

ORDINANCE NO. 874

AN ORDINANCE AMENDING THE TRANSPORTATION, POLICE AND FIRE SERVICES INVENTORY SECTION OF THE SCAPPOOSE COMPREHENSIVE PLAN

WHEREAS, the Transportation, Fire and Police Inventory sections of the Comprehensive Plan have not been updated since 1991 and do not accurately represent current conditions; and

WHEREAS, amending the Transportation Inventory section based on information from the current Transportation System Plan will provide an accurate inventory of the transportation infrastructure within the City.; and

WHEREAS, the Fire Marshal and Chief of Police have provided updates in relation to the Fire and Police Inventory sections to reflect current conditions; and

WHEREAS, legal and public notices have been provided as required by law; and

WHEREAS, the Planning Commission held a hearing on the application on September 13, 2018 and the City Council held hearings on the application on October 1, 2018 and October 15, 2018; now therefore,

THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:

Section 1. The Transportation, Fire and Police Inventory sections of the Scappoose Comprehensive Plan are hereby amended as indicated in **Exhibit 1**, attached hereto and hereby incorporated by reference.

Section 2. In support of this ordinance, the City Council adopts the recommendation of the Scappoose Planning Commission and the findings of fact in the updated Staff Report dated September 13, 2018, attached hereto as **Exhibit 2**.

Section 3. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining portions hereof.

Section 4. This ordinance is effective 30 days after passage.

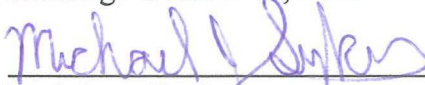
PASSED AND ADOPTED by the City Council this 15th day of October 2018 and signed by the Mayor and City Recorder in authentication of its passage.

CITY OF SCAPPOOSE, OREGON



Scott Burge, Mayor

First Reading: October 1, 2018
Second Reading: October 15, 2018

Attest: 

Michael J. Sykes, City Manager

ORDINANCE NO. 874

In the text below, language to be omitted is ~~strikethrough~~, and proposed language additions are double underlined.

Transportation

Preface

~~As suggested elsewhere in this document, the elements that constitute a city are all interrelated. With transportation, that relationship is quite visible: 30% of the local populace commute to work in Multnomah County; the City's future industrial growth may partly depend on the success of the local airport. Additionally, the future residential growth of Scappoose shall be dependent on Portland's transportation initiatives.~~

~~The Department of Transportation recently completed the widening of Highway 30 to four lanes. Currently, there are four traffic lanes from Portland to the City which has created a reduction in travel time. This widening is expected to have an impact on the City. The DOT is currently conducting a Highway 30 corridor study to determine that impact. If access through the northwest industrial section of Portland is improved, commuting time from Scappoose will decrease, and the City will become more attractive to many exurbanites seeking a small town setting.~~

Roads

~~Within the City of Scappoose there are approximately 20 miles of roads. Of this total, approximately 1.9 miles are State roads, 6.3 miles County roads, 9.5 miles City streets, and the remaining 2.3 miles of streets are either public or private ways. Maintenance and improvements are the responsibility of the respective owners. Some forms of Federal and State aid are available for State, County and City roads. The State Highway U.S. 30, is on the federal aid primary system. This facility is eligible for 86% federal funds for improvements. Maintenance is performed by the State Highway Department. All County roads within Scappoose, are federal aid secondary roads. These facilities are also eligible for 86% federal funding for improvements; however, the 14% remaining local match differs. With the federal aid primary roads (FAP) the State contributes the local match. For secondary system roads the State, County and City may participate in the local match. This depends on two things: (1) whether or not the particular facility is coincident with the State System; and (2) the local arrangement in cases when the facility is not on the State system. City streets receive improvements and maintenance funds from proportionate shares of State gasoline tax revenues.~~

~~With the improvements completed to Highway 30, Scappoose faces a critical question in regard to future road improvements: can the local arterial street system be redesigned to accommodate new traffic patterns and reinforce existing and future land uses.~~

U.S. 30

Currently, the improvements to widen Highway 30 identified in the ODOT Six Year Plan have been completed in Scappoose. Traffic volumes have been increasing steadily with significant increases due to local growth.

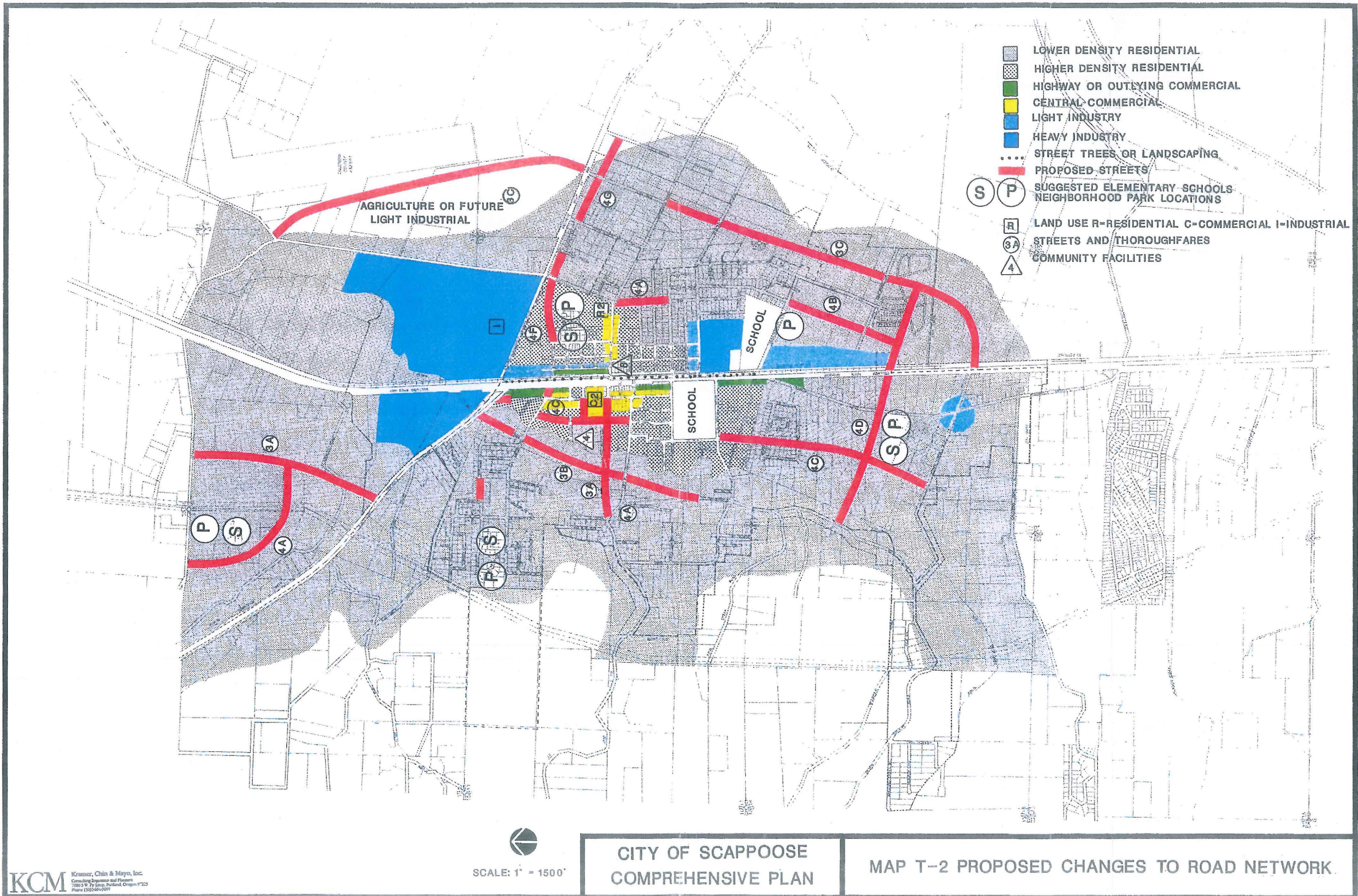
Traffic Volumes – U.S. 30 Scappoose Vicinity

