

**CITY OF SCAPPOOSE
COMPREHENSIVE PLAN**

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HIGHLIGHTS

- 1) ASSUMPTIONS OF FUTURE GROWTH**
- 2) COMPREHENSIVE PLAN MAP**
- 3) INTRODUCTION**

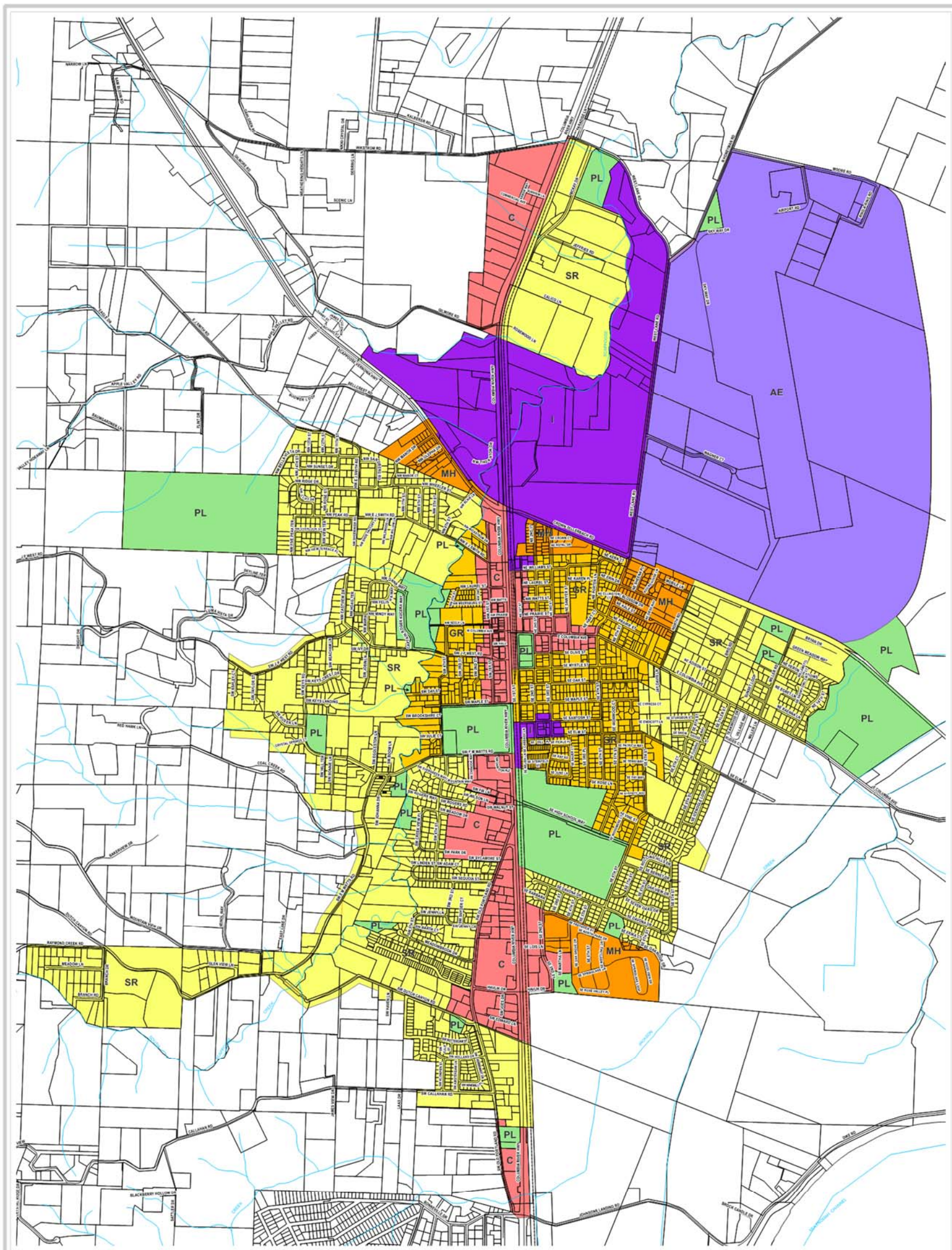
Assumptions about Future Growth in Scappoose

In order for a community to plan for 20 years into the future, it must have some "premonition" of what the community might look like. To say with complete certainty that the town will look like this or that, is somewhat foolhardy; still, our initial research suggests that the following statements will probably come to pass.

Population Growth	The City will use the official population forecast developed by Portland State University's population research center to forecast population growth. The forecast shows that population in Scappoose's UGB is forecast to grow from 7,686 people in 2018 to 10,951 people in 2038, an increase of 3,265 people.
Urban Center	Due to County zoning policies and the need for City services, most future residential development will occur within Scappoose's Urban Growth Boundary. Future local growth, then, will be channeled toward Scappoose.
Development	Most residential development will occur to the southern and eastern sections of Scappoose; most industrial development will occur to the north, in the area around the airport.
Housing	Scappoose will provide opportunities for a wider range of housing types. The City will plan for: single-family detached housing will account for 65% of new housing, single-family attached housing will account for 7% of new housing, multifamily housing with 2 to 4 units will account for 10% of new housing, and multifamily housing with 5 or more units will account for 18% of new housing.
Manufactured Home Parks	Manufactured Home Parks and Subdivisions will be developed in Scappoose. (Ord 635, 1995)
Relationship to Portland	Scappoose will remain a "bedroom community" of Portland though there will be an increase in local industrial development.
Transportation & Automobile	Scappoose will have some form of public or public or commuter transportation in the future.
Transportation & Highway 30	The Department of Transportation (DOT) recently completed the widening of Highway 30 to four lanes. Currently, there are four traffic lanes from Portland to the

	City which has created a reduction in travel time. This widening is expected to have an impact on the City. The DOT is currently conducting a Highway 30 corridor study to determine that impact.
Local Economy	With the development of the airport area as an industrial park, there will be an increase in local industry; likewise, the local trade and service sectors of the economy are going to improve. Still, most residents will rely on Portland for their shopping needs.
City Tax Base and Annexation	The industrial activities to the north will eventually be annexed, as will other areas in the urban growth boundary when sewer and water are needed.
Sewer System	The plans for sewage treatment plant expansion are underway with implementation decisions to be made by Council in 1990. The City is developing a study to develop a pre-design report for expansion of the sewer treatment plant.
Water System	The water treatment plant can adequately provide current and short term needs. There is a long range frontier for treatment capacity that must be addressed. Currently, no plans exist to expand the water treatment plant.
City Services	City sewer and water will no longer be extended to unincorporated areas.
Fire Department	The fire protection needs of the community are effectively served by the existing fire protection district. At present there are no plans for converting the fire district to a regular department with full time paid personnel.
Medical	Medical facilities in Scappoose will be expanded and improved.
Police	Police Services will be expanded to handle a larger population.
Schools	No Plans exist to expand the local schools.
Parks	The City will attempt to develop local parks.

City of Scappoose Comprehensive Plan Map



City of Scappoose

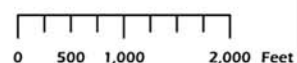
Comprehensive Plan Map



Legend		Comprehensive Plan Designation	
	Streets		SR - Suburban Residential
	Rivers		GR - General Residential
	Railroads		MH - Manufactured Home
	Taxlots		C - Commercial
	City Limits		I - Industrial
			AE - Airport Employment
			PL - Public Lands



1" = 1500'



Taxlot Revision: 6/2017
 Compilation Date: 7/2017

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Introduction

Today in Oregon almost all local planning determinations evolve from one of three documents: the zoning ordinance, the subdivision ordinance, and the comprehensive plan. They are the tools of the trade, the mechanisms by which land use issues are addressed. The City's Zoning Ordinance and Subdivision Ordinance have been codified as the Development Code. (Ord 635, 1995)

The two ordinances are sets of laws relating to (1) which land uses are allowed where and (2) the appropriate procedures for creating subdivisions. These ordinances are quite specific in terms of requirements: they list permitted uses, minimum lot sizes, setback requirements, time deadlines, procedures for appeal, etc. These ordinances, in a sense, regulate the use of land on a day-to-day basis and pertain to the here and now.

A comprehensive plan also has the force of law. Its frame of reference, however, is to the future, often 20 to 30 years into the future. Its soul is not a series of specific requirements as are the ordinances, but rather a set of general policy statements the City is to undertake to guide future development. Its purview is not limited to just land uses but includes all the factors that comprise the local environmental economics, housing, public services, transportation, and local resources, as well as land uses.

Thus, we have two types of planning mechanisms--ordinances and plans--that perform different functions. And yet, they have to agree; they have to be coordinated with and complement one another. For while the comprehensive plan points the way to a desired pattern of future growth and development, ordinances are the implementing tools.

Legal Definition of a Comprehensive Plan - ORS 197.051

"A generalized, coordinated land use map and policy statement of the governing body ... that interrelates all functional and natural systems and activities relating to the use of lands ...
"Comprehensive" means all inclusive, both in terms of geographic area covered and functional and natural activities and systems occurring in the area covered by the plan."

As suggested, the purpose of a Comprehensive Plan is to be a guidebook indicating goals and direction for the municipality. By definition such a document must represent the wants of the residents: what good is a long-range plan if it does not know what the local citizenry wants and is willing to support. Thus, LCDC's top priority has been to encourage citizen participation in local planning, "to develop a citizen involvement program that insures the opportunity to be involved in all phases of the planning process." The rationale is simple: plans without such input, plans unable to reflect the residents' desires, tend to be irrelevant documents that wind up unused and hidden away in some closet.

The citizen has been, and will continue to be, incorporated into this Plan. The City--through a questionnaire, public hearings, a Citizen Involvement Committee, and the Planning Commission--has sought to reflect the community's desires in this Plan. Appendix A describes that process.

In the previous paragraph it was mentioned that citizen opinion "will continue to be" incorporated into this Plan. Citizens' needs and wants change, developmental pressures change, the Comprehensive Plan must respond to these changes. The Planning Commission will conduct a thorough review of the Plan and implementing ordinances at least as often as directed by the Oregon Department of Land Conservation and Development in order to satisfy the periodic review requirements of ORS 197.640.

Work on this Plan was divided into five steps. The first step consisted of researching the various natural and man-made systems of the area with an attempt to identify problem areas now and in the future. Research was divided into seven areas - population, existing land uses, economics, public services, transportation, housing, and local resources - and the results of this research can be found in the Inventory Section. These inventories do not attempt to make recommendations but rather try to present the important considerations of each system in an objective manner, allowing everyone to analyze them as they will.

The second step consisted of collecting the opinions of resident about planning issues and future growth. This was accomplished by citizen involvement meetings, public hearings, and a survey. The results of the survey are in Appendix B

From the inventories and citizen input, we devised a set of assumptions, a scenario, of what Scappoose could look like, of what the citizenry wanted it to look like, in the year 2000. Briefly, our scenario sees Scappoose as a bedroom community of 10,000 people, but with an increase in local industrial development. Though industrial and residential growth occur, the basic living style of the area is maintained. These growth assumptions are listed in the Highlights Section on Page 1 and 2.

The fourth step involved establishing policies to attain our step three scenario in an orderly and efficient manner. These policy statements are actions the City is committing itself to with regard to economics, public services, transportation, housing, and local resources.

From these policies, and from a set of general land use principles the City adopted, evolved specific mapping designations and related land use policies.

The approach used for this Plan resembles a ladder: each step is dependent on the step before. Most of the difficult mapping determinations were influenced by the policies which, in turn, were influenced by the assumptions. Mapping designations, then, did not take place in isolation; citizen opinions along with an analysis of potential impacts were taken into account for each designation. And before alterations to this document are undertaken, attempts should be made to

uncover all the ramifications of that proposal. Successful planning cannot be carried out in a vacuum. In conclusion, three points about planning in Scappoose deserve emphasis.

- 1) The need for revision: this Plan is not a detailed blueprint for the future but a fluid document whose thrust must be adjusted as conditions change.
- 2) The need for citizen involvement: this Plan, to be effective, must listen to the voice of the citizenry.
- 3) The need to manage growth in an orderly manner: this Plan, recognizing that growth will occur, tries to direct it to areas that can best absorb new development.

Such are the guiding principles of this document.

INVENTORIES

Contents

- 1) Population
- 2) Land Uses
- 3) Economy
- 4) Public Facilities and Services
 - A) Water
 - B) Sewer
 - C) Storm Drain
 - D) Parks and Recreation
 - E) Schools
 - F) Police
 - G) Fire
 - H) Health Care
 - I) Library
- 5) Transportation
- 6) Housing
- 7) Local Resources Goal 5 Amendments
- 8) Air, Land, Water, and Noise Quality

Population

Scappoose's population growth between 1930 and 2016 shows the city's transition from a rural community to a "bedroom community" of the Portland Metropolitan area. Since 1930, the population of Scappoose grew from 248 to 6,785 people, with the fastest growth occurring from 1960 -1970 at an average yearly growth rate of 7.3%. As Scappoose grew, it also increased its share of the Columbia County population from 1% to 13% of the total County population.

From 1990 to 2000, Scappoose grew by 145 people per year, and again by 162 people per year between 2000 and 2010. Over this period, nearly three-quarters of Columbia County's population was the result of in-migration of new residents, which drove growth in Scappoose. Scappoose provides the outdoor amenities of a rural environment and the service and amenities of a small city. In addition, the city's proximity to the Portland area provides access to employment and other amenities associated with a large urban area within a 35-minute drive. People are attracted to Scappoose by its rural environment and good access to Portland. Like those who are "veterans" of the area, newcomers take pleasure in substituting Scappoose's small-town tranquility for the urban environment's congestion, pollution and crime.

The forecast of population growth for Scappoose's UGB show that the city will grow from 7,868 people in 2018 to 10,951 people in 2038, a 42% increase. While growth of the Portland region may increase Scappoose's in-migration of new residents, there are other factors that may contribute to this growth. Most notably, the Oregon Manufacturing Innovation Center will bring jobs and students to Scappoose, some of whom may choose to live and work in Scappoose. The forecast of population growth does not take potential growth resulting from the Oregon Manufacturing Innovation Center into account because planning for the Center is still underway.

There are, however, potential constraints to future growth. The most obvious one is the City's ability to provide services to an expanding populace. As the inventories for various public facilities show, servicing a population of 10,000 will mean additional capital expenditures in terms of the water, sewer and school systems.

In addition, continued growth in Scappoose resulting from growth of the Portland region depends on continued availability of relatively inexpensive gasoline. While fuel prices are relatively low in 2017, energy prices are forecasted to increase over the next 20 years. Despite expected continued increases in energy efficiency and decreases in demand for energy by some industries, demand for energy is expected to increase through 2040 period because of increases in population and economic activity. These increases may result in increases in gasoline costs, decreasing willingness to commute by people who live in Scappoose and work in the Portland region.¹

¹ Energy Information Administration, 2015, *Annual Energy Outlook 2015 with Projections to 2040*, U.S. Department of Energy, April 2015.

Scappoose's Population Growth, 1930 – 2016

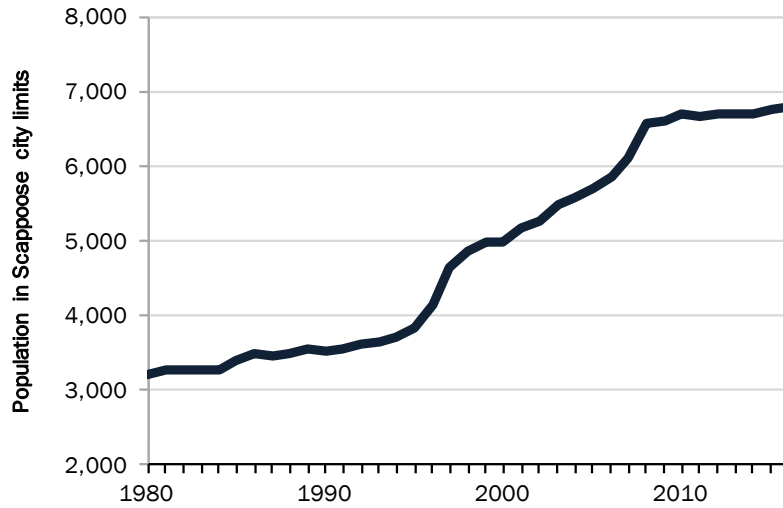
Table P-1

Year	Scappoose's Population	Average Yearly Population Growth Increments	Average Yearly Population Growth Rate	Columbia County Populace	Scappoose's Percentage of County Populace
1930	248			20,047	1.2%
1940	336	9 people	3.1%	20,971	1.6%
1950	659	32 people	7.0%	22,967	2.9%
1960	923	26 people	3.4%	22,379	4.1%
1970	1,859	94 people	7.3%	28,790	6.5%
1980	3,213	135 people	5.6%	35,646	9.0%
1990	3,529	32 people	0.9%	37,557	9.4%
2000	4,976	145 people	3.5%	43,560	11.4%
2010	6,592	162 people	2.9%	49,351	13.4%
2016	6,785	32 people	0.5%	50,795	13.4%

Source: Population Research Center, Portland State University, 2017

Scappoose's Population Growth, 1980 – 2016

Table P-1



Source: Population Research Center, Portland State University, 2017

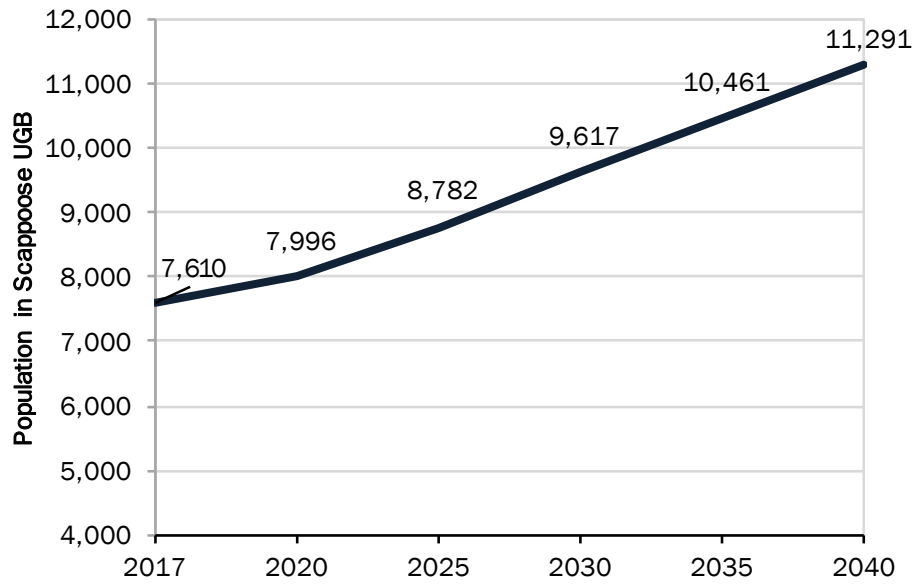
An additional growth constraint might be the fuel situation. A severe fuel shortage will put a constraint on local growth, but predicting such a shortage, and its effect on local growth, is next to impossible.

This plan assumes the City will grow from 7,686 people within the Scappoose UGB in 2018 to 10,951 people within the UGB by 2038, growth of 3,265 people at an average annual growth rate of 1.8%. This assumption is based on the State of Oregon's official forecast by the Oregon Population Forecast Program.²

The process of making population projections is uncertain. The factor most likely to affect the forecast is development of the Oregon Manufacturing and Innovation Center. When Scappoose's official forecast was being developed, plans for the Oregon Manufacturing Innovation Center were still underway. It was not clear how many people would be employed at the Center and how many students would attend classes at the Center.

² This forecast of population growth is based on Scappoose's official population forecast from the Oregon Population Forecast Program from Portland State University's Population Research Center from June 30, 2017. The forecast presents the number of people in Scappoose's UGB in 2017, 2035, and 2040. ECONorthwest extrapolated the population forecast of people in Scappoose for 2017 to 2018 and 2035 to 2038 on the methodology specified in the following file (from the Oregon Population Forecast Program website): http://www.pdx.edu/prc/sites/www.pdx.edu/prc/files/Population_Interpolation_Template.xlsx

Population forecast, Scappoose UGB, 2017 – 2040



Source: Population Research Center, Portland State University, June 30, 2017.

Land Use

Historic Development

Scappoose was originally a small farming and timber community built along the railroad tracks 17 miles north of Portland. The site comprised the Donation Land Claim settled by J.G. Watts, who was to become one of the leading citizens of Scappoose. The town's location on a rich alluvial plain, near the Willamette and Columbia Rivers, and on main overland and rail lines, gave the town an assurance of continued growth.

The first subdividing in Scappoose occurred in the late 19th century, when a grid-iron pattern was laid out along the tracks and Old Portland Road. The plat extended one block west of Old Portland Road to S.W. 1st Street, and two blocks east to 3rd Street; its southern boundary was Maple Street on the west and Elm Street on the east; Williams Street bounded it on the north. The lots were small: 50' X 100'. Although not particularly imaginative, the grid-iron platting, which was typical for the time, worked well enough on the flat terrain.

The town grew slowly. By the first decade of this century it was a well-established farming and timber community, dependent on the rail line and highway that bisected it. A disastrous fire in 1915 destroyed the commercial and public buildings that lined Old Portland Road. They were subsequently rebuilt but to this day Scappoose lacks a unified architectural appearance. The outlying residential and farm buildings survived the blaze. The J.G. Watts house, the present City Hall and architectural symbol for the community, went through the fire unharmed.

Growth was slow for the first half of the 20th century limited in direction by the flood plains of Multnomah Channel and the Scappoose Creek.

The 1960's saw Scappoose becoming a part of the Portland suburban setting, introducing the community to an entirely new facet of its emerging character. The decade saw new subdivisions west of First Street, south of Elm, and along Jobin Lane. The pace quickened in the 1970's when the first subdivisions were carved into the western slopes of town. Scappoose's population grew fastest between 1990 and 2010, with population increasing by nearly 50% between 1990 and 2010.

Infilling is proceeding at a rapid pace and the remaining buildable land within the City is being developed. Though initial residential development was concentrated in the center of town, on flat terrain, the hills to the west have become a center of suburban-type subdivision activity.

In 2017 Scappoose comprises 2,095 acres and 7,610 inhabitants.

Residential Land Activity

As previously noted, the Scappoose residential community has its "roots" in the original grid-iron plat. This area holds a majority of the more established homes in the City. Recent years have seen some amounts of added multi-family housing and some of the single-family stock have become rental units. Radiating from the original plat are a number of subdivisions, all less than 15 years old. In the northeast corner is the largest of the City's two apartment complexes. The complex has 80 units.

West of the main highway is a thin patchwork-like ribbon of older homes. The pattern of new growth mirrors that of the east part of town with subdivisions further out on the slopes of the hillside. Most of these new developments have been built within the last decade. In between the new and older areas is a band of acreage homesites. Some division of property is occurring here with more growth activity anticipated in the future. Also in the area is a 36 unit apartment complex.

The south Scappoose area is characterized by long narrow residential lots of approximately ten acres each. Little development activity has been present here. This is attributed to the residents of the area not having a desire in selling or developing.

Some 1,125 acres are zoned for residential land use. There are more than 2,500 dwelling units in the City. There is vacant residential land that can ultimately be developed: roughly 327 acres of vacant land, excluding areas with development constraints that prevent development (e.g., floodway, floodplain, steep slopes, and other constraints). In addition, residential development is allowed in commercial zones, which have 42 acres of vacant unconstrained land.

According to the housing needs analysis, the City estimates that its existing urban growth boundary can accommodate an additional 1,628 dwelling units. By 2038, the City is forecast to grow to 10,951 people.

Commercial Land Use

Some 98 acres including streets are designated for commerce. Of that land, 30 acres have residential activities, and 33 acres are vacant.

A predominance of commercially zoned lands lies west of Highway 30, in a typical "main street" setting. However, with the growth of Highway 30, the development has become representative of strip commercial activity, resulting in a loss of vitality in the older area.

The hub of commercial activity is the Chinook Plaza, the community's shopping center. Built in the late 1960's, the center houses the only supermarket in Scappoose along with a host of auxiliary commercial activities.

Lesser amounts of commercial lands lie east of the Highway along Columbia Avenue.

Industrial Land Use

Of the 78 acres in the City zoned for industry, 43 acres lie vacant. Industrial activity in Scappoose is scattered in the City. Steinfeld Products is centrally located east of the railroad, but is surrounded by residences. West Coast Shoe Co. are situated in non-industrial zones. One mining operation in town is also surrounded by residences.

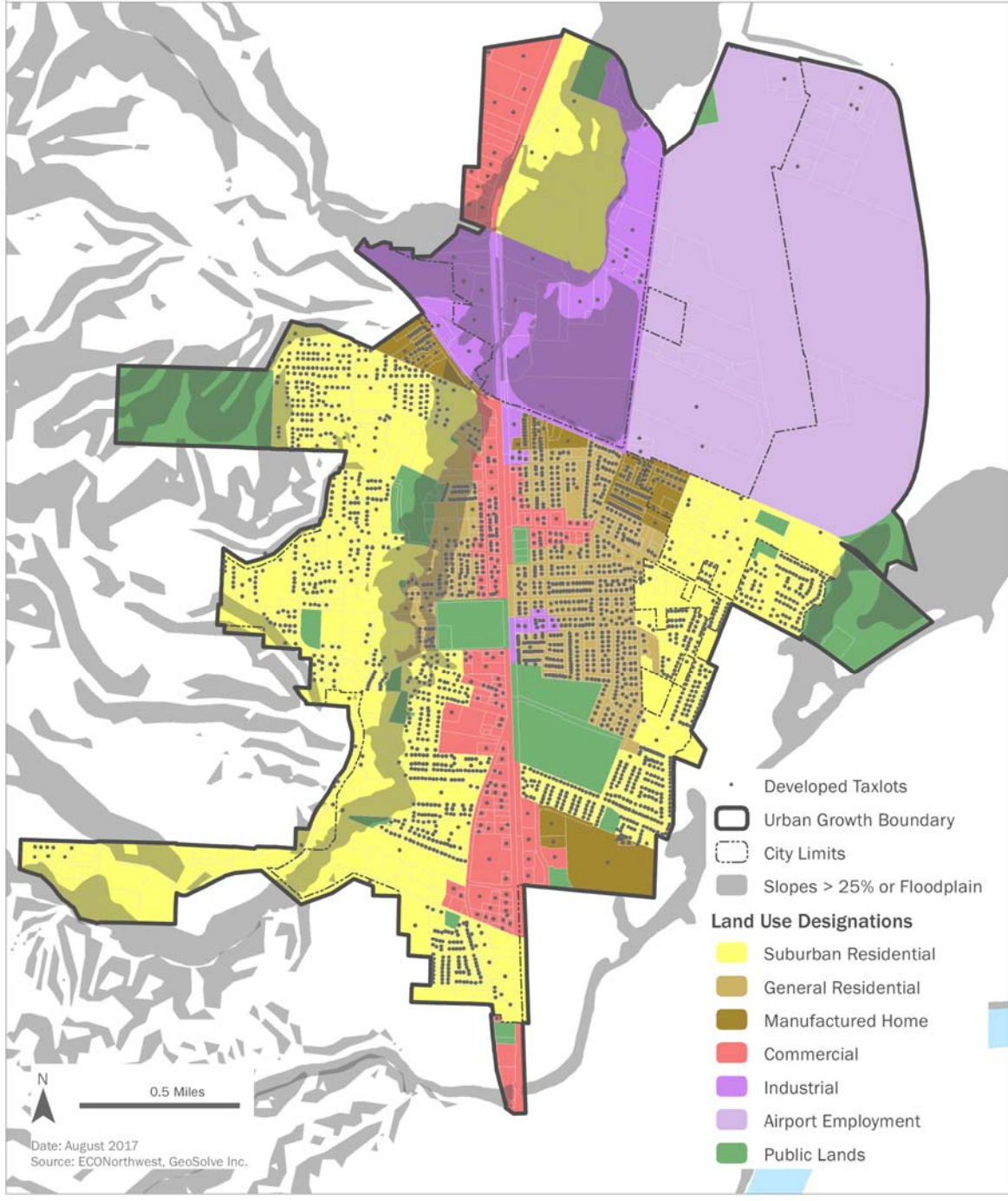
Outside of the City there is industry to the north, with mining, lumber, and airport operations. It appears that the City would be better off if it could concentrate industrial activities, to limit incompatible activities from being located next to each other, and improve utility provisions; none of the unincorporated industrial sites now have City sewer or water.

In looking at the accompanying land use map, one should be struck by the unusual location of industry in the City, and by the rash of industry surrounding the City. Additionally, one should be aware of two valuable assets to the north which are a blessing, as well as causes for planning dilemmas. First is the rich aggregate resources of the area. Second is the Port of St. Helens Airport and proposed Industrial Park. Each alone would help insure future industrial growth, but mixed with a suburban life-style they can cause conflicts between industry and residential living; furthermore, mixed together they cause conflicts in their own needs. The mining interests obviously want to mine wherever there are resources; however, the airport consultants are worried that unrestricted mining operations may interfere with airport safety. One of the challenges to this document will be to minimize those potential conflicts.

Though the vast fields of aggregate lands impact the City in many ways, they do not need urban services and most of the acreage will be outside the Urban Growth Boundary. The Airport is separated from the City by some aggregate acreage and also will be outside the Urban Growth Boundary. Thus, industrial growth in the Scappoose area, and aggregate mining growth, will continue outside the City.

Existing Land Use Map L-1

SCAPPOOSE BLI 2017 LAND WITH DEVELOPMENT



Economy

This Plan's economic element possesses two sections. The first section, the inventory, describes the various aspects that make up the local economy, such as the demographic data, employment forecasts, employment land needs, and local industry clusters. From these findings evolve project recommendations. These recommendations, which take into account Scappoose's overall growth goals, state what is needed to improve the economy, as well as present guidelines for future economic development. These economic policies are located in this Plan's general policy section.

Local Area Demographics

Scappoose is a small city, with an estimated 6,680 residents in 2010.³ But it has steadily grown over the last decade, growing on average 3.4% a year since 2000, an increase of about one-third.

Columbia County has grown at a slower rate—an average annual rate of 1.2% over the last decade. The majority of the growth has occurred in the County's incorporated cities. Most new residents to the County are new residents to St. Helens or Scappoose while the unincorporated part of Columbia County has seen a decline in population. This trend has caused the City of Scappoose to make up a greater portion of the County's population.

Population distribution by age in Columbia County closely resembles the statewide distribution pattern. The County has a smaller share of young, working-age adults (20 to 44 years) and a larger share of older, working-age adults (45 to 64 years). Columbia County's population growth has been primarily caused by the in-migration of older, working-age and retirement-age residents. Over the last six years, Columbia County has seen a very slight decline in the number of children and a larger decline in 35 to 44 year olds.

An area's level of educational attainment is often used as a proxy for the skill level of the population base. From an economic development perspective, Columbia County is at a slight competitive disadvantage regionally, with a lower distribution of higher educated persons—15.4% of local residents have a Bachelor's Degree or higher as compared to 27.6% at the statewide level. The City of Scappoose, however, has a higher portion of its population with a Bachelor's Degree or higher at 19.6% according to the 2000 Census. On average, the population of Scappoose is more educated than the population of Columbia County, but less educated than the statewide average, which is driven by the Portland metropolitan area.

The demographic data show that Scappoose is growing rapidly and become both more integrated with and similar to the Portland metropolitan region and increasingly independent of as well as less like the rest of Columbia County.

³ Oregon Population Estimates by Portland State University Population Research Center. The July 1, 2010 population estimate is certified as of December 15, 2010.

