

**City of Rainier  
Housing Committee Meeting  
November 14, 2022  
6 p.m.  
Rainier City Hall**

City Administrator W. Scott Jorgensen called the meeting to order at 6:05 p.m.

**Committee Members Present:** Connie Budge, Terry Deaton, Jeremy Howell, Randall Johnstun and Paul Rice

**Committee Members Absent:** Mike Avent and Paul Langner

**City Staff Present:** W. Scott Jorgensen, City Administrator

**Flag Salute**

**Visitor Comments:** There were no visitor comments at this time.

**Consider Approval of the Consent Agenda**

Consider Approval of the October 10, 2022 Housing Committee Meeting Minutes—Connie Budge moved to approve the consent agenda. That motion was seconded by Terry Deaton and adopted unanimously.

**Unfinished Business**

a. Possible Urban Growth Boundary Land Swap—Jorgensen said he had a meeting with representatives from the Oregon Department of Land Conservation and Development (DLCD). The city will have to prove that it will have the same amount of buildable land in its UGB after the swap. But lands with slopes of 25 degrees or greater or that is in a 100-year flood plain are not considered buildable. The city also has to prove that it can provide infrastructure to the areas it adds. In terms of process, the city has to submit a post-acknowledgement plan to DLCD. That will include a staff report with findings and projected dates for the first and final hearings. A study area has to be defined and established, and has to be half an acre outside of the current UGB. Properties that are prone to landslides and floods can be excluded from the study area. The staff report has to include a prioritization of lands to come into the UGB, with non-resource lands like rural residential coming first, then marginal lands and then farm and forest lands being last. Then the Planning Commission holds a hearing to recommend adoption of the new boundaries and revised maps. The county has to hold a separate set of hearings because this process requires it to amend its comprehensive plan. The county has to agree with what is being proposed. He plans to approach the county about this in January after the new commissioner takes office. The city council would then adopt an ordinance codifying the new boundaries and revised maps and the board of commissioners has to do the same. Then the city provides DLCD with a notice of the adopted change. DLCD reviews the materials and there is a timeline for appeal. The last step is that DLCD acknowledges the plan amendment. He presented the latest map of the proposed areas to be removed from and added to the UGB. He pointed out that Mayor Jerry Cole favored removing more areas from the south side of town because of the topography. Budge said this process will have to include getting input from property owners of affected areas. Jeremy Howell said that

the area between Meserve Road and Old Rainier Road may actually be developable and shouldn't be removed. Deaton said there are some properties immediately west of city limits that could be added. There were also discussions about properties in other areas, including the east part of town and around Neer City. It was determined that most of the properties on either side of the city's watershed are privately owned timber lands. Howell pointed out that city would have to take over the roads of any areas it eventually annexes and that should be a consideration. Parts of Old Rainier Road are in pretty bad shape. Randy Johnstun said that some of the property owners to the east of the school district property would be opposed to being included in the UGB. Jorgensen said he will take those proposed changes to the county assessor's office and bring new maps to the next meeting.

b. Rezoning Opportunities—Jorgensen said he recently toured the church property. Paul Rice said he's thinking about converting some of the space into apartments. Budge asked about the possibility of having assisted living there. She presented a petition that was given to the city council years ago with 163 signatures asking for more senior housing. Rice said the property is currently zoned for residential. He can do offices and non-profits currently located there are allowed to expand. Jorgensen said he was contacted by an individual who represents the owners of some property on the west side of town. They were asking about putting an RV park there, but the city's code doesn't allow for that in any zone. Howell said there are issues with RV parks. Committee members expressed concerns about having an RV park or tiny home village in that area, as it's the first thing people would see when crossing the bridge into town. There was a discussion about the noise, light and traffic issues on the west side of town. Deaton said that Rockcrest already has traffic issues. Howell said he could support that area being zoned for mixed use. Deaton said that area could easily connect to different trails.

### **New Business**

a. Selection of Vice Chair—Rice moved to nominate Howell as vice chair. Howell said he would accept. The motion was seconded by Johnstun and adopted unanimously.

b. Housing Needs Analysis Study— Jorgensen said he included some materials from the study in the meeting packet. The group that did the study had a more recent meeting in which many specific suggestions were made about how to change the city's code to allow for more housing development. He got that slideshow after the packet for this meeting had already gone out. But he can include it in the next meeting packet and see if that group can present to the committee.

Jorgensen adjourned the meeting at 7:48 p.m.

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Paul Langner, Chair

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W. Scott Jorgensen, City Administrator

**City of Rainier  
Housing Committee Meeting  
December 12, 2022  
6 p.m.  
Rainier City Hall**

Vice Chair Jeremy Howell called the meeting to order at 6:05 p.m.

**Committee Members Present:** Connie Budge, Jeremy Howell and Randall Johnstun

**Committee Members Absent:** Mike Avent, Terry Deaton, Paul Langner and Paul Rice

**City Staff Present:** W. Scott Jorgensen, City Administrator

**Flag Salute**

**Visitor Comments:** There were no visitor comments at this time.

**Consider Approval of the Consent Agenda**

Consider Approval of the November 14, 2022 Housing Committee Meeting Minutes—This item was tabled to the next meeting due to lack of a quorum.

**New Business**

- a. Housing Study Presentation by Cascadia Partners—Rachel Cotton said that Cascadia Partners is working with the county, other local cities and partners on a housing implementation plan. City Administrator W. Scott Jorgensen said he’s been attending those meetings and thought the committee members would benefit from hearing the information that was shared at the last one. Planning Commission will be doing some code changes and updates, and some of the suggestions from the presentation could be included in those. Cotton said Cascadia Partners wants local knowledge to inform the plan. The county, Col-Pac and Columbia Economic Team are all involved in this effort. It’s being funded by the Department of Land Conservation and Development and is looking at the area’s short and long-term housing needs. The area has low vacancy rates, rising rents, a lack of new housing and older housing stock. NEXT Renewables is planning a huge project at Port Westward that will require thousands of workers, many of whom will be coming to the area. The county must prepare for the influx of temporary and permanent housing that will be necessary to accommodate it. Jorgensen said that housing will still be a big need, even if the project doesn’t go through. Cotton said Rainier could see the demand for 100 to 200 temporary housing units. She recommends that the county anticipate accommodating those without displacing current residents. An estimated 100 to 235 permanent housing units will be required in Rainier. Jorgensen said that temporary housing may be difficult. The hotels in town function as more of long-term, low-income housing. But the city has the regulatory framework in place for short-term rentals through an ordinance that was passed by council. The city can help to inform residents of any opportunity to rent out extra bedrooms to those workers and made the licensing process very simple. Cotton said Cascadia Partners did a zoning code audit of the participating cities. Cascadia Partners is making a series of recommendations pertaining to housing types, minimum lot sizes and parking regulations. Some of the recommendations involve updating allowed uses in some zones

