



WORK SESSION

AGENDA

**City Commission of the City of Warrenton
Tuesday, June 13, 2023 – 5:00 P.M.**

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

- 1. Call to Order**
- 2. Roll Call**
- 3. Presentation – Portland State Students**
- 4. Adjourn**

Warrenton City Hall is accessible to the disabled. An interpreter for the hearing impaired may be requested under the terms of ORS 192.630 by contacting Dawne Shaw, City Recorder, at 503-861-0823 at least 48 hours in advance of the meeting so appropriate assistance can be provided.



PRIORITIZING LAND FOR HOUSING IN WARRENTON

JUNE 13, 2023



JAM Planning



City of Warrenton



Wood Mechanix



City of Warrenton

AGENDA

01 Project Overview

02 Background &
Existing Conditions

03 Public Engagement

04 Housing Planning

05 Our Process & Analysis

06 Recommendations

07 Next Steps

PROJECT TEAM



Anis Boughanmi
MURP



James Dingwall
MURP



Maddy Knickerbocker
MURP



Jovan Merceron
MURP, MPH



Miranda Seekins
MURP



Amanda Ufheil-Somers
MURP

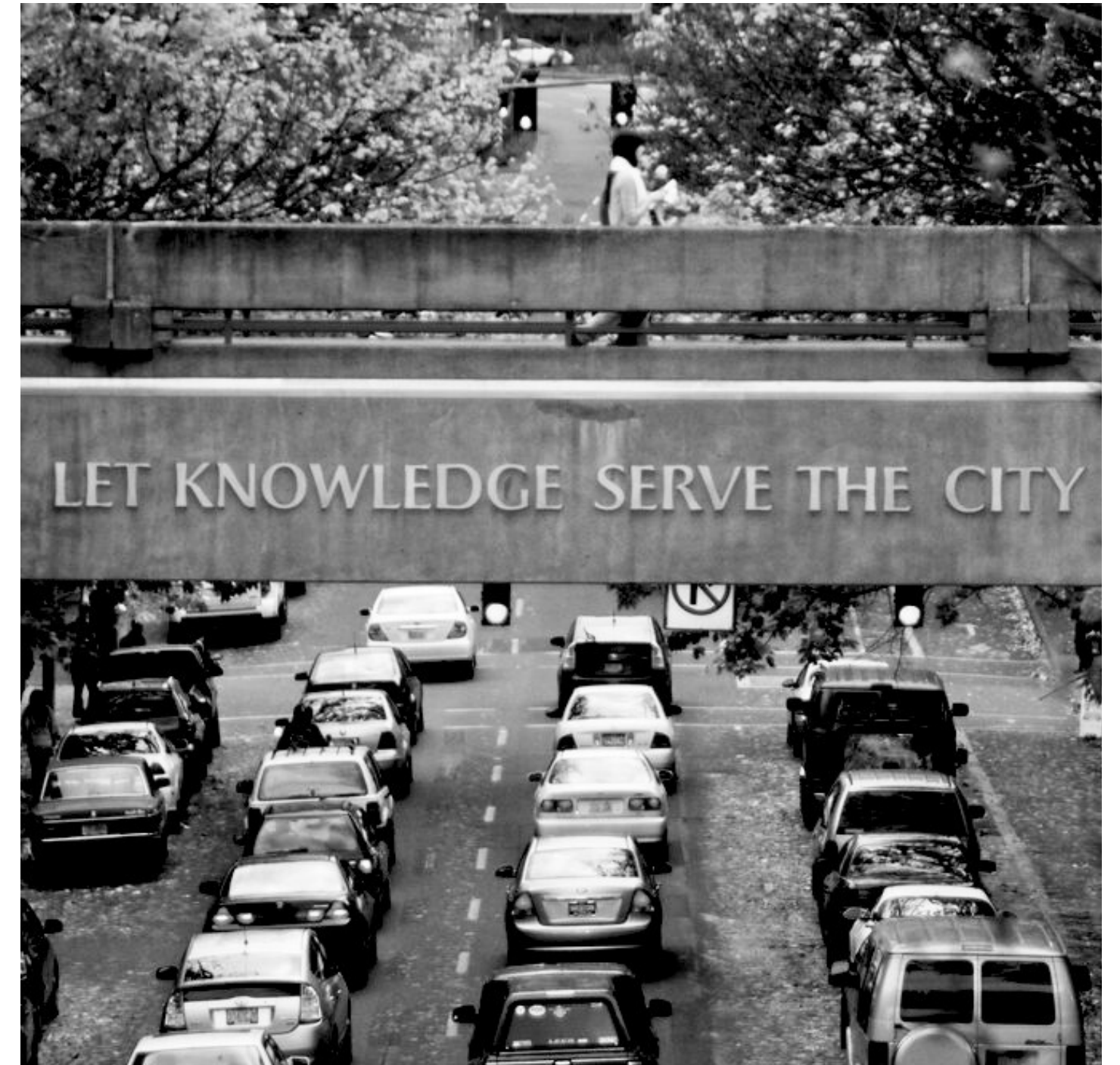
PROJECT OVERVIEW



PORTLAND STATE WORKSHOP

The PSU workshop is the final capstone project for the Master of Urban and Regional Planning Program partnering with a client to conduct a planning project.

It traditionally involves working closely with community stakeholders and local government officials to identify key issues, gather data, analyze existing conditions, and develop planning strategies, resulting in a detailed planning report that includes final recommendations.



PROJECT OVERVIEW

MOTIVATION

Despite Warrenton's fast growth, the city's environmental constraints are not reflected in official buildable lands and housing capacity forecasts.

GOALS

- Analyze parcels with a focus on constraints and other city priorities.
- Identify areas within Warrenton to focus public investment in infrastructure.
- Highlight policies to promote smart growth to incorporate into comprehensive planning updates.

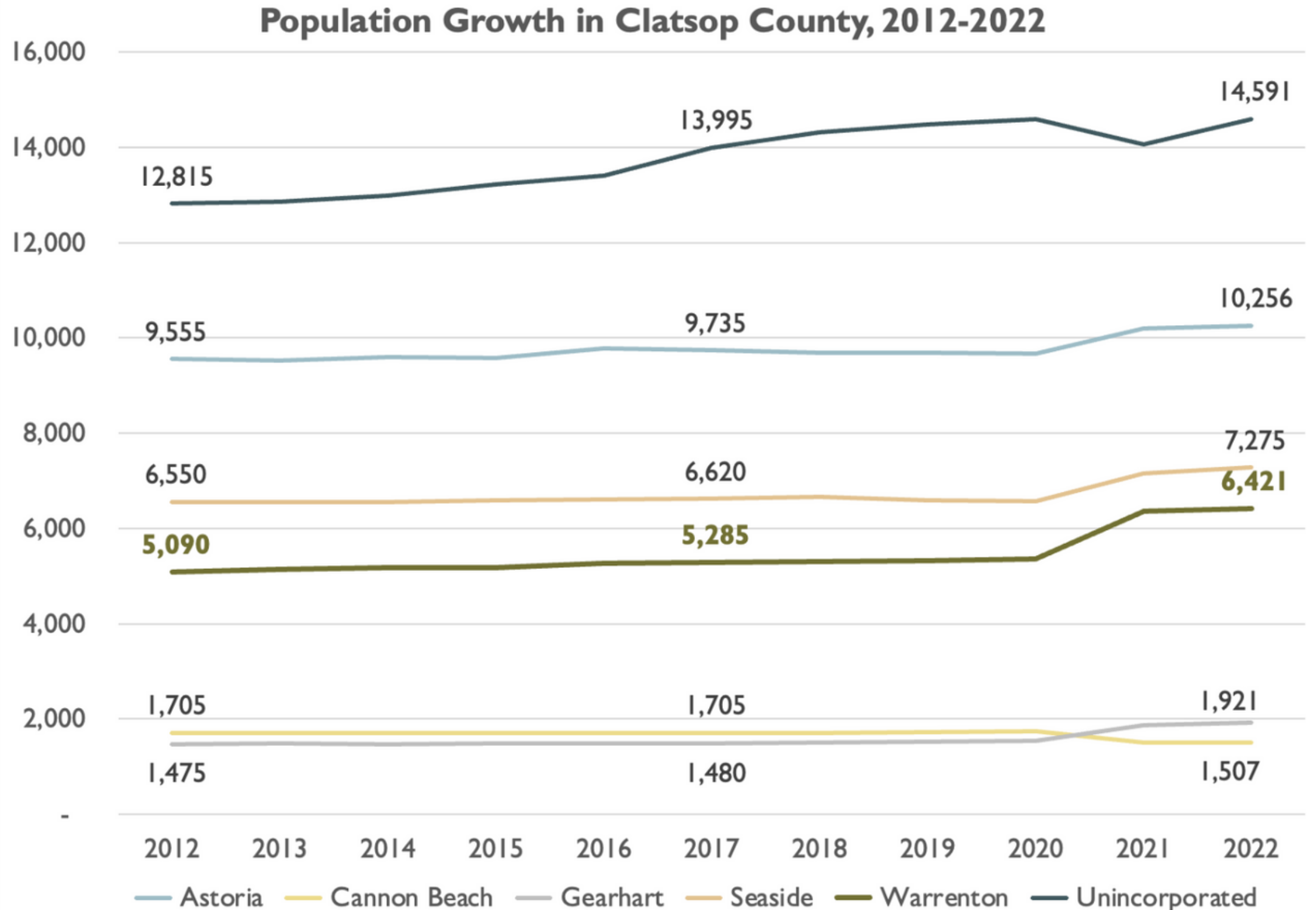




**EXISTING CONDITIONS
IN WARRENTON**

WHO IS WARRENTON

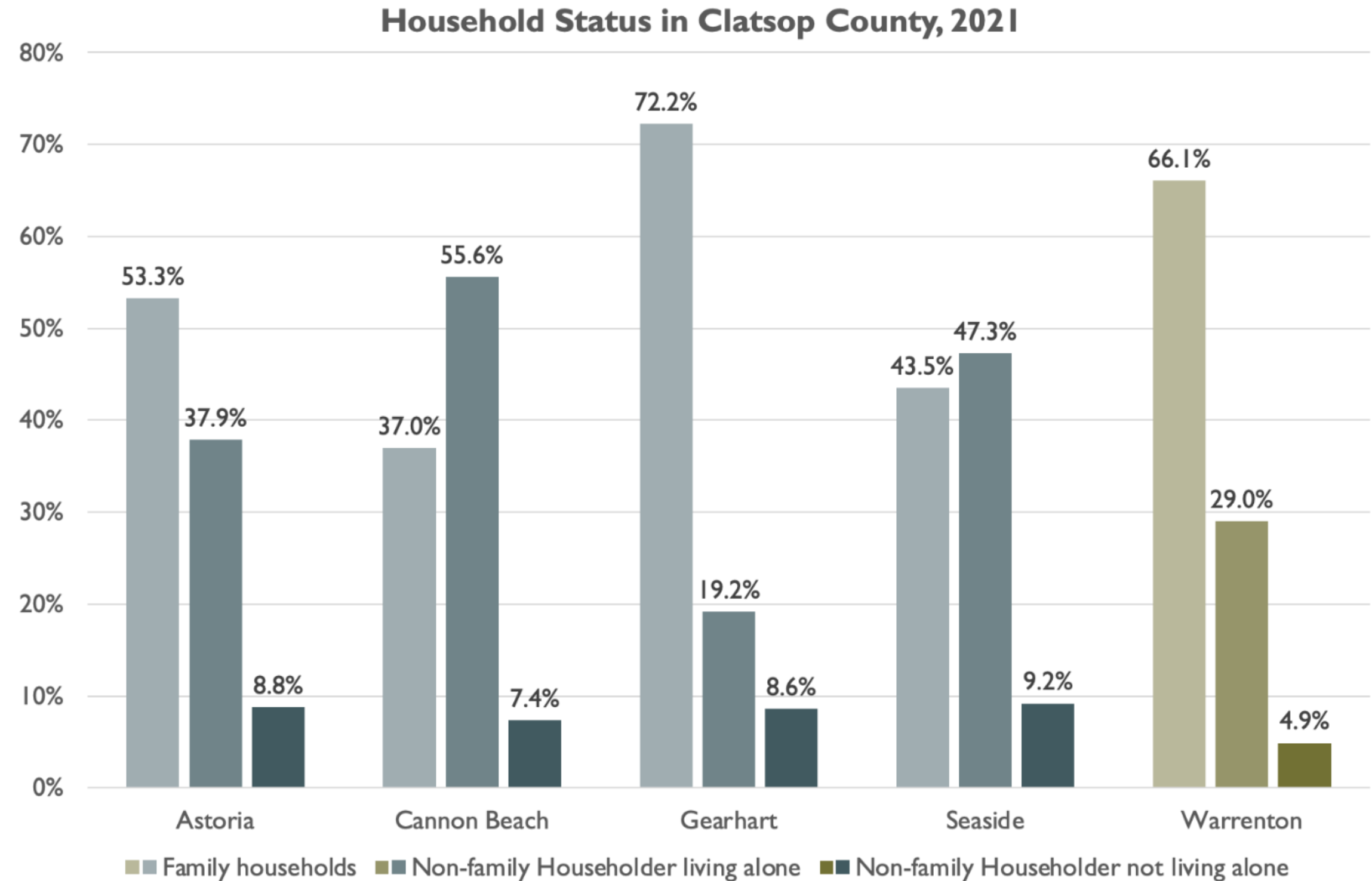
- Third most populous town in Clatsop County & among the fastest growing
- Since 2020, Warrenton's population has increased by over 1,000 people
- Increasingly diverse, with non-White residents making up 17% of the population in 2021, up from 5.5% in 2011



Source: Portland State University Population Research Center Estimates, 2012-2022

WHO IS WARRENTON

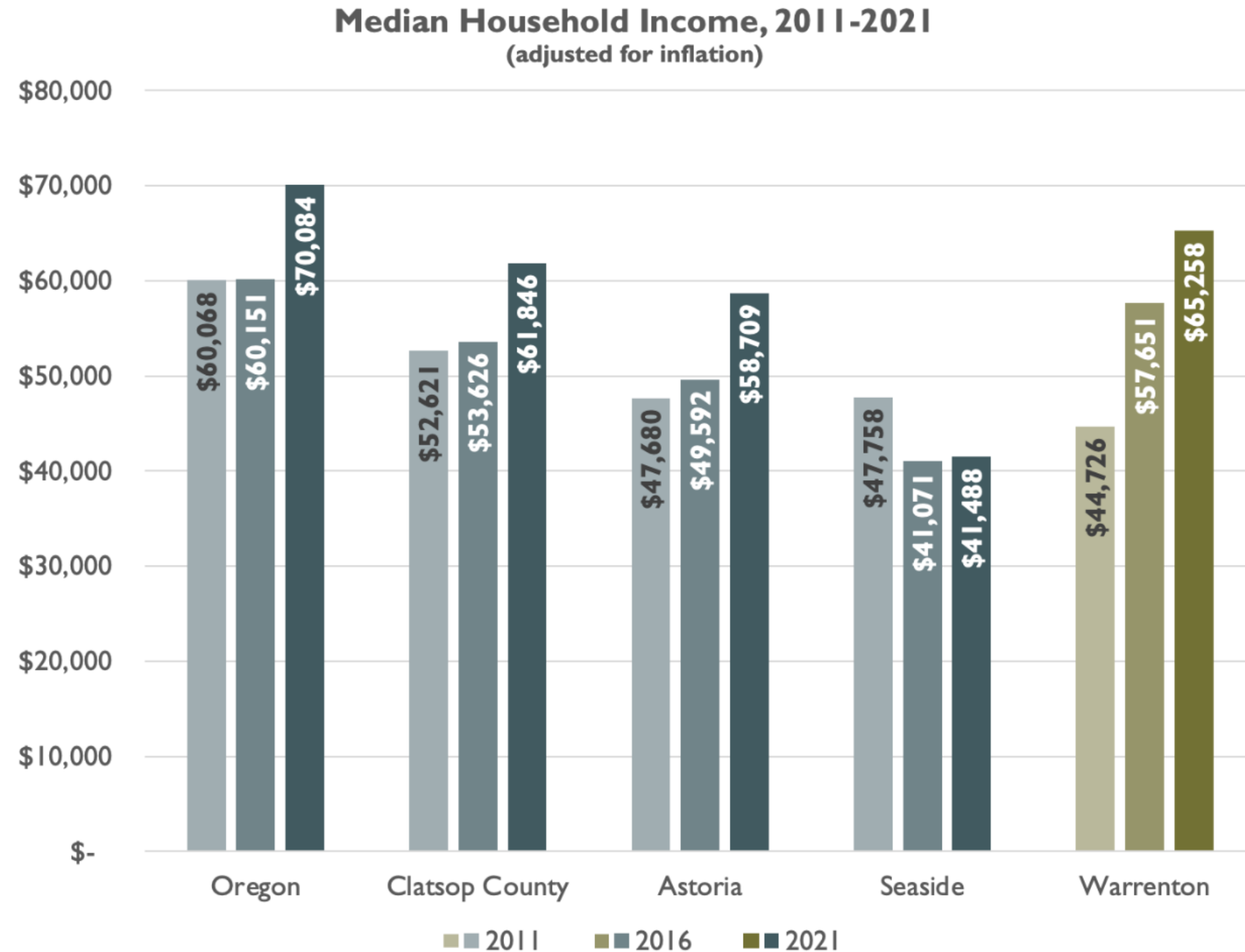
- Almost a quarter of Warrenton's population in 2021 was under the age of 18
 - Highest share in Clatsop County
- Two-thirds of the town's households are families
 - 2nd highest share in the county



