



Clatsop County Affordable Housing Candidate Sites

Clatsop County Housing Facilitation

DATE April 6, 2022
TO Don Bohn and Monica Steele, Clatsop County
FROM Matt Hastie and Brandon Crawford, APG|MIG

The purpose of this memo is to provide summary information on County surplus land that may be suitable for affordable housing or other public purposes in Clatsop County. The County has identified 15 candidate properties that are owned by the County, each of which are located in either the cities of Warrenton, Seaside, or Astoria. The table below summarizes the information for each candidate tax lot. The sites in Astoria are all located in the same general area and are part of a semi-contiguous group. While those sites do not have direct road access, they are accessible from publicly owned rights-of-way as described in more detail in the following section.

<u>ACCOUNT ID #</u>	<u>TAX LOT ID</u>	<u>CITY</u>	<u>LOT SIZE IN ACRES</u>	<u>ZONE</u>	<u>MULTI-FAMILY ALLOWED</u>	<u>CONSTRAINTS</u>	<u>STREET ACCESS</u>
32343	81028BA03100	Warrenton	3.19	R10	No	All wetlands	Local
30608	81021CC00500	Warrenton	11.05	RGM	No	Some wetlands	Local
28828	810080000400	Warrenton	14.46	R10	No	Some wetlands	County road
25574	80917CB03600	Astoria	2.26	R2	Conditional	None	None
25527	80917CA02200	Astoria	1.21	R2	Conditional	None	None
25528	80917CA02300	Astoria	1.21	R2	Conditional	None	None
25529	80917CA02400	Astoria	1.21	R2	Conditional	None	None
25530	80917CA02500	Astoria	1.21	R2	Conditional	None	None
25515	80917CA01001	Astoria	1.04	R2	Conditional	Some slopes	None
25522	80917CA01700	Astoria	0.85	R2	Conditional	None	None
22549	80908CB06700	Astoria	0.30	C4	Yes	None	Local (Mixed-Use)

10629	61015CC05700	Seaside	0.22	R2	No	Wetlands and Floodplain	None
10435	61015CA09300	Seaside	0.26	C3	Conditional	Wetlands/Hydric Soils and Floodplain	Neighborhood Collector
10169	61015BA06500	Seaside		Deeded per ORS 271.330 to the City of Seaside			
10164	61015BA06100	Seaside					

Astoria Sites

2021 Sites

The County identified seven vacant neighboring parcels in Astoria where affordable housing potentially could be located. As shown in Figure 1 these sites are all in the City's Medium Density Zone (R2) and are bordered by the Institutional zone to the north and south, as well as General Commercial to the south. The R2 zone permits single-family detached homes, duplexes, and accessory dwellings outright, and the zone allows multi-family development as a conditional use. The R2 zone has the following applicable development standards:

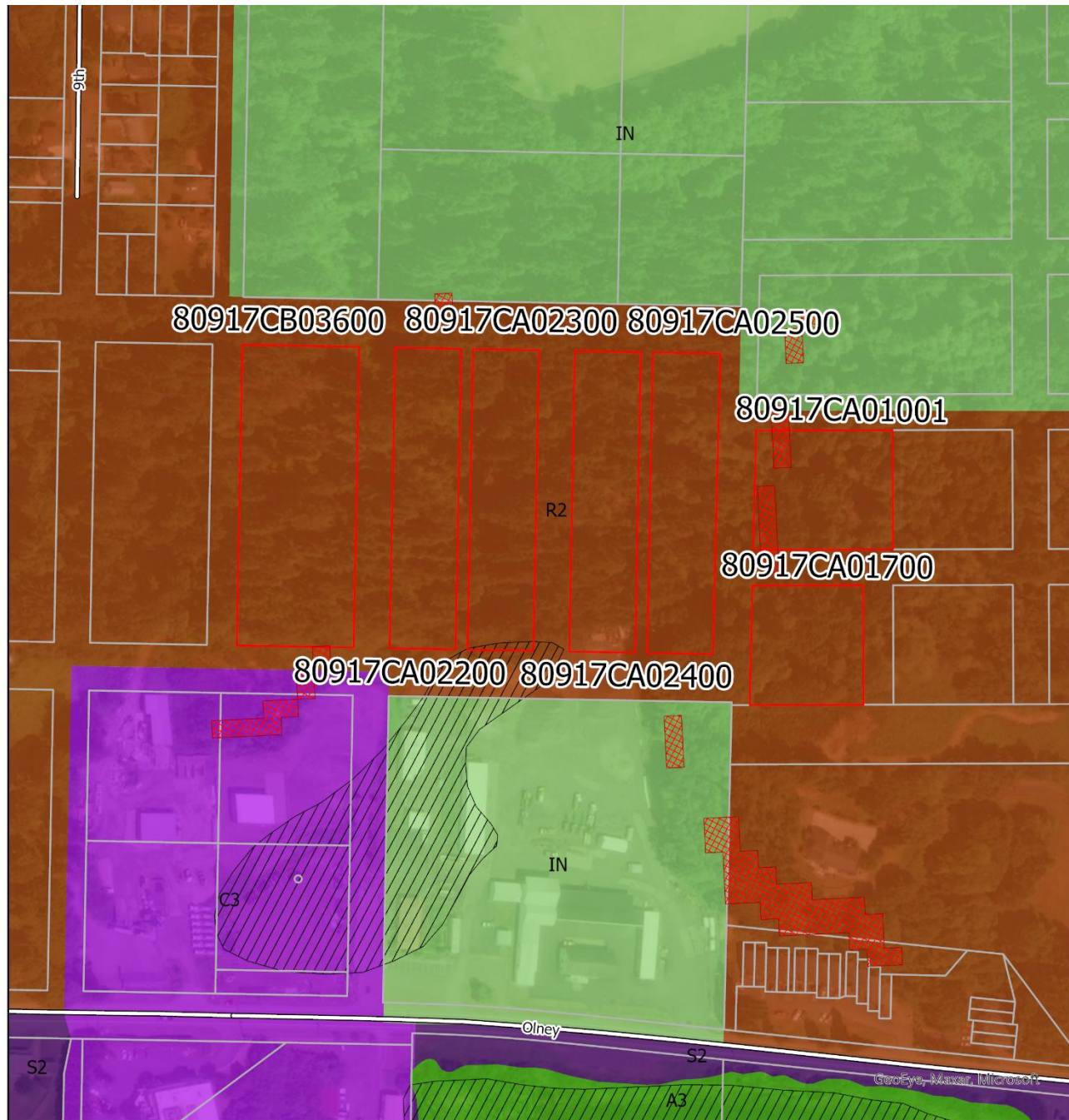
- Lot size: 5,000 square feet (*Development Code Section 2.075*)
- Density: 16 dwelling units per net acre (*Development Code Section 2.060*)
- Maximum Height: 28 feet (*Development Code Section 2.045*)

