

**ORDINANCE NO. 886**

**AN ORDINANCE MAKING CERTAIN DETERMINATIONS AND FINDINGS  
RELATING TO AND APPROVING THE SCAPPOOSE URBAN RENEWAL  
PLAN AND DIRECTING THAT NOTICE OF APPROVAL BE PUBLISHED**

**WHEREAS**, the Scappoose Urban Renewal Agency (“Agency”), as the duly authorized and acting urban renewal agency of the City of Scappoose, Oregon, is proposing to undertake certain urban renewal activities in a designated area within the City pursuant to ORS Chapter 457; and

**WHEREAS**, the Agency, pursuant to the requirements of ORS Chapter 457, has caused the preparation of the Scappoose Urban Renewal Plan attached hereto as Exhibit A (the “Plan”). The Plan authorizes certain urban renewal activities within the Scappoose Urban Renewal Area (the “Area”); and

**WHEREAS**, the Agency has caused the preparation of a certain Urban Renewal Report dated November 18, 2019 attached hereto as Exhibit B (the “Report”) to accompany the Plan as required under ORS 457.085(3); and

**WHEREAS**, the Agency forwarded the Plan and Report to the Scappoose Planning Commission (the “Commission”) for review and recommendation. The Commission considered the Plan and Report on September 12, 2019 and adopted the findings contained in the revised September 11, 2019 Planning Commission staff report attached hereto as Exhibit C, and determined that the Plan conformed with the Scappoose Comprehensive Plan. The September 12, 2019 Planning Commission meeting minutes are attached hereto as Exhibit D; and

**WHEREAS**, the Plan and the Report were forwarded on August 20, 2019 to the governing body of each taxing district affected by the Plan, and the Agency has thereafter consulted and conferred with each taxing district; and

**WHEREAS**, on August 28, 2019 the City met with representatives of Columbia County to review the Plan, including proposed maximum indebtedness for the Plan; and

**WHEREAS**, the City Council has not received any written recommendation from the governing bodies of the affected taxing districts; and

**WHEREAS**, the City caused notice of the hearing to be held before the Council on the Plan, including the required statements of ORS 457.120(3), to be mailed to utility customers within City’s incorporated limits in the August utility bill mailing; and

**WHEREAS**, on October 21, 2019 the City Council held a public hearing to review and consider the Plan, the Report, the recommendation of the Scappoose Planning Commission and the public testimony received on or before that date and to receive additional public testimony; and

**WHEREAS**, the City Council found that the Plan conforms with all applicable legal requirements; and

**WHEREAS**, after consideration of the record presented through this date, the City Council does by this Ordinance desire to approve the Plan.

**NOW THEREFORE, THE COUNCIL OF THE CITY OF SCAPPOOSE HEREBY ORDAINS THAT:**

**Section 1.** The Plan complies with all applicable requirements of ORS Chapter 457 and the specific criteria of 457.095(1) through (7), in that, based on the information provided in the Report, the Scappoose Planning Commission Recommendation, and the public testimony before the City Council:

1. The process for the adoption of the Plan, has been conducted in accordance with the applicable provisions of Chapter 457 of the Oregon Revised Statutes and all other applicable legal requirements;
2. The area designated in the Plan as the Scappoose Urban Renewal Area (“Area”) is blighted, as defined by ORS 457.010(1) and is eligible for inclusion within the Plan because of conditions described in the Report in the Section “Existing Physical, Social, and Economic Conditions and Impacts on Municipal Services”, including the existence of inadequate streets and other rights of way, open spaces and utilities and underdevelopment of property within the Area (ORS 457.010(1)(E)(e and g);
3. The rehabilitation and redevelopment described in the Plan to be undertaken by the Agency is necessary to protect the public health, safety or welfare of the City because absent the completion of urban renewal projects, the Area will fail to contribute its fair share of property tax revenues to support City services and will fail to develop and/or redevelop according the goals of the City’s Comprehensive Plan;
4. The Plan conforms to the Scappoose Comprehensive Plan and provides an outline for accomplishing the projects described in the Plan, as more fully described in Section XI of the Plan and in the Scappoose Planning Commission Recommendation;
5. No residential displacement will occur as a result of the acquisition and disposition of land and redevelopment activities proposed in the Plan and therefore the Plan does not include provisions to house displaced persons;
6. Adoption and carrying out the Plan is economically sound and feasible in that eligible projects and activities will be funded by urban renewal tax revenues derived from a division of taxes pursuant to section 1c, Article IX of the Oregon Constitution and ORS 457.440 and other available funding as more fully described in Sections IV, V, VI of the Report;
7. The City shall assume and complete any activities prescribed it by the Plan; and
8. The Agency consulted and conferred with affected overlapping taxing districts prior to the Plan being forwarded to the City Council.

**Section 2:** The Scappoose Urban Renewal Plan is hereby approved based upon review and consideration by the City Council of the Plan and Report, the Scappoose Planning Commission Recommendations, each of which is hereby accepted, and the public testimony in the record.

**Section 3:** The City Manager shall forward forthwith to the Agency a copy of this Ordinance.

**Section 4:** The Agency shall thereafter cause a copy of the Plan to be recorded in the Records of Columbia County, Oregon.

**Section 5:** The City Manager, in accordance with ORS 457.115, shall publish notice of the adoption of the Ordinance approving the Plan including the provisions of ORS 457.135, in the Columbia County Spotlight no later than four days following adoption of this Ordinance.

Attachments: Exhibit A – Scappoose Urban Renewal Plan  
Exhibit B – Report on the Scappoose Urban Renewal Plan  
Exhibit C – Scappoose Planning Commission Report and Recommendation on the Scappoose Urban Renewal Plan  
Exhibit D – Scappoose Planning Commission Minutes from September 12, 2019 meeting

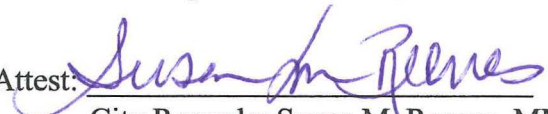
PASSED AND ADOPTED by the City Council this 18<sup>th</sup> day of November 2019 and signed by the Mayor and City Recorder in authentication of its passage.

**CITY OF SCAPPOOSE, OREGON**

  
\_\_\_\_\_  
Scott Burge, Mayor

First Reading: October 21, 2019

Second Reading: November 18, 2019

Attest:   
\_\_\_\_\_  
City Recorder Susan M. Reeves, MMC

# Scappoose Urban Renewal Plan

Adopted by the City of Scappoose

November 18, 2019

Ordinance No. 886

If Amendments are made to the Plan, the Resolution or Ordinance Number and date will be listed here. The amendment will be incorporated into the Plan and noted through a footnote.





## LIST OF PARTICIPANTS

### **Mayor**

Scott Burge

### **City Council**

Patrick H. Kessi, Council President

Megan Greisen

Natalie Sanders

Joel Haugen

Josh Poling

Brandon Lesowski

### **Planning Commission**

Tim Connell, Chair

Scott Jensen, Vice Chair

Bill Blank

Bruce Shoemaker

Rita Bernhard

Kevin Freimuth

Patricia Gibson

### **City Manager**

Michael Sykes

### **Assistant to City Manager**

Alexandra Rains

### **Planning Department Supervisor**

Laurie Oliver, CFM

### **Consulting Team:**

#### **ECONorthwest**

Lorelei Juntunen

Becky Hewitt

Justin Sherrill

#### **Elaine Howard Consulting, LLC**

Elaine Howard

Scott Vanden Bos

#### **Tiberius Solutions LLC**

Nick Popenuk

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Rob Wyman

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## **I. DEFINITIONS**

“Agency” means the Scappoose Urban Renewal Agency. This Agency is responsible for administration of the urban renewal plan.

“Blight” is defined in ORS 457.010(1)(A-E) and identified in the ordinance adopting the urban renewal plan.

“City” means the City of Scappoose, Oregon.

“City Council” or “Council” means the Scappoose City Council.

“Comprehensive Plan” means the City of Scappoose Comprehensive Plan and its implementing ordinances, policies, and standards.

“County” means Columbia County, Oregon.

“Fiscal year” means the year commencing on July 1 and closing on June 30.

“Frozen base” means the total assessed value including all real, personal, manufactured, and utility values within an urban renewal area at the time of adoption. The county assessor certifies the assessed value after the adoption of an urban renewal plan.

“Increment” means that part of the assessed value of a taxing district attributable to any increase in the assessed value of the property located in an urban renewal area, or portion thereof, over the assessed value specified in the certified statement.

“Maximum indebtedness” means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness.

“ORS” means the Oregon Revised Statutes and specifically Chapter 457, which relates to urban renewal.

“Plan” means the Scappoose Urban Renewal Plan.

“Plan Area” means the properties and rights-of-way located with the Scappoose Urban Renewal Boundary.

“Planning Commission” means the Scappoose Planning Commission.

“Revenue sharing” means sharing tax increment proceeds as defined in ORS 457.470.

“Tax increment financing (TIF)” means the funds that are associated with the division of taxes accomplished through the adoption of an urban renewal plan.

“Tax increment revenues” means the funds allocated by the assessor to an urban renewal area due to increases in assessed value over the frozen base within the area.

“Urban renewal area” means a blighted area included in an urban renewal plan or an area included in an urban renewal plan under ORS 457.160.

“Urban renewal plan” or “Plan” means a plan, as it exists or is changed or modified from time to time, for one or more urban renewal areas, as provided in ORS 457.085, 457.095, 457.105, 457.115, 457.120, 457.125, 457.135 and 457.220.

“Urban renewal project” or “Project” means any work or undertaking carried out under ORS 457.170 in an urban renewal area.

“Urban renewal report” or “Report” means the official report that accompanies the urban renewal plan pursuant to ORS 457.085(3).

## **II. INTRODUCTION**

The Scappoose Urban Renewal Plan (“Plan”) was developed for the Scappoose City Council (“City Council”) with input from a Technical Advisory Committee (“TAC”) that was formed for this purpose. Pursuant to the Scappoose City Charter, this Plan will go into effect when it has been adopted by the City Council.

### **A. PLAN OVERVIEW**

The City of Scappoose hired ECONorthwest and Tiberius Solutions, LLC in 2018 to complete an urban renewal feasibility study to evaluate the benefits and drawbacks of using urban renewal as a tool to invest in infrastructure and other needed community projects in the City’s industrial areas and downtown commercial core. After review of the feasibility study by the City Council, a team of ECONorthwest, Tiberius Solutions, LLC and Elaine Howard Consulting, LLC was hired to complete the Plan and Report Accompanying the Scappoose Urban Renewal Plan (“Report”).

As part of the preparation of the Plan and Report, a TAC was formed to review the boundary, projects and financial components of the urban renewal plan and report. The TAC met three times and provided direct input into the preparation of the Plan and Report. The City Council was briefed and provided input in March and May of 2019 and again when the formation of the Scappoose Urban Renewal Agency (“Agency”) came before them for action in June of 2019.

An urban renewal survey was posted to the city website and received over 160 responses. A Town Hall was held in March 2019. This information was shared with both the TAC and the City Council.

During the same time period as the preparation of the Plan and Report, Zimmer Gunsul Frasca (“ZGF”) worked with staff and the community to prepare urban design concepts to be incorporated in future planning within the potential urban renewal area. These concepts were shared with the TAC and City Council.

The Scappoose Urban Renewal Plan Area (“Plan Area”), shown in Figure 1, consists of approximately 475.8 total acres: 418.87 acres of land in parcels and 56.93 acres of public rights-of-way. It is anticipated that the Plan will take 30 years of tax increment collections to implement. The maximum amount of indebtedness (amount of TIF for projects and programs) that may be issued for the Plan is \$37,000,000.

Goals for this Plan are intended to guide TIF investment in the Plan Area over the life of the Plan. The project category descriptions and list of projects are intended to aid future decision makers when considering how best to expend funds generated by TIF. The Plan is to be administered by the Agency. Substantial amendments to the Plan must be approved by City Council as outlined in Section VII. All amendments to the Plan are to be listed numerically on the front page of the Plan and then incorporated into the Plan document and noted by footnote with an amendment number and adoption date.

The Plan contains the information required to meet the standards of ORS 457.085(2).

(2) An urban renewal plan proposed by an urban renewal agency shall include all of the following:

- (a) A description of each urban renewal project to be undertaken.
- (b) An outline for the development, redevelopment, improvements, land acquisition, demolition and removal of structures, clearance, rehabilitation or conservation of the urban renewal areas of the plan.
- (c) A map and legal description of the urban renewal areas of the plan.
- (d) An explanation of its relationship to definite local objectives regarding appropriate land uses and improved traffic, public transportation, public utilities, telecommunications utilities, recreational and community facilities and other public improvements.
- (e) An indication of proposed land uses, maximum densities and building requirements for each urban renewal area.
- (f) A description of the methods to be used for the temporary or permanent relocation of persons living in, and businesses situated in, the urban renewal area of the plan.
- (g) An indication of which real property may be acquired and the anticipated disposition of said real property, whether by retention, resale, lease or other legal use, together with an estimated time schedule for such acquisition and disposition.
- (h) If the plan provides for a division of ad valorem taxes under ORS 457.420 to 457.460, the maximum amount of indebtedness that can be issued or incurred under the plan.
- (i) A description of what types of possible future amendments to the plan are substantial amendments and require the same notice, hearing and approval procedure required of the original plan under ORS 457.095 as provided in ORS 457.220, including but not limited to amendments:
  - (A) Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area.
  - (B) Increasing the maximum amount of indebtedness that can be issued or incurred under the plan.
- (j) For a project which includes a public building, an explanation of how the building serves or benefits the urban renewal area.

The relationship between the sections of the Plan and the ORS 457.085 requirements is shown in Table 1. The specific reference in the table below is the section of this Plan that primarily addresses the statutory reference. There may be other sections of the Plan that also address the statute.

**Table 1 - Statutory References**

<b>Statutory Requirement</b>	<b>Plan Section</b>
ORS 457.085(2)(a)	V, VI
ORS 457.085(2)(b)	V, VI
ORS 457.085(2)(c)	XIII
ORS 457.085(2)(d)	XI
ORS 457.085(2)(e)	XI
ORS 457.085(2)(f)	IX
ORS 457.085(2)(g)	VIII
ORS 457.085(2)(h)	III
ORS 457.085(2)(i)	VII
ORS 457.085(2)(j)	Not applicable

**B. URBAN RENEWAL OVERVIEW**

Urban renewal allows for the use of tax increment financing, a financing source that is unique to urban renewal, to fund its projects. Tax increment revenues, the amount of property taxes generated by the increase in total assessed values in the urban renewal area from the time the urban renewal area is first established, are used to repay borrowed funds. The borrowed funds are used to pay for urban renewal projects and cannot exceed the maximum indebtedness amount set by the urban renewal plan.

The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped, called blighted areas in ORS 457. These areas can have old or deteriorated buildings, public spaces that need improvements, streets and utilities in poor condition, a complete lack of streets and utilities altogether, or other obstacles to development. In general, urban renewal projects can include construction or improvement of streets, utilities, and other public facilities; assistance for rehabilitation or redevelopment of property; acquisition and re-sale of property (site assembly) from willing sellers; and improvements to public spaces. The Plan Area meets the definition of blight due to its infrastructure deficiencies and underdeveloped properties. These blighted conditions are specifically cited in the ordinance adopting the Plan and described in detail in the accompanying Report.

The Report accompanying the Plan contains the information required by ORS 457.085, including:

- (3) An urban renewal plan shall be accompanied by a report which shall contain:
  - (a) A description of physical, social and economic conditions in the urban renewal areas of the plan and the expected impact, including the fiscal impact, of the plan in light of added services or increased population;
  - (b) Reasons for selection of each urban renewal area in the plan;
  - (c) The relationship between each project to be undertaken under the plan and the existing conditions in the urban renewal area;
  - (d) The estimated total cost of each project and the sources of moneys to pay such costs;
  - (e) The anticipated completion date for each project;
  - (f) The estimated amount of money required in each urban renewal area under ORS 457.420 to 457.460 and the anticipated year in which indebtedness will be retired or otherwise provided for under ORS 457.420 to 457.460;
  - (g) A financial analysis of the plan with sufficient information to determine feasibility;
  - (h) A fiscal impact statement that estimates the impact of the tax increment financing, both until and after the indebtedness is repaid, upon all entities levying taxes upon property in the urban renewal area; and
  - (i) A relocation report which shall include:
    - (A) An analysis of existing residents or businesses required to relocate permanently or temporarily as a result of agency actions under ORS 457.170;
    - (B) A description of the methods to be used for the temporary or permanent relocation of persons living in, and businesses situated in, the urban renewal area in accordance with ORS 35.500 to 35.530; and
    - (C) An enumeration, by cost range, of the existing housing units in the urban renewal areas of the plan to be destroyed or altered and new units to be added.

### **III. MAXIMUM INDEBTEDNESS**

Maximum indebtedness is the total amount of money that can be spent on projects, programs and administration throughout the life of the Plan. The maximum amount of indebtedness that may be issued or incurred under the Plan, based upon good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion is \$37,000,000 (Thirty-seven Million Dollars). This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness or interest earned on bond proceeds.



#### **IV. PLAN GOALS**

The goals of the Plan represent its basic intents and purposes. The urban renewal projects identified in Sections V and VI of the Plan are the specific means of achieving the goals. The goals will be pursued as economically as is feasible and at the discretion of the Agency.

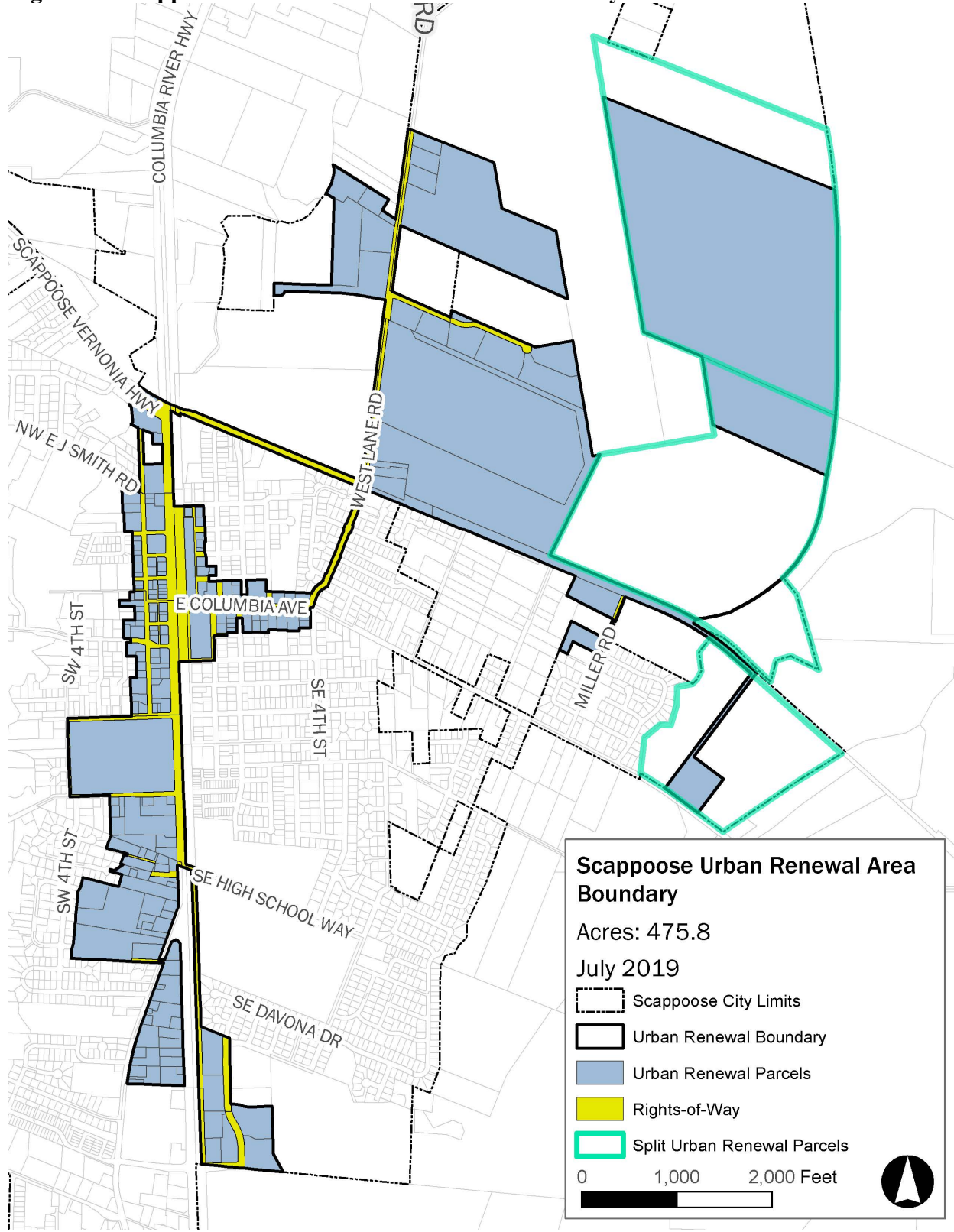
Goal 1. Improve transportation, water, wastewater and stormwater infrastructure to support job growth.

Goal 2. Promote the emergence of a vibrant town center as a civic and cultural hub for Scappoose that is connected to surrounding neighborhoods and employment areas.

Goal 3. Encourage redevelopment and infill in the town center.

Goal 4. Support the growth and retention of local businesses.

**Figure 1 – Scappoose Urban Renewal Plan Area Boundary**



Source: ECONorthwest

## V. URBAN RENEWAL PROJECT CATEGORIES

The projects within the Plan Area fall into the following categories. These categories align with the Finance Plan in the Report, Tables 8-11.

- A. WATER/SEWER IMPROVEMENTS
- B. TRANSPORTATION
- C. OTHER TRANSPORTATION
- D. BUSINESS AND PROPERTY OWNER INCENTIVES
- E. ADMINISTRATION

## VI. URBAN RENEWAL PROJECTS

Urban renewal projects authorized by the Plan are described below.

### A. WATER/SEWER IMPROVEMENTS<sup>1</sup>

#### 1. DEQ Loan Projects

- a. Hydraulic improvements: rebuilding secondary splitter structure. Information from Wastewater Master Plan: “Based on the hydraulic modeling completed, the effluent structure from the aeration basin conveying flows to the secondary clarifiers will be flooded under design flow condition. This will be replaced to accommodate sufficient weir length to capture even flow splitting between the existing secondary clarifiers and provisions for adding two additional secondary clarifiers in future.”<sup>2</sup>
- b. Secondary clarifier and RAS/WAS<sup>3</sup> pumping upgrades: “To provide adequate peak wet weather capacity and sufficient redundancy to take one clarifier out of service during summer months, a new secondary clarifier is needed. The analysis assumes that the third secondary clarifier will be of similar size as existing (50-foot diameter).  
With the addition of a new secondary clarifier, RAS and WAS pumping capacity needs to be increased. However, the Sludge Pumping Building does not have space for any additional pumps. This upgrade would include increasing building size and adding additional capacity for RAS and WAS pumping, upgrading existing WAS pumps, and upgrading HVAC system.”<sup>4</sup>
- c. Aerobic digester life safety improvements:
  - (1) Replace plugged coarse bubble diffusers and broken Swingfuser.
  - (2) Review location of blowers for code compliance and replace as needed.

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<sup>1</sup> Project descriptions and existing conditions come from the City of Scappoose Facilities Plan Update by Carollo in March 2018.)

<sup>2</sup> City of Scappoose Facilities Plan Update, Carollo, March 2018, p 6-3 Table ES.6,

<sup>3</sup> Return activated sludge(RAS) waste activated sludge (WAS)

<sup>4</sup> Ibid. p 6-3

- (3) Add a redundant sludge pump and replace sludge flow meter.
  - (4) Fix broken railing and complete other life safety fixes to comply with OSHA standards. P 6-3
2. Drinking Water Treatment and Supply
- a. Drinking Water Treatment Plant (WTP) Improvements:
 

Miller Road R&R: life safety, rehabilitation, and seismic upgrades to existing Miller Road WTP facilities.
  - b. Water Supply:
 

Proportional share of additional drinking water wells in the vicinity of the City's existing Miller Road treatment plant.
3. Wastewater Treatment Plant Improvements<sup>5</sup>
- a. UV<sup>6</sup> disinfection (two phases)
    - Phase I – “The existing UV system will be upgraded and expanded including expanding channels adding new UV Equipment and electrical and control upgrades. Replace the existing system with an open-channel horizontal lamp reactor that will fit within the existing channel. Preliminary selection discussions with UV vendors suggests that Trojan UV3000 Plus offers the best fit with no channel modifications. Replacement with a newer Trojan product also offers the City with significant reduction in the number of lamps which will reduce capital and O&M costs.”<sup>7</sup>
    - Phase II - Adds a second channel similar to the existing channel. “The addition will provide adequate reliability, redundancy, and hydraulic capacity through the planning period.”<sup>8</sup>
    - *Headworks and influent pump station: Upgrade and expand existing headworks. “The headworks will be upgraded to include influent screens, an influent pipe, influent flow measurement, and influent pumps that have sufficient capacity for the future peak instantaneous flow. Freeze protection will be added to the influent screens. Grit removal will also be included to protect downstream equipment from wear due to grit. Accurate level measurement and enhanced influent pump controls will be provided. The HVAC system will be upgraded to create an unclassified environment in accordance with NFPA 820 requirements for influent pumps. Also,*

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<sup>5</sup> Project descriptions and existing conditions come from the City of Scappoose Facilities Plan Update by Carollo in March 2018.)

<sup>6</sup> Ultraviolet (UV)

<sup>7</sup> City of Scappoose Facilities Plan Update, Carollo, March 2018, p 6-2

<sup>8</sup> Ibid. p 6-10

*a sump pump will be added to the pump dry pit to provide redundancy.”<sup>9</sup>*

- Operational improvement “A formal SCADA<sup>10</sup> system would be added to provide process trending and alarms, as required, to the City staff.”<sup>11</sup>
- Effluent pump station: “This project along with parallel outfall replaces the pumps to provide adequate capacity and redundancy during peak flows for the treatment plant. In addition, the roof access ports are upgraded to make them easier to operate.”<sup>12</sup>
- Aerobic digester: “The new aerobic digesters would be large enough to achieve Class B biosolids (60-day SRT in the winter). The digester blowers would be located in a blower building, while the sludge pumps and flow meter would be located in a dewatering building.”<sup>13</sup>

#### 4. Water Distribution

Construct a water main north of Bird Road to connect Skyway Drive to provide looping for the Airport development. Improvements include looping and pipe upsizing.

### **B. TRANSPORTATION<sup>14</sup>**

1. Bicycle, Pedestrian Safety & Connectivity (Figure 11 of TSP)
  - a. Bike Route Improvements
    - E.M. Watts: US 30 to Eggleston Lane/Key Road (TSP Project B10)
    - Sign bike route on west side of US 30 between Columbia Avenue and E.M. Watts and between E.M. Watts and Old Portland Road via SW 4<sup>th</sup> Street. (TSP Project B22)
    - West Lane Road: Install bike lane from E. Columbia Avenue to Crown Zellerbach Road (TSP Project B4)
  - b. Complete sidewalk system (Figure 10 of TSP)
    - SW Maple Street: US 30 and SW 4<sup>th</sup> Street (TSP Project W11)
    - SW 1st Street: SW Maple Street to J.P. West Road (TSP Project W12)

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<sup>9</sup> Ibid. p 7-2

<sup>10</sup> Supervisory Control and Data Acquisition (SCADA)

<sup>11</sup> Ibid. p 6-9

<sup>12</sup> Ibid. p 6-10

<sup>13</sup> Ibid. p 6-11

<sup>14</sup> The projects are taken from the Scappoose Transportation Systems Plan (TSP)

- E.M. Watts Road: US 30 and SW 4<sup>th</sup> Street (TSP Project W5)
  - J.P. West Road: SW 4<sup>th</sup> Street and US 30 (north side) (TSP Project W9)
  - SW 4<sup>th</sup> Street: E. M. Watts Road to J.P. West Road (TSP Project W10)
  - E.J. Smith Road: NW 1<sup>st</sup> Street to Bella Vista Drive (TSP Project W23)
  - 3<sup>rd</sup> Street: Elm Street to Columbia Avenue (TSP Project W42)
  - SE Maple Street: US 30 and SE 4<sup>th</sup> Street (TSP Project W18)
- c. Trails (Figure 11 of TSP)
- Complete Railroad Trail in the railroad right of way Crown Zellerbach Road to Havlik Road (TSP Project S4)

### **C. OTHER TRANSPORTATION**

1. Transportation Studies:

West Columbia Avenue. Conduct a transportation study to determine the feasibility of converting West Columbia Avenue to two way traffic, including signal modification at US 30/Columbia Avenue. To address concerns about potential loss of parking to adjacent businesses, this study will be completed at the same time as the Parking Study listed below.

2. Parking:

Downtown parking study and public parking improvements

3. First Street Enhanced Streetscape:

NW and SW 1<sup>st</sup> Street: Maple to E.J. Smith: Replace existing curb-tight sidewalks (where present) with wider sidewalks & landscape strip.

4. Intersections and Connectivity:

Intersection improvements, connectivity improvements, and street modifications, including but not limited to implementation of feasibility study recommendations for West Columbia Avenue.

5. SW 1<sup>st</sup> Street/J.P. West Road:

Extend southeast curb to better align east and west intersection approaches and provide shorter pedestrian crossing at SW 1<sup>st</sup> Street/J.P. West Road. (TSP Project I 11)

6. Enhanced Streetscape

East Columbia Avenue Streetscape:

US 30 to West Lane/SE 4th St.: Replace existing curb-tight sidewalks (where present) with wider sidewalks & landscape strip. (No modification between 2nd & 3rd Street on one side.)<sup>15</sup>

#### **D. BUSINESS AND PROPERTY OWNER INCENTIVES**

1. Storefront Improvement Grant or Loan Program:

Program to be designed by Agency. This includes a mix of grants and loans as determined by the Agency.

2. Housing or Mixed-Use Grants or Loans:

Grants or loans for housing or mixed use development.

#### **E. ADMINISTRATION**

Administering the Urban Renewal Agency including staff, financial reporting, annual reports, financing fees and other administrative responsibilities.

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<sup>15</sup> ZGF Urban Design Framework 2019

## **VII. AMENDMENTS TO PLAN**

The Plan may be amended as described in this section.

### **A. SUBSTANTIAL AMENDMENTS**

Substantial Amendments, in accordance with ORS 457.085(2)(i), shall require the same notice, hearing, and approval procedure required of the original Plan, under ORS 457.095, including public involvement, consultation with taxing districts, presentation to the Agency, the Planning Commission, and adoption by the City Council by non-emergency ordinance after a hearing. Notice of such hearing shall be provided to individuals or households within the City of Scappoose, as required by ORS 457.120. Notice of adoption of a Substantial Amendment shall be provided in accordance with ORS 457.095 and 457.115.

Substantial Amendments are amendments that:<sup>16</sup>

1. Add land to the urban renewal area, except for an addition of land that totals not more than 1% of the existing area of the urban renewal area; or
2. Increase the maximum amount of indebtedness that can be issued or incurred under the Plan.

### **B. MINOR AMENDMENTS**

Minor Amendments are amendments that are not Substantial Amendments as defined in this Plan and in ORS 457. Minor Amendments require approval by the Agency by resolution.

### **C. AMENDMENTS TO THE SCAPPOOSE COMPREHENSIVE PLAN AND/OR SCAPPOOSE MUNICIPAL CODE.**

Amendments to the Scappoose Comprehensive Plan and/or Title 17 of Municipal Code – Land Use and Development that affect the Plan and/or the Plan Area shall be incorporated automatically within the Plan without any separate action required by the Agency or City Council. When a substantial amendment is completed, the Relationship to Local Objectives section will be updated.

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<sup>16</sup> Unless otherwise permitted by state law, no land equal to more than 20 percent of the total land area of the original Plan shall be added to the urban renewal area by amendments, and the aggregate amount of all amendments increasing the maximum indebtedness may not exceed 20 percent of the Plan's initial maximum indebtedness, as adjusted, as provided by law.



## **VIII. PROPERTY ACQUISITION AND DISPOSITION**

The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses, or other rights to use. If property is acquired it will be identified in the Plan through a Minor Amendment, as described in Section VII. Identification of property to be acquired and its anticipated disposition is required by ORS 457.085(g).

### **A. PROPERTY ACQUISITION FOR PUBLIC IMPROVEMENTS**

The Agency may acquire any property within the Plan Area for the public improvement projects undertaken pursuant to the Plan by all legal means, including use of eminent domain. Good faith negotiations for such acquisitions must occur prior to institution of eminent domain procedures.

### **B. PROPERTY ACQUISITION FROM WILLING SELLERS**

The Plan authorizes Agency acquisition of any interest in property within the Plan Area that the Agency finds is necessary for private redevelopment, but only in those cases where the property owner wishes to convey such interest to the Agency. The Plan does not authorize the Agency to use the power of eminent domain to acquire property from a private party to transfer property to another private party for private redevelopment. Property acquisition from willing sellers may be required to support development of projects within the Plan Area.

### **C. LAND DISPOSITION**

The Agency will dispose of property acquired for a public improvement project by conveyance to the appropriate public agency responsible for the construction and/or maintenance of the public improvement. The Agency may retain such property during the construction of the public improvement.

The Agency may dispose of property acquired under Subsection B of this Section VI by conveying any interest in property acquired. Property shall be conveyed at its fair reuse value. Fair reuse value is the value, whether expressed in terms of rental or capital price, at which the urban renewal agency, in its discretion, determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved, or rehabilitated for the purposes specified in the Plan. Because fair reuse value reflects limitations on the use of the property to those purposes specified in the Plan, the value may be lower than the property's fair market value.

Where land is sold or leased, the purchaser or lessee must agree to use the land for the purposes designated in the Plan and to begin and complete the building of its improvements within a period of time that the Agency determines is reasonable.

## **IX. RELOCATION METHODS**

When the Agency acquires occupied property under the Plan, residential or commercial occupants of such property shall be offered relocation assistance, as required under applicable state law. Prior to such acquisition, the Agency shall adopt rules and regulations, as necessary, for the administration of relocation assistance. No specific acquisitions that would result in relocation benefits have been identified; however, there are plans to acquire land for infrastructure which may trigger relocation benefits in the future in the Plan Area.

## **X. TAX INCREMENT FINANCING OF PLAN**

Tax increment financing consists of using annual tax increment revenues to make payments on debt, usually in the form of bank loans or revenue bonds. The proceeds of the bonds are used to finance the urban renewal projects authorized in the Plan. Bonds may be either long-term or short-term.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative *increase* in assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. (Under current law, the property taxes for general obligation (GO) bonds and local option levies approved after October 6, 2001 are not part of the tax increment revenues.)

