

**ORDINANCE NO. 869**

**AN ORDINANCE ADOPTING THE 2016 SCAPPOOSE INDUSTRIAL AIRPARK MASTER PLAN UPDATE; AMENDING THE INVENTORIES SECTION OF THE SCAPPOOSE COMPREHENSIVE PLAN; REPLACING APPENDIX H OF THE SCAPPOOSE COMPREHENSIVE PLAN; AMENDING THE FOLLOWING CHAPTERS OF THE SCAPPOOSE MUNICIPAL CODE CHAPTERS 17.69 (PUBLIC USE AIRPORT), 17.73 (AIRPORT RELATED), AND 17.88 (PUBLIC USE AIRPORT SAFETY AND COMPATIBILITY OVERLAY)); AND UPDATING THE TSP TO INCLUDE THE 2016 SCAPPOOSE INDUSTRIAL AIRPARK MASTER PLAN UPDATE AS SECTION O OF VOLUME 2**

**WHEREAS**, the City of Scappoose adopted the previous Scappoose Industrial Airpark Master Plan in 2004; and

**WHEREAS**, an update to the Airport Master Plan for the Scappoose Industrial Airpark was completed by the Port of St. Helens (POSH) in March 2016 and has already been approved by the Oregon Department of Aviation and the Federal Aviation Administration; and

**WHEREAS**, adopting the 2016 Scappoose Industrial Airpark Master Plan Update will aid in the application of the Scappoose Development Code regulations regarding allowable land uses and practices on and near the Scappoose Industrial Airpark and will clearly demonstrate that the City has reviewed and accepted the Port of St. Helens' Master Plan for the ongoing operations of the airpark; and

**WHEREAS**, the Comprehensive Plan, Development Code, and Transportation System Plan amendments reflect correct conditions based on the 2016 Airport Master Plan Update while also properly referencing the current Airport Master Plan; and

**WHEREAS**, the development of the 2016 Scappoose Industrial Airport Master Plan Update included an active public involvement process including a Planning Advisory Committee, four public open houses and a project website; and

**WHEREAS**, the City has provided notice to, and an opportunity to comment to, all affected governmental units, and legal and public notices have been provided as required by law; and

**WHEREAS**, the City has followed the framework set forth under Oregon's applicable land use planning goals; and

**WHEREAS**, the Planning Commission held a hearing on the application on January 25, 2018 and the City Council held a hearing on the application on February 5<sup>th</sup> & March 5<sup>th</sup>, 2018; now therefore,

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

**Section 1.** 2016 Scappoose Industrial Airpark Master Plan Update, a copy of which is on file with the City Recorder, is hereby adopted as Appendix H of the Scappoose Comprehensive Plan.

**Section 2.** The Scappoose Comprehensive Plan is hereby amended as indicated in Exhibit A, attached hereto and hereby incorporated by reference.

**Section 3.** The Scappoose Municipal Code is hereby amended as indicated in Exhibit B, attached hereto and hereby incorporated by reference.

**Section 4.** The Scappoose Transportation System Plan, a copy of which is on file with the City Recorder, is hereby amended to include the 2016 Scappoose Industrial Airpark Master Plan Update as Section O of Volume 2.

**Section 5.** The City of Scappoose adopts the findings and conclusions contained in the CPTA1-17/DCTA1-17 staff report dated January 18, 2018 attached to this ordinance as Exhibit C and hereby incorporated by reference, as the basis in support of this ordinance.

**Section 5.** In the event that any provision of this ordinance is determined by a court of competent jurisdiction to be invalid or unenforceable, such invalid provision shall be severed and the remaining provisions of the ordinance that have not been held invalid or unenforceable shall continue to be valid and enforceable to the fullest extent permitted by law.


**PASSED AND ADOPTED** by the City Council this 5<sup>th</sup> day of March 2018, and signed by me in authentication of its passage.

**CITY OF SCAPPOOSE, OREGON**

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

First Reading: February 5, 2018

Second Reading: March 5, 2018

Attest:   
Susan M. Reeves, MMC, City Recorder

# Comprehensive Plan Updates

## Inventories

### ~~From Scappoose Industrial Airpark Master Plan, 1975-76~~

#### ~~1. Conclusions~~

~~The Port of St. Helens, under a Federal Aviation Administration Planning Grant, retained the Wadell Engineering Corporation in May 1974 to develop an Airport Master Plan to determine airport facilities required to serve the vicinity through the year 1995. The project objective is the establishment of guidelines for the future development of facilities, the satisfaction of aeronautical demands, and the meeting of aviation needs of the community.~~

~~The Master Plan report provides a graphic presentation of the ultimate development of the airport and anticipated land uses, a schedule of priorities, phasing, and cost estimates for developments proposed in the plan, and presentation of pertinent backup information and data as well as concepts and alternatives considered.~~

~~The plan has been coordinated with the FAA, Oregon State Department of Transportation, Columbia County, City of Scappoose, Port of Portland, and many others including individual citizens of the community who provided valuable inputs.~~

~~Several significant findings resulted from the study, such as:~~

- ~~A) — The vicinity will be experiencing urbanization and growth of industrial developments including some aviation-oriented industries.~~
- ~~B) — The growth of the Portland Metropolitan Area is expected to have a major impact on Scappoose as the transportation between the cities improves and the demand for rural areas increases.~~
- ~~C) — The Scappoose Industrial Airpark is one of the twelve airports within the Portland Metropolitan Regional System.~~
- ~~D) — Due to the proximity of Portland, it is not anticipated that scheduled C.A.B. certificated air cargo or air passenger activities will take place at Scappoose during the study period~~
- ~~E) — A spillover of aircraft from the Portland region will occur at Scappoose due to (1) growth within that area, (2) increase in service, trade, and manufacturing employment, and (3) and increase in density in urban development, reducing the ability to meet aviation demands in the Portland area.~~
- ~~F) — In 1995 there will be 195 aircraft based at Scappoose of which 142 will be single engine, 35 multi-engine, 6 turbine or turbo-prop, and 12 rotorcraft. Of the 195 aircraft, over~~

120 will be from the Portland vicinity. All aircraft will generate a total of 173,500 annual operations.