Source: U.S. Census Bureau, 2021 American Community Survey 5-Year Estimates, B11001

WHO IS WARRENTON

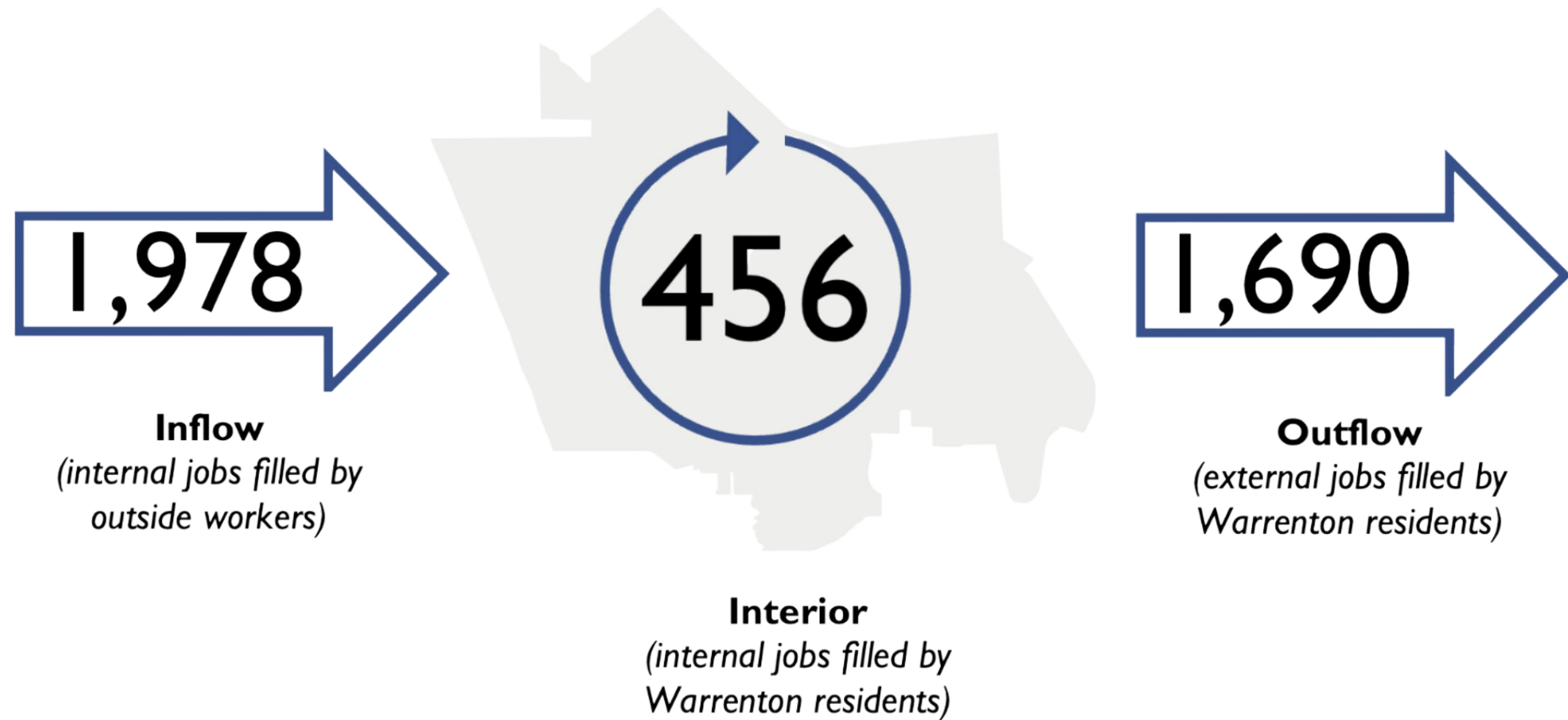
- Had lowest median income in the county in 2011
 - Now has the second highest, at more than \$65,000
- This growth has also represented a larger gain than communities with similar increases



Source: U.S. Census Bureau, 2011, 2016, 2021 American Community Survey 5-Year Estimates, B19013

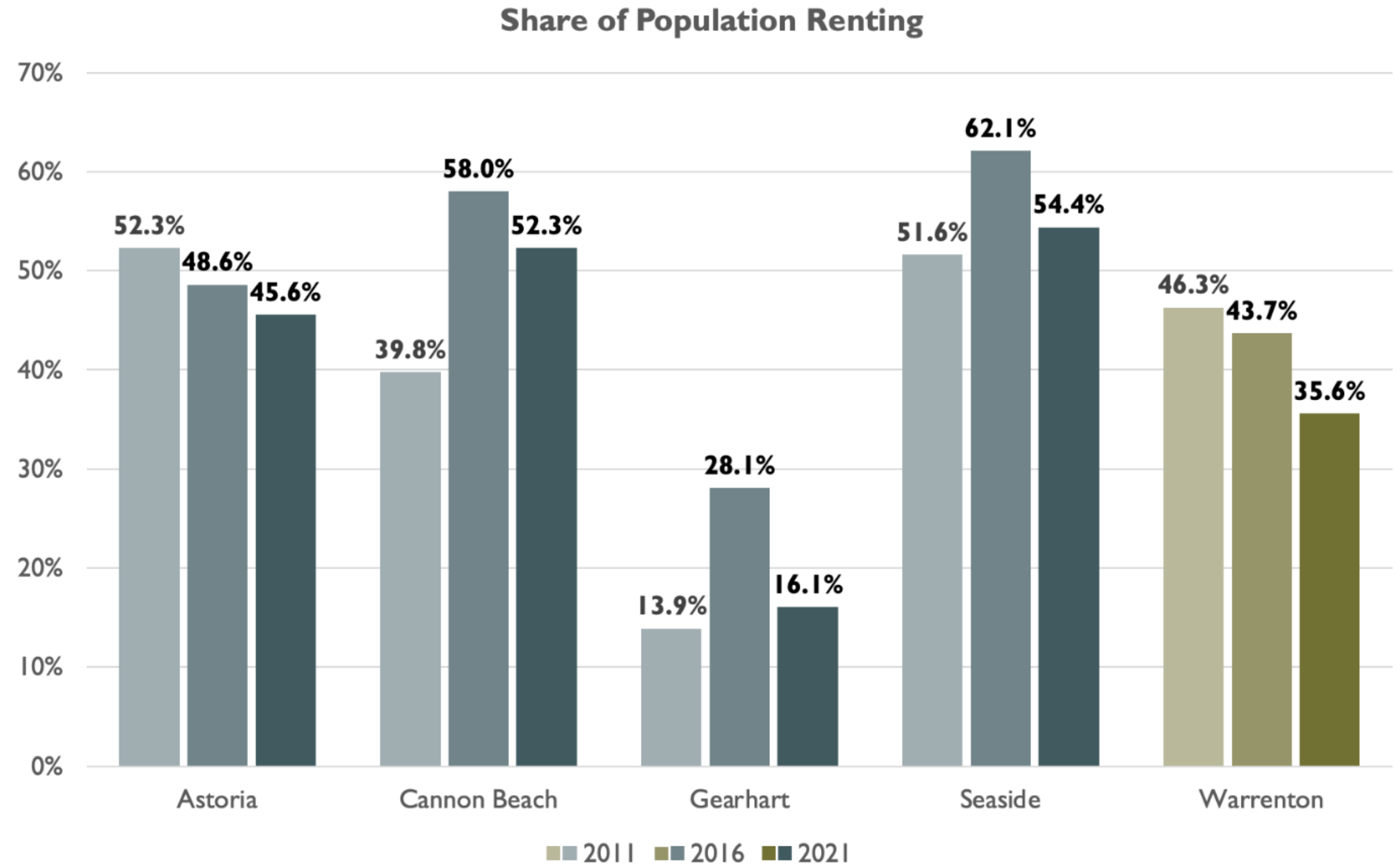
WHO IS WARRENTON

- Sharp disparity in who lives and works in the city
- Residents commute to jobs elsewhere in the County
- Most of the jobs in Warrenton are held by non-local workers
- Between 1,500 and 2,000 commuters travel in and out of Warrenton
 - Only about 450 residents live and work in the city



WHERE WARRENTON LIVES

Just under two-thirds of Warrenton residents own their homes and this share has been steadily increasing as the percentage of renters in Warrenton has steadily decreased since 2011.

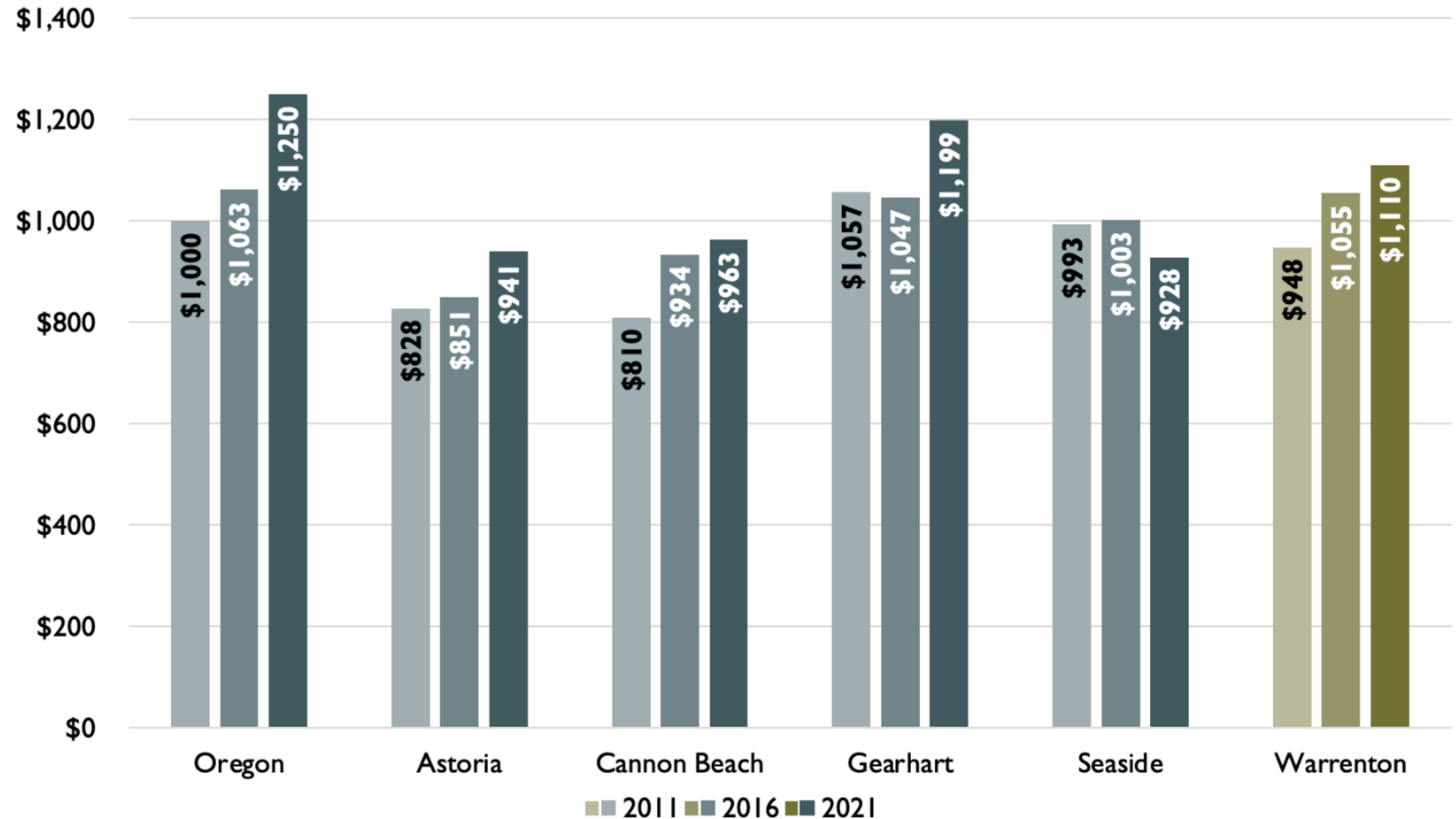


Source: U.S. Census Bureau, 2011, 2016, 2021 American Community Survey 5-Year Estimates, B25003

WHERE WARRENTON LIVES

- Median rent is the 2nd highest in the County at \$1,100
- Approximately 44% of renters are cost-burdened
- 21% are “severely cost-burdened”

Median Household Rent, 2011-2021
(adjusted for inflation)



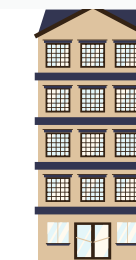
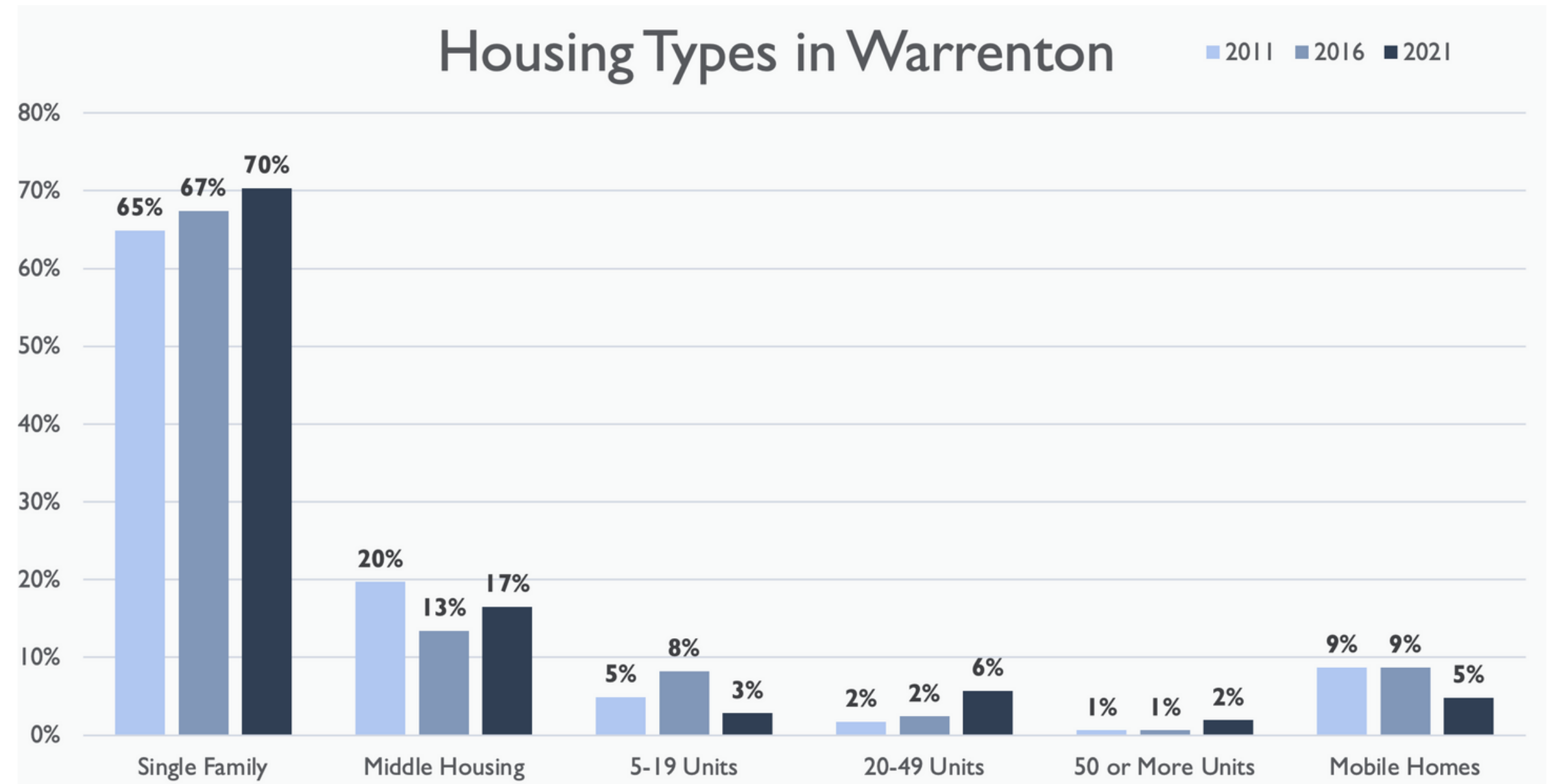
Source: U.S. Census Bureau, 2011, 2016, 2021 American Community Survey 5-Year Estimates, B25064

