

**ORDINANCE NO. 768**

**AN ORDINANCE RELATING TO LAND USE AND  
AMENDING THE SCAPPOOSE ZONING MAP**

**THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:**

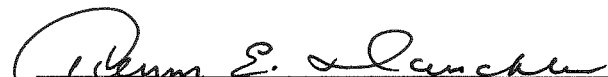
**Section 1.** The properties described in Exhibit A, which is attached hereto and incorporated herein by reference, are hereby re-zoned from Light Industrial (LI) to Public Use Airport (PUA).

**Section 3.** The City Manager is directed to conform the City Zoning Map to the provisions of this ordinance.

**Section 4.** In support of the proposed Zone Change, the City Council hereby adopts the recommendations of the Scappoose Planning Commission and the findings included in the staff report dated February 15, 2005, regarding these properties.


**PASSED AND ADOPTED** by the City Council this 18<sup>th</sup> day of July, 2005, and signed by me in authentication of its passage.


**CITY OF SCAPPOOSE, OREGON**

  
Glenn E. Dorschler, Mayor

First Reading: July 5, 2005

Second Reading: July 18, 2005

Attest:   
Susan Pentecost, City Recorder



**DEWEY SURVEYING**  
P.O. BOX 687 / COLUMBIA COUNTY COURTHOUSE  
ST. HELENS, OREGON 97051  
OFFICE: 503-397-2316 / FAX: 503-397-2415

Exhibit A  
Sierra Pacific  
5-134

LEGAL DESCRIPTION

MARCH 18, 2004

A parcel of land in the Southwest Quarter of Section 6, and the Northwest Quarter of Section 7, Township 3 North, Range 1 West, and the Southeast Quarter of Section 1, Township 3 North, Range 2 West, Willamette Meridian, Columbia County, Oregon; more particularly described as follows:

Beginning at a point on the centerline of Road "D" (West Lane) that is South  $48^{\circ}27'00''$  West 545.10 feet, and South  $05^{\circ}54'00''$  West 2208.43 feet from the Southwest corner of the John McPherson Donation Land Claim No. 38; thence South  $66^{\circ}17'57''$  East 700.00 feet to the **TRUE POINT OF BEGINNING** of the parcel of land herein described; thence South  $66^{\circ}17'57''$  East, a distance of 1221.77 feet; thence South  $09^{\circ}40'06''$  East, a distance of 1194.90 feet; thence North  $65^{\circ}21'31''$  West, a distance of 2280.16 feet to the easterly right-of-way line of Road "D" (West Lane); thence North  $07^{\circ}32'25''$  East along said easterly right-of-way line, a distance of 300.00 feet; thence South  $66^{\circ}17'57''$  East; thence leaving said easterly right-of-way line, a distance of 679.18 feet; thence North  $07^{\circ}32'25''$  East, a distance of 700.00 feet to the **TRUE POINT OF BEGINNING**.

Containing 36.31 acres more or less. This description is prepared for a property line adjustment and no new parcels are being created.



CITY OF SCAPPOOSE

P.O. DRAWER "P"  
SCAPPOOSE, OREGON 97056  
(503) 543-7146  
FAX: (503) 543-7182

ANX 1-05/ZC 1-05

February 15, 2005

**CITY OF SCAPPOOSE STAFF REPORT**

Request: Approval of an application for annexation and a corresponding zone change to Light Industrial (LI) for one 36.31 acre parcel of land.

Location: The subject parcel is located on West Lane Road, west of the Scappoose Industrial Airpark. The property consists of portions of Columbia County Assessor Map No. 3106-000-00800 and 3107-000-00100, and was recently reconfigured by a partition approved by Columbia County. See attached vicinity map (Exhibit 2).

Applicant: Sierra Pacific Communities LLC

Owner(s): Sierra Pacific Communities LLC

**EXHIBITS**

1. Staff Report and Findings of Fact
2. Vicinity Map
3. Comprehensive Plan Map
4. Application
5. Information submitted by the applicant including:
  - a. Location Map
  - b. Survey Map & Legal Description
  - c. Request for Annexation (Narrative)
6. Letter from Scappoose Drainage Improvement Company
7. Public Notice

**SUBJECT SITE**

The subject site is a 36.31-acre parcel recently created from portions of Columbia County Assessor Map No. 3106-000-00800 and 3107-000-00100 through a partition approved by the Columbia County Department of Land Development Services. The resulting property is located within the Scappoose Urban Growth Boundary but is outside current city limits. The site is currently utilized for pasture. See **Exhibit 2**, Vicinity Map.

The western boundary of the site is West Lane Road, a County road annexed by the City in 1997. To the west beyond West Lane Road is Columbia County land zoned Heavy Industrial (M-1). To the east of the site is the Scappoose Industrial Airpark, which is located within the City of Scappoose limits and zoned Public Use Airport (PUA). North of the site is land zoned Primary Agriculture-38 (PA-38), Resource Industrial - Planned Development (RIPD), and Airport Industrial (AI) by Columbia County and land zoned PUA by the City of Scappoose. To the south of the site, land is zoned RIPD and PA-38 by Columbia County.

4

The site is currently zoned Airport Industrial (AI) by Columbia County and has an Industrial Designation on the Scappoose Comprehensive Plan Map (see **Exhibit 3**). According to Section 17.136.070 of the Scappoose Development Code, because the parcel has an Industrial (I) Comprehensive Plan designation, upon annexation the land shall automatically be zoned Light Industrial (LI), the zoning that most closely implements the city's comprehensive plan map designation.

## OBSERVATIONS

### BACKGROUND

- The site, which is currently utilized for pasture, is essentially flat with a moderate slope from northwest to southeast. There are no improvements on the property or within twenty-five feet of the property lines.
- The property is located within the Scappoose Urban Growth Boundary and is designated Industrial on the Comprehensive Plan. The site is bordered on the east and west by land within existing City limits (though the City land to the west includes only West Lane and not any parcels). Annexation will have the effect of isolating three parcels into an "island" of unincorporated Columbia County land (north of the site) surrounded by City of Scappoose land.
- The site is within the boundaries of the Scappoose Rural Fire Protection District and the Scappoose Public School District. The site is currently under the police protection of the Columbia County Sheriff's Department.
- According to the Flood Insurance Rate Map (FIRM) 41009C0463 the property is located outside of the 500-year flood plain. According to the National Wetlands Inventory Map there are no wetlands within the property.

### PROPOSED INDUSTRIAL USE

- The applicant indicates an intention to develop the site as an airport related industrial park for clients who require airport access for the manufacture, sales, and distribution of aircraft products and services. The applicant anticipates that once fully developed, the site would provide employment opportunities for 75 to 100 individuals.
- Future development proposals will be required to apply for Site Development Review to ensure compliance with the Scappoose Development Code and Public Works Design Standards. Development must be consistent with the requirements of Chapter 17.88, AO Public Use Airport Safety and Compatibility Overlay Zone, of the Scappoose Development Code.

### STREET SYSTEM AND ACCESS

- The site has 300 feet of frontage on West Lane Road, a County road with a 40-foot right-of-way which was annexed by the City in 1997. As a part of the Partition Plat recently

approved by Columbia County, the applicant dedicated an additional 10 feet of right-of-way along the frontage of the property. The City's Transportation System Plan designates West Lane Road as a Major Collector Street, for which the standard right-of-way is 66 feet. Consequently, additional ROW dedication and street improvements would be required as a part of a development proposal following annexation.

- Access to Highway 30 is via the newly-opened Crown Zellerbach Road with a signalized intersection at the Scappoose-Vernonia Road crossing.
- The City of Scappoose Rail Corridor Study (Kittelson & Associates, October 2002) examined growth and transportation issues with particular emphasis on highway/rail grade crossing opportunities and constraints. As a part of the study, Kittelson prepared traffic projections based on anticipated growth in several areas of the City including anticipated industrial growth within 435 acres adjacent to the Scappoose Industrial Airpark. Under a "full build" scenario, the development of the entire 435 acres adjacent to the airport would generate 1,700 daily trips (Table 3-2, pg. 3-7, Kittelson & Associates, October 2002). Even given the "full build" scenario, Kittelson forecasts that with the exception of the Highway 30/West Lane Road intersection, all unsignalized and signalized intersections in the City would be capable of operating within acceptable levels of service (pp. 3-13, 3-14, Kittelson & Associates, October 2002).

