

ORDINANCE No. 1114-A

Introduced by Commissioner: Mark Kujala

Amending the City of Warrenton's Comprehensive Plan Articles 3 (Land and Water Uses) and 9 (Economy) to include the "Buildable Lands Inventory" study.

WHEREAS, certain changes are necessary to revise, update and amend the City of Warrenton's Comprehensive Plan in order to comply with Statewide Planning Goals 9 and 10; and

WHEREAS, the Warrenton City Commission received the Planning Commission's recommendation on this matter, and conducted public hearings on June 26, 2007; July 10, 2007; and August 28, 2007 and closed the public hearing on August 28, 2007; and

WHEREAS, the Warrenton City Commission has determined to approve the "Buildable Lands Inventory" study, which amends Articles 3 and 9 of the City's Comprehensive Plan as described in Exhibit "A".

NOW, THEREFORE, The City of Warrenton ordains as follows:

Section 1: The City of Warrenton's Comprehensive Plan (Exhibit "A") is amended as described in the attached exhibit.

Section 2: This ordinance shall become a final land use decision upon its second reading, enactment, and its signing by the Mayor.

Section 3: This ordinance shall become effective thirty (30) days from the date of its adoption.

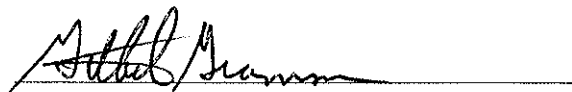
Section 4: If any article, section, subsection, phrase, clause, sentence or word in this ordinance shall, for any reason, be held invalid or unconstitutional by a court of competent jurisdiction, it shall not nullify the remainder of the ordinance but shall be confined to the article, section, subdivision, clause, sentence or word so held invalid or unconstitutional.

First Reading: September 11, 2007

Second Reading: September 25, 2007

ADOPTED by the City Commission of the City of Warrenton, Oregon, this 25th day of September.

APPROVED


Gil Gramson, Mayor

ATTEST:


Linda Engbretson, City Recorder

Date the City mailed the Notice of Decision to parties with standing and to the Department of Land Conservation and Development on the required form:

ARTICLE 3 LAND AND WATER USE

SECTION 3.100 FINDINGS - Characteristics of Warrenton's existing development include: a concentration of housing near the center of town; collections of residential and commercial buildings close to a few major roads; large public use areas scattered in the City; a tendency for industrial facilities to be on the waterfront, near the airport, or in the vicinity of U. S. Highway 101; and an extensive amount of undeveloped land between some of the built-up areas. Among the factors contributing to these local development patterns have been: overall growth levels, natural features (such as wetlands), street policies, and the accessibility of public facilities and services.

These same factors will have an impact on future development. Anticipated growth levels are expected to require the conversion of large amounts of undeveloped land to residential, commercial and industrial uses. Natural features will lead to the selection of some sites for development, avoidance of others, and limited use of many. Street policies will help determine the location of high intensity uses and the character of new neighborhoods. The availability of certain public facilities and services will affect the directions in which growth can occur. Some of the other factors which will have a bearing on future development will be: existing land and water use patterns, the large number of homes built before 1950, rising housing costs, the manner in which many undeveloped areas were subdivided years ago, the attractiveness of some waterfront sites for industrial or commercial activities, and the potential for commercial growth. This section provides a policy basis for much of the City's Planning and Zoning, and helps meet the requirements of Statewide Planning Goal 2. There are no rural farm or forest lands protected by Statewide Planning Goals 3 or 4 within the UGB. Parts of this Section, together with parts of the *Warrenton Comprehensive Plan Background Report*, address Statewide Planning Goals 10 and 14.

SECTION 3.110 INVENTORY - A preliminary assessment of buildable land within the City's UGB includes land that has been identified as completely vacant, as well as land that is partially vacant and theoretically has the potential for additional development based on parcel size, zoning, the location of existing development and environmental constraints. The buildable land inventory was created using assessor's data, aerial photographs and making site visits to confirm buildable status. Redevelopable land was determined by identifying developed employment parcels for which assessed land value is greater than the assessed improvement value.

Section 3.110.1 Buildable Lands (Zoning and wetland maps apply to ability to development)

There are approximately 949 acres of buildable land on 856 lots within Warrenton's UGB. More than 467 acres of this land is zoned for employment uses, the majority of which is industrial (288 acres). Approximately 481 acres are designated for various intensities of residential use. The housing analysis

includes additional calculations to determine a more exact accounting of buildable acreage. In addition, 1.45 acres is zoned for mixed uses.

Table 1. Gross Buildable Land by Zoning Type

	Zone	Acres	Lots
Employment	A1	19.66	3
	C1	123.62	238
	C2	2.87	9
	RC	32.45	36
	I1	226.38	64
	I2	61.69	62
	<i>Total</i>	<i>466.67</i>	<i>412</i>
Mixed	CMU	1.45	6
Residential	R10	185.58	233
	R40	71.41	51
	RH	126.19	68
	RM	30.38	53
	RGM	67.12	33
	<i>Total</i>	<i>480.68</i>	<i>438</i>
Total		948.80	856

Source: Cogan Owens Cogan

Buildable lands are divided into three classes: vacant, partially vacant and redevelopable. The results of the inventory include approximately 504 acres of vacant land on 627 lots, 389 acres of partially vacant land on 138 lots, and 56 acres of redevelopable land on 91 lots within Warrenton's UGB. Table 2 shows the acreage and number of lots by zoning type.