WHERE WARRENTON LIVES

- More than 400 homes between 2010 and 2019
- Most of the City's housing stock is detached homes

Total Warrenton Housing Units:

2011: 2,125
 2016: 2,183
 2021: 2,506

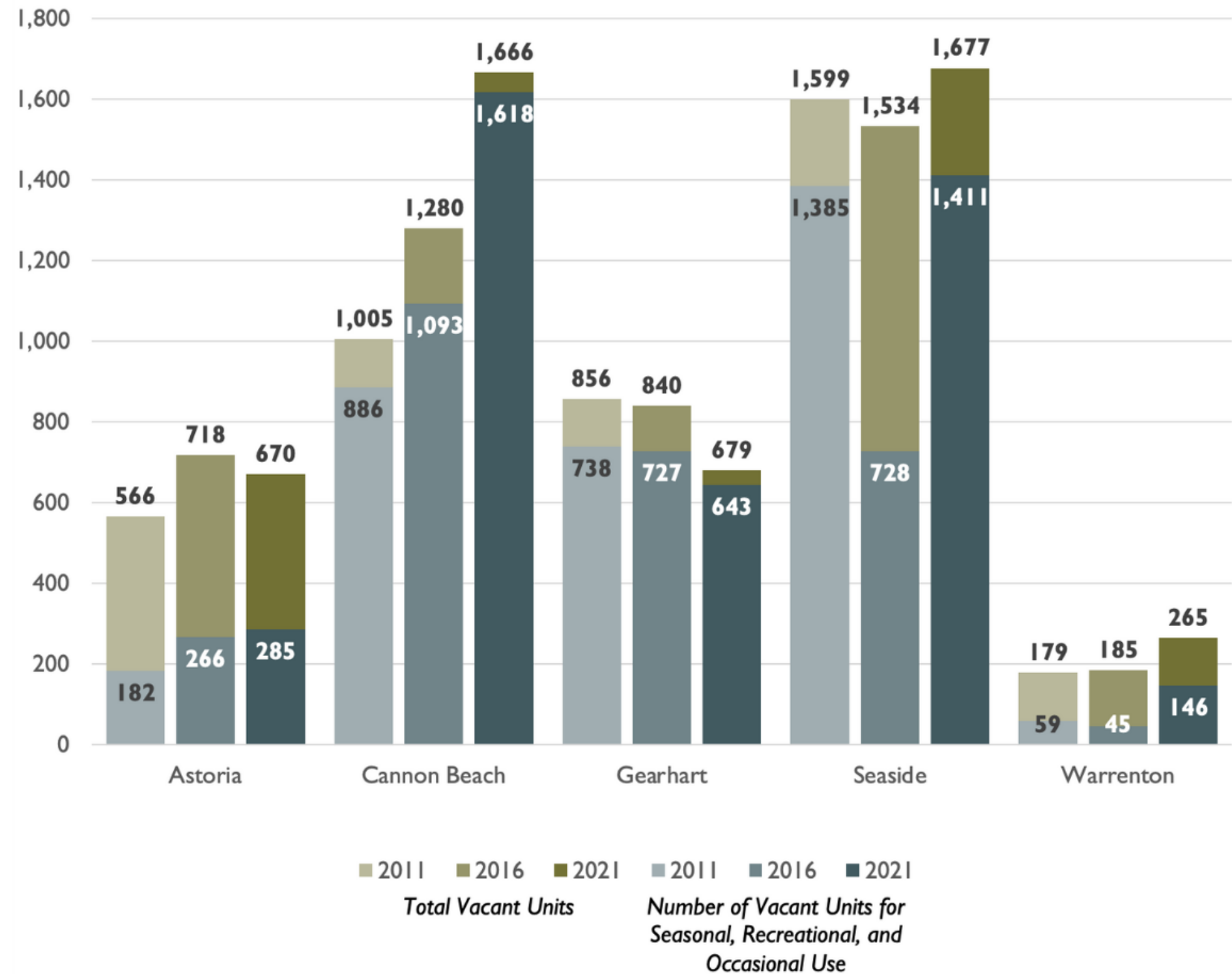


Source: U.S. Census Bureau, American Community Survey 2021 5-Year Estimates, B25004

WHERE WARRENTON LIVES

- Fewer vacation homes and lower rates of vacancy compared to other cities in Clatsop County
 - Number of vacation and/or second homes is growing
- The city's overall vacancy rate is approximately 10%
 - Compared to 27% for Clatsop County

Vacant Units in Clatsop County, 2011-2021



Source: U.S. Census Bureau, 2011, 2016, 2021 American Community Survey 5-Year Estimates,

COMMUNITY ENGAGEMENT



COMMUNITY ENGAGEMENT

Phase I: Expert Interviews

Informed our existing conditions research, analysis process, and policy recommendations.



Northwest
Housing
Alternatives



Phase II: Asset Mapping

Informed our amenities and livability model.





HOUSING PLANNING IN WARRENTON

PLANNING FOR HOUSING

2019 Housing Strategies Report Recommendations:

- Creating land supply
- Policy and development code amendments
- Incentives for development
- Funding tools and uses
- Regional collaboration and capacity building

The County also launched a program identifying 31 available excess county-owned parcels made available to proposals that address local housing and other public service needs



CLATSOP COUNTY HOUSING STRATEGIES REPORT

JANUARY, 2019

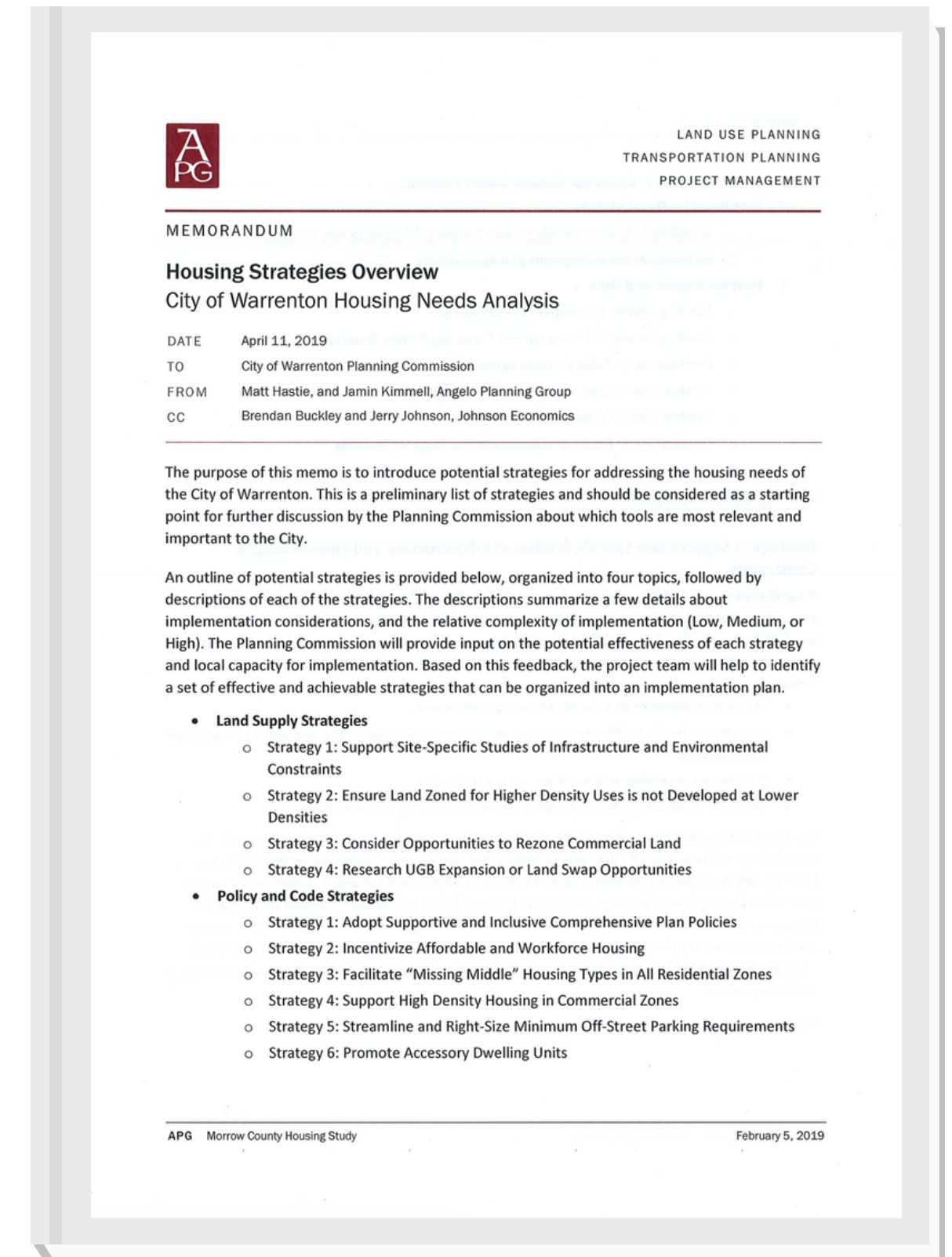
APG and Johnson Economics

PLANNING FOR HOUSING

The City engaged in a more robust Housing Needs Analysis and Buildable Lands Inventory in 2019

Current housing planning efforts have resulted in development across Warrenton, including:

- A mixed-use master plan to increase density
- Over 50 units of affordable housing and social services
- New single-family residential development located near the new school
- Expanded infrastructure in southeast Warrenton.



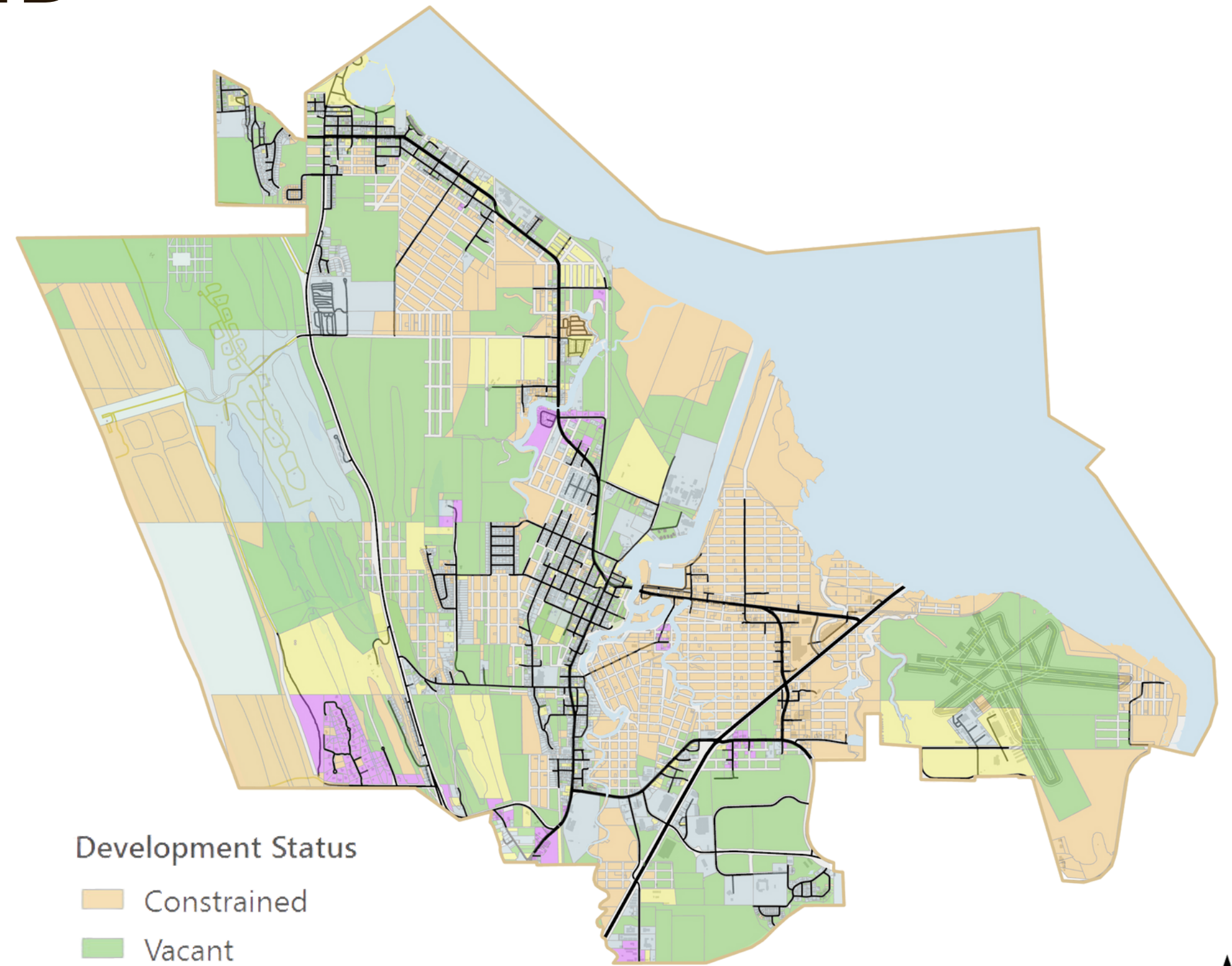
BLI & HNA 101

Buildable Lands Inventory Process

- Identify Environmental Constraints
 - Includes flood hazard areas, wetlands, beach and dune areas, and steep slopes.
- Classify Parcels by Development Status
 - Assign constrained, vacant, partially vacant, or developed status.
- Estimate Net Buildable Lands and Housing Unit Capacity
 - Determine unconstrained acres, net buildable acres, projected densities, and housing unit capacity

WARRENTON'S ADOPTED 2019 ANALYSIS

This analysis indicated that within Warrenton, 26% of residential parcels are constrained, 19% are developed, and 54% are vacant or partially vacant.



Development Status

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

0 0.5 1 2 Miles

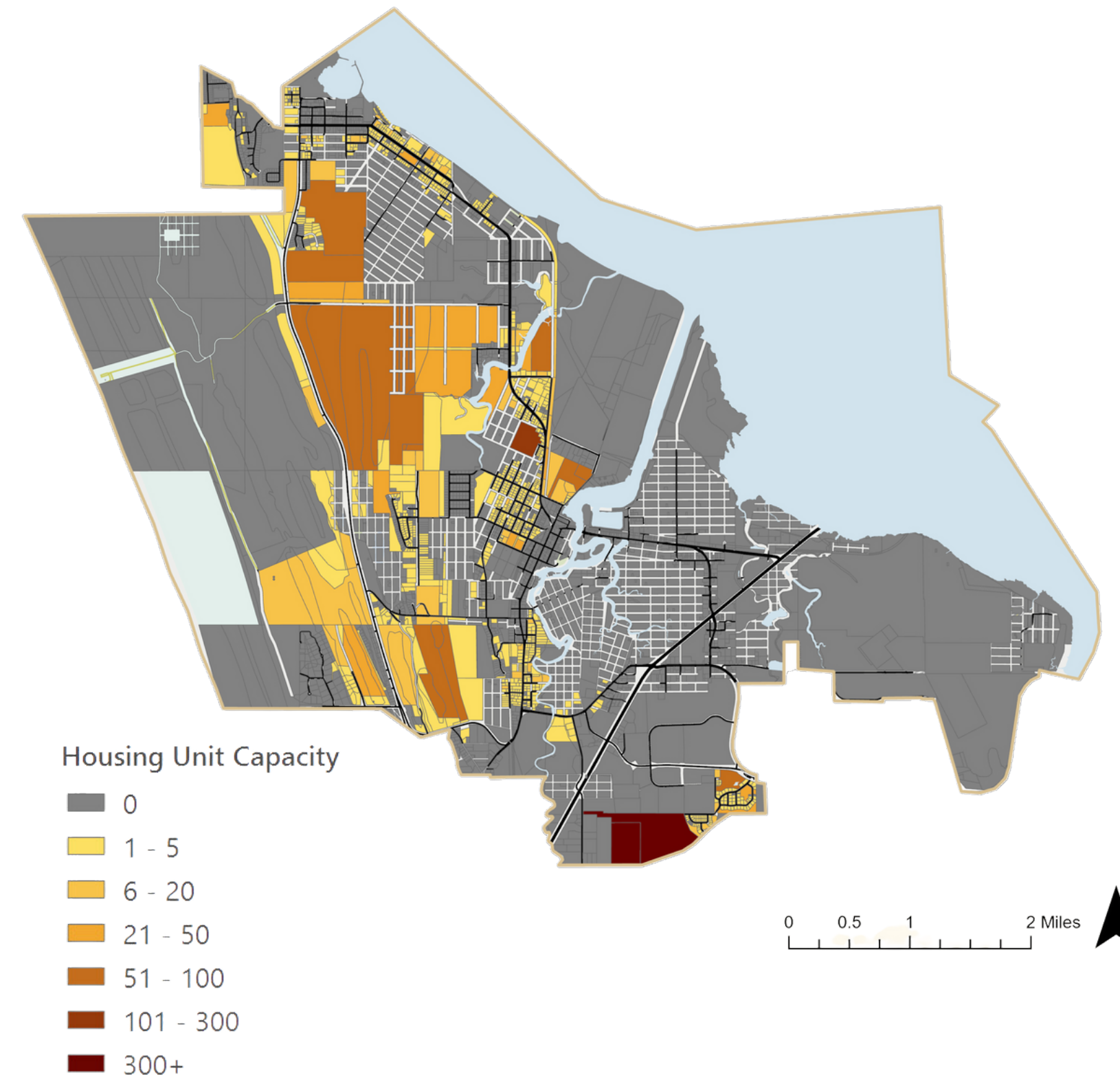


WARRENTON'S ADOPTED 2019 ANALYSIS

Housing capacity in Warrenton is:

- 429 buildable acres
- Capacity for 2,624 units, including detached homes, townhomes, and apartments

This projected capacity is far above the state's official population of 1,117 new households in Warrenton by 2038.



