



JOINT WORK SESSION

AGENDA

**City Commission of the City of Warrenton
and Planning Commission
Tuesday, April 23, 2019 – 5:15 P.M.**

**Warrenton City Commission Chambers
225 South Main Avenue
Warrenton, OR 97146**

- 1. Call to Order**
- 2. Roll Call**
- 3. Housing Needs Analysis/Data Results & Draft Recommendations**
- 4. Adjourn**

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AGENDA MEMORANDUM

TO: The Warrenton City Commission
FROM: Kevin A. Cronin, AICP, Community Development Director
DATE: For Agenda of April 23, 2019
SUBJ: Housing Needs Analysis | Data Results & Draft Recommendations

SUMMARY

The Department of Land Conservation and Development (DLCD) awarded a technical assistance grant to conduct a housing needs assessment. In February & March 2019, the consultant team, staff and the Planning Commission held two work sessions to review initial data results and conclusions about the City's housing needs and buildable lands. The second work session included a presentation on tiny homes from an Oregon-based developer/builder. A joint work session is scheduled for April 23 to brief the City Commission and initiate a dialogue among policymakers about potential recommendations to amend the Development Code and potential program approaches.

The enclosed materials include the following:

- *BLI Report and Maps*
- *Revised HNA Report*
- *Draft Housing Strategies Summary*

Staff is requesting feedback to draft a final list of recommendations. This will form the basis of a Development Code Amendment application in 2019. No action is needed or requested at the work session. The Planning Commission will review the final draft in May and then staff will present recommendations to the City Commission in June.

Approved by City Manager: _____

A handwritten signature in blue ink, appearing to read "Linda Egbertson", is written over a horizontal line.

All supporting documentation, i.e., maps, exhibits, etc., must be attached to this memorandum.



MEMORANDUM

Housing Strategies Overview

City of Warrenton Housing Needs Analysis

DATE April 11, 2019
TO City of Warrenton Planning Commission
FROM Matt Hastie, and Jamin Kimmell, Angelo Planning Group
CC Brendan Buckley and Jerry Johnson, Johnson Economics

The purpose of this memo is to introduce potential strategies for addressing the housing needs of the City of Warrenton. This is a preliminary list of strategies and should be considered as a starting point for further discussion by the Planning Commission about which tools are most relevant and important to the City.

An outline of potential strategies is provided below, organized into four topics, followed by descriptions of each of the strategies. The descriptions summarize a few details about implementation considerations, and the relative complexity of implementation (Low, Medium, or High). The Planning Commission will provide input on the potential effectiveness of each strategy and local capacity for implementation. Based on this feedback, the project team will help to identify a set of effective and achievable strategies that can be organized into an implementation plan.

- **Land Supply Strategies**
 - Strategy 1: Support Site-Specific Studies of Infrastructure and Environmental Constraints
 - Strategy 2: Ensure Land Zoned for Higher Density Uses is not Developed at Lower Densities
 - Strategy 3: Consider Opportunities to Rezone Commercial Land
 - Strategy 4: Research UGB Expansion or Land Swap Opportunities
- **Policy and Code Strategies**
 - Strategy 1: Adopt Supportive and Inclusive Comprehensive Plan Policies
 - Strategy 2: Incentivize Affordable and Workforce Housing
 - Strategy 3: Facilitate “Missing Middle” Housing Types in All Residential Zones
 - Strategy 4: Support High Density Housing in Commercial Zones
 - Strategy 5: Streamline and Right-Size Minimum Off-Street Parking Requirements
 - Strategy 6: Promote Accessory Dwelling Units

- Strategy 7: Encourage Cottage Cluster Housing
- **Incentives for Development**
 - Incentive 1: System Development Charges (SDC) and/or Fee Waivers
 - Incentive 2: Tax Exemptions and Abatements
- **Funding Sources and Uses**
 - Funding Source 1: Construction Excise Tax
 - Funding Source 2: Tax Increment Financing (Urban Renewal)
 - Funding Use 1: Public/Private Partnerships
 - Funding Use 2: Land Acquisition/ Use Public Lands
 - Funding Use 3: Community Land Trust
 - Funding Use 4: Regional Collaboration & Capacity Building

Land Supply Strategies

Strategy 1: Support Site-Specific Studies of Infrastructure and Environmental Constraints

A significant amount of the vacant land in the City is affected by environmental constraints—primarily wetlands but also slopes and beach dunes—and potential issues with infrastructure availability or capacity. To support future development of sites that contain buildable land, but are affected by these issues, the City could fund site-specific development studies. These studies may include:

- Wetland delineation or natural resources assessment;
- Mapping of the buildable areas on the site, considering slopes, soils, wetlands, streams, and other factors;
- Options for extending public infrastructure to the site;
- Financial feasibility of development and potential zoning or code changes.

The need to complete these site-specific studies may be a barrier to development currently. By completing the study, the City can help to reduce this barrier and to signal to potential developers that the City has a plan to provide infrastructure or to adopt zoning changes, where necessary, to make development more feasible. Alternatively, should the City choose to amend their UGB to bring in more buildable land if a need to do so can be justified in the future, these studies can be used to demonstrate that the existing vacant land in the UGB is not able to be served with public facilities. It should be noted that the current comparison of land need and supply would not support a UGB expansion.

Complexity: Medium

Strategy 2: Ensure Land Zoned for Higher Density is not Developed at Lower Densities

The City currently requires a minimum density of 5 dwelling units per gross acre in the High Density Residential (RH) zone. The Medium Density Residential Zone (RM) does not require a minimum density. In order to ensure that land in these zones is not consumed by lower density development, the City could consider:

- Increasing the minimum density of the RH zone to require a slightly higher density, which would still allow for single-family detached housing but would require smaller lots.
- Establishing a minimum density in the RM zone.

Complexity: Medium

Strategy 3: Consider Opportunities to Rezone Commercial Land

Warrenton has a substantial amount of buildable land in commercial zones, and in some cases that land may be suitable for residential uses. Some of these lands may be more economical to serve with infrastructure than other residential lands. Any rezoning decisions should consider the impact on supply of commercial land and will need to demonstrate compliance with Goal 9 (Economic Development). A related strategy is described in the following section (Policy and Code Strategy #4).

Complexity: Medium

Strategy 4: Research UGB Expansion or Land Swap Opportunities

Prior to applying for a future UGB expansion, the City will need to complete the following steps:

- Adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code updates to be identified for this project are efficiency measures.
- Demonstrate that there is an insufficient supply of buildable land inside the UGB. Based on the Buildable Land Inventory (BLI), the City will likely need to demonstrate that existing vacant or partially vacant land in the UGB cannot be served with public facilities in order to demonstrate that there is not a sufficient supply of land inside the UGB.

Based on the current analyses conducted for this project, it is unlikely that the City could justify a UGB expansion at this time. However, as future development occurs, the City may find itself with a shortage of buildable land in the future. As an alternative to pursuing a UGB expansion, the City could consider a “UGB Swap”, in which some land currently inside the UGB is removed in exchange for other land that is more suitable for development. This could be considered if the City feels that certain areas are unlikely to be developable or serviced during the planning period. In pursuing a UGB swap, the City would need to be consistent with state requirements associated with this process.