Table 2. Gross Land by Zoning Type and Land Status

Zone		Partially Vacant	Redevelopable	Vacant
A1	Acres		0.23	19.43
	Lots		1	2
C1	Acres	24.84	17.39	81.39
	Lots	26	53	159
C2	Acres	1.55	0.5	0.82
	Lots	3	2	4
RC	Acres	8.1	2.19	22.16
	Lots	3	5	28
I1	Acres	160.52	10.84	55.02
	Lots	7	9	48
I2	Acres	11.5	22.91	27.28
	Lots	8	16	38
CMU	Acres		1.08	0.37
	Lots		4	2
R10	Acres	51.85		133.73
	Lots	38		195
R40	Acres	47.29		24.12
	Lots	14		37
RH	Acres	35.52		90.67
	Lots	14		54
RM	Acres	9.79	0.45	20.14
	Lots	14	1	38
RGM	Acres	38.16		28.96
	Lots	11		22
Total	Acres	389.12	55.59	504.09
	Lots	138	91	627

Source: Cogan Owens Cogan

(1) **Land Supply**

Buildable land within the City’s UGB includes land that is completely vacant, as well as land that is partially vacant and theoretically has the potential for additional development based on parcel size, zoning, the location of existing development and environmental constraints. The buildable land supply was evaluated by reviewing the following information:

- Tax assessor data
- GIS data
- Aerial photographs
- Site visits to identify potential constraints to development or redevelopment

- Consultation with City staff and members of the Warrenton Project Advisory Committee

There are approximately 608 acres of buildable land on 699 lots within Warrenton's UGB zoned to allow for residential use. This includes commercially zoned land where housing is an allowed use. Land considered potentially unbuildable due to environmental constraints was removed from the inventory summarized in Table 1. Environmental constraints include riparian areas, significant wetlands and slopes of greater than 25%. Land with non-significant wetlands was included in the area but reduced by a factor of 25% to account for the fact that such land may be more difficult to develop. The city allows development on such land but requires that land with certain soil types which tend to correspond to wetland areas be subject to a geotechnical survey prior to development approval. Lots that are too narrow or small to meet minimum lot size requirements are also considered unbuildable, as have portions of existing subdivisions which are dedicated to open space in perpetuity.

Table 1. Gross Buildable Land by Zoning Designation that Allow for Residential Use

Zone	Acres	Lots
C1	123.6	238
C2	2.87	9
CMU	1.4	6
R10	185.6	233
R40	71.1	50
RH	126.2	68
RM	30.4	62
RGM	67.1	33
Total	608.3	699

To more realistically assess the potential for future housing units, additional land was deducted from lots larger than one acre in size to account for land needed for roads and other public facilities. In addition, the acreage for each parcel was converted to the capacity for new buildable lots, assuming the average lot size/densities shown in Table 11 and rounding the acreage down to the nearest whole lot.

Subtracting the areas described above and converting land to buildable lot or housing unit capacity leaves Warrenton with the equivalent of approximately 465 acres of land within the UGB zoned for residential use. This includes some parcels zoned for commercial use, in which residential uses also are allowed.

Table 2. Net Buildable Land by Zoning Designation

Zone	Acres	Parcels
R-40	61.5	44
R-10	167.2	233
R-M	21.7	53
R-H	83.3	68
RGM	58.1	33
C-1	73.3	158
C-MU	0.2	2
Total	465.3	591

Source: Cogan Owens Cogan

(2) **Population Projections**

Local governments are required by the Oregon Department of Land Conservation and Development (DLCD) administrative rules to use coordinated county and city population projections for the purposes of estimating housing and employment needs. If other projections are used, the jurisdiction must prepare and present enough data to justify the use of the alternative projections. Use of alternative projections ultimately requires the city and county to revise the coordinated county and city projections. Such a process typically requires a significant level of resources and takes several months. Clatsop County worked with cities within the county to prepare a set of coordinated population projections in 2005.

The 2006 population of Warrenton was estimated to be 4,505 based on coordinated county/city population projections and adjusted slightly to account for a very small number of housing units and people between the city limits and urban growth boundary. This compares to a population of 3,292 in 1990. Warrenton's population is expected to increase by approximately 1.8% per year over the next 20 years, generally consistent with growth rates during the last 15 years.

Table 3 summarizes historical and projected future population, assuming an updated current (2006 population estimate) and the future growth rate assumed in the coordinated county city forecasts. It also accounts for population within the entire UGB as described above.

Table 3. Historical and Future Population Data and Forecasts

	1990 *	2000*	2006	2017	2027
Population	3,292	4,096	4,503	5,449	6,481

* Includes only estimated population within the city limits. Estimates for future years include population estimated within the entire UGB.

(3) Housing Occupancy and Structure Type

In 2006, there were an estimated 1,859 households in Warrenton, compared to 1,281 in 1990. There were an estimated 2,049 housing units in Warrenton in 2006, indicating a vacancy rate of approximately 10.2%, compared to a vacancy rate of 9.6% and 7.3% in 2000 and 1990, respectively. Homes classified as vacant fall into two general categories – those that are vacant because they are in the process of being sold or rented and are temporarily unoccupied for relatively short periods of time; and those that are occupied only seasonally (second homes or vacation homes) and considered to be vacant during a majority of the year. Year 2000 Census data indicates that about 3.2% of all housing units were used for seasonal occupancy (i.e., second/vacation homes).

Most homes in Warrenton are classified as single-family detached dwellings (over 65% in 2000), with manufactured homes (in parks) accounting for almost half of the remainder (14.3%) according to the 2000 Census.

Table 4. Housing Units by Structure & Occupancy, 2000

Unit Type	Total	Occupied
1 Unit Detached	62.2%	62.1%
1 Unit Attached*	3.6%	3.2%
2 Units	1.5%	1.3%
3 or 4 Units	4.3%	4.2%
5-9 Units	4.6%	4.2%
10-19 Units	3.4%	3.5%
20-49 Units	3.6%	4.0%
50+ Units	3.1%	3.2%
Manufactured Homes	13.8%	14.3%
Other	0.0%	0.0%

Source: US Census

* This is the Census term for single-family attached housing (e.g., townhouses or rowhouses)

In the City of Warrenton, 65% of year-round residents own their homes, while 35% are renters.

(4) Housing Costs, Household Incomes and Housing Affordability

Based on data from ESRI BIS, average and median home values in 2006 were approximately \$208,000 and \$192,000 respectively; with 43% of homes in the \$100,000 - \$200,000 price range and 34% in the \$200,000 - \$300,000 (see Table 5).