Zone	Unconstrained Acres		Housing Unit Capacity	
R40 - Low Density	107	(25%)	296	(11%)
R10 - Intermediate Density	91	(22%)	221	(9%)
RGM - Growth Management Zone	50	(12%)	121	(5%)
RM - Medium Density	61	(14%)	401	(15%)
RH - High Density	121	(28%)	1,575	(60%)
Total	429	100%	2624	100%

ANALYSIS LENSES AND FRAMEWORK



ANALYSIS FRAMEWORK

Environmental Constraints

Flood Zones
Locally Significant Wetlands
Steep Slopes (> 25%)
Active Dunes

Amenities & Livability

Essential Services
Recreation
Commercial & Retail
Transit

Housing Capacity

Zoning
Total Unit Yield
Unconstrained Units
Large Vacant Parcels

Infrastructure Connections

Water Mains
Sanitary Sewer Lines
Stormwater System
Roads

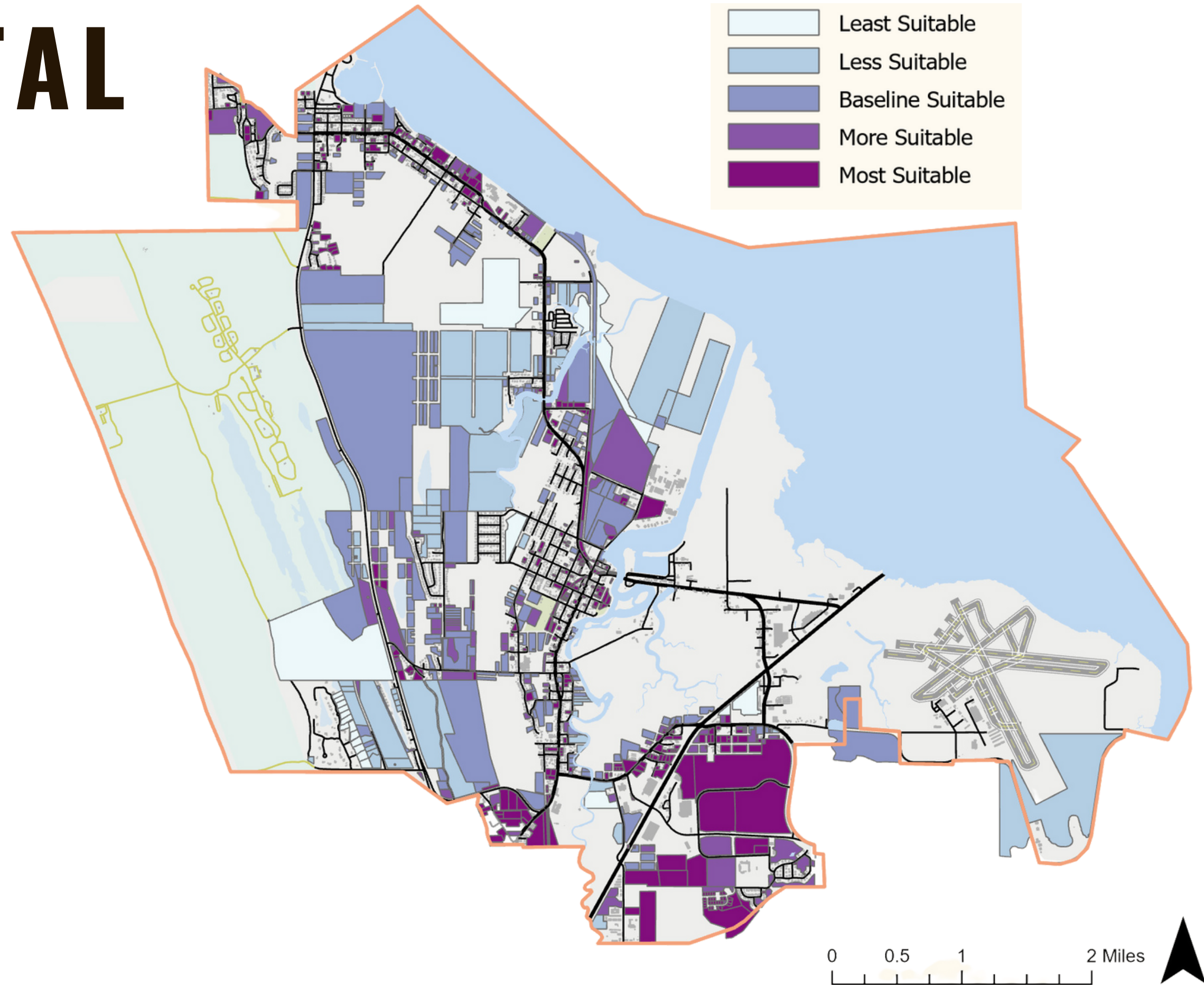
Safety & Resilience

Tsunami Risk
Walkable Evacuation Routes
Assembly Areas

ENVIRONMENTAL CONSTRAINTS

- Locally Significant Wetlands
- FEMA 100-Year Flood Hazard Areas
- Steep Slopes (25% and greater)
- Active Dune and Beach Areas

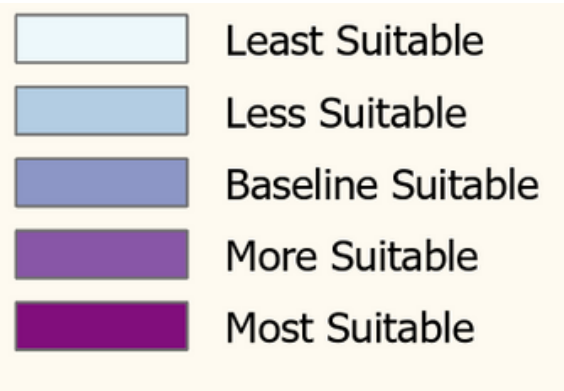
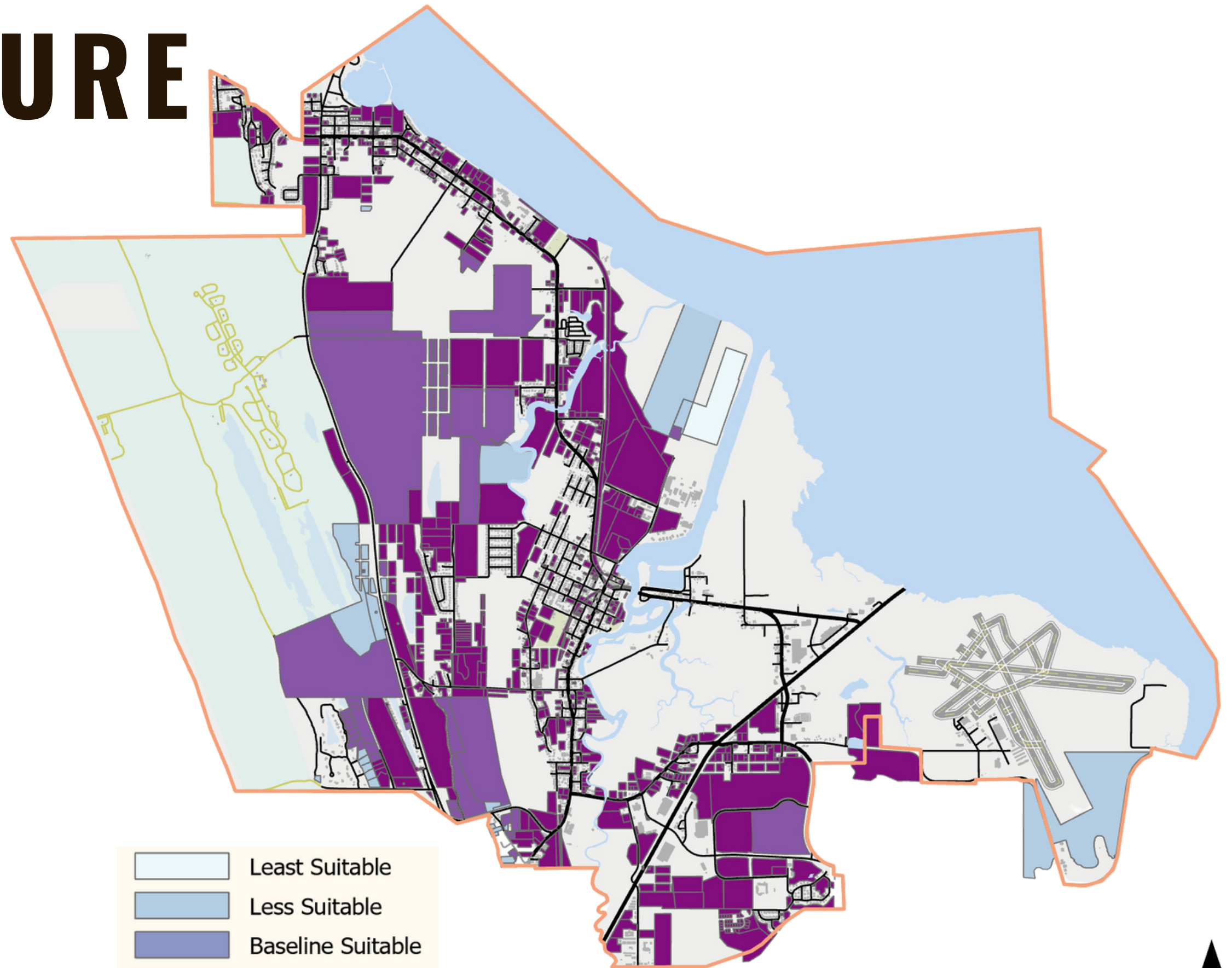
-
- Within constraint overlay
 - % of parcel constrained



INFRASTRUCTURE

- Roads
- Sewer System
- Water System
- Stormwater System

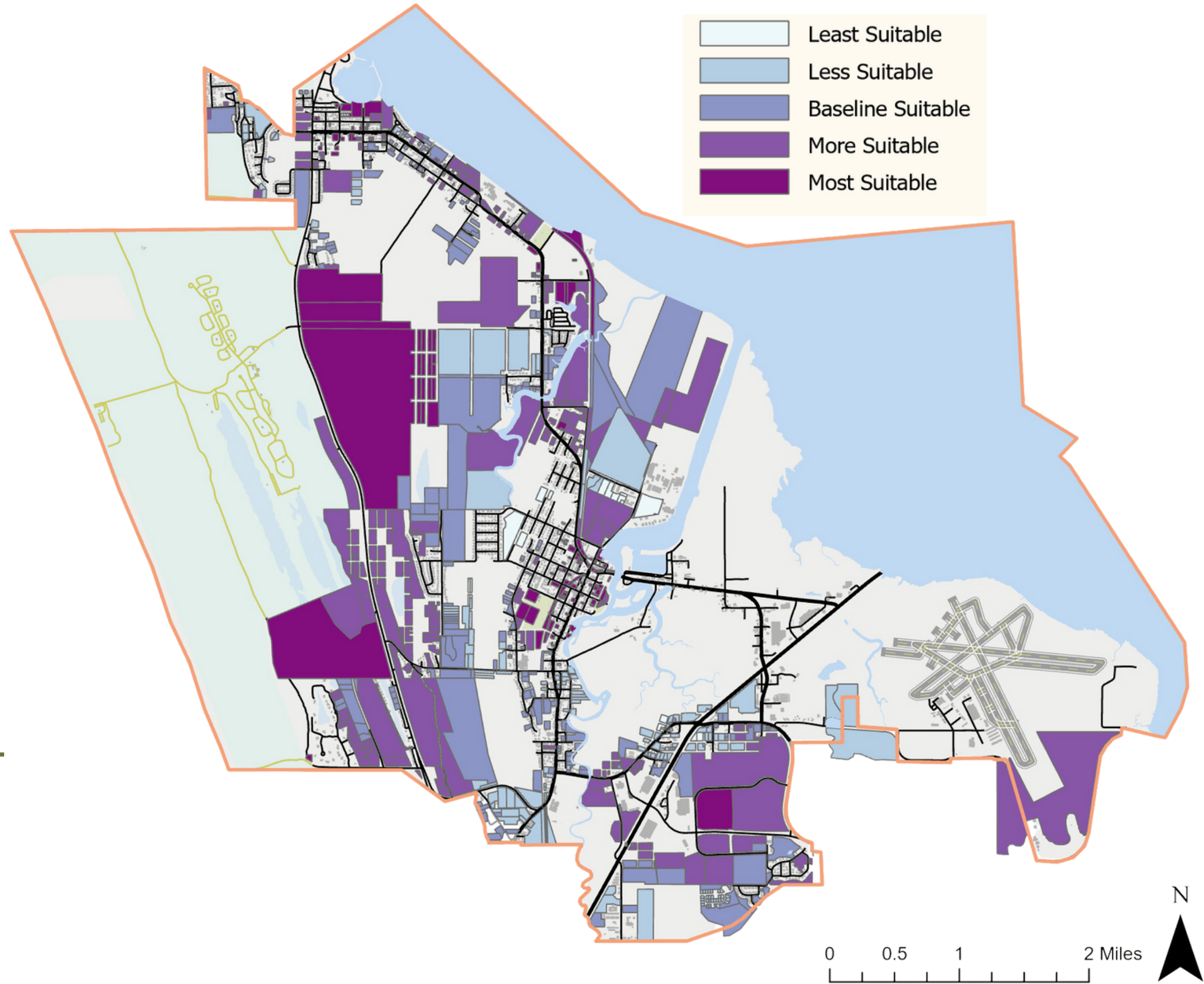
-
- Parcel within 1000 ft. buffer
 - % of parcel within 1000 ft. buffer



AMENITIES & LIVABILITY

- Trails
- Parks
- Community Spaces
- Grocery Stores / Markets
- Schools (Existing & Future)
- Bus Stops
- Bars & Restaurants
- Employment Centers
- Healthcare & Pharmacies