to allow for broader housing types. Councilor Connie Budge said that reducing parking requirements would cause there to be more on-street parking. Many residents have larger pickup trucks, as well as boats and trailers. Cotton said the city's current housing stock consists of 60 percent single family homes, which is lower than the state average. Rainier has 16 percent of its housing as duplexes and townhomes and has more of a mix than many communities. The recommended changes include allowing Accessory Dwelling Units (ADUs) in lower density residential areas. Jorgensen said that may be a good option for accommodating temporary housing needs. Cotton said another recommendation is to allow cottage clusters. They're smaller homes with a common courtyard and the same density as apartment buildings, but lower cost. Urling asked if they would be individual units. Cotton said there is flexibility. The property itself would be a condo model, but there's typically ownership of individual units. Budge said that may be a good option for senior housing. Cotton said that duplexes are listed as a conditional use in some zones. The recommendation is to allow them outright. Another recommendation is to limit the setback and design standards for ADUs. Urling asked if manufactured housing could be combined with cottage clusters. Cotton said it can be. Another series of recommendations had to do with lowering the required minimum lot sizes for different housing types in multiple zones. Triplexes are a conditional use in R-2 zones, the recommendation is that they be allowed outright. There was a discussion about reducing parking requirements, but the general consensus was that such changes would not be a good fit for the community.

**Unfinished Business**

- a. Urban Growth Boundary Land Swap—Committee members agreed by consensus to table this matter until the next meeting.

Howell adjourned the meeting at 7:41 p.m.

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Paul Langner, Chair

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W. Scott Jorgensen, City Administrator





# Columbia County Housing Implementation Plan

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Rainier Housing Committee Presentation

December 12, 2022



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## Project Background

Columbia County, in partnership with the Col-Pac and the Columbia Economic Team, is working with Cascadia Partners to prepare a housing implementation plan.

The project will help Columbia County, participant cities of Clatskanie, Columbia City, **Rainier**, and Vernonia and other partners identify and implement a set of strategies and actions to help address both short-term and long-term housing needs.

### Key baseline housing issues that drove this project

- Low vacancy rates
- Rising prices and rents
- Lack of new housing development
- Older housing stock in need of rehabilitation

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## NEXT Renewables



NEXT Renewables will be adding both temporary and permanent jobs to the area, as well as anticipated indirect and induced jobs.

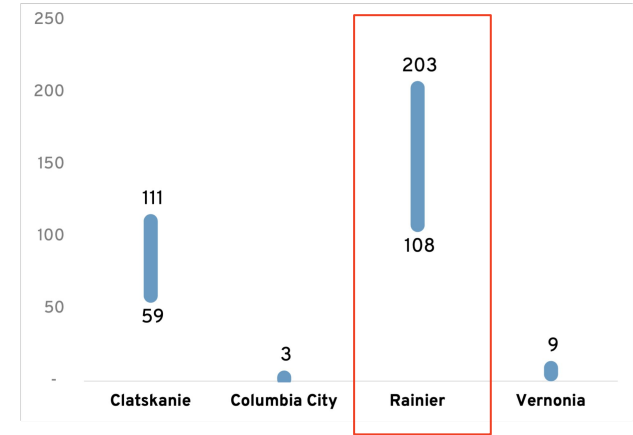
## PORT WESTWARD

NEXT Renewable Fuels Oregon, LLC is planning to build and operate a renewable green diesel fuel processing facility located at the Port Westward Industrial Park near Clatskanie in Columbia County, Oregon.

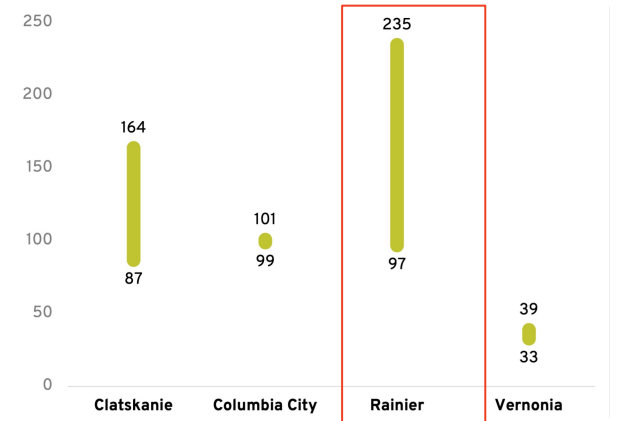
# Housing Need Context

- The Housing Needs Scenarios forecasted the number of temporary and permanent housing units needed in the participant cities.
- Temporary Housing Needs associated with NEXT Renewables project:
  - Approximately 500-600 workers will arrive in RVs or travel trailers brought by incoming workers. They will need space and facilities.
  - About 1,200 additional temporary housing units are projected to be needed. 50-60% of those units are projected to be located in Columbia County.
  - Clatskanie could see demand for approximately 60-100 units and **Rainier could see demand for 100-200 temporary housing units.** Columbia City and Vernonia are unlikely to see substantial new demand.
- Permanent Housing Needs: Long-term employment gains associated with the NEXT Renewables project will also increase demand for permanent housing. An additional 680-980 units are projected to be needed due to the project, with roughly 30% of those units needed in the participant cities. **Rainier could see demand for 100-235 permanent housing units.**

Number of Temporary Housing Units Needed, 2023-2025



Number of Permanent Housing Units Needed, 2022-2042



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# Local Policy Analysis

1. Task Background and Purpose
2. Overview of Recommended Zoning Changes
3. Housing Types
4. Minimum Lot Size
5. Parking
6. System Development Charges

## Task Background and Purpose

- A zoning code audit was conducted for the four cities to understand potential barriers to needed housing.
- This audit is intended to lay out a set of recommended zoning changes to facilitate development of needed housing, as well as prepare communities for housing market pressures that could result from new growth.
- The recommended zoning changes should be refined after further input from local officials and residents and further study of local context.



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# Overview of Recommended Zoning Code Changes



## **Housing Types**

Allow a broader range of housing types in residential zones in order to provide more housing options, especially lower cost housing types.



## **Minimum Lot Size**

Reduce minimum lot sizes for key housing types to remove a barrier to infill development and promote efficient use of land.



## **Parking Regulations**

Reduce minimum parking requirements in order to reduce barriers to multi-family housing development.

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# Overview of Recommended Zoning Code Changes

There are six total recommendations for zoning changes across the three categories.