Table 5. Home Value of Specified Owner Units, 2006

Home Value	Number of <i>Homes</i>	% of <i>Total</i>
Less than \$50,000	108	9%
\$50,000-\$99,999	50	4%
\$100,000-\$149,999	209	17%
\$150,000-\$199,999	321	26%
\$200,000-\$299,999	424	34%
\$300,000-\$399,999	46	4%
\$400,000-\$499,999	41	3%
\$500,000-\$749,999	46	4%
\$750,000-\$999,999	4	<.4%
\$1,000,000 and Above	0	0%
Total Units	1,254	100%
Average Home Value: \$207,530		
Median Home Value: \$191,919		

Source: US Census, ESRI BIS, Marketek

Housing costs in Warrenton are relatively comparable to those for the state as a whole. At the same time, incomes tend to be below state averages. Table 6 summarizes data related to household income for Warrenton residents in comparison to the state as a whole. It indicates a median household income of under \$42,000 in Warrenton, about \$8,000 less than for the state as a whole. It also shows a higher percentage of residents in the two lowest income categories (below \$25,000) in Warrenton compared to the state, relatively similar percentages with middle incomes, and a lower percentage with upper incomes.

Table 6. Household Income, Warrenton, 2006

Income	Warrenton	State of Oregon
Less than \$15,000	16.1%	11.9%
\$15,000 to \$24,999	14.1%	10.4%
\$25,000 to \$34,999	10.2%	11.1%
\$35,000 to \$49,999	17.8%	16.6%
\$50,000 to \$74,999	20.9%	20.8%
\$75,000 to \$99,999	11.4%	12.5%
\$100,000 to \$149,999	6.2%	10.8%
\$150,000 to \$199,999	1.6%	3.0%
\$200,000 and more	1.7%	2.9%
Median Household Income	\$41,791	\$50,051

Source: ESRI BIS, Marketek

Housing affordability is typically assessed in one of two ways – either by estimating the percentage of households which spend more than 30% of their monthly income on housing (the standard measure of affordability) or by comparing incomes to the supply of housing at prices that people in those income levels could afford. The most recently available data related to the first measure comes from the 2000 US Census. That data indicated that just over 26% of all homeowner households spent more than 30% of their incomes on housing, while about 39% of renter households did the same. These percentages likely have climbed since the year 2000, given increases in housing costs, particularly for owner-occupied housing during this period.

Table 7 compares household incomes to the supply of homes available at prices that those households could afford if they spent approximately 30% of their monthly income on housing costs. The table indicates that there is a significant gap between the residents' incomes and housing that is affordable to them for the very lowest income range (below \$15,000) and a more moderate gap for people earning between \$35,000 and \$50,000. Households in some of the upper income ranges also have a shortage of (higher priced) housing available to them, meaning that they are likely buying or renting housing in lower price ranges which may result in gaps for people in lower income ranges.

Table 7. Comparison of Housing Incomes and Costs, Warrenton, 2006

Income	Households	Affordable Monthly Housing Costs	Supply			Surplus/-Gap
			Owner housing	Rental housing	Total	
Less than \$15,000	299	Less than \$325	94	55	149	-150
\$15,000 to \$24,999	262	\$325-\$624	47	252	299	37
\$25,000 to \$34,999	190	\$625-\$874	114	155	269	79
\$35,000 to \$49,999	331	\$875-\$1249	211	63	274	-57
\$50,000 to \$74,999	389	\$1250-\$1874	378	19	397	8
\$75,000 to \$99,999	212	\$1875-\$2499	233	0	233	21
\$100,000 to \$149,999	115	\$2500-\$3749	77	0	77	-38
\$150,000 to \$199,999	30	\$3750-\$4999	38	0	38	8
\$200,000 and more	32	\$5000 or more	11	0	11	-21

This analysis indicates a need for more units in the very lowest price ranges as well as more units affordable to households with moderate incomes (just above and below Warrenton's median household income).

(5) Projection of Future Households and Housing Units

As noted previously, the number of future housing units needed and built in Warrenton will be affected not only by the projected increase in population but also by the future vacancy and seasonal home occupancy rates.

At less than 5%, Warrenton has a very low seasonal occupancy rate in comparison to other coastal communities. There have been no future projections of changes in seasonal occupancy rates for Warrenton or the North Coast area published by public agencies or private firms. Some information is available about national trends for the second home market, including the following observations and predictions:

- Approximately one in six owners of second homes have purchased their second homes for retirement.
- The typical current second home owner is in his or her early 60s, with an annual household income of \$76,000.
- The baby-boomer population, many of whom are nearing retirement age own a large share of existing second homes. On average, future second-home buyers are expected to be younger.
- While many second home owners move into these homes full-time after retirement, a large percentage of coastal second-home owners eventually return to larger urban areas where they are closer to health and other support services.
- The second home market has expanded significantly in the Astoria area in the last several years.
- Most project advisory committee members predict that the seasonal occupancy rate in continue to increase over the next 20 years.

Taking the above factors into account, for the purposes of this analysis, the seasonal occupancy is projected to decrease slightly over the next 20 years from 3.5% to 7%. Average household sizes are expected to decrease slightly from 2.45 to 2.35 persons per household.

Warrenton's population is expected to increase by approximately 1.8% per year over the next 20 years, generally consistent with growth rates during the last 15 years. Table 7 summarizes historical and projected future population, assuming an updated current (2006 population estimate) and the future growth rate assumed in the coordinated county city forecasts. It also accounts for population within the entire UGB as described above. The number of housing units is projected to grow by a slightly higher rate, similar to trends experienced during the last several years in Warrenton and other coastal communities. This is projected to result in an increase of 1,147 housing units between 2006 and 2027.

Table 8. Historical and Projected Future Population, Households and Housing Units, 1990 - 2027

	1990	2000	2006	2017	2027
Population	3,292	4,096	4,503	5,449	6,481
Households	1,281	1,621	1,838	2,270	2,758
Housing Units	1,189	1,799	2,025	2,561	3,172
Vacancy Rate	7.2%	9.9%	10.2%	12.8%	15%

(6) **Future Needed Housing Types**

The following trends are expected to affect the need for different types of housing:

- Increasing cost of land and housing in coastal and other communities throughout Oregon.
- Relatively modest increases in wages, consistent with trends during the last ten years.
- Continued need for relatively low cost housing for households and families with lower incomes, including workers in the retail/tourism sector.
- Continued expansion of the second home market in coastal communities such as Warrenton but with a lower seasonal occupancy rate than other coastal communities.
- Continued need for some manufactured housing as a potential supply of low-cost, workforce housing, although with a decreasing supply of this type of housing consistent with recent trends and a concurrent increase in the share of other relatively affordable housing types (see below).
- Potential increase in need and market for multi-family and single-family attached housing as a potential supply of low and moderate cost housing.