2011 Scappoose Economic Opportunities Analysis

The City of Scappoose adopted the Scappoose Economic Opportunities Analysis (Johnson-Reid, 2011) as an appendix to the Comprehensive Plan in 2011. The purpose of the “Economic Opportunity Analysis” (EOA) is to determine the City’s economic goals, policies and land needs concerning commercial and industrial development within City limits and the Urban Growth Boundary and ultimately inform the City’s Economic Element of the Comprehensive Plan.

The element is intended to satisfy the requirements of the Oregon Administrative Rules, Chapter 660, Division 9. The State Planning Goal 9 EOA methodology guidelines call for a four-step approach to economic development planning and resulting quantification of employment (industrial, retail, office, institutional, etc.) land need for urban growth boundary planning purposes. These four steps largely guide this resulting analysis of City of Scappoose’s need for urbanized land. The required Goal 9 analytical steps that roughly comprise the outline of the EOA are:

1. Economic Trends Analysis: Identification of national, state, regional and local economic trends that have shaped recent economic performance as well as likely 20-year economic activity that will determine employment land need over the duration of the study period.
2. Industry & Job Growth Forecasts: Detailed forecasts of job growth by industry within Scappoose over the planning period that will in turn drive demand, if any, for different employment land categories.
3. Land Need Forecasts: Job growth forecasts translated into land demand forecasts based on industry and space type usage and floor area ratio (FAR) patterns anticipated into the future.
4. Land/Parcel Need Quality: A detailed treatment of employment land need in terms of specific parcel types, sizes, quantities and other qualities appropriate to economic growth anticipated by the jurisdiction.

The Economic Opportunities Analysis includes an analysis of significant national, state and local trends and an analysis of Scappoose’s competitive position and target industries, together with a forecast of employment and demand for employment lands through the twenty-year planning period (2010-2030).

Summary of EOA Findings

This section presents an overview of key findings. The context and methodology for these findings is discussed in greater detail in the EOA.

- The EOA was completed in the climate of a severe national recession. The depth of the downturn relative to other modern downturns color recent trends and make it difficult to forecast the nature and timing of the eventual recovery.
- Beyond the near-term, the United States economy is expected to return to a more typical growth cycle, averaging 3.1% annual Gross Domestic Product growth from 2011 to

2019, as well as employment growth. In the coming growth cycle, the United States' commitment to renewable energy transition is expected to play a major role.

- The most prominent industry clusters in Scappoose currently are the Aviation Manufacturing and Services, Retail and Nursery industries.
- Figure 1 outlines the City of Scappoose employment forecast through 2030. As shown, the employment forecast anticipates an increase of 8,068 jobs (7.6% annual average growth rate, or AAGR). Professional & Business Services, Other Services, Manufacturing, and Retail Trade, are expected to account for approximately 67% of net new growth over the forecast period. Other promising sectors are Transportation, Warehousing & Utilities, Education & Health and Leisure & Hospitality, accounting for an additional 25% of new net growth.

Figure 1: 20-Year Employment Forecast (2010-2030)⁴

Employment Forecast NAICS	Base Year	Employment Forecast				2010-2030 Growth	
	2010	2015	2020	2025	2030	Jobs	AAGR
Natural Resources	0	0	0	0	0	0	0.0%
Construction	119	150	189	239	301	182	4.7%
Manufacturing	215	523	894	1,359	1,970	1,755	11.7%
Wholesale Trade	24	36	54	81	122	98	8.5%
Retail Trade	519	773	1,051	1,357	1,698	1,179	6.1%
T.W.U.	81	153	241	351	494	412	9.4%
Information	78	80	82	85	87	9	0.5%
Financial Activities	76	101	135	179	239	163	5.9%
Professional & Business	101	192	350	628	1,126	1,025	12.8%
Education & Health	652	815	1,014	1,258	1,557	905	4.4%
Leisure & Hospitality	281	389	538	745	1,030	749	6.7%
Other Services	225	374	620	1,028	1,707	1,481	10.7%
Public Administration	54	71	94	124	164	110	5.7%
TOTAL	2,425	3,657	5,261	7,433	10,492	8,068	7.6%

- The potential for growth in Scappoose is based on several factors. First, the City has maintained exceptional growth during the last six years and although some of that growth has been eroded recently, the area has held up well. Despite a nationwide severe recession, Columbia County maintained a 1.6% growth rate between 2007 and 2008.
- Figure 2 below projects both net and total land demand for the City of Scappoose. There will be a projected need for close to 400 net acres to accommodate projected employment growth. After accommodating infrastructure (streets, utilities, etc.) and other site improvements, this translates to a need for 483 gross acres.

⁴ It should be noted that employment forecasts are speculative over a twenty year horizon.

Figure 2: Projected Aggregate Land Need in the Scappoose UGB, 2010- 2030 (net & gross acres)

Need For Land		
Use Type	Net Acres	Gross Acres
INDUSTRIAL	217.9	269.0
OFFICE COMMERCIAL	54.7	64.4
RETAIL COMMERCIAL	33.6	39.6
CITY RESIDENTS	26.7	31.4
REGION/TOURISTS 1/	7.0	8.2
SPECIALIZED USES 2/	93.5	110.0
TOTAL	399.8	483.0

1/ Based on current ratios between locally supported and total sales, CE Survey from the BLS and Census of Retail Trade.

2/ Hospitals, Clinics, etc. for employment not otherwise categorized.

SOURCE: JOHNSON REID

- Figure 3 provides a detailed assessment of Scappoose employment land need through 2030 in terms of land use categories, number of sites, and gross acres needed by site size.

FIGURE 3: EMPLOYMENT LAND DEMAND BY SITE SIZE FOR SCAPPOOSE
(2030)

Land Demand by Site Size				
		Demand Projections		
		Typical Acreage	Sites	Gross Acres
Office	Large	25.0	0	11.6
	Medium	10.0	1	7.7
	Small	5.0	9	45.1
	SubTotal		10	64.4
Commercial Retail	Large	20.0	0	0.0
	Medium	7.0	4	25.8
	Small	1.0	6	6.3
	SubTotal		10	32.1
Industrial	Large	50.0	2	107.6
	Medium	30.0	1	35.0
	Small	7.0	7	51.1
	Tech/Flex	12.0	2	21.5
	Airpark Emp.	5.0	11	53.8
SubTotal		23	269.0	
Lodging Related	Lodging	1.5	2	3.0
	Lodging-supportive commercial	1.0	5	4.5
	SubTotal		7	7.5
Employment Uses Totals:			50	373.0
Public Uses	<u>Special Uses</u>			
	Hangar Reserve		1	40.0
	Runway Extension		1	50.0
	PCC Campus		1	20.0
SubTotal		3	110.0	
GRAND TOTALS:			53	483.0

SOURCE: JOHNSON REID

Existing Economic Clusters

Sound economies are best organized around a healthy set of industry clusters—similar and related businesses and industries that are mutually supportive, regionally competitive, attract capital investment, and encourage entrepreneurship. In his pioneering book “The Competitive Advantage of Nations”, Harvard University Professor Michael Porter defines clusters as “geographic concentrations of inter-connected companies and institutions working in a common industry”. As an economic development strategy, specific clusters are targeted, and emerge, when a particular geography holds an innate competitive advantage in that industry—whether it is natural resources, human capital, political policies or geography. For example, Oregon’s oldest industries—namely forestry and agriculture, emerged from physical and environmental attributes such as its climate, trees, soils, and access to shipping and distribution networks. In turn, these industries spawned interrelated clusters that include Food Processing & Manufacturing, Wood Product Manufacturing, Wholesaling & Distribution, Machinery Manufacturing, and host of other industries.

With shared ideas, concepts, and competition, knowledge spillover within clusters encourages secondary effects—innovation, the creation of start-ups and spin-off industries, and opportunities for suppliers, manufacturers, and customers. In turn, effects from job creation wages support tertiary effects such as retail, services, construction, and institutional industries.

The EOA analyzed the Quarterly Census of Employment and Wages data for Scappoose to determine industries and industry clusters in which the local economy is both regionally competitive and/or has growth potential. The data show firm-level employment and wages in the City of Scappoose. The EOA’s authors reviewed the data to determine industries that have clustered in the area and interviewed individuals at the Employment Department, the City, the Chamber of Commerce, and local business representatives.

Based on the interviews and data analysis, the EOA identified three industry clusters with an existing competitive presence in Scappoose, described below.

Aviation Manufacturing and Services

Scappoose is the center of a cluster of aviation-related firms. The majority of firms in the cluster are classified in the Manufacturing industrial sector, but others are in the Transportation, Warehousing, and Utilities sector, and some are in the Professional and Business Services sector. The cluster provides jobs at a variety of skill and wage levels.

The cluster includes firms that provide basic airport services, such as airplane repairs and fuel. But most of the firms produce innovative aircraft-related equipment. The Scappoose Airport website⁵ shows the following firms are located at the Scappoose Industrial Airport:

⁵ <http://www.scappooseairport.com/>

- Columbia Aviation Center – Aircraft maintenance and flight training
- Composites Universal – Manufacturer of composite aircraft components
- Evergreen Aviation Services and Restoration – Aircraft restoration and parts
- MetalCraft Machine Inc. – Aerospace and general CNC machining
- Oregon Aero Inc. – Manufacturer of aircraft seats, helmets, and accessories
- Overall Aircraft Services – Aeroplane and helicopters parts and maintenance
- Scappoose Jet Center – Hangar space and jet aircraft sales
- Sherpa Aircraft – Manufacturer of Sherpa airplanes
- Sport Copter – Gyroplane manufacturing and flight instruction
- TransWestern Aviation, Inc. – Fuel, parts, supplies, courtesy cars.

The Scappoose Airport has played an essential role in attracting these firms to the area. There are 16 public-use airports within a 30 nautical-mile (nm) radius of Scappoose Industrial Airpark. Only three of these airports have a runway 5,000 feet or greater, which is generally preferred by corporate aviation departments operating turbine aircraft. This makes this airport ideal for many turbine aircraft and enhances the airport’s role as a major local airport in the Portland Metropolitan Area for general aviation. In addition, the airport is considering a runway extension, potentially amounting to an additional 20% to 30% increase in length. Portland International Airport, whose longest runway is 11,000 feet, is the only commercial service airport within 30 nautical miles.⁶

The Port of St. Helens owns and manages the Scappoose Industrial Airpark and the Airport. The firms are all renters—the Port does not sell the land, it only leases it. The City sees little gain from the industrial activity; the site does not generate property tax because it is publicly owned. At this time, the City does not directly benefit greatly from the cluster. It would gain more from new firms locating off Port property.

The aviation-related cluster has room to grow in Scappoose. Although much of the industry is struggling in the current economic downturn, the firms in Scappoose are well positioned to grow when the economy turns. Some of the firms specialize in lightweight aircraft and aircraft parts, which improves aircraft fuel efficiency. The products are expected to be in demand as fuel prices increase, a likely event when the worldwide economy enters an expansionary period.

The Scappoose Airport has the ability to provide aviation-related businesses access both from Port property, and “through the fence” operations from adjacent private property. The ability to provide “through the fence” options is attractive to many firms looking to invest in their own land and property value, rather than renting from the Port. This feature would be rare in Oregon and would likely offer a material competitive advantage to Scappoose in attracting aviation-related businesses.

⁶ Airpark Master Plan Update for Scappoose Industrial Airpark, Scappoose, Oregon. Prepared for the Port of St. Helens by W&H Pacific, September 2004

Aviation firms have attempted to locate in Scappoose. Oregon Business Development Department (OBDD) staff report that firms have tried to find a site in Scappoose, but there is a lack of suitable land. OBDD has to turn away firms seeking to locate in Scappoose.

Retail

The largest industrial sector in Scappoose, in terms of number of jobs, is Retail Trade. Almost one-quarter of all jobs within Scappoose are Retail jobs, a significantly higher portion than in Columbia County (13%) or Oregon (11%). One reason for the large number of Retail Trade jobs is simply the small number of jobs overall. As the discussion about commute trends in the EOA showed, many more workers live in Scappoose and commute elsewhere, than work in Scappoose. Retail makes up a large piece of the employment pie in Scappoose because the whole employment pie is smaller.

If one compares the ratio of population to Retail Trade jobs, there are relatively more Retail Trade jobs in Scappoose. In Scappoose, there are about 16 residents for every Retail Trade jobs. Across Oregon, there are about 19 residents for every Retail Trade job.

Columbia County captures some retail sales from Washington residents because of the lack of sales tax. Scappoose's advantage for retail stems mostly from its location as the first stop for Columbia County residents returning home from employment in the Portland area. The Fred Meyer store in Scappoose attracts shoppers from outside of Scappoose.

There is one large retail strip in Scappoose located on Havlik Drive just south of the Fred Meyer. Built in 2001, the project is about 20,600 square feet. The property has experienced some vacancy.

In addition to auto-oriented retail centers near Highway 30, Downtown Scappoose offers pedestrian-scale retail and commercial service space, with access from civic and business users, and surrounding neighborhoods. The Downtown features its own retail profile which leverages its walkable scale and local offerings.

The retail sector has an opportunity to grow. At this time, Scappoose is under-retailed. Many goods and services are not available. Some of the interviewed individuals felt that there is an opportunity for new retail and service firms (accountants, attorneys, etc.) that would serve the local population. Scappoose is likely to become more service oriented in the future, as the number of residences grows. These firms will seek small to medium retail sites.

In the case of the Fred Meyer store, Scappoose has demonstrated that it is a successful central location for a larger-format store to serve the surrounding smaller communities and rural areas. While overall, an estimated 36% of local resident spending leaves the area, in the "general merchandise" category which includes Fred Meyer, the city attracts 75% more spending than is accounted for by local residents alone. Thus, Scappoose may be a good candidate for additional large-format retailers, representing regional or national chains, in categories which do not directly compete with the Fred Meyer store. Such retailers would seek larger sites, with access

and visibility from the highway.

Nurseries

A number of individuals familiar with the Scappoose economy reported that the area is home to a Nursery Products cluster. The Scappoose area traditionally included extensive farming. The farming industry has declined, but the nursery industry had gained a strong foothold.

The nurseries in the area, however, are located outside the UGB. None of the firms appeared in the EOA's analysis of the Quarterly Census of Employment and Wages (QCEW) employment data. The firms are an agricultural use and they require agricultural lands. It would be inappropriate to plan to accommodate the firms within the City's Urban Growth Boundary.

Public Facilities and Services

Preface

Though discussion of sewer, water, and other facilities may not be the most stimulating reading or discussion due to its unfamiliarities and complexities, such services probably have the greatest impact on the location and quantity of urbanization. If services in a certain area cannot support development, development will not occur. Thus, Scappoose has had building moratoriums, certain industries can't expand their operations, other industries locate where public services already exist. Also, such constraints are not solely for sewer and water, some firms may not locate here because they need to locate in an area with a better fire rating; and one reads of court decisions where a municipality has to examine the capacity of its schools when deliberating on a subdivision application.

This inventory is divided into the following subsections: Sewer, Water, Schools, Parks and Recreation, Police, Fire, Health Care and Library.

Public Facilities - Water

Preface

For a long time, the City of Scappoose's water problems were the major impediment in limiting development. Local industries, it was said, were not expanding due to the poor quality of the water system, while others were not locating here for the same reason. During the drought of 1976, limitations were placed on local water usage. Two bond elections for water system improvements were defeated. It looked as if the lack of an adequate water system would curtail growth.

Then in July of 1977, local voters approved a \$865,000 bond measure, which was matched against a Farmers Home Administration Grant of an equal amount, the result being a \$1.65 million capital improvements. The project included a new water treatment plant, a 500 gpm (gallon per minute) well, replacement of the wooden lines in the area to the south, and provisions for an 8 inch transmission line on Callahan Road and an 8 inch line that extends south to the city limits.

Not all the problems have been solved. For example, the treatment plant will have to be expanded to serve a population of 10,000, an action requiring a large capital outlay, but the treatment plant design will allow additional treatment units to be built as a part of the existing site.

Quality and Treatment

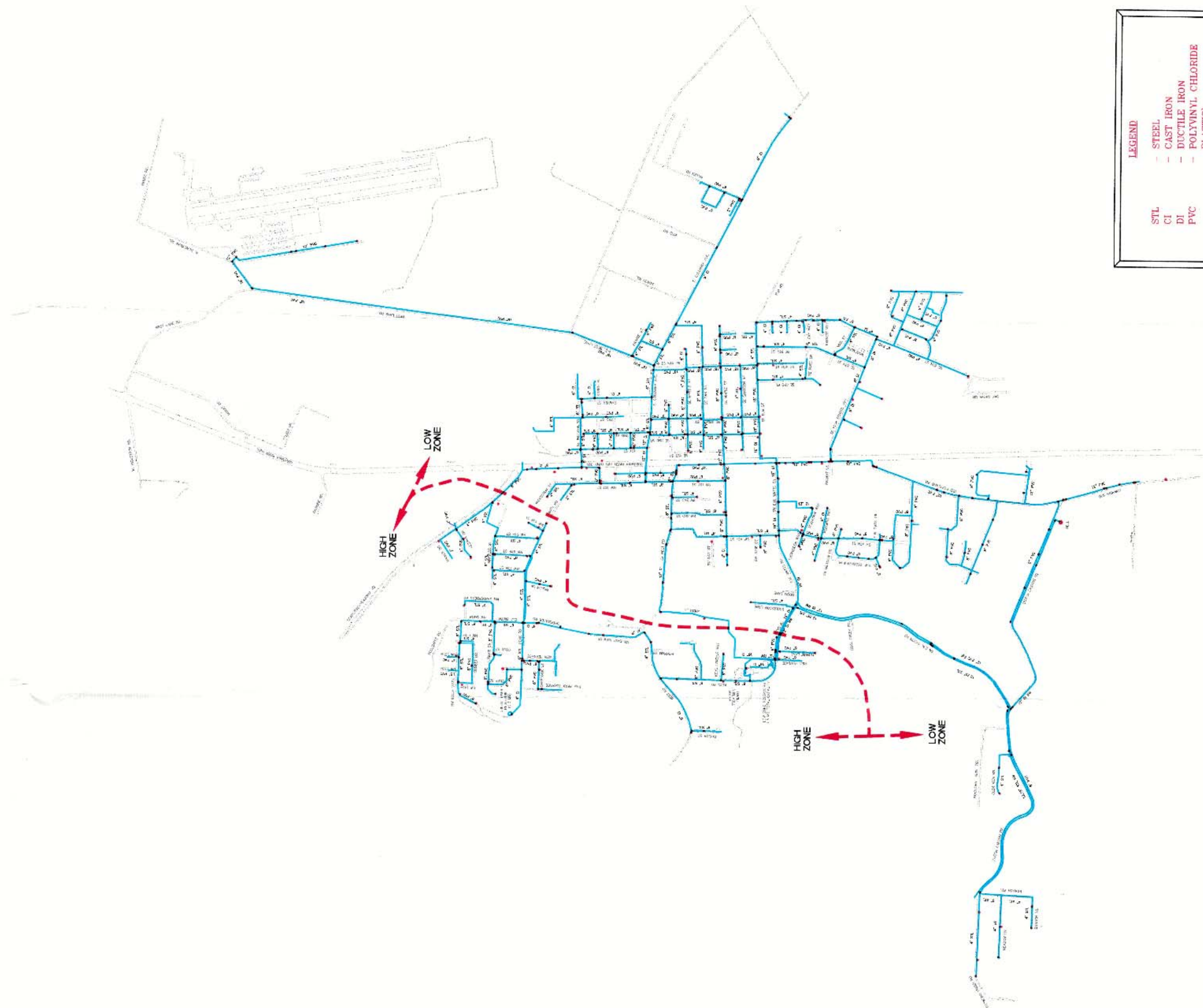
In the 1970's, treatment of the city water supply consisted of sedimentation and chlorination, but that treatment was inadequate to meet State water quality standards. Excessive turbidity of the water eliminated much of the purifying effect of chlorination. The construction of the million gallon treatment facility, which became operational in 1979, resolved many of the issues related to water quality and treatment. The City is in compliance with regulations. Tests indicate compliance with the Total Coliform Rule and all aspects of the Surface Water Treatment Rule when stored reservoir volumes are greater than 70 percent. To continue use of surface water sources during winter months in high turbidity conditions will require improvements to the treatment plant. The Phase V Rule was adopted by the State in January, 1994 and the City has found no Phase V chemicals in their treated water. Under the amended Lead and Copper Rule, the City was required to submit results of a corrosion optimization study and recommended treatment plan to the State in 1995. Based on the report, lead corrosion treatment is being optimized by increasing the pH of the water supplied from the treatment plant and by addition of an orthophosphate inhibitor. For planning purposes, Section 5, Water Quality, Water Master

Planⁿ contains discussion and recommendations for compliance should additional proposed regulation become effective.

Initially, the plant treated 800 gallons of water per minute with provision for increasing the capacity 2 ½ times while still complying with federal standards. The water system is being expanded by installation of a new transmission line and plant improvements that will allow use of surface and ground water sources simultaneously. The 1995 daily demand averaged 421,000 gallons per day. With the improvements currently being constructed, the system will be capable of producing up to 1.6 million gallons of water per day which is adequate to meet Scappoose peak daily demands for a population of approximately 6,350.

In its 1991 Comprehensive Plan, the City indicated a need to analyze ways of financing an additional treatment facility for servicing a population greater than 6,350. The 1997 Water Master Plan contains multiple financing options for the recommended improvements. A Capital Improvements Committee was formed in 1998 to review these options and make recommendations to the City Council for implementation.

¹Economic and Engineering Services, 1997, pages 5-12 through 5-14



LEGEND

STL	STEEL
CI	CAST IRON
PVC	DUCTILE IRON POLYVINYL CHLORIDE PLASTIC
RW	RAW WATER

EXHIBIT 3-2
CITY of SCAPPOOSE
WATER SYSTEM SCHEMATIC

AS OF 10/17

ECONOMIC AND ENGINEERING SERVICES, INC.

W:\SCAPPOOSE\SCHEMATIC\SCHEMATIC-HELENA.dwg (10/17/17) 10/17/17

Supply and Source

The present source of supply is from South Scappoose, Lacey and Gourley Creeks. Water rights on the streams dating from 1923 on Gourley Creek and 1948 on South Scappoose and Lacey Creeks total 14.0 cfs (cubic feet per second, 6300 gpm or 9 MGD). Based on total water rights, it would appear that the City has more than an adequate supply of water. However, estimated stream flows made during dry periods, plus the water rights held by others, indicate that a potential water supply problem could occur during low flow periods or if more senior rights are fully utilized. The combined flow of the three tributaries feeding the diversions has dropped as low as 3.5 to 4 cfs, and the water rights held by others along the creek amount to approximately 2.5 cfs. Combined minimum measured flows from September 1974 amount to only 3.5 cfs or 1575 gpm. This supply is adequate for a population of 7,200 based on maximum daily demand. However, the potential of droughts presents problems as it did in 1976 when the City required a total flow from South Scappoose and Gourley Creeks. Under extreme adverse conditions as experienced in the summer of 1992, the City supply could be as little as 1.0 to 1.5 cfs (.7-1.0 MGD) from this source.

Surface water is derived primarily from three diversion points within the South Scappoose Creek watershed. Diversion facilities were constructed on Gourley Creek in 1921 and a sedimentation and screening facility was added 1967. A diversion dam and sedimentation and screening facility were construction on South Scappoose Creek in 1955. In 1968, a third diversion dam with sedimentation and screening facilities was added at Lacey Creek. The total capacity for these three diversions ranges between 1.7 and 1.9 MGD, based on hydraulic calculations confirmed by actual flows delivered to the treatment plant during the first month of its operation. Low flows in the summer may limit the withdrawal to 1 MGD. In the winter time, shutdowns or blending with groundwater may be needed to meet water quality objectives due to high turbidity. During the severe flood conditions in February 1996, all three surface water impoundments were damaged.

Thus, the Scappoose surface water supply can be drastically affected both through reduction during periods of low stream flows and damage during periods of extremely high stream flows. An alternative source is an obvious need to supplement the existing supply and to accommodate the City's projected growth.

Only one of the two City groundwater sources is still in use today. The Oak Street well has been abandoned since before 1977 due to problems with water quality and production quantity. However, the water right for the well is still held by the City. The Dutch Canyon well was drilled in 1978 and produces water at a rated capacity of 400 gpm (0.89 cfs). During the summer of 1992, the well could only be operated for about eight hours at a time before exceeding its design draw down.

Alternative supply sources considered by the City's Engineers included subsurface collection (Ranney System) from Multnomah Channel and Columbia River, direct withdrawal from the Multnomah Channel, and the South Scappoose Creek supply supplemented by wells or springs.

Subsurface collection was rejected after testing for feasibility of the Ranney System in the Scappoose area yielded no suitable sites. The engineers then recommended supplementing the existing supply with wells. Direct withdrawal from Multnomah Channel presents significant problems in terms of unreliable water quality and potentially expensive treatment and is not being considered as an alternative water source. The reliability of well sources in the Scappoose area is uncertain and water must be treated for its high iron content. Still, the 1991 Comprehensive Plan indicates the engineers recommended additional studies of potential well supplies and suggested three 1,000 gpm capacity wells south of the high school. At that time, one well in use at the high school was test pumped at 450 gpm.

A geotechnical study was performed in 1996 by AGI in order to determine possible well sites and production capacities. Three areas were noted for potentially supporting reliable quality wells with productions of 500 gpm. These areas were all within 1,000 feet of Highway 30 and included a second well at Dutch Canyon Road, the Scappoose High School area and the northeast Scappoose area. To date, the City has been unable to secure water of sufficient quality in test drills and continues to seek additional ground water sources. Supply requirements are based on meeting maximum daily demand. A table summarizing projected demand is included as W-1.

Assuming recent growth trends continue in Scappoose, a flow of 2400 gpm will be required in the year 2020 with a City population of 10,000. Three wells each pumping 1,000 gpm plus the existing minimum flow of 1575 gpm should be adequate to meet the demand. Still the wells sources have not been tested and the ground water source may not be able to sustain a regular high yield; additionally, existing minimum stream flows are also subject to reduction by prior legal water rights and reduced flows in the future. Thus, before the end of the year 2020, the City will have to discover another reliable water source.

For details on the City of Scappoose Water Rights, see Table 2-4, page 2-8, of the Water Master Plan.

Storage

Present storage capacity is 1.6 million gallons. Assuming that storage requirements for Scappoose are roughly equal to maximum daily demand, the present storage is adequate for a population of 5,830. Based on projected growth trends, a capacity of 2.94 million gallons will be required in the year 2020 to serve a population of 10,220.

Storage facilities must be adequate to deliver fire flows as well as accommodate peak demand in excess of maximum daily demand. In previous Comprehensive Plans, for simplicity this is assumed to be approximately equal to maximum daily demand. However, the 1997 Water Master Plan assumes that providing storage equal to three average days demand will adequately meet the storage needed to meet a supply outage over a period of time, storage required to equalize between peak hour and peak day demand and storage required for fire protection

purposes. A power shortage or water loss occurring for more than three days would require the City to request temporary usage reductions from water customers.

One high zone storage tank, the Green Tower reservoir, with a 300,000 gallon capacity serves areas up to 260 feet in elevation, while the low zone reservoirs with a combined capacity of 1.3 million gallons serve areas at elevations below 80 feet. Service to higher elevation land is limited by the elevation of the high zone reservoir. To meet high zone storage demands for full buildout of the properties in the City located above 80 feet, an additional 400,000 gallon high zone storage reservoir is necessary. In the low zone, an additional 1.0 MG reservoir will need to be built to provide storage needs through 2010 and a third 1.0 MG to serve a total population of 10,882.

Distribution

In 1997, the City operated over 20 miles of distribution mains 4 inches in diameter and larger (See Table 3-1, Water Master Plan, Economic and Engineering Services, 1997). Recent expansions to the system include the subdivisions of Rolling Hills, Seven Oaks, Kingsbrook Estates, Norfolk and Meadowbrook, the Fred Meyer Center and the installation of an 18" line along West Lane Road to provide water service to the Scappoose Industrial Airpark. As part of that project, the existing pipe along SE Elm and up SE 4th Street was replaced with an 18" PVC line.

The present distribution system was upgraded in the late 1980's by replacing old wooden lines to provide adequate pressure for fire protection and replacing some lines considered too small for a municipal water system. The hydraulic analysis, discussed in detail in Section 4 of the Water Master Plan, states that although the high zone distribution system appears adequate for meeting peak daily demands through 2020, difficulties will arise in obtaining the 20 psi residual pressure required for residential fireflows by state fire codes. Replacement of many smaller sized pipes and the 8 inch diameter outflow pipe from the high zone reservoir will be necessary to maintain fireflow requirements throughout the high zone. In the low zone, the primary region of concern to maintain adequate fireflows is the area southwest of the current City limits just off Dutch Canyon Road. In this area, recommended improvements include replacement of all the 4 inch and 6 inch lines in the Raymond Creek housing area and the addition of a new emergency booster pump station near the existing small booster pump station at Glen View Lane. Additional projects for improving fireflows include replacement of 2 inch, 4 inch and 6 inch lines in the area of Smith Road and Wickstrom street, the 4 inch line along SW Eggleston Lane, the 4 inch lines between SE 3rd Place and SE 6th Street in the area of SE Elm Street and the 6 inch PVC line along Dutch Canyon Road.

The low zone has several areas zoned for commercial and light industrial use. Fireflows of up to 3,000 gpm must be available for these sites. Installation of the 18 inch pipe to the Scappoose Industrial Airpark provides acceptable fireflow to sites in the northwest area of the City. In the area bordered by SE Elm and Highway 30, acceptable fireflow is available. Along Highway 30, fireflows will be improved with the replacement of the 4 inch pipe under SE 3rd included in the

1998/99 budget proposal. Although not required, full industrial fireflow can be made available to Scappoose High School by replacement of the existing 8 inch line under SE High School Way with 12 inch pipe. Fireflows for all other commercially zoned areas along Highway 30 will be adequate up to 3,000 gpm.

Future industrial growth at the north end of the City will require new 12 inch and 16 inch pipes and the replacement of 8 inch lines in NW First Street with a 12 inch line. Two 12 inch mains and two 8 inch mains will be necessary to accommodate commercial growth along Highway 30. Nearly 12,000 feet of 8 inch line will be necessary to serve residential use on the east side of the urban growth boundary in the vicinity of East Columbia Avenue.

A spot check in 1973 revealed that water sales accounted for only 50% of water production and leaking from old water mains accounted for a part of this discrepancy. The main 12.75 inch transmission line carrying water from the South Scappoose Creek watershed was constructed in 1957. The newest of the smaller transmission lines connecting Gourley, South Scappoose, and Lacey Creeks to this primary line was installed in 1968. The City currently spends approximately \$12,000 a year repairing breaks and leaks in these transmission lines.

An annual replacement program to removal old steel and cast iron lines which contribute to the 23 percent of current unaccounted water in the City's total water demand has been included in the recommended water capital improvements plan. In addition to leakage, the remaining non revenue water can be assumed to have been lost to hydrant flushing, filter backwashing and various other non metered demands.

Outside Users

The City presently supplies water to 66 users in the Dutch Canyon Road and Raymond Creek areas southwest of the City, and 14 other outside users including Scappoose Sand and Gravel to the north. The City is currently under a court order to provide potable water to several customers living along the transmission line outside the City limits. Such an arrangement will require a small booster pump station with a buried pressure tank similar to the station at Glen View Lane. The cost of such a pump station has been estimated at \$30,000. In addition, approximately 10,000 feet of 4 inch PVC connecting the booster pump station to the various homes will be necessary. Assuming the 4 inch line is laid concurrently with replacement of the 12 inch transmission line, cost is estimated at \$104,000.