- G) — The demand for aircraft parking throughout the 20-year study period will require extensive development of based aircraft tiedowns, T-hangars and public facilities.
- H) — To develop a non-precision instrument approach, nav aids will be required, and an obstruction removal program undertaken.
- I) — The increased use of the airport by large general aviation and business jet aircraft will require extending the main runway to 5100 feet by 1985.
- J) — The airport will serve business jets, and will be classified as "basic transport". After improvements, 100 percent of the business jet fleet can utilize the airport carrying 60 percent of their useful loads.
- K) — The development of an instrument landing system in 1985 will be necessary to satisfy locally generated demand, and instrument flight training facilities for use in the region. Additional projects will include removal of obstructions for the instrument approach, and construction of a fire crash rescue facility on the airport property. The increased traffic will require additional parking facilities, and a public terminal building. The airport may be eligible for an FAA air traffic control tower.
- L) — By utilizing proper planning and construction techniques, it is not anticipated that any permanent detrimental effects on the environment will result from development of the airport.
- M) — The increased aircraft emissions and pollutants are not significant compared to other activities within the community.
- N) — Land acquisition and easements will be required for protection of the instrument approaches at the airport, and for appropriate land use control with respect to noise.
- O) — There is one County park adjacent to the airport that would need to be relocated to accommodate the airport space requirements.
- P) — A terminal area layout plan was developed to satisfy the forecast demand; provide for aviation user convenience; develop adjacent land for industrial activities; ensure compatible land uses; promote the efficient flow of aircraft, ground vehicles, and pedestrians; and provide an attractive gateway to the community.
- Q) — An airport access plan was developed to fulfill ground transportation requirements and provide for obstruction clearance and location of roadways and highways in the immediate vicinity of the airport.
- R) — The airport development program identifies construction and land acquisition costs for each of the five-year periods as follows:

1975-80 ————— \$1,072,700

~~1980-85~~ ————— ~~1,443,800~~

~~1985-90~~ ————— ~~278,800~~

~~1990-95~~ ————— ~~340,000~~

- S) ——— Direct annual airport revenues will grow from \$13,000 to \$211,000 during the planning period. Extensive revenues will be obtained by development of T-hangers and tiedown rental spaces.
- T) ——— Total payroll paid at the airport in 1995 may be as high as \$873,000, expenditures by aircraft operators approximately \$1,935,000, and all types of taxes approximately \$500,000. Secondary dollar turnover within the community, as a result of airport development, will multiply by a factor of at least 1.25.
- U) ——— An Airport Superintendent will be required after 1980, and a fulltime Airport Manager will be required after 1985.
- V) ——— Primary sources of capital improvement funds will be the FAA and the Oregon State Aeronautics Division. It is anticipated that there will be supplemental contributions from Columbia County, the Portland Metropolitan Region, and possible private and corporate sources.
- W) ——— Port funding probably will be from tax revenues, airport facility revenues and bonds. Additional monies may come from interested investors.

## Inventories

### Transportation

#### Air Transportation

Lying just northeast of the study area is the Port of St. Helens' Scappoose Airport, which serves residents of the entire South County area. The Airport is classified by the Federal Aviation Administration as a general aviation airport. That is, the Airport accommodates private planes used in business and recreation. The Airport is not licensed to handle passenger service or air cargo on a scheduled basis.

In May, 1974, the Port of St. Helens retained Wadell Engineering Corporation to prepare a master plan for the airport. That Plan gives in-depth coverage to all facets of the airport's operation and projects a future direction for development of the facilities. A summary of the Plan can be found in the Economics Section.

Over the years that this Plan has been developed, progress at the Airport, like that for residences and commerce, has been erratic. While slowly increasing the number of quality of fixed base operators, there have been controversies over condemnations, inclusion or exclusion in the Growth Boundary, and whether the Airport should be relocated so its land can be mined.

Still with the ultimate population growth that Scappoose and St. Helens are expecting, implementation of the Airport Plan appears likely. Obviously, City policies relevant to the airport, and those plans of the Port of St. Helens, have to be complementary if implementation is to occur.

As part of the Periodic Review process, the City of Scappoose has adopted an Airport Overlay Zone. The purpose of this overlay zone is the prevention of air space conflicts in approach and departure zones of the Scappoose Airport. Further, this overlay zone is intended to prevent the establishment of air space obstruction in the airport approaches and surrounding areas through height restrictions and other land use controls as deemed essential to protect public health, safety and welfare.

## Air Transportation

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

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

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

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

## **Appendix H**

2004 Scappoose Industrial Airpark Airport Master Plan (as amended August 9, 2006)

{ORD 799, 2008}

2016 Scappoose Industrial Airpark Master Plan



In the text below, only those sections with amendments are listed. Language to be omitted is strikethrough, and proposed language additions are double underlined.

**Development Code Amendments:**

**Chapter 17.69 – Public Use Airport (PUA)**

**17.69.070 Dimensional requirements and development standards.**

A. Lot Size. There is no minimum lot size in the PUA zone.

B. Setbacks. No front, side or rear yard setbacks except on lots abutting a residential district, where the minimum setback is fifty feet on the side abutting or facing the residential district.