These factors and conditions are expected to have the following impacts on the need for different types of housing in Warrenton:

- Continued need for some manufactured housing as a potential supply of low-cost, workforce housing.
- Increased need for multi-family and single-family attached housing as a potential supply of low and moderate cost housing.
- Decreasing size of lots in comparison to recent trends as land and housing prices rise.

The following table identifies current and projected percentages and numbers of homes by housing type in Warrenton.

**Table 9. Existing and Projected Future
Housing Units by Type, 2006 - 2027**

Unit Type	Housing Units			
	2006		2027	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
1 Unit Detached	1,260	62.2%	1,729	54.5%
1 Unit Attached*	73	3.6%	190	6.0%
Duplexes	30	1.5%	111	3.5%
Triplexes, fourplexes	87	4.3%	159	5.0%
5 or more units	298	14.7%	539	17.0%
Manufactured Home	279	13.8%	444	14.0%
Total Units	2,025		3,172	

Source: US Census and Cogan Owens Cogan

* This is the Census term for single-family attached housing (e.g., townhouses or rowhouses)

(7) Future Land Needs

The amount of land needed for future housing depends on the number of housing units expected and the average density (or lot size) at which they are developed. State regulations require that the City estimate the amount of land needed in each zoning designation where housing is allowed. In Warrenton, housing can be constructed in several residential (R-1) and commercial (C-1) zones. Currently, housing is generally distributed among these zones as follows:

- Most existing housing is located in the R-10 and R-M zones.
- The next largest share of housing is located in the RGM and R-40 zones; a modest amount is located in the C-1, C-MU and A-1 zones.

Similar trends are expected in the future. The following distribution among zones is expected:

- A modest amount of new single-family detached housing is expected to be located in the R-40 and R-H, with larger amounts in the R-1- and R-M zones.

- Single-family attached housing will be located R-M, R-H C-1 and C-MU zones. This may include some mixed (residential/commercial) use development in the C-MU zone.
- Duplexes will be located primarily in the R-M and R-H zones, with small percentages in the two commercial zones.
- Multi-family housing will be located primarily in the R-H zone, with smaller amounts in the C-1 and C-MU zones.
- Manufactured homes in parks will continue to be located in the R-M zone. Manufactured homes on individual lots will be located in a variety of residential zones.
- The RGM zone provides a supply of longer-term future land, which will be developed primarily for single-family detached housing, duplexes and possibly some single-family attached housing. Ultimately it is expected to be zoned as R-10 but some may be needed as R-M land.
- Over the long term, R-40 land is expected to be served by public facilities and developable at densities allowed for such areas (R-10 equivalent density).

The following two tables summarize the projected distribution and average density of future development by housing type and city zoning designation based on the assumptions above. As noted above, it reflects the assumptions above and should be considered a projection. It does not require a certain distribution among different zones or preclude a different percentage or number of housing units be built in any given zone or area, assuming there is adequate land to accommodate them.

**Table 10. Projected Distribution of Future Housing Units
by Housing Type and Zoning Designation, 2027**

Housing Type	R-40	R-10	R-M	R-H	C-1	C-MU
1 Unit Detached	5%	44%	44%	5%	2%	0%
1 Unit Attached*	0%	0%	20%	50%	20%	10%
Duplexes	0%	0%	40%	50%	5%	5%
Triplexes, four-plexes	0%	0%	0%	90%	5%	5%
5 or more units	0%	0%	0%	90%	5%	5%
Manufactured Home	10%	45%	45%	0%	0%	0%

Source: Cogan Owens Cogan

* This is the Census term for single-family attached housing (e.g., townhouses or rowhouses)

Table 11. Projected Average Lot Size for Development by Zoning Designation and Housing Type, 2027

Housing Type	R-40	R-10	R-M	R-H	C-1	C-MU
1 Unit Detached	40,000	10,000	8,000	5,000	5,000	5,000
1 Unit Attached*			2,500	2,500	2,500	2,500
Duplexes			2,500	3,500	3,500	3,500
Triplexes, four-plexes				3,300	3,300	3,300
5 or more units				2,400	2,400	2,400
Manufactured Home	40,000	10,000	7,000	5,000	5,000	5,000

Source: Cogan Owens Cogan

* This is the Census term for single-family attached housing (e.g., townhouses or rowhouses)

Tables 12 and 13 indicate the number of new housing units and amount of land needed for each type of housing in each zoning designation. Average densities in housing units per acre are shown as “net densities,” i.e., not including land needed for roads and other public services because such areas already have been subtracted from the supply of buildable land.

Table 12. Projected Total Future Housing Units and Acres of Land Needed by Housing Type and Zoning Designation, R-40, R-10 and R-M zones, 2027

Housing Type	R-40		R-10		R-M	
	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Acres</i>
1 Unit Detached	23	21.6	206	48.4	206	38.7
1 Unit Attached*	0		0		23	1.4
Duplexes	0		0		32	
Triplexes, four-plexes	0		0		0	
5 or more units	0		0		0	
Manufactured Home	17	16.0	74	17.4	74	12.2
Total	40	37.6	280	65.8	335	52.3

Source: Cogan Owens Cogan

* This is the Census term for single-family attached housing (e.g., townhouses or rowhouses)

Table 13. Projected Total Future Housing Units and Acres of Land Needed Designation, R-H, C-1 and C-MU zones, 2027

Housing Type	R-H		C-1		C-MU	
	Percent	Acres	Number	Acres	Percent	Acres
1 Unit Detached	23	2.7	9	1.1	0	0.0
1 Unit Attached*	59	3.5	23	1.4	12	0.7
Duplexes	41	3.4	4	0.3	4	0.3
Triplexes, four-plexes	65	5.0	4	0.3	4	0.3
5 or more units	217	12.2	12	0.7	12	0.7
Manufactured Home	0	0.0	0	0.0	0	0.0
Total	405	26.8	52	3.7	32	2.0

Source: Cogan Owens Cogan

* This is the Census term for single-family attached housing (e.g., townhouses or rowhouses)

The following table summarizes the difference between the supply of buildable land and the amount of land needed in each zone to meet these future land needs. There appears to be an overall surplus of residential land of over 277 acres. A portion of this land will be used for commercial purposes. However, even after taking most of the commercially zoned land out of the inventory, there still would be an overall surplus of land available for residential development.