#### UTILITIES & STORM DRAINAGE

- Electricity, phone, and City water service is available to the site from West Lane Road. Natural gas and fiber optic service are planned for the area but not currently available. The applicant has requested that the City allow access to the water line in advance of completion of the annexation proceedings, even though the property would be outside the City Limits. If such a waiver is not granted the applicant will drill a well.
- Storm drainage and sanitary sewer service are not available to the site at this time. When the property is developed, the applicant will have to provide an on-site septic system and stormwater management system or extend public sanitary and storm sewer lines to the site. Columbia County staff have informed the applicant that due to the nature of the Sifton Loam-type soils on the property, a septic system designed for a 1,500 gallon per day peak flow consisting of 500 lineal feet of drain field would be adequate to accommodate 100 individuals on the site. Site evaluation, engineering and an application for necessary permits are being prepared and will be submitted to the City and County once completed.
- The site is not within the Scappoose Drainage Improvement District but would naturally drain toward the District. Any development proposals will have to ensure that development of the site does not degrade water quality or increase water quantity draining to the Scappoose Drainage Improvement Company, as noted in the accompanying letter found in **Exhibit 6**. This evaluation would be made at the time of a review of a specific development proposal.

PUBLIC AND PRIVATE AGENCIES

- The City of Scappoose Public Works, Engineering, Community Development, Building, and Police Departments; Scappoose Rural Fire Protection District; Columbia County Road and Planning Departments; Century Tel; Comcast; Columbia River PUD; Northwest Natural Gas; Columbia County Soil Conservation District; Scappoose School District; Columbia County Board of Commissioners; Oregon Department of Transportation; Port of St. Helens; and Scappoose Drainage Improvement Company have been provided an opportunity to review the proposal. As of the date of this report, no comments in opposition to the request had been received. Comments from these organizations have been incorporated into this staff report. A copy of the letter from the Scappoose Drainage Improvement Company is attached as **Exhibit 6**.
- Notice of this request was mailed to property owners located within 200 feet of the subject site on January 20 and February 11, 2005 (see **Exhibit 7**). As of the date of this report, no comments in opposition to the request had been received.

**FINDINGS OF FACT**

1. **The following Goals and Policies from the Scappoose Comprehensive Plan are applicable to this request:**

GOAL OF THE URBAN GROWTH BOUNDARY

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

- 1) *Create within the City and its growth area, optimal conditions of livability.*
- 2) *Locate all major public and private developments such as schools, roads, shopping centers, and places of employment, so that they do not tend to attract residential development to locations outside the designated urban growth boundary..*
- 3) *Include within the urban growth boundary ample land for future development.*
- 4) *Promote employment generating uses within the airport section of the urban growth boundary. The amount of land required for the use should not dominate the amount of employment generated by the use.*
- 5) *Develop the airport area in a manner to create an industrial park.*

POLICIES FOR THE URBAN GROWTH BOUNDARY

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

- 2) *Review the supply of buildable lands within the Urban Growth Boundaries, in cooperation with Columbia County during each major review of the City's plan. The process of expanding the urban growth areas may begin when there is less than a five year supply of residential land or when 75 percent of the industrial or commercial lands are built on.*

- 8) *Consider annexation of industrial lands only when sufficient capacity exists for the delivery of sewer, water, street, police and fire services.*
- A) *The area east of West Lane Road zoned PA-38 shall be retained in an agricultural "holding zone" until approved for industrial or airport related development.*

*Policies 1, 3-7, and 9-11 are not applicable to this application.*

**Finding:**

Annexing the land comprising this site located east of West Lane Road will provide an industrial employment opportunity immediately adjacent to the airport. This site was previously zoned PA-38 and RIPD by Columbia County and was rezoned Airport Industrial in 2004. Annexing the site removes the land from the agricultural holding zone and allows airport related development. The site's relative proximity to residential zones within the City (approximately ½ mile) supports existing and proposed residential development and promotes the City's livability by allowing short commutes.

The City has reviewed its supply of buildable lands and estimated the demand for land to the year 2025, using stratified residential, commercial and industrial categories. The Land Use Needs Analysis found that the City should add more than 200 acres of industrial land to the UGB to meet calculated long-term needs. The immediate deficit was 10.5 gross acres (not including a provision for large sites), which increased to 32.36 acres in 2004 when the City approved zone changes totaling 21.9 acres. There are 224.8 acres within the City's Urban Growth Boundary which can be annexed to the City. Annexation of this site is consistent with the Comprehensive Plan.

The applicable goals and policies of the GOAL OF THE URBAN GROWTH BOUNDARY and POLICIES FOR THE URBAN GROWTH BOUNDARY are satisfied.

GOAL FOR PUBLIC FACILITIES AND SERVICES

- 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.*
- 4) *Avoid the provision or expansion of public utilities and facilities in sparsely settled non-urban areas, when this would tend to encourage development or intensification of uses, or to create the need for additional urban services.*

*Goals 5-11 are not applicable to this application.*



POLICIES FOR PUBLIC FACILITIES AND SERVICES

- 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.*
- 9) *Control local flooding and groundwater problems through the use of existing storm drainage systems and construction of new facilities in accordance with the Scappoose Storm Drain System Master Plan.*
- 20) *Approve annexations of new industrial lands only when there is sufficient capacity in the sewer, water, street, fire, and police systems of the city.*

*Policies 2-8, 10-19 and 21-27 are not applicable to this application.*

**Finding:**

The City Engineer, City Manager, Chief of Police, Fire Chief, and school Superintendent were provided with the opportunity to determine whether sufficient capacity exists for needed facilities and services. No objection to this annexation has been expressed by City Departments or public service agencies. The public facility requirements must be met at the time that the applicant proposes a Development Plan for industrial uses. All plans and improvements are subject to review by the City Engineer and must conform to the requirements of the Scappoose Municipal Code and the Public Works Design Standards and Standard Specifications.

*Fire & Police Protection*

- Fire protection is provided by the Scappoose Rural Fire District. The station is located at 52751 Columbia River Highway, less than one mile from the site. The impact to the fire protection services from annexation of this site will be relatively low since the site is already in the Fire District. Furthermore, development of the site will have to comply with all applicable fire and building codes and would provide hydrants in sufficient numbers and at locations deemed appropriate by the Scappoose Rural Fire District. Structures would be equipped with automatic sprinkler systems.
- The impact on police services would also be relatively low from the anticipated use of airport related light industrial operations. Historically, the Scappoose Industrial Airpark and surrounding areas have required law enforcement services infrequently. The planned use for the parcel that is the subject of this annexation request is for aviation related light industrial activity. The proposed use is consistent with existing uses at the airport and should not require law enforcement support beyond the historic level of the airport.

*Schools*

- The applicant anticipates that the site will support an additional 100 employees within 12 to 18 months of initial construction. Because it is unclear how many of these employees will be residing in the local community (or already reside in the local community), it is unclear what impact these additional employees and their families will have on local school district enrollment. The capital investment of the project is estimated at \$10 million. At the current tax rate of approximately \$5.50 per \$1,000 of assessed value, the local school district should receive approximately \$55,000 per year as a result of the development to partially offset any increase in school district enrollment.

#### *Water Service*

- There is an existing 18" City water line in West Lane Road to which the property would have access upon annexation.

#### *Sewer and Storm Drainage*

- The nearest sanitary sewer can be found south of the Crown Zellerbach Road in West Lane Road and in Miller Road. The City does not propose to extend sewer service to the site at this time due to the distance between the site and existing sewer infrastructure. Similarly, the cost for the applicant to extend sewer lines to connect to the sewer system would be high, so the applicant proposes an on-site septic system.
- There is no public storm drain system in the vicinity of the site so the applicant will have to provide private stormwater management at such time that the property develops. The storm drainage system will be designed to ensure that development of the site does not degrade water quality or increase water quantity draining to the Scappoose Drainage District or cause other flooding or groundwater problems.
- Upon annexation and a zone change, a closer evaluation of the sewer service and drainage options will happen during Site Development Review.