C. Screening. All outside storage areas require buffering and screening as defined in Chapter 17.100 (Landscaping) of the Scappoose Development Code.

D. Uses shall be developed and located in a manner consistent with the most recent Federal Aviation Administration (FAA) approved airport layout plan, the ~~2004~~ current Scappoose Industrial Airpark Airport Master Plan ~~(as amended August 9, 2006)~~.

E. Additional requirements shall include any applicable section of this title. (Ord. 786 §4, 2006; Ord. 726 §2, 2002)

**Chapter 17.73 – Airport Related (AR)**

**17.73.040 Permitted uses.** Uses shall be developed and located in a manner consistent with the most recent Federal Aviation Administration (FAA) approved airport layout plan, the ~~2004~~ current Scappoose Industrial Airpark Airport Master Plan ~~(as amended August 9, 2006)~~. Only the following uses, their accessory uses, and activities are permitted in the Airport Related (AR) zone: [...]

**17.73.050 Conditional uses.**

[...] D. All residential dwelling units located within the fifty-five Ldn airport noise contour identified in the ~~2004~~ current Scappoose Industrial Airpark Airport Master Plan ~~(as amended August 9, 2006)~~ shall utilize Noise Level Reduction (NLR) construction methods that provide at least twenty-five Ldn NLR between interior dwelling space and exterior.

**Chapter 17.88 - Public Use Airport Safety and Compatibility Overlay (AO)**

**17.88.030 Imaginary surface and noise impact boundary delineation.**

The airport elevation, the airport noise impact boundary, the airport direct impact boundary, the airport secondary impact boundary, and the location and dimensions of the runway, primary surface, runway

protection zone, approach surface, horizontal surface, conical surface and transitional surface shall be delineated for the Scappoose Industrial Airpark and shall be made part of the Official Zoning Map. The imaginary surfaces and the noise impact boundary are illustrated in the 2004 current Scappoose Industrial Airpark Airport Master Plan (~~as amended August 9, 2006~~). All lands, waters and airspace, or portions thereof, that are located within these boundaries or surfaces, and are located within the city limits, shall be subject to the requirements of this overlay zone. (Ord. 786 §5, 2006; Ord. 726 §2, 2002)



*Adoption of the 2016 Scappoose Industrial Airpark Master Plan*

**CITY OF SCAPPOOSE STAFF REPORT**

Request: Approval of four proposed actions pertaining to adoption of the 2016 Scappoose Industrial Airpark Master Plan Update

- 1) Adoption of the 2016 Scappoose Industrial Airpark Master Plan Update.
- 2) Comprehensive Plan Text Amendment (CPTA1-17) to amend the Inventories section and replace Appendix H with the 2016 Scappoose Industrial Airpark Master Plan.
- 3) Development Code Text Amendment (DCTA1-17) to amend Chapters 17.69 (PUA, Public Use Airport), 17.73 (AR, Airport Related), and 17.88 (AO, Public Use Airport Safety and Compatibility Overlays).
- 4) Update the 2016 TSP to include the 2016 Scappoose Industrial Airpark Master Plan Update as Section O of Volume 2

Applicant: City of Scappoose

**EXHIBITS**

1. 2016 Scappoose Industrial Airpark Master Plan Update (Appendices available upon request)
2. Full text of proposed amendments to the Comprehensive Plan
3. Full text of proposed amendments to the Development Code
4. Port of St Helens comment, dated January 10, 2018

**INTRODUCTION**

An update to the Airport Master Plan for the Scappoose Industrial Airpark was completed by the Port of St. Helens (POSH) in March 2016, and replaces the previous Airport Master Plan dated September 2004. The purpose of the master plan study was to identify necessary airport improvements to serve current and projected aviation demand, comply with current Federal Aviation Administration (FAA) design standards, and address airport sponsor, airport user, and other stakeholder issues identified as part of the planning process.

The Airport Master Plan Update study kicked off with a grant from the FAA to fund 90% and POSH funding the 10% balance. The planning process and documentation, as required, followed FAA Advisory Circular 150/5070-6B, Airport Master Plans. The Master Plan Update study involved several tasks spanning an estimated 18-month study timeframe.

## **OBSERVATIONS**

The chapters of the Airport Master Plan were published in draft format for review and comment throughout the planning process. Once review comments were incorporated into all draft chapters, a comprehensive report was published. Further, the Airport Layout Plan (ALP) presented in the 2004 master plan and revised in 2007 to reflect land acquisition—was updated as part of this master plan update. The ALP update graphically depicts current facilities and the POSH's long-term development plans to FAA design standards to ensure the Airport remains eligible for Federal and State funding support.

An active public involvement program was vital to the successful planning and implementation of the Airport Master Plan update. POSH established the following means to facilitate an open and successful public involvement program:

- **Planning Advisory Committee Meetings:** POSH established a Planning Advisory Committee (PAC), which is a 12-member committee representing a cross section of the community and representatives from the Oregon Department of Aviation (ODA) and Federal Aviation Administration (FAA).
- **Public Open Houses:** POSH held four public open houses. The public open houses allowed the public to ask questions, identify concerns, and provide input to the study.
- **Project Website:** To keep the public informed, POSH posted project information to include key contacts, scope of work, project schedule, meeting materials, and draft report chapters on their website.

The previous City of Scappoose City Planner also served on the Planning Advisory Committee and provided input on the coordination of airport policies and City ordinances and codes.