### **A. GENERAL DESCRIPTION OF THE PROPOSED FINANCING METHODS**

The Plan will be financed using a combination of revenue sources. These include:

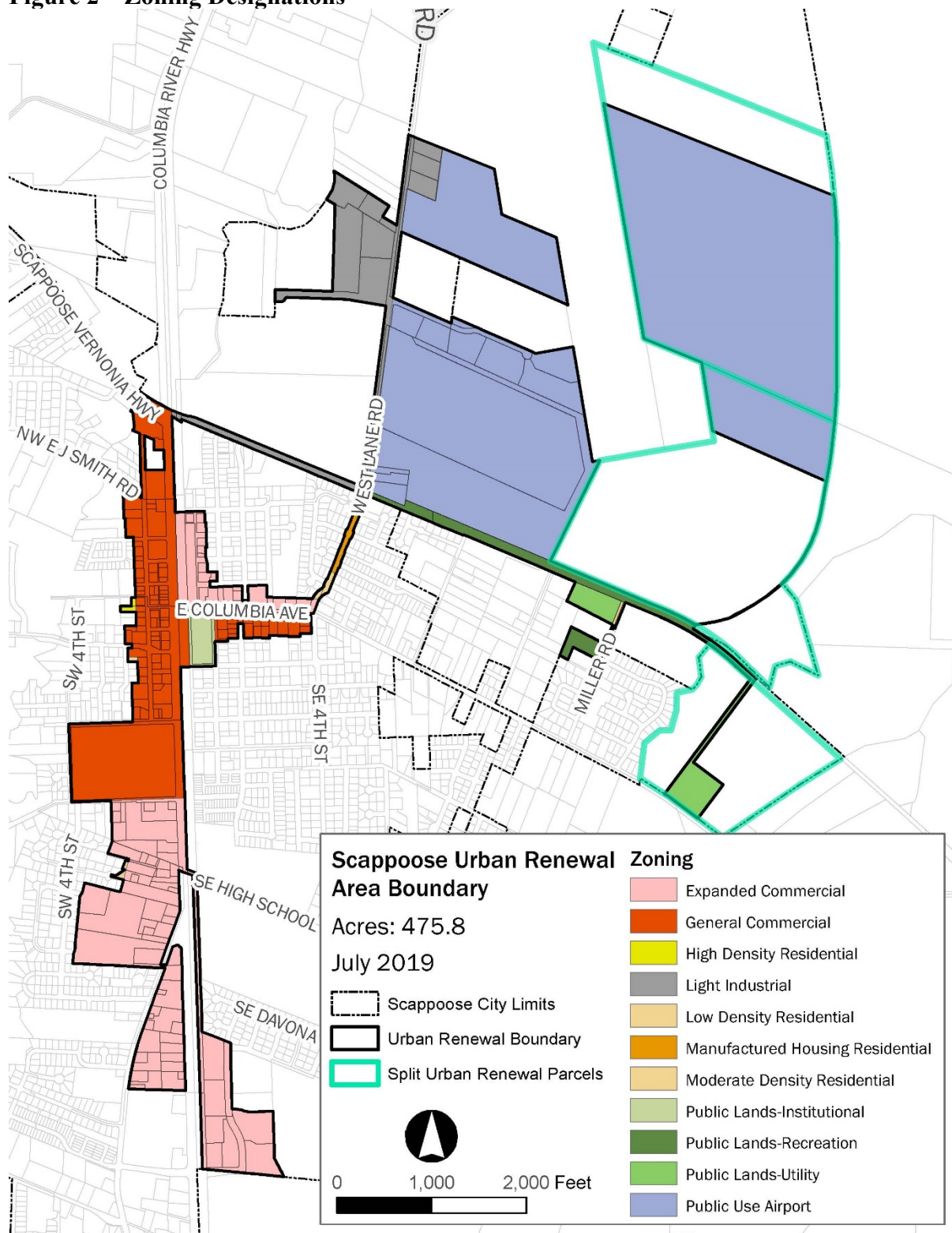
- Tax increment revenues;
- Advances, loans, grants, and any other form of financial assistance from federal, state, or local governments, or other public bodies;
- Loans, grants, dedications, or other contributions from private developers and property owners, including, but not limited to, assessment districts; and
- Any other public or private source.

Revenues obtained by the Agency will be used to pay or repay the costs, expenses, advancements, and indebtedness incurred in (1) planning or undertaking project activities, or (2) otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the planning and implementation of this Plan, including preparation of the Plan.

### **B. TAX INCREMENT FINANCING**

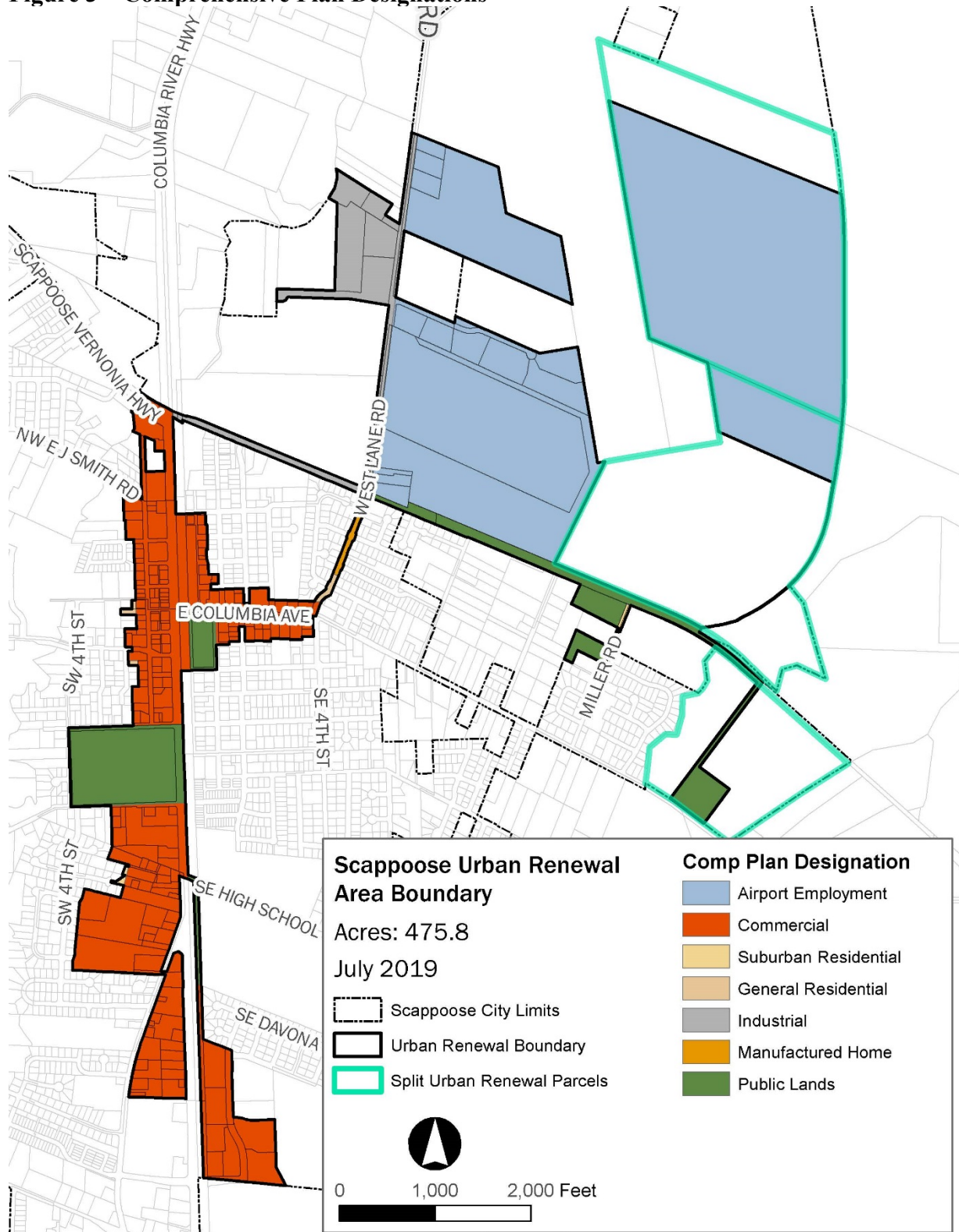
The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Agency, as provided in ORS Chapter 457. The ad valorem taxes, if any, levied by a taxing district in which all or a portion of the Plan Area is located, shall be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Agency based upon the distribution schedule established under ORS 311.390.

**Figure 2 – Zoning Designations**



Source: ECONorthwest

**Figure 3 – Comprehensive Plan Designations**



Source: ECONorthwest

## **XI. RELATIONSHIP TO LOCAL OBJECTIVES**

ORS 457.085 requires that the Plan conform to local objectives. This section provides that analysis. Relevant local planning and development objectives are contained within the City’s Comprehensive Plan, which includes by adoption the Transportation Systems Plan (TSP) and the City of Scappoose Economic Opportunities Analysis. The following section describes the purpose and intent of these plans, the main applicable goals and policies within each plan, and an explanation of how the Plan relates to the applicable goals and policies.

**The numbering of the goals and policies within this section reflects the numbering that occurs in the original document. *Italicized text* is text that has been taken directly from an original document.**

Comprehensive Plan designations for all land in the Plan Area are shown in Figure 3. All proposed land uses conform to Figure 3. Maximum densities and building requirements for all land in the Plan Area are contained in Title 17 of the Municipal Code.

### **A. SCAPPOOSE COMPREHENSIVE PLAN**

This analysis covers the most relevant sections of the City’s Comprehensive Plan (“Comprehensive Plan”) but may not cover every section of the Comprehensive Plan that relates to the Plan.

As the Comprehensive Plan is updated in the future, this document will automatically incorporate those updates without the Plan having to be formally amended. If a substantial amendment is completed in the future, this section of the Plan should be updated at that point.

**The numbering of the policies within this section reflects the numbering that occurs in the original document.**

#### **1. Economics**

*Goals:*

*It is the goal of the City of Scappoose to:*

- 1) Maintain conditions favorable for a growing, healthy, stable and diversified business and industrial climate.
- 3) Provide the land and public facilities necessary to support economic development while allowing the free market economy to operate with an absolute minimum of restrictions.

*Policies:*

*It is the policy of the City of Scappoose to:*

- 2) Encourage the preservation, improvement and renewal of the existing business district of the City so that it will be allowed to play a role as a center of economic and civic activity for the entire community.
- 4) *Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.*

6) Cooperate with other agencies, interest groups and businesses in efforts to develop strategies for improving the local economy.

14) Encourage design features on Highway 30 that reduce conflicts with traffic flow, as congestion and traffic hazards can only hinder local economic development.

## **Findings:**

Economics: The infrastructure projects in the Plan including transportation, water, and wastewater projects will provide public facilities for existing businesses to flourish and encourage new business development. The Business and Property Owner Incentives are provided in the Plan to both assist existing businesses and to also encourage new economic growth in the Area.

### **2. Public Services and Facilities Goals and Policies**

*The relationship between growth and public services is often very direct. In the Scappoose city limits, a problem with sewer and water has prevented the intense development of certain lands, and thus has been a restraining influence on development. As growth and development continue, many public facilities and services will need improvement and expansion: sewers, water, storm drainage, schools, police, fire, health services, parks and library services will all require some expenditures, with the first two being the immediate priorities. Thus, the City has adopted policies to start planning means of financing these larger expenditures.*

*Goals:*

*It is the goal of the City of Scappoose to:*

- 1) Provide the public facilities and services which are necessary for the well being of the community and which help guide development into conformance with the Comprehensive Plan.
- 2) Direct public facilities and services, particularly water and sewer systems, into the urban growth area.
- 3) Ensure that the capacities and patterns of utilities and other facilities are adequate to support the residential densities and intensive land use patterns of the Comprehensive Plan.

*Policies:*

*It is the policy of the City of Scappoose to:*

- 1) Design urban facilities and services, particularly water and sewer systems, to eventually serve the designated urban growth area; also, ensure that services are provided to sufficient vacant property to meet anticipated growth needs; also, develop a design review process to insure that public services and facilities do not unreasonably degrade significant fish and wildlife habitats.
- 3) Implement the City of Scappoose Water Master Plan, prepared by Economics and Engineering Services, dated April 1997.
- 5) Ensure that capacities and patterns of utilities and other facilities are adequate to support the residential densities and land use patterns of the Comprehensive Plan.

- 7) Implement the City of Scappoose Wastewater Master Plan, prepared by KCM, Inc., dated June 1998.

**Findings:**

Public Services and Facilities: The infrastructure projects in the Plan including water and wastewater projects will provide public facilities for existing businesses to flourish and add capacity to the water and wastewater facilities to encourage new business development.

**3. Transportation**

*Goal 1: Health and Safety. It is the goal of the City of Scappoose to develop and support a transportation system that maintains and improves individual health and safety by maximizing pedestrian and bicycle transportation options, increasing public safety and service access, and enhancing safe and smooth connections between land uses and transportation modes.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 1.1) Prioritize improvements at locations in the City where enhanced street crossings for walking and biking users are needed.
- 1.2) Work with ODOT to provide safe east-west access for pedestrian and bicyclists across US 30.
- 1.3) Work to implement improvements to address high collision locations, improve safety at railroad crossings, and improve safety for walking, biking, and driving in the City.
- 1.6) Identify and promote programs that encourage walking and bicycling, and that educate all users of the transportation system about good traffic behavior and consideration for other modes.

*Goal 2: Transportation System Management. It is the goal of the City of Scappoose to emphasize effective and efficient management of the transportation system for all users.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 2.5) *Develop and maintain existing facilities to preserve their intended function and useful life in a way that supports mobility for all users, including those with special transportation needs.*

*Goal 3: Travel Choices. It is the goal of the City of Scappoose to develop and maintain a well-connected transportation system that offers convenient and available pedestrian, bicycle and transit trips.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 3.1) *Provide safe, comfortable and convenient transportation options by providing for all transportation modes.*



- 3.2) *Incorporate streetscape features in the transportation system such as street lighting, bike parking, and weather protection (e.g., bus shelters, covered bicycle parking) that better meet the needs and enhance the experience of the walking, biking and transit user.*
- 3.3) *Connect bikeways and pedestrian accessways to local and regional travel routes and community destinations.*
- 3.8) *Enhance way finding signage for those walking and biking, directing them to bus stops, trails, and key routes and destinations.*

*Goal 4: Economic Vitality. It is the goal of the City of Scappoose to support the development and revitalization efforts of the City, Region, and State economies and ensure the efficient movement of people and goods.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 4.1) *Provide transportation facilities that support existing and planned land uses.*
- 4.4) *Manage parking efficiently and ensure that it supports downtown business needs and promotes new development.*
- 4.5) *Enhance the vitality of the Scappoose downtown area by incorporating roadway design elements for all modes.*
- 4.6) *Provide for convenient parking and access to community destinations such as businesses and scenic/recreation areas.*

*Goal 5: Livability. It is the goal of the City of Scappoose to provide transportation solutions that support active transportation, facilitate access to daily needs and services, and enhance the livability of the City's neighborhoods and business community.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 5.5) *Incorporate streetscape amenities that reflect the City's unique character (e.g., street furnishings, landscaping)*

*Goal 6: Sustainable Transportation System. It is the goal of the City of Scappoose to provide a transportation system that meets the needs of present and future generations and is environmentally sustainable.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 6.1) *Plan and develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.*



*Goal 7: Fiscal Responsibility. It is the goal of the City of Scappoose to sustain an economically viable transportation system for existing and future users that protects and improves existing transportation assets while cost-effectively enhancing the total system.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 7.1) Plan for an economically viable and cost-effective transportation system.*
- 7.2) Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.*
- 7.5) Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.*

*Goal 8: Equitable Transportation System. It is the goal of the City of Scappoose to provide a transportation system that is accessible to all users regardless of age, income, and health.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 8.1) Develop and maintain a transportation system that supports a variety of travel options.*
- 8.2) Ensure that the transportation system provides equitable access to underserved and vulnerable populations as well as users with a range of ages.*
- 8.4) Ensure that the transportation system provides connections for all modes that meet applicable Americans with Disabilities Act (ADA) standards.*

*Goal 9: Coordinate Transportation Planning. It is the goal of the City of Scappoose to develop a transportation system that is consistent with the City's Comprehensive Plan and that is coordinated with County, State, and Regional plans.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 9.3) Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation.*

**Findings:**

Transportation: The transportation infrastructure projects in the Plan will provide improved multi-modal transportation infrastructure for residents of Scappoose and visitors to Scappoose. The improved infrastructure will enhance access to existing businesses and encourage new business development. The enhanced streetscape will help provide safety for pedestrian travel, signage for bicyclists and improve the overall urban design of downtown Scappoose, encouraging economic vitality.

#### **4. Housing**

##### *Goals:*

*It is the goal of the City of Scappoose to:*

- 1) Provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.
- 2) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.

##### *Policies:*

*It is the policy of the City of Scappoose to:*

- 5) Permit multi-family dwellings which conform to the following general conditions and criteria:

*C. Multi-family development should be encouraged in areas close to commercial centers and corridors.*

- 7) *Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.*

#### **Findings:**

Housing: The infrastructure projects in the Plan including transportation, water, and wastewater projects will provide increased services to support existing housing and encourage the development of new housing in the Area. The Business and Property Owner Incentives are provided in the Plan to also encourage new economic growth in the Area, including housing development.

## **B. LAND DEVELOPMENT CODE**

The land uses in the Plan Area will conform to the zoning designations in Title 17 of the Scappoose Municipal Code including maximum densities and building requirements and those are incorporated by reference herein. The following zoning districts (below) are present in the Area.

The development is expected to conform to the zoning requirements. As Title 17 is updated, this document will be updated by reference. If a substantial amendment is completed in the future, this section will be updated to match the current zoning designations.

### ***High Density Residential (A-1)***

*The purpose of the A-1 zoning district is to provide for multiple-family residential units in moderate to high density residential developments.*

### ***General Commercial (C)***

*The purpose of the general commercial zone is to provide for a concentrated, central commercial, office and major retail goods and services area with opportunities for employment and business and professional services in close proximity to residential services and located adjacent to arterial or collector streets.*

### ***Expanded Commercial (EC)***

*The purpose of the EC zone is to provide areas:*

- A. For combining light manufacturing, office, retail sales, and complementary related commercial uses;*
- B. For combining uses which have no off-site impacts in terms of noise, odor, glare, lights, vibration, smoke, dust or other types of off-site impacts;*
- C. For combining parking, landscaping and other design features which physically and visually link structures and uses within one development;*
- D. Which utilize a basic street and utility pattern which will permit flexibility in the size of development sites and provide internal circulation which connect to adjoining sites; and*
- E. Which provide for a circulation system that provides direct access to arterials or collectors that will not channel traffic through residential areas.*

### ***Public Use Airport (PUA)***

*The purpose of the public use airport zone is to encourage and support the continued operation and vitality of the Scappoose Industrial Airpark by allowing certain airport-related commercial, manufacturing and recreational uses in accordance with state law.*

### ***Light Industrial (LI)***

*The purpose of the light industrial zone is to:*

- A. Provide appropriate locations for industrial use including light manufacturing and related activities with few, if any, nuisance characteristics such as noise, glare and smoke;*

*B. To permit manufacturing, processing, assembling, packaging or treatment of produce or products from previously prepared materials; and*

*C. To provide a wide variety of sites with good highway or rail access.*

***Public Lands-Institutional (PL-I)***

*The PL-I zone is intended to provide for the review and approval of the location and development of special uses that by reason of their public convenience, necessity and unusual character or effect on the neighborhood, may not be suitable for listing within other sections of this code. The PL-I zone is intended to provide a mechanism for the establishment of public facilities necessary to meet the demand for various types of public learning institutions, places of public assembly, and for public institutional facilities.*

***Public Lands Utility (PL-U)***

*The PL-U zone is intended to provide for the review and approval of the location and development of special uses that by reason of their public convenience, necessity and unusual character or effect on the neighborhood, may not be suitable for listing within other sections of this code. The PL-U zone is intended to provide a mechanism for the establishment of public utility facilities.*

***Public Lands-Recreation (PL-R)***

*The PL-R zone is intended to provide for the review and approval of the location and development of special uses that by reason of their public convenience, necessity and unusual character or effect on the neighborhood, may not be suitable for listing within other sections of this code. The PL-R zone is intended to provide a mechanism for the establishment of various types of public recreation facilities.*

**XII. ANNUAL REPORT**

The Agency shall file an Annual Report in compliance with ORS 457.460.

### **XIII. APPENDIX A: LEGAL DESCRIPTION**

A tract of land and road right-of-way located in the Northeast, Northwest, Southeast, and Southwest One-Quarters of Section 6, the Northeast, Northwest, Southeast, and Southwest One-Quarters of Section 7, Township 3 North, Range 1 West, the Southeast One-Quarter of Section 1, the Northeast, Northwest, Southeast, and Southwest One-Quarters of Section 12, and the Northeast, Northwest, and Southeast One-Quarters of Section 13, Township 3 North, Range 2 West, Willamette Meridian, City of Scappoose, Columbia County, Oregon, and being more particularly described as follows:

Beginning at the northeast corner of Parcel 1 of Partition Plat Number 2006-11 (Assessor's Map 03.02.13DB);

1. Thence along the easterly line of said Partition Plat, Southerly 720 feet, more or less, to the southeasterly corner of Parcel 2 of said Partition Plat, also being on the south line of an irregular storm drainage easement to the Scappoose Drainage District, as described in Exhibit 'A' in Book 60, Page 564, also being the northerly line of Parcel 1 of Document Number 2019-03778 (Assessor's Map 03.02.13DB);
2. Thence along said south line, and the westerly extension thereof, Westerly 872 feet, more or less, to the centerline of the Portland and Western Railroad (Assessor's Map 03.02.13CA);
3. Thence along said centerline, Northerly 3,098 feet, more or less, to the westerly extension of the centerline of SE High School Way (Assessor's Map 03.02.13B0);
4. Thence along said westerly extension, Westerly 154 feet, more or less, to the westerly right-of-way line of the Columbia River Highway (US 30) (Assessor's Map 03.02.13BA);
5. Thence along said westerly right-of-way line, Southerly 360 feet, more or less, to the westerly right-of-way line of SW Old Portland Road (Assessor's Map 03.02.13BA);
6. Thence along said westerly right-of-way line, Southerly 608 feet, more or less, to the northerly right-of-way line of SW Sycamore Street (Assessor's Map 03.02.13BA);
7. Thence along the easterly extension of said northerly right-of-way line, Easterly 63 feet, more or less, to the easterly right-of-way line of SW Old Portland Road (Assessor's Map 03.02.13B0);
8. Thence along said easterly right-of-way line, Northerly 310 feet, more or less, to the westerly right-of-way line of the Columbia River Highway (US 30) (Assessor's Map 03.02.13B0);
9. Thence along said westerly right-of-way line, Southerly 1,151 feet, more or less, to the easterly extension of the northerly line of Document Number 2002-006949 (Assessor's Map 03.02.13CA);
10. Thence along said easterly extension and the northerly line thereof, Westerly 604 feet, more or less, to the easterly right-of-way line of SW Old Portland Road (Assessor's Map 03.02.13CA);

11. Thence along said easterly right-of-way line, Northerly 1,336 feet, more or less, to the easterly extension of the northerly line of the plat of “Kingsbrook Estates Phase 2” (Assessor’s Map 03.02.13BA);
12. Thence along said easterly extension and the northerly line thereof, Westerly 975 feet, more or less, to the easterly line of the plat of “Kingsbrook No. 2” (Assessor’s Map 03.02.13BA);
13. Thence along said easterly line and continuing along the easterly line of the plat of “Kingsbrook No. 1”, Northerly 867 feet, more or less, to the southerly line of the plat of “Green Meadows” (Assessor’s Map 03.02.13BA);
14. Thence along said southerly line and continuing along the southerly line of Partition Plat Number 2006-02 and Partition Plat Number 2004-26, Easterly 389 feet, more or less, to the southeasterly corner of Parcel 2 of said Partition Plat Number 2004-26 (Assessor’s Map 03.02.13BA);
15. Thence along the easterly line of said Parcel 2, Northerly 132 feet, more or less, to the northeasterly corner of said Parcel 2 (Assessor’s Map 03.02.13BA);
16. Thence along the northerly line of said Parcel 2, Westerly 135 feet, more or less, to the easterly right-of-way line of SW Roger’s Road (Assessor’s Map 03.02.13BA);
17. Thence along said easterly right-of-way line, Northerly 20 feet, more or less, to the most northwesterly corner of Document Number 2004-006654 (Assessor’s Map 03.02.13BA);
18. Thence along the northerly line of said Deed, Easterly 160 feet, more or less, to the northeasterly corner of Lot 7, Block 2, of said plat of “Green Meadows” (Assessor’s Map 03.02.13BA);
19. Thence along the northerly line of said Lot 7, Westerly 29 feet, more or less, to the southeasterly corner of Document Number 2017-010547 (Assessor’s Map 03.02.13BA);
20. Thence along the easterly line of said Deed and the northerly extension thereof, Northerly 120 feet, more or less, to the northerly right-of-way line of SW Fir Lane (Assessor’s Map 03.02.12CD);
21. Thence along said northerly right-of-way line, Westerly 201 feet, more or less, to the southeasterly corner of Lot 4, Block 1, of said plat of “Green Meadows” (Assessor’s Map 03.02.12CD);
22. Thence along the easterly line of said Lot 4, and the northerly extension thereof, Northerly 148 feet, more or less, to the northeasterly corner of Lot 3, Block 1, of said plat, also being on the north line of the J. Miles Donation Land Claim No. 39 (Assessor’s Map 03.02.12CD);
23. Thence along said north line, Westerly 5 feet, more or less, to the southeasterly corner of Document Number 2017-009079 (Assessor’s Map 03.02.12CD);
24. Thence along the easterly line of said Deed, and the northerly extension thereof, Northerly 416 feet, more or less, to the southerly right-of-way line of SW E. M. Watts Road (Assessor’s Map 03.02.12CD);
25. Thence along said southerly right-of-way line, Westerly 468 feet, more or less, to the southerly extension of the westerly right-of-way line of SW 4th Street (Assessor’s Map 03.02.12CD);

26. Thence along said southerly extension and said westerly right-of-way line, Northerly 900 feet, more or less, to the westerly extension of the northerly right-of-way line of SW Maple Street (Assessor's Map 03.02.12CA);
27. Thence along said westerly extension and said northerly right-of-way line, Easterly 700 feet, more or less, to the southerly extension of the westerly line of the remainder of Block B of the plat of "Wathome Addition to Scappoose" (Assessor's Map 03.02.12CA);
28. Thence along said southerly extension and the westerly line thereof, Northerly 410 feet, more or less, to the northwesterly corner of said Block B (Assessor's Map 03.02.12CA);
29. Thence along the northerly line of said Block B, Easterly 71 feet, more or less, to the southeasterly corner of Document Number 2016-010399 (Assessor's Map 03.02.12CA);
30. Thence along the easterly line of said Deed and the northerly extension thereof, Northerly 223 feet, more or less, to the southerly line of Document Number 2007-003118 (Assessor's Map 03.02.12CA);
31. Thence along said southerly line, Westerly 100 feet, more or less, to the easterly right-of-way line of SW 2nd Street (Assessor's Map 03.02.12CA);
32. Thence along said easterly right-of-way line, Northerly 145 feet, more or less, to the southerly right-of-way line of SW J.P. West Road (Assessor's Map 03.02.12CA);
33. Thence along said southerly right-of-way line, Easterly 48 feet, more or less, to the southerly extension of the easterly line of Document Number 2006-004875 (Assessor's Map 03.02.12CA);
34. Thence along said southerly extension, Northerly 45 feet, more or less, to the northerly right-of-way line of SW J.P. West Road (Assessor's Map 03.02.12CA);
35. Thence along said northerly right-of-way line, Westerly 73 feet, more or less, to the southwest corner of said Deed (Assessor's Map 03.02.12CA);
36. Thence along the westerly line of said Deed and the northerly extension thereof, Northerly 194 feet, more or less, to the southerly line of Lot 10 of the plat of "Samual Adams Estates (Unrecorded)" (Assessor's Map 03.02.12CA);
37. Thence along said southerly line, Easterly 125 feet, more or less, to the southeasterly corner of said Lot 10 (Assessor's Map 03.02.12CA);
38. Thence along the easterly line of said Lot 10, Northerly 145 feet, more or less, to the southerly line of Document Number 2015-007913 (Assessor's Map 03.02.12CA);
39. Thence along said southerly line, Westerly 162 feet, to the southwest corner of said Deed (Assessor's Map 03.02.12CA);
40. Thence along the westerly line of said Deed, Northerly 60 feet, more or less, to the northwesterly corner of said Deed (Assessor's Map 03.02.12CA);
41. Thence along the northerly line of said Deed, Easterly 118 feet, more or less, to the southwest corner of Document Number 2007-006687 (Assessor's Map 03.02.12CA);
42. Thence along the westerly line of said Deed, Northerly 90 feet, more or less, to the southerly right-of-way line of NW Seely Lane (Assessor's Map 03.02.12CA);
43. Thence along said southerly right-of-way line, Easterly 45 feet, more or less, to the southerly extension of the easterly line of the plat of "Meersburg 2 Planned Community" (Assessor's Map 03.02.12BD);

44. Thence along said southerly extension, the easterly line thereof, and the northerly extension thereof, Northerly 636 feet, more or less, to the northerly right-of-way line of NW Laurel Street (Assessor's Map 03.02.12BD);
45. Thence along said northerly right-of-way line, Westerly 80 feet, more or less, to the southwesterly corner of Document Number 2016-005648 (Assessor's Map 03.02.12BD);
46. Thence along the westerly line of said Deed, Northerly 200 feet, more or less, to the northwesterly corner of said Deed (Assessor's Map 03.02.12BD);
47. Thence along the westerly extension of the northerly line of said Deed, Westerly 13 feet, more or less, to the southeasterly corner of Document Number 2008-003536 (Assessor's Map 03.02.12BD);
48. Thence along the easterly line of said Deed and the northerly extension thereof, Northerly 358 feet, more or less, to the centerline of NW E.J. Smith Road (Assessor's Map 03.02.12BD);
49. Thence along said centerline, Easterly 241 feet, more or less, to the westerly right-of-way line of NW First Street (Assessor's Map 03.02.12BA);
50. Thence along said westerly right-of-way line, Northerly 678 feet, more or less, to the northeasterly corner of Lot 15 of the plat of "Wikstrom Addition" (Assessor's Map 03.02.12BA);
51. Thence along the northerly line of said Lot 15, Westerly 81 feet, more or less, to the easterly line of the plat of "A Holaday Orchard Tracts" (Assessor's Map 03.02.12BA);
52. Thence along said easterly line, Northerly 221 feet, more or less, to the southeasterly corner of Document Number 2019-005155 (Assessor's Map 03.02.12BA);
53. Thence along the easterly line of said Deed and the northerly extension thereof, Northerly 231 feet, more or less, to the northerly right-of-way line of the Scappoose Vernonia Highway (Assessor's Map 03.02.12BA);
54. Thence along said northerly right-of-way line, Easterly 268 feet, more or less, to the westerly right-of-way line of the Columbia River Highway (US 30) (Assessor's Map 03.02.12BA);
55. Thence continuing along the easterly extension of the said northerly right-of-way line, Easterly 247 feet, more or less, to the easterly right-of-way line of Portland and Western Railroad (Assessor's Map 03.02.1300);
56. Thence along the northerly right-of-way line of NE Crown Zellerback Road, Easterly 2,028 feet, more or less, to the westerly right-of-way line of NE West Lane (Assessor's Map 03.02.12);
57. Thence along said westerly right-of-way line, Northerly 1,885 feet, more or less, to the southeasterly corner of Parcel 3 of Partition Plat Number 2018-10 (Assessor's Map 03.02.01D0);
58. Thence along the southerly line of said Parcel 3, Westerly 1,198 feet, more or less, to the easterly line of Parcel 1 of Partition Plat Number 2007-10 (Assessor's Map 03.02.01D0);
59. Thence along said easterly line, Northerly 130 feet, more or less, to the southerly line of Partition Plat Number 2014-09 (Assessor's Map 03.02.01D0);
60. Thence along said southerly line, Easterly 603 feet, more or less, to the southeasterly corner of said plat (Assessor's Map 03.02.01D0);



61. Thence along the easterly line of said plat, Northerly 917 feet, more or less, to the southerly line of the remainder of Parcel 3 of Partition Plat Number 2007-10 (Assessor's Map 03.02.01D0);
62. Thence along said southerly line, Westerly 102 feet, more or less, to the easterly line of Document Number 2015-004646 (Assessor's Map 03.02.01D0);
63. Thence along said easterly line, Northerly 324 feet, more or less, to the southwesterly corner of Document Number 2007-004424 (Assessor's Map 03.02.01D0);
64. Thence along the southerly line of said Deed, Easterly 692 feet, more or less, to the northwesterly corner of Document Number 2018-004710 (Assessor's Map 03.02.01D0);
65. Thence along the westerly line of said Deed, Southerly 134 feet, more or less, to the southwesterly corner of said Deed (Assessor's Map 03.02.01D0);
66. Thence along the southerly line of said Deed, Easterly 174 feet, more or less, to the westerly right-of-way line of NE West Lane (Assessor's Map 03.02.01D0);
67. Thence along said westerly right-of-way line, Northerly 964 feet, more or less, to the westerly extension of the northerly line of Partition Plat Number 2017-14 (Assessor's Map 03.02.0600);
68. Thence along said westerly extension and the northerly line thereof, Easterly 384 feet, more or less, to the northwesterly corner of Document Number 2006-011696 (Assessor's Map 03.01.0600);
69. Thence along the northerly line of said Deed, Easterly 1,699 feet, more or less, to the northeasterly corner of said Deed (Assessor's Map 03.02.0600);
70. Thence along the easterly line of said Deed, Southerly 724 feet, more or less, to the southeasterly corner of said Deed (Assessor's Map 03.01.0600);
71. Thence along the southerly line of said Deed, Westerly 1,920 feet, more or less, to the easterly right-of-way line of NE West Lane (Assessor's Map 03.01.0600);
72. Thence along said easterly right-of-way line, Southerly 700 feet, more or less, to the northerly right-of-way line of NE Wagner Court (Assessor's Map 03.01.06C0);
73. Thence along said northerly right-of-way line, Easterly 669 feet, more or less, to the southwesterly corner of Parcel 1 of Partition Plat Number 2005-26 (Assessor's Map 03.01.06C0);
74. Thence along the westerly line of said Parcel 1, Northerly 72 feet, more or less, to the southwesterly corner of Parcel 2 of said Partition Plat (Assessor's Map 03.01.0600);
75. Thence along the southerly line of said Parcel 2, Easterly 1,365 feet, more or less, to the westerly line of Book 189, Page 16 (Assessor's Map 03.01.0600);
76. Thence along said westerly line, Southerly 1,229 feet, more or less, to the southwesterly corner of said Deed (Assessor's Map 03.01.0600);
77. Thence along the southerly line of said Deed, Easterly 78 feet, more or less, to the northwesterly corner of Parcel 2 of Partition Plat Number 2009-18 (Assessor's Map 03.01.0700);
78. Thence along the westerly line of said Parcel 2, Southerly 1,833 feet, more or less, to the northerly right-of-way line of the Old Portland and Southwestern Railroad (Assessor's Map 03.01.0700);
79. Thence along said northerly right-of-way line, Easterly 1,668 feet, more or less, to a point which bears North 34°00'55" East 624.54 feet, more or less, from the