1971-1975

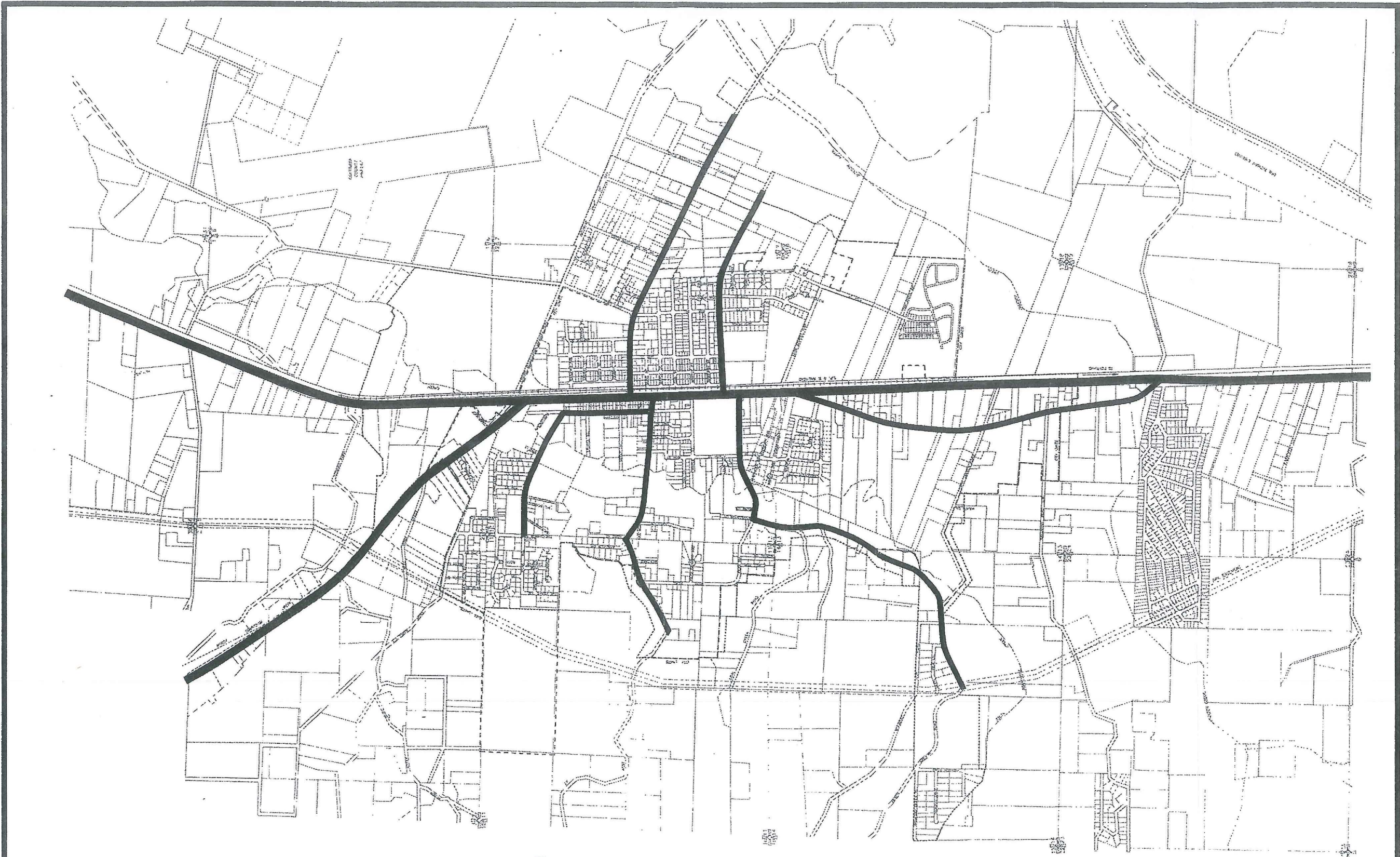
Table T-1

Location	1971	1973	1974	1975	1973-1975
	ADT	ADT	ADT	ADT	Average Annual Increase
County Lines	8,100	8,700	8,600	9,000	100
South City Limits	7,900	8,500	8,400	8,800	100
North Watts Road	9,700	12,400	11,700	12,00	133
South of Columbia Ave	10,300	11,600	12,000	12,300	233
North of Columbia Ave	9,600	10,900	11,200	11,500	200
South of Scappoose-					
Vernonia Hwy	8,200	9,100	9,400	9,800	233
North City Limits	7,700	8,400	8,500	8,900	166
1.87 Mi. North of Scappoose	7,800	8,500	8,500	8,900	100

Map T-2 Proposed streets



Map T-1: Major Roads in Scappoose



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

MAP T-1 MAJOR ROADS

Other Roads

Map T-1 illustrates the major traffic routes in Scappoose. Besides Highway 30, Scappoose-Vernonia Highway is the only road serving as a regional corridor; it intersects Highway 30 in the northern part of the City, and does not really play a role in intra-city circulation.

Columbia Avenue, J.P. West Road, E.M. Watts Road, E.J. Smith Road, Old Portland Road, Maple and Elm Streets are the major routes for carrying intra-city traffic. Each runs into Highway 30, and that is part of the problem; they run into, but with the exception of Maple & Columbia, do not cross Highway 30. The result is a network of streets that really are not coordinated with one another, and which have to cross the railroad to get to the other side of town.

Another aspect of the problem is that most of these streets go east-west, and there is no north-south connector other than Highway 30.

The City's 1966 Comprehensive Plan proposed many changes to this network, as Map T-2 illustrates. These proposals are quite logical, but implementation has been, and will continue to be, a problem. The City's major tool for accomplishing any of these proposals is the Subdivision Ordinance. Now it realistically appears that only a 4th Street extension south, an east-west road connecting Watts and Highway 30 and the extension of 6th Street can be completed in the coming years.

In the development of future roads, the City has to be especially cognizant of what the ramifications will be with regard to congestion on the Highway. If access roads empty onto the highway too close together, they will create unsafe bottlenecks; likewise, if too many access ways intersect the Highway, there will be additional dangers.

Taxi and Bus

There is no taxi service in Scappoose. As for buses, Greyhound offers one daily round trip bus.

The schedule is as follows:

Inbound, Portland - Scappoose

Leave, 4:30 p.m. - 4:59 arrive

Outbound, Scappoose - Astoria

Leave, 4:59 p.m. - 7:15 arrive

Inbound, Astoria - Scappoose

Leave, 9:30 a.m. - 11:55 arrive

Outbound, Scappoose - Portland

Leave, 11:55 a.m. - 12:25 arrive

Carpooling

Informal carpools are a second form of mass transportation for Scappoose residents. A questionnaire taken in December 1989, indicated approximately 5% of the residents were carpooling to work. It is assumed that most carpooling is done by those persons working in Portland. The City of Scappoose maintains a public parking lot for carpoolers next to City Hall; it is also cooperating with St. Helens on the implementation of the City's carpool project. With so many commuters, carpooling may become an important transit mode in the future; for this to happen, however, residents' view of their automobile will first have to change.

Senior Citizens

Senior citizens in Columbia County are fortunate in having a very active, as well as effective organization. Part of their efforts have focused on providing transportation for the elderly by means of 11 vans acquired through various federal grants. Two vans operate out of Scappoose, taking seniors to Portland, St. Helens, and throughout Scappoose. It is estimated one van goes to Portland four times a week. The fee is by donation.

Rail Transportation

The only rail facility within the study area is the rail line operated by Burlington Northern Inc. The line lies easterly and adjacent to the present U.S. 30.

At present, this line receives four through train movements per day plus an undetermined amount of switching movements. Railroad crossings within the City are at grade. With the present number of train movements per day, only minor inconvenience to traffic circulation exists. If train activity increased drastically, there could be some delay in response time for fire vehicles, as it is often necessary to cross the railroad tracks to get to a fire.