The applicable goals and policies of the GOAL FOR PUBLIC FACILITIES AND SERVICES, and the POLICIES FOR PUBLIC FACILITIES AND SERVICES, are satisfied.

#### GOAL FOR ECONOMICS

*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.*
- 2) *Establish greater local control over the density of local economic development.*
- 3) *Allow the free market economy to operate with an absolute minimum of restrictions.*

#### POLICIES FOR ECONOMICS

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

- 1) *Make sufficient land available for the anticipated expansion of commercial and industrial activities.*
- 4) *Encourage the expansion of employment opportunities within the urban area, so residents can work within their community as well as commute to jobs outside the City.*
- 5) *Promote pollution free industrial development necessary to provide a balanced tax base for the operation of local government services.*
- 7) *Assist in programs to attract desirable industries in terms of diversification, labor-intensiveness, and non-pollution rather than accept any industry which may wish to locate here; additionally, to prohibit industries with excessive levels of pollution or other undesirable effects which would cancel possible economic benefits or threaten the existing quality of living.*
- 11) *Identify special locations for industrial activities that will assist in energy conservation; specifically, industries should be clustered:*
  - a. *Close to existing rail lines.*
  - b. *To allow for employees to use carpools.*
- 13) *Coordinate its plans for public facilities to accommodate expected industrial and residential growth.*

*Policies 2-3, 6, 8-10, 12, and 14-17 are not applicable to this application.*

**Finding:**

The subject property is located in the Scappoose Urban Growth Boundary and is designated Industrial on the Comprehensive Plan Map in recognition of planned industrial uses at such time that the City annexes the property. Industrial development will enhance the City's economic base, providing additional employment opportunities within the City Limits. The 36-acre site is not adjacent to a rail line, but the site and the adjacent Scappoose Industrial Airpark provide an opportunity for carpooling. The City's system plans for water and sanitary sewer service are capable of accommodating industrial use of the subject property. The Crown Zellerbach Road was recently improved to City standards to accommodate truck traffic between Route 30 and businesses near the airport.

The 2003 Land Use Needs analysis indicated that Scappoose had a need for an additional 10.5 gross acres of industrial land, plus a need for large sites totaling roughly 200 acres to accommodate large industrial users. The City Council approved two Zone Changes in 2004 that converted 21.9 acres from Light Industrial to Moderate Density Residential uses, bringing the total need for industrial land to 32.4 acres. Annexing this 36-acre parcel will satisfy the immediate need for industrial land and could accommodate one or two large industrial users. Annexation of this property also affords the City control over development within the Urban Growth Boundary.

The proposed airport related industrial operations such as the manufacture, sales, and distribution of aircraft products and services will be low-pollution activities will bolster the City's tax base, and will provide employment opportunities for City residents. Annexation will allow this development to occur within City Limits.

The applicable goals and policies of the GOAL FOR ECONOMICS and the POLICIES FOR ECONOMICS are satisfied.

GENERAL GOALS FOR LAND USES

- 1) *The growth of the City should be orderly and in accordance with the public health, safety and welfare, while preserving individual choice and recognizing existing patterns of development.*
- 3) *A suitable balance between competing land use should be established so that, insofar as possible, the complete range of social, economic, cultural, and aesthetic needs of the community are met.*
- 8) *Industrial areas should be suitable for their purpose, properly located, and adequate for future needs.*
- 14) *The local economy should be strengthened and diversified.*

*Goals 2, 4-7, 9-13, and 15-19 are not applicable to this application.*

**Finding:**

The subject property is located in the UGB by the Scappoose Industrial Airpark and is suitably located to accommodate contemporary industrial needs. This area is not in conflict with residential uses and would benefit from the proximity of nearby industrial development. Annexation of this site provides for orderly development of the area around the Scappoose Industrial Airpark and provides a balanced land use supply by eliminating the immediate deficit of industrial land within the City. Providing an opportunity for development by annexing the site will increase the number of job opportunities within the City.

The applicable goals and policies of the GENERAL GOALS FOR LAND USES are satisfied.

GOAL FOR THE INDUSTRIAL LAND USE DESIGNATION

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

- 1) *Provide a place for industrial activities where their requirements can be met, and where their environmental effects will have a minimal impact upon the community.*

POLICIES FOR THE INDUSTRIAL LAND USE DESIGNATION

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

- 1) *Provide suitable areas for industrial expansion, utilizing for such purposes relatively large, flat areas that are separated by buffers from the City's residential districts.*
- 3) *Locate industrial areas so they have a convenient relationship to the community's transportation system, without generating heavy traffic through residential districts; additionally, the clustering of industrial activities will allow carpooling by employee.*

*Policies 2 and 4-6 are not applicable to this application.*

**Finding:**

The subject site is suitable for industrial uses since it is clustered near existing industrial and noise-generating uses (i.e., the airport) rather than being located adjacent to residential areas. Access to the property from Route 30 is relatively direct via West Lane Road and the Crown Zellerbach Road, which was recently improved.

The 2003 Land Use Needs analysis indicated that Scappoose had a need for an additional 10.5 gross acres of industrial land, plus a need for large sites totaling roughly 200 acres to accommodate large industrial users. The City Council approved two Zone Changes in 2004 that converted 21.9 acres from Light Industrial to Moderate Density Residential uses, bringing the total need for industrial land to 32.4 acres. Annexing this 36-acre parcel will satisfy the immediate need for industrial land and could accommodate one or two large industrial users.

The applicable goals and policies of the GOAL FOR THE INDUSTRIAL LAND USE DESIGNATION and POLICIES FOR THE INDUSTRIAL LAND USE DESIGNATION are satisfied.

**2. The following sections of Title 17 of the Scappoose Municipal Code (Scappoose Development Code) are applicable to this request:**

Chapter 17.70 LI LIGHT INDUSTRIAL

17.70.030 Permitted uses. *In the LI zone, activities are subject to site development review, are subject to site design review, Chapter 17.120, Site Development Review. Only the following uses and their accessory uses are permitted outright: [...]*

*M. Manufacturing of finished products;*

*N. Manufacturing of components for use in finished products;*

*O. Packaging of previously processed materials; [...]*

*Y. Wholesale, storage, and distribution; [...]*

**Finding:**

The applicant anticipates developing the site as an airport related industrial park. Anticipated industrial activity includes the manufacturing, assembly, packaging, testing, and distribution of aircraft or aircraft related components and/or products. These uses are allowed as outlined above. Section 17.70.030 is satisfied.

Chapter 17.136 ANNEXATIONS17.136.020 Policy.

*Annexations shall be considered on a case-by-case basis, taking into account the goals and policies in the Scappoose Comprehensive Plan, long range costs and benefits of annexation, statewide planning goals, this title and other ordinances of the City and the policies and regulations of affected agencies' jurisdictions and special districts.*

A. *It is the City's policy to encourage and support annexation where:*

1. *The annexation complies with the provisions of the Scappoose Comprehensive Plan*
2. *The annexation would provide a logical service area, straighten boundaries, eliminate or preclude islands of unincorporated property, and contribute to a clear identification of the City.*
3. *The annexation would benefit the City by addition to its revenues of an amount that would be at least equal to the cost of providing service to the area.*
4. *The annexation would be clearly to the City's advantage in controlling the growth and development plans for the area.*

**Finding:**

The proposed annexation complies with the goals and policies of the Comprehensive Plan (as previously discussed in Finding of Fact #1 above). The annexation connects two areas that are already part of the City, expanding the City's logical service area (though in the process it does create a 3-parcel "island" of unincorporated property). Revenues from the area are anticipated to cover the cost of providing services, especially factoring in the employment that could occur on site. Annexation will allow the City to manage growth and alleviate an immediate need for industrial property within the City Limits. Annexation of the property provides for City inspection and approval of all development.