- northeasterly corner of Lot 18 of the plat of “Heron Meadows” (Assessor’s Map 03.01.0700);
80. Thence leaving said northerly right-of-way along a non-tangent curve (with a radial bearing of North  $06^{\circ}14'47''$  West) to the left with a Radius of 1527.02 feet, Delta of  $71^{\circ}55'43''$ , Length of 1917.01 feet and a Chord of North  $47^{\circ}47'21''$  East 1793.58 feet, more or less (Assessor’s Map 03.02.0700);
  81. Thence North  $10^{\circ}07'24''$  East 307.58 feet, more or less, to a line parallel with and 615.00 feet southerly of the northerly line of said Parcel 2 (Assessor’s Map 03.01.0700);
  82. Thence along said parallel line, Westerly 1,313 feet, more or less, to the easterly line of Document Number 1996-011889 (Assessor’s Map 03.01.0700);
  83. Thence along said easterly line, Northerly 733 feet, more or less, to the northeasterly corner of said Deed (Assessor’s Map 03.01.0700);
  84. Thence along the northerly line of said Deed and the westerly extension thereof, Westerly 664 feet, more or less, to the westerly line of Document Number 2015-010698 (Assessor’s Map 03.01.0600);
  85. Thence along said westerly line, Northerly 2,516 feet, more or less, to a line parallel with and 560.00 feet southerly of the northerly line of said Deed (Assessor’s Map 03.01.0600);
  86. Thence along said parallel line, Easterly 2,625 feet, more or less, to the easterly line of said Deed (Assessor’s Map 03.01.0600);
  87. Thence along said easterly line, Southerly 2,384 feet, more or less, to the southeasterly corner of said Deed (Assessor’s Map 03.01.0600);
  88. Thence on along a non-tangent curve to the right (with a radial bearing of North  $85^{\circ}05'23''$  West) with a Radius of 6025.00 feet, Delta of  $5^{\circ}12'47''$ , Length of 548.18 feet, and a Chord of South  $07^{\circ}31'01''$  West 547.99 feet, more or less (Assessor’s Map 03.02.0700);
  89. Thence South  $10^{\circ}07'24''$  West 398.51 feet, more or less (Assessor’s Map 03.02.0700);
  90. Thence along a curve to the right with a Radius of 1532.01 feet, Delta of  $71^{\circ}41'02''$ , Length of 1916.73 feet, and a Chord of South  $47^{\circ}39'40''$  West 1794.14 feet, more or less, to a point on the northerly right-of-way line of the Old Portland and Southwestern Railroad which bears North  $16^{\circ}53'07''$  East 630.81 feet, more or less, from the northwesterly corner of Lot 15 of the plat of “Heron Meadows” (Assessor’s Map 03.01.0700);
  91. Thence leaving said northerly right-of-way line, at right angles, Southerly 50 feet, more or less, to the centerline of the Old Portland and Southwestern Railroad (Assessor’s Map 03.01.0700);
  92. Thence along said centerline, Easterly 847 feet, more or less, to a point which bears North  $87^{\circ}09'54''$  East 825.21 feet, more or less, from the northwesterly corner of said Lot 15 (Assessor’s Map 03.01.0700);
  93. Thence leaving said centerline, at right angles, Southerly 47 feet, more or less, to the southerly right-of-way line of the Old Portland and Southwestern Railroad (Assessor’s Map 03.01.0700);
  94. Thence leaving said southerly right-of-way line, South  $36^{\circ}51'55''$  West 1060.65 feet, more or less (Assessor’s Map 03.01.0700);

95. Thence South 53°08'05" East 391.39 feet, more or less (Assessor's Map 03.01.0700);
96. Thence South 36°51'55" West 446.00 feet, more or less, to a point on the northerly right-of-way line of East Columbia Avenue which bears South 11°38'03" East 1211.01 feet, more or less, from the southeasterly corner of Lot 13 of the plat of "Heron Meadows" (Assessor's Map 03.01.0700);
97. Thence along said northerly right-of-way line, Westerly 436 feet, more or less, to a point which bears South 14°37'37" East 637.34 feet, more or less, from the southeasterly corner of Lot 7 of said plat (Assessor's Map 03.01.0700);
98. Thence leaving said northerly right-of-way line, North 36°51'55" East 1513.90 feet, more or less, to a point on the southerly right-of-way line of the Old Portland and Southwestern Railroad which bears North 79°53'07" East 624.26 feet, more or less, from the northeasterly corner of Tract 'B' of said plat (Assessor's Map 03.01.0700);
99. Thence along said southerly right-of-way line, Westerly 1,561 feet, more or less, to the easterly right-of-way line of NE Miller Road (Assessor's Map 03.01.0700);
100. Thence along said easterly right-of-way line, Southerly 270 feet, more or less, to the easterly extension of the southerly line of Document Number 2014-005878 (Assessor's Map 03.01.07BD);
101. Thence along said easterly extension, Westerly 20 feet, more or less, to the centerline of NE Miller Road (Assessor's Map 03.01.07BD);
102. Thence along said centerline, Southerly 403 feet, more or less, to the easterly extension of the northerly line of Parcel 1 of Partition Plat Number 1998-69 (Assessor's Map 03.01.07CA);
103. Thence along said easterly extension and said northerly line, Northwesterly 320 feet, more or less, to the northwesterly corner of said Parcel 1 (Assessor's Map 03.01.07CA);
104. Thence along the westerly line of said Parcel 1, Southerly 144 feet, more or less, to the southerly southeast corner of Parcel 2 of said Plat (Assessor's Map 03.01.07CA);
105. Thence along the most southerly line of said Parcel 2, Westerly 97 feet, more or less, to the southwest corner of said Parcel 2 (Assessor's Map 03.01.07CA);
106. Thence along the westerly line of said Parcel 2, Northerly 328 feet, more or less, to the northwesterly corner of said Parcel 2 (Assessor's Map 03.01.07CA);
107. Thence along the northerly line of said Parcel 2, Easterly 400 feet, more or less, to the westerly right-of-way line of NE Miller Road (Assessor's Map 03.01.07BD);
108. Thence along said westerly right-of-way line, Northerly 219 feet, more or less, to the southeasterly corner of Document Number 2014-005878 (Assessor's Map 03.01.07BD);S
109. Thence along the southerly line of said Deed, Westerly 545 feet, more or less, to the southwest corner of said Deed (Assessor's Map 03.01.07BD);
110. Thence along the westerly line of said Deed, Northerly 221 feet, more or less, to the southerly right-of-way line of the Old Portland and Southwestern Railroad (Assessor's Map 03.01.07BD);
111. Thence along said southerly right-of-way line, Westerly 2,393 feet, more or less, to the easterly right-of-way line of NE West Lane (Assessor's Map 03.02.12AD);
112. Thence along said easterly right-of-way line, Southerly 1,415 feet, more or less, to the centerline of East Columbia Avenue (Assessor's Map 03.02.12DA);

113. Thence along said centerline, Westerly 64 feet, more or less, to the northerly extension of the westerly right-of-way line of SE 4th Street (Assessor's Map 03.02.12DA);
114. Thence along said northerly extension and said westerly right-of-way line, Southerly 214 feet, more or less, to the southeasterly corner of Document Number 2007-23345 (Assessor's Map 03.02.12DA);
115. Thence along the southerly line of said Deed, Westerly 120 feet, more or less, to the easterly line of Document Number 2016-007677 (Assessor's Map 03.02.12DB);
116. Thence along said easterly line, Southerly 25 feet, more or less, to the southeasterly corner of said Deed (Assessor's Map 03.02.12DB);
117. Thence along the southerly line of said Deed, Westerly 125 feet, more or less, to the easterly line of Document Number 2001-13941 (Assessor's Map 03.02.12DB);
118. Thence along said easterly line, Northerly 6 feet, more or less, to the northeasterly corner of said Deed (Assessor's Map 03.02.12DB);
119. Thence along the northerly line of said Deed, Westerly 201 feet, more or less, to the northwesterly corner of said Deed (Assessor's Map 03.02.12DB);
120. Thence along the westerly line of said Deed, Southerly 29 feet, more or less, to the northeasterly corner of Book 232, Page 780 (Assessor's Map 03.02.12DB);
121. Thence along the northerly line of said Deed, and the northerly line of Parcel 3 of Document Number 2014-003219, Westerly 271 feet, more or less, to the easterly right-of-way line of SE 3rd Street (Assessor's Map 03.02.12DB);
122. Thence along said easterly right-of-way line, Northerly 154 feet, more or less, to the easterly extension of a line parallel to and 3.00 feet southerly of the southerly line of Lot 1, Block 1 of the plat of "Greenwood Addition to Scappoose" (Assessor's Map 03.02.12DB);
123. Thence along said easterly extension, Westerly 60 feet, more or less, to the westerly right-of-way line of SE 3rd Street (Assessor's Map 03.02.12DB);
124. Thence along said westerly right-of-way line, Southerly 153 feet, more or less, to the northerly right-of-way line of SE Olive Street (Assessor's Map 03.02.12DB);
125. Thence along said northerly right-of-way line, Westerly 108 feet, more or less, to the centerline of a 15.00 foot wide alley that was vacated per Book 2, Page 5 (Assessor's Map 03.02.12DB);
126. Thence along the southerly extension of said centerline, Southerly 28 feet, more or less, to the centerline of SE Olive Street (Assessor's Map 03.02.12DB);
127. Thence along said centerline, Westerly 138 feet, more or less, to the centerline of SE 2nd Street (Assessor's Map 03.02.12DB);
128. Thence along said centerline, Southerly 258 feet, more or less, to the centerline of SE Myrtle Street (Assessor's Map 03.02.12DB);
129. Thence along said centerline, and the westerly extension thereof, Westerly 376 feet, more or less, to the easterly right-of-way line of the Columbia River Highway (US 30) (Assessor's Map 03.02.12DB);
130. Thence along said easterly right-of-way line, Southerly 2,133 feet, more or less, to the westerly extension of the northerly right-of-way line of SE High School Way (Assessor's Map 03.02.12DC);
131. Thence along said westerly extension, Easterly 109 feet, more or less, to the easterly right-of-way line of the Portland and Western Railroad (Assessor's Map 03.02.1300);

132. Thence along said easterly right-of-way line, Southerly 1,678 feet, more or less, to the northwesterly corner of Parcel 3 of Partition Plat No. 2006-11 (Assessor's Map 03.02.13AC);
133. Thence along the northerly line of said Parcel 3, and the easterly extension thereof, Easterly 315 feet, more or less, to the easterly right-of-way line of SE 2nd Street (Assessor's Map 03.02.13AC);
134. Thence along said easterly right-of-way line, Southerly 696 feet, more or less, to the northwesterly corner of Parcel 1 of Partition Plat Number 2006-11 (Assessor's Map 03.02.13DB);
135. Thence along the northerly line of said Parcel 1, Easterly 434 feet, more or less, to the Point of Beginning.

**Excepting Parcel 1:** (See Map Sheet 02)

Beginning at the southeast corner of Lot 29 of the plat of "Harmony Park" (Assessor's Map 03.02.12AD);

200. Thence along the southerly line of said Lot 29, and the westerly extension thereof, Westerly 478 feet, more or less, to the westerly right-of-way line of NE Sawyer Street (Assessor's Map 03.02.12AC);
201. Thence along said westerly right-of-way line, Northerly 128 feet, more or less, to the southerly right-of-way line of NE Prairie Street (Assessor's Map 03.02.12AC);
202. Thence along said southerly right-of-way line, Westerly 200 feet, more or less, to the easterly right-of-way line of NE 3rd Street (Assessor's Map 03.02.12AC);
203. Thence along said easterly right-of-way line, Southerly 154 feet, more or less, to the easterly extension of a line parallel with and 50.00 feet southerly of the north line of Lot 1, Block 1 of the plat of "Eastside Addition" (Assessor's Map 03.02.12AC);
204. Thence along said easterly extension, Westerly 60 feet, more or less, to the westerly right-of-way line of NE 3rd Street (Assessor's Map 03.02.12AC);
205. Thence along said westerly right-of-way line, Northerly 155 feet, more or less, to the southerly right-of-way line of NE Prairie Street (Assessor's Map 03.02.12AC);
206. Thence along said southerly right-of-way line, Westerly 339 feet, more or less, to the southerly extension of a line parallel with and 20.00 feet easterly of the east line of Lot 8, Block 5 of the plat of "Eastside Addition" (Assessor's Map 03.02.12AC);
207. Thence along said southerly extension, Northerly 60 feet, more or less, to the northerly right-of-way line of NE Prairie Street (Assessor's Map 03.02.12AC);
208. Thence along said northerly right-of-way line, Easterly 79 feet, more or less, to the westerly right-of-way line of NE 2nd Street (Assessor's Map 03.02.12AC);
209. Thence along said westerly right-of-way line, Northerly 100 feet, more or less, to the northeasterly corner of Lot 2, Block 5 of said plat (Assessor's Map 03.02.12AC);
210. Thence along the northerly line of Lot 2, Westerly 100 feet, more or less, to the southeasterly corner of Lot 6, Block 5 of said plat (Assessor's Map 03.02.12AC);

211. Thence along the easterly line of said Lot 6, and the northerly extension thereof, Northerly 100 feet, more or less, to the southerly right-of-way line of SE Watts Street (Assessor's Map 03.02.12AC);
212. Thence leaving said southerly right-of-way line, Northerly 61 feet, more or less, to a point on the northerly right-of-way of SE Watts Street which bears 14.00 feet westerly of the southeasterly corner of Lot 8, Block 4 of the plat of "Eastside Addition" (Assessor's Map 03.02.12AC);
213. Thence along a line parallel with and 14.00 feet westerly of the easterly line of said Lot 8, Northerly 100 feet, more or less, to the northerly line of Lot 7, Block 4 of said plat (Assessor's Map 03.02.12AC);
214. Thence along said northerly line, Easterly 14 feet, more or less, to the southeast corner of Lot 6 of said Block 4 (Assessor's Map 03.02.12AC);
215. Thence along the easterly line of said Lot 6, and the northerly extension thereof, Northerly 260 feet, more or less, to the northeasterly corner of Lot 7, Block 10 of the plat of "Watts Addition" (Assessor's Map 03.02.12AC);
216. Thence along the northerly line of said Lot 7, Westerly 12 feet, more or less, to a line parallel with and 12.00 feet westerly of the easterly line of said Lot 7 (Assessor's Map 03.02.12AC);
217. Thence along said parallel line, and the northerly extension thereof, Northerly 130 feet, more or less, to the centerline of NE Williams Street (Assessor's Map 03.02.12AC);
218. Thence along said centerline, and the westerly extension thereof, Westerly 310 feet, more or less, to the westerly right-of-way line of the Portland and Western Railroad (Assessor's Map 03.02.12AC);
219. Thence along said westerly right-of-way line, Northerly 1,004 feet, more or less, to the centerline of the Scappoose Vernonia Highway (Assessor's Map 03.02.12AB);
220. Thence along said centerline, Easterly 119 feet, more or less, to the easterly right-of-way line of the Portland and Western Railroad (Assessor's Map 03.02.12AB);
221. Thence along said easterly right-of-way line, Northerly 32 feet, more or less, to the southerly right-of-way line of NE Crown Zellerback Road (Assessor's Map 03.02.12AB);
222. Thence along said southerly right-of-way line, Easterly 2,092 feet, more or less, to the westerly right-of-way line of NE West Lane (Assessor's Map 03.02.12AD);
223. Thence along said westerly right-of-way line, Southerly 1,190 feet, more or less, to the Point of Beginning.

**Excepting Parcel 2:** (See Map Sheet 02)

Beginning at a point on the westerly right-of-way line of the Columbia River Highway (US 30) which bears South 89°14'43" West 404.44 feet, more or less, from the northwest corner of Lot 8 of the plat of "Johnson Estates" (Assessor's Map 03.02.12BA);

300. Thence along said westerly right-of-way line, Southerly 211 feet, more or less, to the southeast corner of Book 262, Page 642 (Assessor's Map 03.02.12BA);

301. Thence along the southerly line of said Deed, Westerly 199 feet, more or less, to the easterly right-of-way line of NW 1st Street (Assessor's Map 03.02.12BA);
302. Thence along said easterly right-of-way line, Northerly 360 feet, more or less, to the northwest corner of said Deed (Assessor's Map 03.02.12BA);
303. Thence along the northerly line of said Deed, Easterly 110 feet, more or less, to the westerly line of Book 162, Page 888 (Assessor's Map 03.02.12BA);
304. Thence along said westerly line, Southerly 109 feet, more or less, to the southwest corner of said Deed (Assessor's Map 03.02.12BA);
305. Thence along the southerly line of said Deed, Easterly 100 feet, more or less, to the Point of Beginning.

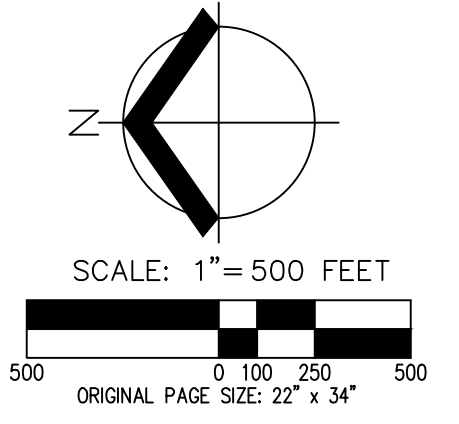
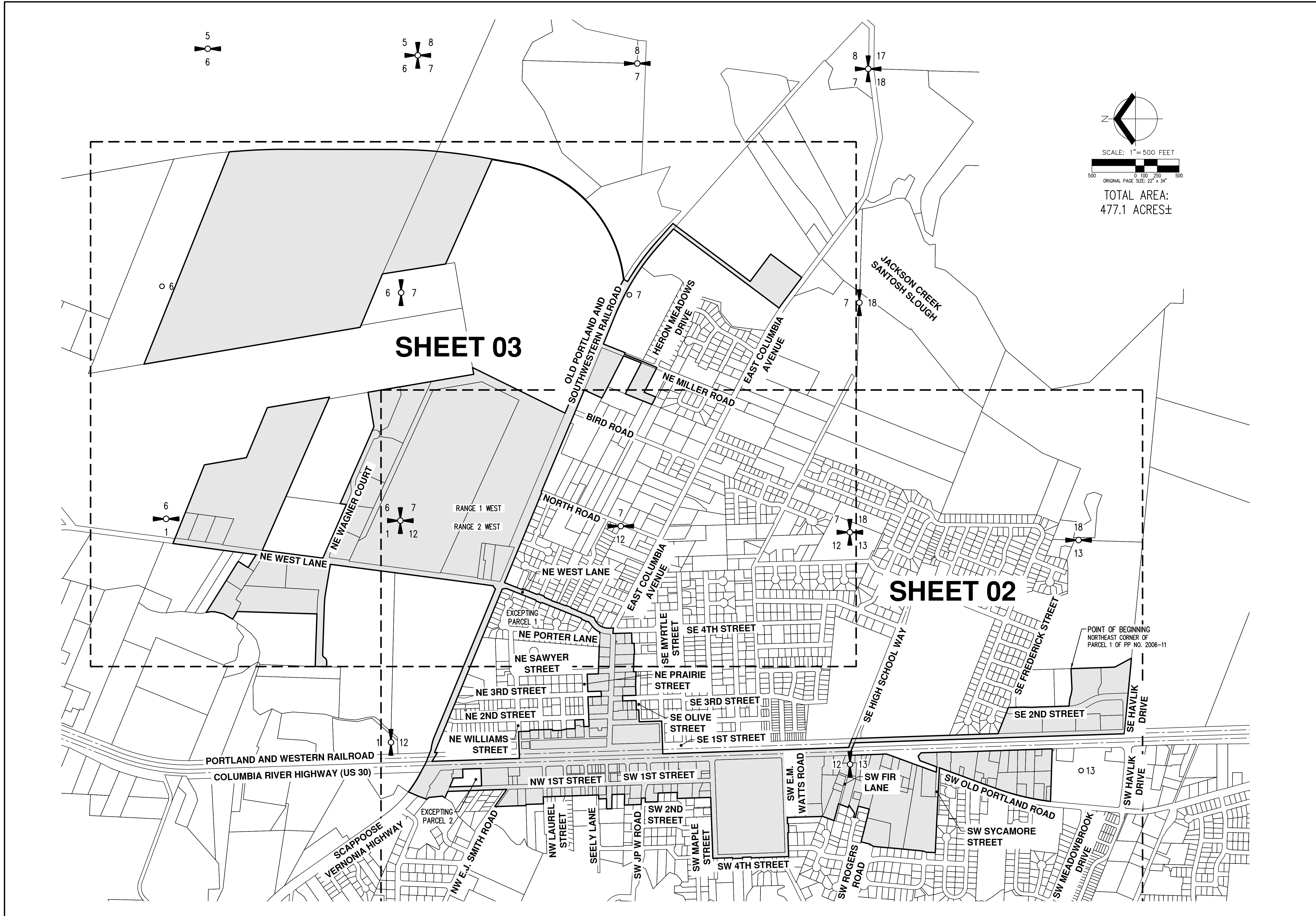
The above described tract of land contains 477.1 acres, more or less.

9/27/2019

**XIV. APPENDIX B – LEGAL MAPS**



AKS DRAWING FILE: 7339URADWG | LAYOUT: 01



TOTAL AREA:  
477.1 ACRES±

**AKS**  
 AKS ENGINEERING & FORESTRY, LLC  
 1390 SW HEERMANN RD, STE 100  
 PORTLAND, OR 97202  
 503.563.6151  
 WWW.AKS-ENG.COM

ENGINEERING · SURVEYING · NATURAL RESOURCES  
 FORESTRY · PLANNING · LANDSCAPE ARCHITECTURE

**CITY OF SCAPPOOSE**  
**URBAN RENEWAL AREA**  
**SCAPPOOSE**  
 COLUMBIA COUNTY OREGON

**MAP OF URBAN RENEWAL DISTRICT**

DESIGNED BY:  
 DRAWN BY: CC  
 CHECKED BY: MK  
 SCALE: AS NOTED  
 DATE: 9/27/2019

REGISTERED PROFESSIONAL LAND SURVEYOR  
**REVIEW COPY**  
 OREGON  
 JANUARY 2016  
 MICHAEL KALINA  
 89558PIS  
 RENEWS: 6/30/21

REVISIONS

JOB NUMBER  
**7339**  
 SHEET  
**01**

**CITY OF SCAPPOOSE  
 URBAN RENEWAL AREA  
 SCAPPOOSE OREGON**

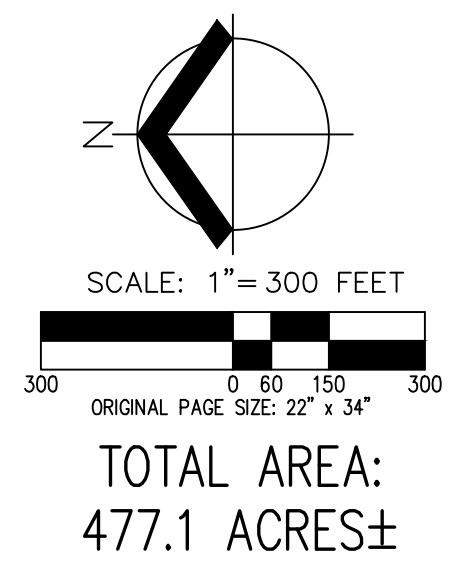
**MAP OF URBAN  
 RENEWAL DISTRICT**

DESIGNED BY: CC  
 DRAWN BY: CC  
 CHECKED BY: MK  
 SCALE: AS NOTED  
 DATE: 9/27/2019  
 REGISTERED PROFESSIONAL LAND SURVEYOR  
 MICHAEL S. KALINA  
 89558PLS  
 RENEWS: 6/30/21  
 REVISIONS:  
 JOB NUMBER  
**7339**  
 SHEET  
**02**



LINE	DIRECTION
4	WESTERLY 154'±
5	SOUTHERLY 360'±
6	SOUTHERLY 608'±
7	EASTERLY 63'±
8	NORTHERLY 310'±
14	EASTERLY 389'±
45	WESTERLY 80'±
46	NORTHERLY 200'±
47	WESTERLY 13'±
48	NORTHERLY 358'±
49	EASTERLY 241'±
51	WESTERLY 81'±
52	NORTHERLY 221'±
53	NORTHERLY 231'±
54	EASTERLY 268'±

LINE	DIRECTION
55	EASTERLY 247'±
129	WESTERLY 376'±
131	EASTERLY 109'±
133	EASTERLY 315'±
135	EASTERLY 434'±
218	WESTERLY 310'±
220	EASTERLY 119'±
221	NORTHERLY 32'±
300	SOUTHERLY 211'±
301	WESTERLY 199'±
302	NORTHERLY 360'±
303	EASTERLY 110'±
304	SOUTHERLY 109'±
305	EASTERLY 100'±



SEE SHEET 03

SEE SHEET 03



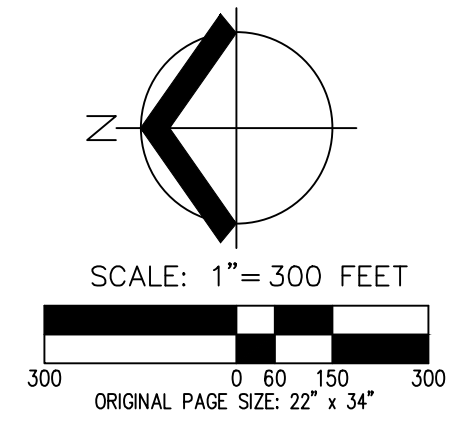


CURVE TABLE

CURVE	RADIUS	DELTA	LENGTH	CHORD
C1	1527.00'	71°55'43"	1917.01'	N47°47'21"E 1793.58'
C2	6025.00'	5'12'47"	548.18'	S73°1'01"W 547.99'
C3	1532.00'	71°41'02"	1916.73'	S47°39'40"W 1794.14'

LINE TABLE

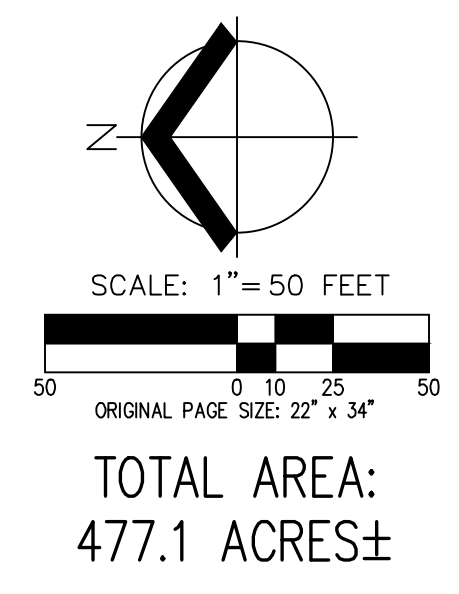
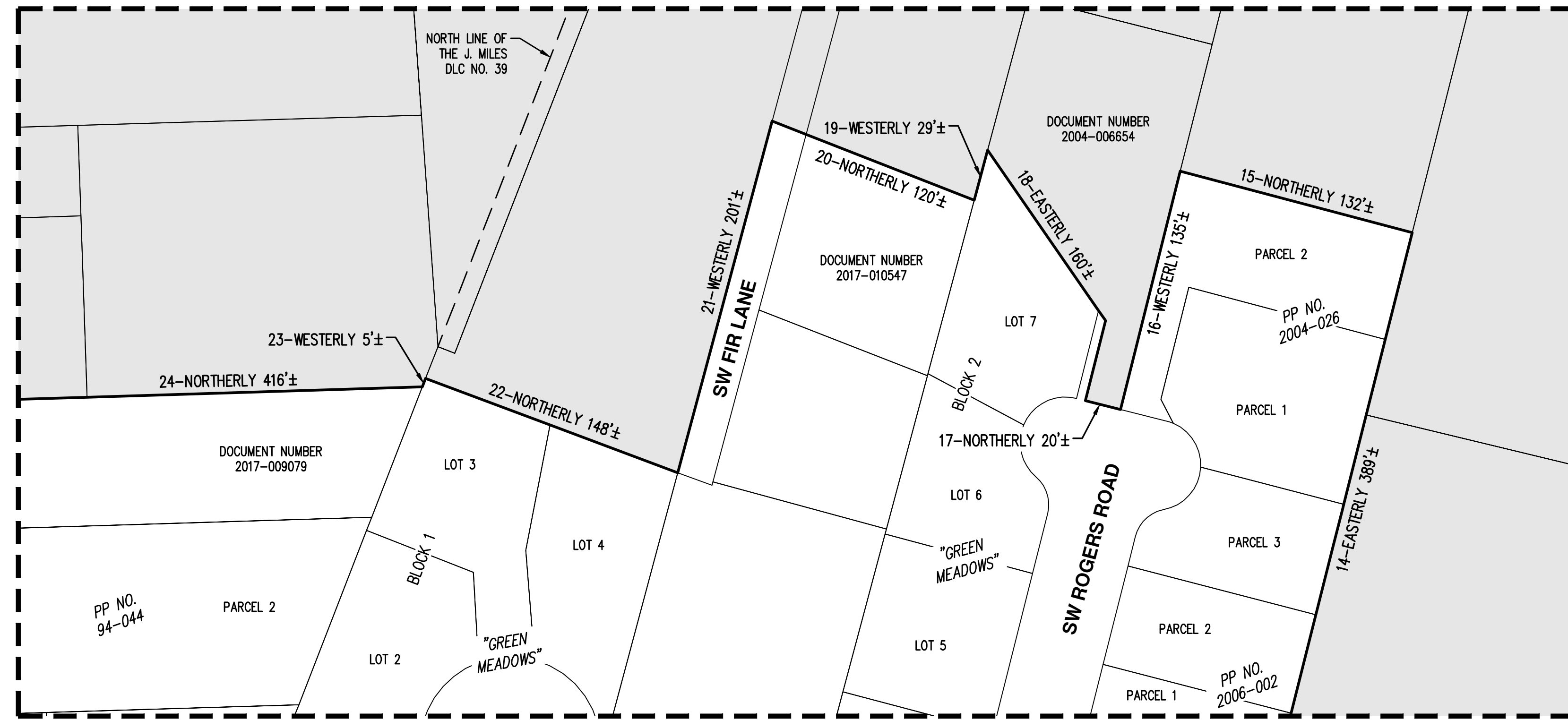
LINE	DIRECTION
59	NORTHERLY 130'±
62	WESTERLY 102'±
63	NORTHERLY 324'±
65	SOUTHERLY 134'±
66	EASTERLY 174'±
68	EASTERLY 384'±
100	SOUTHERLY 270'±
101	WESTERLY 20'±
102	SOUTHERLY 403'±
103	WESTERLY 320'±
104	SOUTHERLY 144'±
105	WESTERLY 97'±
106	NORTHERLY 328'±
107	EASTERLY 400'±
108	NORTHERLY 219'±
110	NORTHERLY 221'±



TOTAL AREA:  
 477.1 ACRES±

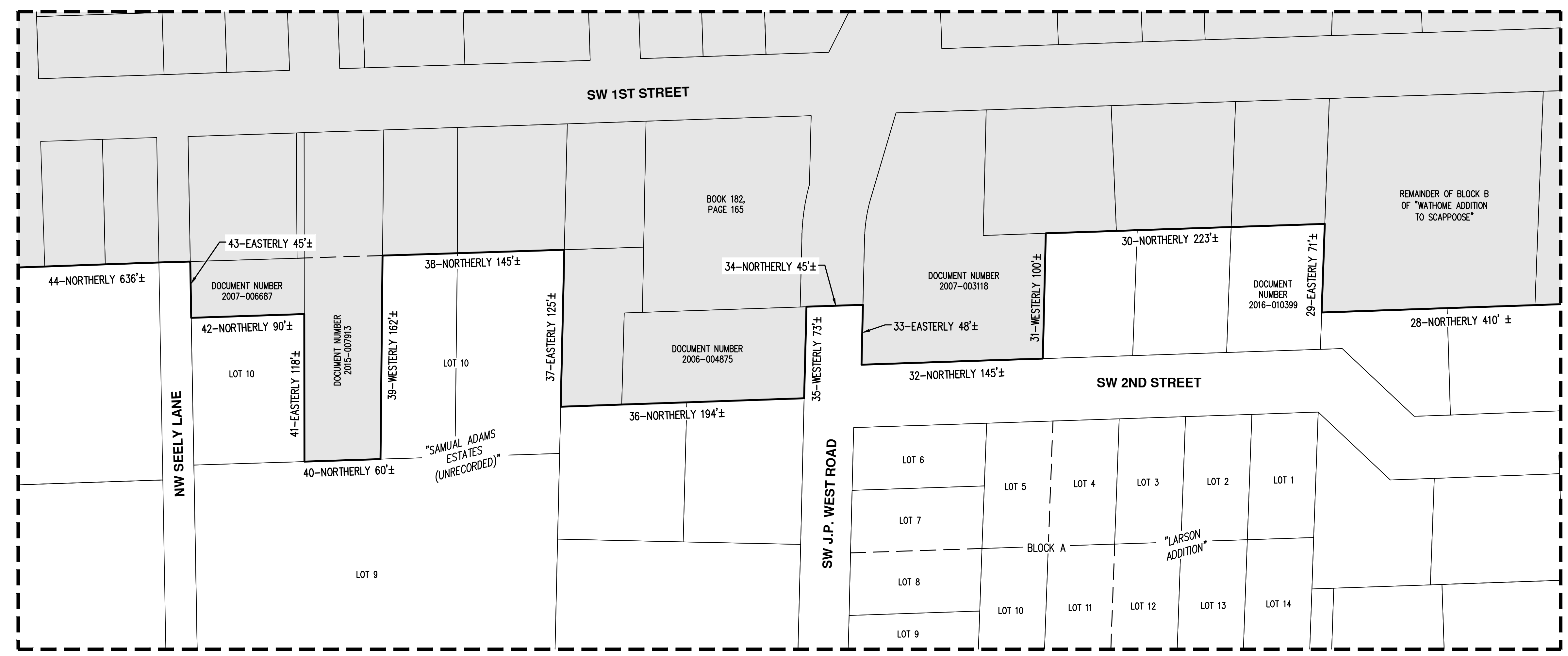
SEE SHEET 02

DETAIL 1:

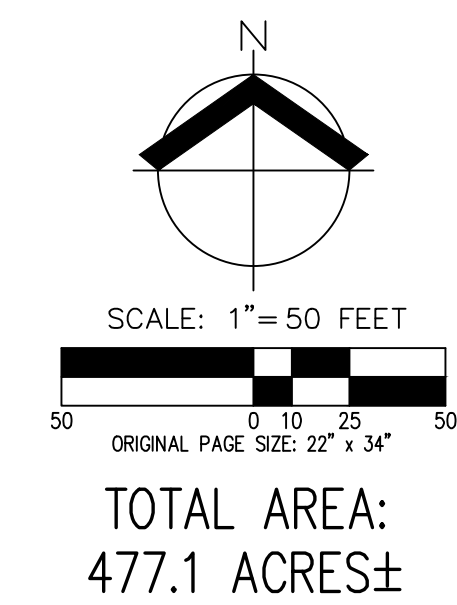
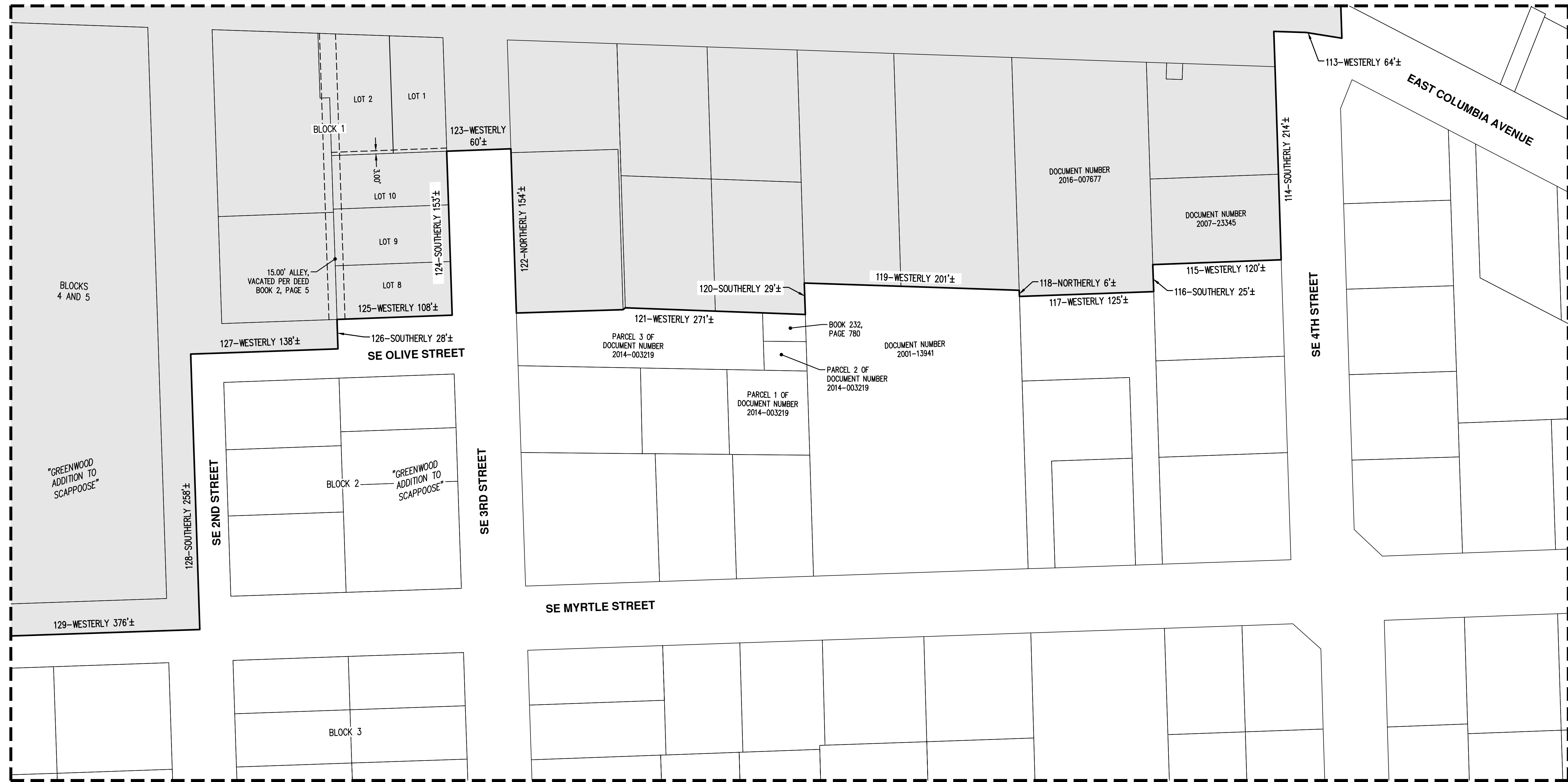


TOTAL AREA:  
477.1 ACRES±

DETAIL 2:

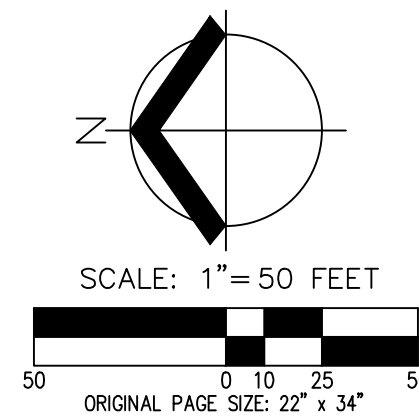


DETAIL 3:



DESIGNED BY:	
DRAWN BY:	CC
CHECKED BY:	MK
SCALE:	AS NOTED
DATE:	9/27/2019
REGISTERED PROFESSIONAL LAND SURVEYOR <b>REVIEW COPY</b> OREGON JANUARY 2016 MICHAEL S. KALINA 89558PLS RENEWS: 6/30/21	
REVISIONS:	
JOB NUMBER	7339
SHEET	05

DETAIL 4:



TOTAL AREA:  
477.1 ACRES±



DESIGNED BY:  
DRAWN BY: CC  
CHECKED BY: MK  
SCALE: AS NOTED  
DATE: 9/27/2019

REGISTERED  
PROFESSIONAL  
LAND SURVEYOR

**REVIEW COPY**  
OREGON  
JANUARY 2016  
MICHAEL K. KALINA  
89558PLS  
RENEWS: 6/30/21

REVISIONS

JOB NUMBER  
**7339**  
SHEET  
**06**

Exhibit B

# Report Accompanying the Scappoose Urban Renewal Plan

Scappoose Urban Renewal Plan Adopted by the City of Scappoose

November 18, 2019

Ordinance No. 886

Scappoose Urban Renewal Area



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## I. INTRODUCTION

The Report Accompanying the Scappoose Urban Renewal Plan (“Report”) contains background information and project details that pertain to the Scappoose Urban Renewal Plan (“Plan”). The Report is not a legal part of the Plan but is intended to provide public information and support the findings made by the Scappoose City Council as part of the approval of the Plan.

The Report provides the analysis required to meet the standards of ORS 457.085(3), including financial feasibility. The Report accompanying the Plan contains the information required by ORS 457.085, including:

- (3) An urban renewal plan shall be accompanied by a report which shall contain:
  - (a) A description of physical, social and economic conditions in the urban renewal areas of the plan and the expected impact, including the fiscal impact, of the plan in light of added services or increased population;
  - (b) Reasons for selection of each urban renewal area in the plan;
  - (c) The relationship between each project to be undertaken under the plan and the existing conditions in the urban renewal area;
  - (d) The estimated total cost of each project and the sources of moneys to pay such costs;
  - (e) The anticipated completion date for each project;
  - (f) The estimated amount of money required in each urban renewal area under ORS 457.420 to 457.460 and the anticipated year in which indebtedness will be retired or otherwise provided for under ORS 457.420 to 457.460;
  - (g) A financial analysis of the plan with sufficient information to determine feasibility;
  - (h) A fiscal impact statement that estimates the impact of the tax increment financing, both until and after the indebtedness is repaid, upon all entities levying taxes upon property in the urban renewal area; and
  - (i) A relocation report which shall include:
    - (A) An analysis of existing residents or businesses required to relocate permanently or temporarily as a result of agency actions under ORS 457.170;
    - (B) A description of the methods to be used for the temporary or permanent relocation of persons living in, and businesses situated in, the urban renewal area in accordance with ORS 35.500 to 35.530; and
    - (C) An enumeration, by cost range, of the existing housing units in the urban renewal areas of the plan to be destroyed or altered and new units to be added.

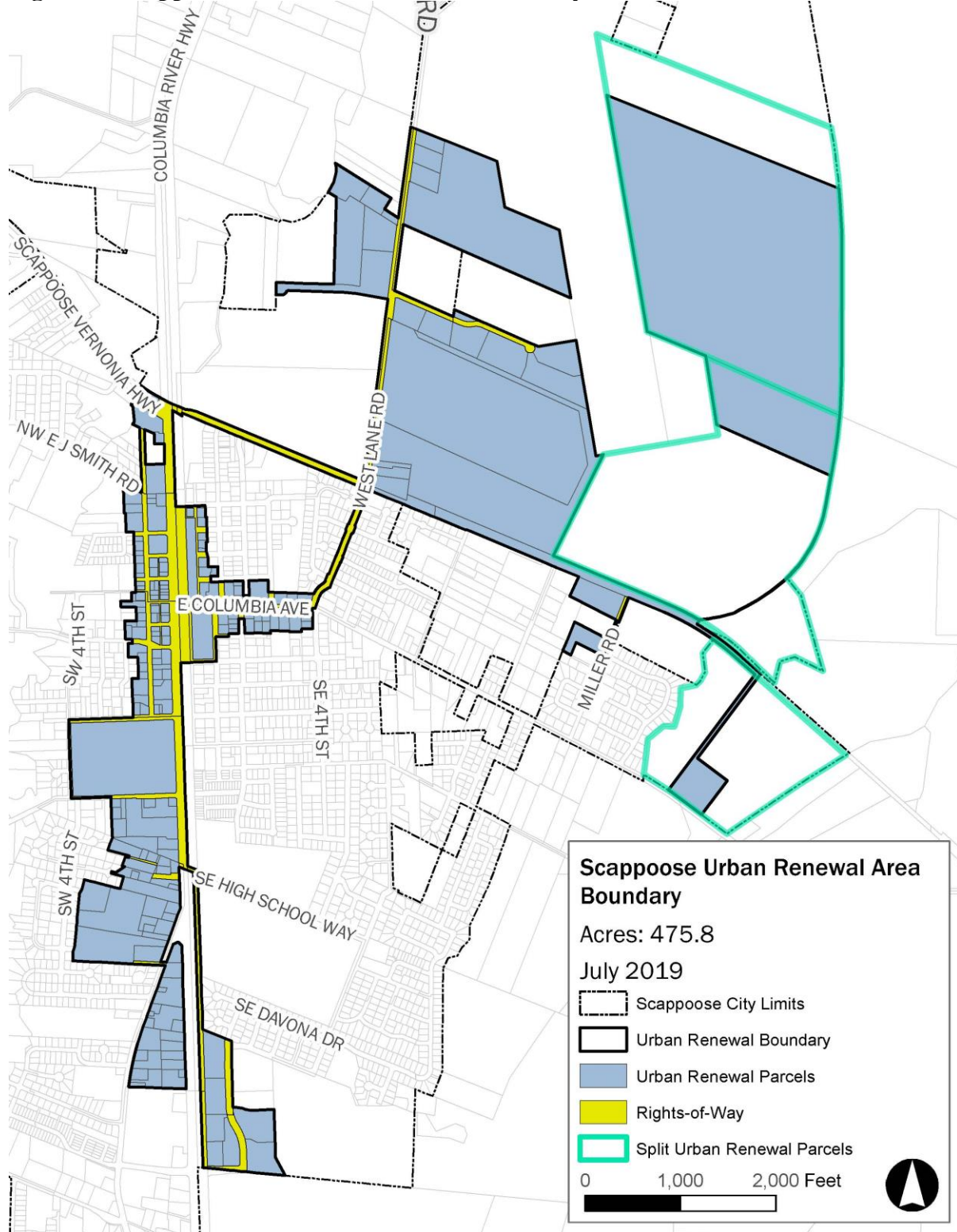
The relationship of the sections of the Report and the ORS 457.085 requirements is shown in Table 1. The specific reference in the table below is the section of this Report that most addresses the statutory reference. There may be other sections of the Report that also address the statute.

**Table 1 - Statutory References**

<b>Statutory Requirement</b>	<b>Report Section</b>
ORS 457.085(3)(a)	X
ORS 457.085(3)(b)	XI
ORS 457.085(3)(c)	II
ORS 457.085(3)(d)	III
ORS 457.085(3)(e)	VI
ORS 457.085(3)(f)	IV,V
ORS 457.085(3)(g)	IV,V
ORS 457.085(3)(h)	VIII
ORS 457.085(3)(i)	XII

The Report provides guidance on how the urban renewal plan might be implemented. As the Scappoose Urban Renewal Agency (“Agency”) will review revenues and potential projects each year, it has the authority to make adjustments to the implementation assumptions in this Report. The Agency may allocate budgets differently, adjust the timing of the projects, decide to incur debt at different timeframes than projected in this Report, and make other adjustments to the financials as determined by the Agency. The Agency may also make changes as allowed in the Amendments section of the Plan. These adjustments must stay within the confines of the overall maximum indebtedness of the Plan.

**Figure 1 - Scappoose Urban Renewal Area Boundary**



Source: ECONorthwest

## **II. THE PROJECTS IN THE AREA AND THE RELATIONSHIP BETWEEN URBAN RENEWAL PROJECTS AND THE EXISTING CONDITIONS IN THE URBAN RENEWAL AREA**

The projects identified for the Area are described below, including how they relate to the existing conditions in the Area.

### **A. WATER/SEWER IMPROVEMENTS<sup>1</sup>**

#### **1. DEQ Loan Projects**

- a. Hydraulic improvements: rebuilding secondary splitter structure. Information from Wastewater Master Plan: “Based on the hydraulic modeling completed, the effluent structure from the aeration basin conveying flows to the secondary clarifiers will be flooded under design flow condition. This will be replaced to accommodate sufficient weir length to capture even flow splitting between the existing secondary clarifiers and provisions for adding two additional secondary clarifiers in future.”<sup>2</sup>

Existing conditions: “Based on the hydraulic modeling completed, the effluent structure from the aeration basin conveying flows to the secondary clarifiers will be flooded under design flow condition.”<sup>3</sup>

- b. Secondary clarifier and RAS/WAS<sup>4</sup> pumping upgrades: “To provide adequate peak wet weather capacity and sufficient redundancy to take one clarifier out of service during summer months, a new secondary clarifier is needed. The analysis assumes that the third secondary clarifier will be of similar size as existing (50-foot diameter). With the addition of a new secondary clarifier, RAS and WAS pumping capacity needs to be increased. However, the Sludge Pumping Building does not have space for any additional pumps. This upgrade would include increasing building size and adding additional capacity for RAS and WAS pumping, upgrading existing WAS pumps, and upgrading HVAC system.”<sup>5</sup>

Existing Conditions: “The existing secondary system (aeration basin and two (2) 50-foot secondary clarifiers) have sufficient capacity to meet current flows and loads. However, the secondary clarifiers do not have sufficient capacity for future flows within the planning period. As identified in Chapter 3 of the Wastewater Master Plan the state point analysis results show that the surface overflow rate is higher

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<sup>1</sup> Project descriptions and existing conditions come from the City of Scappoose Facilities Plan Update by Carollo in March 2018.

<sup>2</sup> City of Scappoose Facilities Plan Update, Carollo, March 2018, p 6-3 Table ES.6.

<sup>3</sup> Ibid. p 6-3

<sup>4</sup> Return activated sludge(RAS) waste activated sludge (WAS)

<sup>5</sup> Ibid. p 6-3

than the core design criteria identified for the facility. Additionally, with one clarifier out of service during summertime, the second clarifier cannot pass peak summer flows.

The Sludge Pumping Building holds three (3) 7.5 hp vertical centrifugal RAS pumps and two (2) hp vertical centrifugal WAS pumps. The RAS pumps are each designed to pump 700 gpm at 17 ft. TDH<sup>6</sup>, with one of the RAS pumps as a standby. The RAS pumps were last rebuilt in 2010-11. The WAS pumps have a combined capacity of approximately 265 gpm at 20-foot TDH and a firm capacity (with one pump operating) of approximately 135 gpm.”<sup>7</sup>

c. Aerobic digester life safety improvements:

(1) Replace plugged coarse bubble diffusers and broken Swingfuser.

Existing Conditions: “Replace plugged coarse bubble diffusers and broken Swingfuser: Coarse bubble diffusers in the bottom of the digester cells distribute the air from the blowers. However, some of the diffusers are plugged and it is difficult to take down a cell to clean and still meet Class B requirements. Additionally one of the “swingfusers” is broken, which doesn’t allow air to reach the cell. The basin is not being adequately mixed, which is reducing the volatile solids destruction.”<sup>8</sup>

(2) Review location of blowers for code compliance and replace as needed.

Existing Conditions: “Two (2) 25 hp blowers are located on the main floor in the Headworks building and are used to provide air to the digester. The blowers draw air in from the building through their inlet filters. A review of the electrical system should be a part of any upgrade to ensure compliance with the Standard for Fire Protection in Wastewater Treatment and Collection Facilities.”<sup>9</sup>

(3) Add a redundant sludge pump and replace sludge flow meter.

Existing Conditions: A suction line in the bottom of the last cell is connected to a five (5) hp Wemco Model EVM sludge transfer pump located in the Headworks. There is no redundancy for this pump. In the event of failure, the plant cannot transfer digested sludge to the Biosolids Storage Lagoons. In addition, the 6-inch electromagnetic flow meter is normally used to measure the sludge flow to the lagoons is currently malfunctioning and needs replacement.<sup>10</sup>

(4) Fix broken railing and complete other life safety fixes to comply with OSHA standards. P 6-3

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<sup>6</sup> Total Dynamic Head (TDH)

<sup>7</sup> Ibid. p 6-3

<sup>8</sup> Ibid. p 6-3

<sup>9</sup> Ibid. p 6-3,6-4

<sup>10</sup> Ibid. p 6-4

Existing Conditions: “Some of the safety railing near the basin is corroded or missing. This, along with other access area issues, should be addressed.”<sup>11</sup>

## 2. Drinking Water Treatment and Supply

### a. Drinking Water Treatment Plant (WTP) Improvements: <sup>12</sup>

Miller Road R&R: life safety, rehabilitation, and seismic upgrades to existing Miller Road WTP facilities.

### b. Water Supply:

Proportional share of additional drinking water wells in the vicinity of the City's existing Miller Road treatment plant.<sup>13</sup>

Existing Conditions: “To meet the future Average Day Demand and Maximum Day Demand reliably, the City will need to develop approximately 1.5 mgd<sup>14</sup> of new supplies in addition to making full use of existing water rights. Based on the 2012 WMCP, the City is actively pursuing additional wells to maximize the use of its existing groundwater rights, which will provide 1.73 mgd of additional supply:

- New Dutch Canyon well yielding 0.36 mgd (0.56 cfs) is anticipated to begin operating in 2018.
- Miller Road Well No. 4 yielding 0.36 mgd (0.56 cfs) is anticipated to be needed by 2020.
- Miller Road Well No. 5 yielding 0.36 mgd (0.56 cfs) is anticipated to be needed by 2022.
- New Dutch Canyon well yielding 0.29 mgd (0.45 cfs) is anticipated to be needed by 2024.
- Miller Road Well #6 yielding 0.36 mgd (0.56 cfs) is anticipated to be developed in 2026.”<sup>15</sup>

## 3. Wastewater Treatment Plant Improvements <sup>16</sup>

### a. UV17 disinfection (two phases)

- Phase I – “The existing UV system will be upgraded and expanded including expanding channels adding new UV Equipment and electrical and control upgrades. Replace the existing system with an open-channel horizontal lamp reactor that will fit within the existing channel. Preliminary selection discussions with UV vendors suggests that Trojan UV3000 Plus offers the best fit with no channel modifications. Replacement with a newer Trojan product also offers the City with

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<sup>11</sup> Ibid. p 6-4

<sup>12</sup> City of Scappoose Water Plan Update p 4-26,5-23,5-35,5-36.

<sup>13</sup> Ibid. p 4-31,4-42.

<sup>14</sup> Mgd: million gallons per day

<sup>15</sup> Scappoose Water Management and Conservation Plan 2018 p 4-3.

<sup>16</sup> Project descriptions and existing conditions come from the City of Scappoose Facilities Plan Update by Carollo in March 2018.

<sup>17</sup> Ultraviolet (UV)



significant reduction in the number of lamps which will reduce capital and O&M costs.”<sup>18</sup>

Existing Conditions: “The existing UV system is a Trojan UV3000 model that utilizes low-pressure, low-output UV lamps and installed in 1993. The system does not have sufficient redundancy required to meet projected flows through the planning period as presented in Chapter 3 of the Wastewater Master Plan. In addition, in recent years, the City had delays acquiring some key replacement parts since Trojan Technologies is no longer supporting this system. This along with the service life of the installed system, is the basis of recommended alternative which is to initiate replacement with a new UV system with a more current technology. The existing channels have the hydraulic capacity to meet the build-out flows. Reusing existing channels by carefully orchestrating project sequencing saves money as the cost of a UV system is largely driven by two factors: the number of lamps in the system, and the structural/mechanical modifications needed to complete the installation.”<sup>19</sup>

- Phase II - Adds a second channel similar to the existing channel. “The addition will provide adequate reliability, redundancy, and hydraulic capacity through the planning period.”<sup>20</sup>

Existing Conditions: “The Phase I project replaces the existing UV system is a Trojan UV3000 model with Trojan UV3000Plus. This provides the required capacity and reliability under existing conditions but does not meet the design year requirements. Additionally, the hydraulic modeling indicate that under projected peak flow condition the UV banks will be submerged to the extent that they will not provide sufficient kill to meet the NPDES<sup>21</sup> permit.”<sup>22</sup>

- Headworks and influent pump station: Upgrade and expand existing headworks. “The headworks will be upgraded to include influent screens, an influent pipe, influent flow measurement, and influent pumps that have sufficient capacity for the future peak instantaneous flow. Freeze protection will be added to the influent screens. Grit removal will also be included to protect downstream equipment from wear due to grit. Accurate level measurement and enhanced influent pump controls will be provided. The HVAC system will be upgraded to create an unclassified environment in accordance with NFPA 820 requirements for influent pumps. Also, a sump pump will be added to the pump dry pit to provide redundancy.”<sup>23</sup>

Existing Conditions: “The existing headworks and influent pumping station (IPS) has both capacity and condition issues as outlined in Chapter 3 of the

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<sup>18</sup> City of Scappoose Facilities Plan Update, Carollo, March 2018, p 6-2

<sup>19</sup> Ibid. p 6-2

<sup>20</sup> Ibid. p 6-10

<sup>21</sup> National Pollution Discharge Elimination System (NPDES)

<sup>22</sup> Ibid. p 6-10

<sup>23</sup> Ibid. p 7-2



Wastewater Master Plan. The influent wet well is undersized and the existing headworks does not accommodate expansion of the screens to add redundancy. Therefore, a new headworks (new screening and influent pumps) with ability to add grit removal system is recommended.”<sup>24</sup>

- Operational improvement “A formal SCADA<sup>25</sup> system would be added to provide process trending and alarms, as required, to the City staff.”<sup>26</sup>

Existing Conditions: “The plant currently has no SCADA system, which makes trending and process monitoring and control difficult. Each of the buildings has its own control panel and motor control centers. The control panel in the WWTP Office controls the influent screen, influent pumps, digester blowers, and sludge transfer pump. It also provides status for all of the pump and motors throughout the plant and displays flow measurements. The autodialer (Mission Control) is also located in this panel. The control panel in the Sludge Pumping Building controls the lagoon aerators, RAS and WAS pumps, scum pump, and clarifiers. The control panel in the Effluent Pump Station controls the effluent pumps and sludge spray irrigation pump. The UV System, Intermediate Pump Station, and the Tertiary Filters each contain their own control panel and motor starters.

The autodialer (Mission Control) provides information on the influent and effluent pump runtimes, influent and effluent flow rates, and alarms for high level in the influent or effluent pump wet well or if the influent pump, effluent pump, UV, clarifier, influent screen, or control power fails. Since the control power is normally backed up with a battery, the operators do not get an alarm when there is a brief power outage”.<sup>27</sup>

- Effluent pump station: “This project along with parallel outfall replaces the pumps to provide adequate capacity and redundancy during peak flows for the treatment plant. In addition, the roof access ports will be upgraded to make them easier to operate.”<sup>28</sup>

Existing Conditions: “The effluent pump station currently has four 40 hp vertical turbine effluent pumps located in dry well that are the end of their expected lifespan. Each effluent pump is rated for a capacity of 760 gpm at 120 ft. TDH. The firm capacity of the effluent pumps (with one pump out of service) is approximately 2,280 gpm (3.3 MGD), which is less than the current peak instantaneous flow. Additionally, the head required for pumping design year flows is approximately 175 feet higher than the pump design.

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<sup>24</sup> Ibid. p 6-4

<sup>25</sup> Supervisory Control and Data Acquisition (SCADA)

<sup>26</sup> Ibid. p 6-9

<sup>27</sup> Ibid. p 3-14

<sup>28</sup> Ibid. p 6-10

An overhead crane is located above the pumps for maintenance and removal. Although there are access ports on the roof, the roof pitch makes it hazardous to unfasten the ports when the weather is poor.”<sup>29</sup>

- Aerobic digester: “The new aerobic digesters would be large enough to achieve Class B biosolids (60-day SRT in the winter). The digester blowers would be located in a blower building, while the sludge pumps and flow meter would be located in a dewatering building.”<sup>30</sup>

#### Existing Conditions:

The existing aerobic digester is currently not adequately sized to achieve Class B biosolids, as required for currently land application practices. Additionally, the existing aerobic digester has the following condition issues:

- Some of the coarse bubble diffusers are not working, which means that some cells are not receiving adequate oxygen.
- Digester blowers are not rated to meet current NFPA 820 requirements.
- Safety railing is falling apart,
- No redundancy for the backup sludge pump, and
- Sludge flow meter is currently not working.

The recommendation for the aerobic digester is to repair and upgrade the existing digester immediately. It is anticipated that a second digester will be required within the planning period to achieve Class B biosolids. The estimated cost for repair and upgrade of the existing aerobic digester is \$300,000 and the estimated cost for the second aerobic digester is \$2.8M.<sup>31</sup>

A 192,000-gallon, six-cell aerobic digester is used to treat the solids generated in the activated sludge process. Solids being sent to the Aerobic Digester are either from the WAS pumps in the Sludge Pumping Building or from the Scum Pump Station near the secondary clarifiers. The solids flow by gravity through the six cells. The goal is to achieve Class B biosolids as set forth in EPA Part503-Standards for the Use or Disposal of Sewage Sludge; however, the digester does not have sufficient volume.

Two (2) 25 HP blowers, located on the main floor in the Headworks, are used to provide air to the digester. The combined air flow capacity is 1,200 SCFM, but the firm capacity is 700 SCFM. The blowers draw air in from the building through their inlet filters. A review of the electrical system should be a part of any upgrade to ensure compliance with the Standard for Fire Protection in Wastewater Treatment and Collection Facilities (NFPA 820). The area is likely a NFPA 820, Class I, Division 2 classified area since it is connected to the Headworks dry well, but the equipment

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<sup>29</sup> Ibid. p 6-10

<sup>30</sup> Ibid. p 6-11

<sup>31</sup> Ibid. p 98

does not appear to be rated for this area. Although there are access ports on the roof, the roof pitch makes it hazardous to unfasten the ports when the weather is poor.

Coarse bubble diffusers in the bottom of the digester cells distribute the air from the blowers. However, some of the diffusers are plugged and it is difficult to take down a cell to clean and still meet Class B requirements.

Deficiencies:

- The digester does not have sufficient volume to achieve Class B biosolids through maintaining a minimum solids retention time.
- Some of the coarse bubble diffusers are plugged and the cells cannot easily be taken down to perform maintenance. At least one of the “swingfusers” is broken, which means that the cell is not aerated.
- The blowers are likely located in a classified area.
- There is no backup sludge pump.
- The sludge flow meter is currently not working.<sup>32</sup>

#### 4. Water Distribution

Construct a water main north of Bird Road to connect Skyway Drive to provide looping for the Airport development. Improvements include looping and pipe upsizing.<sup>33</sup>

Existing Conditions: “The City's hydraulic model is the primary tool for evaluating the City's distribution system. The model evaluates how the City's water infrastructure handles future demands and verifies that recommended improvements will eliminate system deficiencies. Improvements have been recommended to resolve the deficiencies identified in the previous sections.”<sup>34</sup>

## **B. TRANSPORTATION<sup>35</sup>**

### 1. Bicycle, Pedestrian Safety & Connectivity

#### a. Bike Route Improvements (Figure 11 of TSP)

- E.M. Watts: US 30 to Eggleston Lane/Key Road (TSP Project B10)

Existing Conditions: There is no bike route in this location.

- Sign bike route on west side of US 30 between Columbia Avenue and E.M. Watts and between E.M. Watts and Old Portland Road via SW 4<sup>th</sup> Street. (TSP Project B22)

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<sup>32</sup> Ibid. p 229

<sup>33</sup> Will be exchanged for “are”

<sup>34</sup> Water Master Plan p 6-49,8-11.

<sup>35</sup> The projects are taken from the Scappoose Transportation Systems Plan (TSP)

Existing Conditions: There is no bike route in this location.

- West Lane Road: Install bike lane from E. Columbia Avenue to Crown Zellerbach Road (TSP Project B4)

Existing Conditions: There is no bike route in this location.

b. *Complete sidewalk system*

- SW Maple Street: US 30 and SW 4<sup>th</sup> Street (TSP Project W11)

Existing Conditions: There are incomplete sidewalks on this street.

- SW 1<sup>st</sup> Street: SW Maple Street to J.P. West Road (TSP Project W12)

Existing Conditions: There are incomplete sidewalks on this street.

- E.M. Watts Road: US 30 and SW 4<sup>th</sup> Street (TSP Project W5)

Existing Conditions: There are incomplete sidewalks on this street.

- J.P. West Road: SW 4<sup>th</sup> Street and US 30 (north side) (TSP Project W9)

Existing Conditions: There are incomplete sidewalks on this street.

- SW 4<sup>th</sup> Street: E. M. Watts Road to J.P. West Road (TSP Project W10)

Existing Conditions: There are no sidewalks on this street.

- E.J. Smith Road: NW 1<sup>st</sup> Street to Bella Vista Drive (TSP Project W23)

Existing Conditions: There are no sidewalks on this street.

- 3<sup>rd</sup> Street: Elm Street to Columbia Avenue (TSP Project W42)

Existing Conditions: There are no sidewalks on this street.

- SE Maple Street: US 30 and SE 4<sup>th</sup> Street (TSP Project W18)

Existing Conditions: There are incomplete sidewalks on this street.

c. *Trails (Figure 11 of TSP)*

- Complete Railroad Trail in the railroad right of way Crown Zellerbach Road to Havlik Road (TSP Project S4)

Existing Conditions: The trail is incomplete in this section of the trail.

## C. OTHER TRANSPORTATION

### 1. Transportation Studies:

West Columbia Avenue. Conduct a transportation study to determine the feasibility of converting West Columbia Avenue to two-way traffic, including signal modification at US 30/Columbia Avenue. To address concerns about potential loss of parking to adjacent businesses, this study will be completed at the same time as the Parking Study listed below.

Existing Conditions: West Columbia Avenue is a one-way street. There is a desire to turn it into a two-way street, but that feasibility needs to be determined through a transportation study which has not been completed.

### 2. Parking:

Downtown parking study and public parking improvements

Existing Conditions: Parking issues are a repeated need in the Area. A parking study will help determine the true need and identify improvements. There is no existing study to address this concern.

### 3. First Street Enhanced Streetscape:

NW and SW 1st Street: Maple to E.J. Smith: Replace existing curb-tight sidewalks (where present) with wider sidewalks & landscape strip.

Existing Conditions: The Area is intended to be an extension of the commercial activity for a complete downtown. The present sidewalks, where present, do not promote the type of environment conducive to encouraging pedestrian activity. There are also sections of this area that does not have sidewalks at all.

### 4. Intersections and Connectivity:

Intersection improvements, connectivity improvements, and street modifications, including but not limited to implementation of feasibility study recommendations for East Columbia Avenue.

Existing Conditions: West Columbia Avenue is a one way street. There is a desire to turn it into a two way street, but that feasibility needs to be determined through a transportation study which has not been completed.

### 5. SW 1st Street/J.P. West Road:

Extend southeast curb to better align east and west intersection approaches and provide shorter pedestrian crossing at SW 1st Street/J.P. West Road. (TSP Project I 11)

Existing Conditions: Pedestrian crossings and safety need to be improved at this intersection. The approaches are not aligned, and the pedestrian crossing needs to be reduced.

### 6. Enhanced Streetscape

East Columbia Avenue Streetscape:

US 30 to West Lane/SE 4th St.: Replace existing curb-tight sidewalks (where present) with wider sidewalks & landscape strip. (No modification between 2nd & 3rd Street on one side.)<sup>36</sup>

Existing Conditions: The Area is intended to be an extension of the commercial activity in downtown Scappoose. The present sidewalks, where present, do not promote the type of environment conducive to encouraging pedestrian activity. There are also sections of this area that does not have sidewalks at all.

**D. BUSINESS AND PROPERTY OWNER INCENTIVES**

1. Storefront Improvement Grant or Loan Program:

Program to be designed by Agency. This includes a mix of grants and loans as determined by the Agency.

Existing Conditions: There is not presently a program for storefront improvements.

2. Housing or Mixed-Use Grants or Loans:

Grants or loans for housing or mixed use development.

Existing Conditions: There is not presently a program for encouraging housing or mixed-use development.

**E. ADMINISTRATION**

Administering the Urban Renewal Agency including staff, financial reporting, annual reports, financing fees and other administrative responsibilities.

Existing Conditions: There is no urban renewal area, so no administrative expense of an urban renewal agency or area. The adoption of an urban renewal area will come with associated administrative expenses.

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<sup>36</sup> ZGF Urban Design Framework 2019

### III. THE ESTIMATED TOTAL COST OF EACH PROJECT AND THE SOURCES OF MONEYS TO PAY SUCH COSTS

The total cost estimates for projects is shown are Table 2 below. These are all estimates acknowledging that the urban renewal portions of these project activities must fit within the maximum indebtedness. These costs are shown in constant 2019 dollars (2019 \$) to equate to the projected amount of funds available for projects in 2019 \$.

The Plan assumes that the Agency/City will use other funds to assist in the completion of the projects within the Area. These sources include but are not limited to City of Scappoose General Funds, System Development Charges (SDCs), local, state and federal grants, and other sources as identified by the Agency/City. The Agency /City may pursue regional, county, state, and federal funding, private developer contributions and any other sources of funding that may assist in the implementation of the programs.

The Agency will be able to review and update fund expenditures and allocations on an annual basis when the annual budget is prepared.

**Table 2 - Estimated Cost of Each Project**

Project	Expenditures (Constant 2019)
<i>Water/Sewer Improvements</i>	
DEQ	(\$1,187,404)
Drinking Water Treatment and Supply	(\$1,039,064)
Wastewater Treatment Plant Improvements	(\$2,684,513)
Water Distribution	(\$628,300)
<i>Transportation: Bike/Pedestrian Safety &amp; Connectivity</i>	
Bike Route Improvements	(\$1,015,288)
Complete Sidewalks	(\$1,239,588)
Trails	(\$442,333)
<i>Other Transportation</i>	
Transportation Studies	(\$56,771)
Parking	(\$500,000)
First Street Enhanced Streetscape	(\$3,000,000)
Intersections & Connectivity	(\$3,248,437)
<i>Enhanced Streetscape</i>	
E. Columbia Streetscape	(\$2,381,000)
<i>Business and Property Owner Incentives</i>	
Storefront Improvement Grants or Loans	(\$500,000)
Housing or Mixed-Use Grants or Loans	(\$1,000,000)
Financing Fees	(\$114,742)
<i>Administration</i>	
Total Expenditures	(\$20,417,439)

Source: City of Scappoose and Tiberius Solutions. LLC

#### **IV. FINANCIAL ANALYSIS OF THE PLAN**

The estimated tax increment revenues through FYE 2050 are based on projections of the assessed value of development within the Area and the consolidated tax rate that will apply in the Area.