The City's parking requirements are shown below (*Development Code Table 7.100*):










Use Categories	Minimum Parking per Land Use (Fractions are rounded up to the next whole number.)
RESIDENTIAL CATEGORIES	
Single-family Dwelling, including manufactured homes on individual lots, and attached dwellings such as townhomes and condominiums	2 spaces per dwelling unit
Two-family Dwelling (Duplex)	2 spaces per dwelling unit
Accessory Dwelling (second dwelling unit on a single-family lot)	1 additional space for the accessory dwelling unit
Manufactured Dwelling in a Park	1.5 per dwelling unit
Multi-family Dwelling including Group Housing	1.5 spaces per dwelling unit with more than one bedroom; 1.25 spaces per dwelling unit limited to one bedroom, or one bedroom group housing units; Calculation is based on specific number of each type of units within the complex.
Group living, such as nursing or convalescent homes, rest	1 space per 8 bedrooms plus one per employee

None of the parcels have direct access or frontage onto a street. In addition, the parcels appear to be spaced far enough apart from one another and from neighboring parcels to accommodate future right-of-way extensions and the sites are accessible via unimproved public rights-of-way adjacent to the properties and contiguous to Olney Avenue, an arterial street and state highway to the south. There are no natural resource constraints on the parcels, except for a small area of steep slopes on the northeast lot. However, the sites currently are heavily wooded. The combined acreage of the sites is just under nine (9) acres.

Figure 1: Astoria tax lots



Astoria Affordable Housing Candidate Sites

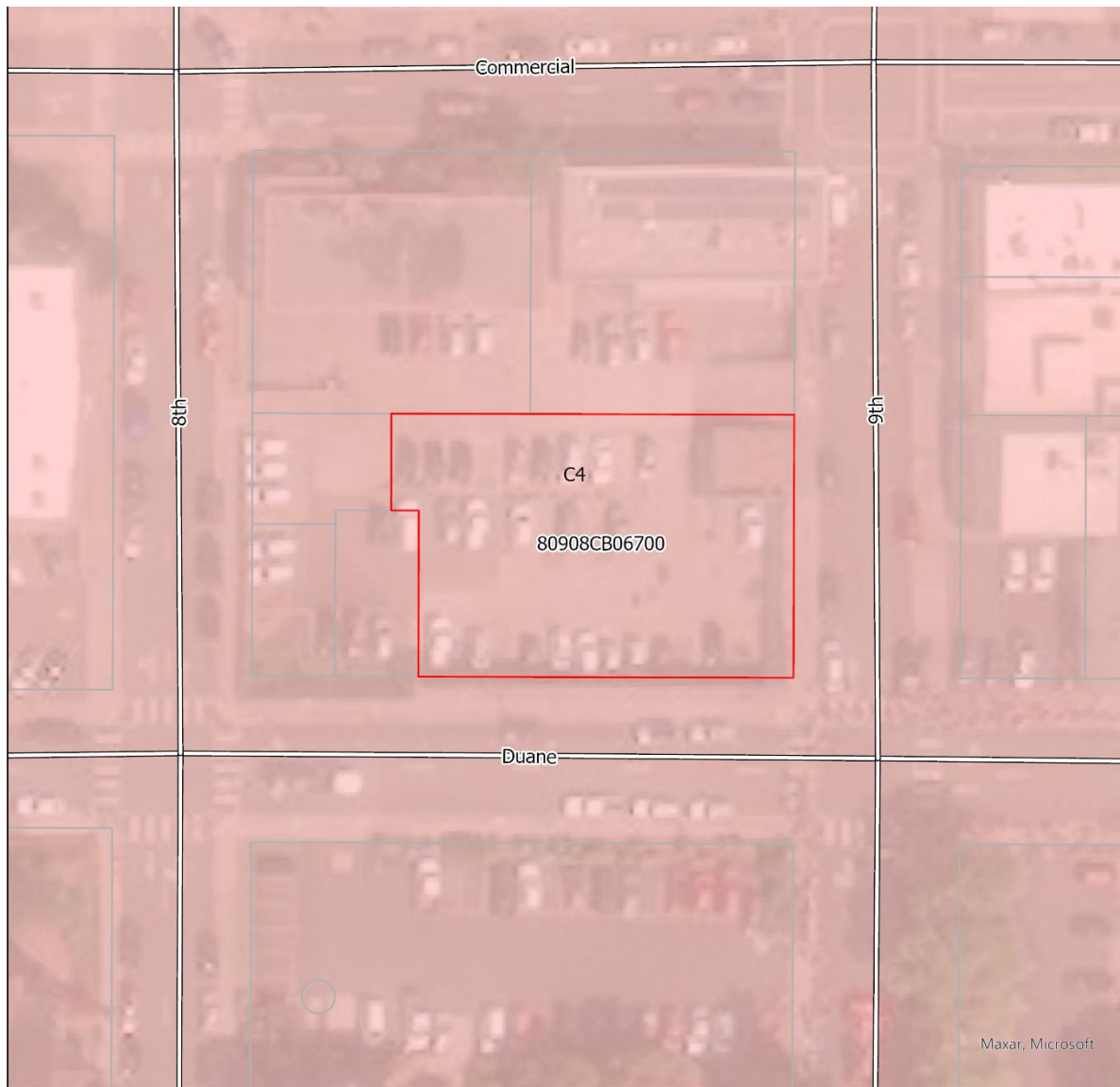
 Taxlot	Zone
 Candidate Lot	 A3 - Aquatic Conservation Zone
 SFHA	 C3 - General Commercial Zone
 Steep Slopes (>25%)	 IN - Institutional Zone
	 R2 - Medium Density Residential Zone
	 S2 - General Development Shorelands Zone