Except for existing outside users, the City will not provide new service to unincorporated areas. However, the City of Scappoose will provide water service to all existing properties, including any further properties created by partition or subdivision processes for the properties associated with Parish, et al v City of Scappoose and Alexander et al v City of Scappoose. Other properties directly abutting the Dutch Canyon Water Line Extension may also be provided water service, at the density permitted by Columbia County zoning as of November 3, 2003 for properties without municipal water service. Future zone changes within Columbia County allowing for greater density of properties via partition or subdivision processes do not merit the provision of water

service from the City of Scappoose, nor do properties not abutting the Dutch Canyon Water Line Extension but equipped with a private or public easement across an abutting property qualify for water service. (Ord 739, 2003)

Present Use

Future demand for water is based not only on the population, but also on the character of the community and the mix of residential, commercial and industrial water users. All system capacities are based on the assumption that there will be no significant change in the present mix of users.

The distribution of water use by types or users, measured during 1973-74 was as follows:

Residential	66%	174,700 gpd average daily use
Commercial	29%	77,999 gpd average daily use
Industrial	5%	12,900 gpd average daily use

The distribution of water use by types or users, measured during 1995, was as follows:

Residential	78.9%	331,380 gpd average daily use
Commercial	12.6%	52,920 gpd average daily use
Industrial	8.5%	35,700 gpd average daily use

The principal industrial user is still the Steinfeld pickle and kraut processing plant, accounting for 4% of the total water use in 1995.

Average daily and maximum daily demand for water are different for each class of users. An overall per capita or per service connection demand can be determined, but this value will change with any significant change in the proportion of water used by the different types of users. The introduction of another high water consumption industry will reduce the number of residential users that can be served.

Summary

The attached chart illustrates projected demand on the Scappoose Water System. Requirements are based on trend population projections to the year 2050 and the overall per capita consumption established by Economics and Engineering Services in 1997.

The sizing of water supply systems is based on maximum daily demand, which is the peak use experienced in the summer. Obviously, the water system must provide sufficient flow, treatment and storage to meet the maximum daily demand of the populace.

After years of struggling with a treatment problem, the City constructed a treatment plant. The growth projected to occur from 1991 to date has not occurred. The 1997 Water Master Plan provides a good perspective on what needs to be done to accommodate the future populace.

The City of Scappoose Water Master Plan developed by Economic and Engineering Services, Inc., and dated April 4, 1997, and incorporated into the Scappoose Comprehensive Plan, outlines a program to accommodate projected growth and guide system improvements through the year 2020. The Water Master Plan includes an evaluation of the City's water system and provides recommendations to correct existing deficiencies, meet future growth requirements, insure compliance with the federal Safe Drinking Water Act and conformance with the requirements of the Oregon Health Division. (Ord 672, 1998)

Scappoose: Projected Water System Requirements

	1995	2000	2005	2010	2015	2020
Population of City ²	3,845	4,4678	5,830	7,440	9,724	10,220
Average Daily Demand (MGD) ³	.46	.57	.7	.89	1.17	1.23
Peak Daily Demand (MGD) ⁴	1.11	1.35	1.68	2.14	2.80	2.94

2 Population projections were based on data obtained from the Center for Population Research and Census (CPRC) at Portland State University. Growth was assumed to be 4.0 percent for the five year period between 1995 and 2000. It was then assumed to increase an additional .5 percent for each subsequent five year period between 2000 and 2015 (4.5 percent for 2001-2005, 5.0 percent for 2006-2010, and 5.5 percent for 2011-2015). After 2015, growth was assumed to level out to 1 percent between 2015 and 2020, and to 0.2 percent after 2020.

3 Peak daily demand was estimated assuming a peak daily factor of 2.4 times the average daily use which is approximately 10 percent higher than the typically observed peaking factors for the City (2.15 in 1995). Such a factor is typical for other water utilities throughout the Portland area and represents a conservatively high value for the City which will compensate for the large amounts of residential growth anticipated over the planning period.

4 From 1992 to 1995, the average annual per capita use ranged from 109 gallons per capita day in 1995 to 118 gallons per capita day in 1992 which is typical for communities where the basic demand for water is dominated by residential use. For purposes of this plan, the average annual quantity of 120 gallons per capita day is used to provide a contingency needed for planning future water use.

Public Facilities - Sewer

Preface

The Scappoose Wastewater Master Plan analyzes the City of Scappoose wastewater system, identifies future needs and includes projects recommended for providing for future needs. The master plan addresses the collection system, treatment plant, effluent discharge, and sludge management. It includes an inventory of the existing collection system and treatment and disposal facilities, an estimate of current and future wastewater facility needs, an evaluation of the City's sludge management plan and a review of annual collection system maintenance activities.

Sewer System

The City of Scappoose has seen significant growth in recent years. The population of the City of Scappoose was 3,529 in 1990 and 4,130 in 1996. A 1995 analysis by the Center for Population Research and Census (Portland State University) determined that the City averaged 2.96 residents per dwelling in 1995.

The Scappoose wastewater system serves much of the area within the city limits. The existing wastewater system facilities include a standard gravity collection system, five pump stations, an activated sludge treatment plant with an average dry weather flow (ADWF) capacity of 1.58 million gallons per day (mgd) and a peak day flow (PDF) capacity of 3.28 mgd, ultraviolet disinfection, an outfall to the Multnomah Channel, aerobic digestion of sludge, an aerated sludge lagoon and land application of the treated sludge. Both the collection system and the treatment plant are in good condition.

Wastewater total and per capita flows were estimated based on City flow records from 1993 through 1997. The maximum month dry weather flow (MMDWF) is 130 gallons per capita per day (gcpd) and the peak daily flow during the 100 year flood event is 786 gpcd.

The core of the collection system was constructed in 1972 of concrete pipe. Most of the pipe installed since that time has been polyvinyl chloride (PVC). The system consists of about 18 miles of gravity and pressure pipeline 4 to 8 inches in diameter; most of the pipe is 8 inch diameter pipe. The collection system is in relatively good condition with no need for major repairs. Some of the mains, trunks and interceptor lines will have to be extended and enlarged to accommodate the City's growth.

The collection system has five pump stations: Springlake, Seven Oaks, Highway 30, Keys and Smith Road. All but the Smith Road station are fairly new, duplex, package stations with suction lift pumps. They have sufficient capacity for the 20 year planning period and only minor maintenance is required. The Smith Road Pump Station was built in 1972, pumps more than

half of the flow in the city and is currently operating at capacity. The redundant capacity of the Smith Road Pump Station is being increased to 2.5 million gallons per day in 1999.

The wastewater treatment plant and associated facilities were evaluated based on site visits, interviews with the treatment plant operation, review of plant records and review of current regulations. The existing facilities and processes were found to have few deficiencies in current plant operations. The capacity of some of the plant components will need to be upgraded as the City continues to grow.

The present City policy limits sewer extensions to areas within city limits and areas that have been annexed. Proposed sewer main extensions in undeveloped areas are included in the Scappoose Wastewater Master Plan.

Summary

The recommended improvements for the wastewater collection system, pump stations, wastewater treatment facilities, outfall and sludge management facilities have been compiled into a wastewater capital improvement plan. The costs include an estimated construction cost plus 20 percent for contingencies and 25 percent for engineering/legal/administration. The projects are included on Page 112, Existing and Proposed Public Facilities. (Ord 686, 1999)

Public Facilities – Storm Drain

In February, 1997, the City of Scappoose contracted with KCM, Inc. to develop a storm drain system master plan for the area within the City's urban growth boundary. The purpose of this plan is to determine long-term existing drainage structure adequacy for conveying existing storm flows and required structure size to minimize future flooding potential. (Ord 694, 1999)

Parks and Recreation and Open Space

Preface

Parks complete our neighborhoods with places for people to connect with family and friends. They provide safe places for children to play and learn, they support healthy living, and they promote civic engagement and tourism.

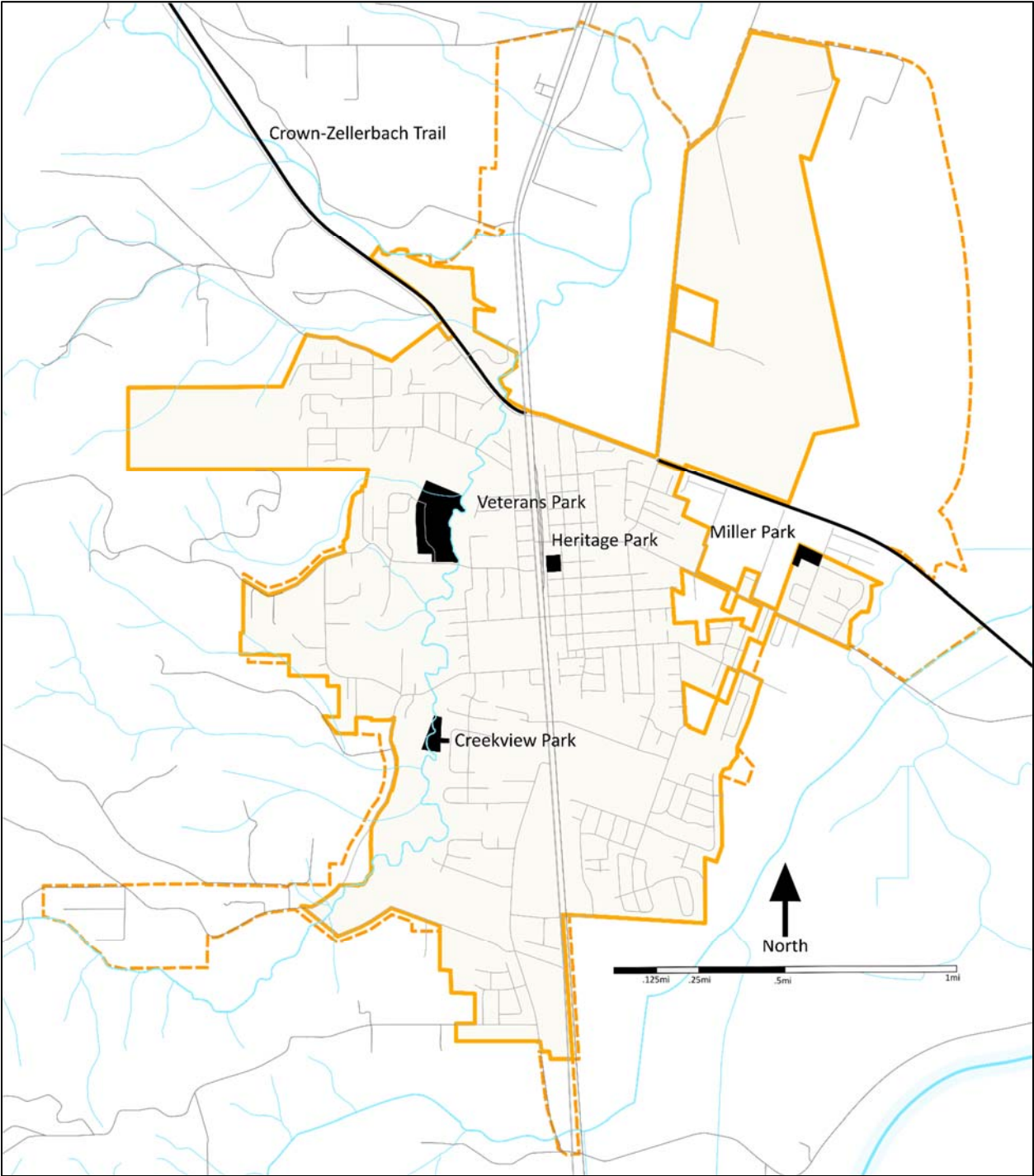
Trails and multi-use paths, like the Crown-Zellerbach Trail, give families and neighbors a safe way to walk and bike to local businesses, jobs, and parks, and back home. They also connect us to our surrounding landscape and scenic open spaces such as the nearby Multnomah Channel and the forested hills.

Open spaces are the natural life support system of our community. They clean our water and air. They also reduce flooding and lower the cost of managing storm water. Open spaces preserve natural "ecosystem services" and functions that we need for a sustainable environment and economy.

Scappoose's park system currently has a small collection of trails, developed parks and open space that provide essential services to the community.

Fortunately, there are plenty of potential new park spaces on property that the city currently owns, and property it doesn't own. This section of the Comprehensive Plan serves to identify and describe developed park spaces. Refer to the Parks, Trails and Open Space Plan adopted in 2017 to identify the properties with potential to become part of the Scappoose Park System. The identified properties are for a variety of uses based on the location, and size of the property. The potential uses for the properties should be evaluated based on location and available amenities at other surrounding parks.

Map PR-1 Existing Parks and Trails



Existing Parks

Scappoose has four developed parks, and one trail that are actively maintained by the Public Works Department.

Creekview Park

Location & Access

Located near the middle of the City to the west of Hwy 30, Creekview Park is located along the South Scappoose Creek with access provided by SW Creekview Place. The entrance of the park is an undeveloped lot between two residential properties, which leads down a hill to a grassy field in the South Scappoose Creek floodplain. Limited off-site parking is available for vehicles along SW Creekview Place. There are no parking facilities for bicycles.



Description

Creekview Park is 2.71 acres in size. The site is largely unimproved—the only amenities being a landfill receptacle and a pet waste disposal station. Currently this park is being used informally by the neighborhood for open space and picnicking. The location along the creek provides valuable greenway space, but is also limiting due to seasonal flooding concerns. Currently, the steep slope from the roadway to the water makes access to the creek difficult; there is also concern about erosion along the bank slopes.

Heritage Park

Location & Access

Heritage Park is located at SE 2nd Street next to Scappoose City Hall, which houses the Police Department and the Municipal Court, the Scappoose Public Library, and the Watts House Museum. Access is provided by SE 2nd Street as well as a pedestrian path that connects to East Columbia Avenue. The Park is also within the Downtown Overlay planning area and there are many local businesses nearby. Limited off-site parking is provided for vehicles along SE 2nd Street. The parking lot for Scappoose City Hall provides additional parking for 25 vehicles, including two ADA-accessible spaces. There are no parking facilities for bicycles.



Description

Heritage Park is 1.75 acres in size. In 2016 the City received Oregon State Parks and Recreation

Grant for site improvements. Prior to the grant the site amenities include a gazebo, a war memorial, one gender-neutral restroom, and a skate park in the northwest corner of the park with frontage on E Columbia Ave. The Grant funded improved drainage of the grass area, new play equipment, paving for ADA access, improvements to the gazebo and a fountain designed by Michael Curry.

Miller Park

Location & Access

Miller Park is located on, and accessed by Miller Road, in the NE portion of the City, but south of the airpark. Pedestrian and bicycle access is also provided by the nearby Crown-Zellerbach Trail, which connects to Miller Road less than a block away. Limited off-site parking is available for vehicles along Miller Road. On-site parking is provided for eight vehicles, including one ADA-accessible space. There are no parking facilities for bicycles.



Description

Miller Park is 2 acres in size. Current amenities include a basketball court, playground equipment, a picnic area and shelter, a drinking fountain, and one gender-neutral restroom. An unmarked turf field covers the rear half of the park and is suitable for informal sports games. In fall 2016 the City removed the play structure because of safety concerns caused by regular flooding. The City plans on addressing the flooding so any new amenities will not be compromised.

Veterans Park

Location & Access

Located in the NW portion of town, Veterans Park is located along the South Scappoose Creek with access provided by Southwest JP West Road. Captain Roger Kucera Way runs through the park and provides on-street parking for 33 vehicles, including one ADA-accessible space. A parking lot in the rear of the park provides parking for 41 vehicles, including two ADA-accessible spaces. A large unmarked field on the west side of the park occasionally provides overflow parking for 70–90 vehicles. In total, parking is provided for 144–164 vehicles, of which 74 are paved. There are no parking facilities for bicycles.



Description

Veterans Park is 14.05 acres in size. Amenities include two diamond sport fields, playground equipment, and two covered picnic areas. A central structure also contains drinking fountains, two gender-segregated restrooms, and a vending area for food and drinks. Additionally, there are two bocce courts at the southwest corner of the site, and an off-leash area for pets at the north side of the park. There is a large, unmarked turf field near the south entrance of the park that is often used for soccer games. The South Scappoose Creek marks the entire eastern boundary of the site. The City, in partnership with the Scappoose Bay Watershed Council, is pursuing funding to improve this section of the creek in order to reduce flooding and erosion and to restore critical salmon and riparian habitat.

Crown Zellerbach Trail

Location & Access

The Crown-Zellerbach Trail (commonly called the “CZ Trail”) follows more than twenty-seven miles of what was once a historic railroad used by the logging industry. Roughly 1-1/4 mile of trail runs within Scappoose city limits along the north side of town. The section between Highway 30 and West Lane Road has been removed for a two-way arterial street. Although access is provided at various points along the trail, most people park at an informal parking lot near the gate at the corner of West Lane Road and Crown Zellerbach Logging Road. A new trailhead facility is being planned when the industrial land near the airpark develops. The City of Scappoose owns the CZ Trail starting at Hwy 30 and ending at the East Columbia Ave and Dike Road intersection. The rest of the trail is owned by Columbia County.



Description

The Trail now provides access to miles of scenic open space. The western section of trail, which starts at the corner of Hwy 30 and Scappoose Vernonia Hwy, leads to Vernonia following the North Scappoose Creek through heavily forested hillsides. This section of trail is primarily surfaced with gravel, and is suitable for mountain bikes. The original railroad grade makes biking relatively easy, as there are no steep sections.

The eastern section of trail runs through wetlands and open agricultural fields with easy views of Mount Saint Helens, Mount Adams and Mount Hood. This section of trail is surfaced with asphalt, and is suitable for both mountain bikes and road bikes. The Trail terminates at the now-abandoned Chapman Landing site. The City, in partnership with Columbia County and the Port of St. Helens, is exploring opportunities to develop a park at this location. The parcel on which the trail is built, varies between 44 and 100 feet wide. Portions of this trail are grass, but most of

it has been covered by dense, invasive Himalayan Black Berry bushes.

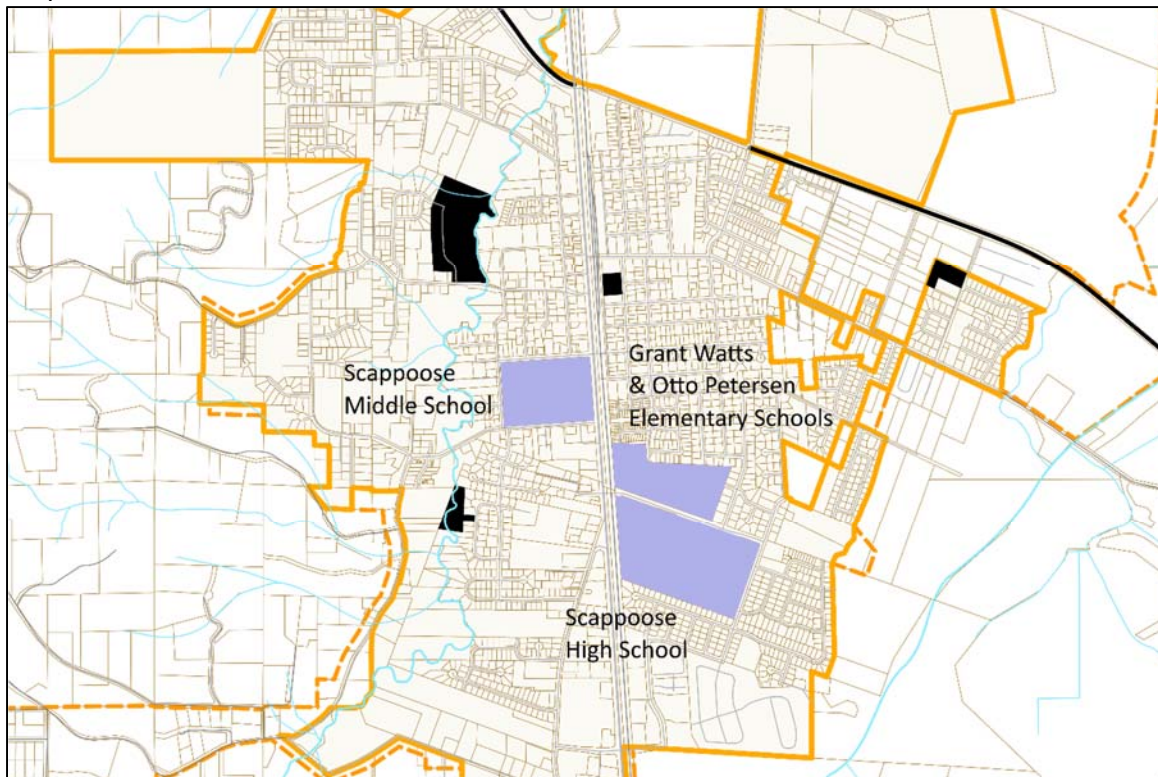
Built in the early 1900s and called the Portland-Southwestern Railroad, the tracks transported timber from the hills between Vernonia and Scappoose to Chapman Landing for shipment up the Multnomah Channel. The Crown-Zellerbach Corporation purchased the property in 1945, removed the tracks and converted the route to a logging road for trucks. Columbia County finally purchased the land in 2004 and converted the route into a multi-use recreational trail for walking, running, bicycling, and horseback-riding.

School District Facilities

The Scappoose School District is a major provider of recreation programs and facilities. During school hours, these parks are not available for Scappoose residents to use. For this reason, they are mentioned in this plan, but not accounted for in the Level of Service Analysis. Many of the sports clubs use their facilities for games and practice. Of the four schools within Scappoose city limits all have recreational facilities:

- Grant Watts Elementary School
- Otto Petersen Elementary School
- Scappoose Middle School & Chinook Fields
- Scappoose High School & Anderson Field

Map PR- 2: School District Facilities



Level of Service

Park Type	NRPA Standard LOS Guidelines (Acres / 1,000 population)	Oregon Recommended LOS Guidelines (Acres / 1,000 population)	Scappoose Adopted LOS Guidelines (Acres/1,000 population)
Pocket parks	0.25 – 0.5	0.25 to 0.5	.25
Urban plaza parks	None	0.1 – 0.2	.1
Neighborhood parks	1.0 – 2.0	1.0 – 2.0	1
Community parks	5.0 – 8.0	2.0 – 6.0	2
Regional parks	5.0 – 10.0	5.0 – 6.0	0
Nature parks	None	2.0 – 6.0	2
<i>Trails, Pathways and Bikeways *</i>	<i>None</i>	<i>0.5 – 1.5 mi/1,000 population</i>	<i>.5 miles/1,000 population</i>
Total	6.25 – 10.5	6.25 – 12.5	5.35

* Units are in miles and not included in totals.

Due to Scappoose’s close proximity to Forest Park, Scaponia Recreation Site and other parks typically classified as a “regional park”, and the high cost of developing regional parks the city doesn’t think it is necessary to attempt to meet the State’s or Federal level of service guidelines.

Existing Level of Service Analysis

Scappoose provides roughly 3.02 acres of parkland for every 1,000 residents. Unfortunately, this amount falls short of national and state guidelines by nearly half. However, there are many private and public lands around town that could be developed into parks. Park size is one of the many considerations taken into account when planning parks. Other characteristics like park type and location are important to recognize, and plan around accordingly.

Park Type	Existing Park Acreage	Scappoose Current LOS (Acres / 1,000 population)
Pocket parks	0	None
Urban plaza parks	1.76	.26
Neighborhood parks	4.68	0.69
Community parks	14.05	2.07
Nature parks	0	None
<i>Trails, Pathways and Bikeways</i>	<i>1.1</i>	<i>0.16 mi/1,000 population</i>
Existing Conditions	20.49	3.02*

* For the purposes of this calculation, Heritage Park was considered an Urban Plaza, Creekview

and Miller Park as Neighborhood Parks, Veteran’s Park as a Community Park, and CZ Trail as a Trail, Pathway and Bikeway. The CZ trail was not included in the total calculation of 3.02 acres/1,000 population. The population used for the LOS analysis was the 2017 PSU official estimate of 6,785 people.

Required Park Acreage Expected in Scappoose

Required Acreage is the amount of space needed to meet the City of Scappoose LOS Guidelines for parks. Acreage was calculated using the Scappoose LOS Guideline numbers from Table 3.2.2.1 and the 2017 Portland State Coordinated Population Forecast.

Park Type	2017 Required Acreage	2037 Required Acreage	2067 Required Acreage
Pocket parks	1.7	2.7	3.9
Urban plaza parks	0.7	1.1	1.6
Neighborhood parks	6.8	10.8	15.5
Community parks	13.6	21.6	31.0
Nature parks	13.6	21.6	31.0
<i>Trails, Pathways and Bikeways*</i>	3.4	5.4	7.8
Total	36.4	57.8	83.0

* Units are in miles and not included in totals.

Park Level of Service Deficiencies or Surpluses

Park Type	Park acreage surplus or deficiency		
	2017	2037	2067
Pocket parks	(-1.7)	(-2.7)	(-3.9)
Urban plaza parks	+1.06	+0.66	+1.16
Neighborhood parks	(-2.2)	(-6.12)	(-10.82)
Community parks	+0.45	(-7.55)	(-16.95)
Nature parks	(-13.6)	(-21.6)	(-31.0)
<i>Trails, Pathways and Bikeways*</i>	(-2.3)	(-4.3)	(-6.7)
Total	(-15.99)	(-37.31)	(-62.51)

* Units are in miles and not included in totals.

Lands Zoned Public Lands – Recreation (PL-R)

Scappoose has land that is zoned PL-R but has not been accounted for in the existing conditions because the park is not considered developed. This PL-R zoned land, in addition to other

publicly held lands, could help Scappoose meet its established level of service of 5.35 acres/1,000 residents.

Park Name	Park Type	Acres
Vista Park	Regional	76.6
Fischer Park	Community	8.76
Columbia Airpark East	Nature	14.5
Meadowbrook Park	Pocket	2.04
Undeveloped PL-R Zoned Land		101.9

Park Service Area

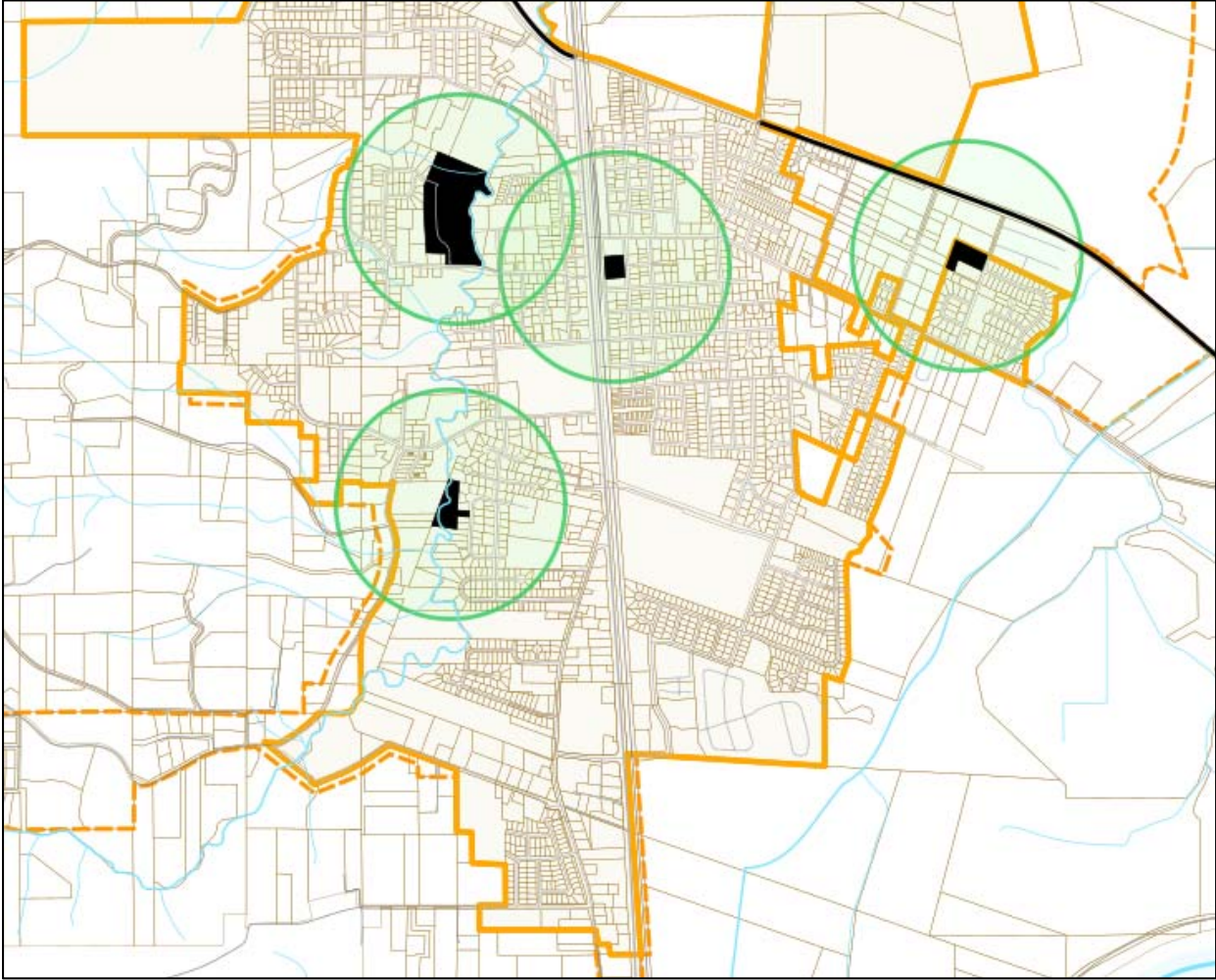
Close-to-home parks: a half-mile or less

Parks must be conveniently located in order to provide their benefits, and many communities have set goals for the maximum distance any resident should be from the nearest park. The **five-minute walk** is a national standard for park accessibility because it is the average distance a person is willing to walk before opting to drive. Based on the average speed at which people walk or run, a five-minute walk translates to between a quarter to a half mile walk.

Many neighborhoods lie beyond a five-minute walk to the nearest park and therefore have a greater need for parks. As we look for opportunities to develop new parks, we must consider the impacts of future growth and also where new neighborhoods might be developed. The Parks Classifications, found in the Parks, Trail and Open Space Plan, helps to determine what kinds of parks are suitable in different locations.