Section 17.136.020(A) is satisfied.

B. *It is the City's policy to discourage and deny annexation where:*

1. *The annexation is inconsistent with the provisions of the Scappoose Comprehensive Plan.*
2. *The annexation would cause an unreasonable disruption or distortion of the current City boundary or service area.*
3. *The annexation would severely decrease the ability of the City to provide services to an area either inside or outside of the City.*
4. *Full urban services could not be made available within a reasonable time.*

**Finding:**

The proposed annexation site can be served by urban services (with the exception of sewer and storm drainage, which must be managed on site) and does not decrease the ability of the City to

provide services. The request does not cause an unreasonable disruption of the current City boundary, and is consistent with the provisions of the Scappoose Comprehensive Plan. Section 17.136.020(B) is satisfied.

17.136.040 Approval standards.

A. *The decision to approve, approve with modifications or deny, shall be based on the following criteria:*

1. *All services and facilities are available to the area and have sufficient capacity to provide service for the proposed annexation area;*

**Finding:**

Existing municipal police services can be made available to the site immediately. The site fronts onto an existing road within the City. The property is already located within the Scappoose Rural Fire District, the Scappoose School District, the Scappoose Library District, and the Scappoose Parks and Recreation District. Telephone and electric services are already provided to neighboring developed properties.

Water and sewer service can be made available to the site; water is available immediately and sewer could be provided if the applicant extends the sewer lines.

The City's existing surface and subsurface drinking water sources can produce approximately 1,000 gallons per minute. The upgrades to the water supply, including the additional well and treatment plant, will add a minimum of 600 gallons per minute, and are scheduled to be operational before any development proceeds on this site. The new Water Treatment Plant and Water Wells have the capacity to accommodate the allowable development from this site.

Section 17.136.040(A).1 is satisfied.

2. *The impact upon public services which include but are not limited to police and fire protection, schools and public transportation to the extent that they shall not be unduly compromised;*

**Finding:**

As discussed previously, the proposed annexation will have a minimal impact on the capacity of public service providers, especially since the site is already within the service areas of the Fire District and other service providers. Section 17.136.040(A).2 is satisfied.

3. *The need for housing, employment opportunities and livability in the City and surrounding areas;*

**Finding:**

This annexation would provide an additional parcel totaling 36.31 acres for industrial development and long-term employment, and would also create temporary employment opportunities for the construction of streets, utilities, and structures. Section 17.136.040(A).3 is satisfied.

4. *The location of the site in relation to efficient provision of public facilities, services, transportation, energy conservation, urbanization and social impacts.*"

**Finding:**

This site is contiguous to the existing City limits and is bordered on two sides by land within the City. Water service is available to the site from West Lane Road, and police and fire protection can be supplied by the Scappoose Police Department and Scappoose Rural Fire Protection District, respectively. The site has good transportation access to Highway 30 and is close to existing industrial development, making carpooling and energy conservation possible. Urbanization of the site is consistent with the City's Comprehensive Plan, and site development is not anticipated to impose adverse social impacts. Increasing the industrial land supply will benefit the City by providing employment opportunities and satisfying the immediate need for industrial land. Section 17.136.040(A).4 is satisfied.

*17.136.070 Zoning upon annexation. Upon annexation, the area annexed shall be automatically zoned to the corresponding land use zoning classification as shown in the table below. The zoning designation shown on the table below is the city's zoning district which most closely implements the city's comprehensive plan map designation.*

<i>Comprehensive Plan</i>	<i>Zoning Classification</i>
<i>SR</i>	<i>R-1, Low Density Residential</i>
<i>GR</i>	<i>R-4, Moderate Density Residential</i>
<i>MH</i>	<i>MH, Manufactured Home Residential</i>
<i>C</i>	<i>Expanded Commercial</i>
<i>I</i>	<i>Light Industrial</i>

**Finding:**

The site has a Comprehensive Plan designation of I, Industrial. Upon annexation, the site will automatically be zoned LI, Light Industrial. Section 17.136.070 is satisfied.

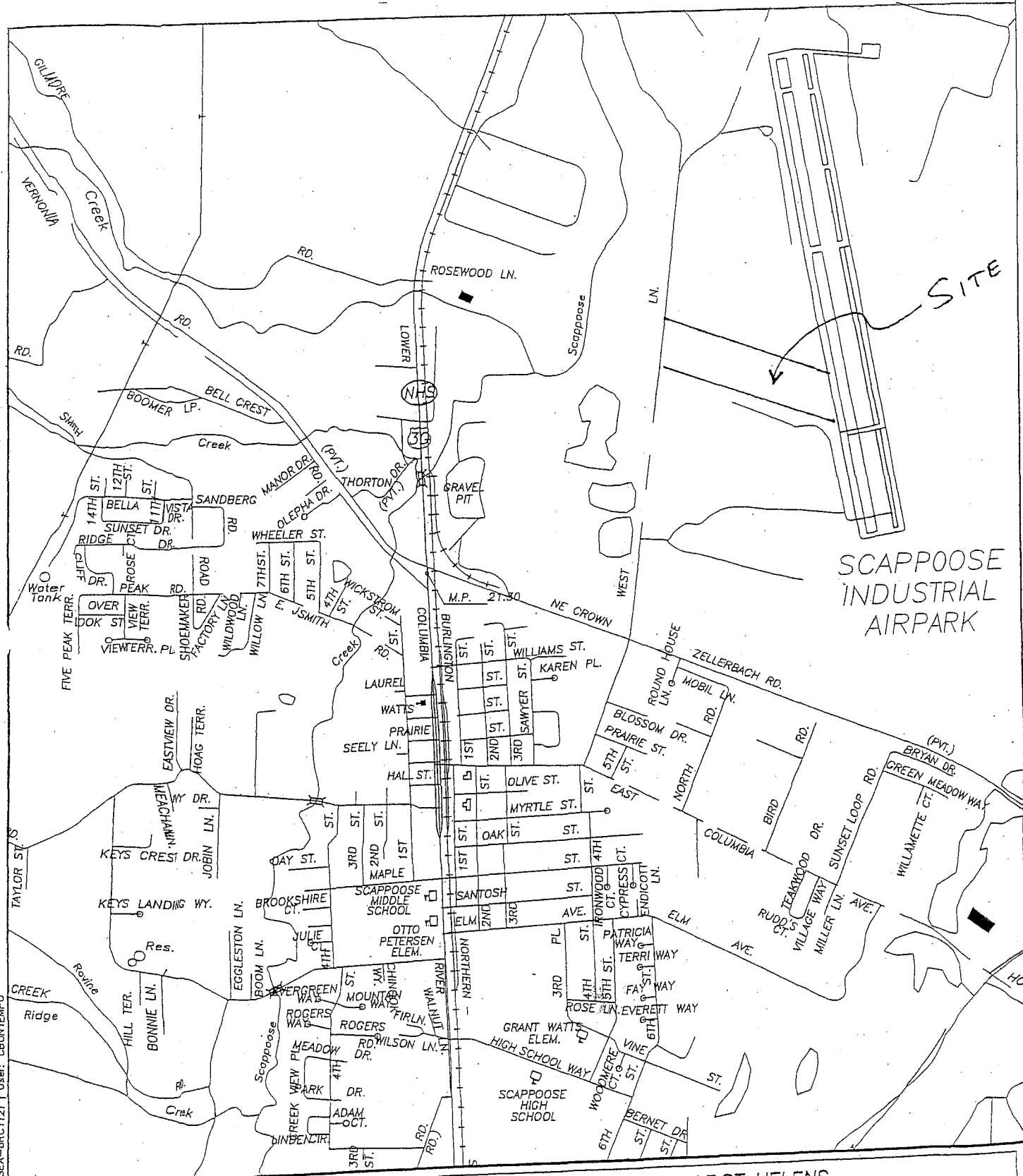


**RECOMMENDATION**

The industrial use proposed for this site is consistent with the City of Scappoose Comprehensive Plan and the parcel is within the city's Urban Growth Boundary. The site is also within the boundaries of the special districts and departments providing public services to the areas within the City.