Table 14. Comparison Between Land Supply and Need by Zoning Designation, 2027

	Supply	Need	Gap
R-40	61.5	37.6	23.9
R-10	167.2	65.8	101.4
R-M	21.7	52.3	-30.6
R-H	83.3	26.8	56.5
RGM	58.1		58.1
C-1	73.3	3.7	69.5
C-MU	0.3	2.0	-1.8
Total	465.3	188.3	277.0

Source: Cogan Owens Cogan

Project advisory committee members noted that some areas currently designated as wetlands would not necessarily meet the definition of wetlands if

an official wetland delineation of those properties were undertaken. Approximately 1,130 acres of land designated for residential use in the city are covered by significant wetlands. If there were fewer areas with wetlands in Warrenton the surplus of buildable lands would be even larger. For example, if 20% of the lands currently designated as wetlands were in fact considered buildable, approximately 225 additional acres of land would be available for residential development. After deducting for land needed for roads and other public facilities, this would result in about 180 net acres of land, or almost double the surplus currently calculated.

(8) **Conclusions**

Following is a brief summary of conclusions.

- The analysis indicates a significant surplus of land overall within Warrenton's UGB and the ability to accommodate growth during a 20-year period within expanding the city's UGB or relying on land within adjacent cities urban areas to accommodate needs projected in Warrenton.
- The analysis shows a surplus in most individual plan designations, with the exception of RM and C-MU zones. This could be remedied by rezoning some C-1 land to C-MU and by zoning land in any of a number of residential zones (e.g., R-10, RGM or R-40) to RM. Or more land in one of these other zones could be assumed to be developed for single family detached housing (and less land in the RM zone).
- The needs analysis generally identifies a significant gap between incomes and housing prices with a shortage of housing for households with very low incomes (under \$15,000) and a moderate gap for those in the \$35,000 to \$50,000 household income range. There also is a smaller gap in some of the upper income categories, while there is a surplus of housing affordable to households in other income ranges.
- There is a need for additional multi-family units and some other types of units that are potentially more affordable to those with lower or moderate incomes, including duplexes, tri-plexes and single family detached homes (i.e., townhouses). The land needs analysis incorporates this finding.
- The housing market cannot be expected to meet the projected housing needs of Warrenton residents alone, particularly for people with very low incomes. A variety of strategies can be implemented by the City in partnership with non-profit and for-profit developers and others to encourage the development of housing in price ranges and types that would be affordable to a wider range of residents. Many of those strategies are identified in the following *Proposed Housing Policies* section.

SECTION 3.200 GOAL - Achieve efficient and well-integrated development patterns that meet the needs of residents and property owners with a variety of incomes and housing needs, are compatible with natural features, and are consistent with the City's ability to provide adequate services.

SECTION 3.300 POLICIES

Section 3.310 Residential Lands

(1) It is the City's policy to encourage the development of housing needed to accommodate desired growth, and to provide every Warrenton household with the opportunity to obtain a decent home in a suitable neighborhood. Residential construction shall occur primarily in the following four types of areas:

(a) The High Density Residential zone is intended to encourage the development of duplexes and other multi-family dwellings. It provides for high density uses in locations close to the downtown area or other locations which have suitable streets, utilities and other characteristics. Certain non-residential uses are allowed if they will not detract from the character of this district. Land in the Hammond area that was in the Town's R-H zone has been placed in this zone.

(b) The Medium Density Residential Zone is intended to accommodate a variety of housing types including single-family dwellings, duplexes and, where appropriate, manufactured dwelling subdivisions and manufactured dwelling parks. This intensity of residential use is envisioned for locations in the City where community services and adequate access are available. Residential densities permitted are somewhat greater than those permitted in an R-10 zone. Certain public facilities and other non-residential uses are also permitted when desirable conditions and safeguards are satisfied. Those lands in the Hammond area that were in the Hammond R-6 zone have been placed in this zone.

(c) The purpose of the Intermediate Density Residential Zone is to provide areas within the City which have the capacity to accommodate single-family dwellings in conventional subdivisions or planned unit developments. These areas are intended for service by municipal utilities and urban type street systems, and, consequently, the residents must be willing to support the costs associated with this density of development. Certain public facilities and other non-residential uses are permitted when desirable conditions and safeguards are satisfied. This zone includes those areas in Hammond that were in Hammond's Low Density Residential Zone (R-10).

(d) The Low Density Residential Zone is intended for areas which are physically isolated from the developed portions of the City, and for which extension of sewer and water services would be prohibitively expensive. Lands in this zone must be able to support development with on-site sewage disposal systems, and comply with all local, state and federal requirements. Agriculture, open space and residential uses will be permitted in this zone subject to wetlands, weak foundation soils, and active dune constraints.

(2) Residential densities in each zone will vary with the type of development and the characteristics of the site and surrounding area.

(3) New housing developments with four or more dwelling units which carry out particular functions considered beneficial to the community may be allowed to have higher residential densities than permitted for otherwise comparable developments. Functions which qualify include those which the City believes will cluster development in a sound manner or promote energy conservation.

(4) Planned unit developments will be permitted in a special overlay zoning district intended to provide for developments incorporating a single type or variety of housing types and related uses which are planned and evolve as a unit. The purpose of this district is to provide a more desirable environment through application of flexible and diversified land development standards in an overall site development plan approved by the City. Commonly-owned land and facilities may be allowed. Planned unit developments will be encouraged on tracts large enough to accommodate ten or more dwellings.

(5) New multifamily residential dwellings may be allowed in a planned unit development if otherwise allowed in the base zone.