Air Transportation

In the northeast corner of the City is the Port of St. Helens' Scappoose Industrial Airpark (SIA), serving residents of South Columbia County and the surrounding area. The Airport is classified as a General Aviation airport by the Federal Aviation Administration (FAA), as an Urban General Aviation airport in the Oregon Aviation Plan, and is an FAA National Plan of Integrated Airport System (NPIAS) facility. The airport supports a broad range of general aviation activity and is home to a variety of airport tenants from private aircraft owners to businesses, but does not offer scheduled passenger service. Undeniably, the airport has a significant economic impact on the City.

The Scappoose Industrial Airpark follows FAA regulations and guidelines, and receives FAA grant funds through the agency's Airport Improvement Project (AIP) program. One FAA requirement is for airports to periodically update their master plans as conditions affecting airport operations and development change. Having a current master plan ensures that the airport meets current design standards and helps to project future needs for all facets of the airport's operation and development. The master plan is also used to determine eligibility for FAA funding for capital projects at the airport. The latest plan was completed in 2016 and is available online.

A key element of SIA's Master Plan, the Airport Layout Plan, depicts and anticipates growth of the airport and adjacent property. Growth at the airport has been steady since the 2008 recession; interest in the airport has been increasing with the finalization of the urban growth boundary expansion and the Oregon Manufacturing and Innovation Center project coming to fruition. With the growth of Scappoose, St. Helens, and Columbia County in general, it is expected that the airport will continue to expand services for users both inside and outside the airport boundaries.

The City of Scappoose implements the Public Use Airport Safety and Compatibility Overlay Zone through Chapter 17.88 of the Scappoose Municipal Code. The purpose of the overlay zone is to prevent airspace conflicts in and around the Scappoose Industrial Airport. This overlay zone is intended to comply with FAA guidance regarding the establishment of obstruction-free airspace, for the runway approaches and surrounding areas, through height restrictions and other land use controls necessary to protect public health, safety and welfare.

Pedestrian and Bicycle Transportation

Pedestrian traffic in the Scappoose residential area is minimal, consisting mostly of school children walking to and from school, or people living within a few blocks of the commercial or shopping centers. Sidewalks, curbs and ramps are practically non-existent in residential areas. The few sidewalks that do exist are found in or near the downtown area. These, however, are mostly in poor repair and not up to grade.

The lack of sidewalks in residential areas forces the pedestrian to walk the extreme edge of streets which consist, in many areas, of loose gravel, causing discomfort and minor irritation. Although auto-pedestrian accidents appear to be few, the hazard still remains, especially for children who act on impulse, darting here and there without thought. It is possible, also, that some adults, especially the older generation, feel that a hazardous condition does exist and are hesitant or fearful to walk residential streets.

The only bicycle paths in Scappoose is the Oregon Loop Bicycle Trail along Highway 30. The conditions with regard to foot traffic are also appropriate to bicycling. An additional hazard with regard to bicycling is that the schools are located right off Highway 30, and few bicyclers can reach them without having contact with that arterial.

Summary

The transportation network of Scappoose cries out for improvements: how to provide access to new areas, yet not create new hazards; how to efficiently divide lands without creating all sorts of bottlenecks; how to locate commerce in strategic locations without ruining the traffic flow of Highway 30; and how to provide safe routes for pedestrians and bicyclists.

City policies for these questions can be found in the General Goals and Policies Section.

Transportation

An efficient transportation system is essential for a successful community because transportation connects people and businesses to goods and services that contribute to a city's well-being, quality of life, and opportunities for growth and development. To ensure that the City's future transportation system is optimized, the City of Scappoose completed a Transportation System Plan (TSP) in 2016 that plans for growth and development over a 20-year span. The TSP is based on a vision of a community that integrates efficient land use with a multi-modal transportation system.

Challenges

Scappoose faces the challenge of accommodating population and employment growth while maintaining acceptable service levels on its transportation network. The transportation system must accommodate highway through traffic, new residents, and thousands of new employees who are expected to work in Scappoose in the next couple of decades. With limited funding for transportation improvements, and built and natural environment challenges, the City must balance its investments to ensure that it can develop and maintain the transportation system adequately to serve the city and everyone who travels in and through Scappoose.

The primary travel barriers in Scappoose include:

- US 30 is a high speed, high traffic volume arterial with a limited number of crossing opportunities.
- The Portland & Western Railroad (PNWR) operates a rail line that runs through Scappoose parallel to US 30, about 50 feet east of the highway. Trains can cause delays of several minutes, restricting access between the east and west sides of Scappoose.
- Steep grades rise on the western edge of the UGB, with a substantial elevation gain west of Scappoose. Canyons (deep drainage ways) also prevent north-south connectivity.
- Scappoose Creek, west of US 30, offers limited crossing opportunities.
- Existing land uses, such as the gravel pit and airport in the northeast part of town limit connectivity opportunities.

U.S. Highway 30 (US 30)

The City of Scappoose is located approximately 30 miles north of Portland on U.S. Highway 30 (US 30). US 30 intersects through the middle of Scappoose and serves as the main north-south arterial road for the City. US 30 is a state highway and is therefore subject to the design criteria in the Oregon Highway Plan and ODOT Highway Design Manual. In the development of future roads, the City has to be especially cognizant of what the ramifications will be with regard to congestion on the Highway. If access roads empty onto the highway too close together, they will create unsafe bottlenecks; likewise, if too many access ways intersect the Highway, there will be additional dangers.

While traffic peaks during both the morning and evening peak periods, the evening peak is higher overall (total of both directions). This is typical in most communities due to more shopping and other trips that occur simultaneously with the evening peak commute traffic. Generally, traffic volumes during the p.m. peak hour on Highway 30 are higher in the central part of Scappoose, near Maple Street and E.M. Watts Road, through the downtown area, and especially at Havlik Drive, at the south end of Scappoose. During the a.m. peak hour volumes along US 30 are higher in the southbound direction and, during the p.m. peak hour, higher in the northbound direction, suggesting that much of the volume is commuter traffic to and from the Portland metro area. Warmer weather brings an influx of visitors to Columbia County destinations and the Oregon Coast via US 30.

Roads

Besides Highway 30, Scappoose-Vernonia Highway is the only road serving as a regional corridor; it intersects Highway 30 in the northern part of the City, and does not really play a role in intra-city circulation. Columbia Avenue, J.P. West Road, E.M. Watts Road, E.J. Smith Road, Old Portland Road, SE High School Way, Havlik Drive, SW Dutch Canyon Road, SE 6th Street,

Maple and Elm Streets are the major routes for carrying intra-city traffic. Figure 9, from the TSP, is included to depict current and future roadway facilities.

Assuming Scappoose does not significantly change its mode split (percentage of users traveling by motor vehicle versus walking, biking or transit), and adds more jobs, residents, and through traffic, the street network in 2035 must accommodate about 12,000 additional motor vehicle trips during the evening peak hour. Today, the Scappoose street network is generally able to handle the evening peak hour motor vehicle trips; however, the number of trips will likely increase by about 70 to 90 percent at intersections along US 30, through the central part of town, by the end of 2035. Much of the increased travel will begin or end in major employment growth areas, especially near the airport, and a smaller number of additional trips will begin or end along US 30 throughout town.

Public Transportation

The Columbia County Rider (CC Rider), a service of Columbia County Transit Division (CCTD), serves Columbia County residents and visitors with bus service between the communities of Scappoose, Clatskanie, Rainier, St. Helens, Vernonia, and many others, including trips to Portland and Kelso/Longview, WA. Five fixed-route transit lines carry passengers to and from various locations within Columbia County and destinations popular among Columbia County residents, such as:

- St. Helens/Scappoose to Hillsboro/Beaverton
- St. Helens/Scappoose to downtown Portland
- Westport/Clatskanie, Rainier, and Longview/Kelso in Washington
- Nehalem Valley
- Columbia Connector: Westport to Portland (Saturday/Sunday only)

The primary transit stop in Scappoose is located at NE 1st and Prairie Street, near City Hall. All CC Rider buses that stop in Scappoose use this stop. There is also an informal park and ride lot at this location.