Complexity: High

Policy and Development Code Strategies

Strategy 1: Adopt Supportive and Inclusive Comprehensive Plan Policies

The Housing Element of the local Comprehensive Plan establishes the policies that guide residential development. These policies are important because they institute goals and principles for meeting housing needs. The policies are also important because they establish formal criteria and guidelines for land use decisions that pertain to housing. This project will include suggested revisions to Comprehensive Plan policies to ensure they adequately address the identified housing needs.

Complexity: Low

Strategy 2: Regulatory Incentives for Affordable and Workforce Housing

Some development regulations can present obstacles or add costs to housing developments. In addition to or in lieu of financial incentives, the City can offer concessions on regulatory standards that provide meaningful economic value. The concessions should be offered in exchange for the development dedicating a minimum proportion of the units to be regulated as affordable to people with lower or moderate income. The incentives may include expedited permitting or relief from certain development standards such as parking, setbacks, or density.

Complexity: Medium

Strategy 3: Facilitate “Missing Middle” Housing Types in All Residential Zones

“Missing Middle” housing types include duplexes, triplexes, garden or courtyard apartments, and townhomes. They have been termed the “missing middle” because they fall between high density apartment buildings and low density, detached housing. These housing types can be compatible with detached single-family houses, and therefore could be permitted outright in these zones.

Potential code amendments to support these housing types should:

- Tailor the allowance to the location and housing type.
- Allow the housing types outright (not as a conditional use).
- Limit building size to be compatible with detached houses and allow multiple dwelling units.
- Ensure that specific standards such as setbacks, lot coverage requirements, maximum building heights, or other provisions do not act as barriers to development.

Complexity: Medium

Strategy 4: Support High Density Housing in Commercial Zones

As demonstrated by the BLI, there is a substantial supply of vacant and potentially buildable lands in commercial zones in Warrenton. There also may be potential opportunities for developing housing in the upper stories of buildings with ground floor commercial. Potential amendments to support housing in commercial zones includes:

- Allow multi-family housing outright.
- Consider allowing single-family attached housing.
- Allow vertical mixed-use development outright.
- Tailor development and density standards.

Complexity: Medium

Strategy 5: Streamline and Right-Size Minimum Off-Street Parking Requirements

In some cases, the level of off-street parking required may exceed what the market would otherwise provide and may be unnecessary to accommodate parking needs. This can be an obstacle to housing development because off-street parking consumes land, thereby reducing developable area and potentially rendering a project economically infeasible. Potential amendments include:

- General reduction for residential uses or scale requirements by number of bedrooms or development size
- Provide a credit for on-street parking.
- Allow shared parking

Complexity: Medium

Strategy 6: Promote Accessory Dwelling Units

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit on the same lot as a single-family house that is smaller than the house. ADUs can come in three forms: a detached structure, an attached addition, or a conversion of internal space. ADU-supportive codes will not require the owner to live on site, not require an additional parking unit, allow a reasonable sized ADU, and minimize special design standards. The following amendments would support ADUs in Warrenton:

- Increase maximum size to 800-900 square feet
- Increase maximum height to allow for 1.5 or 2 story ADUs
- Consider allowing two ADUs per lot if one is attached or internal
- Remove owner occupancy requirement
- Remove prohibition on long-term rental of the unit. A prohibition on short-term rental (less than 30 days) may still be appropriate. For an example, see Cannon Beach Zoning Code, Section 17.54.080(J).

Complexity: Medium

Strategy 7: Encourage Cottage Cluster Housing

There is a current and projected need for modestly sized housing units to accommodate young families, elderly people, and smaller households. Yet, there is also a substantial need for detached housing. One way to provide these types of units is by encouraging cottage cluster housing: groups

of small, detached homes, usually oriented around a common green or courtyard, located on individual lots or a single lot. The City can facilitate this housing type by creating clear and objective standards for where and how they are permitted. The standards should provide a density bonus in exchange for limiting the size of the units, while requiring open space and design standards.

Complexity: Medium

Several additional more specific recommendations related to potential development code amendments are found in the Clatsop County Code and Policy Recommendations document provided as a companion piece to this memo. Those recommendations and the strategies in this memo will be refined and fleshed out in more detail in an updated draft of this memo.

Incentives for Development

Incentive 1: System Development Charges (SDC) and/or Fee Waivers

Waiver, exemption, or deferment of SDC's or development fees directly reduces the soft costs of development to applicants for desired housing types. Development fees are not regulated by state law and cities have significant leeway to waive, reduce, or defer these fees. These fees may typically be applied by planning, building, or engineering departments. SDC's face more statutory limitations and other hurdles to implementation. Generally, the reductions should be applied to housing types that demonstrate a similar reduction in demand for services or impacts (e.g. smaller units, multi-family vs. single family, ADU's, housing types that generate less traffic, etc.). However, state law does not directly address reductions that are not justified on these bases.

Complexity: Medium

Incentive 2: Tax Exemptions and Abatements

Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but the City will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included, unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes: Vertical Housing; Multiple-Unit Housing; Non-Profit Low-Income Housing

Complexity: Medium-High

Funding Sources and Uses

Funding Source 1: Construction Excise Tax

The construction excise tax (CET) is a tax on construction activity of new structures or additional square footage to an existing structure to pay for housing affordable at 80% of AMI or less. The City

may levy a CET on residential construction of up to 1% of the permit value, or on commercial and industrial construction with no limit on the rate. The allowable uses for CET revenue are set forth in state statute, but they include a set-aside for administration costs, and are used by the jurisdiction to recover costs of developer incentives such as fee waivers or tax abatements.

Complexity: Medium

Funding Source 2: Tax Increment Financing (Urban Renewal)

Tax increment financing (TIF) is the mechanism through which urban renewal areas (URA) grow revenue. At the time of adoption, the tax revenues flowing to the City from the URA is frozen at its current level. Any growth in tax revenues in future years is the “tax increment” that goes to the URA itself to fund projects in the area. For the most part, these funds must go to physical improvements in the area. These projects can include participating in public/private partnerships with developers to build housing, constructing off-site public improvements that benefit and encourage new development in the area, or to acquire key sites. The funds can also be used for staff to administer these programs, and to refund waived SDCs.

Complexity: High

Funding Source 3: Local Housing Development Funds

Through an “economic enterprise zone”, the City can work with an established development corporation to collect money from local employers. Those funds can then be used to finance programs to address a variety of local community needs, including housing. Community development associations in the City use the money at their discretion to implement different housing programs. This is an excellent example of an innovative local funding initiative, coupled with a public private partnership between local government, local employers and others. Continuation of such a program and potential expansion of the use of funds for local housing initiatives will continue to be an important component of housing strategies in Warrenton.

Complexity: Medium

Funding Uses 1: Public/Private Partnerships

Most of the strategies discussed below fall under the umbrella of public/private partnerships, which include a broad range of projects where the public contributes to private or non-profit development. Each strategy typically entails providing some financial incentive or benefit to the development partner in return for the partner’s agreement that the development will provide some public benefit for a specified length of time. These partnerships can be used to encourage a wide range of public goals, including certain development forms, affordability levels, public space (plazas, parks), environmental features, mixed uses, etc. The benefit of public/private partnerships is that the City does not have to build internal expertise in development, property management, or complicated affordable housing programs.

Complexity: Medium

Funding Uses 2: Land Acquisition/ Use Public Lands

Control of a key site gives a public agency ultimate say in what happens in that location. Typically, a development partner is eventually identified to develop the site, and the value of the property provides an incentive that the city can contribute to the project. Through property transfer and based on lowering the cost of development, the City can ensure that the development meets public goals such as affordable housing, multi-family housing, mixed uses, etc. The discounted land may also allow development forms that would typically be economically infeasible to become viable. Acquisition of new land may be expensive but reuse of surplus public land may be possible with little new cost to the public agency.