(6) New single family attached, multifamily, and mixed use housing may be allowed in some of the City's commercial zones. Residential densities in these commercial zones may not exceed those in a High-Density Residential district.

(7) Manufactured dwellings used for residential purposes will be permitted in manufactured dwelling parks or special subdivisions that meet appropriate standards, such as screening and street access requirements. Manufactured dwellings shall also be allowed on individual lots in some of the City's residential zone as permitted uses, subject to standards.

(8) Residential developers will generally be responsible for providing streets, utilities, storm drainage facilities and other improvements necessary for the development of a housing site. Some of these responsibilities are discussed further in the Public Facilities and Services, Transportation and Natural Features sections of this Plan.

(9) The City supports the efforts of the Northwest Oregon Housing Association, U.S. Department of Agriculture and other organizations to make funds available for rehabilitation or winterization of local housing. Consideration will be given to adopting a housing code to help insure that this and other housing is kept up to minimum standards.

(10) The City shall encourage establishment of a system which would make it possible for every jurisdiction in the County to get its fair share of subsidized housing. In connection with this activity, the City shall support efforts of developers, non-profit groups, public agencies and others to evaluate the desirability of public lands in the County for subsidized housing and, when feasible, to make use of sites appropriate for this purpose.

(11) The City will zone adequate land to meet identified future housing needs for a broad range of housing types, including single-family attached and detached homes, manufactured homes, duplexes and multi-family dwellings.

(12) The City will encourage the use of sustainable development and building materials including use of energy efficient materials and design principles.

(13) The City will ensure compliance with federal and state fair housing laws, which affirm access to housing opportunities for all people in Warrenton.

SECTION 3.400 STRATEGIES

(1) Help identify opportunities for builders and developers to consolidate buildable land to promote more efficient development.

(2) Regularly update the City's inventory of buildable land (at least every five years) and use it to both identify housing development opportunities and assess the ability to meet future housing needs. If growth is occurring at a faster rate than previously predicted, work with the County to update the county's coordinated population forecast and the City's housing needs analysis.

(3) Discourage development within the R-40 zone until services have been provided in those areas and land has been rezoned to urban densities (e.g., R-10 or RM).

(4) Provide water and sewer services to land designated as R-40 to allow for urban level development.

- (5) Rezone R-10 land as needed in the future to meet the need for multi-family housing types and/or single-family residential housing on smaller lots as needed based on housing market conditions and updated housing needs analyses.
- (6) Work with the development community to ensure creation of new housing that meets identified future needs.
- (7) Monitor public facility capacity to ensure that proposed new residential developments can be adequately served by water, sewer, transportation, drainage and other public facilities.
- (8) Consider passing an ordinance requiring replacement of affordable housing in conjunction with closure of manufactured home parks.
- (9) Support statewide efforts to allow for inclusionary housing and affordable housing funding mechanisms currently prohibited or not allowed by state law, such as real estate transfer taxes or “flipping fees.”
- (10) Consider waiving or deferring city fees such as development fees or system development charges for affordable housing projects that meet defined criteria and result in permanently affordable housing.
- (11) Support mechanisms and organizations that help reduce the cost of or leverage other monies to develop affordable housing such as community land trust, housing trust funds or similar entities.
- (12) Consider the use of density bonuses or other incentives to encourage the development of affordable housing.
- (13) Work with other public agencies and/or other organizations to provide or assist in paying for technical assistance for housing projects targeted to households with low or moderate incomes developed by nonprofit organizations.
- (14) Work with state and federal agencies, and other organizations to acquire and bank vacant or underutilized properties, including urban reserve lands, for the future development of housing affordable to households with low and very low incomes.
- (15) Negotiate agreements to develop housing affordable to residents with low or moderate incomes on lands to be annexed.
- (16) Advocate for national and state funding from the National Housing Trust Fund, Oregon Housing Trust Fund, and Lenders Tax Credit.

ARTICLE 9 ECONOMY (2007 Buildable Lands Inventory does not apply to a developer/property owner's right to development. The Zoning and Wetland Maps apply to ability to develop.)

SECTION 9.100 FINDINGS - Statewide Planning Goal 9 is intended to identify existing and emerging economic opportunities within the Warrenton Urban Growth Boundary (UGB). This work includes a buildable lands inventory and an Economic Opportunities Analysis consistent with the rules and requirements of Oregon Land Use Planning Goal 9 (Economy), OAR 660-009-0015, and the "Industrial and Other Employment Lands Analysis Guidebook" (2005).¹ A goal is to establish a clear economic development direction for Warrenton that is consistent with local, regional, and state market trends and planning policies. The following steps have been taken to ensure that the City of Warrenton meets these objectives:

- Identify employment opportunities and trends for the next 20 years.
- Ensure an adequate supply of land within the City's urban growth boundary (UGB) to meet 20-year employment needs.
- Identify long-term (20-year) land needs for additional employment, considering the following factors:
 - Projected 20-year employment forecasts, considering population projections, current mix of employment, projected future industry trends and other factors.
 - Factors that determine land needs for specific types of employment uses.
 - Locational factors related to different types of businesses and employment areas.
 - Identify amount of land in each zoning designation needed to accommodate projected employment.
- Conduct an inventory of "buildable" land within the City's UGB that is zoned to allow for employment development.
- Compare the supply of land in different employment zones to the estimated need for employment in each zone to ensure that there is enough land within the City's UGB and that it is zoned appropriately to meet long term employment needs.

(1) Economic Data and Assumptions

The Economic Opportunities Analysis is based on data derived from a number of sources.

- The US Census – demographics, employment, industry data

¹ Oregon Department of Land Conservation and Development, Goal 9 Industrial and Other Employment Lands Guidebook, by Cogan Owens Cogan and Otak, Inc., 2005.

- Oregon Employment Department 10-Year Forecast for Clatsop County,
- County Business Patterns
- Oregon Prospector
- Applied Geographic Solutions
- Proprietary economic data (ESRI BIS, Urban Land Institute, Marketek, Inc.)
- Demographic data is for 2000–2005
- Future projections are for the years 2005-2025.
- Information was coordinated by Cogan Owens Cogan, LLC and Marketek, Incorporated. Marketek bases assumptions upon the analysis of composite and comparison data. Further refinement of data will take place as the process progresses and additional information becomes available.
- Future Projections: For the retail spending potential and supportable square feet (2005 – 2025): the analysis uses the county population projections and a constant persons per household of 2.44 to determine household units.