For more information on current routes and schedules of the CC Rider, please consult the Columbia County Rider website at <http://www.nworegontransit.org/agencies/columbia-county-rider/>.

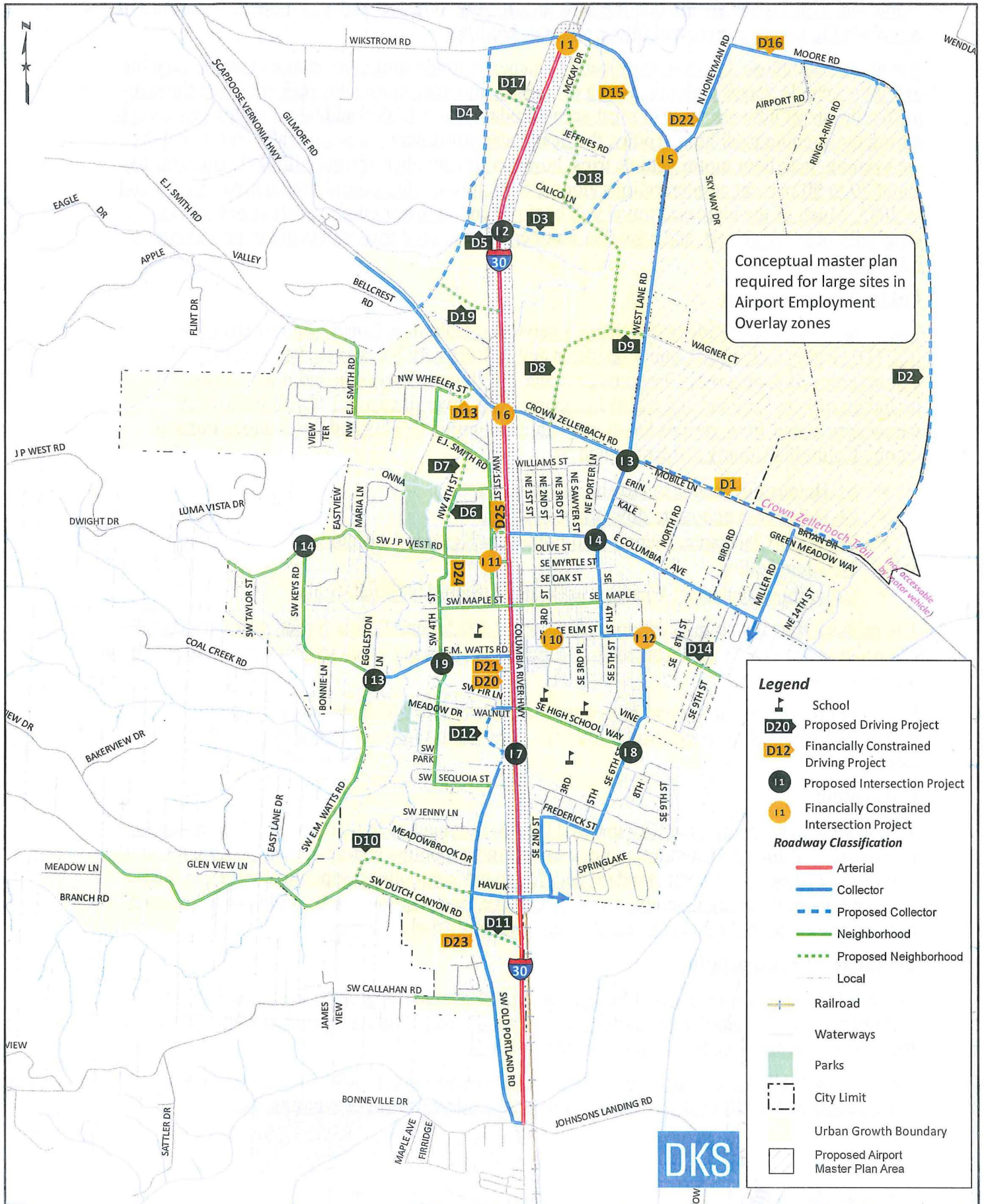
Carpooling

To encourage carpooling, the City updated the development code to allow leniency in parking requirements if the applicant designates carpooling/vanpooling spaces in their parking lot. If the applicant proposes a different standard and designates carpooling/vanpooling spaces in their parking lot, the Planning Commission may approve their request which would allow up to a 5 percent reduction to the standard number of automobile parking spaces.

Pedestrian Transportation

The existing pedestrian system in Scappoose provides a variety of facilities throughout the city. A number of conditions create challenges for pedestrians, including people in wheelchairs and those with hearing or sight limitations. These include:

Lack of sidewalks: There is a lack of sidewalks in many parts of town. This is particularly true in neighborhoods built in an era when constructing sidewalks was not required by local



jurisdictions. Major roadways with significant sidewalk gaps are Old Portland Road, Columbia Avenue, and E.M. Watts Road.

Walking to schools and parks: The pedestrian system does not provide optimal connections for children and families traveling between school, parks, and nearby residential neighborhoods since many neighborhoods do not have sidewalk facilities available. Roadways with significant sidewalk gaps near schools include SW 4th Street, Maple Street, SE 3rd Street, SE 3rd Place, SE Vine Street, SE 5th Street and E.M. Watts Road. J.P. West Road has significant sidewalk gaps connecting to Veterans Park. Providing safe pedestrian and bicycle access to schools and parks is important for reducing short distance vehicle trips and encouraging active transportation.

US 30 through center of town: Sidewalks are provided on most of the west side of US 30. However, there are no sidewalks on either side north of Crown Zellerbach Road and south of the city limits to Johnsons Landing Road. Crosswalks are striped at all signalized intersections on US 30, typically spaced about a one-quarter to one-third mile apart. However, there is a gap of over one-half mile between signals at High School Way and Havlik Drive. No unsignalized marked crosswalks are available on US 30 due to the high speed and high traffic volume on US 30. There are curb extensions on US 30 at Columbia Avenue, which can improve the pedestrian experience. However, these curb extensions are relatively modest and are located only on the west side of the street, limiting their utility.