## **ANALYSIS**

City staff has reviewed the March 2016 Scappoose Industrial Airpark Master Plan. The purpose of the master plan was to identify necessary airport improvements to serve current and projected aviation demand, comply with Federal Aviation Administration (FAA) design standards, and address airport sponsor, airport user, and other stakeholder issues identified as part of the planning process. The FAA recommends that airports periodically update their master plans as conditions affecting airport operations and development occur. Consequently, the timeframe to update a master plan varies for different airports. The 2004 Plan used baseline data from 2000-2001, so the study elements such as the existing conditions, forecasts, and facility needs are over a decade old for the previously adopted plan.

This Airport Master Plan Update included a comprehensive study of the Scappoose Industrial Airpark's needs to meet aviation demand. Successful implementation of the plan will require POSH use the plan to guide future development of the Airport while remaining flexible when unforeseen changes occur. The fundamental information included in the plan will help POSH monitor and respond to such unforeseen changes in activity and facility needs.

## **ZONING AND LAND USE REGULATIONS**

While the entirety of the Scappoose Industrial Airpark lies within City limits, the properties outside the airport lie either within the City or within unincorporated Columbia County. The Airport Master Plan discusses the City of Scappoose and Columbia County zoning regulations in effect to protect the airport and its surroundings.

Graphical depictions of the airport environs and the critical areas regulated by the City's airport overlay (e.g., the Runway Protection Zone) can be found on several maps and diagrams within the Airport Master Plan:

- Chapter 7, Sheet 4, Airport Airspace Plan
- Chapter 7, Sheet 5, Runway Inner Approach Plan and Profile
- Chapter 7, Sheet 8, Land Use Plan
- Chapter 7, Sheet 9, Noise Contours

These figures will enable staff and citizens to determine at a glance whether the overlay is applicable to a particular property within City Limits.

### **AIRPORT EXPANSION PLANS**

The 2016 Airport Master Plan will be used by POSH to guide airport expansion plans. The 2016 Airport Master Plan evaluates four future expansion alternatives, including a No-Build Alternative where no action would occur.

During a Planning Advisory Committee (PAC) meeting on January 15, 2014, the PAC reviewed and evaluated the development alternatives to determine the most suitable long-term airside and landside development to be recommended to the Port of St. Helens as the "preferred alternative" for their review and approval. The preferred alternative was presented to the Port Commission on February 26, 2014. The Port Commission approved the preferred alternative concept, which has been depicted on the Airport Layout Plan (ALP) and presented in the Airport Plans Chapter. As anticipated, the preferred alternative included elements from the various build alternatives.

The PAC recommended a 900-foot runway extension to the south. Although the runway extension is not justified in the planning period, the PAC believes that its inclusion in the preferred alternative and ultimately on the Airport Layout Plan (ALP) will allow POSH to protect for such an extension should it be needed in the distant future.

As for the west side of the Airport, the PAC included most of the items shown in Alternative 3 in their preferred alternative with a few changes that include:

- Moving the Group I Taxiway further to the south and providing a two way Taxiway in order to ensure proper circulation in and out of the new hangar development
- Changing the designation of the area labeled on Alternative 3 as "Restaurant/Aviation Compatible" to "Aviation Related Commercial Development."

Specific development proposals (including the "preferred alternative") will require approval by the Planning Commission as part of Site Development Review prior to implementation.

### **RECOMMENDATION**

The reasons and rationale described within this report support the approval and adoption of the proposed Comprehensive Plan Text Amendment, Development Code Text Amendments, TSP update and the 2016 Scappoose Industrial Airpark Master Plan.

Based on the information within the proposed amendments; applicable statutes, rules, comprehensive plan provisions and implementing ordinances; and the information within the September 2016 Scappoose Industrial Airpark Master Plan Update, staff recommends that the Planning Commission recommend adoption of the four proposals for consideration by the City Council.

## **FINDINGS FOR APPROVAL**

1. The proposal to adopt the 2016 Scappoose Industrial Airpark Master Plan Update builds on the adoption of Ordinance 786 and 816. Ordinance 786 officially adopted the 2004 Airport Master Plan and amended Scappoose Municipal Ordinance 658 and the Scappoose Transportation System Plan to reflect the conditions in the Airport Master Plan. Ordinance 816 amended the Land Use Goals and Policies section of the Comprehensive Plan to include text related to "Airport Employment". Ordinance 816 also amended the Scappoose Municipal Code to include Chapter 17.74 "Airport Employment Overlay Zones". Both Ordinance 786 and 816 were written to be compliant with the state Aviation System Plan, OAR 660, Division 13 (Airport Planning) and ORS 836.000 through 836.630.
2. As described within the 2016 Airport Master Plan, the Master Plan assesses existing facilities, project demands, and the resulting facility needs, and outlines an airport Land Use Plan. The Master Plan was written by the Port of St. Helens to be compliant with federal and state regulations regarding airport planning. The Master Plan was finalized in March 2016.
3. Adopting the 2016 Scappoose Industrial Airpark Master Plan Update will aid in the application of the Scappoose Development Code regulations regarding allowable land uses and practices on and near the Scappoose Industrial Airpark. The Comprehensive Plan and Development Code amendments reflect correct conditions based on the 2016 Airport Master Plan Update while also properly referencing the current Airport Master Plan. Together, the proposed legislative land use decision incorporates applicable statutes; statewide planning goals and guidelines; comprehensive plan goals and policies; and provisions of the implementing ordinances. Adopting the 2016 Airport Master Plan will clearly demonstrate that the City has reviewed and accepted the Port of St. Helens' Master Plan for the ongoing operations of the airpark.
4. The following Statewide Planning Goals have been considered by the City of Scappoose in the formation of the language contained within this request:

### ***Citizen Involvement (Goal 1)***

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

**Finding:** This application complies with the citizen involvement processes included in the City's acknowledged Comprehensive Plan and Development Code, which is consistent with Statewide Planning Goal 1. The Planning Commission and City Council will hold public hearings on the proposal prior to adopting any amendments to the Comprehensive Plan and Scappoose Municipal Code. Notice of the proposal and hearings were published in the local newspaper on January 12<sup>th</sup> and 19<sup>th</sup>, 2018. The proposal was emailed to the Department of Land Conservation and Development on December 21, 2017 in advance of the January 25, 2018 Planning Commission hearing. A referral and request for comments was sent to the

airport sponsor, the Port of St Helens, and to the Oregon Department of Aviation on December 21, 2017.

The Port of St. Helens established an advisory committee to review the Airport Master Plan as it was developed. The advisory committee members included stakeholders with an interest in protecting the Scappoose Industrial Airpark.

These actions have provided a venue for citizen participation in the development and adoption of the 2016 Airport Master Plan. These actions are consistent with Goal 1.

### ***Land Use Planning (Goal 2)***

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

**Finding:** The proposal is to adopt the 2016 Airport Master Plan for the Scappoose Industrial Airpark, and to amend the Comprehensive Plan and Municipal Code consistent with the City's regulations regarding legislative land use decisions. Legislative decisions first require a Planning Commission recommendation to the City Council, which then makes a decision based on stated findings. The Planning Commission and City Council hearings are open to the public. The Planning Commission hearing is scheduled for January 25, 2018, and City Council hearings will be held on February 5<sup>th</sup> and 20<sup>th</sup>, 2018. These actions are consistent with Goal 2.

### ***Economic Development (Goal 9)***

*Objective: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

**Finding:** Adopting the 2016 Airport Master Plan will maintain a large employment site within the City of Scappoose. The diagrams in the Airport Master Plan will assist City staff in enforcing the land use regulations designed to protect the Scappoose Industrial Airpark. The Scappoose Industrial Airpark is a desirable airfield and manufacturing location, as evidenced by private sector interest in using the airport. Preserving and expanding the use of the airport will enhance economic opportunity for the City and the region. These actions are consistent with Goal 9.

### ***Public Facilities and Services (Goal 11)***

*Objective: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

**Finding:** The 2016 Airport Master Plan outlined the facilities required to meet aviation demand projected for Scappoose Industrial Airpark through the long-term planning horizon. The Airport Master Plan states that water service to the Scappoose Industrial Airpark is provided by the City of Scappoose through an 18" main in West Lane and a 12" main along Sky Way Drive. Onsite sanitary sewer disposal is currently via septic systems. The closest storm drainage sewer is also located southwest of the runway and runs adjacent to the sewer lines. The Port of St. Helens is currently planning to extend the public sanitary sewer lines north to serve the airport property and to replace the existing septic systems in the spring of 2018. Electrical Power is provided by Columbia River People's Utility District (CRPUD).

Prior to future development of the site, POSH will need to demonstrate that public facilities will be installed consistent with the City's Public Works Design Standards and the master plans for water, wastewater, storm drainage, and transportation. These actions are consistent with Goal 11.

***Transportation (Goal 12)***

*Objective: To provide and encourage a safe, convenient and economic transportation system.*

**Finding:** The Scappoose Transportation System Plan outlines the transportation needs for the area near the Scappoose Industrial Airpark. The 2016 Airport Master Plan is the mechanism by which the Port of St. Helens lays out their plans to augment the airport's operations and facilities. Adoption of the Master Plan continues to provide the City with a viable air transportation option, complying with the Goal. These actions are consistent with Goal 12.

***Statewide Planning Goals 3-8, 10, and 13-19 are not applicable to this application.***

5. The following Statutes, Rules, Comprehensive Plan Provisions and Implementing Ordinances have been considered by the City of Scappoose in the formation of the language contained within this request:

**OAR 660 Division 13 – Airport Planning:**

**660-013-0030**

***Preparation and Coordination of Aviation Plans***

[...]

*(2) A city or county with planning authority for one or more airports, or areas within safety zones or compatibility zones described in this division, shall adopt comprehensive plan and land use regulations for airports consistent with the requirements of this division and ORS 836.600 through 836.630. Local comprehensive plan and land use regulation requirements shall be coordinated with acknowledged transportation system plans for the city, county, and Metropolitan Planning Organization (MPO) required by OAR 660, Division 12. Local comprehensive plan and land use regulation requirements shall be consistent with adopted elements of the state ASP and shall be coordinated with affected state and federal agencies, local governments, airport sponsors, and special districts. If a state ASP has not yet been adopted, the city or county shall coordinate the preparation of the local comprehensive plan and land use regulation requirements with ODA. Local comprehensive plan and land use regulation requirements shall encourage and support the continued operation and vitality of airports consistent with the requirements of ORS 836.600 through 836.630.*

**Finding:** In 2002 the City of Scappoose created the Public Use Airport zone, which has a stated purpose of “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.” In 2002 the City also created the Public Use Airport Safety and Compatibility Overlay Zone, which has a stated purpose of “to encourage and support the continued operation and vitality of the Scappoose Industrial Airpark by establishing compatibility and safety standards to promote air navigational safety at the Airpark and to reduce potential safety hazards for persons living, working or recreating near the Airpark.” Adoption of these regulations was coordinated with Columbia County and the Port of St. Helens.