(2) Current Businesses and Economic Conditions

Warrenton has a natural resource-based economy which is closely intertwined with the economy of the County as a whole. Wood processing, food processing and commercial fishing are three of the natural resource-oriented activities which have been particularly important to the City's economy historically. These economic activities have significantly benefited trade and service establishments in the downtown area, Highway 101 corridor, and other locations. Trade and service firms have also benefited from tourists visiting Fort Stevens State Park, using local marinas, and traveling through the City on US Highway 101. Recent economic drivers in the City include large scale commercial development, especially along the Highway 101 corridor. Following is summary of current conditions in Warrenton based on US Census and other economic and demographic data.

- Total business establishments rose from 182 in 2000 to 185 in 2004, reflecting strong growth for a small community. Employees in business establishments increased from 2,045 in 2000 to 2,228 in 2004.
- Employment is concentrated in Retail Trade (32%), Manufacturing (25.5%), and Services (21.4%). The manufacturing employment is relatively high, reflecting a more balanced economy than many rural communities do and generally healthier wages than retail or services.
- Total percentage of establishments and number of employees for businesses in Warrenton are as follows:
 - 1-4 employees - 63.8%
 - 5-9 employees - 17.6%

- 10-19 employees - 11.6%
- 20-49 employees - 4.0%
- 250-499 employees - two employers (less than one percent of firms but a more significant percentage of overall employment)
- Average travel time to work is 21.3 minutes
- Unlike other coastal communities that see a growing retiree population, Warrenton's median age is 37.3 years, which nearly parallels the state average (37.6 years)

(3) **Land Use and Zoning**

The City limits encompass an area of about 10,500 acres, or approximately 16.4 square miles. The unincorporated Urban Growth Boundary area adds approximately another 120 acres to the urban land base. Eight (8) zoning designations allow commercial and/or industrial development.

- General Commercial (C-1)
- Commercial Mixed Use (C-MU)
- Marine Commercial (C-2)
- Recreational Commercial (RC)
- General Industrial (I-1)
- Water Dependent Industrial Shorelands (I-2)
- Urban Recreational Resort (URR) (There is no longer any land with this designation within the city,)
- Aquatic Development (A-1)

(4) **Future Economic Development Conditions**

While the local economy of Warrenton has been dependent on manufacturing, fisheries, and forest products, new jobs are anticipated within the retail and service sectors. Much of Warrenton's future commercial demand will be tied to an expanding retail market of the North Coast and the opportunities presented by the redevelopment of key opportunity sites within the community—most notably the County-owned and other property along Highway 101 Business and the Dolphin Avenue area and along the harbor. Warrenton serves as a retail hub for the Seaside, Gearhart and Astoria market areas. Growth in these areas, as well as Warrenton will continue to increase the demand for retail services in Warrenton. Commercial services will also play an important part as new development and re-development of sites along the harbor, Skipanon River and in city center take place, as does the increased visitor use of the Fort Stevens State Park continue.

Implementation of industrial and commercial development strategies in Warrenton's Comprehensive Plan are critical to attracting and sustaining the resource-based manufacturing, food processing, and services for local, national and international markets. In addition, as the residential growth of coastal

communities takes place, retail for North Coast residents and the visitor market will be key. With the investment planned or occurring through these and other key community initiatives, Warrenton is poised to fulfill the market vision of being the destination retail center on the northern Oregon coast.

Recommendations for changes to the Comprehensive Plan are intended to encourage cooperation and coordination with businesses and regional economic development efforts such as the Clatsop County Economic Development Division, Columbia-Pacific Economic Development District (Col-Pac), NW Oregon Economic Alliance and the Northwest Oregon Regional Partnership; strengthening and enhancing Warrenton’s downtown core and helping existing businesses expand locally. Encouraging more tourism and home occupations within the City are proposed to diversify the local economy.

(5) Vacant and redevelopable land supply

Table 1 shows the total supply of net buildable lands for commercial and industrial employment. There are more than 467 net acres of vacant, partially vacant and redevelopable employment lands zoned within Warrenton’s UGB. Employment lands include parcels zoned as A1, C-1, C-2, RC, commercial and I-1 and I-2, industrial. Approximately 179 acres of land are zoned for commercial use and located along Highway 101 and in the Hammond area. While there are 288.1 acres of vacant industrial land, the A-1, Aquatic Development District zone also allows some level of industrial use, totaling 19.7 acres. There are only three lots in this designation, which are all categorized as redevelopable. We’ve apportioned 50% of the land designated Commercial Mixed Use (CMU) to commercial uses.

Table 1. Buildable Employment Lands (Acres)

Zone	Supply	Parcels	Allowed Uses
Commercial	179.33	289	Commercial
Industrial	288.07	126	Industrial
Total	467.4	415	

Source: Cogan Owens Cogan

(6) Retail Expenditures

Table 2. Retail Expenditure Potential (Exhibit R-1) shows the potential for retail expenditures 2005 – 2025, broken out by merchandise or service category. Note that in the year 2025, 180,186 square feet of commercial space will be needed to fulfill the needs for shoppers and convenience goods, restaurants, entertainment/recreation and personal services. This translates into over \$42 million in potential sales for the city and UGB market area only. This does not account for regional or visitor sales, which could significantly increase the sales and retail square footage requirements. These projections are consistent with our estimates of future commercial land needs.

A demand analysis for office space was not conducted. However, the space for office is included in the commercial land inventory. There is no need for additional land beyond that already identified in our analysis to accommodate office and other service job growth through the planning horizon.

(7) **Job Density**

Job density or the number of jobs per net acre is used to estimate how many jobs, on average, will be accommodated per acre of development. Net acres assume land taken out for public facilities and land constraints. The assumptions used for Warrenton follow:

Table 3. Jobs per Net Acre for Employment Sectors

Employment Sector	Jobs Per Net Acre
Industrial	8
Commercial	16
Institutions/Government	6
Other/Uncovered Employment	6

These densities are typical of smaller communities in Oregon. Overall, the Warrenton area has the land and development potential to satisfy the needs of future population growth over the next 20 years. The supply of land far exceeds the needs for commercial and industrial job growth.