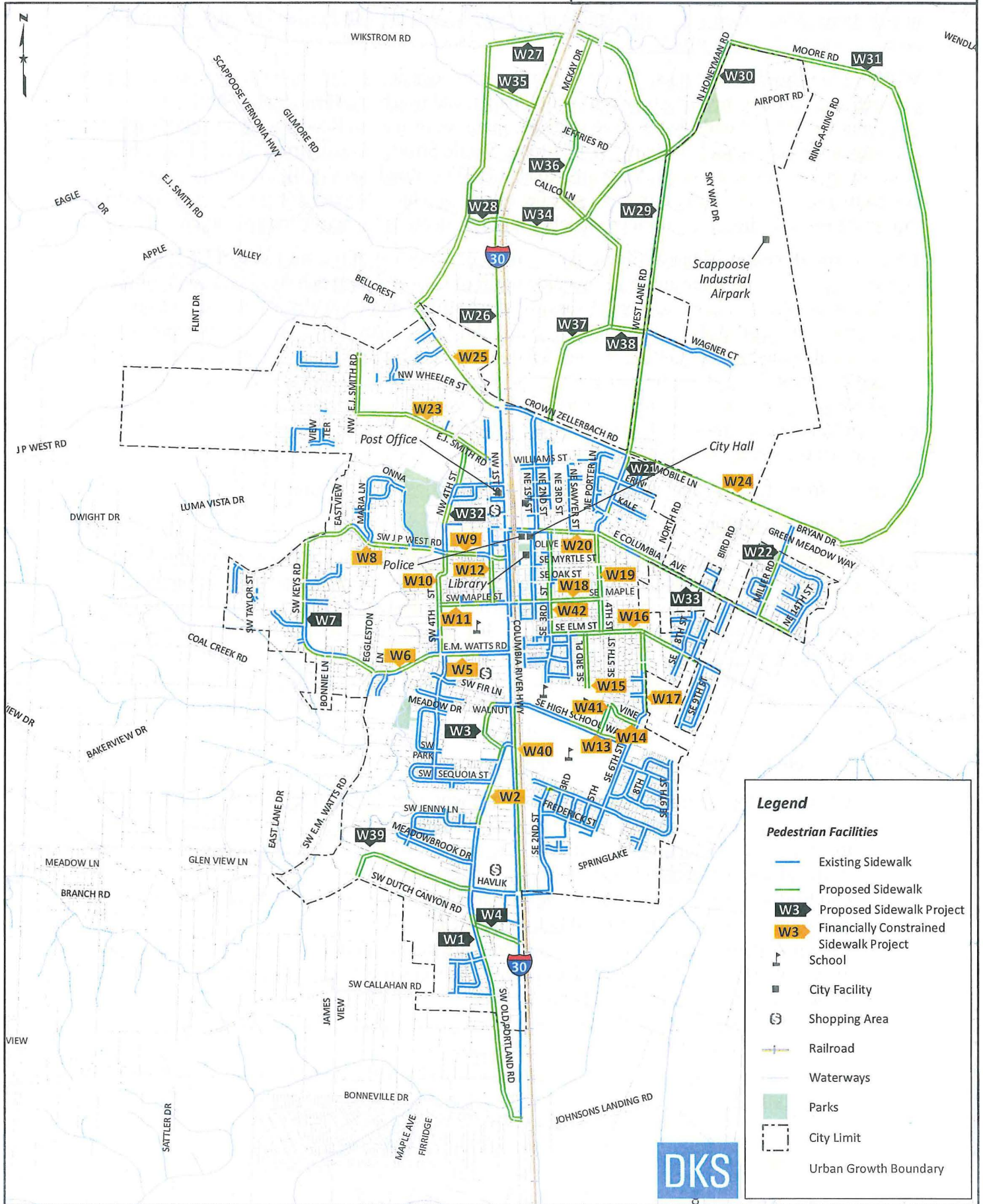
Figure 10, from the TSP, depicts current and proposed pedestrian facilities.

Bicycle Transportation

There are continuous bike lanes on US 30 through Scappoose, which are important on this high speed, high traffic volume facility. However, the bikeway network in Scappoose is incomplete, with limited roadways offering bicycle facilities. The only designated bike lanes in town are on the recently constructed Havlik Drive (east of US 30) and SE 2nd Street between Havlik Drive and Frederick Street, Frederick Street between SE 2nd Street and SE 6th Street, Crown Zellerbach Road between US 30 and West Lane Road, and Old Portland Road between Holland Drive and Bonneville Drive. The majority of the residential areas lack formally designated facilities or routes to connect them to the commercial core.

Existing bicycle facilities in Scappoose are described below:

- US 30: six-foot (minimum) bike lanes are present in both directions along US 30 through Scappoose. These existing facilities provide bicycle access to many of the attractions in town, including shopping and services. Bicyclists traveling longer distances (i.e., between Portland and the Oregon Coast) may also use these facilities.
- Old Portland Road: six-foot bike lanes (or greater) are provided in both directions from just south of Dutch Canyon Road to Bonneville Drive.
- Crown Zellerbach Road: five-foot bike lanes are present in both directions between US 30 and West Road. These bike lanes connect between the two sections of the Crown Zellerbach Trail to both the east and the west.
- Havlik Drive/SE 2nd Street: five-foot bike lanes are present in both directions between US 30 and Frederick Street.
- Frederick Street: six-foot bike lanes are present in both directions between SE 2nd Street and SE 6th Street.



Shared Use Paths

Shared use paths (also referred to as multi-use paths) are used by a variety of non-motorized users, including pedestrians, bicyclists, skateboarders, and runners. Public shared use paths are typically paved (asphalt or concrete) but may also consist of an unpaved smooth surface as long as it meets ADA standards. Shared use paths are wider than an average sidewalk (i.e., 10 to 14 feet rather than 5 to 6 feet).

The Crown Zellerbach Trail, which runs adjacent to the Scappoose-Vernonia Highway west of US 30, becomes an on-street bike lane between US 30 and West Lane Road and returns to an off-street path just east of West Lane Road. There is a parking lot approximately two miles west of US 30 on Scappoose-Vernonia Highway, which provides access to the trail. The trail is mostly flat along an old converted rail line. The terrain is slightly downhill from the trailhead at the parking lot to the Multnomah Channel at its terminus. Parts of the trail surface are paved and other parts are hard-packed gravel. The trail ranges in width from about five feet to about 12 feet. The majority of the trail is located outside city limits. Currently, there are no other designated shared use paths in Scappoose.

Figure 11, from the TSP, is included to show proposed and existing bicycle and shared use path facilities.