Complexity: Medium

Funding Uses 3: Community Land Trust

A community land trust (CLT) is a model wherein a community organization owns the land underlying a housing development and provides long-term ground leases to households to purchase homes on that property. The structure allows the land value to largely be removed from the price of the housing, making it more affordable. The non-profit agency can also set prices at below-market levels, and they can set conditions with buyers on the eventual resale of the units, sharing price appreciation, and other terms that allow the property to remain affordable for future owners as well. Given the distinctive legal structure of CLT's, it is likely best for public agencies and the City to consider partnering with a non-profit community organization to administer this program.

Complexity: Medium

Funding Uses 4: Regional Collaboration & Capacity Building

In working on a county-wide housing study with Clatsop County, Warrenton and other cities in the County, the local government partners agreed that a county-wide or regional approach to addressing some housing issues could be beneficial. One strategy for implementing such an approach would be to use a cost-sharing approach to hire a dedicated staff person to assist with housing planning and development issues for the County and all of the cities, including Warrenton. This person could help pursue funding sources, serve as a liaison to non-profit housing providers and other developers, develop model development code language, or engage in other activities that would benefit all of the jurisdictions. In addition to capacity building within local government, there is a strong need to enhance the capacity of local builders, developers, and supporting partners to develop the types of housing needed to serve the local workforce.

Complexity: Medium



MEMORANDUM

Residential Buildable Lands Inventory (BLI) DRAFT 2
City of Warrenton Housing Needs Analysis

DATE March 5, 2019
TO Warrenton HNA PMT and Planning Commission
FROM Matt Hastie and Jamin Kimmell, Angelo Planning Group
CC File

The purpose of this memo is to summarize the methodology and initial results of a preliminary Residential Buildable Land Inventory (BLI) for the City of Warrenton Housing Needs Analysis (HNA). The memo summarizes the methodology of the BLI, then presents the results in a series of tables and maps.

METHODOLOGY

Step 1 – Identify Environmental Constraints

In order to estimate lands that may be buildable for residential uses, it is necessary to remove any lands where development is constrained or not feasible due to environmental resources, hazards, or topography. The following environmentally constrained areas were removed from the BLI:

- **Flood Hazard Areas:** The Warrenton Development Code (Title 16 of the Warrenton Municipal Code) regulates residential development in Special Flood Hazard Areas, as designated by the FEMA Flood Insurance Rate Map (FIRM). Special Flood Hazard Areas in the City of Warrenton are established through the Flood Hazard Overlay District (Chapter 16.88), which designates all areas coded as “A” or “AE” in the overlay district. These areas are more generally referred to as the 100-year floodplain. While residential development is permitted in the Flood Hazard Overlay, it is required to meet certain standards, including elevating the lowest floor above the base flood elevation. The degree to which these standards deter or effectively prohibit residential development will vary by location; however, for the purposes of this analysis, all areas in the overlay are considered constrained and removed from the BLI.
- **Wetlands:** Chapter 16.156 of the Warrenton Development Code establishes development standards for wetlands and riparian corridors, in compliance with Statewide Planning Goal 5. This chapter prohibits alteration or development of all wetlands deemed locally significant in the City’s local wetland inventory; thus, all locally significant wetlands are

considered not buildable and removed from the BLI. This chapter also establishes significant riparian corridors (streams, rivers, sloughs, etc.) in the City and requires setbacks from some of these riparian corridors. Data on these riparian corridors was not available for this draft of the BLI so they were not specifically removed from the buildable lands; however, most if not all of the corridors are either located within a floodplain or one of the City's aquatic zones, and therefore would not be included in the residential BLI.

- **Beach and Dune Areas:** Chapter 16.100 of the Warrenton Development Code, the Beaches and Dunes Overlay District (BDO), regulates development in "Critical Beach and Dune Shoreland Areas" as designated on the City's Comprehensive Plan map. The BDO prohibits residential development in any area determined to be an active foredune or conditionally stable foredune (Section 16.100.020.C). GIS data on the location of these areas was not available but data was manually created based on the approximate boundaries of the areas in the Comprehensive Plan map (see Appendix A). All area designated "Active" or "Conditionally Stable" were considered not buildable and removed from the BLI.
- **Steep Slopes:** Lidar elevation data from the Oregon Department of Geology and Mineral Industries (DOGAMI) was used to estimate areas with slopes over 25 percent. In accordance with Oregon Administrative Rules (OAR) that define buildable land, all areas with slopes of over 25 percent were removed from the BLI.¹

These constrained areas are identified in Figure 3. These lands were combined and then overlaid with City taxlots to estimate the amount of land in each parcel where development is limited by these environmental constraints. These constrained areas were deducted from the gross area of the parcel to estimate the area of the parcel that is unconstrained and potentially buildable.

Step 2 – Classify Parcels by Development Status

Each parcel in the City was classified based on the potential for new development on the parcel. This classification is intended to separate parcels that have capacity for development from those that do not. The classification is based on the amount of unconstrained area on the parcel and the valuation of improvements (buildings, other structures). Improvement values are sourced from Clatsop County Assessor's Office data from 2017. The following five categories were used to classify parcels:

- **Constrained:** Parcels with less than 3,000 square feet unconstrained land. This is the threshold used under the simplified UGB method (OAR 660-038-0060). These parcels are assumed to not be developable due to the small area on the lot that is potentially buildable.
- **Vacant:** Parcels with more than 3,000 square feet of unconstrained land and improvement value less than \$10,000. This threshold also is based on the simplified UGB method (OAR 660-038-0060). These parcels have sufficient area for development and little to no improvements.

¹ See OAR 660-008-0005(2).

- **Partially Vacant:** Parcels that meet the state definition as Partially Vacant under the “Simplified UGB Method” for residential buildable land inventories.² These parcels are at least a half-acre in size and contain an existing structure worth more than \$10,000 but may have some capacity for additional development. The amount of potentially buildable area on the parcel was estimated based on the type of structure, value of structure, and size of parcel, as follows:
 - All parcels with a single-family dwelling that were more than a half-acre in size were classified Partially Vacant, and a quarter-acre was removed from the unconstrained area of these parcels to account for the existing dwelling. If less than a quarter acre of unconstrained land remained after removing a quarter-acre of land for the existing dwelling, then the parcel was classified as Developed. The presence of an ADU is not directly addressed in this assessment. If there is an ADU present, it may affect the amount of buildable land, but we assume the lot needs to have at least a quarter acre to count any of the lot as buildable. On these parcels, even with an ADU, there may be enough residual buildable land to partition
 - Parcels with an existing multi-family structure or other non-residential structure were manually classified as Partially Vacant or Developed based on the size of the parcel relative to the value of the improvements. Larger parcels (more than 3 acres) with low improvement values were generally classified Partially Vacant, while smaller parcels or parcels with high improvement values were classified Developed. A quarter-acre was removed from all parcels classified as Partially Vacant. The Simplified UGB Method requires cities to review aerial imagery for each of these parcels to estimate the remaining buildable area.
- **Developed:** Parcels that have an improvement value of more than \$10,000, but do not meet the definition of Partially Vacant or Constrained.
- **Difficult to Serve:** These parcels either meet the definition of Vacant or Partially Vacant; however, due to a variety of factors, may be difficult or infeasible to serve with adequate infrastructure to support urban development. Several parcels were identified as Difficult-to-Serve because they currently do not have access to the City’s sewer system. These parcels are connected to the City’s water system, but extending sewer to them may be difficult or costly. The parcels were identified with input from the City of Warrenton Public Works

