles away from the subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system. Due to steep slopes, development costs would be higher than usual.	Advantages • The subarea is within the Alder Creek drainage basin which could be utilized for stormwater disposal. Disadvantages • The nearest sewer main is approximately 1.91 miles away from the sub-area. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes and ravines, development costs would be higher than usual. • Sewer pump station would be required to serve this subarea.
21 (Wikstrom North)	Advantages • Wikstrom Road provides access to the southern (and a portion of the northern) frontage of the subarea. • Kalberer Road provides access to a portion of the interior of the subarea. Disadvantages • The placement and orientation of existing residences makes make the construction of an internal road network more challenging. • Access to the subarea would be through subarea 20 and 19, creating a cherry stem.	Advantages • None Disadvantages • The nearest water main line is approximately 1.96 miles away from the subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct needed water service distribution system, increasing development costs.	Advantages • The subarea has an unnamed drainage basin through the south portion of the subarea which could be utilized for stormwater disposal. Disadvantages • The nearest service main is approximately 1.96 miles away from the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. Due to steep slopes and ravines, development costs would be higher than usual. • Sewer pump station would be required to serve this subarea.

Subarea	Roads	Water Services	Sanitary Sewer and Stormwater Services
22	Advantages • On western edge of subarea, adjacent to Honeyman Rd, which is an unimproved Collector. Disadvantages • Current site under DOGAMI permit, unclear when gravel pit will be reclaimed (filled).	Advantages • None Disadvantages • The nearest water main is .18 miles away from subarea. • There are no water distribution projects planned in subarea. • Developer would need to construct new municipal well and water treatment plant to serve area.	Advantages • None Disadvantages • The nearest sewer main is approximately .26 miles away from the subarea. • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. • Sewer pump station would be required to serve this subarea.
23	Advantages • None Disadvantages • No internal roads • Portion of site under DOGAMI permit, unclear when gravel pit will be reclaimed (filled).	Advantages • The nearest water main is .03 miles away from subarea (at Commerce Drive and Ring a Ring Rd). Disadvantages • There are no water distribution projects planned in subarea. • Developer would need to construct new municipal well and water treatment plant to serve area.	Advantages • The nearest sewer main is .03 miles away from subarea (at Commerce Drive and Ring a Ring Rd). • Portion of stormwater could be retained and infiltrated on site. Disadvantages • There are no sewer distribution projects planned in subarea. • Developer would need to construct sewer service distribution system. • Sewer pump station would be required to serve this subarea.

Exhibit 54 shows the relative costs for infrastructure development in each subarea depending on whether there are opportunities to connect to existing infrastructure or there is a need to develop new infrastructure.

- Low cost is a subarea where there is existing adjacent infrastructure to connect into.
- Medium costs are where there is existing infrastructure within about a ¼ mile to connect into, but there may be some physical constraint such as slopes that raise the costs of infrastructure development.

- High cost is a subarea where there is not existing adjacent infrastructure, infrastructure extension would be at least ¼ mile, and infrastructure improvements may require costly investments like new water wells and treatment facilities or sewer pump stations. There may be some physical constraints such as slopes that raise the costs of infrastructure development.

Exhibit 54. Relative Costs of Infrastructure Development

Subarea	Roads	Municipal Water	Sanitary Sewer and Stormwater Services	Housing Unit Capacity (from Exhibit 39)
1	Medium	High	High	66-102
2	Medium	Low	Medium	25-38
3	Medium	Medium	High	285-446
4	Medium	Low	Low	35-52
5	Medium	High	High	227-350
6	Low	Medium	High	70-95
7	Low	Low	High	365-572
8	Low	Low	Medium	240-374
9	High	High	High	58-90
10	Medium	Medium	High	72-113
11	High	High	High	43-68
12	High	High	High	177-273
13	Low	Medium	High	307-482
14	High	Medium	High	67-101
15	Medium	Medium	High	385-599
16	High	Medium	High	90-141
17	High	High	High	136-212
18	High	High	High	89-139
19	High	Medium	High	206-315
20	Medium	High	High	138-217
21	Low	High	High	170-258
22	Medium	High	High	188-296
23	High	High	High	164-257

Factor 2 Findings

Finding (UGB): OAR 660-024-0067(9) requires the City to compare the relative costs, advantages, and disadvantages of alternative UGB expansion areas with respect to public facilities and services, including consideration of:

(a) impacts to existing water, sewer, stormwater, and transportation facilities that serve nearby areas already inside the UGB;
(b) capacity of existing facilities to serve areas already inside the UGB as well as areas proposed for addition to the UGB;
(c) the need for new or expanded transportation facilities; and
(d) in the context of residential development, the cost to serve each subarea relative to potential yield of housing units.

As documented in Exhibit 53 and Exhibit 54, the City evaluated each subarea based on impacts to existing infrastructure serving areas within the UGB, the capacity of existing facilities to serve areas already inside the UGB as well as areas proposed for addition to the UGB, the need for transportation improvements, and the relative cost to serve each subarea. This evaluation includes identification of nearby infrastructure, known system constraints, and the need for improvements such as extensions, upgrades, or pump stations. The City also compared these relative costs to the estimated housing yield of each subarea.

The City finds that this planning-level evaluation is sufficient to compare the capacity of existing facilities and the feasibility of serving each subarea for purposes of UGB expansion. The City further finds that more detailed facility planning will occur through updates to public facilities plans consistent with OAR 660-011 within five years of UGB expansion. Accordingly, the City finds that this evaluation satisfies OAR 660-024-0067(9)(a)–(d).

Finding (UGB): Goal 14, Factor 2 requires consideration of the orderly and economic provision of public facilities and services when selecting areas for UGB expansion. Based on the evaluation in Exhibit 53 and the relative infrastructure cost summary in Exhibit 54, the City evaluated each subarea for proximity to existing infrastructure, the need for system extensions, and relative service costs.

The City finds that Subareas 4, 6, 7, 8, and 13 provide the most efficient opportunities for extension of roads, water, and wastewater services, as they are adjacent to existing infrastructure and are generally characterized by low to moderate service costs. Subareas 7, 8, and 13 also provide substantial development capacity, allowing infrastructure costs to be distributed across a larger number of housing units. The City further finds that Subarea 2 represents a secondary opportunity from a cost perspective but would require greater infrastructure extension and is more suitable for commercial development than residential use.

Based on this analysis, the City finds that Subareas 4, 6, 7, 8, and 13 best satisfy Goal 14, Factor 2 and OAR 660-024-0067(9) relative to other alternatives.

Finding (Urban Reserves): OAR 660-021-0030(2) requires that urban reserve designation be based on the Goal 14 locational factors. OAR 660-021-0030(3) provides that the City may consider whether land can be developed at urban densities in a manner that, among other considerations: (a) makes efficient use of existing and planned infrastructure; (c) can be served efficiently and

cost-effectively with urban-level public facilities and services; and (d) supports a well-connected transportation network. Exhibit 53 and Exhibit 54 evaluate each subarea for roadway access, proximity to water, sewer, and stormwater infrastructure, the need for system improvements, and relative infrastructure cost. The City finds that this evaluation satisfies OAR 660-021-0030(2) and (3)(a), (c), and (d). Based on Exhibit 53 and Exhibit 54, the City finds that Subareas 4, 6, 7, 8, and 13 perform best under these infrastructure-related considerations, with Subarea 2 representing the next best opportunity.

Factor 3: Comparative environmental, energy, economic and social consequences

Factor 3 requires consideration of the comparative environmental, energy, economic, and social consequences of alternative boundary locations.

Environmental Consequences

Environmental consequences are generally lower in subareas that (1) abut the existing UGB and support a compact urban form, and (2) can be developed largely outside mapped constraints such as flood hazards, riparian areas, steep slopes, landslide hazards, or other sensitive features. Because the study area is predominantly within acknowledged exception areas (with only limited inclusion of farmland in a few locations to maintain contiguity or access), the comparative environmental impacts are generally lower than they would be on agricultural or forest resource lands. Even so, subareas that abut the UGB, have fewer constraints, and do not rely on resource land to connect to the UGB are expected to have comparatively lower environmental consequences.

As shown in Exhibit 37, Exhibit 51, and Exhibit 52, Subareas, 1, 2, 4, 8, and 13 abut the UGB and have relatively limited mapped constraints. Subarea 3 also abuts the UGB and contains substantial unconstrained land but requires inclusion of a limited amount of farmland (15 acres, 20% of subarea) for access. Subareas 6, 7, 10, and 21 include constrained areas, but also contain contiguous, less-constrained land near the existing UGB that could support development. Subarea 21 would require inclusion of a small area of adjacent resource land (5 acres, 6% of subarea) to maintain contiguity or access.
Subarea 5 is relatively unconstrained but only a small portion abuts the current UGB and would depend on adjacent subareas for a logical connection. Similarly, the portion of Subarea 9 closest to Subarea 8 could support contiguous development if planned in coordination with Subarea 8.

By contrast, Subareas 11, 12, and 14 through 20 contain extensive constraints and/or would result in less contiguous urban form, increasing the likelihood of disturbance and mitigation. Subareas 22 and 23 have relatively few mapped environmental constraints and could connect to the UGB if brought in with Subarea 3, but they are currently zoned for surface mining and contain an active gravel operation.

Overall, urbanization of the developable portions of Subareas 1, 2, 4, the northeastern portion of 7, 8, and 13 would be expected to result in comparatively lower environmental consequences than urbanization of the other subareas under consideration.

Energy Consequences

Energy consequences of development will be lesser on subareas adjacent to the UGB, where there is existing and developing commercial uses and/or residential neighborhoods and

infrastructure. Subareas that could connect into existing roads, water systems, and wastewater would have lower comparative energy consequences.

Exhibit 53 and Exhibit 54 demonstrate that Subareas 4, 6, 7, 8, and 13 have low relative infrastructure costs and direct connections to existing streets and utilities. Subarea 2 has relatively moderate infrastructure costs. Subarea 5 could function efficiently if developed in coordination with adjacent areas.

Overall, urbanization of developable portions of Subareas 2, 4, 5, 6, 7, 8, and 13 would be expected to result in comparatively lower energy consequences than other subareas.

Economic Consequences

Economic consequences are generally more favorable where infrastructure costs are lower, development can occur at planned densities, the area helps meet identified housing or employment land needs, and urbanization extends logically from existing development patterns.

Exhibit 54 shows that Subareas 2, 4 and 8 have the lowest relative water and sewer infrastructure costs. Subareas 6, 7, 8, 13, and 21 have relatively low roadway costs. Although Subarea 3 has higher infrastructure costs, it contains a substantial amount of unconstrained land that could support development at urban densities. Similarly, Subarea 1 has higher infrastructure costs but could efficiently support commercial development along Highway 30.

From an economic perspective, Subareas 3, 4, the northeastern portion of Subarea 6, 7, 8, 13, and the portion of Subarea 21 closest to the UGB provide the strongest opportunities for residential development. Subareas 1 and 2 provide the strongest opportunity for commercial development. These areas are more likely to support feasible urban development, construction activity, and, in the case of commercial land, job growth.

By contrast, subareas with high infrastructure costs, substantial constraints, or limited developable land are less economically efficient to urbanize and would be more likely to develop later, if at all.

Social Consequences

Social consequences are generally more positive where expansion integrates with existing neighborhoods, improves connectivity and urban form, supports a range of housing types, and improves access to schools, parks, and other services.

Subareas 1, 2, 4, 7, 8, 13 and 21 (area closest to UGB) extend or reinforce existing residential or commercial development patterns and improve neighborhood connectivity. Subareas 5, 6, and 9 could provide similar benefits if planned and developed cohesively with adjacent areas. Collectively, these areas align with the City's identified housing needs and planned urban form.

Over the longer term, Subarea 3 contains a substantial amount of unconstrained land that could support a residential area at urban densities and accommodate a range of housing types.

By contrast, areas that are isolated from the existing UGB or heavily constrained would be more likely to create disconnected development patterns, reduce connectivity, and provide fewer community integration benefits.

Summary of Consequences

Exhibit 55 summarizes the comparative environmental, energy, economic, and social consequences of urbanizing each subarea.

For environmental, energy, and economic consequences:

- **Low** indicates comparatively fewer impacts, lower infrastructure costs, or greater feasibility.
- **Moderate** indicates mixed conditions or moderate costs and impacts.
- **High** indicates greater constraints, higher service costs, or comparatively greater impacts.

For social consequences:

- **Positive** indicates improved connectivity, integration with existing neighborhoods, and support for planned development patterns.
- **Moderate** indicates limited but feasible integration.
- **Negative** indicates isolated or fragmented urban form with fewer integration benefits.

Overall rating: Exhibit 55 assigns an overall comparative rating for each subarea based on the four consequence categories.

- **Green (overall more favorable):** The subarea is rated Low for environmental, energy, and economic consequences and is rated Positive for social consequences.
- **Blue (overall moderate):** The subarea has a mix of Low, Moderate, and High ratings across the consequence categories and is not Green.
- **No Color (overall less favorable):** The subarea is rated High for environmental, energy, and economic consequences and is Negative for consequences

Exhibit 55. Summary of Consequences

Subarea	Environmental Consequences	Energy Consequences	Economic Consequences	Social Consequences
1	Low	Moderate	Moderate	Moderate
2	Low	Low	Low	Positive
3	Moderate	High	Low	Moderate
4	Low	Low	Low	Positive
5	Moderate	Moderate	Moderate	Moderate

Subarea	Environmental Consequences	Energy Consequences	Economic Consequences	Social Consequences
6	Moderate	Low	Moderate	Moderate
7	Moderate	Low	Low	Positive
8	Low	Low	Low	Positive
9	Moderate	High	High	Moderate
10	Moderate	High	High	Moderate
11	High	High	High	Negative
12	High	High	High	Negative
13	Low	Low	Low	Positive
14	High	High	High	Negative
15	High	High	High	Negative
16	High	High	High	Negative
17	High	High	High	Negative
18	High	High	High	Negative
19	High	High	High	Negative
20	High	High	High	Negative
21	Moderate (area nearest UGB)	Moderate (area nearest UGB)	Moderate (area nearest UGB)	Moderate (area nearest UGB)
22	High	High	High	Negative
23	High	High	High	Negative

Factor 3 Findings

Finding (UGB): Goal 14, Factor 3 requires consideration of the comparative environmental, energy, economic, and social consequences of alternative boundary locations. The City finds that urbanization of Subareas 2, 4, 7, 8, and 13, and secondarily of Subareas 1, 3, 6, 5, 9, 10, and 21 would result in comparatively lower environmental impacts, lower energy use, more efficient public and private investment, and stronger neighborhood integration than other subareas.

Finding (UGB): OAR 660-024-0067(12) allows the City to prioritize areas that are planned to include regulated affordable housing and supporting uses such as commercial services and open space. The City's evaluation under Factor 3 considered the ability of subareas to support a range of housing types and to integrate with existing and planned commercial areas and public services, as summarized in Exhibit 51 through Exhibit 55 and the Factor 3 analysis. While no subareas were specifically prioritized solely for regulated affordable housing, the City considered the extent to which areas could accommodate a mix of housing types and support services. The City finds that this evaluation is consistent with OAR 660-024-0067(12).

Finding (Urban Reserves): OAR 660-021-0030(2) requires urban reserve designation consistent with the Goal 14 locational factors. OAR 660-021-0030(3) provides that a city may consider whether land designated for urban reserves can be developed at urban densities in a manner that: (a) makes efficient use of existing and planned infrastructure; (b) provides sufficient development capacity to support a healthy urban economy; (c) can be served efficiently and cost-effectively with urban-level public facilities and services; (d) supports a well-connected transportation network; (e) preserves and enhances natural ecological systems; and (f) accommodates a range of housing types. As documented in Chapter 4 and summarized in Exhibit 51 through Exhibit 55, the City evaluated each subarea for infrastructure availability and cost, access and connectivity, environmental constraints, development capacity, and ability to

accommodate planned residential and employment uses. The City finds that Subareas 2, 4, 7, 8, and 13, and secondarily of Subareas 1, 3, 6, 5, 9, 10, and 21 best satisfy these considerations relative to other alternatives and are capable of supporting long-term urbanization consistent with OAR 660-021-0030(3)(a)–(f).

Factor 4: Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the urban growth boundary

The following summarizes the compatibility of the proposed urban growth boundary expansion and establishment of urban reserves for residential, commercial, and public land uses with nearby agricultural and forest activities around each subarea.

- **Subarea 1** is primarily developed land, with some land in the western portion being used as rangeland. The areas to the north and west of subarea 1, the primary land use is mostly rangeland. To the northwest and south (within UGB) it is developed (following the highway). To the east lay herbaceous wetlands.
- **Subarea 2** is mostly developed, and the areas to its north are also developed. To the south (within the UGB), adjacent land is mostly developed, with a narrow strip of rangeland.
- **Subarea 3** includes both developed land and rangeland. Rangeland lies to the north, east, and south. To the west, within subarea 23, the area is open water. Connects existing exception land to the UGB. Although the area is surrounded by rangeland and open land, it consists largely of acknowledged exception land that already contains development.
- **Subarea 4** is a mix of developed land (a manufactured home park) and rangeland. To the east, land is primarily herbaceous wetlands and rangeland. To the south, land uses are mixed and scattered, including grass seed, rangeland, corn, and other tree crops.
- **Subarea 5** is primarily developed, with a small amount of forest land in the western portion and some rangeland near the forested areas. Land to the east and northwest is developed. The forest and rangeland mix continues to the west. To the south, land is largely developed, with a smaller area of rangeland.
- **Subarea 6** is split between development and forest, with development concentrated in the east and forest land in the west. Some rangeland occurs in the south. To the east (Subarea 5), land remains a developed and forest mix. To the west, forest continues, and to the north (Subarea 7), forest land is also present.
- **Subarea 7** includes forest, rangeland, and development. Forest occupies the southwest quarter, rangeland lies in the eastern portion outside the UGB, and developed land occurs in the northwest quarter and along the eastern edge adjacent to the UGB. To the southwest (Subarea 6), land is forested, and to the southeast it is developed. To the west, forest and rangeland continue, while to the north (Subarea 8) land is developed.

- **Subarea 8** is mostly developed with some forest and rangeland in the northwest. To the south (Subarea 7), adjacent land is developed. To the west (Subarea 9), land is primarily forest and rangeland.
- **Subarea 9** is primarily forest and rangeland, with a narrow developed corridor along Callahan Rd. To the north (Subarea 8), forest transitions into developed land. To the west and south, forest land continues. To the east, adjacent land is a mix of forest and development.
- **Subarea 10** is split between development and rangeland, with development in the east and rangeland in the west. To the south is forest land, and to the west is rangeland.
- **Subarea 11** is almost entirely forest, with some rangeland in the northeast. Forest land also lies to the east and south. To the west (Subarea 12), land is forested; farther west, development follows Raymond Creek Rd. To the north (within the UGB), land is fully developed.
- **Subarea 12** includes both developed and natural land. South of Raymond Creek Rd is largely developed, while land north of the road is a mix of forest and rangeland. To the west, south, and northwest, surrounding land is forest. To the northeast, it is rangeland.
- **Subarea 13** is primarily rangeland, with smaller areas of mixed forest. Forest land surrounds the subarea to the south, west, and north. To the northeast (Subarea 14), land is rangeland, transitioning to forest farther east.
- **Subarea 14** is primarily forest land. Along the eastern edge adjacent to the UGB, land is developed. Along the southern edge (bordering Subarea 13), land is rangeland. To the north, land is entirely forested.
- **Subarea 15** is mostly forest land, with a developed corridor along Coal Creek Rd. Forest land surrounds the subarea to the south, west, and northwest. Along the border with Subarea 16, land is developed.
- **Subarea 16** is primarily forested, especially east and south of Luma Vista Dr, with a small, developed area in the southern portion. North of the road is rangeland. To the west and south (within the UGB), surrounding land is developed. Some forest extends from the northeast into the UGB. To the northwest (within the UGB) and west, land is forested. To the south (Subarea 15), a small, developed area transitions to forest land.
- **Subarea 17** is mostly forest land, with a smaller interior area of rangeland. To the east and southeast (within the UGB), adjacent land is forest. To the southwest, it is rangeland. To the north, a developed corridor follows Apple Valley Rd, with Subarea 18 beyond it.
- **Subarea 18** is primarily forest land, with a small amount of rangeland. Forest continues to the west. Developed corridors follow Eagle Dr to the north and Apple Valley Rd to the south, with forest land beyond both corridors.
- **Subarea 19** is a mix of forest and development. Development lines much of the subarea's perimeter and follows Bellcrest and Apple Valley Rd, while interior areas are

forested. Forest also occurs along the southern edge adjacent to the UGB. To the south outside the UGB, development follows roads and transitions to forest, while to the south within the UGB, land is fully developed. To the northeast, land is rangeland inside the UGB and developed outside the UGB. To the northwest, land is forested.

- **Subarea 20** is primarily clover and wildflower cover, with some developed and forest land in the southwest. To the east, clover and wildflowers continue, transitioning to grass seed and winter wheat farther east. To the south, land is forested, and to the southwest, development follows Gilmore Rd. To the west, land is a mix of forest, development, and clover and wildflower cover. Directly north (Subarea 21) is developed land.
- **Subarea 21** is mostly developed, with some forest in the northern portion. To the north, surrounding land is mostly rangeland with some forest. To the south, land is a mix of clover and wildflowers, grass seed, and winter wheat. To the west, adjacent land is developed, transitioning farther west to primarily rangeland.
- **Subarea 22** Open water also lies to the north, south, and east (Subarea 23). N Honeyman Rd forms the subarea's boundary; beyond the road is a mix of rangeland and herbaceous wetlands.
- **Subarea 23** is almost entirely open water, with rangeland and herbaceous wetlands along its eastern edge. Open water continues to the north, south, and west (Subarea 22). To the east (Subarea 3), adjacent land is primarily rangeland.

Much of the area around the subareas is in on-going agricultural uses, either through growing crops or in rangeland. Exhibit 56 summarizes the details of the discussion above about compatibility between the proposed urban use (residential development in the R-4 zone) and agricultural uses in adjacent areas. Each subarea is given a rating based on the following:

- Subareas rated **"Positive"** are those where urbanization would abut existing urban development or transportation corridors, thereby limiting new edge with resource lands.
- Subareas rated **"Neutral"** are those where urbanization would depend on another subarea being brought into the UGB, thus eventually abutting existing urban development.
- Subareas rated **"Negative"** are those that would create new urban edges directly adjacent to larger blocks of rangeland, forest land, or crop production, increasing the potential for conflicts.

Exhibit 56. Evaluation of Compatibility of Proposed Urban Use with Agricultural and Forest Land Uses

Subarea	Potential Impact on Farm or Forest Uses	Key Considerations
1	Positive	Extends development along Hwy 30 corridor. Adjacent resource lands are primarily rangeland and wetlands. Urbanization would not

		create a large new urban edge adjacent to intensive farm or forest operations.
2	Positive	Surrounded largely by developed land and transportation corridors. No direct interface with active farm or forest land outside the UGB.
3	Neutral	Contiguous to the UGB. Connects existing exception land to the UGB. Although the area is surrounded by rangeland and open land, it consists largely of acknowledged exception land that already contains development.
4	Positive	Logical extension of existing neighborhood development. Adjacent agricultural uses are limited and dispersed; minimal new edge with resource lands.
5	Positive	Adjacent to developed land along Hwy 30; limited nearby farm/forest activity. Urbanization would extend an existing highway development pattern and is generally compatible with nearby rangeland/forest uses. It would make the most sense to bring this in along with Subarea 7.
6	Neutral	Not adjacent to the UGB and would extend urban uses westward into forest and rangeland areas. This area becomes more compatible if brought in with Subareas 5 and 7.
7	Positive	Adjacent to existing UGB and development. Some nearby forest and rangeland remain, but urbanization would largely consolidate the existing edge rather than create a new isolated boundary.
8	Positive	Fills and rounds out existing UGB edge. Although forest and rangeland lie to the west, the area represents a continuation of existing development patterns.
9	Neutral	Isolated from the UGB. Urbanization would create a new urban edge adjacent to forest and rangeland, increasing potential conflicts. This area becomes more compatible if brought in with Subareas 8 and/or 10.
10	Neutral	Adjacent to existing development. Some forest and rangeland nearby, but development would extend an existing urban edge rather than create a new isolated interface.
11	Neutral	Contiguous to the UGB. Although adjacent to forest land, development would extend the existing boundary and not create a new isolated urban node.
12	Negative	Only minimally contiguous to the UGB. Urbanization would extend development into forested and rangeland areas, increasing urban–forest interface.
13	Positive	Adjacent to the UGB. Surrounded by forest and rangeland, but urbanization would consolidate an existing urban edge rather than leapfrog into resource lands.
14	Neutral	Contiguous to developed land within the UGB. Although forest land surrounds portions of the site, expansion would extend the existing boundary.
15	Neutral	Adjacent to the UGB along Coal Creek corridor. Would extend current development pattern without creating a separate urban area within forest land.
16	Neutral	Contiguous to developed UGB land. Although forested land remains nearby, expansion would consolidate the urban boundary.
17	Negative	Only minimally contiguous to the UGB and primarily bordered by forest and rangeland. Would create a new urban edge adjacent to resource lands.

18	Negative	Not contiguous to the UGB. Urbanization would extend development deeper into forest land and increase potential conflicts.
19	Negative	Although contiguous to the existing UGB, the Subarea extends urban development substantially into forest lands. Urbanization would lengthen the urban–forest interface and increase the potential for conflicts with ongoing forest activities.
20	Negative	Not contiguous to the UGB. Urbanization would introduce development into areas surrounded by agricultural and forest uses.
21	Negative (Neutral for land directly adjacent to existing UGB)	Limited contiguity to the UGB. Expansion would extend development into rangeland and agricultural areas, increasing urban–resource interface. However, land nearest UGB would have a neutral impact.
22	Negative	Not contiguous to the UGB and surrounded by open land and wetlands. Would create new urban edge adjacent to rangeland areas.
23	Negative	Only minimally contiguous to the UGB. Expansion would introduce development adjacent to rangeland and wetland areas, increasing potential interface conflicts.

Factor 4 Findings

Finding (UGB): Goal 14, Factor 4 requires the City to consider the compatibility of proposed urban uses with agricultural and forest activities occurring on farm and forest land outside the UGB. Based on Exhibit 56, the City finds that Subareas 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14, 15, 16, and 21 (area directly adjacent to UGB) are more compatible because they are contiguous to the existing UGB and primarily adjoin developed areas or transportation corridors, which reduces the urban–resource interface and potential conflicts. The City further finds that subareas that are not contiguous or that extend more materially into resource lands are less compatible under Factor 4.

Finding (Urban Reserves): OAR 660-021-0030(2) requires urban reserve designations to be made consistent with the Goal 14 locational factors, including Factor 4 compatibility with nearby agricultural and forest activities. Based on Exhibit 56, the City finds that 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14, 15, 16, and 21 (area directly adjacent to UGB) are more compatible because they are contiguous to the existing UGB and primarily adjoin developed areas or transportation corridors, which reduces the urban–resource interface and potential conflicts. The City further finds that subareas that are not contiguous or that extend more materially into resource lands are less compatible under Factor 4.

Areas for Proposed UGB or Urban Reserves

The City evaluated all study subareas under Goal 14 Factors 1 through 4 and identified the areas that, in combination, best meet the City's land needs. The selected areas support compact urban form, can be served more efficiently, and result in comparatively lower overall consequences, while limiting impacts to agricultural and forest activities outside the UGB. These preferred areas are shown in Exhibit 57.

The subareas shown in grey in Exhibit 57 were not selected for further consideration for areas to be brought into the UGB or urban reserves because they perform less favorably than other available alternatives. In general, the grey subareas have higher costs to provide public facilities and services, greater development constraints and overall consequences, weaker adjacency or less cohesive urban form, and, in several cases, greater potential for conflict with nearby resource uses outside the UGB.

Finding (UGB): OAR 660-0024-0067(7) says: "The boundary location factors are not independent criteria; when the factors are applied to compare alternative boundary locations and to determine the UGB location the city must show that it considered and balanced all the factors." The analysis and findings below describe how the City selected the areas for further consideration for UGB expansion and ultimately selected the areas for UGB expansion by balancing all of the Goal 14 factors. The City finds it has met this standard.

Finding (UGB): OAR 660-024-0067(8) requires the City to apply the Goal 14 boundary location factors in coordination with service providers and state agencies, including the Oregon Department of Transportation (ODOT), the Oregon Department of Fish and Wildlife (ODFW), and the Department of State Lands (DSL), and to consider any recommended evaluation methodologies. The City provided notice to affected agencies and service providers on April 16, 2026, including ODOT, ODFW, and DSL, and invited review and comment on the proposed UGB expansion areas, supporting analysis, and evaluation methodology. The City provided a comment period through April 30, 2026.

The following comments were received:

ODFW: Submitted an emailed comment that ODFW has reviewed the information provided and has no objections to its approval as submitted.

DSL: DSL responded to the emailed request for comment asking that the City submit a wetland determination for the UGB expansion areas. The City submitted the wetland determination request on Apil 28, 2026 and will incorporate DSL's official comment into the record once received.

ODOT: ODOT reviewed the City's Goal 12 – Transportation finding with respect to the proposed UGB expansion and stated the following: After reviewing the Goal 12 finding, ODOT has no comment at this time. This position is limited to the current action and is contingent on the land retaining the same Columbia County zoning with no change in use. Should zoning change, a rezoning occur, or any additional actions be taken that could affect transportation facilities, ODOT reserves the right to request a full TPR analysis at that time.

The City finds that it has provided notice and opportunity for coordination with applicable agencies and service providers and has considered any input received consistent with OAR 660-024-0067(8).

Finding (UGB): OAR 660-024-0067(11) requires that the evaluation under Goal 14 Factors 1 and 2 include a comparison of the relative efficiency of accommodating land needs for housing types and densities identified in OAR chapter 660, division 8 through proposed residential plan designations. As documented in Exhibit 51 (Factor 1) and Exhibit 53 and Exhibit 54 (Factor 2), the City evaluated each subarea based on its ability to accommodate planned residential densities and the efficiency of serving those areas with infrastructure relative to their development yield. The City finds that Subareas 4, 6, 7, 8, and 13 provide the most efficient combination of development capacity and infrastructure serviceability, and that this analysis satisfies OAR 660-024-0067(11).

Finding (UGB): OAR 660-024-0067(13) requires that the adopted findings for a UGB amendment describe or map all alternative areas evaluated in the boundary location alternatives analysis. As shown throughout Chapter 4 and summarized in Exhibit 57 and Exhibit 58, the City identified and evaluated all study subareas and documented their relative performance under the Goal 14 boundary location factors. The City finds that the findings and exhibits describe and map the alternative areas considered and therefore satisfy OAR 660-024-0067(13).

Finding (UGB): OAR 660-024-0067(5)(b) allows a city to determine that land is not suitable to satisfy a land need deficiency where the land could have been excluded from the preliminary study area under OAR 660-024-0065(3). The City retained certain subareas with substantial floodplain and landslide hazards, including Subareas 11, 14, 16, and 18, for further analysis under the Goal 14 boundary location factors. As documented in Chapter 4 and Exhibit 51, each of these subareas is constrained by hazards over 55% or more of its area. The City finds that these subareas are not suitable to satisfy the identified land need and therefore were not selected for inclusion in the UGB expansion.

Finding (Urban Reserves): OAR 660-021-0030(2) requires that designation of Urban Reserves be based on the Goal 14 boundary location factors. OAR 660-021-0030(3) further requires evaluation of whether land can be developed at urban densities in a manner that makes efficient use of land and infrastructure, can be served with urban-level public facilities and services, supports a well-connected transportation network, minimizes adverse environmental impacts, and accommodates a range of housing types and densities. The analysis and findings that follow describe how the City evaluates study subareas using the Goal 14 locational factors and the considerations in OAR 660-021-0030(3)(a)–(f) to identify areas suitable for long-term urbanization. The City selects the areas proposed for Urban Reserve designation by considering and balancing the Goal 14 factors. The City finds that this evaluation satisfies the requirements of OAR 660-021-0030(2) and (3).

Finding (UGB): OAR 660-024-0067(10) requires that the public facilities portion of a city's comprehensive plan be amended to plan for facilities and services required to serve land added to the UGB within five years following acknowledgement of the expansion. The city will add a total of 64 acres of land to the UGB and will amend its facilities plans within five years following acknowledgement to account for the land added to the UGB, which shall be included as a condition of approval. If a property added to the UGB wishes to annex into city limits prior to adoption of the amended facilities plans, then the applicant shall be required to evaluate and plan for the necessary public facilities to serve the site.

Exhibit 57. Areas for Proposed UGB Expansion and Urban Reserves

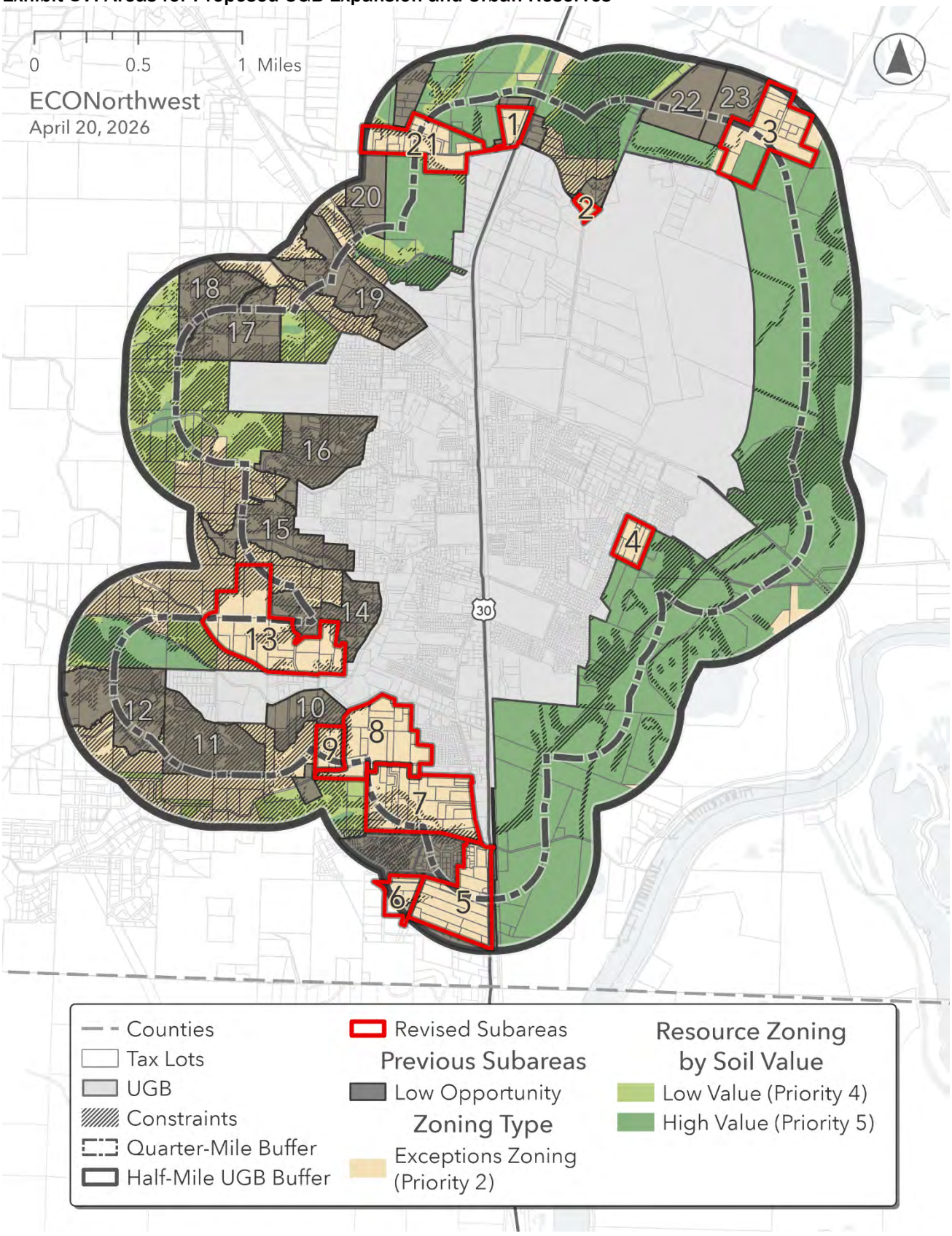


Exhibit 58 summarizes each subarea's relative suitability based on the Goal 14 locational criteria. Subareas shown in red were not selected. The sections that follow explain why those subareas were removed from consideration and describes the subareas that remain under consideration, including the boundary modifications made to improve clarity, compact urban form, and serviceability.

Exhibit 58. Summary of Evaluation of Goal 14 Locational Criteria Factors

Subarea	Factor 1: Impact on Efficiency	Factor 2: Costs of Service	Factor 3: Environmental, Energy, Economic, & Social	Factor 4: Potential Impact on Agricultural and Forest Uses
1	Positive	High	Moderate	Positive
2	Positive	Medium	Low	Positive
3	Neutral	High	Moderate	Neutral
4	Positive	Low	Low	Positive
5	Positive	High	Moderate	Positive
6	Neutral	Low	Moderate	Neutral
7	Positive	Low	Low	Positive
8	Positive	Low	Low	Positive
9	Neutral	High	Moderate	Neutral
10	Neutral	High	Moderate	Neutral
11	Negative	High	High	Neutral
12	Negative	High	High	Negative
13	Positive	Low	Low	Positive
14	Negative	High	High	Neutral
15	Negative	High	High	Neutral
16	Negative	High	High	Neutral
17	Negative	High	High	Negative
18	Negative	High	High	Negative
19	Negative	High	High	Negative
20	Negative	High	High	Negative
21	Neutral	High	Moderate (area nearest UGB)	Neutral (land nearest UGB)
22	Negative	High	High	Negative
23	Negative	High	High	Negative

Subareas Not Proposed for UGB Expansion or Urban Reserves

The subareas identified below are not proposed for inclusion in the UGB expansion or for designation as Urban Reserves. The discussion that follows summarizes the comparative evaluation presented in Chapter 4 and explains why these areas perform less favorably than other available alternatives under the applicable locational criteria.

Subarea 10

Subarea 10 abuts the UGB but is more than 50% constrained by mapped floodplain and landslide hazards. The unconstrained portion is limited and located in the northwestern portion

of the area and would extend the size of the existing UGB's western extension. Extending public facilities to serve this subarea would require comparatively high infrastructure investment relative to its limited contiguous developable acreage and moderate overall consequences.

Finding: Based on its extensive constraints, high relative costs to provide infrastructure, and moderate overall environmental, energy, economic and social consequences, the City finds that Subarea 10 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 11

Approximately 73% of Subarea 11 is constrained by landslide hazard and floodplain. Although the area abuts the UGB, the developable portions are fragmented. This constraint pattern increases the complexity and cost of providing urban services and reduces the area's ability to accommodate development in an efficient, cohesive pattern at planned urban densities.

Finding: Based on its extensive constraints, fragmented development pattern, high relative costs to provide infrastructure, and high overall environmental, energy, economic and social consequences, the City finds that Subarea 11 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 12

Subarea 12 is minimally adjacent to the UGB and is approximately 51% constrained by landslide and flood hazards. The least constrained land lies furthest from the UGB boundary. As a result, development would not logically extend the urban form and would require inefficient extension of services to reach the most developable areas. Expansion into this area would also increase the urban–forest interface without consolidating the existing urban edge.

Finding: Based on its limited adjacency to the UGB, the location of developable land away from the existing UGB, high relative costs to provide infrastructure, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 12 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 14

Subarea 14 is approximately 59% constrained by landslide hazard, and the constraints are distributed throughout the site. This pattern limits contiguous development and would require serving fragmented pockets of land. Compared to other adjacent alternatives, Subarea 14 has high service costs and high overall environmental and development consequences.

Finding: Based on its extensive and dispersed constraints, high relative costs to provide infrastructure, and high overall environmental, energy, economic and social consequences, the City finds that Subarea 14 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 15

Subarea 15 is approximately 49% constrained, and the least constrained portions are located away from the existing UGB boundary. Extension of public services would require serving interior areas beyond constrained land, reducing the efficiency of service provision.

Finding: Based on its constrained development pattern, developable land located away from the UGB, high relative costs to provide public facilities and services, and high overall environmental, energy, economic and social consequences, the City finds that Subarea 15 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 16

Subarea 16 is approximately 65% constrained by landslide hazard. The unconstrained portion is primarily adjacent to land designated Public Lands, which limits integration with existing residential and commercial development patterns. The extent and distribution of constraints increases infrastructure complexity and reduces the area's ability to support a well-connected urban design.

Finding: Based on its extensive constraints, limited integration with existing urban development patterns, high relative costs to provide infrastructure, and high overall environmental, energy, economic and social consequences, the City finds that Subarea 16 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 17

Subarea 17 is adjacent to the UGB only at its southeast corner (at Vista Park) and is approximately 48% constrained. Constraints are concentrated near the UGB boundary, limiting cohesive extension of existing development. These conditions reduce efficiency of urban form and increase the relative cost and complexity of extending services. Expansion into this area would also increase the urban–forest interface.

Finding: Based on its limited adjacency to the UGB and existing urban uses in Scappoose, constraint pattern near the UGB, high relative costs to provide infrastructure, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 17 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 18

Subarea 18 is not adjacent to the UGB and lies approximately 1,300 feet from the UGB. About 54% of the area is constrained by landslide hazard. Inclusion would create a discontinuous "island" that would require extension of services across intervening lands, increasing

infrastructure costs and reducing efficiency of urban form. Expansion would also increase the urban–resource interface.

Finding: Based on its lack of adjacency to the UGB, discontinuous urban form, high relative costs to provide infrastructure, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 18 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 19

Subarea 19 is adjacent to the UGB only at its southeastern corner. While portions nearest to the UGB could develop, much of the unconstrained land lies farther from the existing urban edge. Development in this subarea would extend the boundary outward rather than consolidate it and would increase the urban–forest interface. It also has high service costs and high overall consequences relative to other adjacent alternatives.

Finding: Based on its limited adjacency, high relative costs to provide public facilities and services, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 19 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 20

Subarea 20 is not adjacent to the UGB and is separated from the existing urban edge by intervening lands. Inclusion would create a discontinuous expansion area that would require extension of infrastructure over a longer distance and in a less efficient pattern than more contiguous alternatives. Subarea 20 also has high overall consequences and negative compatibility effects relative to other available subareas.

Finding: Based on its lack of adjacency to the UGB, discontinuous urban form, high relative costs to provide infrastructure, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 20 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 22

Subarea 22 is not adjacent to the UGB and is currently zoned for surface mining with an active gravel mining operation. Inclusion would create a discontinuous area generally separated from the UGB by intervening lands. Extending infrastructure would be inefficient compared to other alternatives.

Finding: Based on its lack of adjacency, discontinuous urban form, high relative costs to provide infrastructure, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 22

performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subarea 23

Subarea 23 is not adjacent to the UGB and is currently zoned for surface mining with an active gravel mining operation. Inclusion would create a discontinuous area separated from the UGB by intervening lands. Extending infrastructure would be inefficient compared to other alternatives.

Finding: Based on its lack of adjacency, discontinuous urban form, high relative costs to provide infrastructure, high overall environmental, energy, economic and social consequences, and negative compatibility with nearby farm and forest uses, the City finds that Subarea 23 performs less favorably than other available alternatives and is not proposed for inclusion in the UGB expansion or for designation as an Urban Reserve.

Subareas for Further Consideration

This section describes the remaining subareas that continue forward for further review and refinement. Modifications were made to improve boundary clarity, align with existing tax lot lines, avoid constrained lands where feasible, and promote compact and logical urban form consistent with Goal 14. The adjustments described below do not alter the comparative evaluation of the subareas under the Goal 14 factors. Rather, they refine boundaries to improve defensibility, serviceability, and mapping precision.

Exhibit 59. Summary of Subareas for Further Consideration
Note: Total and unconstrained acres represent the sum of the entire subarea, including ROW parcels.

Refined Study Subareas	Total Acres	Unconstrained Acres	Total Parcels	Average Parcel Size	Existing Dwelling Units	Average Parcel with Dwelling Unit Size	Vacant Parcels	Average Vacant Parcel Size
1	15	14	2	5	2	5	-	-
2	5	4	3	1	3	1	-	-
3	79	77	15	5	12	5	3	7
4	18	18	9	2	33	2	-	-
5	77	76	32	2	62	2	9	1
6	20	15	8	2	4	3	4	2
7	99	66	27	4	21	4	6	3
8	79	71	19	4	17	4	2	5
9	18	9	3	6	2	5	1	7
13	120	85	20	6	17	6	3	5
21	59	50	24	2	18	3	6	2
Total	**588**	**486**	**162**	**3**	**191**	**4**	**34**	**3**

Subarea 1

Subarea 1 was reduced slightly to follow the west side of Highway 30 and align with existing tax lot lines. This refinement avoids extending the study area across the highway and improves

boundary clarity and serviceability. Subarea 1 remains well-positioned to support commercial development and has few constraints limiting its development potential.

Finding: Based on its adjacency to the UGB, ability to accommodate development in a logical and contiguous pattern, and overall lack of constraints the City finds that Subarea 1 remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 2

Subarea 2 was reduced to align with tax lots and remove constrained lands, focusing the boundary on contiguous and developable areas. The revised configuration better reflects development potential and infrastructure feasibility. Subarea 2 remains well-positioned to support commercial development and is adjacent to existing infrastructure.

Finding: Based on its adjacency to the UGB, moderate infrastructure costs, low overall consequences, the City finds that Subarea 2 remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 3

Although the consolidated subarea has relatively high infrastructure costs, it contains a large, contiguous, and largely unconstrained area. This area can accommodate a substantial share of the City's identified long-term land need, particularly for Urban Reserves, without requiring piecemeal expansion into multiple smaller and more constrained subareas. While inclusion would require conversion of a limited amount of agricultural land (15 acres, about 20% of subarea) to maintain access, the overall development capacity and contiguity of the unconstrained land distinguish this subarea from other areas that were removed from consideration.

Finding: Based on its large contiguous and largely unconstrained development area, and its ability to accommodate a substantial portion of the City's identified long-term land need in a single area the City finds that the Subarea 3 remain suitable for further consideration for designation as Urban Reserves, notwithstanding higher relative infrastructure costs.

Subarea 4

Subarea 4 remains unchanged. The existing boundary aligns with tax lots, infrastructure, and logical urban expansion patterns. The area directly abuts the UGB. Subarea 4 has low overall infrastructure costs relative to other subareas and development would extend established residential patterns and does not materially increase the urban–resource interface. While Subarea 4 has relatively low additional residential development potential, it would solve an on-going issue with a failing septic system for the existing manufactured home park.

Finding: Based on its adjacency to the UGB, low overall infrastructure costs, compact urban form, and neutral compatibility with agricultural and forest uses, the City finds that Subarea 4

performs favorably under the Goal 14 locational factors and remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 5

Subarea 5 was modified slightly to align with tax lot lines and avoid expansion east of Highway 30. The revised boundary improves compactness and maintains a logical relationship to adjacent subareas. The area contains contiguous developable land but would require coordinated expansion with Subarea 7 to function efficiently. Subarea 5 has higher overall infrastructure costs relative to other subareas but is largely unconstrained with substantial development potential and does not materially increase the urban–resource interface.

Finding: Based on its development potential and ability to integrate with adjacent expansion areas, the City finds that Subarea 5 remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 6

Subarea 6 was modified to focus on the portion of the area with the greatest development potential while removing more constrained lands to the west. The area can integrate with adjacent subareas 5 and 7 if expanded cohesively. Subarea 6 has relatively low infrastructure costs compared to many other subareas.

Finding: Based on its revised boundary, contiguous developable land, and relatively low infrastructure costs, the City finds that Subarea 6 remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 7

Subarea 7 remains substantively the same, with minor refinements to follow tax lot lines. The area abuts the UGB and contains contiguous land capable of supporting residential development consistent with existing patterns. Subarea 7 has low overall infrastructure costs and does not materially increase environmental or compatibility impacts relative to other available alternatives.

Finding: Based on its adjacency to the UGB, ability to extend existing development patterns, and moderate infrastructure costs, the City finds that Subarea 7 remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 8

Subarea 8 remains substantively unchanged, with minor adjustments to align with tax lot lines. The area directly abuts the UGB and contains contiguous developable land that supports compact urban expansion. Subarea 8 has low overall infrastructure costs and limited environmental or compatibility impacts relative to other subareas.

Finding: Based on its adjacency to the UGB, low overall infrastructure costs, limited constraints and ability to promote compact urban form, the City finds that Subarea 8 performs favorably under the Goal 14 locational factors and remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 9

Subarea 9 was reduced to align more closely with Subarea 8 and to remove a southern spur that would create irregular urban form. The revised boundary improves compactness and reduces inefficient extensions. Subarea 9 has higher infrastructure costs and greater overall consequences than other subareas but given its refinement in boundary, the area contains contiguous developable land that could function efficiently with Subarea 8.

Finding: Based on its revised compact configuration, development potential and adjacency to Subarea 8, the City finds that Subarea 9 remains appropriate for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 13

Subarea 13 was slightly modified along tax lot lines to improve boundary clarity. The area directly abuts the UGB and contains substantial contiguous developable land capable of supporting residential growth. Subarea 13 has low overall infrastructure costs relative to many other subareas and does not materially increase environmental or compatibility impacts.

Finding: Based on its adjacency to the UGB, development capacity, low infrastructure costs, and neutral compatibility with agricultural and forest uses, the City finds that Subarea 13 remains suitable for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Subarea 21

Subarea 21 was modified to follow tax lot lines and remove a northern spur that would create irregular urban form. The revised boundary improves compactness and alignment with existing parcel configuration. Subarea 21 has higher infrastructure costs and overall consequences than preferred subareas but contains contiguous land that may support longer-term expansion if needed.

Finding: Based on its improved boundary configuration and development potential, the City finds that Subarea 21 remains appropriate for further consideration for inclusion in the UGB expansion and/or designation as an Urban Reserve.

Refinement of Area Proposed for UGB Expansion

The City has identified a need for approximately 44 buildable acres of additional land within the UGB to accommodate projected medium-density residential and public land needs for the 2023–2043 planning period. Existing buildable land within the current UGB is insufficient to meet this need. Exhibit 60 illustrates the areas proposed for UGB expansion.

Exhibit 61 summarizes the total acreage, unconstrained acreage, number of parcels, and existing dwelling units.

The areas proposed for UGB expansion are expected to be designated for medium-density residential, with public uses also allowed. The City selected these areas because they are adjacent to the existing UGB, extend the existing urban form in a contiguous pattern, can be served by infrastructure more efficiently than other alternatives, have favorable or moderate environmental, energy, economic and social consequences, are generally compatible with nearby farm and forest uses, and provide sufficient buildable acreage to meet the identified need.

Exhibit 60. Areas for UGB Expansion

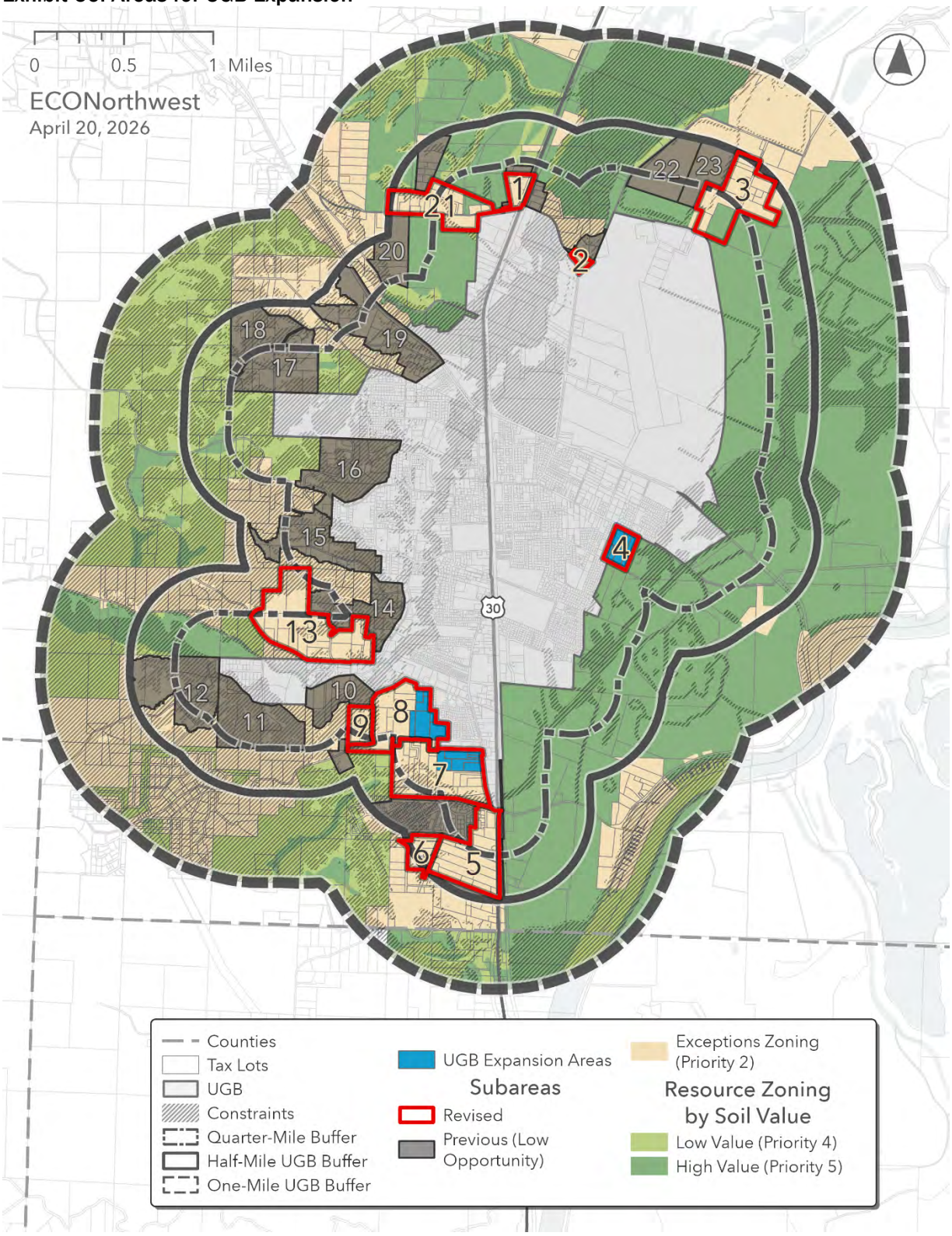


Exhibit 61. Summary of Areas for UGB Expansion

Refined Study Subarea	Total Acres	Unconstrained Acres	Total Parcels (Removing ROW)	Average Parcel Size	Existing Dwelling Units	Average Parcel with Dwelling Unit Size	Vacant Parcels	Average Vacant Parcel Size
4	18	18	9	2	33	2	-	-
7	20	20	8	2	4	3	4	2
8	26	25	7	4	7	4	-	-
Total	**64**	**63**	**24**	**4**	**44**	**3**	**4**	**2**

As shown in Exhibit 62, Subareas 4, 7, and 8 include capacity for approximately 8 additional dwelling units on lots under two acres. These units are credited toward the City's overall housing need, reducing the remaining land need accordingly.

The City estimated additional unit capacity on smaller parcels using the following assumptions:

- Parcels less than 0.25 acres: no additional capacity
- Parcels 0.25 to 1 acre: capacity of 1 dwelling unit total
- Parcels 1 to 2 acres: capacity of 2 dwelling units total
- Parcels greater than 2 acres: 0.25 acres per existing dwelling unit deducted to account for land committed to existing development, with remaining land assumed available for development

These assumptions are consistent with the residential capacity **safe harbor provisions in OAR 660-024-0067(6)(a)**, which allow cities to estimate development capacity on vacant or partially vacant residential land using standardized assumptions.

Exhibit 62. Revised Land Need for Medium Density Residential

	2023-2043 Unit Need	Future Density with ROW Assumptions (units/acre)	Land Need after Efficiency Measures in Buildable Acres	Additional Unit Capacity on lots less than 2 acres	Land Need in Buildable Acres after Removing Units on Lots Less than 2 Acres	Previous Land Deficit in Buildable Acres (includes efficiency measures and rezone) (2023-2043)	Revised Land Deficit in Buildable Acres (includes efficiency measures and rezone) (2023-2043)
Med-Density	283	6.6	43	8	42	(33)	(32)

After accounting for this additional capacity on partially vacant lots (Exhibit 63), the City estimates a remaining need for approximately **43 buildable acres** to accommodate the 2023–2043 residential land need (Exhibit 63). This is one acre less than the initial land need identified in Exhibit 33, reflecting the ability of smaller parcels to accommodate additional dwelling units.

Exhibit 63. Revised Summary of Land Needs for UGB with Additional Unit Capacity Calculation

Category	Land Deficit or Surplus in Buildable Acres (2023-2043)
Employment	
Commercial*	**31**
Commercial	35
Semi-Public	(4)
Housing	(32)
Low-Density**	**56**
Housing	59
Semi-Public	(3)
Med-Density	**(32)**
High-Density	**12**
Public	
Municipal	(10)
Parks	0
Semi-Public***	(1)
Total	**(43)**

As shown in Exhibit 64, the land included in Subareas 4, 7, and 8 provides sufficient capacity to meet the City's UGB land need.

Exhibit 64. Land and Estimated Housing Capacity for UGB Expansion Areas

Study Subarea	Total Acres	Unconstrained Acres	Total Parcels	Additional Unit Capacity (on lots under 2 acres)	Available Land for Development (on lots over 2 acres) in Buildable Acres
4	18	18	9	4	7
7	20	20	8	1	17
8	26	25	7	3	19
Total	**64**	**63**	**24**	**8**	**43**

Areas Proposed for UGB Expansion Findings

Finding (UGB): Goal 14 and OAR 660-024-0050 require cities to determine whether sufficient land exists within the UGB to accommodate identified 20-year land needs and to respond when a deficiency exists. As documented in Chapter 2, the City identified a need for approximately 44 buildable acres of additional land to accommodate medium-density residential and public uses during the 2023–2043 planning period. As documented in Chapter 3, the City established and refined the study area consistent with OAR 660-024-0065. As documented in Chapter 4, the City evaluated lands within the study area consistent with Goal 14 and OAR 660-024-0067,

including the priority framework for inclusion in the UGB and the Goal 14 boundary location factors.

The City finds that, as shown in Exhibit 60 and Exhibit 64, the proposed UGB expansion areas include **64 total acres** across 24 tax lots. After accounting for constraints and existing development, these areas provide sufficient buildable acreage and unit capacity to meet the identified land need. The City further finds that these areas abut the existing UGB, follow tax lot lines, extend urban development in a contiguous pattern, and can be served efficiently with public infrastructure relative to other alternatives evaluated in Chapter 4. Based on this analysis, the City finds that the proposed expansion areas represent the most suitable lands available to meet the identified 2023–2043 land need and should be included within the UGB.

Finding (UGB): OAR 660-024-0067(5) requires that when land is added to the UGB, the local government assign appropriate comprehensive plan map designations consistent with the identified land need and apply zoning consistent with those plan designations or maintain the land as urbanizable land until rezoned for planned urban uses.

The City proposes to designate the lands added to the UGB as General Residential with public uses allowed, consistent with the identified medium-density residential land need for the 2023–2043 planning period. In conformance with Scappoose Development Code 17.136.070, R-4 (Moderate Density Residential) zoning will be applied consistent with the General Residential comprehensive plan designation upon annexation The City finds that the proposed plan designations and zoning for the UGB expansion areas comply with OAR 660-024-0067(5) and the applicable planning and zoning requirements of ORS 197A.350.

Refinement of Area Proposed for Urban Reserves

The City has identified a need for approximately 320 buildable acres of additional land to accommodate projected residential, employment, and public land needs for the 2043–2073 planning period beyond the 20-year UGB supply. Lands within the current UGB and the proposed 2023–2043 UGB expansion area are insufficient to meet this long-term need.

Exhibit 65 illustrates the areas proposed for Urban Reserve designation. Exhibit 66 summarizes the total acreage, constrained acreage, number of parcels, and land available for development after accounting for existing housing units.

The areas proposed for Urban Reserve designation consist of larger, contiguous areas suitable for coordinated long-term urbanization through future UGB amendments. These lands are not proposed for immediate urban development. In Subarea 21, only the portion closest to the existing UGB is included because the City does not need the full subarea to meet the identified Urban Reserve acreage and prioritized areas most directly connected to the existing UGB.

Exhibit 65. Areas for Urban Reserve Designation

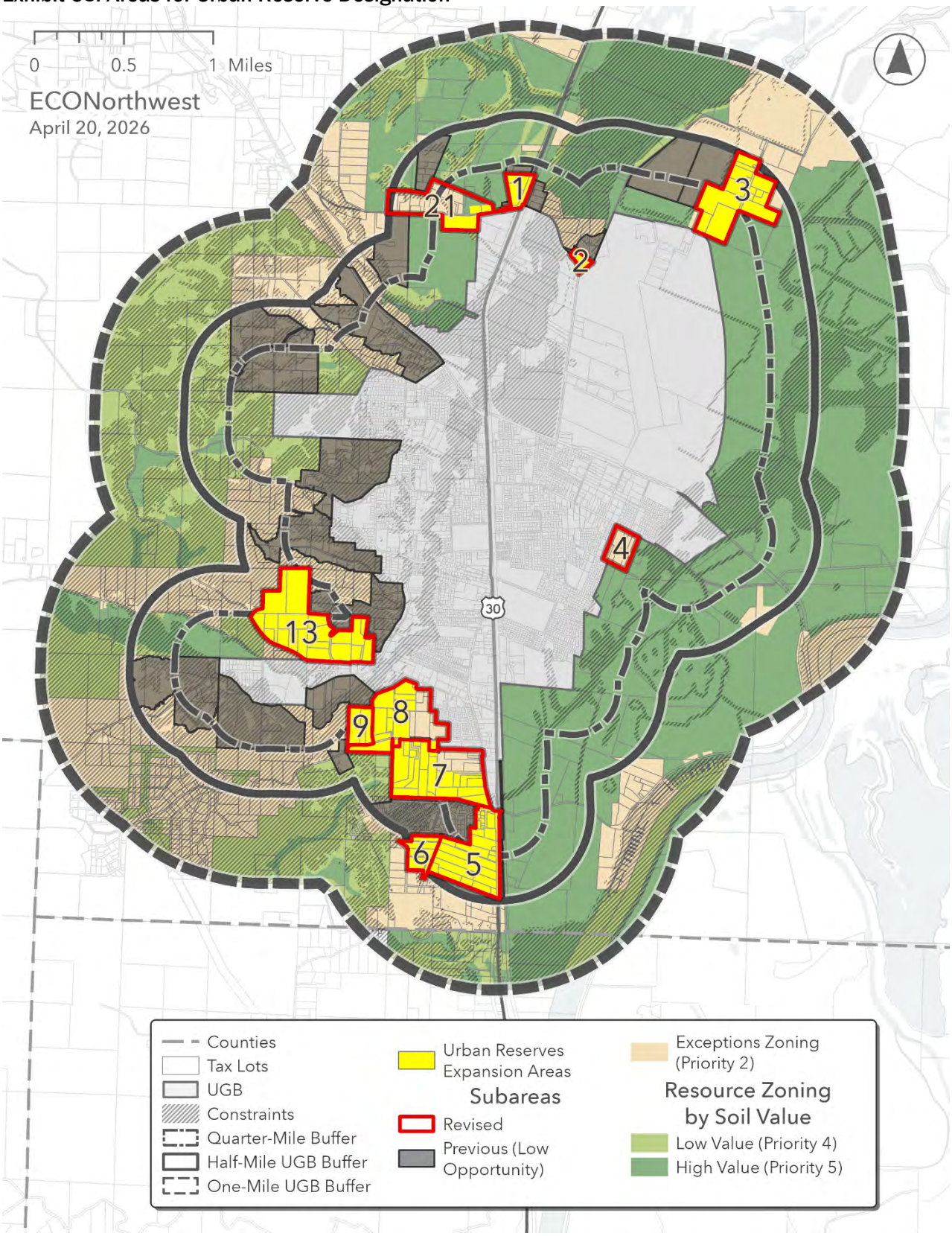


Exhibit 66. Summary of Areas for Urban Reserves

Refined Study Subareas	Total Acres	Unconstrained Acres	Total Parcels (Removing ROW)	Average Parcel Size	Existing Dwelling Units	Average Parcel with Dwelling Unit Size	Vacant Parcels	Average Vacant Parcel Size
1	15	10	2	5	2	5	-	-
2	5	4	3	1	3	1	-	-
3	79	74	15	5	12	5	3	7
5	77	68	32	2	62	2	9	1
6	20	15	8	2	4	3	4	2
7	79	46	19	4	17	4	2	5
8	53	44	12	4	10	4	2	5
9	18	8	3	6	2	5	1	7
13	120	81	20	6	17	6	3	5
21	16	12	4	4	3	5	1	0.3
Total	**480**	**363**	**118**	**4**	**132**	**4**	**25**	**3**

As shown in Exhibit 62, proposed Urban Reserve areas include capacity for approximately 17 additional dwelling units on lots under two acres. These units are credited toward the City's overall housing need, reducing the remaining land need accordingly. The City estimated additional unit capacity on smaller parcels using the same assumptions as for the UGB.

Exhibit 67. Revised Land Need for Residential (assumed Low-Density)

	2043-2073 Unit Need	Future Density with ROW Assumptions (units/acre)	Land Need after Efficiency Measures in Buildable Acres	Additional Unit Capacity on lots less than 2 acres	Land Need in Buildable Acres after Removing Units on Lots Less than 2 Acres	Previous Land Deficit in Buildable Acres (includes efficiency measures and rezone) (2043-2073)	Revised Land Deficit in Buildable Acres (includes efficiency measures and rezone) (2043-2073)
Low Density	999	4.2	241	17	237	(182)	(178)

After accounting for this additional capacity on partially vacant lots (Exhibit 67Exhibit 63), the City estimates a remaining need for approximately **315 buildable acres** to accommodate the 2023–2043 land need (Exhibit 68Exhibit 63). This is five acres less than the initial land need identified in Exhibit 33, reflecting the ability of smaller parcels to accommodate additional dwelling units.

Exhibit 68. Revised Summary of Land Needs for Urban Reserves with Additional Unit Capacity Calculation

Note: This table takes the 178-buildable acre deficit shown in Exhibit 67 and incorporates the 3-acre semi-public deficit from the 2023–2043 period, reducing the starting surplus and increasing the total low-density land deficit to 181 buildable acres (rather than 178). When combined with the additional semi-public land deficit projected for 2043–2073, this results in a total low-density housing land deficit of 185 buildable acres over the 2043–2073 period. See Exhibit 33 for additional detail on methods.

Category	Land Deficit or Surplus in Buildable Acres (2023-2043)	Land Deficit or Surplus in Buildable Acres (2043-2073)	Land Deficit or Surplus in Buildable Acres (2023-2073)
Employment			
Commercial*	**31**	**(38)**	**(38)**
Commercial	35	(31)	(31)
Semi-Public	(4)	(7)	(7)
Housing	(32)	(259)	
Low-Density**	**56**	(186)	**(186)**
Housing	59	(181)	(181)
Semi-Public	(3)	(5)	(5)
Med-Density	**(32)**	**(58)**	**(90)**
High-Density	**12**	**(15)**	**(15)**
Public			
Municipal	(10)	(17)	(27)
Parks	0	n/a	0
Semi-Public***	(1)	(2)	(3)
Total	**(43)**	**(315)**	**(358)**

As shown in Exhibit 69, the land included in Subareas 1, 2, 3, 5, 6, 7, 8, 9, 13, and 21 provides approximately 310 buildable acres. The small (5 acre) difference between the identified need and the selected acreage reflects the use of whole tax lots and practical boundary refinements rather than an attempt to draw an exact acreage line.

Exhibit 69. Land and Estimated Housing Capacity for Urban Reserve Areas

Study Subarea	Total Acres	Unconstrained Acres	Total Parcels	Additional Unit Capacity (on lots under 2 acres)	Available Land for Development (on lots over 2 acres) in Buildable Acres
1	15	10	2	-	10
2	5	4	3	2	-
3	79	74	15	4	67
5	77	68	32	3	51
6	20	15	8	2	13
7	79	46	19	2	38
8	53	44	12	3	38
9	18	8	3	-	8
13	120	81	20	-	77
21	16	12	4	1	9
Total	**480**	**363**	**118**	**17**	**310**

Area Proposed for Urban Reserves Findings

Finding (Urban Reserves): OAR 660-021-0030(2)-(4) require cities designating Urban Reserves to identify sufficient land to accommodate long-term urbanization needs and to evaluate candidate areas using the Goal 14 boundary location factors and the priority framework for urban reserve designation. As documented in Chapter 2, the City identified a need for approximately 320 buildable acres of land to accommodate long-term urbanization needs during the 2043–2073 planning period. As documented in Chapter 3, the City established and refined a study area to evaluate lands for potential designation as Urban Reserves. As documented in Chapter 4, the City evaluated lands within the study area consistent with OAR 660-021-0030, including the priority of exception and nonresource lands and the Goal 14 boundary location factors.

The City finds that, as shown in Exhibit 65 and Exhibit 69, the proposed Urban Reserve areas include **480 total acres**. After accounting for constraints and existing development, these areas provide sufficient buildable acreage to accommodate the identified 2043–2073 urban reserve land need. The City further finds that these areas consist primarily of exception land, extend logically from the existing UGB, and can be urbanized efficiently over the long term relative to other alternatives evaluated in Chapter 4. Based on this analysis, the City finds that the proposed areas represent the most suitable lands available for long-term urbanization and should be designated as Urban Reserves, consistent with OAR 660-021-0030(2).

Urban Reserve Planning, Zoning and Management

OAR **660-021-0040**
Urban Reserve Area Planning and Zoning

(1) Until included in the urban growth boundary, lands in urban reserves shall continue to be planned and zoned for rural uses in accordance with the requirements of this rule and the applicable statutes and goals, but in a manner that ensures a range of opportunities for the

orderly, economic and efficient provision of urban services when these lands are included in the urban growth boundary.

(2) Urban reserve land use regulations shall ensure that development and land divisions in exception areas and nonresource lands will not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. These measures shall be adopted by the time the urban reserves are designated, or in the case of those local governments with planning and zoning responsibility for lands in the vicinity of the Portland Metropolitan Area Urban Growth Boundary, by the time such local governments amend their comprehensive plan and zoning maps to implement urban reserve designations made by the Portland Metropolitan Service District. The measures may include:

(a) Prohibition on the creation of new parcels less than ten acres;

(b) Requirements for clustering as a condition of approval of new parcels;

(c) Requirements for preplatting of future lots or parcels;

(d) Requirements for written waivers of remonstrance against annexation to a provider of sewer, water or streets; and

(e) Regulation of the siting of new development on existing lots for the purpose of ensuring the potential for future urban development and public facilities.

(3) For exception areas and nonresource land in urban reserves, land use regulations shall prohibit zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning in effect as of the date of establishment of the urban reserves. Such regulations shall remain in effect until such time as the land is included in the urban growth boundary.

(4) Resource land that is included in urban reserves shall continue to be planned and zoned under the requirements of applicable statewide planning goals.

(5) Urban reserve agreements consistent with applicable comprehensive plans and meeting the requirements of OAR 660-021-0050 shall be adopted for urban reserves.

(6) Cities and counties are authorized to plan for the eventual provision of urban public facilities and services to urban reserves. However, this division is not intended to authorize urban levels of development or services in urban reserves prior to their inclusion in the urban growth boundary. This division is not intended to prevent any planning for, installation of, or connection to public facilities or services in urban reserves consistent with the statewide planning goals and with acknowledged comprehensive plans and land use regulations in effect on the applicable date of this division.

(7) A local government shall not prohibit the siting of a single family dwelling on a legal parcel pursuant to urban reserve planning requirements if the single family dwelling would otherwise have been allowed under law existing prior to the designation of the parcel as part of an urban reserve.

Finding (Urban Reserves): The City acknowledges the requirements of OAR 660-021-0040 and shall work with the County to propose adequate land use regulations within Columbia

County's land use ordinances in order to implement this OAR by the time Urban Reserves are designated in order to ensure that development and land divisions in exception areas and nonresource lands will not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. The City finds that once these land use regulations are adopted into Columbia County's ordinances and an Urban Reserves Management Agreement (URMA) is adopted by the City and County, the provisions of OAR 660-021-0040 will be met.

OAR 660-021-0050
Urban Reserve Agreements

Urban reserve planning shall include the adoption and maintenance of urban reserve agreements among cities, counties and special districts serving or projected to serve the designated urban reserves. These agreements shall be adopted by each applicable jurisdiction at or prior to the time of reserve designation and shall contain:

(1) Designation of the local government responsible for building code administration and land use regulation in the urban reserves, both at the time of reserve designation and upon inclusion of these reserves within the urban growth boundary.

(2) Designation of the local government or special district responsible for the following services: sewer, water, fire protection, parks, transportation and storm water. The agreement shall include maps indicating areas and levels of current rural service responsibility and areas projected for future urban service responsibility when included in the urban growth boundary.

(3) Terms and conditions under which service responsibility will be transferred or expanded for areas where the provider of the service is expected to change over time.

(4) Procedures for notification and review of land use actions to ensure involvement by all affected local governments and special districts.

Finding (Urban Reserves): The City has included a proposed Urban Reserves Management Agreement (URMA) for approval by the City and County as Appendix D. Columbia County shall ensure that development and land divisions in exception areas and non-resource lands will not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services, and shall, to the extent necessary, adopt regulations complying with OAR 660-021-0040(1)-(4) prior to URA designation. Addiitionally, the following provisions are included in the URMA:

As required by OAR 660-021-0050(1):

a. The County shall have authority and jurisdictional responsibility for current planning activities, land use decisions, building permitting, and code enforcement within the URA.
b. Upon inclusion of property from the URA within UGB, the property shall be subject to the Urban Growth Boundary Management Agreement.

As required by OAR 660-021-0050(2), designation of service responsibility is as follows:

Service	Existing Service Provider	Future Urban Services Provider

Sewer	No public service provider	City of Scappoose
Water	No public service provider	City of Scappoose
Fire Protection	Scappoose Rural Fire Protection District	Scappoose Rural Fire Protection District
Parks	Columbia County	City of Scappoose
Transportation	Columbia County	City of Scappoose
Stormwater	Columbia County	City of Scappoose

As required by OAR 660-021-0050(3), the terms and conditions under which service responsibility will be transferred or expanded, for areas where the provider of service is expected to change over time, is described below:

Urban Service Transition Policies

1. Special Districts. The City shall agree to the formation of any special district within the URA prior to the approval of the formation of the district. This provision shall not apply to County-wide service districts formed under ORS 451.

2. Service Expansion Plans. Service expansion plans shall be consistent with the Scappoose Comprehensive Plan. As the future provider of water, sewer, parks, transportation and stormwater, the City shall prepare, from time to time, updated utility expansion plans. These plans shall provide a basis for the extension of services within the UGB, and as such shall be referred to the County for information and comment.

3. Transition Policies Relating to Service Responsibility.

    a. Sewer Service. There will be no public provider of sanitary sewer service until City services are available, except in the case of a state mandate due to a health hazard. At the time of annexation, the City will require hook-up to City sanitary sewer services. There shall be no special sanitary sewer districts created in the Urban Reserve Area. Nothing in this provision shall limit the ability of individuals to provide septic services (i.e. septic sewer systems) on their own private property within the Urban Reserve Area.

    b. Potable Water Service. There will be no public provider of potable water service until City services are available. At the time of annexation, an owner may request connection to City potable water. There shall be no special water districts created in the Urban Reserves Area. Nothing in this provision shall limit the ability of individuals to provide services on their own private property within the Urban Reserves Area.

c. Fire Protection. Scappoose Rural Fire Protection District provides fire protection services to property within the Urban Reserves Area, the Urban Growth Boundary, and the City limits.

d. Parks. Columbia County provides park services within the Urban Reserves Area. The City of Scappoose will provide park services as park properties are included within City limits, unless agreed otherwise.

e. Transportation. Columbia County provides transportation services on County roads within the Urban Reserves Area. Columbia County policies for road design and construction standards shall be utilized in the Urban Reserve Area. Per the Columbia County ordinances, the Columba County Public Works Director may require roads to be constructed to City of Scappoose standards within the Urban Growth Boundary. Upon annexation into City limits, the City will accept Columbia County roads that have been brought up to City standards as outlined in the Public Works Design Standards and current version of the Scappoose Transportation System Plan.

   The Oregon Department of Transportation (ODOT) provides transportation services on state highways within the Urban Reserves Area. ODOT retains jurisdiction and maintenance responsibilities on all state highways after incorporation into the Urban Growth Boundary and annexation into City limits.

f. Stormwater management. Columbia County provides public storm water management services to property where required within the Urban Reserves area. The City will provide storm water management services to property within the City limits. Transition of public storm water management services will follow transition of road maintenance responsibilities.

As required by OAR 660-021-0050(4), the following establishes procedures for notification and review of land use actions to ensure involvement by all local governments and special districts:

a. Within the URA, the County shall process all land use applications for comprehensive plan amendments, zone changes, and other applications affecting land use (including conditional uses, planned unit developments, subdivisions and partitions) in a manner that is consistent with the procedures set forth in the Columbia County Comprehensive Plan and Zoning Ordinances for the respective land use actions.

b. Notice of comprehensive plan amendment, zone change, subdivision and partition applications within the URA shall be sent to the City Planning Department and to any other affected public entities for review and comment prior to a decision by the County. Such agencies shall be given ten (10) business days in which to provide comments on the land use application.

c. In making its decision, the County shall consider all comments received under Section b above.

d. The City, agency, or any other special service district that provides comments on land use applications shall be mailed written notice of the land use decision and shall have standing to appeal the County's decision.

The City and County shall adopt the URMA at the time of designation of Urban Reserves. The City finds that OAR 660-021-0050 will be satisfied at the time of adoption of the URMA.

5. Scappoose and Columbia County Requirements

The following findings demonstrate that the proposed comprehensive plan amendment package complies with the Scappoose Development Code and with existing economic, residential, and urban growth plan policies for both the City of Scappoose and Columbia County.

Scappoose Development Code

Chapter 17.22

AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

17.22.040 Approval criteria.

Planning commission 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;

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: The proposed amendments to the Comprehensive Plan are consistent with the applicable Oregon Statewide Planning Goals, ORS, OAR, Comprehensive Plan, and Development Code. Detailed findings to these policies are found in the applicable sections of this report. Section 17.22.040(A-B) is satisfied.

C. The change will not adversely affect the health, safety, and welfare of the community;

Finding: The proposed amendments to the Comprehensive Plan to expand the UGB, establish Urban Reserves and adopt updated Comprehensive Plan policies to bring them into consistency with the updated EOA and HCA will not have negative impacts on the health, safety, and general welfare of the community. These actions, together, provide the factual basis to expand the UGB to allow adequate land for growth over the 2023 – 2043 horizon and place land in Urban Reserves for the 2043 – 2073 horizon which will promote a smart growth strategy since the City will then be well informed about where long term growth of the City is expected to occur. This will increase the health, safety and welfare of the community by allowing the City to plan well in advance for needed infrastructure to address roads, utilities, parks and open space over a 50 year planning horizon. Section 17.22.040(C) is satisfied.

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: This proposal responds to changes in the community. Specifically, the City has completed an update to its EOA and HCA which demonstrate a need for an additional 64 acres of land for the 2023 – 2043 period and 480 acres of Urban Reserves for the 2043 – 2073 period (after land use efficiency measures are applied). Additionally, the proposal responds to an inconsistency in the Comprehensive Plan since the City must adopt and update the Comprehensive Plan to reflect the recent completion of an updated HCA and EOA, as well as Comprehensive Plan policies in support of the updated findings in the EOA and HCA. Section 17.22.040(D) is satisfied.

E. The amendment conforms to Section 17.22.050.

Finding: Compliance with Section 17.22.050 is discussed below. Section 17.22.040(E) is satisfied.

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.

Finding: For the purposes of the proposed amendments, the Transportation Planning Rule (TPR) requires additional analysis if the proposed amendments would significantly affect an existing or planned transportation facility, as defined in OAR 660-001-0060(1).

A TPR analysis of transportation facility impacts caused by urban growth boundary expansions may be deferred by administrative rule. OAR 660-024-0020(d), specifically states:

> *"the transportation planning rule requirements under OAR 660-012-0060 need not be applied to an urban growth boundary amendment if the land added to the urban growth area is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the area or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary."*

The City chooses to apply this deferral option for land that is proposed to be added to the UGB and has informed ODOT of its choice. The 64 acres of land proposed to be added to the UGB is not proposed for annexation into the City of Scappoose. As such, the existing Columbia County zoning will be retained.

Scappoose was recently awarded a Transportation Growth Management (TGM) grant to update its 2016 Transportation System Plan (TSP). The TSP update project should begin in late 2026 and the scope of work includes transportation planning for the land proposed to be added to the UGB.

The City and County will jointly manage the Urban Reserve designated lands and will coordinate on future TSP updates as these lands are eventually added to the UGB once the City can demonstrate the need to do so. Based on this analysis, Goal 12 has been met for the 64 total acres of land proposed to be added to the Scappoose UGB and for land proposed for Urban Reserves Designation. Section 17.22.050 is satisfied.

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 Municipal Code, as detailed in the findings. The City has publicized the proposed amendments and will hold hearings in accordance with applicable laws. Section 17.160.120 is satisfied.

Scappoose Comprehensive Plan

Policies for the Urban Growth Boundary

It is the policy of the City of Scappoose to:

1) Work with Columbia County in establishing, maintaining, and managing an Urban Growth Boundary, and in amending the UGB as the need arises.

Finding: Columbia County participated in the SAC (Stakeholder Advisory Committee) throughout the planning process. The County will also hold a work session and hearings with the County Board of Commissioners and the County Planning Commission to discuss the UGB expansion. This criterion is met.

> *2) Review the supply of buildable lands within the Urban Growth Boundary during each major review of the City's plan. Amend the UGB periodically to maintain a 20-year supply of buildable residential land and suitable employment land.*

Finding: The City completed an HCA and EOA in 2023 which reviews the supply of buildable residential and employment land for the 2023 to 2043 period. These studies found a deficit of commercial land and residential land. The proposed UGB expansion, rezoning/redesignation of certain parcels and development code amendments will allow the City to maintain a 20-year supply of buildable residential and employment land. This criterion is met.

> *5) Observe the following guidelines in expanding the Urban Growth Boundary:*
>
> > *A) Urban Growth Boundary amendments shall comply with Goal 14 (Urbanization), the Urban Growth Boundaries administrative rule (OAR Chapter 660, Division 024), and ORS 197.298 Priorities for urban growth boundary expansion.*
> >
> > *B) Amendments shall be based on demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments, together with demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination thereof.*
> >
> > *C) Sites should be economically feasible to service with public facilities such as sewer, water and police.*

Finding: Chapters 2, 3, and 4 of this document demonstrate that the proposed UGB expansion complies with Goal 14 and applicable OARs and ORSs. Specifically, Chapter 2 establishes the need for land for housing, employment, and public and semi-public uses; Chapter 3 establishes the Study Area for UGB expansion in alignment with legal requirements; and Chapter 4 establishes findings demonstrating compliance with Goal 14 locational factors which considers the orderly and economic provision of public facilities and services. This criterion is met.

Policies 3, 4, and 6 – 10 are not applicable to this request.

Policies for Transportation

It is the policy of the City of Scappoose to:

> *6.1) Plan and develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient*

bicycle and pedestrian circulation within the community.

Finding: The city was recently awarded a TGM grant to update its 2016 Transportation System Plan (TSP). As part of that effort, the city will evaluate transportation improvements needed to promote a safe and convenient transportation system to serve the newly added UGB areas. All other transportation policies will continue to be implemented through the TSP and implementing ordinances. This criterion is met.

Policies for Economics

It is the policy of the City of Scappoose to:

1) Make sufficient suitable land available for the anticipated expansion of commercial and industrial activities identified in the Scappoose EOA.

Finding: The 2023 Scappoose EOA determined that while the City currently has enough industrially zoned land, it lacks sufficient commercially zoned land to accommodate 20-year and 50-year projected land demand. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of urban reserves are designed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. This criterion is met.

4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.

Finding: The proposed UGB expansion provides for employment land within the urban area, consistent with the 2023 EOA. This will provide more opportunity for local jobs. This criterion is met.

6) Cooperate with other agencies, interest groups and businesses in efforts to develop strategies for improving the local economy.

Finding: The 2023 EOA was developed through an extensive public process, with the involvement of city leaders, other government agencies, economic development practitioners, non-profit organizations, higher education and port leaders, local business owners, and community members at large as described in Goal 1 findings. The proposed EOA, UGB expansion, and urban reserves provide land for target industries within the urban area. This criterion is met.

8) Work with local mining industries to rehabilitate the gravel pits so that there will be an efficient use of land and the pits will not be an eyesore.

Finding: The city is working with a local gravel mine operator who is currently reclaiming/filling their site under a DOGAMI (Department of Geology and Mining Industries) permit since gravel mining has now been completed. As part of the land use efficiency efforts, the city is proposing a redesignation of this previous gravel mine (51 buildable acres of land) from Industrial to Commercial on the Comprehensive Plan map since the city enjoys a surplus of Industrial land. This filling of the site means that the previous gravel pits will not be an eyesore and will allow the land to be used efficiently for commercial purposes in the future. This criterion is met.

> *13) Coordinate plans by the City, County and Port District to provide and pay for public facilities to accommodate expected industrial, commercial, institutional, and residential growth.*

Finding: The need for land for public facilities is included in the UGB expansion and designation of urban reserves. About 3.9 buildable acres are also proposed to be rezoned to parkland. Public land need was determined through discussions with representatives from the City of Scappoose, Columbia County, Port of Columbia County, and Scappoose School District 1J. These needs were then vetted with the SAC which included representatives from various public agencies. This criterion is met.

> *16) Protect industrial, airport-related and commercially designated areas for their intended uses as identified in the Scappoose Economic Opportunities Analysis.*

Finding: The 2023 EOA found that there was a surplus of industrial zoned land and a deficit of commercially zoned land. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation would help meet the need for additional commercial land, without negatively affecting industrial land needs since there is currently a surplus. The proposed amendment does not include re-zoning employment land to non-employment uses. Overall, the rezoning aids to better balance the land use inventory to align with the EOA. This criterion is met.

> *18) Take actions called for in the EOA to increase local employment and improve the population to employment balance.*

Finding: The 2023 EOA determined that the City does not have enough land zoned for commercial use to meet projected demand over 20 years and 50 years. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of urban reserves are designed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. This would help improve the balance of residents to jobs in the area. This criterion is met.

Policies 2 – 3, 5, 7, 9 – 12, 14 – 15 and 17 are not applicable to this request.

Policies for Commercial Land Use Designation

1) Make sufficient land available for the anticipated expansion of commercial and industrial activities.

Finding: The 2023 EOA determined that while the City currently has enough industrially zoned land, it lacks sufficient commercially zoned land to accommodate 20-year and 50-year projected land demand. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of urban reserves are designed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. This criterion is met.

10) Not expand the amount of commercially zoned land until sufficient in-filling has occurred in vacant areas.

Finding: The Scappoose EOA determined that the City lacks sufficient commercially zoned land to accommodate 20-year and 50-year projected land demand. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of urban reserves will ensure there continues to be enough commercial land to accommodate growth. This criterion is met.

Policies 2 – 9 are not applicable to this request.

Housing Policies

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.

Finding: The City's 2023 Housing Capacity Analysis (HCA) identified a deficit of medium- and high-density residential land. The City proposes to address this deficit through a combination of (1) amendments to the Comprehensive Plan and zoning maps that redesignate approximately 8 buildable acres from Medium Density Residential to Expanded Commercial (E-C) and approximately 68 buildable acres from an Industrial plan designation to a Commercial Plan designation[8], (2) proposed development code amendments that increase capacity within the

[8] The Housing Capacity Analysis and the Economic Opportunity Analysis assume that commercial land will develop with a mix of uses, with 40% of commercial acreage available for housing and 60% for commercial development. Because housing in commercial zones is expected to occur in multi-family or mixed-use formats, we treat that residential portion as high-density development and include it in the High Density Residential capacity category. Accordingly, we assume that 40% of land in commercial zones will develop with high-density residential uses.

An exception applies to the two parcels totaling 51 buildable acres shown in Exhibit 16 as Heavy Industrial (light blue). For these parcels, we assume 20% is available for housing and 80% is used for commercial development. This

existing UGB, and (3) the UGB expansion. The code amendments are assumed to increase achievable residential densities by approximately 3 percent, consistent with ORS 197A.270(6)(b), and to expand opportunities for a range of housing types and sizes. Based on these actions, the City finds that it will meet the residential land need identified in the 2023 HCA. This criterion is met.

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

Finding: Following adoption of the expanded UGB, the city will update its current capital improvement plans within 5 years in order to plan for the infrastructure necessary to support the development of housing.

> *11) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.*

Finding: The 2023 HCA determined land need for 20 years of population growth and found that that the City has a deficit of medium and high-density residential land. The City proposes to address this deficit through a combination of (1) amendments to the Comprehensive Plan and zoning maps that redesignate approximately 8 buildable acres from Medium Density Residential to Expanded Commercial (E-C) and approximately 68 buildable acres from an Industrial plan designation to a Commercial Plan designation, (2) proposed development code amendments that increase capacity within the existing UGB, and (3) the UGB expansion. Establishing urban reserves will help ensure the availability of land for residential growth over the next 50 years. This criterion is met.

Policies 2 – 6, 7-10, and 12 are not applicable to this request.

Policies for General Residential Land Use Designation

It is the policy of the City of Scappoose to:

> *2) Encourage greater densities in the older portions of town which are convenient to shopping and other conveniences, and more suitable for development at greater densities than outlying areas.*

Finding: The proposed development code amendments to Chapter 17.50 (R-4, Moderate Density Residential) and Chapter 17.56 (A-1, High Density Residential), which affect properties generally located in the older portions of town, will allow for higher density middle housing and multi-family housing to be developed in support of this policy. This criterion is met.

---

reflects planning for these properties that anticipates a higher share of employment uses to support an innovation hub near OMIC, with a mix of commercial, light manufacturing, R&D, and housing for faculty and students.

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

Finding: The proposed rezoning of 8 buildable acres from R-4 (Moderate Density Residential) to E-C (Expanded Commercial) will allow additional opportunities for the development of multi-family housing, which could support housing affordable to low- and moderate-income households, including government assisted housing. Additionally, the proposed development code text amendments related to middle housing (duplex, tri-plex and quad-plex) to reduce the required minimum lot sizes will allow for additional opportunities for denser housing to be constructed which would result in more affordable housing opportunities. This criterion is met.

Policies 1 and 3 – 4 are not applicable to this request.

Policies for the Public and Semi-Public Land Use Designation

3) Amend the Comprehensive Plan Map as public and semi-public agencies designate which sites they propose to utilize for future development.

Finding: About 3.9 buildable acres are proposed to be rezoned from a residential designation to parkland. This was determined through discussions with the City to better align with parkland need and existing uses. This criterion is met.

Policies 1 – 2 and 4 – 6 are not applicable to this request.

Policies for the Hazard Areas Designation

1) Prohibit development on lands within the 100-Year Floodplain, on slopes exceeding 20 percent, on lands with recognized drainage problems, and on lands with soils classified by the SCS as having severe building constraints, unless a showing that design and construction techniques can eliminate potential loss of life and property, specifically:

   A) All development within the 100-Year Floodplain shall conform to the standards set by HUD, and the proposal for development shall be approved by the City Engineer.

   B) All development plans on slopes greater than 20 percent shall be reviewed and approved by the Superintendent of Public Works.

   C) All development plans on lands with recognized drainage problems shall be reviewed and approved by the Superintendent of Public Works.

D) All development plans on lands with suspect soils shall be submitted with a report from a soils geologist attesting to the safety of the plans and then shall be reviewed and approved by the City Engineer.

Finding: The areas proposed for UGB expansion are not within the 100-year floodplain and do not contain slopes greater than 20%. Within the areas proposed for Urban Reserves, there are limited areas within the 100-year floodplain and/or that have slopes of 20% or greater, as seen in Exhibit 37. The HCA and EOA incorporate natural hazard constraints into the buildable lands inventory and capacity analysis, which removed these constrained lands as being considered to support future land uses. As land is annexed into City limits, it will be subject to the existing regulatory framework which implements the above hazard area policies. This criterion is met.

Policies 2 and 3 are not applicable to this request.

Columbia County Comprehensive Plan

The following findings demonstrate that the proposed comprehensive plan amendment package complies with existing urbanization and employment plan policies.

PART IX | Urbanization Policies

It shall be a policy of the County to:

1. Provide an orderly and efficient transition from rural to urban land use.

Finding: This policy is directly linked to the objectives of Statewide Planning Goal 14 (Urbanization). The proposed comprehensive plan and urban growth boundary amendments and the establishment of urban reserves provide for an efficient transition from rural to urban land use, consistent with this policy and Goal 14. This criterion is met.

2. Accommodate urban population and urban employment inside urban growth boundaries, ensure efficient use of land, and provide for livable communities.