## Housing Types

- 1 **Update allowed uses** to allow for broader housing types
- 2 **Update allowances for manufactured housing** to comply with state law
- 3 **Remove barriers to ADUs** by providing more flexibility on certain standards

## Minimum Lot Size

- 4 **Reduce minimum lot sizes** for key housing types
- 5 **Update minimum lot sizes for manufactured dwelling parks** to comply with state law

## Parking Regulations

- 6 **Reduce minimum parking requirements** to reduce barriers to and lower the cost of multi-family housing development



# Housing Types

- 1 Update allowed uses to allow for a broader range of housing types
- 2 Update allowances for manufactured housing to comply with state law
- 3 Remove barriers to ADUs by providing more flexibility on certain standards



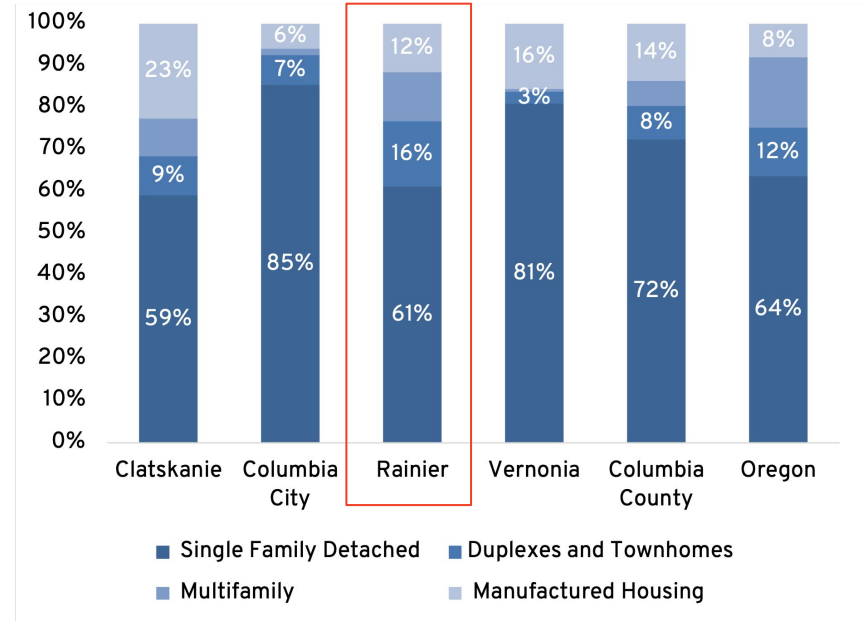
# Housing Types - Allow for Broader Housing Types

Housing types that may be market-feasible in Columbia County and meet a variety of needs were identified in the Housing Prototypes and Strategies document:

- Manufactured Housing
- Modular/Prefabricated Housing
- Single-Family Detached
- Accessory Dwelling Units
- Duplex/Triplex/Quadplex
- Townhouses
- Cottage Cluster Housing
- Walkup Apartments
- Micro Apartments









































**The current zoning in the four cities limits these housing types in many zones. The following slides identify key zoning changes to allow a wider range of housing types.**

### Current Housing Stock



Source: U.S. Census Bureau, 2015-2019 American Community Survey 5-Year Estimates.

# Housing Types - Rainier

	SR Suburban Residential Zone	R-1 Low Density Residential Zone	R-2 Medium Density Residential Zone	R-3 High Density Residential Zone	
Single-family detached					 Currently permitted
Accessory dwelling unit					 Recommended to be permitted
Cottage cluster					
Duplex / 2-Unit Townhouses					 Currently not permitted
Triplex / 3-Unit Townhouses					
Townhouses (4+ Units)					
Multifamily (4+ Units)					
Manufactured Dwelling					
Manufactured Dwelling Park					 Required to be permitted per state law

*\*Tiny Homes and RVs are not included in this table and will be addressed in the final HIP recommendations (Task 5).*

# Housing Types - Manufactured Housing

## Several cities need to update their zoning code to comply with state statute for manufactured dwellings

- **Background**

- According to ORS 197.314, jurisdictions within UGBs must allow manufactured dwellings on individual lots in all land zoned for single-family residential uses
- According to ORS 197.480, manufactured dwelling parks are required in any zone that has a density range of 6-12 units per acre

- **Manufactured Dwellings.** Clatskanie, Columbia City, and Vernonia must update their allowed uses to include manufactured dwelling in each of their single-family zones

- **Manufactured Dwelling Parks.** Clatskanie, Columbia City, Rainier and Vernonia must update many of their allowed uses in residential zones to include manufactured dwelling parks in each of their single-family zones. Jurisdictions cannot require a manufactured dwelling park to be larger than 1 acre.



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## Housing Types - Accessory Dwelling Units

**Allow for more flexibility for building ADUs by removing barriers such as design standards and owner occupancy requirements.**

- Allow ADUs as interior/attached or detached units
- Do not require the ADU to match the design of the primary house because that is not always desirable for the property owner or neighbors.
- Objective design standards not relating to the main house, such as pitched roofs, window trim, and siding materials, are not significant barriers.
- Do not require additional setbacks beyond the base zone standards and to allow for smaller rear setbacks of 5-10 feet.
- Do not require an additional parking space for an ADU
- Do not require the owner to occupy either the main house or ADU. This can complicate financing of an ADU because lenders cannot comply with the requirement in the event of foreclosure. It also limits future options for homeowners.





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## Housing Types - Cottage Clusters

**Cottage cluster housing is a proven model for delivering smaller, more affordable detached housing, particularly on infill sites.**

- Allow this housing type in residential zones that allow single-family dwellings
- Adopt a maximum floor area cap of 1,000-1,500 square feet in order to encourage smaller, more affordable units.
- Establish a minimum lot size of 10,000-15,000 square feet for cottage cluster.
- Establish new design and site development standards to ensure projects meet the desired intent of the housing type.
- The Department of Land Conservation and Development (DLCD) has developed a model code for cottage cluster housing that larger cities have applied to comply with House Bill 2001.



# Minimum Lot Size

- 1 Reduce minimum lot sizes for key housing types
- 2 Update minimum lot sizes for manufactured dwelling parks to comply with state law



## Minimum Lot Size - Reduce minimum lot sizes for key housing types

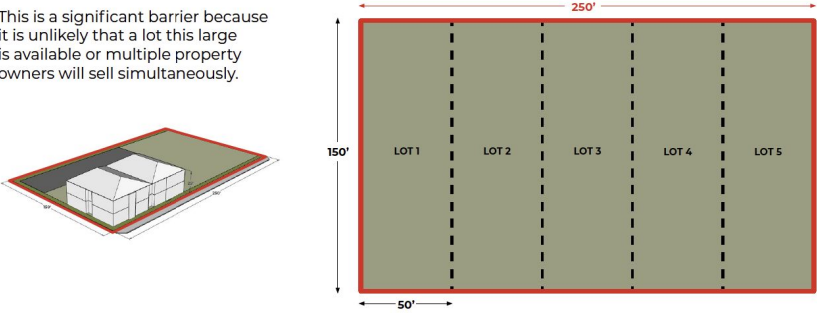
### Minimum lot sizes can make infill projects infeasible on existing lots and discourage compact housing types.

- Reducing minimum lot sizes enables land to be used more efficiently and increases the capacity for needed housing.
- In areas with high construction and land costs the most important factor in the feasibility or affordability of a housing type is allowable density/minimum lot sizes.
- Minimum lot sizes should be aligned with existing lot sizes in order to encourage infill and redevelopment.
- To address concerns about compatibility, consider applying additional standards, such as Floor Area Ratio (FAR) limits or design standards.

**RS ZONE** MULTIPLEX

**A developer would need to acquire up to 5 adjacent lots in order to construct this building.**

This is a significant barrier because it is unlikely that a lot this large is available or multiple property owners will sell simultaneously.