² OAR 660-038-0060 - Buildable Lands Inventory (BLI) for Residential Land within the UGB

(3) The city must identify all partially vacant lots and parcels with a residential comprehensive plan designation, as follows:

(a) For lots and parcels at least one-half acre in size that contain a single-family residence, the city must subtract one-quarter acre for the residence, and count the remainder of the lot or parcel as vacant land, and

(b) For lots and parcels at least one-half acre in size that contain more than one single-family residence, multiple-family residences, non-residential uses, or ancillary uses such as parking areas and recreational facilities, the city must identify vacant areas using an orthophoto or other map of comparable geometric accuracy. For the purposes of this identification, all publicly owned park land shall be considered developed. If the vacant area is at least one-quarter acre, the city shall consider that portion of the lot or parcel to be vacant land.

department. For the purposes of this analysis, these parcels will be considered potentially buildable, but the lack of sewer infrastructure and expense of providing infrastructure to these sites may present a major barrier to development.

Step 3 – Estimate Net Buildable Lands and Housing Unit Capacity

The final step of the BLI is to estimate the capacity for new housing units on each parcel. There are four steps in the calculation:

- **Unconstrained Acres:** The amount of land remaining in each parcel after deducting any constrained areas and, for Partially Vacant parcels, a quarter-acre as a general reduction for existing structures.
- **Net Buildable Acres:** The amount of unconstrained land in each parcel is reduced by 25% to account for land needed for public facilities to support new development (mostly streets).
- **Projected Density:** For each residential zone, a projected density (units per net buildable acre) was identified based on the housing types that are permitted in the zone, minimum lot size standards, and maximum density standards. Parcels that span multiple zones (split zoned) were divided based on zone boundaries and housing unit capacity was calculated for each portion of the parcel. The projected density levels are presented in Table 4 and the zoning designations for each parcel (or portion of parcel) are shown in Figure 4. These assumptions are generally consistent with the approach for the Simplified UGB Method. The projected density is roughly based off the density regulations in the City's development code but also uses assumptions specified in OAR 660-038-0060.
- **Housing Unit Capacity:** The projected density is multiplied by the net buildable acres to estimate the housing unit capacity of each parcel. Finally, the housing unit capacity of each parcel was rounded down to a whole number to reflect the actual maximum allowable number of units that could be permitted.

RESULTS

The results of Draft 1 of the BLI are presented in Tables 1-3 and Figures 1-5. A list of the tables and figures is provided below.

- Table 1: BLI Summary by Development Status, Residential Zones
- Table 2: BLI Summary by Development Status, Commercial Zones
- Table 3: Unconstrained Acres and Housing Unit Capacity by Zone, Residential Zones
- Figure 1: Unconstrained Acres by Zone, Residential Zones
- Figure 2: Housing Unit Capacity by Zone, Residential Zones
- Figure 3: Environmental Constraints Map
- Figure 4: Zoning and Taxlots Map
- Figure 5: Development Status Map

- Figure 6: Housing Unit Capacity Map

Table 1. BLI Summary by Development Status, Residential Zones

Development Status	Total Parcels	Gross Acres	Constrained Acres	Unconstrained Acres ^{3 4}
Constrained	1,134	646	634	--
Developed	1,186	469	112	--
<i>Total Not Buildable</i>	2,320	1,115	746	--
Difficult to Serve	13	27	14	--
Partially Vacant	60	172	86	79
Vacant	376	1,147	803	355
Total Potentially Buildable	449	1,347	903	429

Table 2. BLI Summary by Development Status, Commercial Zones

Development Status	Total Parcels	Gross Acres	Constrained Acres	Unconstrained Acres
Constrained	612	229	226	--
Developed	304	130	10	--
<i>Total Not Buildable</i>	916	359	235	--
Difficult to Serve	17	14	1	14
Partially Vacant	44	43	6	26
Vacant	195	134	31	103
Total Potentially Buildable	256	192	38	142

³ Unconstrained acres are not presented for Constrained or Developed parcels because these parcels are assumed to be entirely constrained or developed, and therefore do not contain any unconstrained (buildable) acres.

⁴ The measurement of "Unconstrained Acres" is lower than "Gross-Constrained" because an additional deduction is made for PV parcels to account for an existing structure. It is assumed that the existing structure remains and other land on the parcel is developed.

Table 3. Unconstrained Acres and Housing Unit Capacity by Zone, Residential Zones

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres					Housing Unit Capacity				
		Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total	Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total
R40 - Low Density Residential	4	3	41	62	107	25%	8	121	167	296	11%
R10 - Intermediate Density Residential	4	0	7	83	91	22%	1	18	202	221	9%
RGM - R-10 Growth Management Zone	4	--	10	40	50	12%		29	102	131	5%
RM - Medium Density Residential	10	10	10	41	61	14%	61	68	272	401	15%
RH - High Density Residential	18	--	2	119	121	28%		26	1,549	1,575	60%
Total		13	71	344	429		70	262	2,292	2,624	--