Table 3 shows the incremental assessed value, tax rates and tax increment revenues each year, adjusted for discounts, and delinquencies. The projections in the financial model assume an assessed value growth rate of 3.0% for the first four years, 7.0% for the next 10 years, and 5.0% for the remainder of the Plan. The adjustments are for underpayments and delinquencies.

These projections of growth are the basis for the projections in Table 4, Table 5, Table 6, Table 7, Table 8, Table 9, Table 10, and Table 11.

The first year of tax increment collections is anticipated to be FYE 2021. Gross tax increment finance (TIF) is calculated by multiplying the tax rate times the excess value used. The tax rate is per thousand dollars of value, so the calculation is “tax rate times excess value used divided by one thousand.” The consolidated tax rate includes permanent tax rates only, and excludes general obligation bonds and local option levies, which would not be impacted by this Plan.

**Table 3 - Projected Incremental Assessed Value, Tax Rates, and Tax Increment Revenues**

FYE	Total Assessed Value	Frozen Base	Increment	Tax Rate	Gross TIF	Adjustments	Net TIF
2021	\$73,902,945	\$71,750,432	\$2,152,513	12.0286	\$25,892	\$(1,295)	\$24,597
2022	\$76,120,033	\$71,750,432	\$4,369,601	12.0286	\$52,560	\$(2,628)	\$50,424
2023	\$81,448,435	\$71,750,432	\$9,698,003	12.0286	\$116,653	\$(5,833)	\$111,819
2024	\$87,149,826	\$71,750,432	\$15,399,394	12.0286	\$185,233	\$(9,262)	\$178,187
2025	\$93,250,314	\$71,750,432	\$21,499,882	12.0286	\$258,613	\$(12,931)	\$249,201
2026	\$99,777,836	\$71,750,432	\$28,027,404	12.0286	\$337,130	\$(16,857)	\$325,187
2027	\$106,762,285	\$71,750,432	\$35,011,852	12.0286	\$421,144	\$(21,057)	\$406,492
2028	\$114,235,645	\$71,750,432	\$42,485,212	12.0286	\$511,038	\$(25,552)	\$493,488
2029	\$122,232,140	\$71,750,432	\$50,481,707	12.0286	\$607,224	\$(30,361)	\$586,573
2030	\$130,788,390	\$71,750,432	\$59,037,957	12.0286	\$710,144	\$(35,507)	\$686,174
2031	\$139,943,577	\$71,750,432	\$68,193,144	12.0286	\$820,268	\$(41,013)	\$792,748
2032	\$149,739,627	\$71,750,432	\$77,989,195	12.0286	\$938,101	\$(46,905)	\$906,781
2033	\$157,226,609	\$71,750,432	\$85,476,177	12.0286	\$1,028,159	\$(51,408)	\$994,575
2034	\$165,087,940	\$71,750,432	\$93,337,508	12.0286	\$1,122,720	\$(56,136)	\$1,086,119
2035	\$173,342,337	\$71,750,432	\$101,591,904	12.0286	\$1,222,008	\$(61,100)	\$1,182,240
2036	\$182,009,453	\$71,750,432	\$110,259,021	12.0286	\$1,326,262	\$(66,313)	\$1,283,167
2037	\$191,109,927	\$71,750,432	\$119,359,494	12.0286	\$1,435,728	\$(71,786)	\$1,389,141
2038	\$200,665,423	\$71,750,432	\$128,914,990	12.0286	\$1,550,667	\$(77,533)	\$1,500,413
2039	\$210,698,694	\$71,750,432	\$138,948,261	12.0286	\$1,671,353	\$(83,568)	\$1,617,248
2040	\$221,233,629	\$71,750,432	\$149,483,196	12.0286	\$1,798,074	\$(89,904)	\$1,739,926
2041	\$232,295,310	\$71,750,432	\$160,544,877	12.0286	\$1,931,130	\$(96,557)	\$1,868,736
2043	\$256,105,580	\$71,750,432	\$184,355,147	12.0286	\$2,217,534	\$(110,877)	\$2,146,003
2042	\$243,910,076	\$71,750,432	\$172,159,643	12.0286	\$2,070,839	\$(103,542)	\$2,003,988
2044	\$268,910,859	\$71,750,432	\$197,160,426	12.0286	\$2,371,564	\$(118,578)	\$2,295,119
2045	\$282,356,402	\$71,750,432	\$210,605,970	12.0286	\$2,533,295	\$(126,665)	\$2,451,690
2046	\$296,474,222	\$71,750,432	\$224,723,790	12.0286	\$2,703,113	\$(135,156)	\$2,616,090
2047	\$311,297,933	\$71,750,432	\$239,547,501	12.0286	\$2,881,421	\$(144,071)	\$2,788,709
2048	\$326,862,830	\$71,750,432	\$255,112,398	12.0286	\$3,068,645	\$(153,432)	\$2,969,960
2049	\$343,205,972	\$71,750,432	\$271,455,539	12.0286	\$3,265,230	\$(163,262)	\$3,160,272
2050	\$360,366,270	\$71,750,432	\$288,615,838	12.0286	\$3,471,644	\$(173,582)	\$3,360,101
<b>TOTAL:</b>					\$42,653,386	\$(2,132,671)	\$41,265,168

Source: Tiberius Solutions, LLC

**V. THE ESTIMATED AMOUNT OF TAX INCREMENT REVENUES REQUIRED AND THE ANTICIPATED YEAR IN WHICH INDEBTEDNESS WILL BE RETIRED**

Table 4, Table 5, Table 6 and Table 7 show the allocation of tax revenues to projects, programs, and administration.

The Area is anticipated to complete all projects and have sufficient tax increment finance revenue to terminate the urban renewal area in FYE 2050.

The maximum indebtedness (MI) is \$37,000,000 (thirty-seven million dollars). The estimated total amount of tax increment revenues required to service the maximum indebtedness of \$37,000,000 is \$41,265,168 and is made up of revenues from the division of taxes from permanent rate levies.

The time frame of urban renewal is not absolute; it may vary depending on the actual ability to meet the maximum indebtedness. If the economy is slower, it may take longer; if the economy is more robust than the projections, it may take a shorter time period. The Agency may decide to change the assumptions on the incentive required for both programs. These assumptions show one scenario for financing and that this scenario is financially feasible.

**A. ENTERPRISE ZONE**

There are two properties receiving Enterprise Zone (E Zone) abatement, both with the owner listed as Cascade Holdings. They have two separate tax lots, each receiving 5-year Enterprise Zone abatements, shown below.

1. Account # 437254 Map 3N1W07-00-00100A1

Enterprise Zone Exemption beginning in fiscal year (FY) 2018-19.

Real market value amount \$26,116,180, total assessed value is listed at \$24,721,329.

State appraisal for improvements of \$26,116,180.

E Zone exemption of \$26,116,180

2. Account # 429409 Map3N1W07-00-00100, 49.56 acres

Enterprise Zone Exemption beginning in FY 2018-19.

Real market value amount \$32,477,180 total assessed value is listed at \$32,477,180.

State appraisal for improvements of \$24,051,980.

E Zone exemption of \$24,051,980

1. Impacts of Enterprise Zone on Area

There are two issues to consider from this information, Impact on the Frozen Base and Impact on Increment to the Area.

a. Impact on Frozen Base

The frozen base of an urban renewal area is the total assessed value (AV) of the urban renewal at the time of adoption. The value of any property tax abatements in effect when the frozen base is established, are excluded from the calculation of the frozen base. This is true for the properties subject to E Zone abatements within the proposed Scappoose Area. Because these abatements are already in effect, the reported taxable assessed value of the properties are lower. This reduced value is what is included in the calculation of the frozen base of the Scappoose Area.

b. Impact on Increment to the Area

In the future, when the abatements expire, the increase in taxable value would be part of the increment, increasing TIF revenue, as opposed to generating taxes for the overlapping tax districts. For these two properties, that means an increase in increment assessed value for the Area in 5 years.

**Implications**

The increase in increment assessed value and corresponding increase in TIF revenue does not have any impact on the long-term, aggregate impacts to overlapping taxing districts. This is because the limiting factor for a URA is its MI. The MI establishes the total principal amount of debt that can be incurred over the life of an Area. For the proposed Area, the MI is proposed to be \$37M (in nominal, “year-of-expenditure” dollars). Regardless of how quickly TIF revenue is generated, the Area will exist until it has incurred and repaid \$37M of indebtedness.

Thus, a result of this potential increase in assessed value for the Area is that the Area will achieve its MI sooner. We estimate that the projected timeframe of the Area would be decreased from 30 years to 25 years. This would have the added benefit of increasing funding for projects in real terms by approximately \$4M. This is a result of the same amount of money being spent on projects over a shorter time period, leading to less inflation, and more money for projects in real terms.

Although the results of this E Zone analysis suggest that future growth in TIF in the Area may be faster than originally forecast, Tiberius Solutions LLC did not recommend any changes to the financial analysis included in the Plan and Report on the Plan. This is because none of the key variables are changing: frozen base, maximum indebtedness, aggregate impacts to taxing districts. Additionally, the financial forecast in the Plan and Report still rely on speculative future development over multiple decades and is inherently uncertain. The area may experience faster or slower growth than forecast, and E Zone benefits are only one of many variables that affect these outcomes.

**Table 4 - Tax Increment Revenues and Allocations to Debt Service, page 1**

	<b>Total</b>	<b>FYE 2021</b>	<b>FYE 2022</b>	<b>FYE 2023</b>	<b>FYE 2024</b>	<b>FYE 2025</b>	<b>FYE 2026</b>	<b>FYE 2027</b>
Resources								
Beginning Balance								
TIF: Current Year	40,520,715	24,597	49,932	110,820	175,971	245,682	320,273	400,087
TIF: Prior Years	744,453		492	999	2,216	3,519	4,914	6,405
<b>Total Resources</b>	<b>41,265,168</b>	<b>24,597</b>	<b>50,424</b>	<b>111,819</b>	<b>178,187</b>	<b>249,201</b>	<b>325,187</b>	<b>406,492</b>
Expenditures								
Debt Service								
Loan A	(3,209,703)					(160,485)	(160,485)	(160,485)
Loan B	(1,203,639)							
Loan C	(4,559,250)							
Loan D	(3,612,836)							
DEQ Loan	(1,259,720)							
<b>Total Debt Service</b>	<b>(13,845,148)</b>					<b>(160,485)</b>	<b>(160,485)</b>	<b>(160,485)</b>
Debt Service Coverage Ratio						1.53	2.00	2.49
Transfer to URA Projects Fund	(27,420,020)	(24,597)	(50,424)	(111,819)	(178,187)	(88,716)	(164,702)	(246,007)
<b>Total Expenditures</b>	<b>(41,265,168)</b>	<b>(24,597)</b>	<b>(50,424)</b>	<b>(111,819)</b>	<b>(178,187)</b>	<b>(249,201)</b>	<b>(325,187)</b>	<b>(406,492)</b>
Ending Balance								

Source: Tiberius Solutions LLC

**Table 5 - Tax Increment Revenues and Allocations to Debt Service, page 2**

	<b>FYE 2028</b>	<b>FYE 2029</b>	<b>FYE 2030</b>	<b>FYE 2031</b>	<b>FYE 2032</b>	<b>FYE 2033</b>	<b>FYE 2034</b>	<b>FYE 2035</b>
Resources								
Beginning Balance								
TIF: Current Year	485,486	576,863	674,637	779,255	891,196	976,751	1,066,584	1,160,908
TIF: Prior Years	8,002	9,710	11,537	13,493	15,585	17,824	19,535	21,332
Total Resources	493,488	586,573	686,174	792,748	906,781	994,575	1,086,119	1,182,240
Expenditures								
Debt Service								
Loan A	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)
Loan B	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)
Loan C					(239,961)	(239,961)	(239,961)	(239,961)
Loan D								
DEQ Loan			(125,972)	(125,972)	(125,972)	(125,972)	(125,972)	(125,972)
Total Debt Service	(220,667)	(220,667)	(346,639)	(346,639)	(586,600)	(586,600)	(586,600)	(586,600)
Debt Service Coverage Ratio	2.20	2.61	1.95	2.25	1.52	1.67	1.82	1.98
Transfer to URA Projects Fund	(272,821)	(365,906)	(339,535)	(446,109)	(320,181)	(407,975)	(499,519)	(595,640)
Total Expenditures	(493,488)	(586,573)	(686,174)	(792,748)	(906,781)	(994,575)	(1,086,119)	(1,182,240)
Ending Balance								

Source: Tiberius Solutions LLC

**Table 6 - Tax Increment Revenues and Allocations to Debt Service, page 3**

	FYE 2036	FYE 2037	FYE 2038	FYE 2039	FYE 2040	FYE 2041	FYE 2042	FYE 2043
Resources								
Beginning Balance								
TIF: Current Year	1,259,949	1,363,942	1,473,134	1,587,785	1,708,170	1,834,573	1,967,297	2,106,657
TIF: Prior Years	23,218	25,199	27,279	29,463	31,756	34,163	36,691	39,346
Total Resources	1,283,167	1,389,141	1,500,413	1,617,248	1,739,926	1,868,736	2,003,988	2,146,003
Expenditures								
Debt Service								
Loan A	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)	(160,485)
Loan B	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)	(60,182)
Loan C	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)
Loan D	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)
DEQ Loan	(125,972)	(125,972)	(125,972)	(125,972)				
Total Debt Service	(827,455)	(827,455)	(827,455)	(827,455)	(701,483)	(701,483)	(701,483)	(701,483)
Debt Service Coverage Ratio	1.52	1.65	1.78	1.92	2.44	2.62	2.80	3.00
Transfer to URA Projects Fund	(455,712)	(561,686)	(672,958)	(789,793)	(1,038,443)	(1,167,253)	(1,302,505)	(1,444,520)
Total Expenditures	(1,283,167)	(1,389,141)	(1,500,413)	(1,617,248)	(1,739,926)	(1,868,736)	(2,003,988)	(2,146,003)
Ending Balance								

Source: Tiberius Solutions LLC

**Table 7 - Tax Increment Revenues and Allocations to Debt Service, page 4**

	FYE 2044	FYE 2045	FYE 2046	FYE 2047	FYE 2048	FYE 2049	FYE 2050
Resources							
Beginning Balance							
TIF: Current Year	2,252,986	2,406,630	2,567,957	2,737,350	2,915,213	3,101,968	3,298,062
TIF: Prior Years	42,133	45,060	48,133	51,359	54,747	58,304	62,039
Total Resources	2,295,119	2,451,690	2,616,090	2,788,709	2,969,960	3,160,272	3,360,101
Expenditures							
Debt Service							
Loan A	(160,485)						
Loan B	(60,182)	(60,182)	(60,182)	(60,182)			
Loan C	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)	(239,961)
Loan D	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)	(240,856)
DEQ Loan							
Total Debt Service	(701,483)	(540,998)	(540,998)	(540,998)	(480,816)	(480,816)	(480,816)
Debt Service Coverage Ratio	3.21	4.45	4.75	5.06	6.06	6.45	6.86
Transfer to URA Projects Fund	(1,593,636)	(1,910,692)	(2,075,092)	(2,247,711)	(2,489,144)	(2,679,456)	(2,879,285)
Total Expenditures	(2,295,119)	(2,451,690)	(2,616,090)	(2,788,709)	(2,969,960)	(3,160,272)	(3,360,101)
Ending Balance							

Source: Tiberius Solutions LLC



## **VI. THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT**

The schedule for construction of projects will be based on the availability of funding. The projects will be ongoing and will be completed as directed by the Agency. Annual expenditures for program administration are also shown. These are predicated on the fact that urban renewal activities will start off slowly in the beginning years and increase in the final years of the Area.

The Area is anticipated to complete all projects and have sufficient tax increment finance revenue to terminate the Area in 2050, a 30 year program.

The amount of money available for projects in 2019 constant dollars for the Scappoose Urban Renewal Area is \$20,417,439.

Table 8, Table 9, Table 10 and Table 11 show the \$20,417,439 of 2019 project dollars inflated over the life of the Area along with administrative expenses. All costs shown in Table 8, Table 9, Table 10 and Table 11 are in year-of-expenditure dollars, which are adjusted by 3.0% annually to account for inflation.

The Agency may change the completion dates in their annual budgeting process or as project decisions are made in administering the Plan.

**Table 8 - Programs and Costs in Year of Expenditure Dollars, page 1**

	Total	FYE 2021	FYE 2022	FYE 2023	FYE 2024	FYE 2025	FYE 2026	FYE 2027
Resources								
Beginning Balance			13,991	53,558	126,252	180,867	1,351,052	982,327
Interest Earnings	99,434		70	268	631	904	6,755	4,912
Transfer from TIF Fund	27,420,020	24,597	50,424	111,819	178,187	88,716	164,702	246,007
Bond/Loan Proceeds	9,409,720	1,259,720				2,000,000		
Other								
Total Resources	36,929,174	1,284,317	64,485	165,645	305,070	2,270,487	1,522,509	1,233,245
Expenditures (YOE \$)								
Water/Sewer Improvements								
DEQ	(1,259,717)	(1,259,717)						
Drinking Water Treatment and Supply	(1,495,134)				(37,255)	(537,230)		
Wastewater Treatment Plant Improvements	(3,703,828)					(157,741)	(447,939)	
Water Distribution	(1,008,233)							
Future Sewer Projects								
Bike/Pedestrian Safety & Connectivity								
Bike Route Improvements	(1,851,159)							
Complete Sidewalks	(2,130,311)							
Trails	(872,989)							
Other Transportation								
Transportation Studies	(67,790)					(67,790)		
Parking	(1,143,950)							
First Street Enhanced Streetscape	(6,566,850)							
Intersections & Connectivity	(7,840,837)					(27,116)		
Enhanced Streetscape								
E. Columbia Streetscape	(3,496,499)							
Business and Property Owner Incentives								
Storefront Improvement Grants or Loans	(756,076)			(28,138)	(28,983)	(29,853)	(30,748)	(31,670)
Housing or MixedUse Grants or Loans	(2,180,340)							
Financing Fees	(163,000)					(40,000)		
Administration	(2,392,461)	(10,609)	(10,927)	(11,255)	(57,965)	(59,705)	(61,495)	(63,340)
Total Expenditures	(36,929,174)	(1,270,326)	(10,927)	(39,393)	(124,203)	(919,435)	(540,182)	(95,010)
Ending Balance		13,991	53,558	126,252	180,867	1,351,052	982,327	1,138,235

Source: Tiberius Solutions LLC

Notes: TIF is tax increment revenues. Tax rates are expressed in terms of dollars per \$1,000 of assessed value.

**Table 9 - Programs and Costs in Year of Expenditure Dollars, page 2**

	FYE 2028	FYE 2029	FYE 2030	FYE 2031	FYE 2032	FYE 2033	FYE 2034	FYE 2035
Resources								
Beginning Balance	1,138,235	492,963	760,541	1,000,064	665,400	224,271	397,598	782,255
Interest Earnings	5,691	2,465	3,803	5,000	3,327	1,121	1,988	3,911
Transfer from TIF Fund	272,821	365,906	339,535	446,109	320,181	407,975	499,519	595,640
Bond/Loan Proceeds	750,000				2,900,000			
Other								
Total Resources	2,166,747	861,334	1,103,879	1,451,173	3,888,908	633,368	899,105	1,381,806
Expenditures (YOE \$)								
Water/Sewer Improvements								
DEQ								
Drinking Water Treatment and Supply								
Wastewater Treatment Plant Improvements	(1,538,702)			(678,845)				
Water Distribution								(1,008,233)
Future Sewer Projects								
Bike/Pedestrian Safety & Connectivity								
Bike Route Improvements	(22,222)					(122,325)		
Complete Sidewalks								(91,198)
Trails								
Other Transportation								
Transportation Studies								
Parking								
First Street Enhanced Streetscape								
Intersections & Connectivity								
Enhanced Streetscape								
E. Columbia Streetscape					(3,496,499)			
Business and Property Owner Incentives								
Storefront Improvement Grants or Loans	(32,620)	(33,598)	(34,605)	(35,643)	(36,713)	(37,815)	(38,950)	(40,118)
Housing or MixedUse Grants or Loans								
Financing Fees	(15,000)				(58,000)			
Administration	(65,240)	(67,195)	(69,210)	(71,285)	(73,425)	(75,630)	(77,900)	(80,235)
Total Expenditures	(1,673,784)	(100,793)	(103,815)	(785,773)	(3,664,637)	(235,770)	(116,850)	(1,219,784)
Ending Balance	492,963	760,541	1,000,064	665,400	224,271	397,598	782,255	162,022

Source: Tiberius Solutions LLC

**Table 10 - Programs and Costs in Year of Expenditure Dollars, page 3**

	FYE 2036	FYE 2037	FYE 2038	FYE 2039	FYE 2040	FYE 2041	FYE 2042	FYE 2043
Resources								
Beginning Balance	162,022	268,947	379,334	414,984	1,071,394	269,059	195,437	477,910
Interest Earnings	810	1,345	1,897	2,075	5,357	1,345	977	2,390
Transfer from TIF Fund	455,712	561,686	672,958	789,793	1,038,443	1,167,253	1,302,505	1,444,520
Bond/Loan Proceeds	2,500,000							
Other								
Total Resources	3,118,544	831,978	1,054,188	1,206,852	2,115,194	1,437,656	1,498,919	1,924,820
Expenditures (YOE \$)								
Water/Sewer Improvements								
DEQ								
Drinking Water Treatment and Supply	(920,649)							
Wastewater Treatment Plant Improvements	(880,601)							
Water Distribution								
Future Sewer Projects								
Bike/Pedestrian Safety & Connectivity								
Bike Route Improvements					(1,706,612)			
Complete Sidewalks	(874,387)	(324,964)	(507,691)			(332,071)		
Trails							(872,989)	
Other Transportation								
Transportation Studies								
Parking								
First Street Enhanced Streetscape								
Intersections & Connectivity								
Enhanced Streetscape								
E. Columbia Streetscape								
Business and Property Owner Incentives								
Storefront Improvement Grants or Loans	(41,320)	(42,560)	(43,838)	(45,153)	(46,508)	(47,903)	(49,340)	
Housing or MixedUse Grants or Loans						(766,440)		
Financing Fees	(50,000)							
Administration	(82,640)	(85,120)	(87,675)	(90,305)	(93,015)	(95,805)	(98,680)	(101,640)
Total Expenditures	(2,849,597)	(452,644)	(639,204)	(135,458)	(1,846,135)	(1,242,219)	(1,021,009)	(101,640)
Ending Balance	268,947	379,334	414,984	1,071,394	269,059	195,437	477,910	1,823,180

Source: Tiberius Solutions LLC

**Table 11 - Programs and Costs in Year of Expenditure Dollars, page 4**

	FYE 2044	FYE 2045	FYE 2046	FYE 2047	FYE 2048	FYE 2049	FYE 2050
Resources							
Beginning Balance	1,823,180	3,321,241	1,905,809	547,415	395,568	176,714	308,494
Interest Earnings	9,116	16,606	9,529	2,737	1,978	884	1,542
Transfer from TIF Fund	1,593,636	1,910,692	2,075,092	2,247,711	2,489,144	2,679,456	2,879,285
Bond/Loan Proceeds							
Other							
Total Resources	3,425,931	5,248,539	3,990,430	2,797,863	2,886,689	2,857,054	3,189,321
Expenditures (YOE \$)							
Water/Sewer Improvements							
DEQ							
Drinking Water Treatment and Supply							
Wastewater Treatment Plant Improvements							
Water Distribution							
Future Sewer Projects							
Bike/Pedestrian Safety & Connectivity							
Bike Route Improvements							
Complete Sidewalks							
Trails							
Other Transportation							
Transportation Studies							
Parking				(1,143,950)			
First Street Enhanced Streetscape		(3,234,900)	(3,331,950)				
Intersections & Connectivity				(1,143,950)	(1,178,250)	(2,427,200)	(3,064,321)
Enhanced Streetscape							
E. Columbia Streetscape							
Business and Property Owner Incentives							
Storefront Improvement Grants or Loans							
Housing or Mixed-Use Grants or Loans					(1,413,900)		
Financing Fees							
Administration	(104,690)	(107,830)	(111,065)	(114,395)	(117,825)	(121,360)	(125,000)
Total Expenditures	(104,690)	(3,342,730)	(3,443,015)	(2,402,295)	(2,709,975)	(2,548,560)	(3,189,321)
Ending Balance	3,321,241	1,905,809	547,415	395,568	176,714	308,494	-

Source: Tiberius Solutions LLC

## **VII. REVENUE SHARING**

Revenue sharing is defined in ORS 457.470, and is the point at which the impacted taxing jurisdictions will receive a share of the incremental growth in the Area. The first revenue sharing threshold is 10% of the original maximum indebtedness (\$3,700,000). At the 10% threshold, the Agency will receive the full 10% of the initial maximum indebtedness plus 25% of the increment above the 10% threshold and the taxing jurisdictions will receive 75% of the increment above the 10% threshold.

The second threshold is set at 12.5% of the maximum indebtedness. If this threshold is met, revenue for the district would be capped at 12.5% of the maximum indebtedness, with all additional tax revenue being shared with affected taxing districts.

Revenue sharing targets are not projected to be reached during the life of the Area. If assessed value in the Area grows more quickly than projected, the revenue sharing triggers could be reached.

## **VIII. IMPACT OF THE TAX INCREMENT FINANCING**

This section describes the impact of tax increment financing of the maximum indebtedness, both until and after the indebtedness is repaid, upon all entities levying taxes upon property in the Area.

The impact of tax increment financing on overlapping taxing districts consists primarily of the property tax revenues foregone on permanent rate levies as applied to the growth in assessed value in the Area. These projections are for impacts estimated through FYE 2050 and are shown in Table 12 and Table 13.

The Scappoose School District and the Northwest Regional ESD are not *directly* affected by the tax increment financing, but the amounts of their taxes divided for the urban renewal plan are shown in the following tables. Under current school funding law, property tax revenues are combined with State School Fund revenues to achieve per-student funding targets. Under this system, property taxes foregone, due to the use of tax increment financing, are substantially replaced with State School Fund revenues, as determined by a funding formula at the state level.

Table 12 and Table 13 show the projected impacts to permanent rate levies of taxing districts as a result of this Plan. Table 12 shows the general government levies, and Table 13 shows the education levies.

**Table 12 - Projected Impact on Taxing District Permanent Rate Levies - General Government**

FYE	Columbia County	City of Scappoose	Columbia 4H & Extension	Col 911 Communication District	Columbia Vector	Port of St Helens	Scappoose Library	Columbia SWCD	Scappoose JT RFPD	Subtotal
2021	(2,854)	(6,598)	(117)	(522)	(262)	(181)	(519)	(204)	(2,279)	(13,536)
2022	(5,850)	(13,527)	(239)	(1,071)	(536)	(371)	(1,063)	(419)	(4,672)	(27,748)
2023	(12,974)	(29,997)	(531)	(2,374)	(1,189)	(824)	(2,357)	(930)	(10,360)	(61,536)
2024	(20,674)	(47,801)	(846)	(3,783)	(1,895)	(1,312)	(3,757)	(1,481)	(16,510)	(98,059)
2025	(28,913)	(66,851)	(1,183)	(5,291)	(2,650)	(1,836)	(5,254)	(2,072)	(23,090)	(137,140)
2026	(37,729)	(87,235)	(1,544)	(6,905)	(3,458)	(2,395)	(6,856)	(2,703)	(30,130)	(178,955)
2027	(47,163)	(109,046)	(1,930)	(8,631)	(4,322)	(2,994)	(8,570)	(3,379)	(37,663)	(223,698)
2028	(57,256)	(132,383)	(2,343)	(10,478)	(5,247)	(3,635)	(10,404)	(4,103)	(45,724)	(271,573)
2029	(68,056)	(157,354)	(2,784)	(12,455)	(6,237)	(4,321)	(12,367)	(4,876)	(54,348)	(322,798)
2030	(79,612)	(184,073)	(3,257)	(14,569)	(7,296)	(5,054)	(14,467)	(5,705)	(63,577)	(377,610)
2031	(91,977)	(212,663)	(3,763)	(16,832)	(8,429)	(5,839)	(16,714)	(6,591)	(73,451)	(436,259)
2032	(105,208)	(243,254)	(4,305)	(19,253)	(9,642)	(6,679)	(19,118)	(7,539)	(84,017)	(499,015)
2033	(115,394)	(266,805)	(4,721)	(21,118)	(10,575)	(7,326)	(20,969)	(8,268)	(92,152)	(547,328)
2034	(126,015)	(291,363)	(5,156)	(23,061)	(11,549)	(8,000)	(22,899)	(9,029)	(100,633)	(597,705)
2035	(137,168)	(317,148)	(5,612)	(25,102)	(12,571)	(8,708)	(24,925)	(9,829)	(109,539)	(650,602)
2036	(148,877)	(344,223)	(6,091)	(27,245)	(13,644)	(9,452)	(27,053)	(10,668)	(118,891)	(706,144)
2037	(161,173)	(372,652)	(6,594)	(29,495)	(14,771)	(10,232)	(29,287)	(11,549)	(128,710)	(764,463)
2038	(174,083)	(402,502)	(7,122)	(31,858)	(15,954)	(11,052)	(31,633)	(12,474)	(139,020)	(825,698)
2039	(187,639)	(433,844)	(7,677)	(34,339)	(17,196)	(11,912)	(34,097)	(13,445)	(149,845)	(889,994)
2040	(201,872)	(466,754)	(8,259)	(36,943)	(18,501)	(12,816)	(36,683)	(14,465)	(161,211)	(957,504)
2041	(216,817)	(501,308)	(8,871)	(39,678)	(19,870)	(13,765)	(39,399)	(15,536)	(173,146)	(1,028,390)
2043	(248,987)	(575,688)	(10,187)	(45,565)	(22,818)	(15,807)	(45,244)	(17,841)	(198,836)	(1,180,973)
2042	(232,510)	(537,591)	(9,513)	(42,550)	(21,308)	(14,761)	(42,250)	(16,660)	(185,678)	(1,102,821)
2044	(266,288)	(615,690)	(10,895)	(48,732)	(24,404)	(16,905)	(48,388)	(19,081)	(212,652)	(1,263,035)
2045	(284,454)	(657,692)	(11,638)	(52,056)	(26,069)	(18,059)	(51,689)	(20,382)	(227,159)	(1,349,198)
2046	(303,528)	(701,794)	(12,419)	(55,547)	(27,817)	(19,270)	(55,155)	(21,749)	(242,392)	(1,439,671)
2047	(323,556)	(748,101)	(13,238)	(59,212)	(29,652)	(20,541)	(58,795)	(23,184)	(258,386)	(1,534,665)
2048	(344,585)	(796,723)	(14,098)	(63,060)	(31,580)	(21,876)	(62,616)	(24,691)	(275,179)	(1,634,408)
2049	(366,666)	(847,777)	(15,002)	(67,101)	(33,603)	(23,278)	(66,628)	(26,273)	(292,812)	(1,739,140)
2050	(389,851)	(901,383)	(15,950)	(71,344)	(35,728)	(24,750)	(70,841)	(27,934)	(311,327)	(1,849,108)
<b>TOTAL:</b>	<b>(4,787,729)</b>	<b>(11,069,820)</b>	<b>(195,881)</b>	<b>(875,259)</b>	<b>(438,773)</b>	<b>(303,951)</b>	<b>(869,997)</b>	<b>(343,060)</b>	<b>(3,823,389)</b>	<b>(22,708,774)</b>

Source: Tiberius Solutions LLC

**Table 13 - Projected Impact on Taxing District Permanent Rate Levies – Education**

<b>FYE</b>	<b>NW Regional ESD</b>	<b>Scappoose 1 JT School</b>	<b>Portland Community College</b>	<b>Subtotal Education</b>	<b>Total All</b>
2021	(315)	(10,168)	(578)	(11,061)	(315)
2022	(645)	(20,845)	(1,186)	(22,676)	(645)
2023	(1,430)	(46,225)	(2,629)	(50,284)	(1,430)
2024	(2,278)	(73,661)	(4,189)	(80,128)	(2,278)
2025	(3,186)	(103,017)	(5,859)	(112,062)	(3,186)
2026	(4,158)	(134,429)	(7,645)	(146,232)	(4,158)
2027	(5,197)	(168,040)	(9,557)	(182,794)	(5,197)
2028	(6,310)	(204,003)	(11,602)	(221,915)	(6,310)
2029	(7,500)	(242,483)	(13,791)	(263,774)	(7,500)
2030	(8,774)	(283,657)	(16,132)	(308,563)	(8,774)
2031	(10,136)	(327,714)	(18,638)	(356,488)	(10,136)
2032	(11,594)	(374,854)	(21,319)	(407,767)	(11,594)
2033	(12,717)	(411,147)	(23,383)	(447,247)	(12,717)
2034	(13,887)	(448,990)	(25,535)	(488,412)	(13,887)
2035	(15,116)	(488,726)	(27,795)	(531,637)	(15,116)
2036	(16,407)	(530,448)	(30,168)	(577,023)	(16,407)
2037	(17,762)	(574,257)	(32,660)	(624,679)	(17,762)
2038	(19,185)	(620,255)	(35,276)	(674,716)	(19,185)
2039	(20,678)	(668,554)	(38,023)	(727,255)	(20,678)
2040	(22,247)	(719,268)	(40,907)	(782,422)	(22,247)
2041	(23,894)	(772,516)	(43,935)	(840,345)	(23,894)
2043	(27,439)	(887,136)	(50,454)	(965,029)	(27,439)
2042	(25,623)	(828,428)	(47,115)	(901,166)	(25,623)
2044	(29,346)	(948,779)	(53,960)	(1,032,085)	(29,346)
2045	(31,348)	(1,013,504)	(57,641)	(1,102,493)	(31,348)
2046	(33,450)	(1,081,465)	(61,506)	(1,176,421)	(33,450)
2047	(35,657)	(1,152,824)	(65,564)	(1,254,045)	(35,657)
2048	(37,974)	(1,227,751)	(69,826)	(1,335,551)	(37,974)
2049	(40,408)	(1,306,424)	(74,300)	(1,421,132)	(40,408)
2050	(42,963)	(1,389,031)	(78,998)	(1,510,992)	(42,963)
<b>TOTAL:</b>	<b>\$(527,624)</b>	<b>\$(17,058,598)</b>	<b>\$(970,171)</b>	<b>\$(18,556,394)</b>	<b>\$(527,624)</b>

Source: Tiberius Solutions LLC

Please refer to the explanation of the schools funding in the preceding section



Table 14 shows the projected increased revenue to the taxing jurisdictions after tax increment proceeds are projected to be terminated. These projections are for FYE 2051 and are calculated off the expected assessed value in that year of \$378,384,584, not taking into account delinquencies or non-payments.

The Frozen Base is the assessed value of the Area established by the county assessor at the time the Area is established. Excess Value is the increased assessed value in the Area above the Frozen Base.