The diagram shows a large rectangular lot measuring 250 feet in width and 150 feet in height. This lot is divided into five equal-width sections, each 50 feet wide, labeled LOT 1 through LOT 5. To the left of the lot, a 3D perspective drawing shows a multi-unit building footprint that spans the width of all five lots. Dimension lines indicate the 250-foot width and 150-foot height of the lot, and a 50-foot width for one of the individual lots.

Example of how minimum lot sizes discourage infill development of townhouses or small apartment buildings (Lander, WY)



## Minimum Lot Size - Rainier

	R-1		R-2		R-3	
	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)	Existing (sf)	Recommended (sf)
Single Family or Manufactured Dwelling	10,000	10,000	6,000	6,000	5,000	5,000
Cottage cluster	–	<b>15,000</b>	–	<b>15,000</b>	–	<b>15,000</b>
Duplex or 2-Unit Townhouses	15,000	<b>10,000</b>	15,000	<b>6,000</b>	8,000	<b>5,000</b>
Triplex or 3-Unit Townhouses	–	–	–	<b>10,000</b>	11,000	<b>7,000</b>
Townhouses (4+ Units)	–	–	3,000/unit	<b>2,500/unit</b>	2,500/unit	<b>1,500/unit</b>
Multifamily (4+ Units)	–	–	–	–	3 units: 11,000 4+ units: 2,000/unit	<b>3 units: 7,000 4+ units: 1,500/unit</b>

*\*SR is not listed because no changes are proposed*

# Parking Regulations

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Reduce minimum parking requirements to reduce barriers to and lower the cost of multi-family housing development



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## Parking Regulations - Direct Financial Cost of Parking

**Providing on-site parking is a major component of the cost of construction, especially for multi-family housing.**

If minimum parking requirements result in excess parking beyond market demand, this excess cost must be offset by the cost of rent.

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### Surface

\$5,000 / space



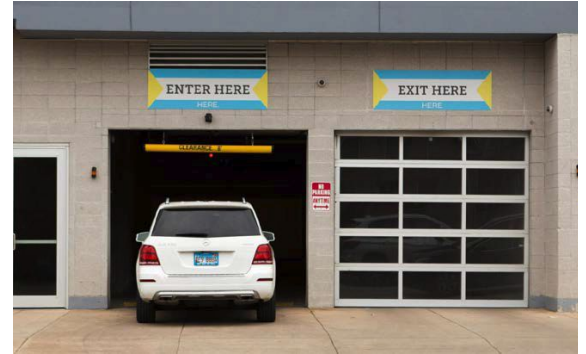
### Tuck Under

\$20,000 / space

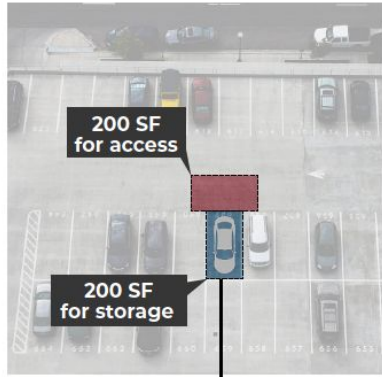


### Structured/Underground

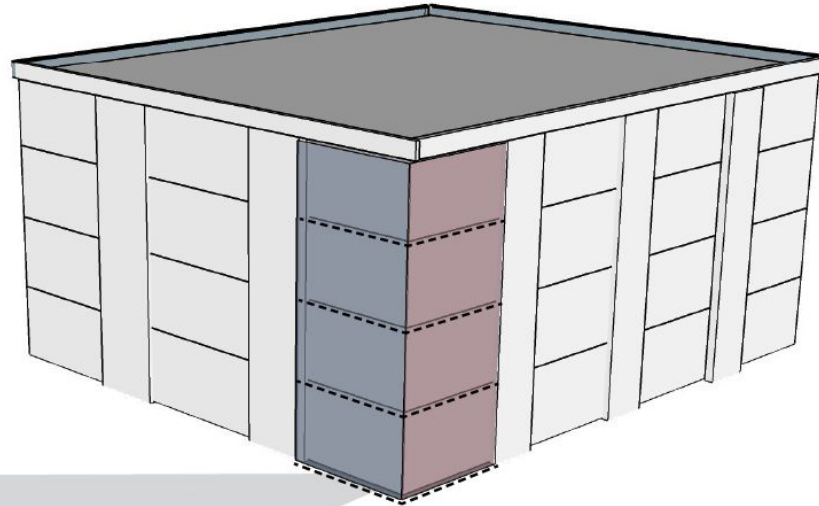
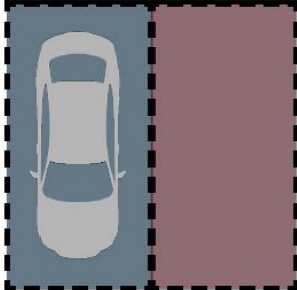
\$20,000-\$40,000 / space



## Parking Regulations - Opportunity Cost of Parking



Need total of 400 SF for every space



**Excess parking spaces also preclude site area from being used for housing.**

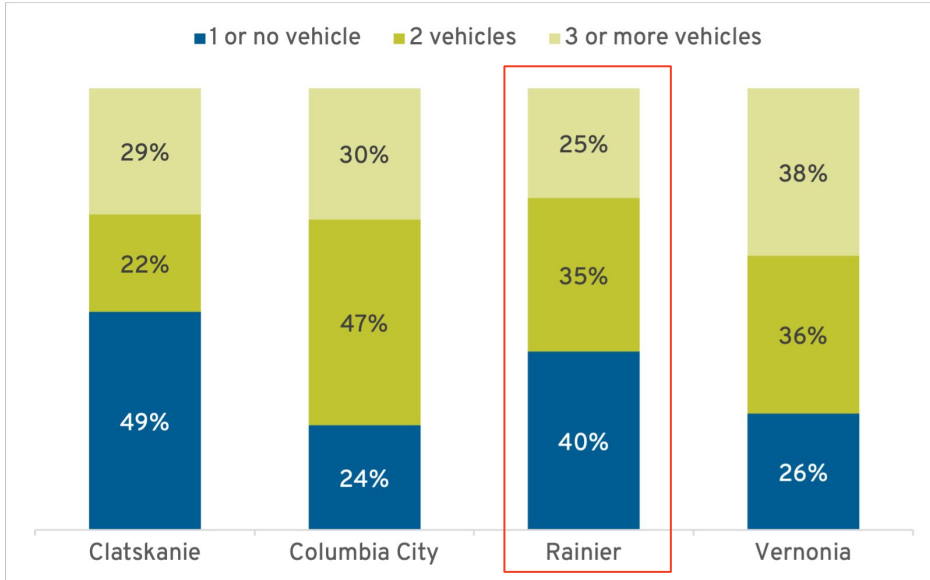
If a four-story building is proposed, every excess parking space leads to a loss of 1,600 square feet of floor area, which equates to a loss of 3-4 dwelling units.