Notice of this proposal was mailed to the Oregon Department of Land Conservation and Development on December 21, 2017. The Port of St. Helens and the Oregon Department of Aviation were mailed copies of this proposal to adopt the 2016 Airport Master Plan on December 22, 2017.

The Port of St. Helens wrote the 2016 Airport Master Plan to be consistent with the applicable provisions of the Airport Planning Rule. The Federal Aviation Administration reviewed the Airport Master Plan during its development to ensure compliance with Federal standards. The adopted findings for Ordinance 786 and 816 demonstrate compliance with the Airport Planning Rule. The requirements of OAR 660-013-0030 (2) are met.

#### **660-013-0040**

##### ***Aviation Facility Planning Requirements***

*A local government shall adopt comprehensive plan and land use regulation requirements for each state or local aviation facility subject to the requirements of ORS 836.610(1). Planning requirements for airports identified in ORS 836.610(1) shall include:*

*(1) A map, adopted by the local government, showing the location of the airport boundary. The airport boundary shall include the following areas, but does not necessarily include all land within the airport ownership:*

*(a) Existing and planned runways, taxiways, aircraft storage (excluding aircraft storage accessory to residential airpark type development), maintenance, sales, and repair facilities;*

*(b) Areas needed for existing and planned airport operations; and*

*(c) Areas at non-towered airports needed for existing and planned airport uses that:*

*(A) Require a location on or adjacent to the airport property;*

*(B) Are compatible with existing and planned land uses surrounding the airport; and*

*(C) Are otherwise consistent with provisions of the acknowledged comprehensive plan, land use regulations, and any applicable statewide planning goals.*

*(d) "Compatible," as used in this rule, is not intended as an absolute term meaning no interference or adverse impacts of any type with surrounding land uses.*

*(2) A map or description of the location of existing and planned runways, taxiways, aprons, tiedown areas, and navigational aids;*

*(3) A map or description of the general location of existing and planned buildings and facilities;*

*(4) A projection of aeronautical facility and service needs;*

*(5) Provisions for airport uses not currently located at the airport or expansion of existing airport uses:*

*(a) Based on the projected needs for such uses over the planning period;*

*(b) Based on economic and use forecasts supported by market data;*



*(c) When such uses can be supported by adequate types and levels of public facilities and services and transportation facilities or systems authorized by applicable statewide planning goals;*

*(d) When such uses can be sited in a manner that does not create a hazard for aircraft operations; and*

*(e) When the uses can be sited in a manner that is:*

*(A) Compatible with existing and planned land uses surrounding the airport; and*

*(B) Consistent with applicable provisions of the acknowledged comprehensive plan, land use regulations, and any applicable statewide planning goals.*

*(6) When compatibility issues arise, the decision maker shall take reasonable steps to eliminate or minimize the incompatibility through location, design, or conditions. A decision on compatibility pursuant to this rule shall further the policy in ORS 836.600.*

*(7) A description of the types and levels of public facilities and services necessary to support development located at or planned for the airport including transportation facilities and services. Provision of public facilities and services and transportation facilities or systems shall be consistent with applicable state and local planning requirements.*

*(8) Maps delineating the location of safety zones, compatibility zones, and existing noise impact boundaries that are identified pursuant to OAR 340, Division 35.*

*(9) Local government shall request the airport sponsor to provide the economic and use forecast information required by this rule. The economic and use forecast information submitted by the sponsor shall be subject to local government review, modification and approval as part of the planning process outlined in this rule. Where the sponsor declines to provide such information, the local government may limit the airport boundary to areas currently devoted to airport uses described in OAR 660-013-0100.*

**Finding:** The 2016 Airport Master Plan prepared by the Port of St. Helens includes the maps and diagrams required by the Airport Planning Rule and an analysis of existing facilities and projection of future needs, which were used to develop the expansion plans for the airport. Applicable diagrams within the Scappoose Industrial Airpark Master Plan include:

- Chapter 7, Sheet 2, Airport Layout Plan
- Chapter 7, Sheet 4, Airport Airspace Plan
- Chapter 7, Sheet 5, Runway Inner Approach Plan and Profile
- Chapter 7, Sheet 8, Land Use Plan
- Chapter 7, Sheet 9, Noise Contours
- Chapter 7, Sheet 10, Airport Property Map

The City will continue to utilize its own zoning maps to determine the base zone for properties in the vicinity of the airport. The diagrams within the Airport Master Plan will be used to determine whether the airport overlay zone is applicable to particular properties within City Limits.

The City of Scappoose enforces land use regulations to ensure that development in the vicinity of the Scappoose Industrial Airpark is compatible with aviation operations, as discussed above under the heading “OAR 660-013-0030, Preparation and Coordination of Aviation Plans.”

The Airport Master Plan discusses the public facilities that currently serve the airport and notes that some existing facilities would need upgrades to serve the airport as it develops and expands. As part of future land use reviews for the site, POSH would need to demonstrate that its planned infrastructure upgrades would be sufficient and would comply with the City’s Public Works Design Standards and the master plans for water, wastewater, storm drainage, and transportation.

The City has not revised or modified the economic and use forecast information supplied by the Port of St. Helens. The requirements of OAR 660-013-0040 are met.

#### **660-013-0050**

##### ***Implementation of Local Airport Planning***

*A local government with planning responsibility for one or more airports or areas within safety zones or compatibility zones described in this division or subject to requirements identified in ORS 836.608 shall adopt land use regulations to carry out the requirements of this division, or applicable requirements of ORS 836.608, consistent with the applicable elements of the adopted state ASP and applicable statewide planning requirements.*

**Finding:** The Scappoose Industrial Airpark and portions of its imaginary surfaces fall within the jurisdiction of the City of Scappoose. The City has adopted the Public Use Airport Zone and the Public Use Airport Safety and Compatibility Overlay Zone to protect the airport consistent with the Airport Planning Rule. The Overlay Zone aligns with model ordinances authored by the Oregon Department of Aviation. The requirements of OAR 660-013-0050 are met.