Figure 1. Unconstrained Acres by Zone

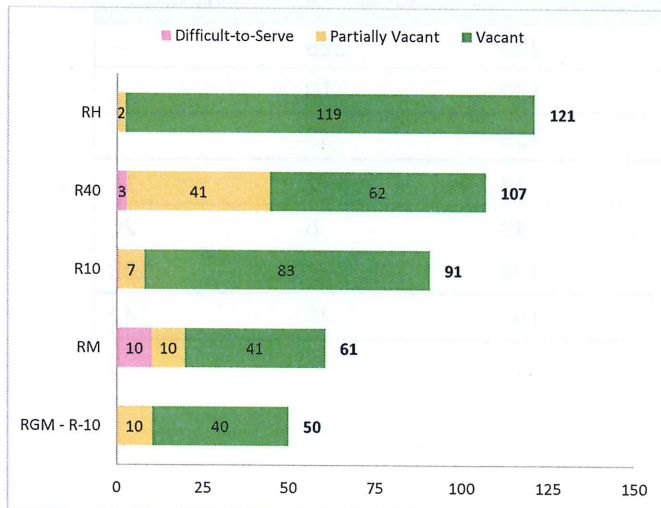
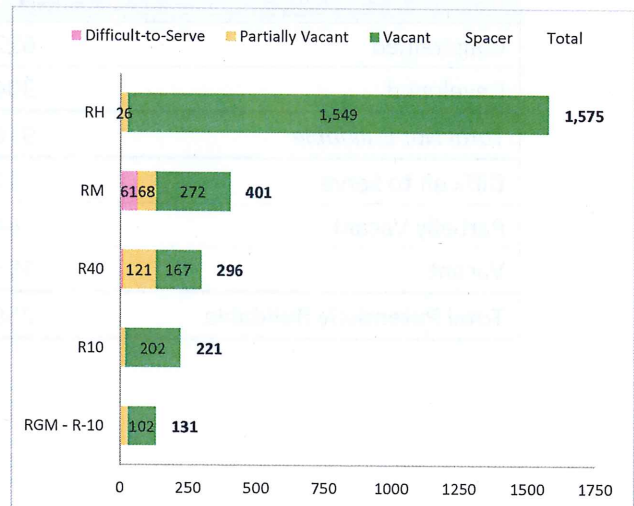
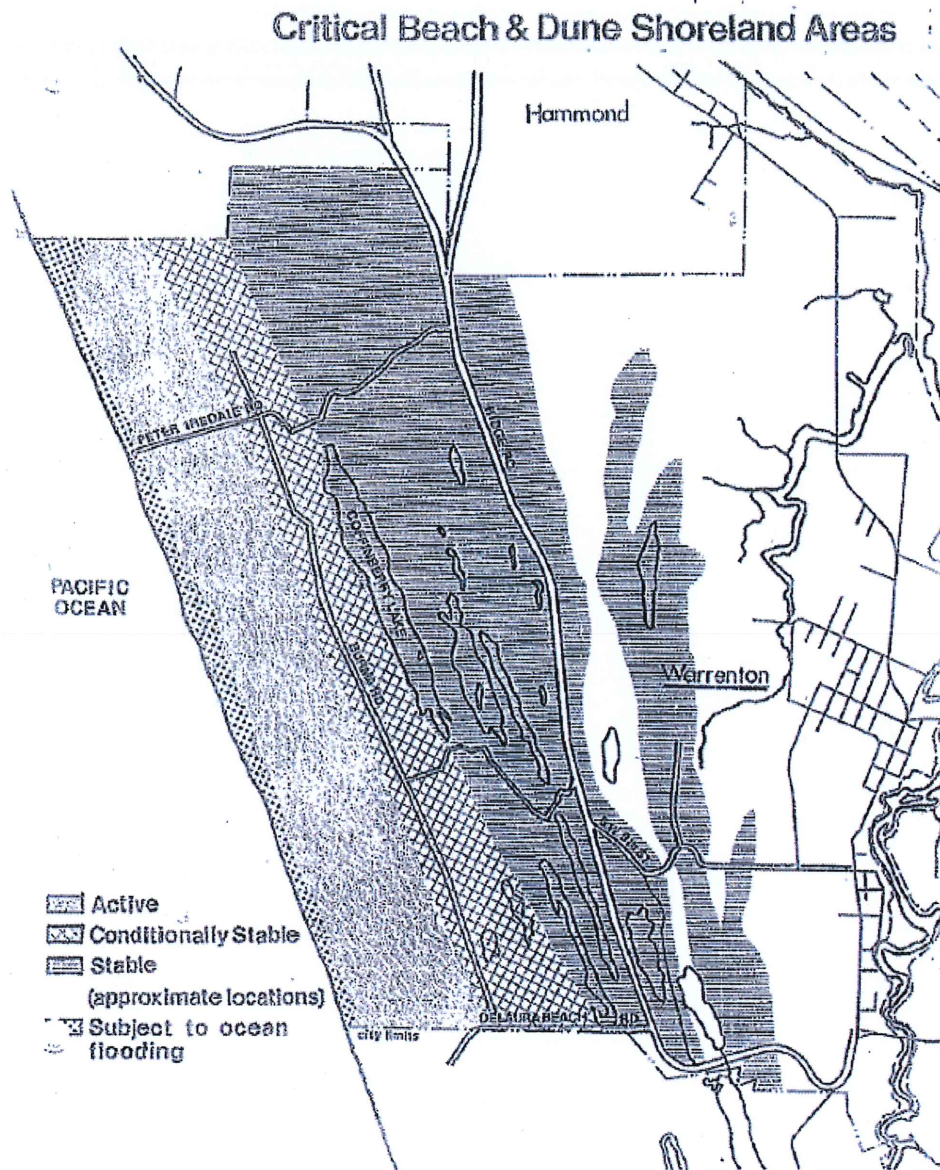