# Parking Regulations - Vehicle Ownership Data

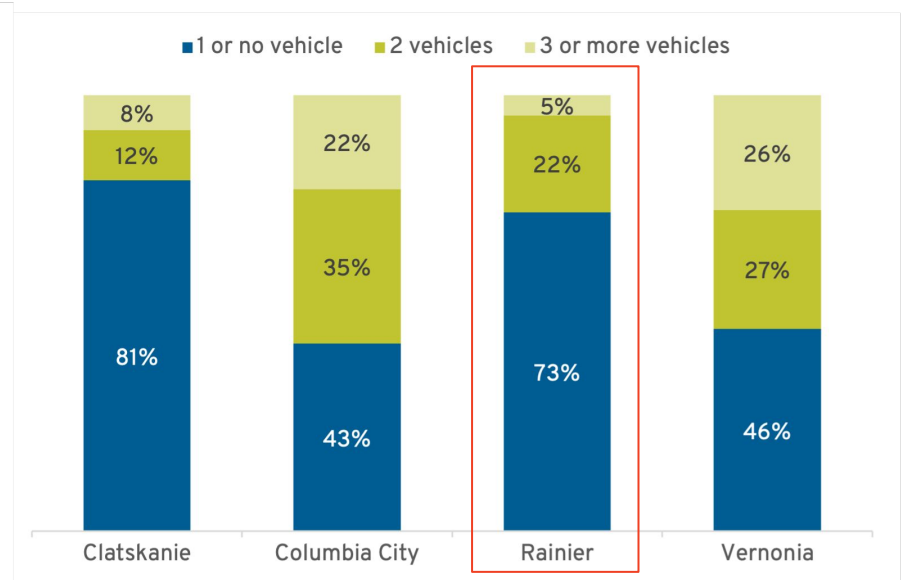
Census data on vehicle ownership indicates that between 25-50% of households only own one vehicle or no vehicles.

Among renter households, it is estimated that 40-80% of own just one vehicle or no vehicles.

### Vehicles Per Household, All Households



### Vehicles Per Household, Renter Households<sup>1</sup>

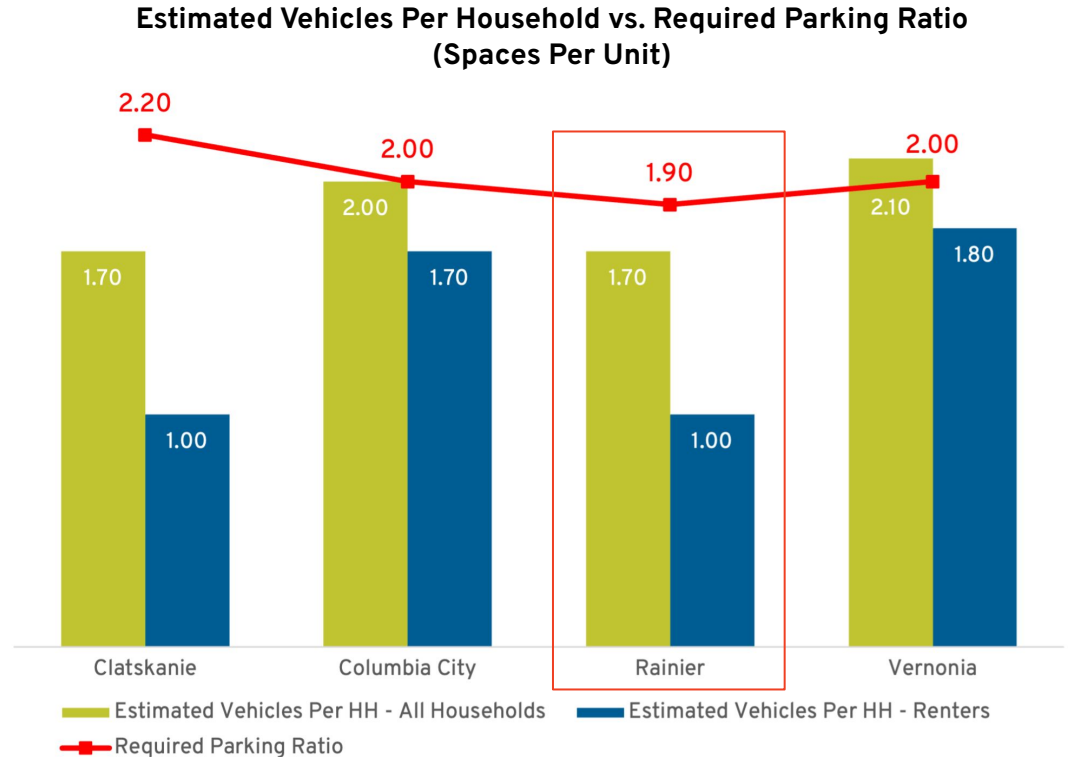


<sup>1</sup> NOTE: This data has a high margin of error due to small sample size.

# Parking Regulations - Vehicle Ownership vs. Parking Requirements

**Current minimum parking requirements likely exceed vehicles per household and result in excess parking supply.**

- Cities currently require an effective parking ratio of about 2 spaces per dwelling unit.
- In Clatskanie and Rainier, this ratio is significantly higher than estimated vehicles per household of 1.0-1.7.
- For a typical 40 unit apartment project, this could result in 20-30 excess parking spaces.
- In Columbia City and Vernonia, parking requirements are more aligned with estimated demand, but may exceed demand for renter households.



<sup>1</sup> Source: Computed from American Community Survey 5-Year Estimates (2015-2020), Table S2504, and local development codes.

## Parking Regulations - Reduce and Scale Parking Requirements by Unit Size

**Recommendation: Reduce parking requirements and scale by unit size to align with estimated demand and reduce barriers to development.**

Consider further reductions or elimination of minimum parking requirements in areas where higher densities are prioritized and for projects with income-restricted affordable units.