2022 Site

Figure 2 shows an additional candidate site that has recently been identified. The property is located in the [C-4 zone](#), which permits multi-family development outright and allows a maximum height of 45 feet. C-4 does not have any other dimensional standards (e.g., setbacks, minimum lot size, etc.) The property is bordered by other properties with the same zoning designation on all sides.

Figure 2: Candidate Site in Astoria commercial zone (April 2022 addition)



Astoria Tax Lot 80908CB06700
(2022 Addition)

- Subject Site (06700)
- Taxlot

0 25 50 100 Feet



Warrenton Sites

Warrenton Sites – R-10: Intermediate Density zone

All Warrenton candidate properties are located in the R-10 Intermediate Density zone. The R-10 zone permits single-family detached and attached, duplexes, modular homes, and accessory dwellings outright. The zone does not permit multi-family development outright or as a conditional use. The R-10 zone has the following applicable development standards, per the Warrenton Municipal Code Section 16.28.040:

- Lot size: 8,000 square feet for residences, 2,500 square feet for single-family attached
- Density: 5 dwelling units per acre
- Maximum height: 45 feet

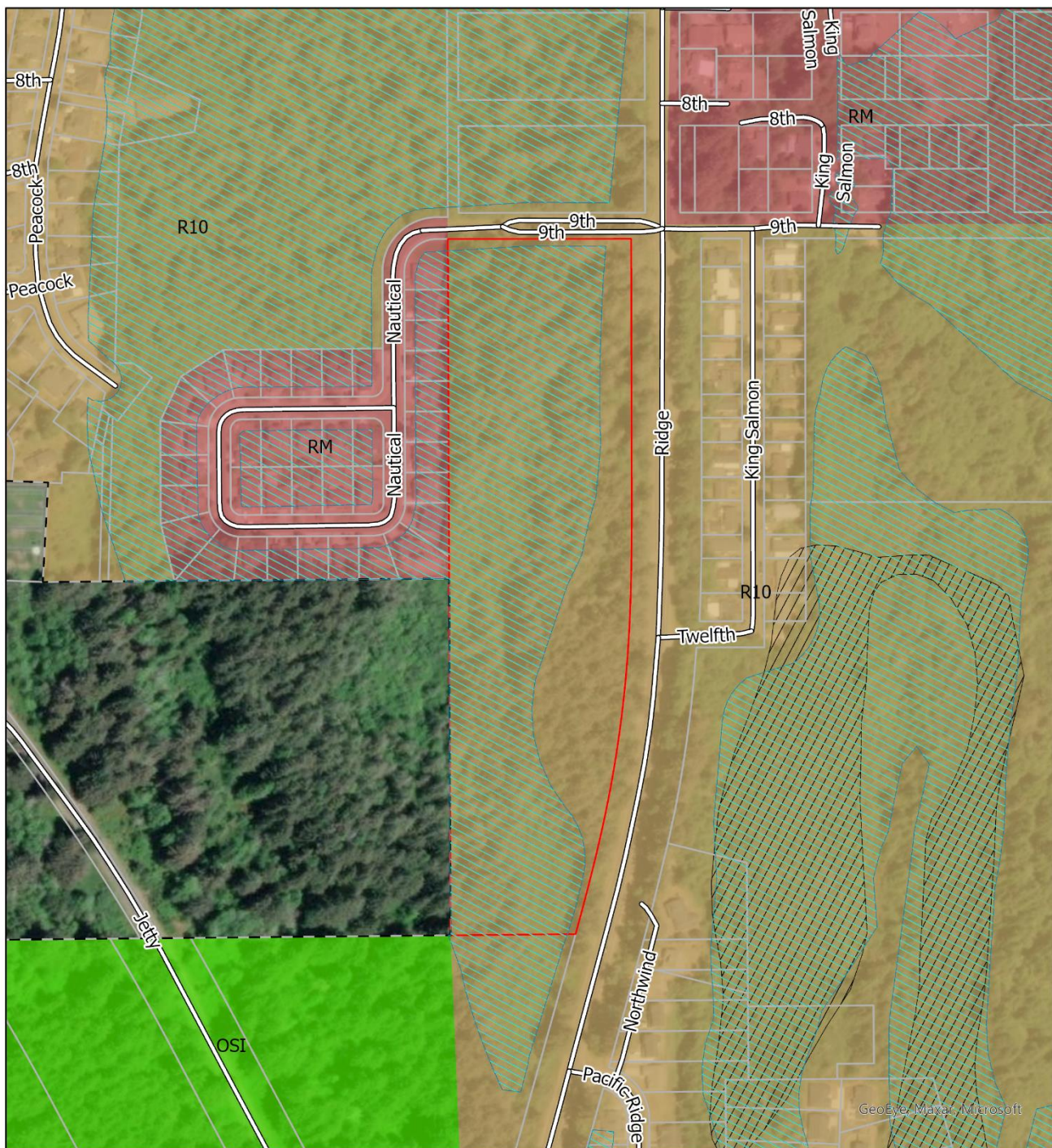
The City has the following residential minimum off-street parking requirements, per Municipal Code Table 16.128.030.A:

Residential Uses	Parking Spaces Required
Single-family detached dwelling (including manufactured home on individual lot)	2 spaces
Two- and three-family dwelling	1.5 spaces per dwelling unit
Multifamily and single-family attached dwelling	
Studio units or 1-bedroom units less than 500 sq. ft.	1 space per unit
1-bedroom units 500 sq. ft. or larger	1.5 spaces per unit
2-bedroom units	1.75 spaces per unit
3-bedroom or greater units	2 spaces per unit
Senior housing; retirement complexes seniors 55+ years	1 space per unit
Rooming and boarding houses; dormitories	2 spaces per each 3 guest rooms, or 1 space per 3 beds, whichever is greater
Bed and breakfast	1 space per guest bedroom
Manufactured home parks	2 spaces per dwelling unit
Accessory dwelling	None if lot already contains at least 2 spaces; otherwise, 1 space is required

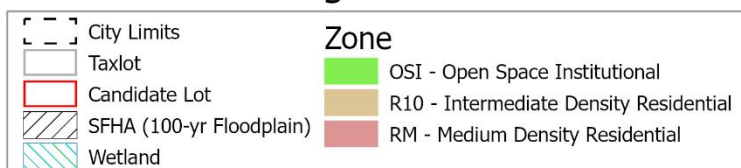
Warrenton Sites – Tax Lot 810080000400

As shown in Figure 3, this County-owned property is in the City of Warrenton's R-10 – Intermediate Density zone. The property is approximately 14.46 acres, and most of the western portion of the lot is covered in locally significant wetlands (LSW - 10.55 acres of the site). The property fronts Ridge Road to the west, which is a two-lane County road.

Figure 3: Warrenton tax lot 810080000400



Warrenton Taxlot 810080000400 Affordable Housing Candidate Sites



0 100 200 400 Feet



Warrenton Sites – Tax Lot 81021CC00500

As shown in Figure 5, the County-owned property is in the City of Warrenton’s R-10 Growth Management (RGM) zone. Areas zoned for RGM R-10 effectively act as an urban holding zone for future R-10, with the purpose of ensuring adequate facilities and services are provided as the area develops and urbanizes. This zone does not allow multi-family development outright or conditionally. The property is 11.05 acres and is partially covered by locally significant wetlands (LSW) in the eastern portion (4.23 acres of the site). It sits to the north of SW 9th Street and east of Juniper Avenue, both of which are local streets.

The property boundary shown in Figure 5 contrasts with the current property boundary shown in the Clatsop County Property Information web app, shown in Figure 4. The tax lot in the center on the County property is owned by the City of Warrenton. This vacant lot has the same zoning (RGM R-10) and is about 3.2 acres. Combined, the City and County property (as depicted in Figure 5) are about 14.5 acres.