**Table 14 - Additional Revenues Obtained after Termination of Tax Increment Financing**

Taxing District	Type	Tax Rate	From Frozen Base	From Excess Value	Total
General Government					
Columbia County	Permanent	1.3956	100,135	427,939	528,074
City of Scappoose	Permanent	3.2268	231,524	989,447	1,220,971
Columbia 4H & Extension	Permanent	0.0571	4,097	17,509	21,606
Col 911 Communication District	Permanent	0.2554	18,325	78,314	96,639
Columbia Vector	Permanent	0.1279	9,177	39,219	48,396
Port of St Helens	Permanent	0.0886	6,357	27,168	33,525
Scappoose Library	Permanent	0.2536	18,196	77,762	95,958
Columbia SWCD	Permanent	0.1	7,175	30,663	37,838
Scappoose JT RFPD	Permanent	1.1145	79,966	341,744	421,710
Subtotal		6.6195	474,952	2,029,765	2,504,717
Education					
NW Regional ESD	Permanent	0.1538	11,035	47,160	58,195
Scappoose 1 JT School	Permanent	4.9725	356,779	1,524,738	1,881,517
Portland Community College	Permanent	0.2828	20,291	86,716	107,007
Subtotal		5.4091	388,105	1,658,614	2,046,719
<b>TOTAL:</b>		<b>12.0286</b>	<b>\$863,057</b>	<b>\$3,688,379</b>	<b>\$4,551,436</b>

Source: Tiberius Solutions LLC

**IX. COMPLIANCE WITH STATUTORY LIMITS ON ASSESSED VALUE AND SIZE OF URBAN RENEWAL AREA**

State law limits the percentage of both a municipality’s total assessed value and the total land area that can be contained in an urban renewal area at the time of its establishment to 25% for municipalities under 50,000 in population . As noted below, the frozen base (assumed to be FYE 2021 values), including all real, personal, manufactured, and utility properties in the Area, is projected to be \$71,750,432 in FYE 2021. At the time of this Report it is projected to be \$67,631,664 (FYE 2019 data). The total assessed value of the City of Scappoose is \$678,097,871 (FYE 2019 data). The percentage of assessed value in the Urban Renewal Area is 9.97%, below the 25% threshold.

The Area contains 475.8 acres, including public rights-of-way, and the City of Scappoose contains 2,199.47 acres. This puts 21.63% of the City’s acreage in an Urban Renewal which is below the 25% threshold.

**Table 15 - Urban Renewal Area Conformance with Assessed Value and Acreage Limits**

	<b>Assessed Value</b>	<b>Acreage</b>
In URA	\$67,631,664	475.8
In City	\$678,097,871	2,199.47
Percent in URA	9.97%	21.63%

Source: Compiled by Elaine Howard Consulting, LLC with data from City of Scappoose and Columbia County Department of Assessment and Taxation (FYE 2020)

## **X. EXISTING PHYSICAL, SOCIAL, AND ECONOMIC CONDITIONS AND IMPACTS ON MUNICIPAL SERVICES**

This section of the Report describes existing conditions within the Scappoose Urban Renewal Area and documents the occurrence of “blighted areas,” as defined by ORS 457.010(1).

### **A. PHYSICAL CONDITIONS**

#### **1. Land Use**

The Area measures 475.80 total acres in size, which is composed of 204 individual parcels encompassing 418.87 acres, and an additional 56.93 acres in public rights-of-way. An analysis of FYE 2018 property classification data from the Columbia County Department of Assessment and Taxation database was used to determine the land use designation of parcels in the Area. By acreage, Farm accounts for the most prevalent land use within the area (33.68%). This was followed by Industrial (21.77%). Detailed land use designations in the area can be seen in Table 16.

**Table 16 - Land Use in the Area**

<b>Land Use</b>	<b>Parcels</b>	<b>Acreage</b>	<b>Percent of Acreage</b>
Farm	2	141.06	33.68%
Industrial	12	91.20	21.77%
Miscellaneous	7	54.51	13.01%
Commercial	79	50.09	11.96%
Exempt	20	49.64	11.85%
Residential	77	27.28	6.51%
Tract	3	3.74	0.89%
Multi-Family	4	1.35	0.32%
<b>TOTAL:</b>	<b>204</b>	<b>418.87</b>	<b>100.00%</b>

Source: Compiled by Tiberius Solutions LLC with data from the Columbia County Department of Assessment and Taxation (FYE 2018)

## 2. Comprehensive Plan Designations

The most prevalent comprehensive plan designation by acreage in the Area is Airport Employment (65.79%). The second most prevalent comprehensive plan designation in the Area is Commercial (21.79%). Detailed comprehensive plan designations in the Area can be seen in Table 17.

**Table 17 – Comprehensive Plan Designations in the Area**

Comprehensive Plan Designation	Parcels	Acreage	Percent of Acreage
Airport Employment	18	275.57	65.79%
Commercial	172	91.28	21.79%
Public Lands	6	33.73	8.05%
Industrial	6	17.82	4.25%
General Residential	2	0.48	0.11%
<b>TOTAL:</b>	<b>204</b>	<b>418.87</b>	<b>100.00%</b>

Source: Compiled by Tiberius Solutions LLC with data from the Columbia County Department of Assessment and Taxation (FYE 2018)

## 3. Zoning Designations

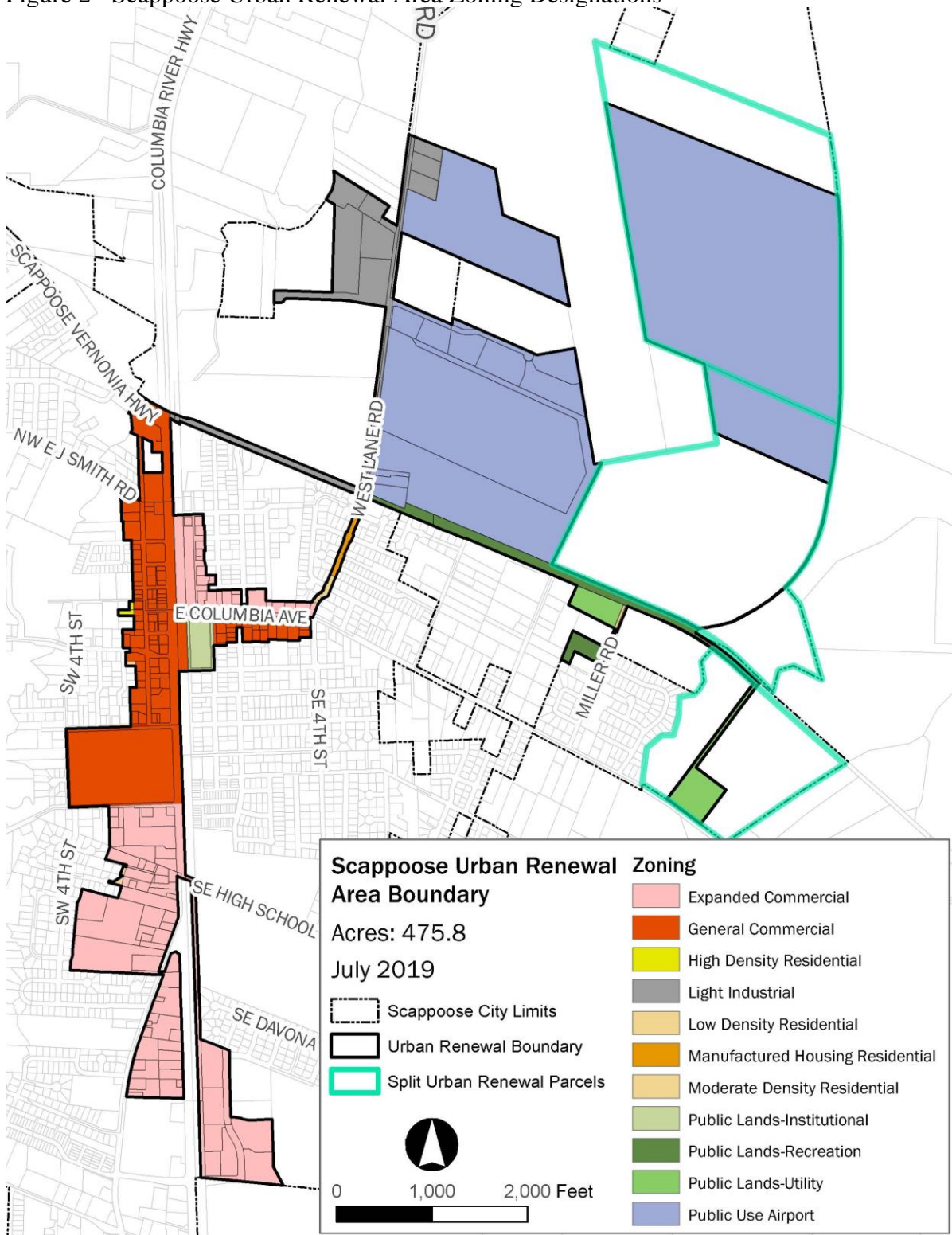
The most prevalent zoning designation by acreage in the Area is Public Use Airport (64.85%). The second most prevalent zoning designation in the Area is Expanded Commercial (15.91%). Detailed zoning designations in the Area can be seen in Table 18.

**Table 18 - Zoning Designations in the Area**

Zoning Designations	Parcels	Acreage	Percent of Acreage
Public Use Airport	15	271.66	64.85%
Expanded Commercial	84	66.64	15.91%
General Commercial	89	43.83	10.46%
Light Industrial	9	21.72	5.19%
Public Lands-Utility	2	8.54	2.04%
Public Lands-Recreation	2	3.31	0.79%
Public Lands-Institutional	1	2.68	0.64%
High Density Residential	2	0.48	0.11%
<b>TOTAL:</b>	<b>204</b>	<b>418.87</b>	<b>100.00%</b>

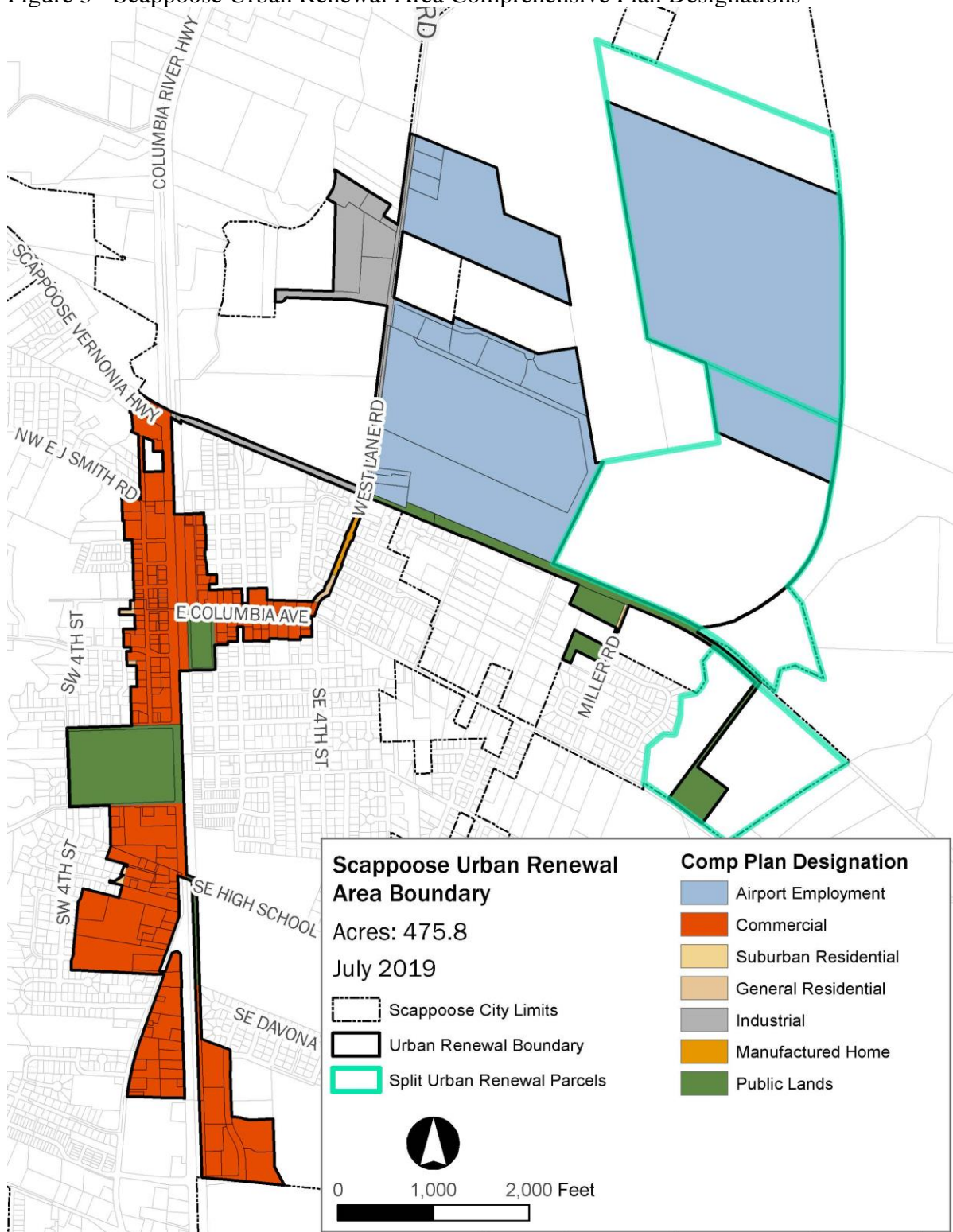
Source: Compiled by Tiberius Solutions LLC with data from the Columbia County Department of Assessment and Taxation (FYE 2018)

Figure 2 - Scappoose Urban Renewal Area Zoning Designations



Source: ECONorthwest

Figure 3 - Scappoose Urban Renewal Area Comprehensive Plan Designations



Source: ECONorthwest



## B. INFRASTRUCTURE

This section identifies the existing conditions in the Area to assist in **establishing blight in the ordinance adopting the Pan Amendment.** There are projects listed in several City of Scappoose infrastructure master plans that relate to these existing conditions. **This does not mean that all of these projects are included in the Plan.** The specific projects that are included in the Plan are listed in Sections IV and V of this Report.

### 1. Transportation

The projects listed in Table 19 are capital projects in the Area from the City of Scappoose Transportation Systems Plan:

**Table 19 - Transportation Projects in the Area**

Project Category	Project Title	Project Description	Project Cost
Complete sidewalks	SW Maple St.	Complete sidewalk system between US 30 and SW 4th Street	425,780
Complete sidewalks	SW 1st St.	SW Maple Street. to J.P. West Road	408,748
Complete sidewalks	E.M. Watts Rd.	Complete sidewalk system between US 30 and SW 4th Street	289,530
Complete sidewalks	JP West Rd.	Complete sidewalk system between SW 4th Street. and US 30 (north side)	124,895
Complete sidewalks	SW 4th St.	E.M. Watts Road to J.P. West Road	953,746
Complete sidewalks	E.J. Smith Rd.	NW 1st Street to Bella Vista Drive	2,117,543
Complete sidewalks	3rd Street	Elm Street to Columbia Avenue	1,055,933
Complete sidewalks	SE Maple St.	Complete sidewalk system between US 30 and SE 4th Street	692,601
Intersections & Connectivity	SW 1st St. /J.P. West Rd.	Extend southeast curb to better align east and west intersection approaches and provide shorter pedestrian crossing.	22,708
Transportation Studies	W. Columbia Ave.	Study to determine feasibility of converting W. Columbia Avenue to two-way traffic, including signal modification at US 30/Columbia Avenue	56,771
Bike Route Improvements	E.M. Watts Rd.	US 30 to Eggleston Lane/Key Road	1,640,670
Bike Route Improvements	West side of Scappoose	Sign bike route on west side of US 30 between Columbia Avenue and E.M. Watts (cross US 30 as pedestrian at Columbia Avenue) and between E.M. Watts and Old Portland Road. via SW 4th Street	204,374
Bike Route Improvements	West Lane Rd.	E. Columbia Avenue to Crown Zellerbach Road	17,031

Source: Scappoose Transportation Systems Plan

## 2. Water

The projects listed in Table 20 are capital projects in the Area from the City of Scappoose Water Capital Improvement Plan:

**Table 20 - Water Capital Improvement Plan Projects in the Area**

Project Number	Project Title	Project Description	Project Cost
T-01	Miller Road Water Treatment Plant	Miller Road R&R: life safety, rehab, and seismic upgrades to existing Miller Road WTP facilities.	650,000
S-04	Miller Park	Miller Road Well #5: Develop a new well in the vicinity of the City's existing Miller Road Treatment Plant. The new well is assumed to be located within the Miller Park.	2,100,000
S-05	TBD, near Miller Road WTP	Miller Road Well #6: Develop a new well in the vicinity of the City's existing Miller Road Treatment Plant. The location of the new well has not been identified.	2,100,000
D-06	Airport Annex North of Bird Road	Construct a 12-inch main north of Bird Road to connect Skyway Drive to provide looping for the E. Airport development.	610,000

Source: Scappoose Water Capital Improvement Plan

## 3. Stormwater

There are no Stormwater projects in the Area.

## 4. Sanitary Sewer

The projects listed in Table 21 are projects in the Area from the City of Scappoose's Wastewater Capital Improvement Plan:

**Table 21 - Wastewater Capital Improvement Plan Projects**

Project Title	Project Description	Project Cost	Project Source
UV Disinfection	Replacement of existing UV banks with newer technology UV system (Trojan 3000Plus).	616,600	Wastewater Master Plan - Phase 1 Improvements
Hydraulic Improvements	Rebuilding secondary splitter structure.	519,700	Wastewater Master Plan - Phase 1 Improvements
Secondary Clarifier and RAS/WAS Pumping Upgrades	Addition of third 50-foot secondary clarifier, update existing clarifier wiring, and expand RAS/WAS pumping.	4,590,100	Wastewater Master Plan - Phase 1 Improvements
Aerobic Digester Life Safety Improvements	Replace damaged coarse bubble diffusers, replace two blowers, sludge pump, sludge flow meter, fix hand rails.	432,600	Wastewater Master Plan - Phase 1 Improvements
Headworks and Influent Pump Station	New two fine screens with passive bypass channel and submersible influent pump station.	5,504,400	Wastewater Master Plan - Phase 2 Improvements
Operational Improvements	SCADA integration and new lan.	1,700,000	Wastewater Master Plan - Phase 2 Improvements
UV Disinfection	Addition of second channel and equipment	1,685,900	Wastewater Master Plan - Phase 3 Improvements
Effluent Pump Station	Replacement of pumps, modification of skylights, addition of flow meter, electrical improvements.	536,600	Wastewater Master Plan - Phase 3 Improvements
Aerobic Digester	New aerobic digester to achieve Class B biosolids	2,486,900	Wastewater Master Plan - Phase 4 Improvements

Source: City of Scappoose Wastewater Capital Improvement Plan



## 5. Parks and Open Space

There are no Parks and Open Space projects in the Area.

### C. SOCIAL CONDITIONS

Within the Area, there are 77 tax lots shown as Residential use and 4 tax lots shown as Multi-Family. According to the US Census Bureau, American Community Survey 2013-2017 Five Year Estimates, the block groups that most accurately represent the Area have 2,683 residents. Of those residents, 95% are white.

**Table 22 - Race in the Area**

Race	Number	Percent
White	2,555	95.23%
Black or African American	7	0.26%
American Indian and Alaska Native	9	0.34%
Asian	37	1.38%
Native Hawaiian and Other Pacific Islander	0	0.00%
Some other race	32	1.19%
Two or more races	43	1.60%
TOTAL:	2,683	100%

Source: American Community Survey 2013-2017 Five Year Estimates

The largest percentage of residents are between 25 to 34 years of age (17%).

**Table 23 - Age in the Area**

Age	Number	Percent
Under 5 years	275	10.25%
5 to 9 years	239	8.91%
10 to 14 years	110	4.10%
15 to 17 years	95	3.54%
18 to 24 years	287	10.70%
25 to 34 years	448	16.70%
35 to 44 years	430	16.03%
45 to 54 years	325	12.11%
55 to 64 years	75	2.80%
65 to 74 years	232	8.65%
75 to 84 years	113	4.21%
85 years and over	54	2.01%
TOTAL:	2683	100.01%

Source: American Community Survey 2013-2017 Five Year Estimates

In the block groups, 20% of adult residents have earned a bachelor’s degree or higher. Another 29% have some college education without a degree, and another 35% have graduated from high school with no college experience.

**Table 24 - Educational Attainment in the Area**

<b>Educational Attainment</b>	<b>Number</b>	<b>Percent</b>
Less than high school	99	5.90%
High school graduate (includes equivalency)	582	34.70%
Some college	487	29.04%
Associate's degree	177	10.55%
Bachelor's degree	213	12.70%
Master's degree	102	6.08%
Professional school degree	17	1.01%
Doctorate degree	0	0.00%
<b>TOTAL:</b>	<b>1677</b>	<b>99.98%</b>

Source: American Community Survey 2013-2017 Five Year Estimates

The most common travel time to work class was 30 to 39 minutes, with 25% of journeys being in this class. This was followed by the 40 to 59 minutes travel time class, which represented 24% of journeys.

**Table 25 - Travel Time to Work in the Area**

<b>Travel Time</b>	<b>Number</b>	<b>Percent</b>
Less than 10 minutes	237	20.99%
10 to 19 minutes	96	8.50%
20 to 29 minutes	141	12.49%
30 to 39 minutes	280	24.80%
40 to 59 minutes	270	23.91%
60 to 89 minutes	61	5.40%
90 or more minutes	44	3.90%
<b>TOTAL:</b>	<b>1129</b>	<b>99.99%</b>

Source: American Community Survey 2013-2017 Five Year Estimates

Of the means of transportation used to travel to work, the majority, 76%, Drove alone with another 13% Carpooling.

**Table 26 - Means of Transportation to Work in the Area**

<b>Means of Transportation</b>	<b>Number</b>	<b>Percent</b>
Drove alone	938	75.95%
Carpooling	160	12.96%
Using Public Transportation	0	0.00%
Motorcycling	0	0.00%
Bicycling	0	0.00%
Walking	31	2.51%
Using Other Means	0	0.00%
Working at home	106	8.58%
<b>TOTAL:</b>	<b>1235</b>	<b>100%</b>

Source: American Community Survey 2013-2017 Five Year Estimates

## D. ECONOMIC CONDITIONS

### 1. Taxable Value of Property within the Area

The estimated total assessed value of the Area calculated with data from the Columbia County Department of Assessment and Taxation for FYE 2019, including all real, personal, manufactured, and utility properties, is estimated to be \$71,750,432.

### 2. Building to Land Value Ratio

An analysis of property values can be used to evaluate the economic condition of real estate investments in a given area. The relationship of a property's improvement value (the value of buildings and other improvements to the property) to its land value is generally an accurate indicator of the condition of real estate investments. This relationship is referred to as the "Improvement to Land Value Ratio," or "I:L." The values used are real market values. In urban renewal areas, the I:L is often used to measure the intensity of development or the extent to which an area has achieved its short- and long-term development objectives.

Table 27 shows the improvement to land ratios (I:L) for properties within the Area. In the Area 112 parcels representing 81% of the acreage have I:L ratios less than 1.0. In other words, the improvements on these properties are worth less than the land they sit on. A reasonable I:L ratio for properties in the Area is 2.0. Only 26 of the 204 parcels in the Area, totaling 3% of the acreage have I:L ratios of 2.0 or more in FYE 2018. In summary, the area is underdeveloped and not contributing significantly to the tax base in Scappoose.

**Table 27 - Improvement to Land Ratios in the Area**

<b>Improvement to Land Ratio</b>	<b>Parcels</b>	<b>Acreage</b>	<b>Percent of Acreage</b>
Exempt	20	49.64	11.85%
No Improvement Value	41	279.47	66.72%
0.01-0.50	33	45.08	10.76%
0.51-1.00	38	14.30	3.41%
1.01-1.50	30	10.30	2.46%
1.51-2.00	16	8.21	1.96%
2.01-2.50	6	2.23	0.53%
2.51-3.00	4	1.13	0.27%
3.01-4.00	8	2.31	0.55%
> 4.00	8	6.21	1.48%
<b>TOTAL:</b>	<b>204</b>	<b>418.87</b>	<b>100.00%</b>

Source: Compiled by Tiberius Solutions LLC with data from the Columbia County Department of Assessment and Taxation (FYE 2018)

## **E. IMPACT ON MUNICIPAL SERVICES**

The fiscal impact of tax increment financing on taxing districts that levy taxes within the Area (affected taxing districts) is described in Section VIII of this Report. This subsection discusses the fiscal impacts resulting from potential increases in demand for municipal services.

The projects being considered for future use of urban renewal funding are for development and redevelopment of properties, downtown improvements and plan administration and planning refinement. The use of tax increment allows the city to add an additional funding source to the City of Scappoose general fund or system development charges (SDC) funds to allow these projects to be completed.

It is anticipated that these improvements will catalyze development on the undeveloped and underdeveloped parcels in the Area. This development will require city services. However, since the property is within the city limits, the city has anticipated the need to provide services to the Area. As the development will be new construction, it will be up to current building code and will aid in any fire protection needs.

The financial impacts from tax increment collections will be countered by future economic development, housing production and, in the future, adding future increased increases in assessed value to the tax bases for all taxing jurisdictions, including the city.

## **XI. REASONS FOR SELECTION OF EACH URBAN RENEWAL AREA IN THE PLAN**

The reason for selecting the Area is to provide the ability to fund projects and programs necessary to cure blight within the Area.

## **XII. RELOCATION REPORT**

There is no relocation report required for the Plan. No specific acquisitions that would result in relocation benefits have been identified. However, if property is acquired that requires relocation, the Agency shall comply with applicable relocation requirements.

CPA1-19  
*Adoption of the Scappoose Urban Renewal Plan*

August 21, 2019  
*Revised September 11, 2019*

### **CITY OF SCAPPOOSE STAFF REPORT**

Request: Recommendation to the City Council regarding the Planning Commission's consideration of the proposed Scappoose Urban Renewal Plan (Plan) and its conformance with the applicable Comprehensive Plan policies and goals.

Applicant: City of Scappoose

#### **EXHIBITS**

1. Proposed Scappoose Urban Renewal Plan (Plan)
2. Report Accompanying the Scappoose Urban Renewal Plan (Report)
3. Proposed Scappoose Urban Renewal Plan Area Boundary, Figure 1 from the Plan
4. Written comment submitted by Fair Housing Council of Oregon and Housing Land Advocates, dated September 9, 2019
5. Legal Counsel emailed response to written comment, dated September 11, 2019

#### **PURPOSE**

The Scappoose Planning Commission is being asked to make a recommendation to the City Council regarding the Commission's consideration of the proposed Scappoose Urban Renewal Plan (Plan). The Plan is designed for the Scappoose Urban Renewal Area (Area). The reason for urban renewal is to provide a financing mechanism to fund improvements including the following categories:

- A. Water/Sewer Improvements*
- B. Transportation*
- C. Business and Property Owner Incentives*
- D. Other Transportation*
- E. Administration*

The focus of the Planning Commission's review is the conformance of the Plan with the Scappoose Comprehensive Plan. The Planning Commission is not being asked to approve the Plan, but rather to make a recommendation to the Scappoose City Council on the conformance of the Plan to the applicable Scappoose Comprehensive Plan goals and policies. There are no explicit review criteria for a Planning Commission for the review of an urban renewal plan. The Oregon Revised Statute (ORS) ORS 457.085(4) states that "An urban renewal plan and accompanying report shall be forwarded to the Planning Commission of the municipality for recommendations, prior to presenting the plan to the governing body of the municipality for approval under ORS 457.095." The generally accepted practice is for the Planning Commission to provide input on the

relationship of the Plan to the Local Goals and Objectives (Section XII of the Plan), and particularly to its conformance to the City of Scappoose Comprehensive Plan.

## **BACKGROUND**

The City of Scappoose hired ECONorthwest and Tiberius Solutions, LLC in 2018 to complete an urban renewal feasibility study to evaluate the benefits and drawbacks of using urban renewal as a tool to invest in infrastructure and other needed community projects in the City's industrial areas and downtown commercial core. After review of the feasibility study by the City Council, a team of ECONorthwest, Tiberius Solutions, LLC and Elaine Howard Consulting, LLC was hired to complete the Plan and Report Accompanying the Scappoose Urban Renewal Plan (Report).

As part of the preparation of the Plan and Report, a Technical Advisory Committee (TAC) was formed to review the boundary, projects, and financial components of the urban renewal plan and report. The TAC met three times and provided direct input into the preparation of the Plan and Report. The City Council was briefed and provided input in March and May of 2019 and again when the formation of the Scappoose Urban Renewal Agency (Agency) came before them for action in June of 2019.

An urban renewal survey was posted to the City website and copies were distributed with City utility bills in the early months of 2019. The survey solicited feedback on community goals for the downtown and industrial areas of the city, asked where the town center is or should be, and what improvements and investments could make the space more like a town center moving forward. Over 160 responses were received. The City's urban renewal consultant team asked similar questions and solicited feedback during their presentation and break out session at the city's Annual Town Meeting on March 2<sup>nd</sup>, 2019. They focused on educating the community on the basics of urban renewal and gathering feedback on goals and priorities. All information gathered during these two processes was then shared with the TAC and City Council in order to help inform their selection of projects for inclusion in the urban renewal plan.

During the same time period as the preparation of the Plan and Report, Zimmer Gunsul Frasca (ZGF) worked with staff and the community to prepare urban design concepts to be incorporated in future planning within the potential urban renewal area. These concepts were shared with the TAC and City Council.

## **PUBLIC NOTICE**

Notice of the proposed adoption of the Scappoose Urban Renewal Plan was sent to the Department of Land Conservation and Development (DLCD) on August 7, 2019 and was posted in the Spotlight newspaper on August 23<sup>rd</sup> & 30<sup>th</sup>. A mailed notice was sent to affected overlapping taxing districts on August 12, 2019 and to utility customers on August 27, 2019.

## **RECOMMENDATION**

Based on the information contained within this report; applicable statutes, and comprehensive plan provisions and implementing ordinances, staff recommends that the Planning Commission recommend adoption of the Scappoose Urban Renewal Plan by the City Council.

## **RELATIONSHIP TO LOCAL OBJECTIVES**

The Scappoose Urban Renewal Plan relates to local planning and development objectives contained within the Scappoose Comprehensive Plan, and Title 17 of the Scappoose Municipal Code. The following section describes the purpose and intent of these plans, the particular goals and policies within each planning document to which the proposed Plan relates, and an explanation of how the Plan relates to these goals and policies. The numbering of the goals, policies, and implementation strategies will reflect the numbering that occurs in the Scappoose Comprehensive Plan. Italicized text is text that has been taken directly from an original planning document.

This is not a comprehensive list of all parts of the Scappoose Comprehensive Plan that are supported by the Scappoose Urban Renewal Plan. This list includes the major Goals and Policies from the comprehensive plan that are in conformance with the Urban Renewal Plan however, there may be other Goals and Policies that are not listed, but are still in conformance with this Plan.

### **Scappoose Comprehensive Plan**

This analysis covers the most relevant sections of the City's Comprehensive Plan but may not cover every section of the Comprehensive Plan that relates to the Plan. As the Comprehensive Plan is updated in the future, the Urban Renewal Plan will automatically incorporate those updates without the Urban Renewal Plan having to be formally amended. If a substantial amendment to the Urban Renewal Plan is completed in the future, the section of the Urban Renewal Plan on Relationship to Local Objectives should be updated at that point.

#### ***Economics***

##### *Goals:*

*It is the goal of the City of Scappoose to:*

- 1) Maintain conditions favorable for a growing, healthy, stable and diversified business and industrial climate.*
- 3) Provide the land and public facilities necessary to support economic development while allowing the free market economy to operate with an absolute minimum of restrictions.*

##### *Policies:*

*It is the policy of the City of Scappoose to:*

- 2) Encourage the preservation, improvement and renewal of the existing business district of the City so that it will be allowed to play a role as a center of economic and civic activity for the entire community.*
- 4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.*

- 6) *Cooperate with other agencies, interest groups and businesses in efforts to develop strategies for improving the local economy.*
- 14) *Encourage design features on Highway 30 that reduce conflicts with traffic flow, as congestion and traffic hazards can only hinder local economic development.*

**Findings:** The infrastructure projects in the Plan, including; transportation, water, and wastewater projects, will provide public facilities for existing businesses to flourish and encourage new business development. The Business and Property Owner Incentives are provided in the Plan to both assist existing businesses and to also encourage new economic growth in the Area.

#### ***Public Services and Facilities Goals and Policies***

*The relationship between growth and public services is often very direct. In the Scappoose city limits, a problem with sewer and water has prevented the intense development of certain lands, and thus has been a restraining influence on development. As growth and development continue, many public facilities and services will need improvement and expansion: sewers, water, storm drainage, schools, police, fire, health services, parks and library services will all require some expenditures, with the first two being the immediate priorities. Thus, the City has adopted policies to start planning means of financing these larger expenditures.*

#### ***Goals:***

*It is the goal of the City of Scappoose to:*

- 1) *Provide the public facilities and services which are necessary for the well being of the community and which help guide development into conformance with the Comprehensive Plan.*
- 2) *Direct public facilities and services, particularly water and sewer systems, into the urban growth area.*
- 3) *Ensure that the capacities and patterns of utilities and other facilities are adequate to support the residential densities and intensive land use patterns of the Comprehensive Plan.*

#### ***Policies:***

*It is the policy of the City of Scappoose to:*

- 1) *Design urban facilities and services, particularly water and sewer systems, to eventually serve the designated urban growth area; also, ensure that services are provided to sufficient vacant property to meet anticipated growth needs; also, develop a design review process to insure that public services and facilities do not unreasonably degrade significant fish and wildlife habitats.*
- 3) *Implement the City of Scappoose Water Master Plan, prepared by Economics and Engineering Services, dated April 1997.*
- 5) *Ensure that capacities and patterns of utilities and other facilities are adequate to support the residential densities and land use patterns of the Comprehensive Plan.*
- 7) *Implement the City of Scappoose Wastewater Master Plan, prepared by KCM, Inc., dated June 1998.*



**Findings:** The infrastructure projects in the Plan, including water and wastewater projects, will provide public facilities for existing businesses to flourish and add capacity to the water and wastewater facilities to encourage new business development.