(8) **Project Land Need and Ability to Meet Needs**

The projected 5-year demand for employment lands and associated facilities is 28.62 acres and the 20-year demand totals 85.85 acres.² This results in a surplus of about 439 acres to accommodate jobs in the next 5 years and about 382 acres to accommodate jobs over the next 20 years. Table 4 shows that the majority of surplus land is designated for industrial uses, which does not allow development of commercial uses. Some of this land is in the process of being rezoned from a combination of commercial, institutional and residential uses. Warrenton can expect the majority of future jobs to be the manufacturing, commercial and service sectors. Specifically, employment projections show the greatest increase in jobs coming from the manufacturing, retail trade, services, and tourism industries. Analysis assumes that Warrenton will continue to capture a relatively high share of the county's manufacturing and commercial service jobs, while maintaining a relatively lower, but consistent share of other jobs.

Institutional, government and "other/uncovered" employment is anticipated to come from both industrial and commercial designations. The surplus totals in Table 4 capture the demand for these types of jobs, hence the surplus column totals do not add up only the industrial and commercial acreages.

² Source: Economic Opportunities Analysis conducted by Marketek, Inc, and Cogan Owens Cogan.

Table 4. Employment Lands Needs by Industry Type (Acres)

	Supply	5-Year Demand	5-Year Surplus/(Deficit)	20-Year Demand	20-Year Surplus/(Deficit)
Industrial ¹	288.1	6.9	281.14	20.8	267.3
Commercial ²	179.3	14.4	164.93	43.2	136.1
Institutional/Gov't ³		6.1		18.3	
Other/Uncovered Employment		1.2		3.5	
Total	467.4	28.6	438.8	85.8	381.5

¹ Includes I-1 and I-2 zones

² Includes C-1, C-2, RC zones. CMU vacant lands are apportioned 50% of their acreage to the Commercial category

³ It is assumed that institutional and government and “other/uncovered” jobs will be accommodated in existing industrial and commercial lands. Some jobs associated with Fort Stevens Park will be accommodated within Parks/Open Space. Surplus calculation totals reflect demand for all four categories.

Source: Cogan Owens Cogan

SECTION 9.200 GOAL

- (1) Retain, strengthen and expand the City’s economic development activities to ensure that adequate land, funds, infrastructure, and services are available to meet the needs for jobs and industry.
- (2) Promote cooperative economic development partnerships.
- (3) Strengthen and enhance a strong commercial core within the City of Warrenton.

SECTION 9.300 POLICIES

Section 9.310 City Economy

- (1) Ensure sufficient land is zoned for business development, expanding public facilities and services, carrying out various economic growth projects, obtaining adequate funding for activities to achieve economic gains, and undertaking other appropriate economic development actions.
- (2) Encourage and support local industrial development in order to diversify beyond the City's three predominant industrial sectors (wood processing, seafood processing and commercial fishing), while maintaining strong support for these sectors.

- (3) Work closely with individuals and organizations to increase desired industrial, general commercial and tourist commercial activities in Warrenton. Tourist-oriented establishments shall be encouraged to locate in Warrenton.
- (4) Encourage present employers to expand their operations and aid them in doing what is necessary to maintain an economic base for employment within the City.
- (5) Work with the local business community to strengthen the downtown commercial area as an important tourist and commercial center.
- (6) Maintain an adequate supply of vacant commercial, industrial and waterfront development property to provide for the economic growth of the community.
- (7) Work with the Clatsop County Economic Development Council and other related agencies and organizations to strengthen Warrenton's economy.
- (8) Encourage residents, businesses and civic organizations to shop locally.
- (9) Encourage successful home-based businesses.
- (10) Institute a business license requirement for individuals and companies conducting business in Warrenton.
- (11) Ensure public facilities and services are available to serve existing and prospective new businesses.
- (12) Work with the Port of Astoria, community groups, and local businesses to identify and implement effective economic development strategies.
- (13) Maintain and enhance all public infrastructure to create a pleasant and convenient business environment (from signage and pocket parks to sidewalks and parking lots)
- (14) Concentrate/encourage small business and infill development in the core and not on the edges of the community
- (15) Ensure zoning allows for higher density, mixed-use development in the commercial core.
- (16) Protect historic resources such as downtown buildings to maintain local character and attract visitors.
- (17) Support the development and maintenance of a property inventory.

Section 9.320 Strategies

- (1) Sufficient space shall be zoned for business growth and development activities and, to the extent practical, the capacity of streets and public facilities and services will be expanded to meet their needs. Expansion of water and sewer system capacity and the efficient use of the present capacity will be particularly critical for some establishments, such as fish processing firms.
- (2) The City will encourage the development of the area between East Harbor Drive, Marlin Avenue and US Highway 101 as a regional shopping center complex.
- (3) Undertake activities to provide, protect and enhance scenic and recreational attractions in the area. The City Commission will choose a committee or organization to help evaluate, initiate and carry out appropriate tourist-oriented projects.
- (4) A group will be appointed by the City Commission to assist in selecting economic development projects for the Economic Development Administration (EDA) funding list. It should also investigate other potential sources of non-local funds for these projects.
- (5) Fees from business licenses and/or lodging taxes should be used primarily to benefit the local economy, including helping to pay for tourist-oriented projects.
- (6) The City will cooperate with the Port district to improve road access, utility service levels and other infrastructure to help develop the industrial park.
- (7) The City supports efforts by Clatsop County to develop a new county fairgrounds site and light industrial park at the Alumax property in the UGB.
- (8) Prepare and keep updated a current inventory of available buildings and land with complete data, including price, features, utilities, infrastructure, maps, photos or contact information. If selected properties are known to soon be vacant, include those in the review.
- (9) Determine which properties are ready for occupancy and which need renovation or complete site prep and development. Evaluate the condition, property owner attitude, price competitiveness and other factors to assess true market readiness.