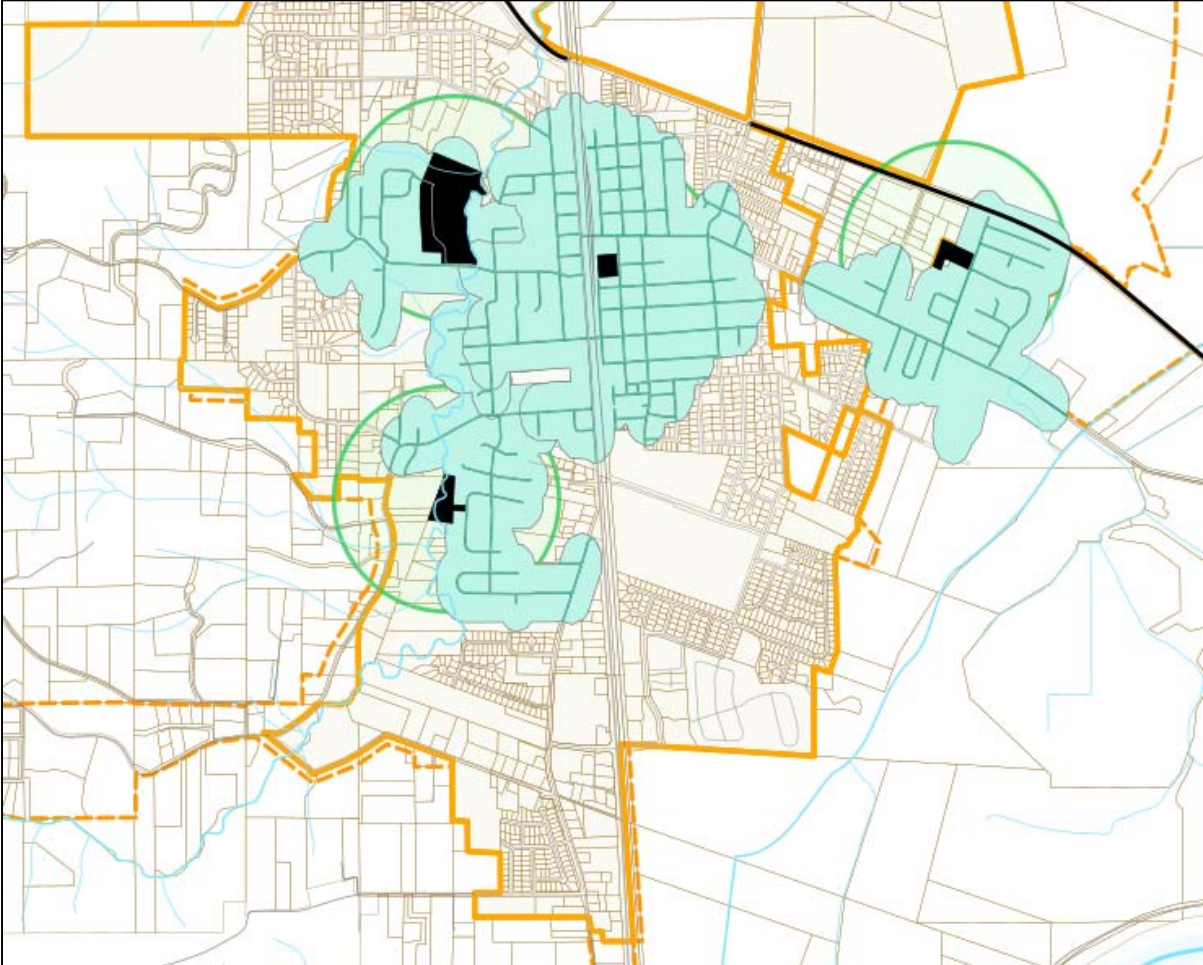
The following maps show existing parks and their five-minute and quarter-mile walking distances.

Map PR- 3: Local parks and a standard quarter-mile radius (green)



A simple quarter-mile radius ignores a lack of connections (such as roads, sidewalks, and trails) as well as common barriers to pedestrian travel (such as rivers and steep terrain). The following map shows a calculated five-minute walk from each park using existing connections.

Map PR- 4: Local parks and a calculated five-minute walking radius (blue) over the original quarter-mile radius (green)



Scappoose is severely underserved by its Park System. In all three level of service criteria, acreage, half miles radius, and five minute walking distance, the City falls short of what is recommended by federal and state agencies.

Schools

The Scappoose School District encompasses 118 square miles, including small areas of Washington and Multnomah Counties along with the southeastern portion of Columbia County. Four out of the five district schools are located in Scappoose, with one primary school in Warren. Although the Peterson, Warren and Middle Schools are older, they are in good condition. The High School and Watts School are new and they have sufficient land available at the school sites to nearly double their sizes. The primary schools (grades 1-3) are very near capacity now, based on preliminary, September 1, 1976, enrollment. (See the attached chart.) The other schools can still accommodate projected growth to the year 2000 by expansion of existing schools.

The 1965 study Land for Schools and Parks recommends developing parks in conjunction with school sites. The open land available at Grant Watts School could be utilized as a public park. It is presently relatively undeveloped, and contains only an open field with a ball diamond adjacent to the school playground.

Table PS-1: Age of School Buildings

Warren	1908	1930's, 1950's, 1964
Grant Watts	1963	1978
Peterson	1940's	None
Middle School	1931	Late 1950's
High School	1972	none

Land is also available at the High School site. Developing recreational facilities for public use in conjunction with the needs of the school should be explored with the School District.

The School District has not experienced the growth anticipated in the 1983 Comprehensive Plan. Minimal modifications in the structure of the buildings have been completed but not to the scale stated in the 1983 Plan. The level of enrollment has been unchanged in the past five years. Total enrollment in 1985 and 1989 was 1833 and 1832 students respectively (K-12). Some increased enrollment has been experienced in the early grades, but the overall student population continues to be stable.

No new schools have been designated to expand the system.

Table PS-2: School Characteristics

School	Grades	Building Condition	Site Evaluation
Warren	K-3	Good (a 1991 fire caused extensive damages and repairs are pending)	Space available for expansion for 300 additional students
Grant Watts	K-3	Excellent	Space available for expansion for 300 additional students
Peterson	4-6	Good	Cannot be expanded
Middle	7-8	Good	Cannot be expanded
High	9-12	Excellent	Space available for expansion for 775 additional students

Table PS-3: Enrollment

Grade	1976	1985	1989	Potential Student Capacity/Projected Enrollment in 200
K-3	439	524	582	625
4-6	377	398	461	670
7-8	311	300	267	625
9-12	527	611	522	1600
	1654	1833	1932	3520

Table PS-4: Acreage at Scappoose School Sites

Peterson & Middle Schools	16 acres
Grant Watts School	14 acres
High School	33 acres
Warren School	14 acres

Police

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

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

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

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

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

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

Police Department Activity 2015 – 2017

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

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

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

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

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

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

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

Fire

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

The fire protection district encompasses 52 square miles and 100 square miles for the Ambulance Service Area (ASA), with an estimated population served of 14,000. In July of 2016, the district entered into an Intergovernmental Agreement (IGA) to share Chief Officers with our neighbor, Columbia River Fire & Rescue. This IGA provides for a direct contact Chief 24 hours a day, 7 days a week. It also enhances functionality in program management (Training, Safety, Operations, Medical, Fire Marshal) and provides for a single Fire Chief overseeing both fire agencies.

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

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

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

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

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

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

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

Health Care

Health care services are provided for the South Columbia County area through Cascade Medical Clinic and Portland area hospitals. The closing of St Helens Hospital last year (1990) has required travel to adjoining counties for treatment.

The existing Hospital District is a publicly incorporated special district, governed by ORS Chapter 440, and has the power to levy taxes. However, the last tax levy by the District was in the 1983-84 fiscal year. The District encompasses 221 square miles, or 34% of Columbia County, and serves a population of 21,000.

Problems in health care delivery in order of priority they are:

1. Inadequate hospital availability and emergency room services.
2. Shortage of primary physician services (i.e., primary services include family practice, pediatrics, general surgery and internal medicine).
3. Inadequate ambulance service and emergency communications.
4. Insufficient physician time with patients.
5. Inadequate mental health clinic services.
6. Inadequate residential care services for the aged.
7. Inadequate home health care.

Library

The Scappoose Public Library, established in 1960, is owned and operated by the City of Scappoose. The Library is located in the Fire Department building on S.E. 2nd Street. The area used by the Library is approximately 1,540 sq. feet. There is no space available for expansion within the existing building, although land is available for making an addition to the building. The American Library Association, in a 1967 paper entitled *The Small Library Building*, recommends a minimum floor space of .7 sq. feet per capita for cities under 10,000 population, or 1.830 sq. feet for the City of Scappoose.

Annual book circulation in 1975-76 was 13,000. The State Library Board recommends an annual circulation of four books per capita for small libraries. The Scappoose Library exceeds the recommended annual circulation of 10,440. Average daily circulation in the library is approximately 88 books per day. The circulation figures indicate relatively high use of the library. By comparison, average daily circulation in the St. Helens Library is 80.

The Library is open three days per week, a total of 18 hours.

There are also 81 non-resident family memberships, or about 360 non-resident users, based on 3.5 users per library cards. Non-resident use has recently declined, since the Library began charging an annual \$5.00 fee.

The Library is located in one of the two City-owned blocks that house other municipal services, including police and City Hall. It has been suggested in the 1966 Comprehensive Plan for Scappoose that this two block area be developed into a "Civic Center". This appears to be an adequate location for the Library, although, a central business location with considerable pedestrian traffic is usually recommended (*The Small Library Building, ALA*, pp. 4-5). Although not located in the Scappoose business area, the Library is only two blocks from the businesses on U.S. Highway 30; the Highway is the main barrier limiting easy pedestrian access.

Transportation

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

Challenges

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

The primary travel barriers in Scappoose include:

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

U.S. Highway 30 (US 30)

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

While traffic peaks during both the morning and evening peak periods, the evening peak is higher overall (total of both directions). This is typical in most communities due to more shopping and other trips that occur simultaneously with the evening peak commute traffic. Generally, traffic volumes during the p.m. peak hour on Highway 30 are higher in the central part of Scappoose,

near Maple Street and E.M. Watts Road, through the downtown area, and especially at Havlik Drive, at the south end of Scappoose. During the a.m. peak hour volumes along US 30 are higher in the southbound direction and, during the p.m. peak hour, higher in the northbound direction, suggesting that much of the volume is commuter traffic to and from the Portland metro area. Warmer weather brings an influx of visitors to Columbia County destinations and the Oregon Coast via US 30.

Roads

Besides Highway 30, Scappoose-Vernonia Highway is the only road serving as a regional corridor; it intersects Highway 30 in the northern part of the City and does not really play a role in intra-city circulation. Columbia Avenue, J.P. West Road, E.M. Watts Road, E.J. Smith Road, Old Portland Road, SE High School Way, Havlik Drive, SW Dutch Canyon Road, SE 6th Street, Maple and Elm Streets are the major routes for carrying intra-city traffic. Figure 9, from the TSP, is included to depict current and future roadway facilities.

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

Public Transportation

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

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

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

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

Carpooling

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

Pedestrian Transportation

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

Lack of sidewalks: There is a lack of sidewalks in many parts of town. This is particularly true in neighborhoods built in an era when constructing sidewalks was not required by local jurisdictions. Major roadways with significant sidewalk gaps are Old Portland Road, Columbia Avenue, and E.M. Watts Road.

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

US 30 through center of town: Sidewalks are provided on most of the west side of US 30. However, there are no sidewalks on either side north of Crown Zellerbach Road and south of the city limits to Johnsons Landing Road. Crosswalks are striped at all signalized intersections on US 30, typically spaced about a one-quarter to one-third mile apart. However, there is a gap of over one-half mile between signals at High School Way and Havlik Drive. No unsignalized marked crosswalks are available on US 30 due to the high speed and high traffic volume on US 30. There are curb extensions on US 30 at Columbia Avenue, which can improve the pedestrian experience. However, these curb extensions are relatively modest and are located only on the west side of the street, limiting their utility. Figure 10, from the TSP, depicts current and proposed pedestrian facilities.

Bicycle Transportation

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

Bonneville Drive. The majority of the residential areas lack formally designated facilities or routes to connect them to the commercial core.

Existing bicycle facilities in Scappoose are described below:

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

Shared Use Paths

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

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

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

Rail Transportation

The Portland & Western Railroad (PNWR) operates a rail line that runs parallel to Highway 30 through Scappoose. The PNWR is a 520-mile short line freight railroad that interchanges with the Albany & Eastern Railroad, Burlington Northern Santa Fe Railway, Central Oregon & Pacific Railroad, Coos Bay Rail Link, Hampton Railway, Port of Tillamook Bay Railroad, and Union Pacific Railroad. Commodities transported include aggregates, brick and cement, chemicals,

construction and demolition debris, food and feed products, forest products, metallic ores and minerals, and steel and scrap. PNWR reports an average of three train movements per day during the week (Monday through Friday) and two train movements per day on the weekend (Saturday/Sunday). Trains originate and are destined for the Northwest Portland/Vancouver area and serve Scappoose and points west of Scappoose as far as Wauna.

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

Air Transportation

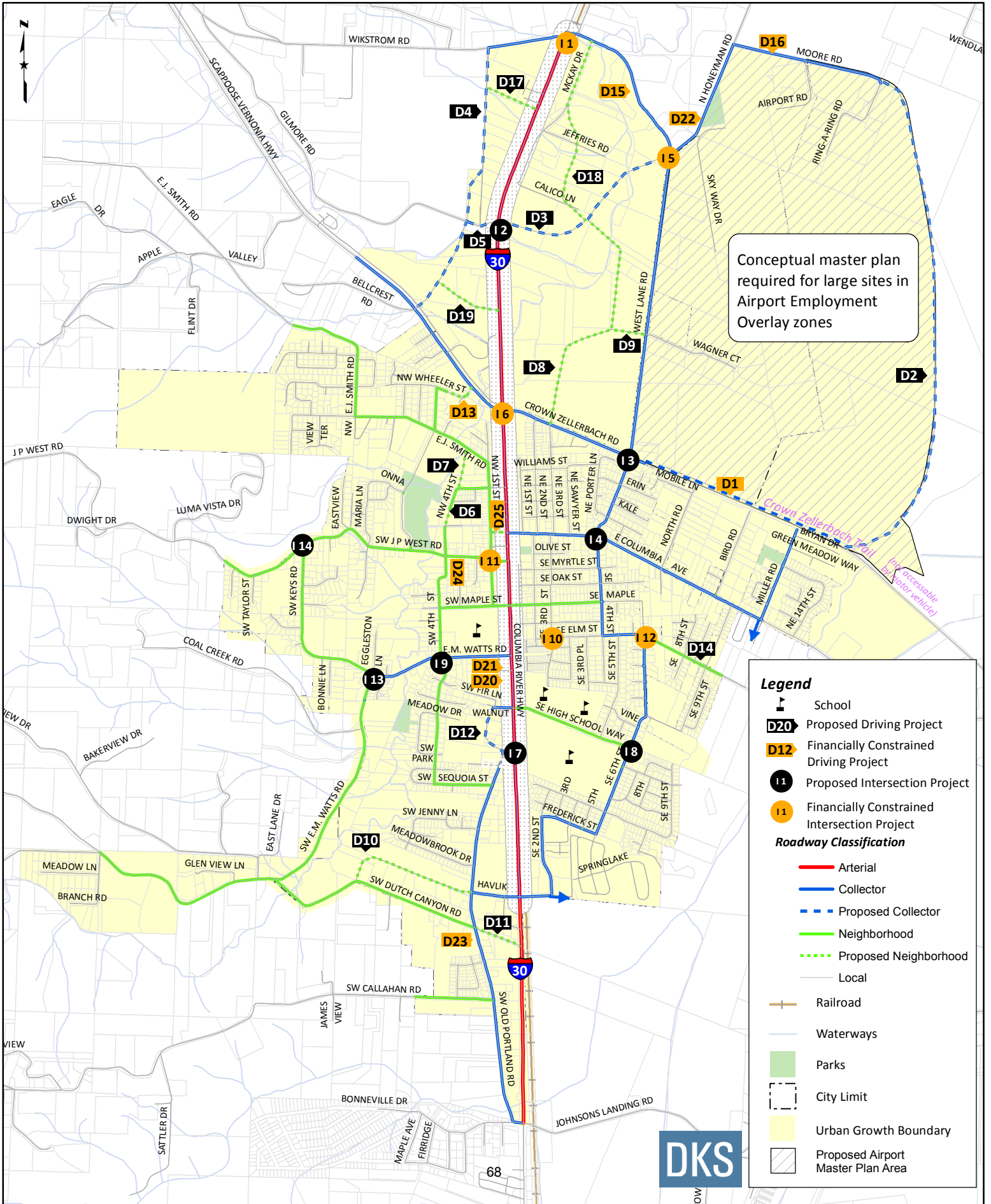
Within Scappoose there is one airport (Scappoose Industrial Airpark) that is owned by the Port of St. Helens (a local municipal corporation). The airpark, located in northeast Scappoose, has a paved and lighted runway that is 5,100 feet in length and 100 feet in width. Current long-range planning includes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

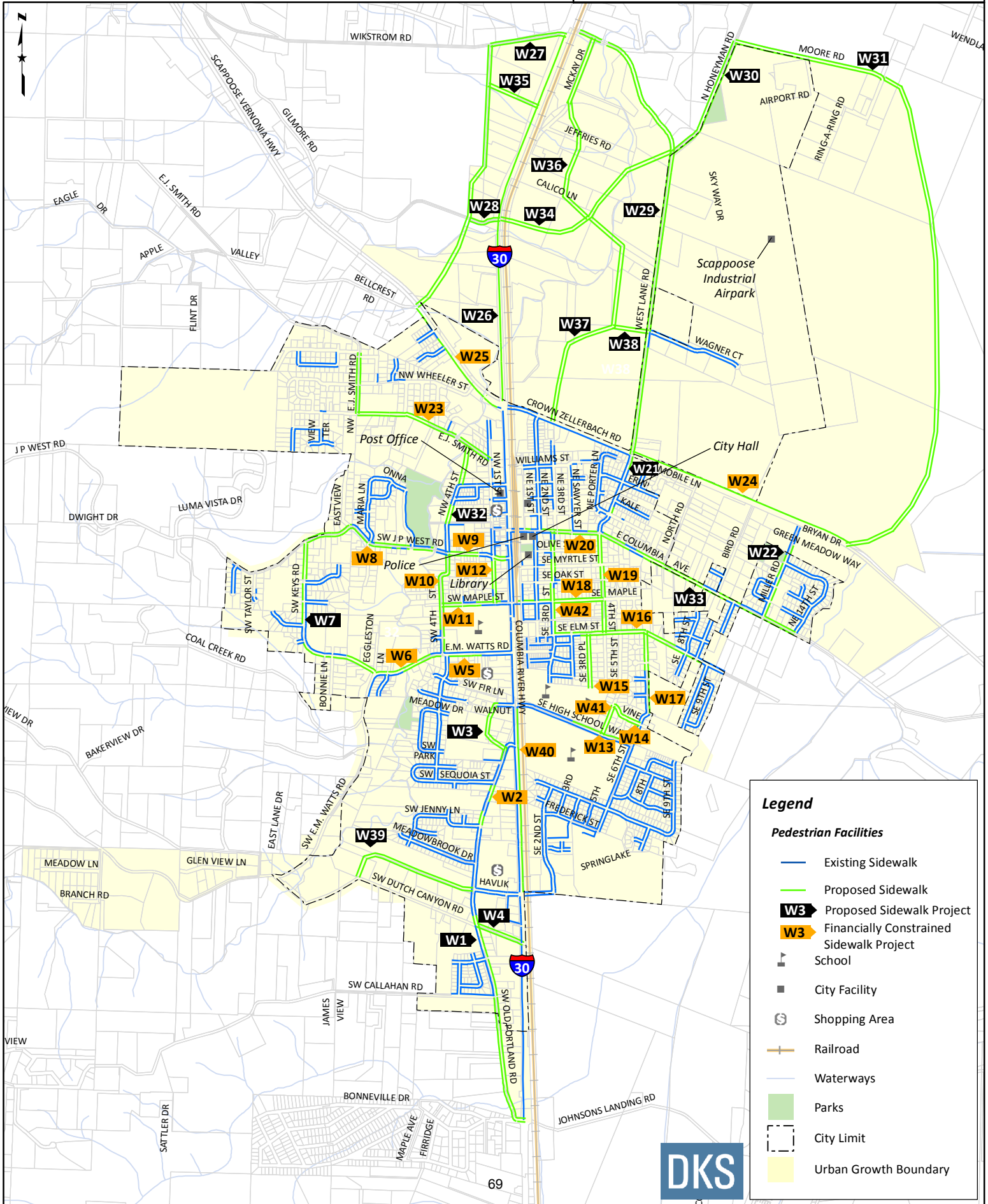
Waterway Facilities

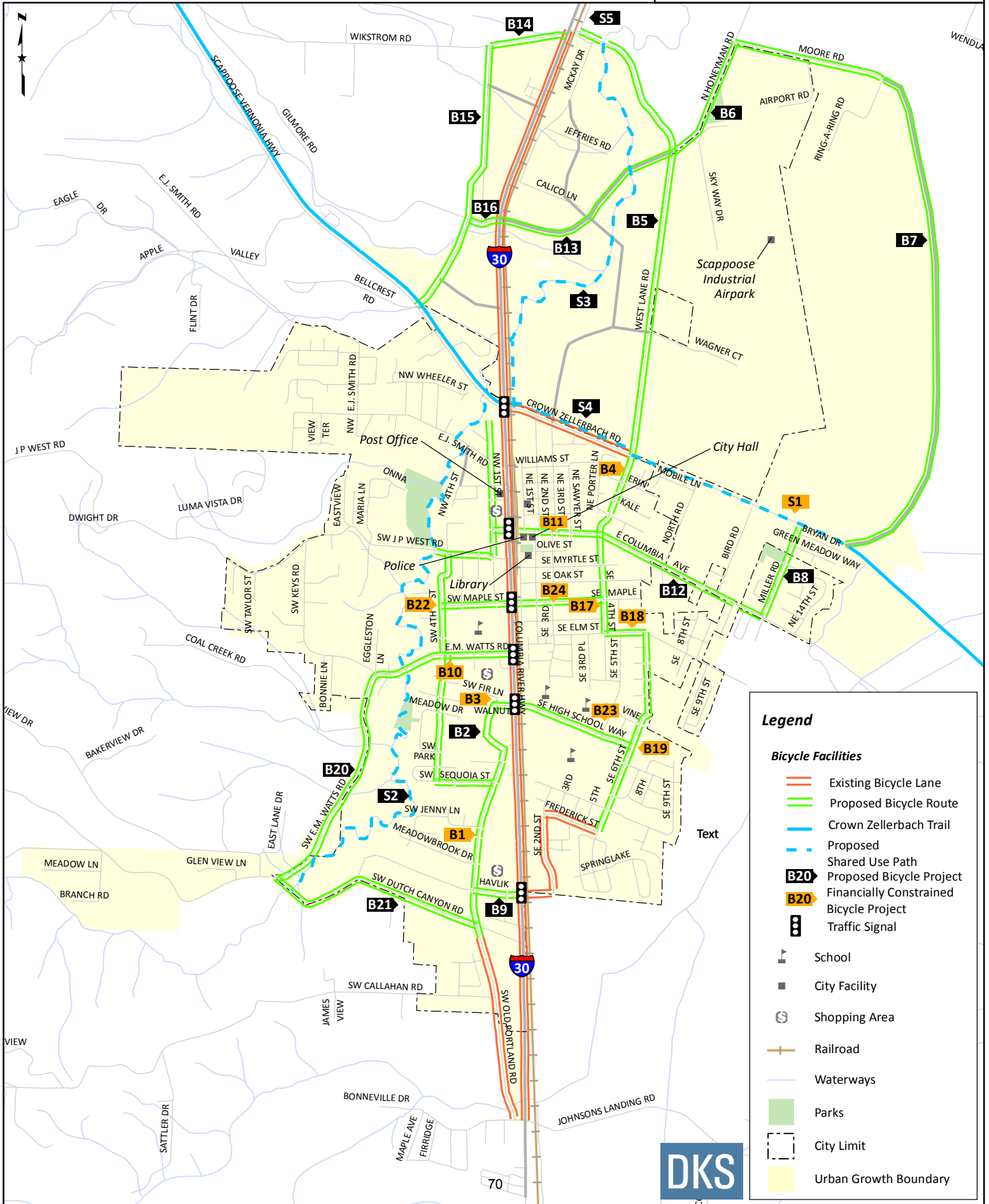
The Columbia River is located approximately one mile east of Scappoose and provides many opportunities for recreational activities. Scappoose Bay Marine Park, operated by the Port of St. Helens, is located off Highway 30 in Warren, just north of Scappoose. It provides public access to the Columbia River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

Pipeline Facilities

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







Housing

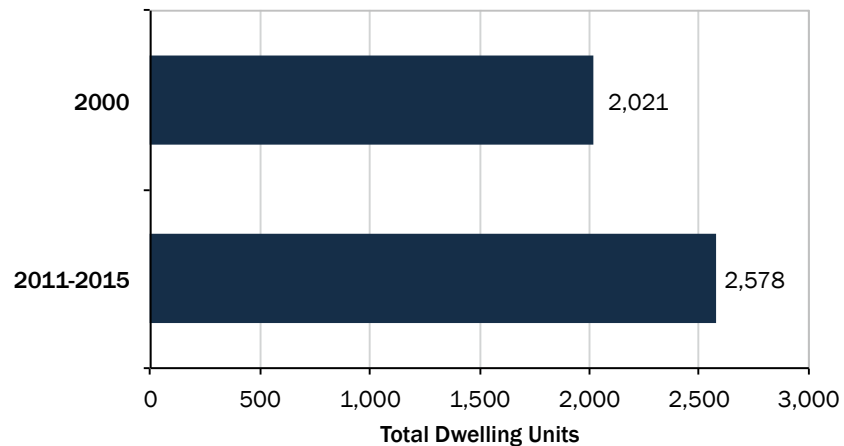
Housing Characteristics and Value

The population of Scappoose has increased by 3,256 people between 1990 and 2016. The City grew at a yearly rate of 3.5% between 1990 and 2000 and at a rate of 2.9% between 2000 and 2010. The growth slowed between 2010 and 2016 at a rate of 0.5%.

In-migration drives the majority of growth in Oregon and in Columbia County. Three-quarters of Columbia County’s population growth between 2000 and 2016 was the result of in-migration to the County.

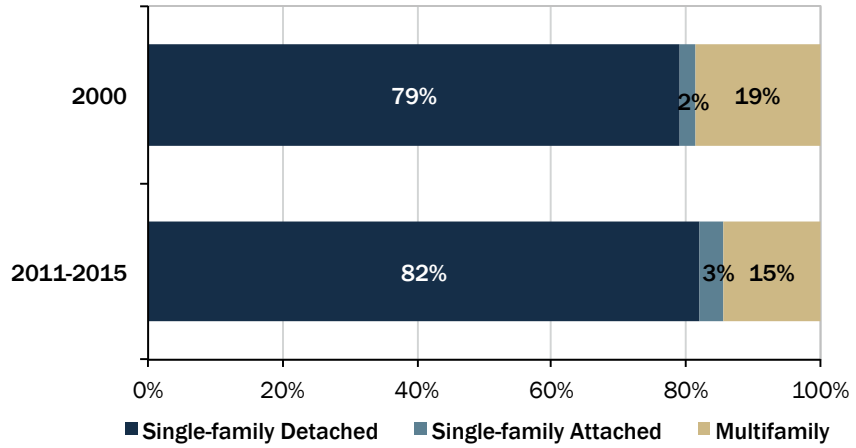
Along with increases in Scappoose’s population, the housing stock has also changed. In 2000, Scappoose more than 2,000 dwelling units. Between 2000 and 2015, housing increased by 557 units. Single-family detached units increased from 79% to 82% of the total housing stock in Scappoose, while the number of multifamily units decreased slightly from 379 to 374 units. In 2015, multifamily units made up 15% of the total housing stock.

Figure H-1: Total Dwelling Units, Scappoose, 2000 and 2011-15



Source: Census Bureau, 2000 Decennial Census and 2011-2015 ACS

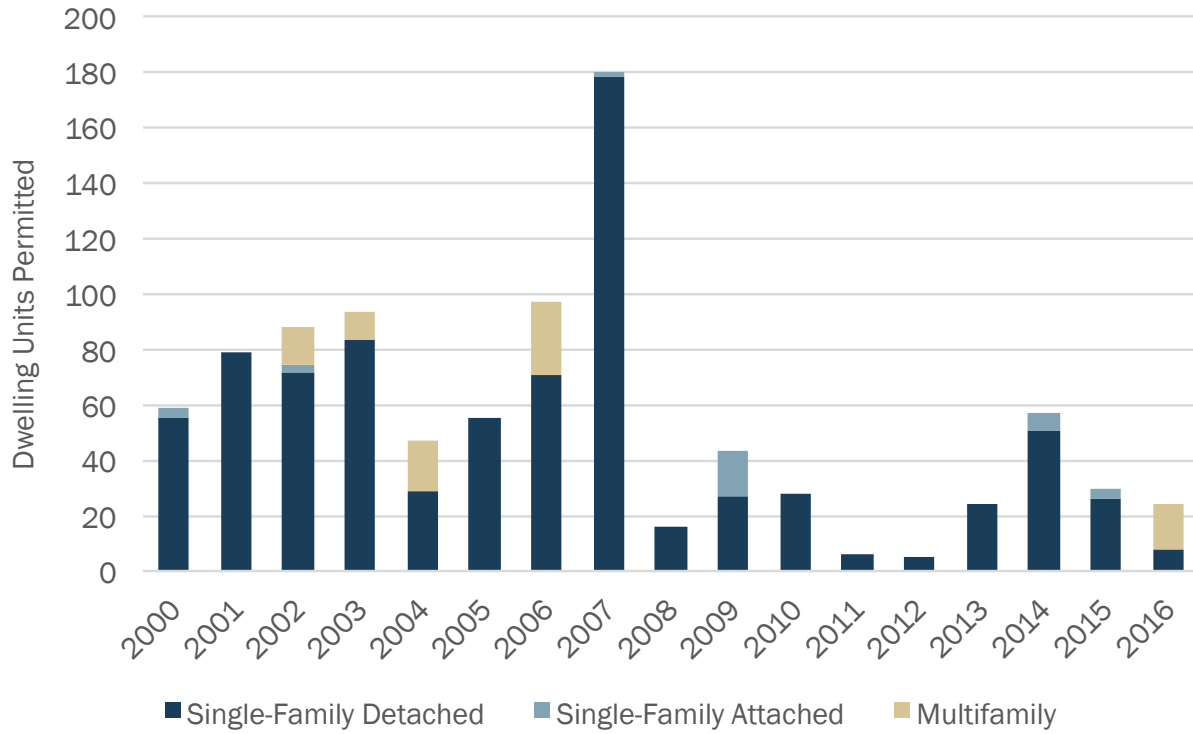
Figure H-2: Change in Housing Mix, Scappoose, 2000 and 2011-15



Source: Census Bureau, 2000 Decennial Census and 2011-2015 ACS

Figure H-3 shows building permits issued between 2000 and 2016 in Scappoose. Over the 2000 to 2016 period, Scappoose issued permits for 931 dwelling units, with an average of 55 permits issued annually. About 87% of dwellings permitted were single-family detached, 4% were for single-family attached housing, and 9% were multifamily.

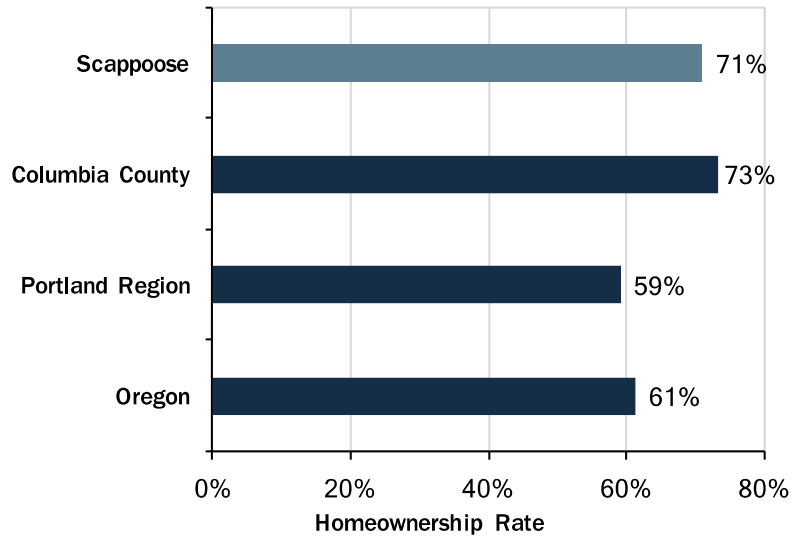
Figure H-3: Scappoose Building Permits: 2000 – 2016



Source: City of Scappoose.