Figure 4: Clatsop County Property Information Tax Lots

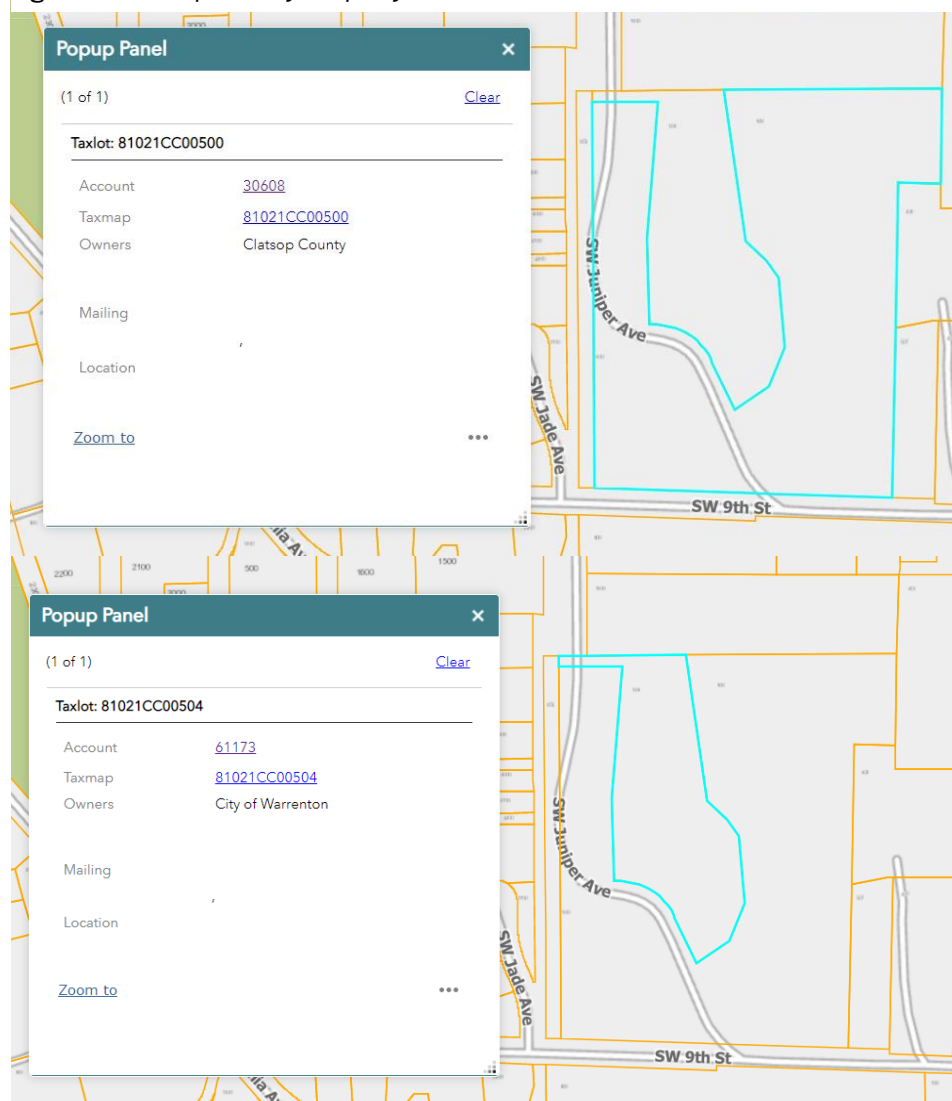
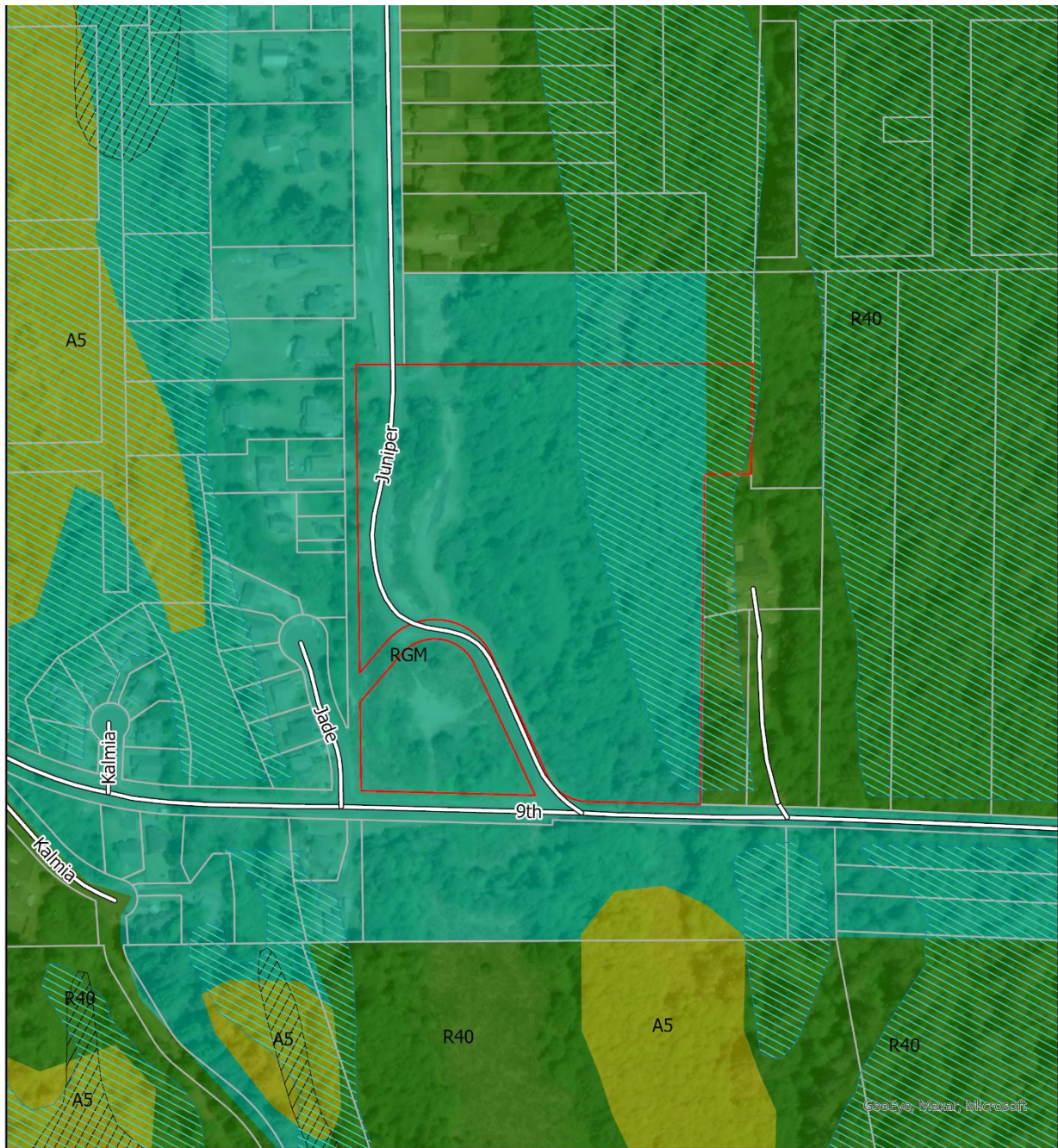
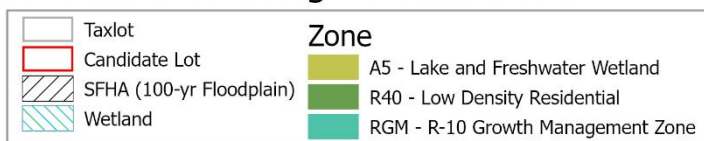