### **Transportation**

*Goal 1: Health and Safety. It is the goal of the City of Scappoose to develop and support a transportation system that maintains and improves individual health and safety by maximizing pedestrian and bicycle transportation options, increasing public safety and service access, and enhancing safe and smooth connections between land uses and transportation modes.*

#### *Policies:*

*It is the policy of the City of Scappoose to:*

- 1.1) Prioritize improvements at locations in the City where enhanced street crossings for walking and biking users are needed.*
- 1.2) Work with ODOT to provide safe east-west access for pedestrian and bicyclists across US 30.*
- 1.3) Work to implement improvements to address high collision locations, improve safety at railroad crossings, and improve safety for walking, biking, and driving in the City.*
- 1.6) Identify and promote programs that encourage walking and bicycling, and that educate all users of the transportation system about good traffic behavior and consideration for other modes.*

*Goal 2: Transportation System Management. It is the goal of the City of Scappoose to emphasize effective and efficient management of the transportation system for all users.*

#### *Policies:*

*It is the policy of the City of Scappoose to:*

- 2.5) Develop and maintain existing facilities to preserve their intended function and useful life in a way that supports mobility for all users, including those with special transportation needs.*

*Goal 3: Travel Choices. It is the goal of the City of Scappoose to develop and maintain a well-connected transportation system that offers convenient and available pedestrian, bicycle and transit trips.*

#### *Policies:*

*It is the policy of the City of Scappoose to:*

- 3.1) Provide safe, comfortable and convenient transportation options by providing for all transportation modes.*
- 3.2) Incorporate streetscape features in the transportation system such as street lighting, bike parking, and weather protection (e.g., bus shelters, covered bicycle parking) that better meet the needs and enhance the experience of the walking, biking and transit user.*
- 3.3) Connect bikeways and pedestrian accessways to local and regional travel routes and community destinations.*

- 3.8) *Enhance way finding signage for those walking and biking, directing them to bus stops, trails, and key routes and destinations.*

*Goal 4: Economic Vitality. It is the goal of the City of Scappoose to support the development and revitalization efforts of the City, Region, and State economies and ensure the efficient movement of people and goods.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 4.1) Provide transportation facilities that support existing and planned land uses.*
- 4.4) Manage parking efficiently and ensure that it supports downtown business needs and promotes new development.*
- 4.5) Enhance the vitality of the Scappoose downtown area by incorporating roadway design elements for all modes.*
- 4.6) Provide for convenient parking and access to community destinations such as businesses and scenic/recreation areas.*

*Goal 5: Livability. It is the goal of the City of Scappoose to provide transportation solutions that support active transportation, facilitate access to daily needs and services, and enhance the livability of the City's neighborhoods and business community.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 5.5) Incorporate streetscape amenities that reflect the City's unique character (e.g., street furnishings, landscaping)*

*Goal 6: Sustainable Transportation System. It is the goal of the City of Scappoose to provide a transportation system that meets the needs of present and future generations and is environmentally sustainable.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 6.1) Plan and develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.*

*Goal 7: Fiscal Responsibility. It is the goal of the City of Scappoose to sustain an economically viable transportation system for existing and future users that protects and improves existing transportation assets while cost-effectively enhancing the total system.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 7.1) Plan for an economically viable and cost-effective transportation system.*
- 7.2) Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.*

- 7.5) *Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.*

*Goal 8: Equitable Transportation System. It is the goal of the City of Scappoose to provide a transportation system that is accessible to all users regardless of age, income, and health.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 8.1) *Develop and maintain a transportation system that supports a variety of travel options.*
- 8.2) *Ensure that the transportation system provides equitable access to underserved and vulnerable populations as well as users with a range of ages.*
- 8.4) *Ensure that the transportation system provides connections for all modes that meet applicable Americans with Disabilities Act (ADA) standards.*

*Goal 9: Coordinate Transportation Planning. It is the goal of the City of Scappoose to develop a transportation system that is consistent with the City's Comprehensive Plan and that is coordinated with County, State, and Regional plans.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 9.3) *Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation.*

**Findings:** The transportation infrastructure projects in the Plan will provide improved multi-modal transportation infrastructure for residents of Scappoose and visitors to Scappoose. The improved infrastructure will enhance access to existing businesses and encourage new business development. The enhanced streetscape will help provide safety for pedestrian travel, signage for bicyclists and improve the overall urban design of downtown Scappoose, encouraging economic vitality.

## **Housing**

*Goals:*

*It is the goal of the City of Scappoose to:*

- 1) *Provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.*
- 2) *Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.*

*Policies:*

*It is the policy of the City of Scappoose to:*

- 5) *Permit multi-family dwellings which conform to the following general conditions and criteria:*

*C. Multi-family development should be encouraged in areas close to commercial centers and corridors.*

- 7) *Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.*

**Findings:** The infrastructure projects in the Plan including; transportation, water, and wastewater projects, will provide increased services to support existing housing and encourage the development of new housing in the Area. The Business and Property Owner Incentives are provided in the Plan to also encourage new economic growth in the Area, including housing development.



September 9, 2019

City of Scappoose Planning Commission  
52610 NE 1st Street  
Suite 120  
Scappoose, OR 97056

**Re: Recommendation to the City Council regarding the Planning Commission's consideration of the proposed Scappoose Urban Renewal Plan and its conformance with the applicable Comprehensive Plan policies and goals.**

Dear Commissioners:

This letter is submitted jointly by Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO). Both HLA and FHCO are non-profit organizations that advocate for land use policies and practices that ensure an adequate and appropriate supply of affordable housing for all Oregonians. FHCO's interests relate to a jurisdiction's obligation to affirmatively further fair housing. Please include these comments in the record for the above-referenced proposed amendment.

As you know, all amendments to the City's Comprehensive Plan and Zoning map must comply with the Statewide Planning Goals. ORS 197.175(2)(a). When a decision is made affecting the residential land supply, the City must refer to its Housing Needs Analysis (HNA) and Buildable Land Inventory (BLI) in order to show that an adequate number of needed housing units (both housing type and affordability level) will be supported by the residential land supply after enactment of the proposed change.

The staff report for the Scappoose Urban Renewal Plan (Plan) recommends that the Planning Commission recommend adoption of the Plan by the City Council. However, the staff report does not include findings for Statewide Goal 10, describing the effects of the Plan on the housing supply within the City. It is stated within the report that the new plan will "encourage the development of new housing in the Area," however these findings are vague and unquantified. Adequate Goal 10 findings must demonstrate that the changes do not leave the City with less



than adequate residential land supplies in the types, locations, and affordability ranges affected. See *Mulford v. Town of Lakeview*, 36 Or LUBA 715, 731 (1999) (rezoning residential land for industrial uses); *Gresham v. Fairview*, 3 Or LUBA 219 (same); see also, *Home Builders Assn. of Lane Cty. v. City of Eugene*, 41 Or LUBA 370, 422 (2002) (subjecting Goal 10 inventories to tree and waterway protection zones of indefinite quantities and locations). Further, since the Plan was created to encourage new development, the report should reference how the Plan will affect needed housing as dictated by the City's HNA. Only with a complete analysis showing any gain/loss in needed housing as dictated by the HNA and compared to the BLI, can housing advocates and planners understand whether the City is achieving its goals through the Scappoose Urban Renewal Plan.

HLA and FHCO urge the Commission to defer approval of the proposed Scappoose Urban Renewal Plan until Goal 10 findings can be made, and the proposal evaluated under the HNA and BLI. Thank you for your consideration. Please provide written notice of your decision to, FHCO, c/o Louise Dix, at 1221 SW Yamhill Street, #305, Portland, OR 97205 and HLA, c/o Jennifer Bragar, at 121 SW Morrison Street, Suite 1850, Portland, OR 97204. Please feel free to email Louise Dix at [ldix@fhco.org](mailto:ldix@fhco.org) or reach her by phone at (541) 951-0667.

Thank you for your consideration.

A handwritten signature in blue ink that reads "Louise Dix".

Louise Dix  
AFFH Specialist  
Fair Housing Council of Oregon

A handwritten signature in blue ink that reads "Jennifer Bragar".

Jennifer Bragar  
President  
Housing Land Advocates

cc: Kevin Young ([kevin.young@state.or.us](mailto:kevin.young@state.or.us))



**Laurie Oliver**

---

**From:** Peter Watts <peter@peterowattspc.com>  
**Sent:** Wednesday, September 11, 2019 12:40 PM  
**To:** Laurie Oliver  
**Subject:** Letter Testimony from Housing Lands Advocates

Laurie-

After reviewing the joint letter submitted by the Housing Lands Advocates and the Fair Housing Council, I telephoned Jennifer Bragar who was one of the signatories. Jennifer and I had a conversation regarding the scope of the actions that are in front of the Planning Commission. I explained to her that the Ordinance under consideration adopted Urban Renewal as a tool, but that it did not change any of the City's Zoning Maps or Comprehensive Plan designations. And, that all of the City's Zoning Maps and Comp Plan designations had been reviewed and approved by DLCD staff and the LCDC Board. Jennifer indicated that they had filed the letter to give them standing in case the City took actions related to housing or Comp Plan designations. However, if there were no changes, she didn't anticipate any further involvement in the process. She indicated she would call the Fair Housing Council to inform them of the scope of our work.

--

Peter O. Watts  
Peter O. Watts P.C.  
(503) 657-0406 Ext 29  
1980 Willamette Falls Dr. Suite 200  
West Linn OR., 97068



**SCAPPOOSE**  
*Oregon*

## NOTICE OF PLANNING COMMISSION RECOMMENDATION

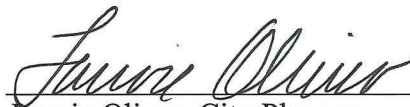
**Date:** September 19, 2019  
**To:** Interested Persons  
**From:** Laurie Oliver, City Planner (503) 543-7184  
**Subject:** CPA1-19 Adoption of Urban Renewal Plan

The Scappoose Planning Commission held a public hearing on September 12, 2019 and unanimously found that the proposed Urban Renewal Plan is in conformance with the Comprehensive Plan and recommended adoption of the Urban Renewal Plan by City Council. The Planning Commission adopted the findings contained in the revised staff report, dated September 11, 2019.

The City Council will hold a public hearing on October 21, 2019 for the first reading of the ordinance, with the second reading scheduled for November 18, 2019. Both City Council meetings will be held at 6 pm, rather than the standard meeting time of 7 pm, in the Scappoose City Hall Council Chambers, 33568 E. Columbia Avenue, Scappoose, Oregon.

All notices required by Scappoose Municipal Code Chapter 17.160 have been met for this application. There are no specific approval criteria for this application since it is not proposing an amendment to the Comprehensive Plan, Comprehensive Plan Map, the Zoning Map, or Zoning Code.

The file and all evidence on this case is available for your review by appointment. Please call (503) 543-7184 to schedule an appointment. Copies of all information in the file can be obtained for a fee equal to the cost for such services. You may also find the City of Scappoose Municipal Code online at <http://www.ci.scappoose.or.us/ordinances.html>.

  
\_\_\_\_\_  
Laurie Oliver, City Planner  
Mailed 9/19/19



SCAPPOOSE PLANNING COMMISSION MINUTES

SCAPPOOSE PLANNING COMMISSION

Council Chambers at City Hall  
33568 East Columbia Avenue

Thursday, September 12<sup>th</sup>, 2019 at 7:00 p.m.

1.0 CALL TO ORDER

2.0 ROLL CALL

Tim Connell	Chair	Laurie Oliver	City Planner
Scott Jensen	Vice Chair	Alex Rains	Assistant to the City Manager
Bill Blank	Commissioner	Elizabeth Happala	CDC Office Administrator
Bruce Shoemaker	Commissioner		
Rita Bernhard	Commissioner	City's Consultant;	
Kevin Freimuth	Commissioner	Elaine Howard, Elaine Howard Consulting, LLC	
Reed Kelly	Alternate Commissioner		

EXCUSED:

Patricia Gibson Commissioner

3.0 APPROVAL OF MINUTES

3.1 June 13<sup>th</sup>, 2019 meeting minutes

Vice Chair Jensen moved, and Commissioner Freimuth seconded the motion to approve the Planning Commission minutes from June 13<sup>th</sup>, 2019.

Motion Passed 7-0. AYES: Chair Connell, Vice Chair Jensen, Commissioner Blank, Commissioner Bernhard, Commissioner Shoemaker, Commissioner Freimuth and Commissioner Kelly.

4.0 CITIZEN INPUT

*(there was none)*

5.0 NEW BUSINESS

5.1 ELECT PLANNING COMMISSION CHAIR AND VICE CHAIR

Chair Connell motioned to nominate Commissioner Freimuth as the new Chair, and the continuation of Vice Chair Jensen as Vice Chair. Commissioner Bernhard second the motion.

Motion Passed 7-0. AYES: Chair Connell, Vice Chair Jensen, Commissioner Blank, Commissioner Bernhard, Commissioner Shoemaker, Commissioner Freimuth and Commissioner Kelly.

*It was discussed that Chair Connell will continue as chair for the remainder of the meeting. Commissioner Freimuth will begin as the new Chair at the next Planning Commission meeting.*

5.2 DOCKET # CPA1-19

The Scappoose Planning Commission and City Council have scheduled Legislative Land Use Public Hearings to solicit comments on the proposed Scappoose Urban Renewal Plan, which would be adopted by ordinance. The plan covers approximately 475.8 acres. The proposed maximum indebtedness that can be issued or incurred for the Scappoose Urban Renewal Plan is \$37 million. The ordinance, if approved, is subject to referendum.

*Format: Legislative Land Use Public Hearing – verbal and written testimony is permitted*

Chair Connell called the hearing to order then read the order of the hearing. He then stated that the Planning Commission will make a recommendation to City Council, then called for the staff presentation.

City Planner Oliver thanked the commissioners for being here tonight. Stating that they put together a presentation for them tonight; first she would go over the role of the Planning Commission tonight, then Staff Rains would cover the background of the Urban Renewal project followed by the City's Consultant Elaine Howard who will give a crash course on Urban Renewal, the boundaries, projects in the Urban Renewal Plan (URP) and financial impacts to taxing districts. Then after their presentation, she would go over conformance of the UR with the city's Comprehensive Plan (Comp Plan) and the next steps.

City Planner Oliver began her part by stating the role of the Planning Commission tonight will be to make a recommendation on the adoption of this URP to City Council, adding that their role is essentially to review the Scappoose URP for conformance to the Scappoose Comprehensive Plan, adding that there are no amendments proposed to the Comp Plan or Map or to the Development Code or zoning maps. Adding that there are no explicit review criteria for Planning Commission for the review of an Urban Renewal plan. As written in the staff report, she read;

*ORS 457.085(4) states that "An urban renewal plan and accompanying report shall be forwarded to the Planning Commission of the municipality for recommendations, prior to presenting the plan to the governing body of the municipality for approval under ORS 457.095." The generally accepted practice is for the Planning Commission to provide input on the relationship of the Plan to the Local Goals and Objectives (Section XII of the Plan), and particularly to its conformance to the City of Scappoose Comprehensive Plan.*

She added that all the required noticing has been met for the application.

City Planner Oliver stated that the City did receive one written comment prior to our meeting tonight that has been copied and handed out to each of you, as well as the written response from the City's legal counsel; both items will be added to the staff report as exhibits. *(Note; both items are inserted within these minutes below this paragraph;)* She explained the written comment was from the Fair Housing Council of Oregon and the Housing Land Advocates, stating that essentially they were under the impression that the city was potentially planning to amend the Comp Plan or zoning map. Adding that if they had done that, they would have been required to write findings related to the statewide planning goals and specifically their concern was Goal 10 which involves housing. She re-stated there are no amendments proposed, adding that the city's legal counsel did contact one of the signatories on the letter; Jennifer Bragar with Housing Land Advocates to discuss the matter. She stated the letter was sent to give them standing in the event that we did make an amendment; which we are not.



September 9, 2019

City of Scappoose Planning Commission  
52610 NE 1st Street  
Suite 120  
Scappoose, OR 97056

**Re: Recommendation to the City Council regarding the Planning Commission's consideration of the proposed Scappoose Urban Renewal Plan and its conformance with the applicable Comprehensive Plan policies and goals.**

Dear Commissioners:

This letter is submitted jointly by Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO). Both HLA and FHCO are non-profit organizations that advocate for land use policies and practices that ensure an adequate and appropriate supply of affordable housing for all Oregonians. FHCO's interests relate to a jurisdiction's obligation to affirmatively further fair housing. Please include these comments in the record for the above-referenced proposed amendment.

As you know, all amendments to the City's Comprehensive Plan and Zoning map must comply with the Statewide Planning Goals, ORS 197.175(2)(a). When a decision is made affecting the residential land supply, the City must refer to its Housing Needs Analysis (HNA) and Buildable Land Inventory (BLI) in order to show that an adequate number of needed housing units (both housing type and affordability level) will be supported by the residential land supply after enactment of the proposed change.

The staff report for the Scappoose Urban Renewal Plan (Plan) recommends that the Planning Commission recommend adoption of the Plan by the City Council. However, the staff report does not include findings for Statewide Goal 10, describing the effects of the Plan on the housing supply within the City. It is stated within the report that the new plan will "encourage the development of new housing in the Area," however these findings are vague and unquantified. Adequate Goal 10 findings must demonstrate that the changes do not leave the City with less



than adequate residential land supplies in the types, locations, and affordability ranges affected. See *Mulford v. Town of Lakeview*, 36 Or LUBA 715, 731 (1999) (rezoning residential land for industrial uses); *Gresham v. Fairview*, 3 Or LUBA 219 (same); see also, *Home Builders Assn. of Lane Cty. v. City of Eugene*, 41 Or LUBA 370, 422 (2002) (subjecting Goal 10 inventories to tree and waterway protection zones of indefinite quantities and locations). Further, since the Plan was created to encourage new development, the report should reference how the Plan will affect needed housing as dictated by the City's HNA. Only with a complete analysis showing any gain/loss in needed housing as dictated by the HNA and compared to the BLI, can housing advocates and planners understand whether the City is achieving its goals through the Scappoose Urban Renewal Plan.

HLA and FHCO urge the Commission to defer approval of the proposed Scappoose Urban Renewal Plan until Goal 10 findings can be made, and the proposal evaluated under the HNA and BLI. Thank you for your consideration. Please provide written notice of your decision to, FHCO, c/o Louise Dix, at 1221 SW Yamhill Street, #305, Portland, OR 97205 and HLA, c/o Jennifer Bragar, at 121 SW Morrison Street, Suite 1850, Portland, OR 97204. Please feel free to email Louise Dix at [ldix@fhco.org](mailto:ldix@fhco.org) or reach her by phone at (541) 951-0667.

Thank you for your consideration.

A handwritten signature in blue ink that reads "Louise Dix".

Louise Dix  
AFFH Specialist  
Fair Housing Council of Oregon

A handwritten signature in blue ink that reads "Jennifer Bragar".

Jennifer Bragar  
President  
Housing Land Advocates

cc: Kevin Young ([kevin.young@state.or.us](mailto:kevin.young@state.or.us))

**From:** Peter Watts <peter@peterowattspc.com>  
**Sent:** Wednesday, September 11, 2019 12:40 PM  
**To:** Laurie Oliver  
**Subject:** Letter Testimony from Housing Lands Advocates

Laurie-

After reviewing the joint letter submitted by the Housing Lands Advocates and the Fair Housing Council, I telephoned Jennifer Bragar who was one of the signatories. Jennifer and I had a conversation regarding the scope of the actions that are in front of the Planning Commission. I explained to her that the Ordinance under consideration adopted Urban Renewal as a tool, but that it did not change any of the City's Zoning Maps or Comprehensive Plan designations. And, that all of the City's Zoning Maps and Comp Plan designations had been reviewed and approved by DLCD staff and the LCDC Board. Jennifer indicated that they had filed the letter to give them standing in case the City took actions related to housing or Comp Plan designations. However, if there were no changes, she didn't anticipate any further involvement in the process. She indicated she would call the Fair Housing Council to inform them of the scope of our work.

—  
Peter O. Watts  
Peter O. Watts P.C.  
(503) 657-0406 Ext 29  
1980 Willamette Falls Dr. Suite 200  
West Linn OR., 97068

City Planner Oliver also stated there was an email sent out to everyone from Commissioner Blank (*note: it is inserted below this paragraph*); asking if the commissioners could adopt the URP with the qualifier that the URP be adopted as a tool to be used in accordance with the scope of Goal 10. She added that she spoke with the City's legal counsel, he felt strongly that it would be confusing to say that the URP is a tool to support Goal 10 since we are not proposing any changes to the City's Comp Plan, Zoning Maps or Development Codes which would affect housing policies directly; although he did recommend that if you wanted to put it on the record as a commission, it could be stated that the adoption of the URP does not change the city's Comp Plan or zoning map and therefore does not leave the city with less than adequate residential land supply in the types, location or affordability ranges identified in the Housing Needs Analysis. She reminded everyone that our Housing Needs Analysis was adopted in the beginning of 2018, which DLCD did review and sign off on. Adding that, since this seems to be the main concern with the written comment that was submitted, stating on record that we are not changing anything would be appropriate, and that the adoption of the URP should not have an effect on housing in the city. Adding that when we get to that point in the Plan, there is some money identified to go towards housing which they can talk more about later.



**From:** Laurie Oliver <loliver@cityofscappoose.org>  
**Sent:** Wednesday, September 11, 2019 3:26 PM  
**To:** Scappoose Farmers' Market <scappoosefm@gmail.com>; Elizabeth Happala  
**Cc:** Bruce Shoemaker; Chris Negelspach; Kevin Freimuth; Patricia Gibson; Reed Kelly; Rita Bernhard; Scott Jensen; Tim Connell; Susan Reeves  
**Subject:** RE: Written comment received and City's response (CPA1-19)

Bill-  
Thank you for your comment. I will address this during the hearing tomorrow so that it is on record.  
Best-  
Laurie

**From:** Scappoose Farmers' Market  
**Sent:** Wednesday, September 11, 2019 2:47 PM  
**To:** Elizabeth Happala  
**Cc:** Bruce Shoemaker; Chris Negelspach; Kevin Freimuth; Patricia Gibson; Reed Kelly; Rita Bernhard; Scott Jensen; Tim Connell; Susan Reeves; Laurie Oliver  
**Subject:** Re: Written comment received and City's response (CPA1-19)

Thank you for the information. Can we adopt the plan with this qualifier *as a tool to be used in accordance with the scope of Goal 10 findings?*  
Bill

On Wed, Sep 11, 2019 at 2:27 PM Elizabeth Happala wrote:

From City Planner;

Dear Planning Commissioners,

The City received a written comment from the Fair Housing Council of Oregon and Housing Land Advocates (attached). They were under the impression that we had planned to amend our Comprehensive Plan or zoning map with this application, which would require findings related to the statewide planning goals, and specifically, Goal 10 – Housing.

There are no amendments proposed to the Comprehensive Plan or to our zoning map with the adoption of the Urban Renewal Plan. The city's legal counsel called Jennifer Bragar, with Housing Land Advocates, to discuss the matter with her. It appears that the letter was sent to give them standing in the event that the City had planned to amend the Comprehensive Plan or zoning map. Please see the attached response from legal counsel in response to the letter from the Fair Housing Council of Oregon and Housing Land Advocates.

These items will be added to the Planning Commission staff report as Exhibits 4 and 5. If you have any questions, please don't hesitate to reach out to City Planner Oliver. The letter and staff (legal counsel) response will be discussed during the meeting tomorrow and printed copies will be given to the Commissioners.

Thank you-

**Laurie Oliver, CFM** | City Planner & Planning Department Supervisor  
**City of Scappoose**  
33568 E Columbia Ave. | Scappoose, OR 97056 | tel: 503-543-7184  
email: [loliver@cityofscappoose.org](mailto:loliver@cityofscappoose.org)



City Planner Oliver also stated there was a last-minute comment that was just submitted tonight, adding that they will go through the presentation first then she'll have Consultant Elaine Howard discuss the comment received. She then introduced Staff Rains who will talk about the background of this URP then she'll turn it over to Consultant Elaine Howard.

Both consultant Elaine Howard & Staff Rains came forward to the podium. Staff Rains began the presentation by explaining to the Commissioners the background section of the staff report; stating that over the last three fiscal years City Council has identified the exploration and the possible establishment of an Urban Renewal District as one of their primary goals. Adding that City Staff has pursued their goal in phases, beginning with the Urban Renewal feasibility study completed by ECONorthwest which took place between Jan. and June of 2018; overlapping taxing districts and the city's existing Economic Development Committee were asked to serve as a Technical Advisory Committee (TAC) as part of the process; these meetings took place February and May of 2018. Adding that City Council was asked to provide critical review throughout the project. Stating that Council was encouraged by the overall results of the study and instructed staff to proceed with the next phase of the process which was the development of the Urban Renewal Plan; this phase was kicked off in December of 2018, and went through this last summer, ECONorthwest and their sub-consultants worked to identify projects, establish the boundary and develop financial projections for the proposed URP Area; during this time, TAC reconvened to discuss the details of the URP on several occasions. Adding that City Council reviewed the projects progress and provided input at critical stages and ultimately, they voted to establish the Urban Renewal Agency in order to keep the process moving forward. In addition to the TAC and City Council meetings, she stated there were other opportunities for the community to provide input on the City's Urban Renewal efforts over the last 6 months or so. Adding that an Urban Renewal survey was posted on the city's website and copies were distributed throughout the city in the utility bills in the early months of 2019. The survey solicited feedback on community goals for the downtown and industrial areas of the city, asked where the town center is or should be, and what improvements and investments could make the space more like a town center moving forward. Over 160 responses were received. The City's urban renewal consultant team asked similar questions and solicited feedback during their presentation and break out session at the city's Annual Town Meeting on March 2nd, 2019. They focused on educating the community on the basics of urban renewal and gathering feedback on goals and priorities. All information gathered during these two processes was then shared with the TAC and City Council in order to help inform their selection of projects for inclusion in the proposed Urban Renewal Plan. Stating that the first meeting of the Urban Renewal agency took place on Aug. 19<sup>th</sup>, 2019 and they voted to forward the URP and report to the Columbia County Commissioners on Aug. 28<sup>th</sup> 2019 and to the Scappoose Planning Commission for tonight's meeting; to review the plans conformance with the Scappoose Comp Plan and finally to City Council for public hearing, review and for adoption.

Consultant Elaine Howard introduced herself and explained her presentation tonight is to cover the more technical parts of Urban Renewal since it is new to Scappoose, including a little background about it and how it works. Below are the pages from her PowerPoint presentation;

UR 201

## WHAT IS BLIGHT?

- ◆ Blight is a precondition to any Urban Renewal Area
- ◆ Specific criteria defined by state statute, generally covers:
  - Underdevelopment or underutilization of property
  - Poor condition of buildings
  - Inadequacy of infrastructure including streets and utilities

Elaine Howard Consulting LLC

UR 101

## CRASH COURSE | UR 101

PROPERTY TAX REVENUE

REGULAR TAXING JURISDICTIONS  
City, County, Etc.

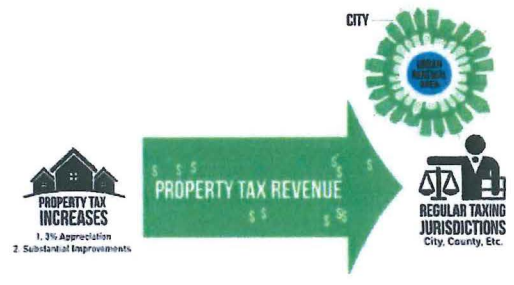
Elaine Howard Consulting LLC

# CRASH COURSE | UR 101



©Diane Howard Consulting LLC

# CRASH COURSE | UR 101



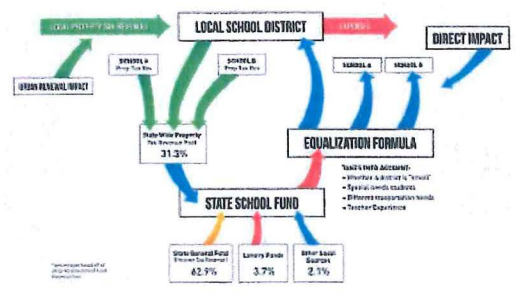
©Diane Howard Consulting LLC

## URBAN RENEWAL IMPACT Regular Taxing District



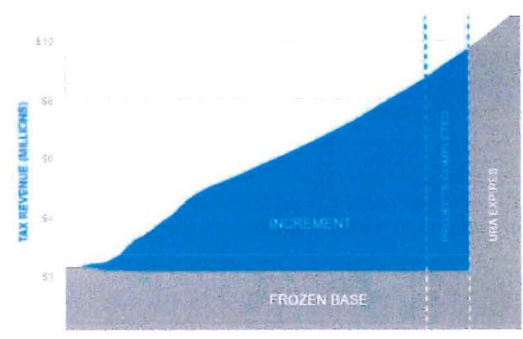
©Diane Howard Consulting LLC

## URBAN RENEWAL IMPACT Local Schools



©Diane Howard Consulting LLC

## HOW DOES URBAN RENEWAL FINANCING WORK?



©Diane Howard Consulting LLC

## HOW DOES AN URBAN RENEWAL AREA FUNCTION?

- 1. Income Source**
  - Yearly property tax collections based on growth within Boundary (more detail on mechanism in later slide)
- 2. Expenses**
  - Projects, programs, and administration
- 3. Spending Limit**
  - Capped by Maximum Indebtedness (MI)
  - The total amount of money that can be spent over the life of the district on projects, programs, and administration.
  - MI of Snohomish Plan is \$17,000,000



©Diane Howard Consulting LLC



## A HYPOTHETICAL PROPERTY TAX BILL

Taxing District	Rate	Property Value
Property Value		\$100,000
County	\$ 1.3956	\$139.56
Scappoose Library	\$ 0.2536	\$25.36
Soil and Water	\$ 0.1000	\$10.00
4H and Extension	\$ 0.0571	\$5.71
Columbia 911	\$ 0.2554	\$25.54
Vector Control	\$ 0.1279	\$12.79
Fire District	\$ 1.1145	\$111.45
City	\$ 3.2268	\$322.68
School District	\$ 4.9725	\$497.25
Community College	\$ 0.2828	\$28.28
NW Regional ESD	\$ 0.1538	\$15.38
Port	\$ 0.0886	\$8.86
Urban Renewal		
<b>Total</b>	<b>\$ 12.0286</b>	<b>\$1,202.86</b>

Elaine Howard Consulting LLC

## A HYPOTHETICAL PROPERTY TAX BILL

Taxing District	Rate	Property Value	Property Value without UR
Property Value		\$100,000	\$103,000.00
County	\$ 1.3956	\$139.56	\$143.75
Scappoose Library	\$ 0.2536	\$25.36	\$26.12
Soil and Water	\$ 0.1000	\$10.00	\$10.30
4H and Extension	\$ 0.0571	\$5.71	\$5.88
Columbia 911	\$ 0.2554	\$25.54	\$26.31
Vector Control	\$ 0.1279	\$12.79	\$13.17
Fire District	\$ 1.1145	\$111.45	\$114.45
City	\$ 3.2268	\$322.68	\$332.36
School District	\$ 4.9725	\$497.25	\$512.17
Community College	\$ 0.2828	\$28.28	\$29.13
NW Regional ESD	\$ 0.1538	\$15.38	\$15.84
Port	\$ 0.0886	\$8.86	\$9.13
Urban Renewal			
<b>Total</b>	<b>\$ 12.0286</b>	<b>\$1,202.86</b>	<b>\$1,238.95</b>

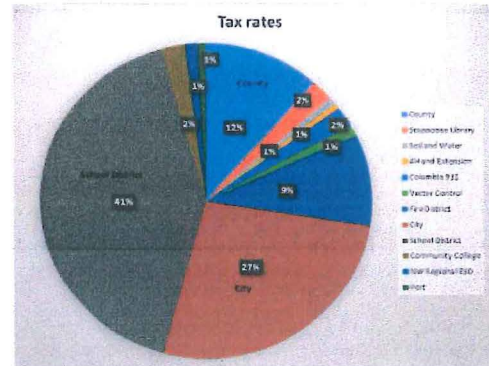
Elaine Howard Consulting LLC

## A HYPOTHETICAL PROPERTY TAX BILL

Taxing District	Rate	Property Value	Property Value without UR	Property Value With UR
Property Value		\$100,000	\$103,000.00	\$103,000.00
County	\$ 1.3956	\$139.56	\$143.75	\$139.56
Scappoose Library	\$ 0.2536	\$25.36	\$26.12	\$25.36
Soil and Water	\$ 0.1000	\$10.00	\$10.30	\$10.00
4H and Extension	\$ 0.0571	\$5.71	\$5.88	\$5.71
Columbia 911	\$ 0.2554	\$25.54	\$26.31	\$25.54
Vector Control	\$ 0.1279	\$12.79	\$13.17	\$12.79
Fire District	\$ 1.1145	\$111.45	\$114.79	\$111.45
City	\$ 3.2268	\$322.68	\$332.36	\$322.68
School District	\$ 4.9725	\$497.25	\$512.17	\$497.25
Community College	\$ 0.2828	\$28.28	\$29.13	\$28.28
NW Regional ESD	\$ 0.1538	\$15.38	\$15.84	\$15.38
Port	\$ 0.0886	\$8.86	\$9.13	\$8.86
Urban Renewal				\$36.00
<b>Total</b>	<b>\$ 12.0286</b>	<b>\$1,202.86</b>	<b>\$1,238.95</b>	<b>\$1,238.95</b>

Elaine Howard Consulting LLC

## LEVERAGING CITY TAX RATE



Elaine Howard Consulting LLC

## UR 201 PROPERTY TAX SUMMARY

- No new taxes due to the division of taxes from Urban Renewal
- Schools are indirectly impacted by urban renewal
- There will be a line item for Urban Renewal on your property tax bill if this Plan is adopted
- There are no bonds or local option levies impacted by the proposed urban renewal plan

Elaine Howard Consulting LLC

## IMPACTS TO TAXING DISTRICTS

- ◆ Urban Renewal does not provide new money
  - Diverts funds that would go to other property tax districts
- ◆ Continue receiving taxes on frozen base
- ◆ Temporarily forego taxes on any growth in Urban Renewal area
- ◆ Growth may not have occurred but not for urban renewal



Elaine Howard Consulting LLC

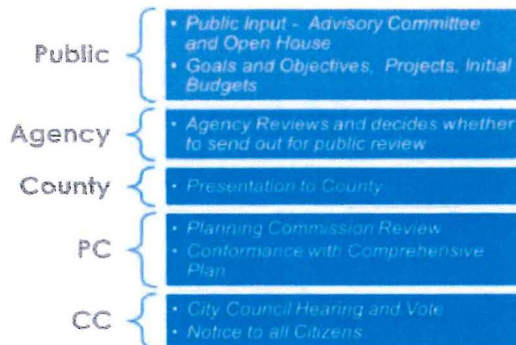


## STATE LIMITATIONS ON URBAN RENEWAL

- ◆ Population under 50,000
  - 25% of Assessed Value of Property in City
  - 25% of Acreage of City
- ◆ Existing Plan limitations:
  - Can not be increased in size by more than 20% of original Plan acreage
  - Maximum Indebtedness (MI) can not increase by more than 20% of original MI, indexing
    - May increase MI above 20% as adjusted only with concurrence from 75% of other taxing districts

Elaine Howard Consulting LLC

## HOW IS A PLAN ADOPTED?



Elaine Howard Consulting LLC

## PROJECTS IN THE PLAN

- Water/Sewer Improvements
- Transportation
- Other Transportation
- Business and Property Owner Incentives
- Administration

Elaine Howard Consulting LLC

## FINANCING/IMPACTS TO TAXING DISTRICTS

- MI \$37 Million
- 30 years
  - E Zone properties may reduce length of Plan
- Table 12 in the Report, page 29
- Shows annual impacts for 30 years
- 

Elaine Howard Consulting LLC

## CONFORMANCE TO COMPREHENSIVE PLAN

1. Economics
2. Public Services and Facilities
3. Transportation (several sub-goals)
4. Housing

Elaine Howard Consulting LLC



<h2 style="margin: 0;">Next Steps &amp; Adoption Schedule</h2>	<ol style="list-style-type: none"> <li>1. Agency Meeting      August 19</li> <li>2. Columbia County    August 28</li> <li>3. Planning Commission   September 12</li> <li>4. <b>City Council Hearing</b>    <b>October 21</b></li> <li>5. <b>City Council Vote</b>        <b>November 18</b></li> </ol>	<h2 style="margin: 0;">SUGGESTED MOTION</h2>
Elaine Howard Consulting, LLC		

- "I move that the Scappoose Planning Commission finds, based upon the information provided in the staff report and the provided attachments, that the Scappoose Urban Renewal Plan conforms with the Scappoose Comprehensive Plan
- Optional additional language:
- and further recommend that the Scappoose City Council adopt the proposed Scappoose Urban Renewal Plan"

City Planner Oliver went over the staff report beginning on page 10 of the full packet, discussing the 4 main objectives listed with findings; 1-Economics, 2-Public Services and Facilities Goals, 3-Transportation and 4-Housing. Stating that they can talk more about each one in more detail if anyone would like, adding the agency meeting was August 19, 2019 and presented to Columbia County Aug. 28<sup>th</sup>, 2019 and tonight Sept. 12<sup>th</sup> for Planning Commission to make a recommendation to City Council. The City Council hearing is scheduled for Oct. 21, 2019 for first reading of the ordinance and then the final City Council vote will be November 18, 2019. Adding that they do have a suggested motion on the screen tonight; staff does recommend that the Planning Commission make a recommendation of adoption to City Council. Adding that the Urban Renewal agency which is made up of the Council members has reviewed the URP that is before the Commissioners tonight; they did all agree to forward the URP to you for consideration, they have vetted the URP, know what is in it and are comfortable with it. She then asked if anyone had any questions for staff or consultant Elaine Howard, to let them know.