Finding: The proposed UGB expansion and designation of Urban Reserves is designed to encourage commercial and residential development in a defined area in the City of Scappoose, acknowledging the location of existing commercial, industrial, and residential development. Chapter 4 of this document establishes findings demonstrating compliance with Goal 14 locational factors which considers the efficient accommodation of identified land needs. This criterion is met.

4. Accommodate the growth projected for urban areas to the year 2000.

Finding: This policy is outdated. Scappoose is required to use the official state population forecast from Portland State University (PSU) per OAR 660-032. The proposed urban growth

boundary expansion and establishment of urban reserves address a timeframe consistent with PSU's population forecast – through the year 2043 for the UGB expansion and 2073 for the urban reserves. This criterion is met.

5. Minimize the conflicts between urban and rural land uses.

Finding: As discussed in Chapter 3, the proposed UGB expansion minimizes conflicts between urban and rural uses by focusing expansion in exceptions areas. Additionally, Chapter 4 includes findings on the Goal 14 Locational Factors, which involve assessing the compatibility of the proposed urban uses with nearby agricultural and forestry activities occurring on farm and forest land outside the Urban Growth Boundary. The findings show that the proposed expansion areas are situated to prevent or reduce impacts to resource lands. This criterion is met.

6. Control development within the limitation of the public's ability to provide services.

Finding: Chapter 4 establishes findings demonstrating compliance with Goal 14 locational factors which considers the orderly and economic provision of public facilities and services. This criterion is met.

10. Review the supply of buildable lands within the urban growth boundaries in cooperation with the cities, during each major review of the County's plan. The process of expanding the urban growth areas may begin when there is less than a five (5) year supply of residential land. Cities also are required by Statewide Planning Goal 9 to maintain at least an eight (8) year supply of serviceable industrial or commercial land inside the Urban Growth Boundary. Serviceable land is that which can be provided with public water and sewer utilities within one year, if such services are requested.

Finding: The City completed and HCA and EOA in 2023 which reviews the supply of buildable residential and employment land for the 2023 to 2043 period. These studies found a deficit of commercial land (which has been addressed through rezoning) and residential land. The proposed UGB expansion will allow the City to maintain a 20-year supply of buildable residential land. Chapter 4 in this document also establishes findings demonstrating compliance with Goal 14 locational factors which considers the orderly and economic provision of public facilities and services. This criterion is met.

12. Have mutually agreed upon land use designations with each city.

Finding: The City and County have coordinated land use designations since the initial adoption of the Comprehensive Plan in 1983. This policy continues to be met through County approval of this application. This criterion is met.

17. Adopt the urban growth boundaries, and those portions of the adopted comprehensive plans relating to the unincorporated urban growth areas, for the municipalities of Clatskanie, Columbia City, Rainier, Scappoose, St. Helens and Vernonia.

Finding: This policy was met in 1983 and continues to be met through County approval of this application. This criterion is met.

18. Periodically update coordinated 20-year population forecasts for each city's urban growth boundary and for the unincorporated areas, based upon the projections of a regionally accepted population forecast, such as the studies prepared by the Portland State University and the BPA. The County's projection will be within 10% of the regionally accepted projection and the incorporated cities' projections will be allocated on a jurisdiction by jurisdiction basis.

Finding: This policy is outdated. Scappoose is required to use the official state population forecast from Portland State University (PSU) per OAR 660-032. The proposed urban growth boundary expansion and establishment of urban reserves address a timeframe consistent with PSU's population forecast – through the year 2043 for the UGB expansion and 2073 for the urban reserves. This criterion is met.

Policies 3, 7 – 9, 11, 13 – 16 and 19 - 20 are not applicable to this request.

PART X | Economic Policies

It shall be a policy of the County to:

1. Encourage the creation of new and continuous employment opportunities.

2. Encourage a stable and diversified economy.

Finding: This proposal directly implements these policies through the City's adoption of an EOA, providing opportunity for economic development. This criterion is met.

8. Reserve valuable industrial sites for industrial uses.

Finding: This proposal implements this policy by providing employment land to meet needs identified in the EOA. The proposal does not include adding additional industrial land since there is enough industrial land to meet the projected 20- and 50-year need. The 68-buildable acre proposed rezone from an Industrial designation to Commercial designation still maintains a 208-buildable acre surplus of industrial lands in Scappoose over the 50-year period. No additional rezoning is proposed currently, thus preserving industrial land for industrial uses. This criterion is met.

9. Encourage the trade and service sectors and the recreation industry to insure greater revenue spending locally

Finding: This proposal directly implements these policies through the City's adoption of an EOA, providing opportunity for the trade and service sectors. This criterion is met.

> *10. Support improvements in local conditions in order to make the area attractive to private capital investment. Consideration of such factors as the following shall be undertaken:*
>
> *A. Tax incentives*
>
> *B. Land use controls and ordinances*
>
> *C. Capital improvements programming*

Finding: This proposal directly implements this policy by providing employment land that can be zoned and serviced. This criterion is met.

Policies 3 – 7 and 11 – 13 are not applicable to this request.

PART VI | Housing Policies

It shall be the policy of the County to:

> *3. Provide adequate land inside the urban growth boundaries to meet housing needs and to provide for a wide range of urban housing choices.*

Finding: The Housing Capacity Analysis (HCA) found that the City has a deficit of medium and high-density residential land. The proposed rezoning described in Chapter 2 and the UGB expansion will meet the deficit of residential land found in the HCA. The proposed zoning code amendments also increase allowed densities which provide more opportunities for development of a variety of housing types and sizes at a variety of price points. This criterion is met.

> *12. Encourage the in-filling of urban growth boundary areas.*

Finding: The proposed zoning code amendments related to middle housing (duplex, tri-plex and quad-plex) to reduce the required minimum lot sizes will allow for additional opportunities for denser housing to be constructed which will encourage in-filling of UGB areas. This criterion is met.

Policies 1 – 2, and 4 - 11 are not applicable to this request.

PART II | Citizen Involvement

> *1. To stimulate citizen involvement in the County by providing broad exposure to all phases of the planning process through radio and newspaper notices, general mailings and public meetings.*

2. To encourage broad representation on citizen committees by assuring equal opportunities exist for all citizens and interest groups to be involved in the development and composition of these committees.

Finding: The 50-Year Plan was developed through an extensive public process, which included a stakeholder advisory committee (SAC) and public events as described in Goal 1 findings. These meetings and events were advertised through the City's website, social media, and newsletter. The proposed UGB expansion and establishment of urban reserves will also be presented and discussed at public meetings of the Scappoose Planning Commission, and Scappoose City Council, and hearings will also be held before the Columbia County Planning Commission and Columbia County Board of County Commissioners. Public testimony will be taken at each hearing. This criterion is met.

Policies 3 - 8 are not applicable to this request.

PART I | Administrative Procedures Policies

9. Revisions or amendments proposed within an urban growth boundary shall be in accordance with the Urban Growth Area Management Agreement adoption for that area.

Finding: Future uses or changes in zoning within proposed expansion areas must comply with the UGAMA, consistent with this policy. This criterion is met.

Policies 1 – 8 and 10 are not applicable to this request.

Appendix G of Scappoose Comprehensive Plan: Urban Growth Boundary Management Agreement

I. Comprehensive Plan Provisions.

A. In order to promote an orderly and efficient transition from urbanization to urban land within the Urban Growth Boundary and retention of land for non-urban uses outside of the Urban Growth Boundary, the Comprehensive Plans of the City of Scappoose and Columbia County Shall not conflict.

B. Columbia County and the City of Scappoose recognize the need to coordinate their plans and ordinances.

C. Furthermore, it is a policy of the City of Scappoose and Columbia Count to maintain ongoing planning processes that will facilitate the development of mutually compatible plans and implementing ordinances.

D. Columbia County and the City of Scappoose will share the responsibility of land use planning and regulation for the land within the Urban Growth Area. County responsibility

for enforcement of any land use ordinance or persecution thereof will be relinquished over any land within this area upon its annexation to the city.

Finding: The City and County will review proposed amendments regarding the UGB expansion, Urban Reserves establishment, and Comprehensive Plan during a series of public hearings to ensure that no conflicts occur between the Plans. The City and County will continue to jointly manage the amended Urban Growth Area in accordance with the adopted Urban Growth Boundary Management Agreement. This criterion is met.

VIII. Amendments to the Comprehensive Plan and Implementing Measures

If sections of the Comprehensive Plan or implementing ordinances that affect the Urban Growth Area are in need of revision, for whatever reason, the document shall be amended according to the procedures described in the Comprehensive Plan. Such amendments shall be adopted by the Columbia County Board of Commissions of the City of Scappoose and Columbia County, and its Citizen Planning Advisory Committee (CPAC).

Finding: The City proposes to amend the Urban Growth Boundary, establish Urban Reserves, adopt an updated HCA and EOA and amend its Comprehensive Plan in support of the updated HCA and EOA findings. These revisions are in accordance with the City's Comprehensive Plan, as demonstrated in the findings within this document. Once adoption has occurred locally by Scappoose City Council, the City will apply for a Major Map Amendment with Columbia County to implement these amendments, in accordance with the Columbia County Comprehensive Plan. This criterion is met.

6. Statewide Goal Consistence Analysis

This section addresses compliance with applicable Statewide Planning Goals.

Goal 1 Citizen Involvement

Goal 1 requires the opportunity for citizens to be involved in all phases of the planning process. The Scappoose 50-Year Plan and UGB process included extensive public engagement. A Stakeholder Advisory Committee (SAC), composed of community leaders and representatives, met 17 times and reviewed major deliverables, including the HCA, EOA, code amendments, Comprehensive Plan updates, and UGB proposals. The City conducted community conversations, participated in community events, maintained a project website, administered surveys, and held multiple work sessions. Public hearings will be held before the Planning Commission and City Council on the proposal. Notice of the proposal and hearings will be published in the local newspaper on June 12 & 19, 2026. Public testimony will be accepted at each hearing.

Stakeholder Advisory Committee

Development of the 50-Year Plan was informed by feedback from a Stakeholder Advisory Committee (SAC), composed of city leaders, other government agencies, economic development practitioners, non-profit organizations, higher education leaders, local business owners, and community members at large. The SAC met 17 times over the course of the entire 50-Year Plan project and issues raised by the SAC were either incorporated into the analysis and/or deliverables or were brought to City Council for further discussion. The SAC reviewed all major deliverables including the HCA, EOA, zoning code changes, Comprehensive Plan policy revisions, and UGB amendments.

Public Events

Public engagement occurred through the 50-Year Plan project, through the following:

- **Community Conversations.** These conversations were led by City staff and SAC members and were designed to engage community members in places where they already gather and feel comfortable. The discussions focused on what community members value about Scappoose today and what could make it a better place in the future. Between March and August 2022, these conversations engaged about 135 community members.
- **Community Events**. The project team engaged the community during the following community events: Scappoose Farmers Market, Scappoose Adventure Festival, and Annual Town Meeting (2022, 2023, 2024). These events provided community members

an opportunity to engage and share visioning ideas with their neighbors face-to-face, as well as review and comment on the 50-year Plan Vision Statement.

- **Online Engagement and Surveys.** Throughout the planning process, the City maintained an active project website, where residents could learn about the 50-Year Plan and participate in online surveys. An initial online survey was used to gather general interests and positions of the public throughout the Visioning and 50-Year Plan process. A second survey provided an opportunity to review the feedback received to date and vet the draft 50-year Plan Vision Statement.

Work Sessions and Hearings

The 50-year planning process also included decision-maker work sessions to ensure that elected and appointed officials were engaged in the process and had an opportunity to provide input and direction throughout the multi-year project. This included fifteen joint work sessions with the City Council and Planning Commission. Additionally, the city has scheduled a hearing for the Planning Commission on June 25, 2026 and for City Council on July 20, 2026. The decision-maker work sessions took place in the following months/years:

- February 2022
- June 2022
- July 2022
- September 2022
- December 2022
- March 2023
- September 2023
- November 2023
- March 2024
- May 2024
- December 2024
- March 2025
- August 2025
- September 2025
- December 2025

Finding: The City provided meaningful opportunities for public involvement throughout the 50-Year Plan and UGB process. Goal 1 is met.

Goal 2 Land Use Planning

Goal 2 requires that land use decisions be made in accordance with an acknowledged comprehensive plan and implementing ordinances and that reasonable alternatives be considered. The City applied its acknowledged Comprehensive Plan and implementing ordinances to evaluate the proposed UGB expansion and Urban Reserve designation. The alternatives analysis documented in Chapters 3 and 4 considered growth within the existing UGB and through boundary expansion. No exception to a statewide planning goal is required.

All pertinent documentation has been made available to all interested parties.

Finding: The City applied its acknowledged Comprehensive Plan and implementing ordinances, considered reasonable alternatives as documented in Sections 3 and 4, and provided opportunities for public involvement throughout the Scappoose 50-Year Plan and UGB process. This Goal is met.

Goals 3 Agricultural Lands and 4 Forest Lands

Pursuant to OAR 660-024-0020(1)(b), Goals 3 and 4 do not apply to the establishment or amendment of an urban growth boundary. Urban reserve areas are evaluated pursuant to OAR 660-021-0030, which incorporates consideration of agricultural and forest resource lands through land prioritization and locational criteria.

Finding: Goals 3 and 4 are not applicable to this UGB amendment under OAR 660-024-0020(1)(b. Urban reserve areas are evaluated pursuant to OAR 660-021-0030, including the land prioritization and locational criteria applicable to agricultural and forest resource lands. Compliance with those standards is addressed through the study area, land priority, and locational analysis in Chapters 3 and 4 of this document.

Goal 5 Open Spaces, Scenic and Historic Areas & Natural Resources

Goal 5 requires local governments to inventory and protect significant natural resources, including wetlands and riparian corridors. The boundary of the City's adopted Local Wetland and Riparian Inventory (December 1999) includes the lands that are proposed to be added to the UGB and does not indicate that any of the lands proposed for the UGB contain wetlands or riparian areas. The City has submitted a Wetland Determination request to DSL for the UGB expansion areas and will incorporate their response into the record once it is received. Land proposed for Urban Reserves designation are subject to Columbia County's adopted protective regulations for wetlands and riparian corridors and will be subject to the City's applicable regulations once brought into the UGB and annexed into City limits. There are no open spaces, scenic or historic resources within the areas proposed for inclusion in the UGB, as these lands are zoned residential by Columbia County and are in residential use. Within the lands proposed for Urban Reserves Designation, the City has not identified any Goal 5 resources.

Finding: The proposal does not affect Goal 5 resources. Goal 5 is met.

Goal 6 Air, Water and Land Resources Quality

Goal 6 requires consistency with state and federal regulations regarding air, water, and land resource quality. Development within the proposed UGB expansion areas will remain subject to applicable federal, state, and local environmental regulations and Comprehensive Plan policies and Urban Reserve land will remain subject to Columbia County's applicable federal, state, and local environmental regulations.

Finding: The proposed amendments are consistent with applicable environmental regulations and policies. Goal 6 is met.

Goal 7 Areas Subject to Natural Disasters and Hazards

Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards. The City identified flood and landslide hazards during the alternatives analysis and treated constrained areas as unbuildable. The selected UGB expansion areas and Urban Reserve areas avoid significant hazard areas where practicable and will be subject to applicable development standards once annexed into city limits.

Finding: Natural hazards were considered and avoided where practicable. Goal 7 is met.

Goal 8 Recreation Needs

Goal 8 requires governmental organizations with responsibility for providing recreational facilities to plan for recreational facilities. The City adopted the *Scappoose Parks, Trails, and Open Space Plan* in 2024. That plan inventoried existing facilities, estimates a level of service, and identified park needs. The Master Plan concludes that the City's parkland needs are met currently and will be met for the 2023 – 2043 planning period, given the current population forecast.

Finding: The proposal is consistent with the City's adopted parks planning framework. Goal 8 is met.

Goal 9 Economy of the State

Goal 9 requires jurisdictions to plan for an adequate supply of land for employment uses to further goals for economic development. The City conducted an economic opportunity analysis (EOA) which covers the 2023 to 2043 period in accordance with the requirements of OAR 660 Division 9: Economic Development. Future land need for economic development was identified in the EOA and documented in Chapter 2 of this document. As discussed in Chapter 2, after application of land use efficiency measures, the City finds that sufficient employment land capacity exists within the existing UGB to accommodate identified employment needs for the 2023–2043 period. The City also evaluated long-term employment land need for the 2043–2073 urban reserve planning period and identified a commercial land need of approximately 27 buildable acres to accommodate employment growth after application of land use efficiency measures, which forms the basis for the employment-related urban reserve acreage need.

Finding: The City has planned for an adequate supply of employment land consistent with the EOA. Goal 9 is met.

Goal 10 Housing

Goal 10 requires jurisdictions to plan for an adequate supply of land for residential development to meet the housing needs of Oregon households. The City conducted a housing capacity analysis (HCA) which covers the 2023 to 2043 period in accordance with the requirements of OAR 660 Division 8: Interpretation of Goal 10. Future land need for residential uses was identified in the HCA and documented in Chapter 2 of this document. As discussed in Chapter 2, after application of land use efficiency measures, the City identified a remaining residential land need of approximately 33 buildable acres for the 2023–2043 period that could not reasonably be accommodated within the existing UGB and therefore forms the basis for the residential land included in the UGB amendment. The City also evaluated long-term residential land need for the 2043–2073 urban reserve planning period and identified a revised residential land need of approximately 255 buildable acres after application of land use efficiency measures, which forms the basis for the residential urban reserve acreage need.

Finding: The City has planned for an adequate supply of residential land consistent with the HCA. Goal 10 is met.

Goal 11 Public Facilities and Services

Goal 11 requires local governments 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." The provision of public facilities and services was considered in the Goal 14 alternatives analysis process described in Chapter 4 of this document. Subareas 4, 6, 7, 8, and 13 provide the best opportunities for orderly and economic extension of roads, water, and wastewater services because they are adjacent to existing infrastructure and are generally rated low to medium cost for service provision. Subarea 2 presents the next best opportunity, but with greater constraints or extension needs than the previous subareas. Extension of these services in this area will be less costly and burdensome than other alternative areas considered for the UGB expansion and establishment of Urban Reserves.

Finding: As described above, the proposed areas for UGB expansion were evaluated and can be served in a timely, orderly, and efficient manner in the shorter term, while the areas selected for Urban Reserves present the next best opportunity. Pending amendment of the City's UGB, it will be necessary to update public facility master plans to include the newly added UGB areas. The city proposes completion of its public facilities master planning as needed to demonstrate adequate public facilities within five years of acknowledgment or prior to annexation, if annexation is proposed prior to the five-year mark. Goal 11 is met.

Goal 12 Transportation

Goal 12 encourages the provision of a safe, convenient and economic transportation system. This goal also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in coordination with urban and rural development (OAR 660-012-0000(1)). For the purposes of the proposed amendments, the Transportation Planning Rule (TPR) requires additional analysis if the proposed amendments would significantly affect an existing or planned transportation facility, as defined in OAR 660-001-0060(1).

A TPR analysis of transportation facility impacts caused by urban growth boundary expansions may be deferred by administrative rule. OAR 660-024-0020(d), specifically states:

> *"the transportation planning rule requirements under OAR 660-012-0060 need not be applied to an urban growth boundary amendment if the land added to the urban growth area is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the area or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary."*

The City chooses to apply this deferral option for land that is proposed to be added to the UGB and has informed ODOT of its choice. The 64 acres of land proposed to be added to the UGB is not proposed for annexation into the City of Scappoose. As such, the existing Columbia County zoning will be retained.

Scappoose was recently awarded a Transportation Growth Management (TGM) grant to update its 2016 Transportation System Plan (TSP). The TSP update project should begin in late 2026 and the scope of work includes transportation planning for the land proposed to be added to the UGB.

The City and County will jointly manage the Urban Reserve designated lands and will coordinate on future TSP updates as these lands are eventually added to the UGB once the City can demonstrate the need to do so.

Finding: Based on this analysis, Goal 12 has been met for the 64 total acres of land proposed to be added to the Scappoose UGB and for land proposed for Urban Reserves Designation.

Goal 13 Energy

Goal 13 requires land and uses developed on the land to be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. Energy consequences of the proposed UGB amendment and Urban Reserve designation have been considered in the Goal 14 alternatives analysis process. Overall, urbanization of developable portions of Subareas 2, 4, 6, 7, 8, and 13 would be expected to result in comparatively lower energy consequences than other subareas which would

Finding: The proposal supports energy-efficient development patterns. Goal 13 is met.

Goal 14 Urbanization

Goal 14 requires establishment and amendment of urban growth boundaries based on demonstrated need and consideration of locational factors. Compliance with Goal 14 is documented in Chapters 2 through 4 of this report.

Finding: The proposal complies with Goal 14 as demonstrated in this report.

Goal 15 through 19

Goals 15 through 19 relate to the Willamette Greenway and coastal resources. These goals do not apply to the City of Scappoose.

Finding: Goals 15 through 19 are not applicable. No further analysis is required.

7. Appendices*

A. Housing Capacity Analysis, 2023 - 2043
B. Economic Opportunities Analysis, 2023 - 2043
C. Analysis of Public and Semi-Public Land Need, 2023 – 2043
D. Preliminary Urban Reserves Management Agreement

* The Appendices above are included as Exhibits 2, 3, 4 & 12, respectively, within the Planning Commission staff report.

ECOnorthwest

DATE:	May 14, 2026
TO:	City of Scappoose
FROM:	Nicole Underwood, ECOnorthwest
SUBJECT:	Scappoose HCA and EOA Findings

Introduction

This Findings Report documents how the City of Scappoose's Housing Capacity Analysis (HCA), Economic Opportunities Analysis (EOA), and Public and Semi-Public Land Needs and 50-Year Forecast Analysis comply with applicable Statewide Planning Goals and Oregon Administrative Rules. These analyses establish the factual basis for the City's determination of land need, land supply, and development capacity for housing, employment, and public uses.

The proposed amendments include adoption of the Scappoose HCA and EOA as supporting documents to the Comprehensive Plan, giving them the same legal and policy standing as other elements of the Comprehensive Plan. These amendments inform related Comprehensive Plan text and map changes, land use efficiency measures, and urban growth management decisions, including the City's evaluation of Urban Growth Boundary (UGB) expansion and designation of urban reserves.

Statewide Planning Goals

Goal 1 Citizen Involvement

Goal 1 requires that citizens have the opportunity to be involved in all phases of the planning process. The City provided multiple opportunities for public involvement throughout the 50-year planning process, which included preparation of the Housing Capacity Analysis (HCA), Economic Opportunities Analysis (EOA), and Public and Semi-Public Land Needs and 50-Year Forecast Analysis.

The City convened a Stakeholder Advisory Committee (SAC), composed of community leaders and representatives from affected government agencies, which met 17 times over the course of the project. The SAC reviewed major deliverables, including the HCA, EOA, Public and Semi-Public Land Needs, code amendments, Comprehensive Plan updates, and UGB proposals.

The City also held City Council and Planning Commission work sessions to discuss project materials and receive public comment. These work sessions ensured that elected and appointed officials were engaged throughout the planning process and had opportunities to provide input and direction at key milestones.

The planning process included fifteen joint work sessions between the City Council and Planning Commission, held during the following months:

- February 2022
- June 2022
- July 2022
- September 2022
- December 2022
- March 2023
- September 2023
- November 2023
- March 2024
- May 2024
- December 2024
- March 2025
- August 2025
- September 2025
- December 2025

Finding: The City provided opportunities for public involvement throughout the development of the HCA, EOA and Public and Semi-Public Land Needs and 50- Year Forecast Analysis. The City finds that Goal 1 is satisfied.

Goal 2 Land Use Planning

Goal 2 requires that land use decisions be based on an adequate factual base, coordinated with affected agencies, and implemented through comprehensive plan policies and regulations.

The City prepared a HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis to evaluate residential, employment, and public land needs. These analyses identify land need, inventory buildable land, and evaluate land supply relative to projected demand. The City coordinated with affected agencies, service providers, stakeholders, and the public throughout the planning process.

Finding: The City finds that the HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis evaluate land need, land supply, and capacity for residential, employment, and public uses and provide an adequate factual base for the City's land use

decisions, including Comprehensive Plan amendments, land use efficiency measures, and UGB and urban reserves planning.

The City finds that these analyses were prepared in coordination with affected agencies, service providers, stakeholders, and the public and are adopted as supporting documents to the Comprehensive Plan.

The City finds the requirements of Goal 2 are satisfied.

Goal 3 Agricultural Lands

OAR 660-024-0020(1)(b) provides that Goal 3 is not applicable to the HCA, EOA, or Public and Semi-Public Land Needs.

Finding: Goal 3 is not applicable. No further analysis is required.

Goal 4 Forest Lands

OAR 660-024-0020(1)(b) provides that Goal 4 is not applicable to the HCA, EOA, or Public and Semi-Public Land Needs.

Finding: Goal 4 is not applicable. No further analysis is required.

Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 5 requires local governments to identify and protect significant natural resources, scenic and historic areas, and open spaces.

The HCA and EOA incorporate existing environmental and resource constraints into the buildable lands inventory and capacity analysis. The HCA, EOA, and Public and Semi-Public Land Needs analyses do not identify new Goal 5 resources, amend resource inventories, or modify policies or regulations related to resource protection.

Finding: The City finds that the analyses do not affect Goal 5 resource designations or protections and rely on existing regulatory frameworks. The City finds that Goal 5 is satisfied.

Goal 6 Air, Water, and Land Resource Quality

Goal 6 requires that comprehensive plans and implementing measures be consistent with applicable state and federal regulations related to air, water, and land resource quality.

The HCA and EOA incorporate existing environmental and regulatory constraints into the buildable lands inventory and capacity analysis. The HCA, EOA, and Public and Semi-Public Land Needs Analysis do not amend environmental regulations or standards and do not authorize development.

Finding: The City finds that the analyses do not conflict with applicable state and federal requirements for air, water, and land resource quality. The City finds that Goal 6 is satisfied.

Goal 7 Areas Subject to Natural Disasters and Hazards

Goal 7 requires local governments to apply appropriate safeguards when planning development in areas subject to natural hazards, including flood hazards, landslides, and other identified risk areas.

The HCA and EOA incorporate natural hazard constraints into the buildable lands inventory and capacity analysis. The HCA, EOA, and Public and Semi-Public Land Needs Analysis do not amend hazard regulations or authorize development.

Finding: The City finds that the analyses account for natural hazard constraints and do not alter existing regulatory protections. The City finds that Goal 7 is satisfied.

Goal 8 Recreational Needs

Goal 8 requires local governments to plan for the recreational needs of the community, including provision of parks, open space, and recreational facilities.

The City addresses recreational needs through its adopted Parks, Trails, and Open Space Plan. The Public and Semi-Public Land Needs and 50-Year Forecast Analysis relies on this adopted framework. The HCA and EOA do not amend park planning policies or designate park land.

Finding: The City finds that recreational needs are addressed through adopted plans and that the HCA, EOA, and related analyses do not modify park planning policies. The City finds that Goal 8 is satisfied.

Goal 9 Economic Development

Goal 9 requires local governments to plan for and provide adequate opportunities for a variety of economic activities by ensuring an adequate supply of employment land. The goal is implemented through OAR Chapter 660, Division 9, which requires evaluation of economic trends, employment growth, site needs, and buildable employment land to determine whether sufficient land is designated to accommodate projected employment growth.

The City prepared an EOA for the 2023–2043 planning period to evaluate employment growth and employment land capacity within the Urban Growth Boundary (UGB). The previous EOA was completed in 2010. The EOA identifies current and projected employment by sector, translates that growth into land need by site type, and compares that need to the supply of buildable employment land. The EOA also evaluates employment land need over a 50-year horizon to inform urban reserves planning. The EOA establishes the factual basis for determining whether the City has sufficient employment land capacity and for supporting changes to Comprehensive Plan designations, zoning, and other implementing measures, including the UGB expansion and designation of urban reserves.

Key EOA Conclusions

- Between 2023 and 2043, Scappoose is forecast to grow in both the commercial and industrial employment sectors, with approximately 2,125 new jobs. This growth is expected to result in demand for approximately 141 gross acres of industrial land and 51 gross acres of commercial land.
- Between 2043 and 2073, Scappoose is forecast to grow by approximately 2,065 jobs, resulting in additional demand for approximately 93 gross acres of industrial land and 62 gross acres of commercial land.
- The City has approximately 1,129 acres of land designated for employment uses, including 489 acres of vacant, unconstrained, and buildable land. Of this buildable land, approximately 443 acres are expected to accommodate industrial uses and 31 acres are expected to accommodate commercial uses, reflecting adjustments for mixed-use assumptions.
- The EOA finds that Scappoose has a surplus of approximately 301 acres of industrial land over the 20-year planning period and will continue to have a surplus of industrial land over the 50-year planning horizon.
- The EOA finds that Scappoose has a deficit of approximately 21 acres of commercial land over the 20-year planning period and an additional 62-acre deficit of commercial land over the 2043–2073 period.
- The EOA identifies Scappoose's competitive advantages, including its supply of industrial land, proximity to regional transportation corridors (including U.S. Highway 30), access to the regional labor market, and the presence of advanced manufacturing assets such as the Oregon Manufacturing Innovation Center (OMIC), which supports research, training, and industry collaboration. The EOA identifies target industries expected to drive growth, including manufacturing, professional services, aviation-related industries, trades, and local-serving and tourist-serving commercial uses; these considerations inform the assumptions used to estimate employment land needs.

Buildable Lands Inventory

OAR 660-024-0050(1) requires that, when evaluating or amending a UGB, a local government inventory land within the UGB to determine whether there is adequate development capacity to accommodate identified 20-year needs. For employment land, the inventory must include suitable, vacant, and developed land, as defined in OAR 660-009-0005, designated for industrial or other employment use, and must be conducted consistent with OAR 660-009-0015.

OAR 660-009-0015(3) outlines the requirements for the BLI for employment lands:

> *(3) Inventory of Industrial and Other Employment Lands. Comprehensive plans for all areas within urban growth boundaries must include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use.*
>
> > *(a) For sites inventoried under this section, plans must provide the following information:*
> >
> > > *(A) The description, including site characteristics, of vacant or developed sites within each plan or zoning district;*
> > >
> > > *(B) A description of any development constraints or infrastructure needs that affect the buildable area of sites in the inventory;*

OAR 660-009-0005 defines key terms used in the inventory, including:

> *(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.*
>
> *(2) "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.*
>
> *(15) "Vacant Land" means a lot or parcel:*
>
> > *(a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or*
> >
> > *(b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.*

The EOA includes a buildable lands inventory that meets these requirements. The inventory begins with all land within the Scappoose UGB where commercial and industrial

development is allowed, as shown in Exhibit 1. The EOA classifies each tax lot within these zones into a set of mutually exclusive categories based on development status.

All employment land within the UGB is classified into one of the following categories:

- **Vacant land.** Vacant land is defined as tax lots either (a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or (b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements. This is consistent with OAR 660-009-005(15).
- **Partially vacant land**. Partially vacant land is defined as tax lots between one and five acres that are occupied by a use but have remaining development capacity under existing zoning. Identification of partially vacant land was based on aerial imagery and verification by City staff.
- **Developed land.** OAR 660-009-0005(1) defines developed land as non-vacant land that is likely to be redeveloped during the planning period. Lands not classified as vacant, partially vacant, undevelopable, or public or exempt are considered developed.
- **Public land.** Lands in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands owned by federal, state, county, or city governments, as well as lands owned by churches and other semi-public organizations. Public lands were identified using Columbia County property tax exemption codes.
- **Undevelopable.** Vacant tax lots less than one-half acre in size are considered undevelopable.

The EOA accounts for development constraints consistent with OAR 660-009-0005(2), which defines development constraints as factors that limit or prevent the use of land for economic development. The inventory deducts constrained portions of vacant and partially vacant lands including FEMA floodways and 100-year floodplains, landslide susceptibility, slopes greater than 15%, wetlands (including locally significant and delineated wetlands), a 50-foot buffer on perennial streams, and the City's Runway Protection Zone (RPZ).

After applying these constraints, vacant and partially vacant lands with remaining development capacity are classified as buildable lands. Exhibit 1 shows buildable acres in vacant and partially vacant tax lots by plan designation and zone. Exhibit 2 shows a map of buildable employment land. The inventory identifies approximately 489 acres of vacant, unconstrained, buildable employment land.

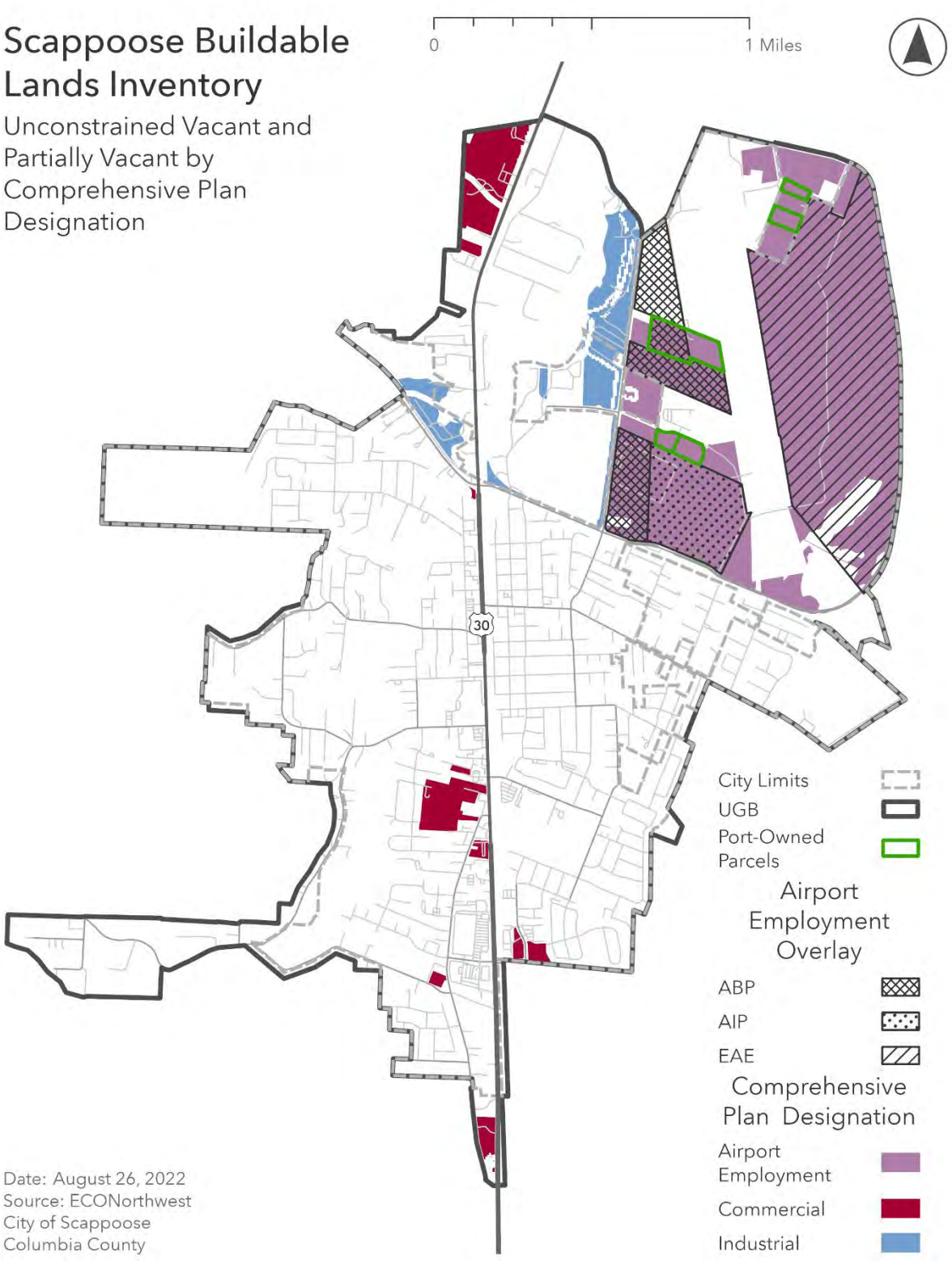
Exhibit 1. Buildable Acres in Vacant/Partially Vacant Tax Lots by Plan Designations, Scappoose UGB, 2022

Source: Scappoose 2023-2043 EOA, Exhibit 20

Plan Designation/Zone	Total Buildable Acres	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots
Airport Employment	**412**	**335**	**77**
City Limits			
Light Industrial (LI)	3	3	-
Airport Business Park (ABP)	37	23	15
Airport Industrial Park (AIP)	49	-	49
East Airport Employment (EAE)	253	253	-
Public Use Airport (PUA)	42	37	6
UGB (County Zoning)			
Rural Residential 5 (RR-5)	28	20	8
Commercial	**39**	**14**	**24**
City Limits			
General Commerical (C)	0	0	-
Expanded Commercial (EC)	20	14	6
UGB (County Zoning)			
General Commercial (C-3)	0	-	0
C-3/RIPD	1	-	1
C3/RR-5	1	-	1
Highway Commercial (C-5)	2	-	2
Resource Industrial - Planned Development (RIPD)	1	-	1
Community Service - Institutional (CS-I)	6	-	6
Rural Residential 5 (RR-5)	7	-	7
Industrial	**38**	**15**	**23**
City Limits			
Light Industrial (LI)	20	14	6
UGB (County Zoning)			
General Commercial (C-3)	4	-	4
Heavy Industrial (M-1)	1	-	1
Light Industrial (M-2)	12	-	12
Rural Residential 5 (RR-5)	1	1	-
Total	**489**	**364**	**125**

Exhibit 2. Buildable Employment Land by Plan Designation with Development Constraints, Scappoose UGB, 2022

Source: Scappoose 2023-2043 EOA, Exhibit 21.



Finding: The City finds that the buildable lands inventory identifies employment lands within the UGB and classifies those lands based on development status using definitions consistent with OAR 660-009-0005. The City further finds that the inventory identifies and applies development constraints and provides a reasonable estimate of land with development capacity. The City finds that the buildable lands inventory complies with OAR 660-009-0015(3) and OAR 660-024-0050 and provides an adequate basis for evaluating employment land supply.

Employment Trends

OAR 660-009-0015(1) requires an EOA to include a review of national, state, regional, county, and local economic trends and to identify major categories of industrial and other employment uses that could reasonably be expected to locate or expand in the planning area consistent with the reviewed trends. This review provides the basis for projecting employment growth and estimating employment land need.

The EOA includes a review of national, state, regional, county, and local economic trends in Chapter 2 and Appendix A. The analysis considers economic and demographic trends at multiple geographic levels and identifies those trends most relevant to economic development in Scappoose.

Key trends affecting Scappoose include continued growth in the regional population and labor force, changes in workforce composition including an aging population, increased automation in manufacturing and other sectors, increased regional economic diversity, shifts in manufacturing activity, changes in the retail sector, and a tight labor market.

These trends, together with Scappoose's economic advantages and constraints, are used to identify target industries likely to locate or expand in the planning area. The EOA identifies manufacturing, aviation-related industries, trades, professional services, and local-serving and tourist-serving commercial uses as the primary categories of employment expected to drive growth in Scappoose.

Finding: The City finds that the EOA includes a review of national, state, regional, county, and local economic trends and uses those trends to support identification of major categories of employment uses reasonably expected to locate or expand in Scappoose, which include manufacturing, aviation-related industries, trades, professional services, and local-serving and tourist-serving commercial uses. The City further finds that these trends provide a reasonable basis for identifying the above target industries and for informing the employment forecast and employment land need analysis. Therefore, the City finds that the EOA complies with OAR 660-009-0015(1).

Employment and Land Need Forecast

OAR 660-024-0040(5) requires that the determination of 20-year employment land need be based on an estimate of job growth supported by reasonable assumptions and methods. Employment forecasts are not required to be proportional to population growth but must be justified based on local and regional conditions. In addition, OAR 660-009-0015(4) requires that the EOA estimate the types and amounts of employment uses likely to occur in the planning area based on local economic conditions, including the area's economic advantages and disadvantages.

The EOA establishes an employment forecast for the 2023–2043 planning period using a methodology grounded in observed employment data and locally specific economic conditions. The forecast begins with an estimate of existing employment within the Scappoose UGB. The EOA uses covered employment data from the Oregon Employment Department's Quarterly Census of Employment and Wages (QCEW) and adjusts that data to estimate total employment, including sole proprietors and other non-covered workers. The EOA estimates a total employment base of approximately 3,337 jobs in 2019 (see Exhibit 7 in the EOA).

The EOA evaluates historical employment trends and considers a range of growth scenarios. The City selected a "fast-growth" scenario, which assumes that employment will grow at an average annual rate of approximately 2.32% for the 2023–2043 planning period. This is the same rate of employment growth that Scappoose experienced over the 2008-2019 period. This growth rate reflects local economic conditions and development potential specific to Scappoose, including anticipated growth associated with the Oregon Manufacturing Innovation Center (OMIC), the availability of industrial land near the Scappoose Airport, and workforce training provided by Portland Community College. These factors support above-average growth in manufacturing and related sectors and are expected to generate additional demand for local-serving commercial and service uses.

Based on this growth rate, the EOA forecasts that employment within the Scappoose UGB will increase to approximately 5,783 jobs by 2043, representing an increase of about 2,126 jobs over the 20-year planning period.

The EOA allocates forecast employment growth by land use type based on North American Industry Classification System (NAICS) categories, including industrial, retail commercial, office and commercial services, and government. This allocation reflects both existing employment patterns and expected changes in the local economy, including increased industrial employment associated with OMIC and slower growth in certain retail sectors (see Exhibit 10 in the EOA).

The EOA adjusts projected employment growth to account for jobs that will not require vacant employment land. Government employment is excluded because land needs for public uses are addressed in the Public and Semi-Public Land Needs Analysis. After this

adjustment, approximately 2,035 jobs are expected to require vacant employment land over the 20-year planning period (see Exhibit 12 in the EOA).

To estimate land demand, the EOA applies employment density assumptions expressed as employees per acre. These assumptions are based on development patterns observed in comparable Oregon communities and include approximately 8 employees per acre for industrial uses, 20 employees per acre for retail commercial uses, and 25 employees per acre for office and commercial services uses.

Based on these assumptions, the EOA estimates that employment growth will require approximately 165 net acres of employment land between 2023 and 2043. After accounting for land needed for rights-of-way, the total demand increases to approximately 192 gross acres (Exhibit 3).

For the 2043–2073 period, the EOA applies a lower annual growth rate of approximately 1.02%, consistent with population forecasts from the Portland State University Population Research Center. Based on this assumption, the EOA forecasts an additional 2,065 jobs over the long-term planning horizon (see Exhibit 11 in the EOA). Using the same methodology to allocate employment growth and estimate land demand, the EOA identifies continued demand for employment land beyond the 20-year planning period, including ongoing demand for both industrial and commercial land (Exhibit 4). This long-term analysis is used to inform urban reserves planning and to evaluate the City's ability to accommodate employment growth over a 50-year horizon.

Exhibit 3. Demand for Vacant Land to Accommodate Employment Growth, Scappoose UGB, 2023–2043

Source: Scappoose 2023-2043 EOA, Exhibit 12

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	973	8	122	141
Retail Commercial	101	20	5	6
Office & Commercial Services	961	25	38	45
Total	**2,035**	**-**	**165**	**192**

Exhibit 4. Demand for Vacant Land to Accommodate Employment Growth, Scappoose UGB, 2043–2073

Source: Scappoose 2023-2043 EOA, Exhibit 13

Land Use Type	New Emp. on Vacant Land	Employees per Net Acre	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	640	8	80	93
Retail Commercial	331	20	17	19
Office & Commercial Services	908	25	36	43
Total	**1,879**	-	**133**	**155**

Finding: The City finds that the employment forecast is based on a reasonable and supportable methodology using observed employment data, historical trends, and locally specific economic conditions and therefore complies with OAR 660-024-0040(5).

The City further finds that the EOA estimates the types and amounts of employment uses likely to occur in the planning area based on local economic conditions, including economic advantages and disadvantages such as the presence of OMIC, industrial land availability, and workforce availability. The City finds that this analysis is consistent with OAR 660-009-0015(4).

Site Needs, Required Site Types, and Site Characteristics for Required Sites

OAR 660-009-0015(2) requires the EOA to identify the types of sites needed to accommodate projected employment growth based on the characteristics of expected uses and to evaluate how that growth will be accommodated.

OAR 660-009-0005 includes the following definition of site characteristics: *(11) "Site Characteristics" means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes."*

The EOA identifies industries expected to grow in Scappoose, including manufacturing, aviation-related industries, trades, professional services, and local- and tourism-serving commercial uses. These industries have differing site requirements. Industrial uses generally require larger sites with access to transportation infrastructure, while commercial and service uses require sites with visibility, access, and proximity to population and employment centers.

The EOA evaluates the supply of employment land by plan designation, site size, and development capacity and compares that supply to projected land need. The EOA also evaluates the characteristics and location of available sites. While larger vacant sites exist within the Airport Employment designation, these sites are generally suited to industrial and aviation-related uses and are not well suited for many commercial uses that require visibility, access, and proximity to population and customer bases.

Finding: The City finds that the EOA identifies the types and characteristics of sites needed to accommodate projected employment growth and evaluates how that growth will be accommodated, consistent with OAR 660-009-0015(2).

Assessment of Community Economic Development Potential

OAR 660-009-0015(4) requires an EOA to assess the community's economic development potential and to estimate the types and amounts of employment uses likely to occur in the planning area based on local economic conditions, including economic advantages and disadvantages.

The EOA evaluates Scappoose's economic development potential based on the trends identified in Chapter 2, the employment forecast, and the analysis of site characteristics and land supply. The analysis considers factors such as access to markets, transportation infrastructure, labor force characteristics, availability of land and services, and workforce training opportunities.

The EOA identifies several advantages that support economic development, including proximity to U.S. Highway 30, access to the Portland metropolitan labor market, the availability of industrial land within the UGB, and the presence of the Oregon Manufacturing Innovation Center (OMIC) and associated workforce training programs. The analysis also identifies constraints, including a limited supply of commercial land and competition from larger regional employment centers for certain commercial and office uses.

Based on these factors, the EOA identifies target industries expected to drive future growth in Scappoose, including manufacturing, aviation-related industries, trades, professional services, and local- and tourist-serving commercial uses. The EOA concludes that Scappoose is well positioned to capture industrial growth, particularly in manufacturing, while also experiencing increasing demand for commercial and service uses. This assessment informs the employment forecast and land need analysis and helps identify the types and characteristics of employment land needed to support projected growth.

Finding: The City finds that the EOA evaluates Scappoose's economic development potential by identifying economic advantages and constraints and using those factors to estimate the types and amounts of employment uses likely to occur in the planning area, including the identification of target industries and expected growth sectors. The City finds that this assessment is based on local economic conditions, trends, and land supply and complies with OAR 660-009-0015(4).

Land Sufficiency

OAR 660-009-0025(1) requires that comprehensive plans identify the approximate number, acreage, and site characteristics of sites needed to accommodate projected industrial and other employment growth. OAR 660-009-0025(2) requires that the comprehensive plan designate serviceable land suitable to meet the site needs identified above. The total acreage of land designated must at least equal the total projected land needs for each industrial or other employment use category identified in the plan during the 20-year planning period.

The EOA evaluates employment land sufficiency by comparing the supply of buildable employment land to projected land demand over the 2023–2043 planning period. In addition to total acreage, the EOA evaluates the site characteristics needed to accommodate projected industrial and commercial employment growth, including site size and location.

The EOA identifies need for a range of industrial site sizes to accommodate manufacturing, aviation-related industries, and other traded-sector uses. Industrial businesses projected to locate in Scappoose may require space in existing multi-tenant industrial buildings, sites ranging from approximately 5 to 15 acres for midsized manufacturing, and sites larger than 15 acres for larger industrial users and purpose-built facilities. These uses generally require access to arterial roadways, highways, freight routes, and urban services.

The EOA also identifies site characteristics needed for commercial and service uses. Commercial businesses, including retail, hospitality, and professional services, generally require high-visibility locations near existing businesses and neighborhoods, and especially along Highway 30. Commercial users may occupy existing buildings, space within mixed-use or multi-tenant buildings, space in a building dominated by one firm, or newly developed commercial sites. Some commercial and service uses may locate within the Airport Business Park when serving nearby industrial businesses.

Exhibit 5 identifies the inventory of buildable employment land by tax lot size and plan designation. The inventory includes industrial and airport employment sites ranging from less than one-half acre to greater than 50 acres in size, including nine sites between 5 and 25 acres and five sites over 25 acres capable of accommodating manufacturing, aviation-related uses, and other traded-sector uses identified in the EOA.

The inventory also includes approximately 21 commercial sites ranging from less than one-half acre to approximately 10 acres in size. These sites provide opportunities for a range of commercial and service uses identified in the EOA, including retail, hospitality, and professional services that typically locate in existing buildings, mixed-use developments, or smaller commercial sites near Highway 30 and existing neighborhoods.

Exhibit 5. Tax lot Size by Plan Designation, Buildable Acres, Scappoose UGB, 2022

Source: Scappoose 2023-2043 EOA, Exhibit 23

Plan Designation/Zone	Buildable Site Size								
	0 - 0.5 Acres	0.5 - 1 Acres	1 - 2 Acres	2 - 5 Acres	5 - 10 Acres	10 - 25 Acres	25 - 50 Acres	50+ Acres	Total
Airport Employment	-	-	**12**	**27**	**24**	**65**	**94**	**190**	**412**
City	-	-	10	21	15	55	94	190	384
UGB	-	-	1	7	9	11	-	-	28
Commercial	**1**	**3**	**11**	**6**	**17**	-	-	-	**39**
City	1	2	4	3	11	-	-	-	20
UGB	0	1	7	3	6	-	-	-	19
Industrial	**1**	**6**	**3**	**15**	**12**	-	-	-	**38**
City	1	2	1	11	5	-	-	-	20
UGB	0	4	2	5	7	-	-	-	18
Acreage Subtotal	**2**	**9**	**26**	**49**	**53**	**65**	**94**	**190**	**489**
Airport Employment	**2**	-	**8**	**9**	**3**	**4**	**3**	**2**	**31**
City	2	-	7	6	2	3	3	2	25
UGB	-	-	1	3	1	1	-	-	6
Commercial	**3**	**5**	**8**	**2**	**3**	-	-	-	**21**
City	2	3	3	1	2	-	-	-	11
UGB	1	2	5	1	1	-	-	-	10
Industrial	**13**	**7**	**2**	**5**	**2**	-	-	-	**29**
City	4	2	1	4	1	-	-	-	12
UGB	9	5	1	1	1	-	-	-	17
Lot Subtotal	**18**	**12**	**18**	**16**	**8**	**4**	**3**	**2**	**81**

Exhibit 6 presents this comparison based on the inventory of vacant and partially vacant unconstrained land and the estimated demand for industrial and commercial uses. The EOA identifies approximately 443 gross acres of buildable industrial land and 31 gross acres of buildable commercial land within the Scappoose UGB, after accounting for constraints and adjustments to development potential related to mixed-use assumptions. Over the 20-year planning period, the EOA estimates demand for approximately 141 gross acres of industrial land and 51 gross acres of commercial land. This comparison shows a surplus of approximately 301 acres of industrial land and a deficit of approximately 21 acres of commercial land in 2043. The City has sufficient land to accommodate projected industrial employment growth but does not provide sufficient commercial land capacity to meet projected growth.

Exhibit 6. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2023–2043

Source: Scappoose 2023-2043 EOA, Exhibit 24
*The HNA assumes that 40% of employment land is available for housing only. This assumes that 60% is available for commercial
**Assumes that 80% of ABP is for industrial, 20% for commercial

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

The EOA also evaluates employment land sufficiency over a 50-year horizon to inform long-term planning. Exhibit 7 shows that Scappoose will continue to have a surplus of industrial land, even after accounting for an additional 93 acres of industrial land demand between 2043 and 2073. In contrast, the EOA identifies an additional 62-acre demand for commercial land over this period, resulting in a total commercial land deficit of approximately 83 acres by 2073. This analysis is used to inform urban reserves planning and does not alter the determination of employment land need for the 20-year planning period required for Goal 9 compliance.

Exhibit 7. Comparison of the Capacity of Unconstrained Vacant Land with Employment Land Demand by Land Use Type, Scappoose UGB, 2043-2073

Source: Scappoose 2023-2043 EOA, Exhibit 25

General Plan Designation	Land Supply in 2043 *(Suitable Gross Acres)*	Land Demand *(Gross Acres)*	Land Sufficiency *(Surplus/Deficit, Gross Acres)*
Industrial	301	93	208
Commercial	(21)	62	(83)

Finding: The EOA identifies the approximate number, acreage, and site characteristics needed to accommodate projected industrial and commercial employment growth over the 2023–2043 planning period, consistent with OAR 660-009-0025(1). The analysis identifies the need for industrial and commercial sites with varying size, location, access, visibility, and service characteristics to accommodate manufacturing, aviation-related users, trade industries, professional services, and resident and tourism related services including retail, personal services, and hospitality.

Exhibit 5 identifies an inventory of buildable employment land that includes 60 industrial and airport employment sites ranging from less than one-half acre to greater than 50 acres in size, including nine sites between 5 and 25 acres and 5 sites over 25 acres suitable for manufacturing, aviation-related uses, and other traded-sector uses identified in the EOA. The inventory also includes approximately 21 commercial sites ranging from less than one-half acre to approximately 10 acres in size, providing opportunities for a range of commercial and service uses identified in the EOA, including retail, hospitality, and professional services in locations near Highway 30, existing businesses, and residential neighborhoods.

Therefore, the City finds that the EOA identifies the approximate number, acreage, and site characteristics needed to accommodate projected industrial and commercial employment growth consistent with OAR 660-009-0025(1).

The EOA compares the supply of buildable employment land to projected employment land demand over the 2023–2043 planning period. The analysis identifies approximately 443 acres of buildable industrial land and 31 acres of buildable commercial land within the Scappoose UGB, compared to projected demand for approximately 141 buildable acres of industrial land and 51 buildable acres of commercial land.

The inventory provides a sufficient supply of industrial land, including a range of site sizes and configurations, to accommodate projected industrial employment growth over the 2023–2043 planning period. The inventory also includes commercial sites suitable for a range of commercial and service uses. However, the total supply of commercial land is not sufficient to accommodate projected commercial employment growth, resulting in a deficit of approximately 21 acres over the planning period.

Therefore, the City finds that the existing employment land inventory satisfies projected industrial land need but does not provide sufficient commercial land to satisfy the requirements of OAR 660-009-0025(2). Additional land and/or changes to Comprehensive Plan designations and implementing measures may be necessary to accommodate projected commercial employment land needs.

Industrial and Other Employment Development Policies

OAR 660-009-0020 requires comprehensive plans to include policies stating the economic development objectives for the planning area based on the EOA. Those policies must address the types of industrial and other employment uses that are desired by the community, the provision of adequate employment land, public facilities, transportation facilities, and services to support planned growth (through public facilities planning and transportation system planning). The EOA provides the factual basis needed to support Scappoose's economic development objectives by evaluating economic trends, competitive advantages and disadvantages, target industries, employment growth, site needs, and employment land demand. The EOA identifies the types of employment uses Scappoose can

reasonably expect to accommodate, including manufacturing, professional services, aviation-related industries, trades, and local-serving and tourist-serving commercial uses.

The EOA also identifies the amount and type of employment land needed to support these uses. It finds that Scappoose has sufficient industrial land to accommodate projected industrial growth but does not have sufficient commercial land to meet projected commercial employment growth. This information provides the factual basis for Comprehensive Plan policies related to employment growth, protection and use of employment lands, and actions needed to maintain an adequate supply of suitable employment land.

Finding: The City finds that the EOA, which is included as Appendix J in the Comprehensive Plan, provides the factual basis required by OAR 660-009-0020 to support Comprehensive Plan policies addressing economic development objectives, including the types of employment uses to be accommodated and the provision of an adequate supply of employment land of suitable size, type, and location.

Goal 9 Finding

Finding: The City finds that the EOA establishes the factual basis to evaluate economic trends, forecast employment growth, identify site needs, and assess employment land supply and demand within the UGB. Therefore, the City further finds that the EOA complies with applicable requirements of OAR 660-009-0015(1), (2), (3), and (4), supports Comprehensive Plan policies consistent with OAR 660-009-0020, and demonstrates a deficiency of 21 acres of commercial land supply under OAR 660-009-0025.

Therefore, the City finds that the EOA complies with Statewide Planning Goal 9.

Goal 10 Housing

Goal 10 requires local governments to plan for and provide opportunities for the development of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of present and future households. The goal is implemented for non-Metro jurisdictions through OAR Chapter 660, Division 8, which requires local governments to evaluate housing need, inventory buildable residential land, and ensure that sufficient land is designated and available to accommodate that need over a 20-year planning period.

The City initiated the HCA and UGB amendment process and provided notice to the Department of Land Conservation and Development (DLCD) on October 16, 2023. Accordingly, the analyses and findings in this section are prepared consistent with the version of OAR Chapter 660, Division 8 in effect on that date.

The City prepared an HCA for the 2023–2043 planning period to evaluate housing need and residential land capacity within the UGB. The HCA establishes the factual basis for determining whether the City has sufficient residential land capacity under Goal 10 and provides the technical foundation for Comprehensive Plan designations, zoning, and other implementing measures, including amendments to the UGB.

Key HCA Conclusions

- The City is forecast to need approximately 1,284 housing units over the 2023–2043 planning period based on population growth, household size, and vacancy rate assumptions.
- The HCA estimates total residential capacity within the existing UGB of approximately 1,236 housing units.
- The HCA identifies a surplus of capacity in low-density plan designations (approximately 226 units), but deficits in medium-density designations (approximately 171 units) and high-density designations (approximately 103 units) relative to projected need.
- Approximately 45% of needed units are expected to be attached, multifamily, or manufactured housing types, reflecting demand for housing types typically attainable to renters and lower- and moderate-income households.
- The distribution of buildable land by plan designation and density does not align with the identified housing mix, particularly for medium- and higher-density housing types.

These findings indicate that both the total supply of residential land and the distribution of land by density warrant further evaluation under Goal 10.

Buildable Lands Inventory

OAR 660-024-0050(1) requires that, when evaluating or amending a UGB, a local government inventory land within the UGB to determine whether there is adequate development capacity to accommodate identified 20-year needs. For residential land, the inventory must include vacant and redevelopable land and be conducted in accordance with OAR 660-008-0005.

OAR 660-008-0005(2) defines “buildable land” as residentially designated land within the UGB, including vacant land and developed land that is likely to be redeveloped, that is suitable, available, and necessary for residential uses. Land is generally considered suitable and available unless it is constrained by factors such as natural hazards, resource protection requirements, steep slopes, flood hazards, or the inability to provide public facilities.

The City's HCA includes a buildable lands inventory that meets these requirements. The inventory begins with all land within the Scappoose UGB where residential development is allowed. Each tax lot is classified into mutually exclusive categories based on development status using assessor data, aerial photography, and City review.

Residential land within the UGB is classified as follows:

- **Vacant –** Vacant tax lots have no existing development, as identified by assessor data or aerial photography. Tax lots that are identified by assessor data as vacant but are less than 5,000 square feet (unconstrained) are not categorized as vacant.
- **Partially Vacant properties** – These tax lots are greater than 1/2 acre (unconstrained) in size and have an existing single-family home. One quarter-acre is deducted from the unconstrained acreage of the tax lot to account for the existing home and any remaining unconstrained acreage is considered available for future development.
- **Committed properties** – These properties include parcels in common ownership (e.g., homeowners' association common areas), in private and public rights-of-way, and/or designated or planned for other public facilities (e.g., schools, parks, water treatment facilities, etc.) and are assumed to be unavailable for additional residential uses.
- **Constrained** – These properties do not have capacity for additional development under current zoning regulations (even if the site is currently undeveloped). They were identified as having less than 2,000 square feet of unconstrained land.
- **Developed** – Tax lots with this designation are assumed to be fully developed and unavailable for additional uses. Any tax lot that was not previously identified as vacant, partially vacant, constrained, or committed was assumed to be developed.

Consistent with OAR 660-008-0005(2), the inventory identifies and deducts constrained portions of vacant and partially vacant tax lots to determine unconstrained, buildable land. Constraints applied in the analysis include:

- Steep areas with slopes greater than 25%.
- Wetlands from the City's Local Wetlands Inventory (1998) and the Oregon Wetlands Database (2019).
- Streams and canals, with a 50-foot buffer applied
- Landslide susceptibility, including areas that are categorized as high or very high risk.
- FEMA Floodplain Hazards, including regulatory floodways and 100-year flood hazard areas.

After applying these constraints, vacant and partially vacant lands with remaining unconstrained area are classified as buildable land. The inventory identifies approximately 245 acres of vacant, unconstrained, buildable residential land within the UGB.

Exhibit 8 summarizes buildable acreage by development status and zoning designation, and

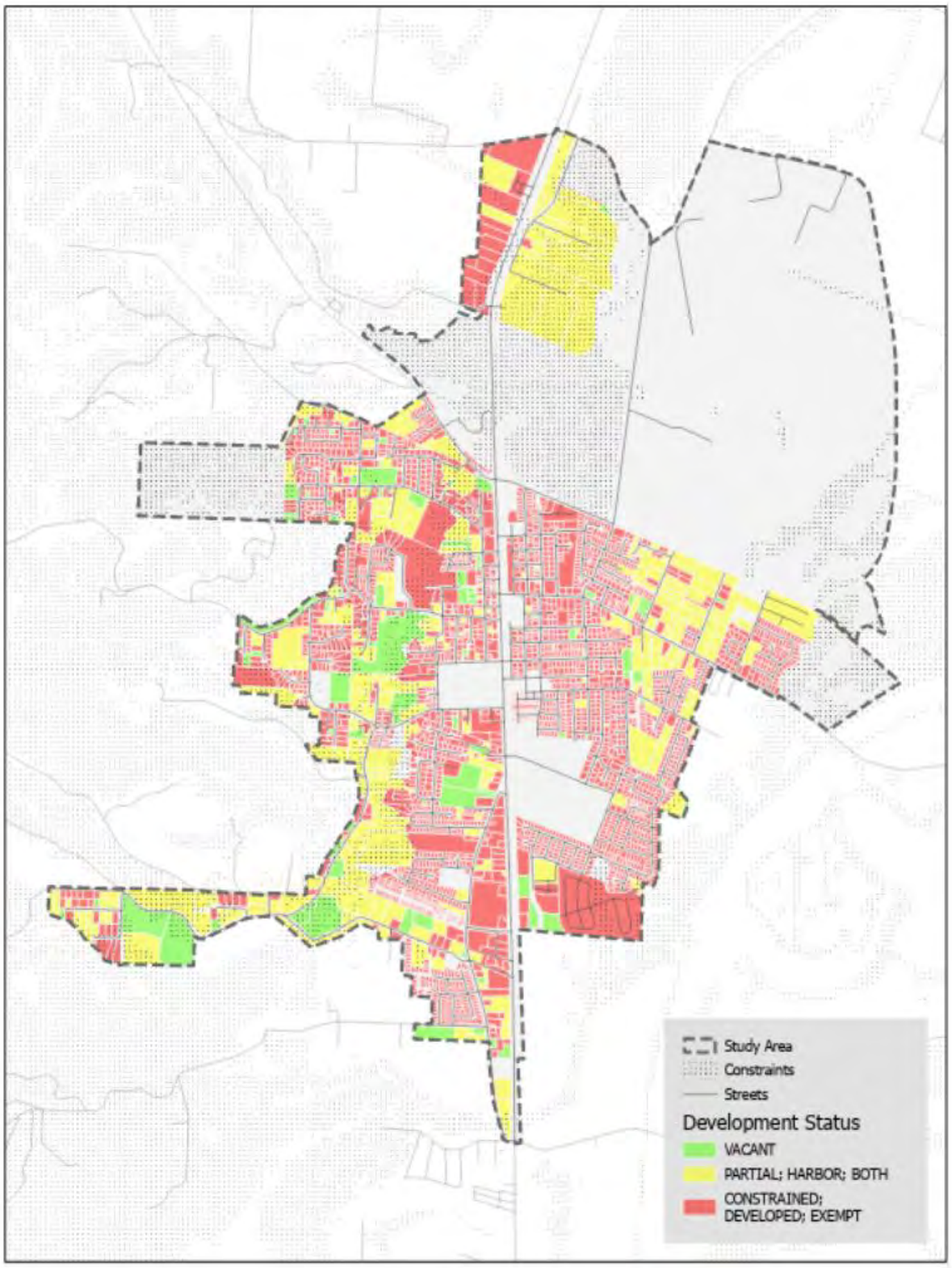
Exhibit 9 shows the spatial distribution of development status and constraints across the UGB.

Exhibit 8. Estimated Buildable Acres by Development Status and Zone (Including ROW Deductions)

Source: Scappoose HCA BLI Memorandum, 2022, Table 5

Zoning/ Comp Plan	Vacant	Partially Vacant	Grand Total
City Limits (Zoning)	***49.77***	***87.67***	***137.44***
R-1	18.95	37.69	56.63
R-4	14.94	36.27	51.21
R-4 PD		0.24	0.24
A-1	2.29		2.29
A-1 PD			
MH		9.41	9.41
C	0.53	0.45	0.99
EC	13.07	3.61	16.68
LI			
UGB Area (Comp Plan)	***13.48***	***93.94***	***107.42***
GR			
SR	13.48	81.11	94.58
MH		3.05	3.05
C		9.78	9.78
Grand Total	63.25	181.61	244.86

Exhibit 9. Scappoose UGB Residential Land Development Status (2022)
Source: Scappoose 2023-2043 HCA, Figure 6.4



Development capacity on buildable residential land is estimated by applying density and development assumptions to the inventory of unconstrained acreage. These assumptions are based on Comprehensive Plan designations and zoning standards, including minimum lot size requirements (Exhibit 10). Capacity estimates incorporate deductions for future right-of-way based on parcel size and adjustments in mixed-use zones, where a portion of land is assumed to develop with non-residential uses. These assumptions are applied consistently across the inventory to convert buildable acreage into an estimate of residential unit capacity as shown in Exhibit 11.

Exhibit 10. Residential Areas, Minimum Lot Sizes, and Density Assumptions

Source: Scappoose HCA BLI Memorandum, 2022, Table 4

Zoning/ Comp Plan	Minimum Lot Size(s) (square feet)	Density Assumption (Dwelling Units/Acre)
City Limits (Zoning)		
R-1	SFR – 6,000 Duplex – 10,000	5 DU/acre
R-4	SFR – 5,000 Duplex – 7,000 MF – 7,000+*	6 DU/acre
A-1	Duplex – 5,000 MF – 5,000*	8 DU/acre
MH	SFR – 5,000 Duplex – 7,000 MF – 7,000*	8 DU/acre
C**	MF – no minimum	15 DU/acre
EC**	MF – no minimum	15 DU/acre
UGB Area (Comp Plan)		
GR & SR	SFR – 6,000 Duplex – 10,000	5 DU/acre
MH	SFR – 5,000 Duplex – 7,000 MF – 7,000*	8 DU/acre
C**	MF – no minimum	15 DU/acre

** Minimum lots size for first two units, 2,000 square feet required for each additional unit.*

*** Development in the C and EC zones allows residential and commercial uses. As such, 40% of a commercial lot is assumed to develop with a residential use.*

Exhibit 11. Housing Unit Capacity Estimate and Density Assumptions

Source: Scappoose HCA BLI Memorandum, 2022, Table 6

Zoning/ Comp Plan	Projected Density	Vacant	Partially Vacant	Grand Total
City Limits (Zoning)		***258***	***465***	***723***
R-1	5 DU/acre	87	169	256
R-4	6 DU/acre	76	201	277
R-4 PD	6 DU/acre		1	1
A-1	8 DU/acre	16		16
A-1 PD	8 DU/acre			
MH	8 DU/acre		72	72
C	15 DU/acre	3	2	5
EC	15 DU/acre	76	20	96
LI	5 DU/acre			
UGB Area (Comp Plan)		***63***	***450***	***513***
GR	5 DU/acre			
SR	5 DU/acre	63	370	433
MH	8 DU/acre		24	24
C	15 DU/acre		56	56
Grand Total		**321**	**915**	**1,236**

Finding: The City finds that the buildable lands inventory is prepared consistent with OAR 660-008-0005 and includes the components required to identify residential buildable land and development capacity. Specifically, the inventory:

- Includes all residentially designated land within the UGB and classifies that land based on development status using a consistent and documented methodology;
- Applies environmental, physical, and regulatory constraints to determine the portion of land that is suitable and available for residential development; and
- Estimates the amount of land with development capacity for residential uses based on density and development assumptions derived from Comprehensive Plan designations and zoning standards.

The City finds that these components collectively satisfy the requirements of OAR 660-008-0005 and OAR 660-024-0050 and provide an adequate factual basis for evaluating residential land supply and capacity under Goal 10.

Planning Horizon and Population Forecast

OAR 660-024-0040 requires that the determination of 20-year residential land needs be based on a coordinated population forecast and consistent with applicable requirements of Goal 10 and OAR Chapter 660, Division 8. OAR 660-032-0020 requires that cities use the most recent coordinated population forecast issued by the Portland State University Population Research Center (PRC).

The City of Scappoose relies on the coordinated population forecast issued by the PRC for Region 3 in June 2020. This forecast includes Columbia County and its cities, including Scappoose.

The City initiated the HCA and UGB amendment process and provided notice to the Department of Land Conservation and Development (DLCD) on October 16, 2023. This notice establishes the applicable planning period and forecast for this analysis.

Because the City initiated this work prior to the release of the next coordinated population forecast in June 2024, the City is permitted to rely on the June 2020 PRC forecast. This approach is consistent with OAR 660-024-0040(2)(a) and OAR 660-032-0020(5), which allow a jurisdiction to continue using the prior forecast when a legislative process has been initiated before the next forecast cycle is issued.

Accordingly, this analysis is conducted consistent with the version of OAR Chapter 660, Division 8 in effect on October 16, 2023, when the City initiated and noticed the HCA and UGB amendment process. The HCA applies the PRC forecast using required annual increments and interpolation methods. The City did not adjust the forecast outside of the PRC-provided interpolation framework, consistent with OAR 660-032-0020(4).

Using this methodology, the HCA estimates that Scappoose's population will grow from 8,878 residents in 2023 to 11,329 residents in 2043, an increase of 2,451 residents over the 20-year planning period. This forecast forms the basis for estimating housing need.

Finding: The City finds that it used the applicable coordinated population forecast issued by the Portland State University Population Research Center and applied annual increments and interpolation methods consistent with OAR 660-032-0020.

The City finds that the 20-year planning period is properly established based on the timing of the City's notice of the HCA and UGB amendment on October 16, 2023, consistent with OAR 660-024-0040(2)(a).

The City finds that the population forecast and planning horizon comply with applicable requirements of OAR 660-032-0020 and OAR 660-024-0040 and provide an appropriate basis for estimating housing need under Goal 10.

Housing Need and Unit Projection

OAR 660-024-0040 requires that residential land need be based on the coordinated population forecast and determined consistent with Statewide Planning Goal 10 and OAR Chapter 660, Division 8.

The City's HCA estimates housing need for the 2023–2043 period using the coordinated population forecast described in the prior section. The HCA converts population growth into housing unit need using a standard methodology that:

- Converts total population to population in households by removing group quarters population
- Applies an average household size to estimate occupied dwelling units
- Applies a vacancy rate to estimate total housing units needed
- Subtracts the existing housing inventory to determine net new housing unit need

The housing need projection is based on the following key assumptions:

- **Population growth.** Scappoose is forecast to grow by 2,451 residents between 2023 and 2043. The HCA uses this coordinated population forecast as the foundation for estimating housing demand.
- **Group quarters population.** The HCA assumes that approximately 0.5% of the population will reside in group quarters based on the ratio of group quarter population to total population observed in the 2020 Census for Scappoose and held constant over the planning period. Persons in group quarters are removed from the total population prior to calculating housing demand because they do not generate demand for conventional dwelling units.
- **Average household size.** The HCA assumes an average household size of 2.44 persons per household by 2043. This represents a decrease from the 2016–2020 ACS five-year estimate of 2.54 persons per household. The HCA justifies this assumption based on long-term demographic trends, including declining household size, lower birth rates, an increasing number of single-person households, and aging households with fewer persons per unit. The City finds this assumption reasonable because it reflects observed state and national trends and avoids overstating the number of persons accommodated per housing unit.
- **Vacancy rate.** The HCA applies a 5% vacancy rate across housing types. The City finds this assumption reasonable because a functional housing market requires a supply of vacant units to allow for mobility, turnover, and choice among housing options. A vacancy rate below this level would indicate a constrained housing market and would underestimate the total number of units needed to meet demand at a range of price points.

Using these assumptions, the HCA estimates total housing need and calculates net new housing units required by subtracting the existing housing inventory. The HCA identifies a current housing inventory of 3,578 units in 2023 (Exhibit 12) and estimates that Scappoose will require approximately 4,862 total housing units to accommodate projected population growth and vacancy over the planning period (Exhibit 13). This results in a need for approximately 1,284 new housing units between 2023 and 2043.

This estimate of total housing need provides the basis for determining the mix of housing types and densities required to meet the needs of households at a range of income levels.

Exhibit 12. Current Housing Inventory by Unit Type for Ownership and Rental Housing

Source: 2023 *Housing Capacity Analysis*, Figure 4.1

CURRENT HOUSING CONDITIONS (2023)			SOURCE
Total 2023 Population:	8,878		PSU Pop. Research Center
- Estimated group housing population:	46	(0.5% of Total)	US Census
Estimated Non-Group 2023 Population:	**8,833**	(Total - Group)	
Avg. HH Size:	2.54		US Census
Estimated Non-Group 2023 Households:	**3,491**	(Pop/HH Size)	
Total Housing Units:	**3,578**	(Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	3,491	(= # of HH)	
Vacant Housing Units:	87	(Total HH - Occupied)	
Current Vacancy Rate:	2.4%	(Vacant units/ Total units)	

Sources: Johnson Economics, City of Scappoose, PSU Population Research Center, U.S. Census

Exhibit 13. Future Housing Profile (2023)

Source: Scappoose Housing Capacity Analysis, Figure 5.1

PROJECTED FUTURE HOUSING CONDITIONS (2023 - 2043)			SOURCE
2023 Population (Minus Group Pop.)	8,833		PSU
Projected Annual Growth Rate	1.2%	PSU Forecast Program	PSU
2043 Population (Minus Group Pop.)	11,271	(Total 2043 Population - Group Housing Pop.)	
Estimated group housing population:	58	Share of total pop. (0.5%)	US Census
Total Estimated 2043 Population:	**11,329**		
Estimated Non-Group 2043 Households:	**4,619**	(2043 Non-Group Pop./Avg. Household Size)	
New Households 2023 to 2043	1,128		
Avg. Household Size:	2.44	Projected household size	
Total Housing Units:	**4,862**	Occupied Units plus Vacant	
Occupied Housing Units:	4,619	(= Number of Non-Group Households)	
Vacant Housing Units:	243	(= Total Units - Occupied Units)	
Projected Market Vacancy Rate:	5.0%	(Vacant Units/ Total Units)	

Finding. The City finds that the HCA uses the coordinated population forecast and a standard, methodologically sound approach to estimate housing need. The City further finds that the assumptions regarding group quarters population, household size, and vacancy are reasonable, supported by demographic data and trends, and consistent with accepted planning practice.

The City finds that the estimate of 1,284 needed housing units over the 2023–2043 planning period is consistent with OAR 660-024-0040 and provides an appropriate basis for evaluating residential land capacity under Statewide Planning Goal 10.

Needed Housing Types and Mix

Statewide Planning Goal 10 requires local governments to plan for "needed housing." OAR 660-008-0005(6) defines the housing needs projection as a determination of the mix of housing types, amounts, and densities needed to be commensurate with the financial capabilities of current and future households. OAR 660-008-0005(10) further defines needed housing types to include:

- Single-family housing (attached and detached) for both owner and renter occupancy
- Multifamily housing (including duplexes, triplexes, quadplexes, and apartments) for both owner and renter occupancy
- Manufactured housing
- Government-assisted housing
- Housing for farmworkers

The City addresses these needed housing types through the broader housing categories evaluated in the HCA. The HCA organizes housing need into the following categories:

- Single-family detached
- Single-family attached
- Multifamily
    - 2-unit
    - 3- or 4-unit
    - 5+ units
- Manufactured homes

Government-assisted housing and housing for farmworkers are not evaluated as separate categories because they are accommodated within these housing types and allowed under applicable state and local regulations.

The HCA evaluates manufactured housing as a housing type but does not estimate separate need for manufactured dwelling parks. Manufactured homes are allowed on individual lots in

the R-1, R-4, and MH zones, and manufactured dwelling parks are allowed in the R-4, A-1, and MH zones. The HCA's quantitative estimate is expressed as need for manufactured housing units and does not distinguish between development formats.

For purposes of comparing housing need to residential land capacity, the HCA groups residential land into density categories. Low-density residential (LDR) is defined as less than 8 units per net acre, medium-density residential (MDR) as 8 to 12 units per net acre, and high-density residential (HDR) as greater than 12 units per net acre.

The HCA identifies both the total number of housing units needed and the distribution of those units by housing type over the planning period. The forecasted housing mix includes:

- 55.5% single-family detached
- 7.0% single-family attached
- 4.6% duplex
- 3.9% triplex and quadplex
- 20.2% multifamily (5+ units)
- 8.7% manufactured housing

Approximately 45% of needed housing units are expected to be attached, multifamily, or manufactured housing types. This reflects anticipated changes in household composition, including smaller household sizes, an increasing share of renter households, and demand for more attainable housing options at a range of price points.

Of the new units needed, approximately 66% are projected to be ownership units and 34% are projected to be rental units. This represents a higher share of rental units than in the existing housing stock.

Over the 20-year planning period, the HCA projects a continued need for a range of rental housing types, as an increasing share of households are expected to be renter households, including younger households, households with moderate incomes, and a growing share of minority households. These households will require a range of rental housing types, including units at varying densities and sizes to accommodate both individuals and families.

The projected housing mix differs from the existing housing stock, which is disproportionately composed of owner-occupied, single-family detached units. This comparison indicates that the existing housing stock differs from the projected distribution of housing need by type.

The City also evaluated housing need by income level as part of the HCA. The analysis identifies the distribution of households by income and estimates the types of housing needed to serve households at different Area Median Income (AMI) levels.

The projected housing mix is supported by the City's analysis of household income and housing affordability. A substantial share of current and future households fall within low- and moderate-income categories, and many of these households are more likely to require rental housing or ownership options at lower price points. The HCA identifies existing and ongoing need for housing affordable to lower-income households, including a need for additional rental units at lower rent levels and limited availability of lower-cost ownership options within the existing housing stock, which is dominated by single-family detached housing. These conditions support the projected mix of housing types, including a greater share of multifamily, attached, and manufactured housing, which are generally more attainable to lower- and moderate-income households and more likely to serve renter households.

Exhibit 14. Projected Need for NEW Housing at Different Income Levels

Source: Scappoose Housing Capacity Analysis, Figure 5.4

Household Income Segment		Income Level (Rounded)*	Afford. Rent Range	Afford. Price Range	Owner Units	Renter Units	Total	Share	Common Housing Product
Extremely Low Income	< 30% AMI	< $29,000	<$800	<$150k	71	123	194	15%	Govt-subsidized; Voucher; Manuf. Homes
Very Low Income	30% - 50% AMI	$29k - $48k	$800-$1,100	$150k-$225k	77	108	185	14%	Aging rentals; Govt-subsidized; Voucher; M.H.
Low Income	50% - 80% AMI	$48k - $77k	$1,100-$1,600	$225k-$330k	128	101	229	18%	Market apts; Manuf. homes; Plexes; Aging SFR
Middle Income	80% - 120% AM	$77k - $116k	$1,600-$2,100	$330k-$475k	201	23	224	17%	Single-family detached; Townhomes; Small homes; New apts
Upper Income	> 120% AMI	> $116,000	$2,100 +	$475k +	380	71	451	35%	Single-family detached
TOTAL:					***857***	***427***	***1,284***	***100%***	

The City uses this information to confirm that the distribution of housing types corresponds to the financial capabilities of present and future households, consistent with OAR 660-008-0005(6)(a).

The HCA uses this distribution of housing types to allocate housing need across residential density categories. Single-family detached housing is generally accommodated in low-density designations, attached and small-scale multifamily housing in medium-density designations, and larger multifamily housing in higher-density designations. Manufactured housing may be accommodated across multiple residential designations depending on zoning.

This allocation provides the basis for comparing housing need by density to available residential land capacity within the UGB.

Finding: The City finds that the HCA determines the mix of housing types, amounts, and densities consistent with OAR 660-008-0005(6). The City further finds that the identified

housing mix corresponds to the financial capabilities of present and future households, consistent with OAR 660-008-0005(6)(a), and addresses the need for both owner- and renter-occupied housing as required under Goal 10 and defined in OAR 660-008-0005(10).

Residential Capacity and Land Sufficiency

OAR 660-008-0010 requires cities to determine housing need by type and density and to ensure that sufficient buildable land is designated to accommodate that need. Building on the housing needs projection and the allocation of housing need by density described above, this section evaluates whether the City has sufficient residential land capacity within the UGB.

The HCA identifies a total housing need of 1,284 units over the 2023–2043 planning period and estimates total residential capacity of approximately 1,236 units within the existing UGB. This results in an overall deficit of approximately 48 units.

The HCA allocates both housing need and capacity by residential density category. The analysis shows that:

- **Low-density capacity exceeds need**, resulting in a surplus of approximately **226 units**;
- **Medium-density capacity is insufficient**, with a deficit of approximately **171 units**; and
- **High-density capacity is insufficient**, with a deficit of approximately **103 units**.

These results demonstrate that, although total capacity is close to total need, the distribution of buildable land does not sufficiently align with identified housing need by type and density. Surplus capacity in low-density designations does not offset deficits in medium- and high-density categories because these areas accommodate different housing types and development patterns.

In particular, the City lacks sufficient land designated for medium- and high-density residential development to accommodate needed housing types, including attached and multifamily housing.

Exhibit 14 compares forecasted housing need and available capacity by density category and shows the imbalance between supply and demand across residential designations.

This analysis demonstrates that available buildable land capacity within the existing UGB is insufficient to accommodate identified housing need when evaluated by type and density.

Exhibit 15. Comparison of Forecasted Future Land Need (2043) with Available Capacity in Units, Scappoose

Source: Scappoose Housing Capacity Analysis, Figure 6.3
*The achieved average density of the "high density" category is low because these zones are mixed use, and this analysis assumes that most of this gross acreage will be developed with commercial uses, rather than residential uses. However, residential uses that are built are assumed to have density of 15/units/ac.

WITHIN CITY LIMITS		SUPPLY			DEMAND	
		Land Inventory			Growth Rate (1.2%)	
Zone & Plan Category	Typical Housing Type	Buildable Acres	Unit Capacity	Avg. Density (units/ac)	New Unit Need (2043)	Surplus or (Deficit) Units
Low-Density:	Single-family detached; Some SF attached & plex	202.7	967	4.8	741	226
Med-Density:	SF attached; Manufact. home; 2-4 plexes	14.8	112	7.6	283	(171)
High-Density:	Multi-family apartments	27.5	157	5.7*	260	(103)
	TOTALS:	***244.9***	***1,236***	***5.0***	***1,284***	***(48)***

Finding: The City finds that the HCA compares identified housing need with available residential land capacity and evaluates that capacity by residential density category based on the BLI, consistent with OAR 660-008-0010.

The City further finds that:

- The existing UGB does not provide sufficient buildable land capacity to accommodate the identified need for 1,284 housing units;
- The existing UGB does not provide sufficient buildable land capacity in medium- and high-density residential designations to accommodate the identified mix of needed housing; and
- The distribution of residential land by plan designation and allowed density does not align with identified housing need by type and density and constrains the ability to accommodate needed housing types, particularly attached and multifamily housing

The City finds that the existing Comprehensive Plan designations and associated residential land capacity within the UGB do not provide sufficient buildable land capacity to provide sufficient opportunity to accommodate identified housing need by type and density, consistent with OAR 660-008-0010 and Goal 10.

Plan Designations and Ability to Accommodate Needed Housing

OAR 660-008-0020 requires that Comprehensive Plan designations be sufficiently specific to accommodate the range of needed housing types and densities identified in the housing needs projection. Plan designations must allow needed housing types to be developed on buildable land and must provide a reasonable opportunity for development consistent with the identified mix of housing need.

The HCA identifies the mix of needed housing for the 2023–2043 planning period. Exhibit 16 shows the forecasted distribution of housing need by unit type.

Exhibit 16 Summary of Future Unit Need (2043)

Source: Scappoose Housing Capacity Analysis, Figure 6.2

TOTAL HOUSING UNITS									
			Multi-Family						
Unit Type:	Single Family Detached	Single Family Attached	2-unit	3- or 4-plex	5+ Units MFR	Manuf. home	Boat, RV, other temp	Total Units	% of Units
Totals:	713	90	59	50	260	112	0	1,284	100%
Percentage:	55.5%	7.0%	4.6%	3.9%	20.2%	8.7%	0.0%	100%	

The HCA evaluates whether existing Comprehensive Plan designations provide sufficient land in appropriate locations and density categories to accommodate this mix of housing need. Residential plan designations in Scappoose correspond to different density ranges and housing types. Low-density designations are predominantly associated with single-family housing, while medium- and higher-density designations are more likely to accommodate middle housing types and multifamily housing.

The HCA finds that approximately 78% of residential capacity is located in low-density designations, while significantly less land is designated for medium- and high-density residential uses. The distribution of land among plan designations does not sufficiently align with the identified distribution of housing need by type and density.

Although the City's plan designations allow a range of housing types, the concentration of buildable land in low-density designations corresponds with a larger share of capacity for housing types typically developed at lower densities.

In particular, the limited supply of land in medium- and high-density designations results in fewer opportunities to accommodate:

- Multifamily housing
- Middle housing, including duplexes, triplexes, and quadplexes
- Housing types that are more attainable to renters and lower- and moderate-income households

As a result, while plan designations allow a range of housing types, the current distribution of buildable land among those designations provides limited opportunity to accommodate the identified mix of needed housing types and densities.

Finding: The City finds that Comprehensive Plan designations identify allowed housing types and density ranges consistent with OAR 660-008-0020.

The City further finds that, although these designations allow needed housing types, the distribution of buildable land among those designations provides limited opportunity to accommodate the identified mix of needed housing, particularly in medium- and high-density categories where attached and multifamily housing are expected to occur.

Goal 10 Finding

Finding: The City finds that the HCA:

- identifies housing need based on an adopted population forecast and reasonable assumptions consistent with Statewide Planning Goal 10 and OAR 660-024-0040;
- includes a buildable lands inventory and capacity analysis consistent with OAR 660-008-0005, OAR 660-008-0010, and OAR 660-024-0050;
- demonstrates that residential land capacity within the existing UGB does not accommodate projected housing need by type and density, consistent with OAR 660-008-0010; and
- demonstrates that the current distribution of Comprehensive Plan designations does not provide adequate opportunities to accommodate the identified mix of needed housing types and densities, consistent with OAR 660-008-0020.

The City finds that these conclusions reflect existing conditions within the current UGB and Comprehensive Plan designations.

Based on these findings, the City finds that the HCA provides the factual basis for amendments to Comprehensive Plan designations, land use regulations, and the UGB to address identified housing need.

The City further finds that, as described in the *Scappoose UGB Expansion and Urban Reserves Findings* document, the combined adoption of land use efficiency measures and UGB expansion provides sufficient buildable residential land in appropriate plan designations to accommodate projected housing need and the identified mix of needed housing types.

Therefore, the City finds that, upon adoption of the proposed amendments and UGB expansion, the Comprehensive Plan will provide an adequate supply of buildable residential land to accommodate needed housing consistent with Statewide Planning Goal 10 and applicable requirements of OAR Chapter 660, Divisions 8 and 24. The HCA is included in the Comprehensive Plan as Appendix L.

Goal 11 Public Facilities and Services

Goal 11 requires local governments to plan and provide for public facilities and services in a timely, orderly, and efficient manner.

The HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis evaluate land need and capacity but do not amend public facility plans, infrastructure policies, or service provision standards. These analyses rely on adopted infrastructure plans and coordination with service providers.

Finding: The City finds that the analyses do not modify public facility plans or service standards and rely on adopted planning frameworks. Information from the HCA and EOA will be used, however, to support future updates to the City's various master planning documents. The City finds that Goal 11 is satisfied.

Goal 12 Transportation

Goal 12 requires local governments to provide and encourage a safe, convenient, and economic transportation system.

The HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis evaluate land need and capacity but do not amend the Transportation System Plan, functional classifications, or performance standards. These analyses rely on the City's adopted Transportation System Plan and implementing regulations.

Finding: The City finds that the analyses do not modify transportation plans or policies and rely on adopted transportation planning. The City finds that Goal 12 is satisfied.

Goal 13 Energy Conservation

Goal 13 requires local governments to conserve energy by promoting efficient land use patterns and transportation systems.

The HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis evaluate land need and capacity and inform decisions regarding the location and distribution of residential and employment land. These analyses do not amend energy policies or regulations.

Finding: The City finds that the analyses inform land use decisions relevant to energy conservation but do not modify energy policies or regulatory frameworks. The City finds that Goal 13 is satisfied.

Goal 14 Urbanization

Goal 14 requires local governments to establish and amend Urban Growth Boundaries (UGBs) to provide for urban development in an orderly and efficient manner, based on demonstrated land need and consideration of alternatives and locational factors.

The HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis establish land need for housing, employment, and public uses and evaluate the capacity of land within the existing UGB. These analyses identify the amount and type of land needed and compare that need to available land supply.

These analyses do not amend the UGB or designate urban reserves but provide the factual basis for determining land need under Goal 14 and OAR Chapter 660, Division 24.

Finding: The City finds that the HCA, EOA, and Public and Semi-Public Land Needs and 50-Year Forecast Analysis analyses establish the factual basis for determining land need and evaluating land capacity under Goal 14 and OAR Chapter 660, Division 24. The City finds that these analyses are consistent with Goal 14 and support subsequent decisions regarding urbanization.

Goal 15 through 19

Goals 15 through 19 relate to the Willamette Greenway and coastal resources. These goals do not apply to the City of Scappoose.

Finding: Goals 15 through 19 are not applicable. No further analysis is required.

Exhibit 12

Urban Reserve Management Agreement

This Urban Reserve Management Agreement ("Agreement") is entered into by the City of Scappoose, a municipality of the state of Oregon ("City") and Columbia County, a political subdivision of the state of Oregon ("County").

Recitals

WHEREAS, the parties are authorized pursuant to ORS 190 to enter into intergovernmental agreements for the management and performance of functions which either governmental entity has the authority to perform; and

WHEREAS, the parties have previously entered into an intergovernmental agreement on April 4, 1983 setting forth their respective rights and responsibilities with respect to the Urban Growth Boundary ("UGB"); and

WHEREAS, this Agreement also constitutes a cooperative agreement under ORS 195; and

WHEREAS, the parties consider it mutually advantageous to establish this Agreement for the purpose of facilitating the future conversion of lands in the Urban Reserve Area ("URA") from rural to urban land uses.

NOW THEREFORE, for good and valuable consideration, the sufficiency of which is hereby acknowledged, the parties hereto agree as follows:

Agreement

1. Agreement intent. The parties agree that the intent of this Agreement is as follows:

    a. to establish standards and procedures for review and action on proposed land use actions and related matters noted within this Agreement pertaining to implementation of the Comprehensive Plan and development code as adopted by the City and County for the URA;

    b. to affirm the County's jurisdictional authority for current planning activities, land use decisions, building permitting, public improvements, and code enforcement within the URA;

    c. to provide assistance to property owners in the URA by laying out a clear and cooperative process designed to make decisions on land use applications in a timely and consistent manner; and

d. to clarify planning and zoning intents and to satisfy the requirements of OAR 660-021 relating to URAs.

2. Definitions.

   a. City: City of Scappoose

   b. Board: Columbia County Board of Commissioners

   c. Council: Scappoose City Council

   d. County: Columbia County

   e. Land Use Decision: the meaning set forth in ORS 197.015(10)

   f. Urban Reserve Area (URA): the meaning set forth in OAR 660-021-0010(1)

   g. Urban Growth Boundary (UGB): the boundary line which separates lands to be urbanized and eventually incorporated into the City from the surrounding rural lands under the County's jurisdiction.

3. Urban Reserve Planning and Zoning: Columbia County shall adopt regulations complying with OAR 660-021-0040(1)-(4) prior to URA designation.

4. As required by OAR 660-021-0050(1):

   a. The County shall have authority and jurisdictional responsibility for current planning activities, land use decisions, building permitting, and code enforcement within the URA.

   b. Upon inclusion of property from the URA within UGB, the property shall be subject to the Urban Growth Boundary Management Agreement.

5. Designation of service responsibility, as required by OAR 660-021-0050(2), is as follows:

Service	Existing Service Provider	Future Urban Services Provider
Sewer	No public service provider	City of Scappoose
Water	No public service provider	City of Scappoose
Fire Protection	Scappoose Rural Fire Protection District	Scappoose Rural Fire Protection District
Parks	Columbia County	City of Scappoose
Transportation	Columbia County	City of Scappoose
Stormwater	Columbia County	City of Scappoose

   a. Maps indicating areas and levels of current rural service responsibility and areas projected for future urban service responsibility when included in the urban growth boundary are attached hereto and incorporated herein as Exhibit 1.