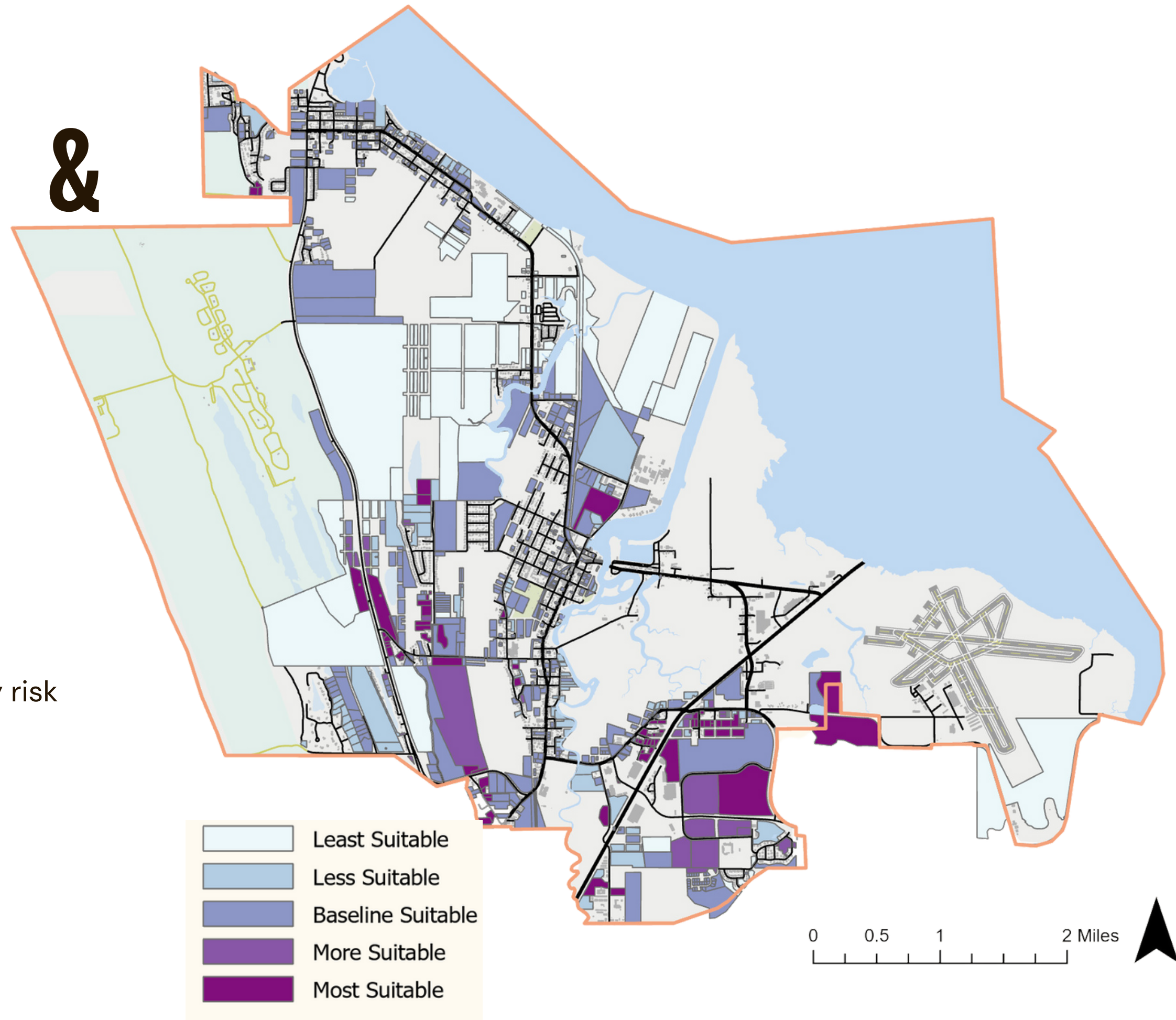
-
- Proximity to parcel
 - .125, .25, and .5 mile buffers



EMERGENCY MANAGEMENT & COMMUNITY RESILIENCE

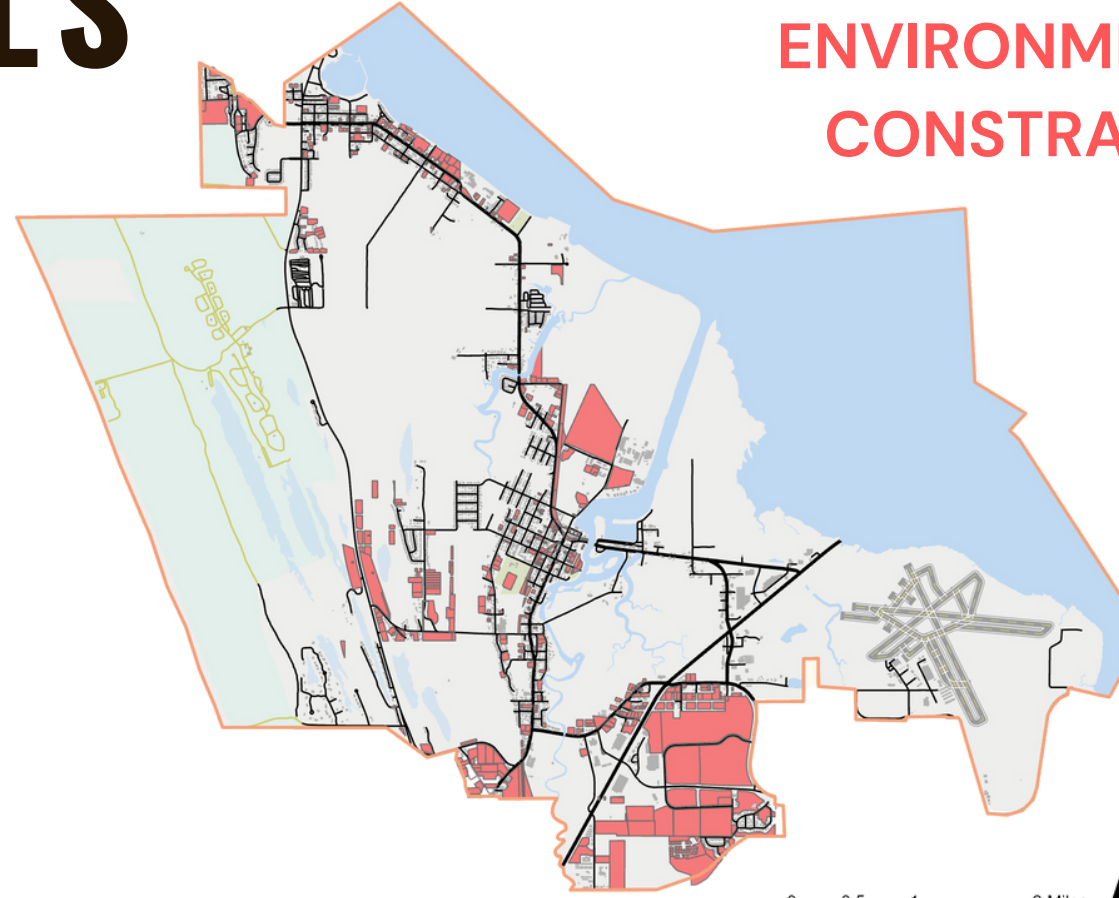
- Tsunami safe zone
- Retrofitted bridge evacuation routes
- All evacuation routes
- Assembly Areas
- % moderate/high landslide susceptibility risk