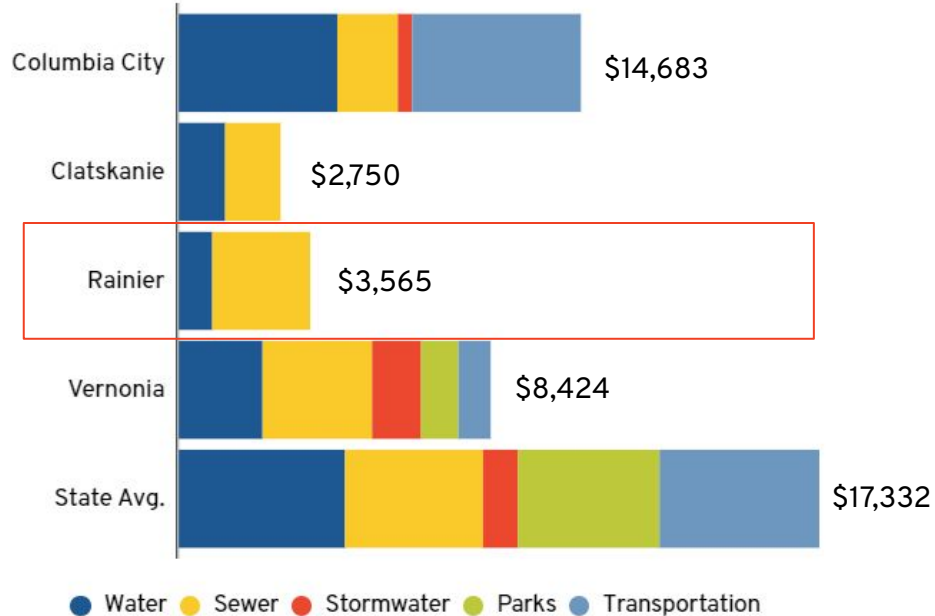
	Current Parking Requirement				Recommended			
	1 BR	2+ BR	3+ BR	Guest	1 BR	2 BR	3+ BR	Guest
Clatskanie	2.0			1 per 5 units	1.0	1.5	2.0	None
Columbia City	1.0	2.0		1 per 3 units				
Rainier	1.5	2.0		1 per 3 units				
Vernonia	2.0			None				

# System Development Charges

**With the exception of Columbia City, all participant cities have SDC rates that are well below state averages.**

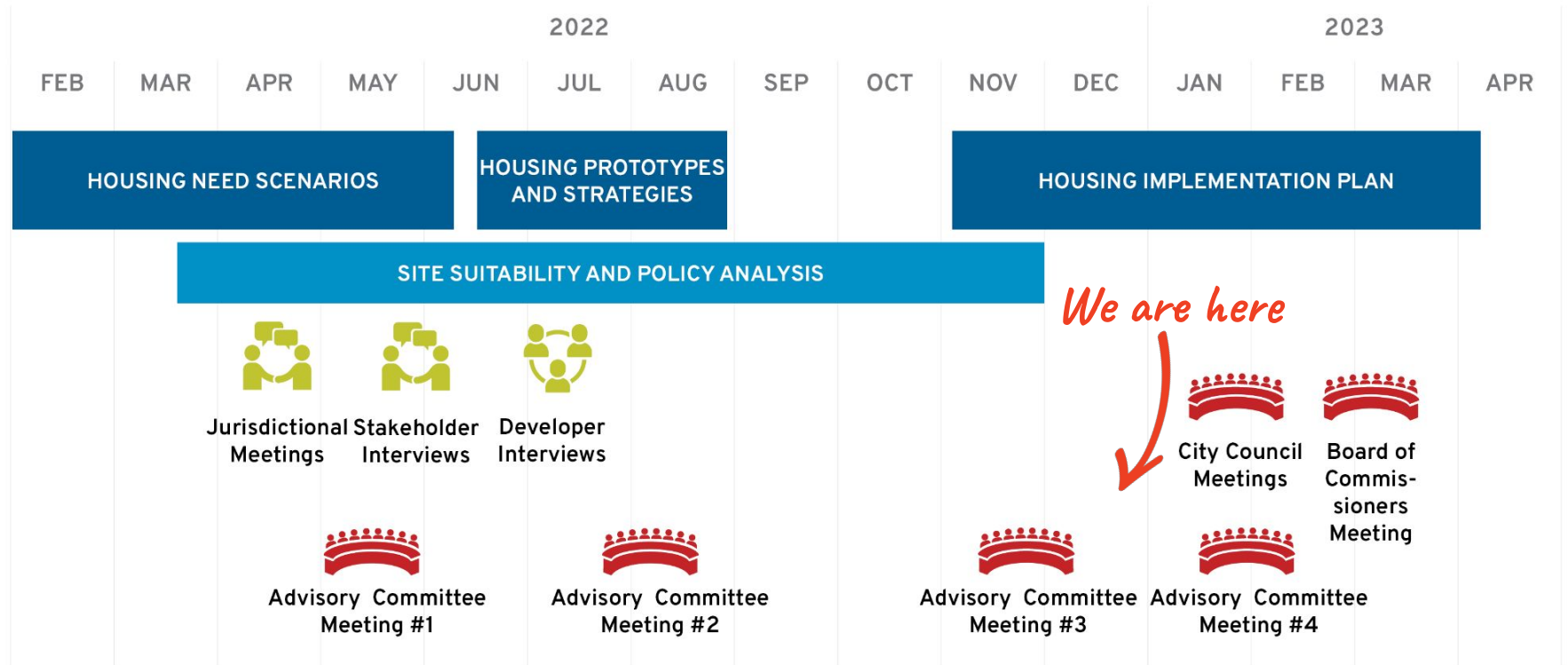
- Columbia City should consider scaling SDCs based on square footage or number of bedrooms.
- All jurisdictions should consider offering financing of SDCs, typically achieved through an installment loan that is repaid over 10 years.
- Jurisdictions could also allow for deferral of the SDC payment to when the Certificate of Occupancy is issued, rather than when the building permit is issued.
  - SDC deferral may more appealing to developers looking to avoid a lien and may require less administrative time to approve and track than financing.
- In addition to considering deferral or financing of SDC payments, jurisdictions are encouraged to provide a reduction or complete waiver for certain developments in order to incentivize production of needed housing types such as income-restricted units and ADUs.

Typical SDCs for Single Family Dwelling





# Next Steps



## Scott Jorgensen

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**From:** Matt Ouellette <mouellet@jhkelly.com>  
**Sent:** Friday, December 30, 2022 11:50 AM  
**To:** Scott Jorgensen  
**Subject:** RE: Quick Question

Hi Scott

- Thank you for reaching out! ADU's seem more and more common. It tends to be a cost effective way for multi-generational living.
- I have seen cluster dwellings done right. I would suggest a strong pre-application conference for this type of construction. It might be good for your consultants to draft a pre-app.
- I of course support duplex development in R-1 and the reduced lot size.
- Same with townhouse. Kalama has a similar code that works well.

Overall really good stuff. I would absolutely build again in Rainier. It was a positive experience. You and your staff are to be commended. The County had its share of struggles but Suzie was great to work with and an asset to the County.

Hope your new year is fantastic.