6. As required by OAR 660-021-0050(3), the terms and conditions under which service responsibility will be transferred or expanded, for areas where the provider of service is expected to change over time, is described in Exhibit 2, attached hereto and incorporated herein by reference.

7. As required by OAR 660-021-0050(4), the following establishes procedures for notification and review of land use actions to ensure involvement by all local governments and special districts:

   a. Within the URA, the County shall process all land use applications for comprehensive plan amendments, zone changes, and other applications affecting land use (including conditional uses, planned unit developments, subdivisions and partitions) in a manner that is consistent with the procedures set forth in the Columbia County Comprehensive Plan and Zoning Ordinances for the respective land use actions.

   b. Notice of comprehensive plan amendment, zone change, subdivision and partition applications within the URA shall be sent to the City Planning Department and to any other affected public entities for review and comment prior to a decision by the County. Such agencies shall be given ten

(10) business days in which to provide comments on the land use application.

c. In making its decision, the County shall consider all comments received under Section b above.

d. The City, agency, or any other special service district that provides comments on land use applications shall be mailed written notice of the land use decision and shall have standing to appeal the County's decision.

8. Amendment and Termination.

a. This Agreement may be amended at any time by mutual agreement of both parties, after public hearing and adoption by both the City Council and Board of Commissioners.

b. Any modifications to this Agreement shall be consistent with the City and County Comprehensive Plans, the Urban Growth Boundary Management Agreement for the City of Scappoose, and the statewide planning goals.

c. This Agreement may be terminated by either party under the following procedure:

i. Written notice of intent to terminate this Agreement shall be sent to the other party at least forty-five (45) days prior to taking any action, including the publication of public hearing notices in order to provide ample time for resolution of differences, or amendment to comprehensive plans.

ii. A public hearing shall be held by the party considering termination. The party considering termination shall give the other party at least twenty (20) days prior notice of the scheduled hearing date. The twenty (20) day period shall be used by both parties to seek resolution of differences. Both parties shall also request a collaborative conflict resolution process to resolve differences that remain.

iii. Public notice of hearings shall be in accordance with applicable statutes and local ordinances.

iv. This Agreement is necessary for compliance with, at a minimum, statewide planning Goals 2 and 14. Unless the URA is no longer an overlay zone in the County, this Agreement may not be terminated without adoption of a new agreement.

9. Miscellaneous.

a. This Agreement shall not become effective until fully executed by both parties.

b. The provisions of this Agreement are severable. If any section, sentence, clause, or phrase of this Agreement is adjudged by a court of competent jurisdiction to be invalid, said invalidity shall not impair or affect the validity of the remaining portions of the Agreement.

c. This Agreement and attached Exhibits and Attachments constitutes the entire Agreement between the parties. There are no understandings, agreements, or representations, oral or written, not specified in this Agreement regarding this Agreement.

d. No waiver, consent, modification, or change of terms of this Agreement shall bind either party unless in writing and signed by both parties. Such waiver, consent, modification, or change if made, shall be effective only in specific instances and for the specific purpose given.

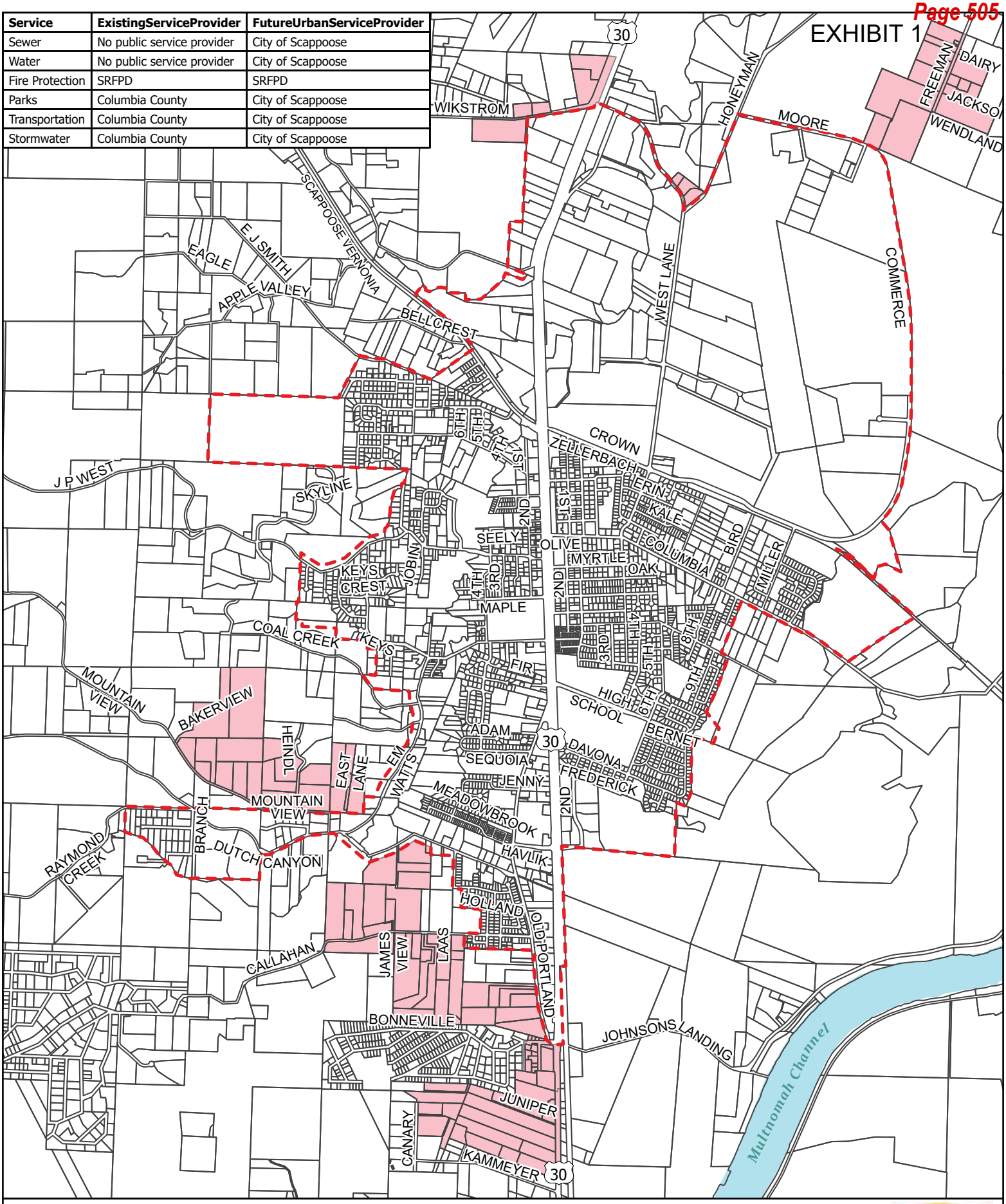
e. The Agreement may be executed in any number of counterparts, each of which so executed shall be deemed to be an original and such counterparts shall together constitute but one and the same Agreement.

In witness whereof, the parties hereto have executed this Agreement as of the date last set forth below.

CITY OF SCAPPOOSE, OREGON	COLUMBIA COUNTY, OREGON
Signature: _____	Signature: _____
Name: _____	Name: _____
Title: _____	Title: _____
Date: _____	Date: _____

EXHIBIT 1

Service	ExistingServiceProvider	FutureUrbanServiceProvider
Sewer	No public service provider	City of Scappoose
Water	No public service provider	City of Scappoose
Fire Protection	SRFPD	SRFPD
Parks	Columbia County	City of Scappoose
Transportation	Columbia County	City of Scappoose
Stormwater	Columbia County	City of Scappoose



URA
Taxlots
UGB

N

0 0.25 0.5 1 Miles

Exhibit 2

Urban Service Transition Policies

The County and City agree that the following terms and conditions set forth the terms by which service responsibility will be transferred or expanded:

1. Special Districts. The City shall agree to the formation of any special district within the URA prior to the approval of the formation of the district. This provision shall not apply to County-wide service districts formed under ORS 451.

2. Service Expansion Plans. Service expansion plans shall be consistent with the Scappoose Comprehensive Plan. As the future provider of water, sewer, parks, transportation and stormwater, the City shall prepare, from time to time, updated utility expansion plans. These plans shall provide a basis for the extension of services within the UGB, and as such shall be referred to the County for information and comment.

3. Transition Policies Relating to Service Responsibility.

    a. Sewer Service. There will be no public provider of sanitary sewer service until City services are available, except in the case of a state mandate due to a health hazard. At the time of annexation, the City will require hook-up to City sanitary sewer services. There shall be no special sanitary sewer districts created in the Urban Reserve Area. Nothing in this provision shall limit the ability of individuals to provide septic services (i.e. septic sewer systems) on their own private property within the Urban Reserve Area.

    b. Potable Water Service. There will be no public provider of potable water service until City services are available. At the time of annexation, an owner may request connection to City potable water. There shall be no special water districts created in the Urban Reserves Area. Nothing in this provision shall limit the ability of individuals to provide services on their own private property within the Urban Reserves Area.

    c. Fire Protection. Scappoose Rural Fire Protection District provides fire protection services to property within the Urban Reserves Area, the Urban Growth Boundary, and the City limits.

d. Parks. Columbia County provides park services within the Urban Reserves Area. The City of Scappoose will provide park services as park properties are included within City limits, unless agreed otherwise.

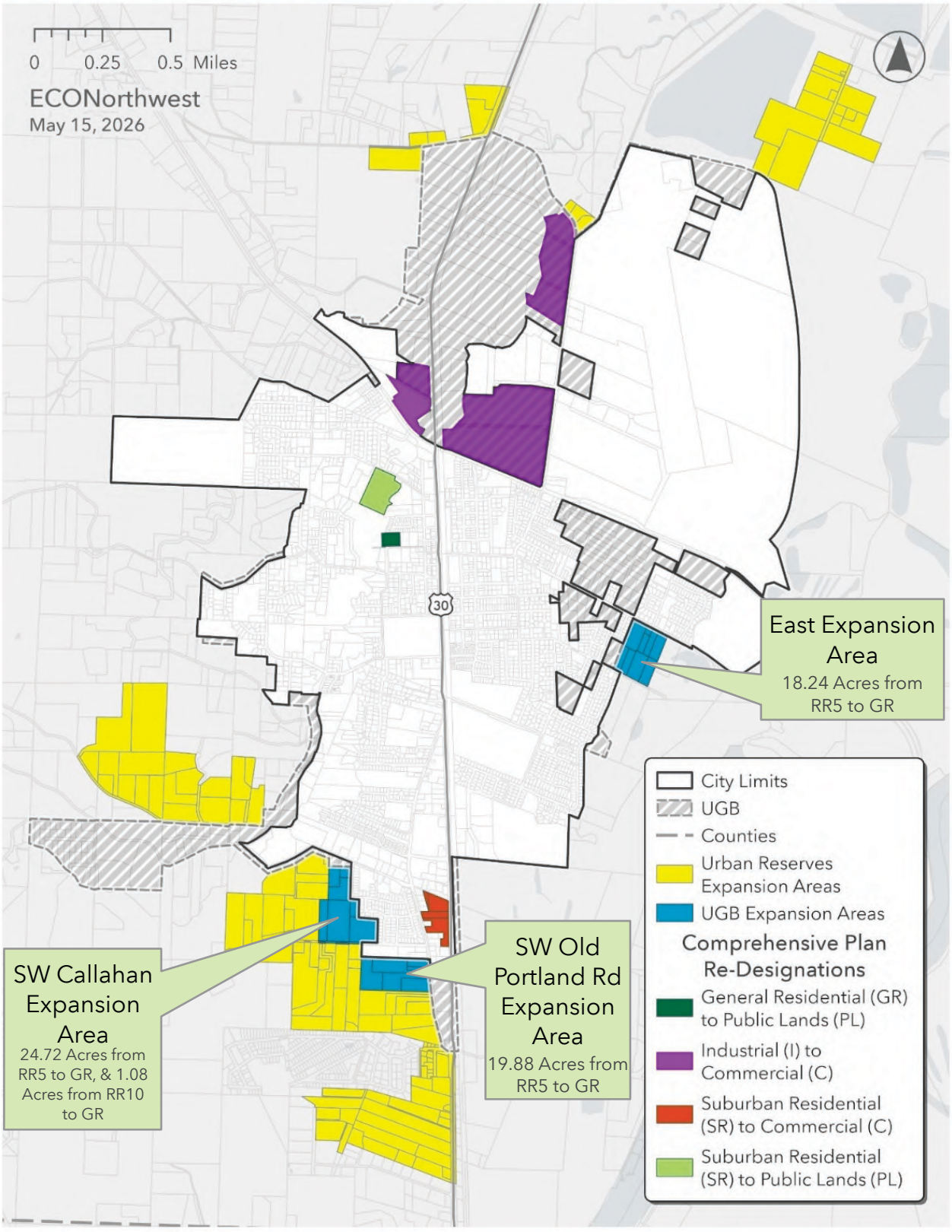
e. Transportation. Columbia County provides transportation services on County roads within the Urban Reserves Area. Columbia County policies for road design and construction standards shall be utilized in the Urban Reserve Area. Per the Columbia County ordinances, the Columba County Public Works Director may require roads to be constructed to City of Scappoose standards within the Urban Growth Boundary. Upon annexation into City limits, the City will accept Columbia County roads that have been brought up to City standards as outlined in the Public Works Design Standards and current version of the Scappoose Transportation System Plan.

   The Oregon Department of Transportation (ODOT) provides transportation services on state highways within the Urban Reserves Area. ODOT retains jurisdiction and maintenance responsibilities on all state highways after incorporation into the Urban Growth Boundary and annexation into City limits.

f. Stormwater management. Columbia County provides public storm water management services to property where required within the Urban Reserves area. The City will provide storm water management services to property within the City limits. Transition of public storm water management services will follow transition of road maintenance responsibilities.

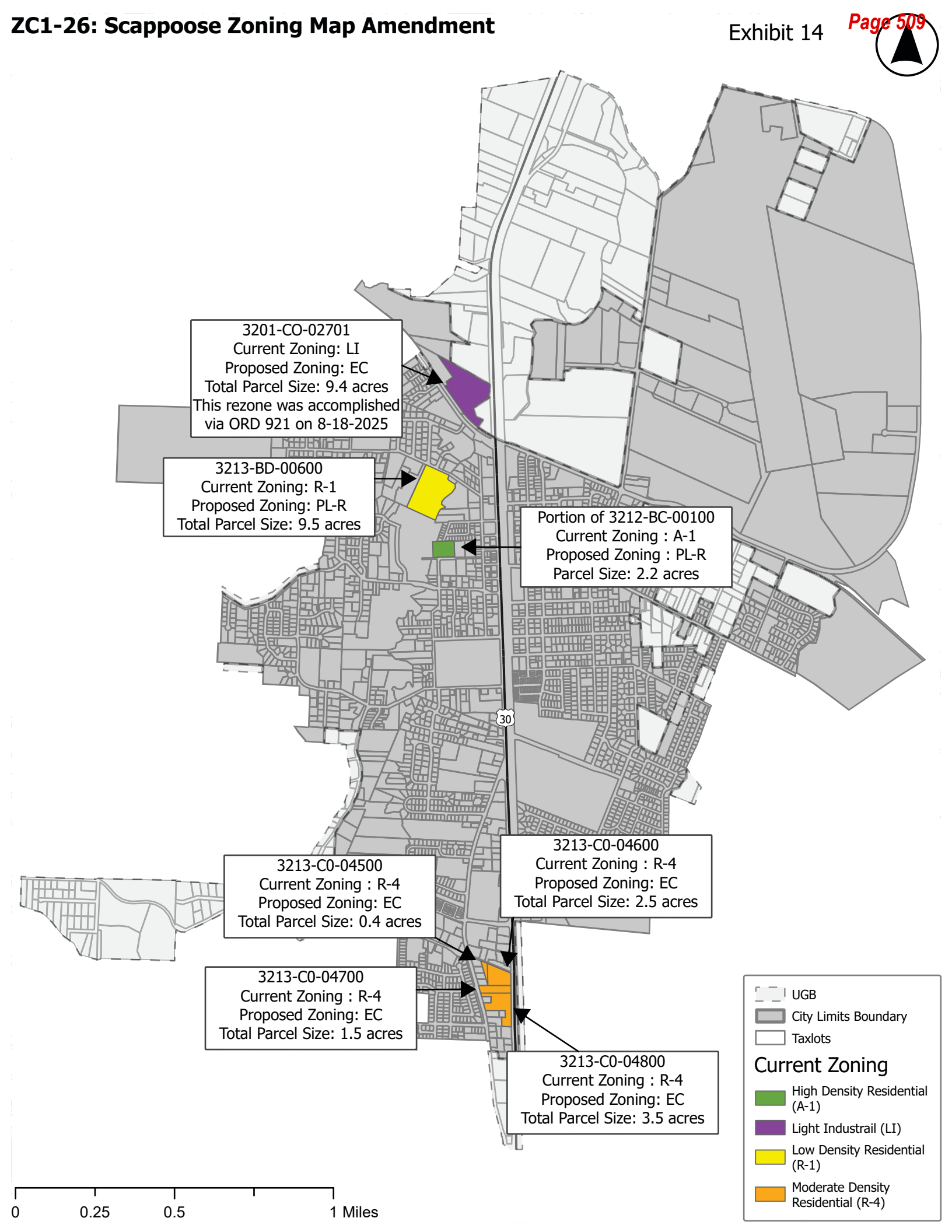
Exhibit 13

CPMA1-26: Scappoose Comprehensive Plan Map Amendment



ZC1-26: Scappoose Zoning Map Amendment

Exhibit 14



Properties Proposed for Rezoning and/or Re-designation

TRS	Taxlot	Acres_1	StreetAddress	City	Zip_1
3.00N2.00W 1A0--0000	02002	6.16	53787 WEST LANE RD	Scappoose	97056
3.00N2.00W 1A0--0000	02000	12.24	53787 WEST LANE RD	Scappoose	97056
3.00N2.00W 1D0--0000	00602	28.91	33485 CROWN ZELLERBACH RD	Scappoose	97056
3.00N2.00W 1C0--0000	02800	6.97	53195 COLUMBIA RIVER HWY	Scappoose	97056
3.00N2.00W12BD--0000	00600	9.54	33306 NW E J SMITH RD	Scappoose	97056
3.00N2.00W13C0--0000	04500	0.44	33532 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	04600	2.54	33532 SW DUTCH CANYON RD	Scappoose	97056
3.00N2.00W13C0--0000	04700	1.49	51200 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W13C0--0000	04800	3.49	51184 SW OLD PORTLAND RD	Scappoose	97056
3.00N2.00W1200--0000	00100	36.82	33475 CROWN ZELLERBACH RD	Scappoose	97056
3.00N2.00W12BC--0000	00100	2.22	33306 NW Seely Lane	Scappoose	97056
3.00N2.00W1D0--0000	01300	9.81	53363 WEST LANE RD	Scappoose	97056

Comprehensive Plan Map Amendment (CPMA1-26) & Zone Change (ZC1-26) Findings

BACKGROUND AND SUBJECT SITES

The City of Scappoose is developing a 50-Year Plan that includes an Urban Growth Boundary (UGB) expansion and establishment of Urban Reserves to meet the forecasted 50-year growth demand. In addition to UGB expansion and Urban Reserves, the city has identified zone changes and comprehensive plan map redesignations necessary to allow the opportunity for the provision of expanded commercial development opportunities as well as the establishment of public recreation facilities.

The proposed change areas are applicable to whole parcels, assuming the whole area could be redeveloped with new uses. The changes are summarized below and shown in the map of Proposed Comprehensive Plan Map Amendments and map of Proposed Zoning Map Amendments included as **Exhibits 13 & 14**, respectively.

Comprehensive Plan Map Redesignations:

a. Six parcels with 100.9 total acres located in the north portion of the city, changing from Industrial to Commercial plan designation. Parcels include: 3201-AO-02002, 3201-AO-02000, 3201-DO-00602, 3201-DO-01300, 3212-00-00100, 3201-CO-02800 and 3201-CO-02701[1]
b. One parcel (portion of tax lot 3212-BC-00100) with 2.2 total acres from General Residential to Public Lands to reflect the current use as a City park.
c. One parcel (3213-BD-00600) with 9.5 total acres from Suburban Residential to Public Lands to reflect the current use as a City park.
d. Four parcels (3213-CO-04500, 3213-CO-04600, 3213-CO-04700, 3213-CO-04800) with 7.9 total acres from Suburban Residential to Commercial

Zoning Map Amendments:

a. One parcel (3201-CO-02701) with 9.4 total acres located in the north portion of the city, changing from LI (Light Industrial) zoning to EC (Expanded Commercial) [2]
b. One parcel (portion of tax lot 3212-BC-00100) with 2.2 total acres located near the center of the city, changing from A-1 (High Density Residential) zoning to PL-R zoning (Public Land).
c. One parcel (3213-BD-00600) with 9.5 total acres located near the center of the city, changing from R-1 (Low Density Residential) zoning to PL-R zoning (Public Land).
d. Four parcels (3213-CO-04500, 3213-CO-04600, 3213-CO-04700, 3213-CO-04800) with 7.9 total acres located in the south portion of the city, changing from R-4 (Moderate Density Residential) zoning to EC (Expanded Commercial).

FINDINGS OF FACT

The following sections of the Scappoose Municipal Code, Scappoose Development Code, Scappoose Comprehensive Plan, Oregon Administrative Rules, and Oregon Statewide Planning Goals are applicable to this request:

Chapter 17.22

[1] This tax lot has already been redesignated from Industrial to Commercial and rezoned from Light Industrial to Expanded Commercial via ORD 921, adopted on August 18, 2025.
[2] This tax lot has already been redesignated from Industrial to Commercial and rezoned from Light Industrial to Expanded Commercial via ORD 921, adopted on August 18, 2025.

AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

17.22.040 Approval criteria.

Planning commission 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;

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: The proposed amendments to the Comprehensive Plan Map and Zoning Map are consistent with the applicable Oregon Statewide Planning Goals, ORS, Comprehensive Plan, and Development Code. Detailed findings to these policies are found in the applicable sections of this staff report. Section 17.22.040(A-B) is satisfied.

C. The change will not adversely affect the health, safety, and welfare of the community;

Finding: The proposed amendments include redesignating land from Industrial and Suburban Residential to Commercial and from Suburban Residential and General Residential to Public Lands and rezoning land from LI (Light Industrial) to EC (Expanded Commercial), from R-4 (Moderate Density Residential) to EC (Expanded Commercial) and from R-1 (Low Density Residential) and A-1 (High Density Residential) to PL-R (Public Land - Recreation). Development of the land in the EC zone (including the redesignated land to commercial once it is annexed into the city and zoned EC) is subject to Chapter 17.68 – Expanded Commercial, and other applicable requirements that will ensure that development in the EC zone will not have negative impacts on the health, safety, and general welfare of the community. Similarly, Chapter 17.79 – Public Lands – Recreation, and other applicable requirements will ensure future development of the property rezoned to PL-R will not have negative impacts on the health, safety, and general welfare of the community. Section 17.22.040(C) is satisfied.

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 two parcels located in the central portion of the City are proposed to change to Public Land – Recreation (PL-R) and have already been approved to develop or have been developed as City parks, which is a permitted use in the existing residential zones. The redesignation to Commercial and the rezoning to Expanded Commercial (EC) of selected parcels is based on findings in the City's 2023 - 2043 Economic Opportunities Analysis (EOA) that there is a deficit of commercial land available to meet the identified need in the 20-year planning horizon. The 2023 - 2043 EOA also identified a surplus of industrial land, supporting the proposed redesignation of Industrial to Commercial and the zone change from LI to EC. The properties in the southern portion of the city proposed for rezoning from R-4 (Moderate Density Residential) to EC (Expanded Commercial) are proposed to support the findings of the EOA that additional commercial land is needed in appropriate locations, such as along Highway 30 (as proposed). Additional findings and discussion regarding the EOA, needed commercial land, and these land use efficiency measures can be found in **Exhibits 3** (EOA), **10** (UGB, Urban Reserves, and Comprehensive Plan Text Findings) and **11** (HCA & EOA Findings). Section 17.22.040(D) is satisfied.

E. The amendment conforms to Section 17.22.050.

Finding: Compliance with Section 17.22.050 is discussed below. Section 17.22.040(E) is satisfied.

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.

Finding: Since the City is proposing an amendment to the Comprehensive Plan Map and Zoning Map, the City has completed a Transportation Planning Rule (TPR) Analysis conducted by DKS Associates for the proposed amendments (included as **Exhibit 20**). The TPR Analysis was reviewed by ODOT, who confirmed the methodology within the report. Per the TPR Analysis, the total daily trip estimates for each proposed redesignation and zone change exceed 400 net new daily trips under the new designation and/or new zone, except for the two smallest parcels converting to expanded commercial (identified as 3213-C0-04500 and 3213-C0-04700). The resulting level of trip growth from the proposed changes were evaluated further to determine if any capacity mitigations would be required due to the significant effect.

The TPR Analysis indicates that mitigation would be required and proposes mitigation measures in the form of Parcel Trip Caps for each of the nine parcels (see **Table 11** – **Parcel Trip Cap Summary** in the TPR Analysis Rezoning document), which ODOT reviewed and concurred with. In order to fully comply with the Transportation Planning Rule, the development of the parcels proposed for redesignation or rezoning shall be limited to the parcel trip caps identified in **Table 11** of the TPR Analysis Rezoning document. The conditions of approval require that prior to updating the Comprehensive Plan Map or Zoning Map, the trip caps as depicted in **Table 11** – **Parcel Trip Cap Summary of Exhibit 20** (Rezone Transportation Analysis by DKS Associates dated March 21, 2025), shall be recorded against those properties to mitigate potential significant effects on the transportation system. Once an updated Transportation System Plan[3] is adopted that accounts for the new Comprehensive plan Map designations and Zoning Map amendments, the trip caps will be reevaluated and removed, if applicable. Section 17.22.050 will be satisfied when the Parcel Trip Caps in Table 11 of the TPR Analysis Rezoning document are recorded against each property.

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:

[3] The City will be updating its 2016 Transportation System Plan (TSP) beginning in fall/winter 2026 and was awarded a Transportation Growth Management (TGM) Grant to complete this work.

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 Municipal Code, as detailed in the findings. The City has publicized the proposed amendments and will hold hearings in accordance with applicable laws. The City has identified zone changes and comprehensive plan map redesignations necessary to allow the opportunity for the provision of expanded commercial development opportunities as well as the establishment of public recreation facilities. Section 17.160.120 is satisfied.

SCAPPOOSE COMPREHENSIVE PLAN

POLICIES FOR ECONOMICS

1) Make sufficient suitable land available for the anticipated expansion of commercial and industrial activities identified in the Scappoose EOA.

Finding: The 2023 Scappoose EOA (**Exhibit 3**) determined that while the City currently has enough Industrially zoned land, it lacks sufficient Commercially zoned land to accommodate 20-year and 50-year projected land demand. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of Urban Reserves are designed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. Additional discussion and findings related to the redesignations and rezones and how these actions serve as land use efficiency measures are included in **Exhibit 10** (UGB, Urban Reserves, and Comprehensive Plan Tex Findings). This criterion is met.

2) Encourage the preservation, improvement and renewal of the existing business district of the City so that it will be allowed to play a role as a center of economic and civic activity for the entire community.

[...]

Finding: The subject sites considered for rezoning and redesignation are within the City's existing business districts and employment designations. Rezoning to EC and redesignating to Commercial is an improvement to the city's business district because the EC zone allows for more uses and a greater variety of uses than the LI zone, which provides for a more flexible expansion of economic activities. Maximizing the highway-adjacent economic land in the UGB is an improvement to the city's business district and will provide additional opportunities for commercial development that will support economic and civic activity for the entire community. This criterion is met.

4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.

[...]

Finding: The EC zone and Commercial designation allow for more uses and a greater variety of uses than the LI zone and Industrial designation. This permits a wider range of development opportunities and therefore in general, more employment opportunities. This criterion is met.

8) Work with local mining industries to rehabilitate the gravel pits so that there will be an efficient use of land and the pits will not be an eyesore.

Finding: The city is working with a local gravel mine operator who is currently reclaiming/filling their site under a DOGAMI (Department of Geology and Mining Industries) permit since gravel mining has now been completed. As part of the land use efficiency efforts, the city is proposing a redesignation of this previous gravel mine (3201-DO-00602 and 3212-00-00100, 51 buildable acres of land) from Industrial to Commercial on the Comprehensive Plan map since the city enjoys a surplus of Industrial land. This filling of the site means that the previous gravel pits will not be an eyesore and will allow the land to be used efficiently for commercial purposes in the future. This criterion is met.

16) Protect industrial, airport-related and commercially designated areas for their intended uses as identified in the Scappoose Economic Opportunities Analysis.

[...]

Finding: The 2023 EOA (**Exhibit 3**) found that there was a surplus of industrial zoned land and a deficit of commercially zoned land. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation would help meet the need for additional commercial land, without negatively affecting industrial land needs since there is a surplus. The proposed amendment does not include re-zoning employment land to non-employment uses. Overall, the rezoning aids to better balance the land use inventory to align with the EOA. This criterion is met.

18) Take actions called for in the EOA to increase local employment and improve the population to employment balance.

Finding: The 2023 EOA (**Exhibit 3**) determined that the City does not have enough land zoned for commercial use to meet projected demand over 20 years and 50 years. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of urban reserves are designed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. This would help improve the balance of residents to jobs in the area. This criterion is met.

Policies 3, 5 - 7, 9 – 15 and 17 are not applicable to this request.

GENERAL GOALS OF THE CITY OF SCAPPOOSE FOR LAND USES

5) Sufficient area for the expansion of all major land uses for the next twenty years should be provided.

Finding: The 2023 EOA (**Exhibit 3**) and Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs (**Exhibit 4**) determined that Scappoose does not have enough land zoned for commercial uses to meet projected demand over 20 years and 50 years. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation and establishment of urban reserves are designed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. This criterion is met.

6) Commercial areas should provide maximum service to the public and should be safely integrated into the physical pattern of the community.

Finding: The proposed redesignation and rezoning of land to Commercial and Expanded Commercial are in areas of the City close to services and HWY 30, making them suitable for commercial development.

Future development of these lands will be required to undergo Site Development Review to ensure that the development is safely integrated into the physical pattern of the community. This criterion is met.

9) Open spaces should be protected for future generations.

Finding: Two parcels are proposed for redesignation and rezoning to Public Lands and Public Lands Recreation, respectively. These parcels are owned by the City and have been or are planned to be developed with park uses which will protect these open spaces for future generations. This criterion is met.

10) Public and semi-public developments should be located to encourage a pattern of land development that benefits the whole community.

Finding: Two parcels are proposed for redesignation and rezoning to Public Lands and Public Lands Recreation, respectively. These parcels are owned by the City and have been or are planned to be developed with park uses to benefit the whole community. This criterion is met.

14) The local economy should be strengthened and diversified.

Finding: Rezoning to EC and redesignating to Commercial is intended to strengthen and diversify the local economy since the EC zone allows for more uses and a greater variety of uses than the LI zone. Maximizing the highway-adjacent economic land in the UGB is an improvement to the city's business district and will provide additional opportunities for commercial development that will support economic and civic activity for the entire community. This criterion is met.

Goals 1 – 4, 7 – 8, 11 – 13, and 15 – 19 are not applicable to this request.

POLICIES FOR THE COMMERCIAL LAND USE DESIGNATION

1) Make sufficient land available for the anticipated expansion of commercial and industrial activities.

Finding: The 2023 EOA (**Exhibit 3**)) and Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs (**Exhibit 4**) determined that while the City currently has a surplus of industrially zoned land, it lacks sufficient commercially zoned land to accommodate 20-year and 50-year projected land demand. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation is proposed to address this shortage and provide adequate commercial land matched to Scappoose's future commercial job growth needs. This criterion is met.

10) Not expand the amount of commercially zoned land until sufficient in-filling has occurred in vacant areas.

Finding: The Scappoose EOA (**Exhibit 3**) and Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs (**Exhibit 4**) determined that the City lacks sufficient commercially zoned land to accommodate 20-year and 50-year projected land demand. The proposed redesignation of 68 buildable acres from an Industrial Plan designation to a Commercial Plan designation will ensure there continues to be enough commercial land to accommodate growth. This criterion is met.

Policies 2 – 9 are not applicable to this request.

POLICIES FOR THE PUBLIC AND SEMI-PUBLIC LAND USE DESIGNATION

3) Amend the Comprehensive Plan Map as public and semi-public agencies designate which sites they propose to utilize for future development.

Finding: Two parcels are proposed for redesignation and rezoning to Public Lands and Public Lands Recreation, respectively. These parcels are owned by the City and have been or are planned to be developed with park uses. This criterion is met.

Policies 1 – 2 and 4 – 6 are not applicable to this request.

Oregon Administrative Rules 660-009-0010

APPLICATION

[…]

(4) For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or any other employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

> *(a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division;* ***or***
>
> *(b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division;* ***or***
>
> *(c) Adopt a combination of the above, consistent with the requirements of this division.*

Finding: The proposal includes the redesignation and rezoning of several parcels from Residential or Industrial to Commercial (EC zoning would be applied after annexation for properties in the UGB, but not yet within City limits). The addition of these properties into the employment land base is supported by the findings in the City's 2023 – 2024 Economic Opportunities Analysis (EOA, **Exhibit 3**), which identified a surplus of industrial land for the 20-year planning horizon and is in compliance with OAR 660-009-0010. See additional findings related to the surplus of Industrial land in **Exhibits 3**, (EOA), **4** (Analysis of Public and Semi-Public Land Needs and 50-Year Land Needs) and **10** (UGB, Reserves, and Comprehensive Plan Text Findings). The redesignation and rezoning from Industrial to Commercial uses serves as a land use efficiency measure as discussed further in **Exhibit 10**. OAR 660-009-0010(4) is satisfied.

Oregon Administrative Rules 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 City is proposing an amendment to the Comprehensive Plan Map and Zoning Map, the City has completed a Transportation Planning Rule (TPR) Analysis conducted by DKS Associates for the proposed amendments (included as **Exhibit 20**). The TPR Analysis was reviewed by ODOT, who confirmed the methodology within the report. Per the TPR Analysis, the total daily trip estimates for each proposed redesignation and zone change exceed 400 net new daily trips under the new designation and/or new zone, except for the two smallest parcels converting to expanded commercial (identified as 3213-C0-04500 and 3213-C0-04700). The resulting level of trip growth from the proposed changes were evaluated further to determine if any capacity mitigations would be required due to the significant effect.

The TPR Analysis indicates that mitigation would be required and proposes mitigation measures in the form of Parcel Trip Caps for each of the nine parcels (see **Table 11** – **Parcel Trip Cap Summary** in the TPR Analysis Rezoning document), which ODOT reviewed and concurred with. In order to fully comply with the Transportation Planning Rule, the development of the parcels proposed for redesignation or rezoning shall be limited to the parcel trip caps identified in **Table 11** of the TPR Analysis Rezoning document. The conditions of approval require that prior to updating the Comprehensive Plan Map or Zoning Map, the trip caps as depicted in **Table 11** – **Parcel Trip Cap Summary of Exhibit 20** (Rezone Transportation Analysis by DKS Associates dated March 21, 2025), shall be recorded against those properties to mitigate potential significant effects on the transportation system. Once an updated Transportation System Plan[4] is adopted that accounts for the new Comprehensive plan Map designations and Zoning Map amendments, the trip caps will be reevaluated and removed, if applicable. Section 17.22.050 will be satisfied when the Parcel Trip Caps in Table 11 of the TPR Analysis Rezoning document are recorded against each property. OAR 660-012-0060 is satisfied.

[4] The City will be updating its 2016 Transportation System Plan (TSP) beginning in fall/winter 2026 and was awarded a Transportation Growth Management (TGM) Grant to complete this work.

OREGON STATEWIDE PLANNING GOALS[5]

Goal 1: Citizen Involvement

Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.

Finding: This application complies with the citizen involvement processes included in the City's acknowledged Comprehensive Plan and Chapter 17.160 of the Scappoose Development Code, which are consistent with Statewide Planning Goal #1. The Planning Commission and City Council will hold public hearings on the proposal prior to adopting any amendments to the Comprehensive Plan Map or Zoning Map. Citizens may submit written or verbal testimony regarding the proposed Map Amendment. This process allows for citizens to communicate their input into the amendment review conducted by the City. For this application, the Planning Commission hearing date is June 25, 2026 and the City Council's hearing date is July 20, 2026. Statewide Planning Goal #1 is satisfied.

Goal 2: Land Use Planning

Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted. It requires that plans be based on "factual information"; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should not be applied to a particular area or situation.

Finding: The procedural framework requirements for the proposed CPMA and ZC are contained in the Development Code, which involve assessment of the application's merits, notice to affected parties, and public hearings. The proposal is to amend the Comprehensive Plan Map and Zoning Map. Notice of the proposed CPMA and ZC has been provided to DLCD and other agencies as required. The City's decision is based on findings of fact contained in this staff report. Statewide Planning Goal #2 is satisfied.

Goal 9: Economy of the State

Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.

Finding: The proposal includes the redesignation and rezoning of several parcels from residential or industrial to commercial (EC when zoning is updated). The addition of these properties into the employment land base is supported by the findings in the City's most recent Economic Opportunities Analysis (EOA, **Exhibit 3**), which is in compliance with OAR 660-009-0010. Statewide Planning Goal #9 is satisfied.

Goal 10: Housing

---

[5] *Note: All policies used for the Goals are sourced from "A Summary of Oregon's Statewide Planning Goals", available at https://www.oregon.gov/lcd/OP/Documents/goalssummary.pdf.*

Objective: To provide for the housing needs of citizens of the state.

Finding: The proposal includes rezoning 7.9 acres of residential land to EC (Expanded Commercial). In addition, 9.5 acres is proposed for rezoning from residential to PL-R (Public Land- Recreation). The properties proposed for rezone to EC have been found through the 50-Year Plan process to be best suited for employment lands, due to the location along US 30. In addition, the EC zoning district permits multi-family and mixed-use development and lands zoned EC in Scappoose often develop with a multi-family housing component, often providing more housing units than would be provided under a standard residential zoning designation. The properties proposed for PL-R are approved to develop or have been developed as a City park. Finally, the city's Housing Capacity Analysis (HCA, **Exhibit 2**) and Economic Opportunities Analysis (EOA, **Exhibit 3**) were recently updated to reflect these properties as appropriate for economic development rather than residential development. The HCA further identifies the city's housing need over the 20-year planning horizon in compliance with Statewide Planning Goal #10. The City is proposing a UGB expansion of 64 acres and establishment of Urban Reserves of 480 acres to ensure adequate land is available over the 20- and 50-year periods to provide for the housing needs of the citizens of Scappoose. Additional findings related to the rezoning and land use efficiency measures can be found in **Exhibit 10** (UGB, Reserves, and Comprehensive Plan Text Findings). Statewide Planning Goal #10 is satisfied.

Goal 12: Transportation

The goal aims to provide "a safe, convenient and economic transportation system." It asks for communities to address the needs of the "transportation disadvantaged."

Finding: Since the City is proposing an amendment to the Comprehensive Plan Map and Zoning Map, the City has completed a Transportation Planning Rule (TPR) Analysis conducted by DKS Associates for the proposed amendments (included as **Exhibit 20**). The TPR Analysis was reviewed by ODOT, who confirmed the methodology within the report. Per the TPR Analysis, the total daily trip estimates for each proposed redesignation and zone change exceed 400 net new daily trips under the new designation and/or new zone, except for the two smallest parcels converting to expanded commercial (identified as 3213-C0-04500 and 3213-C0-04700). The resulting level of trip growth from the proposed changes were evaluated further to determine if any capacity mitigations would be required due to the significant effect.

The TPR Analysis indicates that mitigation would be required and proposes mitigation measures in the form of Parcel Trip Caps for each of the nine parcels (see **Table 11** – **Parcel Trip Cap Summary** in the TPR Analysis Rezoning document), which ODOT reviewed and concurred with. In order to fully comply with the Transportation Planning Rule, the development of the parcels proposed for redesignation or rezoning shall be limited to the parcel trip caps identified in **Table 11** of the TPR Analysis Rezoning document. The conditions of approval require that prior to updating the Comprehensive Plan Map or Zoning Map, the trip caps as depicted in **Table 11** – **Parcel Trip Cap Summary of Exhibit 20** (Rezone Transportation Analysis by DKS Associates dated March 21, 2025), shall be recorded against those properties to mitigate potential significant effects on the transportation system. Once an updated Transportation System Plan[6] is adopted that accounts for the new Comprehensive plan Map designations and Zoning Map amendments, the trip caps will be reevaluated and removed, if applicable. The City is addressing Goal 12 by updating its TSP to account for the rezonings and has included the necessary mitigation by requiring trip caps to ensure there are no significant effects on the transportation system until such time that the updated TSP is adopted. Statewide Planning Goal #12 is satisfied.

[6] The City will be updating its 2016 Transportation System Plan (TSP) beginning in fall/winter 2026 and was awarded a Transportation Growth Management (TGM) Grant to complete this work.

Statewide Land Use Planning Goals 3 - 8, 11 and 13 - 19 are not applicable to this land use action.

Scappoose Development Code Text Ammendments (DCTA1-26) Summary

Section	Effect of amendment	Reason
17.22 Amendments to the Title, Comprehensive Plan, and Maps		
17.22.020 Legislative amendments	Clarifies that legislative amendments are Type IV decisions.	Add Clarity
17.22.030 Quasi-judicial amendments	Clarifies that quasi-judicial amendments are Type III decisions.	Add Clarity
17.26 Definitions		
17.26.030 Meaning of specific words and terms.	"Access Way" updated to broaden the review authority from "planning commission" to "the city" to address instances where decision maker is not the PC.	Best Practice/Add Clarity/Legislative Requirement- HB 4037
	"Child care center" and "Family child care home" definitions added, "Day care facility" and "Day care home" definitions removed to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021) HB 3560 (2025)
	"Dwelling unit", "Lot, through" and "Property line" definitions updated, "Family" definition removed and "Transportation terminal" definition added for clarity.	Add Clarity
	"Manufactured dwelling", "Mobile home", "Modular home" and "Residential trailer" definitions added, "Manufactured dwelling park" and "Recreational vehicle park" updated.	Legislative Requirement- HB 4064 (2022)
	"Middle housing" definition added to identify duplexes, triplexes, quadplexes, cottage cluster and townhouses as middle housing types.	Legislative Requirement- HB 2001 (2019)
17.44 R-1 Low Density		
17.44.030 Permitted and conditional uses.	Remove reference to Section 17.94.030 for Manufactured homes on individual lots. Section 17.94.030 removed to remove design standards applicable to manufactured homes on individual lots that are not applicable to single-family detached homes.	Legislative Requirement- HB 4064 (2022)
	Change "Day care home" to "Family child care home" and "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
	Update footnote 2 applicable to conditional uses to specify that development within the Scappoose Creek Flood Plain is subject to 17.84 and the uses permitted therein.	Best Practice/Add Clarity
17.44.050 Dimensional requirements.	Duplex added to single-family detached such that dimensional requirements are identical.	Legislative Requirement- HB 2001 (2019)
	Accessory building maximum height increased from 22 to 26 feet to allow space over a garage and to allow accessory structures to be 75% of the maximum height (35 feet) of the zone.	Best Practice/Land Use Efficency Measure

	Add an additional maximum building coverage of 50% for lots with primary and accessory dwelling (primary unit only stays at 35%).	Best Practice/Land Use Efficiency Measure
17.50 R-4 Moderate Density		
17.50.030 Permitted and conditional uses.	Remove reference to Section 17.94.030 for Manufactured homes on individual lots. Section 17.94.030 removed to remove design standards applicable to manufactured homes on individual lots that are not applicable to single-family detached homes.Manufactured home park changed to Manufactured dwelling park for consistency with legislative language.	Legislative Requirement- HB 4064 (2022)
	Change "Day care home" to "Family child care home" and "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
	Update footnote 2 applicable to conditional uses to specify that development within the Scappoose Creek Flood Plain is subject to 17.84 and the uses permitted therein.	Best Practice/Add Clarity
17.50.050 Dimensional requirements.	Townhouse minimum lot area reduced from 7,000 sf for first two units and 2,000 sf for each additional unit to 6,000 sf for the first two units and 1,500 sf for each additional unit to better reflect typical townhouse lot sizes.	Best Practice/Land Use Efficiency Measure
	Duplex minimum lot area reduced from 7,000 sf to 5,000 sf (same as single-family detached)	Legislative Requirement- HB 2001 (2019)/Land Use Efficiency Measure
	Triplex and quadplex minimum lot area reduced from 7,000 sf for first two attached units and 2,000 sf for each additional units to 6,000 sf for first two attached units and 1,500 sf for each additional unit to better reflect market practices.	Best Practice/Land Use Efficiency Measure
	Accessory building maximum height increased from 22 to 26 feet to allow space over a garage and to allow accessory structures to be 75% of the maximum height (35 feet) of the zone.	Best Practice/Land Use Efficiency Measure
	Allow maximum building coverage of 50% for lots with primary and accessory dwelling (primary unit only stays at 35%).	Best Practice/Land Use Efficiency Measure
17.54 MH Manufactured Housing		
	Remove reference to Section 17.94.030 for Manufactured homes on individual lots. Section 17.94.030 removed to remove design standards applicable to manufactured homes on individual lots that are not applicable to single-family detached homes. Manufactured home park changed to Manufactured dwelling park for consistency with legislative language.	Legislative Requirement- HB 4064 (2022)

17.54.030 Permitted and conditional uses.	Change "Day care home" to "Family child care home" and "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
	Update footnote 2 applicable to conditional uses to specify that development within the Scappoose Creek Flood Plain is subject to 17.84 and the uses permitted therein.	Best Practice/Add Clarity
17.54.050 Dimensional requirements.	Townhouse minimum lot area reduced from 7,000 sf for first two units and 2,000 sf for each additional unit to 6,000 sf for the first two units and 1,500 sf for each additional unit to better reflect typical townhouse lot sizes.	Best Practice/Land Use Efficiency Measure
	Duplex minimum lot area reduced from 7,000 sf to 5,000 sf (same as single-family detached)	Legislative Requirement- HB 2001 (2019)/Land Use Efficiency Measure
	Triplex and quadplex minimum lot area reduced from 7,000 sf for first two attached units and 2,000 sf for each additional units to 6,000 sf for first two attached units and 1,500 sf for each additional unit to better reflect market practices.	Best Practice/Land Use Efficiency Measure
	Accessory building maximum height increased from 22 to 26 feet to allow space over a garage and to allow accessory structures to be 75% of the maximum height (35 feet) of the zone.	Best Practice/Land Use Efficiency Measure
	Allow maximum building coverage of 50% for lots with primary and accessory dwelling (primary unit only stays at 35%).	Best Practice/Land Use Efficiency Measure
17.56 A-1 High Density Residential		
17.56.020 Permitted and conditional uses.	Manufactured home park changed to Manufactured dwelling park for consistency with legislative language and reference updated to reflect changes to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
	Change "Day care home" to "Family child care home" and "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
	Update footnote 2 applicable to conditional uses to specify that development within the Scappoose Creek Flood Plain is subject to 17.84 and the uses permitted therein.	Best Practice/Add Clarity

17.56.050 Dimensional requirements.	Multifamily building minimum lot area reduced from 5,000 sf for first two attached units and 2,000 sf for each additional unit to 4,000 sf for first two attached units and 1,500 sf for each additional unit.	Best Practice/Land Use Efficiency Measure
	Townhouse minimum lot area decreased from 2,500 sf per unit to 4,000 sf for the first two units and 1,500 sf for each additional unit to better reflect typical townhouse lot sizes.	Best Practice/Land Use Efficiency Measure
	Duplex minimum lot area reduced from 5,000 sf to 4,000 sf.	Land Use Efficiency Measure
	Triplex and quadplex minimum lot area reduced from 5,000 sf for first two attached units and 2,000 sf for each additional units to 4,000 sf for first two attached units and 1,500 sf for each additional unit to better reflect market practices.	Best Practice/Land Use Efficiency Measure
	Distance between multifamily buildings on same lot reduced from 15 to 10 ft	Best Practice/Land Use Efficiency Measure
17.56.070 Special Buffer Requirements from multifamily and live/work multifamily buildings.	Clarify that buffer requirements apply when units exceed two stories in height. Specify fencing and landscaping and setback restrictions that are clear and objective.	Best Practice/Legislative Requirement ORS 197A.400
17.62 C General Commercial		
17.62.030 Permitted and Conditional Uses.	Affordable housing and mixed use added as permitted uses.	Best Practice/Legislative Requirement ORS 197A.445-460
	Change "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
	Move "outside dining facilities" from "conditional" to "permitted" use.	Council Goal/Conformance with EOA
	Add "Food and beverage manufacturing and production with a building footprint less than 10,000 square feet in size with associated retail component, subject to Chapter 17.90 Environmental Performance Standards" as a permitted use	
	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
17.68 EC Expanded Commercial		
	Affordable housing added as a permitted use.	Best Practice/Legislative Requirement ORS 197A.445-460
	Change "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
	Move "outside dining facilities" from "conditional" to "permitted" use.	

17.68.030 Permitted and Conditional uses.	Add "Food and beverage manufacturing and production with a building footprint less than 10,000 square feet in size with associated retail component, subject to Chapter 17.90 Environmental Performance Standards" as a permitted use	Council Goal/Conformance with EOA
	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
	Exclude live/work units in flood plain from permitted uses	Best Practice/Add Clarity/Reflect flood plain standards
	"Manufactured Home Regulations" removed from reference to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
17.70 LI Light Industrial		
17.70.030 Permitted uses.	Move Type II Home Occupation from "conditional" to "permitted" use, subject to specific standards in 17.142 (that do not apply to Type I HO).	Best Practice/Add Clarity
	Change "Day care facility" to Child care center" to reflect language used in state legislation.	Legislative Requirement- HB 3109 (2021)
17.70.040 Conditional uses.	Remove Type II Home Occupation from "conditional".	Best Practice/Add Clarity
17.74 AE Airport Employment Overlay Zones		
17.74.010	Remove unnecessary reference to 2011 EOA.	Add Clarity/Conformance with EOA
17.74.030	Clarify applicability of AE Overlay zones.	Add Clarity/Conformance with EOA
17.74.080	Remove "Planning Commission" as review authority to allow flexibility where PC is not decision body.	Add Clarity/Legislative Requirement- HB 4037 (HB 2026)
	Modify site size standards.	Add Clarity/Conformance with EOA
	Update modification process from quasi-judicial to legislative by changing reference from Chapter 17.162 to 17.160.	Conformance with EOA
17.92 Accessory Dwelling Units		
17.92.020 Development standards.	Remove subjective design standards and parking requirements to ensure standards are clear and objective.	Best Practice/Legislative Requirement ORS 197A.400
17.94 Manufactured Dwelling and RV Park Regulations (Retitled)		
17.94.010 Purpose.	Manufactured home park changed to Manufactured dwelling park for consistency with legislative language and reference updated to reflect changes to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
17.94.020 Definitions.	Manufactured home park changed to Manufactured dwelling park for consistency with legislative language and reference updated to reflect changes to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
17.94.030 Manufactured homes outside manufactured home parks.	Section removed because manufactured homes on individual lots may only be subject to same dimensional standards as single-family dwelling.	Legislative Requirement- HB 4064 (2022)

17.94.040 Manufactured Dwelling park standards.	Manufactured home park changed to Manufactured dwelling park for consistency with legislative language and reference updated to reflect changes to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
17.94.060 Temporary use of manufactured dwellings.	Manufactured home park changed to Manufactured dwelling park for consistency with legislative language and reference updated to reflect changes to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
17.94.130 Structural alteration.	Manufactured home park changed to Manufactured dwelling park for consistency with legislative language and reference updated to reflect changes to Chapter 17.94.	Legislative Requirement- HB 4064 (2022)
17.100 Landscaping, Screening and Fencing		
17.100.100 Screening-Special provisions.	Remove parking area landscaping requirements from this section (added to Off-street parking section 17.106.060).	Best Practice/Add Clarity
17.100.110 Fences or walls.	Allow fences up to seven feet (formerly six feet) and revise approval authority from Planning Commission to Type II land use review.	Best Practice/Add Clarity/Legislative Requirement- HB 4037 (2026)
17.100.120 Required fencing of pools and ponds.	Clarify standards for fencing pools and add ponds.	Best Practice/Add Clarity
17.104 Street Trees		
17.104.030 Approval process.	Replace "insure" with "ensure".	Best Practice
17.104.040 Standards for street trees.	Add requirement that street trees have irrigation during the establishment period.	Best Practice
17.104.060 Maintenance of street trees.	Replace "lamp" with "light" and "insure" with "ensure".	Best Practice
17.104.080 Penalties for damage or removal of street trees.	Update language to specify consequences of damage or removal of street trees.	Best Practice/Add Clarity
17.106 Off-Street Parking and Loading Requirements		
17.106.015 Applicability of provisions.	Clarify applicability standards.	Add Clarity
17.106.020 (Formerly .030) Minimum off-street parking requirements.	Add middle housing types with one space per dwelling unit and ADUs with no parking required.	Land Use Efficiency Measure/Legislative Requirement- HB 2001 (2019)
17.106.030 (Formerly .020)	Update standards and reorganize section. Remove subjective standards to ensure all standards are clear and objective. Add middle housing types.	Best Practice/Legislative Requirement ORS 197A.400/Add Clarity
17.106.040 (Retitled) Similar use determination.	Update cross-reference.	Add Clarity
17.106.050 Bicycle parking.	New section added to provide clear and objective bicycle parking standards.	Best Practice/Add Clarity
17.106.060 Parking area landscaping.	New section (standards relocated from landscaping chapter, 17.100.100).	Add Clarity

17.106.080 Off-street loading.	New section added to provide clear and objective off-street loading standards.	Best Practice/Add Clarity
17.114 Signs		
17.114.020 General Provisions.	Update sign permit process to Type I. Remove language requiring signs to meet building setbacks.	Best Practice/Add Clarity
17.114.050 Electronic Display Signs.	Change sign message standard from twenty minutes to twenty seconds.	Add Clarity
17.114.055 Nonconforming and Abandoned Signs.	Update reference to appeal process.	Add Clarity
17.120 Site Development Review		
17.120.020 Applicability of provisions.	Add middle housing types, Type II home occupation, residential care homes and food cart pods to exemptions.	Best Practice/Add Clarity/Legislative Requirement- HB 2001 (2019)
17.120.030 Administration and approval process.	Clarify review types and review authorities.	Add Clarity
17.120.040 Expiration of approval.	Revise expiration period from one to two years and clarify review authority.	Best Practice/Add Clarity
17.120.050 Phased development.	Phase period increased from one to three years to three to four years and clarify review authority.	Best Practice/Add Clarity
17.120.070 Major modification to approved plans or existing development.	Clarification of what constitutes a major modification.	Add Clarity
17.120.080 Minor modification(s) to approved plans or existing development.	Clarification of what constitutes a minor modification.	Add Clarity
17.120.120 Site development plans.	Update and clarify standards applicable to site development plan application.	Best Practice/Add Clarity
17.120.180 (Retitled) Site Development Review Approval standards.	Update and clarify standards applicable to site development review application.	Best Practice/Legislative Requirement ORS 197A.400/Add Clarity
17.126 Food Cart Pod Permit		
17.126.020 Applicability and Exemptions.	Remove unnecessary exclusion of temporary uses.	Add Clarity
17.126.030 Permit Procedures.	Clarify review types and review authorities.	Add Clarity
17.130 Conditional Use		
17.130.020 Administration and approval process.	Update reference to process.	Add Clarity
17.130.030 Expiration of approval.	Conditional use expiration period changed from one year to two years.	Best Practice
17.130.040 (Retitled) Phased development.	Phase period increased from one to three years to three to four years.	Best Practice

17.130.050 Approval standards and conditions.	Update and clarify standards applicable to conditional uses.	Best Practice/Add Clarity
17.130.060 (Retitled) Major modification to approved conditional use.	Clarification of what constitutes a major modification.	Add Clarity
17.130.070 (Retitled) Minor modification to approved conditional use.	Clarification of what constitutes a minor modification.	Add Clarity
17.130.080 Application submission requirements.	Update and clarify standards applicable to conditional use application.	Best Practice/Add Clarity
17.130.090 (Retitled) Conditional use permit plans.	Update and clarify standards applicable to conditional use application.	Best Practice/Add Clarity
17.142 Home Occupations		
17.142.050 General approval criteria and standards.	Update and clarify standards applicable to home occupation application.	Best Practice/Add Clarity
17.142.060 Permit procedures.	Update and clarify review process, standards and review authority for all home occupations.	Best Practice/Add Clarity
17.142.090 Revocation and expiration of home occupation permits.	Remove "Planning Commission" as review authority as all home occupations are staff-level review.	Add Clarity
17.142.130 Business license required.	Remove "Planning Commission" as review authority as all home occupations are staff-level review.	Add Clarity
17.150 Land Division- Subdivision		
17.150.020 General provisions.	Replace "Planning Commission" with "review authority" and update references.	Add Clarity
17.150.030 Administration and approval process.	Establishes administrative review and updates standards.	Best Practice/Add Clarity/Legislative Requirement- HB 4037 (2026)
17.150.040 Expiration of approval- Standards for extension of time.	Approval period increased from one to two years. Review authority updated.	Best Practice
17.150.050 Phased development.	Phase period increased from two to three years. Review authority updated.	Best Practice
17.150.060 Approval standards- Tentative plan.	Replace "Planning Commission" with "review authority" and update references.	Add Clarity
17.150.070 Application submission requirements- Tentative plan.	Update standards for submittal of tentative plan.	Best Practice/Add Clarity
17.150.140 Application submission requirements- Final plat.	Extend period from one to two years and remove paper copy requirement.	Best Practice

17.150.150 City review of final plat- Approval criteria.	Update approval criteria and review authority.	Best Practice/Add Clarity
17.150.170 Improvement agreement.	Update standards for improvement agreements.	Best Practice/Add Clarity
17.150.180 Bond- Cash deposit.	Update standards for assurances.	Best Practice/Add Clarity
17.150.190 Filing and recording.	Update from paper to electronic.	Best Practice
17.152 Land Divisions- Major and Minor Land Partitions and Property Line Adjustment		
17.152.030 General provisions.	Clarify review procedures and decision authority.	Best Practice/Add Clarity/Legislative Requirement- HB 4037 (2026)
17.152.040 Administration and approval process.	Clarify review procedures and decision authority.	Best Practice/Add Clarity/Legislative Requirement- HB 4037 (2026)
17.152.050 Expiration of approval- Standards for extension of time.	Clarify standard for demonstrating intent of recording.	Add Clarity
17.152.060 Phased development.	Remove "Planning Commission" as review authority to allow flexibility where PC is not decision body.	Add Clarity/Legislative Requirement- HB 4037 (2026)
17.152.070 Partition approval criteria.	Update and clarify standards applicable to partition.	Best Practice/Add Clarity
17.152.100 Preliminary application submission requirements.	Update and clarify standards applicable to application.	Best Practice/Add Clarity
17.152.260 Recording of partitions and property line adjustments.	Require recording of deeds along with property line adjustment survey map.	Best Practice/Add Clarity
17.154 Street and Utility Improvements		
17.154.040 Blocks.	Clarify cross-reference.	Add Clarity
17.160 Decision Making Procedures		
Chapter 17.160 has been re-written to include all land use decision making procedures for the city (Chapters 17.162 and 17.164 will be removed as their content is addressed in 17.160). The updates to Chapter 17.160 include a clear distinction among the review types: Type I is a ministerial, staff-level decision with no public notice; Type II is an administrative, staff-level decision with public notice; Type III is a quasi-judicial, Planning Commission decision with public notice and a public hearing; and Type IV is a legislative, City Council decision with public notice and public hearings before the Planning Commission (who make a recommendation) and the City Council. The following list of chapters includes those that are being updated with the sole purpose of alignment with the new decision making procedures in Chapter 17.160.		
17.40 Administration		
17.81 Planned Development		
17.82 Historic Site, Structures and Landmarks Overlay		
17.84 Sensitive Lands- Flooding		
17.85 Sensitive Lands- Wetlands		
17.86 Sensitive Lands- Slope Hazard		
17.89 Sensitive Lands- Fish and Riparian Corridor Overlay		
17.134 Variance		

17.136 Annexations
17.140 Public Land Tree Removal
17.162 Procedures for Decision Making- Quasi-Judicial
17.164 Procedures for Decision Making- Legislative

DCTA1-26: Proposed Scappoose Development Code Amendments Language to be omitted is strikethrough and language to be added is underlined.

Chapter 17.22

AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

Sections:

17.22.010 Purpose.
17.22.020 Legislative amendments.
17.22.030 Quasi-judicial amendments.
17.22.040 Approval criteria.
17.22.050 Transportation planning rule compliance.
17.22.060 Record of amendments.

17.22.010 Purpose.

The purpose of this chapter is to set forth the standards and purposes governing legislative and quasi-judicial amendments to this title, the acknowledged comprehensive plan, and the related maps. Amendments may be necessary from time to time to reflect changing community conditions, to correct mistakes, or to address changes in the law. (Ord. 828 § 2013, 2013; Ord. 634 § 1 Exh. A, 1995)

17.22.020 Legislative amendments.

Legislative amendments shall be in accordance with the procedures and standards for Type IV decisions set forth in Chapter 17.160. A legislative application may be approved or denied. (Ord. 634 § 1 Exh. A, 1995)

17.22.030 Quasi-judicial amendments.

Quasi-judicial amendments shall be in accordance with the procedures and standards for Type III decisions set forth in Chapter 17.160~~17.162~~ and the following:

A. The commission shall make a recommendation to the Council to approve, approve with conditions or deny an application for a quasi- judicial comprehensive plan map amendment or zone changes.

B. The council shall decide the applications on the record.

C. A quasi-judicial application may be approved, approved with conditions or denied. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.22.040 Approval criteria.

Planning commission 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;

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;

C. The change will not adversely affect the health, safety, and welfare of the community;

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

E. The amendment conforms to Section 17.22.050. (Ord. 828, 2013)

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. (Ord. 828, 2013)

17.22.060 Record of amendments.

The city recorder shall maintain a record of amendments to the text and maps of this title and the comprehensive plan in a format convenient for the use of the public and in accordance with Chapter 17.40. (Ord. 828, 2013)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

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. 868, 2018; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 634 § 1 Exh. A, 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~~the city. 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:

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 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 on a 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 containing at least five dwelling units in any vertical arrangement 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.

"Child care center" means a child care facility, other than a family child care home, that is certified under ORS 329A.280(3).

"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~~ by such building(s).

~~"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 twenty-five- 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 a structure or the part of a structure ~~one or more rooms~~ containing permanent provisions for living, sleeping, eating, cooking and sanitation and designed for occupancy by one person who maintains a household or by two or more persons who maintain a common ~~family~~ household.

"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.~~

"Family child care home" means a child care facility located in a dwelling that is caring for no more than sixteen children and is certified under ORS 329A.280(2) or is registered under ORS 329A.330.

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 a~~n 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 dwelling" means a residential trailer, mobile home or manufactured home. Any building or structure constructed to conform to the State of Oregon Structural Specialty Code, Low-Rise Residential Dwelling Code, or Small Home Specialty Code is not a manufactured dwelling.

"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~~ dwelling park" means any place where four or more manufactured ~~homes~~ dwellings or prefabricated structures, as defined in ORS 455.010, that are relocatable and more than eight and one-half feet wide, are located within 500 feet of one another 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.

"Middle Housing" means duplexes, triplexes, quadplexes, cottage clusters and townhouses.

"Mobile 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 between January 1, 1962, and June 15,

1976, and met the construction requirements of Oregon mobile home law in effect at the time of construction.

"Modular home", also known as a prefabricated structure, means a building or subassembly that has been in whole or substantial part manufactured or assembled using closed construction at an off-site location to be wholly or partially assembled on-site~~means a structure constructed in accordance with federal requirements for modular construction~~ ~~including~~ in compliance with State of Oregon Structural Specialty Codes~~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 or between a unit of land and right-of-way.

"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 in accordance with 17.94.050 for the purpose of parking or storing recreational vehicles on a temporary or transient ~~bases~~basis, 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 trailer" 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 before January 1, 1962.

"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.

"Transportation terminal" means the use of land for the purpose of storing, parking or dispatching of buses, trucks, cranes, tractors or trailers, including servicing or repair within an enclosed building, Including any associated storage yard.

"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. 868, 2018; Ord. 857, 2016; Ord. 828, 2013; Ord. 820 § 4, 2012; Ord. 813, 2010; Ord. 740 § 1, 2004; Ord. 728 § 1, 2002; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.40
ADMINISTRATION

Sections:

17.40.010 Classification of zones.
17.40.020 Zoning map.
17.40.030 Determination of zoning boundaries.

17.40.010 Classification of zones.

All areas within the corporate limits of the city are divided into zoning districts. The use of each tract and ownership of land within the corporate limits is limited to those uses permitted by the zoning classification applicable to each such tract as designated on the city of Scappoose zoning map. Exact densities are subject to area, height, density and setback provisions of each district.
(Ord. 634 § 1 Exh. A, 1995)

17.40.020 Zoning map.

A. The boundaries of each of the zoning districts and the zoning classification and use of each tract in each of said zoning districts is prescribed to coincide with the identifying zone classifications shown on the map entitled "Zoning Map City of Scappoose" dated with the effective date of this title and referred to as the "zoning map" and the map by this reference is made a part of this title. A certified print of the adopted zoning map or map amendments shall be maintained at City Hall as long as the title remains in effect.

B. Each lot, tract and parcel of land or portion thereof within the zone boundaries as designated and marked on the zoning map, is classified, zoned and limited to the uses as hereinafter specified and defined for the applicable zone classification.

C. Amendments to the city zoning map may be made in accordance with the provisions of Chapter~~s~~ 17.160 ~~and 17.162~~.

D. Copies of all map amendments shall be dated with the effective date of the document adopting the map amendment and shall be maintained without change, together with the adopting documents, on file at City Hall. An up-to-date copy of the city zoning map revised so that it accurately portrays changes of zone boundaries shall be available for public inspection. (Ord. 634 § 1 Exh. A, 1995)

17.40.030 Determination of zoning boundaries.

A. Where there is uncertainty, contradiction or conflict regarding the intended location of district boundary lines, the boundary lines shall be determined by the planner in accordance with the following standards:

1. Boundaries indicated as approximately following the center lines of streets, highways, railroad tracks or alleys shall be construed to follow such center lines;

2. Boundaries indicated as approximately following platted property lines shall be construed as following such property lines;

3. Boundaries indicated as approximately following city limits shall be construed as following city limits;

4. Boundaries indicated as approximately following river, stream and/or drainage channels shall be construed as following river, stream and/or drainage channels.

B. Whenever any street is lawfully vacated and the lands within its boundaries are attached to and become a part of lands adjoining such street, the lands formerly within the vacated street shall automatically be subject to the same zoning district designation that is applicable to lands to which the street attaches. (Ord. 634 § 1 Exh. A, 1995)

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.44
R-1 LOW DENSITY RESIDENTIAL

Sections:

17.44.010 Purpose.
17.44.030 Permitted and 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, 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]
Duplex	Permitted outright[1]
Residential care home	Permitted outright[1]
Family child ~~Day~~ care home	Permitted outright[1]
Home occupation (Type I or II) subject to Chapter 17.142	Permitted outright[1]
Public park and recreation areas, provided that all building setbacks	Permitted outright[1]

Use	
shall be a minimum of thirty feet from any property line	
Public support facilities	Permitted outright[1]
Sewage pump station	Permitted outright[1]
Accessory Dwelling Units (ADU's) subject to the provisions of Chapter 17.92	Permitted outright[1]
Cottage housing subject to the provisions of Chapter 17.58	Conditional use[2]
Church, provided that all building setbacks shall be a minimum of thirty feet from any property line	Conditional use[2]
Child~~Day~~ care center~~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 use[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]

1 These uses and their accessory uses are permitted outright outside of the Scappoose Creek Flood Plain. In the R-1 zone within the Scappoose Creek Flood Plain, only uses listed in Section 17.84.040 shall be permitted. Additional requirements shall include any applicable section of this title.

2 These 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 the Scappoose Creek Flood Plain. Within the Scappoose Creek Flood Plain, only uses listed in Section 17.84.040 shall be permitted. Additional requirements shall include any applicable section of this title.

(Ord. 740 §§ 2, 3, 2004; Ord. 705 § 1, 2001; Ord. 634 § 1 Exh. A, 1995)

17.44.050 Dimensional requirements.

Dimensional Requirements	Requirement[1]
Minimum lot area	
Single-family detached or duplex	Six thousand (6,000) square feet outside the Scappoose Creek Flood Plain
	Twenty thousand (20,000) square feet when a structure is located in the Scappoose Creek Flood Plain
~~Duplex~~	~~Ten thousand square feet per duplex~~
Other uses	The minimum lot area for all other uses shall be six thousand square feet
Minimum lot width	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
	Flag lots shall provide a minimum of twenty-five feet of frontage along a public right-of-way

Dimensional Requirements	Requirement[1]
Minimum setback	
Front Yard	Twenty 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-six~~two~~ feet
Principal building per lot	One
Maximum building coverage	Thirty-five percent of the lot area
Maximum building coverage on lot with a primary dwelling unit and an accessory dwelling unit	Fifty percent of the lot area

1 Additional requirements shall include any applicable section of this title.

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.50
R-4 MODERATE DENSITY RESIDENTIAL

Sections:

17.50.010 Purpose.
17.50.030 Permitted and 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. 868, 2018; Ord. 634 § 1 Exh. A, 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]
Manufactured dwelling~~home~~ parks subject to Section ~~17.94.050~~ 17.94.040	Permitted outright[1]
Cottage housing subject to the provisions of Chapter 17.58	Permitted outright[1]
Duplex	Permitted outright[1]
Triplex	Permitted outright[1]

Use	
Quadplex	Permitted outright[1]
Townhouse, limited to a maximum of four attached townhomes	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]
Family~~Day~~ child care home	Permitted outright[1]
Home occupation (Type I or II) 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	Permitted outright[1]
Child~~Day~~ care center ~~facility~~	Conditional use[2]
~~Home occupation (Type II) subject to Chapter 17.142~~	~~Conditional use[2]~~
Residential care facility	Conditional use[2]

Use	
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]
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]

1 These 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.

2 These 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 the Scappoose Creek Flood Plain. Within the Scappoose Creek Flood Plain, only uses listed in Section 17.84.040 shall be permitted. Additional requirements shall include any applicable section of this title.

17.50.050 Dimensional requirements.

Dimensional Requirements	Requirement[1]
Minimum lot area:	
Outside of the Scappoose Creek Flood Plain	
Single-family detached	Five thousand (5,000) square feet for a single-family detached dwelling unit when located outside of the Scappoose Creek Flood Plain
Townhouse	~~Seven~~ Six thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Duplex	~~Seven~~ Five thousand square feet per duplex
Triplex	~~Seven~~ Six thousand square feet for the first two attached units and ~~tw~~o one thousand five hundred square feet for each additional unit
Quad-plex	~~Seven~~ Six thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Other uses	The minimum lot area for all other uses shall be five thousand square feet
Minimum lot area:	
Inside of the Scappoose Creek Flood Plain	

Dimensional Requirements	Requirement[1]
Single-family detached	Twenty thousand (20,000) square feet when a structure is located in the Scappoose Creek Flood Plain
Minimum lot width	
Single-family detached	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
Townhouse	Twenty-five feet per unit
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

Dimensional Requirements	Requirement[1]
Maximum height	Thirty-five feet
Accessory Building	Twenty-six~~two~~ feet
Principal building per lot	One
Maximum building coverage	Forty percent of the lot area
Maximum building coverage on lot with a primary dwelling unit and an accessory dwelling unit	Fifty percent of the lot area

1 Additional requirements shall include any applicable section of this title.

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.54
MH MANUFACTURED HOUSING

Sections:

17.54.010 Purpose.
17.54.030 Permitted and 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 dwelling~~home~~ parks.
(Ord. 868, 2018; Ord. 634 § 1 Exh. A, 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 dwelling~~home~~ parks subject to Section ~~17.94.050~~ 17.94.040	Permitted outright[1]
Cottage housing subject to the provisions of Chapter 17.58	Permitted outright[1]
Duplex	Permitted outright[1]
Triplex	Permitted outright[1]

Use	
Quadplex	Permitted outright[1]
Townhouse, limited to a maximum of four attached townhomes	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]
Family~~Day~~ child care home	Permitted outright[1]
Home occupation (Type I or II) 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]
Child~~Day~~ care center~~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]

Use	
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]

1 These 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.

2 These 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. Within the Scappoose Creek Flood Plain, only uses listed in Section 17.84.040 shall be permitted. Additional requirements shall include any applicable section of this title.

17.54.050 Dimensional requirements.

Dimensional Requirements	Requirement[1]
Minimum lot area: Outside of the Scappoose Creek Flood Plain	
Single-family detached	Five thousand (5,000) square feet for a single-family detached dwelling unit when located outside of the Scappoose Creek Flood Plain
Townhouse	~~Seven~~ Six thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Duplex	~~Seven~~ Five~~Six~~ thousand square feet per duplex
Triplex	~~Seven~~ Six thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Quad-plex	~~Seven~~ Six thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Other Uses	The minimum lot area for all other uses shall be five thousand square feet
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

Dimensional Requirements	Requirement[1]
	Creek Flood Plain
Minimum lot width	
Single-family detached	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
Townhouse	Twenty-five feet per unit
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

Dimensional Requirements	Requirement[1]
Maximum height	Thirty-five feet
Accessory Building	Twenty-six~~two~~ feet
Principal building per lot	One (except for manufactured home parks)
Maximum building coverage	Forty percent of the lot area
Maximum building coverage on lot with a primary dwelling unit and an accessory dwelling unit	Fifty percent of the lot area

1 Additional requirements shall include any applicable section of this title.

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.56
A-1 HIGH DENSITY RESIDENTIAL

Sections:

17.56.010 Purpose.
17.56.020 Permitted and Conditional uses.
17.56.050 Dimensional requirements.
17.56.060 Live/Work Requirements.
17.56.070 Special Buffer Requirements for multifamily and live/work multifamily buildings.
17.56.080 Architectural character for multifamily 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. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.56.020 Permitted and Conditional uses.

Use	
Manufactured dwelling~~home~~ parks, subject to Section ~~17.94.050~~ 17.94.040	Permitted outright[1]
Accessory Dwelling Units (ADU's) subject to the provisions of Chapter 17.92	Permitted outright[1]
Cottage housing subject to the provisions of Chapter 17.58	Permitted outright[1]

Use	
Townhouse, limited to a maximum of four attached townhomes	Permitted outright[1]
Duplex	Permitted outright[1]
Triplex	Permitted outright[1]
Quadplex	Permitted outright[1]
Multifamily dwelling units	Permitted outright[1]
Residential care facility	Permitted outright[1]
Family child~~Day~~ care home ~~or facility~~	Permitted outright[1]
Home occupation (Type I or II) 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]
Live/work townhouses or multifamily building	Conditional use[2]
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]

Use	
ChildDay care centerfacility	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]

1 These 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.

2 These 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. Within the Scappoose Creek Flood Plain only uses listed in Section 17.84.040 shall be permitted.

17.56.050 Dimensional requirements.

Dimensional Requirements	Requirement

Dimensional Requirements	Requirement
Minimum lot area:	
Outside of the Scappoose Creek Flood Plain	
Multifamily buildings[1]	~~Five~~ Four thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Townhouse[2]	~~Two~~ Four thousand ~~five hundred~~ square feet ~~per unit~~for the first two attached units and one thousand five hundred square feet for each additional unit
Duplex	~~Five~~ Four thousand square feet per duplex
Triplex	~~Five~~ Four thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Quad-plex	~~Five~~ Four thousand square feet for the first two attached units and ~~two~~ one thousand five hundred square feet for each additional unit
Other uses	The minimum lot area for all other uses shall be five thousand square feet
Minimum lot width	
Townhouse	Twenty-five feet per unit
Multifamily buildings	Fifty feet

Dimensional Requirements	Requirement
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
Distance between multifamily buildings on the same lot	~~Fifteen~~ Ten feet
Maximum height	Forty-five feet
Accessory Building	Twenty two feet
Maximum lot coverage	Eighty percent, including all buildings and impervious

Dimensional Requirements	Requirement
	surfaces
Minimum landscape	Twenty percent

1 Live/Work multifamily buildings have the same dimensional requirements as multifamily buildings

2 Live/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). (Ord. 868, 2018)

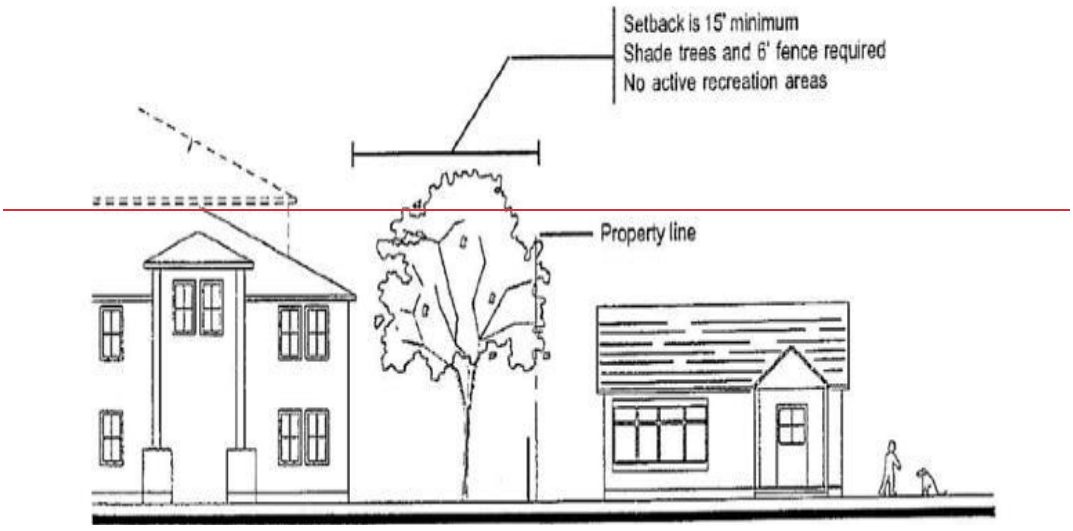
17.56.070 Special Buffer Requirements for multifamily and live/work multifamily buildings.

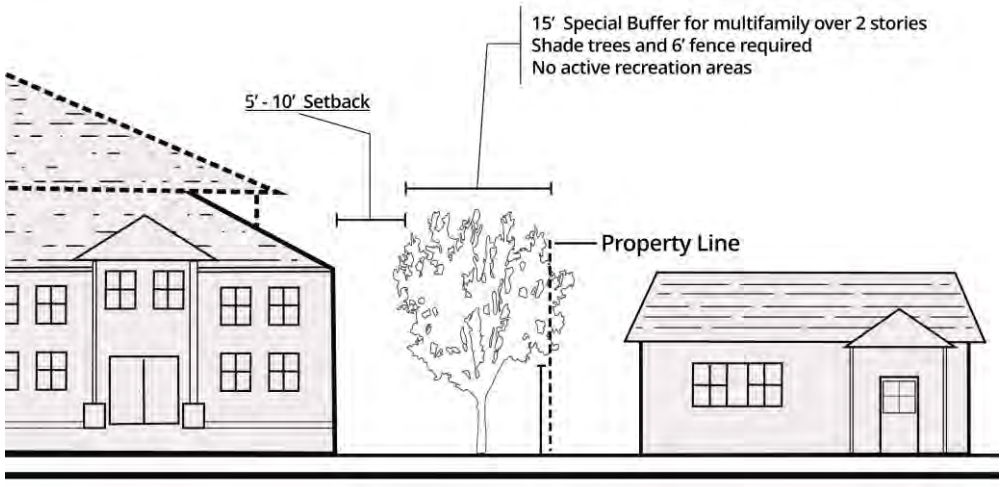
Multifamily and live/work multifamily buildings (5 or more units on the same property) over two stories in height that ~~is~~ are adjacent to R-1, R-4 or MH zoning districts shall provide a minimum 15-foot buffer area in addition to the setbacks in 17.56.050 between the multifamily buildings ~~development~~ 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 fencing and landscaping shall be required. The review authority shall~~Planning Commission may~~ require ~~retention of existing vegetation;~~ installation of a 6-foot minimum height site-obscuring fence and 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.~~barbeque areas, sports fields or courts or physical fitness equipment~~)~~ shall be allowed within the 15-foot buffer (garden spaces shall not be considered active recreation areas). (Ord. 868, 2018)

Figure 17.56-1. Special buffer requirements for multifamily buildings over 2 stories in height 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). (Ord. 868, 2018)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.62
C GENERAL COMMERCIAL

Sections:

17.62.010 Purpose.
17.62.030 Permitted and Conditional uses.
17.62.050 Dimensional requirements--Commercial and mixed-use buildings.
17.62.060 Dimensional requirements-Multifamily buildings.
17.62.070 Dimensional requirements Live/Work townhouse or live/work multifamily building.
17.62.080 Live/Work Requirements.
17.62.090 Special Buffer Requirements for multifamily buildings 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. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.62.030 Permitted and Conditional uses.

Use	
Affordable housing or mixed use per ORS 197A.445-460	Permitted outright[1]
Church	Permitted outright[1]

Use	
Community recreation facilities	Permitted outright[1]
Convenience sales	Permitted outright[1]
Cultural exhibits and library services	Permitted outright[1]
Child~~Day~~ care center~~facility~~	Permitted outright[1]
Mixed-use building	Permitted outright[1]
Eating and drinking establishments including outside dining facilities	Permitted outright[1]
Equipment rentals, general	Permitted outright[1]
Financial, insurance and real estate services	Permitted outright[1]
Food and beverage manufacturing and production with a building footprint less than 10,000 square feet in size with associated retail component, subject to Chapter 17.90 Environmental Performance Standards	Permitted outright[1]
Food and beverage retail sales	Permitted outright[1]
Food cart pod (Type I or II), subject to Chapter 17.126	Permitted outright[1]
General retail sales	Permitted outright[1]
Home occupation (Type I or II), subject to Chapter 17.142, Home Occupations	Permitted outright[1]
Hospitals	Permitted outright[1]

Use	
Hotel/motel	Permitted outright[1]
Lodge, fraternal and civic assembly	Permitted outright[1]
Medical and dental services	Permitted outright[1]
Multifamily buildings, when located outside of the Scappoose Creek Floodplain	Permitted outright[1]
Live/work townhouses or live/work multifamily building	Permitted outright[1]
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]

Use	
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	Conditional use[2]

Use	
theaters other than adult motion picture theaters	
Wireless communication facilities, subject to the provisions of Chapter 17.93.	Conditional use[2]

1 In the general commercial zone, activities shall be conducted within an enclosed structure or building and are subject to Chapter 17.120, Site Development Review, and other relevant sections of this title. 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.

(Ord. 877, 2019; Ord. 868, 2018)

17.62.050 Dimensional requirements--Commercial and mixed-use buildings.

Dimensional Requirements	Requirement[1]
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

Dimensional Requirements	Requirement[1]
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 commercial building shall exceed fifty feet in height. A mixed-use building shall not exceed sixty feet in height. Within fifty 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

1 Additional requirements shall include any applicable section of this title.

(Ord. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.62.060 Dimensional requirements-Multifamily buildings.

Dimensional Requirements	Requirement
Minimum density	15 dwelling units per net acre
Minimum lot width	Fifty feet
Minimum setback	
Front Yard	Fifteen feet

Dimensional Requirements	Requirement
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	Sixty feet
Accessory Building	Twenty two feet
Maximum lot coverage	Eighty percent, including all buildings and impervious surfaces
Minimum landscape	Twenty percent

(Ord. 868, 2018)

17.62.070 Dimensional requirements Live/Work townhouse or live/work multifamily building.

Dimensional Requirements	Requirement
Minimum density	
Townhouse	Two thousand five hundred square feet per unit
Multifamily	15 dwelling units per net acre
Minimum lot width	
Townhouse	Twenty-five feet per unit
Multifamily buildings	Fifty feet
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

Dimensional Requirements	Requirement
Rear	Five feet
Minimum height	Two stories
Maximum height	
Townhouse	Thirty-five feet
Multifamily	Sixty feet
Accessory Building	Twenty two feet
Maximum lot coverage	Eighty percent, including all buildings and impervious surfaces
Minimum landscape	Twenty percent

(Ord. 868, 2018)

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). (Ord. 868, 2018)

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. (Ord. 868, 2018)

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. (Ord. 868, 2018)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.68
EC EXPANDED COMMERCIAL

Sections:

17.68.010 Purpose.
17.68.030 Permitted and Conditional uses.
17.68.050 Dimensional requirements-Commercial and mixed-use buildings.
17.68.060 Dimensional requirements -- Multifamily buildings.
17.68.070 Dimensional requirements Live/Work townhouse or live/work multifamily building.
17.68.080 Live/Work Requirements.
17.68.090 Special Buffer Requirements for multifamily buildings 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. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.68.030 Permitted and Conditional uses.

Use	
Affordable housing per ORS 197A.445-460	Permitted outright[1]
Agricultural sales	Permitted outright[1]
Automotive and equipment: 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 outdoor parking and all storage areas are buffered and screened in accordance with Chapter 17.100, Landscaping, Screening and Fencing.	Permitted outright[1]
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]

Use	
ChildDay care centerfacility	Permitted outright[1]
Mixed-use building	Permitted outright[1]
Eating and drinking establishments including outside dining facilities	Permitted outright[1]
Equipment rental and sales	Permitted outright[1]
Financial, insurance and real estate services	Permitted outright[1]
Food and beverage manufacturing and production with a building footprint less than 10,000 square feet in size with associated retail component, subject to the Chapter 17.90 Environmental Performance Standards	Permitted outright[1]
Food cart pod (Type I or II), subject to Chapter 17.126	Permitted outright[1]
General retail sales	Permitted outright[1]
Home occupation (Type I or II) 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, when located outside of the Scappoose Creek Flood Plain	Permitted outright[1]

Use	
Live/Work townhouses or live/work multifamily building, when located outside of the Scappoose Creek Flood Plain	Permitted outright[1]
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]

Use	
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]

Use	
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]

1 In the expanded commercial zone, except as specifically stated, activities shall be conducted within an enclosed building or structure and are subject to Chapter 17.120, Site Development Review and any other relevant sections of this title. 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.

(Ord. 877, 2019; Ord. 868, 2018)

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	No commercial building shall exceed fifty feet in height. A mixed-use building shall not exceed sixty feet in height. Within fifty feet of a residential zone, no building shall exceed thirty-five feet in height.
Maximum lot coverage	The maximum lot coverage shall be ninety percent including all buildings and impervious surfaces

1 Additional requirements shall include any applicable section of this title.

(Ord. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.68.060 Dimensional requirements -- Multifamily buildings.

Dimensional Requirements	Requirement
Minimum density	15 dwelling units per net acre
Minimum lot width	Fifty feet
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	Sixty feet
Accessory Building	Twenty two feet
Maximum lot coverage	Eighty percent, including all buildings and impervious surfaces

Dimensional Requirements	Requirement
Minimum landscape	Twenty percent

(Ord. 868, 2018)

17.68.070 Dimensional requirements Live/Work townhouse or live/work multifamily building.

Dimensional Requirements	Requirement
Minimum density	
Townhouse	Two thousand five hundred square feet per unit
Multifamily	15 dwelling units per net acre
Minimum lot width	
Townhouse	Twenty-five feet per unit
Multifamily buildings	Fifty feet
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

Dimensional Requirements	Requirement
	lots
Rear yard	Twenty feet
Setbacks for accessory building behind a residence	
Side	Five feet each
Rear	Five feet
Minimum height	Two stories
Maximum height	
Townhouse	Thirty-five feet
Multifamily	Sixty feet
Accessory Building	Twenty two feet
Maximum lot coverage	Eighty percent, including all buildings and impervious surfaces
Minimum landscape	Twenty percent

(Ord. 868, 2018)

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). (Ord. 868, 2018)

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. (Ord. 868, 2018)

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. (Ord. 868, 2018)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.70
LI LIGHT INDUSTRIAL

Sections:

17.70.010 Purpose.
17.70.030 Permitted uses.
17.70.040 Conditional uses.
17.70.050 Dimensional requirements.

17.70.010 Purpose.

The purpose of the light industrial zone is to:

A. Provide appropriate locations for industrial use including light manufacturing and related activities with few, if any, nuisance characteristics such as noise, glare and smoke;

B. To permit manufacturing, processing, assembling, packaging or treatment of produce or products from previously prepared materials; and

C. To provide a wide variety of sites with good highway or rail access. (Ord. 634 § 1 Exh. A, 1995)

17.70.030 Permitted uses.

In the light industrial zone, activities are subject to site development review, Chapter 17.120, Site Development Review. Only the following uses and their accessory uses are permitted outright:

A. Agricultural sales and services including uses customarily carried on outdoors except slaughterhouses, tanneries or rendering plants;

B. Animal sales and service including auctions, kennels and veterinary;

C. Automobile and equipment sales, service and repair (new and used);

D. Bakeries;

E. Building maintenance services;

F. Building materials sales and service;

G. Caretaker dwelling;

H. Construction sales and services;

I. Home occupation (Type I or II) subject to Chapter 17.142, Home Occupations;

J. Laundry services;

K. Research services;

L. Retail facilities on sites greater than one hundred thousand square feet;

M. Manufacturing of finished products;

N. Manufacturing of components for use in finished products;

O. Packaging of previously processed materials;

P. Participation sports and recreation: indoor and outdoors;

Q. Processing and packing of food products;

R. Processing of previously processed materials for use in components or finished products;

S. Processing of materials for use in any construction or building trades;

T. Public support facilities;

U. Parking facilities;

V. Public safety services;

W. Transportation terminals and storage yards, provided that a five-foot landscaped perimeter setback surrounds all outdoor parking, all storage areas are buffered and screened in accordance with Chapter 17.100, Landscaping, Screening and Fencing, and all repair work is performed indoors;

X. Vehicle fuel/convenience sales;

Y. Wholesale, storage and distribution;

Z. Any permitted use on a temporary basis subject to Scappoose Municipal Code 17.128, Temporary Commercial and Industrial Uses;

AA. Wireless communications facilities, not to include antenna support structures, subject to the provisions of Chapter 17.93.;

AB. Child ~~Day~~ care center ~~(Ord. 846, 2015; Ord. 705 § 1, 2001; Ord. 698 § 3, 2000; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)~~

17.70.040 Conditional uses.

The following 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:

A. Eating and drinking establishments;

B. Commercial amusement facilities including bowling alleys, video arcades, and movie theaters other than adult motion picture theaters;

~~C. Home occupations (Type II) subject to Chapter 17.142, Home Occupations;~~

C~~D~~. Recycle stations, provided that a ten-foot perimeter setback containing both externally visible landscaping meeting buffering standards and solid screening surrounds the property, all operations are conducted entirely within buildings, and all building setbacks shall be a minimum of thirty feet from any property line;

D~~E~~. Major impact utilities, provided that a ten-foot perimeter setback containing both externally visible landscaping meeting buffering standards and screening surrounds property;

E~~F~~. Wireless communication facilities, subject to the provisions of Chapter 17.93;

F~~G~~. Mini-storage with or without a caretaker dwelling, provided that the facility size is three acres or less and that no adjoining sites or properties have mini-storage facilities.

G~~H~~. Institutions of higher education, provided that the parcel size is 50 acres or less;

HI. Food cart pod (Type I or II), subject to Chapter 17.126. (Ord. 877, 2019; Ord. 846, 2015; Ord. 829; Ord. 705 § 1, 2001; Ord. 634 § 1 Exh. A, 1995)

17.70.050 Dimensional requirements.

A. Unless otherwise specified, the minimum setback requirements are as follows:

1. The front yard setback shall be a minimum of twenty feet;

2. On corner lots the minimum setback for the side facing the street shall be five feet;

3. On through lots, the front and rear setback shall be a minimum of twenty feet;

4. No additional side or rear yard setback shall be required except fifty feet shall be required where abutting a residential zoning district and the planning commission may reduce this required yard setback by fifty percent pursuant to Chapter 17.100, Landscaping, Screening and Fencing.

B. No building shall exceed fifty feet in height. Within one hundred feet of a residential zone, no building shall exceed thirty-five feet in height.

C. All outside storage areas require buffering and screening as defined in Chapter 17.100, Landscaping, Screening and Fencing.

D. Additional requirements shall include any applicable section of this title. (Ord. 846, 2015; Ord. 663 § 7, 1998; Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.74
AE AIRPORT EMPLOYMENT OVERLAY ZONES

Sections:

17.74.010 Purpose.
17.74.020 Definitions.
17.74.030 Overlay zones and applicability.
17.74.040 Conformance with Public Use Airport Safety and Compatibility Overlay Zone.
17.74.050 Permitted uses.
17.74.060 Uses permitted subject to the acceptance of the airport sponsor.
17.74.070 Conditional uses.
17.74.080 Conceptual Master Plan requirements for large sites.
17.74.090 Dimensional requirements and development standards.
17.74.100 Environmental performance standards.

17.74.010 Purpose.

The purpose of the Airport Employment Overlay Zones is to encourage employment opportunities ~~called for in the 2011 Scappoose Economic Opportunities Analysis (EOA)~~ while supporting the continued operation and vitality of the Scappoose Industrial Airpark. Master planning requirements ensure that land is developed efficiently, that large employment sites are retained, and that the provision of transportation and utility facilities occurs consistent with adopted plans.