Figure 5: Warrenton tax lot 81021CC0500



Warrenton Taxlot 81021CC0500 Affordable Housing Candidate Sites



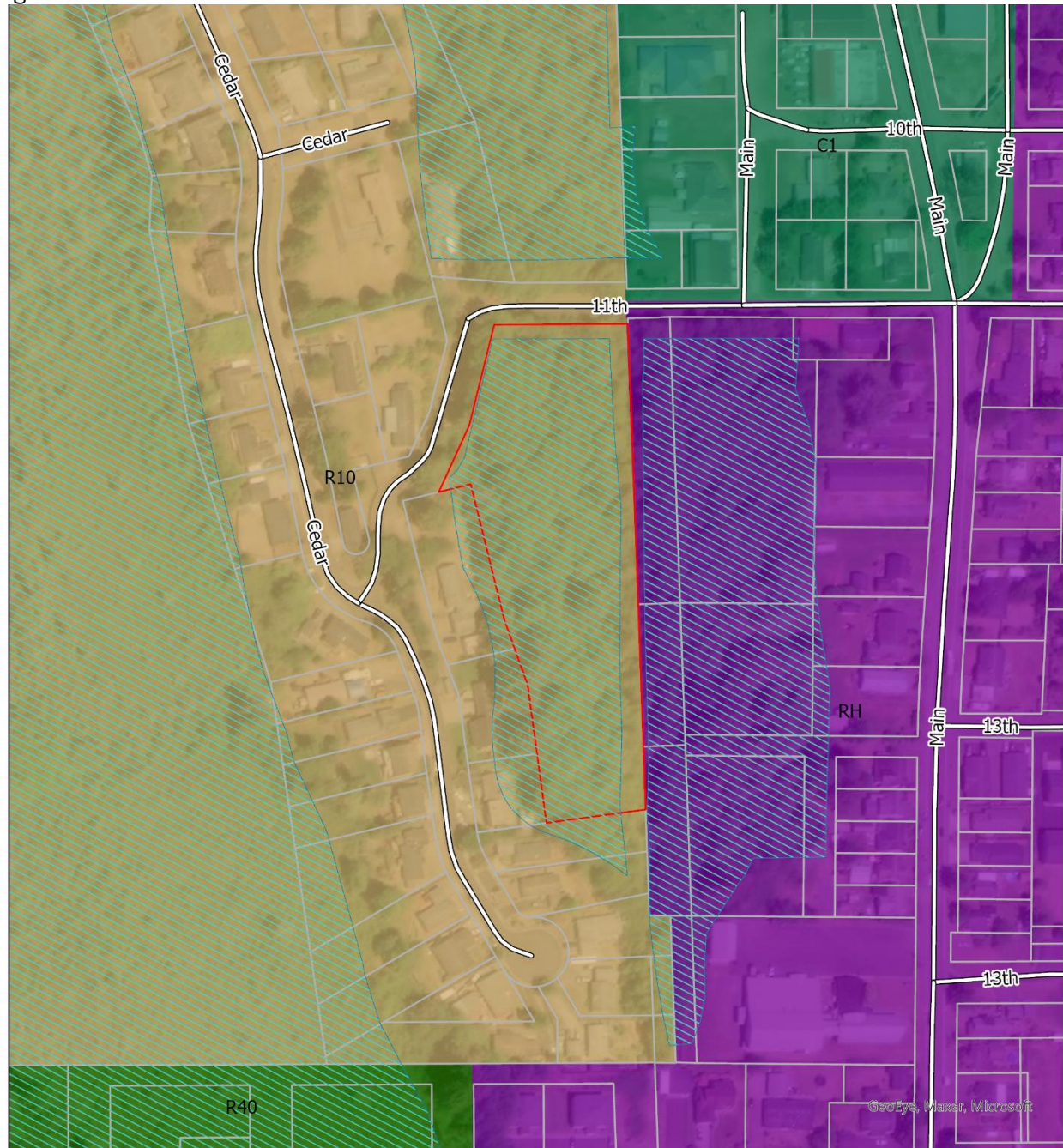
0 100 200 400 Feet



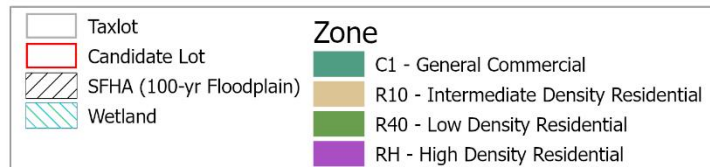
Warrenton Sites – Tax Lot 81028BA03100

As shown in Figure 6, the County-owned property is in the City of Warrenton's R-10 zone. As mentioned, the R-10 zone permits single-family detached and attached, duplexes, modular homes, and accessory dwellings outright, but the does not permit multi-family development outright or as a conditional use. The property is approximately 3.19 acres and almost fully covered in locally significant wetlands (LSW - 2.65 acres). It fronts onto SW 11th Street to the north and northwest. SW 11th is a local street.

Figure 6: Warrenton tax lot 81028BA03100



Warrenton Taxlot 81028BA03100 Affordable Housing Candidate Sites



0 75 150 300 Feet



Locally Significant Wetlands Regulations

Statewide Planning Goal 5 – Significant Natural Resources – requires jurisdictions to conduct natural resource and local wetland inventories. As part of these inventories, jurisdictions must determine which inventoried wetlands are considered “significant” based on water and habitat quality criteria.

In Warrenton, housing developments are prohibited on locally significant wetlands (16.156.040). Applicants may apply for a hardship variance as an avenue to develop significant wetlands (16.156.080), or they can propose an amendment to the determination of significance (16.156.100). If the wetland is found to be non-significant upon the re-assessment/amendment process, then the applicant would have to follow the City’s Wetland Area Development Standards (16.156.030). Non-significant wetland development standards require the applicant to obtain a Removal-Fill permit from the State, an approved wetland delineation from the Department of State Lands, and a written verification from the Community Development Director that the wetland is non-significant.

These wetland development standards are distinct from the City’s development standards for tidal wetlands and wetlands in “aquatic areas” (shorelands), which are Goal 17 resources (16.160). The City offers more development flexibility (e.g., mitigation) for these resources.