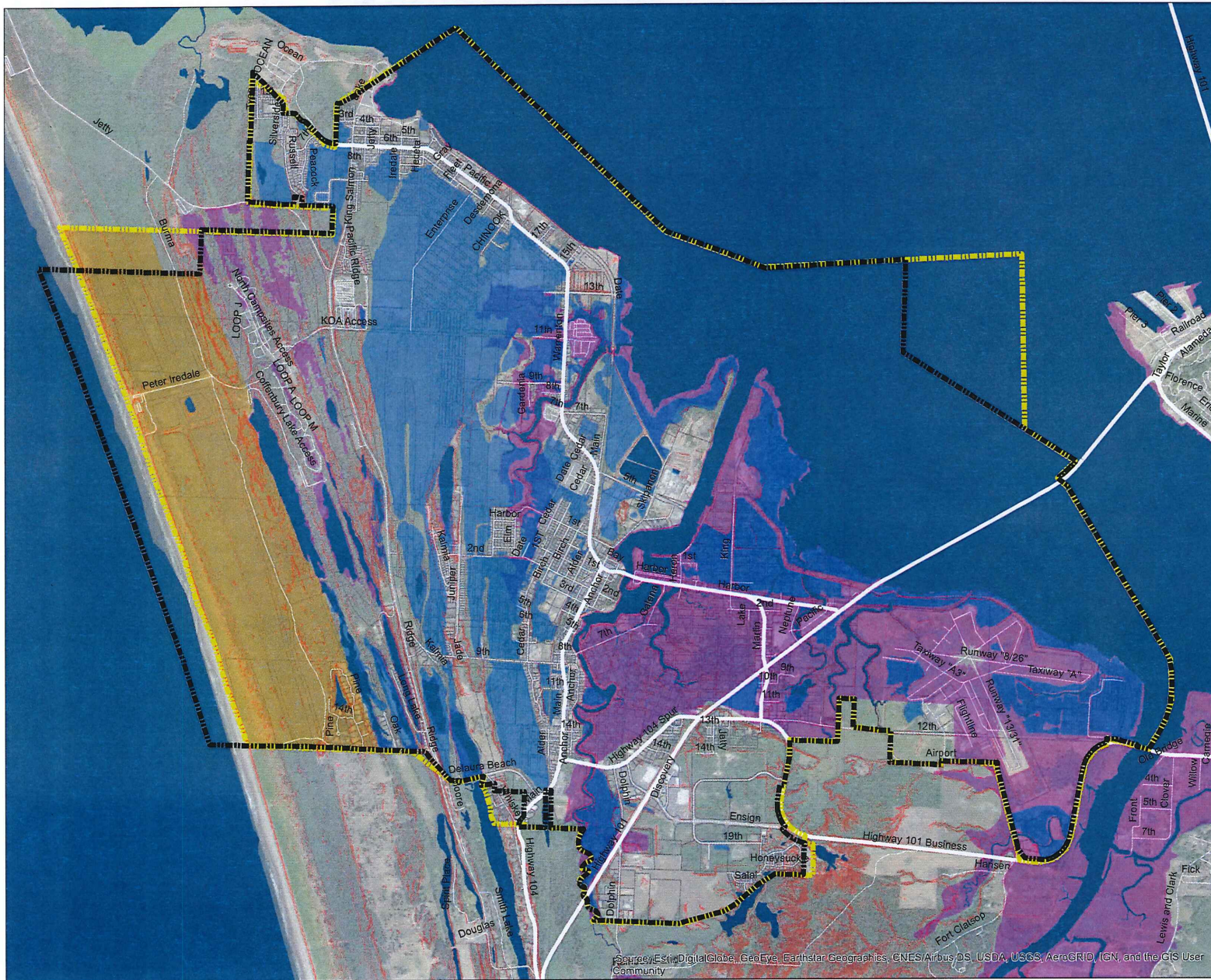
Figure 2. Housing Unit Capacity by Zone



APPENDIX A: MAP OF CRITICAL BEACH AND DUNE AREAS



Source: Article 6 of City of Warrenton Comprehensive Plan

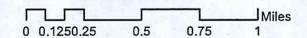


City of Warrenton
Buildable Land Inventory

Figure 3
Environmental Constraints



Prepared by:
Angelo Planning Group
Date: 2/9/19



Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 3601 Feet int

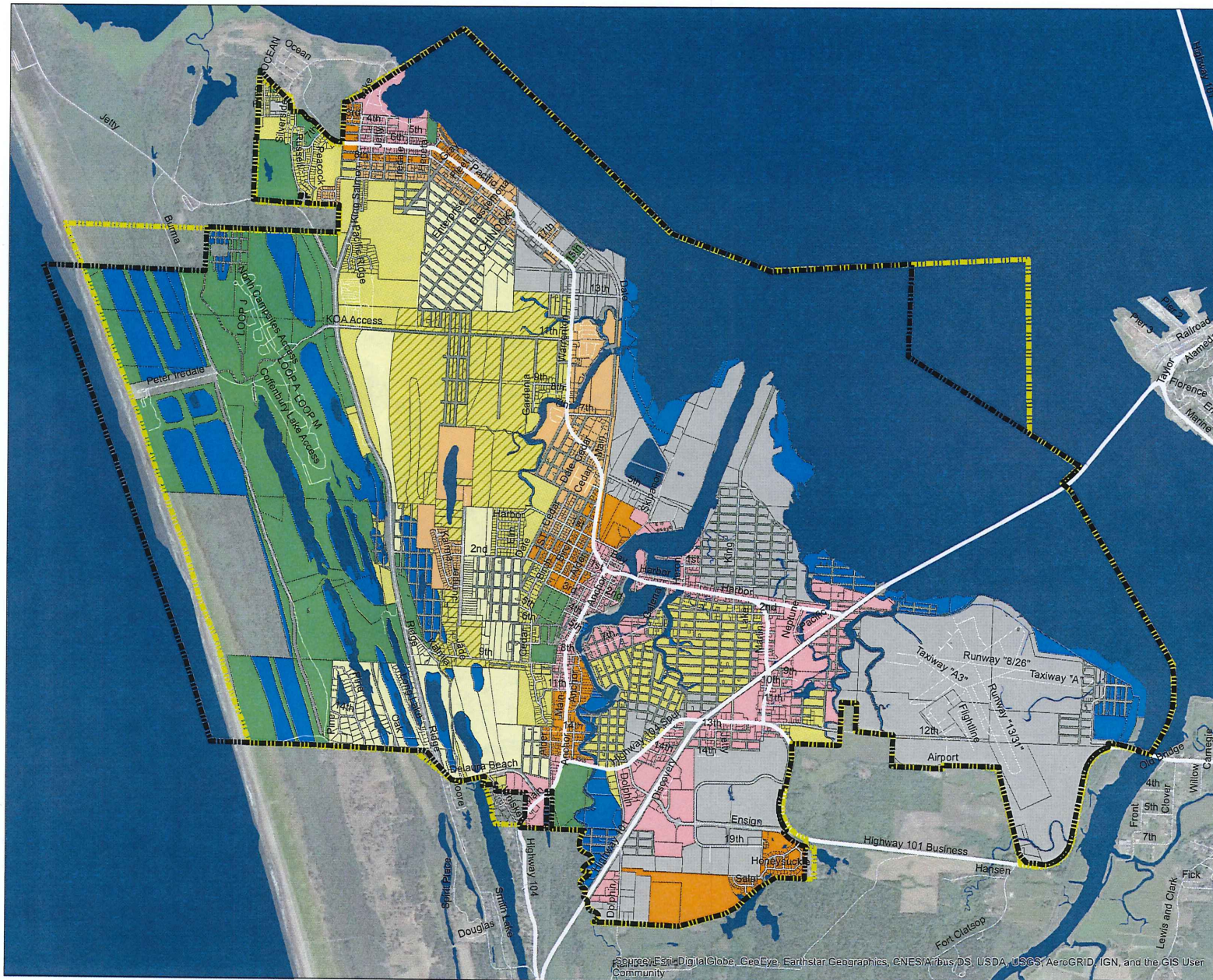
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City of Warrenton
Buildable Land Inventory

Figure 4
Zoning and Taxlots



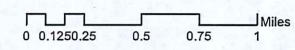
Legend

- City Limits
- Urban Growth Boundary
- State Highways
- Streets
- Water Bodies
- Taxlots

Zone

- R40 - Low Density Residential
- R10 - Intermediate Density Residential
- RGM - R-10 Growth Management Zone
- RM - Medium Density Residential
- RH - High Density Residential
- Aquatic Zones (A1, A2, A3, A5)
- Commercial Zones (C1, C2, CMU, RC)
- Industrial Zones (I-1, I-2)
- Open Space Institutional (OSI)

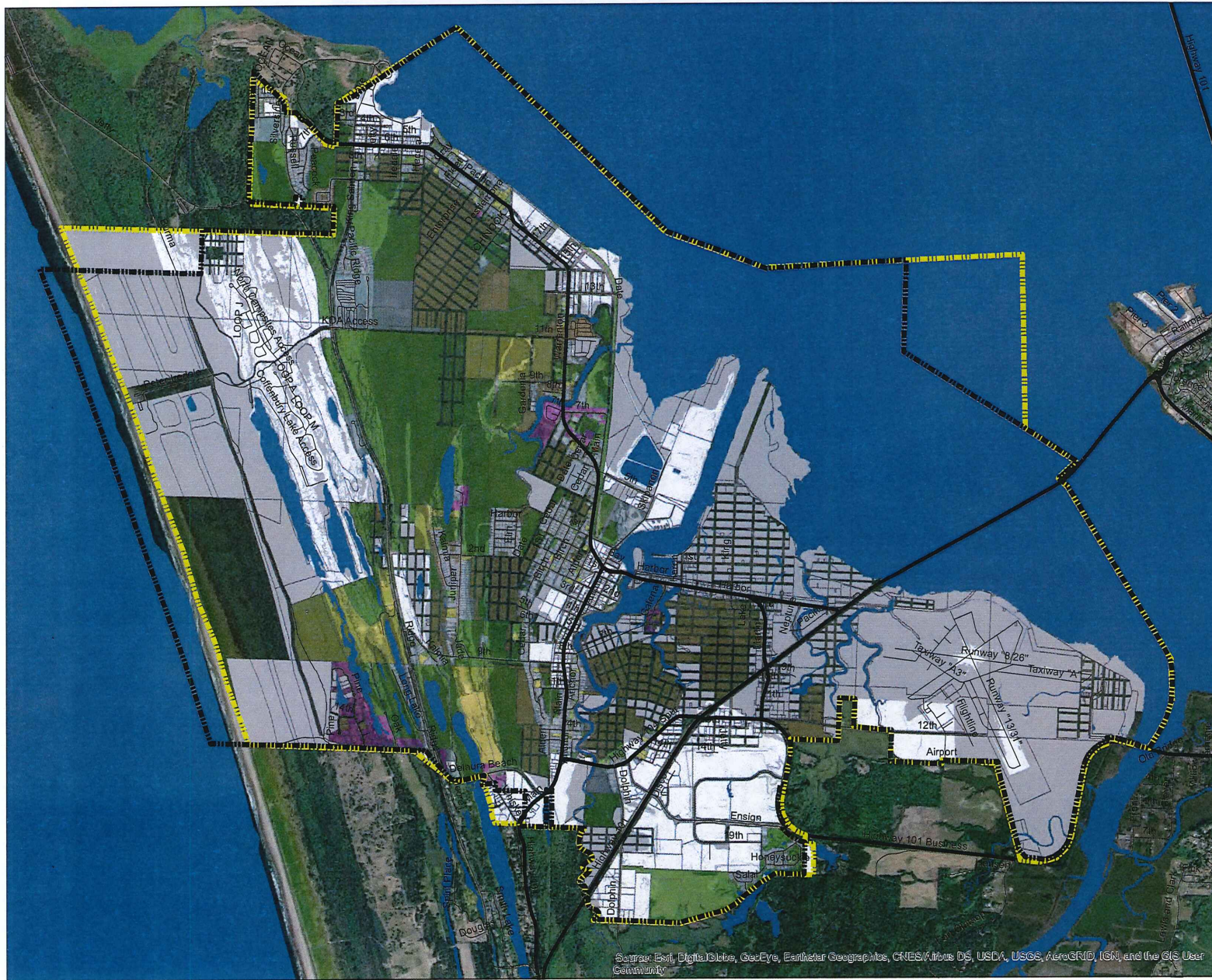
Prepared by:
Angelo Planning Group
Date: 3/4/19