17.74.020 Definitions.

Unless the context specifically indicates otherwise, the meaning of terms used in this chapter shall be as follows:

A. "Airport Employment Overlay Zones" include the Airport Industrial Park (AIP) overlay zone, the Airport Business Park (ABP) overlay zone, and the East Airport Employment (EAE) overlay zone.

B. "Airport sponsor" is the owner, manager, person or entity designated to represent the interests of an airport. For the Scappoose Industrial Airpark, the airport sponsor is the Port of St. Helens.

17.74.030 Overlay zones and applicability.

The three Airport Employment Overlay Zones shall apply to selected parcels in city limits in the vicinity of the Scappoose Industrial Airpark as illustrated on the Airport Employment Overlay Zones map (Figure 17.74.1). ~~Upon annexation, the area annexed shall be automatically subject to the applicable Overlay Zones illustrated in Figure 17.74.1.~~

A. The Airport Employment Overlay Zones supplement the Public Use Airport (PUA) base zone that applies to land within the Airport Employment (AE) plan designation. In the event of a conflict between the requirements of the PUA zone and those of the Airport Employment Overlay Zones, the requirements of the overlay shall control.

B. The Airport Industrial Park (AIP) overlay zone allows light industrial airport compatible uses ~~targeted in the EOA~~.

C. The Airport Business Park (ABP) overlay zone allows a mix of targeted light industrial, commercial service and office, and supporting lodging and restaurant uses ~~targeted in the EOA~~.

D. The East Airport Employment (EAE) overlay zone protects large industrial ~~and institutional~~ sites identified in the EOA.

17.74.040 Conformance with Public Use Airport Safety and Compatibility Overlay Zone.

All uses, activities, facilities and structures allowed in the Airport Employment Overlay Zones shall comply with the requirements of the Public Use Airport Safety and Compatibility Overlay

(AO) Zone, Chapter 17.88. In the event of a conflict between the requirements of Airport Employment Overlay Zones and those of the Public Use Airport Safety and Compatibility Overlay (AO) Zone, the requirements of the AO overlay shall control.

17.74.050 Permitted uses.

All uses and activities permitted outright in the PUA zone as specified in Section 17.69.040 shall be permitted outright in the Airport Employment Overlay Zones. Table 17.74.1 describes additional use categories that are permitted or subject to specific standards in each of the following overlay zones:

A. Airport Industrial Park (AIP) overlay zone;

B. Airport Business Park (ABP) overlay zone;

C. East Airport Employment (EAE) overlay zone.

17.74.060 Uses permitted subject to the acceptance of the airport sponsor.

All uses and activities permitted subject to the acceptance of the Airport Sponsor in the PUA zone as specified in Section 17.69.050 shall be permitted subject to the acceptance of the Airport Sponsor in the Airport Employment Overlay Zones.

17.74.070 Conditional uses.

All uses and activities permitted conditionally in the PUA zone as specified in Section 17.69.060 shall be permitted conditionally in the Airport Employment Overlay Zones. Table 17.74.1 describes additional use categories that are permitted through the conditional use process (Chapter 17.130) in each of the following overlay zones:

A. Airport Industrial Park (AIP) overlay zone.

B. Airport Business Park (ABP) overlay zone.

C. East Airport Employment (EAE) overlay zone.

17.74.080 Conceptual Master Plan requirements for large sites.

Sites with a combined area of more than four acres under common ownership shall receive ~~Planning Commission~~ approval of a conceptual master plan (CMP) prior to or in conjunction with a development proposal. The CMP is not intended to serve as a binding site plan, but rather provides overall guidance regarding future configurations of open space, public facilities, streets, taxiways and lots within the overlay district.

A. *Conceptual Master Plan submittal requirements.*

1. A narrative detailing how the CMP complies with applicable approval criteria.

2. Scaled drawings illustrating the following elements for the development site and the surrounding area:

a. The location and rights-of-way for existing and planned streets, which shall provide access to all existing and proposed parcels, consistent with the Transportation System Plan;

b. The general location and size of existing and planned sanitary sewer, storm water and water facilities, at adequate levels to serve existing and proposed development;

c. The location and area of floodplain, riparian, wetlands, and slope hazard areas;

d. Pedestrian and bicycle facilities and connections consistent with the TSP;

e. Configurations of existing and proposed open space, lots, structures, and taxiways; and

f. Zoning designations and overlay zone boundaries.

B. *Conceptual Master Plan approval criteria.* The applicant for CMP approval shall demonstrate that the proposed CMP is consistent with the following criteria:

1. The CMP shall address the requirements of subsections (B) through (D) and shall demonstrate how the proposed site and other sites within the same Airport Employment Overlay District can be efficiently developed.

2. The CMP shall encourage the safe and efficient operation of the Scappoose Airpark consistent with the Scappoose Industrial Airpark Master Plan and the AO Public Use Airport Safety and Compatibility Overlay Zone, Chapter 17.88.

3. The CMP shall facilitate safe and efficient access to Public Land designated on the Comprehensive Plan map or on any adopted park and recreational plan.

4. The CMP shall provide for an efficient, multi-modal transportation system consistent with the Scappoose Transportation System Plan, any applicable transportation impact studies, and any applicable circulation plans approved with previous land divisions.

5. The CMP shall ensure provision of taxiway access to the majority of sites within each of the Airport Overlay Zones.

6. The CMP shall show how sanitary sewer, water and storm drainage facilities can be provided efficiently to the area proposed for development and remaining land within the same Employment Overlay District.

C. *Site size for AIP and ABP overlay zones.* To support a variety of industries, ~~Consistent with the EOA,~~ the minimum site size for an industrial park development in the AIP overlay zone is 5 acres and ~~or~~ for a business park in the ABP overlay zone the minimum site size is 1~~5~~ acre~~s~~.

D. *Site size for EAE overlay zone.* ~~Consistent with the EOA, t~~The conceptual master plan shall show how two large (approximately 50-acre) and two medium (approximately 20- to 30-acre) developable sites will be retained in support ~~conformance with~~ of industrial ~~and campus~~ site needs stated in Exhibit 15 ~~Figure 33~~ of the EOA: Industrial Development Competitiveness Matrix ~~Employment Land Demand by Site Size for Scappoose (2030)~~. Development sites may be larger than these minimum areas (smaller lots may be combined into larger lots with no maximum size).

E. Modifications to an approved CMP shall be processed in accordance with Chapter 17.160 ~~17.162.~~ The criteria in Section 17.74.080 shall continue to apply.

17.74.090 Dimensional requirements and development standards.

The dimensional requirements and development standards within the Airport Employment Overlay Zones shall be in accordance with the standards for the PUA zone as specified in Section 17.69.070.

17.74.100 Environmental performance standards.

The Environmental Performance Standards of Chapter 17.90 shall apply to all development in the Airport Employment Overlay Zones.

Figure 17.74.1. Airport Employment Overlay Zones Map

The AE overlay zones only apply within city limits. Those areas illustrated in the map but outside city limits are regulated by Columbia County.

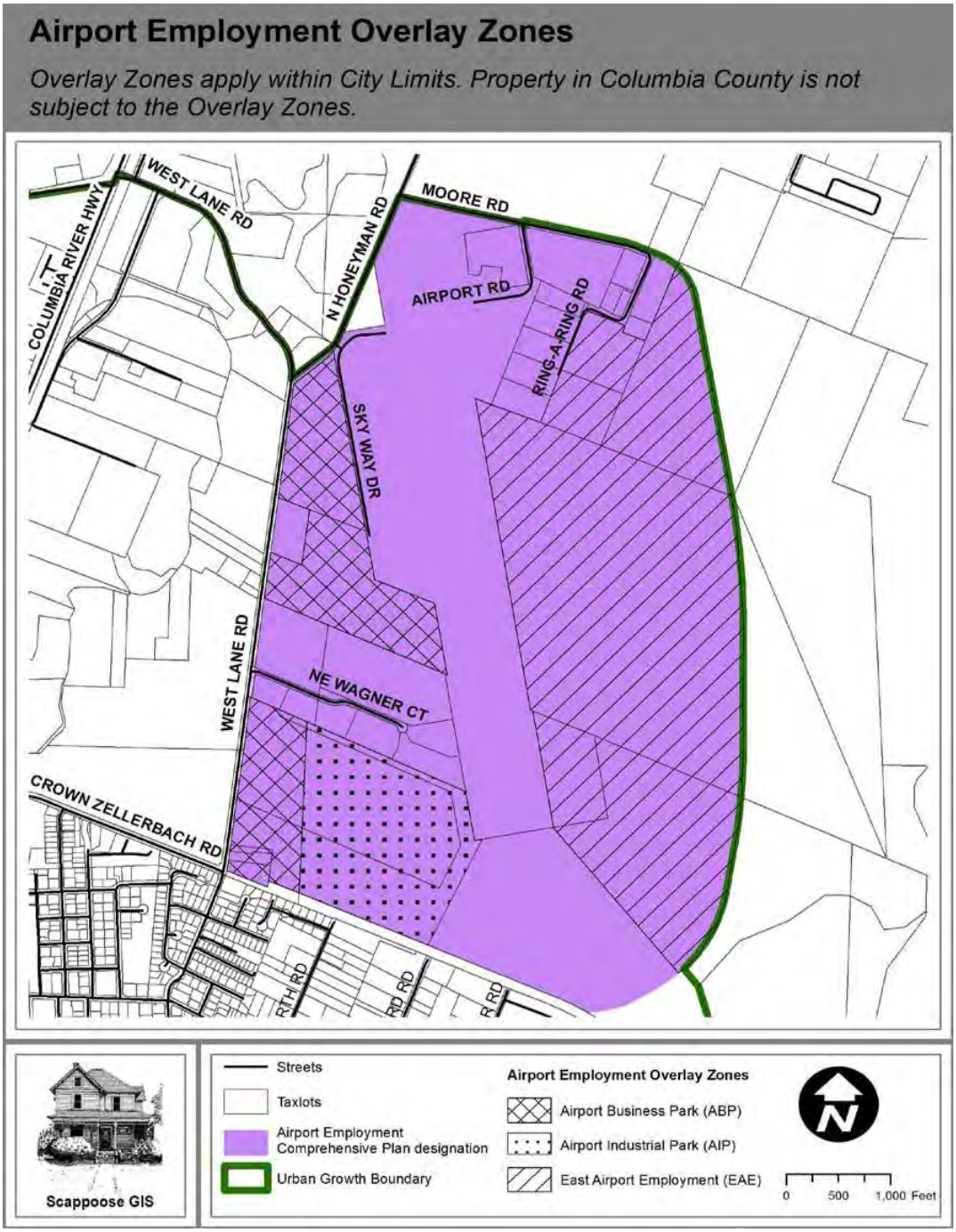


Table 17.74.1. Airport Industrial Park (AIP), Airport Business Park (ABP) and East Airport Employment (EAE) Use Categories

P = Permitted (subject to Chapter 17.120)

A = Accessory to primary permitted use

L = Limited (special restrictions apply, see footnotes)

C = Conditional Use (subject to Chapter 17.130)

X = Prohibited

Use Category	Operating Characteristics	AIP	ABP	EAE
Educational Services - Commercial and Public	Commercial educational service uses are characterized by activities conducted in an office setting and generally focusing on serving students with supplemental education, enrichment, and/or tutoring. Public education service includes colleges and other institutions of higher learning that offer courses of general or specialized study leading to a degree. Colleges tend to be in campus-like settings or on multiple blocks, though they may be contained in a single building.	X	P	P
Community Services	Community Services are uses of a public, nonprofit, or charitable nature generally providing a local service to people of the community. Generally, they provide the service on the site or have employees at the site on a regular basis, or provide a central location for service delivery. The service is ongoing, not just for special events. The use may also provide special counseling, education, or training of a public, nonprofit or charitable nature.	C	P	C
Office	Office uses are characterized by activities conducted in an office setting and generally focusing on business, government, professional, medical, or financial services.	A	P	A
Commercial Retail	Sales-oriented: Stores selling, leasing, or renting the following items, provided that yards shall not be used for the storage or display of used building materials or any scrap or salvage; consumer, home, and business goods including art, art supplies, bicycles, clothing, dry goods, electronic equipment, fabric, furniture, garden supplies, gifts, groceries, hardware, home improvements, household products, jewelry, pets, pet	A	L[1]	A

Use Category	Operating Characteristics	AIP	ABP	EAE
	food, pharmaceuticals, plants, printed material, stationery, and videos; and food sales.			

1 Note: In the ABP overlay zone, commercial retail uses of 5,000 square feet or less of floor area are permitted; commercial retail uses between 5,000 and 20,000 square of floor area may be permitted through the conditional use process; and commercial retail uses of greater than 20,000 square feet of floor area are prohibited.

Use Category	Operating Characteristics	AIP	ABP	EAE
Commercial Personal Service	Branch banks; laundromats; photographic studios; photocopy and blueprint services; hair, tanning, and personal care services; tax preparers, accountants, real estate, legal, financial services; business, martial arts, and other trade schools; dance or music classes; taxidermists; mortuaries; veterinarians; kennels limited to boarding, with no breeding; and animal grooming.	X	P	X
Medical & Dental Services	Medical offices; dental offices; urgent medical care; and medical centers including facilities providing medical or surgical care to patients and offering overnight care. Medical centers tend to be on multiple blocks or in campus settings.	C	P	C
Commercial Entertainment	Indoor or outdoor continuous entertainment activities such as bowling alleys, ice rinks, and game arcades; pool halls; theaters, health clubs, gyms, membership clubs, and lodges; hotels, and motels.	C	P	C
Commercial Food Services	Restaurants, cafes, cafeterias, delicatessens, taverns, and bars.	C	C	C
Commercial Repair & Service	Repair of TVs, bicycles, clocks, watches, shoes, guns, appliances and office equipment; photo or laundry drop off; quick printing; tailor; locksmith; and upholsterer.	P	P	P

Use Category	Operating Characteristics	AIP	ABP	EAE
Self Service Storage	Self-Service Storage uses provide separate storage areas for individual or business uses. The storage areas are designed to allow private access by the tenant for storing personal property.	X	C	X
Vehicle Repair	Firms servicing passenger vehicles, light and medium trucks and other consumer motor vehicles such as motorcycles, boats and recreational vehicles.	P	C	P
Automobile Rental	Automobile rental agencies.	C	P	C
Light Industrial Service	Light Industrial Service firms are engaged in the repair or servicing of light industrial, business or consumer machinery, equipment, products or by-products. Firms that service consumer goods do so by mainly providing centralized services for separate retail outlets. Contractors and building maintenance services and similar uses perform services off-site. Few customers, especially the general public, come to the site.	P	P	P
Light Manufacturing and Production	Manufacturing and Production firms are involved in the manufacturing, processing, fabrication, packaging, or assembly of goods. Natural, man-made, raw, secondary, or partially completed materials may be used. Products may be finished or semifinished and are generally made for the wholesale market, for transfer to other plants, or to order for firms or consumers. Goods are generally not displayed or sold on site, but if so, they are a subordinate part of sales. Relatively few customers come to the manufacturing site.	P	P	P
Warehouse and Distribution	Warehouse and Distribution involves the storage or movement of goods for themselves or other firms. Goods are generally delivered to other firms or the final consumer, except for some will-call pickups. There is little on-site sales	P	C	P

Use Category	Operating Characteristics	AIP	ABP	EAE
	activity with the customer present.			
Wholesale Sales	Wholesale Sales firms are involved in the sale, lease, or rent of products primarily intended for industrial, institutional, or commercial businesses. The uses emphasize on-site sales or order taking and often include display areas. Businesses may or may not be open to the general public, but sales to the general public are limited as a result of the way in which the firm operates. Products may be picked up on site or delivered to the customer.	P	P	P

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

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. 868, 2018; Ord. 717 § 1, 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, 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. 868, 2018; Ord. 737 § 1, 2003; Ord. 717 § 1, 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. 868, 2018; Ord. 717 § 1, 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. 868, 2018; Ord. 737 § 2, 2003; Ord. 717 § 1, 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. 868, 2018; Ord. 717 § 1, 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 17.160~~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. 868, 2018; Ord. 717 § 1, 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. 868, 2018; Ord. 717 § 1, 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. 868, 2018; Ord. 828, 2013; Ord. 717 § 1, 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. 868, 2018; Ord. 828, 2013; Ord. 717 § 1, 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. 868, 2018; Ord. 828, 2013; Ord. 717 § 1, 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. 868, 2018; Ord. 717 § 1, 2002)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.82
HISTORIC SITE, STRUCTURES AND LANDMARKS OVERLAY

Sections:

17.82.010 Purpose.
17.82.020 Applicability.
17.82.040 Adding or removing a historic overlay designation.
17.82.060 Exterior alteration and new construction.
17.82.070 Demolition.
17.82.080 Application submission requirements.
17.82.140 Appeals.

17.82.010 Purpose.

The purpose of this chapter is to establish and maintain a historic site, structure and landmark overlay in order to protect, preserve, enhance and perpetuate the sites, structures and landmarks that represent the cultural, social and/or architectural history of the area; to encourage new buildings that complement adjacent historic sites, structures and landmarks; and to provide criteria for amending the historic site, structures and landmarks overlay, also referred to as the historic overlay. (Ord. 634 § 1 Exh. A, 1995)

17.82.020 Applicability.

All regulations and criteria of this chapter shall apply to sites, structures or landmarks identified in the comprehensive plan as primary or secondary historic resources. (Ord. 634 § 1 Exh. A, 1995)

17.82.040 Adding or removing a historic overlay designation.

A. The application for adding or removing a historic overlay designation may be initiated by the city council, planning commission, Scappoose historical society, neighborhood planning organization or the property owner.

B. The planning commission shall adopt a recommendation for final adoption by council on the creation, modification or removal of a historic overlay designation. In addition to persons who have the right to receive notice of hearing, the planner shall mail notice to the Scappoose historical society.

C. The planning commission may recommend approval of a historic overlay designation for adoption by council when the commission and council find that any of the following criteria have been met:

1. The site or area proposed for the designation reflects the broad cultural or natural history of the community, state or nation;

2. The site or area is identified with historic personage, or with events in national, state or local history;

3. The proposed site or area is a notable work of a master builder, designer or architect.

4. The age of a specific building is not sufficient in itself to warrant designation as historic.

D. The planning commission may recommend removal of an historic overlay designation for adoption by council when the commission and council find that any of the following criteria have been met:

1. The original historic overlay designation was placed on the site in error;

2. The resource designated with the historic overlay designation has ceased to exist;

3. The resource designated with the historic overlay designation is no longer of significance to the public. (Ord. 634 § 1 Exh. A, 1995)

17.82.060 Exterior alteration and new construction.

A. The plannering ~~ing commission~~ shall review applications for exterior alteration or new construction pursuant to Chapter 17.160~~17.162~~.

B. In addition to persons who have the right to receive notice of a pending decision by the plannerquasi-judicial hearing, the planner shall mail notice to the Scappoose historical society.

C. The application for new construction, or for alteration to an existing structure shall be submitted by the owner of record of the property or an agent authorized in writing by the owner.

D. No person shall alter any structure in a historic overlay in a manner as to affect its exterior appearance, nor may any new structure be constructed on property identified as a historic site or landmark or within one hundred feet of a historic site, structure or landmark unless approved by the planneringing commission.

E. Exterior remodeling, as governed by this chapter, shall include any change or alteration in design or other exterior treatment excluding painting. Nothing in this chapter shall be construed to prevent the ordinary maintenance or repairs which do not involve a change in design, material or the outward appearance of any architectural features.

F. As a condition of approval, the planneringing commission may require the applicant provide to the Scappoose historical society pictorial or graphic history of the resource or artifacts from the site that the Scappoose historical society deems worthy of preservation prior to alteration of the site, structure or landmark.

G. For alteration of a site, structure or landmark, the following criteria shall be applied:

1. The economic use of the site, structure or landmark;

2. The relationship of the proposed alteration to the public interest in the preservation of the site, structure or landmark;

3. The historical significance of the site, structure or landmark;

4. The physical condition of the site, structure or landmark;

5. The general compatibility of exterior design, arrangement, proportion, detail, scale, color, texture and materials proposed to be used with existing structures.

H. For construction of new structures on or adjacent to an existing site, structure or landmark, the following criteria shall be applied:

1. The economic effect of the new structure on the historic value of the area;

2. The visual impact of the proposed new structure on the architectural character of the area; and

3. The general compatibility of the exterior design, arrangement, proportion, detail, scale, color, texture and materials proposed to be used in the construction of the new building or structure. (Ord. 634 § 1 Exh. A, 1995)

17.82.070 Demolition.

A. The planning commission shall adopt a recommendation for final adoption by council on an application for demolition of a historic site, structure or landmark.

B. In addition to persons who have the right to receive notice, the planner shall mail notice to the Scappoose historical society.

C. The application for a demolition permit shall be submitted by the record owner of the property or an agent authorized in writing by the owner.

D. No person shall demolish any structure in an historic overlay unless recommended by the planning commission and approved by the city council.

E. The planner shall notify the Scappoose historical society, in writing within ten days of receiving the demolition application, to investigate possible methods to purchase and save the site, structure or landmark. A state agency, historical organization, or local group or individual may submit a concept or work plan outlining the steps needed to complete the necessary plans to purchase or save the structure.

F. Within ninety days of the date of the notice, the interested agency, organization, group, or individual shall notify the city of the intent to submit a plan to save the site, structure or landmark. On written request, the planner may approve an additional ninety-day extension to allow submission of a completed plan.

G. If no plan to save the structure or site is developed within the allowed time period, a recommendation by planning commission shall be submitted to the city council for approval or denial.

H. In determining the decision regarding a demolition permit, the planning commission and the council shall consider the following criteria:

1. The available criteria used in the original designation of the overlay area in which the property under consideration is situated;

2. The historical and architectural style, the general design, arrangement, materials of the structure in question, or its appurtenant fixtures; the relationship of such features to similar features of the other buildings within the overlay area, and the position of the building or structure in relation to public rights of way, and to other buildings or structures in the area;

3. The effects of the proposed work upon the protection, enhancement, perpetuation, and use of the overlay area;

4. Whether issuance of the permit would act to the substantial detriment of the public welfare and would be contrary to the intent and purposes of this code. (Ord. 634 § 1 Exh. A, 1995)

17.82.080 Application submission requirements.

All applications subject to this chapter shall be made on forms provided by the planner and shall be accompanied by the following information:

A. A reproducible copy of the exterior alteration, new building construction, or site plan(s). The plans should include all necessary data or a narrative which explains how the proposal conforms to the standards. The scale of the site plan shall be an engineering scale;

B. A list of the names and addresses of all who are property owners of record and whose property is within one hundred feet of the site; and

C. A site plan that includes the following information:

1. The proposed site and surrounding properties;

2. The location, dimensions and names of all existing streets;

3. The location and dimension of:

a. Entrances and exits on the site,

b. Parking and circulation areas,

c. Utilities, and

d. Existing and proposed landscaping,

4. The location, dimensions and setback distances of all:

a. Existing structures, improvements, and utilities which are located within one hundred feet of the site, structure or landmark, and

b. Proposed structures, improvements, landscaping and utilities on the site,

5. Floor plans indicating the square footage of all structures existing and proposed for the site, and

a. Where actual floor plans of existing structures are unavailable, the planning commission will accept drawings showing floor layout, dimensions, and square footage (of existing structures),

6. Elevation drawings or a photograph of each proposed or existing structure. (Ord. 634 § 1 Exh. A, 1995)

17.82.140 Appeals.

A. The Scappoose historical society shall be notified of any appeal.

B. To allow for the input of historical organizations, the appeal period for exterior modification or new construction permit decisions shall be extended to thirty days from mailing of notice of the decision~~planning commission action~~. (Ord. 634 § 1 Exh. A, 1995)

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

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 Chapter17.84.180;

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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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

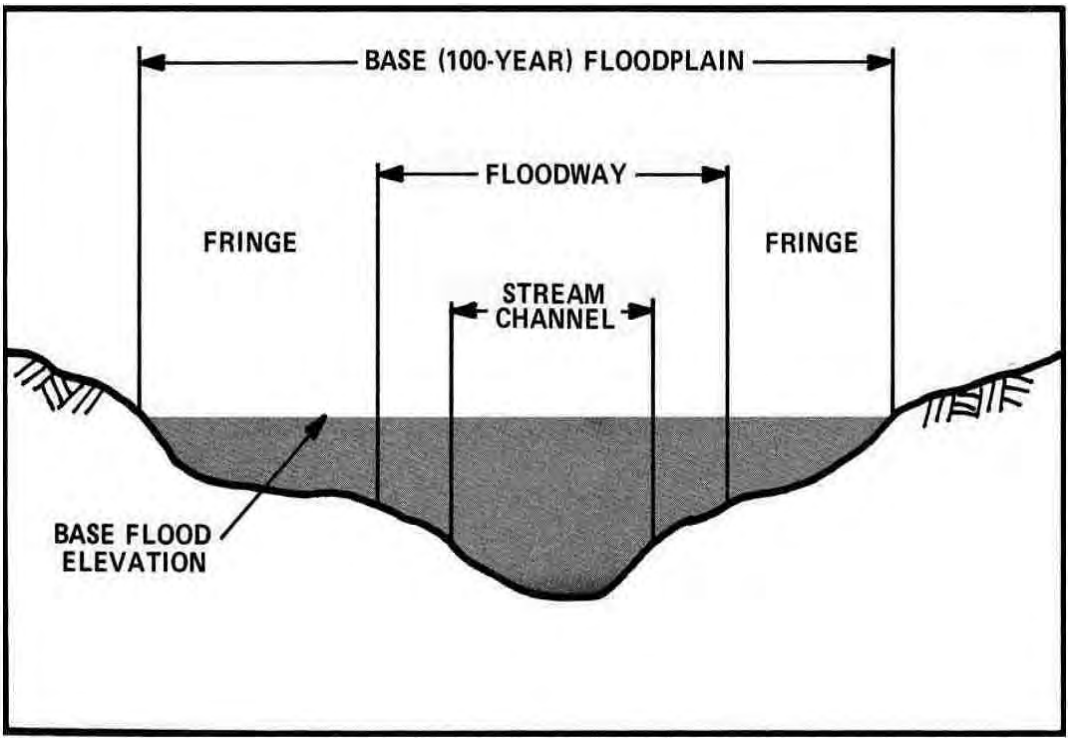
2. The unusual and rapid accumulation of runoff of surface waters from any source.

"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. 868, 2018; Ord. 828, 2013; Ord. 815 § 1, 2011; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 740 § 19, 2004; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 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 17.160~~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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 828, 2013; Ord. 815 § 2, 2011; Ord. 813, 2010; Ord. 809, 2010; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 828, 2013; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 815 § 3, 2011; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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 by17.84.040, 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. (Ord. 868, 2018)

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. 868, 2018; Ord. 828, 2013; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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 17.160~~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.

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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 828, 2013; Ord. 813, 2010; Ord. 809, 2010; Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.85
SENSITIVE LANDS--WETLANDS

Sections:

17.85.010 Purpose.
17.85.020 Definitions.
17.85.030 Applicability of provisions.
17.85.040 Activities within a sensitive lands - wetlands overlay.
17.85.050 Wetlands area density adjustment.
17.85.060 Variance provisions.
17.85.070 Administration and approval.
17.85.080 Expiration of approval--Standards for extension of time.
17.85.090 Review standards.
17.85.100 Application submission requirements.

17.85.010 Purpose.

The purpose of this chapter is to protect and restore significant wetland areas, thereby protecting and restoring the hydrologic, ecological and land conservation functions these areas provide. Specifically, this chapter is intended to protect habitat for fish and other aquatic life, protect habitat for wildlife, protect water quality for human uses and for aquatic life, control erosion and limit sedimentation, and reduce the effects of flooding. This chapter attempts to meet these goals by excluding structures from areas adjacent to significant wetlands, and by prohibiting vegetation removal or other alterations in those areas. In addition, the purpose of this chapter is to ensure implementation of requirements of the Division of State Lands and other appropriate regulatory agencies. (Ord. 736 § 1, 2003)

17.85.020 Definitions.

Unless the context specifically indicates otherwise, the meaning of terms used in this chapter shall be as follows:

"Alteration" means a use that adversely impacts the condition of a wetland and/or buffer area. Alterations include, but are not limited to, buildings or other structures, grading, filling, dredging, draining, channelizing, mining, paving (including sidewalks, roads and bike paths), surface water management facilities, or other land uses that adversely impact the existing vegetation, hydrology, wildlife or wildlife habitat of the wetland.

"Boardwalk" means a raised wooden walkway.

"Compensatory mitigation" means any of three actions used to replace wetland functions and values resulting from permitted impacts to wetlands, including restoration of former wetlands, creation of new wetlands, enhancement of existing wetlands or other acceptable techniques recognized by the Oregon Division of State Lands and, if required, by the U.S. Army Corps of Engineers.

"Development" means a partition, subdivision, or property line adjustment that may or may not include an alteration.

"Enhancement" means an action that improves one or more specific functions or values of an existing wetland.

"Functions and values." Functions refer to the environmental roles served by wetland and buffer areas including, but not limited to, water quality protection and enhancement, fish and wildlife habitat, flood storage, nutrient attenuation, and sediment trapping. Values refer to the qualities ascribed to a wetland such as educational and recreational opportunities, open space, and visual aesthetic qualities.

"Jurisdictional delineation" is a delineation, approved by the Oregon Division of State Lands and, if required, by the U.S. Army Corps of Engineers, that determines a wetland boundary and is accurate to plus or minus two feet using the methodology described in the 1987 Corps of Engineers Wetlands Delineation Manual or current accepted methodology.

"Local wetland" means a significant wetland resource site as determined by the Scappoose Local Wetlands Inventory dated December 1998.

"Mitigation site" is a wetland restored, created or enhanced to compensate for the permitted loss of wetland functions and values (see compensatory mitigation).

"Passive recreational facilities" are low-intensity improvements such as trails, blinds, interpretive kiosks, interpretive signs, low-intensity lights, benches, picnic tables, fences, boardwalks, viewing platforms, gardens, patios and decks.

"Public facilities" are publicly owned above-ground or underground utilities, structures and facilities including, but not limited to, pedestrian/bicycle/road and other transportation facilities, bridge abutments, street lighting systems, traffic signals, utility cabinets, water systems, sanitary sewer systems, power lines, natural gas lines, telephone and communication facilities, cable TV lines, and storm water management facilities.

"Structure" means any building or construction activity or development except that for the purposes of this chapter, the word "structure" shall exclude fences; children's play equipment; picnic tables; sand boxes; grills and similar recreational equipment.

"Wetland boundary" means the boundary of a significant wetland as mapped on the Scappoose Local Wetlands Inventory maps or as established by a jurisdictional delineation approved by the Oregon Division of State Lands and, if required, by the U.S. Army Corps of Engineers. Generally, the boundary is the line, located by a qualified wetland specialist, between wetland and non-wetland area.

"Wetland buffer" means an area around significant wetlands as illustrated within the Scappoose Local Wetlands Inventory. (Ord. 736 § 1, 2003)

17.85.030 Applicability of provisions.

The sensitive lands - wetlands overlay shall apply to the wetlands as shown on the Scappoose Local Wetlands Inventory dated December 1998 and adopted within the city comprehensive plan, and/or within the most current version of the National Wetland Inventory and within a twenty-five-foot wetland buffer except as follows: where any portion of a significant wetland is included within a riparian corridor per Section 17.89.030(A), the standard distance (fifty feet) to the riparian corridor boundary shall be measured from, and include, the upland edge of the wetland. (Ord. 736 § 1, 2003)

17.85.040 Activities within a sensitive lands - wetlands overlay.

A. The following uses are outright permitted uses within wetland areas, and do not require a sensitive lands development permit - wetlands overlay:

1. Public and private conservation areas for water, soil, open space, forest and wildlife resources;

2. Removal of non-native vegetation including poison oak, tansy ragwort, blackberry or other noxious vegetation; and

3. Maintenance or repair of existing structures or improvements (including asphalt or concrete drives) that do not involve a change in size, use or function.

B. The alteration of a significant wetland by grading, excavation, placement of fill, or vegetation removal subject to review under Section 17.85.090. Any proposed alteration outside of a significant wetland but within a wetland buffer requires a sensitive lands development permit - wetlands overlay. An alteration is a change in the topography or vegetation of a wetland area, as regulated by this section, which may affect the functions and values of such features and are subject to the permit procedure and standards of this chapter. An alteration includes the following activities:

1. Dredging, filling, excavation or the placement of riprap or a mooring with rock, trees, wood, etc.;

2. The clearing of any native riparian or wetland vegetation with the wetland area, or the removal of any native tree within the wetland area which has a diameter of six inches or greater at four feet above grade;

3. Streets, including bridges, when part of an approved future street plan, subdivision plan construction, improvement or alteration or city transportation system plan, including the installation of underground utilities and construction of roadway improvements including, but not limited to, sidewalks, curbs, streetlights, and driveway aprons;

4. Utilities such as water, stormwater, and sanitary sewer lines;

5. Bicycle pedestrian paths;

6. Parks and recreational facilities;

7. Driveways or pedestrian paths where necessary to afford access between portions of private property that may be bisected by a wetland area and/or buffer;

8. Water detention, filtration facilities and erosion control improvements such as detention ponds, bio-filtration swales or ponds, or bank stabilization measures;

9. Viewing platforms, boardwalks, and other improvements associated with the provision of public access for observation of natural areas/wetland areas; and,

10. Other development proposals determined by the planner as requiring a sensitive lands development permit - wetlands overlay.

C. Landform alterations or developments other than partitioning and subdividing that are within twenty-five feet of wetland areas that are not identified as "Local Wetlands," and that meet the jurisdictional requirements and permit criteria of the U.S. Army Corps of Engineers and the Division of State Lands, do not require a local sensitive lands development permit - wetlands overlay. However, no building permit will be issued for such activity unless all pertinent state and federal requirements are met, which the planner shall verify. (Ord. 736 § 1, 2003)

17.85.050 Wetlands area density adjustment.

In order to provide incentive for siting and re-siting residential dwelling units to avoid wetland areas and buffers, any partition, subdivision, or site development review application involving land that is subject to the wetlands overlay may be paired with a sensitive lands development permit - wetlands overlay 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 the twenty-five-foot wetland buffer. However, said development shall only qualify for such a density bonus if any structures existing previous to the adoption of the wetlands overlay are relocated outside of the wetland buffer area. (Ord. 736 § 1, 2003)

17.85.060 Variance provisions.

When the wetland area buffer prohibits the development of a lot or parcel legally created before the effective date of this chapter, a property owner may request a variance to the wetland buffer, subject to the requirements of Chapter 17.134 of this title. In addition to the variance criteria listed in Section 17.134.030, granting of a variance to the sensitive lands - wetlands overlay requires further findings that strict adherence to the wetland buffer and other applicable standards would effectively preclude a use of the parcel that could be reasonably expected to occur on similarly zoned parcels. (Ord. 736 § 1, 2003)

17.85.070 Administration and approval.

A. The planner shall review all sensitive lands development permits - wetlands overlay to determine that all necessary permits shall be obtained from those federal, state, or local governmental agencies from which prior approval is also required.

B. The approval authority shall apply the standards set forth in Section 17.85.090 (Review standards) when reviewing an application for a sensitive lands development permit - wetlands overlay.

C. Applications for a sensitive lands development permit - wetlands overlay shall be processed in accordance with Chapter 17.16017.162, ~~Procedures for Decision Making-- Quasi-Judicial~~. (Ord. 736 § 1, 2003)

17.85.080 Expiration of approval--Standards for extension of time.

A. Approval of a sensitive lands development permit - wetlands overlay shall be void if:

1. Substantial construction of the approved development plan has not begun within a one-year period; or

2. Construction on the subject site is a departure from the approved plan.

B. 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 plan as approved by the approval authority;

2. The applicant can show intent of initiating construction of 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.

C. Notice of the extension shall be provided to the applicant. (Ord. 736 § 1, 2003)

17.85.090 Review standards.

A. Grading, excavation, placement of fill and vegetation removal within a significant wetland shall only be permitted if the proposed alteration meets the following conditions:

1. The alteration is necessary to allow use of, or access to, a lot or parcel that was in existence on the date this chapter was adopted; and

2. The proposed alteration is the minimum necessary to provide for the proposed use or access.

B. The following criteria shall be included in review of any application to which the sensitive lands - wetlands overlay is applicable:

1. Activities within a wetland are subject to the permit requirements of the Oregon Division of State Lands (DSL) and the U.S. Army Corps of Engineers. No building permit will be issued for development projects within the wetlands overlay unless all pertinent state and federal requirements are met. DSL and, as necessary, the U.S. Army Corps of Engineers will be notified of any regulated development proposed in a wetland area;

2. Properties that contain wetland areas shall have a wetland determination approved by DSL staff before any development permit is issued. If in making this determination DSL staff indicate that a "jurisdictional delineation" study of the boundary is necessary, the study shall be completed by the applicant and approved by DSL staff before any building permits are issued, including grading permits;

3. A wetland buffer area shall be established between a wetland and a proposed development as condition of development permit approval to achieve the maintenance of vegetative cover and the water quality characteristics of the area;

4. The city will not approve a partition or subdivision in a wetland area that proposes to create a lot that would not have the ability to obtain a building permit without variance approval;

5. Construction sites adjacent to wetlands shall be required to install erosion/sedimentation control devices between the land area to be disturbed and the wetland. All such devices shall conform to the requirements found within the city public works design standards;

6. Developments adjacent to wetlands which have significant impervious surface areas will be required to have stormwater detention and filtration facilities as part of their approved design. The design of such facilities shall conform to the requirements found within the city public works design standards; and

7. All proposed alterations are subject to consultation with ODFW and others potentially affected by the alteration. Agency recommendations to mitigate for the loss of wetland values and functions may be made conditions of approval of a proposed use. (Ord. 736 § 1, 2003)

17.85.100 Application submission requirements.

A. All applications shall be made on forms provided by the city and shall be accompanied by:

1. 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 to a standard engineering scale; and,

2. A list of the names and addresses of all property owners of record within two hundred feet of the site.

B. The development plan and narrative shall include the following information (items may be combined on one map):

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. As applicable, 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; and

10. The method for mitigating any adverse impacts upon wetland, riparian or wildlife habitat areas. (Ord. 736 § 1, 2003)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.86
SENSITIVE LANDS--SLOPE HAZARD

Sections:

17.86.010 Purpose.
17.86.020 Applicability of uses.
17.86.030 Administration and approval process.
17.86.040 Maintenance of records.
17.86.050 General provisions for slope areas.
17.86.060 Expiration of approval.
17.86.070 Approval standards.
17.86.080 Application submission requirements.

17.86.010 Purpose.

The purpose of this chapter is to regulate development and alterations to steep slope areas in order to protect members of the public and public resources and facilities from injury, loss of life, property damage, or financial losses due to erosion, flooding, landslide, seismic events, soil subsidence or steep slope failures. (Ord. 634 § 1 Exh. A, 1995)

17.86.020 Applicability of uses.

A. Except as provided by this section, the following uses are permitted uses:

1. Accessory uses such as lawns, gardens or play areas, except in wetlands;

2. Agricultural uses conducted without locating a structure or altering landforms;

3. Public and private conservation areas for water, soil, open space, forest and wildlife resources;

4. Removal of poison oak, tansy ragwort, blackberry or other noxious vegetation;

5. Fences.

B. Separate permits shall be obtained from the appropriate state, county or city jurisdiction for the following:

1. Installation of underground utilities and construction of roadway improvements including sidewalks, curbs, streetlights and driveway aprons;

2. Minimal ground disturbance(s) but no landform alterations.

C. For the purpose of this chapter, "slope hazard areas" means those areas subject to a severe risk of landslide or erosion. They include any of the following areas:

1. Any area containing slopes greater than or equal to fifteen percent and two of the following subsections;

a. Impermeable soils (typically silt and clay) frequently interbedded with granular soils (predominately sand and gravel),

b. Any area located on areas containing soils which, according to the current version of the soil survey of Columbia County, Oregon may experience severe to very severe erosion hazard,

c. Any area located on areas containing soils which, according to the current version of the soil survey of Columbia County, Oregon are poorly drained or subject to rapid runoff,

d. Springs or ground water seepage;

2. Any area potentially unstable as a result of natural drainageways, rapid stream incision, or stream bank erosion;

3. Any area located on an alluvial fan, presently subject to or potentially subject to inundation by debris flows or deposition of stream transported sediments;

4. Any area containing slopes greater than or equal to twenty percent.

D. Landform alterations or developments within slope hazard areas that meet the jurisdictional requirements and permit criteria of the U. S. Army Corps of Engineers, Division of State Lands, and/or other federal, state or regional agencies do not require duplicate analysis or local permits. The city may require additional information not addressed above. When any provision of any other chapter of this title conflicts with this chapter, the regulations that

provides more protection to the sensitive areas shall apply unless specifically provided otherwise in this chapter; provided, such exceptions shall not conflict with any federal, state or local regulation.

E. A development permit shall be obtained before construction or development begins within any area of slope hazard as identified in subsection C of this section. The permit shall apply to all structures including manufactured homes.

F. Except as explicitly authorized by other provisions of this chapter, all other uses are prohibited on steep slope areas.

G. A use established prior to the adoption of this title, which would be prohibited by this chapter or which would be subject to the limitations and controls imposed by this chapter, shall be considered a nonconforming use. Nonconforming uses shall be subject to the provisions of Chapter 17.132.

H. The planner shall determine if a slope hazard applies based upon one or any combination described in subsection C of this section. (Ord. 634 § 1 Exh. A, 1995)

17.86.030 Administration and 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. If uncertainty exists in regards to the location or configuration of slope hazard areas, the planner shall make an on-site inspection prior to an application being initiated to determine the nature and extent of the resource. If necessary, assistance from state and federal agencies shall be sought to provide the applicant additional information.

C. The planner shall review all development applications to determine if the mitigation and monitoring plans and bonding measures proposed by the applicant are sufficient to protect the public health, safety and welfare consistent with the goals, purposes, objectives and requirements of this chapter.

D. The applicant shall submit an affidavit which:

1. Declares that the applicant has no knowledge that sensitive areas on the development proposal site have been illegally altered, and that the applicant previously has not been found in violation of sensitive areas regulations for any property in Columbia County;

2. Demonstrates that any development proposal submitted conforms to the purposes, standards and protection mechanisms of this chapter;

3. If required, prepare a special sensitive areas study in accordance with Section 17.86.070;

E. Approval of a development proposal pursuant to the provisions of this chapter does not discharge the obligation of the applicant to comply with the provisions of this chapter.

F. The provisions of this chapter shall apply to all forest practices over which the city has jurisdiction, and to all property which has been cleared and/or graded without an approved state and local permit.

G. The application shall be processed in accordance with Chapter 17.160~~17.162~~. (Ord. 634 § 1 Exh. A, 1995)

17.86.040 Maintenance of records.

A. The planner shall retain on file, the current version of the soil survey for Columbia County, Oregon as provided by the Soil Conservation Service, of the Department of Agriculture.

B. The planner shall retain on file all studies of soil hazards areas for new or existing development or construction. (Ord. 634 § 1 Exh. A, 1995)

17.86.050 General provisions for slope areas.

A. Slope hazard regulations apply to those areas meeting the federal, state or local definition of "slope hazard" as identified in Section 17.86.020(C) and areas of land adjacent to and within one hundred feet of areas identified as slope hazards.

B. Slope locations may include but are not limited to those areas identified as slope hazards in the Scappoose comprehensive plan.

C. Precise boundaries may vary from those shown on maps; specific delineation of slope hazards boundaries may be necessary. Slope hazard delineation will be done by qualified professionals at the applicant's expense. (Ord. 634 § 1 Exh. A, 1995)

17.86.060 Expiration of approval.

A. Approval of a development permit shall be void if:

1. Substantial construction of the approved plan has not completed within a one-year period; or

2. Construction on the site is a departure from the approved plan.

B. 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 plan as approved by the approval authority;

2. The applicant can show intent of initiating construction of the site within the one year extension period;

3. There have been no changes to the applicable comprehensive plan policies and ordinance provisions on which the approval was based;

4. There have been no naturally occurring or manmade changes to the landform.

C. Notice of the extension shall be provided to the applicant. (Ord. 634 § 1 Exh. A, 1995)

17.86.070 Approval standards.

A. The planner ~~or the planning commission~~ may approve or approve with conditions or deny an application request within the slope area based upon following findings:

1. Land form alterations shall preserve or enhance slope stability;

2. The proposed land form alteration or development will not result in erosion, stream sedimentation, ground instability, or other adverse on-site and off-site effects or hazards to life or property;

3. Land form alterations or developments address stormwater runoff, maintenance of natural drainageways, and reduction of flow intensity by the use of retention areas;

4. The structures are appropriately sited and designed to ensure structural stability and proper drainage of foundation and crawl space areas for development with any of the following soil conditions: wet/high water table; high shrink-swell capability; compressible/organic; and shallow depth-to-bedrock;

5. Where natural vegetation has been removed due to land form alteration or development, the areas not covered by structures or impervious surfaces will be replanted to prevent erosion in accordance with Chapter 17.100;

6. The water flow capacity of the drainageway is not decreased or the drainageway will be replaced by a public facility of adequate size to accommodate maximum flow;

7. The necessary U.S. Army Corps of Engineers and state of Oregon Land Board, Division of State Lands and Department of Environmental Quality approvals shall be obtained;

8. No development, building, construction or grading permit may be issued on lands in the slope hazard area until the public works director approves:

a. An engineering geotechnical study and supporting data demonstrating that the site is stable for the proposed use and development,

b. The study shall include at a minimum geologic conditions, soil types and nature, soil strength, water table, history of area, slopes, slope stability, erosion, affects of proposed construction, and recommendations. This study shall be completed by a registered geotechnical engineer in the state of Oregon. The plans and specifications shall be based on the study recommendations shall be prepared and signed by a professional civil engineer registered in the state of Oregon,

c. A stabilization program for an identified hazardous condition based on established and proven engineering techniques that ensure protection of public and private property,

d. A plan showing that the strategically important vegetative cover shall be maintained or established for stability and erosion control purposes,

e. A plan showing the proposed stormwater system. Said system will not divert stormwater into slope hazard areas.

B. Where landform alterations and/or development are allowed within and adjacent to the one hundred-year floodplain, the requirements of Chapter 17.84 shall be met.

C. Where landform alterations and/or development are allowed within and adjacent to wetlands, the requirements of Chapter 17.85 shall be met. (Ord. 634 § 1 Exh. A, 1995)

17.86.080 Application submission requirements.

A. All applications shall be made on forms provided by the planner and shall be accompanied by:

1. 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;

2. 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 shall include the following information. Items may be combined on one map:

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 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,

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.

d. 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;

10. The method for mitigating any adverse impacts upon wetland, riparian or wildlife habitat areas. (Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.89

SENSITIVE LANDS--FISH AND RIPARIAN CORRIDOR OVERLAY

Sections:

17.89.010 Purpose.
17.89.020 Definitions.
17.89.030 Applicability of provisions.
17.89.040 Activities allowed within the fish and riparian corridor.
17.89.050 Fish and riparian corridor density adjustment.
17.89.060 Variance provisions.
17.89.070 Administration and approval.
17.89.080 Expiration of approval--Standards for extension of time.
17.89.090 Review standards.
17.89.100 Application submission requirements.

17.89.010 Purpose.

The purpose of this chapter is to protect and restore water bodies and their associated riparian areas, thereby protecting and restoring the hydrologic, ecological and land conservation functions these areas provide. Specifically, this chapter is intended to protect habitat for fish and other aquatic life, protect habitat for wildlife, protect water quality for human uses and for aquatic life, control erosion and limit sedimentation, and reduce the effects of flooding. This chapter attempts to meet these goals by excluding structures from areas adjacent to fish-bearing lakes and streams, and their associated wetlands, and by prohibiting vegetation removal or other alterations in those areas. (Ord. 736 § 1, 2003)

17.89.020 Definitions.

Unless the context specifically indicates otherwise, the meaning of terms used in this chapter shall be as follows:

"Fish use" means inhabited at any time of the year by anadromous or game fish species or fish that are listed as threatened or endangered species under the federal or state endangered species acts. Fish use is determined from Oregon Department of Forestry Stream Classification maps.

"Impervious surface" means any material that reduces and prevents absorption of storm water into previously undeveloped land.

"Lawn" is grass or similar materials maintained as a ground cover of less than six inches in height, and generally managed to restrict the growth of shrubs and trees that inhibit the growth of grasses and forbs. For purposes of this chapter, lawn is not considered native vegetation regardless of the species used.

"Mitigation" means restoration of riparian areas, enhanced buffer treatment or similar measures.

"Net loss" means a permanent loss of riparian functions provided by native riparian structure and vegetation that results from a development action despite mitigation measures having been taken.

"Off-site mitigation" means mitigation undertaken in areas distant from or coterminous with a development site.

"On-site mitigation" means mitigation undertaken within the lot or parcel affected by a development action.

"Riparian area" is the area adjacent to a river, lake, or stream, consisting of the area of transition from an aquatic ecosystem to a terrestrial ecosystem.

"Riparian corridor" is a Goal 5 resource that includes the water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian corridor boundary.

"Stream" is a channel such as a river or creek that carries flowing surface water, including perennial streams and intermittent streams with defined channels, and excluding man-made irrigation and drainage channels.

"Structure" is a building or other major improvement that is built, constructed or installed, not including minor improvements, such as fences, utility poles, flagpoles, or irrigation system components, that are not customarily regulated through zoning ordinances.

"Top of bank" means the stage or elevation at which water overflows the natural banks of streams or other waters of the state and begins to inundate upland areas. In the absence of physical evidence, the two-year recurrence interval flood elevation may be used to approximate the top of bank. (Ord. 736 § 1, 2003)

17.89.030 Applicability of provisions.

The sensitive lands - fish and riparian corridor overlay shall apply to the following riparian corridors as shown on the Scappoose Riparian Inventory dated December 1998 and adopted within the city comprehensive plan. The riparian corridor boundary is fifty feet from the top of the bank except as follows:

A. Where the riparian corridor includes all or portions of a significant wetland as identified in the Scappoose Riparian Inventory, the standard distance to the riparian corridor boundary shall be measured from, and include, the upland edge of the wetland; and

B. Except as provided for in subsection A of this section, the measurement of distance to the riparian corridor boundary shall be from the top of bank. The measurement shall be a slope distance. In areas where the top of each bank is not clearly defined, the riparian corridor boundary shall be measured from the ordinary high water level, or the line of nonaquatic vegetation, whichever is most landward. (Ord. 736 § 1, 2003)

17.89.040 Activities allowed within the fish and riparian corridor.

A. The permanent alteration of the riparian corridor by grading or by the placement of structures or impervious surfaces is prohibited. However, certain activities may be allowed within the fifty-foot fish and riparian corridor boundary, provided that any intrusion into the riparian corridor is minimized, and no other options or locations are feasible. A sensitive lands development permit - fish and riparian corridor overlay is necessary to approve the following activities:

1. Streets, roads, and paths;

2. Drainage facilities, utilities, and irrigation pumps;

3. Water-related and water-dependent uses; and

4. The expansion of existing, or creation of new bank stabilization and flood control structures, shall be evaluated by the director and appropriate state natural resource agency staff. Such alteration of the riparian corridor shall be approved only if less-invasive or nonstructural methods will not adequately meet the stabilization or flood control needs.

B. Removal of riparian vegetation is prohibited, except for:

1. Removal of non-native vegetation and replacement with native plant species. The replacement vegetation shall cover, at a minimum, the area from which vegetation was removed;

2. Removal of vegetation necessary for the development of approved water-related or water-dependent uses. Vegetation removal shall be kept to the minimum necessary to allow the water-dependent or water-related use; and

3. Trees in danger of falling and thereby posing a hazard to life or property may be felled, following consultation and approval from the community development director (director). The director may require these trees, once felled, to be left in place in the riparian corridor.

C. *Exceptions.* The following activities are not required to meet the standards of this section, and do not require a sensitive lands development permit - fish and riparian corridor overlay:

1. Commercial forest practices regulated by the Oregon Forest Practices Act;

2. Normal and accepted farming practices other than buildings or structures, occurring on land used for farm use and existing in the riparian area since prior to the date of adoption of this chapter;

3. Replacement of existing structures with structures in the same location that do not disturb additional riparian surface area;

4. Maintenance, planting, and replanting of existing lawn and landscape areas containing non-native vegetation. However, such areas may not be expanded to further intrude into the riparian corridor;

5. Maintenance of existing bank stabilization and flood control structures; and

6. Maintenance or repair of existing structures or improvements (including asphalt or concrete drives) that do not involve a change in size, use or function. (Ord. 736 § 1, 2003)

17.89.050 Fish and riparian corridor density adjustment.

A. In order to provide incentive for siting and re-siting residential dwelling units to avoid the fish and riparian corridor, any partition, subdivision, or site development review application involving land subject to the fish and riparian corridor overlay may be paired with a sensitive lands development permit - fish and riparian corridor overlay 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 the fifty-foot fish and riparian corridor boundary. However, said development shall only qualify for such a density bonus if any structures existing previous to the adoption of the fish and riparian corridor overlay are relocated outside of the fish and riparian corridor overlay area. (Ord. 736 § 1, 2003)

17.89.060 Variance provisions.

When the riparian corridor prohibits the development of a lot or parcel legally created before the effective date of this chapter, a property owner may request a variance to the riparian setback, subject to the requirements of Chapter 17.134 of this title. In addition to the variance criteria listed in Section 17.134.030, granting of a variance to the fish and riparian corridor overlay requires further findings that strict adherence to the riparian setback and other applicable standards would effectively preclude a use of the parcel that could be reasonably expected to occur in similarly zoned parcels. (Ord. 736 § 1, 2003)

17.89.070 Administration and approval.

A. The planner shall review all sensitive lands development permit - fish and riparian corridor overlay applications to determine that all necessary permits shall be obtained from those federal, state, or local governmental agencies from which prior approval is also required.

B. The approval authority shall apply the standards set forth in Section 17.89.090 (Review standards) when reviewing an application for a sensitive lands development permit - fish and riparian corridor overlay.

C. Applications for a sensitive lands development permit - fish and riparian corridor overlay shall be processed in accordance with Chapter ~~17.160~~17.162~~, Procedures for Decision Making--Quasi-Judicial~~. (Ord. 736 § 1, 2003)

17.89.080 Expiration of approval--Standards for extension of time.

A. Approval of a sensitive lands development permit - fish and riparian corridor overlay shall be void if:

1. Substantial construction of the approved development plan has not begun within a one-year period; or

2. Construction on the subject site is a departure from the approved plan.

B. 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 plan as approved by the approval authority;

2. The applicant can show intent of initiating construction of 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.

C. Notice of the extension shall be provided to the applicant. (Ord. 736 § 1, 2003)

17.89.090 Review standards.

The following criteria shall be included in review of any application to which the fish and riparian corridor overlay is applicable:

A. In consultation with a representative of the Oregon Department of Fish and Wildlife, the planner shall identify which areas of the site are the most sensitive and susceptible to destruction, and which are the most significant;

B. After consultation with a representative of the Oregon Department of Fish and Wildlife, the planner shall analyze what the effect of proposed development will have on the fish and wildlife, hydrology, water quality, and riparian functions; determine if there will be a significantly adverse impact on the fish and wildlife resource; and, if the fish and wildlife habitat will be adversely impacted, the planner shall investigate if other development proposals could protect the fish and riparian corridor and still reasonably allow permitted activities;

C. The planner may condition the approval of an application to require protection of the habitat, or if the project is unable to mitigate habitat degradation, the planner may deny the application. (Ord. 736 § 1, 2003)

17.89.100 Application submission requirements.

A. All applications shall be made on forms provided by the City of Scappoose and shall be accompanied by:

1. 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 to a standard engineering scale; and

2. A list of the names and addresses of all property owners of record within two hundred feet of the site.

B. The development plan and narrative shall include the following information (items may be combined on one map):

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. As applicable, 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; and

10. The method for mitigating any adverse impacts upon wetland, riparian or wildlife habitat areas. (Ord. 736 § 1, 2003)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

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. 868, 2018; Ord. 714 Exh. A, 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.

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 three on-site spaces (for example, inclusive of a garage and driveway) available before construction of the accessory unit;~~

~~H~~E. A minimum six-foot hedge or site-obscuring fence ~~may be required by the planner~~is required 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. Existing landscaping or fencing may be used to meet this standard. (Ord. 868, 2018; Ord. 828, 2013; Ord. 714 Exh. A, 2002)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.94

MANUFACTURED DWELLING AND RV~~HOME~~ PARK REGULATIONS

Sections:

17.94.010 Purpose.

17.94.020 Definitions.

~~17.94.030 Manufactured homes outside manufactured home parks.~~

17.94.040 Manufactured dwelling~~home~~ park standards.

17.94.050 Recreational vehicles and RV park standards.

17.94.060 Temporary use of manufactured dwellings~~homes~~.

17.94.130 Structural alteration.

17.94.010 Purpose.

The purpose of this chapter is to establish criteria for the placement of manufactured dwellings~~homes~~ in manufactured dwelling~~home~~ parks ~~or on individual building lots within the city~~, to provide standards for development of recreational vehicle parks and allow the temporary use of a manufactured dwelling~~home~~ under certain circumstances. (Ord. 634 § 1 Exh. A, 1995)

17.94.020 Definitions.

As used in this chapter:

"Anchoring system" means an approved system of straps, tables, turnbuckles, chains, ties, or other approved materials used to secure a manufactured home.

"Approved" means acceptable to the city and meeting all current federal, state, or local building and installation codes.

"Driveway" means a private road giving access from access way to a manufactured dwelling~~home~~ space.

"Foundation siding/skirting" means a type of wainscoting constructed of fire and weather resistant material, such as aluminum, treated pressed wood or other approved materials, enclosing the entire under carriage of the manufactured dwellinghome in a fashion consistent with adjoining areas.

"Manufactured Housing Construction and Safety Standards Code" means Title VI of the Housing and Community Development Act (42 U.S.C. 5401 et sequential), as amended (previously known as the Federal Mobile Home Construction and Safety Act), rules and regulations adopted thereunder (including information supplied by the home manufacturer, which has been stamped and approved by a Design Approval Primary Inspection Agency, an agent of the U.S. Department of Housing and Urban Development pursuant to HUD Rules) and regulations and interpretations of said Title by the Oregon Department of Commerce; all of which became effective for manufactured home construction on June 15, 1976.

"Manufactured dwellinghome space" means a plot of ground within a manufactured dwellinghome park designed for the accommodation of one manufactured dwellinghome.

"Occupied space" means the total area of earth horizontally covered by the structure, excluding accessory structures, such as, but not limited to, garages, patios and porches.

"Permanent perimeter enclosure" means a permanent perimeter structural system completely enclosing the space between the floor joists of the home and the ground.

"Permanent foundation" means a structure system approved by the city and following the standards set by the Oregon Department of Commerce, for transposing loads from a structure to the earth. Standards subject to additional conditions set in each manufactured home classification.

"Section" means a unit of a manufactured dwellinghome at least ten body feet in width and thirty body feet in length.

"Support system" means a pad or a combination of footings piers, caps, plates and shims, which, when properly installed, support the manufactured home.

"Vehicular way" means an unobstructed way of specified width containing a drive or roadway which provides vehicular access within a manufactured dwellinghome park and connects to a public street. (Ord. 634 § 1 Exh. A, 1995)

17.94.030 Manufactured homes outside manufactured home parks.

A. It is unlawful to occupy, live in, use as an accessory structure, or store any manufactured home within the city, unless it is complies with subsection B of this section.

B. The siting of manufactured homes outside of manufactured home parks shall comply with the following regulations:

1. *Dimensions.* The manufactured home shall be assembled from not less than two major structural sections, and shall contain a liveable floor area of not less than one thousand square feet.

2. *Hauling Mechanisms.* Hauling mechanisms including wheels, axles, hitch and lights assembly shall be removed in conjunction with installation.

3. *Foundation.* The manufactured home shall be permanently affixed to an excavated and backfilled foundation and enclosed at the perimeter with cement, concrete block or other materials as approved by the building inspector, such that the manufactured home is not more than twelve inches above grade; if the lot is a sloping lot, then the uphill side of the foundation shall be not more than twelve inches above grade.

4. *Roof.* The manufactured home shall have a minimum nominal roof pitch of at least three feet in height for each twelve feet in width, as measured from the ridge line. The roof shall be covered with shingles, shakes, or tile similar to that found on immediately surrounding single-family dwellings. Eaves from the roof shall extend at least six inches from the intersection of the roof and the exterior walls. The determination of roof covering comparability shall be made by the building inspector.

5. *Exterior Finish.* The manufactured home shall have exterior siding which in color, material and appearance is comparable to the predominant exterior siding materials found on surrounding dwellings. The determination of comparability shall be made by the building inspector.

6. *Weatherization.* The manufactured home shall be certified by the manufacturer to have an exterior thermal envelope meeting the performance standards required of single-family dwelling construction under the Oregon Building Code, as defined in ORS 455.010.

~~7. *Off-Street Parking.* A garage or carport constructed of like materials consistent with the predominate construction of immediately surrounding dwellings and sided, roofed and finished to match the exterior of the manufactured home is required.~~

~~C. *Historic Districts.* Manufactured homes shall be prohibited within, or adjacent to, or across a public right-of-way from a historic site, landmark or structure. (Ord. 634 § 1 Exh. A, 1995)~~

17.94.040 Manufactured Dwelling~~home~~ park standards.

A. Design of the proposed enlargement, alteration or creation of a ~~home park~~ manufactured dwelling~~home~~ park shall be submitted to the planning department~~commission~~ for review. The review shall be conducted in accordance with Chapter 17.120.

B. The design for the manufactured dwelling~~home~~ park shall conform to all applicable state standards established by the ~~state of Oregon,~~ Department of Consumer and Business Services ~~Commercial Mobile Home park standards~~.

C. The minimum acreage for a manufactured dwelling~~home~~ park shall be ~~two~~ one acre~~s~~ with a minimum frontage of one hundred feet and minimum depth of one hundred fifty feet.

D. The front and rear yard setback shall be twenty feet and side yard setback shall be ten feet, except on a corner lot the street side yards shall be twenty feet.

E. The minimum area for a manufactured dwelling~~home~~ space within a park shall be two thousand five hundred square feet.

F. One hundred square feet for each manufactured dwelling~~home~~ space shall be provided for a recreational play area, group or community activities but no recreational area shall be less than two thousand five hundred square feet. No recreational area is required if the individual manufactured dwelling~~home~~ spaces contain four thousand square feet or more.

G. Primary access to the park shall be from a public street. Where necessary, additional street right-of-way shall be dedicated to the city to maintain adequate traffic circulation. Primary access shall have a width of not less than thirty-six feet, of which not less than thirty-two feet shall be paved.

H. Vehicular ways shall be paved with an asphaltic material or concrete, a minimum of thirty feet in width with on-street parking and a minimum of twenty feet in width with no on-street parking, and shall be minimally constructed with four inches of one and one-half minus base rock, two inches of three-fourths-inch minus topped with two inches of asphalt concrete. Vehicular ways shall be named and marked with signs which are similar in appearance to those used to identify public streets, and a map of the vehicular ways shall be provided to the fire district, the police department and the public works department.

I. Walkways shall connect each manufactured dwelling~~home~~ to its driveway. All walks must be concrete, well-drained, and not less than thirty-six inches in width.

J. Lighting for the manufactured dwelling~~home~~ park shall meet the public works design standards lighting recommendations for local residential streets.

K. Driveways shall be asphalt or concrete, not less than four inches deep or two inches of asphalt on four inches of three-fourths-inch minus gravel. Driveways shall begin at a vehicular way and extend into the individual space in a manner to provide parking for at least two vehicles. They shall not be directly connected to a city street.

L. Parking spaces shall be a rectangle not less than eight feet, six inches wide and twenty feet long.

M. The boundaries of each manufactured dwelling~~home~~ space shall be clearly marked by a fence, landscaping or by permanent markers and all spaces shall be permanently numbered.

N. The manufactured dwelling~~home~~ shall be parked on a concrete slab on appropriate footings, supports and/or stands. Tie-downs, foundations or other supports shall be in accordance with state and federal laws.

O. Each manufactured dwelling~~home~~ site shall have a patio of concrete, or flagstone or similar substance not less than three hundred square feet adjacent to the manufactured dwelling~~home~~ parking site.

P. Landscaping and screening shall be provided in each manufactured dwelling~~home~~ park and shall satisfy the following requirements:

1. All areas in a park not occupied by paved roadways or walkways, patios, pads and other park facilities shall be landscaped;

2. Screen planting, masonry walls, or fencing shall be provided to screen ~~objectionable~~ views. Views to be screened include laundry drying yards, garbage and trash collection stations, and other similar uses;

3. It shall be the responsibility of the park management to see that the park landscaped areas and yards are well kept. Failure to do so shall be cause for revocation of the permit to operate the park after hearing as herein provided;

4. Landscaping plans are to be done by a landscape architect or established landscaper.

Q. Each site shall be serviced by municipal facilities such as water supply, sewers, concrete sidewalks and improved streets.

R. Prior to occupancy of the manufactured dwelling~~home~~, each site shall have a storage area space in a building having a gross floor area of at least forty-eight square feet and a minimum height of ten feet at the peak for storing the outdoor equipment and accessories necessary to residential living.

1. There shall be no outdoor storage of furniture, tools, equipment, building materials, or supplies belonging to the occupants or management of the park.

2. Except for automobiles, no storage shall be permitted except within the enclosed storage area.

3. A recreational vehicle or residential trailer shall not remain overnight in a manufactured home park unless it is parked in a manufactured dwelling~~home~~ space or in an area specifically designated for such use. No more than one recreational vehicle or residential trailer will be parked at one time in a manufactured dwelling~~home~~ space.

S. No manufactured dwelling~~home~~, accessory building, or other structure shall be closer than six feet to another manufactured dwelling~~home~~, accessory building, or other structure. Manufactured dwellings~~homes~~ shall be a minimum of ten feet from another manufactured dwelling~~home~~.

T. No structure shall exceed twenty-five feet in height. (Ord. 711 § 1 Exh. A, 2001; Ord. 634 § 1 Exh. A, 1995)

17.94.050 Recreational vehicles and RV park standards.

A. It is unlawful for any recreational vehicle, to be occupied, lived in or otherwise used as a residence within the city, unless it is located in a city-licensed and approved recreational vehicle park.

B. In addition to the standards of the zone in which it is located, recreational vehicle parks shall comply to the standards of this subsection. If there is a conflict between the two standards, the more restrictive standard shall apply.

1. Recreational vehicle parks shall be located on well-drained sites, and shall be located so that their drainage shall not endanger any life or property. All such parks shall be located in areas free from marshes, swamps or other potential breeding places for insects or rodents.

2. Each space shall be paved with asphalt or concrete or similar material in the area provided for a vehicle. The part of the space which is not occupied by the recreational vehicle, not intended as an access way to the vehicle or part of an outdoor patio, need not be paved provided the area is landscaped to prevent dust or mud.

3. The area of the recreational vehicle park shall contain a minimum of one acre.

4. Each recreational vehicle space shall contain a minimum of one thousand two hundred square feet. Each recreational vehicle space shall be a minimum of twenty-five feet in width and shall abut on a vehicular way with unobstructed access to a public street. Spaces shall be clearly defined. Recreational vehicles shall be located in such spaces with a minimum of fifteen feet between each or between the vehicle and any building.

5. No recreational vehicle shall be located less than twenty-five feet from any street or highway, or so that any part of it will obstruct any drive or walkway.

6. No recreational vehicle shall be located less than twenty feet from a side or rear property line.

7. No recreational vehicle shall remain in a park unless a space is available.

8. Vehicular ways shall be provided to each space, shall be continuous, shall connect with a public street, shall have a minimum width of twenty feet, with a minimum total width of thirty-six feet for connections to a public street.

9. Paved walkways not less than three feet in width, shall be provided to service buildings.

10. Roadways shall be paved with asphalt or concrete and shall be designed to permit easy access to each recreational vehicle space.

11. Off-street parking shall be provided with a minimum of one space per recreational vehicle space. Parking spaces shall be paved with asphalt or concrete.

12. One hundred square feet for each recreational vehicle space shall be provided for a recreational play area, group or community activities but no recreational area shall be less than two thousand five hundred square feet. The recreational area shall be improved with grass, plantings surfacing or buildings suitable for recreational use.

13. No permanent additions of any kind shall be built onto, nor become part of, any recreational vehicle.

14. Wheels of trailers shall not be removed, except temporarily when in need of repairs.

15. Each recreational vehicle space shall be provided with municipal water and sewage disposal service. A recreational vehicle staying in the park shall be connected to the water and sewage service provided by the park.

16. Each recreational vehicle space shall be provided with electrical service and shall be connected to electrical service.

17. Except for the access roadway into the park, the park shall be screened on the rear and sides by a sight-obscuring fence six feet in height and the area adjacent to the street shall be fenced with a four-foot fence.

18. Screened trash receptacles shall be provided in convenient locations, and shall be large enough that there is no uncovered accumulation of trash at any time.

19. The recreational vehicle park shall be well maintained at all times. Except for vehicles, there shall be no outside storage of materials or equipment belonging to the park or to any guest of the park.

20. The park shall provide toilets, lavatories and showers according to the Oregon Administrative Rules.

21. Open wood fires shall be prohibited. (Ord. 634 § 1 Exh. A, 1995)

17.94.060 Temporary use of manufactured dwellinghomes.

A. Subject to conditions, fees and standards otherwise required by this title, under the following circumstances a temporary use permit to site a manufactured home may be issued:

1. To an applicant in the process of building a home on a building lot during the course of construction of the dwelling; such permit shall not be issued until after a building permit for the dwelling has been issued;

2. To an applicant whose own health necessitates care, and where the facts show that an unnecessary hardship would occur if not permitted to locate a manufactured dwellinghome adjacent to the residence of one who is able to provide such care or in need of such care.

B. A temporary use permit may be issued, at the discretion of the public works director, the building inspector and the planner for a period not to exceed two years. The temporary permit may be renewed for an additional one-year period upon showing of good cause, and with permission to do so.

C. At the time the temporary use permit expires, the manufactured dwellinghome and all appurtenances shall be removed from the property.

D. Manufactured dwellinghomes used for temporary uses shall have municipal water supply, an approved sewage disposal system, and utility connections. (Ord. 634 § 1 Exh. A, 1995)

17.94.130 Structural alteration.

Due to its integral design, any structural alteration or modification of a manufactured dwellinghome after it is placed on the site must be approved by the building inspector for the city. (Ord. 634 § 1 Exh. A, 1995)

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.100
LANDSCAPING, SCREENING AND FENCING

Sections:

17.100.010 Purpose.
17.100.020 Applicability--Approval process.
17.100.030 General provisions.
17.100.090 Buffering and screening requirements.
17.100.100 Screening--Special provisions.
17.100.110 Fences or walls.
17.100.120 Required fencing of pools.
17.100.140 Re-vegetation.

17.100.010 Purpose.

The purpose of this chapter is to establish standards for landscaping, buffering and screening in order to enhance the environment of the city through the use of plant materials as a unifying element and by using trees and other landscaping materials to mitigate the effects of the sun, wind, noise and lack of privacy. (Ord. 634 § 1 Exh. A, 1995)

17.100.020 Applicability--Approval process.

A. The provisions of this chapter shall apply to all development including the construction of new structures, major modification of existing structures as defined in Chapter 17.120, and to an application which increases the on-site parking or loading requirements, or which changes the access requirements.

B. Where the provisions of Chapter 17.120 do not apply, the planner shall approve, approve with conditions, or deny a plan submitted under the provisions of this chapter. No notice is required.

C. The applicant shall submit a site plan which includes:

1. Location of underground irrigation system sprinkler heads where applicable;

2. Location and height of fences, buffers and screening;

3. Location of terraces, decks, shelters, play areas, and common open spaces;

4. Location, type, size and species of existing and proposed plant materials; and

5. A narrative which addresses soil conditions and erosion control measures. (Ord. 634 § 1 Exh. A, 1995)

17.100.030 General provisions.

A. Unless otherwise provided by the lease agreement, the owner, tenant and their agent, if any, shall be jointly and severably responsible for the maintenance of all landscaping which shall be maintained in good condition so as to present a healthy, neat and orderly appearance and shall be kept free from refuse and debris.

B. All plant growth in landscaped areas of developments shall be controlled by pruning, trimming or otherwise so that:

1. Public utilities can be maintained or repaired;

2. Pedestrian or vehicular access is unrestricted;

3. Visual clearance area provisions are met. (See Chapter 12.10, Visual Clearance Areas.)

C. Certificates of occupancy shall not be issued unless the landscaping requirements have been met or a bond has been posted with the city to insure the completion of landscaping requirements.

D. Existing plant materials on a site shall be protected to prevent erosion. Existing plant materials may be used to meet landscaping requirements if no cutting or filling takes place within the dripline of the tree. (Ord. 820 § 6, 2012; Ord. 634 § 1 Exh. A, 1995)

17.100.090 Buffering and screening requirements.

A. Buffering and screening are required to reduce the impacts on adjacent uses which are of a different type. The owner of each proposed development is responsible for the installation and effective maintenance of buffering and screening. When different uses abut one another, buffering and screening are required. When different uses would be abutting one another except for separation by a right-of-way, buffering, but not screening, shall be required.

B. A buffer consists of an area within a required interior setback adjacent to a property line, having a width of ten feet, except where the planning commission requires additional width, and a length equal to the length of the property line of the abutting use or uses.

C. Occupancy of a buffer area shall be limited to utilities, screening, and landscaping. No buildings, accessways or parking areas shall be allowed in a buffer area.

D. The minimum improvements within a buffer area shall include:

1. One row of trees, or groupings of trees equivalent to one row of trees. At the time of planting, these trees shall not be less than ten feet high for deciduous trees and five feet high for evergreen trees measured from the ground to the top of the tree after planting. Spacing for trees shall be as follows:

a. Small or narrow stature trees, under twenty-five feet tall or less than sixteen feet wide at maturity shall be spaced no further than fifteen feet apart;

b. Medium sized trees between twenty-five feet to forty feet tall and with sixteen feet to thirty-five feet wide branching at maturity shall be spaced no greater than twenty-five feet apart;

c. Large trees, over forty feet tall and with more than thirty-five feet wide branching at maturity, shall be spaced no greater than thirty feet apart.

2. In addition, at least one five-gallon shrub shall be planted for each one hundred square feet of required buffer area.

3. The remaining area shall be planted in groundcover, or spread with bark mulch.

E. Where screening is required the following standards shall apply in addition to those required for buffering:

1. A hedge of narrow or broadleaf evergreen shrubs shall be planted which will form a four-foot continuous screen within two years of planting; or

2. An earthen berm planted with evergreen plant materials shall be provided which will form a continuous screen six feet in height within two years. The unplanted portion of the berm shall be planted in lawn, ground cover or bark mulched; or

3. A five-foot or taller fence or wall shall be constructed to provide a continuous sight obscuring screen. Fences and walls shall be constructed of any materials commonly used in the construction of fences and walls such as wood or brick, or otherwise acceptable by the planner. Corrugated metal is not considered to be acceptable fencing material. Chain link fences with slats may qualify as screening when combined with a planting of a continuous evergreen hedge;

4. An evergreen hedge or other dense evergreen landscaping may satisfy a requirement for a sight obscuring fence where required. Such hedge or other dense landscaping shall be properly maintained and shall be replaced with another hedge, other dense evergreen landscaping, or a fence or wall when it ceases to serve the purpose of obscuring view; and no hedge shall be grown or maintained at a height greater than that permitted by these regulations for a fence or wall when located within a visual clearance area as set forth in Chapter 12.10, Visual Clearance Areas

F. Buffering and screening provisions shall be superseded by the vision clearance requirements as set forth in Chapter 12.10, Visual Clearance Areas.

G. When the use to be screened is downhill from the adjoining zone or use, the prescribed heights of required fences, walls or landscape screening shall be measured from the actual grade of the adjoining property. (Ord. 820 § 6, 2012; Ord. 634 § 1 Exh. A, 1995)

17.100.100 Screening--Special provisions.

~~A. if four or more off-street parking spaces are required under this title, off-street parking adjacent to a public street shall provide a minimum of four square feet of landscaping for each lineal foot of street frontage. Such landscaping shall consist of landscaped berms or shrubbery at least two feet in height, which shall be dispersed adjacent to the street as much as practical. Additionally, one tree which shall provide a canopy of at least three hundred square feet upon~~

~~maturity shall be provided for each fifty lineal feet of street frontage or fraction thereof. Landscaped parking areas may include special design features which effectively screen the parking lot areas from view. These design features may include the use of landscaped berms, decorative walls, and raised planters. Landscape planters may be used to define or screen the appearance of off-street parking areas from the public right-of-way. Materials to be installed shall achieve a balance between low lying and vertical shrubbery and trees,~~

~~A~~B. ~~Loading areas and outside~~ Outside storage shall be screened from public view from public streets and adjacent properties by means of sight-obscuring landscaping, fences, walls or other means. The screen shall have a minimum height of six feet. ~~and the planning commission may require a taller screen depending on the location and height of the loading or storage area.~~

C. Except for one-family and two-family dwellings, any refuse container or disposal area and service facilities such as gas meters and air conditioners which would otherwise be visible from a public street, customer or resident parking area, any public facility or any residential area, shall be screened from view by placement of a solid wood fence, masonry wall or evergreen hedge between five and eight feet in height. All refuse materials shall be contained within the screened area. (Ord. 634 § 1 Exh. A, 1995)

17.100.110 Fences or walls.

A. Fences, walls or combinations of earthen berms and fences or walls up to four feet in height may be constructed in required front yards. Rear and side yard fences, or berm/fence combinations behind the required front yard setback may be up to ~~six~~ seven feet in height without any additional permits. Any proposed fence ~~or fence/berm combination~~ higher than ~~six~~ seven feet shall require a building permit. Any fence or fence/berm/wall combination greater than eight feet in height shall require planner~~planning commission~~ approval through a Type II land use review ~~in addition to a building permit~~.

B. The prescribed heights of required fences, walls or landscaping shall be measured from the lowest of the adjoining levels of finished grade.

C. Fences and walls shall be constructed of any materials commonly used in the construction of fences and walls such as wood or brick, or otherwise acceptable by the planner. Corrugated

metal is not considered to be acceptable fencing material. Fences and walls shall be in compliance with other city regulations. (Ord. 634 § 1 Exh. A, 1995)

17.100.120 Required fencing of pools and ponds.

A. ~~Every person in possession of land within the city, either as owner, purchaser under contract, lessee, tenant or licensee, upon which is situated a swimming pool or other outside body of water designed or used for swimming, dipping or immersion purposes having a depth of more than eighteen inches shall maintain an enclosure consisting of a fence or wall which shall discourage children climbing and is acceptable to the building inspector.~~

~~B. All gates or doors opening through such enclosure shall be equipped with self-enclosing and self-latching devices installed at least forty inches above the ground or base, designed to help and capable of keeping such door or gate securely closed at all times when not in actual use; provided, however, that the door of any dwelling occupied by human beings and forming any part of the enclosure required need not be so equipped.~~ A swimming pool is any structure intended for swimming or recreational bathing that contains water over 24 inches deep. This includes in-ground, above-ground and on-ground swimming pools, hot tubs and spas. Swimming pool enclosures must comply with the provisions of the applicable building code in effect at the time of pool installation.

B~~C~~. ~~Every person in possession of land within the city, either as owner, purchaser under contract, lessee, tenant or licensee, on which there is a fish pond~~ All ponds or other decorative pools having a depth of ~~eighteen~~ twelve inches or more shall ~~construct and maintain an acceptable enclosure and securely close off or block any and all entrances thereto. An acceptable enclosure shall be one~~ be enclosed or covered by one or both of the following:

1. A minimum two foot tall fence completely surrounding the yard where the ~~fish~~ pond or decorative pool is located; and/or

2. A wire screen or cover of sufficient strength to hold a weight of at least seventy-five pounds and installed not more than six inches below the surface of the water at all times. (Ord. 634 § 1 Exh. A, 1995)

17.100.140 Re-vegetation.

A. Upon completion of construction activities, where natural vegetation or topsoil has been removed in areas not affected by the landscaping requirements and that are not to be occupied by structures, such areas are to be replanted as set forth in this section to prevent erosion.

B. *Preparation for Re-vegetation.* Topsoil removed from the surface is to be stored on or near the sites and protected from erosion while construction activities are underway; and

1. Such storage may not be located where it would cause suffocation of root systems of trees intended to be preserved; and

2. After completion of such activities, the topsoil is to be restored to exposed cut and fill embankments or building pads to provide a suitable base for seeding and planting.

C. *Methods of Re-vegetation.*

1. Acceptable methods of re-vegetation include hydromulching or the planting of rye grass, barley or other seed with equivalent germination rates, and where lawn or turf grass is to be established, lawn grass seed or other appropriate landscape cover is to be sown at not less than four pounds to each one thousand square feet of land area.

2. Other re-vegetation methods offering equivalent protection may be approved by the approval authority.

3. Plant materials are to be watered at intervals sufficient to ensure survival and growth.

4. The use of native plant materials is encouraged to reduce irrigation and maintenance demands. (Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.106
OFF-STREET PARKING AND LOADING REQUIREMENTS

Sections:

17.106.010 **Purpose.**
17.106.015 **Applicability of provisions.**
17.106.020 **Minimum off-street parking requirements.** ~~**General provisions.**~~
17.106.030 **General provisions.** ~~**Minimum off-street parking requirements.**~~
17.106.040 **Similar use determination.** ~~**Modification to parking requirements.**~~
17.106.050 **Bicycle parking.** ~~**Parking dimension standards.**~~
17.106.060 **Parking area landscaping.**
17.106.070 **Loading/unloading driveways required onsite.**
17.106.080 **Off-street loading.**

17.106.010 Purpose.

The purpose of these regulations is to establish parking areas that have adequate capacity and are appropriately located and designed to minimize any hazardous conditions on-site and at access points. The parking requirements are intended to provide sufficient parking in close proximity to the various uses for residents, customers and employees, and to establish standards which will maintain the traffic carrying capacity of nearby streets. (Ord. 634 § 1 Exh. A, 1995)

17.106.015 Applicability of provisions.

A. The provisions of this chapter shall apply to all development including the construction of new structures, major modification of existing structures and uses as defined in Chapter 17.120 or 17.130, and to any application which increases the on-site parking or loading requirements or which changes the access requirements.

B. Where the provisions of Chapter 17.120 or Chapter 17.130 do not apply, the planner shall approve, approve with conditions, or deny a plan submitted under the provisions of this chapter. No notice is required.

C. At the time of erection of a new structure or at the time of enlargement or change in occupancy as defined by the Oregon Structural Specialty Code, off-street parking spaces shall be provided in accordance with Section 17.106.020; and

1. In case of enlargement of a building or use of land existing on the date of adoption of this title, the number of parking and loading spaces required shall be based only on floor area or capacity of such enlargement; and

2. If parking space has been provided in connection with an existing use or is added to an existing use, the parking space shall not be eliminated if the elimination would result in less space than is specified in the standards of this section when applied to the entire use.

D. When an existing structure is changed in occupancy and the parking requirements for each occupancy are the same, no additional parking shall be required; and where a change in occupancy results in an intensification of use in terms of the number of parking spaces required, additional parking spaces shall be provided in an amount equal to the difference between the existing number of spaces and the number of spaces required for the more intensive occupancy.

E. The provision and maintenance of off-street and loading spaces are the continuing obligations of the property owner:

1. No building or other permit shall be issued until plans are presented to the planner to show that property is and will remain available for exclusive use as off-street parking and loading space; and

2. The subsequent use of property for which the building permit is issued shall be conditional upon the unqualified continuance and availability of the amount of parking and loading space required by this title.

~~C. The applicant shall submit a site plan which includes:~~

~~1. The location of the structures on the property and on the adjoining property;~~

~~2. The delineation of individual parking and loading spaces and their dimensions;~~

~~3. The location and dimension of the circulation area necessary to serve the spaces;~~

~~4. The location and dimension of the access point(s) to streets, to accessways and to properties to be served;~~

~~5. The location of curb cuts;~~

~~6. The location and dimensions of all landscaping, including the type and size of plant material to be used, as well as any other landscape material incorporated into the overall plan;~~

~~7. The proposed grading and drainage plans; and 8. Specifications as to signs and bumper guards. (Ord. 634 § 1 Exh. A, 1995)~~

17.106.~~030~~020 Minimum off-street parking requirements.

A. *Residential Uses.*

1. Single-family residence ~~or~~	2 spaces for each dwelling unit
2. D~~d~~uplex, triplex or quadplex	1 space for each dwelling unit
3. Cottage housing	1 space for each dwelling unit
4. Townhouses	1 space for each dwelling unit
5. Accessory dwelling unit (ADU)	None
~~2~~6. Multifamily	
a. Studio	1 space for each unit
b. 1-2 bedroom units	1.5 spaces for each unit
c. More than 2 bedrooms per unit	2 spaces for each unit
~~3~~7. Group care home facility	1 space per 3 beds

B. *Civic Uses.*

1. Community recreation	As required by facilities provided
2. Cultural exhibits	1 space per 400 square feet of gross floor area
3. Day care facility	5 spaces plus 1 space per classroom
4. Hospitals	1.5 spaces per bed
5. Library	1 space for every 400 square feet
6. Lodge or church	1 space for every 6 fixed assembly seats or every 12 feet of bench length or 1 space for every 100 square feet of gross floor area, whichever is greater
7. Public agency: service or administrative	1 space for every 400 square feet of gross floor area
8. Schools	
a. Preschool/	5 spaces plus 1 space per kindergarten classroom
b. Elementary, junior high school or equivalent private or parochial school	1.5 spaces for every employee, plus 1 space for each 100 square feet of floor area in the auditorium or other assembly area.
c. Senior high and private or parochial school	5.5 spaces for each classroom plus 1 space for each 28 square feet of floor area in the auditorium or 1 space for each 6 fixed seats in the auditorium or other assembly room, whichever is greater
d. College or business classroom	15 spaces per 1,000 square feet of

C. *Commercial Uses.*

1. Administrative and professional services	1 space for each 400 square feet of gross floor area
2. Agricultural sales and services	1 space per 600 square feet of gross floor area, but not less than 4 spaces for each establishment

3. Amusement enterprises	1 space per 300 square feet of gross floor area, plus 1 space for every 2 employees or 1 space per 4 seats
4. Animal sales and services	
a. Auction	1 space per fifty square feet of gross floor area
b. Grooming	1 space per 400 square feet of gross floor area
c. Kennels	1.5 space per employee
d. Veterinary	1 space per 300 square feet of gross floor area
5. Automotive and equipment	
a. Cleaning	1 space per 500 square feet of gross floor area
b. Fleet storage	1 space per 1500 square feet
c. Repairs	1 space per 500 square feet of gross floor area but not less than 3 spaces for each establishment
d. Sales and rental	1 space per 1,000 square feet of gross lot area, but not less than 4 spaces for each establishment
6. Building maintenance service	1 space for each 500 square feet of gross floor area, but not less than 3 spaces for each establishment
7. Business equipment sales and service	1 space per 400 square feet of gross floor area
8. Construction sales and services	1 space per 1,000 square feet of gross floor area
9. Consumer repair services	1 space per 500 square feet of gross floor area
10. Convenience sales personal service	1 space per 400 square feet of gross floor area, but not less than 4 spaces per each establishment

11. Eating and drinking establishments	1 space per 120 square feet of gross floor area
12. Financial, insurance and real estate	1 space per 400 square feet of gross floor area
13. Funeral and interment services	1 space per each 4 seats or 8 feet of bench length in depth, or 1 space per 60 square feet of assembly area where there are no fixed seats
14. General retail sales	1 space for each 400 square feet of gross floor area, but not less than 4 spaces for each establishment
15. Laundry service	1 space per 500 square feet of gross floor area, but not less than 3 spaces for each establishment
16. Medical and dental	1 space per 250 square feet of gross floor area
17. Participant sports and recreation	
a. Indoor	1 space per 300 square feet of gross floor area
b. Outdoor	1 space per 100 square feet, plus 1 space for every 2 employees
18. Personal service	1 space per 500 square feet facilities of gross floor area
19. Research services	1 space per 500 square feet
20. Retail sales: bulky merchandise; i.e., furniture, appliances	1 space for each 750 square feet of gross floor area but not less than 4 spaces for each establishment
21. Scrap operations and recycling center	1 space per each employee, but not less than 4 spaces for each establishment
22. Spectator sports and entertainment	1 space per 6 seats or 12 feet of bench length
23. Transient lodging	1 space for each room plus 1 space for each 2 employees

D. *Industrial Uses.*

1. Manufacturing, production, processing and assembling	1 space per employee of the largest shift
2. Wholesaling, storage and distribution	1 space for each 1,000 square feet of gross floor area (plus 1 space per 750 square feet of patron serving area) but not less than 3 spaces for each establishment
3. Mini-storage	1 space for every 200 square feet of gross office floor area, plus 2 spaces for a caretaker residence.

E. All uses providing drive-in services as defined by this title shall provide on the same site a reservoir for inbound vehicles as follows:

	Reservoir Requirement
Drive-in banks	3 spaces/service terminal
Drive-in restaurants	10 spaces/service window
Drive-in theaters	10 percent of the theater capacity
Gasoline service stations	3 spaces/pump
Mechanical car washes	3 spaces/washing unit
Parking facilities:	
Free flow entry	1 space/entry driveway
Ticket dispense entry	2 spaces/entry driveway
Manual ticket	8 spaces/entry driveway dispensing
Attendant parking	10 percent of that portion of parking capacity served by the driveway

17.106.~~020~~030 General provisions.

~~A. The dimensions for parking spaces are subject to the requirements in Section 17.106.050, and as follows:~~

~~1. Nine feet wide and eighteen feet long for a standard space;~~

~~2. Eight and one-half feet wide and fifteen feet long for a compact space; and~~

~~3. In accordance with the applicable state and federal standards, at least nine feet wide designated accessible parking spaces with an adjacent access aisle at least eight feet wide (six feet wide if not required to be van accessible).~~

A. Fractional parking space requirements shall be counted as a whole space.

B. When a building or use is planned or constructed in such a manner that a choice of parking requirements could be made, the use which requires the greater number of parking spaces shall govern.

C. Where square feet are specified, the area measured shall be gross floor area under the roof measured from the faces of the structure, excluding only space devoted to covered off-street parking or loading.

D. Where employees are specified, the employees counted are the persons who work on the premises including proprietors, executives, professional people, production, sales, and distribution employees during the largest shift at peak season.

E. Each parking space shall be accessible from a street, ~~or~~ other right-of-way or legal access easement approved by the City.

~~B~~F. Up to twenty-five percent of the required parking spaces may be compact spaces. All parking spaces designated for compact vehicles shall be labeled by painting the words "COMPACT ONLY" on the parking space.