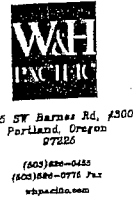
Based on the findings of fact, the conclusionary findings for approval, and the materials submitted by the applicant, staff and the Planning Commission recommend that the City Council **APPROVE** Annexation ANX 1-05/ZC 1-05 for placement on the May 17, 2005 ballot.

Vicinity Map



PORT OF ST. HELENS  
SCAPPOOSE INDUSTRIAL AIRPORT  
LOCATION MAP  
EXHIBIT 1A

DESIGNED BY:	LAM	CHECKED BY:	
DRAWN BY:	CMB	APPROVED BY:	
LAST EDIT:	02/20/03	DATE:	03/08/04
DATE	BY	REV#	REVISION
			CK'D/APP'R



SCALE: N. T.S. PROJECT NO. 30398 DRAWING FILE NAME: EXHIBIT-2A.DWG 1A SHEET

18

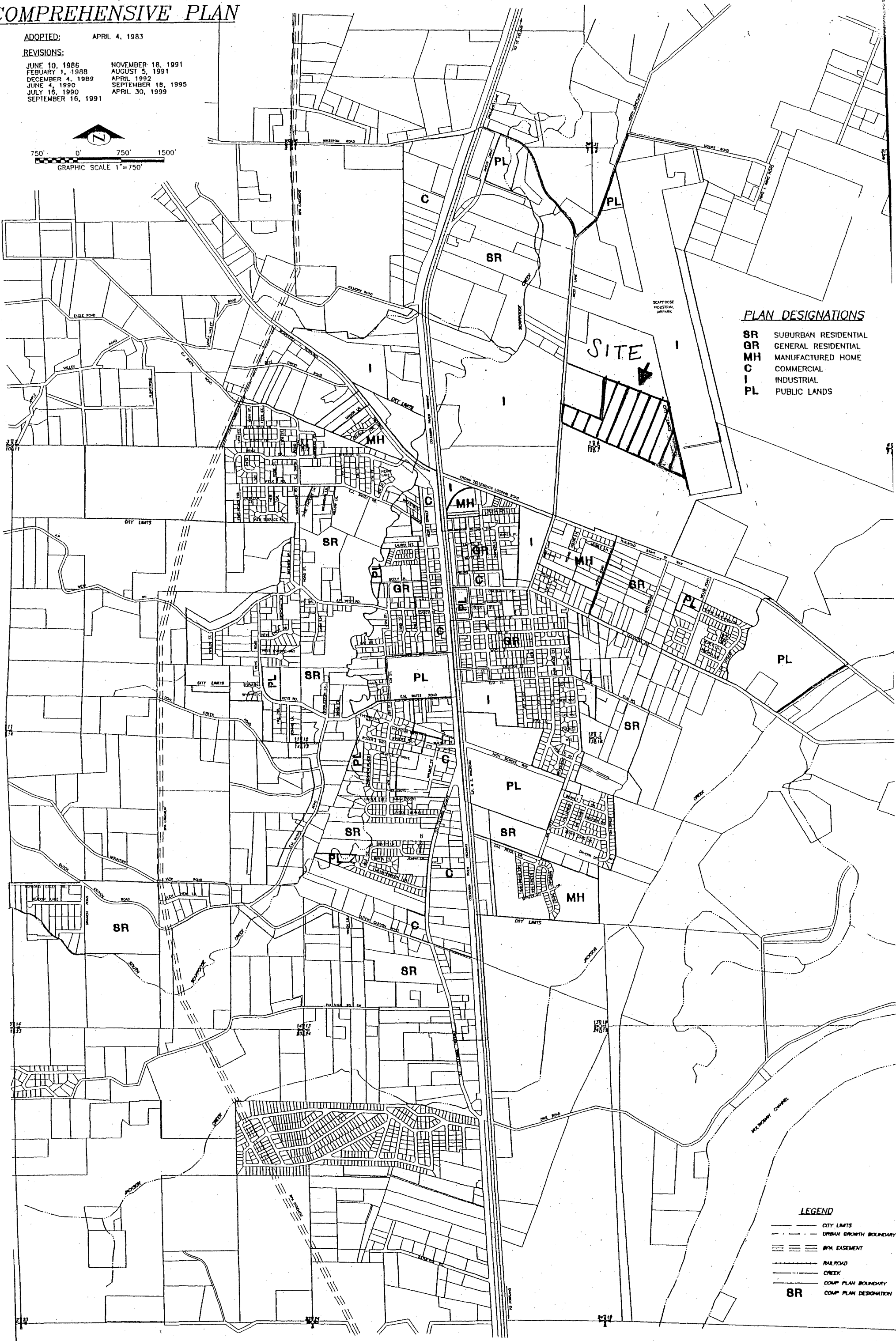
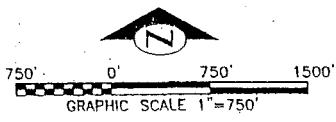
# VILL OF SCAPPOOSE COMPREHENSIVE PLAN

Exhibit 3

ADOPTED: APRIL 4, 1983

REVISIONS:

JUNE 10, 1986	NOVEMBER 18, 1991
FEBRUARY 1, 1988	AUGUST 5, 1991
DECEMBER 4, 1989	APRIL 1992
JUNE 4, 1990	SEPTEMBER 18, 1995
JULY 15, 1990	APRIL 30, 1999
SEPTEMBER 16, 1991	



**PLAN DESIGNATIONS**

- SR** SUBURBAN RESIDENTIAL
- GR** GENERAL RESIDENTIAL
- MH** MANUFACTURED HOME
- C** COMMERCIAL
- I** INDUSTRIAL
- PL** PUBLIC LANDS

**LEGEND**

- CITY LIMITS
- URBAN GROWTH BOUNDARY
- RPA EASEMENT
- RAILROAD
- CREEK
- COMP PLAN BOUNDARY
- SR** COMP PLAN DESIGNATION

19

CITY OF SCAPPOOSE  
33568 East Columbia Avenue, P.O. Box P, Scappoose, Oregon 97056  
(503) 543-7146 (phone) (503) 543-7182 (fax)

Type of Application	✓	Type of Application	✓
Amend Development Code Text		Development in Fish and Wildlife Overlay	
Amend Comprehensive Plan Text		Partition	
Amend Zoning Map	X	Site Development Review	
Amend Comprehensive Plan Map		Conditional Use	
Annexation	X	Expansion of Non-Conforming Use	
Determination of Similar Use		Variance	
Historic Site Alteration		Public Land Tree Removal	
Sensitive Lands Development: Flooding		Home Occupation Type II	
Sensitive Lands Development: Wetlands		Subdivision Tentative Plan	
Sensitive Lands Development: Steep Slope		Modification to Previous Approval	
Property Line Adjustment			

Requirements for each specific type of application will be attached to this form and constitute part of the application packet.

Applicant: Sierra Pacific Communities LLC Owner: Same

Mailing Address: PO Box 1754 Mailing Address: \_\_\_\_\_

Lake Oswego OR 97035 \_\_\_\_\_

City State Zip City State Zip

Phone 503 684-3175 Fax 503 684-3176 Phone: \_\_\_\_\_ Fax: \_\_\_\_\_

Property Address or Location: 52970 West Lane Road

Tax Account Number: 3106-000-00800 & 3107-000-00100

**A Legal Description of the Property must be attached.**

Is a pre-application conference required: \_\_\_\_\_ If required, pre-application conference date: \_\_\_\_\_

If pre-application conference is waived, the applicant must sign here: \_\_\_\_\_

I certify that this application and its related documents are accurate to the best of my knowledge. I understand that the signature on this application authorizes the City and its agents to enter upon the subject property to gather information pertinent to this request.