Homeownership rates in Scappoose have remained relatively stable, with homeownership rates generally above 70% since 2000. In 2011-2015, the homeownership rate was 71% in Scappoose. In comparison, homeownership in the Portland region 59%. The statewide average is 61%.

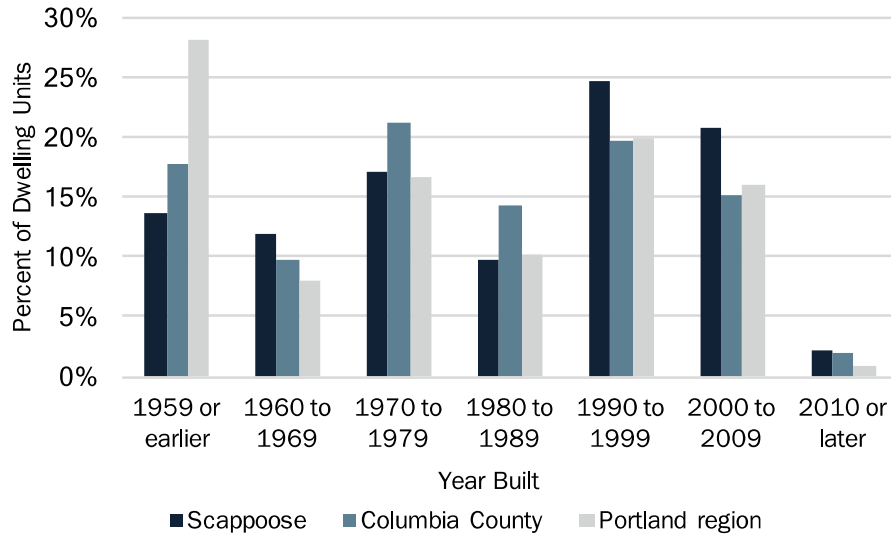
Figure H-4: Homeownership rates, Scappoose 2011-2015



Source: Census Bureau, 2011-2015 ACS

The majority of housing units in Scappoose were built after 1960, with about half of the units built between 1990 and 2009. Most of the dwelling units constructed were single-family detached homes, but a share of recent construction (between 2014-2016) has also included single-family attached and multifamily dwelling units.

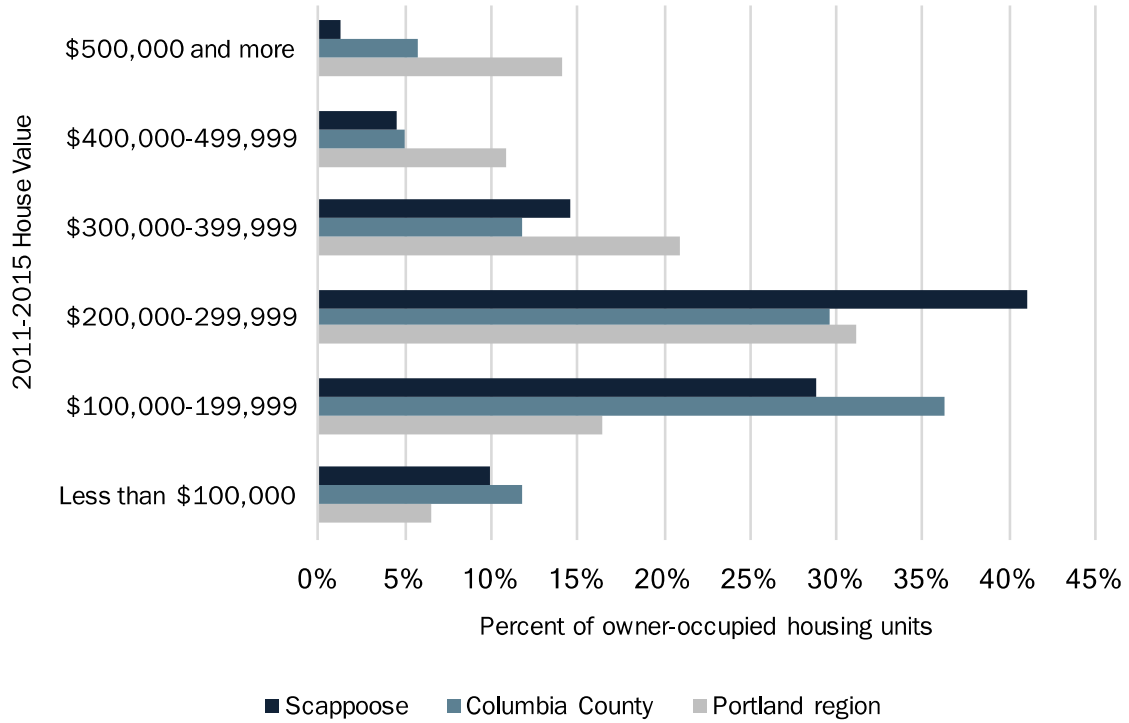
Figure H-5: Age of Housing by Year Built, Scappoose, 2011-2015



Source: 2011-2015 American Community Survey, Table B25034.

In 2011-2015, over one quarter of the owner-occupied units in Scappoose are valued between \$100,000 and \$199,999. Over 40% are valued between \$200,000 and \$299,999, and about 5% are valued over \$400,000. The median value for owner-occupied units in Scappoose is \$219,300.

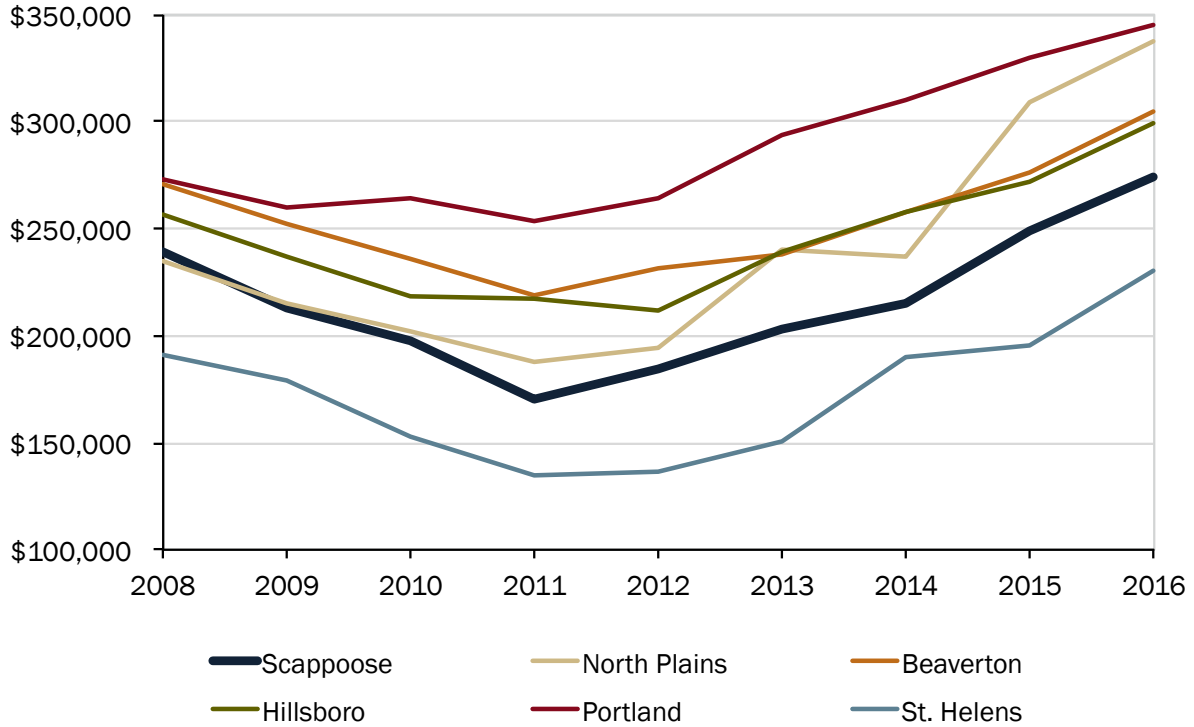
Figure H-6: Value of Owner-occupied Units, Scappoose, 2011-2015



Source: 2011-2015 American Community Survey.

Between 2008 and 2016, housing sales prices were relatively low compared to other cities in the Portland region. St. Helens is the only city that had consistently lower home prices than Scappoose during the same time period. Portland and Beaverton home sales were consistently higher since 2008, while the city of North Plains saw a steady increase in home sales prices between 2014 and 2016, as its median home price in 2016 was only slightly lower than Portland.

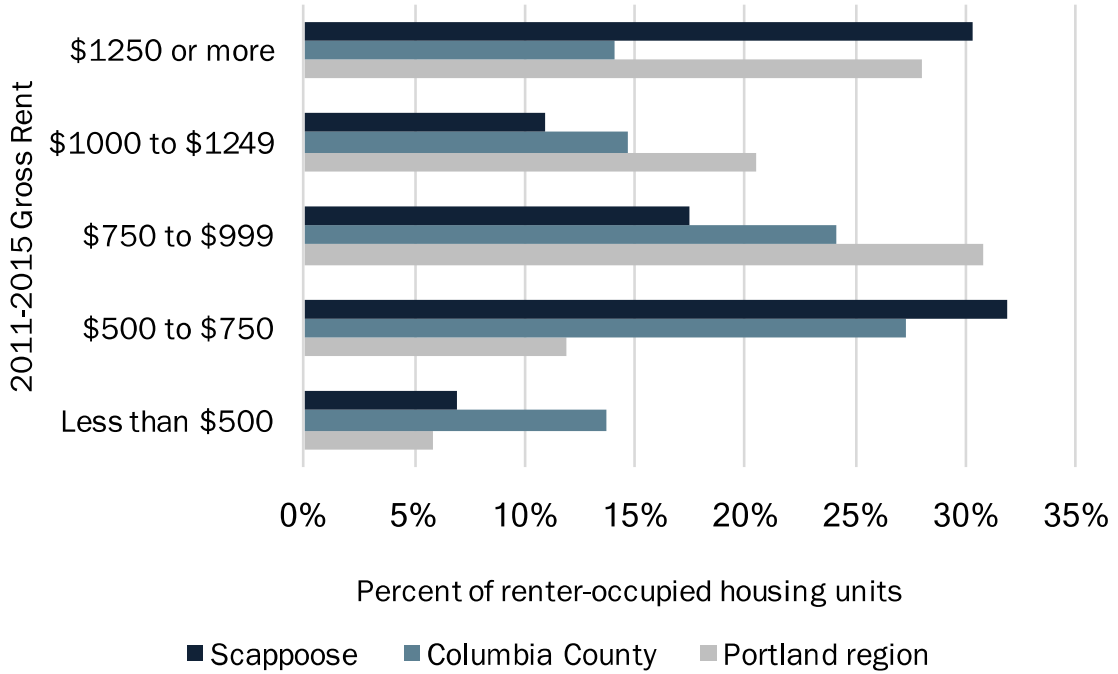
Figure H-7: Median Home Sale Price, Scappoose and Peer Cities, 2008-2016



Source: Columbia County Assessor, Property Radar, Zillow

In 2011-2015, about 40% of households have rent of less than \$750 and over \$1000. The median gross rent in Scappoose is \$882.

Figure H-7: Gross rent, Scappoose, 2011-2015



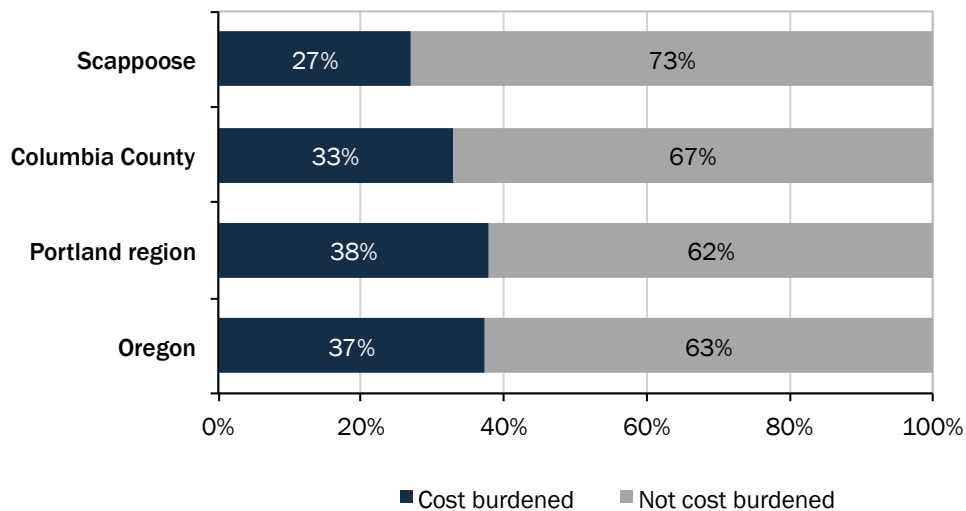
Source: 2011-2015 American Community Survey.

Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 27% of Scappoose’s households are cost burdened. About 57% of renter households are cost burdened, compared with 16% of homeowners. Overall, Scappoose has a lower share of cost-burdened households than Columbia County or the Portland region. However, Scappoose has more cost-burdened renter households (57%) than the County (52%) or region (50%).

Figure H-8: Housing Cost Burden Scappoose, Columbia County, Portland region, Oregon, 2011-15

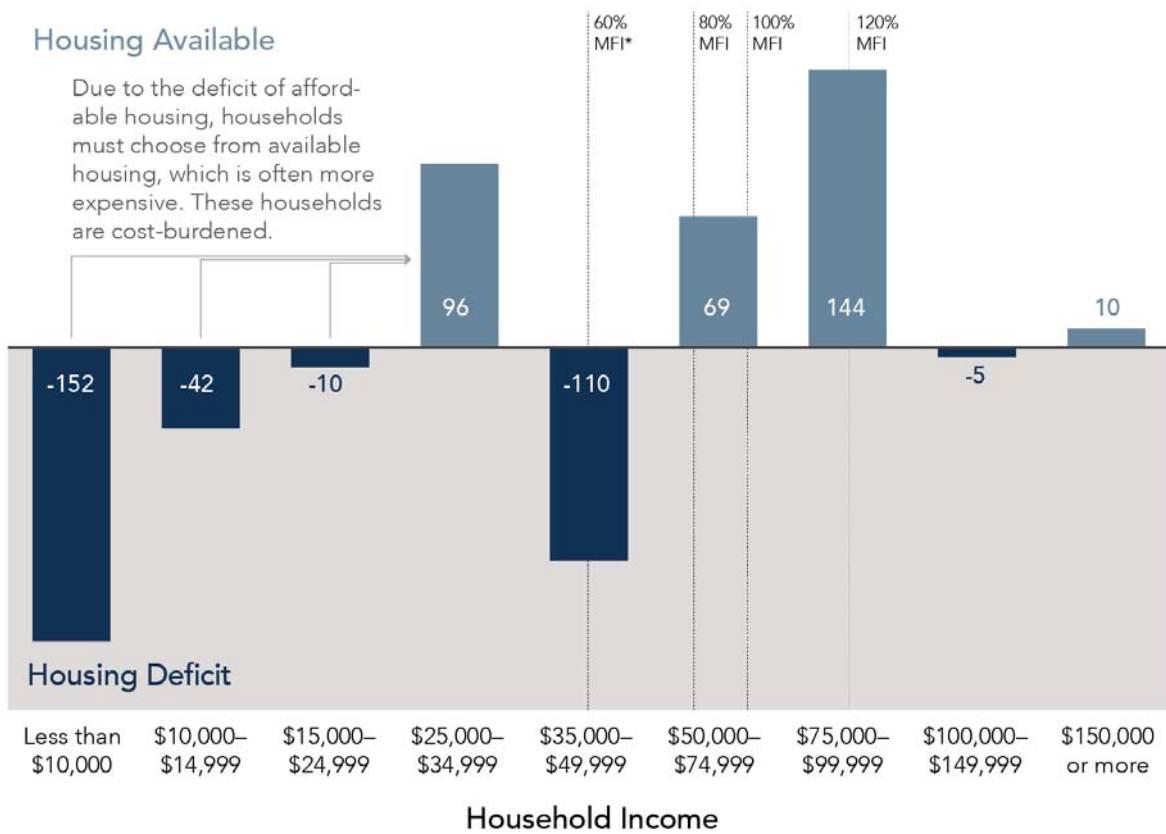


Source: US Census Bureau, 2011-2015 American Community Survey

Figure H-9 compares the number of households by income with the number of units affordable to those households in Scappoose. Scappoose currently has a deficit of housing affordable to households earning less than \$50,000. The deficit of housing for households earning less than \$50,000 (about 60% of Area Median Income) results in these households living in housing that is more expensive than they can afford. Households in this income range are generally unable to afford market rate rents. When lower cost housing (such as government subsidized housing) is not available, these households pay more than they can afford in rent. This is consistent with the data about renter cost burden in Scappoose.

The housing types that Scappoose has a deficit of are more affordable housing types such as apartments, duplexes, tri- and quad-plexes, manufactured housing, townhomes, and smaller single-family housing.

Figure H-9: Affordable housing costs and units by income level Scappoose, 2016



Source: US Census Bureau, 2011-15 ACS

Note: MFI is Median Family Income, determined by HUD for the Portland region, which includes Columbia County

Scappoose Residential Buildable Lands Inventory

The Scappoose Residential Buildable Lands Inventory (BLI) includes all residential land designated in the comprehensive plan within the Scappoose UGB. Data used for the analysis was provided by the Columbia County GIS Department. Specific data used included city/urban growth boundaries, tax lots, zoning, Oregon Wetlands Cover, and contours (to calculate slopes). The inventory then builds from the tax lot-level database to estimates of buildable land by plan designation.

The BLI identified land with no development capacity (predominantly land with existing development), land with constraints prohibiting development (land in floodplains, natural resource protection areas, and areas with slopes over 25%), and vacant unconstrained buildable land. About 53% of Scappoose’s total residential land (684 acres) is developed, 22% (283 acres) is constrained, and 25% (327 acres) is buildable vacant land. The majority of buildable vacant land is in the Suburban Residential designation (260 acres).

Table H-1: Residential land by comprehensive Plan Designation and constraint status, Scappoose UGB, 2016

Plan Designation	Tax Lots	Total Acres	Acres with No		Total
			Development Capacity	Constrained Acres	Unconstrained Buildable Acres
General Residential	772	174	129	32	12
Suburban Residential	1,624	865	373	231	260
Manufactured Home	157	86	66	8	12
Commercial	218	169	116	11	42
Total	2,770	1,294	684	283	327
Percent of Total		100%	53%	22%	25%

Source: ECONorthwest

The capacity for new housing on vacant buildable land is estimated based on the allowable densities in each plan designation and zone, according to the zoning code. In addition, the analysis accounts for land needed for future rights-of-way based on analysis of the proportion of land currently in rights-of-way in developed areas within the city. Table H-2 shows the density assumptions and capacity (in dwelling units) land unconstrained buildable land in Scappoose's UGB. Scappoose's unconstrained buildable land has capacity to accommodate approximately 1,628 new dwelling units.

Table H-2: Estimate of residential capacity on unconstrained buildable land, Scappoose UGB 2016

Plan Designation	Total Unconstrained Buildable Acres	Density Assumption (DU/Acre)	Capacity (Dwelling Units)
General Residential	12.1	7.0	85
A-1	2.2	12.5	27
R-1	4.7	3.9	18
R-4	5.2	7.8	40
Suburban Residential	260.5	4.9	1,270
R-1*	203.5	4.4	895
R-4	56.9	6.6	375
Manufactured Home	12.2		78
MH	12.2	6.4	78
Commercial	16.0		195
EC	16.0	12.2	195
Total	300.7	5.4	1,628

Source: ECONorthwest

Housing Demand and Future Needs

A 20-year population forecast (in this instance, 2018 to 2038) is the foundation for estimating needed new dwelling units. Scappoose will grow from 7,686 persons in 2018 to 10,951 persons in 2038, an increase of 3,265 people.

Table H-3: Population Forecast, Scappoose UGB, 2018-2038

Year	Population
2018	7,686
2035	10,461
2038	10,951
Change 2017 to 2037	
Number	3,265
Percent	42%
AAGR	1.8%

Source: Oregon Population Forecast Program, Population Research Center, Portland State University

Growth of 3,265 people in Scappoose will result in demand for 1,229 new dwelling units within Scappoose over the 2018-2038 period.

Table H-4: Forecast of demand for new dwelling units, Scappoose UGB, 2018 to 2038

Variable	New Dwelling Units (2018-2038)
Change in persons	3,265
<i>minus</i> Change in persons in group quarters	31
<i>equals</i> Persons in households	3,234
Average household size	2.73
New occupied DU	1,185
<i>times</i> Aggregate vacancy rate	3.7%
<i>equals</i> Vacant dwelling units	44
Total new dwelling units (2018-2038)	1,229
Annual average of new dwelling units	61

Source: ECONorthwest, based on data from the Oregon Population Forecast Program and 2011 American Community Survey

In the future, the need for new housing developed in Scappoose will include more housing generally more affordable, with some housing located in walkable areas with access to services. As a result, Scappoose will require a larger percentage of new single-family attached and multifamily units when compared with the existing mix of housing in the city. The Housing Needs Analysis describes the factors that are causing this change in housing need. In short, these factors include demographic changes (e.g., the aging of the Baby Boomers and growth of Millennial households) and the existing need for more affordable housing.

Table H-5: Forecast of demand for new dwelling units, Scappoose UGB, 2018 to 2038

Variable	Mix of New Housing Units (2018-2038)
Needed new dwelling units (2018-2038)	1,229
Dwelling units by structure type	
Single-family detached	
Percent single-family detached DU	65%
<i>equals</i> Total new single-family detached DU	799
Single-family attached	
Percent single-family attached DU	7%
<i>equals</i> Total new single-family attached DU	86
Multifamily - 2 to 4 du/structure	
Percent multifamily- 2 to 4 du/structure	10%
Total new multifamily - 2 to 4 du/structure	123
Multifamily - 5+ du/structure	
Percent multifamily- 5+ du/structure	18%
Total new multifamily - 5+ du/structure	221
<i>equals</i> Total new dwelling units (2018-2038)	1,229

Source: ECONorthwest, based on data from the Oregon Population Forecast Program and 2011 American Community Survey

The final step in the analysis of the sufficiency of residential land within Scappoose is to compare the demand for housing (Table H-5) with the capacity of land (Table H-2). The details of this analysis are described in the Housing Needs Analysis.

Table H-6 shows that Scappoose has sufficient capacity to accommodate housing, with a surplus of capacity for about 397 units in the Suburban Residential designation. This surplus is equivalent to about 81 acres of vacant land.⁷

Table H-6: Comparison of capacity of existing residential land with demand for new dwelling units and land surplus or deficit, Scappoose UGB, 2018-2038

Plan Designation	Capacity (Dwelling Units)	Demand for New Housing	Comparison (Supply minus Demand)
General Residential	85	83	2
Suburban Residential	1,270	873	397
Manufactured Home	78	78	-
Commercial*	195	195	0

Source: ECONorthwest

⁷ This assumes an average density of 4.9 dwelling units per acre, which is the average density assumption for Suburban Residential in Table H-2.

Local resources

Preface

It is vital that a community knows its resources, such as agricultural lands and wildlife habitats, if it is to realize fully the opportunities inherent in them. These resources are major determinants in the economic, social and cultural value of land for both the general public and the individual owner. For example, local forest lands provide not only wildlife habitats, recreation opportunities and scenic beauty, but also support the timber industry and resources in an attempt to better understand the trade-offs that accompany potential development. Policy recommendations can be found in the General Goals and Policies Section.

Soils and Agricultural Capability

The development of a mature productive soil is a function of time, parent material, precipitation, topography, vegetation, and the activities of animals, including man. Each of these factors, in varying degrees, influences the properties of the soil which, in turn, determines the ultimate use of the soil.

Comprehending the ability of the soil to produce field crops comes from the Soil Conservation Service's "Soil Capability Classes". The classification system is based on the analysis of depth to a seasonal water table, texture and permeability, flooding, slope, depth and bedrock, erosion characteristics, availability of subsurface water, drainage, rockiness, alkali and salinity content, and the number of frost-free days. Such characteristics indicate the potential and limitations of various soils when used for field crops, the risk of damage when used, and the way they respond to treatment.

The classification system ranges from I to VIII, with I having the fewest limitations for agriculture and each progressively higher category having more limitations. LCDC's Agricultural Goal requires local governments to preserve class I - IV lands - those especially suited for cultivated crops - for agricultural purposes or to request an exception to this goal.

Below is a breakdown of surrounding soil types according to agricultural capability:

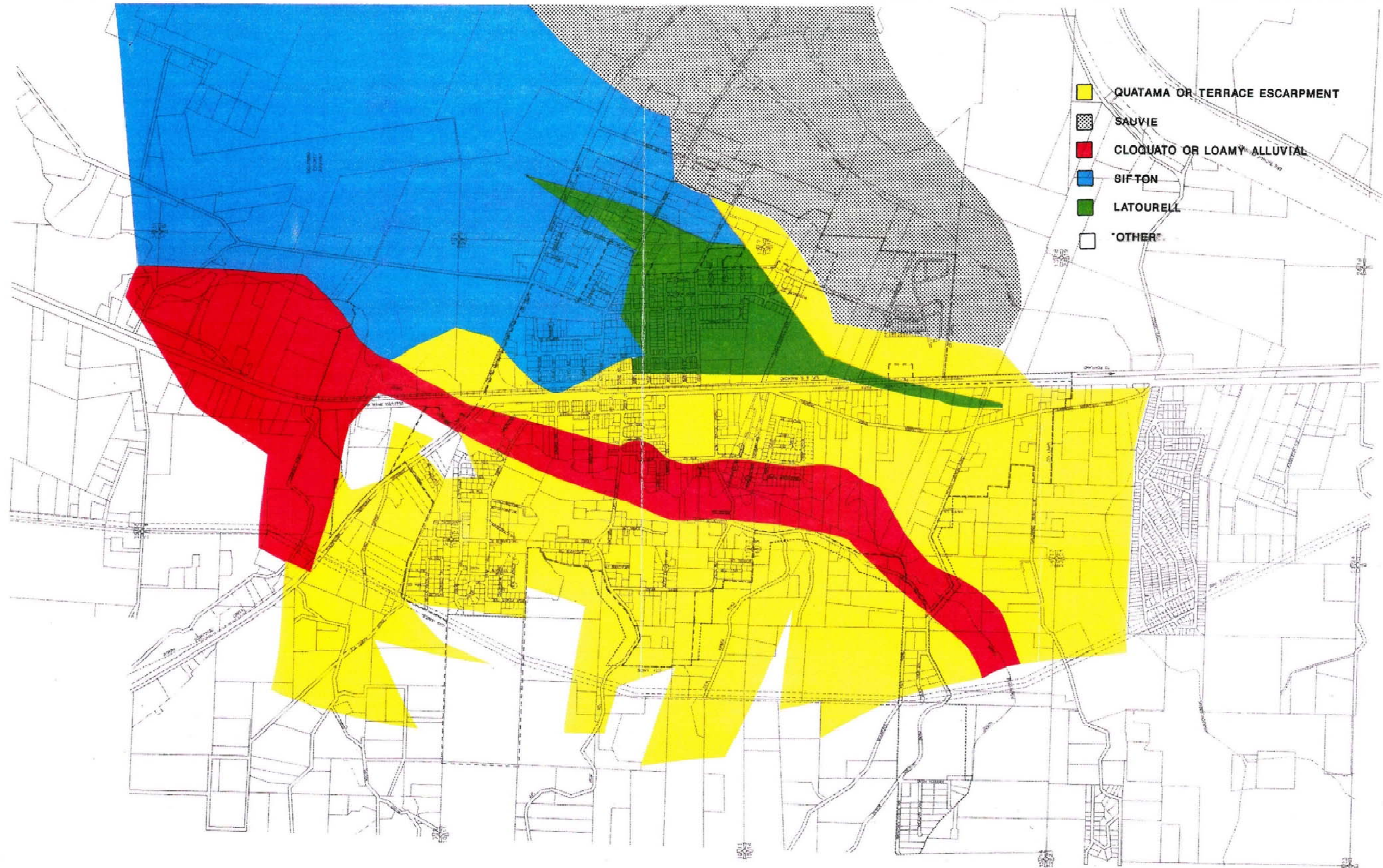
Table N-1: Agricultural Capability Soil Associations

Aloha	Class II
Cascade	Classes III, IV, VI, and VII
Cloquato	Class II
Cornelius	Classes III, IV, VI, and VII
Latourell	Predominately Classes I and II with III
Loamy Alluvial	Class VI
Quatama	Predominately Classes I and II with III
Sauvie	Predominately Classes I with III, IV and VI
Sifton	Class II and III
Terrace Escarpment	Class VI

Map N-1 indicates that east of Highway 30, four major soil associations underlie Scappoose: Latourell Loam, Sauvie Loam, Sifton Loam, and Quatama Silt Loam. West of the highway the soil association is predominately Quatama Silt Loam, bordering on undifferentiated terrace escarpments at the western fringes, with traces of Aloha, Cascade, and Cornelius Silt Loams along the north and west. Bordering South Scappoose Creek is a band of loamy alluvial land and Cloquato Silt Loam.

This inventory only considers the agricultural capability of local soils; the development capabilities, such as drainage ability and stability for foundations, is treated in the Natural Hazards Section.

Map N-1 Location of Soil Associations in Scappoose Area



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

MAP N-1 LOCATION OF SOIL ASSOCIATIONS
IN SCAPPOOSE AREA

Agricultural Lands in the Area

The diked lands to the east of Highway 30, abutting Scappoose, contain the best agricultural land in the County, roughly 700 acres of Class I soils. In general, the area contains 70% or more Class II soils, largely of the Sauvie and Sifton associations, but including a small amount of Newberg. This area's main crops are forage, small grains, legume seed crops (such as clover), and a limited amount of vegetables. Land within this area is valued second highest of any farmland in the County, based upon average land values per acres. As of January 1979, the diked lands have yet to be designated on the Columbia County Comprehensive Plan.

Climate

Columbia County has a temperate maritime climate with dry, moderately warm summers and wet, mild winters. Average annual precipitation in the County is slightly less than 50 inches. Measured snowfall is one of the lowest in the state. During three or four months of the year, temperatures occasionally drop below freezing. Prevailing winds up and down the Columbia River provide some circulation in local air sheds and assist in dilution of air pollutants.

The Weather Bureau maintains a year-round weather station in the Warren area. The following figures were compiled from data gathered at the Warren station and were felt to be applicable to the climatic description of Scappoose.