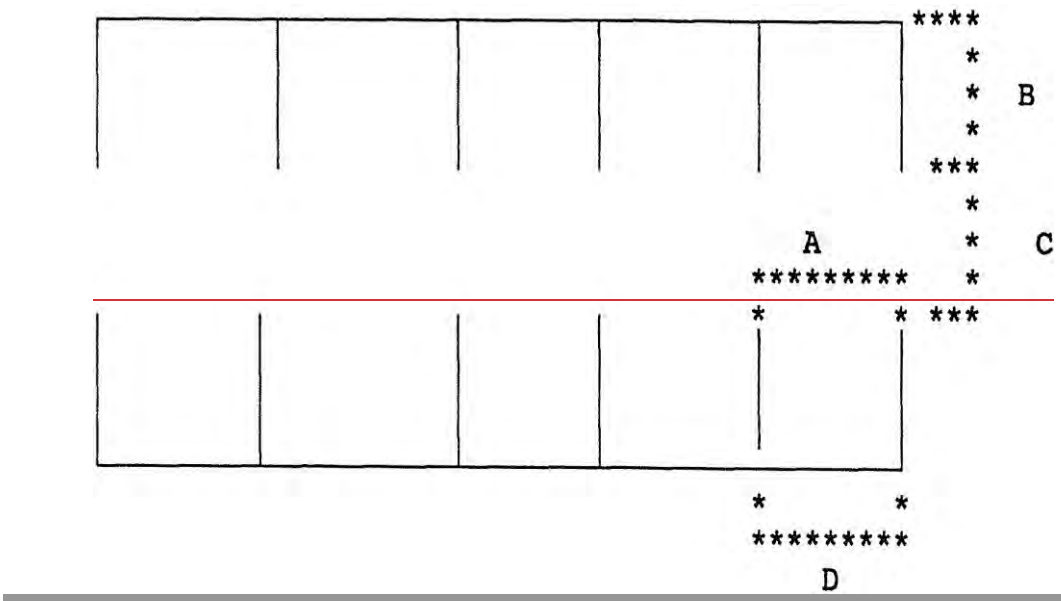
~~C~~G. Minimum standards for a standard parking stall's length and width, aisle width, and maneuvering space shall be determined from the following table. The width of each parking

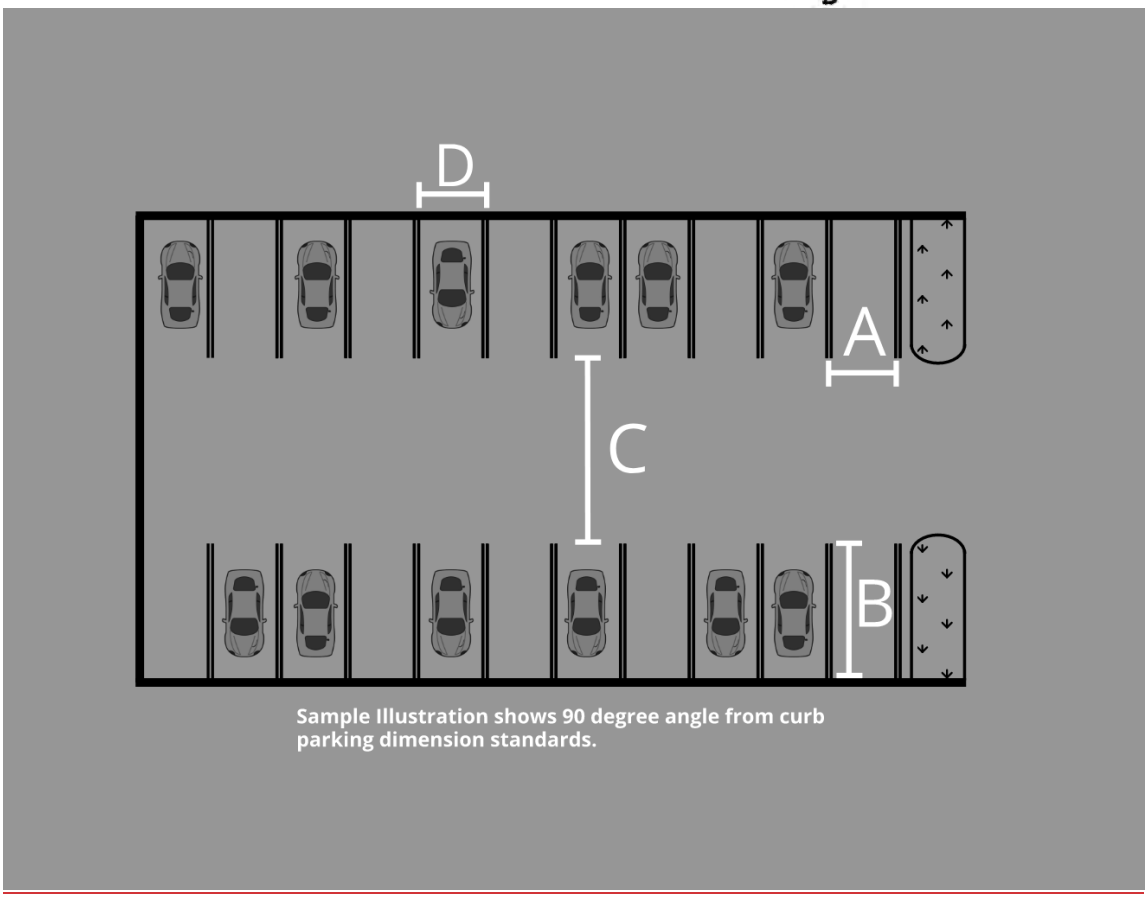
space includes a four-inch-wide stripe which separates each space. Dimensions for designated compact spaces are noted in parentheses:

Overall				
Angle from curb	**Stall Width "A"**	**Channel Depth "B"**	**Aisle Width* "C"**	**Curb Length per stall "D"**
Parallel	9'0" (8'6")	9'0" (8'6")	12'0" (12'0")	23'0" (20'0")
30	9'0" (8'6")	16'10" (14'10")	12'0" (12'0")	18'0" (17'0")
45	9'0" (8'6")	19'1" (16'7")	14'0" (14'0")	12'9" (12'0")
60	9'0" (8'6")	20'1" (17'3")	18'0" (18'0")	10'5" (10'3")
90	9'0" (8'6")	18'0" (15'0")	24'0" (24'0")	9'0" (8'6")

***** Aisles accommodating two direction traffic or allowing access from both ends shall be 24 feet in width.

1. Sample Illustration:





H. Excluding single-family and duplex residences, groups of more than two parking spaces shall be served by a service drive so that no backing movements or other maneuvering within a street or other public right-of-way would be required. Service drives shall be designed and constructed to meet the public works design standards which will ensure that the drives

facilitate the flow of traffic, provide maximum safety of traffic access and egress, and maximum safety of pedestrians and vehicular traffic on the site.

~~D. Each parking or loading space shall be accessible from a street and the access shall be of a width and location as described in the public works design standards.~~

~~E~~I. Except for single-family and two-family residences, any area intended to be used to meet the off-street parking requirements as contained in this chapter shall have all parking spaces clearly marked using a permanent paint. All interior drives and access aisles shall be clearly marked and signed to show direction of flow and maintain vehicular and pedestrian safety.

~~F~~J. All areas used for the parking or maneuvering of any vehicle, boat, or trailer shall be improved with asphalt or concrete surfaces except for surplus parking or vehicular storage parking areas which may be gravel if gravel will not create adverse conditions affecting safe ingress and egress when combined with other uses of the property and all areas within public right-of-way shall be paved.

K. Pavements for driveways, parking lots, and parking maneuvering areas shall be constructed to the following minimum standards:

a. Pavement Strength. The pavement structural section submitted by the Engineer shall be designed to support an 80,000-pound GVW truck in all local weather conditions and ground conditions.

b. Subgrade. The parking surface shall be placed on a stable well-compacted subgrade.

c. Pavement Thicknesses.

i. Residential Areas. On private property, in all residential areas, the minimum pavement section shall be 2-1/2 inches of asphalt over 4 inches of 1 ½ inch – 0 inch compacted crushed rock aggregate base course or shall be 4 inches of Portland cement concrete over 2 inches of 1 ½ inch – 0 inch crushed rock aggregate base course over subgrade compacted to 95 percent AASHTO T-99. 3/4 inch – 0 inch compacted crushed rock aggregate base course is an acceptable alternative if 1 ½ inch – 0 inch is not available.

ii. Commercial and Industrial Areas. On private property, in commercial and industrial areas, the minimum pavement section shall be 3 inches of asphalt over 2 inches of compacted ¾ inch – 0 inch compacted crushed rock aggregate leveling course over 8 inches of compacted 1 ½ inch – 0 inch crushed rock aggregate base course or shall be 5 inches of Portland cement concrete over 2 inches of compacted 1 ½ inch – 0 inch crushed rock aggregate base course over subgrade compacted to 95 percent AASHTO T-99. 3/4 inch – 0 inch compacted crushed rock aggregate base course is an acceptable alternative if 1 ½ inch – 0 inch is not available.

L. All parking lots shall be kept clean and in good repair at all times. Breaks in paved surfaces shall be repaired promptly and broken or splintered wheel stops shall be replaced so that their function will not be impaired.

~~G~~M. *Access Drives.*

1. Access drives from the street to off-street parking or loading areas shall be designed and constructed consistent with the public works design standards to facilitate the flow of traffic and provide maximum safety for pedestrian and vehicular traffic on the site.

2. The number and size of access drives shall be in accordance with the requirements of public works design standards.

3. Access drives shall be clearly and permanently marked and defined through use of rails, fences, walls or other barriers or markers on frontage not occupied by service drives.

4. Access drives shall maintain visual clearance areas as provided in Chapter 12.10.

~~H~~N. Parking spaces along the boundaries of a parking lot or adjacent to interior landscaped areas or sidewalks shall be provided with a wheel stop at least four inches high located three feet back from the front of the parking stall. The front three feet of the parking stall may be concrete, asphalt or low lying landscape material that does not exceed the height of the wheel stop. This area cannot be calculated to meet landscaping or sidewalk requirements.

~~I~~O~~.~~ Except for single-family and two-family residences, off-street parking and loading facilities shall be drained to avoid flow of water across public sidewalks in accordance with specifications approved by the public works director to ensure that ponding does not occur.

~~J~~P. Artificial lighting on all off-street parking facilities shall not exceed 3 foot-candles. ~~be designed to deflect all light away from surrounding residences and so as not to create a hazard to the public use road or street and shall not exceed intensities for adjacent streets as included in public works design standards.~~

Q~~L~~. *Pedestrian walkway.* Where a walkway crosses a parking area or driveway, it shall be clearly marked with contrasting paving materials (e.g., pavers, light-color concrete inlay between asphalt, or similar contrast). The crossing may be part of a speed table to improve driver visibility of pedestrians. If crossings involve grade changes, the crossing shall include ADA accessible ramps. Painted striping, thermo-plastic striping, and similar types of non-permanent

applications are discouraged, but may be approved for lower-volume crossings of 24 feet or less. (Ord. 857, 2016; Ord. 820 § 8, 2012; Ord. 634 § 1 Exh. A, 1995)

~~H~~R. *Location of Required Parking.* Vehicle parking is allowed only on improved parking shoulders that meet City standards for public streets, within garages, carports and other structures, or on driveways or parking lots that have been developed in conformance with this code.

1. Off-street parking spaces for single-family, duplex dwellings and ~~single-family attached~~townhouse dwellings shall be located on the same lot with the dwelling. All other

~~2. Off-street parking spaces for uses other than single-family or duplex residential~~ off-street parking shall be located not further than four hundred feet from the building or use they are required to serve, measured in a straight line.

~~3~~2. Parking lots for commercial and institutional uses shall be located to the side or rear of buildings where feasible; for commercial uses in the Downtown Overlay off-street parking shall be located to the side or rear of buildings, as required by 17.80.050.

~~4~~3. For office, industrial, and institutional uses where there are more than 20 parking spaces on the site, the following standards must be met:

a. Five spaces or five percent of the parking spaces on site, whichever is less, must be reserved for carpool use before 9:00 AM on weekdays. More spaces may be reserved, but they are not required.

b. The spaces will be those closest to the building entrance or elevator, but not closer than the spaces for disabled parking and those signed for exclusive customer use.

~~K~~S. Required parking spaces shall:

1. Be available for the parking of operable passenger automobiles of residents, customers, patrons and employees only;

2. Not be used for storage of vehicles or materials or for the parking of trucks used in conducting the business or use; and

3. Not be rented, leased or assigned to any other person or organization unless the required number of spaces are maintained.

~~M~~T. Parking lots shall be landscaped in accordance with the requirements in Section 17.106.060.

~~N~~U. ~~All parking areas which contain over five required spaces shall be provided with one handicapped parking space.~~ All parking provisions required by the ADA shall be met.

~~S. A plan drawn to scale, indicating how the off-street parking and loading requirement is to be fulfilled, shall accompany the request for a building permit or development application.~~

~~X~~V. Off street parking of any vehicle or recreational vehicle, watercraft, or parts designed to be affixed thereto, which obstructs the visual clearance area or creates a potential safety hazard shall not be allowed in required yard.

~~Y~~W. Parking and loading areas shall be designed to minimize disturbances of adjacent residents by erection between the uses of a sight-obscuring fence of not less than four feet in height, provided that the provisions for visual clearance areas are met. Parking spaces within a parking lot shall be designed and constructed so that no portion of a parked vehicle, including an opened door, will extend beyond the property line.

X. All new commercial buildings, multifamily dwellings and mixed-use buildings consisting of commercial space and five or more residential dwelling units shall provide electrical service capacity for charging electric vehicles. Each building shall include, at a minimum, provisions for electrical service capacity at no less than 20 percent of the vehicle parking spaces in the garage or parking area for the building. Fractional numbers derived from a calculation of the vehicle parking spaces must be rounded up to the nearest whole number.

Y. Where several uses occupy a single structure or parcel of land or a combination of uses are included in one business, the total off-street parking spaces and loading area is the sum of the requirements of the several uses, computed separately.

Z. Within the commercial and expanded commercial zones, owners of two or more uses, structures or parcels of land may agree to utilize jointly the same parking and loading spaces when the hours of operation do not overlap by more than two hours; satisfactory legal evidence shall be presented to the planner in the form of deeds, leases or contracts to establish the joint use; and if a joint use arrangement is subsequently terminated per the terms of the agreement, the requirements of this title thereafter apply to each separately.

AA. On-Street Parking. On-street parking may be counted toward the minimum standards when it is on the street face abutting the subject land use and the street has a minimum paved width

of 32-feet. An on-street parking space shall not obstruct a required visual clearance area and it shall not violate any law or street standard. On-street parking for commercial uses shall conform to the following standards:

1.. Dimensions. The following constitutes one on-street parking space:

a. Parallel parking: Twenty-three feet of uninterrupted and available curb;

b. Forty-five and/or sixty-degree diagonal parking: Thirteen feet of curb;

c. Ninety-degree (perpendicular) parking: Ten feet of curb.

d. Public Use Required for Credit. On-street parking spaces counted toward meeting the parking requirements of a specific use may not be used exclusively by that use, but shall be available for general public use at all times. Signs or other actions that limit general public use of on-street spaces are prohibited.

AB. *Exceptions and Reductions to Off-Street Parking.* The applicant may propose a parking standard that is different than the standard under Section 17.106.020, for review and action by the review authority processed according to the procedures in Chapter 17.162. The applicant's proposal shall consist of a written request, and a parking analysis prepared by a qualified planning or transportation professional.

1. The parking analysis, at a minimum, shall assess the average parking demand and available supply for existing and proposed uses on the subject site; opportunities for shared parking with other uses in the vicinity; existing public parking in the vicinity; transportation options existing or planned near the site, such as frequent bus service, carpools, or private shuttles; and other relevant factors.

2. The review authority may reduce the off-street parking standards of Section ~~17.106.030~~ 17.106.020 for sites with one or more of the following features, pursuant with this Subsection:

a. Site has a bus stop with frequent transit service located adjacent to it, and the site's frontage is improved with a bus stop waiting shelter, consistent with the standards of the applicable transit service provider: Allow up to a 10 percent reduction to the standard number of automobile parking spaces. Applicant must provide evidence that

bus service is scheduled at least two times per hour during the site's peak time. In the case of a residential or mixed-use development, peak time shall be 7-9am and 4-6pm.

b. Site has dedicated parking spaces for carpool/vanpool vehicles: Allow up to a 5 percent reduction to the standard number of automobile parking spaces.

c. Site has dedicated parking spaces for motorcycle and/or scooter or electric carts:

Motorcycle parking may substitute for up to 5 spaces or 5 percent of required automobile parking, whichever is less. For every 4 motorcycle parking spaces provided, the automobile parking requirement is reduced by one space. Each motorcycle space must be at least 4 feet wide and 8 feet deep. Existing parking may be converted to take advantage of this provision. (Ord. 857, 2016; Ord. 820 § 8, 2012; Ord. 634 § 1 Exh. A, 1995)

17.106.040 ~~Modification to parking requirements~~ Similar use determination.

A. Upon application the planner may rule that a use, not specifically listed in Section 17.106.020~~17.106.030~~, is a use similar to a listed use and that the same parking standards shall apply. No notice need be given. The ruling on parking area requirements shall be based on findings that the following criteria are satisfied:

1. The use is similar to and of the same general type as a listed use;

2. The use has similar intensity, density and offsite impact as the listed use; and

3. The use has similar impacts on the community facilities as the listed use.

B. The planner shall maintain a list of approved unlisted use parking requirements which shall have the same effect as an amendment to this chapter. An updated list shall be given to the planning commission at its next regularly scheduled meeting following each determination of the parking requirements for an unlisted use. Annually, all copies of this title shall be updated to include the unlisted uses approved during the previous year.

17.106.050 Bicycle parking.

A. *Standards.* At a minimum, bicycle parking shall be provided based on the standards in Subsection E. below. Where an application is subject to Conditional Use Permit approval or the applicant has requested a reduction to an automobile-parking standard, pursuant with Subsection17.80.050.E or Subsection 17.106.030.AB, the review authority~~planning commission~~ may require bicycle parking spaces in addition to those in Subsection E.

B. *Design.* Bicycle parking shall consist of staple-design steel racks or other City-approved racks, lockers, or storage lids providing a safe and secure means of storing a bicycle.

C. *Exemptions.* This Section does not apply to single-family and duplex housing, home occupations, and agricultural uses. The review authority~~planning commission~~ may exempt other uses upon finding that, due to the nature of the use or its location, it is unlikely to have any patrons or employees arriving by bicycle.

D. *Prohibitions.* Bicycle parking shall not impede or create a hazard to pedestrians or vehicles, and shall be located so as to not conflict with the visual clearance areas as provided in Chapter 12.10. Bicycle parking areas shall not be located within parking aisles, landscape areas, or pedestrian ways.

E. *Number of spaces.* The bicycle parking standards below shall apply to the uses listed. Bicycle parking spaces shall be installed in conjunction with the installation of required new or additional vehicle parking. When two standards are provided, the standard that results in the greater number of bicycle parking spaces shall govern.

Multi-family residential (five~~our~~ or more units): 2 spaces every 5 units or portion thereof

Commercial: 2 spaces per primary use or 1 per 5 vehicles spaces

Industrial: 2 spaces per primary use or 1 per 10 vehicle spaces

Parks: 4 spaces

Schools: 2 spaces per classroom

Institutional Uses and Places of Worship: 2 spaces per primary use or 1 per 10 vehicle spaces

Transit centers and park-and-ride lots: 8 spaces

Other uses: 2 spaces per primary use or 1 per 10 vehicle spaces

17.106.060 Parking area landscaping.

A. If ~~four~~ five or more off- street parking spaces are required under this title, a minimum four-foot-wide landscaped buffer strip (excluding curbs) shall be provided separating the off-street parking and vehicular use areas from any adjacent street. ~~Off-street parking adjacent to a public street shall provide a minimum of four square feet of landscaping for each lineal foot of street frontage.~~ Such landscaping shall consist of landscaped berms or shrubbery at least two feet in height, which shall be dispersed adjacent to the street. ~~As much as practical~~. Additionally, one tree which shall provide a canopy of at least three hundred square feet upon maturity shall be provided for each fifty lineal feet of street frontage or fraction thereof. Landscaped parking areas may include special design features which effectively screen the parking lot areas from view. These design features may include the use of landscaped berms, decorative walls, and raised planters. Landscape planters may be used to define or screen the appearance of off-street parking areas from the public right-of-way.

B. In addition to the provisions of subsection A, above, off-street parking areas with 50 to 99 parking stalls shall include:

1.A minimum four-foot-wide landscape buffer (excluding curbs) with a minimum of 1 tree per every 190 square feet (or portion thereof) of perimeter landscaping separating the off-street parking area from adjacent properties (unless utilizing shared parking with adjacent properties); and

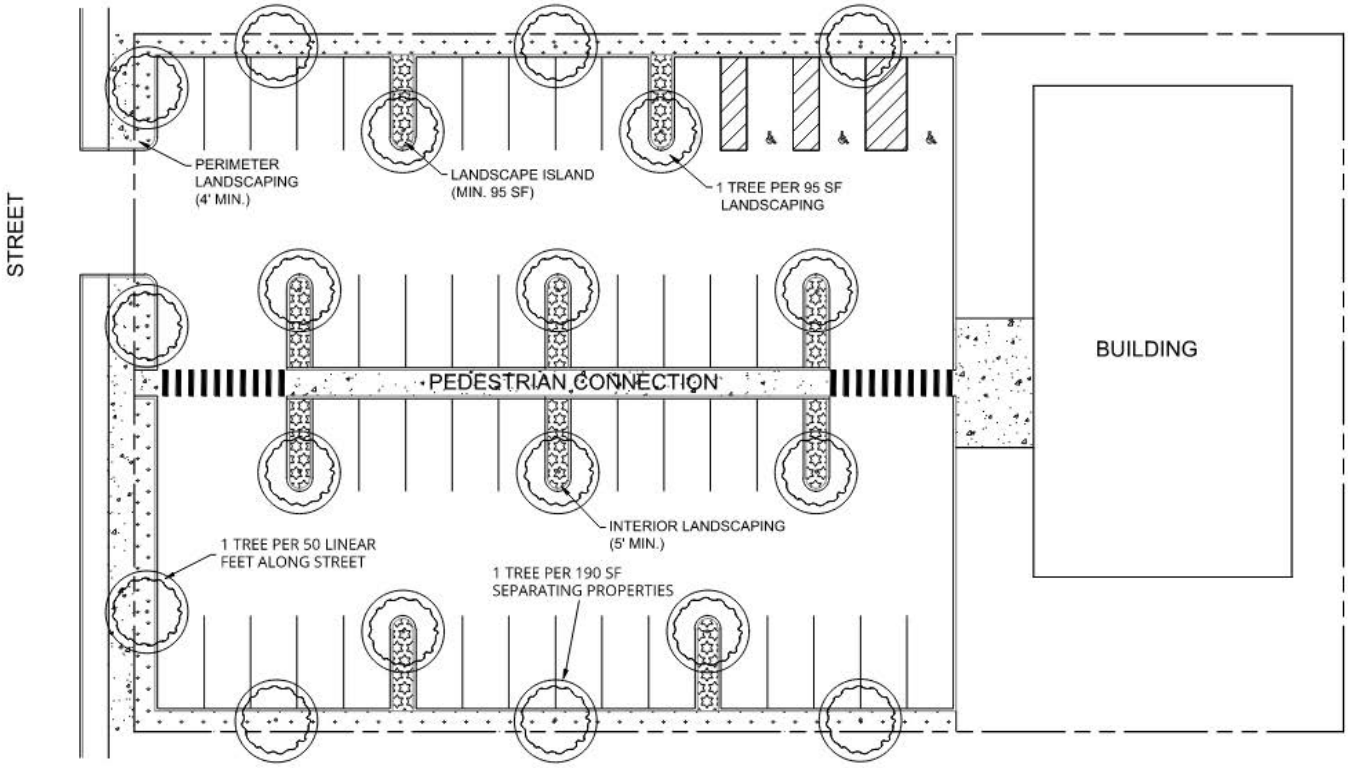
2.A minimum of five square feet of interior landscaping per parking stall provided in landscaped islands that are each a minimum of 95 square feet in size, five feet in width and contain at least one tree per every 95 square feet or portion thereof of interior parking area landscaping.

C. In addition to the provisions of subsection A., above, off-street parking areas with 100 or more parking stalls shall include:

1. A minimum four-foot-wide landscape buffer (excluding curbs) with a minimum of 1 tree per every 190 square feet (or portion thereof) of perimeter landscaping separating the off-street parking area from adjacent properties (unless utilizing shared parking with adjacent properties); and

2. A minimum of ten square feet of interior landscaping per parking stall provided in landscaped islands that are each a minimum of 95 square feet in size, five feet in width and contain at least one tree per every 95 square feet or portion thereof of interior parking area landscaping.

D. Interior or perimeter parking area landscaping may be utilized for stormwater management when approved as part of a site development review or conditional use permit.



17.106.070 Loading/unloading driveways required onsite.

A driveway designed for continuous forward flow of passenger vehicles for the purpose of loading and unloading passengers shall be located on the site of any school or other meeting place which is designed to accommodate more than twenty-five people at one time. (Ord. 634 § 1 Exh. A, 1995)

17.106.080 Off-street loading.

Buildings or structures to be built or altered which receive and distribute material or merchandise by truck shall provide and maintain off-street loading and maneuvering space as follows:

A. Every commercial or industrial use having floor area of ten thousand square feet or more, shall have at least one off-street loading space on site.

B. One additional space shall be provided for each additional thirty thousand square feet or major fraction thereof.

C. Each loading space shall have sufficient area for turning and maneuvering of vehicles on the site, and entrances and exits for the loading areas shall be provided at locations approved by the planner in accordance with the public works design standards.

D. Screening for off-street loading facilities is required in accordance with Chapter 17.100. Additional screening, buffering or setback may be required particularly for unloading of large, box-type units. (Ord. 634 § 1 Exh. A, 1995)

Chapter 17.114
SIGNS

Sections:

17.114.010 Purpose.
17.114.015 Definitions.
17.114.020 General Provisions.
17.114.025 Sign Permit Exemptions.
17.114.030 Prohibited Signs.
17.114.035 Signage within Residential Zones.
17.114.040 Signage within Commercial and Industrial Zones.
17.114.050 Electronic Display Signs.
17.114.055 Nonconforming and Abandoned Signs.
17.114.060 Enforcement of Permanent Signs.
17.114.065 Enforcement of Temporary Signs.

17.114.010 Purpose.

This chapter is being adopted to protect the health, safety, property, and welfare of the public; provide a neat, clean, orderly, and attractive appearance of the community; improve the effectiveness of signs; provide for safe construction, location, erection, and maintenance of signs; prevent proliferation of signs and sign clutter; and minimize adverse visual safety factors to travelers on public highways and private areas open to public travel. To achieve this purpose it is necessary to regulate the design, quality of materials, construction, location, electrification, illumination, and maintenance of signs that are visible from public property, public right-of-ways, and private areas open to public travel. This chapter shall be construed to carry out this purpose. (Ord. 863, 2017)

17.114.015 Definitions.

For purposes of this chapter, certain terms, phrases, and words shall be construed as follows: Words used in the present tense include the future; the singular tense includes the plural and vise-versa; the word "shall" is always mandatory and the word "may" is discretionary; and the masculine gender includes the feminine and vise-versa. The following terms shall mean:

A-Frame Sign. A double-faced portable sign constructed with an A-shaped frame, composed of two sign boards attached at the top and separate at the bottom. A frame signs shall not be permanently attached to the ground, but secured to the ground or sufficiently weighted to prevent the sign from being blown from its location or easily moved.

Awning. A shelter projecting from, and supported by, the exterior wall of a building on a supporting framework. The awning may be constructed of rigid or non-rigid materials.

Banner Sign. A sign made of fabric or other non-rigid material with no enclosing framework and not qualifying as a flag.

Bench Sign. A sign on an outdoor bench.

Boundaries of the Site. The area inside the legal lot lines of a site and does not include any property in a public right-of-way.

Business. Any profession, trade, occupation, shop and every type of calling where a charge is made for goods, materials or services.

Direct Illumination. A standlone light acting as a sign to attract attention, or exposed lighting or neon tubes on the sign face.

Directional Sign. A sign located within the boundaries of a site and near areas where pedestrians, cyclists, or vehicles travel, and that is intended to inform people of what direction to travel.

Electronic Display Signs. Signs, displays, devices, or portions thereof with lighted messages that change at intermittent intervals by electronic process or remote control.

External Illumination. The light source is separate from the sign and is directed so as to shine on the sign.

Flags. Any fabric containing colors, patterns, words or symbols, typically oblong or square, attachable by one edge to a pole or anchored at only two corners. If any dimension is more than three times as long as any other dimension, it is classified and regulated as a banner regardless of how it is anchored or supported.

Freestanding Sign. A sign on a frame, pole, or other support structure that is not attached to any building.

Gross Wall Area. The entire area encompassed by the plane of a wall, including windows and doors.

Height. The vertical distance measured from grade to the highest point of the sign or sign structure.

Historical Marker. A plaque or sign erected and maintained on property, a building, or structure by an organization that is recognized for routinely identifying sites, buildings, or structures of historical value.

Internal Illumination Lighting. The light source is concealed within the sign.

Lighting. Direct, external, or internal illumination.

Maintenance. Normal care needed to keep a sign functional such as cleaning, oiling, and changing light bulbs.

Permanent Banner Sign. Any banner sign that is not allowed as a temporary sign or that does not qualify as an exempt sign under section 17.114.025 of this chapter.

Permanent Sign. A sign attached to a building, structure, or the ground in a manner requiring a permit, and made of materials intended for more than short term use including, but not limited to, freestanding signs, wall signs, and awning signs.

Portable Sign. A sign that is freestanding in design, easily movable, made of durable material as opposed to non-durable material such as cardboard, paper, fabric or pliable plastic, and is not affixed to the ground or to any part of a building.

Projecting Sign. A sign, other than a wall sign, that projects from, and is supported by, a roof or wall of a building or structure and is generally at right angles to the building.

Right of Way. A public or private area that allows for the passage of people or goods. Right-of-way includes passageways such as freeways, streets, bike paths, alleys, and walkways. A public right-of-way is a right-of-way that is dedicated or deeded to the public for public use and under the control of a public agency.

Readerboard Sign. Sign on which a message copy can be changed manually, in the field, through the utilization of attachable letters, numbers, symbols and other similar characters or changeable pictorial panels.

Repair. Mending or replacing broken or worn parts with comparable materials. Repairs may be made with the sign in position or with the sign removed.

Roofline. The top edge of a roof or building parapet, whichever is higher, excluding any cupolas, chimneys, or other minor projections.

Roof Sign. Any sign erected upon or over the roof of any building or structure.

Searchlights. An apparatus on a swivel that projects a strong, far-reaching beam of light.

Sign. Any materials placed or constructed so they can be viewed from a right-of-way or another property and that conveys a message or image, and includes the sign structure, display surface, and all component parts of a sign.

Sign Copy. The message or image conveyed by a sign.

Sign Face Area. The total display surface area of the sign. When the dimensions of a sign are specified, the term includes the frames or cabinets surrounding a sign; the electronic message center; any base material or supporting structure, unless none of the base material or supporting structure is related to the message or image being portrayed in the sign; and all individual pieces or panels that, when placed together, convey a message or image.

Site. The area, tract, parcel, or lot of land owned by, or under the lawful control of, one distinct ownership. Abutting platted lots under the same ownership shall be considered one site.

Street Frontage. Street(s), or public right(s) of-way parallel to the property line used to compute the area of sign(s) intended to be located as to have primary exposure on that street or right-of-way.

Structurally Altered. Any work, except maintenance work, that alters or changes the size, shape, or height of a sign. Also includes replacement of sign structure materials with other than comparable materials, for example, metal parts replacing wood parts.

Supporting Structure. A structure specifically intended for supporting or containing a sign.

Temporary Sign. A sign that is not permanently attached to a building, structure, or the ground, and that is not intended or designed to be placed permanently.

Wall Sign. A sign that is attached to, and extended no more than within 12-inches from a wall, or painted on a wall, of a building.

Window Sign. A sign located in the inside display area of a business window. (Ord. 863, 2017)

17.114.020 General Provisions.

All signs in the City of Scappoose including those exempt from obtaining a sign permit, shall comply with the height limits of the underlying zone, general provisions of this section and, where applicable, with the provisions of sections 17.114.025 through 17.114.055 inclusive. Signs shall not be restricted by content.

A. *Permits Required.* Except as provided in section 17.114.025, Sign Permit Exemptions, of this chapter, a permit is required to erect, replace, construct, or alter the location or structure of a sign. A permit shall be issued by the Planner if the applicant files an application, filing fee, and plans which demonstrate full compliance with all provisions of this chapter and other applicable city regulations. Application for a sign permit is processed as a Type I land use decision according to~~–~~ Chapter 17.160~~17.162~~.

B. *Sign Maintenance.* All signs shall be maintained in a safe condition. Maintenance and repair of a sign, including change of sign copy, shall not require a sign permit. All signs that are damaged and pose a danger to the public shall be repaired or removed.

C. *Location.*

~~1. Except as otherwise provided in this chapter, all signs shall comply with the building setback requirements of the underlying zoning district. The setback requirement for a freestanding sign shall be measured from the signboard.~~

1.~~2~~. All signs shall be located entirely within the boundaries of a site unless specifically authorized by this chapter.

2.~~3~~. All signs must be installed in compliance with Chapter 12.10, Visual Clearance Areas, of the municipal code, as well as the regulations of this chapter.

D. *Construction.* All signs shall comply with the applicable provisions of the current Oregon State Structural Specialty Code, except as otherwise provided in this chapter.

E. *Lighting.* Except as otherwise provided in this chapter, signs may be externally, internally, or directly illuminated, subject to the following:

1. Lighted signs shall be placed, shielded, or deflected so as not to shine into residential dwelling units or structures, or impair the vision of the driver of any vehicle.

2. No sign shall be of such intensity or brilliance that it interferes with the effectiveness of an official traffic sign, device and/or signal.

3. Flashing lights or similar devices as well as traveling light patterns ("chaser effect") are prohibited. Changing of electronic display signs are not considered a traveling light pattern.

4. All externally illuminated signs that measure seven feet or more from the ground level to the top edge of the sign face shall be illuminated from above.

5. Searchlights are prohibited.

6. Electronic display signs are permitted only as provided in Section 17.114.050.

7. When neon tubing is employed on the exterior or interior of a sign, the capacity of such tubing shall not exceed 300-milliampere rating for white tubing or 100-milliampere rating for any colored tubing.

8. When fluorescent tubes are used for interior illumination of a sign such illumination shall not exceed 800-milliampere rating tubing behind a sign face spaced at least nine inches, center to center.

9. No direct illumination larger than 250 lumens shall be exposed to direct view from a public street or highway, but may be used for indirect light illumination of the display surface of a sign.

F. *Sign Face Area.* The sign face area shall be determined as follows:

1. The sign face area of signs enclosed in frames or cabinets is determined based on the outer dimensions of the frame or cabinet surrounding the sign face. The sign face area does not include foundations, supports, or other essential structures that are not related to the message and images being posted in the sign.

2. When a sign is on a base material and attached without a frame, the dimensions of the base material are to be used unless it is clear that the base is not related to the message or image being posted in the sign.

3. When signs are constructed in individual pieces attached to a building wall, sign face area is determined by a perimeter drawn around all the pieces.

4. For sign structures containing multiple panels oriented in the same direction, the panels together are counted as one sign face.

5. The maximum surface area visible at one time, of a round or three-dimensional sign, is counted to determine the sign face area.

6. When signs are incorporated into awnings, the entire panel containing the sign is counted as the sign face area unless it is clear that part of the panel is not related to the message or image being posted in the sign.

G. No sign shall distract a driver, or cause a safety hazard.

H. No sign shall be placed in the public right-of-way unless written permission from the City Manager is granted. Any sign located on a utility pole, street light pole or traffic-control standard poles, street tree, or otherwise located in the public right-of-way or city-maintained areas adjacent to the public right-of-way without written approval of the City Manager shall be removed immediately and without notice. (Ord. 863, 2017)

17.114.025 Sign Permit Exemptions.

The following signs are allowed in all zoning districts without a sign permit:

A. Public signs constructed or placed in a public right-of-way by, or with the approval of, a governmental agency having legal control or ownership of the right-of-way; signs owned or constructed by the City; signs required by the Fire Department for identification of buildings; signs required by law including, but not limited to, hearing notices; and signs placed in or near a right-of-way by a public utility in response to a hazard or danger to the public.

B. Directional signs, provided that freestanding directional signs shall not exceed 5 feet in height and 15 square feet in area on one sign face.

C. A single sign or historical marker not to exceed 4 square feet cut into the surface or the facade of a building, or permanently attached and not projecting more than two inches.

D. Signs located in the interior of any building, or within an enclosed lobby or court of any building or group of buildings, that are designed and located to be viewed exclusively by patrons of such use or uses.

E. Painted areas on a wall that are designed and intended as a decorative or ornamental feature, or to highlight a building's architectural or structural features.

F. Window signs as a part of the inside display area of a business, provided the window sign does not involve use of flashing or blinking lights.

G. Signs not exceeding one and a half square feet (1.5 ft^2) in size and affixed to or displayed from a residential dwelling unit.

H. Holiday lights and decorations.

I. Any inflated sign or inflated device, including multiple inflated signs or devices bundled together, that floats in the air and individually or collectively is five square feet or less in sign face area.

J. Flags less than 24 square feet in size measured border to border.

K. Bench Signs so long as the bench sign doesn't exceed 15 square feet, are within 20 feet of an established public transit stop, or within a commercial or industrial zone. Bench signs shall not interfere with a right of way.

L. Temporary signs given they adhere to the size requirements detailed in Section 17.114.035 and 17.114.040. (Ord. 863, 2017)

17.114.030 Prohibited Signs.

The following signs are prohibited and shall be considered nuisances:

A. Any sign constructed, erected, replaced, altered, repaired, or maintained in a manner not in compliance with this chapter.

B. Permanent banner signs.

C. Roof signs.

D. Signs in public right-of-ways other than public signs installed or authorized by a governmental agency or public utility.

E. Signs placed or painted on a motor vehicle or trailer that is parked with the primary purpose of providing a sign not otherwise allowed by this chapter.

F. Any inflated sign or inflated device, including multiple inflated signs or devices bundled together, that floats in the air and individually or collectively exceeds five square feet in the sign face area.

G. Any sign that is not exempt, not a lawful nonconforming sign, or that was not erected, constructed, or placed in accordance with a permit.

H. Signs attached to a tree. (Ord. 863, 2017)

17.114.035 Signage within Residential Zones.

In addition to exempt signs regulated by section 17.114.025, this section specifies the allowed signs on all land within the R-1, R-4, MH, and A-1, zoning districts, and on any site within the Downtown Overlay District, C, and EC zoning districts where the use of the land is characterized as residential.

A. Freestanding Signs

1. Maximum sign area, on one sign face, shall not exceed 32 square feet.

2. Height shall not exceed six feet.

3. Freestanding signs shall not be illuminated.

4. One freestanding sign is allowed per street frontage.

B. Temporary Signs

1. Maximum sign area for 1 or more temporary portable sign(s) or temporary freestanding signs shall not exceed 15 square feet, per property. Maximum sign area for a temporary banner shall not exceed 32 square feet.

2. Temporary signs may not be placed more than 60 days before an event and shall be removed within 7 days after the conclusion of the event.

3. Temporary signs shall not be illuminated.

C. *Readerboard.*

1. A permanent readerboard may be incorporated into any one, of the above permitted signs provided the readerboard assembly is integral to the sign, does not exceed 40 inches in height and constitutes no more than 60 percent of the face of the sign. (Ord. 863, 2017)

17.114.040 Signage within Commercial and Industrial Zones.

In addition to exempt signs regulated by section 17.114.025, the provisions of this section regulate other allowed signs on all land zoned C, EC, LI, HI and PUA and any site zoned R-1, R-4, MH, and A-1, where the use of that land is characterized as commercial, industrial, or institutional.

A. *Freestanding Signs.*

1. A freestanding sign may not exceed 1.5 square feet of sign area per linear foot of site frontage, provided the maximum sign face area is not more than 150 square feet per face. For calculation purposes, corner signs that face more than one street shall be assigned a site frontage by the applicant. For calculation of leased premises, the frontage shall be the tenant's frontage.

2. Height shall not exceed 24 feet.

3. Illumination may be internal, external, or direct.

4. One freestanding sign is allowed per street frontage.

B. *Wall Signs.*

1. Maximum sign face area shall not exceed ten percent (10%) of the gross wall area of each wall to which the sign is attached or painted. In calculating maximum allowable area for a wall sign, each face of a building shall include all window, door, and wall area.

2. Where two or more uses are located in the same building, the maximum permitted area for all signs may be divided among the uses. A separate wall sign or a joint-use wall sign may be erected, provided that the maximum allowable sign area shall not be exceeded.

3. The maximum sign area for an individual wall may be distributed among any number of wall signs.

4. The wall sign shall be attached to the wall of the building, shall leave no part of the sign extending above the roofline of the building, and shall be designed as an integral component of the building design.

5. No wall sign shall project more than 12 inches from the wall to which it is attached.

6. Illumination may be internal, external, or direct.

C. *Awning Signs.*

1. Maximum sign area shall not exceed twenty percent (20%) of the awning area.

2. The sign shall be integrated into the design and material of the awning on which it is located.

3. Illumination may be external only.

D. *Temporary Signs.*

1. Maximum sign area for a temporary portable sign, wall sign, or freestanding sign, on one face, shall not exceed 32 square feet. Maximum sign area for a temporary banner shall not exceed 48-square feet.

2. One temporary sign is allowed per street frontage.

3. Temporary signs may not be placed more than 60 days before an event and shall be removed within 14 days after the conclusion of the event.

4. Temporary signs may not be illuminated.

E. *Projecting Signs.*

1. The maximum sign face area, for an individual projecting sign, shall not exceed four square feet per face.

2. The lowest portion of a projecting sign shall be no less than eight feet above the ground beneath the sign.

3. Projecting signs may not be illuminated.

4. One projecting sign allowed per business.

F. *Portable Signs.*

1. The sign shall be displayed only during the business hours of the business for which it is permitted.

2. The maximum sign face area on one sign face, or the cumulative area of multiple sign faces when there is more than one sign face, shall not exceed ten square feet.

3. The top of the sign shall not exceed six feet above the ground, except that A-frame signs shall not exceed four feet in height.

4. The sign shall be located within the boundaries of the site where the business occupant is located.

5. Portable signs may not be illuminated.

6. One portable sign is allowed per business.

G. *Readerboard.*

1. A permanent readerboard may be incorporated into any one, of the above permitted signs provided the readerboard assembly is integral to the sign, does not exceed 40 inches in height and constitutes no more than 60 percent of the face of the sign. (Ord. 863, 2017)

17.114.050 Electronic Display Signs.

A. Electronic display signs shall be allowed only in commercial and industrial zones, subject to the provisions of this chapter.

B. One electronic display sign shall be allowed per site.

C. The message on an electronic display sign shall change no more than once every ten seconds for signs with an electronic sign face of four square feet or less, and no more than once every twenty seconds~~o minutes~~ for signs with an electronic sign face greater than four square feet.

D. Electronic display signs may not be substituted for a nonconforming sign or mounted upon a nonconforming sign or sign structure, unless the sign and sign structure are brought into compliance with all of the provisions of this title.

E. *Lumination.*

1. An electronic display sign may not have a nighttime (dusk to dawn) lumination intensity of more than 1000 (nits) and shall not have a daytime (dawn to dusk) lumination intensity of more than 8000 (nits) over ambient light conditions.

2. The sign shall have a mechanism that automatically adjusts the lumination level to comply with the standards in this section.

F. Electronic display signs shall be equipped with a means to immediately turn off the display when it malfunctions. The party owning or controlling an electronic display sign shall turn off the sign or lighting within four hours of being notified by the Planner or designee that it is not in compliance with the standards of this section. (Ord. 863, 2017)

17.114.055 Nonconforming and Abandoned Signs.

All signs erected after the effective date of this title, which are in violation of any provisions of this chapter are declared to be a public nuisance and, shall be removed or brought into conformance upon written notice by the City Manager or their designee.

A. Signs that have been lawfully erected prior to the date this code is adopted that do not conform to the regulations of this chapter are nonconforming signs and may continue to exist, subject to the following provisions:

1. No additions or enlargements may be made to a nonconforming sign except those additions or enlargements that are required by law.

2. Signs that are moved, replaced, or structurally altered shall be brought into conformance with this chapter.

3. A nonconforming sign that is damaged shall not be repaired if the estimated expense of repairing the sign exceeds 50% of the replacement cost of the sign as of the day before the sign was damaged. A damaged nonconforming sign that cannot be repaired shall be removed within 60 days of the date the sign was damaged.

4. Whenever a nonconforming sign is damaged and the estimated cost to repair the sign is 50% or less of its replacement value as of the day before the sign was damaged, it may be repaired and restored to the condition it was in before it was damaged and may continue to be used as a nonconforming sign, if such repairs and restoration are started within 60 days of the date the sign was damaged and are diligently pursued thereafter.

B. A sign shall be deemed abandoned when:

1. The site where the sign is located has been vacated for a period of 60 days or more;

2. The sign does not have a message or image on the sign face area for a period of 60 days or more; or

3. The sign has been damaged and there has not been diligent progress in making repairs for a period of 60 days or more.

C. If a sign is abandoned the Planner shall send notice to the property owner via regular and certified mail, return receipt requested, stating that the sign has been abandoned and must be removed.

1. The notice shall direct that the sign be removed by a specified date and shall inform the property owner of the basis for concluding that the sign has been abandoned. The notice shall also inform the property owner of their appeal rights.

2. A property owner who disagrees with the Planner's determination that a sign has been abandoned may appeal the Planner's notice by filing a written appeal with the Planner within ten days of the date on the notice.

3. The appeal shall identify the notice that is being appealed and explain why the Planner's determination is wrong.

4. Upon timely receipt of an appeal, the Planner shall process the appeal in accordance with Chapter 17.160~~17.162~~ of this code.

D. If the abandoned sign is not removed by the specified date in the City Manager or their designee's notice and the property owner has not requested an appeal, or if the sign is not removed within the time specified in the decision rendered following the appeal, the City Manager or their designee shall cause the sign to be removed. The cost of removal shall be entered by the City Recorder on the docket of City liens against the property owner, and shall be collectible in the same manner as liens for public improvements. (Ord. 863, 2017)

17.114.060 Enforcement of Permanent Signs.

Signs that violate the provisions of this Chapter are deemed a public nuisance. The City Manager or their designee may take any one or more of the following actions to enforce this Chapter: seek a fine pursuant to Chapter17.24.030, declare the sign a nuisance and proceed pursuant to Municipal Code Chapter 8, seek declaratory and injunctive relief, revoke the sign permit or any other action authorized by law. (Ord. 863, 2017)

17.114.065 Enforcement of Temporary Signs.

Enforcement of temporary signs not conforming to regulations of this chapter shall be subject to the following provisions:

A. In addition to bringing an action for a violation pursuant to Chapter 17.24, for signs located on public utility poles, street trees, traffic sign poles, or public property, the City Manager or their designee shall cause the sign to be immediately removed without notice.

B. For temporary signs located on privately-owned property in violation of this chapter, in addition to the enforcement actions in this section, the City Manager or their designee may bring an action for abatement in accordance with Chapter 8 of the Scappoose Municipal Code. (Ord. 863, 2017)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.120
SITE DEVELOPMENT REVIEW

Sections:

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 Site development review aApproval 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 beautyies 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. 868, 2018; Ord. 634 § 1 Exh. A, 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. A quadplex, which is not being reviewed as part of any other development;

F. A townhouse development, which is not being reviewed as part of any other development;

GE. 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;~~

H~~G~~. Family ~~day~~ child care home;

I~~H~~. Home occupation (Type I & II)~~.~~;

J~~I~~. Accessory dwelling units~~.~~;

K. Residential care home. ~~(Ord. 868, 2018; Ord. 634 § 1 Exh. A, 1995)~~

L. Food Cart Pod Permit (Type I)

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 17.160~~17.164~~.

C. ~~The planning commission shall approve, approve with conditions or deny any application for site development review.~~ The ~~planning commission~~review authority shall apply the standards set forth in Section 17.120.180 when reviewing an application for site development review. (Ord. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.120.040 Expiration of approval.

A. Site development review approval ~~by the planning commission~~ shall be effective for a period ~~one year~~two years 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~~two-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~~review authority;

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. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

17.120.050 Phased development.

A. The ~~planning commission~~review authority may approve a time schedule for developing a site in phases over a period ~~of time~~ of ~~one~~ three years, but in no case shall the total time period for all phases be greater than four~~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 needing to construct public facilities that were required by an approved development proposal.

(Ord. 868, 2018; Ord. 828, 2013; Ord. 828, 2013; Ord. 634 § 1 Exh. A, 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. 868, 2018; Ord. 634 § 1 Exh. A, 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~~ city with a reproducible copy of the proposed modified site development plan; and

2. ~~A~~ Providing a narrative which indicates the rationale for the proposed modification, identifying the applicable ~~addressing the~~ changes listed in subsection B of this section.

B. The review authority~~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;~~

2~~3~~. A change that requires an increase in the number of on-site parking spaces by ten percent or more, ~~additional on-site parking~~ in accordance with Chapter 17.106;

~~4. A change in the use as defined by the Uniform Building Code;~~

3~~5~~. An increase in the height of the building(s) by more than twenty percent;

4~~6~~. A change in the type and location of access ways and parking areas where off-site traffic would be affected;

5~~7~~. An increase in vehicular traffic to and from the site and the increase can be expected to exceed fifty vehicles per day;

6~~8~~. An increase in the floor area proposed for a nonresidential use by more than ten percent;

7~~9~~. A reduction in the area reserved for common open space and/or usable open space which reduces the open space area;

8~~10~~. A reduction of project amenities where specified in the site plan:

a. Recreational facilities,

b. Screening, and/or

c. Landscaping provisions; or

~~11. A change in land use; and~~

9~~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 (8~~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~~city approval prior to any issuance of building permits. (Ord. 868, 2018; Ord. 634 § 1 Exh. A, 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 by:

1. Providing the planner with a reproducible copy of the proposed modified site development plan; and

2. Submitting a~~A~~ narrative which indicates the rationale for the proposed modification ~~addressing the changes listed~~demonstrating that the minor modification is not listed in Section 17.120.070(B).

C. ~~A minor modification shall be approved, approved with conditions or denied~~The planner may approve, approve with conditions or deny a minor modification through a Type I land use review ~~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. 868, 2018; Ord. 634 § 1 Exh. A, 1995)

D. Notice of the planner's decision shall be given to the applicant.

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~~ including a narrative ~~which~~ that explains how the proposal conforms to the standards; and

2. Site development plans drawn to a standard engineering scale. (Ord. 868, 2018; Ord. 828, 2013; Ord. 634 § 1 Exh. A, 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,

c. The location of drainage patterns and drainage courses; and

~~c~~d. 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~~8. 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~~9. 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~~10. The method for mitigating any adverse impacts upon wetland, riparian or wildfire habitat areas;

~~12~~11. A ~~The location of areas to be~~ landscap~~inged~~ plan, 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 (including a tree canopy coverage table for all buffer plantings),

d. On site irrigation provisions,

e~~d~~. Soil conditions;~~,~~ and

~~e. Erosion control measures that will be used.~~ ~~(Ord. 868, 2018; Ord. 634 § 1 Exh. A, 1995)~~

12. A photometric plan meeting Illumination Engineering Society of North America (IESNA) and dark sky standards. ~~(Ord. 868, 2018; Ord. 634 § 1 Exh. A, 1995)~~

17.120.180 Site Development Review Aapproval standards.

The planning commissionreview authority 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:

1. to preserve topography, andTo preserve and maintain natural drainage pathways;

2. located iIn areas not subject to ground slumping or sliding as determined by a geotechnical report; 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,No part of a window, deck or balcony on a second floor or higher shall be located within 15 feet of a property line abutting a property zoned R-1, R-4 or MH; and

2. Residential buildings shall be located on the portion of the site having the lowest noise levels, and

23. On-siteNon-residential uses which create noise, lights, or glare shall be buffered from adjoining residential uses to the levels specified in SMC 17.56.070;

E. Private outdoor area: residential use:

1. Structures which include residential dwelling units shall provide private outdoor areas which areis screened from view by adjoining units with a minimum 6-foot-high sight-obscuring wood, metal (non-chain link), masonry vinyl, composite or vegetative screen,

2. Private open space ~~such as a~~(porch, deck, 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~~ are encouraged to 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~~ shall 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, and

~~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~~

d~~e~~. Where balconies are added to units, the balconies shall not be less than forty-eight square feet in size and any balcony area counted toward shared outdoor recreation area shall be in addition to any balcony area counted toward the private outdoor area required by subsection E. above.

~~1. 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;~~

G. Exterior Lighting Standards.

1. Development applications shall include a lighting plan showing locations and specifications for all exterior lighting, including lighting used to illuminate streets, buildings,

sidewalks, multi-use paths, parking lots, plazas, or open space areas. The lighting plan shall be evaluated during the land use approval process for compliance with the standards of this section. Lighting standards stated in foot candles refers to the average level across the site.

2. Lighting plans shall also show any proposed exterior architectural or aesthetic lighting used to create visual interest or emphasize building features. Aesthetic and architectural lighting shall also be evaluated during the land use approval process for compliance with the standards of this section.

3. Light fixtures shall be installed and used in a manner such that light is directed downward, not outward or upward.

4. For safety purposes, lighting shall be provided throughout the on-site pedestrian circulation system, including street frontages, sidewalks, multi-use paths, parking lots, buildings, and plazas. The on-site pedestrian circulation system shall be lighted to a minimum level of 2 foot-candles and a maximum of 3 foot-candles to enhance pedestrian safety and allow use at night.

5. Required bicycle parking lighting level shall be 3 foot-candles to allow secure use at night.

6. The minimum lighting level for building entries of new multifamily dwellings, retail, commercial, office, industrial and institutional buildings located within 300 feet of the property boundaries of a major transit stop shall be 4 foot-candles. The lighting level for all other primary building entrances shall be 3 foot-candles. Building entry lights shall be no more than 12 feet in height and the light source shall be shielded.

7. Maximum lighting levels for parking lot lighting shall be 3 foot-candles.

8. Fixtures on mixed-use and commercially zoned properties that are mounted to the underside of structures such as canopies, awnings, etc., (such as those found at gas stations, drive-through facilities, service stations and parking structures) shall be flush mounted to the canopy so that the lens does not protrude below the surface to which it is mounted. In instances where the canopy is not thick enough to accommodate a flush mount fixture, a fully shielded fixture may be utilized and mounted to the surface.

9. Illumination of government flags is allowed provided the light fixtures direct the light downward or are fully shielded.

10. Exterior lighting shall not blink, flash, or change color or intensity.

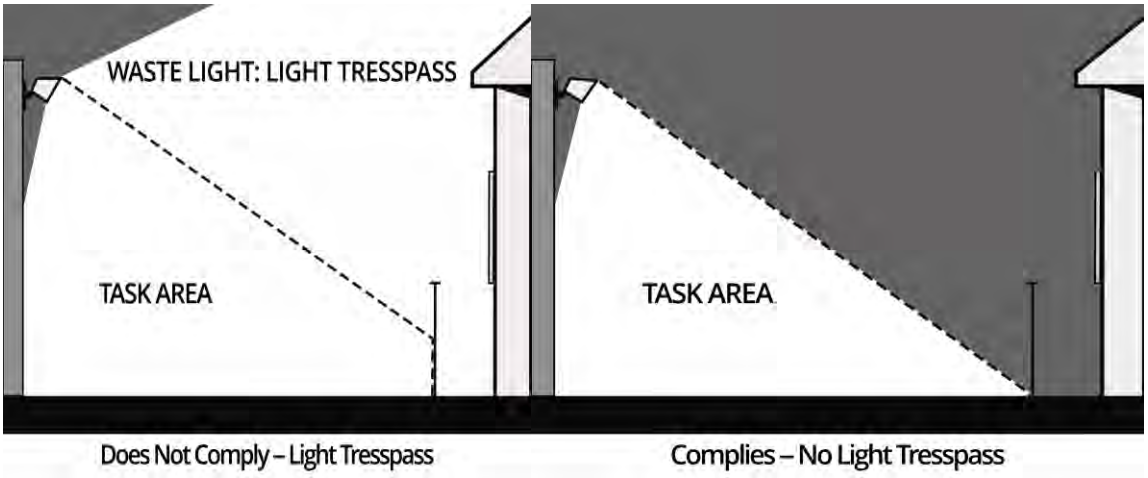
11. Foreground spaces, such as building entrances and plaza seating areas, shall use pedestrian-scale lighting that defines the space without glare. Background spaces such as parking lots shall be illuminated as unobtrusively as practicable to meet the functional needs of safe circulation and of protecting people and property.

12. Site lighting that could be confused with warning, emergency, or traffic signals is not permitted.

13. Site lighting that could be confused with airport lighting is not permitted.

14. Light trespass shall be minimized. Maximum lighting levels at property lines shall not increase lighting level more than 0.1 foot-candles 10 feet beyond the property line or 1 foot-candle adjacent to non-residentially zoned property or public rights-of-way.

Examples of Light Trespass



15. Any light source or lamp that emits more than 900 lumens (13 watt compact fluorescent or 60 watt incandescent) shall be concealed or shielded with an Illumination Engineering Society of North America (IESNA) full cut-off style fixture with an angle not exceeding 90 degrees to minimize the potential for glare and unnecessary diffusion on adjacent property. Examples of shielded light fixtures are shown below:

Examples of Shielded Light Fixtures



16. The following types of lighting are not subject to the requirements of this section:

1. Public street and right-of-way lighting (standards for street lighting are addressed in the Public Works Design and Construction Standards);

2. Temporary decorative seasonal lighting illuminated no longer than 60 days;

3. Temporary lighting for emergency or nighttime work and construction;

4. Temporary lighting for theatrical, television and performance areas, or for special public events;

5. Lighting for a special district, street or building that, according to an adopted City plan or ordinance, is determined to require special lighting aesthetics as part of its physical character;

6. Lighting required and regulated by the FAA; and

7. Lighting for outdoor recreational uses such as stadiums, driving ranges, ball diamonds, playing fields, tennis courts and similar uses, provided that:

a. Light poles are not more than 80 ft. tall,

b. Maximum illumination at the property line is not brighter than 1 foot-candle, and

c. Exterior lighting is extinguished no later than 11:00 p.m.

H~~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 per Scappoose Rural Fire Protection District Standards.

3. Provisions shall be made for pedestrian ways and bicycle ways consistent with 17.120.180(~~Q~~O);

J~~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;

J~~L~~. All parking and loading areas shall be designed in accordance with the requirements set forth in Chapter 17.106, ~~Sections 17.106.050 and 17.106.080,~~ Chapter 12.10, and the public works design standards;

K~~M~~. All landscaping shall be designed in accordance with the requirements set forth in Chapter 17.100;

L~~N~~. All drainage plans shall be submitted to the public works director for review and approval;

M~~O~~. All facilities for ~~the handicapped~~people with disabilities shall be designed in accordance with the requirements set forth in the Americans with Disabilities Act requirements;~~ADA requirements;~~ and

N~~P~~. All of the provisions and regulations of the underlying and/or overlay zones shall apply.

OQ. *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, meaning 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 travelexcept to avoid existing mature trees and infrastructure;

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 review authority 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. 868, 2018; Ord. 857, 2016; Ord. 820 § 9, 2012; Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.126
FOOD CART POD PERMIT

Sections:

17.126.010 Purpose.
17.126.020 Applicability and Exemptions.
17.126.030 Permit Procedures.
17.126.040 Food Cart Pod Standards.
17.126.050 Food Cart Standards.
17.126.060 Food Cart Pod Modification.
17.126.070 Submittal Requirements.
17.126.080 Conditions of Approval.
17.126.090 Approval Period.
17.126.120 Grounds for Revocation.

17.126.010 Purpose.

Mobile food units, which are defined in OAR 333-150-0000 as "any vehicle that is self-propelled or that can be pulled or pushed down a sidewalk, street, highway or waterway, on which food is prepared, processed or converted or which is used in selling and dispensing food to the ultimate consumer", can provide opportunities to enliven under-utilized parking lots, allow individual entrepreneurship at a small scale, and provide unique eating establishments for the public. The purpose of this chapter is to set standards to permit mobile food units, or "food carts" on a long-term basis. As with temporary uses, permanent site improvements may not be required; however, the standards and permit processes of this section are intended to ensure that food carts are conducted as lawful uses and in a manner that is not detrimental or disruptive in terms of appearance or operation to neighboring properties and residents. (Ord. 877, 2019)

17.126.020 Applicability and Exemptions.

A. *Applicability.*

~~1. This chapter is not applicable to temporary uses which are permitted through the Temporary Use Permit procedures of Chapter 17.128.~~

~~2~~1. For the purposes of this chapter, the term "food cart" will be used interchangeably with "mobile food unit". "Food cart pod" refers to a site containing one or more food carts and associated amenities on private property.

~~3~~2. The provisions of this chapter apply to all food carts within the City, whether it is a single food cart, or multiple carts in a pod.

~~4~~3. Food carts are not permitted to travel to different sites throughout the City and shall only be allowed through an approved permit issued in conformance with this chapter.

B. *Exemptions.* The following are exempt from the provisions of this chapter:

1. Locations where food carts are stored when not in operation are exempt from the provisions of this section; however, the storage of commercial vehicles or trailers may be subject to other requirements of the Scappoose Municipal Code.

2. Food carts that are operated as part of an approved farmer's market or allowed under a special event permit are exempt. (Ord. 877, 2019)

17.126.030 Permit Procedures.

Food cart pod permits will be processed in accordance with Chapter ~~17.160~~17.162, as follows:

A. *Type I.* Up to two carts on one site with no accessory structures other than trash cans and portable accessory items, such as picnic tables, may be reviewed for compliance with this chapter and administratively approved by the Planner as a Type I land use decision.

1. The Planner shall make findings of fact based on evidence provided by the applicant demonstrating that all of the applicable criteria for food cart pods and individual food carts has been satisfied.

B. *Type II.* Three or more carts on one site and/or accessory structures constructed in accordance with 17.126.040(B) may be reviewed in accordance with this chapter, and applicable

chapters of the Scappoose Municipal Code and administratively approved by the Planner as a Type II land use decision~~the Planning Commission shall be the approval body~~.

1. The Plannern~~ning Commission~~ shall approve, approve with conditions, or deny an application for a Type II Food Cart Pod Permit. The decision to approve, approve with conditions, or deny an application for a Type II Food Cart Pod Permit shall be made by the Planner~~ing Commission~~ upon findings of whether or not the proposed use:

   a. Is in conformance with the standards contained in this chapter and any other applicable chapters, and

   b. Is undertaken in a manner that is not detrimental nor disruptive in terms of appearance or operation to neighboring properties, businesses and/or residents. (Ord. 877, 2019)

17.126.040 Food Cart Pod Standards.

A property containing one or more food carts shall be maintained in a clean and orderly condition. Only those things authorized by the permit and shown on the site plan may be stored on the property. The following standards apply to food cart pod sites:

A. *Zoning.* Food cart pods are not permitted in special flood hazard areas or in residential zones but are permitted in zones that allow for eating and drinking establishments either outright or through conditional use approval. In the Light Industrial, LI and Public Use Airport, PUA zoning districts, Food Cart Pod Permit approval is subject to Chapter 17.130 - Conditional Use.

B. *Accessory Items and Structures.* Trash and recycling receptacles for customer use shall be maintained no more than ten (10) feet from food carts, at a rate of one trash and one recycling receptacle for every two food carts. Portable accessory items, such as picnic tables, are permitted. With Planning Commission approval, new accessory structures may be constructed, as follows:

1. A maximum of two restroom structures, provided that the combined square footage does not exceed two hundred (200);

2. A maximum of two storage buildings, provided that the combined square footage does not exceed two hundred (200);

3. One trash enclosure;

4. Outdoor seating areas, which may have roofs, floors, and railings, but no walls (e.g., decks, picnic shelters, pavilions), provided that the square footage does not exceed two hundred (200) square feet per food cart and that no single structure exceeds two thousand (2000) square feet. Any covered structure provided shall meet current Oregon Structural Specialty Code and be permanently attached to the ground;

5. A food cart pod site with 3 or more food carts shall provide covered seating and restrooms on site.

C. *Signs.* Type I approval: Signs are restricted to portable signs only, permitted pursuant to Chapter 17.114. Type II approval: Signs are permitted pursuant to Chapter 17.114. Signage painted on food carts is permitted.

D. *Minimum Setbacks and Separation Distance.* All food carts on the site shall be located a minimum of:

1. Five (5) feet from any structure or other food cart;

2. Ten (10) feet from any front lot line; and

3. Five (5) feet from any interior side or rear lot line, except if such lot line abuts a street the setback shall be ten (10) feet and if such lot line abuts a residential district the minimum setback shall be twenty (20) feet. In the downtown overlay, Chapter 17.80 governs required setbacks, however, the provisions of section E (Screening) still apply.

4. Awnings and canopies may encroach into the required setback not more than 36-inches, provided that the width of the setback is not reduced to less than three (3) feet.

E. *Screening.* If the food cart pod is located less than twenty (20) feet from a residential zoning district, the residential property shall be screened from the food cart pod, which may be a portion of a property including the food cart, seating, queuing, etc., abutting the residential zoning district and may not necessarily extend to the shared property line. Required screening:

1. May be provided by an existing, continuous, sight-obscuring structure, solid fence, or hedge;

2. If new, shall be a continuous, sight-obscuring vegetative screen; or if fencing is utilized as screening, shall be continuous, sight-obscuring fencing made of wood or ornate metal. Chain-link fencing with slats shall not qualify as acceptable screening material; and

3. Shall have a minimum height of six (6) feet.

F. *Setback from Vehicular and Pedestrian Use Areas.* Windows and doors used for service to customers shall be located a minimum of ten (10) feet from loading areas, driveways, on-site circulation drives, and parking lot aisles, and a minimum of five (5) feet from bicycle parking spaces and walkways.

G. *Obstruction of Vehicular and Pedestrian Use Areas and Landscape Areas.* No food cart or associated element, such as aboveground power cords, seating areas, trash receptacles, signs, and customer queuing areas, shall occupy bicycle parking spaces, loading areas, or walkways. Food carts and amenities shall not occupy landscaping areas approved as part of a prior design review or other land use application. However, occupying existing on-site automobile parking spaces is permitted, provided that such spaces are not simultaneously used for parking or required to meet minimum parking requirements on the site.

H. *Surfacing.* All food carts shall be placed on a hard-surfaced area such as concrete or asphalt, and any associated parking, loading, and maneuvering areas for vehicles shall be on hard-surfaced areas. If new paved surface is added to a site to accommodate a cart, the parking area shall comply with applicable parking design standards contained in Chapter 17.106.

I. *Driveway Access.* No new or modified driveway access is permitted, unless approved by the City Engineer, in accordance with this Chapter and other applicable sections of the Scappoose Municipal Code and the Public Works Design Standards.

J. *Intersection Sight Distance and Visual Clearance Areas.* The food cart and any attachments, accessory items, or customer queuing areas shall comply with the intersection sight distance and visual clearance area requirements of the Scappoose Municipal Code Chapter 12.10 and Public Works Design Standards.

K. *Lighting.* Outdoor lighting shall be required to maintain safety and for crime prevention, to be approved by the Chief of Police, if not already adequately provided by an existing use. All

lighting on site shall be shielded so that it does not become a nuisance to neighboring properties.

L. *Utilities.* To the extent that utilities are desired by the applicant or required by applicable regulations, food carts shall have self-contained utilities, or if on-site utility connections are proposed, such utilities shall be installed underground, except where prohibited by the utility district or company.

M. *Sanitation Facilities.* Food cart pods shall ensure the availability of a restroom with hand washing facilities meeting the provisions of OAR 333-150-0000 for employees and customers. Portable restrooms and portable handwashing facilities are not permitted, unless the portable handwashing facilities provide hot running water meeting the provisions of OAR 333-150-0000. If portable restrooms and portable handwashing facilities are provided, they shall be screened from view with fencing or a solid vegetative screen, or a combination of the two, provided that the portable facilities are not visible from neighboring properties or public rights-of-way. The restrooms must either be on-site, within one-quarter mile or within 5 minutes walking distance and be available during the carts' hours of operation. Applicants shall provide the City with documentation that restrooms are available via the owners written permission for the utilization of facilities in an existing building.

N. *Sewage Disposal.* Subsurface sewage disposal is prohibited.

O. *Vendor Parking.* For any food cart pod requiring approval by the Planning Commission, vendor parking shall be provided in addition to the off-street parking requirements of Chapter 17.106 (Off-Street Parking and Loading Requirements) at the rate of one parking stall per food cart. Vendor parking may be satisfied by the provision of off-site shared parking agreements, when the off-site parking space used is surplus parking and not required parking for an existing use.

P. *Landscaping.* Type II food cart pod permits are subject to Chapter 17.100 - Landscaping, Screening and Fencing. A portion of the landscaping required may be provided with attractive potted planters, provided they contribute to the aesthetics of the pod, provide effective screening, and are well maintained year-round.

Q. *Noise.* Any noise generated on site is subject to Municipal Code Section 9.12.040 - Offenses Related to Noise. (Ord. 877, 2019)

17.126.050 Food Cart Standards.

The following standards apply to each food cart on the site.

A. *Attachments.* Attachments to the food cart, such as awnings or canopies, are permitted only if they are supported entirely by the cart and do not touch the ground. Neither the food cart nor any item relating to the cart shall lean against or hang from any structure or utility pole. No structure shall be attached to the food cart.

B. *Accessory Storage.* Except as specifically allowed by 17.126.040(B), items relating to the food cart shall be stored in, on, or under the cart in an orderly manner, or out of sight.

C. *Interior Seating or Vending.* Customer seating or vending inside a food cart is prohibited.

D. *Length of cart.* Food carts shall not exceed 26 feet in length.

E. Carts and their accessory items shall be kept in good repair and be maintained in a safe and clean condition.

F. The following health and sanitation standards shall apply:

1. Applicants shall provide wastewater/graywater disposal documentation that indicates how the outputs will be stored (if applicable) and what wastewater/graywater disposal method will be used. The documentation shall indicate a proper disposal method that ensures fats, oils and grease do not enter the City's wastewater infrastructure. If the applicant intends to contract with a third party for wastewater/graywater disposal, a copy of the contract must be provided to the City within 15 days of receiving a permit.

2. Non-stormwater discharges to the City's stormwater system are prohibited.

G. *Drive-Thru Service.* Food carts shall not provide drive-thru service.

H. *Other Licenses/Approvals Required.* Besides meeting the requirements of this chapter, the operator of a food cart must have an active City business license, must comply with the current edition of the International Fire Code (I.F.C.) for Mobile Food Carts and receive an annual Fire District inspection and approval, and must receive approval and comply with the permit requirements of Columbia County Environmental Health Department. (Ord. 877, 2019)

17.126.060 Food Cart Pod Modification.

An application for a food cart pod modification shall be required when any of the following thresholds apply:

A. *Thresholds.*

1. Modification to an approved food cart pod site layout or design, which does not increase the number of food carts permitted on the site.

2. Addition of non-permanent amenities to an approved food cart pod, such as but not limited to: picnic tables, awnings and landscaping.

B. *Procedure Type.*

1. The Type 1 procedure, as described in section 17.126.030(A) of this chapter shall apply to an application for a Food Cart Pod Modification when the thresholds above are met.

2. In the event that a modification exceeds the above thresholds, a new Type II Food Cart Pod Permit shall be applied for. (Ord. 877, 2019)

17.126.070 Submittal Requirements.

An application for a Food Cart Pod Permit shall include the following:

A. A completed application, including the property owners' signature, on a form provided by the Planning Department; and

B. Information sufficient to address the standards in 17.126.040; and

C. A site plan of the subject property drawn to scale and including:

1. The lot lines,

2. The location of existing structures,

3. The proposed boundaries of the food cart pod. Within the boundaries of the food cart pod, the location of all food carts, seating areas, and any accessory items or structures,

4. The proposed distance between the food cart pod and adjacent lot lines, as well as the proposed separation distance between individual carts and between carts and other on-site structures,

5. The type and location of any proposed on-site utility connections for food carts,

6. Number and location of food carts on site and individual square footage and length of each cart,

7. Pictures or architectural elevations of proposed food cart(s),

8. The location of existing and proposed loading areas, driveways, on-site circulation drives, parking lots aisles, parking lot lighting, bicycle and automobile parking spaces, and walkways,

9. The orientation of service windows and doors on the food carts and location of customer queuing areas,

10. The location of existing and proposed landscaping,

11. The dimension, height, and location of proposed signs,

12. Proof of the availability of restroom facilities for employees and customers that meet the requirements of OAR Chapter 333-150-0000,

13. The method for disposing of wastewater and gray water,

14. Written verification of approval by Columbia County Health Department,

15. Written verification of approval by Scappoose Fire District,

16. Traffic generation memo, meeting the requirements specified in SDC 17.154.030(S),

17. A statement indicating any source of noise to be generated on the property and the method of mitigating the noise, and

18. Any additional information that may be required by the Planning Department to properly evaluate the proposed site plan. (Ord. 877, 2019)

17.126.080 Conditions of Approval.

The approval body may impose conditions upon the approval of a Food Cart Pod Permit to ensure compliance with the requirements of this chapter, and other applicable chapters of the development code, and to minimize adverse impacts created by the use on surrounding property and uses. These conditions may include, but are not limited to, the following:

A. Limiting the hours, days, place and manner of operation;

B. Requiring site and building design features which minimize environmental impacts such as noise, glare, and odor;

C. Requiring additional building setbacks;

D. Further limiting the building area and outdoor storage used by the food cart pod and restricting the location of the use on the site in relationship to adjoining uses;

E. Designating the size, number, location and design of vehicle access points;

F. Requiring landscaping, buffering and/or screening, of the food cart pod from adjoining uses and establishing standards for the continued maintenance of these improvements;

G. Requiring storm drainage improvements, and surfacing of parking and loading areas;

H. Limiting or setting standards for the location and intensity of outdoor lighting;

I. Requiring and designating the size, height and location of fences and materials used for their construction;

J. Requiring the protection and preservation of existing trees, and other vegetation, watercourses, slopes, wildlife habitat areas and drainage areas;

K. Limiting the type and number of vehicles or equipment to be parked or stored on the site;

L. Any other limitations which the approval authority considers to be necessary or desirable to make the use comply with this section; and

M. Any limitations or conditions imposed by the City's service providers or the Fire Department. (Ord. 877, 2019)

17.126.090 Approval Period.

A. Type I: A Type I Food Cart Pod Permit approval is valid for two years from the date of the final written decision, provided the approval is implemented within a one-year period. If not implemented within a one-year period, the approval will become void. At the end of any two-year period, the applicant may apply for another two-year permit by filing a new Type I or Type II application, as applicable.

B. Type II: A Type II Food Cart Pod Permit approval does not expire, provided the approval is implemented within a one-year period. If not implemented within a one-year period, the approval will become void.

C. "Implemented" means all necessary development permits shall be obtained and maintained for the approved development. (Ord. 877, 2019)

17.126.120 Grounds for Revocation.

The Planner or designee may:

A. Revoke a Food Cart Pod Permit approval if the conditions of approval have not been or are not being complied with and the food cart pod is being conducted in a manner contrary to this chapter.

B. The Planner or designee shall approve the use as it exists, revoke the Food Cart Pod Permit, or compel measures to be taken to ensure compatibility with the neighborhood and conformance with this section after reviewing a complaint. Complaints may be originated by the City of Scappoose or the public. Complaints from the public shall clearly state the objection to the food cart pod, such as:

1. Generation of excessive traffic;
2. Generation of excessive noise or litter;
3. Other offensive activities not compatible with the surrounding area.

C. *Waiting Period for Reapplication.* When a Food Cart Pod Permit has been revoked due to violation of these standards, a minimum period of one year shall elapse before another application for a food cart pod on the subject parcel will be considered.

D. The Food Cart Pod Permit owner may appeal the Planner's decision to the Planning Commission. (Ord. 877, 2019)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.130
CONDITIONAL USE

Sections:

17.130.010 Purpose.
17.130.020 Administration and approval process.
17.130.030 Expiration of approval.
17.130.040 Phased development ~~or existing development~~.
17.130.050 Approval standards and conditions.
17.130.060 Major modification to approved conditional use.
17.130.070 Minor modifications to approved conditional use.
17.130.080 Application submission requirements.
17.130.090 Conditional Use Permit~~Site development~~ plans.

17.130.010 Purpose.

The purpose of this chapter is to provide standards and procedures under which conditional use may be permitted, enlarged or altered if the site is appropriate and if other conditions can be met. (Ord. 634 § 1 Exh. A, 1995)

17.130.020 Administration and approval process.

A. The applicant of a conditional use proposal shall be the recorded owner of the property or an agent authorized in writing by the owner.

B. Action on the application shall be in accordance with Chapter 17.160~~17.162~~. (Ord. 634 § 1 Exh. A, 1995)

17.130.030 Expiration of approval.

A. Approval of a conditional use by the planning commission shall be void if:

1. Substantial construction of the approved plan has not been completed within a twoone-year period; or

2. Construction on the site is a departure from the approved plan.

B. The planner may, upon written request by the applicant and payment of the required fee, grant an extension of the approval period not to exceed one year, provided that:

1. No changes are made on the original conditional use 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.

C. Notice of the decision shall be provided to the applicant. (Ord. 634 § 1 Exh. A, 1995)

17.130.040 Phased development or existing development.

A. The planning commission may approve a time schedule for developing a site in phases over a period of time of threeone years, but in no case shall the total time period for all phases be greater than fourthree years without reapplying for conditional use review.

B. The following criteria shall be satisfied in order to approve a phased conditional use 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 requiring the city or other property owners to construct public facilities that were required by an approved development proposal.

(Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.130.050 Approval standards and conditions.

A. The planning commission shall approve, approve with conditions, or deny an application for a conditional use based on findings of fact with respect to each of the following criteria:

1. The characteristics of the site are suitable for the proposed use considering size, shape, location, topography, existing improvements and natural features;

2. All required public facilities have adequate capacity to serve the proposal;

3. The applicable requirements of the zoning district are met;

4. The operating and physical characteristics of the proposed use is reasonably compatible with surrounding properties or will be made compatible by imposing conditions;

5. The proposed use will not have unmitigated nuisance impacts, such as from noise, odor, and/or vibrations, greater than usually generated by uses allowed outright at the proposed location;

6. The proposed use will not change the character of the surrounding area in a way which limits or precludes use of the surrounding properties consistent with the provisions of the underlying zone;

7. A conditional use proposal that includes site development that meets the applicability requirements of Section 17.120.020 shall meet the approval standards in Section 17.120.180; and

8. A conditional use proposal that includes a minor site modification that meets the applicability requirements of Section 17.120.080.A shall meet the approval standards of Section 17.120.080.C.

B. An enlargement or alteration of an existing conditional use shall be subject to the approval standards of this Chapter.

C. The planning commission may impose conditions on its approval of a conditional use, which it finds are necessary to ensure the use is compatible with other use in the vicinity. These conditions may include, but are not limited to, the following:

1. Limiting the hours, days, place and manner of operation;

2. Requiring structure and/or site design features which minimize environmental impacts such as noise, vibration, air pollution, glare, odor and dust;

3. Requiring additional setback areas, lot area, or lot depth or width;

4. Limiting the building height, size or lot coverage, or location on the site;

5. Designating the size, number, location and design of vehicle access points;

6. Requiring street right-of-way to be dedicated and the street to be improved;

7. Requiring landscaping, screening, drainage and surfacing of parking and loading areas;

8. Limiting the number, size, location, height and lighting of signs;

9. Limiting or setting standards for the location and intensity of outdoor lighting;

10. Requiring berming, screening or landscaping and the establishment of standards for their installation and maintenance;

11. Requiring and designating the size, height, location and materials for fences;

12. Requiring the protection and preservation of existing trees, soils, vegetation, watercourses, habitat areas and drainage areas;

13. Requiring the dedication of sufficient open land area for a greenway adjoining and within the floodplain when land form alterations and development are allowed within the one hundred-year floodplain. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.130.060 Major modification to approved conditional use.

A. An applicant may request approval of modification to an approved plan by:

1. Providing the planner with a reproducible copy of the proposed modified conditional use plan; and

2. A narrative addressing the proposed changes as 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;~~

2~~3~~. A change that requires an increase in the number of ~~additional~~ on-site parking spaces by ten percent or more, in accordance with Chapter 17.106;

~~4. A change in the use as defined by the Uniform Building Code;~~

3~~5~~. An increase in the height of the building(s) by more than twenty percent;

4~~6~~. A change in the type and location of access ways and parking areas where off-site traffic would be affected;

5~~7~~. An increase in vehicular traffic to and from the site and the increase can be expected to exceed fifty vehicles per day;

6~~8~~. An increase in the floor area proposed for a nonresidential use by more than ten percent;

7~~9~~. A reduction in the area reserved for common open space and/or usable open space;

8~~10~~. A reduction of project amenities where specified in the site plan:

a. Recreational facilities,

b. Screening, and/or

c. Landscaping provisions, or

~~11. A change in land use, and~~

9~~12~~. A modification to the conditions imposed at the time of conditional use approval which are not the subject of subdivisions (B) (1) through (8~~11~~) of this subsection.

C. Upon the planner determining that the proposed modification to the conditional use plan is a major modification, the applicant shall submit a new application for conditional use approval.
(Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.130.070 Minor modifications to approved conditional use.

A. Any modification which is not within the description of a major modification as provided in Section 17.130.060 shall be considered a minor modification.

B. An applicant may request approval of a minor modification by:

1. Providing the planner with a reproducible copy ~~three copies~~ of the proposed modified conditional use plan; and

2. ~~A~~ Submitting a narrative which indicates the rationale for the proposed modification ~~addressing the changes listed~~ demonstrating that the minor modification is not listed in Section 17.130.060(B).

C. The planner may approve, approve with conditions or deny a minor modification ~~following the planner's review~~ based on the findings that:

1. No title provisions will be violated; and

2. The modification is not a major modification.

D. Notice of the planner's decision shall be given to the applicant. (Ord. 634 § 1 Exh. A, 1995)

17.130.080 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~~ including a narrative ~~which~~ that explains how the proposal conforms to the standards; and

2. Site development plans drawn to a standard engineering scale.

~~B. The required information may be combined on one map. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)~~

17.130.090 ~~Site development~~Conditional use permit plans.

A. ~~Site development~~Conditional use permit plan(s), data and narrative shall include the following information:

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,

c. The location of drainage patterns and drainage courses; and

~~c~~d. 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~~8. 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~~9. 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~~10. The method for mitigating any adverse impacts upon wetland, riparian or wildfire habitat areas.

~~12~~11. ~~The location of areas to be landscaped~~A landscaping plan, 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 (including a tree canopy coverage table for all buffer plantings),

d. On site irrigation provisions,

~~d~~e. Soil conditions~~;~~, and

~~e~~. ~~Erosion control measures that will be used. (Ord. 634 § 1 Exh. A, 1995)~~

12. A photometric plan meeting Illumination Engineering Society of North America (IESNA) and dark sky standards.

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.134
VARIANCE

Sections:

17.134.010 Purpose.
17.134.020 Administration and approval process.
17.134.030 Criteria for granting a variance.
17.134.040 Extension of approval.
17.134.060 Application submission requirements.

17.134.010 Purpose.

The purpose of this chapter is to provide standards for the granting of variances from the applicable zoning requirements of this title where it can be shown that, owing to special and unusual circumstances related to a specific piece of the land, the literal interpretation of the provisions of the applicable zone would cause an undue or unnecessary hardship, except that no use variances shall be granted. (Ord. 634 § 1 Exh. A, 1995)

17.134.020 Administration and approval process.

A. The applicant for a variance shall be the recorded owner of the property or an agent authorized in writing by the owner.

B. *Minor Variance.* The planner may approve, approve with conditions, or deny any application for a minor variance in accordance with Chapter 17.160~~17.162~~. The planner shall apply the standards set forth in Section 17.134.030, when reviewing an application for a variance. Minor variances are small changes from the title requirements and which will have a minor impact on adjacent property owners. Specifically, minor variances include:

1. Deviation from any minimum property development standard or equal area by not more than ten percent;

2. Expansion of a conditional or nonconforming use by not more than fifteen percent of the gross building volume.

C. The planning commission shall approve, approve with conditions, or deny any application for a major variance in accordance with Chapter ~~17.160~~17.162. The planning commission shall apply the standards set forth in Section 17.134.030 when reviewing an application for a variance. Specifically, a major variance is any variance not defined as a minor variance. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.134.030 Criteria for granting a variance.

The planning commission or planner shall approve, approve with conditions, or deny an application for a variance based on finding that the following criteria are satisfied. Minor variances shall satisfy criteria (A) through (C) and major variances shall satisfy criteria (A) through (E):

A. The proposed variance will not be materially detrimental to the purposes of this title, be in conflict with the policies of the comprehensive plan, to any other applicable policies and standards, and to other properties in the same zoning district or vicinity;

B. The use proposed will be the same as permitted under this title and city standards will be maintained to the greatest extent that is reasonably possible while permitting some economic use of the land;

C. Existing physical and natural systems, such as but not limited to traffic, drainage, dramatic land forms, or parks will not be adversely affected any more than would occur if the development were located as specified in the title; and

D. Exceptional or extraordinary conditions apply to the property that do not apply generally to other properties in the same zone or vicinity, which conditions are a result of the lot size, shape or topography or other circumstances over which the applicant has no control; and

E. The hardship is not self-imposed and the variance requested is the minimum variance which would alleviate the hardship. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.134.040 Extension of approval.

A. Approval of a variance shall be void 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.

B. 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 approved variance;

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.

C. Notice of the decision regarding the extension shall be provided to the applicant. (Ord. 634 § 1 Exh. A, 1995)

17.134.060 Application submission requirements.

A. All applications shall be made on forms provided by the planner and shall be accompanied by:

1. Copies of the variance proposal and necessary data or narrative which explains how the proposal conforms to the standards;

2. For major variances, a list of the names and addresses of all persons who are property owners of record within two hundred feet of the site;

3. If applicable, a copy of all existing and proposed restrictions or covenants;

4. Site development plans drawn to a standard engineering scale and including the following information:

a. The proposed site and surrounding properties,

b. The location, dimensions and names of all existing streets,

c. The location and dimensions of:

i. Entrances and exits on the site,

ii. Parking and circulation areas,

iii. Loading and services areas,

iv. Pedestrian and bicycle circulation,

v. Outdoor common areas,

vi. Above ground utilities,

vii. Existing landscaping;

d. The location, dimensions and setback distances of all existing structures, improvements and utilities which are located within twenty-five feet of the sites and are on adjoining property, and

e. Proposed structures, improvements, landscaping and utilities on the site.

B. In the case of a request for a variance to the building height provisions, the following additional information is required:

1. An elevation drawing of the structure and the proposed variance; and

2. A drawing(s) to scale showing the impact on adjoining properties.

C. The required information may be combined on one map. (Ord. 634 § 1 Exh. A, 1995)

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.136
ANNEXATIONS

Sections:

17.136.010 Purpose.
17.136.020 Policy.
17.136.030 Administration and approval process.
17.136.040 Approval standards.
17.136.050 Application submission requirements.
17.136.060 Annexation initiated by city.
17.136.070 Zoning upon annexation.
17.136.080 Annexation of non-conforming uses.

17.136.010 Purpose.

The purpose of this chapter is to enact policies relating to annexation and petitions for annexation of property to the city, to determine the process and criteria by which annexations will be reviewed and approved, to provide for city review of all annexation requests for a determination of the availability of facilities and services as related to the proposal, and maximize citizen involvement in the annexation review process. (Ord. 691 § 1, 1999; Ord. 634 § 1 Exh. A, 1995)

17.136.020 Policy.

Annexations shall be considered on a case-by-case basis, taking into account the goals and policies in the Scappoose comprehensive plan, long range costs and benefits of annexation, statewide planning goals, this title and other ordinances of the city and the policies and regulations of affected agencies' jurisdictions and special districts.

A. It is the city's policy to encourage and support annexation where:

1. The annexation complies with the provisions of the Scappoose comprehensive plan;

2. The annexation would provide a logical service area, straighten boundaries, eliminate or preclude islands of unincorporated property, and contribute to a clear identification of the city;

3. The annexation would benefit the city by addition to its revenues of an amount that would be at least equal to the cost of providing services to the area;

4. The annexation would be clearly to the city's advantage in controlling the growth and development plans for the area.

B. It is the city's policy to discourage and deny annexation where:

1. The annexation is inconsistent with the provisions of the Scappoose comprehensive plan;

2. The annexation would cause an unreasonable disruption or distortion of the current city boundary or service area;

3. The annexation would severely decrease the ability of the city to provide services to an area either inside or outside of the city;

4. Full urban services could not be made available within a reasonable time. (Ord. 691 § 1, 1999; Ord. 634 § 1 Exh. A, 1995)

17.136.030 Administration and approval process.

A. The approval process for annexations to the city shall be as provided in ORS 222.

B. The application for an annexation required by this chapter shall be filed with the city, including required fees, on forms provided by the city. Upon receipt of a completed request for annexation, the planner shall prepare a staff report and recommendation describing compliance with the policies and criteria required by this and other relevant ordinances. The planning commission shall hold a public hearing in accordance with the provisions of Chapter 17.160~~17.162~~ and shall make a recommendation to the city council. The city council shall hold a public hearing in accordance with the provisions of Chapter-17.160~~17.162~~. Following the public hearing, the council shall make a final decision on the annexation request. The final action on a proposed annexation may be approval, approval with modification, or denial.

C. The city council's decision is the last discretionary decision in the process. If an election is required, certifying the election after votes are counted is not a discretionary decision. The annexation ordinance shall be effective on the date the election is certified.

D. When an election is required by ORS 222, annexations approved by the council shall be placed on the ballot at the next available primary or general election, whichever occurs first, unless the applicant has submitted a written request for a special election. Special elections shall occur not less than ninety days from the time of council approval.

E. At the time of request, applicants submitting a written request for a special election shall be required to pay a deposit equivalent to the cost of the election as estimated by the county election clerk. Deposit amounts in excess of actual election costs will be refunded, and deficiencies in deposits must be paid by the applicant within thirty days of the election and prior to issuance of any further permits or approvals. (Ord. 851, 2016; Ord. 691 § 1, 1999; Ord. 634 § 1 Exh. A, 1995)

17.136.040 Approval standards.

A. The decision to approve, approve with modification or deny, shall be based on the following criteria:

1. All services and facilities are available to the area and have sufficient capacity to provide service for the proposed annexation area;

2. The impact upon public services which include but are not limited to police and fire protection, schools and public transportation to the extent that they shall not be unduly compromised;

3. The need for housing, employment opportunities and livability in the city and surrounding areas;

4. The location of the site in relation to efficient provision of public facilities, services, transportation, energy conservation, urbanization and social impacts. (Ord. 691 § 1, 1999; Ord. 634 § 1 Exh. A, 1995)

17.136.050 Application submission requirements.

A. All applications shall be made on forms provided by the planner and shall be accompanied by:

1. Copies of the annexation area, conceptual development plan(s) and necessary data or narrative (number to be determined at the pre application conference), which explains how the annexation conforms to the standards:

a. Sheet size for an annexation area, conceptual development plan and required drawings shall not exceed eighteen inches by twenty-four inches, and

b. The scale of the required drawings shall be an engineering scale.

2. A list of the names and addresses of all who are property owners of record and whose property is within two hundred feet of the site;

B. The required information may be combined and does not have to be placed on separate maps.

C. The annexation area plan, data and narrative shall include the following:

1. A map to a engineering scale of the area to be annexed which includes the surrounding area;

2. A map of the area to be annexed including adjacent city territory as shown on the Columbia County assessor map;

3. A legal description of the annexation area including a map;

4. A statement of the availability, capacity and status of existing water, sewer, drainage, transportation, park, police and fire service, and school facilities;

5. A statement of the increased demand for such facilities to be generated by any proposed development within the annexation area; and

6. A conceptual development plan which includes:

a. The type of intensities (density) of the proposed land use,

b. Transportation corridors,

c. Significant natural features, and

d. Adjoining land uses. (Ord. 691 § 1, 1999; Ord. 634 § 1 Exh. A, 1995)

17.136.060 Annexation initiated by city.

The city council may initiate an annexation on its own motion. In that event, the standards and procedures of this chapter, including zone change procedures, shall apply as if the annexation was initiated by a property owner, except that no filing fee shall be required. (Ord. 691 § 1, 1999; Ord. 634 § 1 Exh. A, 1995)

17.136.070 Zoning upon annexation.

Upon annexation, the area annexed shall be automatically zoned to the corresponding land use zoning classification as shown in the table below. The zoning designation shown on the table below is the city's zoning district which most closely implements the city's comprehensive plan map designation.

Comprehensive Plan Designation	Zoning Classification
SR, Suburban Residential	R-1, Low Density Residential
GR, General Residential	R-4, Moderate Density Residential
MH, Manufactured Home	MH, Manufactured Home Residential
C, Commercial	EC, Expanded Commercial
I, Industrial	LI, Light Industrial
AE, Airport Employment	PUA, Public Use Airport

(Ord. 816 § 12, 2011; Ord. 691 § 1, 1999)

17.136.080 Annexation of non-conforming uses.

When a nonconforming use (including a billboard) is annexed into the city, the applicant shall provide a schedule for the removal of the non conforming use for the planning commission and city council. At the time of approval of the annexation, the city council may add conditions to ensure the removal of the non conforming use during a reasonable time period. The time period may vary from one year to ten years at the discretion of the city council. (Ord. 691 § 1, 1999)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.140
PUBLIC LAND TREE REMOVAL

Sections:

17.140.010 Purpose.
17.140.020 Permit required/applicability.
17.140.025 Administration and approval process.
17.140.030 Criteria for issuance of permits.
17.140.031 General provisions.
17.140.035 Expiration of approval.
17.140.040 Emergencies--Authority.
17.140.050 Application submission requirements.

17.140.010 Purpose.

The city is now benefitted by large numbers of trees which add to the aesthetic beauty of the community, help clean the air and provide visual and noise barriers. The purpose of this chapter is to prohibit the unnecessary removal of trees on publicly owned land without opportunity for public input while allowing removal of trees in specific instances. (Ord. 817 Exh. A, 2011; Ord. 634 § 1 Exh. A, 1995)

17.140.020 Permit required/applicability.

A. The provisions of this chapter shall apply to all publicly owned or maintained properties and to street trees as regulated by Chapter 17.104.

B. No person shall cut a tree upon these properties without first obtaining a permit from the city.

C. For the purpose of this chapter, tree removal shall not include tree topping and pruning under power and utility lines, or pruning of trees located with visual clearance areas Chapter 12.10.

D. For the purpose of this chapter, tree removal permits shall be required for all trees having a trunk six inches or more in diameter, measured four feet above the ground level. (Ord. 820 § 10, 2012; Ord. 817 Exh. A, 2011; Ord. 634 § 1 Exh. A, 1995)

17.140.025 Administration and approval process.

A. Applications shall be processed according to Chapter 17.162.

B. The planning commission shall be the approval authority for requests associated with timber harvesting and clearing from designated public recreation areas. Timber harvesting shall also comply with the provisions of Chapter 9.22, Timber Harvesting and Exporting Rules.