[Signature] Signature of Applicant  
[Signature] Signature of Owner

to be completed by City Staff:

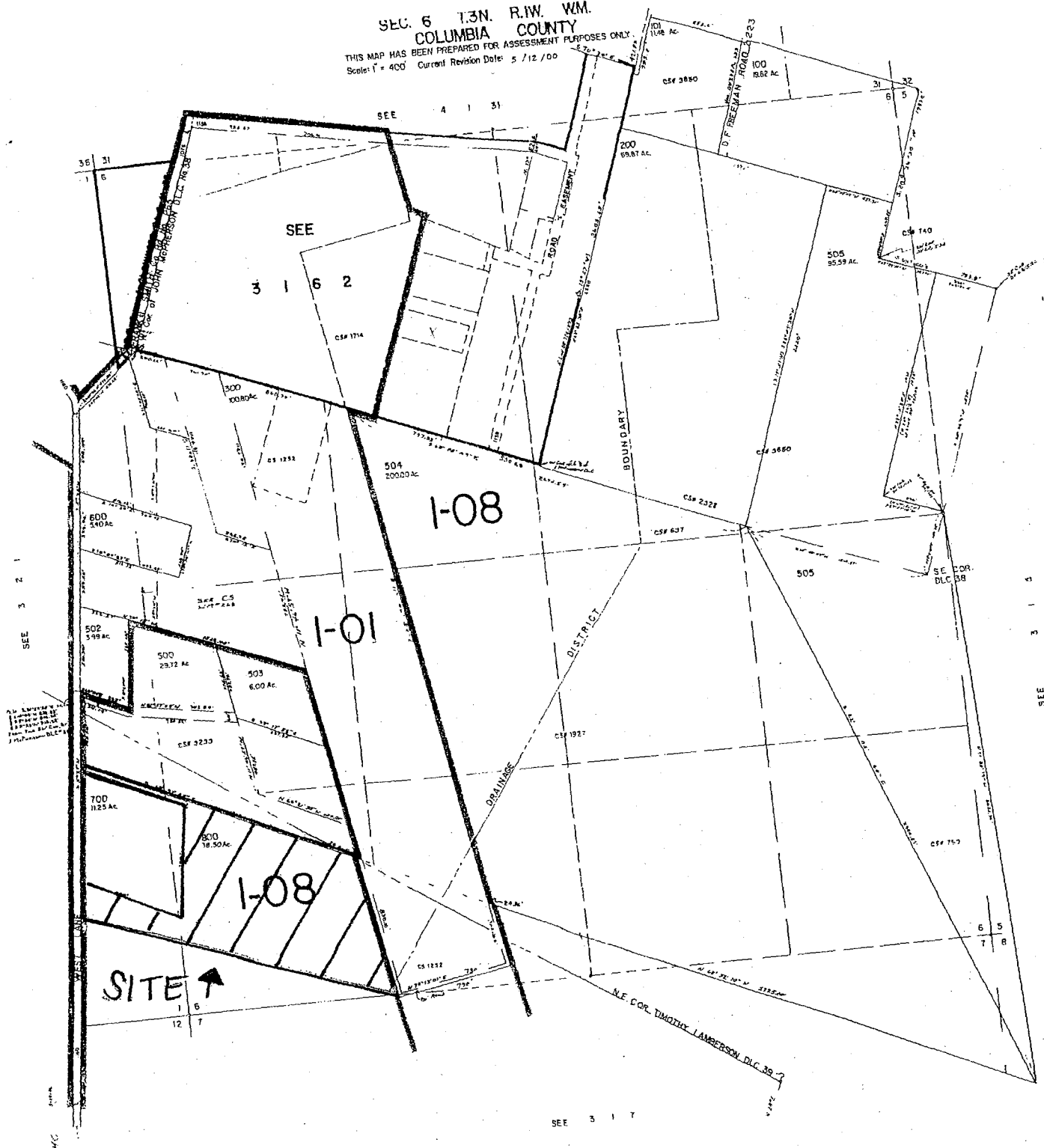
When the application was submitted: 1/6/05 Amount of Fee paid: \$6,000 Receipt Number 0300d

Before this application will be processed, the Planner must certify that all applicable items are included and the application is complete. Date application accepted as complete: 1/12/05

20

SEC. 6 T.3N. R.1W. WM.  
COLUMBIA COUNTY  
THIS MAP HAS BEEN PREPARED FOR ASSESSMENT PURPOSES ONLY  
Scale: 1" = 400' Current Revision Date: 5/12/00

CSF 836  
CSF 828  
CSF 868  
CSF 846  
CSF 850



12

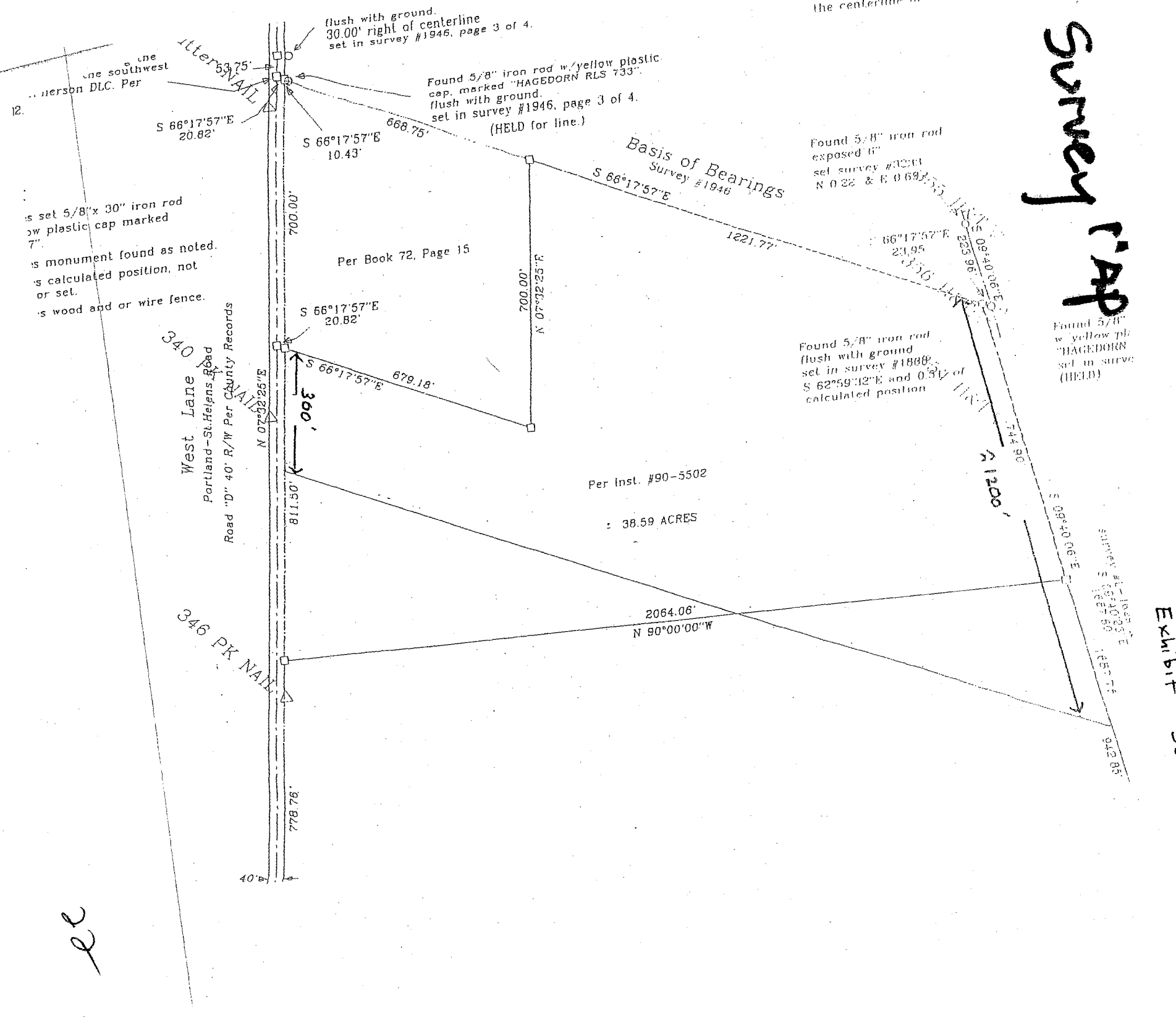
Exhibit 5a

3 1 6

determined the true meridian with monument set in survey #4421, and then on the centerline of WEST LANE, and then on