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City of Warrenton
Buildable Land Inventory

Figure 5
Development Status

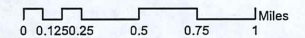
- City Limits
- Urban Growth Boundary
- State Highways
- Streets
- Water Bodies
- All Constrained Areas
- Non-Residential Zones

Development Status

- Constrained
- Vacant
- Partially Vacant
- Difficult-to-Serve
- Developed



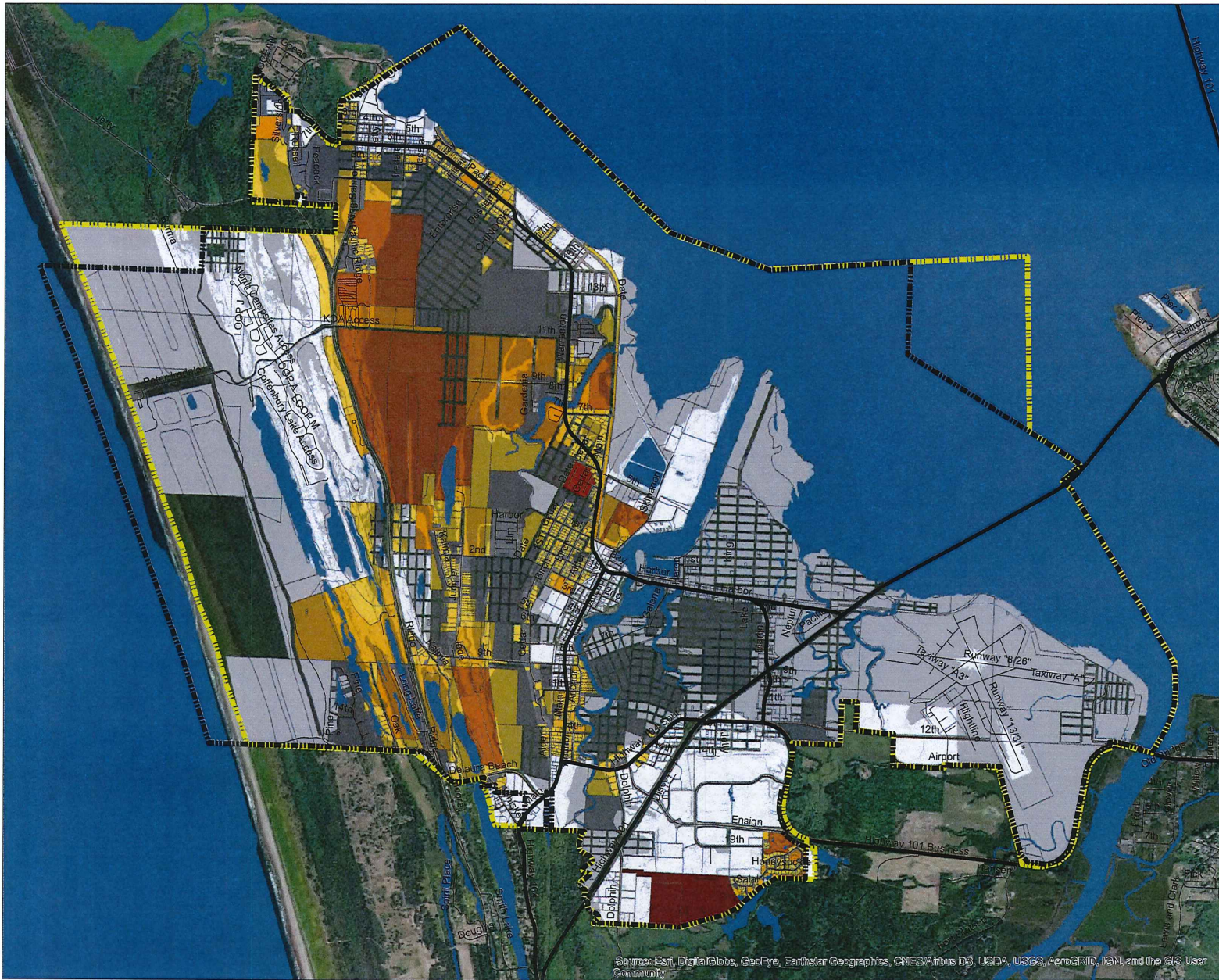
Prepared by:
Angelo Planning Group
Date: 3/4/19



Coordinate System:
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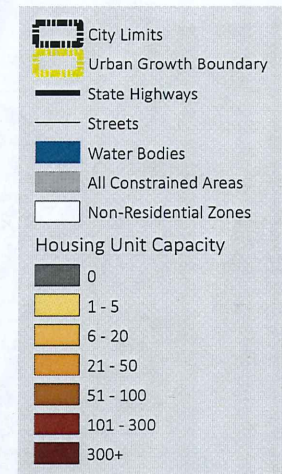
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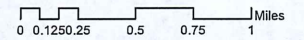


City of Warrenton
Buildable Land Inventory

Figure 6
Housing Unit Capacity



Prepared by:
Angelo Planning Group
Date: 3/4/19



Coordinate System:
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MEMORANDUM

Draft Policy and Code Strategies – Preliminary Recommendations Clatsop County Comprehensive Housing Study

DATE January 22, 2019 (Revised)
TO Clatsop County Comprehensive Housing Study Technical Advisory Committee
FROM Matt Hastie, and Jamin Kimmel, Angelo Planning Group
CC Brendan Buckley and Jerry Johnson, Johnson Economics

OVERVIEW

Angelo Planning Group (APG), in partnership with Johnson Economics, is assisting Clatsop County with a Comprehensive Housing Study for Clatsop County and five of its cities – Astoria, Cannon Beach, Gearhart, Seaside and Warrenton. The goal of the study is to obtain information about the type, size, location and price of housing required to meet the current and future needs of county residents and to understand the market forces, planning and zoning regulations and local barriers that impact housing development in Clatsop County.