#### **660-013-0080**

##### ***Local Government Land Use Compatibility Requirements for Public Use Airports***

*(1) A local government shall adopt airport compatibility requirements for each public use airport identified in ORS 836.610(1). The requirements shall:*

*(a) Prohibit new residential development and public assembly uses within the Runway Protection Zone (RPZ) identified in Exhibit 4;*

*(b) Limit the establishment of uses identified in Exhibit 5 within a noise impact boundary that has been identified pursuant to OAR 340, division 35 consistent with the levels identified in Exhibit 5;*

*(c) Prohibit the siting of new industrial uses and the expansion of existing industrial uses where either, as a part of regular operations, would cause emissions of smoke, dust, or steam that would obscure visibility within airport approach corridors;*

*(d) Limit outdoor lighting for new industrial, commercial, or recreational uses or the expansion of such uses to prevent light from projecting directly onto an existing runway or taxiway or into existing airport approach corridors except where necessary for safe and convenient air travel;*

*(e) Coordinate the review of all radio, radiotelephone, and television transmission facilities and electrical transmission lines with the Oregon Department of Aviation;*

*(f) Regulate water impoundments consistent with the requirements of ORS 836.623(2) through (6); and*

*(g) Prohibit the establishment of new landfills near airports, consistent with Department of Environmental Quality (DEQ) rules.*

*(2) A local government may adopt more stringent regulations than the minimum requirements in section (1)(a) through (e) and (g) based on the requirements of ORS 836.623(1).*

**Finding:** Discussed in the 660-013-0155 Finding section below.

### **660-013-0155**

#### ***Planning Requirements for Small Airports***

*(1) Airports described in ORS 836.608(2) shall be subject to the planning and zoning requirements described in ORS 836.608(2) through (6) and (8).*

*(2) The provisions of OAR 660-013-0100 shall be used in conjunction with ORS 836.608 to determine appropriate types of uses authorized within airport boundaries for airports described in 836.608(2).*

*(3) The provisions of OAR 660-013-0070(1)(b) shall be used to protect approach corridors at airports described in ORS 836.608(2).*

*(4) Airport boundaries for airports described in ORS 836.608(2) shall be adopted by local government pursuant to the requirements in ORS 836.608(2).*

**Finding:** The Port of St. Helens wrote the 2016 Airport Master Plan to be consistent with the applicable provisions of the Airport Planning Rule. The Federal Aviation Administration reviewed the Airport Master Plan during its development to ensure compliance with Federal standards. The City has adopted the Public Use Airport Zone and the Public Use Airport Safety and Compatibility Overlay Zone to protect the airport consistent with the Airport Planning Rule. The Overlay Zone aligns with model ordinances authored by the Oregon Department of Aviation. The requirements of OAR 660-013-0080 and OAR 660-013-0155 are met.

### **OAR 660 Division 12 – Transportation Planning:**

#### **660-012-0020**

#### ***Elements of Transportation System Plans***

*(2) The TSP shall include the following elements:*

*[...]*

*(e) An air, rail, water and pipeline transportation plan which identifies where public use airports, mainline and branchline railroads and railroad facilities, port facilities, and major regional pipelines and terminals are located or planned within the planning area. For airports, the planning area shall include all areas within airport imaginary surfaces and other areas covered by state or federal regulations;*

**Finding:** Discussed in the 660-012-0045 *Finding* section below.

**660-012-0045**

***Implementation of the Transportation System Plan***

(2) *Local governments shall adopt land use or subdivision ordinance regulations, consistent with applicable federal and state requirements, to protect transportation facilities, corridors and sites for their identified functions. Such regulations shall include:*

[...]

(c) *Measures to protect public use airports by controlling land uses within airport noise corridors and imaginary surfaces, and by limiting physical hazards to air navigation;*

[...]

(f) *Regulations to provide notice to public agencies providing transportation facilities and services, MPOs, and ODOT of:*

[...]

(D) *Other applications within airport noise corridors and imaginary surfaces which affect airport operations.*

**Finding:** The City's 2016 Transportation System Plan analyzes the transportation needs of the areas on and around the Scappoose Industrial Airpark, including those areas within the airport imaginary surfaces. The 2016 Scappoose Transportation System Plan will be amended to include the updated 2016 Airport Master Plan as Section O of Volume 2. The City's Development Code implements land use regulations to protect the Scappoose Industrial Airpark and to provide notice to POSH regarding land use applications that would impact the airport. The requirements of OAR 660-012-0020 (2)(e) and 660-012-0045(2) are met.