**Survey Map**

Exhibit 5b



ll



**DEWEY SURVEYING**

P.O. BOX 687 / COLUMBIA COUNTY / WTHOUSE  
ST. HELENS, OREGON 97051  
OFFICE: 503-397-2316 / FAX: 503-397-2415

EXHIBIT 5b

LEGAL DESCRIPTION

MARCH 18, 2004

A parcel of land in the Southwest Quarter of Section 6, and the Northwest Quarter of Section 7, Township 3 North, Range 1 West, and the Southeast Quarter of Section 1, Township 3 North, Range 2 West, Willamette Meridian, Columbia County, Oregon; more particularly described as follows:

Beginning at a point on the centerline of Road "D" (West Lane) that is South 48°27'00" West 545.10 feet, and South 05°54'00" West 2208.43 feet from the Southwest corner of the John McPherson Donation Land Claim No. 38; thence South 66°17'57" East 700.00 feet to the **TRUE POINT OF BEGINNING** of the parcel of land herein described; thence South 66°17'57" East, a distance of 1221.77 feet; thence South 09°40'06" East, a distance of 1194.90 feet; thence North 65°21'31" West, a distance of 2280.16 feet to the easterly right-of-way line of Road "D" (West Lane); thence North 07°32'25" East along said easterly right-of-way line, a distance of 300.00 feet; thence South 66°17'57" East; thence leaving said easterly right-of-way line, a distance of 679.18 feet; thence North 07°32'25" East, a distance of 700.00 feet to the **TRUE POINT OF BEGINNING**.

Containing 36.31 acres more or less. This description is prepared for a property line adjustment and no new parcels are being created.

23

# Request for Annexation

**Applicant:**

Sierra Pacific Communities LLC  
P.O. Box 1754  
Lake Oswego, Oregon 97035  
(503) 684-3175  
(503) 684-3176 [Fax]

**Property Location:**

52970 West Lane Road (36.31 ± acres)

**Tax Account Number:**

Portions of 3106-000-00800 & 3107-000-00100. The parcel that is subject of this annexation application has been recently created by partition and will be assigned a tax lot number by the Columbia County Assessor's Office. The Assessor's Office staff indicates that the parcel will likely be assigned Tax Lot Number 3106-000-00800.

**Proximate Property:** (within 200' of site as determined by the Columbia County Land Development Services Department)

Port of St. Helens  
PO Box 598  
St. Helens, OR 97051  
3106-000-00300

Northwest Aggregates  
PO Box 1730  
Seattle, WA 98111  
3106-000-00504

Lawrence & Phyllis Janke  
34579 East Columbia Blvd.  
Scappoose, OR 97056  
3107-000-01200

Ronald M. Roark  
53285 West Lane Road  
Scappoose, OR 97056  
3201-040-00800

William & Johanna Myers  
53351 West Lane Road  
Scappoose, OR 97056  
3201-40-1201

Arbor Rose Farms  
54113 Meier Road  
Scappoose, OR 97056  
3106-000-00500

Steven Yett  
2737 NE Alameda  
Portland, OR 97212  
3106-000-00700

City of Scappoose  
PO Box P  
Scappoose, OR 97056  
3107-000-00500

24



Frederick & Leona Jones  
53311 West Lane Road  
Scappoose, OR 97056  
3201-040-00900

Martha M. Molony (Trustee)  
29348 Scappoose-Vernonia Hwy  
Scappoose, OR 97056  
3106-000-00502

Stanley C. Wagner  
52970 West Lane Road  
Scappoose, OR 97056  
3106-00-800

Scott Parker  
PO Box AF  
Scappoose, OR 97056  
3201-040-00602

Michael Lobby  
53333 West Lane Road  
Scappoose, OR 97056  
3201-040-01200

**County Assessor Map:**

Columbia County Assessor Map 3160 is attached as Exhibit 1.

**Metes & Bounds Description:**

The Metes and Bounds (Legal Description) description prepared by Dewey Surveying is attached as Exhibit 2. This legal description has been recorded by the Columbia County Clerk's Office as part of the Columbia County Final Plat Partition MP-04-19.

**Vicinity Map:**

A vicinity map is attached as Exhibit 3.

**Conceptual Development Plan:**

The site is to be developed as an airport related industrial park for clients who require airport access for the manufacture, sales and distribution of aircraft products and services. Detailed schematic drawings will be available and made a part of the site-design review process.

**Narrative:**

The applicant, Sierra Pacific Communities LLC, requests that approximately 36.31 acres in the Scappoose Urban Growth Area be annexed into the City of Scappoose,

25

zoned to permit airport related commercial and industrial activity and that the property be provided access to City water pending annexation.

This site is adjacent to and east of West Lane Road and adjacent to and west of the Scappoose Industrial Airpark in Scappoose.

The property is identified as a portion of Tax Lot 3106-000-00800 and a portion of Tax Lot 3107-000-00100 and is in the City of Scappoose Urban Growth Area. There are no improvements on the property which is currently utilized for pasture and there are no improvements within twenty-five feet of the property lines. A metes and bounds survey of the property and a vicinity map are attached as Exhibit 2.

The property affected by this application is in the City of Scappoose Urban Growth Area under the land use authority of Columbia County consistent with the provisions of the Urban Growth Area Management Agreement (UGAMA) between the City and Columbia County.

City of Scappoose Ordinance Number 581 (adopted January 1992) amended the City's Urban Growth Area to include the Scappoose Industrial Airpark and surrounding areas, including the property described in this application. Specific findings in support of the adoption of Ordinance Number 581 approved by the County and acknowledged by the Land Conservation and Development Commission include the following goals: (1) "Promote employment generating uses within the airport section of the urban growth boundary" (Ord. No. 851, Section 5(4)); (2) "Develop the airport area in a manner to create an industrial park" (Ord. No. 581 Section 5(5)); (3) "The area east of West Lane Road zoned PA-38 shall be retained in a [sic] agricultural "holding zone" until approved for industrial or airport related development" (Ord. No. 581 Section 6 (8)(A); and (4) "The land currently zoned PA-38 is identified (as) an industrial reserve area" (Ord. No. 581 Section 6 (8)(B).

24

Section (7) [Property #3] of Ordinance 581 amended the City's Comprehensive Plan Map to reflect zoning as "...Industrial for 414 acres including the Scappoose Industrial Airpark, the area surrounding the airpark and immediately west of West Lane Road." (Ordinance No. 851, p. 3)

Approval of the annexation sought under this application would be consistent with the provisions of the existing UGAMA between the City and the County. The County's Airport Industrial zone designation including permitted and allowed uses is consistent with the provisions noted in the City's Comprehensive Plan in Chapter 17. The proposed use of the property is for an airport related industrial park. It is anticipated that once fully developed, the site will provide immediate employment opportunities for 75 to 100 individuals. Anticipated industrial activities include the manufacturing, assembly, packaging, testing and distribution of aircraft or aircraft related components and/or products. The anticipated industrial activity is consistent with the provisions of Chapter 17.69.40(L) of the City's Comprehensive Plan and will not conflict with Chapter 17.88 Airport Safety and Compatibility Overlay Zone.

#### **Facilities, Services and Transportation**

Water is available from the existing City of Scappoose 18" water line which extends along West Lane Road. Because the property is not in the incorporated City limits but is in the City's Urban Growth Area, a waiver is requested from the City to allow access to the City's water line once the City determines this application for annexation is complete. Should the waiver not be granted, water will be provided by a well.