**Table N-2: Mean Temperatures, Monthly and Annual
Warren, Oregon**

	1956-1965	1975
January	38.1	40.5
February	42.5	40.7
March	44.9	44.3
April	50.0	47.0
May	55.7	56.6
June	60.9	60.1
July	66.4	67.2
August	65.9	64.2
September	61.5	64.7
October	53.4	52.2
November	44	43.9
December	39.8	41.6
Annual	51.9	51.3

**Table N-3: Precipitation, Monthly and Annual
Warren, Oregon**

	1956-1965	1975
January	7.00	9.30
February	5.34	6.52
March	4.84	4.20
April	2.88	1.44
May	2.5	1.74
June	1.62	1.64
July	0.40	0.48
August	1.33	2.53
September	1.49	0.07
October	3.29	7.21
November	6.22	6.01
December	6.12	8.16
Annual	43.03	49.30

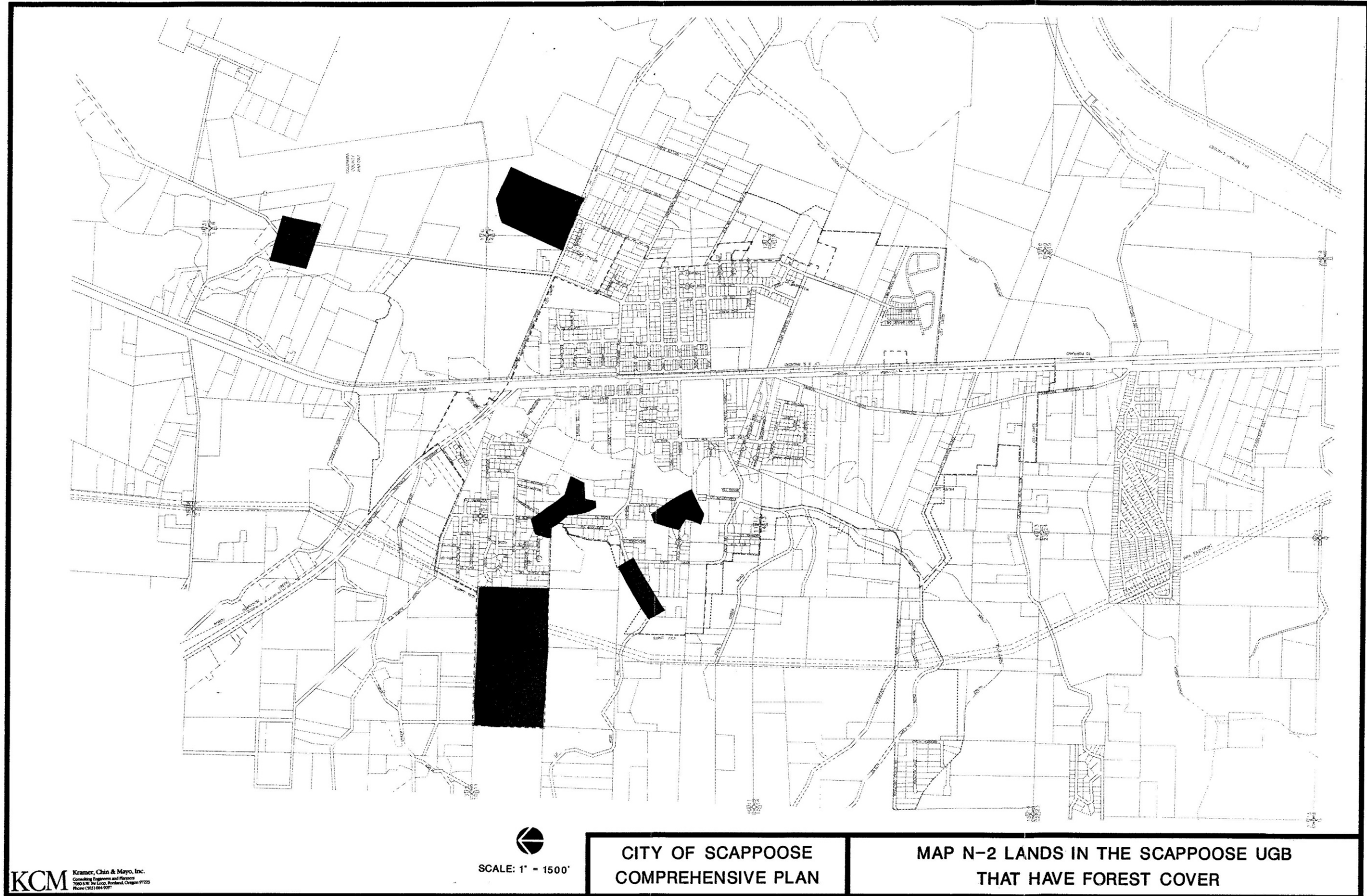
As can be seen from the figures, about 45% of the precipitation falls in the three winter months, 25% in the spring and fall months and only 5% during the three summer months.

The cool, wet winters and warm, dry summers are highly conducive to both dry-land cereal and crops and irrigated vegetable and berry crops. The climate also has much to do with the rapid growth of the timber stands, which are the prime natural resource of the region, and also facilitates the growth of ornamentals, which may eventually become the most important cash crop of the County.

Forest Lands in The Area

There is very little forested land within the Scappoose UGB. Small forested tracts exist on the western edge of town, with the largest being a 76.6-acre rectangular parcel owned by the City of Scappoose. The tract has a Forest Site Class III rating with an annual growth potential of 140 cubic feet/acre. All other forested lands are 5.5 acres or smaller and either owned privately or by Columbia County.

Map N-2 Lands in Scappoose UGB that have Forest Cover



KCM Kramer, Chin & Mayo, Inc.
Consulting Engineers and Planners
7800 N.W. 36th Lane, Portland, Oregon 97225
Phone: (503) 684-9097

SCALE: 1" = 1500'

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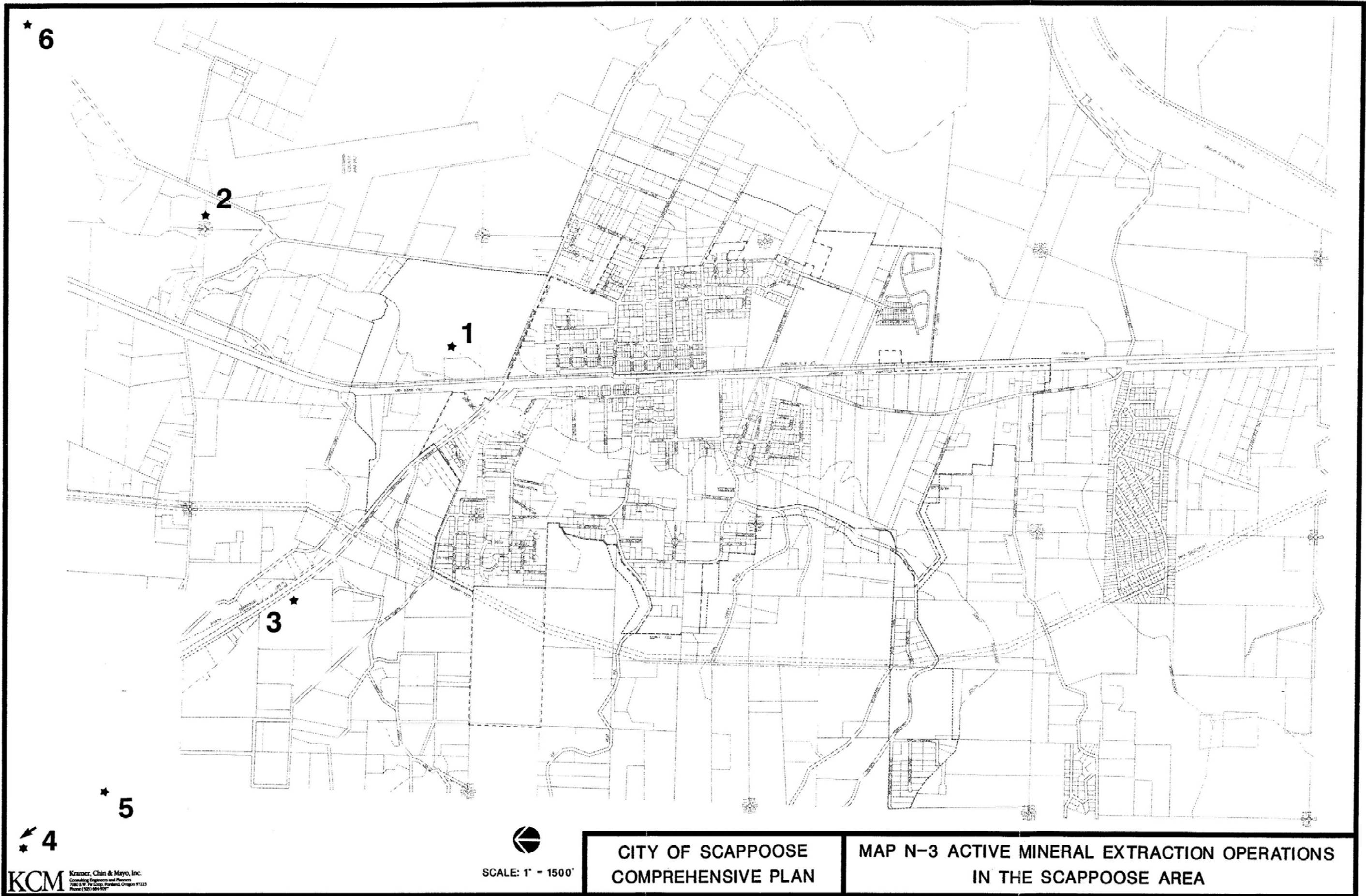
MAP N-2 LANDS IN THE SCAPPOOSE UGB
THAT HAVE FOREST COVER

Mineral and Aggregate Resources

Columbia county is the primary producer of aggregate in the State of Oregon, with most of the mining and processing facilities located within one mile of the City of Scappoose. Presently there are no sand-and-gravel operations within the city limits, though there are probably valuable deposits beneath the urbanized areas.

(Refer to MAP N-2 and MAP NF-3.)

Map NF-3: Active Mineral Extraction Operations in Scappoose Area



★ 4

★ 5

★ 6

★ 2

★ 1

★ 3



SCALE: 1" = 1500'

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MAP N-3 ACTIVE MINERAL EXTRACTION OPERATIONS
IN THE SCAPPOOSE AREA

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Phone: (503) 484-9300

Owners of such lands are faced with determining what forms of development they want for their lands. It does not make sense for the City or County to propose intensive residential development for such lands if the residential development can occur elsewhere.

The State Department of Geology has begun a study of the aggregate resources of the old 5-county CRAG region, including Columbia County, with the goal of inventorying all aggregate deposits and performing a market analysis of the resource. Until this study is completed, an accurate inventory of the aggregate resources of the Scappoose area, and their economic impact upon urban development, is not possible.

There are limonite (iron) and bauxite (aluminum) deposits in this section of the Coast Range, though not within the city limits. At present, these low-grade ores cannot be profitably mined.

Natural Energy Resources

There are no known deposits of oil, natural gas, coal or uranium in the study area, nor are there any hydrologic or natural thermal sources of energy. Trees are available for firewood.

Water Areas, Wetlands, Watersheds, and Groundwater

The Division of State Lands awarded the City of Scappoose grant funding to contract for a local wetland inventory and riparian inventory. Following the Request for Proposal process, the City selected Pacific Habitat Services to conduct the inventory and designate locally significant wetlands pursuant to ORS 197.279 (3)(b). The Division of State Lands approved the inventory as meeting the standards for a local wetlands inventory (OAR 141-86-180 to 240) on December 23, 1998. (Ord 687, 1999)

The South Scappoose Creek flows northeasterly through the city west of Highway 30, and is subject to flooding (see Hazard sections). Data reviewed for the initial Scappoose Water System Master Plan indicated that most of the existing wells in the Scappoose area are relatively shallow and produce ground water of marginal quality and quantity. Surface springs exist, primarily on the slopes in the western section of the City. During periods of wet weather, lands located on the east side of Scappoose may experience periods of high water tables affecting storm water drainage systems. (Ord 687, 1999)

Fish and Wildlife Areas and Habitats

The Fish and Wildlife Department of Oregon has mapped wildlife habitats by vegetation type for each county in the State of Oregon. These vegetation types are identified by the predominant vegetative cover which in turn reflects climate, geology, soils, and topography of an area. Through field observation, the abundance of various wildlife species within each habitat has been determined. From those Fish and Wildlife Department listings, wildlife species found in medium or abundant numbers in each habitat have been listed.

Wildlife habitats are identified primarily by vegetational types. Each wildlife species prefers to rest, feed, and rear young in particular types of environments, each usually the result of a certain combination and density of trees, shrubs, and herbs. These various plant communities are in turn reflective of the climate, geology, soils and topography of an area.

The City of Scappoose is situated adjacent to the Multnomah Channel flood plains. These lands are protected by dikes, and irrigated and drained for agriculture. However, there are patches of wetlands, marsh, sloughs and oak-ash groves that support various forms of wildlife including waterfowl, furbearers and non-game animals and birds.

The South Fork of Scappoose Creek is the only significant wildlife habitat within the City. This stream meanders through the city and joins with the North Fork just beyond the City limits and eventually discharges into Scappoose Bay. The South Fork serves as a migration route for anadromous fish to reach spawning grounds. Anadromous fish in Scappoose Creek and tributaries are steelhead trout, coho and chinook salmon and cutthroat trout. Other fish species include lampreys, sucker, shiner, rainbow trout and crayfish.

The City has chosen to use the identification of wetland areas as shown on the Scappoose Wetlands Inventory, prepared by Pacific Habitat Services and dated December 1998. Development on these lands will be subject to the City's wetland regulations as included in Scappoose Municipal Code Chapter 17. Additionally, the applicant shall be required to satisfy applicable Division of State Lands permitting requirements. (Ord 635, 1995, Ord 687, 1999)

With a dense narrow band of riparian vegetation that includes aspen, willow, cottonwood and alder, Scappoose Creek supports terrestrial as well as aquatic wildlife. Mammals include the ground beaver, muskrat, racoon, coyote, red fox, and nutria, among others. Fowl include the blue and ruffed grouse, quail, pheasant, duck and geese, among others. The creek is a sensitive habitat, and it is important that the City planning process include provisions to try and protect this ecological system. Riparian corridors are defined as shown on the Scappoose Riparian Corridor Inventory, prepared by Pacific Habitat Services and dated December 1998. (Ord 687, 1999)

West of town are non-irrigated agricultural lands, utilized for forage, crops and pasturing. These lands are interspersed with heavily forested slopes and ravines, comprised mostly of fir and

hemlock, but including cedar, maple, alder, blackberry, salmonberry and salal. The brush species are more common on wildfire burns, logged areas and other disturbed sites. Deer, elk, coyote, bobcat and bear live on these areas, as well as hawk and turkey vultures.

Map N-4: Structures, Sites and Locations of Historical Significance or Interest



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

MAP N-4 STRUCTURES, SITES, AND LOCATIONS OF
HISTORICAL SIGNIFICANCE OR INTEREST

Summary

In terms of natural resources, Scappoose can be characterized as a small urban center surrounded on the west side by small wooded hills, to the north by lands containing aggregate, and to the east by the agriculturally productive diked lands of Multnomah Channel. Fish and wildlife are present, but the stresses of development have been and will continue to affect the fish, fowl and mammalian populations. This wildlife, along with open spaces, water and agricultural resources, are the tradeoffs against which future urbanization need to be measured.

Goal 5 Amendments

A) Bicycle paths

Through Scappoose the Loop follows Highway 30. Being along the Highway, there is no potential conflict with other uses.

B) Scenic resources inventory

The hillside lands west of Scappoose Creek have attractive views of Mt. St. Helens, Mt. Adams, and Mt. Hood. Though not outstanding on a state level, they do provide attractive views for the residents of the following streets: Wheeler, Bella Vista, E.M. Watts, Keys, J.P. West, Peak, View Terrace, Sandberg, Cliff and Eastview. These views are from private residences with no public access; they are not an outstanding scenic resource of State concern.

C) Open Space: Analysis of Conflicting Uses

South of Scappoose-Vernonia Highway all of the land on both sides of the Creek is designated for residences, and in the 100-year floodplain. These lands are in large tracts and are being developed as subdivisions containing single family detached dwellings with homes sited outside the floodplains or constructed according to the standards of the floodplain ordinance. The economics of the situation strongly support siting homes outside the floodplain. The City believes that the economics of the situation preclude a conflicting use. (Ord 637, 1996)

North of Scappoose-Vernonia Highway the land is designated for industrial activity, though still in the floodplain. Besides the floodplain limitations, the open space aspects are not significant here because there are no residences.

D) Fish and wildlife habitats: Analysis of Conflicting Uses

Like the open space protection it provides, the 100-year floodplain provides some protection for the area's fish and wildlife. The City has identified the riparian corridors and supports protection of these areas through use of the fish and wildlife overlay. (Ord 687, 1999)

The threat to this resource is its loss, a social and environmental consequence. This natural resource provides a break from the hurry-hurry development world of the 1980's. Fill and development (in the form of structures, roads, parking areas) could destroy this resource.

On the other hand, a complete ban on all changes would bring about an inefficient use of land which is an economic consequence. It deprives the property owner of any improvement to the land.

Fortunately, the nature of these lands encourage the protection of the resource. The flood plain limits the types of permanent structures that can be placed there, and most of the lands have yet to be divided or developed. Therefore, the City through its Development Code (Ord 635, 1995) has the capability to guide these lands' development so that the resource can be protected when the development proposal is submitted. They can encourage the preservation of these lands, thereby encouraging the development of the land through use of the flood plain regulations, the Fish and Wildlife Overlay, conservation and greenway easements and voluntary dedications of property to the City. (Ord 637, 1996)

The City has utilized an overlay zone to allow some development but not at the possible loss of this resource.

As for the northern aggregate lands, the regulations of the Division of State Lands require a permit for any removal of 50 cubic yards or more of aggregate. This permit application is circulated to many State and Federal agencies, including the Fish and Wildlife Department, to insure consistency with their regulations. Thus, State agencies insure that this resource will not be disturbed by mining operations and there is no conflict.

The conflict here is between loss of the resource and the economic loss of the proper use of the land. The State agencies are in a more informed position to determine the effect of removal on the habitats.

E) Aggregate resources

- 1) **Analysis of Conflicting Uses.** There are two parcels north of the City that possess aggregate resources but are not now used for mining. If industrial structures were to be developed on them, these new buildings might keep the aggregate hostage for quite a while. Since this area is a prime aggregate resource, hindrances to mining would have adverse economic impacts throughout the Portland area.
- 2) **Resolution of Conflicts.** These lands have a Surface Mining zoning designation, essentially meaning that industrial activities cannot be developed on them until the mining has already been completed and the land has been reclaimed.

F) Historic Resources (Ord 635, 1995, Ord 710, 2001).

- 1) **Inventory.** The City has identified ten structures or sites that are significant resources, and another 26 that are of community interest. The ten resources of primary significance are:

- a) The School Bell in front of Peterson School is the site of the City's first school. This site is owned by the Scappoose School District (tax lot #32123400100) and fronts Highway 30. Installed in 1908 in the newly built school housing grades one through twelve. This building was demolished and the new Peterson School built. The bell is now displayed in front of the Peterson School and fronts Highway 30. The bell is now in excellent condition and properly protected.
- b) Fairview Cemetery: At the southern tip of the City limits sits a pioneer cemetery owned by the Scappoose Cemetery District (tax lot #322400300). This is the oldest cemetery in the area established in 1881.
- c) The Watts House (L6, B5 Greenwood Addition) is owned by the City of Scappoose and used as City Hall. Built in 1902 by James Watts, first mayor of Scappoose. It now houses the Watts Pioneer Museum on the lower level and a portion of the upper level. It is one of the few buildings to have survived the 1915 fire and is now on the National Register.
- d) Built in 1910, the Scappoose Bank Building (L1 B4) sits at the crossroads and center of Scappoose, at the intersection of Columbia and Highway 30. It is a two-story structure that now houses the Longfellow's Restaurant/Tavern on the ground level and apartments above. Its masonry facade and general exterior appearance are worth preserving.
- e) Across the street from Longfellows is the 1930 Frakes Building (L4, B3). Built in 1930 to replace the Watts Price General Merchandise Store burned in the 1930 fire that destroyed a large section of the business district. Its masonry facade and general exterior is worthy of preservation.
- f) The E.G. Wickstrom home (Inez Wickstrom Langdon). Built in the late 1800's at the corner of Laurel and Highway 30, and later moved to its present site at 33349 N.W. First Street. The first house in Scappoose to have indoor water and plumbing. The architecture and gingerbread trim should be preserved.
- g) Jobin House: Built in 1898 at 52330 Jobin Lane by Joseph M. Jobin. The Jobin family has retained ownership and the home is now being restored by Roy Jobin.
- h) Jorgenson Home: Built in 1919 on land where the lumber yard now stands. Moved to 33544 N.E. Williams when the lumber yard was built.

- i) Kessi Home: Built (circa early 1900's) at the corner of SE Maple and 1st Streets. The construction and the gingerbread trim are that of the Watts House.
- j) Uhlman Dairy Farm House: Built in early 1900's and relocated to its present site at 51835 SE 6th from the property where Scappoose High School is now located.

The demolition or alteration of the above significant resources and of the following primary resources would be a loss of the town's cultural heritage and historic identity, a social consequence.

2) Resolution of Conflicts.

- a) Bell and Cemetery: Allow conflicting use, which in this case is the widening of Highway 30 while seeking to mitigate impacts on historic sites.
- b) The Structures: Allow conflicting uses with conditions. Through a Historic Resources overlay zone the City shall:
 - 1) Postpone the proposed demolition of these structures for 120 days so that interested groups can attempt to acquire them; and
 - 2) Subject any proposed modification to them to a Design Review process that assures that their valuable historic assets will be preserved.

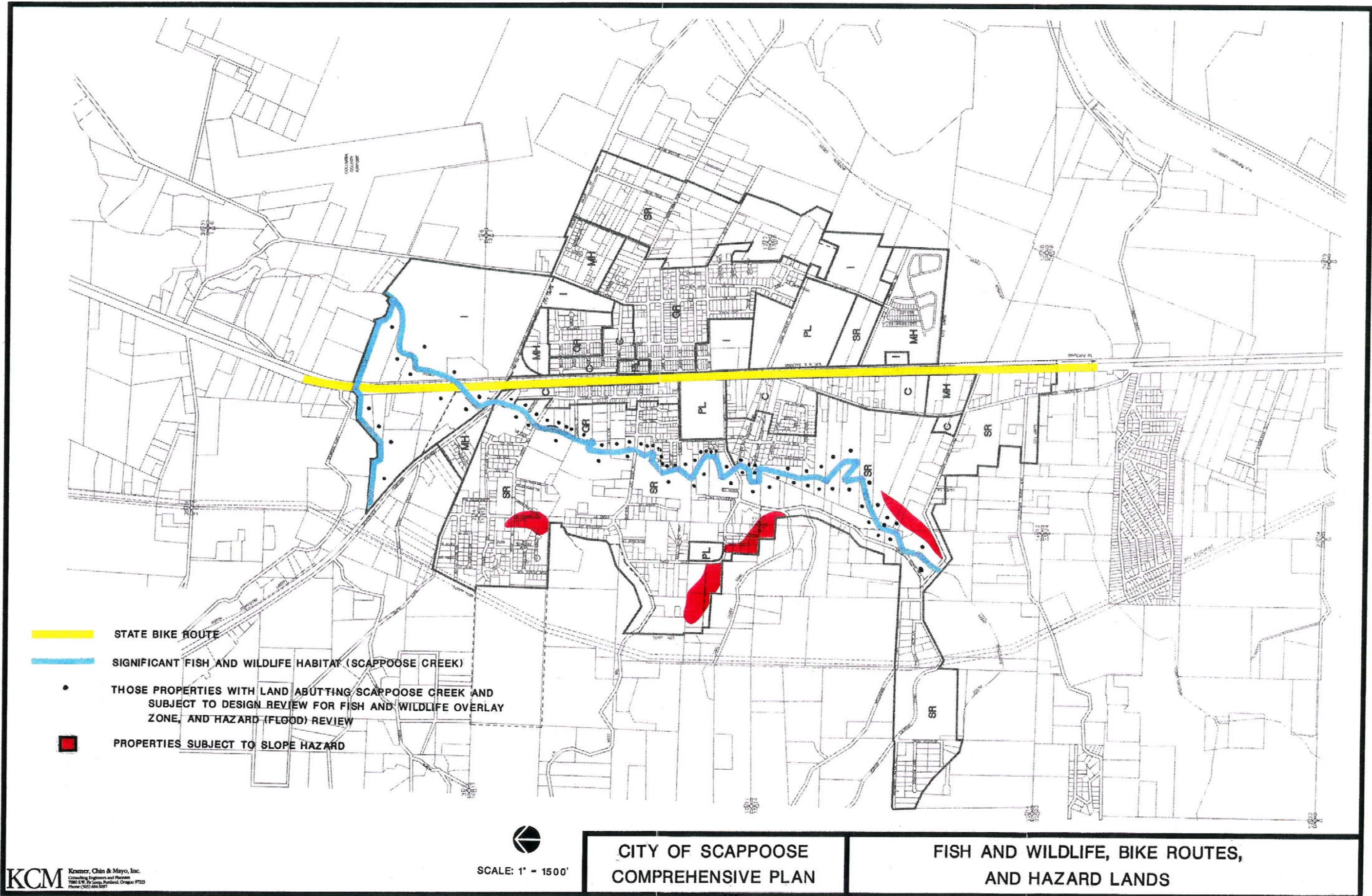
3) Sites and Structures of Secondary Historic Significance_(Ord 635, 1995)





- a) Watts Family Gravesite: Encumbered gravesite near 4th and Columbia. Mary Watts and two of her children are buried here.
- b) West Lane Road which was used for informal racing of horses and early automobiles.
- c) 729 S.E. 6th., which was the site of the first structure in the entire Scappoose area.
- d) State historic marker: Highway 30 and Old Portland Road intersection.
- e) Possible pioneer cabins:
 - 1) Keys Road across from new water treatment plant
 - 2) 1/2 block north of Williams and N.E. 3rd intersection

- 3) End of S.E. 6th.
- f) 3 others in vicinity of Wickstrom, N.W. 1st and Highway 30
 - g) House at S.E. corner of S.W. 1st. and J.P. West intersection.
 - h) Congregational Church Parsonage: Built in the early 1900's on the Highway frontage beside the old church, later moved to J.P. West Road. The parsonage was moved to it's present site on S.W. First Street.
 - i) Three houses in vicinity of S.W. Maple, east from 4th.
 - j) Farm house toward the northwest where J.P. West crosses Scappoose Creek.
 - k) House at Columbia and West 1st intersection.
 - l) House at N.E. 1st and Williams intersection.
 - m) Two houses near N.E. 2nd and Prairie intersection.
 - n) House at N.E. 2nd and Laurel intersection.
 - o) House at N.E. 2nd and Williams intersection
 - p) House at N.E. 3rd and Watts intersection
 - q) House at N.E. 3rd and Laurel intersection.
 - r) House on west side of N.E. 3rd between Laurel and Williams.
 - s) House on N.E. 3rd, north of Williams
 - t) Four houses on West 1st between Laurel and J.P. West. Thomas McKay Gravesite: Unencumbered land located on Freeman Road, marked by two large stones, now wedged between the lower trunks of trees that grew around them. This site is on the State Historic Records and a marker placed by the State on Highway 30 stands in the Welcome Island. McKay requested he be buried beside his Chinook Princess wife on his original horse ranch established in the early 1800's. His Indian Wife Tomee was the daughter of Chief Concomley.

- u) Lamberson Gravesite: West Lane Road encumbered site. Burial place for Sara Lamberson and two of her children, Davis W. and James. Located on the Lamberson Donation Land Claim in a group of four oak trees close to the spot where the old West home stood.

Fish and Wildlife Lands, State Bike Route, Hazard Lands - Map



-  STATE BIKE ROUTE
-  SIGNIFICANT FISH AND WILDLIFE HABITAT (SCAPPOOSE CREEK)
-  THOSE PROPERTIES WITH LAND ABUTTING SCAPPOOSE CREEK AND SUBJECT TO DESIGN REVIEW FOR FISH AND WILDLIFE OVERLAY ZONE, AND HAZARD (FLOOD) REVIEW
-  PROPERTIES SUBJECT TO SLOPE HAZARD



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

FISH AND WILDLIFE, BIKE ROUTES,
AND HAZARD LANDS

Natural Factors and Development Constraints

Preface

The local natural environments, made up of many individual components, provide both opportunities and limitations for future development. This section analyses the components, relative to the appropriateness of future development, to identify the specific constraints.

Geology

The region in which Scappoose lies is the result of a long and complex geologic history. It is predominately a story of prehistoric seas that slowly retreated as intermittent volcanic eruptions pushed back the waters with beds of lava and eroded sediments. Following the retreat of the Oligocene Sea, the lava and sediments were folded and eroded to form a low area of rounded hills with wide intervening valleys. This terrain was in turn mostly buried by the vast flood of Miocene basalt, known as Columbia River Basalt, that extends from Idaho to the Pacific Ocean and covers wide areas in southeastern Washington and northwestern Oregon. Because the lava erupted intermittently, this allowed some weathering and erosion between flows. As a result, iron oxide that formed from the weathering of the basalt was deposited in bogs and swamps and later covered with basalt flows, thus forming bog iron ore or limonite. At the close of this period of eruption, ferruginous bauxite (aluminum hydroxide containing iron) was formed from the basalt after a long period of laterite weathering.

Following the lava eruptions, a long period of weathering produced a relatively uniform blanket of laterite (decayed rock, reddish in color, containing oxides of iron and aluminum) on the Columbia River Basalt lava-plain while it stood near sea level. That was followed by a period of repeated uplift, folding and weathering. Sands and gravels were deposited by the Columbia River. Subsequent erosion caused by regional uplift has actively dissected the formations in the area. However, during the Pleistocene, the down cutting by the Columbia River was interrupted by a rise in sea level, and sands and gravels were deposited along the river up to an elevation of about 300 feet above present sea level in the Scappoose area. As the water receded several terraces were cut in these Pleistocene sands and gravels.

Recent alluvium covers the flood plain areas of the Columbia River and its tributaries. The upper limits of the recent alluvium is at an elevation of approximately 50 feet. Near Scappoose much of the recent alluvium consists of areas of sloughs and swamp separating small islands bordering the Columbia River. The surface is only a few feet above normal water level and is composed of silt, sand and gravel.

Soils and Development

A slope analysis for the planning area has been made, using the U.S. Geological Survey quadrangle sheets for Scappoose. Also used was the Soil Conservation Service's designation of "Terrace Escarpment" (Defined as having slopes that are moderate to very steep, ranging from 20% to 60%). Development on soils is a function of: (1) The activity; (2) The quality of the soil; and (3) The slope. Thus, it is not sufficient to know just one or two of these variables; rather all three must be known to understand a site development capabilities and in talking of soil quality, S.C. 5 looks at percolation, drainage and engineering aspects.

The soil configuration of Scappoose has been described in the inventory section, and is shown on Map N-1. The development constraints inherent in these soils are listed on this page.

**Table n-4: Soil Suitability for Community Development
Soil Associations**

Use	Aloha	Cascade	Cloquato	Cornelius	Latourell
Septic Tank	Severe	Severe	Severe	Severe	Slight Slope 0-7% Moderate Slope 7-12% Severe Slope 12-20%
Bldg. Foundations	Severe	Severe	Severe	Moderate Slope 2-12% Severe Slope 12-80%	Slight Slope 0-7% Moderate Sloe 7-12%
Roads	Moderate	Moderate Slope 3-20% Severe Slope 20-80%	Severe	Moderate Slope 2-12% Severe Slope 12-80%	Severe

Use	Loamy Alluvial	Quatama	Sauvie	Sifton	Terrace Escarpment
Septic Tank	Severe	Slight Slope 0-7% Moderate Slope 7-12% Severe s Slope 12-20%	Severe	Slight	Severe
Bldg. Foundations	Severe	Slight Slope 0-7% Moderate Slope 7-12% Severe Slope 12-20%	Severe	Slight	Severe
Roads	Moderate	Moderate	Severe	Slight	Severe

The Soil Conservation Service classifies its soil groups by drainage, percolation and engineering characteristics, among others. From these are derived development criteria, based on the soil's subsurface drainage capability for sewage disposal and their bearing capacity for building foundations, roads and streets. For urban uses general limitation classifications of slight, moderate and severe, are given to the soil groupings. Soils with slight limitations do not require any special design restrictions; urban uses are generally easy to achieve. Moderate limitations have restrictions that can be overcome with planning, careful design and usually greater costs. Severe limitations indicate that urban development is highly questionable and should be severely restricted or not allowed at all.