**Goals and Policies from the Scappoose Comprehensive Plan**

***Goals for the Airport Employment (AE) Land Use Designation***

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

- 1) *Support and promote the continued safe operation of the Scappoose Industrial Airpark and the economic vitality of the AE designation by providing suitable sites for targeted employment opportunities identified in the Scappoose EOA.*
- 2) *Provide a location for airport-related and -compatible employment activities in a master-planned setting with good highway, arterial road and airport access – in an area where their environmental effects will have a minimal impact upon the community.*
- 3) *Utilize the AE as an attractor for employment opportunities identified in the Scappoose EOA that are dependent upon, compatible with, or benefit from aircraft access, air transportation, and the existing cluster of aviation-related businesses located near the airport.*
- 4) *Take advantage of the transportation options provided by the Scappoose Industrial Airpark by allowing airport-related and compatible employment uses called for in the*

*Scappoose EOA, including industrial, office and service commercial, and supportive lodging and restaurant employment.*

### ***Policies for the Airport Employment (AE) land Use Designation***

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

- 1) Locate light industrial, office and service commercial, and airport-related employment areas that have a convenient relationship to the community's vehicular and aircraft transportation systems.*
- 2) Screen or set back the boundaries of airport related development areas from abutting existing residential uses.*
- 3) Apply the AE designation to areas east, south, and west of the airport runway.*
- 4) Protect the stability and functional aspects of airport-related uses by prohibiting incompatible uses that create safety hazards or otherwise interfere with customary and usual aviation-related activities as defined by the Development Code.*
- 5) Encourage airport-related educational opportunities.*
- 6) Work with the Port of St. Helens and private property owners to maintain the continuing viability of the Scappoose Industrial Airpark and the AE.*
- 7) Encourage mixed office and service commercial uses, and supporting lodging and restaurant opportunities in a master planned setting in designated Business Park areas.*
- 8) Protect large industrial sites for their intended use as called for in the Scappoose EOA.*
- 9) Provide taxiway access to employment sites wherever feasible – especially in designated Industrial Airpark area*

**Finding:** In April 2011, the City of Scappoose adopted Ordinance 816 which amended sections of the Comprehensive Plan and Municipal Code. The ordinance amended the Land Use Goals and Policies section of the Comprehensive Plan to include text related to “Airport Employment”. Ordinance 816 also amended the Scappoose Municipal Code to include Chapter 17.74 “Airport Employment Overlay Zones”. Based on information from Ordinance 816, the City then passed Ordinance 860 which approved the annexation of 343 acres to be zoned as Public Use Airport (PUA) and 15 acres of Public Lands Recreation (PL-R) to comply with the “Airport Employment” and “Public Lands” Comprehensive Plan designation. The Scappoose City Council then passed Ordinance 861 to amend Scappoose Municipal Code Chapter 17.74-Airport Employment Overlay Zones and Chapter 17.162 - Procedures for Decision Making-Quasi-Judicial, to apply the Airport Employment Overlay zones to specific properties west of the Scappoose Industrial airport (in City limits), to clarify conceptual master plan requirements, and to specify review procedures. The applicable policies for Airport Employment (AE) Land Use Designation 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 local economic development policy through the adoption of the Scappoose Economic Opportunities Analysis.*

- 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.*
- 4) *Take advantage of economic opportunities identified in the Scappoose Economic Opportunities Analysis (EOA) to increase local employment and community prosperity.*
- 5) *Capitalize on the comparative advantages identified in the Scappoose EOA to maintain and attract industrial and commercial employment opportunities.*

### ***Policies for Economics***

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

- 10) *Capitalize on the comparative advantages offered by the Scappoose Industrial Airpark, proximity to the Portland region, a pro-business community attitude, and the availability of serviced employment land to create job opportunities for existing and future Scappoose residents.*
- 12) *Ensure that mining activities are compatible with surrounding activities including the airport by applying the Public Use Airport Safety and Compatibility Overlay Zone.*
- 13) *Coordinate plans by the City, County and Port District to provide and pay for public facilities to accommodate expected industrial, commercial, institutional, and residential growth.*
- 16) *Protect industrial, airport-related and commercially designated areas for their intended uses as identified in the Scappoose Economic Opportunities Analysis.*
- 17) *Coordinate with the Port of St. Helens and individual property owners to protect land near the Scappoose Industrial Airpark for intended airport-related and airport-compatible employment uses as called for in the Scappoose EOA.*

**Finding:** Ordinance 816 created the Airport Employment Overlay Zone which outlined goals and policies for employment at the Scappoose Industrial Airpark. Adoption of the 2016 Airport Master Plan will continue to maintain the viability of the Scappoose Industrial Airpark as an employment center within the City of Scappoose. Industrial development will enhance the City's economic base, providing additional employment opportunities within City Limits. The City's existing land use regulations limit the permitted uses in the vicinity of the airport to make sure that development near the airport is compatible with aviation. Airport related operations would likely be low-pollution activities that will bolster the City's tax base and will provide employment opportunities for City residents. The City proposes to adopt the Airport Master Plan developed by the Port of St. Helens as an outline for airport growth. The applicable Goals for Economics and the Policies for Economics are satisfied.

### ***Transportation Goals and Policies***

**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.*

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

- 4.3) *Encourage employment opportunities at the Scappoose Industrial Airpark. The City shall plan for future freight facility needs at the Airpark and implement compatibility and safety standards to promote air navigational safety at the Airpark and to reduce potential safety hazards for persons living, working or recreating near the Airpark.*

**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.*

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

- 9.7) *Coordinate with the Port of St. Helens to maintain the continuing viability of the Scappoose Industrial Airpark.*

**Finding:** Throughout the planning and development process of the 2016 Airport Master Plan Update, POSH coordinated with additional stakeholders to ensure the Plan met local, state, federal, and Federal Aviation Administration (FAA) standards and requirements. As part of that process, the previous City of Scappoose City Planner served on the Planning Advisory Committee and provided input on the coordination of airport policies and City ordinances and codes. The applicable Goal 4.3: Economic Vitality and the Goal 9.7: Coordinate Transportation Planning are satisfied.

#### **Chapter 17.160 PROCEDURES FOR DECISION MAKING—LEGISLATIVE**

*17.160.120 The standards for the decision.*

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

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

*B. Consideration may also be given to:*

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

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