Sanitary sewer service from the City is planned but not currently available. County staff have indicated that due to the nature of the Sifton Loam-type soils on the property, a septic system designed for a 1,500 gallon per day peak flow consisting of 500 lineal feet would be adequate to accommodate 100 individuals on the site. Site

27

evaluation, engineering and application for necessary permits are being prepared and will be submitted to the City and County once completed.

Access to the property is via West Lane Road which is the westernmost boundary of the property. West Lane Road is a County road with a 40-foot right-of-way; however the City annexed West Lane Road in 1997. The City transportation plan designates West Lane Road as a major collector requiring a 60-foot right-of-way. The applicant has provided ten feet of frontage to be used by the City and/or County for additional right-of-way for West Lane Road improvements. The dedication of this additional property has been reflected on the final partition plat and has been recorded. The City has applied for a state grant to improve West Lane Road to City standards. Access to US 30 will be by the "Crown Road" which has been recently improved to City standards.

The City of Scappoose Rail Corridor Study (Kittelson & Associates, October 2002) examined growth and transportation issues with particular emphasis on highway/rail grade crossing opportunities and constraints. As a part of the Study, Kittelson prepared traffic projections based on anticipated growth in several areas of the City including anticipated industrial growth within 435 acres adjacent to the Scappoose Industrial Airport. Under a "full build" scenario, the development of the entire 435 acres adjacent to the airport would generate 1,700 daily trips. (Table 3-2, pg. 3-7)

Even given the "full build" scenario, Kittleson forecasts that with the exception of the Highway 30/West Lane Road intersection, all unsignalized and signalized intersections in the City would be capable of operating within acceptable levels of service. (pgs 3-13, 3-14)

Primary access to the 36-acres site which is the subject of this annexation application will be from West Lane Road with access to US 30 via the "Crown Road" to the signalized intersection at the Scappoose-Vernonia Road crossing.

28

Improvements to West Lane Road as determined by the City and/or Columbia County attributable to the proposed development are yet to be determined.

Electrical service is provided by the Columbia River People's Utility District.

Telephone service is provided by Century Tel.

Natural gas and fiber optic service are planned for the area but not currently available.

Storm drainage mitigation will meet state and local standards. The design of the storm drainage mitigation system will incorporate the unique requirements of the Scappoose Drainage Improvement Company even though the property is outside the boundaries of the SDIC.

#### **Topography & Soils**

The property is essentially flat with a moderate slope from northwest to southeast. The property is outside the 500-year flood plain as defined by the Flood Insurance Map (FIRM) number 41009C0463. The Columbia County Soil Inventory indicates that the property consists primarily of Sifton Loam soil types. The National Wetlands Inventory Map does not indicate the presence of wetlands within the property lines.

#### **Anticipated Impacts:**

##### Law Enforcement:

Historically, the Scappoose Industrial Airpark and surrounding areas have required law enforcement services infrequently. The planned use for the parcel that is the subject of this annexation request is for aviation related light industrial activity. The proposed use is consistent with existing uses at the airport and should not require law enforcement support beyond the historic level of the airport.

29

Fire Suppression and EMT:

Development of the site will comply with all applicable fire codes and will include hydrants in sufficient numbers and at locations deemed appropriate by the Scappoose Rural Fire District. Structures will be equipped with automatic sprinkler systems.

Education:

It is anticipated that the site will support an additional 100 employees within 12 to 18 months of initial construction. Because it is unclear how many of these employees will be residing in the local community (or already reside in the local community), it is unclear what impact these additional employees and their families will have on local school district enrollment. The capital investment of the project is estimated at \$10 million. At the current tax rate of approximately \$5.50 per \$1,000 of assessed value, the local school district should receive approximately \$55,000 per year as a result of the development to offset any increase in school district enrollment.

Summary:

The city of Scappoose and Columbia County anticipated the need for land for job creation and other economic development activities with the adoption of the City of Ordinance 581 in 1992 which expanded the City's Urban Growth Management Area to include the area near the Scappoose Industrial Airpark.

This application for the annexation of 36.31 acres is consistent with the purpose and intent detailed in Ordinance 581.

Scappoose Drainage Improvement Company  
53466 East Honeyman Road  
Scappoose, Oregon 97056

January 24, 2005

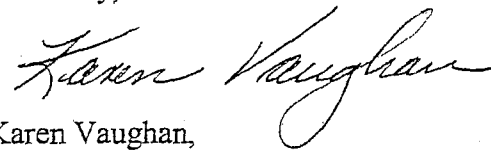
City of Scappoose  
Brian Varricchione (Contract Planner)  
33568 E. Columbia Ave.  
P.O. Box Drawer "P"  
Scappoose, Oregon 97056

Re: LAND USE ACTION REFERRAL (ANX 1-05/ZC 1-05)

The Scappoose Drainage Improvement Company has no objection to the proposed annexation and zone change as long as there is no increase of water quantity or degradation of the water quality within the drainage district.

The Board would like to know what the Scappoose Drainage Improvement Company "unique requirements" are that are mentioned in the paragraph referring to the storm drainage system? We look forward to receiving your answer.

Sincerely,



Karen Vaughan,  
Secretary

**CITY OF SCAPPOOSE**

P.O DRAWER "P"  
 SCAPPOOSE, OREGON 97056  
 (503) 543-7184  
 FAX: (503) 543-5679

**NOTICE**

NOTICE IS HEREBY GIVEN that the Scappoose Planning Commission will hold a public meeting on **Thursday, February 10, 2005 at 7:00 p.m.** in the Scappoose City Hall Council Chambers, 33568 E. Columbia Avenue, in the City of Scappoose, Oregon, in regard to the following matter:

**DOCKET NUMBER ANX 1-05/ZC 1-05**

Sierra Pacific Communities LLC is requesting approval of an application for the proposed annexation and zone change of a 36.31-acre parcel located on West Lane, west of the Scappoose Industrial Airpark. The property consists of portions of Columbia County Assessor Map No. 3106-000-00800 and 3107-000-00100, and was recently reconfigured by a property line adjustment approved by Columbia County. The property is located within the Scappoose UGB but outside current city limits. The site is currently zoned Airport Industrial by Columbia County and has an Industrial Designation on the Scappoose Comprehensive Plan Map, so it will automatically be zoned LI (Light Industrial) if the annexation is successful. If the application is approved by the City Council, the electorate will consider this parcel for annexation in May 2005.

The Planning Commission may make a recommendation to the City Council to approve, approve with conditions or deny an annexation application in accordance with the criteria of the Scappoose Comprehensive Plan, and Chapter 17.136.040 (Annexation Approval Standards), and Chapter 17.162 (Quasi-Judicial Decision Making) of the Scappoose Development Code. ***Both written and oral testimony will be taken.*** If subsequently approved by the City Council, this request will go before the electorate in May 2005. **All written comments must be received by the City of Scappoose, Planning Services Manager, PO Box "P," Scappoose, Oregon 97056 by 5:00 p.m., Wednesday, February 9, 2005.**


Testimony should pertain to the applicable criteria. The decision will be made in accordance with the procedures of Chapter 17.162 of the Scappoose Development Code and may be appealed, as provided for in Chapter 17.162. Failure to raise an issue in writing prior on or before the close of the written comment period or failure to provide sufficient specificity to afford the decision maker an opportunity to respond to the issue precludes appeal to the Land Use Board of Appeals based upon that issue. The applicant and any person who submits written comments during the comment period shall receive notice of the decision.

The failure of the applicant to raise constitutional or other issues relating to proposed conditions of approval with sufficient specificity to allow this Commission to respond to the issue precludes an action for damages in circuit court.

The meeting site is accessible to handicapped individuals. Assistance with communications (visual, hearing) must be requested 24 hours in advance by contacting the City Recorder (503) 543-7146.

The decision-making criteria, application, and records concerning this matter are available by contacting the Contract Planner, The Benkendorf Associates Corp., at 503-226-0068.

**Subsequent hearings by the City Council on ANX 2-04 & ZC 4-04 are scheduled for February 22 & March 7, 2005 at 7:00 PM in the Council Chambers.**

  
 Brian Varricchione  
 The Benkendorf Associates Corp.  
 Contract Planner

32