Below are the development standards/requirements for significant wetlands, significant wetland amendments, and hardship variances.

16.156.040 Significant Wetland Area Development Standards.

- A. The following additional development standards shall apply to all development in significant wetlands as designated on the *City of Warrenton Locally Significant Wetland Map* dated January 21, 2004.
- B. Alteration of a significant wetland or portion of a significant wetland by grading, excavating, placement of fill including structures, and removal of vegetation, shall be prohibited, except for the following uses, upon demonstration that the uses are designed and constructed to minimize intrusion into the wetland area:
 - 1. Agricultural (farming and ranching) activities other than construction of buildings, structures, or paved roads conducted in accordance with federal, state, and local laws; or
 - 2. Replacement of existing structures, streets, driveways, and utilities in the same location that do not disturb additional wetland surface area; or
 - 3. Perimeter mowing and other cutting necessary for hazard prevention; or
 - 4. Removal of non-native vegetation or nuisance plants and replacement with native plant species. All work conducted under this subsection (A)(4) must occur by hand (i.e., hand-pulling, machete, chain saw, or other similar means) unless approval from the Oregon Division of State Lands or the US Army Corp of Engineers for mechanized work has been granted. Submission of a landscape plan (including a revegetation plan) in accordance with Chapter 16.124 of this Code is required; or
 - 5. Maintenance of existing ditches (not streams) to same configuration as previously constructed; or
 - 6. A forest operation subject to the requirements of the Oregon Forest Practices Act and associated administrative rules; or

7. Uses authorized by an approved City of Warrenton hardship variance in conjunction with a valid State of Oregon Wetland Removal-Fill Authorization.

16.156.080 Hardship Variance Procedure and Criteria.

- A. For any lands demonstrated to have been rendered not buildable by application of this chapter, the property owner may apply for a hardship variance for relief from the restrictions of this chapter.
- B. Hardship variance applications are subject to review in accordance with the standards of Section 16.208.050, Type III Procedure (Quasi-Judicial). Granting of a hardship variance requires that:

1. The proposed development represents a reasonable and legal use of the lot or parcel, considering the zoning.
2. Strict adherence to this chapter and other applicable standards would effectively preclude a use of the parcel that could be reasonably expected to occur in similarly zoned parcels.
3. The property owner would be precluded a substantial property right enjoyed by the majority of landowners in the vicinity.
4. The variance is the minimum necessary to retain use of the property.
5. Granting of the variance will not be materially detrimental to the public welfare or be injurious to property or improvements in the neighborhood of the premises.
6. The variance will be in general harmony with the intent and purpose of this chapter, and will not adversely affect any officially adopted Comprehensive Plan policy.

16.156.100 Wetland Significance Determination Amendment Procedure.

To amend the significance determination of a mapped wetland area, an affected property owner or its agent must abide by the following procedure:

- A. A proposed change to the significance determination of a wetland that is depicted on the *City of Warrenton Locally Significant Wetland Map (LSW Map)* shall follow the Type IV Procedure (Legislative and Map Amendments) procedure of Sections 16.208.060 and 16.232.030.
- B. The LSW Map is adopted as part of the Warrenton Comprehensive Plan. Thus, amendments to the Map are subject to review by the Warrenton Planning Commission and City Commission. The Planning Commission shall make a recommendation to the City Commission and the City Commission shall decide such applications.
- C. Approval of a quasi-judicial amendment to the LSW Map shall be based on the following criteria:
 1. Determination by the City that a functional assessment for a particular wetland inventory unit supports revision of that unit's significance determination.
 - a. The assessment must be completed by a qualified wetland scientist; and
 - b. The assessment must include the entire wetland inventory unit; and

- c. The assessment must follow the principles of OFWAM (Oregon Freshwater Wetland Assessment Methodology); and
 - d. The assessment must include analyses of those specific criteria in question (i.e., hydrologic control, intact water quality, distance to a Water Quality Limited (WQL) stream [WQL stream determinations are made by the Oregon Department of Environmental Quality (DEQ)], wildlife habitat, etc.).
2. In addition to the notice requirements of Section 16.208.050, the City shall provide notice of the initial evidentiary hearing to DLCD pursuant to ORS 197.610. The City shall provide notice of the initial evidentiary hearing to DSL at the same time.
 3. The City shall mail a copy of the official staff report, together with the entire application packet, to DLCD and DSL not less than seven days in advance of the initial evidentiary hearing date for the matter.
- D. The City Commission's decision may be appealed to the Oregon Land Use Board of Appeals. (Ord. 1175-A § 16, 2013)