Topography

Slope severity and development are integrally related. There is little restriction to development on land of 0% to 12%. From 12% to 20% the problems become much greater; at this slope some land uses - such as industrial and transportation - become almost prohibitive to construct. At 20% to 50%, the hazards and problems become greater with very selective development taking place. At over 50%, development on any large scale is almost prohibitive.

Most of Scappoose is flat, though there is a rise to the west. Only portions of land in the existing city limits have slopes that exceed 30%; the accompanying map identifies such lands. Thus, except for restrictions to the west, topography shall not be a constraint to development.

Map N-6 Slopes



-  LANDS WITH SLOPES GREATER THAN 30%
-  LANDS BELOW THE 30 FOOT ELEVATION LINE

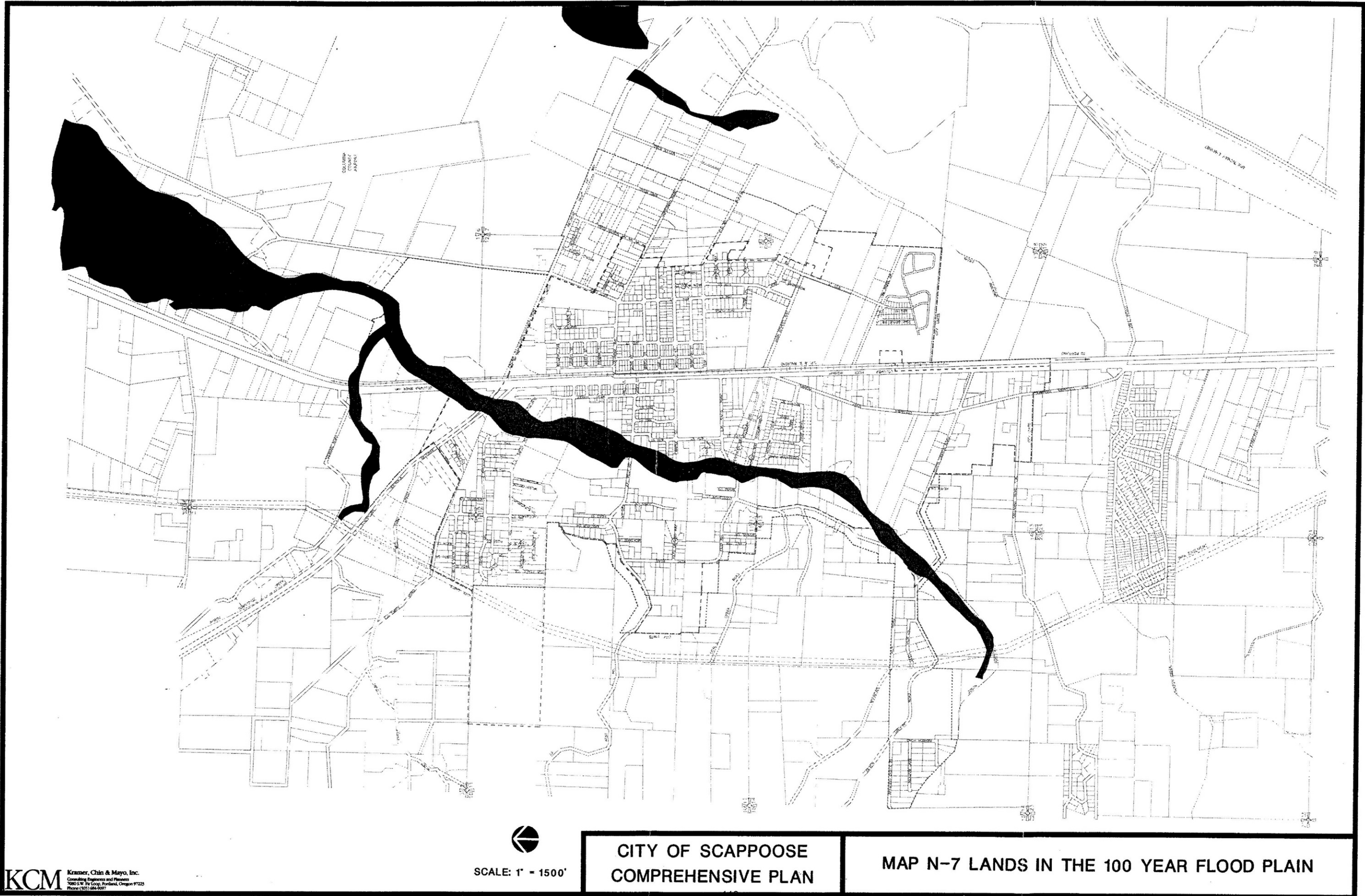


SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

MAP N-6 LANDS WITH SLOPES EXCEEDING 30% AND
THAT ARE LESS THAN 30 FEET ABOVE SEA LEVEL

Map N-7 Flood Plain



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

MAP N-7 LANDS IN THE 100 YEAR FLOOD PLAIN

Fault Activity

A recent report on the earthquake potential of the Portland area (PSU 1975), has pointed out that there is a fault zone extending from near the coast north of Astoria, through Portland and into Central Oregon. This fault zone appears to have up to 40 km of right lateral offset, and a potential length of from 100 km to 300 km. With this potential length, and being in line with a recognized fault zone (Brothers-Hampton Fault Zone), there is a potential for an earthquake in the Scappoose area with a magnitude as high as 6.8. However, the frequency of occurrence of this (theoretical) earthquake would be one in 1400 years. This, along with the absence of any major historical earthquake, leads to the conclusion that faulting is a minimal natural hazard in the planning area.

Flooding

The U.S. Army Corps of Engineers has compiled flood-plain information for the Willamette River (Multnomah Channel) and Scappoose Creek. Scappoose Creek inundates land from 42 to 58 feet above sea-level in an intermediate regional (100 year) flood. The Multnomah Channel floods to a height of 24 feet above sea level in a 100-year flood. The flood plains of these streams can be found on the accompanying map. As can be seen, a good amount of land in the Scappoose area is in the 100-year flood plain, a fact which significantly affects local land/use activities.

Groundwater

In the northwestern corner of the City, between E.J. Smith Road and the Scappoose-Vernonia Highway, there are numerous springs, with the water table being very near the surface. The City's building department has special drainage and foundation requirements for all construction in this area.

Summary

Natural Hazards which would pose a physical danger to development are not widespread within the Scappoose area. As for remedies for those that do exist, flood plain management is accomplished through administration of the City's Development Code; also, a provision for an engineering review and analysis of any proposed development that would be on steep slopes can be included in the City's Development Code or this Plan; and there already is a procedure for building on lands with groundwater problems. (Ord 635, 1995)

Air, Land, Water, And Noise Quality

Preface

Recent years have brought an awakening of environmental awareness. Clean air, land, and water, once considered limitless, are now recognized as finite resources demanding protection and hence, Federal and State bodies have instituted quality levels for each. This section examines these resources but prefaces its analysis by noting that since natural environments transcend political jurisdictions, the City of Scappoose lacks the expertise and powers of a State Department of Environmental Quality or a Federal Environment Protection Agency.

Air Quality

The narrow Columbia River Valley, where Scappoose lies, provides relatively poor ventilation, a high incidence of inversions and one of the highest meteorological potentials for severe air pollution in the United States. Approximately 84% of the days during the year have shallow morning inversions which last about six hours before they dissipate. It is common to see a whitish haze obscuring the colors and profiles of the landscape. Whatever its content - ozone, suspended particulates, sulfur oxides - haze is an atmospheric problem that plagues this area.

Local automobiles and industry in the Scappoose area are not the sole source of our haze. The factors involved in any given circumstance of air pollution will include topography, season, time of day, natural events, human activities and weather. These can be generalized into two major factors: the first is the nature, amount and duration of contaminants in the air; the second is the weather and topography.

As to the first factor, industrial and automobile emissions from Longview and Portland may play a much larger role in our air pollution than local sources. Emissions from these cities tend to establish the maximum amount of pollution possible. Weather and topography, the second factors, determine if pollutants will remain fairly concentrated close to their origins, or spread over a wide area, and, therefore, they become the prime daily variables for local air quality. A strong high wind, one that lifts the haze above the valley hills, is currently the most effective antidote to local haze problems. Typically, along the Columbia River it is in the summer months of June through August that surface winds from the west transport pollutants to this area while pollutant transport from October through March is characterized by slow easterly winds to the Coast. It is during this latter cycle, in the fall and early winter, that local pollution levels tend to be highest. However, Scappoose lays 3.5

miles west of the Multnomah Channel, 6 miles west of the Columbia River, and the prevailing winds are primarily north and south - north in the summer and south in the winter.

DEQ has yet to begin a comprehensive sampling of local air pollution point sources in this area, possibly because the ambient air data collected at local monitoring stations have not shown significant primary or secondary violations for the period from 1972 to 1976. More specifically, DEQ has not found local sulphur dioxide and particulate emissions at levels that would warrant designating South Columbia County a high priority for study. In the DEQ "Handbook for Environmental Quality Elements of Oregon Local Comprehensive Plans (Air Quality Section)", Scappoose activities are not listed as possibly conflicting with the standards for Class II PSD (Prevention of Significant Deterioration) areas. Portland, however, is listed as a non-attainment area.

In that handbook there are tables given for discovering possible violations of the 8-hour carbon monoxide standard. Average daily trips along Highway 30 in 1973, ranged from 8,500 north of Smith Road to 2,400 in the Watts Road to Smith Road area; traffic speeds vary from 25 m.p.h. to 35 m.p.h. According to standards in that handbook, there might be a violation; however, D.E.Q. is in the process of revising those figures, and until such time we will not know for sure if there is a problem. In telephone contact with the Portland D.E.Q. Office, they doubted if there was a significant problem.

Noise Quality

In the City "Nuisance Ordinance" there are provisions with regard to noise but they are of a primitive nature when compared to the recent work of D.E.Q. The major concerns to local residents have traditionally been with those who use a jack hammer or bang nails before sunrise.

Looking at Scappoose on a larger scale, one finds that local industries do not pose much of a problem. Even Brandenfels, where there is a large number of saws, is able to muffle most of the sound from its neighbors. The pole yard to the north, however, is not as efficient in this regard but it is not close to the residential area. Likewise, vehicle noise from Highway 30 is not very pleasant but the residential layout of the City is such that noise from Highway 30 has not caused a problem.

Two possible areas for problems do exist. First, there is the effort to improve the airport facility and increase traffic. Such changes may make residential living around the airport less desirable. Secondly, there may be conflicts between the agricultural activities to the east, and the industrial development plans to the northeast. Zoning techniques such as buffer strips, performance standards, and mitigation plans are the major alternatives for addressing these problems.

Land Quality-Solid Waste

A polluted land is one which is host to discarded man-made objects. These objects are known as "solid waste", and run the gamut from pop-tops to beer bottles, to sacks of garbage, to tires, to appliances and abandoned automobiles.

Solid waste management is achieved in a number of ways, such as the Oregon Bottle Bill, scavenging operations, recycling centers and the regulation of disposal sites. Disposal site regulations relate to surface and subsurface concerns: the former pertaining to aesthetic screening, the latter to precautions against the contamination of groundwater. The Solid Waste Division of D.E.Q. has jurisdiction over these sites.

The Scappoose area is served on a regional level by the Santosh modified landfill. Modified landfill is normal and acceptable for semi-rural areas. Santosh Disposal is under permit by the D.E.Q. and is expected to meet the solid-waste-disposal needs of this community for many years. The solid-waste plan of Columbia County is presently being reviewed by D.E.Q. who is addressing the question on a regional basis. Pending acceptance by D.E.Q, the plan will provide the primary mechanism for solid-waste management in the area. From our analysis, it appears that an expanded Santosh site will be adequate to serve Scappoose for the next 20 years.

It should also be noted that some Portland officials have investigated the possibility of using the gravel holes north of Scappoose as a solid waste disposal site.

Water Quality

Water quality is critical to domestic water supplies, water-oriented recreational activities and the preservation of endangered wildlife and plant species. When in jeopardy, it is usually due to one or more factors associated with urbanization:

1. Surface and groundwater contamination from subsurface disposal systems,
2. General stream degradation - soils, petroleum, lead - from storm water runoff,
3. Toxic substances from industrial and household waste.
4. Excessive nutrients from decaying organic matter, and
5. Animal wastes.

Despite our awareness of, and exhortations against it, water pollution continues because of the high cost of abatement, and limited financial and technical resources.

As stated in the Public Facilities Section, Scappoose has had a troubled history with regard to the quality of water consumed by its residents. Several times the water has failed to meet the State drinking standards; at one time the residents were instructed to boil their water; a moratorium was placed on new subdivision activity; and bonding elections were defeated at the polls. Finally, in 1977 the electorate voted for funding a new treatment plant facility that would remedy these problems. Construction was completed in June of 1979.

Due to the completion of the new plant, a new problem will arise outside the City. The Raymond Creek community is situated between Scappoose and its water source and would be receiving water before it was fully treated. Still, that water had gone through some chlorination. With the completion of the new treatment plant, those chlorinators will remain, but Raymond Creek will receive a different quality of water than the rest of the City.

Two other aspects of water quality deserve mention. First, with regard to water pollution, D.E.Q. has not listed any point sources of pollution in the vicinity of Scappoose; agricultural run-off, however, rates as a non-point source. (A point source refers to a specific pollutant discharge site while a non-point source refers to wider phenomena such as run-offs.)

The second aspect is groundwater. In this area bacterial contamination is frequent, and water must be treated for its high iron content.

Summary

While a few air, land, and water quality problems can be addressed on a local level, the bulk are regional in scope and are still in the initial stages of research. Until more studies are completed, it is most difficult to determine the carrying capacity of air, land, and water for this area.

GENERAL GOALS AND POLICIES

- 1. ECONOMICS**
- 2. PUBLIC FACILITIES AND SERVICES**
- 3. TRANSPORTATION**
- 4. HOUSING**
- 5. NATURAL FACTORS AND LOCAL RESOURCES**

Economic Goals and Policies

Significant Findings of the Plan with Regards to Economics

- 1) Including the commercial lands added to the UGB in 2011, Scappoose has a commercial land base of approximately 231 gross acres. Most of this land has been developed or is constrained by natural features such as floodplain and wetlands. Scappoose has a developable commercial land supply of 36 gross suitable acres.
- 2) Including Airport Employment lands added to the UGB in 2011, the City of Scappoose currently has approximately 1,000 gross acres of land planned for industrial uses. Much of this land is developed or significantly constrained by floodplain, wetlands or slopes. The Scappoose UGB currently contains a developable industrial land supply of 378 gross suitable acres.
- 3) The population in Scappoose is expected to reach 10,022 by 2030.

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:

- 1) Make sufficient suitable land available for the anticipated expansion of commercial and industrial activities identified in the Scappoose EOA.
- 2) Encourage the preservation, improvement and renewal of the existing business district of the City so that it will be allowed to play a role as a center of economic and civic activity for the entire community.
- 3) Encourage the intensification of land use in the present commercial strips, together with design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off of the street parking.
- 4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community.
- 5) Promote pollution free industrial development necessary to provide a balanced tax base for the operation of local government services.
- 6) Cooperate with other agencies, interest groups and businesses in efforts to develop strategies for improving the local economy.
- 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 or pollution or other undesirable effects which would cancel possible economic benefits or threaten the existing quality of living.
- 8) Work with local mining industries to rehabilitate the gravel pits so that there will be an efficient use of land and the pits will not be an eyesore.
- 9) Work with Departments of Environmental Quality and Fish and Wildlife in enacting controls and performance standards for industrial operations to reduce the possibility of excessive impact upon the environment.
- 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.
- 11) Identify special locations for industrial activities that will assist in energy conservation; specifically, industries should be clustered:

- a) Close to existing rail lines, Highway 30, and the airport.
 - b) To allow for employees to use carpools and public transportation.
- 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.
 - 14) Encourage design features on Highway 30 that reduce conflicts with traffic flow, as congestion and traffic hazards can only hinder local economic development.
 - 15) Encourage energy saving building practices in future commercial and industrial buildings.
 - 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.
 - 18) Take actions called for in the EOA to increase local employment and improve the population to employment balance. (Ord 816, 2011)

Public Services and Facilities Goals and Policies

Preface

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

Because of the direct relationship between growth and services, the County and the City's designation of the Urban Growth Boundary and their policy with regard to the extension of services outside the city limits are of prime importance relative to the location of future growth. The Urban Growth Area of Scappoose is the area the City intends to annex and provide services to over the next 25 years. There is one area, however, the City might provide water service to outside of the Growth Boundary, which is Raymond Creek. This area has historically received water as it was situated between the City's water source and the City; however, due to its location, full provision of services might be quite uneconomical and inefficient.

On the following page is a listing of existing and proposed public facilities developed for Periodic Review.

Existing and Proposed Public Facilities (Ord 672, 1998, Ord 686, 1999)

Project	Start Up Date	Complete	Cost	Lead Agency	Method of Financing
<u>Water System</u>					
Increase Water Storage	1995	2020	5,029,000	City	SDC's, Rates, Developer Contributions
Distribution System Improvements	1995	2020	5,218,400	City	SDC's, Rates, Developer Contributions
General Water System Upgrades	1995	2020	2,608,000	City	SDC's, Rates, Developer Contributions
<u>Sewer System</u>					
Influent Pump Station	1998	2018	320,000	City	SDC's, Rates, Developer Contributions
Effluent Outfall Pipe	1998	2018	990,000	City	SDC's, Rates, Developer Contributions
Effluent Flow Meter (2)	1998	2018	2,000	City	Rates
Sludge Disposal Land	1998	2018	324,000	City	SDC's, Rates, Developer Contributions
Project	Start Up Date	Complete	Cost	Lead Agency	Method of Financing

North Interceptor	1998	2018	1,090,000	City	SDC's, Rates, Developer Contributions
Facultative Sludge Lagoon	1998	2018	540,000	City	SDC's, Rates, Developer Contributions
Clarifier	1998	2018	980,000	City	SDC's, Rates, Developer Contributions
West Interceptor	1998	2018	960,000	City	SDC's, Rates, Developer Contributions
Effluent Pump Station	1998	2018	90,000	City	SDC's, Rates, Developer Contributions
Main B	1998	2018	80,000	City	SDC's, Rates, Developer Contributions
Influent Flow Meter	1998	2018	20,000	City	SDC's, Rates, Developer Contributions
Main H	1998	2018	50,000	City	SDC's, Rates, Developer Contributions
UV Disinfection	1998	2018	400,000	City	SDC's, Rates, Developer Contributions
Keys, Hwy 30, Seven Oaks Spring lake Pump Stations	1998	2018	4,000	City	Rates

Project	Start Up Date	Complete	Cost	Lead Agency	Method of Financing
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Storm Drains

West Lane Interceptor	2018	1,600,000	City of Scappoose	Grants, bonds, SDC's, fees
Columbia Ave	2018	1,400,000	City of Scappoose	Grants, bonds, SDC's, fees
Sawyer Street	2018	549,000	City of Scappoose	Grants, bonds, fees
Elm Street	2018	1,240,000	City of Scappoose	Grants, bonds, SDC's, fees
Vine Street	2018	1,000,000	City of Scappoose	Grants, bonds, SDC's, fees
Smith Road	2018	473,000	City of Scappoose	Grants, bonds, LID's, fees
Wheeler Road	2018	351,000	City of Scappoose	Grants, bonds, LID's, fees
JP West	2018	335,000	City of Scappoose	Grants, bonds, LID's, fees

Proposed Project	Proposed Start Up Date	Completion Deadline	Estimated Project Cost	Lead Agency City/State	Method of Financing
<u>Transportation</u>					
Secondary Arterials West 1 st Street	1991	1992	300,000	City	City/State Gas Tax
Other	1992	1996	10,000/yr	City	City
Collectors/Local East 6 th Street	1991	992	50,000	City	City/State Grant
Other	1992	196	25,000/yr	City	City
<u>City Buildings</u>					
City Hall	1992	1996	250,000	City	City
Library	1992	1996	480,000	Library	G.O. Bond, Contributions, State Grant
City Square Restrooms	1992	1996	37,500	City	Parks and Recreation, Grant, City
<u>Parks</u>					
Creek view	1991	1993	20,000	City	Parks and Recreation, Grants, City
Creek side Train	1992	1996	20,000	City	Parks and Recreation, Grants, City
Steinfelds, Recreation Area	1994	1998	20,000	City	Parks and Recreation Area, Little League, City

City Square	1991	1994	100,000	City	70% City, 30% Parks
Waterworks	1992	1993	15,000	City	
Green Reservoir Concept Study	1995	1996	4,000	City	City

Significant Findings of Plan with Regard to Public Services

- 1) Scappoose has just ended a two year subdivision moratorium when its water treatment plant was opened in the summer of 1979.
- 2) The new treatment plant can service a population of 6,350 or double the existing populace.
- 3) Water sources can service a population of 7,200.
- 4) City Engineers are investigating the possibilities of new well sources; 3 wells each pumping 1,000 gallons per minute are recommended by the Engineers to meet the needs of a year 2000 populace plus associated industries, many of which are not now served by the city.
- 5) Present storage facilities are adequate for a population of 4,760.
- 6) The water distribution system has recently been improved.
- 7) The City currently provides water to 60 families outside the City in the Dutch Canyon area and to the Crown Zellerbach Mill which is also outside of the City.
- 8) The existing facilities and processes were found to have few deficiencies in current plant operations based on site visits, interviews with the treatment plant operation, review of plant records and review of current regulations.
- 9) Greater than one-third of the City is not now connected to the sewer.
- 10) The capacity of the existing wastewater treatment system components will need to be expanded to accommodate the projected population increases. (Ord 686, 1999)
- 11) There are no developed parks in the City except for a park strip along Highway 30.
- 12) The only real recreation facilities in the City except for a park strip along Highway 30.
- 13) The City owns 80 acres which are now undeveloped, plus the land in the Scappoose Creek floodplain which might be valuable sites for recreation activities.

- 14) Local schools will have to be expanded to accommodate future needs.
- 15) Police services will have to be expanded to accommodate future needs.
- 16) Library services will have to be expanded to accommodate future needs.
- 17) The Scappoose Fire District has recently been merged with the Scappoose Rural Fire District. Both districts are now volunteer departments, but they will probably become professional by the end of this century.
- 18) Local residents have been unsuccessful in getting a doctor to locate in the city; Columbia Hospital District has recently opened a health center in Scappoose.

Goal for Public Facilities and Services

It is the goal of the City of Scappoose to:

- 1) Provide the public facilities and services which are necessary for the well being of the community and which help guide development into conformance with the Comprehensive Plan.
- 2) Direct public facilities and services, particularly water and sewer systems, into the urban growth area.
- 3) Ensure that the capacities and patterns of utilities and other facilities are adequate to support the residential densities and intensive land use patterns of the Comprehensive Plan.
- 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.
- 5) Integrate schools with land use, transportation and recreation in order to realize their optimum value for local residents.
- 6) Create and maintain ample places for recreation in Scappoose.
- 7) Provide an effective law enforcement system responsive to the needs of the public as well as the rights of the individual.
- 8) Reduce the loss of lives and property from fire and minimize the hazards of structural, equipment, and material exposure to fire risks through building and fire codes.
- 9) Provide library services capable of meeting the needs of area residents.
- 10) Work with the County in the effective management of the disposal of solid wastes.

- 11) Insure that the green infrastructure is regarded as equally important as the grey infrastructure recognizing the urban forest, watersheds, ridgelines and open spaces are equally important to our well being and health as utilities, roads and sewers. (Ord 659, 1997)

Policies for Public Facilities and Services

It is the policy of the City of Scappoose to:

- 1) Design urban facilities and services, particularly water and sewer systems, to eventually serve the designated urban growth area; also, ensure that services are provided to sufficient vacant property to meet anticipated growth needs; also, develop a design review process to insure that public services and facilities do not unreasonably degrade significant fish and wildlife habitats.
- 2) Allow the construction of certain public facilities, including water lines, sanitary sewer lines and storm sewer lines outside the Urban Growth Boundary when it is beneficial to the City from an engineering or operational basis, and in regard to water line extension, in specific scenarios where such extension might provide the potential for recovery of requirement improvement costs. However, the City will not allow any connections to these facilities except for health or safety reasons, and only when alternative solutions have been proven unviable. This provision does not restrict the ability of the City of Scappoose to contract with a water district or water association to provide water. However, the City of Scappoose will provide water service to all existing properties, including any further properties created by partition or subdivision processes for the properties associated with Parish, et al v. City of Scappoose, and Alexander et al v. City of Scappoose). Other properties directly abutting the Dutch Canyon Water Line Extension may also be provided water service, per the density provisions of underlying zones present within Columbia County as of November 3, 2003. Future zone changes within Columbia County allowing for greater density of properties via partition or subdivision processes do not merit the provision of water service from the City of Scappoose, nor do properties not abutting the Dutch Canyon Water Line Extension but equipped with a private or public easement across an abutting property qualify for water service. (Ord 672, 1998, Ord 739, 2003)
- 3) Implement the City of Scappoose Water Master Plan, prepared by Economics and Engineering Services, dated April 1997. (Ord 672, 1998)
- 4) Require in new developments that water, sewer, street and other improvements be installed as part of initial construction. (Ord 672, 1998)
- 5) Ensure that capacities and patterns of utilities and other facilities are adequate to support the residential densities and land use patterns of the Comprehensive Plan.
- 6) Require the nuisance free storage of solid wastes, provide for the efficient

collection of solid wastes and encourage the recovery of usable materials through recycling.

- 7) Implement the City of Scappoose Wastewater Master Plan, prepared by KCM, Inc., dated June 1998. (Ord 686, 1999)
- 8) Develop and implement a watershed control plan to improve watershed management for the protection of surface and groundwater resources and a wellhead protection plan to protect groundwater resources. (Ord 672, 1998)
- 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. (Ord, 694)
- 10) Require new developments to provide adequate drainage at time of initial construction in accordance with the Scappoose Storm System Master Plan while discouraging the alteration of streams, the drainage of wetlands that are identified as significant and the removal of vegetation beside streams. Natural drainage ways shall be used to carry storm water runoff whenever possible. (Ord 694, 1999)
- 11) Develop a capital improvement program for the sewage treatment plant and water source so they can serve, in an efficient manner, a population of 10,000 people by the year 2000.
- 12) Discourage the expansion of local service districts when this would stimulate development in areas outside the urban growth boundary or create conditions leading to the need for sewage or other urban facilities.
- 13) Work with the Scappoose School District to promote the effective use of school facilities for recreation during non-school hours.
- 14) Encourage extensive coordination between the School District's planning and capital improvement program and the land use planning program of the City.
- 15) Improve the quality of the library by seeking out additional means of funding.
- 16) Work towards the establishment of a professional fire department.
- 17) Encourage coordination between the Hospital District's planning and the City.
- 18) Work with private utilities to locate and design power transmission lines and substations so they have a minimum impact on the environment.
- 19) Approve annexations of new residential lands, except in the case of a health hazard, only when:
 1. There is sufficient capacity in the sewer, water, street, school, fire, and police

systems to service the potential additional populace.

2. Sufficient in-filling of vacant land has occurred to warrant an expansion.
- 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.
- 21) Utilize the Public and Semi-Public Comprehensive Plan designation of lands needed by public agencies for future needs.
- 22) Support the development of Local Improvement Districts (LID) to develop local services.
- 23) Allow development over natural drainage ways only when it is shown that this development is necessary to the successful completion of the proposed project. If such filling is allowed, the culverts used shall be large enough to handle the maximum peak flow.
- 24) In budgeting for public facilities, utilize the following criteria:
 - a. First priority items are those needed immediately for public health, safety, or welfare; those approved by voters; those needed to stimulate private investment on lands cited in the Comprehensive Plan as of the public interest; land acquisition for facilities when such lands are under immediate developmental pressure; and investments needed to maintain existing facilities, where economically justified.
 - b. Second priority items are those needed to protect public health, safety and welfare in the near future, though not now critically needed; facilities needed to serve immediately anticipated growth, but which are not critically needed at present; second phases of specific improvements or expansions; and facilities specifically funded by outside sources when maintenance costs can be met.
 - c. Third priority items are those needed to accommodate future growth; and third and fourth phases of expansion or improvements.
- 25) Ensure that new developments do not create additional burdens on inadequate sewer, water, road and drainage systems; in such cases, the City shall require the developer to do the necessary off-site work, and in return may grant variances so that such off-site costs do not make the project prohibitive.
- 26) Maintain and expand the urban forest and continue to be designated annually as a Tree City USA. (Ord 659, 1997)
- 27) Map the unpaved areas of right of way and other public lands; inventory existing public trees providing information on location, species and size; survey areas available for additions and improvements to the urban forests; and identify tree deficient public lands as sites for mitigation of unavoidable tree cutting. (Ord 659,

1997)

- 28) Work cooperatively with property owners and potential employers to fund and extend key public facilities and services to industrial lands, and thereby maintain at least a 100-acre supply of development-ready sites within the Scappoose UGB.
- 29) Require master plans for business and industrial parks to ensure efficient provision of streets, sewer, water, and storm drainage facilities to large, undeveloped sites. (Ord 816, 2011)

Transportation Goals and Policies Summary

In 2012 the City of Scappoose began a planning project to replace the City's 1997 Transportation System Plan and to prepare associated land use ordinances. The primary objective of the project was to describe and document a new baseline condition for the City's multi-modal transportation system and to identify transportation improvements based on a 2035 planning horizon. This long-overdue project was informed by several studies and plans that had been conducted and completed since the 1997 TSP was adopted, including the Columbia County Transit Study (2002), Rail Corridor Study (2002), Airport Master Plan (2004), and Economic Opportunities Analysis (2011). The TSP update was needed to ensure consistency and further the outcomes of these earlier plans, as well as to plan for the future needs of expected growth in the City. Specifically, high residential household growth is expected in south Scappoose, in the vicinity of Dutch Canyon Road, and on the west side of town, west of Scappoose Creek; employment growth will be highest in the north part of town, particularly near the airport and along US 30 through town. Identified growth areas informed the travel demand forecasting efforts and future transportation system needs. In addition to roadway needs, the project also focused on a full evaluation of the bicycle and pedestrian systems, with special attention on identifying new and enhanced local routes and connections to the regional trail system.

The resulting 2016 Transportation System Plan is a multi-modal plan that embodies the community's vision for an equitable and efficient transportation system. It is a planning tool that will help the City balance its investments to ensure that it can develop and maintain the transportation system adequately to serve everyone who travels in and through Scappoose. The TSP outlines strategies and projects that are important for protecting and enhancing the quality of life in Scappoose through the next 20 years and includes standards to guide future development.

The 2016 Transportation System Plan serves as the Transportation element of the City's Comprehensive Plan; additional information, including forecasted future transportation needs, roadway functional classifications, and transportation facility standards can be found in the TSP document.

Transportation Goals and Policies

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

It is the policy of the City of Scappoose to:

- 1.1) Prioritize improvements at locations in the City where enhanced street crossings for walking and biking users are needed.
- 1.2) Work with ODOT to provide safe east-west access for pedestrian and bicyclists

across US 30.

- 1.3) Work to implement improvements to address high collision locations, improve safety at railroad crossings, and improve safety for walking, biking, and driving in the City.
- 1.4) Plan for and implement, through the adopted Transportation System Plan and development approval, improvements that improve the visibility of transportation users in constrained areas, such as on hills and blind curves and in landscaped areas.
- 1.5) To evaluate and install features to improve safety at signalized pedestrian crossings, such as chirpers and directional ramps, in locations that benefit underserved and vulnerable populations.
- 1.6) Identify and promote programs that encourage walking and bicycling, and that educate all users of the transportation system about good traffic behavior and consideration for other modes.
- 1.7) Work with private rail companies and the Oregon Department of Transportation Rail Division to improve the safety at railroad crossings.