As one of the first steps in the study, APG reviewed the housing policies and zoning or development code standards associated with housing and residential development in the County and cities, including a review of each jurisdiction’s Comprehensive Plan and development code. As a follow-up step, APG has identified potential changes to local policies and code requirements to address local housing needs and barriers. These recommendations have been reviewed with the project Technical Advisory Committee and other community members and further refined based on results of that review.

COMPREHENSIVE PLAN POLICIES

APG reviewed each jurisdiction’s Comprehensive Plan to assess whether it includes the following types of supportive policies:

- **Supports Statewide Planning Goal 10.** Comprehensive Plans typically do and should include a general policy that mirrors Statewide Planning Goal 10 (Housing), stating that the overall goal of the jurisdiction is to *“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial*

capabilities of Oregon households and allow for flexibility of housing location, type and density.”

- **Emphasizes affordable housing needs.** Given that meeting the needs of low and moderate income households often requires public intervention or subsidy, it is important to include policies emphasizing the needs of these households.
- **Supports partnerships.** Most Comprehensive Plan housing elements include policies aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- **Encourage a variety of housing types.** In addition to a broad goal or policy about meeting a full range of housing needs, Plans often include policies noting the need for a variety of housing types, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- **Affirms Fair Housing goals.** Local governments are required to ensure that their housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- **Support for mixed use development.** Some Plans explicitly support the development of mixed use projects, which typically include upper story housing located above retail or commercial uses.
- **Support for accessory dwelling units.** Comprehensive Plans may include policies specifically referencing support for this form of housing. Recent Oregon legislation requires all cities below a certain size to allow for this form of housing outright in all zones where single-family detached housing is allowed.
- **Support flexible zoning.** Some Plans include policies which emphasize the need for zoning to be flexible enough to meet a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- **Address land supply goals.** Many Comprehensive Plans include policies which reference the need to ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.
- **Support development of manufactured homes.** Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots. Each jurisdiction must also allow for manufactured home parks in at least one residential zone.
- **Regulate short term rentals.** Many communities, particularly those with high levels of tourism, regulate short-term rental housing to reduce its impact on the supply and affordability of long-term rental housing.

As noted in the previous Policy Review Memo, a majority of the jurisdictions’ Plans include policies that address these issues, although some gaps are present. Table 1 summarizes recommended police amendments for selected jurisdictions to address these gaps.

Table 1. Comprehensive Plan Policy Update Summary

<i>Policy Amendment</i>	<i>Clatsop County</i>	<i>Astoria</i>	<i>Cannon Beach</i>	<i>Gearhart</i>	<i>Seaside</i>	<i>Warrenton</i>
Affirms Fair Housing goals	x	x			x	
Supports mixed use development					x	
References ADUs	x		x	x	x	x
Supports flexible zoning	x			x	x	
Addresses land supply goals	x			x		
Supports manufactured homes	x		x			

ZONING AND DEVELOPMENT CODE STANDARDS

In addition to reviewing Comprehensive Plan policies, APG reviewed the zoning ordinance or development code for each jurisdiction and summarized information about the following type of standards in the earlier policy review memo. Summary observations include:

- **Residential zones.** All jurisdictions include a range of zones, with most providing for low, medium and high-density zones, and others providing a greater variety of zones. Most of the County's residential zones are applied to areas within unincorporated communities. No changes to the range of zones is recommended.
- **Housing types allowed.** All jurisdictions allow for a range of housing types. The mix of housing types allowed within the range of zones varies, as does the application of conditional use requirements to specific types of housing. Several changes are recommended, in part to ensure that land in higher density zones remains available for moderate and higher density housing forms (e.g., more compact single family homes and lots, duplexes, tri-plexes, rowhouses and apartments).
- **Manufactured homes.** This type of housing is generally allowed on individual lots as required by state law although it is subject to conditional use standards in Seaside. Modest changes are recommended in selected jurisdictions to address the letter and intent of statewide requirements and to ensure that these types of homes remain a viable option to meet housing needs of low and moderate income residents.
- **Accessory dwelling units.** These are allowed in each jurisdiction, except Gearhart and Seaside. Modest changes are recommended to increase the potential for these types of units, while ensuring that they provide more potential for long-term rental units, rather than short-term rentals.
- **Cottage Cluster Housing.** This form of housing is explicitly defined and allowed only in Astoria. It is recommended to be allowed in most other jurisdictions.
- **Densities and minimum lot sizes.** These vary somewhat significantly across the communities, with Astoria and Seaside allowing for the highest densities. Some changes are recommended to these standards.
- **Height standards.** These vary across the jurisdictions. On average allowed heights are lowest in Cannon Beach and highest in Seaside. Changes are recommended to standards in Cannon Beach.
- **Off-street parking requirements.** Most communities require two spaces for single-family detached dwellings. Some cities require fewer spaces for other housing types. Modest changes are recommended to help reduce costs associated with off-street parking.
- **Residential design standards.** Most communities do not apply specific architectural design standards to most housing types. No changes are recommended at this time.

Table 2 summarizes potential changes for selected jurisdictions.

Table 2. Potential Development Code Changes

Code Provision	Astoria	Cannon Beach	Gearhart	Seaside	Warrenton	County
Housing Types Allowed	Allow duplexes on corner lots in R-1 Allow ADUs outright in R-1 Do not allow SFD in R-3	Allow duplexes on corner lots in R-1 Allow triplexes in R-2 Do not allow new SFD homes in R-3	Allow ADUs in all zones, assuming septic can accommodate	Allow ADUs in all zones; restrict use as short-term rentals Allow triplexes in R-2 Do not allow SFD in R-3 All MH on SFD lots outright in all zones	Allow ADUs outright in all zones where currently allowed Allow triplexes in R-M Do not allow SFD in R-H	No changes suggested
Densities/ Minimum lot sizes allowed	Reduce minimum lot sizes for SFD, duplexes in R-2 and R-3 zones Consider minimum density in R-3 zone	Reduce minimum lot sizes for SFD, duplexes in R-2 and R-3 zones, if demonstrated to enhance land use efficiency	Consider reducing minimum lot sizes in all zones if packaged wastewater treatment can be implemented	Reduce minimum lot sizes for SFD in all zones Reduce minimum lot sizes for duplexes in R-2 Reduce minimum lot size for attached housing in R-3 Consider minimum density in R-3	Reduce minimum lot sizes for SFD in R-10 and R-M Reduce minimum lot sizes for duplexes in R-M Reduce minimum lot sizes for triplexes in R-H, C-MU	Consider reduced lot sizes in selected RCR zones if service available

Code Provision	Astoria	Cannon Beach	Gearhart	Seaside	Warrenton	County
ADU requirements	Consider changing owner occupancy requirement	Increase maximum allowed size	Establish standards	Allow and establish standards using DLCDC guidelines	Increase minimum allowed size Consider changing owner occupancy requirement Ensure clear, objective standards	Consider eliminating additional off-street parking requirement
Cottage cluster housing	Allow in additional zones	Allow and create specific standards	Allow and create specific standards	Allow and create specific standards	Allow and create specific standards	
Off-street parking requirements	No changes suggested	No changes suggested	Reduce for SF attached, MF	Reduce for SF attached, MF	No changes suggested	No changes suggested
Building Heights		Increase to 35' in R-3, RAM	Increase to 35' in R3, RCPD	PD: None? SR: 35'	No changes suggested	No changes suggested