C. The planner shall be the approval authority for all other requests. (Ord. 817 Exh. A, 2011)

17.140.030 Criteria for issuance of permits.

A. The planner may approve, approve with conditions, or deny an application for a tree cutting permit based on the criteria below. A permit for tree removal may be granted if any of the following criteria apply:

1. The trees are unsafe, dead, or diseased as determined by a Certified Arborist and there is a danger the trees may fall on existing or proposed structures;

2. The trees conflict with public improvements or interfere with utility services or traffic safety;

3. The proposed removal is part of an approved development project, a public improvement project, or a street tree improvement program; or

4. The trees are causing repeated and excessive damage to sidewalks or other public or private improvements or structures.

B. The planning commission may approve, approve with conditions, or deny an application for a tree cutting permit associated with timber harvesting and clearing from designated public recreation areas based on the following criteria:

1. The recreational purposes of the site are protected to the extent possible;

2. A certified forester has prepared a timber harvesting and reforestation plan identifying the location, species, size, and number of trees to be removed and replanted;

3. The proposal is for selective cutting rather than clear cutting;

4. The plan provides adequate buffers for adjoining properties and riparian corridors; and

5. Evidence has been submitted to demonstrate appropriate erosion control measures and other protective steps to maintain soil and slope stability and water quality. (Ord. 817 Exh. A, 2011; Ord. 634 § 1 Exh. A, 1995)

17.140.031 General provisions.

A. The applicant shall be responsible for all costs associated with the tree removal and shall ensure that all work is done in a manner which maintains safety to individuals and public and private property.

B. The applicant shall replace each removed tree on a one-for-one basis within one year of approval. Replacement trees for all permits other than timber harvesting and clearing shall comply with the standards of Section 13.28.020 (Public Tree Standards). If site conditions do not allow replacement near the location of the trees removed, the approval authority may authorize replanting at other locations.

C. For all permits other than timber harvesting and clearing, the applicant shall remove or grind stumps and surface roots at least six inches below grade.

D. Following removal of the tree(s), the applicant shall perform erosion control, slope stability measures, and seeding to restore the surface. (Ord. 817 Exh. A, 2011)

17.140.035 Expiration of approval.

A. Approval of a tree removal permit shall be effective for a six-month period.

B. The approval authority may renew the permit for a maximum period up to one year upon finding that:

1. All of the conditions of approval have been satisfied;

2. There has been no change in the original approved application;

3. The applicable approval criteria in Section 17.140.030 are satisfied;

4. The applicant certifies that he/she is complying with the conditions of approval and agrees to comply in the future.

C. The planner may revoke a tree removal permit if the conditions are not satisfied as required by the original permit. (Ord. 817 Exh. A, 2011; Ord. 634 § 1 Exh. A, 1995)

17.140.040 Emergencies--Authority.

In the event of emergency conditions requiring the immediate cutting or removal of trees in order to avoid damage to persons or property, a permit shall not be required. However, only the trees constituting an actual threat to life or property shall be removed without the issuance of a permit. The planner shall be notified the number of trees removed and their location. The applicant shall be required to complete necessary slope stability measures as outlined by Chapter 17.86 if site warrants. (Ord. 634 § 1 Exh. A, 1995)

17.140.050 Application submission requirements.

A. All applications shall be made on forms provided by the planner and shall be accompanied by the site plan and narrative.

B. The site plan and narrative shall include:

1. The specific location of the property by address and assessor map number and tax lot and a scaled site plan indicating parcel dimensions and structure locations;

2. The number, size, species and location of the trees to be cut and an assessment of tree health by a Certified Arborist if health is the basis for the request;

3. The time and method of cutting or removal and the reason for the tree removal;

4. The number, size, species and location of the replacement trees to be planted; and

5. A narrative as to how the criteria in Sections 17.140.030 and 17.140.031 are satisfied.

(Ord. 817 Exh. A, 2011; Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.142
HOME OCCUPATIONS

Sections:

17.142.010 Purpose.
17.142.020 Applicability and exemptions.
17.142.030 Nonconforming uses.
17.142.050 General approval criteria and standards.
17.142.060 Permit procedures.
17.142.070 Type II applications.
17.142.090 Revocation and expiration of home occupation permits.
17.142.100 Action regarding complaints.
17.142.130 Business license required.

17.142.010 Purpose.

It is the purpose of this chapter to permit residents an opportunity to use their homes to engage in small-scale business ventures which could not be sustained if it were necessary to lease commercial quarters and to establish approval criteria and standards to ensure that home occupations are conducted as lawful uses which are subordinate to the residential use of the property and are conducted in a manner that is not detrimental or disruptive in terms of appearance or operation to neighboring properties and residents. (Ord. 634 § 1 Exh. A, 1995)

17.142.020 Applicability and exemptions.

A. No person shall carry on a home occupation, or permit such use to occur on property which that person owns or is in lawful control of, contrary to the provisions of this chapter.

B. Exemptions from the provisions of this chapter are:

1. Garage sales (limited to twelve days per year);

2. For-profit production of produce or other food products grown on the premises. This may include temporary or seasonal sale of produce or other food products grown on the premises;

3. Hobbies which do not result in payment to those engaged in such activity;

4. Proven nonconforming home occupations as per Section 17.142.030.

C. *Type I Home Occupations.* A Type I home occupation shall exhibit no evidence that a business is being conducted from the premises. A Type I home occupation shall not permit:

1. Exterior signs which identify the property as a business location;

2. Clients or customers to visit the premises for any reason;

3. Exterior storage of materials.

D. *Type II Home Occupations.* Property on which, a Type II home occupation is located may show evidence that a business is being conducted from the premises. The following is allowed for Type II home occupations:

1. One nonilluminated sign, not exceeding 1.5 square feet, which shall be attached to the residence or accessory structure or placed in a window;

2. No more than six daily customers or clients. Customers and clients may not visit the business between the hours of ten p.m. and eight a.m. and shall not generate excessive traffic or monopolize on-street parking;

3. Storage of materials, goods and equipment which is screened entirely from view by a solid fence. Storage shall not exceed five percent of the total lot area and shall not occur within the front yard or the required side yard setback. Any storage of materials, goods, and equipment shall be reviewed and approved by the public works director, chief of police and fire chief. (Ord. 634 § 1 Exh. A, 1995)

17.142.030 Nonconforming uses.

A. Ongoing home occupations may be granted nonconforming status, provided that they were:

1. Permitted under county authority prior to annexation to the city and have been in continuous operation since initial approval;

2. Permitted under city authority prior to adoption of this title and have since been in continuous operation.

B. A nonconforming situation is further governed by Chapter 17.132. Such use may continue until the use is expanded or altered so as to increase the level of noncompliance with the present title. The burden of proving a home occupation's nonconforming status rests with the property owner or tenant.

C. Home occupations without city or county approval which cannot prove nonconforming status shall be considered in violation of this chapter and shall cease until the appropriate approvals have been granted. (Ord. 634 § 1 Exh. A, 1995)

17.142.050 General approval criteria and standards.

All home occupations shall observe the following criteria:

A. There shall be no outside volunteers or employees to be engaged in the business activity conducted within the home or on the property other than the persons principally residing on the premises.

B. There shall be no more than three deliveries per week to the residence by suppliers.

C. There shall be no offensive noise, vibration, smoke, dust, odors, heat or glare noticeable at or beyond the property line resulting from the operation, in conformance with. ~~Home occupations shall observe the provisions of~~ Chapter 17.90.

D. The home occupation shall be operated entirely within the dwelling unit or a conforming accessory structure. The total area which may be used in the accessory building for either material product storage and/or the business activity shall not exceed six hundred square feet. Otherwise, the home occupation and associated storage of materials and products shall not occupy more than twenty-five percent of the combined residence and accessory structure gross floor area. The indoor storage of materials or products shall not exceed the limitations imposed by the provisions of the building, fire, health, and housing codes.

E. A home occupation shall not make necessary a change in the ~~Uniform Building Code~~ use classification of a dwelling unit. Any accessory building that is used must meet Oregon Structural Specialty ~~Uniform Building~~ Code requirements.

F. More than one business activity constituting two or more home occupations may be allowed on one property only if the combined floor space of the business activities does not exceed twenty-five percent of the combined gross floor area of the residence and accessory structure. Each home occupation shall apply for a separate home occupation permit, if required as per this chapter, and each shall also have separate business license certificates.

G. There shall be no storage and/or distribution of toxic or flammable materials, and spray painting or spray finishing operations that involve toxic or flammable materials which in the judgment of the fire marshal pose a dangerous risk to the residence, its occupants, and/or surrounding properties. Those individuals which are engaged in home occupations shall make available to the fire marshal for review the material safety data sheets which pertain to all potentially toxic and/or flammable materials associated with the use.

H. The following uses shall not be allowed as home occupations:

1. Auto-body repair and painting;
2. Ongoing mechanical repair conducted outside of an entirely enclosed structure;
3. Junk and salvage yards;
4. Storage and/or sale of fireworks.

I. There shall be no exterior storage of vehicles of any kind used for the business except that one commercially licensed vehicle may be parked outside of a structure. (Ord. 810 § 1, 2010; Ord. 634 § 1 Exh. A, 1995)

17.142.060 Permit procedures.

A. *Type I.* A person wishing to engage in a Type I home occupation must be a principal occupant of the property, agree to abide by the provisions of this chapter, and acquire an annual business license. The planner shall determine whether an application for a business license also requires an application for a Type II home occupation. Type I home occupations do

not require a separate application from the business license and are processed as a Type I land use decision as set out in Chapter 17.160.

B. *Type II.* A person wishing to engage in a Type II home occupation must be a principal occupant of the property, agree to abide by the provisions of this chapter, acquire an annual business license certificate, and receive ~~planning commission~~ approval for a Type II home occupation which is processed as a Type II land use decision as set out in Chapter 17.160.

1. The planning director or designee ~~planning commission~~ shall approve, approve with conditions, or deny any application for a Type II home occupation through a Type II land use review. The decision to approve, approve with conditions, or deny an application for a Type II home occupation permit shall be made by the ~~planning commission~~city upon findings of whether or not the proposed use:

a. Is in conformance with the standards contained in this chapter;

b. Will be subordinate to the residential use of the property;

c. Is undertaken in a manner that is not detrimental nor disruptive in terms of appearance or operation to neighboring properties and residents~~;~~.

~~d. All Type II home occupations are subject to Chapter 17.130.~~ (Ord. 634 § 1 Exh. A, 1995)

17.142.070 Type II applications.

An application for a Type II home occupation shall be made on forms provided by the planner and shall be accompanied by:

A. One copy of the applicant's statement or narrative which explains how the proposal conforms to the approval criteria in Sections 17.142.050;

B. A site plan of the property drawn to scale with a north arrow indicated. The site plan shall show all major features of the property including buildings, major vegetation, access for public streets, sidewalks, etc.;

C. One floor plan of all structures on the property which are to be used for the home occupation(s);

D. One title transfer instrument;

E. One assessor's map;

F. Property owner's signature(s) or written authorization. (Ord. 634 § 1 Exh. A, 1995)

17.142.090 Revocation and expiration of home occupation permits.

A. The ~~planning commission~~city may revoke a home occupation approval if the conditions of approval have not been or are not being complied with and the home occupation is otherwise being conducted in a manner contrary to this chapter.

B. When a home occupation permit has been revoked due to violation of these standards, a minimum period of one year shall elapse before another application for a home occupation on the subject parcel will be considered.

C. A home occupation permit shall become invalid if the applicant moves his or her residence. (Ord. 634 § 1 Exh. A, 1995)

17.142.100 Action regarding complaints.

A. Complaints may be originated by the city or the public. Complaints from the public shall clearly state the objection to the home occupation, such as:

1. Generation of excessive traffic;
2. Exclusive use of on-street parking spaces;
3. Other offensive activities not compatible with a residential neighborhood.

B. Complaints shall be reviewed by the planner. The planner shall either approve the use as it exists, revoke the home occupation permit, or compel measures to be taken to ensure compatibility with the neighborhood and conformance with this chapter. The operator of the home occupation may appeal the planner's decision to the planning commission.

C. *Cessation of Home Occupation Pending Review.* If it is determined by the planning commission in exercise of reasonable discretion, that the home occupation in question will affect public health and safety, the use may be ordered to cease pending planning commission review and/or exhaustion of all appeals.

D. *Notice of Appeal Hearing.* Written notice of a hearing on an appeal of the planner's decision to either revoke or not revoke a home occupation permit, shall include its date, time and place and shall be given to the property owner(s) and the person(s) undertaking the use if other than the owner(s). Written notice shall also be given to property owners within two hundred feet of the use, the affected neighborhood planning organization, if any, and the complainant(s).

E. *Planning Commission Appeal.* The planning commission shall either approve the use as it exists, revoke the permit, or compel suitable restrictions and conditions to ensure compatibility with the neighborhood. (Ord. 634 § 1 Exh. A, 1995)

17.142.130 Business license required.

The city requires a business license to operate a home occupation. A business license shall not be issued for a home occupation until the person wishing to engage in a Type I home occupation agrees to comply with the provisions of this chapter; or the application for a Type II home occupation has been approved by the ~~planning commission~~review authority and the application certifies that the home occupation will be operated in strict compliance with the provisions of this chapter and any conditions of approval. (Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by Code Publishing Company, A General Code Company.

Chapter 17.150
LAND DIVISION--SUBDIVISION

Sections:

17.150.010 Purpose.
17.150.020 General provisions.
17.150.030 Administration and approval process.
17.150.040 Expiration of approval--Standards for extension of time.
17.150.050 Phased development.
17.150.060 Approval standards--Tentative plan.
17.150.070 Application submission requirements-- Tentative plan.
17.150.140 Application submission requirements--Final plat.
17.150.150 City review of final plat--Approval criteria.
17.150.160 Centerline monumentation--Monument box requirements.
17.150.170 Improvement agreement.
17.150.180 Bond--Cash deposit.
17.150.190 Filing and recording.
17.150.200 Prerequisites to recording the plat.
17.150.210 Vacation of plats.
17.150.220 Vacation of streets.

17.150.010 Purpose.

The purpose of this chapter is to provide rules, regulations and standards governing the approval of plats of subdivisions; to carry out the development pattern and plan of the city; to promote the public health, safety and general welfare; to lessen congestion in the streets; secure safety from fire, flood, pollution and other dangers; to provide adequate light and air, prevent overcrowding of land, and facilitate adequate provision for transportation, water supply, sewage and drainage; and to encourage the conservation of energy resources. (Ord. 727 § 1, 2002; Ord. 634 § 1 Exh. A, 1995)

17.150.020 General provisions.

A. An application for a subdivision shall be processed through a two-step process, the tentative plan and the final plat:

1. The tentative plan shall be approved by the review authority ~~planning commission~~ before the final plat can be submitted for approval consideration; and

2. The final plat shall reflect all conditions of approval of the tentative plan.

B. All subdivision proposals shall be in conformity with all state regulations set forth in ORS Chapter 92, Subdivisions and Partitions.

C. When subdividing tracts into large lots, the review authority ~~planning commission~~ shall require that the lots be of such size and shape as to facilitate future re-division in accordance with the requirements of the zoning district and this title.

D. 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 a 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.

E. All subdivision proposals shall have public utilities and facilities such as sewer, gas, electrical and water systems located to minimize flood damage and constructed according to public works design standards and specifications.

F. All subdivision proposals shall have adequate drainage provided to reduce exposure to flood damage.

G. Where base flood elevation has not been provided or is not available from another authoritative source, it shall be generated by the developer.

H. All subdivision proposals shall include neighborhood circulation plans that conceptualize future street plans and lot patterns to parcels within five hundred feet of the subject site. Circulation plans address future vehicular/bicycle/pedestrian transportation systems including bike lanes, sidewalks, bicycle/pedestrian paths, and destination points and must meet the criteria in 17.120.180(O~~Q~~) and the current Transportation System Plan. A circulation plan is conceptual in that its adoption does not establish a precise alignment. (Ord. 857, 2016; Ord. 828, 2013; Ord. 711 § 1 Exh. A, 2001; Ord. 634 § 1 Exh. A, 1995)

17.150.030 Administration and approval process.

A. Subdivision proposals shall be processed according to the procedures in Chapter 17.160.~~17.164~~

1. The tentative plan shall be processed as a Type II Limited Land Use decision.

2. The final plat shall be processed as a Type I ministerial decision.

~~B. Final action, including the resolution of all appeals and review on the land division application, shall be taken within one hundred twenty days after the application is deemed complete~~.

C. The planner shall:

1. ~~Schedule a limited land use decision pursuant to Chapter 17.164 to be held by the planning commission within sixty days from the time the complete application is filed and shall provide a notice of the hearing~~Review the application for completeness, in accordance with Section 17.160.110;

2. Furnish copies of the proposed tentative plan to affected city staff;

3. Furnish copies of the tentative plan and supplemental material to affected government agencies or utilities in accordance with Chapter~~ 17.164~~17.160; and

4. Incorporate staff and agency recommendations into a ~~report to the planning commission~~staff report and, if applicable, notice of decision.

D. The planner shall mail notice of the tentative plan proposal to persons who are entitled to notice.

E. The ~~planning commission~~review authority shall approve, approve with conditions, or deny any application for tentative plan. The ~~planning commission~~review authority shall apply the standards set forth in Section 17.150.060 when reviewing an application for a subdivision.

F. An applicant may request approval of a modification to an approved tentative plan prior to final plat approval by:

1. Submitting an application for modification of approval and providing the planner with a reproducible copy of a revised tentative plan or illustration of the proposed modification accompanied by a written narrative detailing the rationale for the proposed modification;

2. The planner shall determine whether the proposed change is a major or minor modification. Generally, any modification that alters the tentative plan by more than ten percent in regard to the proposed number of lots, ~~or~~ makes significant language changes within conditions of approval, or changes the street configuration, shall be considered a major modification, and is subject to the administration and approval process detailed within this section. The approval authority for a major modification to the approved tentative plat is the same review authority for the subdivision proposal as identified in Section 17.150.030.A.~~; the approval authority shall be the planning commission.~~ A minor modification shall be approved, approved with conditions or denied following the planner's review based on findings that:

a. No title provisions will be violated; and

b. The modification is not a major modification. (Ord. 828, 2013; Ord. 828, 2013; Ord. 727 § 1, 2002; Ord. 711 § 1 Ext. A, 2001; Ord. 634 § 1 Exh. A, 1995)

17.150.040 Expiration of approval--Standards for extension of time.

A. The tentative plan approval ~~by the planning commission~~ shall lapse if:

1. A final plat has not been submitted within a ~~one~~two-year period; or

2. The final plat does not conform to the tentative plan as approved or approved with conditions.

B. The planner may, upon written request by the applicant, grant one extension of the approval period not to exceed one year, provided that:

1. No changes are made on the original tentative plan as approved by the review authority~~planning commission~~;

2. The applicant has expressed written intent of submitting a final plat within the one-year extension period;

3. There have been no changes to the applicable comprehensive plan policies and ordinance provisions on which the approval was based; and

4. An extension of time will not preclude the development of abutting properties.

C. Notice of the decision regarding the extension shall be provided to the applicant. The planner's decision may be appealed by the applicant. (Ord. 634 § 1 Exh. A, 1995)

17.150.050 Phased development.

A. The ~~planning commission~~review authority may approve a time schedule for developing a subdivision in phases, but in no case shall the actual construction time period for any phase be greater than three~~wo~~ years without submitting a final plat for each completed phase. In no case shall the total time for construction of the development exceed five years. The ~~planning commission~~review authority may require a new application for a tentative plan for subsequent phases following the final plat approval.

B. The following criteria shall be satisfied in order to approve a phased subdivision 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 requiring the city or other property owners to construct public facilities that were required as a part of the approval of the tentative plan.

C. The application for phased development approval shall be processed~~heard~~ concurrently with the tentative plan application and the decision may be appealed in the same manner as the tentative plan. (Ord. 828, 2013; Ord. 727 § 1, 2002; Ord. 634 § 1 Exh. A, 1995)

17.150.060 Approval standards--Tentative plan.

A. The ~~planning commission~~review authority may approve, approve with conditions or deny a tentative plan based on the following approval criteria:

1. The proposed tentative plan shall comply with the city's comprehensive plan, the applicable chapters of this title, the public works design standards, and other applicable ordinances and regulations;

2. The proposed plat name is not duplicative and otherwise satisfies the provisions of ORS Chapter 92.090(1);

3. The streets and roads are laid out so as to conform to the plats of subdivisions and maps of major partitions already approved for adjoining property as to width~~,~~ and general direction ~~and in all other respects~~, including conformance with neighborhood circulation plans, unless the city determines it is in the public interest to modify the street or road pattern; and

4. An explanation has been provided for all public improvements.

B. The ~~planning commission~~review authority may attach such conditions as are necessary to carry out the comprehensive plan and other applicable ordinances and regulations ~~and may require reserve strips be granted to the city for the purpose of controlling access to adjoining undeveloped properties~~. (Ord. 727 § 1, 2002; Ord. 711 § 1 Exh. A, 2001; Ord. 634 § 1 Exh. A, 1995)

17.150.070 Application submission requirements-- Tentative plan.

A. All applications shall be made on forms provided by the ~~planner~~ city and shall be accompanied by:

1. A tentative plat;

2. A narrative providing responses to all applicable code sections as identified by the Planning Department; ~~Seven copies of the tentative plan map and required data or narrative. An electronic reproducible copy of the tentative plan and required data or narrative may be substituted for the seven required copies~~

3. All~~ny~~ additional required information such as a transportation impact study, stormwater report, public improvement plans or any other information identified in the pre-application conference or as stated in the application form; and

2. The required fee.

B. The tentative plan map, ~~and~~ data ~~or~~ and narrative shall include the following:

1. Sheet size for the tentative plan shall preferably not exceed eighteen inches by twenty-four inches;

2. The scale shall be an engineering scale, and limited to one phase per sheet;

3. Vicinity map showing the general location of the subject property in relationship to arterial and collector streets;

4. Names, addresses and telephone numbers of the owner, developer, engineer, surveyor and designer, as applicable;

5. The date of application;

6. The assessor's map and tax lot number and a legal description sufficient to define the location and boundaries of the proposed subdivision;

7. The boundary lines of the tract to be subdivided;

8. The names of adjacent subdivisions or the names of recorded owners of adjoining parcels of unsubdivided land;

9. Contour lines related to a city established benchmark at two-foot intervals for grades zero to ten percent and five-foot intervals for grades over ten percent;

10. The purpose, location, type and size of all the following (within and adjacent to the proposed subdivision) existing and proposed:

a. Public and private rights-of-way and easements,

b. Public and private sanitary and storm sewer lines, domestic water mains including fire hydrants, gas mains, major power (thirty five~~fifty~~ thousand volts or better), telephone transmission lines, and watercourses, and

c. Deed reservations for parks, open spaces, ~~path ways~~pathways and any other land encumbrances;

11. Approximate plan and profiles of proposed sanitary and storm sewers with grades and pipe sizes indicated and plans of the proposed water distribution system, showing pipe sizes and the location of valves and fire hydrants;

12. Approximate centerline profiles showing the finished grade of all streets including street extensions for a reasonable distance beyond the limits of the proposed subdivision;

13. Scaled cross-sections of proposed street rights-of-way;

14. The location of all areas subject to inundation or stormwater overflow, and the location, width and direction of flow of all watercourses and drainageways;

15. The proposed lot configurations, approximate lot dimensions and lot numbers. Where lots are to be used for purposes other than residential, it shall be indicated upon such lots. Each lot shall abut upon a public street;

16. The location of all trees with a diameter six inches or greater measured at four feet above ground level (if any), and the location of proposed tree plantings, and a designation of trees to be removed and those that will remain;

17. The existing use of the property, including location of all structures and present use of the structures, and a statement of which structures are to remain after platting;

18. Supplemental information including proposed deed restrictions, if any, proof of property ownership, and a proposed plan for provision of subdivision improvements;

19. Existing natural features including rock outcroppings, wetlands and marsh areas;

20. Unless specifically exempted by the planner, a neighborhood circulation plan that conceptualizes future street plans and lot patterns to parcels within five hundred feet of the subject site. Circulation plans address future vehicular/bicycle/pedestrian transportation systems including bike lanes, sidewalks, bicycle/pedestrian paths, and destination points.

C. If any of the foregoing information cannot practicably be shown on the tentative plan, it shall be incorporated into a narrative and submitted with the application. (Ord. 828, 2013; Ord. 711 § 1 Exh. A, 2001; Ord. 635 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.150.140 Application submission requirements--Final plat.

Unless otherwise provided in Section 17.150.020, the applicant shall submit the final plat ~~and two copies~~ and review fee to the planner within ~~one year~~two years of tentative plan approval which complies with the approved tentative plan. (Ord. 634 § 1 Exh. A, 1995)

17.150.150 City review of final plat--Approval criteria.

A. The planner and the city engineer shall review the final plat and shall approve or deny the final plat approval based on findings that:

1. The final plat complies with the plat approved by the ~~planning commission~~review authority and all conditions of approval have been satisfied;

2. The streets and roads for public use are dedicated without reservation or restriction other than revisionary rights upon vacation of any such street or road and easements for public utilities;

3. The streets and roads held for private use and indicated on the tentative plan of such subdivision have been approved by the city;

4. The plat contains a donation to the public of all common improvements, including but not limited to streets, roads, parks, storm drainage (except where maintained by an HOA), sewage disposal, and water supply systems;

5. An explanation is included which explains all of the common improvements required as conditions of approval and are in recordable form and have been recorded and referenced on the plat;

6. The plat complies with the applicable zoning ordinance and other applicable ordinances and regulations;

7. A certificate has been provided by the city engineer that a municipal water system will be available to the property line of each and every lot depicted in the proposed plat;

8. A certificate has been provided by the city engineer that a public sewer system will be available to the property line of each and every lot depicted in the proposed plat;

~~9. Copies of signed deeds have been submitted granting the city a reserve strip as provided by Section 17.150.060(B);~~

9. ~~10.~~ The final plat has been made ~~in black India ink or silver halide and is eighteen inches by twenty-four inches in size on four mil double matted mylar or~~ in such format as is approved and accepted by the county surveyor;

10~~1~~. The lettering of the entire plat is of such size and type as approved by the county surveyor and the plat is at such a scale as will be clearly legible, but no part shall come nearer any edge of the sheet than one inch;

11~~2~~. If there are three or more sheets, a face sheet and index have been provided;

12~~3~~. The plat contains a surveyor's affidavit by the surveyor who surveyed the land represented on the plat to the effect that the land was correctly surveyed and marked with proper monuments as provided by ORS Chapters 92.050 and 92.060 and indicating the initial point of the survey, and giving the dimensions and kind of such monument, and its reference to some corner established by the U.S. Surveyor, a lot corner of recorded subdivision or partition;

13~~4~~. The plat contains an affidavit for signature by the city manager accepting street rights-of-way and street improvements for jurisdiction and maintenance by the city and accepting dedications of property to the city;

14~~5~~. The plat contains an affidavit for signature by the city engineer certifying that the final plat meets the requirements of the public works design standards for all improvements to be maintained by the city;

15~~6~~. The final plat shall not contain any information or be subject to any requirements that is or may be subject to administrative change or variance (ORS 92.050(~~911~~)).

B. The acceptance by the city for maintenance and jurisdiction shall follow approval of the completed improvements. (Ord. 727 § 1, 2002; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.150.160 Centerline monumentation--Monument box requirements.

A. The centerlines of all street and roadway rights-of-way shall be monumented and recorded before city acceptance of street improvements; and the following centerline monuments shall be set:

1. All centerline-centerline intersection points;

2. All cul-de-sac center points;

3. Curve points, beginning and ending points (point of curvature (P.C.) and point of tangency (P.T.); and

4. The beginning and end of each new sheet.

B. Monument boxes conforming to city standards shall be required around all centerline intersection points and cul-de-sac center points; and the tops of all monument boxes will be set to finished pavement grade. (Ord. 727 § 1, 2002; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.150.170 Improvement agreement.

A. ~~If the applicant seeks approval of the final plat prior to completion of the required infrastructure improvements, before city approval is certified on the final plat, and~~ Bb~~b~~efore approved construction plans are issued by the city, and before City approval is certified on the final plat, the applicant shall:

1. Execute, record, and file an improvement agreement on city forms with the city manager~~engineer~~ specifying the period within which all required improvements and repairs shall be completed; and

2. Include in the agreement provisions that if such work is not completed within the period specified, the city may complete the work and recover the full cost and expenses from the ~~declarant~~applicant.

B. The agreement shall, at minimum, stipulate inspection~~improvement~~ fees, bonding or other securities and inspections~~deposits~~ as may be required, ~~to be paid~~ and may also provide for the

construction of the improvements in stages and for the extension of time under specific conditions therein stated ~~in the contract~~.

C. Before City approval is certified on the final plat, all required public improvements shall be installed, inspected, and approved. Alternatively, if the required public improvements are provided in connection with the construction of residential dwellings within a residential subdivision, the improvements have achieved substantial completion (as defined by ORS 455.175) and the subdivider provides the city with an assurance of performance for the incomplete work (in accordance with Section 17.150.180), then the city shall certify approval on the final plat.

(Ord. 727 § 1, 2002; Ord. 634 § 1 Exh. A, 1995)

17.150.180 Bond--Cash deposit.

A. As required by Section 17.150.170, the declarant shall file with the improvement agreement or upon substantial completion of improvements as provided in 17.150.170.C, an assurance of performance supported by one of the following:

1. An irrevocable letter of credit executed by a financial institution authorized to transact business in the state of Oregon;

2. A surety bond executed by a surety company authorized to transact business in the state of Oregon which remains in force until the surety company is notified by the city in writing that it may be terminated; or

3. Cash.

B. The assurance of performance shall be one hundred ten percent of the cost of the improvements and repairs, and shall include the cost of engineering, construction, administration, inspection and incidental expenses.

C. The declarant shall furnish to the public works director an itemized improvement estimate, certified by a registered civil engineer, to assist the public works director in calculating the amount of the performance assurance.

D. In the event the declarant fails to carry out all provisions of the improvement agreement or otherwise fails to construct the remaining improvements, and the city has unreimbursed costs

or expenses resulting from such failure, the city shall call on the bond, cash deposit or letter of credit for reimbursement.

E. The declarant shall not cause termination of nor allow expiration of said guarantee without having first secured written authorization from the city. (Ord. 727 § 1, 2002; Ord. 634 § 1 Exh. A, 1995)

17.150.190 Filing and recording.

A. Within ten days of the city review and approval, the applicant shall submit the final plat to the County for signatures of County officials as required by ORS Chapter 92 and Section 17.150.150.

B. Within fifteen days of final recording with the county, the applicant shall submit to the city an electronic ~~a plain paper~~ copy of the recorded final plat. (Ord. 636 § 1, 1996; Ord. 634 Exh. A, 1995)

17.150.200 Prerequisites to recording the plat.

A. No plat shall be recorded unless all ad valorem taxes and all special assessments, fees, or other charges required by law to be placed on the tax roll have been paid in the manner provided by ORS 92.095.

B. No plat shall be recorded until it is approved by the County surveyor in the manner provided by ORS 92. (Ord. 634 § 1 Exh. A, 1995)

17.150.210 Vacation of plats.

A. Any plat or portion thereof may be vacated by the owner of the platted area at any time prior to the sale of any lot within the platted subdivision.

B. All applications for a plat or street vacation shall be made in accordance with Sections 17.150.020, 17.150.030 and 17.150.160(A).

C. The application may be denied if it abridges or destroys any public right in any of its public uses, improvements, streets or alleys.

D. All approved plat vacations shall be recorded in accordance with Section 17.150.190:

1. Once recorded, the vacation shall operate to eliminate the force and effect of the plat prior to vacation; and

2. The vacation shall also divest all public rights in the streets, alleys and public grounds, and all dedications laid out or described on the plat.

E. When lots have been sold, the plat may be vacated in the manner herein provided by all of the owners of lots within the platted area. (Ord. 634 § 1 Exh. A, 1995)

17.150.220 Vacation of streets.

All street vacations shall comply with the procedures and standards set forth in ORS Chapter 271 and any applicable city ordinance or regulation. (Ord. 634 § 1 Exh. A, 1995)

Chapter 17.152
LAND DIVISION--MAJOR AND MINOR LAND PARTITIONS AND PROPERTY LINE ADJUSTMENT

Sections:

17.152.010 Purpose.
17.152.020 Partition review required.
17.152.030 General provisions.
17.152.040 Administration and approval process.
17.152.050 Expiration of approval--Standards for extension of time.
17.152.060 Phased development.
17.152.070 Partition approval criteria.
17.152.080 Special provisions for lots created through partition process.
17.152.090 Property line adjustments.
17.152.100 Preliminary application submission requirements.
17.152.110 Final application submission requirements.
17.152.140 City acceptance of dedicated land.
17.152.150 Centerline monumentation--Monument box requirements.
17.152.260 Recording of partitions and property line adjustments.

17.152.010 Purpose.

The purpose of this chapter is to provide rules, regulations and standards governing approval of major and minor land partitions and property line adjustments. (Ord. 634 § 1 Exh. A, 1995)

17.152.020 Partition review required.

A. A major land partition review is required when a division of land creates a street or road (public or private), within one calendar year.

B. A minor land partition review is required when three lots or fewer are created without the creation of a street or road, within one calendar year.

C. A property line adjustment is any adjustment to a property line by the relocation of a common boundary where an additional parcel of land is not created. (Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.152.030 General provisions.

A. An application for a major or minor partition shall be processed through a two-step process: (1) the tentative plan, and (2) the final plat:

1. The tentative plan for a major ~~partition shall be approved by the planning commission before the final plat can be submitted for approval consideration; the tentative plan for a~~ or minor partition shall be approved by the planner before the final plat can be submitted for approval consideration; and

2. The final plat shall reflect all conditions of approval of the tentative plan.

~~B. All partition and property line adjustment proposals shall be in conformity with all state regulations set forth in ORS Chapter 92, Subdivisions and Partitions.~~

~~C. When partitioning tracts into large lots, the approval authority shall require that the lots be of such size and shape as to facilitate future redivision in accordance with the requirements of the zoning district and this title.~~

B~~D~~. Where landfill and/or development is allowed within the floodway fringe, the city may require the dedication of sufficient open land area for a 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.

~~E. All partition proposals shall have public utilities and facilities such as sewer, gas, electrical, and water systems located and constructed to minimize flood damage.~~

~~F. All partition proposals shall have adequate drainage provided to reduce exposure to flood damage.~~

~~G~~C. All ~~land~~ partition proposals shall include neighborhood circulation plans that conceptualize future street plans and lot patterns to parcels within five hundred feet of the subject site. Circulation plans address future vehicular/bicycle/pedestrian transportation

systems including bike lanes, sidewalks, bicycle/pedestrian paths and destination points. A circulation plan is conceptual in that its adoption does not establish a precise alignment. An applicant for a partition is required to submit a circulation plan unless the applicant demonstrates to the planner one of the following:

1. An existing street or proposed new street need not continue beyond the land to be divided in order to complete or extend an appropriate street system or to provide access to adjacent parcels within five hundred feet of the proposed development; or

2. The proposed street layout is consistent with a street pattern adopted as part of the city's transportation system plan, or a previously adopted circulation plan. (Ord. 828, 2013; Ord. 711 § 1 Exh. A, 2001; Ord. 634 § 1 Exh. A, 1995)

17.152.040 Administration and approval process.

A. The applicant of a partition or property line adjustment proposal shall be the recorded owner of the property or an agent authorized in writing by the owner.

B. Any application for a major or minor land partition or property line adjustment shall be in conformity with all state regulations set forth in ORS Chapter 92, Subdivision and Partitions.

C. No lot or parcel to be created through the partitioning process shall be sold until approval and filing of the final partition plat.

D. Upon receipt of a completed application, the planner shall furnish copies of the proposed tentative plan to affected city departments and affected government agencies or utilities in accordance with Chapter 17.160~~17.164~~.

~~E. Upon receipt of a completed application for a major partition, the planner shall:~~

~~1. Schedule a limited land use decision pursuant to Chapter 17.164, to be held by the planning commission within sixty days from the time the complete application is filed and shall provide a notice of the hearing;~~

~~2. Incorporate all staff recommendations into a staff report to the planning commission;~~

~~3. The planning commission shall approve, approve with conditions, or deny any application for tentative plan. The planning commission shall apply the standards set forth in Section 17.152.070 when reviewing an application for a partition.~~

E~~F~~. Upon receipt of a completed application for a major or minor partition or property line adjustment, the planner shall process the application according to Chapter 17.160~~17.164~~ and the planner shall be the approval authority.

F~~G~~. An applicant may request approval of a modification to an approved preliminary partition plan prior to final partition plat approval by:

1. Submitting an application for modification of approval and providing the planner with a reproducible copy of a revised preliminary plan or illustration of the proposed modification accompanied by a written narrative detailing the rationale for the proposed modification;

2. The planner shall determine whether the proposed change is a major or minor modification. Generally, any modification that alters the preliminary plan by making significant language changes within conditions of approval, shall be considered a major modification, and ~~is subject to the administration and approval process detailed within this section, the approval authority shall be the planning commission~~will require that a new partition application be submitted. A minor modification shall be approved, approved with conditions or denied following the planner's review based on findings that:

a. No title provisions will be violated;

b. The modification is not a major modification. (Ord. 828, 2013; Ord. 711 § 1 Exh. A, 2001; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.152.050 Expiration of approval--Standards for extension of time.

A. Approvals for major partitions, minor partitions and property line adjustments shall be effective for a period of one year from the date of approval.

B. The approval shall lapse if:

1. The partition or property line adjustment has been improperly recorded with Columbia County without the satisfactory completion of all conditions attached to the approval;

2. The final recording 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 plan as approved by the planner;

2. The applicant can show intent of recording the approved property line adjustment deeds or final partition plat within the one year extension period; and

3. There have been no changes in the applicable comprehensive plan policies and ordinance provisions on which the approval was based.

D. Notice of the decision regarding the extension shall be provided to the applicant. The planner's decision may be appealed. (Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.152.060 Phased development.

A. The City~~planning commission~~ may approve a time schedule for developing a partition in phases, but in no case shall the actual construction time period for any phase be greater than two years without submitting the final plat for each completed phase. In no case shall the total time for construction of the development exceed five years. The planner~~ing commission~~ may require a new application for a tentative plan for subsequent phases following the final plat approval.

B. The following criteria shall be satisfied in order to approve a phased partition proposal ~~are~~:

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 requiring the city or other property owners to construct public facilities that were required as a part of the approval of the tentative plan.

C. The application for phased development approval shall be consideredheard concurrently with the tentative plan application and the decision may be appealed in the same manner as the tentative plan. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.152.070 Partition approval criteria.

A request to partition land shall meet all of the following criteria:

A. The proposed partition shall comply with all state regulations set forth in ORS Chapter 92, Subdivisions and Partitions, complies with all statutory and ordinance requirements and regulations;

B. Adequate public facilities are available to serve the proposal; All partition proposals shall have public utilities and facilities such as sewer, gas, electrical, drainage and water systems located and constructed to minimize flood damage;

C. When partitioning tracts into large lots, the lots shall be of such size and shape as to facilitate future redivision in accordance with the requirements of the zoning district and this title;

DC. All proposed lots conform to the size and dimensional requirements of this title; and

ED. All proposed improvements meet city and applicable agency standards; and.

EF. Streets or roads are laid out so as to conform to the plats of subdivisions and maps of major partitions already approved for adjoining property as to width, general direction and in all other respects, including conformance with submitted neighborhood circulation plans, unless the city determines it is in the public interest to modify the street or road pattern. (Ord. 711 § 1 Exh. A, 2001; Ord. 634 § 1 Exh. A, 1995)

17.152.080 Special provisions for lots created through partition process.

A. The minimum width of the building envelope area shall meet the lot requirement of the applicable zoning district.

B. The lot area shall be as required by the applicable zoning district. In the case of a flag lot, the accessway may not be included in the lot area calculation.

C. Each lot created through the partition process shall front a public right-of-way as specified by the zoning designation. All flag lots shall be considered to be major variances and shall be subject to planning commission review and approval.

D. Setbacks shall be as required by the applicable zoning district.

E. When the partitioned lot is a flag lot, the developer may determine the location of the front yard, provided that no side yard is less than ten feet. Structures shall generally be located so as to maximize separation from existing structures.

F. Screening to the standards included in Section 17.100.090, may be required along the property line of a lot of record where the paved drive of an accessway is located within ten feet of an abutting lot. Screening to the standards included in Section 17.100.090 may also be required to maintain privacy for abutting lots and to provide usable outdoor recreation areas for proposed development.

G. The Scappoose fire district may require the installation of a fire hydrant where the length of an accessway would have a detrimental effect on firefighting capabilities and may require provision of an emergency vehicle turnaround.

H. No greater than three single-family detached dwelling units may be served by a common drive. Use of a common drive for access to more than three dwelling units other than single-family detached may be required and shall be subject to the approval of the planner, public works director and the planning commission. Where a common drive is to be provided, a reciprocal easement which will ensure access and maintenance rights shall be recorded with the approved partition plat~~map~~.

I. Any access way shall be paved and shall comply with the standards set forth in the public works design standards.

J. Where landfill and/or development is allowed within the floodway fringe, 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 with the floodplain. (Ord. 634 § 1 Exh. A, 1995)

17.152.090 Property line adjustments.

A. An aApplication for a property line adjustment shall meet the following criteria:

1. An additional parcel is not created by the property line adjustment, and the existing parcel as reduced in size by the adjustments is not reduced below the minimum lot size established by the zoning district. Where an existing lot of record does not satisfy the minimum area requirement for the zone, a property line adjustment may be permitted provided the adjustment does not increase the degree of nonconformity;

2. By reducing the lot size, the lot or structures(s) on the lot will not be in violation of the site development or zoning district regulations for that district; and

3. The resulting parcels are in conformity with the dimensional standards of the zoning district. Where an existing lot of record does not satisfy the dimensional requirements for the zone, a property line adjustment may be permitted provided the adjustment does not increase the degree of nonconformity.

B. A property line adjustment is not considered a development action for purposes of determining whether floodplain, greenway or right-of-way dedication may be required. (Ord. 828, 2013; Ord. 795 §§ 2-3, 2008; Ord. 634 § 1 Exh. A, 1995)

17.152.100 Preliminary application submission requirements.

A. All applications shall be made on forms provided by the planner and shall be accompanied by copies of the preliminary partition map or property line adjustment map and necessary data or narrative.

B. The preliminary partition map and necessary data or narrative shall include the following:

1.

a. Name of the owner(s) of the subject parcel,

b. Name of the owner(s) authorized agent (if applicable), and

c. Name, address and phone number of the land surveyor,

2. The map scale, north arrow and date;

3. Sufficient description to define the location and boundaries of the proposed area to be partitioned or adjusted;

4. The scale shall be an engineering scale sufficient to show the details of the plan and related data;

5. The location, width and names of streets or other public ways and easements within and adjacent to the proposed partition;

6. Other important features, to include:

a. The location of all permanent buildings on and within twenty-five feet of all existing and proposed property lines,

b. The location and width of all water courses,

c. Any trees with a diameter of six inches or greater at four feet above ground level,

d. All slopes greater than fifteen percent, and

e. The location of existing utilities and utility easements;

7. In the case of a major land partition, the applicant shall include the proposed right-of-way location and width, and a scaled cross section of the proposed street (to include any reserve strip);

8. Any deed restrictions that apply to the existing lot;

9. A plan outlining how utilities, public services, and utility easements will serve newly created parcels; and

10. Where it is evident that the subject parcel can be further partitioned, the applicant must show that the land partition will not preclude the efficient division of land in the future.

11. Unless specifically exempted by the planner, a neighborhood circulation plan that conceptualizes future street plans and lot patterns to parcels within five hundred feet of the subject site. Circulation plans address future vehicular/bicycle/ pedestrian

transportation systems including bike lanes, sidewalks, bicycle/pedestrian paths, and destination points.

C. The tentative plan or property line adjustment map shall be as accurate as possible to ensure proper review by affected agencies.

D. Upon acceptance of a complete application, the planner shall transmit copies of the preliminary land partition application or property line adjustment map to affected city staff and other government agencies and utilities in accordance with Chapter 17.164.

E. The planner shall review the proposal for compliance with the provisions of this title and coordinate the review conducted by affected agencies and applicable districts for compliance with applicable regulations.

F. Except as provided in ORS 92.040, the review of the tentative partition plan or property line adjustment does not guarantee the applicant that the final application for a land partition or property line adjustment will be approved nor that additional information or revisions will not be required by the city. (Ord. 828, 2013; Ord. 711 § 1 Exh. A, 2001; Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.152.110 Final application submission requirements.

A. All final applications for major and minor land partitions and property line adjustments shall be provided to the planner and shall be accompanied by a reproducible copy of the partition plat or the final property line adjustment survey map prepared by a land surveyor licensed to practice in Oregon, and necessary data or narrative.

B. The partition plat or property line adjustment survey map and data or narrative shall be drawn to the minimum standards set forth by the Oregon Revised Statutes (ORS 92.050) and by Columbia County and shall include the following:

1. The final partition map shall be drawn on an eighteen inch by twenty-four inch mylar sheet. The final property line adjustment map must be eighteen inches by twenty-four inches and may be on vellum or mylar;

2. The scale of the map shall be an engineering scale approved by the county surveyor;

3.

a. Name of the owner(s) of the subject parcel,

b. Name of the owner(s) authorized agent (if applicable), and

c. Name, address and phone number of the land surveyor;

4. The assessor's map and lot number and a copy of the deed, sales contract or document containing a legal description of the land to be partitioned;

5. The map scale, north arrow and date;

6. Dimensions and legal descriptions of the parent parcel and all proposed parcels;

7. Boundary lines and names of adjacent partitions and subdivisions, and tract lines abutting the site;

8. The locations, width and names of streets or other public ways and easements within and adjacent to the proposed partition;

9. In the case of a major land partition, the applicant shall include the proposed right-of-way location and width, and a scaled cross section of the proposed street (to include any reserve strip);

10. Any deed restrictions that apply to existing or proposed lots; and

11. Signature blocks for city approval and acceptance of public easements and rights-of-way. (Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.152.140 City acceptance of dedicated land.

A. The city manager shall accept by signature on the final plat the proposed right-of-way dedication prior to recording a land partition.

B. The city manager shall accept by signature on the final plat all public easements shown for dedication on partition plat~~s~~ maps. (Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

17.152.150 Centerline monumentation--Monument box requirements.

The centerlines of all street and roadway rights-of-way shall be monumented as prescribed in ORS 92.060(2) before city acceptance of street improvements. Centerline monuments are required to have monument boxes approved by the public works director and the tops of all monument boxes shall be set to finished pavement grade. (Ord. 634 § 1 Exh. A, 1995)

17.152.260 Recording of partitions and property line adjustments.

A. Within ten days of the planner's approval of the partition or property line adjustment and the city manager's acceptance of any dedicated land to the city, the applicant shall record the partition plat or property line adjustment survey map and property line adjustment deeds with Columbia County and submit the recordation numbers to the city, to be incorporated into the record.

B. The applicant shall submit a recorded plain paper copy of the final partition plat or property line adjustment survey map and property line adjustment deeds to the city within fifteen days of recording. (Ord. 636 § 1, 1996; Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.154

STREET AND UTILITY IMPROVEMENT STANDARDS

Sections:

17.154.010 Purpose.
17.154.020 General provisions.
17.154.030 Streets.
17.154.040 Blocks.
17.154.050 Easements.
17.154.070 Sidewalks.
17.154.080 Public use areas.
17.154.090 Sanitary sewers.
17.154.100 Storm drainage.
17.154.105 Water system.
17.154.107 Erosion controls.
17.154.110 Bikeways.
17.154.120 Utilities.
17.154.130 Cash or bond required.
17.154.140 Monuments.
17.154.150 Installation/permit fee.
17.154.160 Installation--Conformation required.
17.154.170 Plan checking required.
17.154.180 Notice to city required.
17.154.190 City inspection required.
17.154.200 Engineer's certification required.

17.154.010 Purpose.

The purpose of this chapter is to inform applicants of general design standards for street and utility improvements and maintain consistency between this title and the Scappoose public works design standards and standard specifications. (Ord. 634 § 1 Exh. A, 1995)

17.154.020 General provisions.

A. The standard specifications for construction, reconstruction or repair of streets, sidewalks, curbs and other public improvements within the city shall occur in accordance with the standards of this title, the public works design standards, the transportation system plan, and in accordance with county or state standards where appropriate.

B. The public works director may require changes or supplements to the standard specifications consistent with the application of engineering principles.

C. Subject to approval of the planner and the public works director, street sections may be modified administratively based on geographical constraints of steep slopes, wetlands, floodplains, and constraints imposed by existing structures. Modifications may include, but are not limited to, reduced paving widths, elimination of on-street parking and eliminating sidewalks on one side of the street. (Ord. 857, 2016; Ord. 658 § 3, 1997; Ord. 634 § 1 Exh. A, 1995)

17.154.030 Streets.

A. No development shall occur unless the development has frontage or approved access to a public street:

1. Streets within a development and streets adjacent to a development shall be improved in accordance with this title and the public works design standards and specifications.

2. Any new street or additional street width planned as a portion of an approved street plan shall be dedicated and improved in accordance with this title and the public works design standards and specifications.

3. Subject to approval of the city engineer and the planner, the planner may accept and record a non-remonstrance agreement in lieu of street improvements if two or more of the following conditions exist:

a. A partial improvement is not feasible due to the inability to achieve a cohesive design for the overall street;

b. A partial improvement may create a potential safety hazard to motorists or pedestrians;

c. Due to the nature of existing development on adjacent properties it is unlikely that street improvements would be extended in the foreseeable future and the improvement associated with the project under review does not, by itself, provide a significant improvement to street safety or capacity;

d. The improvement would be in conflict with an adopted capital improvement plan;

e. Additional planning work is required to define the appropriate design standards for the street and the application is for a project which would contribute only a minor portion of the anticipated future traffic on the street.

B. Rights-of-way shall be created through the approval of a final subdivision plat or major partition; however, the council may approve the creation of a street by acceptance of a deed, provided that such street is deemed essential by the council for the purpose of general traffic circulation:

1. The council may approve the creation of a street by deed of dedication without full compliance with the regulations applicable to subdivisions or major partitions if any one or more of the following conditions are found by the council to be present:

a. Establishment of a street is initiated by the council and is found to be essential for the purpose of general traffic circulation, and partitioning of subdivision of land has an incidental effect rather than being the primary objective in establishing the road or street for public use; and

b. The tract in which the road or street is to be dedicated is an isolated ownership of one acre or less and such dedication is recommended by the commission to the council based on a finding that the proposal is not an attempt to evade the provisions of this title governing the control of subdivisions or major partitions.

2. With each application for approval of a road or street right-of-way not in full compliance with the regulations applicable to the standards, the proposed dedication shall be made a condition of subdivision and major partition approval:

a. The applicant shall submit such additional information and justification as may be necessary to enable the commission in its review to determine whether or not a recommendation for approval by the council shall be made;

b. The recommendation, if any, shall be based upon a finding that the proposal is not in conflict with the purpose of this title or the city's public works design standards relating to street standards and street acceptance policies;

c. The commission, in submitting the proposal with a recommendation to the council, may attach conditions which are necessary to preserve the standards of this title;

d. All deeds of dedication shall be in a form prescribed by the city and shall name "the city of Scappoose, Oregon" or "the public," whichever the city may require, as grantee;

e. All instruments dedicating land to public use shall bear the approval by the city manager accepting the dedication prior to recording.

3. No person shall create a street or road for the purpose of partitioning an area or tract of land without the approval of the city.

C. The planning commission may approve an access easement established by deed without full compliance with this title provided such an easement is the only reasonable method by which a lot large enough to develop can develop:

1. Vehicular access easements which exceed one hundred fifty feet shall be improved in accordance with the Uniform Fire Code.

2. Vehicular access shall be improved in accordance with the public works design standards.

D. The location, width and grade of all streets shall conform to an approved street plan and shall be considered in their relation to existing and planned streets, to topographic conditions, to public convenience and safety, and in their appropriate relation to the proposed use of the land to be served by such streets:

1. Street grades shall be approved by the public works director in accordance with the city's public works design standards; and

2. Where the location of a street is not shown in an approved street plan, the arrangement of streets in a development shall either:

a. Provide for the continuation or appropriate projection of existing streets in the surrounding areas, or

b. Conform to a plan adopted by the council, if it is impractical to conform to existing street patterns because of particular topographical or other existing conditions of the land. Such a plan shall be based on the type of land use to be served, the volume of traffic, the capacity of adjoining streets and the need for public convenience and safety.

3. New streets shall be laid out to provide reasonably direct and convenient routes for walking and cycling within neighborhoods and accessing adjacent development.

E. The street right-of-way and roadway widths shall not be less than the minimum widths described in the city's public works design standards.

F. Where necessary to give access or permit a satisfactory future division of adjoining land, streets shall be extended to the boundary lines of the tract to be developed. A reserve strip across the end of a dedicated street shall be deeded to the city; and a barricade shall be constructed at the end of the street by the property owners which shall not be removed until authorized by the public works director, the cost of which shall be included in the street construction cost.

G. No street name shall be used which will duplicate or be confused with the names of existing streets within the city's urban growth boundary, except for extensions of existing streets. Street names and numbers are subject to review and approval the Scappoose rural fire district.

H. Concrete vertical curbs, curb cuts, wheelchair, bicycle ramps and driveway approaches shall be constructed in accordance with standards specified in this chapter and the city's public works design standards. Concrete curbs and driveway approaches are required and shall be built to the city's configuration standards.

I. Wherever the proposed development contains or is adjacent to a railroad right-of-way, provision shall be made for a street approximately parallel to and on each side of such right-of-way at a distance suitable for the appropriate use of the land, and the distance shall be determined with due consideration at cross streets or the minimum distance required for approach grades and to provide sufficient depth to allow screen planting along the railroad right-of-way in nonindustrial areas.

J. Where a development abuts or is traversed by an existing or proposed arterial street, the development design shall provide adequate protection for residential properties and shall

separate residential access and through traffic, or if separation is not feasible, the design shall minimize the traffic conflicts. The design requirements shall include any of the following:

1. A parallel access street along the arterial;

2. Lots of suitable depth abutting the arterial to provide adequate buffering with frontage along another street;

3. Screen planting at the rear or side property line to be contained in a nonaccess reservation along the arterial; or

4. Other treatment suitable to meet the objectives of this subsection.

K. Upon completion of a street improvement and prior to acceptance by the city, it shall be the responsibility of the developer's registered professional land surveyor to provide certification to the city that all boundary and interior monuments shall be established or re-established, protected and recorded.

L. Private streets are permitted within manufactured home parks, and the city shall require legal assurances for the continued maintenance of private streets, such as:

1. A bonded maintenance agreement; and

2. The creation of a homeowners association;

M. Where an adjacent development results in a need to install or improve a railroad crossing, the cost for such improvements may be a condition of development approval, or another equitable means of cost distribution shall be determined by the public works director and approved by the commission.

O. The developer shall install all street signs, relative to traffic control and street names, as specified by the public works director for any development. The cost of signs shall be the responsibility of the developer.

P. Joint mailbox facilities shall be provided in all residential developments, with each joint mailbox serving at least two dwelling units.

1. Joint mailbox structures shall be placed adjacent to roadway curbs and shall comply with provisions of the Americans with Disabilities Act and implementing federal and state regulations;

2. Proposed locations of joint mailboxes shall be designated on a copy of the tentative plan, and shall be approved by the U.S. Post Office prior to plan approval; and

3. Plans for the joint mailbox structures to be used shall be submitted for approval by the planner prior to final approval.

Q. The location of traffic signals shall be noted on approved street plans, and where a proposed street intersection will result in an immediate need for a traffic signal, a city-approved signal shall be installed. The cost shall be included as a condition of development.

R. Street lights shall be installed in accordance with the city's public works design standards.

S. A Transportation Impact Study (TIS) must be submitted with a land use application if the conditions in (1) or (2) apply in order to determine whether conditions are needed to protect and minimize impacts to transportation facilities, consistent with Section 660-012-0045(2)(b) and (e) of the State Transportation Planning Rule.

1. *Applicability - TIS letter.* A TIS letter shall be required to be submitted with a land use application to document the expected vehicle trip generation of the proposal. The expected number of trips shall be documented in both total peak hour trips and total daily trips. Trip generation shall be estimated for the proposed project using the latest edition of the Institute of Engineers Trip Generation Manual or, when verified with the City prior to use, trip generation surveys conducted at similar facilities.

2. *Applicability - TIS report.* A TIS report shall be required to be submitted with a land use application if the proposal is expected to involve one or more of the following:

a. The proposed development would generate more than 10 peak hour trips or more than 100 daily trips.

b. The proposal is immediately adjacent to an intersection that is functioning at a poor level of service, as determined by the city engineer.

c. A new direct approach to US 30 is proposed.

d. A proposed development or land use action that the road authority states may contribute to operational or safety concerns on its facility(ies).

e. An amendment to the Scappoose Comprehensive Plan or Zoning Map is proposed.

3. Consistent with the city's Traffic Impact Study (TIS) Guidelines, the city engineer will determine the project study area, intersections for analysis, scenarios to be evaluated and any other pertinent information concerning the study and what must be addressed in either a TIS letter or a TIS report.

4. *Approval Criteria.* When a TIS Letter or Report is required, a proposal is subject to the following criteria:

a. The TIS addresses the applicable elements identified by the city engineer, consistent with the Traffic Impact Study Guidelines;

b. The TIS demonstrates that adequate transportation facilities exist to serve the proposed development or, in the case of a TIS report, identifies mitigation measures that resolve identified traffic safety problems in a manner that is satisfactory to the city engineer and, when state highway facilities are affected, to ODOT;

c. For affected non-highway facilities, the TIS report establishes that mobility standards adopted by the city have been met; and

d. Proposed public improvements are designed and will be constructed consistent with Public Works Design Standards and access standards in the Transportation System Plan.

5. *Conditions of Approval.*

a. The city may deny, approve, or approve a proposal with conditions necessary to meet operational and safety standards; provide the necessary right-of-way for improvements; and to require construction of improvements to ensure consistency with the future planned transportation system.

b. Construction of off-site improvements may be required to mitigate impacts resulting from development that relate to capacity deficiencies and public safety; and/or to upgrade or construct public facilities to city standards.

c. Improvements required as a condition of development approval, when not voluntarily provided by the applicant, shall be roughly proportional to the impact of the development on transportation facilities. Findings in the development approval shall

indicate how the required improvements directly relate to and are roughly proportional to the impact of development.

17.154.040 Blocks.

A. The length width, and shape of blocks shall be designed with regard to providing adequate building sites for the use contemplated, consideration of needs for safe and convenient pedestrian and vehicular access and circulation and recognition of limitations and opportunities of topography.

B. Except for arterial streets, no block face shall be more than five hundred and thirty (530) feet in length between street corner lines and no block perimeter formed by the intersection of pedestrian access ways and local, collector and arterial streets shall be more than one thousand five hundred feet in length. If the maximum block size is exceeded, mid-block pedestrian and bicycle access ways should be provided at spacing no more than 330 feet, unless one or all of the conditions in Subsection C can be met. Minimum access spacing along an arterial street must meet the standards in the city's adopted Transportation System Plan. A block shall have sufficient width to provide for two tiers of building sites. Reverse frontage on arterial streets may be required by the planning commission.

C. Exemptions from requirement of Subsection B of this section may be allowed, upon approval by the planner and the city engineer, where one or all of the following conditions apply:

1. Where topography and/or other natural conditions, such as wetlands or stream corridors, preclude a local street connection consistent with the stated block length standards. When such conditions exist, a pedestrian access way shall be required in lieu of a public street connection if the access way is necessary to provide safe, direct and convenient circulation and access to nearby destinations such as schools, parks, stores, etc.

2. Where access management standards along an arterial street preclude a full local street connection. Where such conditions exist, and in order to provide for adequate connectivity and respect the needs for access management, the approval authority shall require either a right in/right-out public street connection or public roadway connection to the arterial in lieu of a full public street connection. Where a right-in/right-out street connection is

provided, turning movements shall be defined and limited by raised medians to preclude inappropriate turning movements.

3. A cul-de-sac street shall only be used where the city engineer and planner determine that environmental or topographical constraints, existing development patterns, or compliance with other applicable City requirements preclude a street extension. Where the City determines that a cul-de-sac is allowed, all of the following standards shall be met:

a. The cul-de-sac shall not exceed a length of 500 feet, except where the city engineer and planner determine that topographic or other physical constraints of the site require a longer cul-de-sac. The length of the cul-de-sac shall be measured along the centerline of the roadway from the near side of the intersecting street to the farthest point of the cul-de-sac.

b. The cul-de-sac shall terminate with a circular or hammer-head turnaround meeting the Uniform Fire Code and the standards of Public Works Design Standards.

c. The cul-de-sac shall provide, or not preclude the opportunity to later install, a pedestrian and bicycle access way between it and adjacent developable lands. Such access ways shall conform to the standards in Section 17.120.180(O~~Q~~), as applicable. (Ord. 857, 2016; Ord. 828, 2013; Ord. 658 § 3, 1997; Ord. 634 § 1 Exh. A, 1995)

17.154.050 Easements.

A. Easements for sewers, drainage, water mains, electric lines or other public utilities shall be either dedicated or provided for in the deed restrictions, and where a subdivision is traversed by a watercourse, drainageway, channel or stream, there shall be provided a stormwater easement or drainage right-of-way conforming substantially with the lines of such watercourse and such further width as will be adequate for conveyance and maintenance.

B. A property owner proposing a development shall make arrangements with the city, the applicable district and each utility franchise for the provision and dedication of utility easements necessary to provide full services to the development. (Ord. 634 § 1 Exh. A, 1995)

17.154.070 Sidewalks.

A. Sidewalks are required and shall be constructed, replaced or repaired in accordance with the city's public works design standards.

B. Maintenance of sidewalks and curbs is the continuing obligation of the adjacent property owner.

C. Subject to approval by the public works director and planner, planner may accept and record a nonremonstrance agreement for the required sidewalks from the applicant for a building permit for a single-family residence when the public works director determines the construction of the sidewalk is impractical for one or more of the following reasons:

1. The residence is an in-fill property in an existing neighborhood and adjacent residences do not have sidewalks;

2. Sidewalk grades have not and will not be established for the property in question within a one-year period;

3. Topography or elevation of the sidewalk base area makes construction of a sidewalk impractical.

D. In the event one or more of the following situations are found by the council to exist, the council may adopt a resolution to initiate construction of a sidewalk in accordance with city ordinances:

1. A safety hazard exists for children walking to or from school and sidewalks are necessary to eliminate the hazard;

2. A safety hazard exists for pedestrians walking to or from a public building, commercial area, place of assembly or other general pedestrian traffic, and sidewalks are necessary to eliminate the hazard;

3. Fifty percent or more of the area in a given block has been improved by the construction of dwellings, multiple dwellings, commercial buildings or public buildings and/or parks. (Ord. 634 § 1 Exh. A, 1995)

17.154.080 Public use areas.

A. Where a proposed park, playground or other public use shown in a development plan adopted by the city is located in whole or in part in a subdivision, the commission may require the dedication or reservation of such area within the subdivision.

B. Where considered desirable by the commission in accordance with adopted comprehensive plan policies, and where a development plan of the city does not indicate proposed public use areas, the commission may require the dedication or reservation of areas within the subdivision or sites of a character, extent and location suitable for the development of parks and other public use.

C. If the declarant is required to reserve land area for a park, playground or other public use, such land shall be acquired by the appropriate public agency within eighteen months following plat approval, at a price agreed upon prior to approval of the plat, or such reservation shall be released to the declarant. (Ord. 634 § 1 Exh. A, 1995)

17.154.090 Sanitary sewers.

A. Sanitary sewers shall be installed to serve each new development and to connect developments to existing mains in accordance with the provisions set forth by the city's public works design standards and the adopted policies of the comprehensive plan.

B. The public works director shall approve all sanitary sewer plans and proposed systems prior to issuance of development permits involving sewer service.

C. Proposed sewer systems shall include consideration of additional development within the area as projected by the comprehensive plan and the wastewater treatment facility plan and potential flow upstream in the sewer sub-basin.

D. Applications shall be denied by the approval authority where a deficiency exists in the existing sewer system or portion thereof which cannot be rectified within the development and which if not rectified will result in a threat to public health or safety, surcharging of existing mains, or violations of state or federal standards pertaining to operation of the sewage treatment system. (Ord. 634 § 1 Exh. A, 1995)

17.154.100 Storm drainage.

A. The planner and public works director shall issue permits only where adequate provisions for stormwater and floodwater runoff have been made, and:

1. The stormwater drainage system shall be separate and independent of any sanitary sewerage system.

2. Where possible, inlets shall be provided so surface water is not carried across any intersection or allowed to flood any street.

3. Surface water drainage patterns shall be shown on every development proposal plan.

4. All stormwater analysis and calculations shall be submitted with proposed plans for public works directors review and approval.

5. All stormwater construction materials shall be subject to approval of the public works director.

B. Where a subdivision is traversed by a watercourse, drainageway, channel or stream, there shall be provided a stormwater easement or drainage right-of-way conforming substantially with the lines of such watercourse and such further width as will be adequate for conveyance and maintenance.

C. A culvert or other drainage facility shall, and in each case be, large enough to accommodate potential runoff from its entire upstream drainage area, whether inside or outside the development. The public works director shall determine the necessary size of the facility.

D. Where it is anticipated by the public works director that the additional runoff resulting from the development will overload an existing drainage facility, the planner and engineer shall withhold approval of the development until provisions have been made for improvement of the potential condition or until provisions have been made for storage of additional runoff caused by the development. (Ord. 634 § 1 Exh. A, 1995)

17.154.105 Water system.

The planner and public works director shall issue permits only where provisions for municipal water system extensions have been made, and:

A. Any water system extension shall be designed in compliance with the comprehensive plan existing water system plans.

B. Extensions shall be made in such a manner as to provide for adequate flow and gridding of the system.

C. The public works director shall approve all water system construction materials. (Ord. 634 § 1 Exh. A, 1995)

17.154.107 Erosion controls.

A. Any time the natural soils are disturbed and the potential for erosion exists, measures shall be taken to prevent the movement of any soils off site. The public works director shall determine if the potential for erosion exists and appropriate control measures.

B. The city shall use the city's public works design standards as the guidelines for erosion control. (Ord. 634 § 1 Exh. A, 1995)

17.154.110 Bikeways.

A. Developments adjoining proposed bikeways shall include provisions for the future extension of such bikeways through the dedication of easements or rights-of-way.

B. Where possible, bikeways should be separated from other modes of travel including pedestrians.

C. Minimum width for bikeways is four paved feet per travel lane. (Ord. 634 § 1 Exh. A, 1995)

17.154.120 Utilities.

A. All utility lines including, but not limited to those required for electric, communication, lighting and cable television services and related facilities shall be placed underground, except for surface mounted transformers, surface mounted connection boxes and meter cabinets which may be placed above ground, temporary utility service facilities during construction, high capacity electric lines operating at fifty thousand volts or above, and:

1. The applicant shall make all necessary arrangements with the serving utility to provide the underground services;

2. The city reserves the right to approve location of all surface mounted facilities;

3. All underground utilities, including sanitary sewers, water lines, and storm drains installed in streets by the applicant, shall be constructed prior to the surfacing of the streets; and

4. Stubs for service connections shall be long enough to avoid disturbing the street improvements when service connections are made.

B. The applicant for a subdivision shall show on the development plan or in the explanatory information, easements for all underground utility facilities, and:

1. Plans showing the location of all underground facilities as described herein shall be submitted to the public works director for review and approval; and

2. Above ground equipment shall not obstruct visual clearance areas for vehicular traffic.

(Ord. 820 § 11, 2012; Ord. 634 § 1 Exh. A, 1995)

17.154.130 Cash or bond required.

A. All improvements installed by the applicant shall be guaranteed as to workmanship and material for a period of one year following acceptance by the city council.

B. Such guarantee shall be secured by cash deposit or bond for one hundred ten percent of the actual cost of the value of the improvements as set by the public works director.

C. The cash or bond shall comply with the terms and conditions of Section 17.150.180. (Ord. 634 § 1 Exh. A, 1995)

17.154.140 Monuments.

Any monuments that are disturbed before all improvements are completed by the applicant shall be replaced and recorded prior to final acceptance of the improvements. (Ord. 634 § 1 Exh. A, 1995)

17.154.150 Installation/permit fee.

A. No land division improvements, including sanitary sewers, storm sewers, streets, sidewalks, curbs, lighting or other requirements shall be undertaken except after the plans have been approved by the city, and all applicable fees paid. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.154.160 Installation--Conformation required.

In addition to other requirements, improvements installed by the land divider either as a requirement of these regulations or at the developers own option, shall conform to the requirements of this chapter and to improvement standards and specifications followed by the city. (Ord. 634 § 1 Exh. A, 1995)

17.154.170 Plan checking required.

A. Work shall not begin until construction plans and a construction estimate have been submitted and checked for adequacy and approved by the city in writing. Three sets of plans shall be submitted for review.

B. Three sets of revised plans (as approved) shall be provided.

C. All such plans shall be prepared in accordance with requirements of the city's public works design standards. (Ord. 634 § 1 Exh. A, 1995)

17.154.180 Notice to city required.

A. Work shall not begin until the city has been notified in advance.

B. If work is discontinued for any reason, it shall not be resumed until the city is notified. If work is discontinued, the site shall be protected from erosion. (Ord. 634 § 1 Exh. A, 1995)

17.154.190 City inspection required.

Improvements shall be constructed under the inspection and to the satisfaction of the city. The city may require changes in typical sections and details if unusual conditions arising during construction warrant such changes in the public interest. (Ord. 634 § 1 Exh. A, 1995)

17.154.200 Engineer's certification required.

The land divider's engineer shall provide written certification that all improvements, workmanship and materials are in accord with current and standard engineering and construction practices, and are of high grade and that improvements were built according to plans and specifications, prior to city acceptance of the subdivision's improvements or any portion thereof for operation and maintenance. (Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder’s office has the official version of the Scappoose Municipal Code. Users should contact the city recorder’s office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

The City proposes to strike out and repeal all of Chapter 17.160 in its current form and adopt the below language in its place, which combines all previous decision-making Chapters 17.160 – Legislative Land Use Decisions, 17.162 – Quasi Judicial Land Use Decisions and 17.164 – Limited Land Use Decisions

Chapter 17.160

DECISION MAKING PROCEDURES

Sections:

17.160.010 Purpose

17.160.020 Summary of Review Procedures

17.160.025 Expedited Land Divisions

17.160.030 Type I Procedure

17.160.040 Type II Procedure

17.160.050 Type III Procedure

17.160.060 Type IV Procedure

17.160.070 Initiation of an Application

17.160.080 Withdrawal of an Application

17.160.090 Pre-Application Conference

17.160.110 Application Submittal and Completeness Review

17.160.120 Conditions of Approval

17.160.130 Effective Date of Decision

17.160.140 Expiration and Extension of Approval

17.160.160 Public Hearings

17.160.170 Procedure on Cases Remanded from LUBA

17.160.180 Appeals

17.160.190 Denial of Application – Re-Submittal

17.160.200 Fee Waivers

17.160.010 Purpose

A. Purpose. This chapter establishes decision-making procedures for review and processing of land use applications and permits, for the following purposes:

1. To make the review process clear and understandable for applicants;

2. To enable the public to effectively participate in the local decision-making process; and

3. To facilitate timely review of land use applications by the City.

B. Organization. Details specific to each procedure type (I – IV) are included in Sections 17.160.030 through 17.160.060. Provisions common to multiple procedure types are included in Sections 17.160.070 through 17.160.200.

17.160.020 Summary of Review Procedures:

A. General. All land use applications shall be decided by using 1 of the following procedure types. The procedure type for each application governs the decision-making process for that application. Review procedures for applications that are expedited land divisions under ORS 197.375 are listed in Section 17.160.025.

B. Description of Procedure Types for Land Use Application. There are 4 types of decision-making procedures:

1. Type I. Type I procedures apply to "ministerial" permits and applications. Decisions on ministerial permits are made by City staff, based on approval criteria that do not require exercise of policy or legal judgment. A decision to approve or deny a ministerial permit must be made unless the application is withdrawn. Type I procedures require noticing and right to appeal only to the applicant.

2. Type II. Type II procedures apply to Limited Land Use decisions and "administrative" permits and applications. Decisions on Type II applications are made by City staff, based on clear and objective approval criteria that require only limited discretion in applying approval criteria. A decision to approve or deny a Type II application must be made unless the application is withdrawn. Type II procedures require public notice and an opportunity for appeal, but do not require a public hearing.

3. Type III. Type III procedures apply to "quasi-judicial" applications. Decisions on quasi-judicial applications are made by an elected or appointed Review Authority and require substantial exercise of discretion and judgment in applying approval criteria. A decision to approve or deny a quasi-judicial application must be made unless the application is withdrawn. Type III procedures require public notice and one or more public hearings.

4. Type IV. Type IV procedures apply to "legislative" matters. Legislative decisions are made by an elected or appointed Review Authority and involve the adoption or amendment of policy by ordinance. Legislative decisions may also apply to applications involving a large geographic area containing many properties. No final decision to approve or deny a legislative matter is required. Type IV procedures require general and mailed notice, as applicable, and two public hearings.

C. Determination of Proper Procedure Type. Unless already specified in Table 17.160.020-1, the Planning Director shall determine whether a permit or application is processed as Type I, II, III or IV based on the descriptions in subsection B, above. Questions regarding the appropriate procedure shall be resolved in favor of the procedure type providing the widest notice and opportunity to participate.

D. Consolidated Reviews.

1. At the request of the applicant, multiple Type II or III applications for a single proposal may be consolidated and processed concurrently under the highest numbered procedure required for any part of the application or processed individually under the procedures identified by this Code. For example, a proposal requiring both a Type II and a Type III application would be processed under Type III procedures if consolidated at the applicant's request.

2. If the individual applications would be assigned to different Review Authorities, the consolidated applications will be assigned to the highest Review Authority using the following hierarchy from lowest to highest:

a. Planning Director or designee;

b. Planning Commission;

c. City Council.

3. When proposals are consolidated at the applicant's request, the following processes shall be applied:

a. Separate narrative responses to the applicable criteria shall be submitted for each application;

b. The public notice shall identify each application to be decided;

c. Separate findings and decisions shall be made on each application; and

d. Separate fees shall be charged for each application.

4. If the consolidated proposal includes an application for a Comprehensive Plan Map amendment, the final decision on the Plan Map amendment shall precede any decision on a proposed Zone Change and all other decisions on a proposed development. Comprehensive Plan Map amendments are not subject to the one hundred twenty-day decision making period prescribed by state law and such amendments may involve complex issues. Therefore, the city is not required to consolidate a Comprehensive Plan Map amendment and a zone change or other permit applications requested unless the applicant requests the proceedings be consolidated and signs a waiver of the one hundred twenty-day time limit prescribed by state law for zone change and permit applications.

E. Summary Table. Table 17.160.020-1 summarizes land use applications and permits by procedure type, decision authority and appeal authority. In the table below, the following abbreviations are used: PC = Planning Commission, CC = City Council, PD = Planning Director, LUBA = Land Use Board of Appeals, R = Recommendation, D = Decision.

Table 17.160.020-1:

Permit/Application	Procedure Type I, II, III, IV	Review Authority for Decision	Review Authority for Appeal	Primary Code Chapter
Annexation	III	PC (R) CC (D)	LUBA	17.136

Authorization of Similar Use, pursuant to Chapter 17.43	III	PC	CC	17.44
Code Interpretation	I	PD	PC	17.01
Comprehensive Plan				
• Map Amendment	III or IV	PC (R) CC (D)	LUBA	17.22
• Text Amendment	IV	PC (R) CC (D)	LUBA	17.22
Conceptual Master Plan or Modification of Conceptual Master Plan, pursuant to Chapter 17.74	II	PD	PC	17.74
Conditional Use	III	PC	CC	17.130
Development Code Text Amendment	IV	PC (R) CC (D)	LUBA	17.22
Expedited Land Division	See Section 17.160.025	PD	LUBA	17.160.025
Extension, alteration or expansion of non-conforming use, pursuant to Chapter 17.132 (Limited Land Use)	II	PD	PC	17.132
Extension of Approval	I	PD	PC	
Fence or fence/berm combination greater than 8-feet in height	II	PD	PC	17.100
Food Cart Pod Permits				
• Type I (Limited Land Use, except where allowed only as Conditional Use)	I	PD	PC	17.126
• Type II (Limited Land Use, except where allowed only as Conditional Use)	II	PD	PC	17.126
Historic Landmark				
• Alteration/Construction (Limited Land Use)	II	PD	PC	17.82
• Addition/Removal	III	PC (R) CC (D)	LUBA	17.82
Home Occupation Permit				
• Type I	I	PD	PC	17.142
• Type II	II	PD	PC	17.142
Middle Housing Land Division (Limited Land Use, unless otherwise requested, see Section 17.160.025)	II, unless otherwise requested (See	PD	LUBA, unless otherwise requested (See	

	Section 17.160.025)		Section 17.160.025)	
Modification of Approval				
• Minor	I	PD	PC	
• Major	Same as original application	Same as original applicatio n	Same as original application	
Partition – Major or Minor				
• Preliminary Plat (Limited Land Use)	II	PD	PC	17.152
• Final Plat	I	PD	PC	17.152
Planned Development Overlay	III	PC (R) CC (D)	LUBA	17.81
Property Line Adjustment (Limited Land Use)	I	PD	PC	17.152
Public Land Tree Removal				
• Associated with timber harvesting and clearing from designated public recreation areas	III	PC	CC	17.140
• Not associated with timber harvesting/clearing	I	PD	PC	17.140
Sensitive Lands Development Permit (Flooding, Wetlands, Slope Hazard, Fish and Riparian Corridor)	II, III (Type III applies to storage of buoyant or hazardous materials in SFHA)	PD	PC	17.84, 17.85, 17.86, 17.89
Sign Permit	I	PD	PC	17.114
Site Development Review (Limited Land Use)	II	PD	PC	17.120
Subdivision				
• Tentative Plan (Limited Land Use)	II	PD	PC	17.150
• Final Plat	I	PD	PC	17.150
Temporary Use Permit	I	PD	PC	17.128
Variance				
• Minor	II	PD	PC	17.134
• Major	III	PC	CC	17.134
Zone Change	III	PC (R) CC (D)	LUBA	17.22

Zoning Map Amendment	III	PC (R) CC (D)	LUBA	17.22

17.160.025 Expedited Land Divisions

A. When Applicable. The procedures in this section apply in the following circumstances:

1. Middle housing land division applications, where the applicant expressly requests in the application that the City follow these procedures; or

2. Partition or subdivision applications where the applicant:

a. Expressly requests in the application that the City follow these procedures; and

b. Demonstrates in the application that the application:

i. Includes only land that is zoned for residential uses and is within an urban growth boundary;

ii. Is solely for the purposes of residential use, including recreational or open space uses accessory to residential use;

iii. Does not provide for dwellings or accessory buildings to be located on land that is specifically mapped and designated in the comprehensive plan and land use regulations for full or partial protection of natural features under the statewide planning goals that protect open spaces, scenic and historic areas and natural resources;

iv. Satisfies minimum street or other right-of-way connectivity standards established by acknowledged land use regulations or, if such standards are not contained in the applicable regulations, as required by statewide planning goals or rules; and

v. Will result in development that either:

(A) Creates enough lots or parcels to allow building residential units at 80 percent or more of the maximum net density permitted by the zoning designation of the site; or

(B) Will be sold or rented to households with incomes below 120 percent of the median family income for Columbia County.

B. Pre-Application Conference. A pre-application conference is not required, but is highly encouraged, for an application reviewed under this Section.

C. Application Requirements. Preliminary and final plat applications shall, at a minimum, include the following:

1. An application form, signed by the applicant or applicant's representative and the property owner or owner's representative;

2. Payment in full of the appropriate application fee, based on the fee schedule in effect on the date of the submittal;

3. A preliminary plat or final plat with all information required on the application form and/or checklist;

4. A narrative describing the project and addressing compliance with all approval criteria and applicable standards; and

5. Any information required by Subsection A of this Section.

D. Completeness Review.

1. If the application is incomplete, the City shall notify the applicant of exactly what information is missing within 21 days of receipt of the application and allow the applicant to submit the missing information. For purposes of computation of time, the application shall be deemed complete on the date the applicant submits the requested information or refuses in writing to submit it.

2. If the application was complete when first submitted or the applicant submits the requested additional information within 180 days of the date the application was first submitted, approval or denial of the application shall be based upon the standards and criteria that were applicable at the time the application was first submitted.

E. Public Notice. No public notice is required for an application under this Section.

F. Review Authority. The review authority for applications under this Section shall be the Planning Director. The Planning Director shall approve, approve with conditions of approval, or deny the application within 63 days of receiving a completed application. The Planning Director's decision shall be based on whether the application satisfies the substantive requirements of the applicable land use regulations.

G. Hearing. The City may not hold a hearing on the application.

H. Notice of Decision. The City shall issue a final written determination of compliance or noncompliance with applicable land use regulations within 63 days of the date of a completed application for an Expedited Land Division. The City shall provide the notice of decision to the applicant but may not require that notice be given to any other person. The notice of decision shall include:

1. A summary statement explaining the determination, in a form reasonably intended to communicate the City's basis for the determination;

2. An explanation of appeal rights under ORS 197.380 to 197.855; and

3. The date the approval expires per Section 17.160.140(A).

I. Final Decision. The City's written determination provided pursuant to Subsection H is the City's final decision with respect to land use appeals.

17.160.030 Type I Procedure.

A. General Description. Type I procedures apply to "ministerial" permits. Decisions on ministerial permits are made by City staff, based on clear and objective approval criteria, and do not require interpretation or the exercise of policy or legal judgment. A decision to approve or deny a ministerial permit must be made unless the application is withdrawn. Type I procedures require notice and right to appeal only to the applicant.

B. When Applicable. Table 17.160.020-1 identifies Type I applications. Applications not listed on Table 17.160.020-1 may be identified as Type I by the Planning Director based on the General Description in this section.

C. Pre-Application Conference. A pre-application conference is not required for Type I applications.

D. Application Requirements.

1. Type I applications shall be submitted on application forms provided by the Planning Department. The application forms shall list applicable submittal requirements as required by Subsection 17.160.110.C.

2. Type I applications shall be accompanied by the required fee.

E. Public Notice. Type I applications do not require public notice or an opportunity for comment.

F. Review Authority. The review authority for Type I applications shall be the Planning Director or the Director's designee. The Planning Director shall approve, approve with conditions or deny a Type I application.

G. Notice of Decision. Written Notice of the Decision for Type I applications shall consist of either the approved Permit or a copy of the Permit marked "Denied." Either Notice shall be signed by the Planning Director or the Director's designee. The completed Notice of Decision shall be provided to the applicant by mail within 5 days after the application is approved or denied. In the case of an extension of approval, the Notice of Decision shall also be provided to the review authority that granted the original approval. Together with the Permit or the application form, the Notice of the Decision shall:

1. Include a brief summary of the proposal, and the approval or denial of the application;

2. State the facts upon which the Director or designee relied to determine whether the application satisfied or failed to satisfy each applicable approval criterion and/or standard;

3. State that the decision is the final local decision unless an appeal is filed as provided in Section 17.160.180. The Notice of Decision shall state the date and time by which an appeal must be filed; and

4. State the date the Decision expires.

H. Appeal.

1. Only an applicant may appeal a Type I decision. Appeal authorities are identified in Table 17.160.020-1 and appeal requirements and procedures are set forth in Section 17.160.180. If the applicant does not file an appeal within the time specified in Section 17.160.180, the decision is final.

2. If the applicant appeals the Planning Director's decision, the appeal authority's decision is the final local decision on the application.

17.160.040 Type II Procedure.

A. General Description. Type II procedures apply to limited land use decisions and "administrative" permits and applications. Decisions on Type II applications are made by City staff, based on approval criteria that require only limited discretion. The City must make a decision to approve or deny a Type II

application unless the application is withdrawn. Type II procedures require public notice and an opportunity for appeal, but do not permit an initial public hearing.

B. When Applicable. Table 17.160.020-1 identifies Type II applications and identifies which Type II applications are Limited Land Use decisions. Applications not listed on Table 17.160.020-1 may be identified as Type II by the Planning Director based on the General Description in this section.

C. Pre-Application Conference. Pre-application conferences are not required for Type II applications but are strongly encouraged. Guidelines for pre-applications conferences are set forth in Section 17.160.090.

D. Application Requirements.

1. Type II applications shall be submitted on application forms provided by the Planning Department. The application forms shall list applicable submittal requirements as required by Subsection 17.160.110(C).

2. Type II applications shall be accompanied by the required fee.

3. Type II applications are subject to the completeness review procedures set forth in Subsections 17.160.110(D) and (E).

E. Public Notice and Comment Period. The City shall provide written notice to owners of property within 100 feet of the entire contiguous site for which the application is made. The list shall be compiled from the most recent property tax assessment roll. For purposes of review, this requirement shall be deemed met when the City can provide an affidavit or other certification that such notice was given. Notice shall also be provided to any neighborhood or community organization recognized by the City and whose boundaries include the site and any government agency or utility whose property, services or facilities may be affected by the decision.

2. Written public notice of the pending application shall:

a. List, by commonly used citation, the applicable criteria for the decision;

b. Set forth the street address or other easily understood geographical reference to the subject property;

c. State the place, date and time that comments are due;

d. State that copies of all evidence relied upon by the applicant are available for review, and that copies can be obtained at cost;

e. Include the name and phone number of a City contact person; and

f. Briefly summarize the local decision-making process for the limited land use or administrative decision being made.

3. Public notices for Type II applications shall include a minimum period of 14 days from the date the notice was mailed for the submission of written comments before a Notice of Decision is issued.

F. Review Authority. The review authority for Type II applications shall be the Planning Director or Director's designee. Based on the criteria and the facts contained within the record, the Planning Director shall approve, approve with conditions or deny the requested application. The Planning

Director's Decision shall address all of the relevant approval criteria and consider written comments submitted before the close of the comment period.

G. Notice of Decision.

1. The decision is final for purposes of appeal on the date the notice is mailed. Within 7 days after the Planning Director has issued it, a Notice of Decision shall be sent by mail to the following parties:

a. The applicant and/or authorized representative;

b. The owner(s) of record of the subject property;

c. Any person or group who submitted written comments during the comment period, or who submitted a written request to receive notice of the decision; and

d. Any governmental agency which is entitled to the Notice of Decision under an intergovernmental agreement with the City, and other agencies that provided comments during the application review period.

2. The Notice of Decision shall include the following information:

a. A brief summary of the proposal, the Decision, and any conditions of approval;

b. A description of the site reasonably sufficient to inform the reader of its location, including map and tax lot number and site address, if available;

c. A statement of the facts upon which the Planning Director relied to determine whether the application satisfied or failed to satisfy the applicable approval criteria;

d. A statement that the decision is final, unless appealed as provided in Section 17.160.180;

e. The requirements for filing an appeal of the decision, including a statement of the date and time by which an appeal must be filed; and

f. A statement that the complete case file, including findings, conclusions, and conditions of approval, if any, is available for review; and the name and telephone number of the City representative to contact about reviewing the case file.

H. Appeal.

1. The Planning Director's decision may be appealed by the applicant or any person who provided comments during the public comment period.

2. The Decision shall become final unless an appeal is filed.

3. The review authority for an appeal of a Type II application is identified in Table 17.160.020-1.

4. The appeal shall follow the requirements and procedures of Section 17.160.180.

5. The decision of the review authority on the appeal shall be the final decision of the City. Any further appeal shall be made to the Land Use Board of Appeals (LUBA).

17.160.050 Type III Procedure

A. General Description. Type III procedures apply to "quasi-judicial" applications. Decisions on quasi-judicial applications are made by an elected or appointed Review Authority and require substantial exercise of discretion and judgment in applying approval criteria. A decision to approve or deny a quasi-judicial application must be made unless the application is withdrawn. Type III procedures require public notice and one or more public hearings.

B. When Applicable. Table 17.160.020-1 identifies Type III applications. Applications not listed on Table 17.160.020-1 may be identified as Type III by the Planning Director based on the General Description in this section.

C. Pre-Application Conference. Pre-application conferences are required for Type III applications, unless waived by the applicant in writing. Guidelines for pre-application conferences are set forth in Section 17.160.090.

D. Application Requirements.

1. Type III applications shall be submitted on forms provided by the Planning Department. The application forms shall list applicable submittal requirements as required by Subsection 17.160.110(C).

2. Type III applications shall be accompanied by the required fee.

3. Type III applications are subject to the completeness review procedures set forth in Subsections 17.160.110(D) and (E).

E. Notice of Public Hearing. Public notice is required for all Type III applications. This notice invites affected parties to participate by providing area property owners and other interested parties with an opportunity to submit written and oral comments on the application before and during the public hearing.

1. After the application has been deemed complete under Subsection 17.160.110.E, the Planning Department shall mail a written notice of the public hearing to the following parties:

a. The applicant(s) and/or authorized representative and all owners or contract purchasers of record of the property that is the subject of the application;

b. Owners of record of properties within 300 feet of the perimeter property line of the property or properties subject to the application plus any properties abutting proposed off-site improvements, using the most recent property tax assessment roll of the Columbia County Assessor’s office to determine the property owner(s) of record;

c. All property owners of record within 250 feet of the applicant’s property when the applicant’s property is outside of the urban growth boundary and not within a farm or forest zone;

d. All property owners of record within 750 feet of the applicant’s property when the applicant’s property is within a farm or forest zone;

e. Any government agency or utility whose property, services or facilities may be affected by the decision. The reviewing Planning Department staff shall determine the extent of notice to public agencies or utilities based on perceived interest or impact; noticed agencies may include:

i. Columbia County Land Development Services;

ii. Columbia County Road Department;

iii. Oregon Department of Transportation (ODOT);

iv. ODOT Rail Division;

v. Portland & Western Railroad;

vi. Scappoose Rural Fire Protection District;

vii. Port of Columbia County;

viii. Oregon Department of Aviation;

ix. Scappoose School District;

x. Scappoose Drainage Improvement Company; or

xi. Any other affected agencies as identified by the Planner

f. Acknowledged neighborhood planning organizations, if active;

g. The owner of an airport, subject to ORS 227.175

h. Any person who requests, in writing.

2. Unless otherwise exempted by state rules or statutes, at least 35 days before the initial hearing on adoption of any proposal to amend the comprehensive plan map, zoning map, or land use regulations, notice shall be sent to the Department of Land Conservation and Development;

3. If the only access to a proposed development is a highway to railway crossing, notice shall be provided to the applicable road authority or the rail authority and rail owner, in accordance with ORS 197.794;

4. Notice by first class mail of a hearing on a proposed zone change that includes all or part of a mobile home or a manufactured home park shall be given to tenants of that mobile home or manufactured home park at least twenty days but no more than forty days prior to the first hearing; and

5. Measure 56 Notice. Notice of the first public hearing on a Type III application shall be mailed to each owner of record of property within the city if the application would result in a rezone of the owner of record's property, or, in the Planning Director's opinion, would limit or prohibit uses previously allowed on the property. The notice shall be mailed at least 20 but no more than 40 days before the public hearing. To send this notice, the planning department shall use the most recent property tax assessment roll of the Columbia County Tax Assessor's office to determine the property owner(s) of record. The notice of public hearing on a Type III application shall include the information set forth in ORS 227.186(5).

6. The written notice of the public hearing on the pending application shall be mailed a minimum of 20 days prior to the hearing, or if two or more hearings are scheduled, 10 days prior to the first hearing and shall include the following information:

a. The review authority for the application and the date, time, and place of the hearing;

b. The case file number for the application, and the name and address of the applicant or the applicant's representative;

c. An explanation of the nature of the proposed use or development and the specific approvals requested;

d. A vicinity map and description of the subject site reasonably sufficient to inform the reader of its location, including Assessor's Tax Map, Tax Lot number, and site address if available;

e. A list of the applicable approval criteria;

f. The location and hours where copies of the application and all evidence and documents submitted by or on behalf of the applicant are available for review, and a statement that copies thereof can be obtained at reasonable cost;

g. A statement that the staff report will be available for inspection at no cost at least 7 days prior to the hearing, and that copies will be provided at reasonable cost;

h. The name and telephone number of the City representative to contact about the application;

i. A brief summary of the decision-making process for the application;

j. A general explanation of the requirements to submit testimony and the procedure for conducting public hearings;

k. A statement that all interested persons may appear and provide testimony at the public hearing, and that only those participating at the hearing, or in writing, are entitled to appeal; and

l. A statement that failure to raise an issue in the hearing or during the comment period, in person or by letter, or failure to provide sufficient specific detail to give the decision maker or hearing body an opportunity to respond to the issue, precludes appeal to the land use board of appeals on that issue. Issues shall be raised with sufficient specificity to enable the decision maker to respond to the issue; and

m. A statement that comments received after the close of the public comment period will not be considered.

4. An affidavit of mailing of the public notice, including the notice, the mailing date and a list of parties to whom the notice was mailed, shall be prepared and made a part of the case file.

F. At least fourteen days prior to the date of the hearing, the applicant shall post the subject property with signs displaying notice of the pending hearing. One sign shall be required for each three hundred feet, or part thereof, of frontage of the subject property on any street. The content, design, size and location of the signs shall be as determined by the city to assure that the information is legible from the public right-of-way. As a precondition to a hearing, the applicant shall file an affidavit of such posting with the planner no less than ten days prior to the hearing.

G. Decision Authority. Table 17.160.020-1 identifies the decision authority for each Type III application.

H. Public Hearing Procedure. The public hearing shall be conducted in accordance with the requirements and procedures in Section 17.160.160.