-
- Proximity to parcel
 - % landslide risk in parcel

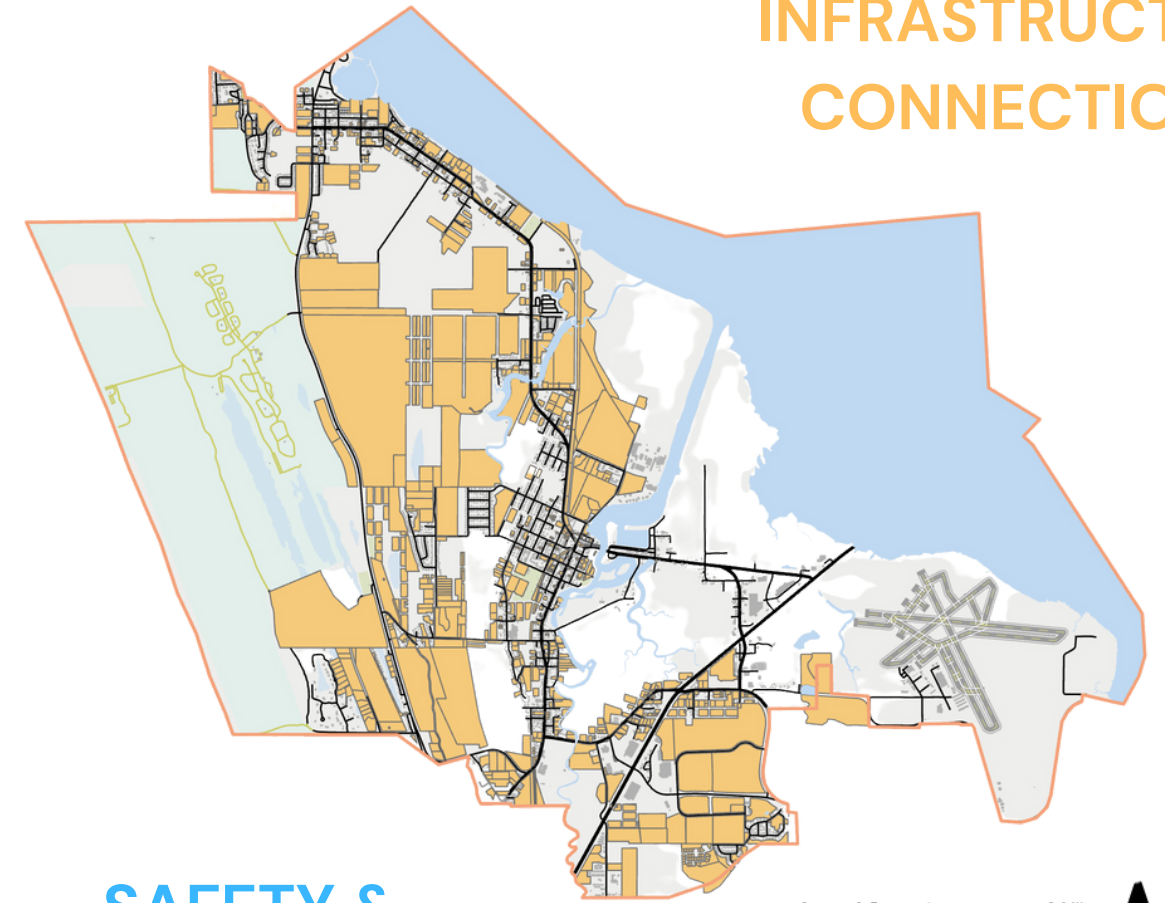


TOP PARCELS

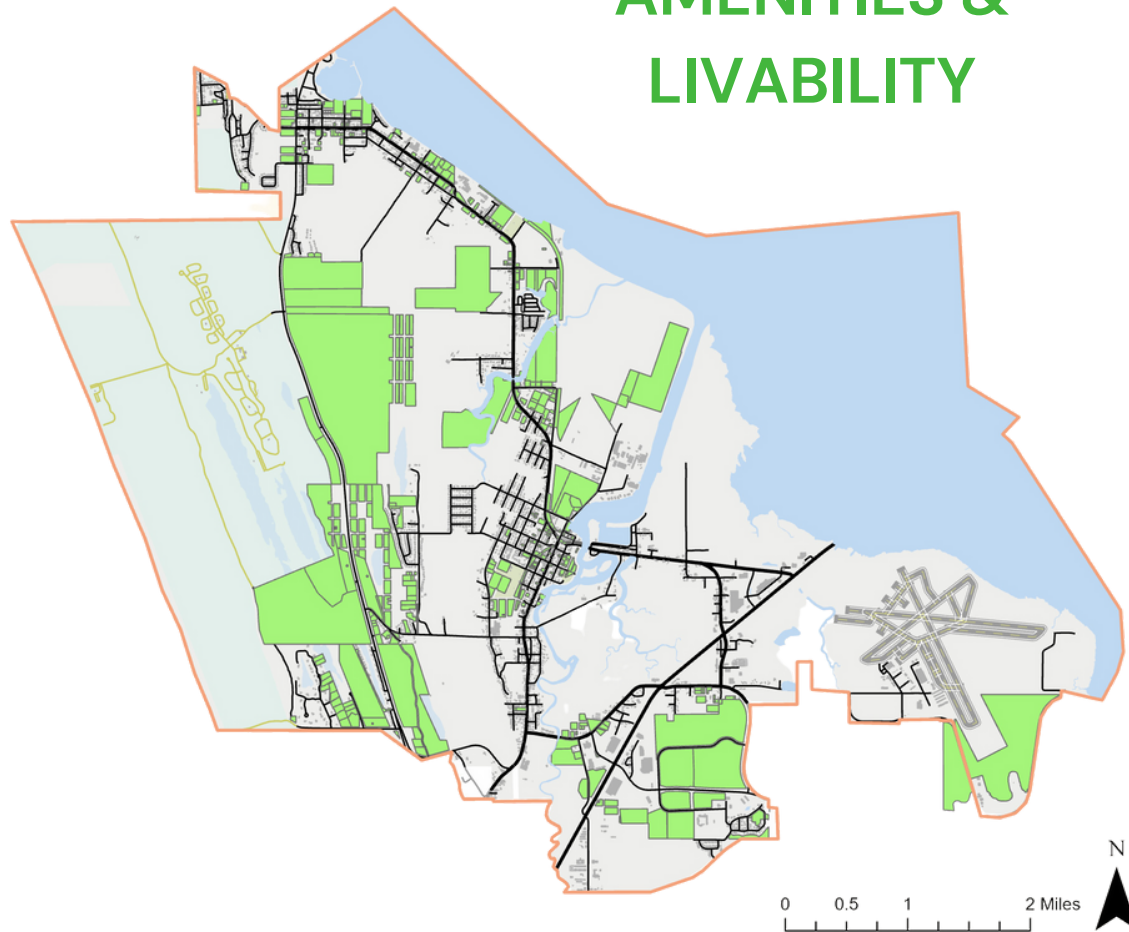
ENVIRONMENTAL
CONSTRAINTS



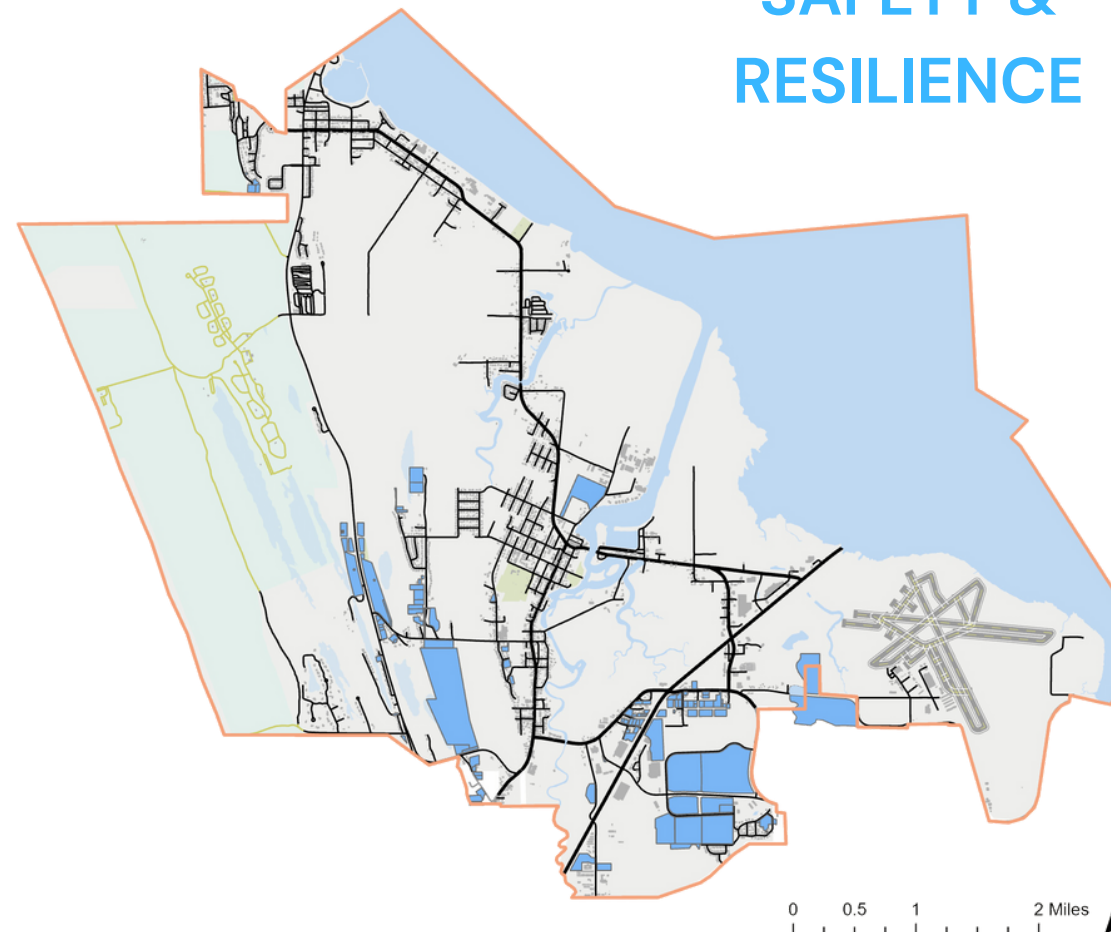
INFRASTRUCTURE
CONNECTIONS



AMENITIES &
LIVABILITY



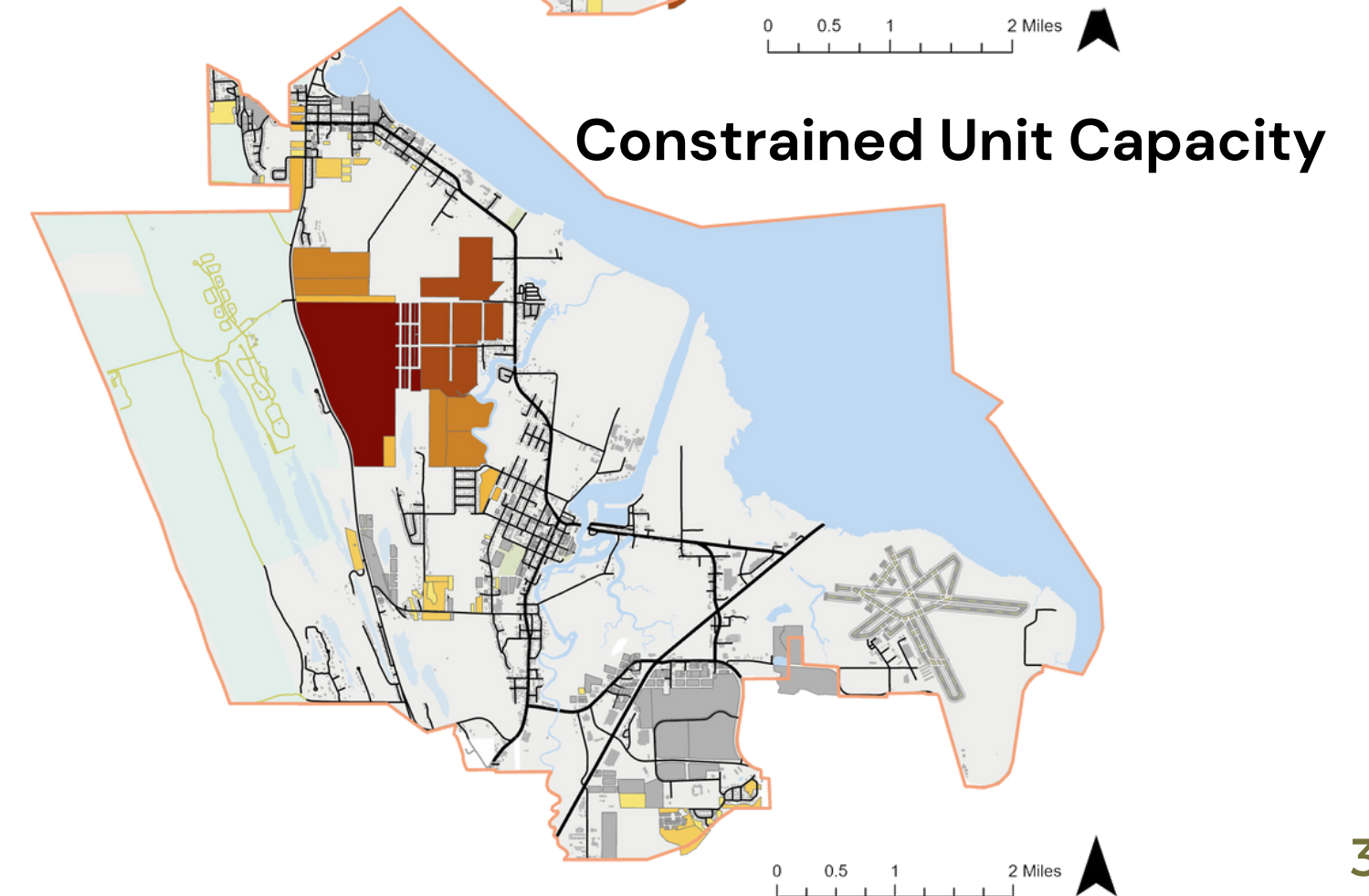
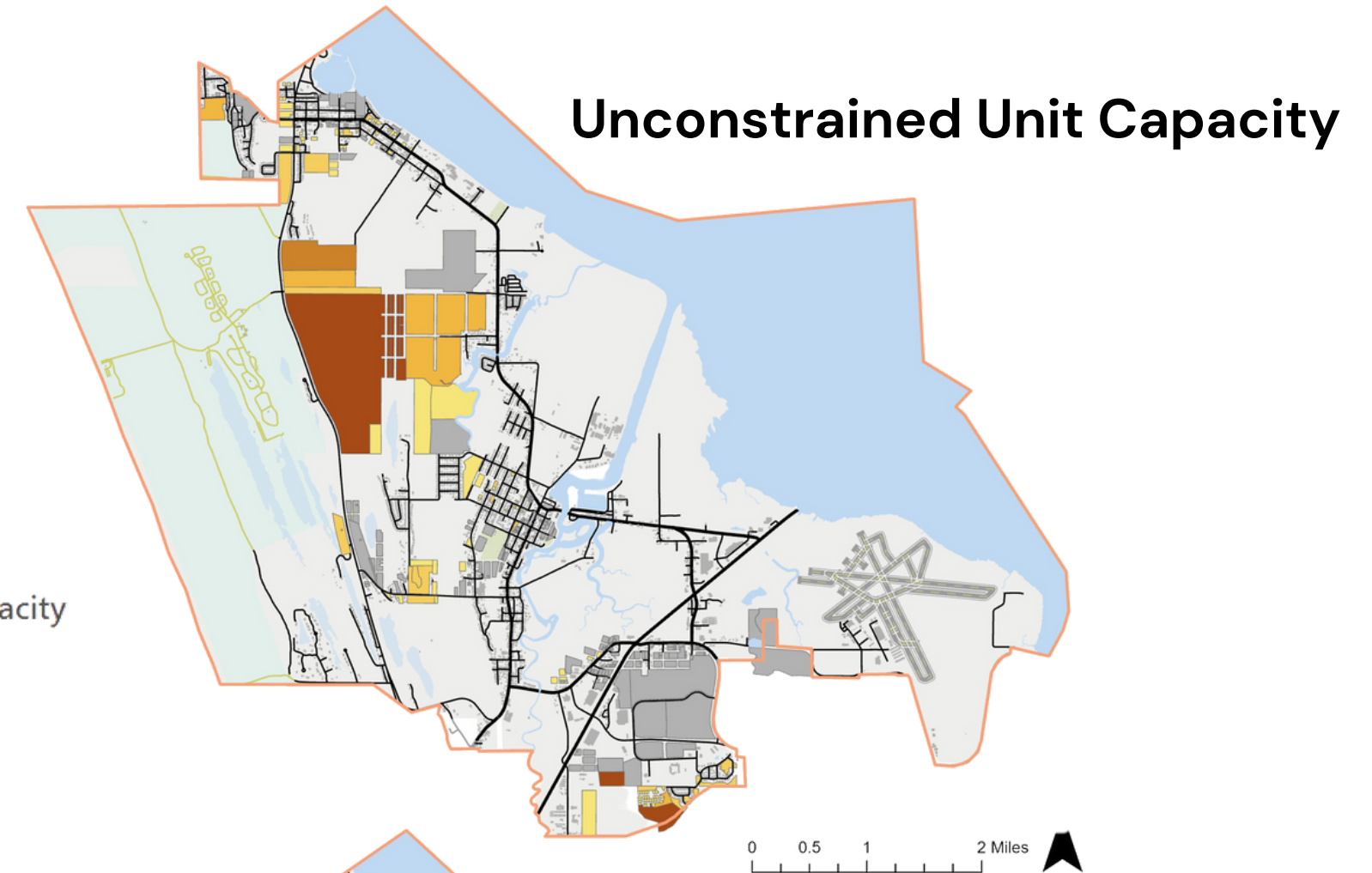
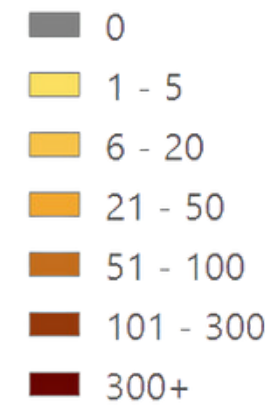
SAFETY &
RESILIENCE



HOUSING CAPACITY & EQUITY

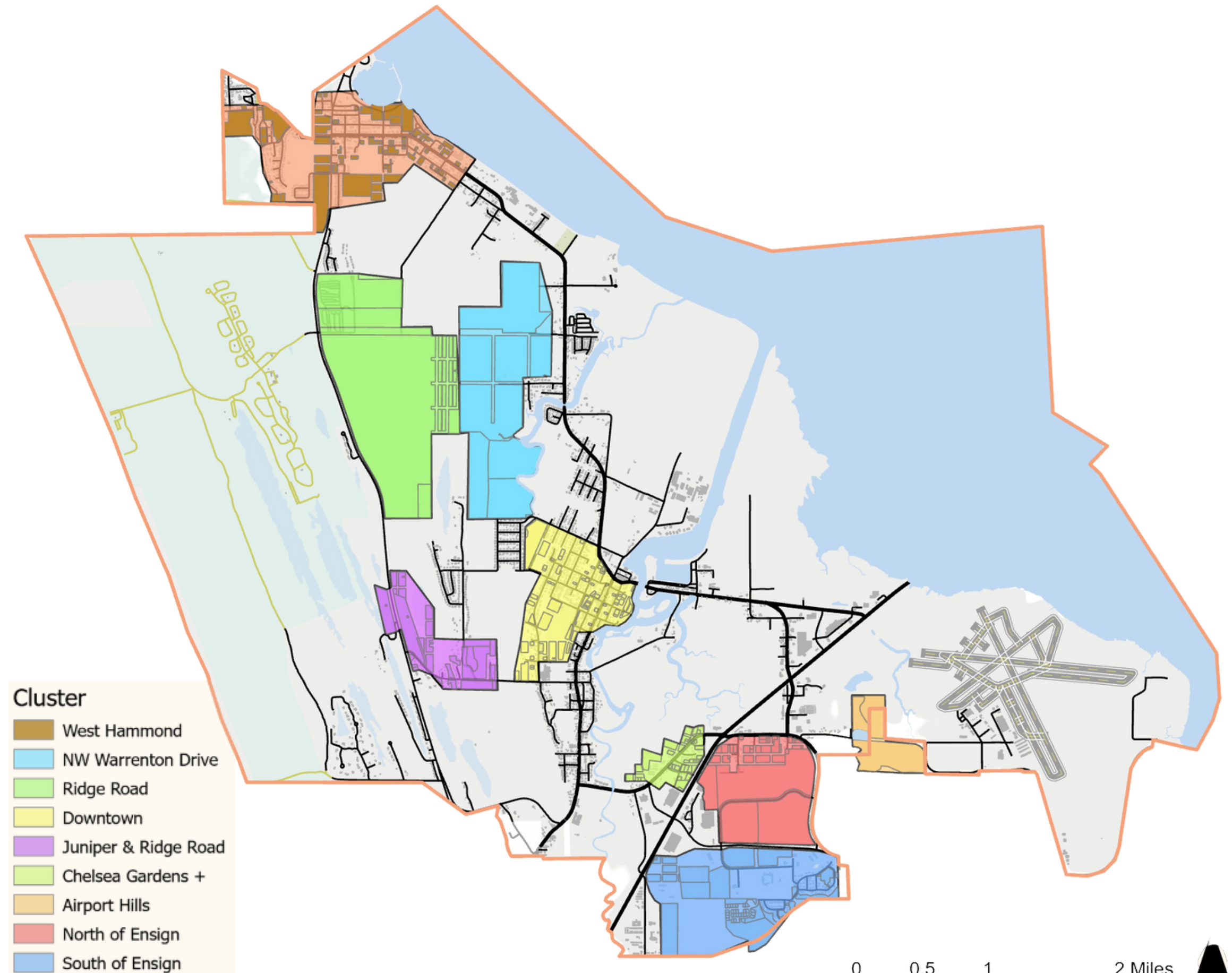
- Total Housing Unit Capacity
- Unconstrained Housing Unit Capacity
- Constrained Housing Unit Capacity
- Average Vacant Parcel Size
- Number of Vacant Parcels 2+ Acres
- Number of Vacant Parcels with 0 Housing Unit Capacity
- % of Vacant Parcels with 0 Housing Unit Capacity

Housing Unit Capacity




CLUSTERS

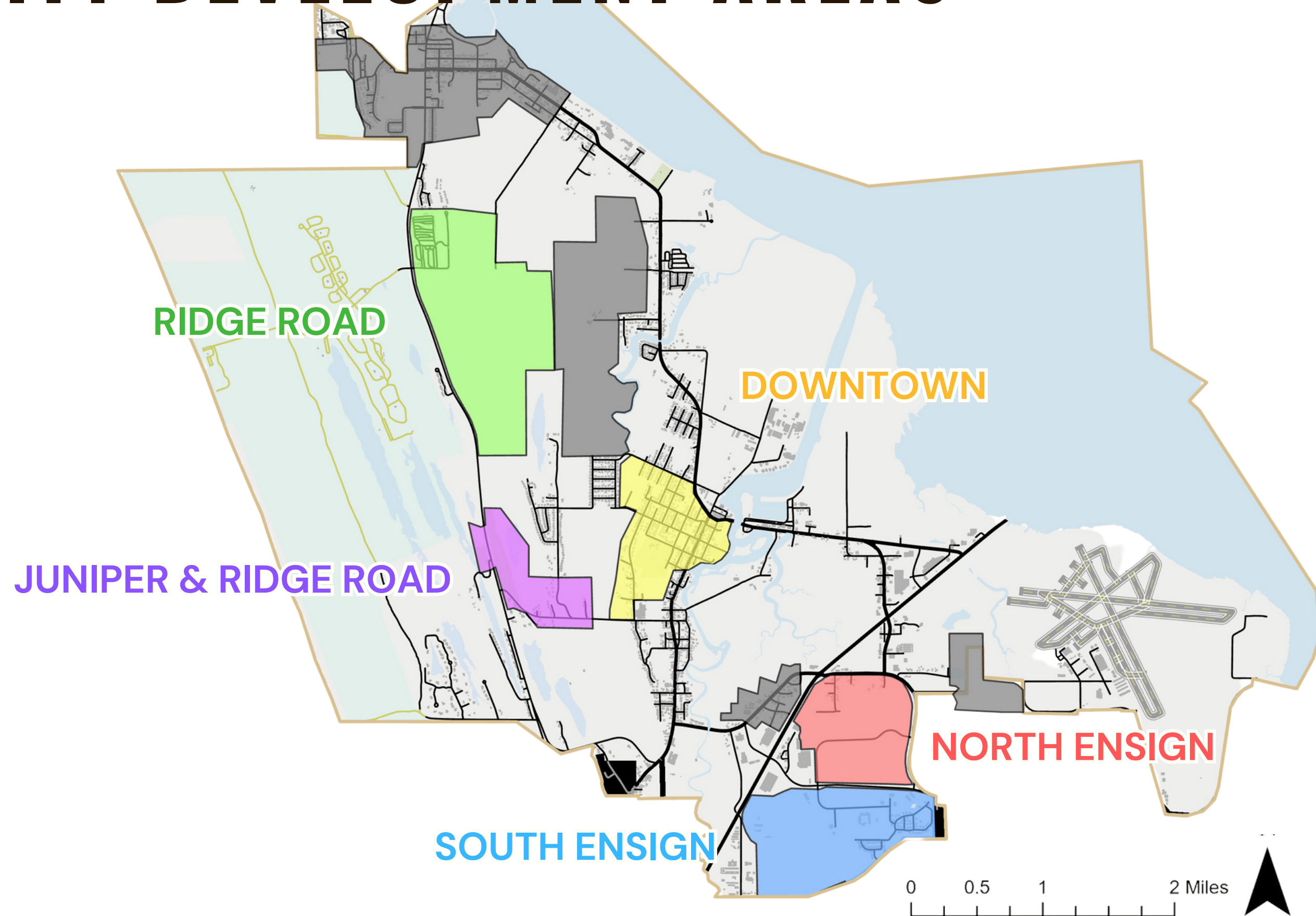
- Five recommended future priority areas:
 - Ridge Road
 - Downtown
 - Juniper & Ridge Road
 - North of Ensign
 - South of Ensign
- Additional challenges:
 - Zoning
 - UGB
 - Constraints