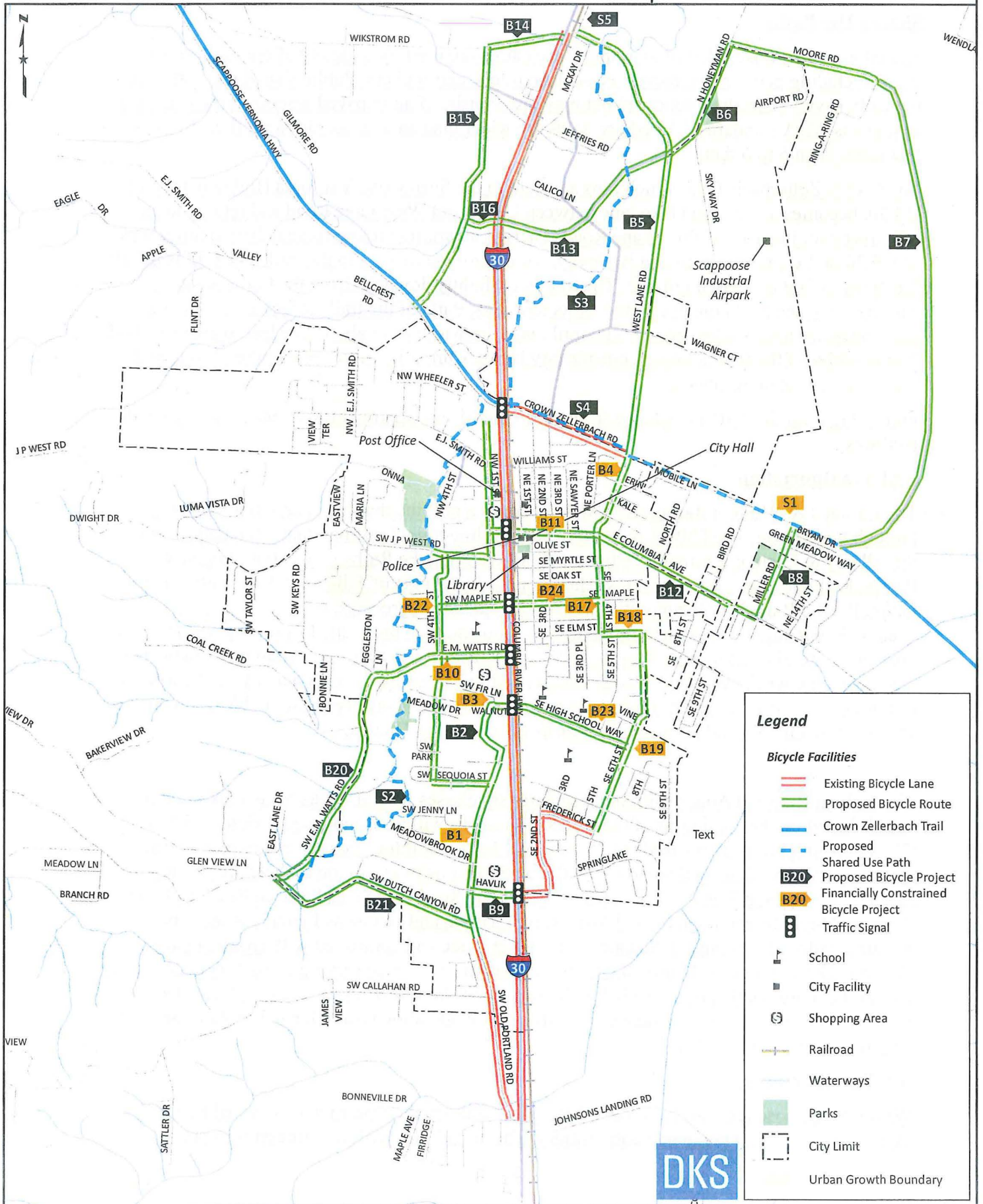
Rail Transportation

The Portland & Western Railroad (PNWR) operates a rail line that runs parallel to Highway 30 through Scappoose. The PNWR is a 520-mile short line freight railroad that interchanges with the Albany & Eastern Railroad, Burlington Northern Santa Fe Railway, Central Oregon & Pacific Railroad, Coos Bay Rail Link, Hampton Railway, Port of Tillamook Bay Railroad, and Union Pacific Railroad. Commodities transported include aggregates, brick and cement, chemicals, construction and demolition debris, food and feed products, forest products, metallic ores and minerals, and steel and scrap. PNWR reports an average of three train movements per day during the week (Monday through Friday) and two train movements per day on the weekend (Saturday/Sunday). Trains originate and are destined for the Northwest Portland/Vancouver area and serve Scappoose and points west of Scappoose as far as Wauna.

The Federal Railroad Administration designates six classes for rail tracks to set maximum train speeds based on the conditions of the tracks. The tracks within Scappoose are designated as Class 2, which limits train speeds to 25 miles per hour. All trains are required to provide audible warning at all crossings in Scappoose, with no restrictions or exceptions. There are seven public railroad crossings in Scappoose located at West Lane Road, Crown Zellerbach Road, Columbia Avenue, Maple Street, High School Way, Havlik Drive, and Johnsons Landing Road. The mainline railroad crossings in Scappoose are all at grade and controlled with crossing gates and flashers. There is a second railroad crossing at Columbia Avenue serving a short secondary track east of the mainline that is controlled with yield signs. All railroad crossings are located adjacent to an intersection on US 30, which can create vehicle operation issues due to the short lane lengths and setback stop bars.

Air Transportation

Within Scappoose there is one airport (Scappoose Industrial Airpark) that is owned by the Port of St. Helens (a local municipal corporation). The airpark, located in northeast Scappoose, has a



paved and lighted runway that is 5,100 feet in length and 100 feet in width. Current long-range planning includes extending the runway to 6,000 feet. Aircraft operations (takeoffs or landings) average over 60,000 annually. The airpark is available for public use and offers general flight instruction and airplane rental and maintenance services, as well as private helicopter services. Approximately 130 aircraft, mostly single-engine airplanes, are based on the field, and there are 115 T-hangars with paved tie-downs also available. The airpark provides “reliever” capabilities to Hillsboro and Portland International airports and is also the home of several aviation related businesses.

Waterway Facilities

The Columbia River is located approximately one mile east of Scappoose and provides many opportunities for recreational activities. Scappoose Bay Marine Park, operated by the Port of St. Helens, is located off Highway 30 in Warren, just north of Scappoose. It provides public access to the Columbia River and includes boat ramps and approximately 86 boat slips among other amenities. No direct access to the Columbia River is provided within Scappoose city limits. The Multnomah Channel Yacht Club is located southeast of Scappoose on the Multnomah Channel. It is an active club with cruises and events year round.

Pipeline Facilities

Scappoose is served by Northwest Natural Gas, which has a major natural gas distribution line that parallels US 30. No anticipated changes are expected to this line in the near future. There are no major water or oil pipelines within Scappoose city limits, nor are there plans to install these in the future.

In the text below, language to be omitted is ~~strikethrough~~, and proposed language additions are double underlined.

Fire

~~Fire protection in Scappoose is provided by the City of Scappoose Volunteer Fire Department. The station is located at the northern end of NW 1st Street with ready access to U.S. Highway 30. The fire district is operated from a new 15,000 sq.ft. station finished in November 1987. A recent merger with Chapman Rural Fire District has added a 2400 sq.ft. station now operated by the district. The fire protection district encompasses 85 square miles with an estimated population of 7,500.~~

~~The district currently has five engines, two tankers, two ambulances, one brush unit, one rescue, and two utility vehicles that are in excellent condition.~~

~~The Scappoose Rural Fire District is a combination paid and volunteer department comprised of highly skilled fire personnel providing both fire and emergency medical services. The Scappoose Rural Fire District is directed by a Rural Fire Protection Board. The daily management of the agency is conducted by the full-time paid fire chief. The agency does not expect to be converting to a regular full-time paid department by the year 2010. Response time to fires within the City is under five minutes.~~

~~The City ISO rating is 5 and the rural area ISO rating is 8. In 1977, the fire protection rating for the City was Class 6. The City was rated as Class 7 in 1969.~~

~~The major deficiencies for Scappoose are a volunteer fire department. According to Mr. Wagner of the Insurance Service Office, volunteer personnel is rated a 2:1 ratio to paid firemen, but there is a limit to the number of volunteers that can be credited. Despite high quality service, a volunteer fire department will remain a deficiency.~~

~~Based on the 1969 grading, required basic fire flow in Scappoose was 2,500 gpm for two hours. Fire flow requirements were revised in 1974 and are no longer tied to population. According to the ISO, the following structural criteria are used instead:~~

- ~~1. Size of buildings~~
- ~~2. Type of construction~~
- ~~3. Use of the building~~
- ~~4. Automatic fire protection features~~
- ~~5. Exposure—or proximity to other buildings.~~

~~Although the fire protection class rating for Scappoose is relatively high, the need to improve the rating should be determined by the community, balancing the desired level of fire protection and~~

potential benefits accruing from a lower rating against the costs involved in upgrading the present fire protection system.

Based on insurance rates recommended by the ISO, the following rate reductions could be expected from improvements in the fire protection class rating:

For Owner-Occupied, Wood Frame Dwellings:

Class 7 to Class 6	13%
Class 7 to Class 5	25%
Class 7 to Class 4	32%

According to the ISO, protection class improvements down to Class 5 generally favor residential property insurance rates, while improvements below Class 5 tend to favor non-residential property rates. Actual fire insurance rates are dependent on the policies of individual insurance companies.

The following factors need to be considered if the protection class rating is to be improved:

1. The possibility of converting to a professional fire department.
2. Setting structural standards as recommended by the ISO for any major new construction.
3. The location of the fire department in relation to extensions of the City limits.
4. The cost involved in upgrading the water supply system in order to provide adequate pressure, distribution and storage.

Fire

The Scappoose Rural Fire Protection District provides fire protection in Scappoose. The station is located at the northern end of NW 1st Street with ready access to U.S. Highway 30. The fire district headquarters is based out of a 15,000 sq.ft. station finished in November 1987. A merger with Chapman Rural Fire District and an annexation with the Holbrook Fire area has added a 2,400 sq.ft. station operated by the district in Chapman and an 1,800 sq.ft. station operated and maintained off Morgan Rd., on Highway 30 (Holbrook). The fire district also operates one 800 sq.ft. boathouse that houses the fireboat on the Multnomah Channel. This station and equipment protects approximately 450 structures and an equal amount of live aboard boats covering 20 moorages.

The fire protection district encompasses 52 square miles and 100 square miles for the Ambulance Service Area (ASA), with an estimated population served of 14,000. In July of 2016, the district entered into an Intergovernmental Agreement (IGA) to share Chief Officers with our neighbor, Columbia River Fire & Rescue. This IGA provides for a direct contact Chief 24 hours a day, 7

days a week. It also enhances functionality in program management (Training, Safety, Operations, Medical, Fire Marshal) and provides for a single Fire Chief overseeing both fire agencies.