I. Notice of Decision.

1. Following a decision on the application, a Notice of Decision shall be prepared in writing and signed by the Planning Director or designee.

2. The Notice of Decision shall be mailed to the applicant and to any person who submitted written comments or verbal testimony within 7 days of the date of the decision. The decision is final for purposes of appeal on the date the notice is mailed. Failure of any person to receive mailed notice shall not invalidate the decision, provided that a good faith effort was made to mail the notice. In addition, Notice of the Decision shall be made available to members of City Council.

3. The Notice of Decision shall contain the following information:

a. A summary of the Decision and a list of any conditions of approval;

b. A list of the applicable approval criteria;

b. A statement or summary of the facts which the Review Authority relied upon to determine whether the application satisfied or failed to satisfy the applicable approval criteria; and to justify any conditions of approval. The Review Authority may adopt or incorporate by reference a staff report or written findings prepared by any party to the proceedings into the Notice of Decision to satisfy this requirement.

c. A description of the subject site reasonably sufficient to inform the reader of its location, including Assessor's Tax Map, Tax Lot number, and site address, if available;

d. A statement that the Decision of the review authority is final unless appealed as provided in Section 17.160.180;

e. The requirements for filing an appeal of the Decision, including a statement of the date and time by which an appeal must be filed; and

f. A statement noting that only those persons who submitted written comments or verbal testimony are entitled to appeal the Decision.

J. Appeal.

1. The review authority for an appeal of a Type III application is identified in Table 17.160.020-1. Only the applicant or persons who submitted written comments or verbal testimony at the public hearing before the Review Authority have standing to appeal.

2. The appeal shall follow the requirements and procedures in Section 17.160.180.

3. The decision of the review authority on the appeal shall be the final decision of the City. Any further appeal shall be made to the Land Use Board of Appeals (LUBA), as applicable.

17.160.060 Type IV Procedure.

A. General Description. Type IV procedures apply to "legislative" matters. Legislative decisions are made by an elected or appointed Review Authority and involve the adoption or amendment of policy by ordinance. Legislative decisions may also apply to applications involving a large geographic area

containing many properties. A final decision to approve or deny a legislative matter is not required. Type IV procedures require general and mailed public notice, as applicable, and 2 public hearings.

B. When Applicable. Table 17.160.020-1 identifies Type IV applications. Applications not listed in Table 17.160.020-1 may be identified as Type IV by the Planning Director based on the General Description in this section.

C. Pre-Application Conference. Pre-application conferences are required for Type IV applications.

D. Application Requirements.

1. Type IV applications shall be submitted on forms provided by the Planning Department. The application forms shall list applicable submittal requirements as required by Subsection 17.160.110(C).

2. Type IV applications shall be accompanied by the required fee.

3. Type IV applications are not subject to the completeness review procedures set forth in Subsections 17.160.110(D) and (E).

E. Mailed Notice of Public Hearing. Public notice is required for all Type IV applications. This notice invites affected parties to participate by providing area property owners and other interested parties with an opportunity to submit written and oral comments on the application before and during the public hearing.

1. Notice to DLCD. Notice of the public hearing on a Type IV application shall be provided to DLCD at least 35 days prior to the initial hearing in compliance with applicable State law and administrative rules. A copy of the DLCD notice, including the date notice was provided, shall be made part of the case file.

2. Measure 56 Notice. Notice of the first public hearing on a Type IV application shall be mailed to each owner of record of property within the City if the proposed amendment would result in the rezone of the owner of record's property, or, in the Planning Director's opinion, limit or prohibit uses previously allowed on the property. The notice shall be mailed at least 20 but no more than 40 days before the public hearing. To send this notice, the Planning Department shall use the most recent property tax assessment roll of the Columbia County Tax Assessor's office to determine the property owner(s) of record. The notice of the public hearing on a proposed Type IV application shall include the information set forth in ORS 227.186(5).

3. Notice by first class mail of a hearing on a proposed comprehensive plan map amendment that includes all or part of a mobile home or a manufactured home park shall be given to tenants of that mobile home or manufactured home park at least twenty (20) days but no more than forty (40) days prior to the first hearing.

4. At least 20 days prior to the scheduled hearing date, or if two or more hearings are scheduled, 10 days prior to the first hearing, notice shall be sent to:

a. The applicant;

b. Any affected government agency;

c. The owner of an airport, subject to ORS 227.175;

d. Any affected recognized neighborhood planning organization; and

e. Any person who requests notice in writing.

5. The written notice shall include the following information, as applicable:

a. The review authority for the application and the date, time, and place of the hearing;

b. The case file number for the application, and the name and address of the applicant or the applicant's representative;

c. An explanation of the nature of the proposed use or development and the specific approvals requested;

d. A vicinity map and description of the subject site reasonably sufficient to inform the reader of its location, including Assessor's Tax Map, Tax Lot number, and site address if available;

e. A list of the applicable criteria from the ordinances and comprehensive plan that apply to the application;

f. The location and hours where copies of the application and all evidence and documents submitted by or on behalf of the applicant are available for review, and a statement that copies thereof can be obtained at reasonable cost;

g. A statement that the staff report will be available for inspection at no cost at least 7 days prior to the hearing, and that copies will be provided at reasonable cost;

h. The name and telephone number of the City representative to contact about the application;

i. A brief summary of the decision-making process for the application;

j. A general explanation of the requirements to submit testimony and the procedure for conducting public hearings;

k. A statement that all interested persons may appear and provide testimony at the public hearing, and that only those participating at the hearing, or in writing, are entitled to appeal; and

l. A statement that failure to raise an issue in the hearing or during the comment period, in person or by letter, or failure to provide sufficient specific detail to give the decision maker or hearing body an opportunity to respond to the issue, precludes appeal to the land use board of appeals on that issue. Issues shall be raised with sufficient specificity to enable the decision maker to respond to the issue; and

m. A statement that comments received after the close of the public comment period will not be considered.

6. An affidavit of mailing of the public notice, including the notice, the mailing date and a list of parties to whom the notice was mailed, shall be prepared and made a part of the case file.

F. Published Notice of Public Hearing. Notice of the public hearing for Type IV applications shall be published in a newspaper of general circulation in the City, at least 10 days but not more than 21 days

before any public hearing. The newspaper's affidavit of publication of the notice shall be included in the case file. Notice may be given for both the Planning Commission and Council hearings in one consolidated notice. Any such notice shall contain:

1. A summary of the application.

2. The time, date and place of the hearing.

3. The location(s) at which copies of the application summary may be obtained.

4. A statement that all interested persons may appear and provide testimony or submit comments in writing, and that only those persons who appear or submit written testimony may appeal the determination of the decision authority.

5. A general explanation of the requirements for submission of testimony and the procedure for conduct of the hearing.

G. Public Hearing Procedure. The Planning Commission shall conduct a public hearing on a Type IV application pursuant to the public hearing requirements and procedures in Section 17.160.160. In addition to the public hearing held by the Planning Commission, the City Council shall conduct a public hearing on a Type IV application.

H. Recommendation Authority.

Following receipt of testimony and deliberation at the public hearing, the Planning Commission shall provide a recommendation to the City Council for all Type IV applications. The Planning Commission may recommend that the City Council reject or adopt the amendments with or without certain changes. The Planning Commission's recommendation shall include findings supporting the recommendation, based on public testimony and the amendment's satisfaction or failure to satisfy the applicable criteria.

I. Decision Authority.

Upon receiving the Planning Commission's recommendation, the City Council shall hold its own evidentiary public hearing. The City Council may reject, approve, approve with amendments, conditions, or changes, or deny any Type IV application. The hearing shall be conducted pursuant to the public hearing requirements and procedures in Section 17.160.160.

J. Notice of Decision.

1. Not more than 5 days after the date the City Council rejects, approves or denies a Type IV application, the Planning Director shall provide Notice to DLCD on the forms provided by that Department.

2. Not more than 7 days after the date the City Council rejects, approves or denies a Type IV application, the Director shall mail a Notice of Decision to persons who appeared orally or in writing before either the Planning Commission or the City Council. The City Council's decision is final for purposes of appeal on the date the notice is mailed.

K. Appeal. The final decision of the City Council to approve or deny a Type IV amendment may be appealed to the Land Use Board of Appeals (LUBA) only when such appeal is authorized under applicable State law.

17.160.070 Initiation of an Application

A. A Type I or II application may be initiated by either the owner or the contract purchaser of the subject property, or any person authorized in writing to act as agent of the owner or contract purchaser.

B. A Type III or IV application may be initiated by City Council Resolution, Planning Commission Resolution, the Planning Director, a recognized neighborhood planning organization or city advisory board or commission, the owner or contract purchaser of the subject property, or any person authorized in writing to act as agent of the owner or contract purchaser.

17.160.080 Withdrawal of an Application.

A. An applicant may withdraw an application at any time prior to adoption of a final city decision if the Planning Director determines that:

1. The property owners or contract purchasers have consented in writing to withdraw the application; and

2. The application is not intended to correct an identified Scappoose Development Code violation on the subject property which would remain unresolved were the application withdrawn.

B. The Planning Director may withdraw a City-initiated application at any time.

C. If a Type II or Type III application is withdrawn after the required public notice has been mailed, the Planning Director shall send a written notice of the application's withdrawal to all parties who were sent the original public notice.

D. If a Type III or IV application is withdrawn within 5 days of the scheduled public hearing, written notice shall not be mailed. Instead, the withdrawal shall be posted on the City's website and at the public hearing venue, and the Review Authority shall announce at the beginning of the meeting that the application has been withdrawn.

17.160.090 Pre-Application Conference

A. Purpose. The purposes of pre-application conferences are:

1. To acquaint the applicant or representative with the requirements of this Code, including relevant approval criteria, standards and procedures;

2. To advise the applicant or representative of previous land use applications or earlier issues associated with the site; and

3. To provide opportunity for the applicant and City staff to identify and resolve potential concerns at the earliest opportunity in the development process.

B. Pre-application conferences are strongly advised for all applications and are required for Type III and Type IV applications, unless waived in writing by the applicant.

C. Pre-application conferences are intended to be advisory only and are specifically not intended to be an exhaustive review of all potential issues. Participation in a pre-application conference does not absolve an applicant of any responsibility for legal or technical due diligence investigation.

D. Participation in a pre-application conference does not bind the City to provision of any level of service or approval, nor does it preclude the City from enforcing all applicable regulations or from applying regulations differently than may have been indicated at the pre-application conference.

E. Pre-Application Conference Guidelines.

1. Applicants should provide any available plans for the proposed development, including but not limited to: intended Uses; site plans; building elevations; site circulation plans; preliminary infrastructure plans; and phasing plans if applicable. Any plans provided to the City before, during, or after during the pre-application conference may be considered public information.

2. The Planning Director or the Director's designee should coordinate attendance by City staff responsible for development review, infrastructure and building construction requirements, and natural or cultural resource protection, as applicable.

3. Pre-application conferences are not open to the general public.

4. At the pre-application conference, the Planning Department shall:

a. Identify the applicable comprehensive plan policies and map designation;

b. Identify the applicable substantive and procedural ordinance provisions;

c. Provide technical data and assistance which will aid the applicant as provided by the City Engineer or Public Works Director;

d. Identify other policies or regulations that relate to the application;

e. Identify other opportunities or constraints that relate to the application.

5. The City shall provide a written pre-application conference memo. The purpose of the memo is to provide a list of the substantive criteria that will require a narrative response and to provide a preliminary assessment of a proposal, which shall not to be construed as a final recommendation by the City or by any other outside agency or service provider, on the merits of the proposal.

6. The applicant or the City may request additional pre-application conferences to identify and address issues arising from preparation of more detailed development plans, or to discuss concerns arising since the earlier conference.

7. Failure of the City to provide any of the information required by this chapter shall not constitute a waiver of the standards, criteria or requirements of the applications. The City is not liable for any incorrect information provided in a pre-application conference.

F. Pre-Application Conference Validity Period.

1. If an application for a proposed development action is not submitted within 6 months of a pre-application conference on that development, or if the applicant chooses to modify a proposed development in such a way that additional Code sections may be applicable, the applicant should schedule a new pre-application conference.

2. Participation in a pre-application conference does not vest an application against amendments to this Code made after the pre-application conference but prior to the submittal of the application under Section 17.160.110.

17.160.110 Application Submittal and Completeness Review

A. Application Forms and Checklists.

1. Forms for the submittal of all land use applications shall be available from the Planning Department.

2. Land use applications shall include checklists or information sheets detailing specific information and plans to be contained in that application, including document formats and number of copies.

B. Fees. A fee schedule for land use applications and other Planning Department services provided by the City shall be set by resolution of the City Council. Required fees shall be paid at the time of application submittal.

C. Application Submittal. Land use applications or permits required under this Code shall be submitted on the appropriate forms from the Planning Department. Submittal of a land use application on the appropriate form, signed by the property owner or owner's agent, is a requirement of this Code.

D. Application Materials. All of the following items must be submitted to initiate the 30 day completeness review of the application. All information supplied on the application form and accompanying the application shall be complete and correct as to the applicable facts:

1. Completed application form, including the signature of the property owner or owner's agent;

2. Payment in full of the appropriate land use application or permit fee(s), based on the fee schedule in effect on the date of application submittal;

3. A written narrative listing the criteria and development standards applicable and relevant to the application and stating the evidence demonstrating the application's compliance with the each criterion and standard. If compliance with a criterion or standard is stated to be demonstrated in a plan, drawing, or technical study in the application, the citation in the narrative to the demonstration must be sufficiently specific to allow convenient reference;

4. Required plans and drawings for the particular type of application as noted on the application checklist. Such plans generally include, but are not limited to, the following:

a. Existing site conditions plan,

b. Site development plan, showing building footprints and on-site circulation,

c. Building elevations and floor plan(s),

d. Landscaping and fencing plan,

e. Lighting plan,

f. Grading and erosion control plan, and

g. On-site and adjacent infrastructure plan;

5. Required technical reports for the particular type of application as noted on the application checklist (e.g., transportation study, floodplain or wetland delineation, stormwater report, etc.). Minimum specifications for transportation studies are listed in Section 17.154.030.S. The Planning Department shall make every effort to advise the applicant of required technical reports at a pre-application conference;

6. If expedited review is requested pursuant to Subsection 17.160.110(E)(8), a copy of the restrictive covenant appurtenant that requires each dwelling unit within the development to meet the definition of affordable housing under ORS 197A.470(1)(a);

7. After the submittal of an application, the Planning Director may require an applicant to submit additional technical reports upon a determination by the Director that:

a. The scale of the development would likely require traffic safety and other public facility or development site improvements,

b. The proposal could have significant adverse impacts on Goal 5 resources identified by the Comprehensive Plan,

c. The proposal would be located on, or could have significant adverse impacts upon natural hazard areas identified by the Comprehensive Plan, or

d. The proposal would likely result in significant adverse impacts with respect to noise, toxic or noxious matter, vibrations, odors, heat, glare, air pollution, wastes or other objectionable effects within the development site or immediate surrounding areas;

8. Upon written request by the applicant prior to application submittal, the Planning Director may waive non-jurisdictional application submittal requirements that in the Director's opinion are not necessary to document the application's compliance with applicable and relevant criteria and development standards. The Director may also modify application requirements based on the nature of the proposed application, development, site, or other factors. Any such waiver must be specifically approved by the Planning Director in writing prior to submittal.

E. Determination of Completeness and Commencement of Review.

1. To be deemed complete, an application must include all materials, information and fees listed in Subsections 17.160.110(D)(1) through (7), unless a specific waiver has been granted by the Planning Director under Subsection 17.160.110(D)(8).

2. The Planning Department shall review the application submittal and advise the applicant in writing whether the application is complete or incomplete within 30 days after the City receives the submittal.

3. If the application is deemed complete, the completeness notice shall advise the applicant of the commencement of application review and the date of the public hearing if required by the particular application.

4. Determination that an application is complete indicates only that the application is ready for review on its merits, not that the City will make a favorable decision on the application.

5. If an application was complete when first submitted, approval or denial of the application shall be based on the Code standards and criteria that were in effect at the time the application was first submitted.

6. Pursuant to ORS 227.178, the City will reach a final decision on an application within the shortest applicable period of the following periods, all of which begin on the date that the application is deemed complete, unless the applicant agrees to extend the 120 day time line, or unless State law provides otherwise:

a. 120 days;

b. 100 days, for an application for the development of affordable housing as provided in ORS 197A.470 and upon the applicant's request; or

c. 63 days, for an expedited land division.

7. Pursuant to ORS 227.178, the timelines provided in Subsection 6 of this Section may be extended at the written request of the applicant. The total of all extensions may not exceed 245 days beyond the first extension, or 365 days from the date the application was deemed complete.

F. Determination of Incompleteness.

1. If an application is determined to be incomplete, that determination shall be based solely on failure to pay required fees, failure of the applicant's narrative to address the relevant approval criteria or development standards, or failure to supply the required information listed on the application checklist.

2. If an application is deemed incomplete, the incompleteness notice shall list what information is missing and allow the applicant to submit the missing information. The incompleteness notice shall also include a statement to the applicant of the need to indicate to the Planning Director whether or not the applicant intends to amend or supplement the application.

3. If an application is deemed incomplete upon initial submittal, it shall be deemed complete for purposes of this section when the City receives the following:

a. All of the missing information listed in the completeness notice; or

b. Some of the missing information, together with written notice from the applicant that no other information will be provided; and a request to proceed with review of the application; or

c. Written notice from the applicant that none of the missing information will be provided, and a request to proceed with review of the application.

4. If the applicant submits the additional information within 180 days of the date the application was first submitted, approval or denial of the application shall be based on the Code standards and criteria that were in effect at the time the application was first submitted.

5. The City shall notify the applicant when the application is deemed complete.

6. The application will be deemed void if it has been on file with the City for more than 180 days and the applicant has not submitted, pursuant to paragraph 3 above, some or all of the required additional information and/or a request to proceed with application review.

17.160.120 Conditions of Approval

A. Imposition of Conditions. The Review Authority may impose conditions on approvals of any Type I, II, III or IV land use applications, or on approvals of expedited land division applications. The conditions of approval are to ensure that the proposal complies with the relevant approval criteria and the relevant standards of this Code, master plans, and adopted design standards, and to mitigate the impacts of the development.

B. All conditions imposed by the approval authority must have a clear nexus with the development's impacts. Certain conditions must also be proportional to the development's impacts if the conditions affect interests in real property.

C. Assurance of Compliance with Conditions. The City may require the applicant to provide a bond, cash deposit, or other security in an amount sufficient to ensure compliance with a condition of approval, and in a form acceptable to the City. The applicant shall post such security prior to the issuance of the appropriate construction permit. The City may also require an applicant to sign or accept a legal and enforceable covenant, contract, dedication, easement, performance guarantee, or other document, which shall be approved in form by the City Attorney.

D. Violation of Conditions of Approval. The applicant shall fulfill conditions of approval within the time limit set forth in the decision or, if no time limit is set forth, within one year from the date the decision is issued. Failure to fulfill any conditions of approval within the time limit provided shall constitute a violation of this Code and the approval will be subject to code enforcement proceedings. Enforcement proceedings may include revocation of the approval.

17.160.130 Effective Date of Decision

A. Land use action and permit decisions shall become effective the day after the appeal period expires if no appeal is filed. For purposes of this section, Type IV legislative amendments are not considered a land use action or a permit.

B. If an appeal is filed on a land use action or permit decision, the decision shall become final and effective upon the date of the written decision of the final local appeal body.

C. Each land use action or permit shall specify the approval granted or development authorized and shall be subject to the standards and conditions set forth in this Code, together with any conditions imposed by the Review Authority, excepting only those variances or exceptions authorized by the review authority.

D. Type IV legislative actions shall become effective on the date specified in the adopting ordinance.

17.160.140 Expiration and Extension of Approval

A. Expiration of approval time periods shall be as stated within each relevant chapter of this Code for the various application types.

B. The process and criteria for extension of approval shall be as stated within each relevant chapter of this Code for the various application types.

17.160.160 Public Hearings

A. Purpose. The purposes of this section are:

1. To describe rules of conduct, order of proceedings, and action required for legislative and quasi-judicial hearings; and

2. To provide clear and consistent rules to ensure the legal rights of individual property owners and the general public are protected.

B. Applicability. The provisions of this section shall apply to all proceedings on land use applications requiring public hearings under the procedures of this chapter.

C. Responsibilities of the Planning Director for Public Hearings. For all land use applications requiring public hearings, the Planning Director shall:

1. Schedule the land use application for review and public hearing before the appropriate review authority as required by Table 17.160.020-1;

2. Provide public notice of the public hearing or appeal hearing as provided in Subsections 17.160.050(E) and (F); 17.160.060(E) and (F); or 17.160.180(E);

3. Prepare and make available to the public at least 7 days prior to the public hearing a staff report summarizing the proposal, the relevant criteria and issues, and any comments received prior to the public hearing;

4. Mail notice of the decision to those entitled to such notice as specified for the particular application procedure type;

5. Maintain a record of the proceedings; and

6. Prepare minutes of the proceedings, including the decision on the matter heard.

D. Provision of Public Notice. Notice of public hearings issued by mail, by site posting, and/or by publication in a newspaper of general circulation in the City shall be provided for Type II, III, or IV applications or appeals as specified in the applicable section of this Code, based on the procedure type.

E. Compliance with Notice Requirements.

1. Mailed notice shall be deemed to have been provided upon the date the notice is deposited in the mail or personally delivered, whichever occurs first. Failure of the addressee to receive such notice shall not invalidate the proceedings if it can be demonstrated by affidavit that such notice was given.

2. Published notice shall be deemed to have been provided on the date when the notice appears within a newspaper of general circulation within the City of Scappoose.

F. Hearings Procedure.

1. Authority. Unless otherwise provided in this title or other ordinances adopted by Council, the presiding officer of the Planning Commission and of the Council shall have the authority to:

a. Regulate the course, sequence and decorum of the hearing;

b. Dispose of procedural requirements or similar matters;

c. Impose reasonable limitations on the number of witnesses heard and set reasonable time limits for oral presentation and rebuttal testimony; and

d. Take such other appropriate action for conduct commensurate with the nature of the hearing.

2. Review Authority Disclosures. Prior to the beginning of a public hearing, the Review Authority members shall disclose any ex-parte contacts, biases or conflicts of interest.

a. Review Authority members shall disclose the substance of any significant pre-hearing ex-parte contacts regarding the application as early as reasonably possible during the public hearing on the application, so that persons wishing to participate in the hearing have an opportunity to respond. The member shall state whether the contact has impaired his/her impartiality or ability to vote on the matter and shall participate or abstain accordingly.

b. A member of the Review Authority shall not participate in any proceeding or action in which the member has an actual conflict of interest as defined in State law. Any actual or potential conflicts of interest shall be disclosed at the meeting of the Review Authority where the action is being taken.

c. If a Review Authority member experiences any potential conflict of interest or any action that may reasonably be considered to bias the Review Authority member, such member shall state for the record the nature of their involvement or contacts, and shall either:

i. State that they are not prejudiced by the involvement or contacts and will participate and vote on the matter; or

ii. State that they are prejudiced by the involvement or contact and will withdraw from participation in the matter.

G. Hearings Process. Unless otherwise provided in this title or other ordinances adopted by Council, the presiding officer of the Planning Commission and of the Council shall conduct the hearing as follows:

1. Opening statement: announce the nature and purpose of the hearing and summarize the rules of conducting the hearing, and if the proceeding is an initial evidentiary hearing before the Planning Commission or the City Council, make a statement that:

a. Lists the applicable substantive criteria;

b. States that testimony and evidence must be directed toward the criteria described in (1)(a) of this subsection, or to the other criteria in the comprehensive plan or the title which they apply to the decision;

c. States that failure to raise an issue with sufficient specificity to afford the decision-maker and the parties an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals on that issue.

2. Recognize parties;

3. Presentations:

a. Request the Planner to present the staff report, to explain any graphic or pictorial displays which are part of the report, summarize the findings, recommendations and conditions, if any, and to provide such other information as may be requested by the approval authority;

b. Allow the applicant or a representative of the applicant to be heard;

c. Allow parties or witnesses in favor of the applicant's proposal to be heard;

d. Allow parties or witnesses in opposition to the applicant's proposal to be heard;

e. Upon failure of any party to appear, the approval authority shall take into consideration written material submitted by such party;

f. Allow the parties in favor of the proposal to offer rebuttal evidence and testimony limited to rebuttal of points raised.

4. Either:

a. Make a decision pursuant to Section 17.160.160(L), or

b. Continue the hearing to gather additional evidence, consider the application fully, or to give notice to additional people. Unless otherwise provided by the approval authority, no additional notice need be given of a continued hearing if the matter is continued to a date, time and place certain.

H. Rules. Unless otherwise provided in this title or other ordinances adopted by the council, the following rules shall apply to the general conduct of the hearing:

a. The approval authority may ask questions at any time before the close of the hearing, and the answers shall be limited to the substance of the question;

b. Parties or the planner must receive approval from the approval authority to submit questions directly to other parties or witnesses or the planner;

c. A reasonable amount of time shall be given to persons to respond to questions;

d. No person shall testify without first receiving recognition from the approval authority and stating their full name and City for the record; and

e. Audience demonstrations such as applause, cheering and display of signs, or other conduct disruptive of the hearing shall not be permitted. Any such conduct may be cause for immediate suspension of the hearing or removal of persons responsible; and

f. No person shall be disorderly, abusive or disruptive of the orderly conduct of the hearing.

I. Record May Remain Open.

1. Unless there is a continuance in accordance with Section 17.160.160(G)(4)(b) prior to the conclusion of the initial evidentiary hearing, the record shall remain open for new evidence for at least 7 days at the request of any participant at the hearing before the Planning Commission or the City Council, if the request is made prior to the conclusion of such hearing.

2. When the record is left open to admit new evidence, testimony, or criteria for decision-making, any person may raise new issues which relate to that material.

3. The applicant is permitted 7 days after the record is closed to all other parties to submit final written arguments in support of the application. The applicant's final submittal shall be considered part of the record but shall not include any new evidence. The applicant may waive the right to submit a final written argument.

J. Evidence.

1. All evidence offered and not objected to may be received unless excluded by the approval authority on its own motion.

2. Evidence received at any public hearing shall be of a quality that reasonable persons rely upon in the conduct of their everyday affairs.

3. No person shall present irrelevant, immaterial or unduly repetitious testimony or evidence.

4. Evidence shall be received and notice may be taken of those facts in a manner similar to that provided for in contested cases before state administrative agencies pursuant to ORS 183.450, except as otherwise provided for in this title.

5. The approval authority may reject and decline to consider evidence that is irrelevant or not filed in a timely matter.

K. Burden of Proof. The applicant shall bear the burden of proof that the proposal complies with all applicable approval criteria and development standards.

L. Decision Process. All decisions made pursuant to this Chapter shall:

1. Be based on proof from the applicant that the application fully complies with:

a. Applicable policies of the Comprehensive Plan; and

b. The relevant approval standards found in the applicable chapter(s) of this title, the Public Works Design Standards, and other applicable implementing ordinances.

2. Be written in a final decision. Consideration may also be given to:

a. Proof of a substantial change in circumstances of a mistake in the Comprehensive Plan or zoning map as it relates to the property which is the subject of the development application; and

b. Factual or oral testimony or written statements from the parties, other persons and other governmental agencies relevant to the existing conditions, other applicable standards and criteria, or possible negative or positive attributes of the proposal.

3. In all cases, the decision shall include a statement in a form addressing the Planner's staff report.

4. The approval authority may:

a. Adopt findings and conclusions contained in the staff report;

b. Adopt findings and conclusions of a lower approval authority;

c. Adopt its own findings and conclusions; or

d. Adopt findings and conclusions submitted by any party provided all parties have had an opportunity to review the findings and comment on the same.

M. Action by Review Authority Following Public Hearing.

1. An action of the Review Authority on a land use application or appeal may be to:

a. Approve the application as submitted or uphold the appeal;

b. Approve the application with conditions or uphold the appeal with conditions;

c. Approve the application with modified conditions or approve the appeal with modified conditions; or

d. Deny the application or the appeal.

e. For Type IV decisions, reject the application without making a decision.

2. Findings in support of any decision shall be made in accordance with this Code and with applicable State law.

3. An affirmative vote by a majority of the qualified voting members of the approval authority who are present is required in order to render a decision.

4. Notwithstanding Section 17.160.160(F)(2), no member of an approval authority having a financial interest in the outcome of an application shall take part in proceedings on that application; provided, however, with respect to the Council only, a member may vote upon a finding of necessity, which shall be placed on the record by the presiding officer.

5. In an appeal, if there is a tie vote, the decision that is the subject of appeal shall stand.

N. Record.

1. Absent mechanical failure or inadvertent error, a verbatim written or mechanical record of the hearing shall be made. In addition, written minutes accurately citing the statements of the participants shall be taken. Such minutes may substitute for a verbatim record in the event of mechanical failure or inadvertent error.

2. An interested party may request a verbatim transcript of the recorded proceedings before the Planning Commission on the matter. Requests for transcripts shall be accompanied by a deposit separate from the appeal fee, as specified in the adopted fee schedule. The City shall maintain an accurate record of the costs of the transcript preparation, and any unexpended portion of the deposit or additional amount due shall be refunded to or payable by the interested party.

3. The record shall include:

a. All materials, pleadings, memoranda, stipulations and motions submitted by any party to the proceeding and recorded or considered by the approval authority as evidence;

b. All materials submitted by the Planner to the approval authority with respect to the application, including in the case of an appeal of a Planning Director’s decision;

c. The transcript of the hearing, if requested by the Council or a party, or the minutes of the hearing, or other evidence of the proceedings before the approval authority;

d. The written findings, conclusions, decision and, if any, conditions of approval of the approval authority;

e. All correspondence relating to the application; and

f. A copy of all required notices, accompanying affidavits and list of persons who were sent mailed notice.

17.160.170 Procedure on Cases Remanded from LUBA.

A. When a case is voluntarily or involuntarily remanded to the city from the Land Use Board of Appeals (LUBA), upon receipt of the remand opinion, appropriate staff from within the City Planning Department shall promptly meet to discuss the following.

1. The recommended appropriate decision maker on remand;

2. Whether to recommend consideration of the case in whole or in part;

3. Whether to recommend holding a hearing on remand;

4. Whether the hearing, if held, should be on the record or de novo;

5. Whether to recommend accepting and considering new evidence and testimony; and

6. Any other procedural questions that staff considers necessary and appropriate.

B. Council may, in its discretion, formally adopt staff recommendations regarding the appropriate procedure for a remand or may otherwise direct staff regarding its preferred procedure on remand.

C. If requested by the applicant, City of Scappoose decisions remanded from LUBA shall be heard and decided within the time frame required by State law.

D. The City may assess a fee to process a decision remanded by LUBA to the City, which shall be as stated in the fee schedule.

17.160.180 Appeals.

A. In General. Table 17.160.020-1 identifies the decision authority and appeal authority for each application type. A decision on a Type I permit may be appealed only by the applicant. A decision on a Type II or certain Type III application may be appealed as provided in Table 17.160.020-1. There is no local appeal of Type IV, and certain Type III decisions. Appeal provisions for expedited land division applications subject procedures specified in Section 17.160.025.

B. Notice of Appeal. Where the appeal authority is the City, Notices of Appeal shall be filed with the Planning Director within 15 days of the mailing date of the written Notice of Decision. In computing the length of the appeal period, the day the decision is signed shall be excluded and the last day for filing the appeal shall be included unless the last day falls on a legal holiday for the city or on a weekend, in which

case, the last day shall be the next business day. A notice of appeal must be filed no later than 3:30 p.m. on the last day of the appeal period.

At a minimum, the Notice of Appeal shall include the following items:

1. Identification of the decision being appealed, including the case file number, the Review Authority which made the decision, and the date of the Decision;

2. Documentation that the appellant was a party to the initial proceedings;

3. A detailed statement on the basis of the appeal, including which approval criteria, development standards, or conditions of approval were allegedly improperly evaluated or applied to the decision; and

4. Payment of the appropriate fee, as established by City Council resolution.

C. Failure to File Notice of Appeal. Failure to file a notice of appeal that fully complies with subsection B above, by 3:30 p.m. on the due date, with the fee specified in the Notice of Decision, shall be deemed a failure to exhaust administrative remedies. The filing of available appeals is a condition precedent to appeal to LUBA.

D. Request for Transcript. Pursuant to Subsection 17.160.160(N)(2), the appellant or any interested party may request a verbatim transcript of the recorded proceedings before the Planning Commission on the matter.

E. General Procedures Applicable to All Appeals.

1. Public Hearing Required for Appeals. Appeal hearings before the appropriate review body as specified in Table 17.160.020-1 shall be conducted in accordance with the public hearing provisions in applicable State law and in Section 17.160.160 of this Code.

2. Notice of Public Hearing on Appeal. Notices of appeal hearings shall be sent in accordance with the notification requirements for the procedure type of the application under appeal, in Subsection 17.160.040(E) for Type II applications and Subsection 17.160.050(E) for Type III applications.

3. Staff Report. At least 7 days before the date of the appeal hearing, the Director shall prepare and make available to the public a copy of the staff report regarding the appeal. A copy of the staff report and recommendation shall be provided to the appeal body, the applicant and to the appellant. Copies of the staff report shall also be provided at reasonable cost to the public upon request to the Planning Department.

4. Action of Appeal Body. At the conclusion of the hearing on the appeal, the appeal body shall take 1 of the following actions:

a. Reverse or affirm the decision under appeal at the conclusion of the initial appeal hearing, with or without conditions or changes; or

b. Continue the appeal hearing to a date, time, and location certain, which shall be announced by the presiding officer, in accordance with the requirements of this chapter. Notice of the date, time, and location certain of the continued hearing is not required to be mailed or published;

c. Continue the appeal hearing without announcing a date, time and location certain, in which case notice of the continued hearing shall be provided as was the notice for the initial hearing;

d. Provisions for continuing an appeal hearing or holding the record open as set forth in Subsection 17.160.160(I) shall apply under this Code in a manner consistent with State law.

e. Upon the written consent of the applicant to extend the 120 day limit, the appeal body may remand the matter if it is satisfied that testimony or other evidence could not have been presented or was not available at the time of the initial decision. In deciding to remand the matter, the appeal body shall consider and make findings and conclusions regarding:

i. The prejudice to parties,

ii. The convenience or availability of evidence at the time of the initial decision,

iii. The surprise to opposing parties,

iv. The date the notice was given to other parties as to an attempt to admit, or

v. The competency, relevancy and materiality of the proposed testimony or other evidence.

5. Written Decision of Appeal Body. After the public record on the appeal closes, a written decision regarding the appeal shall be prepared. The written decision shall contain the following:

a. A statement of the facts relied upon by the appeal body, which demonstrate the reasons why the decision under appeal is reversed or affirmed based on the applicable criteria and/or standards;

b. A statement of conclusions based on the findings; and

c. An explanation of the basis for any changes in the earlier decision:

i. Denial reversed to approval; with or without conditions;

ii. Approval changed to denial; or

iii. Additions, deletions or revisions to conditions of approval.

6. Mailing Notice of Decision. Following the adoption of a decision by the appeal authority, the Planning Department shall mail the signed and dated decision to the appellant, the applicant, and any other persons who appeared orally or in writing in the record of the appeal.

F. Specific Provisions for Appeal of a Type I Decision.

1. A Type I decision may be appealed only by the applicant.

2. The Director shall mail written notice of the appeal hearing to the applicant/appellant not less than 20 days prior to the appeal hearing.

3. The appeal hearing shall be "de novo," meaning new evidence and argument can be introduced in writing and/or orally.

4. The scope of the appeal hearing shall be limited to the approval criteria and/or the conditions of approval, and reasons why a finding and/or condition of approval are or are not in error as a matter of fact and/or law.

5. The decision of the designated appeal body for appeal of a Type I decision is the final City decision.

G. Specific Provisions for Appeal of a Type II Decision.

1. A Type II decision may be appealed by the applicant or any person who submitted written comments prior to the decision by the Director, pursuant to Table 17.160.020-1 and Subsection 17.160.040(H).

2. The Director shall mail written notice of the appeal hearing to the parties listed in Subsection 17.160.040(E) at least 20 days before the appeal hearing.

3. The appeal hearing shall be "de novo," meaning new evidence and argument can be introduced in writing and/or orally.

4. The decision of the designated appeal body for the appeal of a Type II decision is the final City decision.

H. Specific Provisions for Appeal of a Type III Decision.

1. A Type III decision may be appealed by the applicant or any person who participated by providing either oral or written evidence on the record leading to the decision by the Review Authority. Appeals of Type III decisions may be heard by either the City Council or by the Land Use Board of Appeals: see Table 17.160.020-1.

2. Unless a de novo hearing is requested and accepted under paragraphs 3 and 4 below, the appeal hearing of a Type III decision shall be "on the record," meaning a review of the record with the right of argument, but without submittal of new evidence. The record shall include the following information:

a. A factual report prepared by the Planning Department;

b. All exhibits, materials, pleadings, memoranda, stipulations, and motions submitted by any party and reviewed or considered in reaching the decision under review; and

c. The minutes and/or transcript (if any) of the hearing and a detailed summary of the evidence; and

d. A recommendation by the Planning Director.

3. A party to an appeal, or the Planning Director, may request that the City Council conduct a de novo hearing on the appeal. If made by the appellant, the request must be included in the Notice of Appeal pursuant to Subsection 17.160.180(B). If made by any other party including the Planning Director, the request must be made no more than 7 days after the deadline for filing the notice of appeal has expired. A request for a de novo hearing on appeal must indicate the reasons for the request without addressing the merits of the land use action.

4. A request for a de novo appeal hearing shall be decided by the City Council as a non-public hearing item. The City Council may grant the request upon findings that:

a. A de novo hearing is necessary to fully and properly evaluate a significant issue relevant to the proposed development action;

b. The substantial rights of the parties will not be significantly prejudiced; and

c. The request is not necessitated by improper or unreasonable conduct of the requesting party or by a failure to present evidence that was available at the time of the initial Type III public hearing.

5. The Director shall mail written notice of the appeal hearing to the parties listed in Subsection 17.160.050(E) at least 20 days prior to the appeal hearing. The written notice shall include the date, time and place of the public hearing, and shall specify whether the hearing on appeal will be on the record or de novo.

6. The decision of the City Council on the appeal of a Type III decision shall be the final City decision.

I. Withdrawal of an Appeal.

1. At any time before the close of an appeal hearing held by any Review Authority, any appellant may withdraw their appeal. Withdrawal of the appeal is subject to the following:

a. If requested before the hearing, the withdrawal must be submitted in writing;

b. Any unexpended portion of the appeal fee will be refunded only if requested by the appellant and the withdrawal is received before the public notice of the hearing has been sent; and

c. Where multiple people or parties sign and file a single Notice of Appeal, all the parties must consent to the withdrawal of the appeal.

2. A withdrawn appeal cannot be re-filed by any party.

3. If all appeals in a matter are withdrawn, no decision by the Review Authority is necessary.

4. If all appeals are withdrawn, the Planning Department shall issue a Notice of Appeal Withdrawal to the applicant, the appellant, and the parties listed in Subsection 17.160.050(E). The Notice of Appeal Withdrawal shall specify the new effective date of the original decision to be the date of the withdrawal of the appeal(s).

5. If all appeals are withdrawn, a decision by the review authority is not necessary.

17.160.190 Denial of an application – Re-submittal

An application which has been denied may not be resubmitted for the same or a substantially similar proposal or for the same or substantially similar action for a period of at least twelve months from the date the decision denying the application becomes final, including the resolution of all appeals, unless there is a substantial change in the facts or a change in city policy which would change the outcome.

17.160.200 Fee Waivers

A. Fees for land use applications and appeals of decisions shall be waived for a recognized neighborhood planning organization (NPO) if all of the following conditions are net:

1. The appeal or land use application must have been supported by a majority vote of NPO members at a public meeting where a quorum of NPO members was present;

2. A copy of the minutes of the NPO meeting where the appeal or land use application was initiated must be submitted with the appeal or land use application;

3. The appeal or application will be considered valid when conditions (1) and (2) of this section are met and all other filing requirements are met; and

4. The NPO chairperson or designated representative shall appear at the next available City Council meeting after the application or appeal is filed to request a waiver. The NPO shall work through the Planning Department to schedule the item on a Council agenda.

B. Council may, on its own motion, waive the land use application or appeal fee for other nonprofit organizations.

Chapter 17.160

PROCEDURES FOR DECISION MAKING--LEGISLATIVE

Sections:

17.160.010 Purpose.
17.160.020 The application process.
17.160.025 Notice requirements.
17.160.030 Staff reports.
17.160.040 Hearings procedure.
17.160.120 The standards for the decision.
17.160.130 Approval process and authority.
17.160.140 Vote required for a legislative change.
17.160.170 Reapplication.

17.160.010 Purpose.

The purpose of this chapter is to establish procedures for consideration of legislative changes to the provisions of the comprehensive plan, implementing ordinances and maps. (Ord. 634 § 1 Exh. A, 1995)

17.160.020 The application process.

A. The application process may be initiated by:

1. Resolution of the city council;

2. Resolution of the planning commission;

3. The planner;

4. A recognized neighborhood planning organization or city advisory board or commission; or

5. Application of a record owner of property or contract purchaser.

B. Any persons authorized by this title to submit an application for approval may be represented by an agent authorized in writing to make the application.

C. The application shall be made on forms provided by the planner.

D. The application shall be complete and shall:

1. Contain the information requested on the form;

2. Address the appropriate criteria in sufficient detail for review and action;

3. Be accompanied by the required fee except as follows:

a. Fees for land use applications and appeals of a land use decision shall be waived for a recognized neighborhood planning organization (NPO) if the appeal or land use application is supported by a majority vote of NPO members at a public meeting where a quorum of NPO members was present and a copy of the minutes of the NPO meeting where the appeal or land use application was initiated is submitted with the appeal or land use application.

b. The NPO chairperson or designated representative shall appear at the next available city council meeting after the application or appeal is filed to request a waiver. The NPO shall work with the planner to schedule the item on a council agenda.

c. Council may, on its own motion, waive the land use application fee or appeal fee for other Scappoose based nonprofit organizations;

4. Be accompanied by a narrative addressing the standards in Section 17.160.120.

E. An application shall be deemed incomplete unless it addresses each element required by the form and each element required by this title and is accompanied by the required fee.

F. The planner shall not accept an incomplete application.

G. The planner may require information in addition to that required by a specific provision of this title, provided the planner determines this information is needed to properly evaluate the proposed development proposal; and the need can be justified on the basis of a special or unforeseen circumstance.

H. The planner may waive the submission of information for a specific requirement provided the planner finds that specific information is not necessary to properly evaluate the application; or the planner finds that a specific approval standard is not applicable to the application.

I. Where a requirement is found by the planner to be inapplicable, the planner shall:

1. Indicate for the record and to the applicant the specific requirements found inapplicable; and

2. Advise the applicant in writing that the finding may be challenged on appeal or at the hearing or decision on the matter and may be denied by the approval authority; and

3. Cite in the staff report on the application the specific requirements found inapplicable, the reasons therefor and the specific grant of authority. (Ord. 791 § 2, 2007; Ord. 634 § 1 Exh. A, 1995)

17.160.025 Notice requirements.

A. The planning commission shall hold at least one public hearing on each application request within sixty days of receipt of a completed application.

B. The Council shall hold at least one public hearing on each application request within forty-five days of the planning commission's recommendation.

C. Notice of legislative public hearings shall be given by the planner in the following manner:

1. At least thirty-five days before the initial hearing on adoption of any proposal to amend the comprehensive plan or to adopt a new land use regulation, notice shall be sent to the Department of Land Conservation and Development;

2. At least ten days prior to the scheduled hearing date, notice shall be sent to:

a. The applicant;

b. Any affected governmental agency;

c. The affected recognized neighborhood planning organization; and

d. Any person who requests notice in writing.

3. At least seven days prior to the scheduled public hearing date, notice shall be given in a newspaper of general circulation in the city.

4. Notice may be given for both the commission and council hearings in one consolidated notice.

D. The planner shall:

1. Cause a copy of the notice and the applicable mailing list to be filed and made a part of the record; and

2. Cause a copy of the notice to be published to be filed and made part of the record. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.160.030 Staff reports.

A. The planner shall prepare a staff report which includes:

1. The facts found relevant to the proposal and found by the planner to be true;

2. Any applicable statewide planning goals and guidelines adopted under Oregon Revised Statutes Chapter 197;

3. Any federal or state statutes or rules found applicable;

4. The applicable comprehensive plan policies and map;

5. The applicable provisions of the implementing ordinances;

6. If applicable, 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;

7. An analysis relating the facts found to be true by the planner to the applicable criteria and a recommendation for approval, approval with modifications or denial and if applicable, any alternative recommendations.

B. The staff report and all case file materials shall be available seven days prior to the initial scheduled planning commission hearing.

C. Prior to the initial council hearing, the planner shall transmit the following to the council members:

1. A copy of the staff report as submitted to the commission;

2. A copy of the commission recommendation; and

3. A copy of the minutes of the commission public hearing. (Ord. 634 § 1 Exh. A, 1995)

17.160.040 Hearings procedure.

A. Unless otherwise provided in the rules of procedure adopted by the city council the presiding officer of the planning commission and of the council shall have the authority to:

1. Regulate the course, sequence and decorum of the hearing;

2. Dispose of procedural requirements or similar matters;

3. Rule on offers of proof and relevancy of evidence and testimony;

4. Impose reasonable time limits for oral presentation and rebuttal testimony; and

5. Take such other action appropriate for conduct commensurate with the nature of the hearing.

B. Unless otherwise provided in the rules of procedures adopted by the council, the presiding officer of the planning commission and of the council, shall conduct the hearing as follows:

1. Opening statement: The hearing shall be opened by a statement from the presiding officer setting forth the nature of the matter before the body, a general summary of the procedures set forth in this section, and whether the decision which will be made is a recommendation to the city council or whether it will be the final decision of the council.

2. Hearing process:

a. A presentation of the staff report and other applicable reports shall be given.

b. Presentation by applicant or representative.

c. The public shall be invited to testify.

d. Staff shall be invited to comment on testimony or evidence presented.

e. The public hearing may be continued to another hearing date to allow additional testimony or it may be closed.

f. The body's deliberation may include questions to staff, comments from the staff or inquiries directed to any person present.

g. The hearing body may make a decision on the matter, continue its deliberation, table the matter or, if the body deems it necessary or advisable, it may direct that additional hearings be held.

h. The planning commission or the council may continue any hearing and no additional notice shall be required if the matter is continued to a place, date and time certain.

C. Unless otherwise provided in the rules of procedures adopted by the council, the following rules shall apply to the general conduct of the hearing:

1. The approval authority may ask questions at any time before the close of the hearing, and the answers shall be limited to the substance of the question.

2. Parties or the planner must receive approval from the approving authority to submit questions directly to other parties or witnesses or the planner.

3. A reasonable amount of time shall be given to persons to respond to questions.

4. No person shall testify without first receiving recognition from the approval authority and stating his full name and address.

5. The approval authority may require that testimony be under oath or affirmation.

6. Audience demonstrations such as applause, cheering and display of signs, or other conduct disruptive of the hearing shall not be permitted. Any such conduct may be cause for immediate suspension of the hearing or removal of persons responsible.

7. No person shall be disorderly, abusive, or disruptive of the orderly conduct of the hearing. (Ord. 634 § 1 Exh. A, 1995)

17.160.120 The standards for the decision.

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, including compliance with Subsection C and OAR 660-012-660;

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.

C. Proposed amendments to the comprehensive plan, Title 17, or the zoning map shall be reviewed to determine whether it significantly affects a transportation facility pursuant to Section -0060 of Oregon Administrative Rule (OAR) 660-012, the Transportation Planning Rule (TPR). When 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 applicant to modify the request or mitigate the impacts in accordance with the TPR and applicable law. (Ord. 857, 2016)

17.160.130 Approval process and authority.

A. Following the public hearing, the planning commission shall formulate a recommendation to the council to approve, to approve with modifications or to deny the proposed change, or to adopt an alternative.

Within ten days of the planning commission's recommendation, the planner shall provide written notification to the council and to all persons who provided testimony.

B. Any member of the commission who voted in opposition to the recommendation by the commission on a proposed change may file a written statement of opposition with the planner prior to any council public hearing on the proposed change. The planner shall transmit a copy to each member of the council and place a copy in the record.

C. If the planning commission fails to recommend approval, approval with modification, or denial of the proposed legislative change within sixty days of its first public hearing on the proposed change, the planner shall:

1. Report the failure to approve a recommendation on the proposed change to the council; and

2. Cause notice to be given, the matter to be placed on the council's agenda, a public hearing to be held and a decision to be made by the council. No further action shall be taken by the planning commission.

D. The council shall:

1. Have the responsibility to approve, approve with modifications or deny an application for the legislative change or to remand to the planning commission for rehearing and reconsideration on all or part of an application transmitted to it under this title. The council may set conditions of approval that require conveyances and dedications of property needed for public use as a result of the development, title, plan or map amendment;

2. Consider the recommendation of the planning commission, however, it is not bound by the planning commission's recommendation; and

3. Act by ordinance on applications which are approved and shall be signed by the mayor after the council's adoption of the ordinance.

E. The approved legislative change shall take effect after adoption as specified in the enacting ordinance. (Ord. 634 § 1 Exh. A, 1995)

17.160.140 Vote required for a legislative change.

A. An affirmative vote by a majority of members of the planning commission present shall be required for a recommendation for approval, approval with modifications, or denial.

B. An affirmative vote by a majority of the members of the council present shall be required to decide any proposed change. (Ord. 634 § 1 Exh. A, 1995)

17.160.170 Reapplication.

if an application has been made and denied in accordance with the provisions set forth in this title or by action by the land use board of appeals, the land conservation and development commission, or the courts, no new application for the same or substantially similar change shall be accepted within one year from the date of the final action denying the application; except the council may re-initiate an application upon a finding that there has been a substantial change in the facts surrounding the application or a change in policy which would support the reapplication. (Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.162

PROCEDURES FOR DECISION MAKING--QUASI-JUDICIAL

Sections:

17.162.010 Purpose.
17.162.020 Application process.
17.162.021 Consolidation of proceedings.
17.162.025 Noticing requirements.
17.162.030 Contents of the notice for public hearings.
17.162.040 Failure to receive notice.
17.162.050 Time period for decision making.
17.162.090 Approval authority responsibilities.
17.162.110 Decision by the planner--No hearing required.
17.162.120 Notice of decision by the planner.
17.162.130 Hearings procedure.
17.162.140 Decision process.
17.162.150 Denial of the application--Re-submittal.
17.162.160 Record may remain open--Admission of new evidence.
17.162.170 Ex parte communications with approval authority.
17.162.180 Continuation of the hearing.
17.162.200 Evidence.
17.162.210 Judicial notice.
17.162.220 Participation in the decision--Voting.
17.162.230 Record of proceeding for public hearings.
17.162.240 Form of the final decision.
17.162.250 Notice of final decision.
17.162.260 Amending a decision by the planner.
17.162.270 Standing to appeal.
17.162.280 Computation of appeal period.
17.162.290 Determination of appropriate appeal body.
17.162.300 Type of appeal hearing--Limitations of appeal.
17.162.310 Transcripts.
17.162.320 Notice of appeal.
17.162.330 Fee waivers.

~~17.162.340 Persons entitled to notice of appeal--Type of notice.~~

~~17.162.350 Contents of notice of appeal.~~

~~17.162.360 Action on appeal.~~

~~17.162.380 Effective date of final action.~~

~~17.162.390 Revocation of approvals.~~

~~17.162.010 Purpose.~~

~~The purpose of this chapter is to establish procedures for the consideration of development applications, for the consideration of quasi-judicial comprehensive plan or zoning amendments and for appeal of quasi-judicial decisions. (Ord. 634 § 1 Exh. A, 1995)~~

~~17.162.020 Application process.~~

~~A. The applicant shall be required to meet with the planner for a pre-application conference. Such a requirement may be waived in writing by the applicant.~~

~~B. The planner will invite city staff from other departments to provide technical expertise applicable to the proposal, as necessary, as well as other public agency staff.~~

~~C. At such conference, the planner shall:~~

~~1. Cite the applicable comprehensive plan policies and map designation;~~

~~2. Cite the applicable substantive and procedural ordinance provisions;~~

~~3. Provide available technical data and assistance which will aid the applicant as provided by the public works director;~~

~~4. Identify other policies and regulations that relate to the application; and~~

~~5. Identify other opportunities or constraints that relate to the application.~~

~~D. Another preapplication conference is required if an application is submitted six months after the preapplication conference.~~

~~E. Failure of the planner to provide any of the information required by this chapter shall not constitute a waiver of the standards, criteria or requirements of the applications. Neither the city nor the planner shall be liable for any incorrect information provided in the preapplication conferences.~~

~~F. Applications for approval required under this title may be initiated by:~~

~~1. Resolution of the city council;~~

~~2. Resolution of the planning commission;~~

~~3. The planner;~~

~~4. A recognized neighborhood planning organization or city advisory board or commission; or~~

~~5. Application of a record owner of property or contract purchaser.~~

~~G. Any persons authorized by this title to submit an application for approval may be represented by an agent authorized in writing to make the application.~~

~~H. The application shall be made on forms provided by the planner.~~

~~I. The application shall:~~

~~1. Include the information requested on the application form;~~

~~2. Address appropriate criteria in sufficient detail for review and action; and~~

~~3. Be accompanied by the required fee.~~

~~J. The planner may require information in addition to that required by a specific provision of this title, provided the planner determines this information is needed to properly evaluate the proposed development proposal; and the need can be justified on the basis of a special or unforeseen circumstance.~~

~~K. The planner may waive the submission of information for a specific requirement provided the planner finds that specific information is not necessary to properly evaluate the application; or the planner finds that a specific approval standard is not applicable to the application.~~

~~L. Where a requirement is found by the planner to be inapplicable, the planner shall:~~

1. Indicate for the record and to the applicant the specific requirements found inapplicable; and

2. Advise the applicant in writing that the finding may be challenged on appeal or at the hearing or decision on the matter and may be denied by the approval authority; and

3. Cite in the staff report on the application the specific requirements found inapplicable, the reasons therefor and the specific grant of authority.

M. An application shall be deemed incomplete unless it addresses each element required to be considered under applicable provisions of this title and the application form, unless that requirement has been found inapplicable by the planner. The planner shall not accept an incomplete application.

N. If an application is incomplete, the planner shall:

1. Notify the applicant within thirty days of receipt of the application of exactly what information is missing; and

2. Allow the applicant to submit the missing information.

O. The application shall be deemed complete when the missing information is provided and at that time the one hundred twenty-day time period shall begin to run for the purposes of satisfying state law.

P. If the applicant refuses to submit the missing information, the application shall be deemed incomplete on the thirty-first day after the planner first received the application and returned to the applicant.

Q. Referrals will be sent to interested agencies such as city departments, police department, fire district, school district, utility companies, and applicable city, county, and state agencies. Affected jurisdiction and agencies could include the Department of Environmental Quality, the Oregon Department of Transportation, and Columbia County Rider. (Ord. 634 § 91 Exh. A, 1995)

17.162.021 Consolidation of proceedings.

~~A. Except as provided in subsection C of this section, whenever an applicant requests more than one approval and more than one approval authority is required to decide the applications, the proceedings shall be consolidated so that one approval authority shall decide all applications in one proceeding.~~

~~B. In such cases as stated in subsection A of this section, the hearings shall be held by the approval authority having original jurisdiction over one of the applications under Section 17.164.110, in the following order of preference: the council, the commission, or the planner.~~

~~C. Where there is a consolidation of proceedings:~~

~~1. The notice shall identify each action to be taken;~~

~~2. The decision on a plan map amendment shall precede the decision on the proposed zone change and other actions. Plan map amendments are not subject to the one hundred twenty-day decision making period prescribed by state law and such amendments may involve complex issues. Therefore, the planner shall not be required to consolidate a plan map amendment and a zone change or other permit applications requested unless the applicant requests the proceedings be consolidated and signs a waiver of the one hundred twenty-day time limit prescribed by state law for zone change and permit applications; and~~

~~3. Separate actions shall be taken on each application.~~

~~D. *Consolidated Permit Procedure.*~~

~~1. Use of the consolidated permit procedures described in this section shall be at the election of the applicant.~~

~~2. When the consolidated procedure is elected, application and fee requirements shall remain as provided by resolution approved by the council. If more than one permit is required by this title or other ordinance to be heard by the planning commission or city council, each such hearing shall be combined with any other permit also requiring such hearing. The standards applicable to each permit by this or any other ordinance shall be applied in the consolidated procedures to each application.~~

~~3. In a consolidated proceeding, the staff report and recommendation provided by the planner shall be consolidated into a single report.~~

4. All rules and ordinances of the city not in conflict with this section shall apply in a consolidated permit procedure. (Ord. 634 § 1 Exh. A, 1995)

17.162.025 Noticing requirements.

A. Notice of a pending quasi-judicial public hearing shall be given by the planner in the following manner:

1. At least twenty days prior to the scheduled hearing date, or if two or more hearings are scheduled, ten days prior to the first hearing, notice shall be sent by mail to:

a. The applicant and all owners or contract purchasers of record of the property which is the subject of the application;

b. All property owners of record or the most recent property tax assessment roll within three hundred feet of the property which is the subject of the notice plus any properties abutting proposed off-site improvements.

c. Any governmental agency or utility whose property, services or facilities may be affected by the decision. The reviewing City Staff shall determine the extent of notice to public agencies or utilities based on perceived interest or impact; noticed agencies may include:

i. Columbia County Land Development Services;

ii. Columbia County Road Department;

iii. Oregon Department of Transportation (ODOT);

iv. ODOT Rail Division;

v. Portland & Western Railroad;

vi. Scappoose Rural Fire Protection District;

vii. Port of St. Helens;

viii. Oregon Department of Aviation;

ix. Scappoose School District;

x. Columbia County Soil Conservation District;

xi. Scappoose Drainage Improvement Company; or

xii. Any other affected agencies as identified by the planner;

d. Acknowledged neighborhood planning organizations, if active;

e. Any person who requests, in writing; and

f. The appellant and all parties to an appeal.

2. At least thirty-five days before the initial hearing on adoption of any proposal to amend the comprehensive plan map or zoning map, notice shall be sent to the Department of Land Conservation and Development;

3. Notice of a hearing on a proposed zone change for a manufactured home park shall be given to tenants of that manufactured home park at least twenty days but no more than forty days prior to the hearing; and

4. The planner shall cause an affidavit of mailing of notice to be filed and made a part of the administrative record.

B. For all quasi-judicial decisions requiring a public hearing, the applicant shall post signs provided by the planner displaying notice of the pending hearing at least fourteen days prior to the date of the hearing. One sign shall be required for each three hundred feet, or part thereof, of frontage of the subject property on any street. The content, design, size and location of the signs shall be as determined by the planner to assure that the information is legible from the public right-of-way. As a precondition to a hearing, the applicant shall file an affidavit of such posting with the planner no less than ten days prior to the hearing.

C. For all quasi-judicial decisions requiring a public hearing, at least ten days prior to the hearing, notice shall be given in a newspaper of general circulation in the city. An affidavit of publication shall be made part of the administrative record. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

~~17.162.030 Contents of the notice for public hearings.~~

~~Notice given to persons entitled to mailed or published notice pursuant to Section 17.162.025 shall include the following information:~~

~~A. A description of the subject property, the street address if available, and a general location which shall include tax map designations from the county assessor's office;~~

~~B. Except for notice published in the newspaper, a map showing the location of the property;~~

~~C. An explanation of the nature of the application and the proposed use or uses which could be authorized;~~

~~D. The applicable criteria from the ordinances and comprehensive plan that apply to the application;~~

~~E. The time, place and date of the public hearing;~~

~~F. A statement that both public oral and written testimony is invited, a general explanation of the requirements for submission of evidence and the procedure for conduct of the hearing;~~

~~G. State that copies of all evidence relied upon by the applicant are available for review, and that copies can be obtained at cost;~~

~~H. A statement that all documents or evidence in the file are available for inspection at no cost, or copies at a reasonable cost;~~

~~I. A statement that a copy of the staff report will be available for inspection at no cost, or copies at reasonable cost, at least seven days prior to the hearing;~~

~~J. A statement that failure to raise an issue in the hearing or during the comment period, in person or by letter, or failure to provide sufficient specific detail to give the decision maker or hearing body an opportunity to respond to the issue, precludes appeal to the land use board of appeals on that issue. Issues shall be raised with sufficient specificity to enable the decision maker to respond to the issue. (Ord. 877, 2019; Ord. 634 § 1 Exh. A, 1995)~~

~~17.162.040 Failure to receive notice.~~

~~A. Where either the planning commission or council or both intend to hold more than one public hearing on the same application, notice of several public hearings before both approval authorities may be given in one notice.~~

~~B. The failure of a property owner to receive notice shall not invalidate the action provided a good faith attempt was made to notify all persons entitled to notice.~~

~~C. Personal notice is deemed given when the notice is deposited with the United States Postal Service.~~

~~D. Published notice is deemed given on the date it is published.~~

~~E. In computing the length of time that notice is given, the first date notice is given shall be excluded and the day of the hearing or the date on which the appeal period expires shall be included unless the last day falls on any legal holiday or on Saturday, in which case, the last day shall be the next business day.~~

~~F. The records of the Columbia County assessor's office shall be the official records used for giving notice required in this title, and a person's name and address which is not on file at the time the notice mailing list is initially prepared is not a person entitled to notice.~~ ~~(Ord. 634 § 1 Exh. A, 1995)~~

~~17.162.050 Time period for decision making.~~

~~The city shall take final action on an application for a permit, plan change or zone change, including the resolution of all appeals, within one hundred twenty days after the application is deemed complete, except:~~

~~A. The one hundred twenty-day period may be extended for a reasonable period of time at the request of the applicant;~~

~~B. The one hundred twenty-day period applies only to a decision wholly within the authority and control of the city; and~~

~~C. The one hundred twenty-day period does not apply to an amendment to an acknowledged comprehensive plan or land use regulation.~~ ~~(Ord. 634 § 1 Exh. A, 1995)~~

17.162.090 Approval authority responsibilities.

A. The planner shall have the authority to approve, deny or approve with conditions the following applications:

1. Interpretations subject to Section 17.01.050;

2. Determination of parking requirements for unlisted uses;

3. Determination of access, egress and circulation plan (not subject to planning commission approval) pursuant to public works design standards;

4. Sign, sign exception, and sign variance pursuant to Chapter 17.114;

5. Minor variance pursuant to Chapter 17.134;

6. Type I home occupation pursuant to Chapter 17.142;

7. Sensitive land permits (for applications not subject to planning commission approval) pursuant to Chapter 17.84, Chapter 17.85, Chapter 17.86, and Chapter 17.89; and

8. Public land tree removal not associated with timber harvesting and clearing from designated public recreation areas.

9. Type I Food cart pod permits, subject to Chapter 17.126.

B. The planner may refer any application for review to the planning commission.

C. The planning commission shall conduct a public hearing in the manner prescribed by this chapter and shall have the authority to approve, approve with conditions, approve with modifications or deny the following development applications:

1. Recommendations for applicable comprehensive plan and zoning district designations to city council for lands annexed to the city;

2. A quasi-judicial comprehensive plan map amendment except the planning commission's function shall be limited to a recommendation to the council. The commission may transmit its recommendation in any form and a final order need not be formally adopted;

3. A quasi-judicial zoning map amendment shall be decided in the same manner as a quasi-judicial plan amendment and is subject to 17.160.120(C);

4. Conditional use pursuant to Chapter 17.130;

5. Major variance pursuant to Chapter 17.134;

6. Sensitive land permits and variances pursuant to Chapter 17.84, Chapter 17.85, and Chapter 17.86 for applications requiring planning commission action;

7. Type II home occupation pursuant to Chapter 17.142;

8. Historic overlay district exterior alteration and new construction applications pursuant to Chapter 17.82;

9. Public land tree removal associated with timber harvesting and clearing from designated public recreation areas;

10. Authorization of Similar Use pursuant to Chapter 17.43;

11. Fence or fence/berm combination greater than eight feet in height;

12. Conceptual master plan or modification of conceptual master plan pursuant to Chapter 17.74;

13. Type II Food cart pod permits, subject to Chapter 17.126.

14. Appeal of a decision made by the planner; and

15. Any other matter not specifically assigned to the planner, or the city council under this title.

D. Upon appeal or recommendation, the city council shall conduct a public hearing in the manner prescribed by this chapter and shall have the authority to approve, deny or approve with conditions the following development applications:

1. Annexations and the formal imposition of plan and zone designations made to lands annexed to the city;

2. Quasi-judicial plan and zone amendments, including overlay zones;

3. Creation, modification or removal of a historic overlay designation or demolition of a historic site, structure or landmark pursuant to Chapter 17.82;

4. Matters referred to the council by the planning commission;

5. Review of decisions of the planning commission, whether on the council's own motion or otherwise. (Ord. 877, 2019; Ord. 857, 2016; Ord. 828, 2013; Ord. 820 § 12, 2012; Ord. 817, 2011; Ord. 736 § 1, 2003; Ord. 634 § 1 Exh. A, 1995)

17.162.110 Decision by the planner--No hearing required.

A. Pursuant to Section 17.162.090(A), the planner is authorized to make certain decisions, and no hearing shall be held unless:

1. An appeal is filed; or

2. The planner has an interest in the outcome of the decision, due to some past or present involvement with the applicant, other interested persons or in the property or surrounding property. In such cases, the application shall be treated as if it were filed under Section 17.162.090(C).

B. The decision shall be based on the approval criteria set forth in Section 17.162.140.

C. Notice of the decision by the planner shall be given as provided by Section 17.162.120 and notice shall be governed by the provisions of Section 17.162.030 and Section 17.162.040.

D. The record shall include:

1. A copy of the application and all supporting information, plans, exhibits, graphics, etc.;

2. All correspondence relating to the application;

3. All information considered by the planner in making the decision;

4. The staff report of the planner;

5. A list of the conditions, if any are attached to the approval of the application; and

6. A copy of the notice advising of the planner's decision, a list of all persons who were given mailed notice and accompanying affidavits.

E. Standing to appeal shall be as provided by Section 17.162.200.

F. The appeal period shall be computed as provided by Section 17.162.210.

G. The method for taking the appeal shall be as provided by Subsection 17.162.220(A) and the notice of appeal submitted by an appellant shall be as provided by Section 17.162.250.

H. The hearing on the appeal shall be confined to the prior record as provided in Section 17.162.300.

I. Notice of the final decision on appeal shall be as provided by Section 17.162.250 and Section 17.162.240.

J. No decision by the planner may be modified from that set out in the notice except upon being given new notice.

K. The action on the appeal shall be as provided by Section 17.162.360.

L. A decision by the commission on an appeal of a planner's decision may be appealed to the council.

M. Re-submittal shall be as provided by Section 17.162.150, Denial of Application: Re-submittal.

N. The provisions of Section 17.162.390, Revocation of Approvals apply to a decision by the Planner. (Ord. 634 § 1 Exh. A, 1995)

17.162.120 Notice of decision by the planner.

A. Notice of the planner's decision on an application pursuant to Section 17.162.090(A) shall be given by the planner in the following manner:

1. Within five days of signing the proposed decision, notice shall be sent by mail to:

a. The applicant and all owners or contract purchasers of record of the property which is the subject of the application;

b. All surrounding property owners or record of property within three hundred feet of the property for administrative variances and sensitive lands;

c. All owners of record of property immediately abutting a site for home occupations and Type I food cart pods;

d. The applicant for a planner's interpretation or a planner's decision regarding an extension of approval;

e. The recognized neighborhood planning organization;

f. Any governmental agency which is entitled to notice under an intergovernmental agreement entered into with the city which includes provision for such notice; and

g. Any person who requests notice in writing.

B. The planner shall cause an affidavit of mailing to be filed and made a part of the administrative record.

C. Notice of a decision by the planner shall contain:

1. The nature of the application in sufficient detail to apprise persons entitled to notice of the applicant's proposal and of the decision;

2. The address and general location of the subject property;

3. A statement of where the adopted findings of fact, decision and statement of conditions can be obtained;

4. The date the planner's decision will become final;

5. A statement that a person entitled to notice or adversely affected or aggrieved by the decision may appeal the decision:

a. The statement shall explain briefly how an appeal can be made, the deadlines and where information can be obtained, and

b. The statement shall explain that if an appeal is not filed, the decision shall be final;

6. A map showing the location of the property (planner's interpretations are exempt from this requirement); and

7. A statement that the hearing on an appeal will be confined to the prior record. (Ord. 877, 2019; Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.162.130 Hearings procedure.

A. Unless otherwise provided in this title or other ordinances adopted by council:

1. The presiding officer of the planning commission and of the council shall have the authority to:

a. Determine standing;

b. Regulate the course, sequence and decorum of the hearing;

c. Dispose of procedural requirements or similar matters;

d. Rule on offers of proof and relevancy of evidence and testimony;

e. Impose reasonable limitations on the number of witnesses heard and set reasonable time limits for oral presentation and rebuttal testimony; and

f. Take such other action appropriate for conduct commensurate with the nature of the hearing;

B. Unless otherwise provided in this title or other ordinances adopted by council, the presiding officer of the planning commission and of the council shall conduct the hearing as follows:

1. Opening statement: announce the nature and purpose of the hearing and summarize the rules of conducting the hearing, and if the proceeding is an initial evidentiary hearing before the planning commission or the city council, make a statement that:

a. Lists the applicable substantive criteria;

b. States that testimony and evidence must be directed toward the criteria described in subdivision (1) (a) of this subsection, or to the other criteria in the comprehensive plan or the title which they apply to the decision;

c. States that failure to raise an issue with sufficient specificity to afford the decision-maker and the parties an opportunity to respond to the issue precludes appeal to the land use board of appeals on that issue.

2. Quasi-judicial hearing process:

a. Recognize parties;

b. Request the planner to present the staff report, to explain any graphic or pictorial displays which are a part of the report, summarize the findings, recommendations and conditions, if any, and to provide such other information as may be requested by the approval authority;

c. Allow the applicant or a representative of the applicant to be heard;

d. Allow parties or witnesses in favor of the applicant's proposal to be heard;

e. Allow parties or witnesses in opposition to the applicant's proposal to be heard;

f. Upon failure of any party to appear, the approval authority shall take into consideration written material submitted by such party;

g. Allow the parties in favor of the proposal to offer rebuttal evidence and testimony limited to rebuttal of points raised.

h. Make a decision pursuant to Section 17.162.140 or take the matter under advisement pursuant to Section 17.162.180.

C. Unless otherwise provided in this title or other ordinances adopted by the council, the following rules shall apply to the general conduct of the hearing:

1. The approval authority may ask questions at any time before the close of the hearing, and the answers shall be limited to the substance of the question;

2. Parties or the planner must receive approval from the approval authority to submit questions directly to other parties or witnesses or the planner;

3. A reasonable amount of time shall be given to persons to respond to questions;

4. No person shall testify without first receiving recognition from the approval authority and stating his full name and address;

5. The approval authority may require that testimony be under oath or affirmation;

6. Audience demonstrations such as applause, cheering and display of signs, or other conduct disruptive of the hearing shall not be permitted. Any such conduct may be cause for immediate suspension of the hearing or removal of persons responsible; and

7. No person shall be disorderly, abusive or disruptive of the orderly conduct of the hearing. (Ord. 634 § 1 Exh. A, 1995)

17.162.140 Decision process.

A. The decision shall be based on:

1. Proof by the applicant that the application fully complies with:

a. Applicable policies of the city comprehensive plan; and

b. The relevant approval standards found in the applicable chapter(s) of this title, the public works design standards, and other applicable implementing ordinances.

B. Consideration may also be given to:

1. Proof of a substantial change in circumstances or a mistake in the comprehensive plan or zoning map as it relates to the property which is the subject of the development application; and

2. Factual oral testimony or written statements from the parties, other persons and other governmental agencies relevant to the existing conditions, other applicable standards and criteria, possible negative or positive attributes of the proposal or factors in subsections (A) or (B)(1) of this section.

C. In all cases, the decision shall include a statement in a form addressing the planner's staff report.

D. The approval authority may:

1. Adopt findings and conclusions contained in the staff report;

2. Adopt findings and conclusions of a lower approval authority;

3. Adopt its own findings and conclusions;

4. Adopt findings and conclusions submitted by any party provided all parties have had an opportunity to review the findings and comment on the same; or

5. Adopt findings and conclusions from another source, either with or without modification, having made a tentative decision, and having directed staff to prepare findings for review and to provide an opportunity for all parties to comment on the same.

E. The decision may be for denial, approval or approval with conditions.

1. Conditions may be imposed where such conditions are necessary to:

a. Carry out applicable provisions of the Scappoose comprehensive plan;

b. Carry out the applicable implementing ordinances; and

c. Ensure that adequate public services are provided to the development or to ensure that other required improvements are made;

2. Conditions may include, but are not limited to:

a. Minimum lot sizes;

b. Larger setbacks;

c. Preservation of significant natural features;

d. Dedication of easements; and

e. Conveyances and dedications of property needed for public use.

3. Conditions of approval shall be fulfilled within the time limit set forth in the decision or, if no time limit is set forth, the conditions of approval shall be fulfilled within one year. Failure to fulfill any condition of approval within the time limitations provided may be grounds for revocation of approval, after notice and an opportunity to be heard as a quasi-judicial action;

4. Changes, alterations or amendments to the substance of the conditions of approval shall be processed as a new action;

5. Prior to the commencement of development, i.e., the issuance of any permits or the taking of any action under the approved development application, the owner and any contract purchasers of the property which is the subject of the approved application, may be required to sign and deliver to the planner their acknowledgment in a development agreement and consent to such conditions:

a. The city manager shall have the authority to execute the development agreement on behalf of the city,

b. No building permit shall be issued for the use covered by the application until the executed contract is recorded and filed in the county records, and

c. Such development agreement shall be enforceable against the signing parties, their heirs, successors and assigns by the city by appropriate action in law or suit in equity;

6. A bond in a form acceptable to the city or a cash deposit from the property owners or contract purchasers for the full amount as will ensure compliance with the conditions imposed pursuant to this subsection may be required. Such bond or deposit shall be posted prior to the issuance of a building permit for the use covered by the application.

F. The final decision on the application may grant less than all of the parcel which is the subject of the application.

G. If the planning commission fails to recommend approval, approval with modification, or denial of an application within sixty days of its first public hearing, the planner shall:

1. Report the failure to approve a recommendation to the council; and

2. Cause notice to be given, the matter to be placed on the council's agenda, a public hearing to be held and a decision to be made by the council. No further action shall be taken by the planning commission. (Ord. 634 § 1 Exh. A, 1995)

17.162.150 Denial of the application--Re-submittal.

An application which has been denied or an application which was denied and which on appeal has not been reversed by a higher authority, including the land use board of appeals, the land conservation and development commission or the courts, may not be resubmitted for the same

~~or a substantially similar proposal or for the same or substantially similar action for a period of at least twelve months from the date the final city action is made denying the application unless there is a substantial change in the facts or a change in city policy which would change the outcome. (Ord. 634 § 1 Exh. A, 1995)~~

~~17.162.160 Record may remain open--Admission of new evidence.~~

~~A. Unless there is a continuance, the record shall remain open for new evidence for at least seven days at the request of any participant in the initial evidentiary hearing before the planning commission or the city council, if the request is made prior to the conclusion of the hearing.~~

~~B. When the record is left open to admit new evidence, testimony, or criteria for decision-making, any person may raise new issues which relate to that new material. (Ord. 634 § 1 Exh. A, 1995)~~

~~17.162.170 Ex parte communications with approval authority.~~

~~A. Members of the approval authority shall not:~~

~~1. Communicate, directly or indirectly, with any party or representative of a party in connection with any issue involved except upon giving notice and opportunity for all parties to participate; nor~~

~~2. Take notice of any communication, report or other materials outside the record prepared by the proponents or opponents in connection with the particular case unless the parties are afforded an opportunity to contest the material so noticed.~~

~~B. No decision or action of the planning commission or council shall be invalid due to an ex parte contact or bias resulting from an ex parte contact with a member of the decision-making body, if the member of the decision making body receiving the contact:~~

~~1. Places on the record the substance of any written or oral ex parte communications concerning the decision or action; and~~

2. Makes a public announcement of the content of the communication and of the parties' right to rebut the substance of the communication made at the first hearing following the communication where action will be considered or taken on the subject to which the communication related.

C. Members of the planning commission shall be governed by the provisions of Oregon Revised Statute 227.035 and the provisions of this section.

D. This section shall not apply to planner decisions made under Section 17.162.090(A).

E. A communication between any city employee and the planning commission or council shall not be considered an ex parte contact. (Ord. 634 § 1 Exh. A, 1995)

17.162.180 Continuation of the hearing.

A. An approval authority may continue the hearing from time to time to gather additional evidence, to consider the application fully or to give notice to additional persons.

B. Unless otherwise provided by the approval authority, no additional notice need be given of a continued hearing if the matter is continued to a date, time and place certain. (Ord. 634 § 1 Exh. A, 1995)

17.162.200 Evidence.

A. All evidence offered and not objected to may be received unless excluded by the approval authority on its own motion.

B. Evidence received at any hearing shall be of a quality that reasonable persons rely upon in the conduct of their everyday affairs.

C. No person shall present irrelevant, immaterial or unduly repetitious testimony or evidence.

D. Evidence shall be received and notice may be taken of those facts in a manner similar to that provided for in contested cases before state administrative agencies pursuant to ORS 183.450, except as otherwise provided for in this title.

E. Formal rules of evidence, as used in courts of law, shall not apply. (Ord. 634 § 1 Exh. A, 1995)

17.162.210 Judicial notice.

A. The approval authority may take notice of the following:

1. All facts which are judicially noticeable. Such noticed facts shall be stated and made part of the record;

2. The Statewide Planning Goals and regulations adopted pursuant to Oregon Revised Statutes Chapter 197; and

3. The comprehensive plan and other officially adopted plans, implementing ordinances, rules and regulations of the city.

B. Matters judicially noticed need not be established by evidence and may be considered by the approval authority in the determination of the application. (Ord. 634 § 1 Exh. A, 1995)

17.162.220 Participation in the decision--Voting.

A. In addition to the provision of Oregon Revised Statute 227.035 which applies to planning commission members or Oregon Revised Statutes Chapter 244 which applies to all members of an approval authority, each member of the approval authority shall be impartial. Any member having any substantial past or present involvement with the applicant, other interested persons, the property or surrounding property, or having a financial interest in the outcome of the proceeding, or having any pre-hearing contacts, shall state for the record the nature of their involvement or contacts, and shall either:

1. State that they are not prejudiced by the involvement or contacts and will participate and vote on the matter; or

2. State that they are prejudiced by the involvement or contact and will withdraw from participation in the matter.

B. An affirmative vote by a majority of the qualified voting members of the approval authority who are present is required to approve, approve with conditions, or deny an application or to amend, modify, or reverse a decision on appeal.

C. Notwithstanding subsections A and B of this section, no member of an approval authority having a financial interest in the outcome of an application shall take part in proceedings on that application; provided, however, with respect to the council only, a member may vote upon a finding of necessity which shall be placed on the record by the presiding officer.

D. In an appeal, if there is a tie vote, the decision which is the subject of appeal shall stand. (Ord. 634 § 1 Exh. A, 1995)

17.162.230 Record of proceeding for public hearings.

A. A verbatim record of the proceeding shall be made by mechanical means (such as a tape recording), and:

1. It shall not be necessary to transcribe testimony except as provided for in Section 17.162.310.

2. The minutes or (if applicable) transcript of testimony, or other evidence of the proceedings, shall be part of the record.

B. All exhibits received shall be marked so as to provide identification upon review.

C. The record shall include:

1. All materials, pleadings, memoranda, stipulations and motions submitted by any party to the proceeding and recorded or considered by the approval authority as evidence;

2. All materials submitted by the planner to the approval authority with respect to the application including in the case of an appeal taken pursuant to Section 17.162.270, the record of the planner's decision as provided by Section 17.162.110;

3. The transcript of the hearing, if requested by the council or a party, or the minutes of the hearing, or other evidence of the proceedings before the approval authority;

4. The written findings, conclusions, decision and, if any, conditions of approval of the approval authority;

5. Argument by the parties or their legal representatives permitted in Section 17.162.300 at the time of review before the council;

6. All correspondence relating to the application; and

7. A copy of the notice which was given as provided by Section 17.162.030, accompanying affidavits and list of persons who were sent mailed notice. (Ord. 634 § 1 Exh. A, 1995)

17.162.240 Form of the final decision.

A. The final decision shall be a decision which is in writing and which has been signed by the planner.

B. The final decision shall be filed in the records of the planner within ten calendar days after the decision is made by the approval authority and notice thereof shall be mailed to the applicant and all parties in the action, and shall be available to the approval authority. (Ord. 634 § 1 Exh. A, 1995)

17.162.250 Notice of final decision.

A. Notice of a final decision shall briefly summarize the decision and contain:

1. A statement that all required notices under Section 17.162.025;

2. A statement of where the adopted findings of fact, decision and statement of conditions can be obtained;

3. The date the final decision was filed; and

4. A statement of whether a party to the proceeding may seek appeal of the decision, as appropriate, to wit:

a. In the case of a final decision by the council, the statement shall explain that this decision is final and how appeal may be heard by a higher authority; or

b. In the case of a final decision by the planning commission, the statement shall explain briefly how an appeal can be taken to the council pursuant to Section 17.162.290, the deadlines, and where information can be obtained.

B. Notice of the final decision by the planning commission or council shall be mailed to the applicant and to all the parties to the decision and shall be made available to the members of the council. (Ord. 634 § 1 Exh. A, 1995)

17.162.260 Amending a decision by the planner.

A. The planner may issue an amended decision after the notice of final decision has been issued and prior to the end of the ten-day appeal period.

B. A request for an amended decision shall be in writing and filed with the planner not more than eight days after the notice of final decision has been filed.

C. A request for an amended decision may be filed by:

1. The recognized neighborhood planning organization affected by the initial decision;

2. Resolution of the city council;

3. Resolution of the planning commission;

4. The planner;

5. Any party entitled to notice of the original decision; or

6. Any party who submitted comments in writing on the original decision.

D. The amended decision process shall be limited to one time for each original application.

E. The planner shall make the determination as to issuance of an amended decision based on findings that one or more of the following conditions exist:

1. An error or omission was made on the original notice of final decision;

2. The original decision was based on incorrect information and incorrect information may only be considered in administrative actions before the planner;

3. New information becomes available during the appeal period which was not available when the decision was made which alters the facts or conditions in the original decision. New information may only be considered in administrative actions before the planner.

F. An amended decision shall be processed in accordance with Section 17.162.120 of this title. (Ord. 634 § 1 Exh. A, 1995)

17.162.270 Standing to appeal.

A. In the case of a decision by the planner, any person entitled to notice of the decision under this chapter, or any person who is adversely affected or aggrieved by the decision, may file a notice of appeal as provided by Section 17.162.320.

B. In the case of a decision by the planning commission, except for a decision on an appeal of the planner's decision, any person shall be considered a party to a matter, thus having standing to seek appeal, provided:

1. The person appeared before the planning commission orally or in writing:

a. The person was entitled as of right to notice and hearing prior to the decision to be reviewed; or

b. The person is aggrieved or has interests adversely affected by the decision. (Ord. 634 § 1 Exh. A, 1995)

17.162.280 Computation of appeal period.

A. The length of the appeal period shall be fifteen days from the date of mailing the notice of decision.

B. In computing the length of the appeal period, the day that notice of the decision is mailed shall be excluded and the last day for filing the appeal shall be included unless the last day falls

on a legal holiday for the city or on a Saturday, in which case, the last day shall be the next business day. (Ord. 634 § 1 Exh. A, 1995)

17.162.290 Determination of appropriate appeal body.

A. All appeals of decisions or interpretations made by the planner may be appealed to the planning commission or pursuant to Section 17.162.090 except the council may, on its own motion, seek to hear the matter by voice vote prior to the effective date of the notice of the decision.

B. Any decision made by the planning commission under this chapter may be reviewed by the council by:

1. The filing of a notice of appeal as provided by Section 17.162.320, by any party to the decision by three thirty p.m. on the last day of the appeal period;

2. The council or planning commission, on its own motion, seeking appeal by voice vote prior to the end of the appeal period; or

3. Referral of a matter under Section 17.162.090(D) by the initial hearings body to the council, upon closure of the hearing, when the case presents a policy issue which requires council deliberation and determination, in which case the council shall decide the application.

C. Failure to file an available appeal shall be deemed a failure to exhaust administrative remedies. The filing of available appeals is a condition precedent to appeal to the land use board of appeals. (Ord. 634 § 1 Exh. A, 1995)

17.162.300 Type of appeal hearing--Limitations of appeal.

A. The appeal of a decision made by the planner under Section 17.162.090(A) or Section 17.162.110, shall be confined to the prior record and conducted as if brought under Section 17.162.090(B) or (C).

B. The appeal of a decision of the planning commission to the council shall be:

1. Confined to the record of the proceedings unless council determines the admission of additional evidence is appropriate;

2. Limited to the grounds relied upon in the notice of appeal and the hearing shall be conducted in accordance with the provisions of this chapter.

C. The subject of written and oral argument. Such written argument shall be submitted not less than five days prior to council consideration; and

D. Reviews on the record by council of planning commission decisions shall be completed within forty days of when the notice of appeal is filed. (Ord. 634 § 1 Exh. A, 1995)

17.162.310 Transcripts.

A. The appellant shall be responsible to satisfy all costs incurred for preparation of the transcript. An estimated payment shall be made prior to the preparation of the transcript; any additional actual cost shall be paid prior to the hearing or if the actual cost is less than the estimate the remainder shall be returned.

B. Any party other than the appellant that requests a transcript shall be charged the actual copy costs. (Ord. 634 § 1 Exh. A, 1995)

17.162.320 Notice of appeal.

A. The notice of appeal shall be filed within the appeal period and contain:

1. A reference to the application sought to be appealed;

2. A statement of the petitioner's standing to the appeal;

3. The specific grounds for the appeal; and

4. The date of the final decision on the action or, in the case of a decision by the planner, the date the decision was filed;

B. The appeal application shall be accompanied by the required fee except as allowed under Section 17.162.330. (Ord. 634 § 1 Exh. A, 1995)

17.162.330 Fee waivers.

A. Fees for land use applications and appeals of a land use decision shall be waived for a recognized neighborhood planning organization (NPO) if all of the following conditions are met:

1. The appeal or land use application must have been supported by a majority vote of NPO members at a public meeting where a quorum of NPO members was present;

2. A copy of the minutes of the NPO meeting where the appeal or land use application was initiated must be submitted with the appeal or land use application;

3. The appeal or application will be considered valid when conditions (1) and (2) of this section are met and all other filing requirements are met; and

4. The NPO chairperson or designated representative shall appear at the next available city council meeting after the application or appeal is filed to request a waiver. The NPO shall work through the Planning Division to schedule the item on a council agenda.

B. Council may, on its own motion, waive the land use application or appeal fee for other nonprofit organizations. (Ord. 791 § 3, 2007; Ord. 634 § 1 Exh. A, 1995)

17.162.340 Persons entitled to notice of appeal--Type of notice.

Upon appeal, notice shall be given to parties entitled to notice under Sections 17.162.025 and 17.162.270. (Ord. 634 § 1 Exh. A, 1995)

17.162.350 Contents of notice of appeal.

Notice shall include those matters provided by Section 17.162.030. (Ord. 634 § 1 Exh. A, 1995)

17.162.360 Action on appeal.

A. The appellate authority shall affirm, reverse or modify the decision which is the subject of the appeal; however, the decision shall be made in accordance with the provisions of Section 17.162.140; or

B. Upon the written consent of all parties to extend the one hundred twenty-day limit, the appellate authority may remand the matter if it is satisfied that testimony or other evidence could not have been presented or was not available at the time of the initial hearing. In deciding to remand the matter, the appellate authority shall consider and make findings and conclusions regarding:

1. The prejudice to parties,

2. The convenience or availability of evidence at the time of the initial hearing,

3. The surprise to opposing parties,

4. The date notice was given to other parties as to an attempt to admit, or

5. The competency, relevancy and materiality of the proposed testimony or other evidence. (Ord. 634 § 1 Exh. A, 1995)

17.162.380 Effective date of final action.

A. Within ten days of the filing of the final order of council, the planner shall give notice of the final order to all parties to the proceeding, informing them of the date of filing, the decision rendered, and where a copy may be found.

B. Action by the appellate authority on appeal shall be final and effective on the day of mailing notice of the final order. (Ord. 634 § 1 Exh. A, 1995)

17.162.390 Revocation of approvals.

A. The hearings authority may, after a hearing conducted pursuant to this chapter, modify or revoke any approval granted pursuant to this chapter for any of the following reasons:

1. A material misrepresentation or mistake of fact made by the applicant in the application or in testimony and evidence submitted, whether such misrepresentation be intentional or unintentional;

2. A failure to comply with the terms and conditions of approval;

3. A failure to use the premises in accordance with the terms of the approval; or

4. A material misrepresentation or mistake of fact or policy by the city in the written or oral report regarding the matter whether such misrepresentation be intentional or unintentional.

B. In the case of a decision made by the planner, the hearing on whether to modify or revoke an approval shall be held by the planning commission.

C. A petition for appeal of a revocation or modification may be filed in the same manner as provided by Section 17.162.290. (Ord. 634 § 1 Exh. A, 1995)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

Chapter 17.164

PROCEDURES FOR DECISION MAKING--LIMITED LAND USE DECISIONS

Sections:

17.164.010 Purpose.
17.164.020 General policies.
17.164.025 Consolidation of proceedings.
17.164.030 Application process.
17.164.040 Time period for decision making.
17.164.110 Approval authority responsibilities.
17.164.130 Notice requirements.
17.164.140 Decision procedure.
17.164.150 Decision process.
17.164.160 Notice of decision.
17.164.180 Record of proceeding.
17.164.190 Appeal.
17.164.200 Denial of the application--Re-submittal.
17.164.210 Fee waivers.

17.164.010 Purpose.

The purpose of this chapter is to establish procedures for limited land use decisions. (Ord. 634 § 1 Exh. A, 1995)

17.164.020 General policies.

A. A limited land use decision is a final decision or determination made by the planning commission pertaining to a site within the urban growth boundary which concerns: (a) the approval or denial of a subdivision or partition; or (b) the approval or denial of an application

based on discretionary standards designed to regulate the physical characteristics of a use permitted outright, including but not limited to site development review.

B. A limited land use decision shall be consistent with applicable provisions of the comprehensive plan and this title consistent with ORS 197.195(1).

C. Such decisions may include conditions authorized by law.

E. A limited land use decision is not subject to the requirements of Chapter 17.162.

F. Approval or denial of a limited land use decision shall be based upon and accompanied by a brief statement that explains the criteria and standards considered relevant to the decision, states the facts relied upon in rendering the decision and explains the justification for the decision based on the criteria, standards and facts set forth. (Ord. 634 § 1 Exh. A, 1995)

17.164.025 Consolidation of proceedings.

A. Except as provided in subsection C of this section, whenever an applicant requests more than one approval and more than one approval authority is required to decide the applications, the proceedings shall be consolidated so that one approval authority shall decide all applications in one proceeding.

B. In such cases as stated in subsection A of this section, the hearings shall be held by the approval authority having original jurisdiction over one of the applications under Section 17.164.110 in the following order of preference: the council, the commission or the planner.

C. Where there is a consolidation of proceedings:

1. The notice shall identify each action to be taken;

2. The decision on a plan map amendment shall precede the decision on the proposed zone change and other actions. Plan map amendments are not subject to the one hundred twenty-day decision making period prescribed by state law and such amendments may involve complex issues. Therefore, the planner shall not be required to consolidate a plan map amendment and a zone change or other permit applications requested unless the applicant requests the proceedings be consolidated and signs a waiver of the one hundred twenty-day time limit prescribed by state law for zone change and permit applications; and

3. Separate actions shall be taken on each application.

D. *Consolidated Permit Procedure.*

1. Use of the consolidated permit procedures described in this section shall be at the election of the applicant.

2. When the consolidated procedure is elected, application and fee requirements shall remain as provided by resolution approved by the council. If more than one permit is required by this title or other ordinance to be heard by the planning commission or city council, each such hearing shall be combined with any other permit also requiring such hearing. The standards applicable to each permits by this or any other ordinance shall be applied in the consolidated procedures to each application.

3. In a consolidated proceeding, the staff report and recommendation provided by the planner shall be consolidated into a single report.

4. All rules and ordinances of the city not in conflict with this section shall apply in a consolidated permit procedure. (Ord. 634 § 1 Exh. A, 1995)

17.164.030 Application process.

A. The applicant shall be required to meet with the planner for a pre-application conference. Such a requirement may be waived in writing by the applicant.