GEOGRAPHIC RECOMMENDATIONS

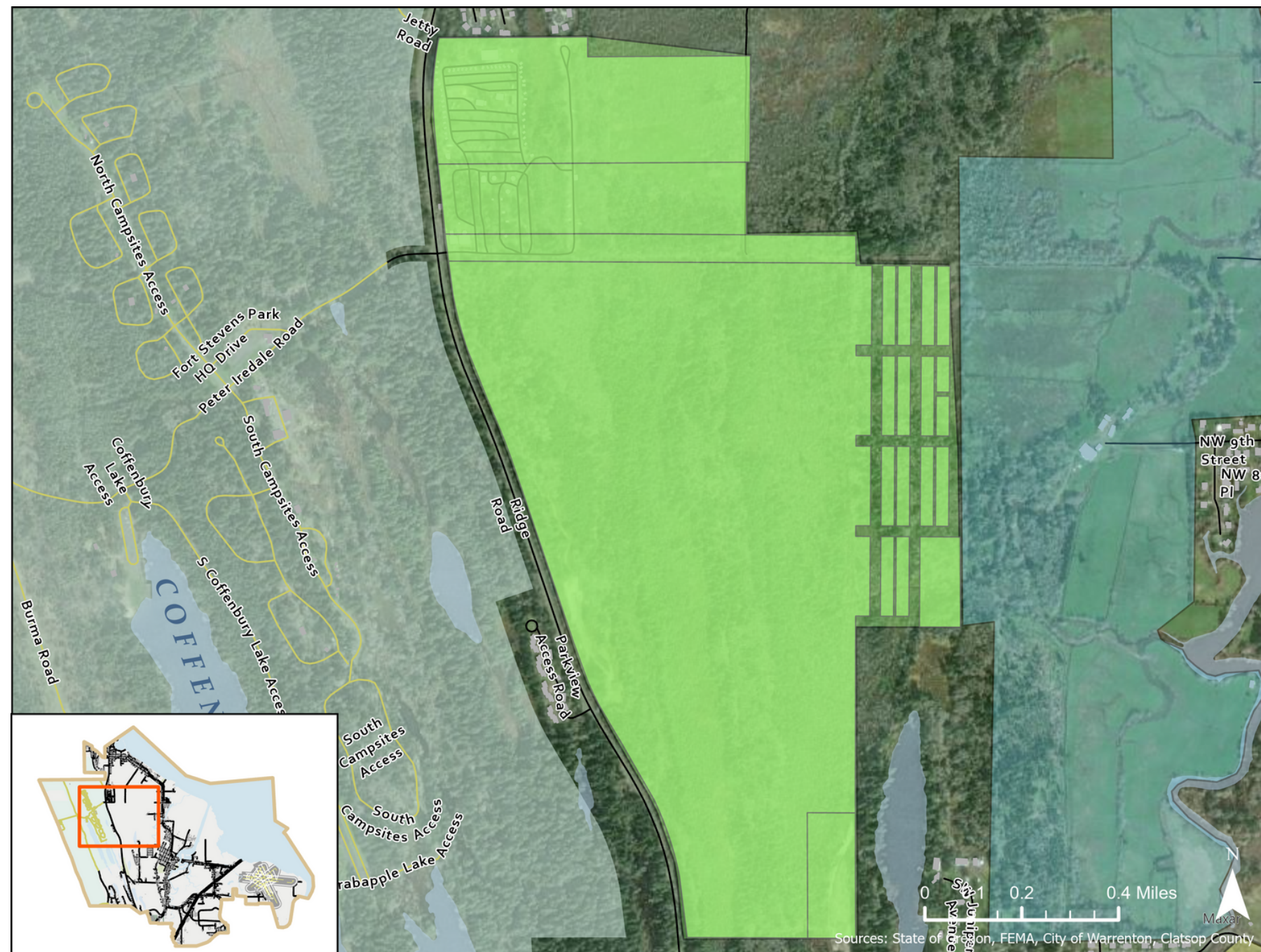
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PRIORITY DEVELOPMENT AREAS



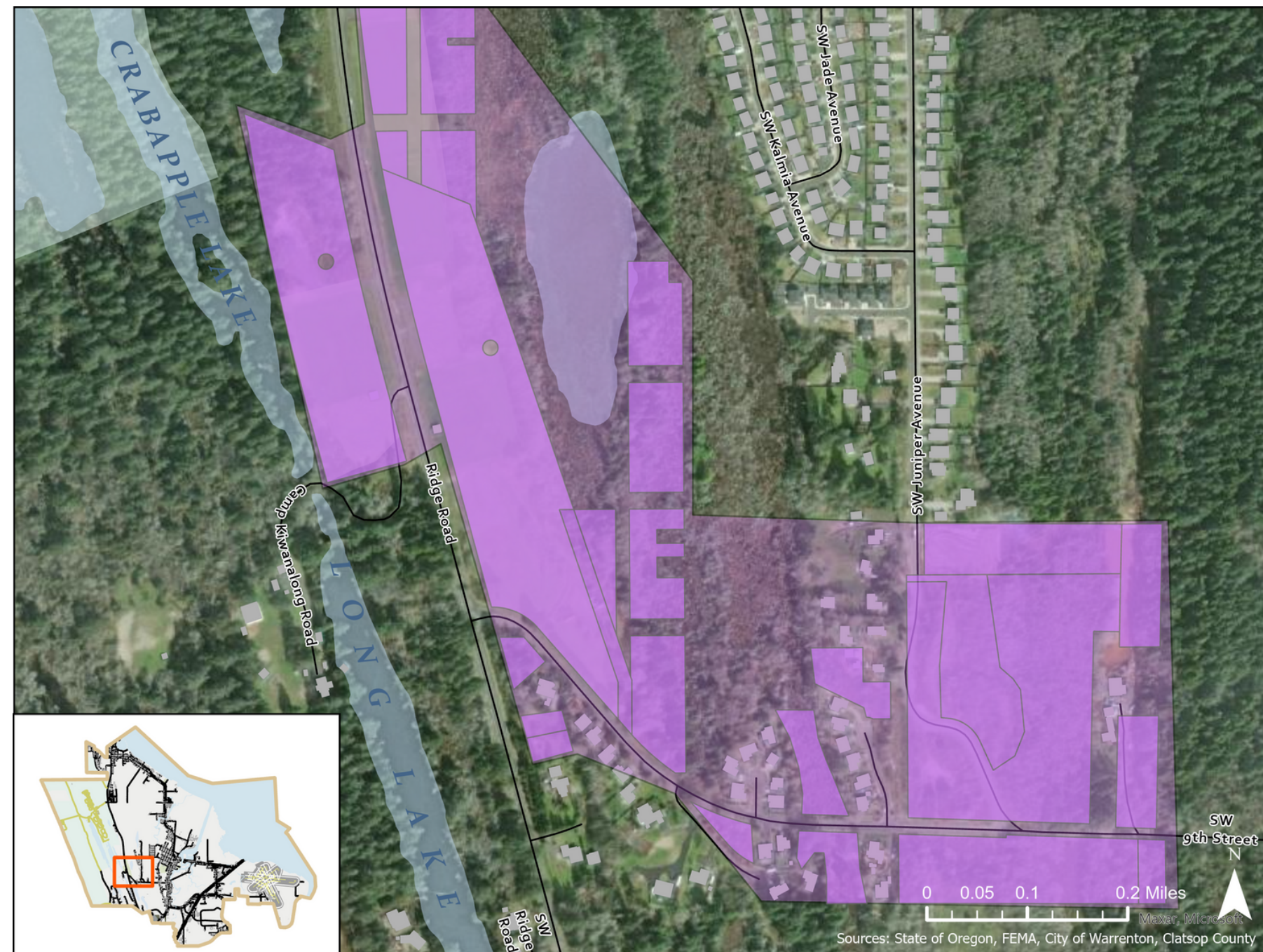
PRIORITY DEVELOPMENT AREAS

Ridge Road – Large, primarily residential vacant parcels along Ridge Road's infrastructure, although significantly constrained to the east.



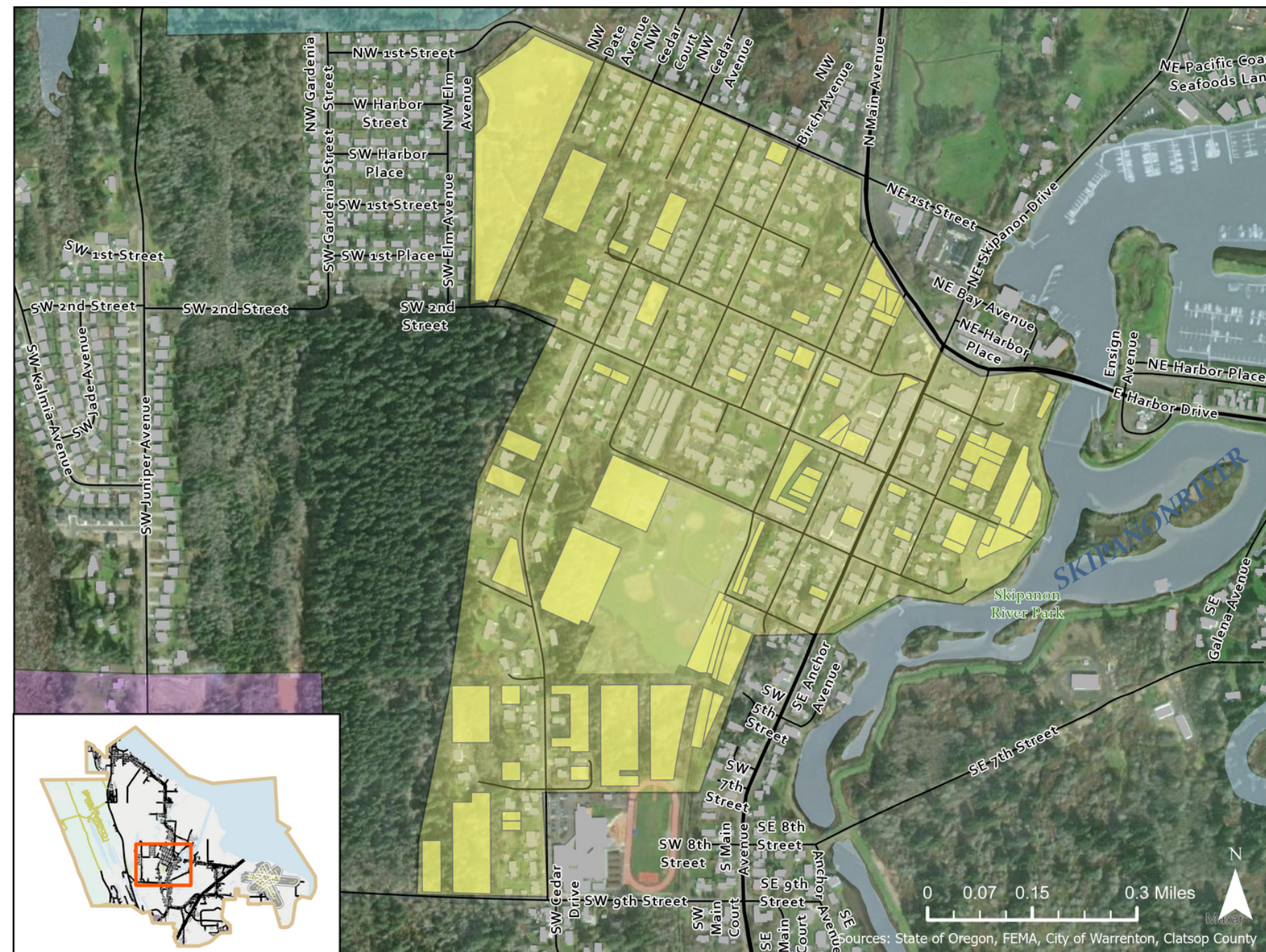
PRIORITY DEVELOPMENT AREAS

Juniper & Ridge Road – Connects future development with downtown, contains existing infrastructure, evacuation routes, and limited environmental constraints, but few amenities.



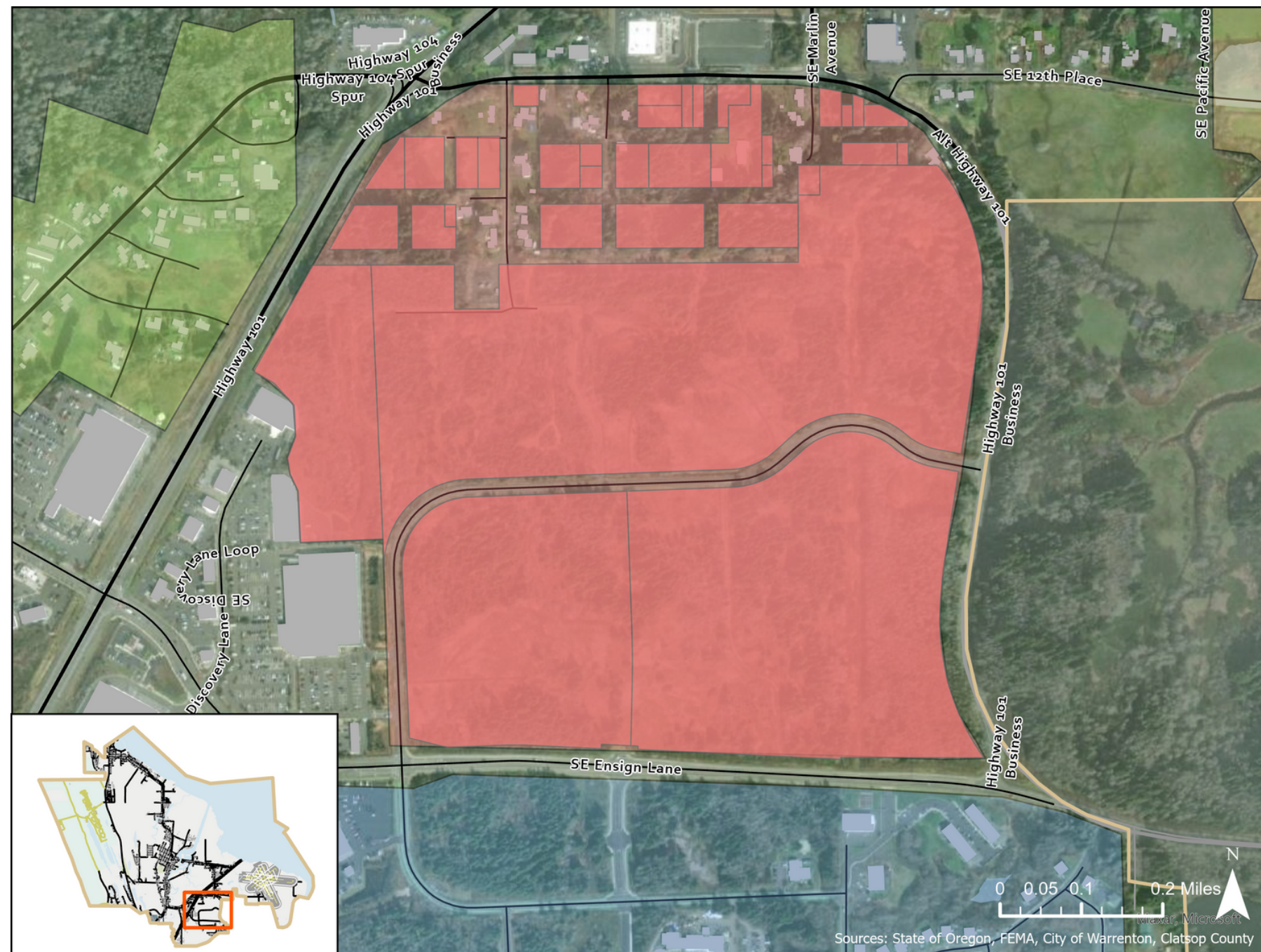
PRIORITY DEVELOPMENT AREAS

Downtown – Opportunity for incremental and infill development, connected to amenities and infrastructure, although within some floodplain and wetlands.



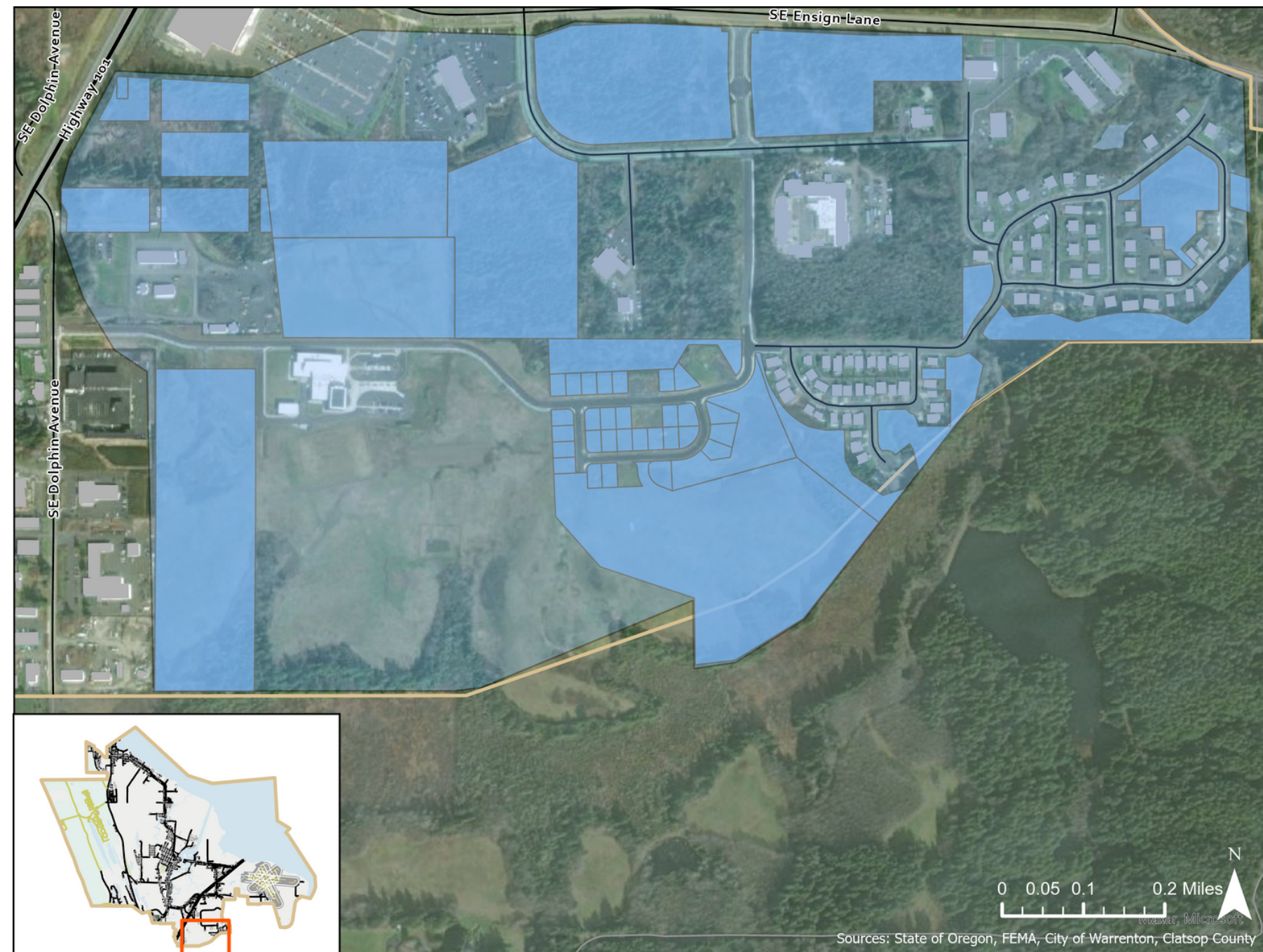
PRIORITY DEVELOPMENT AREAS

North Ensign – Approximately 400 acres of largely vacant land with minimal environmental constraints and well protected from emergencies, however zoned commercial and industrial, resulting in limited current housing unit capacity.