The district currently has four structural engines, one 100 foot tower ladder truck, two water carrying tenders, three ambulances, three brush fire engines, one rescue, one 34 foot fire boat and three utility vehicles that are in excellent condition. The fire district has three (3) paramedics and one (1) Emergency Medical Technician on duty every day.

The Scappoose Rural Fire District is a combination department (paid and volunteer) comprised of highly skilled fire personnel providing both fire and emergency medical services. The Scappoose Rural Fire District is directed by a Rural Fire Protection Board. The daily management of the agency is conducted by the full-time paid Fire Chief. The agency does not expect to be converting to a paid only department. Response time to fires within the City is under five minutes. In 2017, the fire district responded to 2,100 requests for service. By contrast, in 2007, the fire district responded to 1,307 requests for service.

The City ISO (Insurance Services Organization) rating is a three (3) and the rural area ISO rating is a three (3) (2017 rating). In 1977, the fire protection rating for the City was Class 6, in 1969 the City had a rating of 7.

In 2017, ISO re-rated the community and was able to drop the ISO classification from a 4 to a 3. This reduction speaks to the high quality of the fire district and the level of service that it provides for the community. According to ISO, the fire district was a couple of points away from a rating of 2.

The need to improve the rating should be determined by the community, balancing the desired level of fire protection and potential benefits accruing from a lower rating against the costs involved in upgrading the present fire protection system. According to the ISO, protection class improvements down to Class 5 generally favor residential property insurance rates, while improvements below Class 5 tend to favor commercial property rates. Actual fire insurance rates are dependent on the policies of individual insurance companies.

The following factors need to be considered if the protection class rating is to be improved:

1. The possibility of converting to a paid only fire department.
2. Setting structural standards as recommended by the ISO for any major new construction.
3. The location of the fire department in relation to extensions of the City limits.
4. The cost involved in upgrading the water supply system in order to provide adequate pressure, distribution and storage.

In the text below, language to be omitted is strikethrough, and proposed language additions are double underlined.

Police

The Scappoose Police Department consists of a chief, five patrol officers, two clerks, and six reserves. This gives an overall ratio of 1.4 officers per 1,000 population in Scappoose. The Police Chief considers the present staff inadequate to serve the community.

The staff needed to provide adequate police protection depends on the nature of the department's workload, and would vary with the character of the community as well as with its size. Factors to be considered, along with population and size of area to be patrolled, include density, rate of growth, types of families moving into the community, increase in traffic problems, concentration of persons from outlying areas into the city for business or entertainment, and the nature of complaints investigated by the Police Department.

It is estimated that the actual population served, by the Scappoose Police Department is 11,000 to 12,000, about 8,420 more than the population of the City itself.

Attached is a summary of "Police Department Activity" for the last three years, as well as a breakdown of complaints investigated in 1989 and 1990. Annual summaries of "Police Department Activity" have been prepared for use by local decision makers in evaluating the department since 1973. At this time record keeping became more systematic, and in 1975 the Scappoose department began participating in the State Law Enforcement Data System (LEDS). There is little information on which to base historical trends in crime and police department activity in Scappoose prior to 1973.

Scappoose is a member of the Columbia County Communications District and also has its own police communications network.

According to the Police Chief, the major problems the Police Department must deal with are traffic, alcohol and drug related problems and juvenile crime.

Table PS-5: Summary of Police Department Activity, 1988-90

Category	1988	1989	1990
Traffic arrests	630	610	1100
—(drunk driving)	(39)	(30)	(53)
Juvenile referrals	61	75	124
Auto accidents	27	23	26
(LEDS Definitions)			
Part 2 Crimes	261	273	434
Part 1 Crimes	138	139	104
Part 3 Crimes	29	41	49
Complaints investigated	1255	1583	1575
Crimes reported	330	338	485

Total Arrests

Year	Number of Arrests
1988	261
1989	269
1990	346

Table PS-6: General Complaints Investigated

	1989	1990
Alarms Answered	99	67
Animal Complaints	77	67
Assistance Rendered	258	268
Building Checks	128	100
Civil Matters	35	35
Disturbances	130	150
Juvenile Complaints	109	83
Messages Delivered	3	20
Suspicious Circumstances	208	158
Traffic Problems	400	504
Other	136	120
Total	1,583	1,575

Police

The Scappoose Police Department consists of a Chief, three Sergeants, six patrol officers, one School Resource Officer (SRO), one clerk, and six reserves. This gives an overall ratio of 1.7 officers per 1,000 population in Scappoose. The Police Chief considers the present staff inadequate to serve the community.

The staff needed to provide adequate police protection depends on the nature of the department's workload, and would vary with the character of the community as well as with its size. Factors to be considered, along with population and size of area to be patrolled, include density, rate of growth, types of families moving into the community, increase in traffic problems, concentration of persons from outlying areas into the city for business or entertainment, and the nature of complaints investigated by the Police Department.

It is estimated that the actual population served, by the Scappoose Police Department is 13,000 to 14,000, about 7,000 more than the population of the City itself.

A summary of "Police Department Activity" has been included for the last three years, as well as a breakdown of complaints investigated in 2015 through 2017. Annual summaries of "Police Department Activity" have been prepared for use by local decision makers in evaluating the department since 1973. At this time record keeping became more systematic, and in 1975 the Scappoose Police Department began participating in the State Law Enforcement Data System (LEDS).

Scappoose is a member of the Columbia County Communications District and also has its own police communications network.

According to the Police Chief, the major problems the Police Department must deal with are traffic, alcohol and drug related problems, juvenile crime and crimes against persons.

Police Department Activity 2015 - 2017

TOTAL CALLS FOR SERVICE		
2015	2016	2017
10,335	11,077	11,912

CRIMES AGAINST PERSONS		
ASSAULT COLD		
ASSAULT IP		
ASSAULT JUST OCC		
DOMESTIC COLD		
DOMESTIC IP		
DOMESTIC JUST OCC		
ELDER ABUSE		
ENDANGERING		
FIGHT IP		
HARASSMENT		
JUV ABUSE COLD		
JUV ABUSE IP		
JUV ABUSE JUST OCC		
JUV SITUATION		
JUV-CUSTODIAL OR CUSTODY DISPUTE		
JUVENILE SEX CRIME		
KIDNAP		
SEX CRIME		
TOTAL (BY YEAR)		
2015	2016	2017
275	326	271

REGULATORY CRIMES		
HIT AND RUN INJ		
HIT AND RUN NO INJ		
MARINE CALL		
SUSP VEH COLD		
SUSP VEH IP		
SUSP VEH JUST OCC		
TA, INJURY		
TA, NON- INJURY		
TA, UNKNOWN INJURY		
TRAFFIC STOP		
TRAFFIC COMPLAINT		
TOTAL (BY YEAR)		
2015	2016	2017
3914	4561	3894

CRIMES AGAINST PROPERTY		
BURG COLD		
BURG IP		
BURG JUST OCC		
CRIM MISCHIEF		
FRAUD ACTIVITY COLD		
FRAUD ACTIVITY IP		
PROWLER COLD		
PROWLER IP		
PROWLER JUST OCC		
RECOVER STOLEN VEH		
STOLEN VEH COLD		
STOLEN VEH IP		
STOLEN VEH JUST OCC		
THEFT COLD		
THEFT IP		
THEFT JUST OCC		
THEFT OF SERVICES		
THEFT SUSP CUSTODY		
TRESPASS COLD		
TRESPASS IP		
TRESPASS JUST COLD		
TOTAL (BY YEAR)		
2015	2016	2017
297	326	353