B. At the pre-application conference if conducted, the planner shall:

1. Cite the applicable comprehensive plan policies and map designation;

2. Cite the applicable substantive and procedural ordinance provisions;

3. Provide available technical data and assistance which will aid the applicant as provided by the public works director;

4. Identify other policies and regulations that relate to the application; and

5. Identify other opportunities or constraints that relate to the application.

~~C. Another preapplication conference is required if an application is submitted six months after the preapplication conference.~~

~~D. Failure of the planner to provide any of the information required by this chapter shall not constitute a waiver of the standards, criteria or requirements of the applications. Neither the city nor the planner shall be liable for any incorrect information provided in the preapplication conferences.~~

~~E. Applications for approval required under this title may be initiated by application of a record owner of property or contract purchaser.~~

~~F. Any persons authorized by this title to submit an application for approval may be represented by an agent authorized in writing to make the application.~~

~~G. The application shall be made on forms provided by the planner.~~

~~H. The application shall:~~

~~1. Include the information requested on the application form;~~

~~2. Address appropriate criteria in sufficient detail for review and action; and~~

~~3. Be accompanied by the required fee.~~

~~I. The planner may require information in addition to that required by a specific provision of this title, provided the planner determines this information is needed to properly evaluate the proposed development proposal; and the need can be justified on the basis of a special or unforeseen circumstance.~~

~~J. The planner may waive the submission of information for a specific requirement provided the planner finds that specific information is not necessary to properly evaluate the application; or the planner finds that a specific approval standard is not applicable to the application.~~

~~K. Where a requirement is found by the planner to be inapplicable, the planner shall:~~

~~1. Indicate for the record and to the applicant the specific requirements found inapplicable; and~~

~~2. Advise the applicant in writing that the finding may be challenged on appeal or at the hearing or decision on the matter and may be denied by the approval authority; and~~

3. Cite in the staff report on the application the specific requirements found inapplicable, the reasons therefor and the specific grant of authority.

L. An application shall be deemed incomplete unless it addresses each element required to be considered under applicable provisions of this title and the application form, unless that requirement has been waived by the planner. The planner shall not accept an incomplete application.

M. If an application is incomplete, the planner shall:

1. Notify the applicant within thirty days of receipt of the application of exactly what information is missing; and

2. Allow the applicant to submit the missing information.

N. The application shall be deemed complete when the missing information is provided and at that time the one hundred twenty-day time period shall begin to run for the purposes of satisfying state law.

O. If the applicant refuses to submit the missing information, the application shall be deemed incomplete on the thirty-first day after the planner first received the application and returned to the applicant. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.164.040 Time period for decision making.

The city shall take final action on an application for a limited land use decision including the resolution of all appeals within one hundred twenty days after the application is deemed complete, except:

A. The one hundred twenty-day period may be extended for a reasonable period of time at the request of the applicant; and

B. The one hundred twenty-day period applies only to a decision wholly within the authority and control of the city. (Ord. 634 § 1 Exh. A, 1995)

17.164.110 Approval authority responsibilities.

A. The planner shall have the authority to approve, deny or approve with conditions the following applications:

1. Minor partitions pursuant to Chapter 17.152;

2. Property line adjustments pursuant to Chapter 17.152;

B. The planning commission shall have the authority to approve, deny or approve with conditions the following applications:

1. Subdivisions pursuant to Chapter 17.150;

2. Major partitions pursuant to Chapter 17.152;

3. Site development review pursuant to Chapter 17.120.

C. The decision shall be based on the approval criteria set forth in Section 17.164.150. (Ord. 634 § 1 Exh. A, 1995)

17.164.130 Notice requirements.

A. The planner shall provide written notice to owners of property within two hundred feet of the entire contiguous site for which the application is made, plus any properties abutting proposed off-site improvements. The list shall be compiled from the most recent property tax assessment roll.

B. For purposes of review, this requirement shall be deemed met when the local government can provide an affidavit or other certification that such notice was given. Notice shall also be provided to any neighborhood or community organization recognized by the governing body and whose boundaries include the site.

C. Subdivisions, major partitions and site development review shall require that the applicant post signs provided by the planner displaying notice of the pending decision for at least fourteen days prior to the date of the decision. One sign shall be required for each three hundred feet, or part thereof, of frontage of the subject property on any street. The content, design, size and location of the signs shall be as determined by the planner to assure that the

~~information is legible from the public right-of-way. As a recondition to a decision by the planning commission, the applicant shall file an affidavit of such posting with the planner no less than ten days prior to the scheduled date of decision.~~

~~D. Subdivisions, major partitions and site development review shall require notice to be printed in the local newspaper at least fourteen days prior to the hearing clearly identifying the decision that is pending, stating that there is no public hearing, there is a fourteen-day period for public written comment regarding the pending limited land use decision and including the expiration date for receipt of written comments.~~

~~E. Notices mailed to property owners shall include the following information:~~

~~1. A description of the subject property and a general location which shall include tax map designations from the county assessor's office;~~

~~2. A map showing the location of the subject property;~~

~~3. A description of what the application will entitle the applicant to do and what the applicable criteria for the decision are;~~

~~4. State that a fourteen-day period for submission of written comments is provided prior to the decision;~~

~~5. State the place, date and time that the written comments are due;~~

~~6. State that copies of all documents or evidence relied upon by the applicant are available for review, and that copies can be obtained at cost;~~

~~7. A statement that issues which may provide the basis for an appeal to the land use board of appeals must be raised in writing during the comment period and comments must be sufficiently specific give the decision maker or hearing body an opportunity to respond to the issue;~~

~~8. A statement that a limited land use decision does not require:~~

~~a. Interpretation or the exercise of policy or legal judgement, or~~

~~b. A public hearing;~~

9. The address and phone number of the planner's office where additional information can be obtained;

10. A statement that the applicant and any person who submits written comments during the fourteen-day period shall receive notice of the decision.

F. The failure of a property owner to receive notice shall not invalidate the action provided a good faith attempt was made to notify all persons entitled to notice.

G. Personal notice is deemed given when the notice is deposited with the United States Postal Service.

H. In computing the length of time that notice is given, the first date notice is given shall be excluded and the day of the hearing or the date on which the appeal period expires shall be included unless the last day falls on any legal holiday or on Saturday, in which case, the last day shall be the next business day.

I. The records of the Columbia County assessor's office shall be the official records used for giving notice required in this title, and a person's name and address which is not on file at the time the notice mailing list is initially prepared is not a person entitled to notice.

J. Notice shall also be given by the planner to any governmental agency affected by the decision, which may include any of the following:

1. Columbia County Land Development Services;

2. Columbia County Road Department;

3. Oregon Department of Transportation (ODOT);

4. ODOT Rail Division;

5. Portland & Western Railroad;

6. Scappoose Rural Fire Protection District;

7. Port of St. Helens;

8. Oregon Department of Aviation;

9. Scappoose School District;

10. Columbia County Soil Conservation District;

11. Scappoose Drainage Improvement Company; or

12. Any other affected agencies as identified by the planner. (Ord. 828, 2013; Ord. 634 § 1 Exh. A, 1995)

17.164.140 Decision procedure.

The planning commission limited land use decision shall be conducted as follows:

A. Request the planner to present the staff report, to explain any graphic or pictorial displays which are a part of the report, summarize the findings, recommendations and conditions, if any, and to provide such other information as may be requested by the approval authority;

B. Allow the applicant or a representative of the applicant discuss the application and respond to the staff report;

C. Request the planner read all written comments into the record;

D. Allow the applicant to respond to all written comments;

E. Make a decision pursuant to Section 17.164.150 or continue the decision to gather additional evidence or to consider the application further. (Ord. 634 § 1 Exh. A, 1995)

17.164.150 Decision process.

A. The decision shall be based on proof by the applicant that the application fully complies with:

1. The city comprehensive plan; and

2. The relevant approval standards found in the applicable chapter(s) of this title and other applicable implementing ordinances;

B. Consideration may also be given to:

1. Proof of a substantial change in circumstances; and

2. Factual written statements from the parties, other persons and other governmental agencies relevant to the existing conditions, other applicable standards and criteria, possible negative or positive attributes of the proposal or factors in subsections (A) or (B)(1) of this section.

C. In all cases, the decision shall include a statement in a form addressing the requirements or criteria outlined in the planner's staff report.

D. The planning commission may:

1. Adopt findings and conclusions contained in the staff report;

2. Adopt its own findings and conclusions;

3. Adopt findings and conclusions submitted by any party provided all parties have had an opportunity to review the findings and comment on the same; or

4. Adopt findings and conclusions from another source, either with or without modification, having made a tentative decision, and having directed staff to prepare findings for review and to provide an opportunity for all parties to comment on the same.

E. The decision may be for denial, approval or approval with conditions. Conditions may be imposed where such conditions are necessary to:

1. Carry out applicable provisions of the Scappoose comprehensive plan;

2. Carry out the applicable implementing ordinances;

3. Ensure that adequate public services are provided to the development or to ensure that other required improvements are made;

4. Conditions may include, but are not limited to:

a. Minimum lot sizes,

b. Larger setbacks,

c. Preservation of significant natural features,

d. Dedication of easements, and

e. Conveyances and dedications of property needed for public use;

5. Conditions of approval shall be fulfilled within the time limit set forth in the decision or, if no time limit is set forth, the conditions shall be fulfilled within one year. Failure to fulfill any condition of approval within the time limitations provided may be grounds for revocation of approval, after notice and an opportunity to be heard by the planning commission;

6. Prior to the commencement of development, i.e., the issuance of any permits or the taking of any action under the approved development application, the owner and any contract purchasers of the property which is the subject of the approved application may be required to sign and deliver to the planner their acknowledgment in a development agreement and consent to such conditions;

a. The city manager shall have the authority to execute such development agreements on behalf of the city,

b. No building permit shall be issued for the use covered by the application until the executed contract is recorded in the county records, and

c. Such development agreements shall be enforceable against the signing parties, their heirs, successors and assigns by the city by appropriate action in law or suit in equity;

7. A bond in a form acceptable to the city or a cash deposit from the property owners or contract purchasers for the full amount as will ensure compliance with the conditions imposed may be required. Such bond or deposit shall be posted prior to the issuance of a building permit for the use covered by the application.

F. The final decision on the application may grant less than all of the parcel which is the subject of the application. (Ord. 634 § 1 Exh. A, 1995)

17.164.160 Notice of decision.

A. The applicant and any person who submits written comments during the fourteen-day period shall be entitled to receive the notice of decision.

B. The notice of decision shall include:

1. A brief statement of the local decision-making process including the procedures, criteria and standards considered relevant to the decision, the facts relied upon in rendering the decision and an explanation of the justification for the decision based on the criteria, standards and facts set forth;

2. An explanation of the appeal rights. (Ord. 634 § 1 Exh. A, 1995)

17.164.180 Record of proceeding.

The record shall include:

A. A copy of the application and all supporting information, plans, exhibits, graphics, etc.;

B. All testimony, evidence and correspondence relating to the application;

C. All information considered by the planning commission in making the decision;

D. The staff report of the planner;

E. A list of the conditions, if any are attached to the approval of the application; and

F. A copy of the notice advising of the decision which was given pursuant to Section 17.164.160 and accompanying affidavits, and a list of all persons who were given mailed notice. (Ord. 634 § 1 Exh. A, 1995)

17.164.190 Appeal.

A. *Standing to Appeal.*

1. Any person shall be considered a party to a matter, thus having standing to seek appeal, provided:

a. The person submitted written comments to the commission during the fourteen-day period prior to the decision and the person was entitled as of right to notice and hearing prior to the decision to be reviewed; or

b. The person is aggrieved or has interests adversely affected by the decision.

B. *Computation of Appeal Period.*

1. The length of the appeal period shall be fifteen days from the date of the decision.

2. In computing the length of the appeal period, the day of the decision is mailed shall be excluded and the last day for filing the appeal shall be included unless the last day falls on a legal holiday for the city or on a Saturday, in which case, the last day shall be the next business day.

C. *Determination of Appropriate Appeal Body.*

1. Any decision made by the planner under this chapter may be reviewed by the planning commission by:

a. The filing of a notice of appeal and payment of required fees by any party to the decision by five p.m. on the last day of the appeal period;

b. The council or planning commission, on its own motion, seeking appeal by voice vote prior to the end of the appeal period; or

c. Referral of a matter under Section 17.164.110 to the council when the case presents a policy issue which requires council deliberation and determination, in which case the council shall decide the application.

2. Any decision made by the planning commission under this chapter, may be reviewed by the council by:

a. The filing of a notice of appeal and payment of required fees by any party to the decision before five p.m. on the last day of the appeal period;

b. The council or planning commission, on its own motion, seeking appeal by voice vote prior to the end of the appeal period; or

c. Referral of a matter under Section 17.164.110 to the council when the case presents a policy issue which requires council deliberation and determination, in which case the council shall decide the application.

3. Failure to file an available appeal shall be deemed a failure to exhaust administrative remedies. The filing of available appeals is a condition precedent to appeal to the land use board of appeals.

D. The notice of appeal shall be filed within the appeal period and contain:

1. A reference to the application sought to be appealed;

2. A statement of the petitioner's standing to the appeal;

3. The specific grounds for the appeal;

4. The date of the decision on the action;

5. The applicable fees.

E. The appeal hearing shall be confined to the prior record.

F. Upon appeal, notice shall be given to parties who are entitled to notice under Section 17.164.130.

G. The appellate authority shall affirm, reverse or modify the decision which is the subject of the appeal; however, the decision shall be made in accordance with the provisions of Section 17.164.150; or upon the written consent of all parties to extend the one hundred twenty-day limit, the appellate authority may remand the matter if it is satisfied that testimony or other evidence could not have been presented or was not available at the time of the initial decision. In deciding to remand the matter, the appellate authority shall consider and make findings and conclusions regarding:

1. The prejudice to parties;

2. The convenience or availability of evidence at the time of the initial hearing;

3. The surprise to opposing parties;

4. The date notice was given to other parties as to an attempt to admit; or

5. The competency, relevancy and materiality of the proposed testimony or other evidence.

H. The hearings authority may, after a hearing conducted pursuant to this chapter, modify or revoke any approval granted pursuant to this chapter for any of the following reasons:

1. A material misrepresentation or mistake of fact made by the applicant in the application or in testimony and evidence submitted, whether such misrepresentation be intentional or unintentional;

2. A failure to comply with the terms and conditions of approval;

3. A material misrepresentation or mistake of fact or policy by the city in the written or oral report regarding the matter whether such misrepresentation be intentional or unintentional. (Ord. 634 § 1 Exh. A, 1995)

17.164.200 Denial of the application--Re-submittal.

An application which has been denied or an application which was denied and which on appeal has not been reversed by a higher authority, including the land use board of appeals, the land conservation and development commission or the courts, may not be resubmitted for the same or a substantially similar proposal or for the same or substantially similar action for a period of at least twelve months from the date the final city action is made denying the application unless there is a substantial change in the facts or a change in city policy which would change the outcome. (Ord. 634 § 1 Exh. A, 1995)

17.164.210 Fee waivers.

A. Fees for land use applications and appeals of a land use decision shall be waived for a recognized neighborhood planning organization (NPO) if all of the following conditions are met:

1. The appeal or land use application must have been supported by a majority vote of NPO members at a public meeting where a quorum of NPO members was present;

2. A copy of the minutes of the NPO meeting where the appeal or land use application was initiated must be submitted with the appeal or land use application;

3. The appeal or application will be considered valid when conditions (1) and (2) are met and all other filing requirements are met; and

4. The NPO chairperson or designated representative shall appear at the next available city council meeting after the application or appeal is filed to request a waiver. The NPO shall work through the Planning Division to schedule the item on a council agenda.

B. Council may, on its own motion, waive the land use application or appeal fee for other nonprofit organizations. (Ord. 791 § 4, 2007)

The Scappoose Municipal Code is current through Ordinance 923, passed October 6, 2025.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

DKS 1050 SW 6TH AVENUE, SUITE 600 • PORTLAND, OR 97204 • 503.243.3500 • DKSASSOCIATES.COM

TRANSPORTATION PLANNING RULE ASSESSMENT

DATE: May 14, 2025

TO: Laurie Oliver Joseph, AICP | City of Scappoose

FROM: Reah Flisakowski, PE | DKS Associates

SUBJECT: Code Text Amendment: Commercial and Expanded Commercial Zoning #24574-000

OVERVIEW

The City of Scappoose is proposing a text amendment to the Municipal Code to enable the following use within Commercial and Expanded Commercial Zones:

"Food and beverage manufacturing and production with a building footprint less than 10,000 square feet with an associated retail component, subject to Chapter 17.90 Environmental Performance Standards"

The proposed text amendment would apply to all parcels with Commercial and Expanded Commercial Zones and is intended to facilitate the development of microbreweries and wineries. The proposed text amendment is not for a specific parcel.

Oregon Administrative Rule (OAR) 660-012-0060 states that "if an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided".

The following document outlines whether or not this text amendment represents a "significant effect" on the current and future transportation system to confirm whether or not the city will need to put mitigation factors in place as a result of this text amendment.

The definition of a significant effect varies by jurisdiction and no definition is provided in the City of Scappoose code. According to the Oregon Highway Plan (OHP)[1], a net increase of less than 400 daily trips does not qualify as a significant effect. While the OHP is not applicable to city streets, it provides a reasonable estimate of a significant effect for TPR analysis purposes.

[1] 199 Oregon Highway Plan, Action 1F.5, Pages 80-81

TRANSPORTATION PLANNING RULE EVALUATION

To determine if the proposed text amendment would "significantly affect" the transportation system, an evaluation of potential trip generation rates for various "worst-case" land uses was conducted. If the trip generation rates under the proposed text amendment could result in an increase of more than 400 daily trips on any Commercial and Expanded Commercial zoned parcel , the text amendment could result in a "significantly affect" to the transportation system.

Table 1 provides a trip generation rate comparison for a range of "worst-case" land uses that would be allowed in the current code and with the proposed text amendment. The trip generation rate comparison was based on average daily, AM peak hour and PM peak hour conditions. The current permitted uses in the code for Commercial and Expanded Commercial zoning designations are attached to this memorandum. Not all permitted land uses are included in Table 1, the focus is on permitted uses with the highest trip generation rates. The trip generation rate comparison was conducted based on building floor area which aligns with available data in the ITE Trip Generation Manual for the permitted and proposed uses evaluated.

TABLE 1: TRIP GENERATION RATE COMPARISON

LAND USE	ITE CODE	AVERAGE TRIP RATE PER 1,000 SF BUILDING AREA		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING COMMERCIAL AND EXPANDED COMMERCIAL ZONING				
SHOPPING PLAZA WITH SUPERMARKET (40-150 KSF)	821	94.49	3.53	9.03
PHARMACY WITH DRIVE-THROUGH WINDOW	881	108.40	3.74	10.25
CONVENIENCE STORE	851	762.28	62.54	49.11
FAST FOOD RESTAURANT WITH DRIVE-THROUGH	934	467.48	44.61	33.03
COFFEE SHOP WITH DRIVE-THROUGH	937	533.57	85.88	38.99
PROPOSED COMMERCIAL ZONING WITH TEXT AMENDMENT				
MANUFACTURING	140	4.75	0.68	0.74
WINERY	970	45.96	2.07	7.31
BREWERY TAP ROOM	971	61.69	0.68	9.83

Note:
Trip Rates are based on the ITE Trip Generation Manual, 11th edition
KSF = 1,000 square-foot building area

TPR ASSESSMENT

The comparison of trip generation rates for a range of "worst-case" land uses that would be allowed in the current code and with the proposed text amendment shows the manufacturing land use would have significantly lower potential to generate trips. The proposed text amendment would not significantly affect transportation facilities since all of the permitted uses within the existing zoning have a significantly higher trip generation rate. The proposed text amendment would not degrade the performance of existing or planned transportation facilities. Additionally, the text amendment would not change the functional classification of an existing or planned transportation facility.

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	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]
Food cart pod (Type I or II), subject to Chapter 17.126	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 buildings, when located outside of the Scappoose Creek Floodplain	Permitted outright[1]

Use	
Live/work townhouses or live/work multifamily building	Permitted outright[1]
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]

Use	
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	Conditional use[2]
Wireless communication facilities, subject to the provisions of Chapter 17.93.	Conditional use[2]

1 In 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.

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.

(Ord. 877, 2019; Ord. 868, 2018)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

17.68.030 Permitted and Conditional uses.

Use	
Agricultural sales	Permitted outright[1]
Automotive and equipment: 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 outdoor parking and all storage areas are buffered and screened in accordance with Chapter 17.100, Landscaping, Screening and Fencing.	Permitted outright[1]
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	Permitted outright[1]
Eating and drinking establishments	Permitted outright[1]
Equipment rental and sales	Permitted outright[1]

Use	
Financial, insurance and real estate services	Permitted outright[1]
Food cart pod (Type I or II), subject to Chapter 17.126	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, when located outside of the Scappoose Creek Flood Plain	Permitted outright[1]
Live/Work townhouses or live/work multifamily building	Permitted outright[1]
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]

Use	
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]

Use	
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]

1 In the expanded commercial zone, except as specifically stated, activities shall be conducted within an enclosed building or structure and are subject to 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.

(Ord. 877, 2019; Ord. 868, 2018)

The Scappoose Municipal Code is current through Ordinance 916, passed May 15, 2023.

Disclaimer: The city recorder's office has the official version of the Scappoose Municipal Code. Users should contact the city recorder's office for ordinances passed subsequent to the ordinance cited above.

City Website: www.scappoose.gov

Hosted by General Code.

DKS 117 COMMERCIAL STREET NE, SUITE 310, SALEM, OR 97301 • 503.391.8773 • DKSASSOCIATES.COM

TRANSPORTATION ANALYSIS

DATE: March 21, 2025

TO: Laurie Oliver Joseph | City of Scappoose

FROM: Reah Flisakowski, P.E. | DKS Associates

SUBJECT: Scappoose Proposed Rezone Transportation Planning Rule Evaluation

Project #24574-000

BACKGROUND

The City of Scappoose is developing a 50-Year Plan that includes an Urban Growth Boundary (UGB) expansion and establishment of Urban Reserves to meet the forecasted 50-year growth demand. This memorandum presents a trip generation evaluation of specific Comprehensive Plan amendments and zone changes on several parcels. An assessment of Transportation Planning Rule (TPR) requirements found the proposed amendments could significantly affect existing or planned transportation facilities. However, the potential impact could be mitigated by applying a maximum trip cap on future development on specific parcels. The analysis and findings are presented in the following sections.

SCAPPOOSE COMPREHENSIVE PLAN AND ZONE CHANGES

As part of this planning effort, the city is proposing Comprehensive Plan amendments and zone changes on several lots. The proposed change areas are applicable to whole parcels, assuming the whole area could be redeveloped with new uses. The proposed changes are summarized below and shown in Figure 1.

- Six parcels with 100.9 total acres located in the north portion of the city, changing from Industrial to Commercial plan designation
- One parcel with 9.4 total acres located in the north portion of the city, changing from LI (Light Industrial) zoning to EC (Expanded Commercial).
- Two parcels with 11.7 total acres located in the center of the city, changing from A-1 (High Density Residential) zoning to PL-R zoning (Public Land).
- Four parcels with 7.9 total acres located in the south portion of the city, changing from R-4 (Moderate Density Residential) zoning to EC (Expanded Commercial).

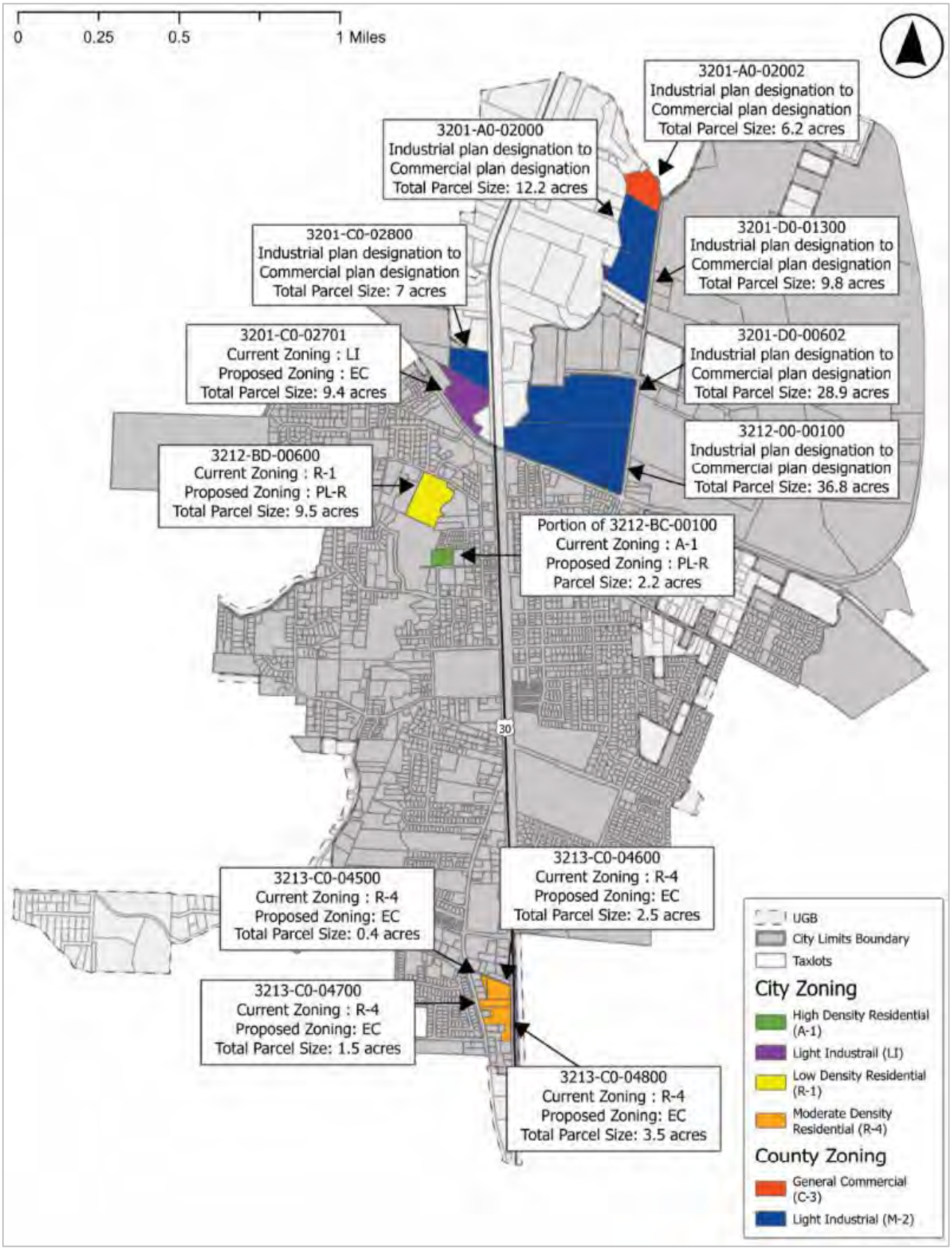


FIGURE 1: CITY OF SCAPPOOSE PROPOSED LAND USE ZONE CHANGES

The two parcels located in the central portion of the City (Figure 1) are proposed to change to Public Land – Recreation (PL-R) and have already been approved to develop or have been developed as a City park which is a permitted use in the existing residential zones. Park use would result in significantly lower vehicle trips than buildout of the land under residential zoning. Therefore, a trip generation assessment was not conducted to evaluate potential impacts as none would be triggered.

For the trip estimate assessment, it was assumed the Industrial plan designation would be equivalent to Light Industrial zoning and the Commercial plan designation would be equivalent to Expanded Commercial zoning.

Descriptions of the various zoning designations from the Scappoose Municipal Code[1] are provided below.

- LI (Light Industrial) - Provide appropriate locations for industrial uses including light manufacturing, and processing, assembling, packaging or treatment of produce or products from previously prepared materials.
- EC (Expanded Commercial) - Combines light manufacturing, office, retail sales, and complementary related commercial uses.
- A-1 (High Density Residential) – Provide for multiple-family residential units in moderate to high density residential developments.
- PL-R (Public Lands – Recreation) - Provide for the establishment of various types of public recreation facilities.
- R-4 (Moderate Density Residential) - Provide residential use in areas of moderate population concentrations. Permitted land uses include single-family detached or attached dwelling units and multi-family dwelling units. Average net density is 7.5 dwelling units per acre.

LAND USE AND TRIP GENERATION ANALYSIS

Each of the proposed Comprehensive Plan Map amendments and zone changes were evaluated to estimate the expected vehicle trip generation of the reasonable worst-case development potential under the existing and proposed zoning scenarios. The comparison provides the net increase in vehicle trips to the surrounding transportation system. The current edition of the ITE Trip Generation Manual[2] provides average trip generation rates for land uses. Vehicles trips were estimated for daily, morning peak hour (highest hour from 7 to 9 AM) and evening peak hour (highest hour from 4 to 6 PM).

The Light Industrial land use under a reasonable worse case buildout was most closely represented by ITE General Light Industrial land use code. The Expanded Commercial land use under a reasonable worse case buildout was anticipated to be a mix of several land uses: 40% commercial, 20% office and 40% multifamily residential. Commercial land use was most closely represented by

[1] A complete list of permitted land uses can be found in the Scappoose Municipal Code, Title 17 Land Use and Development, https://scappoose.municipal.codes/Code/17

[2] Trip Generation Manual, 11th Edition, Institute of Transportation Engineers, 2021.

ITE Shopping Plaza (without a supermarket) land use code. Office land use was most closely represented by ITE General Office land use code. Multifamily Residential land use was most closely represented by ITE Multifamily Housing – Low Rise land use code.

A trip reduction was applied to the Shopping Plaza land use code to account for passby trips. Passby trips are those trips already on the roadways immediately adjacent to the site but altering their path at the driveway to visit the site.

TRIP GENERATION

The proposed Comprehensive Plan Map amendment includes three parcels with a total of 25.4 acres changing from Industrial to Commercial plan designation, one parcel with a total 9.4 acres changing from LI (Light Industrial) to EC (Expanded Commercial) designation, and four parcels with a total of 8.0 acres converting from R-4 (Moderate Density Residential) zoning to EC. The following sections summarize the land use and trip generation calculations for each parcel.

PARCEL ID: 3201-A0-02000

Table 1 provides a summary of the land use and trip generation calculations for the largest parcel changing from Industrial to Commercial plan designation with 12.2 total acres. The proposed change would result in an increase of up to 3,214 daily trips, 51 AM peak hour trips, and 222 PM peak hour trips.

TABLE 1: 3201-A0-02000 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	159 KSF	774	118	103
PROPOSED ZONING – COMMERCIAL				
SHOPPING PLAZA WITHOUT SUPERMARKET (821)	64 KSF	4,321	111	332
GENERAL OFFICE (710)	32 KSF	347	49	46
MULTIFAMILY HOUSING – LOW RISE (220)	117 DU	789	47	60
RETAIL PASS-BY TRIP REDUCTION (34%)		-2,056	-77	-197
PROPOSED ZONING TOTAL NET NEW TRIPS		3,988	169	325
NET CHANGE EXISTING TO PROPOSED ZONING		3,214	51	222

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3201-A0-02002

Table 2 provides a summary of the land use and trip generation calculations for the northernmost parcel with 6.2 total acres changing from Industrial to Commercial plan designation. The proposed change would result in an increase of up to 1,333 daily trips, 38 AM peak hour trips, and 140 PM peak hour trips.

TABLE 2: 3201-A0-02002 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	81 KSF	394	60	53
PROPOSED ZONING – COMMERCIAL				
STRIP PLAZA RETAIL (822)	32 KSF	1,742	76	211
GENERAL OFFICE (710)	16 KSF	173	24	23
MULTIFAMILY HOUSING – LOW RISE (220)	60 DU	404	24	31
RETAIL PASS-BY TRIP REDUCTION (34%)		-592	-26	-72
PROPOSED ZONING TOTAL NET NEW TRIPS		1,727	98	193
NET CHANGE EXISTING TO PROPOSED ZONING		1,333	38	140

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3201-DO-01300

Table 3 provides a summary of the land use and trip generation calculations for the largest parcel changing from Industrial to Commercial plan designation with 9.8 total acres. The proposed change would result in an increase of up to 2,566 daily trips, 41 AM peak hour trips, and 177 PM peak hour trips.

TABLE 3: 3201-DO-01300 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	128 KSF	623	95	83
PROPOSED ZONING – COMMERCIAL				
SHOPPING PLAZA WITHOUT SUPERMARKET (821)	51 KSF	3,444	88	265
GENERAL OFFICE (710)	26 KSF	282	40	37
MULTIFAMILY HOUSING – LOW RISE (220)	94 DU	634	38	48
RETAIL PASS-BY TRIP REDUCTION (34%)		-1,171	-30	-90
PROPOSED ZONING TOTAL NET NEW TRIPS		3,189	136	260
NET CHANGE EXISTING TO PROPOSED ZONING		2,566	41	177

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3201-C0-02800

Table 4 below provides a summary of the land use and trip generation calculations for the third parcel changing from Industrial to Commercial plan designation with 7.0 total acres. The proposed change would result in an increase of up to 1,534 daily trips, 44 AM peak hour trips, and 162 PM peak hour trips.

TABLE 4: 3201-C0-02800 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	91 KSF	443	67	59
PROPOSED ZONING – COMMERCIAL				
STRIP PLAZA RETAIL (822)	37 KSF	2,015	87	244
GENERAL OFFICE (710)	18 KSF	195	27	26
MULTIFAMILY HOUSING – LOW RISE (220)	67 DU	452	27	34
RETAIL PASS-BY TRIP REDUCTION (34%)		-685	-30	-83
PROPOSED ZONING TOTAL NET NEW TRIPS		1,977	111	221
NET CHANGE EXISTING TO PROPOSED ZONING		1,534	44	162

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3201-C0-02701

Table below provides a summary of the land use and trip generation calculations for the parcel with 9.4 total acres changing from LI (Light Industrial) to EC (Expanded Commercial) plan designation. The proposed change would result in an increase of up to 2,462 daily trips, 39 AM peak hour trips, and 141 PM peak hour trips.

TABLE 5: 3201-C0-02701 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	123 KSF	599	91	80
PROPOSED ZONING – EXPANDED COMMERCIAL				
SHOPPING PLAZA WITHOUT SUPERMARKET (821)	49 KSF	3,308	85	254
GENERAL OFFICE (710)	25 KSF	271	38	36
MULTIFAMILY HOUSING – LOW RISE (220)	90 DU	607	36	17
RETAIL PASS-BY TRIP REDUCTION (34%)		-1,574	-59	-150
PROPOSED ZONING TOTAL NET NEW TRIPS		3,061	130	221
NET CHANGE EXISTING TO PROPOSED ZONING		2,462	39	141

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3201-D0-00602

Table 6 below provides a summary of the land use and trip generation calculations for the parcel with 28.9 total acres changing from LI (Light Industrial) to EC (Expanded Commercial) plan designation. The proposed change would result in an increase of up to 7,579 daily trips, 119 AM peak hour trips, and 521 PM peak hour trips.

TABLE 6: 3201-D0-00602 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	378 KSF	1,841	280	246
PROPOSED ZONING – EXPANDED COMMERCIAL				
SHOPPING PLAZA WITHOUT SUPERMARKET (821)	151 KSF	10,196	261	784
GENERAL OFFICE (710)	76 KSF	824	116	109
MULTIFAMILY HOUSING – LOW RISE (220)	277 DU	1,867	111	141
RETAIL PASS-BY TRIP REDUCTION (34%)		-3,467	-89	-267
PROPOSED ZONING TOTAL NET NEW TRIPS		9,420	399	767
NET CHANGE EXISTING TO PROPOSED ZONING		7,579	119	521

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3212-00-00100

Table 7 below provides a summary of the land use and trip generation calculations for the parcel with 36.8 total acres changing from LI (Light Industrial) to EC (Expanded Commercial) plan designation. The proposed change would result in an increase of up to 7,978 daily trips, 230 AM peak hour trips, and 840 PM peak hour trips.

TABLE 7: 3212-00-00100 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING – LIGHT INDUSTRIAL				
GENERAL LIGHT INDUSTRIAL (110)	481 KSF	2,342	356	313
PROPOSED ZONING – EXPANDED COMMERCIAL				
SHOPPING PLAZA WITHOUT SUPERMARKET (821)	192 KSF	10,454	453	1,265
GENERAL OFFICE (710)	96 KSF	1,041	146	138
MULTIFAMILY HOUSING – LOW RISE (220)	353 DU	2,379	141	180
RETAIL PASS-BY TRIP REDUCTION (34%)		-3,554	-154	-430
PROPOSED ZONING TOTAL NET NEW TRIPS		10,320	586	1,153
NET CHANGE EXISTING TO PROPOSED ZONING		7,978	230	840

Note: Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3213-C0-04800

Table 8 below provides a summary of the land use and trip generation calculations for the largest parcel converting from R-4 (Moderate Density Residential) zoning to EC (Expanded Commercial) with 3.5 total acres. The proposed change would result in an increase of up to 665 daily trips, 35 AM peak hour trips, and 85 PM peak hour trips.

TABLE 8: 3213-CO-04800 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING –R-4 MODERATE DENSITY RESIDENTIAL				
SINGLE FAMILY ATTACHED RESIDENTIAL (215)	42 DU	302	20	24
PROPOSED ZONING – EXPANDED COMMERCIAL				
STRIP PLAZA RETAIL (822)	18 KSF	980	42	119
GENERAL OFFICE (710)	9 KSF	98	14	13
MULTIFAMILY HOUSING – LOW RISE (220)	33 DU	222	13	17
RETAIL PASSBY TRIP REDUCTION (34%)		-333	-14	-40
PROPOSED ZONING TOTAL NET NEW TRIPS		967	55	109
NET CHANGE EXISTING TO PROPOSED ZONING		665	35	85

Note:
Building area coverage is approximately 30% of buildable acreage
Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3213-C0-04600

Table below provides a summary of the land use and trip generation calculations for the second largest parcel converting from R-4 (Moderate Density Residential) zoning to EC (Expanded Commercial) with 2.5 total acres. The proposed change would result in an increase of up to 489 daily trips, 27 AM peak hour trips, and 57 PM peak hour trips.

TABLE 9: 3213-CO-04600 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING –R-4 MODERATE DENSITY RESIDENTIAL				
SINGLE FAMILY ATTACHED RESIDENTIAL (215)	30 DU	216	14	17
PROPOSED ZONING – EXPANDED COMMERCIAL				
STRIP PLAZA RETAIL (822)	13 KSF	708	31	86
GENERAL OFFICE (710)	7 KSF	76	11	10
MULTIFAMILY HOUSING – LOW RISE (220)	24 DU	162	10	7
RETAIL PASSBY TRIP REDUCTION (34%)		-241	-11	-29
PROPOSED ZONING TOTAL NET NEW TRIPS		705	41	74
NET CHANGE EXISTING TO PROPOSED ZONING		489	27	57

Note:
Building area coverage is approximately 30% of buildable acreage
Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3213-C0-04700

Table below provides a summary of the land use and trip generation calculations for the parcel with 1.5 total acres converting from R-4 (Moderate Density Residential) zoning to EC (Expanded Commercial). The proposed change would result in an increase of up to 295 daily trips, 16 AM peak hour trips, and 38 PM peak hour trips.

TABLE 10: 3213-CO-04700 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING –R-4 MODERATE DENSITY RESIDENTIAL				
SINGLE FAMILY ATTACHED RESIDENTIAL (215)	18 DU	130	9	10
PROPOSED ZONING – EXPANDED COMMERCIAL				
STRIP PLAZA RETAIL (822)	8 KSF	436	19	53
GENERAL OFFICE (710)	4 KSF	43	6	6
MULTIFAMILY HOUSING – LOW RISE (220)	14 DU	94	6	7
RETAIL PASSBY TRIP REDUCTION (34%)		-148	-6	-18
PROPOSED ZONING TOTAL NET NEW TRIPS		425	25	48
NET CHANGE EXISTING TO PROPOSED ZONING		295	16	38

Note:
Building area coverage is approximately 30% of buildable acreage
Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3213-C0-04500

Table below provides a summary of the land use and trip generation calculations for the smallest parcel converting from R-4 (Moderate Density Residential) zoning to EC (Expanded Commercial) with 0.4 total acres. The proposed change would result in an increase of up to 74 daily trips, 5 AM peak hour trips, and 9 PM peak hour trips.

TABLE 11: 3213-CO-04500 TRIP GENERATION ESTIMATE

ZONING AND LAND USE (ITE CODE)	SIZE	WEEKDAY TRIP GENERATION		
		DAILY	AM PEAK HOUR	PM PEAK HOUR
EXISTING ZONING –R-4 MODERATE DENSITY RESIDENTIAL				
SINGLE FAMILY ATTACHED RESIDENTIAL (215)	5 DU	36	2	3
PROPOSED ZONING – EXPANDED COMMERCIAL				
STRIP PLAZA RETAIL (822)	2 KSF	109	5	13
GENERAL OFFICE (710)	1 KSF	11	2	1
MULTIFAMILY HOUSING – LOW RISE (220)	4 DU	27	2	2
RETAIL PASSBY TRIP REDUCTION (34%)		-37	-2	-4
PROPOSED ZONING TOTAL NET NEW TRIPS		110	7	12
NET CHANGE EXISTING TO PROPOSED ZONING		74	5	9

Note:
Building area coverage is approximately 30% of buildable acreage
Multifamily housing – low rise based on 24 dwelling units per acre

PARCEL ID: 3212-BD-00600 AND 3212-BC-00100

Both of these parcels have a proposed downzone from residential zoning to PL-R with very limited permitted uses including public recreation facilities such as neighborhood and community parks, park plazas, and multi-use trails with associated trail access points and trailheads. The permitted uses are very low vehicle trip generators and would result in a significant decrease in trips compared to the existing zoning designations.

TRANSPORTATION PLANNING RULE EVALUATION

The proposed zone change must be in accordance with Oregon Administrative Rule (OAR) 660-012-0060, the Transportation Planning Rule (TPR). The intent of the TPR (OAR 660-12-0060) is to ensure that future land use and traffic growth is consistent with transportation system planning and does not create a significant effect on the surrounding transportation system beyond currently allowed uses.

The definition of a significant effect varies by jurisdiction and no such definition is provided in the City of Scappoose code. According to the Oregon Highway Plan (OHP)[3], a net increase of less than 400 daily trips does not qualify as a significant effect. While the OHP is not applicable to city streets, it provides a reasonable estimate of a significant effect for TPR analysis purposes.

The proposed Comprehensive Plan Map amendments and zone changes for each would result in a trip increase of more than 400 daily trips which indicates a potential significant effect for TPR analysis purposes. The total daily trip estimates for each proposed zone change exceed 400 trips, except for the two smallest parcels converting to expanded commercial (3213-C0-04500 and 3213-C0-04700). The resulting level of trip growth from the proposed changes should be evaluated further to determine if any capacity mitigations would be required due to the significant effect.

TPR ASSESSMENT

Per OAR 660-012-0060, Section (9), a zoning map amendment would not significantly affect an existing or planned transportation facility if all of the following requirements are met:

(a) The proposed zoning is consistent with the existing comprehensive plan map designation and the amendment does not change the comprehensive plan map;

*This requirement is not met since the proposed changes are not consistent with the **City's** Comprehensive Plan Map designations.*

(b) The local government has an acknowledged TSP and the proposed zoning is consistent with the TSP; and

This requirement is not met since the proposed zone changes are not consistent with the City of Scappoose adopted TSP assumptions.

(c) The area subject to the zoning map amendment was not exempted from this rule at the time of an urban growth boundary amendment as permitted in OAR 660-024-0020(1)(d), or the area was exempted from this rule, but the local government has a subsequently acknowledged TSP amendment that accounted for urbanization of the area.

[3] 1999 Oregon Highway Plan, Action 1F.5, Pages 80-81.

*This requirement is not met as the proposed change areas were evaluated in **the City's** adopted TSP under the current Comprehensive Plan designations and zoning. The proposed zone changes are not consistent with the City of Scappoose adopted TSP assumptions.*

Because all of the above listed requirements are not met, the proposed amendments may create a significant effect on the surrounding transportation system.

PROPOSED MITIGATION

The proposed Comprehensive Plan Map amendments and zone changes for all parcels except 3213-C0-04500 (shown in Table 8) resulted in a trip increase of more than 400 daily trips which indicates a potential significant effect for TPR analysis purposes.

To mitigate potential significant effects on the transportation system from the proposed amendments and zone changes to the parcels listed above, the city should impose a limit to the allowable new development on each parcel. Future development applications would be limited to an increase of up to 400 daily trips on each parcel beyond what is allowed under the current zoning designation. A trip generation estimate with each development application would be required to ensure the TPR trip cap for each parcel is not exceeded as shown in Table 11.

TABLE 11: PARCEL TRIP CAP SUMMARY

PARCEL	AREA (ACRES)	DAILY NET NEW TRIP GENERATION		
		EXISTING ZONING	TPR ALLOWED TRIP CAP INCREASE	PROPOSED ZONING
Parcel ID: 3201-A0-02000	12.2	774	400	1,174
Parcel ID: 3201-A0-02002	6.2	394	400	794
Parcel ID: 3201-DO-01300	9.8	623	400	1,023
Parcel ID: 3201-C0-02800	7	443	400	843
Parcel ID: 3201-C0-02701	9.4	599	400	999
Parcel ID: 3201-D0-00602	28.9	1,841	400	2,241
Parcel ID: 3201-00-00100	36.8	2,342	400	2,742
Parcel ID: 3213-C0-04800	3.5	302	400	702
Parcel ID: 3213-C0-04600	2.5	216	400	616

ATTACHMENTS

TRIP GENERATION ESTIMATE

3201-C0-02701

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	123 KSF	599	91	80
proposed zoning - commercial				
shopping plaza without supermarket (821)	49 KSF	3,308	85	254
general office (710)	25 KSF	271	38	36
multifamily housing – low rise (220)	90 DU	607	36	17
retail passby trip reduction (34%)		1,125	29	86
PROPOSED ZONING TOTAL NET NEW TRIPS		3,061	130	221
NET CHANGE EXISTING TO PROPOZED ZONING		2,462	39	141

3201-A0-02000

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	159 KSF	774	118	103
proposed zoning - commercial				
shopping plaza without supermarket (821)	64 KSF	4321	111	332
general office (710)	32 KSF	347	49	46
multifamily housing – low rise (220)	117 DU	789	47	60
retail passby trip reduction (34%)		1,469	38	113
PROPOSED ZONING TOTAL NET NEW TRIPS		3,988	169	325
NET CHANGE EXISTING TO PROPOZED ZONING		3,214	51	222

3213-C0-04600

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – moderate density residential				
single family attached residential (215)	30 DU	216	14	17
proposed zoning – expanded commercial				
strip retail plaza (822)	13 KSF	708	31	86
general office (710)	7 KSF	76	11	10
multifamily housing – low rise (220)	24 DU	162	10	7
retail passby trip reduction (34%)		241	11	29
PROPOSED ZONING TOTAL NET NEW TRIPS		705	41	74
NET CHANGE EXISTING TO PROPOZED ZONING		489	27	57

3201-D0-00602

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	378 KSF	1841	280	246
proposed zoning - commercial				
shopping plaza without supermarket (821)	151 KSF	10196	261	784
general office (710)	76 KSF	824	116	109
multifamily housing – low rise (220)	277 DU	1867	111	141
retail passby trip reduction (34%)		3,467	89	267
PROPOSED ZONING TOTAL NET NEW TRIPS		9,420	399	767
NET CHANGE EXISTING TO PROPOZED ZONING		7,579	119	521

3201-C0-02800

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	91 KSF	443	67	59
proposed zoning - commercial				
strip retail plaza (822)	37 KSF	2015	87	244
general office (710)	18 KSF	195	27	26
multifamily housing – low rise (220)	67 DU	452	27	34
retail passby trip reduction (34%)		685	30	83
PROPOSED ZONING TOTAL NET NEW TRIPS		1,977	111	221
NET CHANGE EXISTING TO PROPOZED ZONING		1,534	44	162

3201-A0-02002

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	81 KSF	394	60	53
proposed zoning - commercial				
strip retail plaza (822)	32 KSF	1742	76	211
general office (710)	16 KSF	173	24	23
multifamily housing – low rise (220)	60 DU	404	24	31
retail passby trip reduction (34%)		592	26	72
PROPOSED ZONING TOTAL NET NEW TRIPS		1,727	98	193
NET CHANGE EXISTING TO PROPOZED ZONING		1,333	38	140

3213-C0-04500

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – moderate density residential				
single family attached residential (215)	5 DU	36	2	3
proposed zoning – expanded commercial				
strip retail plaza (822)	2.0 KSF	109	5	13
general office (710)	1.0 KSF	11	2	1
multifamily housing – low rise (220)	4.0 DU	27	2	2
retail passby trip reduction (34%)		37	2	4
PROPOSED ZONING TOTAL NET NEW TRIPS		110	7	12
NET CHANGE EXISTING TO PROPOZED ZONING		74	5	9

3212-00-00100

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	481 KSF	2342	356	313
proposed zoning - commercial				
strip retail plaza (822)	192 KSF	10454	453	1265
general office (710)	96 KSF	1041	146	138
multifamily housing – low rise (220)	353 DU	2379	141	180
retail passby trip reduction (34%)		3,554	154	430
PROPOSED ZONING TOTAL NET NEW TRIPS		10,320	586	1,153
NET CHANGE EXISTING TO PROPOZED ZONING		7,978	230	840

3213-C0-04700

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – moderate density residential				
single family attached residential (215)	18 DU	130	9	10
proposed zoning – expanded commercial				
strip retail plaza (822)	8 KSF	436	19	53
general office (710)	4 KSF	43	6	6
multifamily housing – low rise (220)	14 DU	94	6	7
retail passby trip reduction (34%)		148	6	18
PROPOSED ZONING TOTAL NET NEW TRIPS		425	25	48
NET CHANGE EXISTING TO PROPOZED ZONING		295	16	38

3213-C0-04800

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – moderate density residential				
single family attached residential (215)	42 DU	302	20	24
proposed zoning – expanded commercial				
strip retail plaza (822)	18 KSF	980	42	119
general office (710)	9 KSF	98	14	13
multifamily housing – low rise (220)	33 DU	222	13	17
retail passby trip reduction (34%)		333	14	40
PROPOSED ZONING TOTAL NET NEW TRIPS		967	55	109
NET CHANGE EXISTING TO PROPOZED ZONING		665	35	85

3201-DO-01300

Zoning and Land Use (ITE Code)	Size	Weekday Trip Generation		
		Daily	AM Peak Hour	PM Peak Hour
existing zoning – light industrial				
general light industrial (110)	128 KSF	623	95	83
proposed zoning - commercial				
shopping plaza without supermarket (821)	51 KSF	3,444	88	265
general office (710)	26 KSF	282	40	37
multifamily housing – low rise (220)	94 DU	634	38	48
retail passby trip reduction (34%)		1,171	30	90
PROPOSED ZONING TOTAL NET NEW TRIPS		3,189	136	260
NET CHANGE EXISTING TO PROPOZED ZONING		2,566	41	177

Development Code Text Amendment (DCTA1-26) Findings

PROPOSAL & RATIONALE

The City of Scappoose proposes to clarify and update many chapters of the Development Code. The overall purpose of the amendments is to improve the usability of the code by correcting errors, update application procedures, implement land use efficiency measures, and to comply with Oregon statutory changes.

Amendments are proposed to the following chapters of the Scappoose Development Code (SDC): 17.22, 17.26, 17.40, 17.44, 17.50, 17.54, 17.56, 17.62, 17.68, 17.70, 17.74, 17.81, 17.82, 17.84, 17.85, 17.86, 17.89, 17.92, 17.94, 17.100, 17.104, 17.106, 17.114, 17.120, 17.126, 17.130, 17.134, 17.136, 17.140, 17.142, 17.150, 17.152, 17.154, 17.160, 17.162 and 17.164.

A summary of proposed amendments to the SDC and the reason for each change is included as **Exhibit 17**. The full proposed SDC amendments are included as **Exhibit 18**.

FINDINGS OF FACT

The following sections of the Scappoose Municipal Code, Scappoose Development Code, Scappoose Comprehensive Plan, Oregon Administrative Rules, and Oregon Statewide Planning Goals are applicable to this request:

Chapter 17.22
AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

17.22.040 Approval criteria.
Planning commission 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;
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;
C. The change will not adversely affect the health, safety, and welfare of the community;
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
E. The amendment conforms to Section 17.22.050.

Finding: This staff report and attached exhibits demonstrate compliance with the Statewide Planning Goals and relevant Oregon Revised Statutes and Administrative Rules. The proposal is consistent with the Comprehensive Plan and the standards of Title 17. The changes proposed by the amendments will not adversely affect the health, safety, and welfare of the community. The proposal responds to changes in the community as identified throughout the Scappoose 50-Year Plan. The amendments conform to Section 17.22.050, as addressed below. Therefore, the proposed amendments comply with Section 17.22.040.

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.

Finding: The proposed Development Code amendments include an addition to the Commercial (C) and Expanded Commercial (EC) zones to allow "food and beverage manufacturing and production with a building footprint less than 10,000 square feet with an associated retail component, subject to Chapter 17.90 Environmental Performance Standards". Since this would be a new use within the C and EC zones, the City must evaluate whether or not this change to the permitted uses would result in a significant effect to the transportation system. The City completed a Transportation Planning Rule (TPR) Analysis of the proposed addition to the C and EC zones, which is included as **Exhibit 19** to this staff report. The City coordinated with ODOT on the preparation of the analysis. The analysis found that the proposed text amendment would not significantly affect transportation facilities since all of the permitted uses within the existing zoning have a significantly higher trip generation rate. The proposed text amendment would not degrade the performance of existing or planned transportation facilities. Additionally, the text amendment would not change the functional classification of an existing or planned transportation facility. Based on the findings above and in the DKS Associates memo dated May 14, 2025 (**Exhibit 19**), the proposed zoning code amendment to add a new use to the C and EC zone are consistent with the Transportation Planning Rule and Section 17.22.050.

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 Municipal Code, as detailed in the findings. The City has publicized the proposed amendments and will hold hearings in accordance with applicable laws. The City is updating the Development Code to improve the usability of the code by correcting errors, updating application procedures, implementing land use efficiency measures, complying with Oregon statutory changes, and responding to a Council goal to allow micro-breweries/distilleries/wineries in the Commercial and Expanded Commercial zoning districts. Section 17.160.120 is satisfied.

SCAPPOOSE COMPREHENSIVE PLAN

GENERAL GOALS OF THE CITY OF SCAPPOOSE FOR LAND USES

1) The growth of the City should be orderly and in accordance with the public health, safety, and welfare, while preserving individual choice and recognizing existing patterns of development.

5) Sufficient area for the expansion of all major land uses for the next twenty years should be provided.

7) Commercial areas should provide maximum service to the public and should be safely integrated into the physical pattern of the community.

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

19) Citizen participation will continue to be an important element of the City's land use planning process. Besides public hearings held by the Planning Commission and City Council, the City shall utilize the local newspaper and radio station to keep populace informed of land use issues. The City shall also publish quarterly a summary of past and future activities.

Finding: The proposed amendments support orderly growth of the city in accordance with public health, safety and welfare while preserving individual choice and recognizing existing patterns of development. The proposed amendments add land use efficiency and best practices geared toward providing adequate opportunity for residential and economic development over the next 20 to 50 years. The city will continue to utilize relevant communication techniques to encourage citizen participation in the land use review process. The applicable GENERAL GOALS OF THE CITY OF SCAPPOOSE FOR LAND USES are satisfied.

OREGON STATEWIDE PLANNING GOALS[1]

Goal 1: Citizen Involvement
Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process." It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also requires local governments to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.
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 any amendments to the Scappoose Development Code. Notice of the proposal and hearings was published in the local newspaper on June 12 and 19, 2026 and was provided to the Department of Land Conservation and Development (DLCD) on May 16, 2026. Additionally, notice was provided to Columbia County on May 26, 2026. The City also follows the procedures required by ORS 227.186 (Ballot Measure 56) for notification of the owners of property proposed to be directly affected by the changes. For this application, as the changes do not limit or prohibit land uses previously allowed in the affected zone, no mailed notice is required under this statute.

Additionally, the city engaged a Stakeholder Advisory Committee throughout the development of the 50-Year Plan. The Stakeholder Advisory Committee (SAC) was composed of city leaders, other government agencies, economic development practitioners, non-profit organizations, higher education leaders, local business owners, and community members at large. The SAC met 17 times over the course of the entire 50-Year Plan project and issues raised by the SAC were either incorporated into the analysis and/or deliverables or were brought to City Council for further discussion and resolution. The SAC reviewed all major deliverables including the HCA, EOA, significant zoning code changes, Comprehensive Plan policy revisions, and UGB amendments. This Goal is met.

Goal 2: Land Use Planning
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.

---

[1] *Note: All policies used for the Goals are sourced from "A Summary of Oregon's Statewide Planning Goals", available at https://www.oregon.gov/lcd/OP/Documents/goalssummary.pdf.*

Finding: The proposal to amend the Development Code is consistent with the City's regulations regarding legislative land use decisions. Legislative decisions 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.

Statewide Planning Goal 2 requires each local government in Oregon to have and follow a comprehensive land use plan and implementing regulations. Cities and counties must build their comprehensive plans on a factual basis and follow their plan when making decisions on appropriate zoning. An "adequate factual base" means facts and evidence that reasonable people would rely on when conducting their day-to-day affairs. City and county plans must be consistent with one another. Special district and state agency plans and programs must be coordinated with comprehensive plans. Scappoose must also update their development code to implement the comprehensive plan, when required by state law, such as applying only clear and objective standards and an administrative process to the review of residential applications.

The procedural requirements for the proposed Development Code amendments are contained in Title 17 of the Scappoose Municipal Code, which involve assessment of the application's merits, notice to affected parties, and public hearings. The proposal is to perform multiple text changes to bring the city's land use regulations into compliance with state law, reflect land use efficiency measures and position the city to effectively review and approve appropriate land use submittals consistent with the city's vision for the next 50 years. Notice of the proposed amendment has been provided to the Oregon Department of Land Conservation and Development (DLCD) as required. The City's decision is based on findings of fact. This action complies with Goal 2.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources
Objective: To protect natural resources and conserve scenic and historic areas and open spaces.
Finding: In urban areas, the emphasis of Goal 5 is on the inventory and conservation of wetlands, riparian zones, and wildlife habitats. The Scappoose Development Code contains the following zoning overlays that serve to protect Significant Historic and Natural Resources:

17.82 Historic Site, Structures, and Landmarks Overlay;
17.84 Sensitive Lands – Flooding;
17.85 Sensitive Lands – Wetlands;
17.86 Sensitive Lands – Slope Hazard; and
17.89 Sensitive Lands – Fish and Riparian Corridor Overlay

The proposed amendments to the above-listed chapters are for consistency with land use review process and decision-making authority only. There are no modifications to these chapters that would modify the review standards applicable to open spaces, scenic and historic areas or natural resources. Based on the findings above, the zoning code amendments are consistent with Statewide Planning Goal 5.

Goal 7: Areas Subject to Natural Hazards
Objective: To protect people and property from natural hazards.

Finding: Goal 7 requires local comprehensive plans to address Oregon's natural hazards. Protecting people and property from natural hazards requires knowledge, planning, coordination, and education. Natural hazards applicable to Scappoose include floods, landslides, weak foundation soils, earthquakes, and wildfires. The City of Scappoose complies with Goal 7 by regulating development in hazard-prone areas through the Development Code and Public Works Design Standards as well as fire response and other emergency preparedness efforts provided by the Scappoose Rural Fire Protection District. The following Development Code chapters address flooding and landslides:

17.84 Sensitive Lands - Flooding
17.86 Sensitive Lands - Slope Hazard

The proposed amendments to the above-listed chapters are for consistency with land use review process and decision-making authority only. The proposal to update the Development Code is consistent with the avoidance of natural disasters and hazards under Goal 7.

Goal 9: Economy of the State
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: Goal 9 requires local governments to plan for and provide adequate opportunities for a variety of economic activities by ensuring an adequate supply of employment land. The goal is implemented through OAR Chapter 660, Division 9, which requires evaluation of economic trends, employment growth, site needs, and buildable employment land to determine whether sufficient land is designated to accommodate projected employment growth. The City prepared an EOA for the 2023–2043 (**Exhibit 3**) planning period to evaluate employment growth and employment land capacity within the Urban Growth Boundary (UGB). The previous EOA was completed in 2010. The EOA identifies current and projected employment by sector, translates that growth into land need by site type, and compares that need to the supply of buildable employment land. The EOA and Analysis of Public and Semi-Public Land Needs & 50-Year Land Needs (**Exhibit 4**) also evaluates employment land need over a 50-year horizon to inform urban reserves planning. The EOA establishes the factual basis for determining whether the City has sufficient employment land capacity and for supporting changes to Comprehensive Plan designations, zoning, and other implementing measures, including the UGB expansion and designation of urban reserves. Based on the EOA findings, the city of Scappoose has a deficiency in Commercial land to support the identified need over the 20-year planning horizon. The EOA recommended expansion of the city's Urban Growth Boundary (UGB) to help alleviate the deficiency (however, proposed redesignation of certain parcels from Industrial to Commercial has alleviated the commercial land need during the 2023 – 2043 planning horizon).

As part of the proposed Development Code amendments, the City is responding to a Council goal by expanding the permitted uses (specifically food and beverage manufacturing to allow for micro-breweries and distilleries) and outdoor dining in the C and EC zoning districts. The Development Code also includes updates to the Airport Employment Overlay zones to conform with the findings of the 2023 EOA. The amendments support the city's planning and provision of adequate opportunities for a variety of economic opportunities. The proposed Development Code amendments are consistent with Statewide Planning Goal 9.

Goal 10 – Housing:
Objective: To provide for the housing needs of citizens of the state.

Finding: Goal 10 requires local governments to plan for and provide opportunities for the development of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of present and future households. The goal is implemented for non-Metro jurisdictions through OAR Chapter 660, Division 8, which requires local governments to evaluate housing need, inventory buildable residential land, and ensure that sufficient land is designated and available to accommodate that need over a 20-year planning period.

The city prepared an HCA for the 2023–2043 (**Exhibit 2**) planning period to evaluate housing need and residential land capacity within the UGB. The HCA establishes the factual basis for determining whether the City has sufficient residential land capacity under Goal 10 and provides the technical foundation for

Comprehensive Plan designations, zoning, and other implementing measures, including amendments to the UGB. The HCA analysis found that the city needs 1,284 housing units over the 20-year planning horizon and has enough residential capacity within the existing UGB to accommodate approximately 1,236 housing units. However, the HCA further identified that there is a surplus of capacity in low-density plan designations but deficits in medium- and high-density designations.

Based on the findings of the HCA, the city needs to adopt land use efficiency measures to allow more flexibility in housing that can be built within the existing UGB, as well as expand the UGB to provide adequate opportunities to accommodate the identified mix of needed housing types and densities, consistent with OAR 660-008-0020.

The proposed amendments include amendments to increase efficiency of land use (identified in the Summary of Development Code Amendments (**Exhibit 17**) with the "Reason" identified as "Land Use Efficiency Measure"). Additionally, the proposed amendments are expected to have a positive impact on the review process for residential development and therefore support and expand Scappoose's compliance with Statewide Planning Goal 10. Based on the findings above, the proposed amendments are consistent with Statewide Planning Goal 10.

Goal 12 – Transportation:
Objective: To provide and encourage a safe, convenient and economic transportation system.

Finding: Goal 12 is implemented by Oregon Administrative Rules (OAR) Chapter 660, Division 12. Local governments are required to adopt a transportation system plan (TSP) and land use regulations to implement the TSP. OAR 660-012-0060 requires any comprehensive plan amendment or changes to permitted uses to be evaluated according to the terms outlined in that OAR to demonstrate whether they will have a significant impact on the transportation system. The City of Scappoose completed a Transportation System Plan in 2016.

The proposed Development Code amendments include an addition to the Commercial (C) and Expanded Commercial (EC) zones to allow "food and beverage manufacturing and production with a building footprint less than 10,000 square feet with an associated retail component, subject to Chapter 17.90 Environmental Performance Standards". Since this would be a new use within the C and EC zones, the City must evaluate whether or not this change to the permitted uses would result in a significant effect to the transportation system. The City completed a Transportation Planning Rule (TPR) Analysis of the proposed addition to the C and EC zones, which is included as **Exhibit 19** to this staff report. The City coordinated with ODOT on the preparation of the analysis. The analysis found that the proposed text amendment would not significantly affect transportation facilities since all of the permitted uses within the existing zoning have a significantly higher trip generation rate. The proposed text amendment would not degrade the performance of existing or planned transportation facilities. Additionally, the text amendment would not change the functional classification of an existing or planned transportation facility. Based on the findings above and in the DKS Associates memo dated May 14, 2025 (**Exhibit 19**), the proposed zoning code amendment to add a new use to the C and EC zone are consistent with the Transportation Planning Rule and Goal 12.

Statewide Planning Goals 3-4, 6, 8, 11 & 13-19 are not applicable to this application.

SCAPPOOSE Oregon

Laurie Oliver Joseph
Community Development Director
33568 E Columbia Ave.
Scappoose, OR 97056

March 31, 2026

Cheryle A. Kennedy
Tribal Council Chairwoman
Confederated Tribes of Grand Ronde

Dear Cheryle,

In 2022, the City of Scappoose began a multi-year long range planning effort referred to as the 50 Year Plan. The City started this effort as a result of a City Council goal to plan for its land needs over the next 50 years in order to gain a better understanding of where it would grow in the future and to assist in long range planning efforts related to infrastructure investment. Since then, City staff and their consultant team, ECONorthwest, have been steadily working towards completion of this project's deliverables, including an update to the city's Housing Capacity Analysis (HCA)[1], Economic Opportunities Analysis (EOA), updates to the City comprehensive plan and development code, rezones of certain parcels to ensure these parcels are used more efficiently, and lastly, an Urban Growth Boundary (UGB) and Urban Reserves (UR) evaluation. The HCA was funded through a Department of Land Conservation and Development (DLCD) grant, and the remainder of the project has been funded by the City of Scappoose.

As a result of the land needs identified in the HCA and EOA, as well as evaluation of public and semi-public land needs, the City is proposing an amendment to its UGB and to designate UR to accommodate identified residential, employment, and public land needs. The proposed UGB expansion of 44-acres provides a 20-year supply of buildable land to meet an identified housing land need for the 2023–2043 planning period. The proposed UR of 320-acres would designate lands suitable for potential inclusion in the UGB during the subsequent 2043–2073 period to accommodate longer-term residential, employment, and public land needs.

The City first began working on the establishment of the UGB preliminary study areas in 2023 and concluded its determination of UGB expansion and UR establishment areas in December 2025. The City is slated to hold its initial evidentiary hearings on the UGB expansion and Urban Reserves establishment in June 2026.

As of January 1, 2026, as part of the process of evaluating land for inclusion in the UGB study area, a local government is required to notify Tribal governments of the establishment of a preliminary study area (OAR 660-024-0065(4)). This letter serves as that notice.

[1] The city provided a PAPA notice to DLCD in 2023 regarding the HCA adoption and is vested so no notice to the Tribes is provided in regard to the HCA.

SCAPPOOSE Oregon

The City received a list of Tribal governments with an ancestral connection to land within the study area from the Oregon Legislative Commission on Indian Services of Tribal Governments and is providing the following information in conformance with OAR 660-024-0065(4):

- Map of the Preliminary UGB Study Area with the 23 subareas identified (attached to this letter); and
- Information on how and when to provide input, including invitation for government-to-government consultation and coordination (provided below).

In addition to the above, the City is also providing the following:

- A close-up map of the Proposed UGB Expansion Areas (including tax lot numbers of parcels proposed for inclusion). Subareas 4, and a portion of subareas 7 and 8 are proposed for UGB expansion.
- A map of the proposed areas for UR designation (as this incorporates 320 acres and many tax lots, a tax lot list was not included with this letter but can be requested by contacting city staff at the email below).

The City is aware of a culturally significant site (the Meier site) located to the northeast of study subarea 3, as seen on the Preliminary Study Area map. The City has purposefully not encroached into that site and instead has focused its study on the parcels to the west of that area, where housing already exists and where the County zoning is Rural Residential (RR-5).

How and when to provide comments:
Thank you for your time in considering this matter. If you have any questions or written input you would like to provide or otherwise would like to commence a government-to-government consultation and staff coordination regarding this UGB expansion, please respond to Laurie Oliver Joseph, Community Development Director, at loliver@scappoose.gov by **May 5, 2026**, to ensure timely consideration.

Sincerely,

Laurie Oliver Joseph, AICP, CFM
Community Development Director
City of Scappoose
503-543-7184, ext. 401
loliver@scappoose.gov

SCAPPOOSE Oregon

Laurie Oliver Joseph
Community Development Director
33568 E Columbia Ave.
Scappoose, OR 97056

March 31, 2026

Delores Pigsley
Tribal Chairman
Confederated Tribes of Siletz Indians

Dear Delores,

In 2022, the City of Scappoose began a multi-year long range planning effort referred to as the 50 Year Plan. The City started this effort as a result of a City Council goal to plan for its land needs over the next 50 years in order to gain a better understanding of where it would grow in the future and to assist in long range planning efforts related to infrastructure investment. Since then, City staff and their consultant team, ECONorthwest, have been steadily working towards completion of this project's deliverables, including an update to the city's Housing Capacity Analysis (HCA)[1], Economic Opportunities Analysis (EOA), updates to the City comprehensive plan and development code, rezones of certain parcels to ensure these parcels are used more efficiently, and lastly, an Urban Growth Boundary (UGB) and Urban Reserves (UR) evaluation. The HCA was funded through a Department of Land Conservation and Development (DLCD) grant, and the remainder of the project has been funded by the City of Scappoose.

As a result of the land needs identified in the HCA and EOA, as well as evaluation of public and semi-public land needs, the City is proposing an amendment to its UGB and to designate UR to accommodate identified residential, employment, and public land needs. The proposed UGB expansion of 44-acres provides a 20-year supply of buildable land to meet an identified housing land need for the 2023–2043 planning period. The proposed UR of 320-acres would designate lands suitable for potential inclusion in the UGB during the subsequent 2043–2073 period to accommodate longer-term residential, employment, and public land needs.

The City first began working on the establishment of the UGB preliminary study areas in 2023 and concluded its determination of UGB expansion and UR establishment areas in December 2025. The City is slated to hold its initial evidentiary hearings on the UGB expansion and Urban Reserves establishment in June 2026.

As of January 1, 2026, as part of the process of evaluating land for inclusion in the UGB study area, a local government is required to notify Tribal governments of the establishment of a preliminary study area (OAR 660-024-0065(4)). This letter serves as that notice.

[1] The city provided a PAPA notice to DLCD in 2023 regarding the HCA adoption and is vested so no notice to the Tribes is provided in regard to the HCA.

SCAPPOOSE Oregon

The City received a list of Tribal governments with an ancestral connection to land within the study area from the Oregon Legislative Commission on Indian Services of Tribal Governments and is providing the following information in conformance with OAR 660-024-0065(4):

- Map of the Preliminary UGB Study Area with the 23 subareas identified (attached to this letter); and
- Information on how and when to provide input, including invitation for government-to-government consultation and coordination (provided below).

In addition to the above, the City is also providing the following:

- A close-up map of the Proposed UGB Expansion Areas (including tax lot numbers of parcels proposed for inclusion). Subareas 4, and a portion of subareas 7 and 8 are proposed for UGB expansion.
- A map of the proposed areas for UR designation (as this incorporates 320 acres and many tax lots, a tax lot list was not included with this letter but can be requested by contacting city staff at the email below).

The City is aware of a culturally significant site (the Meier site) located to the northeast of study subarea 3, as seen on the Preliminary Study Area map. The City has purposefully not encroached into that site and instead has focused its study on the parcels to the west of that area, where housing already exists and where the County zoning is Rural Residential (RR-5).

How and when to provide comments:
Thank you for your time in considering this matter. If you have any questions or written input you would like to provide or otherwise would like to commence a government-to-government consultation and staff coordination regarding this UGB expansion, please respond to Laurie Oliver Joseph, Community Development Director, at loliver@scappoose.gov by **May 5, 2026**, to ensure timely consideration.

Sincerely,

Laurie Oliver Joseph

Laurie Oliver Joseph, AICP, CFM
Community Development Director
City of Scappoose
503-543-7184, ext. 401
loliver@scappoose.gov

SCAPPOOSE Oregon

Laurie Oliver Joseph
Community Development Director
33568 E Columbia Ave.
Scappoose, OR 97056

March 31, 2026

Dennis White III
Tribal Chairman
Confederated Tribes of Warm Springs Reservation of Oregon

Dear Dennis,

In 2022, the City of Scappoose began a multi-year long range planning effort referred to as the 50 Year Plan. The City started this effort as a result of a City Council goal to plan for its land needs over the next 50 years in order to gain a better understanding of where it would grow in the future and to assist in long range planning efforts related to infrastructure investment. Since then, City staff and their consultant team, ECONorthwest, have been steadily working towards completion of this project's deliverables, including an update to the city's Housing Capacity Analysis (HCA)[1], Economic Opportunities Analysis (EOA), updates to the City comprehensive plan and development code, rezones of certain parcels to ensure these parcels are used more efficiently, and lastly, an Urban Growth Boundary (UGB) and Urban Reserves (UR) evaluation. The HCA was funded through a Department of Land Conservation and Development (DLCD) grant, and the remainder of the project has been funded by the City of Scappoose.

As a result of the land needs identified in the HCA and EOA, as well as evaluation of public and semi-public land needs, the City is proposing an amendment to its UGB and to designate UR to accommodate identified residential, employment, and public land needs. The proposed UGB expansion of 44-acres provides a 20-year supply of buildable land to meet an identified housing land need for the 2023–2043 planning period. The proposed UR of 320-acres would designate lands suitable for potential inclusion in the UGB during the subsequent 2043–2073 period to accommodate longer-term residential, employment, and public land needs.

The City first began working on the establishment of the UGB preliminary study areas in 2023 and concluded its determination of UGB expansion and UR establishment areas in December 2025. The City is slated to hold its initial evidentiary hearings on the UGB expansion and Urban Reserves establishment in June 2026.

As of January 1, 2026, as part of the process of evaluating land for inclusion in the UGB study area, a local government is required to notify Tribal governments of the establishment of a preliminary study area (OAR 660-024-0065(4)). This letter serves as that notice.

[1] The city provided a PAPA notice to DLCD in 2023 regarding the HCA adoption and is vested so no notice to the Tribes is provided in regard to the HCA.

SCAPPOOSE Oregon

The City received a list of Tribal governments with an ancestral connection to land within the study area from the Oregon Legislative Commission on Indian Services of Tribal Governments and is providing the following information in conformance with OAR 660-024-0065(4):

- Map of the Preliminary UGB Study Area with the 23 subareas identified (attached to this letter); and
- Information on how and when to provide input, including invitation for government-to-government consultation and coordination (provided below).

In addition to the above, the City is also providing the following:

- A close-up map of the Proposed UGB Expansion Areas (including tax lot numbers of parcels proposed for inclusion). Subareas 4, and a portion of subareas 7 and 8 are proposed for UGB expansion.
- A map of the proposed areas for UR designation (as this incorporates 320 acres and many tax lots, a tax lot list was not included with this letter but can be requested by contacting city staff at the email below).

The City is aware of a culturally significant site (the Meier site) located to the northeast of study subarea 3, as seen on the Preliminary Study Area map. The City has purposefully not encroached into that site and instead has focused its study on the parcels to the west of that area, where housing already exists and where the County zoning is Rural Residential (RR-5).

How and when to provide comments:
Thank you for your time in considering this matter. If you have any questions or written input you would like to provide or otherwise would like to commence a government-to-government consultation and staff coordination regarding this UGB expansion, please respond to Laurie Oliver Joseph, Community Development Director, at loliver@scappoose.gov by **May 5, 2026**, to ensure timely consideration.

Sincerely,

Laurie Oliver Joseph, AICP, CFM
Community Development Director
City of Scappoose
503-543-7184, ext. 401
loliver@scappoose.gov

From: CRISP Caroline
To: Laurie Oliver Joseph
Cc: CHILDRESS Arielle; BAUMGARTNER Douglas G; N.J. Johnson; WILLIAMS Brandon
Subject: RE: UGB Expansion Referral Request for ODOT Coordination
Date: Wednesday, May 13, 2026 1:24:19 PM

Hi Laurie,

After reviewing the Goal 12 finding, ODOT has no comment at this time. This position is limited to the current action and is contingent on the land retaining the same Columbia County zoning with no change in use. Should zoning change, a rezoning occur, or any additional actions be taken that could affect transportation facilities, ODOT reserves the right to request a full TPR analysis at that time.

Best regards,
Caroline

Caroline Crisp (she,her,her's), Senior Transportation Planner
(503)313-6812
Oregon Department of Transportation | Northwest Area | 350 W Marine Dr. , Astoria, OR 97103
Caroline.crisp@odot.oregon.gov

From: Laurie Oliver Joseph <loliver@scappoose.gov>
Sent: Tuesday, May 12, 2026 3:26 PM
To: CRISP Caroline <Caroline.CRISP@odot.oregon.gov>
Cc: CHILDRESS Arielle <Arielle.CHILDRESS@odot.oregon.gov>; BAUMGARTNER Douglas G <Douglas.G.BAUMGARTNER@odot.oregon.gov>; N.J. Johnson <njohnson@scappoose.gov>; WILLIAMS Brandon <Brandon.WILLIAMS@odot.oregon.gov>
Subject: RE: UGB Expansion Referral Request for ODOT Coordination

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Hello, Caroline –

Looks like I already had that finding drafted. Please see below. An updated ODOT comment by next Monday would be super helpful. I really appreciate your team jumping on a call today to talk through this!

Goal 12 Transportation

Goal 12 encourages the provision of a safe, convenient and economic transportation system. This goal also implements provisions of other statewide planning goals related to transportation planning

in order to plan and develop transportation facilities and services in coordination with urban and rural development (OAR 660-012-0000(1)). For the purposes of the proposed amendments, the Transportation Planning Rule (TPR) requires additional analysis if the proposed amendments would significantly affect an existing or planned transportation facility, as defined in OAR 660-001-0060(1).

A TPR analysis of transportation facility impacts caused by urban growth boundary expansions may be deferred by administrative rule. OAR 660-024-0020(d), specifically states:
"the transportation planning rule requirements under OAR 660-012-0060 need not be applied to an urban growth boundary amendment if the land added to the urban growth area is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the area or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary."

The City chooses to apply this deferral option for land that is proposed to be added to the UGB and has informed ODOT of its choice. The land proposed for addition to the UGB is zoned as RR-5 and R-10 by Columbia County, both of which are residential zoning districts which indicate the land is urbanizable. The 64 acres of land to be added to the UGB is not proposed for annexation into the City of Scappoose. As such, the existing Columbia County zoning will be retained. Scappoose was recently awarded a Transportation Growth Management (TGM) grant to update its 2016 Transportation System Plan (TSP). The TSP update project should begin in late 2026 and the scope of work includes transportation planning for the land proposed to be added to the UGB.

Finding: Based on this analysis, Goal 12 has been met for the 64 total acres of land proposed to be added to the Scappoose UGB.

Best-

Laurie Oliver Joseph
Community Development Director
City of Scappoose

(503) 543-7184
https://www.scappoose.gov
52610 NE 1st St Scappoose, OR 97056

From: STERTZ Kevin A * ODFW
To: Laurie Oliver Joseph; dave.stewart
Cc: N.J. Johnson; BREWSTER Lauri B * ODFW; CATE Benjamin R * ODFW
Subject: RE: UGB Expansion Referral Request for ODFW Coordination
Date: Monday, April 20, 2026 9:28:11 AM

Hi Laurie,

We have reviewed the enclosed information and have no objection to its approval as submitted.

Thanks,
Kevin

Kevin Stertz
District Fish Biologist
North Willamette Watershed District
Oregon Department of Fish and Wildlife
Office: (971) 673-6044

From: Laurie Oliver Joseph <loliver@scappoose.gov>
Sent: Thursday, April 16, 2026 10:28 AM
To: STERTZ Kevin A * ODFW <kevin.a.stertz@odfw.oregon.gov>; STEWART Dave * ODFW <dave.stewart@odfw.oregon.gov>
Cc: N.J. Johnson <njohnson@scappoose.gov>
Subject: UGB Expansion Referral Request for ODFW Coordination

Good morning, Kevin and Dave –

The City of Scappoose is proposing a UGB amendment and must apply the boundary location factors of Goal 14 in coordination with service providers and state agencies, including the Oregon Department of Fish and Wildlife (ODFW) and the Department of State Lands (DSL) with respect to Factor 3 regarding environmental consequences. I've attached a referral request which is being provided to meet this requirement. Please see included maps of UGB expansion areas (in blue) and an excerpt of the Factor 3 findings related to the areas for UGB expansion (included in referral request document). Notably, the areas under consideration for UGB expansion do not include any streams, floodplain, wetlands or riparian corridors, as evidenced by the Local Wetland Inventory and FEMA maps, which already include the UGB subareas under consideration for inclusion in the UGB. Notice of this referral request has been provided to DSL separately as well.

Can you let me know if submitting this directly to you both is the best avenue for formal comments on this request or if I should submit this to someone else within your agency? Please let me know if there's additional information you need to vet this. We are requesting

comments back by 4/30.

Thank you-

Laurie Oliver Joseph, AICP, CFM
Community Development Director
City of Scappoose

503-543-7184
https://www.scappoose.gov/
52610 NE 1st Street, Suite 120
Scappoose, OR 97056

Exhibit 25

SCAPPOOSE Oregon

LAND USE ACTION REFERRAL (CPTA2-23; CPMA1-26; ZC1-26; DCTA1-26) ***June 3, 2026***

RETURN TO: Laurie Oliver Joseph by June 18, 2026, via email at loliver@scappoose.gov. If you have any questions, please email or call Laurie Oliver Joseph at (503) 543-7184, ext. 401.

REGARDING: Adoption of all components of the 50 Year Plan, including the following proposed actions:

CPTA2-23:
Amend Comprehensive Plan to incorporate:

- Scappoose Housing Capacity Analysis (HCA) 2023 – 2043
- Scappoose Economic Opportunities Analysis (EOA) 2023 – 2043
- Analysis of Public and Semi-Public Land Needs and 50-Year Land Needs
- Coordinated Population Forecast 2020-2070: Columbia County Urban Growth Boundaries & Areas Outside of UGB's

Update the following Goals and Policies:

- Economic and Housing Goals and Policies in support of HCA and EOA; Natural Factors and Local Resources, Land Uses, Urban Growth Boundary, General Residential, Suburban Residential, Manufactured Home Residential, Commercial, Industrial, Airport Employment, Public and Semi-Public, and Hazard Areas

CPMA1-26: Expand Scappoose Urban Growth Boundary by 64 acres to meet residential and semi-public and public land needs for 2023 – 2043; establish Urban Reserves of 480 acres to meet residential, commercial and semi-public and public land needs for 2043 – 2073; redesignate selected properties from Industrial and Suburban Residential to Commercial to address a deficiency in Commercial land need; redesignate selected properties from Suburban Residential and General Residential to Public Lands to reflect current uses related to City parks.

ZC1-26: Rezone selected parcels from Light Industrial (LI) to Expanded Commercial (EC) to address a deficiency in Commercial land need; rezone selected parcels from Moderate Density Residential (R-4) to Expanded Commercial (EC) to address a deficiency in Commercial land need; rezone one parcel from High Density Residential (A-1) to Public Lands Recreational (PL-R) to reflect current use as City park; rezone one parcel from Low Density Residential (R-1) to Public Lands Recreational (PL-R) to reflect current use as City park.

DCTA1-26: Amend the following chapters of the Scappoose Development Code (SDC) to update outdated language, address compliance with recent legislative changes, address land use efficiency measures, and to position the city to effectively review and approve land use submittals: 17.22, 17.26, 17.40, 17.44, 17.50, 17.54, 17.56, 17.62, 17.68, 17.70, 17.74, 17.81, 17.82, 17.84, 17.85, 17.86, 17.89, 17.92, 17.94, 17.100, 17.104, 17.106, 17.114, 17.120, 17.126, 17.130, 17.134, 17.136, 17.140, 17.142, 17.150, 17.152, 17.154, 17.160, 17.162 and 17.164.

SCAPPOOSE Oregon

Due to the large volume of materials in this application, the City asks that you view the related materials on the City's website here:
https://www.scappoose.gov/Calendar.aspx?EID=371&month=6&year=2026&day=25&calType=0.

1. _____ We have reviewed the enclosed application and have no objection to its approval as submitted.

2. __X___ Please see either our comments (below) or attached letter.

3. _____ We are considering the proposal further and will have comments to you by _____.

4. _____ Our board must meet to consider this; we will return their comments to you by _____.

5. _____ Please contact our office so we may discuss this.

6. _____ We recommend denial of the application. Please see either our comments (below) or attached letter:

COMMENTS: *Columbia County supports the City of Scappoose's proposed expansion of their existing Urban Growth Boundary by 64 acres to meet residential and semi-public and public land needs for 2023 – 2043 and to designate new Urban Reserves of 480 acres to meet residential, commercial and semi-public and public land needs for 2043 – 2073. These proposals and the County's related requirement to also Amend their own Comprehensive Plan Map are also consistent with the Goals and Policies of Parts III, VI, IX, X, XIV, XV, XVII and XVIII of the Columbia County's Comprehensive Plan related to Planning Coordination, Housing, Urbanization, Economy, Commercial, Public Facilities and Services, Energy Conservation, Recreational Needs and Air, Land and Water Quality.*

Name: Deborah S. Jacob **Title:** Senior Planner

Signed: **Date:** June 9, 2026

Deborah S. Jacob

Exhibit 26

From: Richard Magnuson
To: Laurie Oliver Joseph
Subject: Inclusion In the UGB
Date: Sunday, June 14, 2026 3:48:28 PM

Regarding Notice of Legislative Hearings starting with the first hearing scheduled for June 25, 2026, please include our property in the UGB, (Richard &Patricia Magnuson).

Thank you, Richard Magnuson

Richard and Patricia Magnuson
34181 SE Elm Street,
Scappoose, Oregon 97056
503-543-3824
Swededawg52@gmail.com

From: Josh Johnston
To: Laurie Oliver Joseph
Subject: Re zone of scappoose property
Date: Sunday, June 21, 2026 11:14:04 AM

To Planning Commission and City Council –

As the owner of tax lots 3213-C0-04500, 3213-C0-04600, 3213-C0-04700 and 3213-C0-04800, I am in support of the proposed amendment of these parcels from Suburban Residential to Commercial on the Comprehensive Plan map and from R-4 to EC on the Zoning Map. I will record the appropriate trip caps against these parcels to mitigate any impacts to the Transportation System. The trip caps for my parcels are 616 net daily trips for TL 4600 and 702 for TL 4800. I understand that I do not need to record a trip cap for TL 4500 or TL 4700 since the net change in trips under the new zoning was less than 400 trips per day, so ODOT did not require a cap for these two smaller parcels. I would like to have these trip caps reevaluated once the new Transportation System Plan is updated and adopted.

Thank you

Josh Johnston
503-944-9817

EXHIBIT 28

Scappoose
SAND & GRAVEL

PO BOX AF • SCAPPOOSE • OR 97053
Phone: 541-543-8821 • Fax: 503-543-7997

City of Scappoose, Community Development Director
Jun 15, 2026

Reference: *Proposed Amendments to Scappoose Comprehensive Plan*

My name is Scott Parker. I am the owner of Tax Lots 3201-00-00602 and 3201-00-00100. Those Tax Lots are presently located in Columbia County and are scheduled to be annexed into the City of Scappoose. The City, in developing its 50-year Comprehensive Plan review, has proposed that when these two parcels are annexed into the City, the present Industrial Zone designation on the Comprehensive Plan map be changed to Expanded Commercial.

I am in support of this zone change proposal and will record the appropriate Trip Caps against these two parcels to mitigate any impacts to the Transportation System. The Trip Caps for T.L. 600 are (2,241) net daily trips and (2,742) net daily trips for T.L. 100. I would also like to request that the number of trip caps recorded against these two parcels be re-evaluated once the new Transportation System Plan is updated and adopted. Please circulate my acceptance letter to the Scappoose City Council as well as the Planning Commission.

Sincerely,

Scott T. Parker

EXHIBIT 29

6/17/2026

RE: Rezoning of Highway 30 frontage property to Expanded Commercial

Laurie,

This letter is written to confirm that the City of Scappoose has my full support to re-zone my property along Highway 30 in North Scappoose to Expanded Commercial. I accept and approve of the trip cap and the impact that this new zoning will have on my future development plans for the property. This new designation is necessary to allow any potential development of the property to be completed in a way that will better serve the public good and have the most positive impact on the local community. Please let me know if you have any questions or need any further information from me regarding the zone change.

Respectfully,

Keith E. Settle

EXHIBIT 30

June 17, 2026

As the owner of Tax Lots 3201-AO-02002, 3201-AO-02000 and 3201-DO-01300 located on West Lane Road, I am in support of the proposed amendment of these parcels from Industrial to Commercial on the Comprehensive Plan map and will record the appropriate trip caps against these parcels to mitigate any impacts to the Transportation System. The trip caps for my parcels are 794 net daily trips for TL 2002, 1,174 for TL 2000 and 1,023 for TL 1300. I would like to have these trip caps reevaluated once the new Transportation System Plan is updated and adopted.

Sincerely,

Dave Molony

EXHIBIT 31

From: CRISP Caroline
To: CHILDRESS Arielle; Laurie Oliver Joseph; BAUMGARTNER Douglas G
Subject: RE: 50 Year Plan Adoption Referral Comment Request
Date: Thursday, June 18, 2026 10:09:43 AM

Hi there, no comments from me either!
Kind Regards,
Caroline

From: CHILDRESS Arielle <Arielle.CHILDRESS@odot.oregon.gov>
Sent: Thursday, June 18, 2026 10:00 AM
To: Laurie Oliver Joseph <loliver@scappoose.gov>; BAUMGARTNER Douglas G <Douglas.G.BAUMGARTNER@odot.oregon.gov>
Cc: CRISP Caroline <Caroline.CRISP@odot.oregon.gov>
Subject: RE: 50 Year Plan Adoption Referral Comment Request

No comments from me.

Thanks!

Arielle Childress, P.E. (she/her/hers)
Traffic Analysis Engineer
ODOT Region 2
455 Airport Rd. SE, Bldg. B, Salem, OR 97031
(971) 208-1290

From: Laurie Oliver Joseph <loliver@scappoose.gov>
Sent: Wednesday, June 3, 2026 4:50 PM
To: BAUMGARTNER Douglas G <Douglas.G.BAUMGARTNER@odot.oregon.gov>
Cc: CHILDRESS Arielle <Arielle.CHILDRESS@odot.oregon.gov>; CRISP Caroline <Caroline.CRISP@odot.oregon.gov>
Subject: 50 Year Plan Adoption Referral Comment Request

This message was sent from outside the organization. Treat attachments, links and requests with caution. Be conscious of the information you share if you respond.

Doug –

Adoption of all components of the 50 Year Plan will be considered by the Planning Commission during a public hearing on June 25th and by City Council on July 20th. I have attached a referral request for you to fill out, if you'd like, as well as a summary of the changes. You can also reach out to me directly with any questions you may have.

Due to the large volume of materials associated with this consolidated adoption, no materials are

included with this referral request. Instead all related files can be found on the City's website here: https://www.scappoose.gov/Calendar.aspx?EID=371&month=6&year=2026&day=25&calType=0.

Specific to ODOT:

- The associated TPR Analysis for the rezoning/redesignations can be found in this list of materials on the City's website (and is attached to this email for your ease) and was completed in coordination with ODOT during 2025. The analysis proposes trip caps as mitigation until such time that the TSP can be updated to account for the new zoning districts. The City is proposing to require these trip caps as a condition of approval for the redesignation/rezoning of these parcels, as set out in Table 11: Parcel Trip Cap Summary of this TPR Analysis.
- Staff noticed ODOT of the UGB expansion on April 15, 2026 and received your comment via email related to the UGB expansion. ODOT's comment will be included in the official record.
- In the list of materials online (and attached to this email), you will also see the TPR Analysis related to a new use being added to the Commercial and Expanded Commercial zones, which the City also coordinated with ODOT on in 2025 regarding the methodology and appropriate ITE codes to use, and which found no significant effect.

I am requesting comments back by June 18, 2026. I realize this is a quick turnaround for such a large effort; however, the City has worked in partnership with ODOT over the past several years to keep ODOT abreast of the upcoming amendments. Hopefully this will streamline your review of the TPR Analysis related to these actions.

Please note that the staff report will be available at least 7 days prior to the June 25th Planning Commission hearing on the City's website at the above link.

Best-

Laurie Oliver Joseph
Community Development Director
City of Scappoose

(503) 543-7184
https://www.scappoose.gov
52610 NE 1st St Scappoose, OR 97056

EXHIBIT 32

June 24, 2026

Scappoose Planning Commission Staff
33568 E. Columbia Avenue
Scappoose, Oregon 97056

Re: Amend the Comprehensive Plan and Land Use and Development Code

Dear Commission Members:

This letter is submitted jointly by Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO). Both HLA and FHCO are non-profit organizations that advocate for land use policies and practices that ensure an adequate and appropriate supply of affordable housing for all Oregonians.

Both HLA and FHCO commend the City of Scappoose and support the adoption of DCTA1-26, CPTA1-26. Planning staff created a detailed staff report with Goal 10 findings in correlation to Scappoose's HNA and Comprehensive Plan that will help the City meet its housing needs. This will be used as a good example for other jurisdictions.

Thank you for your consideration of our comments.

Sincerely,

John Miller
Executive Director
Fair Housing Council of Oregon

cc: Ethan Stuckmayer