PRIORITY DEVELOPMENT AREAS

South Ensign – near the new school site, this cluster contains high density zoning, is connected to major employment and retail hubs, and is protected from emergencies.



POLICY RECOMMENDATIONS

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POLICY RECOMMENDATIONS

ENCOURAGE
MIXED-USES AND
EFFICIENT ZONES

STREAMLINE
UNCONSTRAINED
DEVELOPMENT

CREATE CODE
CONSISTENCY
IN REGULATING
CONSTRAINTS

STRENGTHEN THE
TRANSPORTATION
NETWORK TO
PRIORITIZE SAFETY

CONSIDER
DEVELOPMENT
INCENTIVES

PURSUE FUNDING
OPPORTUNITIES TO
SUPPORT PLANNING
EFFORTS

POLICY RECOMMENDATIONS

ENCOURAGE MIXED-USES AND EFFICIENT ZONES

Code updates should evaluate how development standards encourage desired neighborhood densities and allow more flexibility of uses.

- Allow neighborhood commercial uses in residential areas
 - Create a Neighborhood Commercial Zone or Overlay
 - Allow some commercial uses as Conditional Use in R-M and R-H zones
- Remove geographic restrictions for high density residential in C-1 zones
- Evaluate split-zoned parcels

Table 17.34-1

**C-1 Neighborhood Commercial Zone
– Permitted and Conditional Uses**

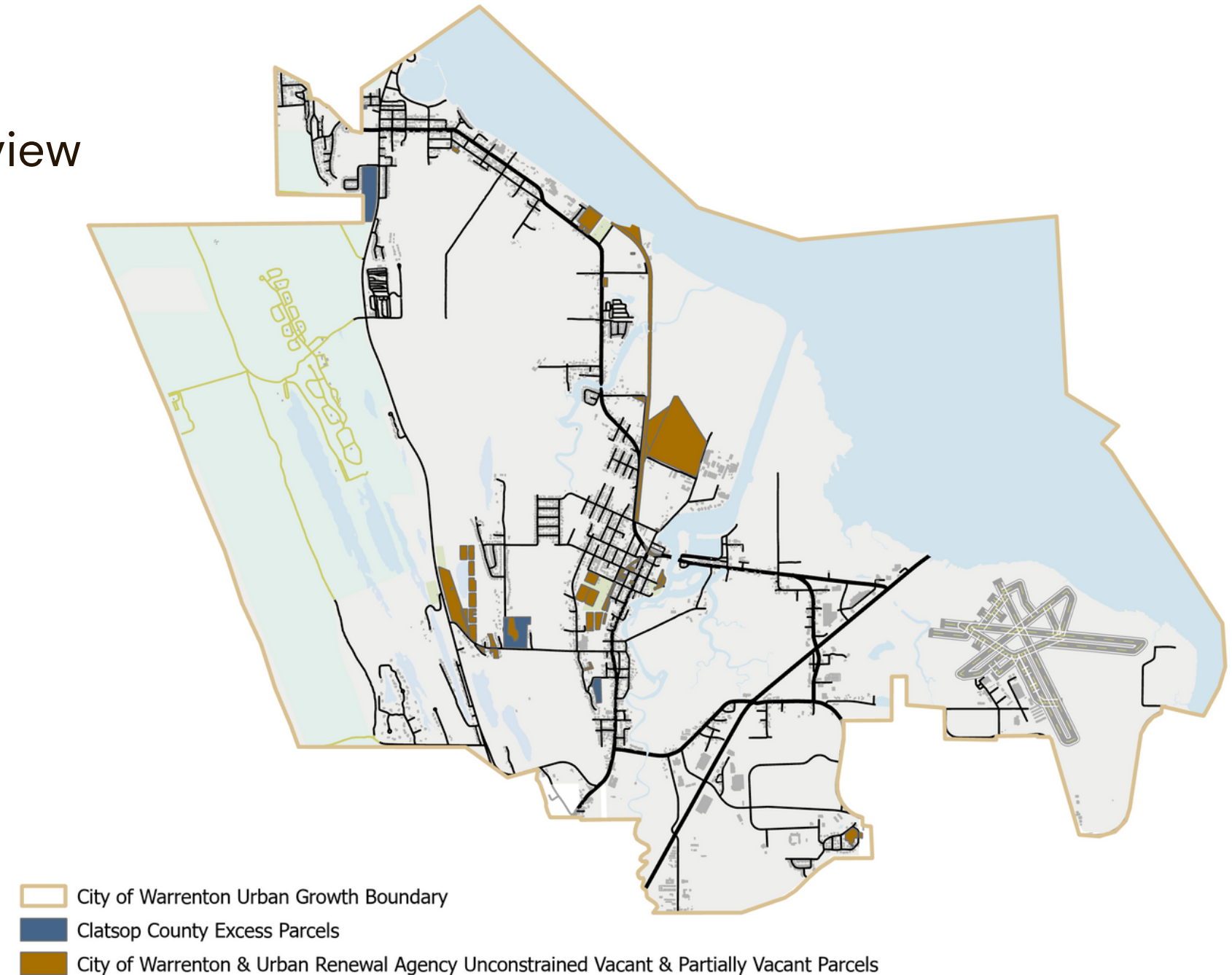
Uses	Permitted Use ¹	Conditional Use ²
Barbershops	X	
Beauty salons	X	
Drugstores	X	
Grocery stores	X	
Laundromats	X	
Variety stores	X	
Service stations		X
Liquor stores		X
Restaurants		X

POLICY RECOMMENDATIONS

STREAMLINE UNCONSTRAINED DEVELOPMENT

The City should consider streamlining permitting and review requirements for sites that are development-ready.

- Coordinate regionally for site-specific analysis
- Review system-wide infrastructure capacity
- Create a "development-ready certification" with expedited zoning review
- Promote excess city and county-owned parcels



POLICY RECOMMENDATIONS

CREATE CODE CONSISTENCY IN REGULATING CONSTRAINTS

The City should evaluate how it uses the development code and standards to influence site selection, as well as look more closely at development requirements in constrained sites.

- Create a cohesive constraint overlay
- Incorporate trails and open space requirements in master planning

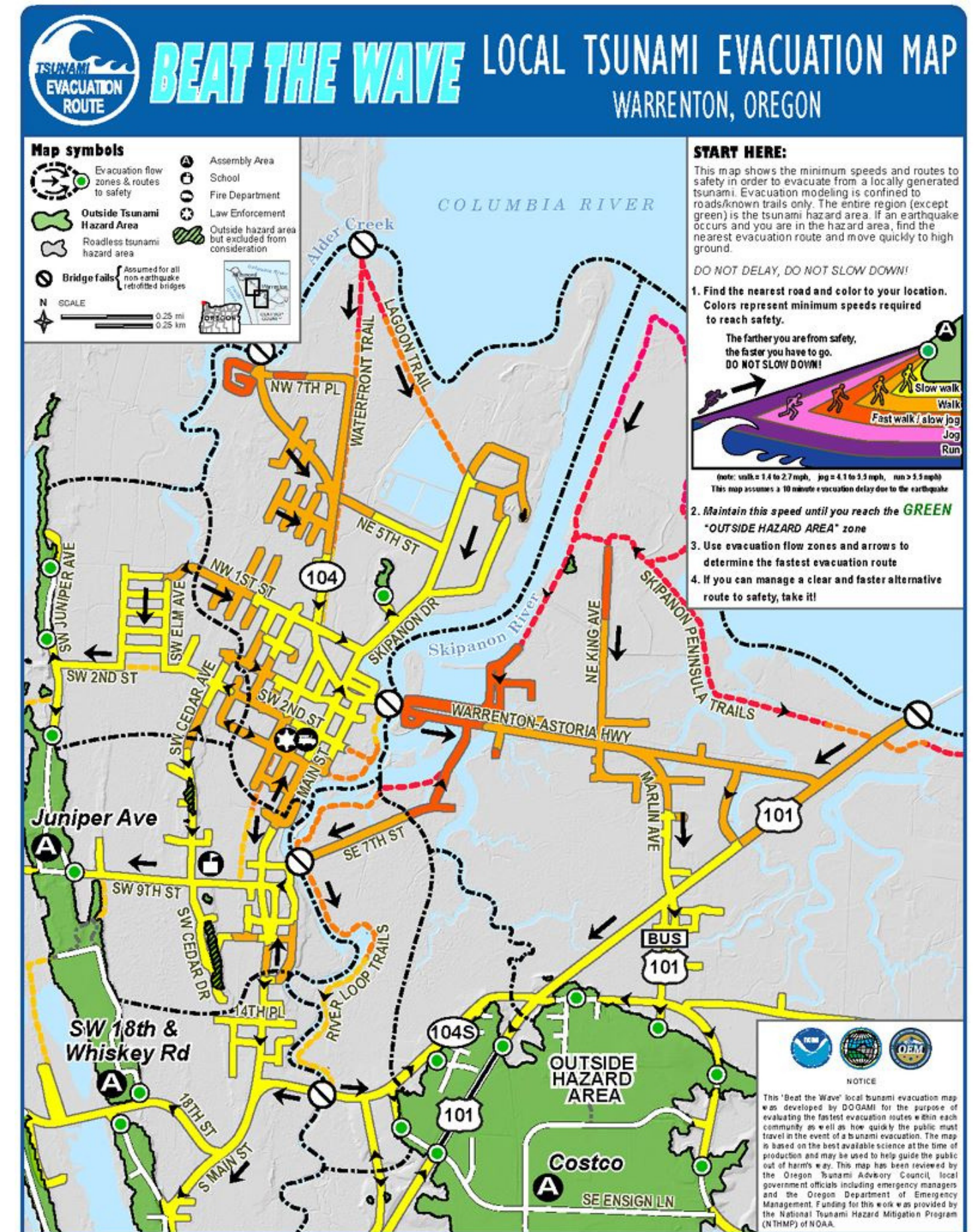


POLICY RECOMMENDATIONS

STRENGTHEN THE TRANSPORTATION NETWORK TO PRIORITIZE SAFETY

When planning for emergency service provisions and safety considerations in relation to housing developments, the City should consider the strength of the transportation network:

- Increase safe crossings across state highways
- Complete seismic retrofits on bridges
- Plan evacuation routes for new development

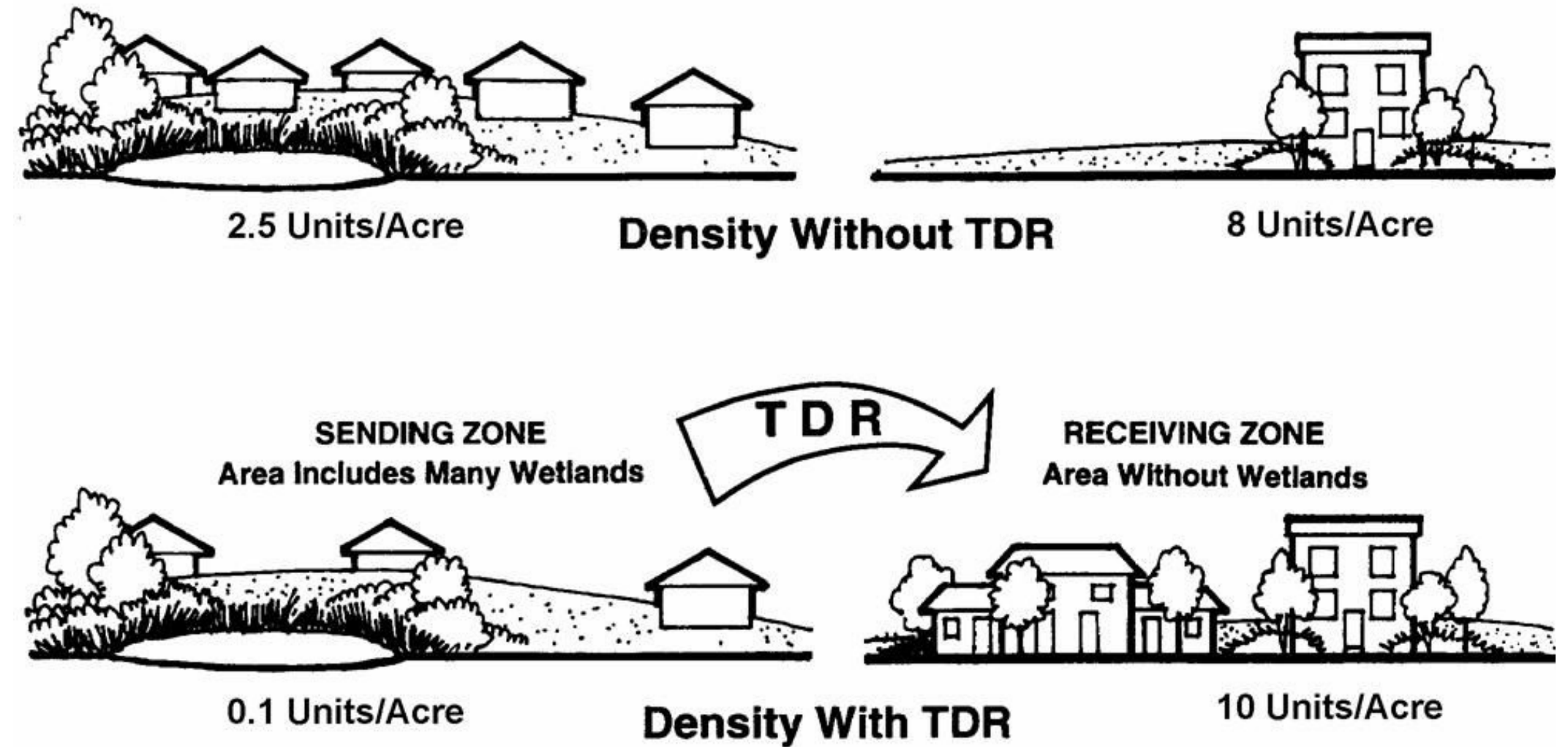


POLICY RECOMMENDATIONS

CONSIDER DEVELOPMENT INCENTIVES

The City should evaluate its capacity to adopt the following policy options to both encourage development in priority areas and encourage conservation in high-environmental-risk areas:

- Offer tax abatements or fee waivers for specific geographies
- Establish a transferable development rights (TDR) program



POLICY RECOMMENDATIONS

PURSUE FUNDING OPPORTUNITIES TO SUPPORT PLANNING EFFORTS

The State of Oregon offers the following planning grant programs that Warrenton could be competitive for:

- DLCD Technical Assistance program
 - County-wide HNA for Grant County 2021-2023
- SB 1017 rural infrastructure investment matching
 - new or improvements on non-transportation infrastructure

82nd OREGON LEGISLATIVE ASSEMBLY--2023 Regular Session

Senate Bill 1017

Sponsored by Senator HAYDEN

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure **as introduced**.

Directs Oregon Business Development Department to develop and administer matching grant program to assist rural cities in financing infrastructure projects for other than transportation-related infrastructure, including facilities for water service, sewer service, water and sewer treatment or waste management and other infrastructure necessary for maintenance of community health, hygiene, sanitation and livability.

NEXT STEPS

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NEXT STEPS

01

CODE AUDIT

Suggest focus areas for review to support greater housing development and maximizing priority geographies

02

REVISED BLI

Suggest lenses to consider parcel-based analysis that will provide more accurate and nuanced inventory

03

MAXIMIZE UGB

Offer strategies to take full advantage of existing lands within the UGB to prepare for a potential UGB change in the medium term

THANK YOU

We welcome questions.