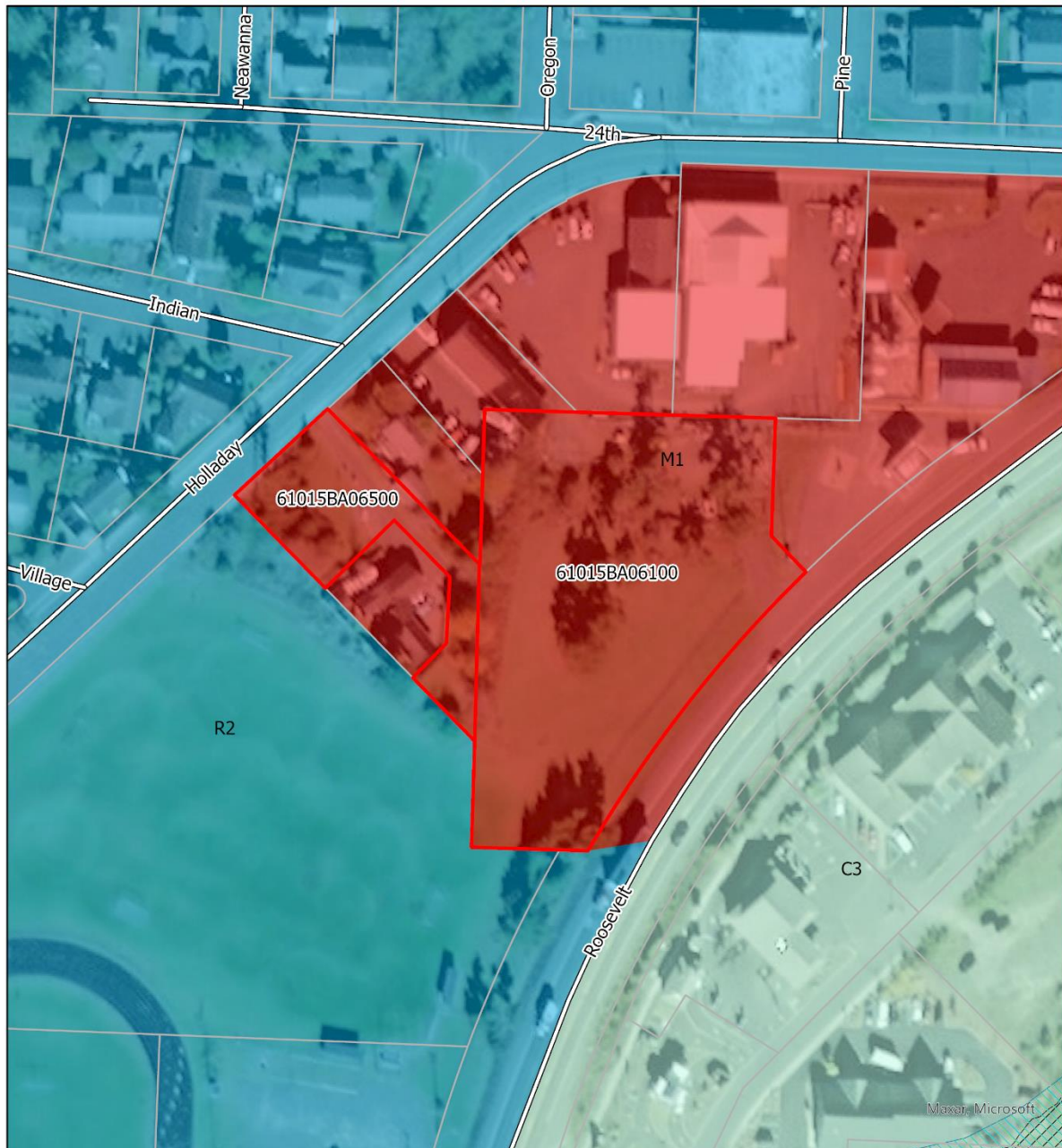
Seaside Sites

Tax Lots 6500 and 6100

As shown in Figure 7, tax lots 6500 (0.32 acres) and 6100 (1.53 acres) are both located in the M-1 (Industrial) zone, and neither has any development constraints. The 6500 site appears to provide driveway access to the property that is enclosed by the lot, which appears to have a single-family home located on it. Both lots border the high school to the south, specifically a large area of open space that belongs to the school. The 6500 lot has access from N Holladay Drive, which is a major collector street, and the 6100 lot has access from Roosevelt (Hwy 101), which is an arterial.

Seaside's [M-1](#) Industrial zone does not allow any residential uses on it. These properties may be eligible for a Zone Change Request, particularly due to their proximity to the R-2 zone. Rules and guidelines for Zone Change Requests are found in [Section 10.080](#) of the Seaside Zoning Ordinance.

Figure 7: M-1 Zoned Properties in Seaside



Seaside Tax Lots 6500 and 6100 Affordable Housing Candidate Sites

- | | |
|---|---|
| Candidate Site | ZONING |
| Taxlot | C3 - General Commercial |
| Wetland | M1 - Industrial |
| SFHA (100-yr Floodplain) | R-2 - Medium Density Residential |

0 50 100 200 Feet



Tax Lot 5700

As shown in Figure 8, tax lot 5700 (0.22 acres) is zoned [R-2](#), which does not permit multi-family housing. In addition, the parcel is almost entirely within the 100-year floodplain, and roughly half the lot has a locally significant wetland on it. Lastly, the lot does not have any direct access. Due to these development constraints, lack of access, and improper zoning designation, this site may be a poor candidate for affordable housing.

Figure 8: Seaside candidate site 5700



Seaside Tax Lots 5700 Affordable Housing Candidate Sites

- | | |
|--|--|
| Candidate Site | ZONING |
| Taxlot | Aquatic Natural |
| SFHA (100-yr Floodplain) | C3 - General Commercial |
| Wetland | R-2 - Medium Density Residential |
| | Residential - Commercial |



Tax Lot 9300

As shown in Figure 9, the subject lot (0.26 acres) is zoned [C3](#), which allows multi-family housing as a conditional use. Requirements and standards for the Conditional Use process are in Article 6 of the [Seaside Zoning Ordinance](#). This parcel has access from 12th Street, which is a neighborhood collector. The lot is almost entirely covered by a locally significant wetland and is also mostly within the 100-year floodplain, as it directly borders Neawanna Creek to the west. Multi-family development in Seaside is required to have 2 off-street parking spaces per dwelling unit.

Figure 9: Seaside candidate site 9300



Seaside Tax Lot 9300 Affordable Housing Candidate Sites

- | | |
|--|---|
| Candidate Site 09300 | ZONING |
| Taxlot | A2 - Aquatic Conservation |
| Wetland | C3 - General Commercial |
| SFHA (100-yr Floodplain) | M1 - Industrial |
| | Residential / Suburban |