Talk soon

Matt

**From:** Scott Jorgensen <Sjorgensen@cityofrainier.com>  
**Sent:** Friday, December 30, 2022 10:35 AM  
**To:** Matt Ouellette <mouellet@jhkelly.com>  
**Subject:** Quick Question

**Matt,**

**I hope your holidays are going well.**

**A group of consultants recently went through our development code and made a series of recommendations. The whole idea is to make changes that could facilitate more housing development.**

**From your perspective, would any of the following actually do that, and/or work in Rainier? What do you think?**

- Permit ADUs in Suburban Residential (SR), low density residential (R-1) and medium density residential (R-2) zones
- Permit cottage cluster housing in R-1, R2 and high density residential (R-3) zones
- Permit duplexes and/or two-unit townhouses in R-1 zones
- Reduce minimum lot size for duplexes and/or two-unit townhouses in R-1 zoning from 15,000 to 10,000 square feet
- Reduce minimum lot size for duplexes and/or two-unit townhouses in R-2 zoning from 15,000 to 6,000 square feet
- Reduce minimum lot size for townhouses with four or more units in R-2 zoning from 3,000 square feet/unit to 2,500 square feet/unit
- Reduce minimum lot size for duplexes and/or two-unit townhouses in R-3 zoning from 8,000 to 5,000 square feet

### Areas per Zoning Category

<b>OLD UGB:</b>	<b>1066 ac</b>	
<b>COL. CO. ZONE</b>	<b>Proposed Area Removed</b>	<b>Proposed Area Added</b>
<b>INDUSTRIAL</b> <i>(M1, M2)</i>	0 ac	0 ac
<b>COMMERCIAL</b> <i>(C-3, EC)</i>	0 ac	0 ac
<b>RESIDENTIAL</b> <i>(MFR, R-10)</i>	559 ac	442 ac
<b>RESOURCE LAND</b> <i>(PA-80, PF-80, FA-80)</i>	126 ac	224 ac
Community Service Institutional (CS-I)	0 ac	54 ac

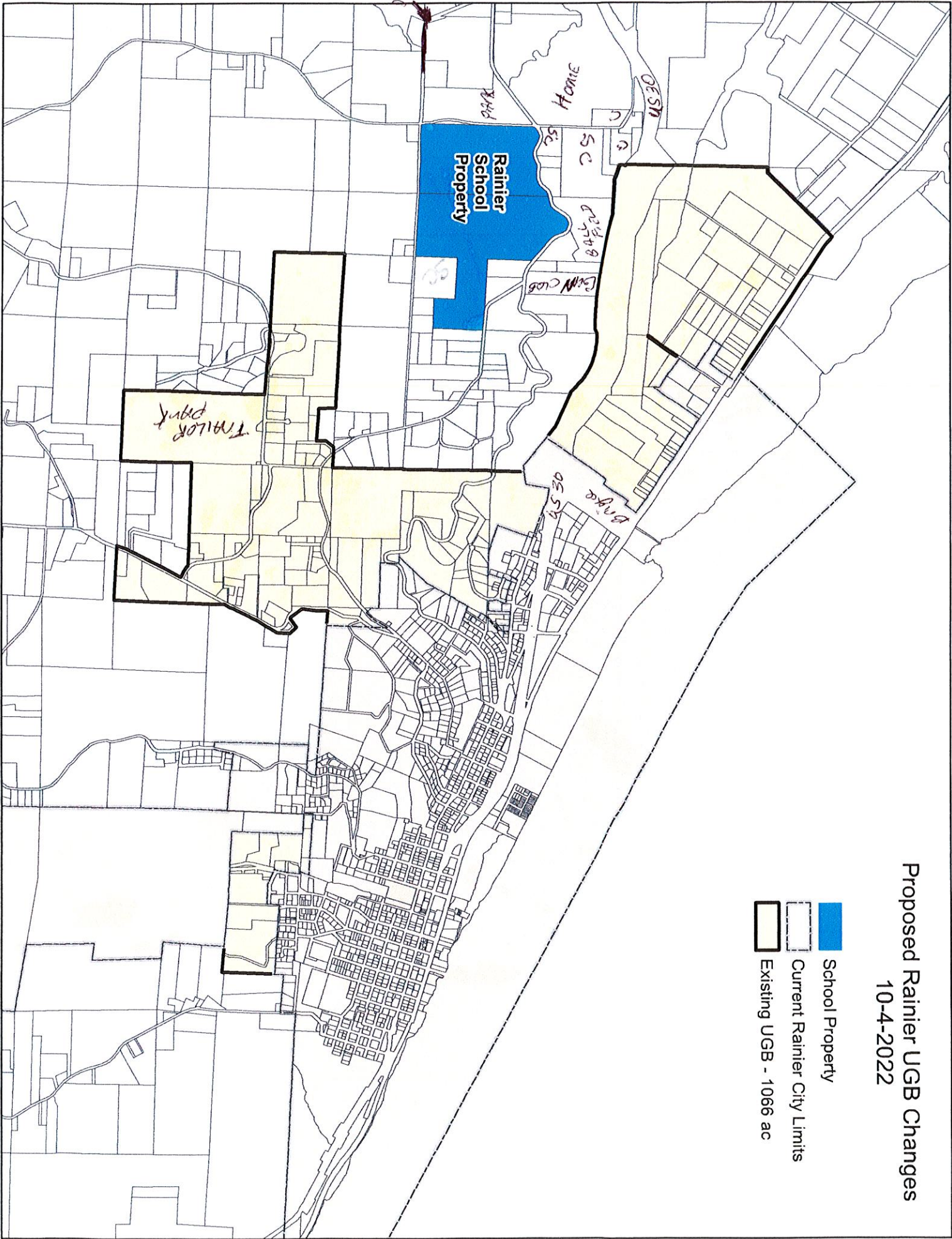
Subtotal:

<b>TOTAL:</b>	685 ac	720 ac
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<b>NEW UGB:</b>	<b>1101 ac</b>
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# Proposed Rainier UGB Changes 10-4-2022