Consultant Elaine Howard went over the written comment received tonight, inserted below;

*Scappoose Planning Commission* *9/12/19*

*Here are three items I think the planning commission needs to add to the urban renewal procedure.*

- 1. The Urban Renewal Agency must use a 1.25:1 debt coverage ratio, meaning if there is \$1,000,000.00 in annual urban renewal tax revenue the board can only pledge \$750,000 annually for debt service. The balance, that \$250,000 can be used for matching funds or to accelerate existing urban renewal debt. The 1.25:1 ratio is a safety net for the citizens of Scappoose in case of a default or demolition (fire etc.) of an asset pledged to the urban renewal bond.*
- 2. No Urban Renewal Bonds may be issued by the Urban Renewal Agency (City of Scappoose city council) until 100% of the revenue to be pledged toward that bond is being collected by Columbia County.*
- 3. All taxes collected within the urban renewal district above the current (base ) tax (urban renewal dollars) shall be distributed to the existing taxing districts until such time as the above standards are met and the Urban Renewal Agency issues a urban renewal bond.*

*Len Waggoner  
Chairman, Scappoose Economic Development Committee*

She went over the items in the letter; #1 is really a financial issue for City Council but went over the comment for the Planning Commission; she stated that the letter mentions a 1.25:1 ratio, then replied that their current URP is at 1.5:1 which is higher than the statement proposed, so it is a non-issue. Item #2 related to the bonds; she responded that she doesn't understand his statement as she is unsure why a city would issue a bond if they had 100% of the money. Since Mr. Waggoner is not here tonight, she can't ask him if his statement was worded correctly. Adding that they would need to follow up with him to see what he meant with that statement. Item #3, related to the taxes collected above the base to be distributed to the existing taxing districts; she replied that scenario does not make sense due to how the financing is already set up since the city is collecting the money to be able to issue that bond, therefore she would not recommend his scenario. Adding that they will need to follow up with Mr. Waggoner to figure out what he meant or what he's trying to say.

Staff Rains stated that Len Waggoner signed this letter as the Chairman of the Scappoose Economic Development Committee; although he is the Chair, there was no vote on this letter in the committee as she is the staff on that committee. Adding that his letter was never discussed in the committee meetings either; stating that this is his opinion and not the opinion of the Economic Development Committee. She would also like to add that he was also a part of the Technical Advisory Committee (TAC) over the last year and a half and has been very familiar with this entire plan.

Commissioner Bernhard stated on his option #3 it would defeat the whole purpose of the Urban Renewal Plan.

Staff Rains agreed.

Consultant Elaine Howard stated someone could follow up with him to clarify his comments before forwarding it on to City Council.

Commissioner Bernhard stated the City attorney should probably look at it also.

Vice Chair Jensen stated his comments #2 & #3 run counter to how Urban Renewal works. Adding that it doesn't make sense.

Chair Connell asked for any other comments or questions.

Commissioner Shoemaker wanted to confirm that this is just a redirection of funds, referring to the PowerPoint presentation on how the financing works; essentially the county does the taxing and the taxing district only sees the frozen base for the next 30 years and this URP is only a redirection of those funds above the frozen base. Adding that if you take the Fire District as an example, if they were counting on those funds then it is likely that they need to go back to the voters for an increase in their taxes, which ultimately puts the power back into the hands of the voters. Adding that the URP is something the city puts into place where the voters do not have a choice. Stating that they as a commission do not have anything to do with that since their process here tonight is to just to ensure it conforms to the City's Comprehensive Plan.

Consultant Elaine Howard confirmed the tax base is frozen for 30 years; and yes those taxing districts are impacted by the area called out in the plan, they are not impacted by the rest of the city; so any growth that happens in the rest of the city, the taxing districts including the Fire District, would still receive those increased taxes.

Staff Rains added that the assessed value of the district boundary is 9.9% of the entire city; it's just that 9.9% that is being diverted and the remaining is going to the other taxing districts.

Consultant Elaine Howard stated the interesting thing to note about that statement is that the Urban Renewal Area Boundary would cover 21.63% of the acreage in City limits, but the assessed value of that acreage is only around 9.9% of the entire City; that is another way to show that it is underdeveloped and not contributing to the property tax revenue that you would anticipate.

Vice Chair Jensen has a question about the administration of it; he asked how the Urban Renewal pays for City Staff's administration of it.

Consultant Elaine Howard stated they put a line item in one of the tables, page 62 of the full packet, it does have an Administration line item in 2019 dollars, to pay for the audit, annual report, and staff time for reimbursement; adding that it does subtract from the total amount of dollars to use towards the projects and programs identified in the plan. She believes it's set at 5% of the overall amount. Adding that it is done through an Inter-governmental agreement between the Urban Renewal Agency and the City to allow for a transfer of those funds.

Chair Connell asked for proponents;

Local Resident, Larry Erickson, came forward; he stated he is here tonight as a citizen although he is a Port Commissioner and as a Port Commissioner, he did sit on the Advisory Committee for the Urban Renewal TAC. At one of the meetings, Fire Chief Greisen came, and he made it very clear to them that this isn't exactly tax neutral by the way he explained it to them; once Urban Renewal is in place he is probably going to have to go out for a bond. He said his comment tonight is that he is not against Urban Renewal, but he is for the truth, and wants everyone to be aware that over time there will be a need to increase taxes for these other taxing districts. Adding that the other issue that he brought up at the meetings was that this Urban Renewal was going over an Enterprise Zone; and at the Advisory meetings they were told it would be at least 5 years before any significant money is brought into the Urban Renewal. Restating that he is for Urban Renewal but has a general concern about the \$37 million dollars of indebtedness; and this is subject to referendum, because they've seen how Urban Renewal can go sideways like it has in north county, where the promise of income from development just didn't come. Adding that he's not blaming anyone, it just didn't happen. Adding that the county was indebted as infrastructure was built and everything was done, while the county struggled to pay those bills without the income generated by the promise of development, which is his biggest concern tonight. Adding that it is possible again as our economy could have another big downturn, stating his suggestion tonight is requesting that their recommendation also include that it be referred to the voters. Adding that his reason is the \$37 million, it is not an insignificant amount; a school would never ask for that amount without first going to the voters, yet we are possibly going to indebt the people of Scappoose. Stating he is a real proponent that the people of Scappoose should have a vote on this matter. He then thanked the Commissioners for hearing him tonight.

Vice Chair Jensen asked City Planner Oliver if the Fire District had an opportunity to comment.

City Planner Oliver stated that they did, and she did not receive any written comments from them.

Consultant Elaine Howard came forward to address the comments as rebuttal; before the last recession some Urban Renewal areas across the state issued debt based on 'expected development' not 'actual development' which is income that was coming in, so a couple Urban Renewal areas got into trouble financially by doing that. Adding that the way bond financing works now, if the finance predicated in this URP is to issue debt for an Urban Renewal area you have to have a 1.5:1 debt service coverage ratio which means if you are paying \$1 in debt then you have to have \$1.50 within your fund to pay for that debt. Adding that the lending institutions will not issue debt or carry debt unless that money is already scheduled to come in. And that is why there are a number of years of build up before the Urban Renewal area issues debt, since you are waiting for that amount of assessed value to increase so you have the amount of money you need to pay that debt service ratio on that debt. Adding that even if a recession occurs, properties are not going to diminish by 50% in value based on that ratio. Stating that they have seen diminishing values but not by 50%, so the ratio now protects the Urban Renewal Agency from ever getting into a circumstance of not being able to make their payments on debt. Adding that she does understand the issue that Larry Erickson brought up, but that has since been resolved.

Commissioner Blank asked if it was similar to Mr. Len Waggoner's item #2 in his written comment.

Consultant Elaine Howard replied that his #1 referred to a 1.25:1 debt service coverage ratio but their URP is more conservative at 1.5:1. Adding that his #2 item language might also refer to it, but his language is different, so maybe.

Commissioner Freimuth asked the consultant if she does this often.

Consultant Elaine Howard replied she has done this all over the state for the past 15 years.

Commissioner Freimuth asked if the success of Urban Renewal is how the funds are allocated and what projects are included.

Consultant Elaine Howard replied, yes.

Commissioner Freimuth then asked, in her experience, what percentage goes to the voters for the decision.

Consultant Elaine Howard replied that there are a few localities in Oregon that do require a vote in their City Code or City Charter, although she does not know of any city that has done it when not required to. Adding that she has worked on over 100 Urban Renewal plans and amendments and over 60 Urban Renewal Areas in the state; she does not know of any that have voluntarily done it.

Commissioner Blank stated that if it is not mandatory, then they don't send it to the voters.

Consultant Elaine Howard agreed.

Commissioner Bernhard asked how many of these plans that she has worked on, have not been successful.

Consultant Elaine Howard replied that there are some areas throughout the state, like small coastal towns that have a really hard time growing. For example, she used the coastal town of Garibaldi as one example that does not see a lot of growth. Adding that Urban Renewal is predicated on growth, you can't do projects unless some growth happens. Stating no matter what they have been able to do or offer to get growth to happen, it hasn't happened in their little community. Adding that there are other economic reasons why that happens. Stating for the most part, there are areas like Astoria where it was really successful; their Liberty Theater was done with Urban Renewal, and Fort George Brewery, and their beautiful park they have that recognizes the Japanese workers in the fishing industry, and infrastructure projects. Adding that Tillamook has been very successful recently, they've done a new brewery, some work on their theater, some loans for other businesses, improvement to downtown businesses, and helping their little downtown area to grow.

Commissioner Bernhard asked if the successful ones have more of a draw that would bring in the growth.

Consultant Elaine Howard replied yes, Astoria has that, and Tillamook doesn't really other than their cheese factory. Adding that the businesses in downtown Tillamook saw tourists go to the cheese factory then leave town. Adding that there are many successful ones, like Estacada that has a very successful area now since nothing brings people to Estacada since it's not on a major route. And Sisters has a successful one, but their downtown is on a major route.

Commissioner Blank asked if Baker City had a URP.

Consultant Elaine Howard replied they do not; although Pendleton & La Grande do. Adding that it does depend on the projects you decide to do in your plan; if you are proposing infrastructure projects to provide infrastructure support to make an area development-ready, then those things help provide the incentives for development. Adding that the way our URP is structured, she anticipates our URP would be successful.

Commissioner Blank asked how it is monitored and implemented over time.

Consultant Elaine Howard stated there is an Urban Renewal Agency already established, which is our elected City Council, so if anyone feels they are doing something wrong then the voters have the ability to deal with that. Adding that there is an annual budget process required, which people can testify at during those public budget meetings.

Vice Chair Jensen asked about the Enterprise Zone in the plan.

Consultant Elaine Howard replied that there is an overlap of the Enterprise Zone stating that there are a number of properties in the Enterprise Zone, and 2 properties currently receiving benefits in that area.

City Planner Oliver stated it is Cascade Tissue's 2 properties.

Vice Chair Jensen asked if the Enterprise Zone just existed on those parcels.

Staff Rains replied it was in the whole industrial area, not the commercial area.

Vice Chair Jensen asked if major development comes in earlier than expected; does it jump start the URP?

Consultant Elaine Howard replied yes, it does. Adding that when the 2 properties that are currently receiving Enterprise Zone benefits come on the tax rolls, then the value that they are given benefits for will really jump start it. Adding that they didn't put that in the URP since sometimes businesses move to other areas to get additional Enterprise Zone benefits so they did a conservative finance plan that says if 'that' doesn't happen then 'this' will happen. Adding that when those come on the tax rolls and that business stays there, then that provides a great jump start.

Vice Chair Jensen added that this means it would shorten the life span of the Urban Renewal, it would finish sooner.

Consultant Elaine Howard stated that it was not included in the projections, but they did add it in to see what would happen, and basically, it would shorten the URP by about 5 years.

Chair Connell thanked Consultant Elaine Howard; then called up any other proponents. As there were none, he called up opponents;

Rosemary Lohrke came forward, explained she was born and raised in Scappoose, but lives outside city limits. She stated that she is an average citizen and is very concerned and uncomfortable with that much debt. Asking if the consultant is stating that there is no risk involved, since she wasn't sure. Adding that she is quite concerned with authorizing that much debt without going to the voters of Scappoose for consideration and encourages everyone to take this to the voters.

Chair Connell asked for any opponents.

Business owner Dale Ogan came forward, stating he has owned Longfellows Bar/Restaurant for the past 30 years and does not agree with the project plan to widen West Columbia Ave. near his business to turn it into a 2-way street since he would lose several parking spots which would impact 6-7 businesses; he does not see any reason for it in the URP and would like to know why it was listed in the plan. Adding it lists an amount to spend on studying parking while eliminating parking around those businesses.

*Note; The section he is referring to is listed on page 30 of the packet under;*

*C. OTHER TRANSPORTATION*

*1. Transportation Studies:*

*West Columbia Avenue. Conduct a transportation study to determine the feasibility of converting West Columbia Avenue to two-way traffic, including signal modification at US 30/Columbia Avenue.*

*(There is no plan to widen the street.)*

Consultant Elaine Howard returned to the podium; first she replied to Rosemary Lohrke, stating that there is very little risk since the money must be in-hand before the city can spend it. Adding the money comes from the Assessor to the Agency, and they can spend that money directly or they can take that money and decide to go out for a bond to use that amount of money as their mortgage payment or bond payment. Adding the lending agency states that you must have 50% more than mortgage payment amount for them to place that bond; that is that 1.5:1 debt coverage ratio. Stating that if your mortgage payment is \$100, you have to show them that you annually have \$150 already coming in from the assessor's office. Stating the risk is if you have \$150 coming in then you only have to pay \$100. Property values will never go down 50%. She cannot say never since an earthquake could happen, but there is very little risk that the agency wouldn't have enough money to make that debt payment. Adding that has changed since the recession, and



there were Urban Renewal areas that didn't follow those guidelines prior to the recession, now lending institutions won't lend anymore unless you meet those guidelines.

Commissioner Freimuth asked if that is what happened in north county as mentioned by Larry Erickson. And if those rules were in place prior to the recession.

Consultant Elaine Howard said she is unfamiliar with that one since she didn't work with them on their Urban Renewal.

Vice Chair Jensen clarified for Commissioner Freimuth that the consultant was saying that since the recession, there has been changes to the process.

Chair Connell asked local resident Larry Erickson, if he had more info to share on it. Larry Erickson declined to comment further on that.

City Planner Oliver replied to Dale Ogan's questions about losing parking; a study about the conversion of West Columbia to a two way did show up in the 2016 Transportation System Plan (TSP) update as a potential project. Adding her recollection of it was that the City would have to work within the existing Right of Way and that it would not remove any privately owned existing parking on site. Stating that there would not be any street parking, but it would not remove any existing parking stalls for any of the businesses.

Staff Rains stated there were discussions about adding parking to the north.

Vice Chair Jensen asked about street classifications on 1<sup>st</sup> Street and that it would require enough width for on street parking.

Both City Planner Oliver and Staff Rains agreed.

Commissioner Bernhard asked where that extra parking to the north would be.

Staff Rains stated it would be north of the Fire Dept. potentially in the vacant lot.

Commissioner Bernhard stated that is several blocks away from the Longfellow's area, especially for older folks.

City Planner Oliver stated that there are grants for this, but she would like to actually have a study of available parking in the downtown area to see where there could be a public parking area. Adding that they cannot remove parking that is required for existing development; she could not in good-faith do anything that would result in the reduction of parking as required by our code.

Vice Chair Jensen added that as the properties develop, they are required to meet their development's parking requirements on their own property. Adding that any parking on the street is a bonus.

Commissioner Shoemaker stated that he saw an addition of bike lanes along 1<sup>st</sup> St.; so, there are potentially 2 projects that could reduce parking and asked if the city owned the parking behind the Frake's building.

City Planner Oliver stated that there is a strip of property in the parking lot behind the liquor store that the city owns.

Commissioner Bernhard stated that there would be more people looking for on-street parking with the new apartments going in behind the credit union on NW 1<sup>st</sup> St., she is aware there will be parking on-site, but there will be overflow.

City Planner Oliver referred to page 60 of the packet that discusses enhanced streetscapes on NW & SW 1<sup>st</sup> from Maple to EJ Smith, replace existing curb-tight sidewalks and landscape strip; that would be within the existing Right of Way which wouldn't be wiping out any private property.



Vice Chair Jensen stated that he was also on the Technical Advisory Committee, and if he recalls correctly, as development occurs, Urban Renewal funds could be used to fill in any sidewalk gaps.

City Planner Oliver stated development pays for its street/frontage improvements like sidewalks, so it would be those gaps where properties haven't redeveloped that aren't required to do frontage improvements, which the city would fund. Adding that the thought is to have really good connectivity downtown to increase the walkability and bring more people to the area.

Commissioner Shoemaker stated these are potential projects, like pie in the sky, to pull in potential little projects in the study.

Vice Chair Jensen stated that all the possible projects should be identified in the URP from the TSP, if it is something the City might want to use Urban Renewal dollars.

Commissioner Shoemaker stated a lot of things they discussed tonight; they really have no say over as they are financial projects.

Vice Chair Jensen replied that the URP still has to abide by the Comp Plan and projects must comply with the current plan.

Commissioner Blank asked City Planner Oliver if they were trying to get accessibly to Highway 30 by making West Columbia a two-way street.

Commissioner Shoemaker replied there is a flow issue to turn left on Hwy 30, as the only light to get on the highway in the area is down by the Middle School on Maple St.; adding these were projects just thrown in as potential projects.

City Planner Oliver agreed.

Commissioner Blank added that the businesses there also have issues with enough loading space.

Commissioner Bernhard asked about the town hall meeting; how many people came and what responses did the city receive?

City Planner Oliver stated there were around 100 people.

Staff Rains stated that they did a presentation and asked where the center of downtown should be and where development should be. She did not recall any negative comments but didn't have any poll voting on Urban Renewal.

Commissioner Bernhard stated that City Council would also have a public hearing.

Staff Rains agreed; and stated they already had several public meetings.

Commissioner Bernhard stated it is a complicated issue and hard to understand, adding it is hard for many people to attend public meetings.

Staff Rains added that they did put fliers in utility bills, the city did make a good effort.

City Planner Oliver stated that the Consultant and Staff Rains are responding on her behalf with staff responses. She added that she is running the legislative land use hearing, but Urban Renewal is not her expertise, so feel free to engage the Consultant and Staff Rains and consider their comments as our staff response. Adding that it would be helpful if our Consultant could explain how the agency is able to change allocations of money or projects within the Plan.

Consultant Elaine Howard replied that when an URP is prepared it has to be financially feasible; adding that there are many times that a grant might come in for something that is on the priority project list, so it changes the priority. Stating that the list can be changed by vote of the Urban Renewal Agency (URA) through the budgeting process, similar to how city budgets can be changed. Projects can be changed by minor amendments by the URA, adding that this is only a snapshot in time but 10-15 years from now there might be a different plan or project that is needed. Adding that she has come in to help agencies make changes to their plans due to the longevity of the plan, things will change due to the longevity of the plan. Stating the maximum indebtedness can only be changed by City Council, through the same process we are now going through.

Vice Chair Jensen asked the consultant how many times she has seen plans changed.

Consultant Elaine Howard replied many times.

Commissioner Blank asked if she has seen the indebtedness changed.

Consultant Elaine Howard agreed, but through that bigger process being followed now.

Commissioner Kelly stated that he was concerned that the projects listed were set in stone but sees now that they are not.

Vice Chair Jensen replied it's on page 32 of the packet on how things can change.

Commissioner Blank asked if they should put the recommendation in their motion that it goes to the voters, or if that was more for City Council.

City Planner Oliver stated that it could be a part of the recommendation to City Council.

Chair Connell closed the hearing at 8:25pm for deliberations.

Chair Connell asked if any commissioners had any ex-parte contact; there was none.

City Planner Oliver stated that this is legislative hearing so no ex-parte declaration is required.

Vice Chair Jensen stated an excess of disclosure doesn't hurt.

Commissioner Shoemaker stated he read through it and did not notice anything that conflicted with the Comp Plan.

Vice Chair Jensen stated that it has to be in conformance with the Comp Plan.

Commissioner Bernhard stated that this body is really supposed to be looking to see that this URP conforms with the Comp Plan; adding that we are not determining if we are doing this or not; its just to say that it conforms to our Comp Plan. Stating we are not making the decision, City Council will, we are just saying if it conforms with our Comp Plan and that is all we need to say.

Commissioner Shoemaker agreed and stated that is why he asked the question if anyone found any conflict with the City's Comp Plan since he did not find any conflicts.

Commissioner Bernhard agreed, adding that she did not see any conflicts either and does not have a problem referring things to voters.

Commissioner Shoemaker added that they could go to City Council like any other citizen to give their comments and concerns.

Commissioner Freimuth stated that they did have a training in May about their roles as Planning Commission; he does not disagree with having the voters decide on financial matters and indebtedness, but he does not see that is the purpose of their recommendation to the City Council. Adding that if we want, then we could individually go to City Council as citizens as Commissioner Shoemaker stated.

Commissioner Shoemaker stated they as a commissioners are not stating if they are for it or against it; each person can have their own opinion on the matter and if it should go to a citizen vote; adding that the city already has their rules written on whether or not it needs to go to a citizen vote or not.

Commissioner Bernhard restated that it is the City Council that makes the decision on this plan, it is not the Planning Commission's role. Stating that she would like to add the comment about referring this to the voters when they make their recommendation to City Council.

City Planner Oliver stated that it is on record and Council will know it was discussed; adding that it could be a statement or finding that you could make tonight. Adding that City Council would know that you considered it and it would be their choice on how to handle it as they are the decision-making body on this plan.

Commissioner Blank stated that his concern was the letter received by the Fair Housing Council of Oregon, at the bottom of the 1<sup>st</sup> page it states;

*The staff report for the Scappoose Urban Renewal Plan recommends that the Planning Commission recommend adoption of the plan by the City Council.*

He wanted to confirm that there is not another go around and that the commissioners are only stating if the URP conforms with the City Comp Plan and referring it to City Council for adoption.

City Planner Oliver agreed.

Commissioner Bernhard stated they could just do the top part of the suggested motion listed on the presentation slide, not the bottom part.

Commissioner Freimuth agreed that if they just left out the bottom part it would still satisfy their requirement.

Consultant Elaine Howard stated that she drafts the proposed motion for all the planning commissions she presents to; some prefer having the bottom part in there and others don't. It is up to the Commissioners to decide what part of the proposed motion they want to use.

Commissioner Shoemaker stated the letter seemed to be written as if we were making or proposing changes to our Comp Plan in the last minute, since we are not, then it's not anything we need worry about.

City Planner Oliver stated that our consultant, our city attorney and several others were shocked the letter was sent in, since nothing is being changed or being proposed for amendment. Adding that it was a surprise.

Commissioner Shoemaker wanted to state to opponent Dale Ogan that the items listed in the project plan are just a proposal and it is listed that they are just proposing a study for the feasibility of it, all of which are just proposals.

Commissioner Bernhard stated that turning West Columbia into a two-way has been talked about for the past 40 years, adding that the road has been an issue for many years including the road between the post office and the credit union.

Commissioner Blank added that unfortunately the solution would be to remove one of the buildings.

Commissioner Shoemaker stated that there is a lot of traffic coming down E.J. Smith now, everyone is trying to get on the highway but there is only one option which is the light at SW Maple St. by the Middle School. Adding that he understands the concerns and welcomes the study.

Commissioner Bernhard stated the studies would encompass more than just that one street since each of those streets impacts the others around it. Adding that development will increase and housing has increased, stating that we are still a bedroom community as much as we still try to get economic growth.

Commissioner Freimuth added that with PCC coming to Scappoose, that will bring in more people moving here.

Commissioner Shoemaker stated that the tax base is so small considering we are in a growth pattern; adding this URP is low risk, therefore it doesn't need a public vote and there is no conflict with our Comp Plan.

Commissioner Bernhard re-stated that the URP does not conflict with our Comp Plan and using only the top part of the suggested motion would be the best thing for them to do.

Vice Chair Jensen stated he does like the second half of the suggested motion to recommend to the City Council adoption of the proposed Urban Renewal Plan, because this URP does support our Comp Plan development goals. Adding this URP will fill in the gaps that development doesn't cover; using an example of 2 properties on 1<sup>st</sup> St. that developed their lots, but due to lack of development there is gap between the sidewalks connecting; this URP could be used to connect those separate sidewalks.

Commissioner Bernhard stated she does agree with that, she is just looking at the process.

Vice Chair Jensen stated that they could recommend adoption to Council and he would support recommending it.

Commissioner Shoemaker stated that he is on the same page, adding that the other concerns should be brought up to City Council.

Vice Chair Jensen stated that Cascade will be coming on the tax rolls within the next couple of years, and OMIC's developments, that as those happen in a relatively short time period, it will shorten the amount of time for the Urban Renewal District to meet its purpose and its goals. Stating that there is even less risk with all that is happening.

Commissioner Shoemaker stated it would be interesting to find out what north county did wrong in their URP, as there was a recession and other factors; but our URP sounds like it could end much sooner than 30 years.

Vice Chair Jensen states that it just shows that the State has learned, and the plans are written better now.

Commissioner Shoemaker stated that the citizens of this town put a lot of value into their schools and this URP could end much sooner than expected so there might not be a lot of loss.

Commissioner Blank asked could we recommend it goes to the citizens for a vote.

Vice Chair Jensen stated that would be problematic adding, that the city did a great job over the past year and half with the outreach therefore putting it out to the voters would be more challenging as it is a challenging thing to follow and understand. Adding that he is unsure how they would be able to adequately communicate it without everyone having a base of knowledge.

Commissioner Freimuth replied that is not a good reason to not refer it to the voters because you don't think we could explain it very well.

Commissioner Bernhard stated that we should not rule that out as a possibility as it could be an option; she doesn't see any reason why it couldn't be referred to the voters and she wants the City Council to know that we discussed it. Commissioner Blank stated that her remarks are on the record; and that if we don't need to do a it (*a public vote*) then we don't do it.

Commissioner Bernhard added that she is very concerned about the Fire District comment.

Vice Chair Jensen replied that he was in the meeting when the comments were made; but they didn't formally comment now so maybe they realized that as the properties inside the Urban Renewal District develop then so will the properties that are outside the URP boundary.

Commissioner Freimuth replied that the Fire District will still get their set amount of the base, then if there is growth outside the plan, then they will get more.

Vice Chair Jensen asked Consultant Elaine Howard if growth only happens within the Urban Renewal District. She shook her head no.

Commissioner Blank asked about the term blight, as he noted most people would call it unsightly.

Vice Chair Jensen replied that in this context it means a specific thing.

Commissioner Bernhard stated that it means different things to different people.

Vice Chair Jensen agreed then stated he would try stating the proposed motion;

**Vice Chair Jensen moved that the Scappoose Planning Commission finds, based upon the information provided in the staff report and the provided attachments, that the Scappoose Urban Renewal Plan conforms with the Scappoose Comprehensive Plan, and further recommends that the Scappoose City Council adopt the proposed Scappoose Urban Renewal Plan, and Commissioner Shoemaker seconded the motion. Motion Passed 7-0. AYES: Chair Connell, Vice Chair Jensen, Commissioner Blank, Commissioner Bernhard, Commissioner Shoemaker, Commissioner Freimuth and Commissioner Kelly.**

Commissioner Bernhard would like it on record that she agrees with it but wants it on the record that they discussed the URP be referred to the voters, since it was not mentioned in the motion.

City Planner Oliver stated that the City Council will receive a copy of the minutes.

Commissioner Blank wanted to state that the biggest factor of the URP was if it conformed with the City's Comp Plan, which it did.

Chair Connell paused/recessed the meeting for the speakers and audience members to depart if they wished or they could stay for the remaining part of the meeting.

### 5.3 ADOPT 2019 TEAM AGREEMENT

City Planner Oliver handed out the Team Agreement for members to sign, adding that it is something we do once a year; it is an agreement that discusses the conduct of the planning commission meetings, business and as an individual. Stating that this one has all the members listed as they are now for this meeting with the Chair as Tim Connell.

Chair Connell thanked Vice Chair Jensen for continuing as Vice Chair and Commissioner Freimuth for stepping up to be Chair.

City Planner Oliver thanked all the commissioners for their time on this big topic. Adding it now rests with City Council.

Commissioner Bernhard thanked staff for their time on it and it was an important topic adding that she is just voicing her opinion that if there is an opportunity to get the voters response, she feels we should.

Vice Chair Jensen stated that as he learned more about the URP, he became more comfortable with it as it is well designed.

Commissioner Bernhard stated she was with the County when they did the other one and is much more skeptical about it than most.

## **6.0 COMMUNICATIONS**

### **6.1 Calendar Check**

City Planner Oliver when over the calendar stating there is a large event this Saturday, the Sauerkraut Festival. It's the 30<sup>th</sup> anniversary since the beginning of it as there was a 5-year break.

Commissioner Blank stated there would 122 booths at the Sauerkraut Festival along the streets and around the corner around Heritage Park. Adding that they will have a small event for the last day of the Farmers Market.

Vice Chair Jensen asked about the OSG building tax rate.

City Planner Oliver stated that OSG's site is within the Enterprise Zone, so it won't affect Urban Renewal until it comes off the Enterprise Zone tax deferral. Adding that the apartments on NW 1<sup>st</sup> would be within the URP area; we are expecting construction documents any day.

### **6.2 Commissioner Comments**

Vice Chair Jensen thanked Chair Connell for being Chair the past year.

All the commissioners thanked Chair Connell.

Chair Connell stated he will stay on as commissioner.

### **6.3 Staff Comments**

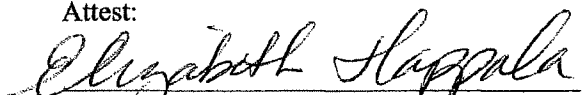
City Planner Oliver again thanked all the commissioners.

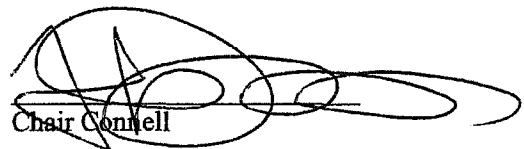
Chair Connell thanked City Planner Oliver for all her time and making it easy on them.

## **7.0 ADJOURNMENT**

Chair Connell adjourned the meeting at 9:02 p.m.

Attest:

  
Elizabeth Happala, CDC Office Administrator

  
Chair Connell

**Scappoose Planning Commission**

**9/12/19**

***Here are three items I think the planning commission needs to add to the urban renewal procedure.***

- 1. The Urban Renewal Agency must use a 1.25:1 debt coverage ratio, meaning if there is \$1,000,000.00 in annual urban renewal tax revenue the board can only pledge \$750,000 annually for debt service. The balance, that \$250,000 can be used for matching funds or to accelerate existing urban renewal debt. The 1.25:1 ratio is a safety net for the citizens of Scappoose in case of a default or demolition (fire etc.) of an asset pledged to the urban renewal bond.***
- 2. No Urban Renewal Bonds may be issued by the Urban Renewal Agency (City of Scappoose city council) until 100% of the revenue to be pledged toward that bond is being collected by Columbia County.***
- 3. All taxes collected within the urban renewal district above the current (base ) tax (urban renewal dollars) shall be distributed to the existing taxing districts until such time as the above standards are met and the Urban Renewal Agency issues a urban renewal bond.***

***Len Waggoner  
Chairman, Scappoose Economic Development Committee***



## MEMO

TO: Alexandra Rains, Assistant to the City Manager City of Scappoose

FROM: Elaine Howard

RE: Testimony at the Scappoose Planning Commission Meeting

DATE: September 13, 2019

At the September 12<sup>th</sup> Planning Commission Meeting testimony from Len Waggoner was presented in hard copy to the Planning Commission. Mr. Waggoner was not at the meeting to answer questions about his testimony. He requested three provisions to the potential Scappoose Urban Renewal Plan:

1. The Urban Renewal Agency must use a 1.25: 1 debt coverage ratio, meaning if there is \$1,000,000.00 in annual urban renewal tax revenue the board can only pledge \$750,000 annually for debt service. The balance, that \$250,000 can be used for matching funds or to accelerate existing urban renewal debt. The 1.25: 1 ratio is a safety net for the citizens of Scappoose in case of a default or demolition (fire etc.) of an asset pledged to the urban renewal bond.

*Answer: The present financial assumptions in the Report Accompanying the Scappoose Urban Renewal Plan (Report) assume a debt service coverage ratio of 1.5:1, a more conservative number than that requested.*

2. No Urban Renewal Bonds may be issued by the Urban Renewal Agency (City of Scappoose city council) until 100% of the revenue to be pledged toward that bond is being collected by Columbia County.

*Answer: I am not sure of the intent of this provision or if it is worded correctly. The financial projections show that there is a 1.5:1 debt service coverage ratio for the payments on any annual debt payments. These assumptions are conservative and protect the Agency and City from any defaults on debt. The wording of the request seems to ask that the full amount of the debt be available, and that would erase any need for incurring debt. I am thinking he must mean for the*

*annual payments, and this is already provided for with the 1.5:1 debt service coverage ratio assumptions. This is true for all debt except the DEQ loan, which is incurred in FYE 2021, but payments do not begin until FYE 2030.*

3. All taxes collected within the urban renewal district above the current (base ) tax (urban renewal dollars) shall be distributed to the existing taxing districts until such time as the above standards are met and the Urban Renewal Agency issues a urban renewal bond.

Answer:

*The Report shows taking on long term debt for the DEQ loan in FYE 2021, but without payments until FYE 2030. The provisions of the DEQ loan are that payments begin in year 10 with no interest payments. In addition, the TIF collected in the early years of an urban renewal area is accumulated to provide for sufficient funds to incur debt at a later date. In the Report, after small expenditures towards Administration and small amounts of funds for Storefront Improvement Grants or Loans, the majority of the TIF collected in the first four years is saved for financing fees and future debt payments. It would not be a financially prudent idea to forego those early year payments until formal debt payments begin.*

*In addition, some urban renewal areas function on less formal debt instruments than bonds and loans. For example, the early Storefront Loans are characterized as debt, but are not through formal bonds or loans, but through a grant or loan to a property or business owner. The requested provision would not allow this flexibility.*