NUISANCE COMPLAINTS		
ABAND VEH		
ANIMAL COMPLAINT		
FIREWORKS COMPLAINT		
HAZARD		
LITTERING		
NOISE COMPLAINT		
NUISANCE COMPLAINT		
PARKING VIOLATION		
PRIVATE PARTY IMPOUND		
REPOSSESSION		
TOTAL (BY YEAR)		
2015	2016	2017
648	656	1142

Police Department Activity 2015 - 2017

BEHAVIORAL CRIMES		
BOMB THREAT		
DISTURBANCE COLD		
DISTURBANCE IP		
DISTURBANCE JUST OCC		
DRUG ACTIVITY COLD		
DRUG ACTIVITY IP		
DRUG ACTIVITY JUST OCC		
INTOX SUBJ		
MINOR IN POSSESSION		
MISSING ADULT		
MISSING JUVENILE		
POSSIBLE DUI INFO		
PURSUIT		
SUICIDE ATTEMPT		
SUICIDE THREAT		
SUSP PERSON COLD		
SUSP PERSON IP		
SUSP PERSON JUST OCC		
THREATS		
UNWANTED SUBJ COLD		
UNWANTED SUBJ IP		
UNWANTED SUBJ JUST OCC		
VIOLATION RO COLD		
VIOLATION RO IP		
VIOLATION RO JUST OCC		
TOTAL (BY YEAR)		
2015	2016	2017
707	810	725

AND ALL OTHERS		
ABAND 911/HANGUP		
ALARM AUDIBLE		
ALARM SILENT		
AREA PATROL		
ASSIST OUTSIDE AGENCY		
ASSIST PUBLIC		
ATTEMPT TO LOCATE		
CIVIL SITUATION		
COMMERCIAL FIRE		
COURT, DMV HRG, GJ, ETC.		
CPR ASSIST, AED NEEDED		
DEATH INVESTIGATION		
DISABLED VEH		
FOOT PATROL		
INFO LE		
LEDS ACTIVITY		
MEETING		
OFFICER SAFETY INFO COLD		
OFFICER SAFETY INFO IP		
ON CALL		
OPEN DOOR		
PIO REQUEST		
PHONE MESSAGE		
PREMISES CHECK		
PRISONER TRANSPORT		
PROPERTY LOST/FOUND		
RADIO CALL		
REPORT WRITING		
REPORT, FOLLOW UP		
SCHOOL RESOURCE DETAIL		
SUSP CIRCUMSTANCE COLD		
SUSP CIRCUMSTANCE IP		
SUSP CIRCUMSTANCE JUST OCC		
TRAINING		
UTILITIES / PUBLIC WORKS		
VACATION CHECK		
WARRANT SERVICE		
WELFARE CHECK		
TOTAL (BY YEAR)		
2015	2016	2017
4494	4398	5524

CPTA1-18

Amendment to Inventories Section of the Comprehensive Plan

September 6, 2018

updated September 13, 2018

CITY OF SCAPPOOSE STAFF REPORT

Request: Approval of a Comprehensive Plan Text Amendment (CPTA1-18) to update the Inventory Sections for Transportation, Fire, & Police services.

Applicant: City of Scappoose

EXHIBITS

1. Full text of proposed Comprehensive Plan amendments to the Inventories section

INTRODUCTION

In March 2018, the Scappoose City Council released their Goals & Objectives for the 2018-2019 fiscal year which included *Goal 3G: Add Master Plan updates to the Comprehensive Plan*. The City completed an updated Transportation System Plan (TSP) in 2016 which has already been incorporated into the Comprehensive Plan by updating the goals and policies for transportation, but it did not address the Transportation Inventory section of the Comprehensive Plan. While updating the Transportation Inventory, staff chose to update the Fire and Police Inventory sections as well. As the Wastewater and Water Master Plans are completed in the coming year, staff will incorporate those into the Comprehensive Plan as well.

OBSERVATIONS

Transportation, Fire and Police Inventory

The Transportation, Fire and Police Inventory chapters of the Comprehensive Plan have not been updated since 1991 and do not accurately represent the current conditions of the City's transportation, fire and police services. Amending the Transportation section based on information from the current TSP will provide an accurate inventory of the transportation infrastructure within the City. Likewise, staff requested updated data from the Scappoose Fire District and the Scappoose Police Department in order to reflect the current conditions of those services within the City.

RECOMMENDATION

Based on the applicable statutes, rules, comprehensive plan provisions and implementing ordinances, staff recommends that the Planning Commission recommend approval to City Council of the proposed text amendments for the Transportation, Fire, and Police Inventory sections of the Comprehensive Plan.

FINDINGS

1. The following Statewide Planning Goals have been considered by the City of Scappoose in the formation of the language contained within this request:

Citizen Involvement (Goal 1)

Objective: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: This application complies with the citizen involvement processes included in the City's acknowledged Comprehensive Plan, which is consistent with Statewide Planning Goal 1. The Planning Commission and City Council will hold public hearings on the proposal prior to adopting any amendments to the Comprehensive Plan and Scappoose Municipal Code. Notice of the proposal and hearings was published in the local newspaper on August 31, 2018. The proposal was mailed to the Department of Land Conservation and Development on August 8, 2018, in advance of the September 13, 2018 Planning Commission hearing. These actions have provided a venue for citizen participation in the development and adoption of the Comprehensive Plan amendments. This action complies with Goal 1.

Land Use Planning (Goal 2)

Objective: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: The proposal is to amend the Comprehensive Plan, which is processed as a legislative decision. Legislative decisions first require a Planning Commission recommendation to the City Council, who then makes a decision based on stated findings. The Planning Commission and City Council hearings are open to the public. The Planning Commission hearing is scheduled for September 13, 2018, and City Council hearings will be held on October 1st and 15th, 2018. This action complies with Goal 2.

Statewide Planning Goals 3-19 are not applicable to this application.

2. Ordinance language from Title 17 of the Scappoose Municipal Code (Land Development Code):

Chapter 17.22 AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

17.22.040 Approval criteria. Planning commission review and recommendation, and Council approval, of an ordinance amending the comprehensive plan, the zoning map, or this title shall be based on the following criteria:

A. If the proposal involves an amendment to the comprehensive plan, the amendment is consistent with the Statewide Planning Goals and relevant Oregon Revised Statutes and Administrative Rules;

B. The proposal is consistent with the comprehensive plan (although the comprehensive plan may be amended concurrently with proposed changes in zoning or this title), the standards of this title, or other applicable implementing ordinances;

C. The change will not adversely affect the health, safety, and welfare of the community;

D. The proposal either responds to changes in the community or it corrects a mistake or inconsistency in the comprehensive plan, the zoning map, or this title; and

E. The amendment conforms to Section 17.22.050. (Ord. 828 2013)

Finding: Findings regarding compliance with the applicable Statewide Planning Goals were previously discussed. The proposal to update the inventory section for transportation, police and fire services responds to a change in the community from when these sections were previously adopted and the update will not adversely affect the health, safety or welfare of the community. Section 17.22.050 does not apply to this Comprehensive Plan text amendment, as this is only updating the current inventory of particular services in the City. Section 17.22.040 is satisfied.

Chapter 17.160 PROCEDURES FOR DECISION MAKING—LEGISLATIVE

17.160.120 The standards for the decision. A. The recommendation by the planning commission and the decision by the council shall be based on consideration of the following factors:

- 1. Any applicable statewide planning goals and guidelines adopted under Oregon Revised Statutes Chapter 197;*
- 2. Any federal or state statutes or rules found applicable;*
- 3. The applicable comprehensive plan policies and map; and*
- 4. The applicable provisions of the implementing ordinances.*

B. Consideration may also be given to:

Proof of a substantial change in circumstances, a mistake, or inconsistency in the comprehensive plan or implementing ordinance which is the subject of the application.

Finding: The Planning Commission's recommendation and the City Council's decision is based on applicable statewide planning goals and guidelines, federal and state statutes and rules, Comprehensive Plan policies, and provisions of the Scappoose Development Code, as detailed in the findings. Section 17.160.120 is satisfied.