-  School Property
-  Current Rainier City Limits
-  Existing UGB - 1066 ac

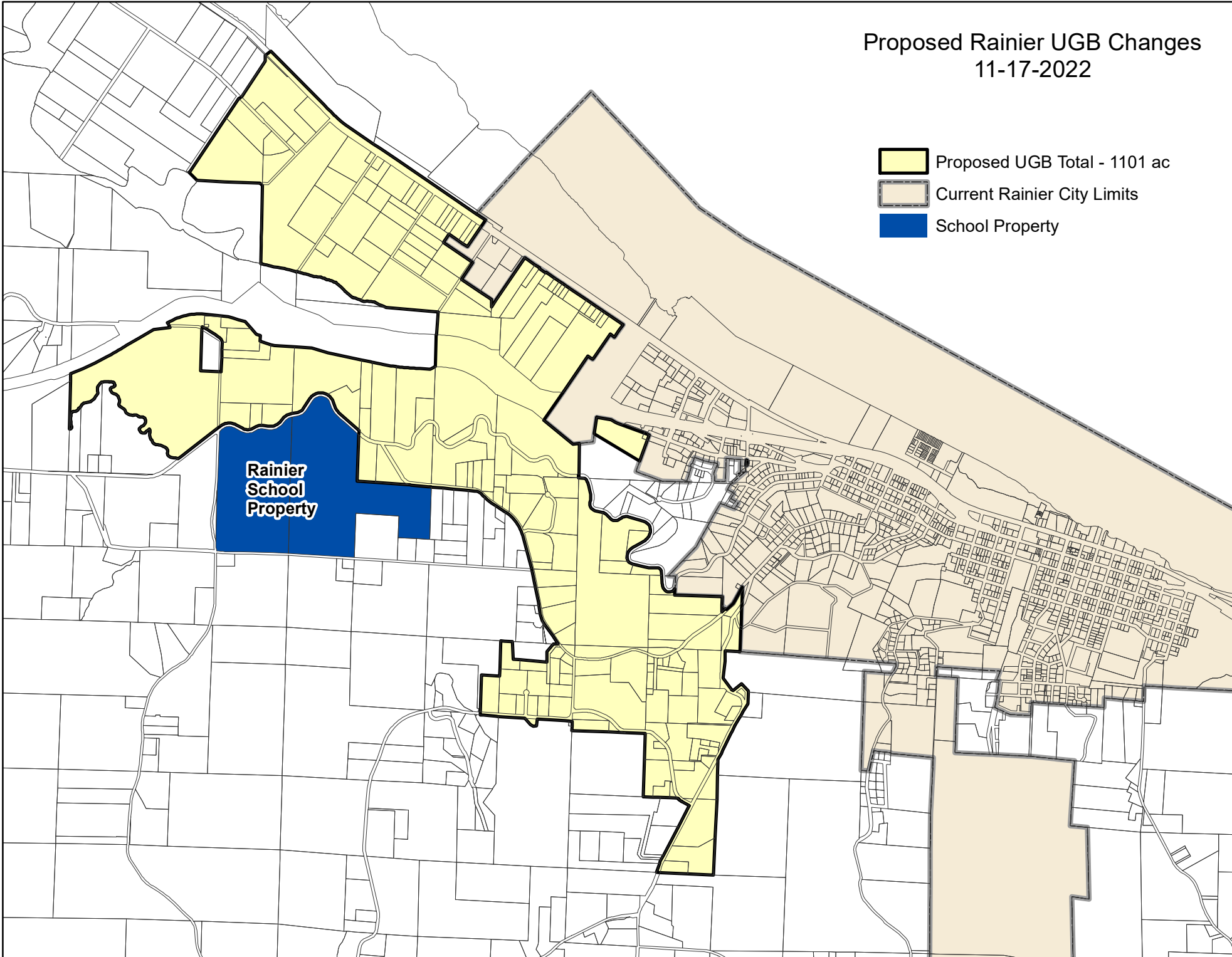






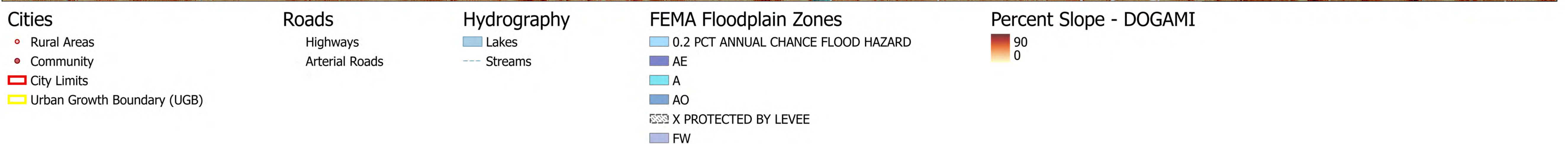
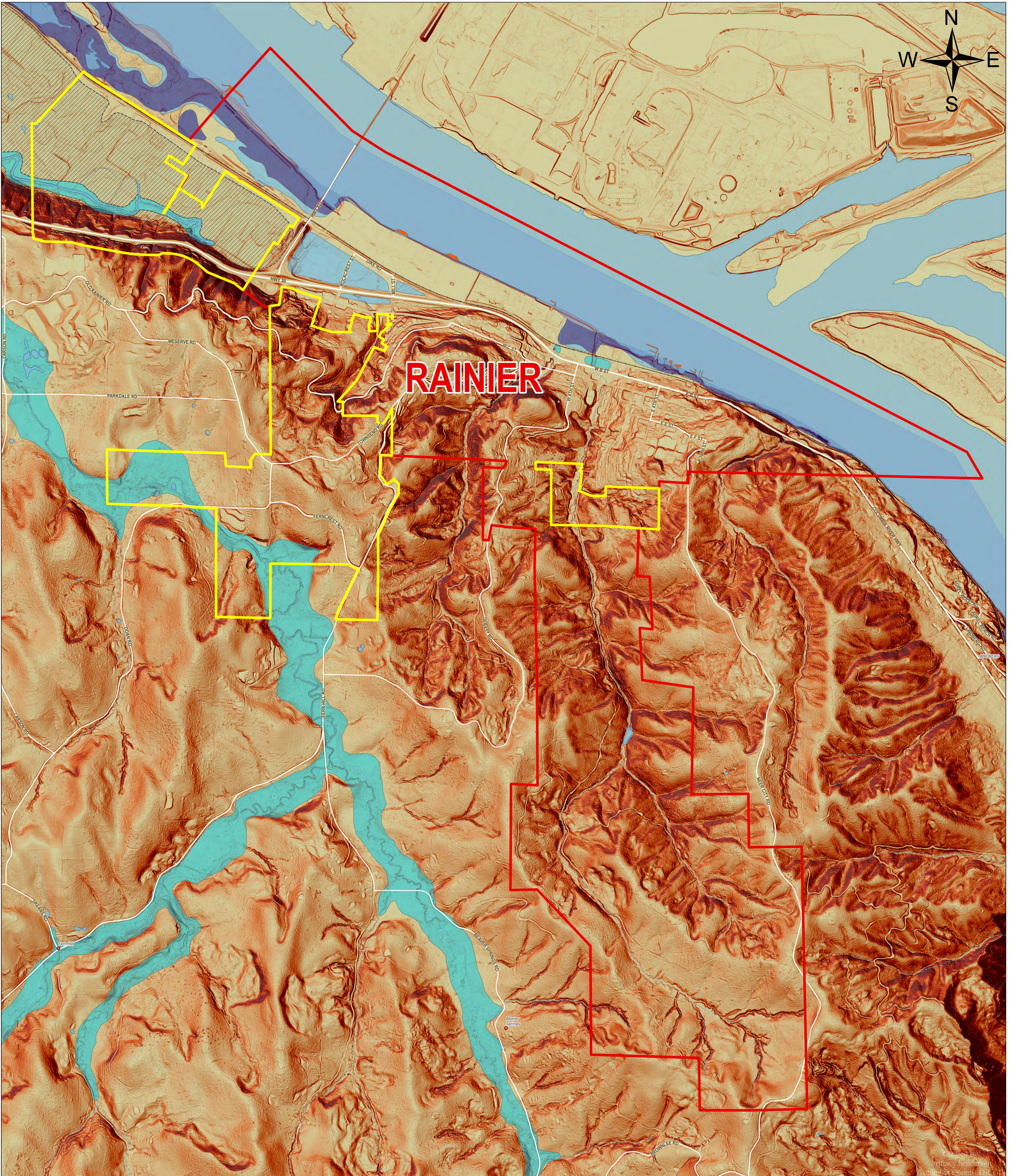
Proposed Rainier UGB Changes  
11-17-2022

- Proposed UGB Total - 1101 ac
- Current Rainier City Limits
- School Property





# Slope & Flood Zones of Rainier, OR



Created by  
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Columbia County, OR GIS