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

It is the policy of the City of Scappoose to:

- 2.1) Work to develop and implement an arterial and collector street system that provides additional north-south local access routes and an alternative route to US 30.
- 2.2) Work with ODOT to minimize the adverse impact of through travel on US 30.
- 2.3) To shift vehicular travel to off-peak periods by encouraging Transportation Demand Management Strategies, as identified in the adopted Transportation System Plan.
- 2.4) To improve travel reliability and safety with Transportation System Management strategies identified in the Transportation System Plan, including employing advanced technologies and management techniques to increase the efficiency of existing transportation infrastructure.
- 2.5) Develop and maintain existing facilities to preserve their intended function and useful life in a way that supports mobility for all users, including those with special transportation needs.
- 2.6) Use transportation impact study guidelines to determine an appropriate level of required analysis to ensure that land use and development proposal are consistent with the identified function, capacity, and performance standards of impacted transportation facilities.

- 2.7) Ensure that land use approvals on properties including or adjacent to rights-of-way and street improvements which are less than that specified in the transportation plan and maps require: dedication of adequate land for public right-of-way to meet that specified in the plan; construction of the required interior street system; and construction of, or execution of a non-remonstrance deed restriction for the specified street improvements immediately adjacent to the properties.

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

It is the policy of the City of Scappoose to:

- 3.1) Provide safe, comfortable and convenient transportation options by providing for all transportation modes.
- 3.2) Incorporate streetscape features in the transportation system such as street lighting, bike parking, and weather protection (e.g., bus shelters, covered bicycle parking) that better meet the needs and enhance the experience of the walking, biking and transit user.
- 3.3) Connect bikeways and pedestrian accessways to local and regional travel routes and community destinations.
- 3.4) Require bicycle parking facilities at all new residential multifamily developments of four units or more, commercial, industrial, recreational, and institutional facilities.
- 3.5) Require sidewalks on all new streets within the Urban Growth Boundary and that these facilities be designed to the standards in the City's adopted Transportation System Plan.
- 3.6) Require special features for designated Mixed-Use Streets, such as wider sidewalks, pedestrian amenities, transit amenities, attractive landscaping, on-street parking, pedestrian crossing enhancements and bicycle facilities.
- 3.7) Ensure that new development and redevelopment provide pedestrian connections within the site and to adjacent sidewalks, existing and planned developments, and transit streets and facilities.
- 3.8) Enhance way finding signage for those walking and biking, directing them to bus stops, trails, and key routes and destinations.
- 3.9) Promote walking, bicycling, and sharing the road through public information and participation.
- 3.10) Transit stops shall be established and maintained in locations that are safe and convenient for users and that are consistent with the Columbia County

Community-Wide Transit Plan.

- 3.11) Encourage carpool/vanpool programs for reducing commuter vehicular travel demand along Highway 30 (to Portland).
- 3.12) Encourage increased opportunities for local and regional public transit routes and facilities.

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:

- 4.1) Provide transportation facilities that support existing and planned land uses.
- 4.2) Plan for and accommodate freight system efficiency, access, and travel reliability.
- 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.
- 4.4) Manage parking efficiently and ensure that it supports downtown business needs and promotes new development.
- 4.5) Enhance the vitality of the Scappoose downtown area by incorporating roadway design elements for all modes.
- 4.6) Provide for convenient parking and access to community destinations such as businesses and scenic/recreation areas.
- 4.7) Require that proposed land developments mitigate adverse traffic impacts and ensure that all new development contributes a fair and proportionate share toward on-site and off-site transportation system improvements.

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

It is the policy of the City of Scappoose to:

- 5.1) Protect residential neighborhoods from excessive through traffic and travel speeds. When required, the application of traffic calming measures will be proportional to the identified need and appropriate for the facility on which it is located, based on street functional classification.
- 5.2) Prioritize facility improvements with transportation connections between community destinations.

- 5.3) Work with ODOT to balance freight movement on US 30 with livability conditions in the downtown area.
- 5.4) Minimize transportation-related conflicts between neighborhoods and businesses by requiring developers to design commercial sites in context with existing and planned land uses by, among other things, providing sufficient parking for cars and bikes, adequate directional signage, and good neighbor agreements where needed.
- 5.5) Incorporate streetscape amenities that reflect the City's unique character (e.g., street furnishings, landscaping).
- 5.6) Allow trucks on all streets, unless posted otherwise. The City will consider prohibiting trucks over 30 feet long on streets classified as "Local" and a 24-hour vehicle classification count reveals that traffic is comprised of at least 5% trucks on a typical day.
- 5.7) Enhance the aesthetics of all streets and roadways through planting and maintenance of street trees.

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

It is the policy of the City of Scappoose to:

- 6.1) Plan and develop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.
- 6.2) Identify areas where alternative land use types would significantly shorten trip lengths or reduce the need for motor vehicle travel within the City.
- 6.3) Minimize the impacts of transportation improvements to Scappoose Creek and other natural areas or environments.
- 6.4) Support the reduction of greenhouse gas emissions from transportation sources, including promoting travel options that allow individuals to reduce single-occupant vehicle trips.
- 6.5) Support alternative mobility standards on state facilities where needed improvements to meet adopted standards are not likely to be funded over the planning horizon or have impacts that are not desirable for the community.

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

It is the policy of the City of Scappoose to:

- 7.1) Plan for an economically viable and cost-effective transportation system.
- 7.2) Identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.
- 7.3) Make maintenance of the transportation system a priority.
- 7.4) Consider costs and benefits when evaluating potential transportation options, identifying project solutions, and prioritizing public investments. The City will consider the distribution of benefits and impacts to its citizens and will work towards fair access to transportation facilities for all users, all ages, and all abilities.
- 7.5) Prioritize funding of projects that are most effective at meeting the goals and policies of the Transportation System Plan.

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

It is the policy of the City of Scappoose to:

- 8.1) Develop and maintain a transportation system that supports a variety of travel options.
- 8.2) Ensure that the transportation system provides equitable access to underserved and vulnerable populations as well as users with a range of ages.
- 8.3) Ensure that the pedestrian access ways (including sidewalks and pathways) are clear of obstacles and obstructions (e.g., utility poles).
- 8.4) Ensure that the transportation system provides connections for all modes that meet applicable Americans with Disabilities Act (ADA) standards.

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

It is the policy of the City of Scappoose to:

- 9.1) Coordinate and cooperate with adjacent jurisdictions and other transportation agencies to develop transportation projects that benefit the City, Region, and State as a whole and to ensure the transportation system functions seamlessly.
- 9.2) Review transportation standards periodically to ensure consistency with Regional, State, and Federal standards.
- 9.3) Coordinate with the County and State agencies to ensure that improvements to County and State highways within the City benefit all modes of transportation.

- 9.4) Participate with ODOT and Columbia County in the revision of their transportation system plans, and coordinate land development outside of the Scappoose area to ensure provision of a transportation system that serves the needs of all users.
- 9.5) Participate in updates of the ODOT State Transportation Improvement Program (STIP) and Columbia County Capital Improvement Program (CIP) to promote the inclusion of projects identified in the Scappoose TSP.
- 9.6) Coordinate public transit planning improvements within City limits with Columbia County to ensure that future transit routes and facilities are consistent with the findings and recommendations of the adopted Columbia County Community-wide Transit Plan.
- 9.7) Coordinate with the Port of St. Helens to maintain the continuing viability of the Scappoose Industrial Airpark.
- 9.8) Coordinate with transit providers to improve the coverage, quality and frequency of services as needed in areas where existing and planned land uses support transit services.

(Ord, 857. 2016)

Housing

Significant Findings of Plan with Regard to Housing

- 1) Scappoose has about 301 acres of vacant unconstrained buildable residential land, including 16 acres of Commercial land in zones where housing is permitted outright. That land has capacity for 1,628 units of housing.
- 2) Scappoose is forecast to grow by 3,265 people over the 2018-2038 period. New population will drive demand for 1,229 new dwelling units.
- 3) The City's needed housing mix is: 65% single-family detached housing, 7% single-family attached housing, 10% multifamily housing with 2 to 4 units per structure, and 18% multifamily housing with 5 or more units per structure.
- 4) Scappoose is planning to accommodate the majority of multifamily development in the Expanded Commercial zone. Multifamily development is an outright permitted use in the EC zone, with clear and objective standards. Multifamily housing in the EC zone is developed based on standards of the A-1 zoning district. Over the last five years, about 10 dwellings of multifamily housing developed in Commercial zones per year. The City assumes this trend will continue, especially with removal of the zoning limitation for eight dwelling units per structure in the A-1 and EC zone. Much of the vacant land in the EC zone is along Highway 30 in the south part of the city, adjacent to R-4 zoned land. Multifamily housing development is desirable in this area.
- 5) Scappoose will need to plan to provide opportunities for development of a wider range of housing types. Eighty-two percent of the housing in Scappoose's housing market is single-family detached. While Scappoose will continue to need single-family detached housing in the future, the City's needed housing mix includes a wider range of housing types, such as small lot single-family housing, townhouses and all types of multifamily housing.

Goal for Housing

It is the goal of the City of Scappoose to:

- 1) Provide opportunities for needed housing types including: attached and detached single-family housing, and multifamily housing for both owner and renter occupancy, government assisted housing, and manufactured dwelling parks.
- 2) Locate housing so that it is fully integrated with land use, transportation and public facilities.

- 2) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.
- 3) Protect residential areas from conflicting land uses, unnecessary through traffic, or incompatible uses.
- 5) Support development of low-income and workforce-affordable housing through development of land use policies that allow and encourage affordable housing production and working with agencies and developers of affordable housing.

Policies for Housing

It is the policy of the City of Scappoose to:

- 1) Maintain adequate zoning, subdivision, and building codes to help achieve the City's housing goals and meet the housing needs identified in the Housing Needs Analysis.
- 2) Ensure that newly developed housing adjacent to or within Sensitive Lands receive the appropriate development permit.
- 3) Work with all interested agencies and organizations to facilitate housing conservation and construction, and to improve sub-standard dwellings; moreover, to encourage and cooperate with all efforts to provide adequate housing for those with special needs.
- 4) Provide opportunity for development of housing affordable to low- and moderate-income households, including government-assisted housing.
- 5) Permit multi-family dwellings which conform to the following general conditions and criteria:
 - A. Multi-family housing should be compatible with surrounding uses and should be scaled to be compatible with adjacent areas zoned for single-family housing.
 - B. Multi-family development should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
 - C. Multi-family development should be encouraged in areas close to commercial centers and corridors.
- 6) Permit Manufactured Home parks and subdivisions within the City limits; they shall be developed so that they conform to the following general conditions: (Ord 635, 1995)

- A. Manufactured Home parks should be compatible with surrounding uses and should be permitted in areas zoned for a residential density of 6 to 12 dwelling units per acre.
 - B. They should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
- 7) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.
 - 8) Ensure that subdivisions provide all necessary public services paid for by the developer.
 - 9) Re-evaluate City ordinances and, where possible, streamline administration and requirements to reduce development costs.
 - 10) Encourage energy efficient housing patterns in residential developments through efficient use of land and encouraging multi-family development in appropriate areas.
 - 11) Monitor residential land development to ensure that there is enough residential land to accommodate the long-term forecast for population growth.
 - 12) Permit siting of manufactured homes on all land zoned for single family residential uses. (Ord 618, 1994)

Natural Factors and Local Resources Goals and Policies

Preface

The City of Scappoose recognizes the importance of open space, native habitats, and fish and wildlife to community health, enjoyment, and quality of life. The City will pursue goals and policies to protect and enhance these natural resources.

In addition to conservation of open space and natural resources, diverse aspects of the local environment are covered under this heading, including: Historic preservation, pollution control, and management and building in hazard areas.

Significant Findings with Regard to Natural Factors and Local Resources

- 1) Air quality in Scappoose currently meets all federal air quality standards. Under inversion conditions emissions from the Portland Metro Area, woodstoves, and logging slash burning can temporarily impair air quality. Coal trains and increased vehicular traffic may also have localized air quality impacts.
- 2) With increased activities at the airport and increased traffic along highway 30, noise is an irritant in the Scappoose area. Increased highway 30 traffic also creates traffic flow problems during commute hours.-
- 3) There is a history of flooding and groundwater problems where development has occurred in floodplain and wetland areas in Scappoose.
- 4) The dike lands to the east provide significant agricultural, habitat, and wildlife populations.
- 5) The lands north of Scappoose contain valuable aggregate resources, habitat, and wildlife values.
- 6) The City's 80-acre parcel on the western edge of the city contains the bulk of the recoverable timber within the Urban Growth Boundary.
- 7) South and North Scappoose Creeks have large flood plain areas that periodically flood during large storm events and Columbia River dam releases.
- 8) There are significant fish and wildlife resources in the Scappoose area that should be protected when urban development is proposed.
- 9) Topography, flooding, and the make-up of certain soils pose hazards for development.
- 10) The open gravel pits that exist in northern Scappoose are being filled and future development is likely to occur.

Goal for Natural Factors and Local Resources

It is the goal of the City of Scappoose to:

- 1) Maintain, and where possible, enhance the air, water and land resources of the Scappoose area.
- 2) Assure proper and safe development, use, and protection of the area's soil, mineral and geologic resources.
- 3) Ensure that unique geologic areas are identified and protected from development that could harm the community.
- 4) Ensure the conservation of fish and wildlife areas and habitats, including wetlands, floodplain, and riparian areas.
- 5) Encourage the retention of ~~some~~ open spaces within and between the different zoning areas.
- 6) Protect and enhance forested areas within the Urban Growth Boundary.
- 7) Preserve outstanding scenic areas.

Policies for Natural Factors and Local Resources

It is the policy of the City of Scappoose to:

- 1) Participate in resource management planning through participation in collaborative Federal, State, and regional planning programs.
- 2) Consider air shed and water resource capacities in reviewing all plans, ordinances and permits for land development actions.
- 3) Support the recycling of solid wastes.
- 4) Work with the County in the management of solid wastes to prevent contamination of local resources.
- 5) Work and collaborate with the Scappoose Drainage District
- 6) Ensure that future developments possess adequate on-site and off-site storm water drainage and retention features.
- 7) Designate lands subject to development constraints as a Hazard Area and require construction on them to meet strict standards.
- 8) Work with local mining industries to rehabilitate ~~the~~ gravel pits so that there will be

an efficient use of land, improved habitat values, and improved aesthetics.

- 9) Work with Department of Fish and Wildlife to conserve substantial fish and wildlife habitats.
- 10) Attempt to reduce the flooding and accelerated erosion along North and South Scappoose Creek through development codes, addressing stream down cutting, increasing functional floodplain area, promoting natural bank vegetation, and providing overflow swales and channel reconnection. Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife, Department of State Lands, and the Corps of Engineers.
- 11) Preserve the City's 80-acre parcel to the west for its value as a forested, natural recreational area.
- 12) Encourage efforts at energy conservation such as carpooling, transit, work policies, and recycling.
- 13) Attempt to acquire and preserve lands in the flood plain and unique habitats for public use, and enhanced connectivity.
- 14) Utilize the site design review process to encourage energy savings through solar orientations and require landscaping that will save energy.
- 15) Comply with applicable State and Federal environmental regulations.
- 16) Preserve Historic Resources by establishing regulations to review all proposals to modify or destroy a significant structure or site. (Ord 635, 1995)
- 17) Maintain the historic assets of the Watts House.
- 18) Require mitigation for tree loss caused by development and redevelopment, require replacement of trees lost because of clearing for development and other reasons and promote practices that result in net gains in the urban forest (Ord 659, 1997)
- 19) Implement standards for appropriate planting and design guidelines encouraging the use of natives and other plants naturally adapted to this environment except for those plants defined as nuisance plants. (Ord 659, 1997)
- 20) Actively participate in educating all sectors of the public including private property owners, developers, school children and municipal employees regarding the benefits and desirability of protecting and planting native plants and trees.
- 21) Establish protected riparian buffer zones along riparian corridors on parcels the City owns that exceed the standards private developers must adhere to.

LAND-USE GOALS AND POLICIES

- 1) GENERAL GOALS FOR LAND USES**
- 2) URBAN GROWTH BOUNDARY**
- 3) GENERAL RESIDENTIAL**
- 4) SUBURBAN RESIDENTIAL**
- 5) MANUFACTURED HOME (ORD 635, 1995)-RESIDENTIAL**
- 6) COMMERCIAL**
- 7) INDUSTRIAL**
- 8) AIRPORT EMPLOYMENT**
- 9) AIRPORT LAND USE GOALS AND POLICIES (ORD 799, 2008)**
- 10) PUBLIC AND SEMI-PUBLIC LANDS**
- 11) HAZARD AREAS**
- 12) OPEN SPACE-DESIGN REVIEW LANDS**

General Principles for Land Use

Preface

While the derivation of the general goals and policies come from the specific inventories, the derivation of the land use goals and policies is less clear. They come in part from State Goals and Guidelines, and in part from land use principles adopted by the City of Scappoose. In some cases, the State's goals have been modified to reflect local conditions.

General Goals of the City of Scappoose 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.
- 2) Physical characteristics of the area, such as its geographic assets and limitations, its topographic and geologic features, etc., should be recognized where they may represent important land use determinants.
- 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.
- 4) Where certain types of uses have been found to be incompatible with other types of land use, there should be a buffer area to lessen the degree of incompatibility.
- 5) Sufficient area for the expansion of all major land uses for the next twenty years should be provided.
- 6) Residential living areas should be safe, attractive, and convenient, and should make a positive contribution to the quality of life and personal satisfaction of residents; additionally, there should be sufficient areas for a wide range of housing choices.
- 7) Commercial areas should provide maximum service to the public and should be safely integrated into the physical pattern of the community.
- 8) Industrial areas should be suitable for their purpose, properly located, and adequate for future needs.
- 9) Open spaces should be protected for future generations.
- 10) Public and semi-public developments should be located to encourage a pattern of land development that benefits the whole community.

- 11) Life and property should be protected from natural disasters and hazards.
- 12) Adequate public services and facilities should be provided to encourage an orderly and efficient growth pattern.
- 13) A safe and convenient transportation system should be developed to meet future needs.
- 14) The local economy should be strengthened and diversified.
- 15) Housing that meets the local residents' housing needs should be allowed and encouraged.
- 16) The natural and man-made resources of the community should be effectively utilized.
- 17) Land uses should be arranged to maximize the conservation of energy.
- 18) A quality of life reflecting the wants of the citizenry should be articulated and strived for.
- 19) Citizen participation will continue to be an important element of the City's land use planning process. Besides public hearings held by the Planning Commission and City Council, the City shall utilize the local newspaper and radio station to keep populace informed of land use issues. The City shall also publish quarterly a summary of past and future activities.

Urban Growth Boundary Goals and Policies

Preface

The purpose of an Urban Growth Boundary (UGB) is to identify on a map those areas slated for future annexation and development, while protecting lands outside the UGB for farm and forest use. Oregon's Statewide Planning Goals (particularly Goal 14, Urbanization) and associated rules and statutes govern the way in which an Urban Growth Boundary may be established and amended.

The UGB is intended to provide for an economic and efficient transition from rural to urban land use, to guide development to fit the natural resources, and to preserve quality of life.

A major threat to the present quality of life in this area is urban sprawl, the scattering of bits and pieces of urban development throughout the countryside. Introducing subdivisions into non-urban areas tends to conflict with local agriculture. For every farm acre developed, several more are disposed towards eventual urbanization because of increased speculative land values and property taxes, and a decrease in farm efficiency and profit.

At the same time, sprawl tends to injure older developed areas in and near the City. The more urban development is permitted to spill out into the areas outside the Urban Growth Boundary, the weaker the economic pressures for renewal or revitalization of older areas, with the resulting weakening of the tax base, thus aggravating the problems further. Additionally, the leap-frogging of development into the countryside results in increased costs for providing public services to those areas.

Finally, development outside the growth area requires a large commitment of resources to transportation as home-to-work distances are greater than they would be if the development pattern were compact.

Though all may recognize the problems with sprawl, implementing effective control mechanisms is another matter. All plans require choices between conservation and development, and the art of planning comes in recognizing the inter-relationships between the various factors, plus identifying all the ramifications of alternative land use policies. The creation and maintenance of an Urban Growth Boundary can be an effective tool against sprawl, while at the same time making the ramifications of certain actions somewhat more visible.

The City's Comprehensive Plan and its associated UGB were first adopted in 1983 and received updates in 1991 as part of periodic review. In 1992 the UGB was expanded to include the 80-acre public land owned by the City at the west side of the City; the commercial area west of Highway 30 and north of Gilmore Road; land in the east including the wastewater treatment plant; and land in the northeast including the Scappoose Industrial Airpark. Following the 1992 UGB expansion, the UGB contained an "urban growth area" (the area between the City Limits and the UGB) of approximately 1,161 acres.

The major considerations in establishing the original UGB in 1983 and enlarging it to include the airport in 1992 were:

- 1) The desires of the affected property owners;
- 2) The presence of existing urban-type developments that will need urban services;
- 3) The location of forest and agricultural land;
- 4) The provision of sufficient land for housing, commerce, and employment opportunities for an anticipated population of 10,000 people in the year 2010, taking into account efficiency of land uses;
- 5) The orderly and efficient provision of public services;
- 6) Environmental, energy, economic and social consequences;
- 7) The compatibility of proposed uses with agricultural activities;
- 8) The natural limitations of certain geographic areas for development;
- 9) The airport section of the Urban Growth Boundary exists to serve the present and future industrial needs of the City of Scappoose.

Conflicts between the various considerations quickly came to the surface during deliberations of the City's establishment of the UGB, e.g. conflicts between neighbors on what they eventually hope to do with their land; conflicts between which areas outside the City are best suited for future residential development.

Four considerations, however, did take precedence when establishing the original UGB:

- 1) The potential for a health hazard in the area known as Dutch Canyon and Raymond Creek. The local DEQ office had noted that tests of the Creek pointed to failing septic tanks, and the ultimate need for sewer. This community sort of forms a thumb to the southwest of the City and its inclusion is in some conflict with the economic provision for services; still, the health hazard potential took precedence.
- 2) Lands already committed to urban activities were also included. Most of these lands were residential lands to the east of the City, only two parcels being larger than five acres. Not only were these lands already committed by their size and location to urbanization, the City's main sewer line to its treatment plant follows Columbia Avenue past several of these lots on the fringe of the City.

The City also included 100' of the unincorporated lands that were across the street from the existing city limits. It was felt that if sewer and/or water were to be provided on a street, both

sides of the street should be served. In a sense these sections of larger parcels are also already urbanized by their location across the street from incorporated lands.

- 3) In some areas of the City, in an attempt to attain an efficient provision of water, sewer, road and drainage services, the City included some land that “rounded out” the UGB and made service provision more effective. In the eastern lands, through which the sewer line already runs, there were 61 parcels less than 5 acres and already committed to urbanization. In the midst of these parcels were 2 larger parcels--one 10, another 15 acres. Their exclusion would have formed an irregular peninsula that would have made service provision much more costly and difficult. That, plus the fact that they are next to these lands that are already committed, persuaded the City to include them in the UGB.
- 4) The final consideration was the inclusion of the industrial-mining land to the northeast. Most of this land is already utilized for industry or mining and right on the fringe of the City limits. Its employment, transportation, and pollution effects on the City were already significant, and were anticipated to increase due to planned expansion of these lands and other industrial-mining lands further north.

In 2011, the City amended the Urban Growth Boundary to include lands southwest of the City on Old Portland Road, northeast of the City to include lands east of the Scappoose Industrial Airpark, and northwest of the City to include portions of three parcels near Gilmore Road that were already partly in the UGB. This expansion of the UGB was rooted in the 2011 Economic Opportunities Analysis (EOA), which identified a need for additional employment land to serve the City over a 20-year period. The 2011 expansion was limited to the EOA and did not assess the adequacy of the residential land supply. Following the expansion, the urban growth area was approximately 1,133 acres.-

During the EOA process, the City recognized the transportation and employment advantages to the community of future expansion in the southeast quadrant south of Havlik Drive. This land should be included within the UGB when this area can be justified under Goal 14 and statutory priorities.

Findings on Urban Growth Boundary

- 1) The 1983 Urban Growth Boundary and 1992 expansion of the UGB included sufficient land to accommodate a 20-year supply of residential and employment growth. Annexation and development in the subsequent years reduced the available supply of suitable sites.
- 2) The 2011 UGB amendment expanded the Boundary to provide a 20-year supply of employment lands. This amendment followed the 2011 Economic Opportunities Analysis & Long-Term Urban Land Needs Assessment (EOA), which identified the City’s economic goals, policies and land needs concerning commercial and industrial development within City Limits and the Urban Growth Boundary.

Goal of the Urban Growth Boundary

It is the goal of the City of Scappoose to:

- 1) Create optimal conditions of livability within the City and its urban growth area.
- 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 sufficient land for future development.
- 4) Promote employment generating uses within the airport section of the Urban Growth Boundary.
- 5) Develop the airport area in a manner to create an industrial and business park with airport related and airport compatible uses.
- 6) Include land in the southeast quadrant south of Havlik Drive within the UGB when this area can be justified under Goal 14 and statutory priorities.

Policies for the Urban Growth Boundary

It is the policy of the City of Scappoose to:

- 1) Work with Columbia County in establishing, maintaining, and managing an Urban Growth Boundary, and in amending the UGB as the need arises.
- 2) Review the supply of buildable lands within the Urban Growth Boundary during each major review of the City's plan. Amend the UGB periodically to maintain a 20-year supply of buildable residential land and suitable employment land.
- 3) Coordinate the development of facilities by existing special districts to insure coordination with City plans. Discourage the formation of new special districts within the Urban Growth Boundary unless the services are compatible with the plans for the provision of service within the Urban Growth Boundary.
- 4) Cooperate with Columbia County in managing the urban growth area by establishing joint review procedures to ensure the proper siting of buildings on developable parcels and the orderly and economic provision of public services and facilities.

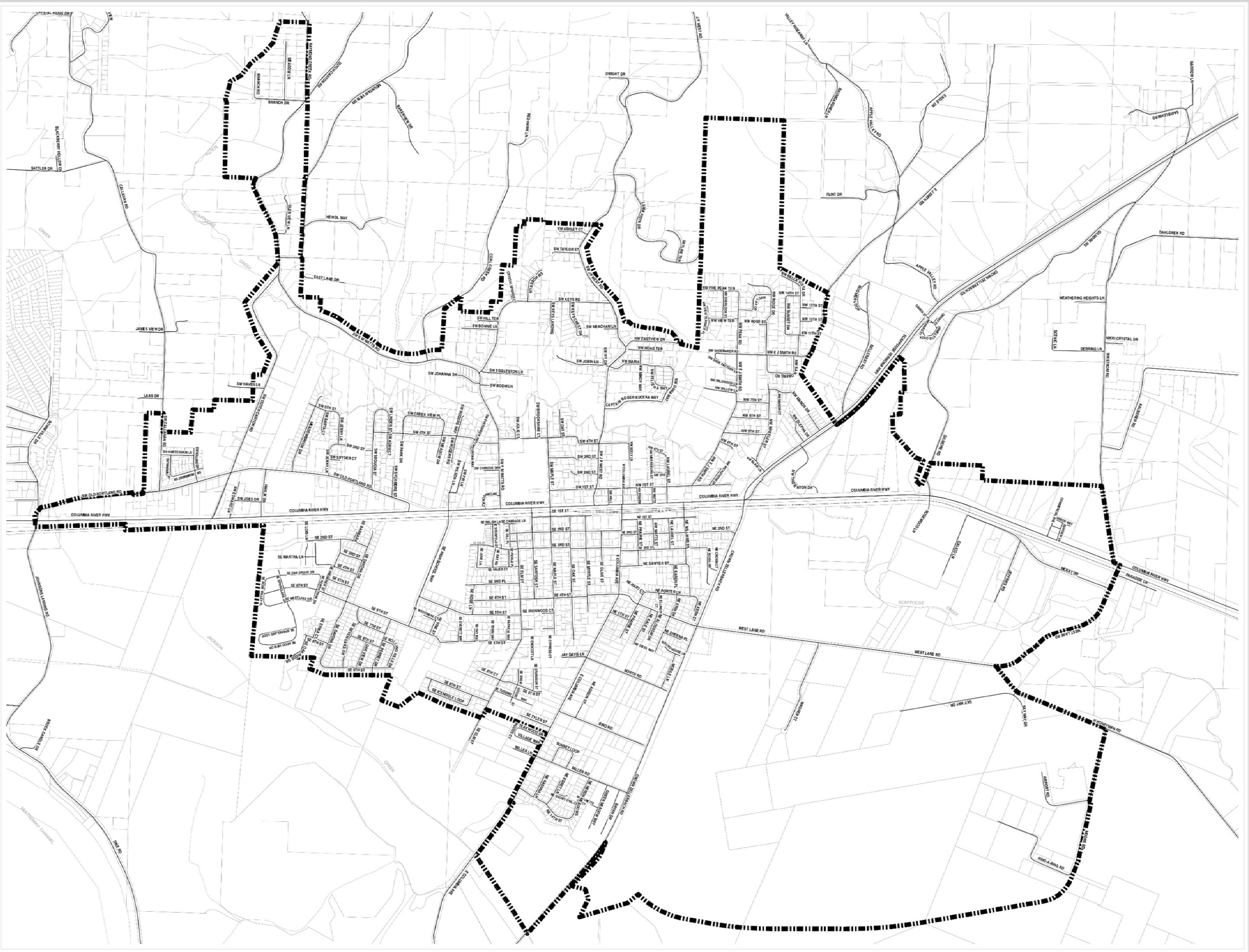
- 5) Observe the following guidelines in expanding the Urban Growth Boundary:
 - A) Urban Growth Boundary amendments shall comply with Goal 14 (Urbanization), the Urban Growth Boundaries administrative rule (OAR Chapter 660, Division 024), and ORS 197.298 Priorities for urban growth boundary expansion.
 - B) Amendments shall be based on demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments, together with demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination thereof.
 - C) Sites should be economically feasible to service with public facilities such as sewer, water and police.
- 6) Approve annexations of residential lands, except in the cases of health hazards, when:
 - A) There is sufficient capacity in the sewer, water, street, school, police and fire systems to service the potential additional populace.
 - B) Sufficient in-filling of vacant land has occurred to warrant an expansion.
- 7) Consider annexation of industrial lands when sufficient capacity exists for the delivery of sewer, water, street, police and fire services.
- 8) Establish an area of influence for those properties contiguous with the Urban Growth Boundary. All land use actions are to be sent to the City for comment.
- 9) Limit new subdivisions within the Scappoose Urban Growth Boundary by generally requiring annexation prior to connection to City utilities.
- 10) Meet the following conditions prior to development of the land within the Airport Employment (AE) area:
 - A) A master plan shall be approved showing the general locations of major streets, taxiways, building areas, and sanitary sewer, water and storm drainage facilities.
 - B) The master plan shall identify large parcels to be retained consistent with the Scappoose Economic Opportunities Analysis.
 - C) No urban zone change or development shall be permitted until the Oregon Department of Transportation has approved a transportation impact

analysis and consequent mitigation measures.

- D) The land shall be held in an agricultural holding zone until Conditions A-C have been met.

(Ord 816, 2011)

Map of lands within Scappoose's Urban Growth Boundary is on the next page

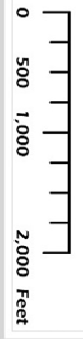


City of Scappoose

Urban Growth Boundary



- Legend**
- Streets
 - ~ Rivers
 - Railroads
 - ⊕ Taxlots
 - ⊞ Urban Growth Boundary



1" = 1500'



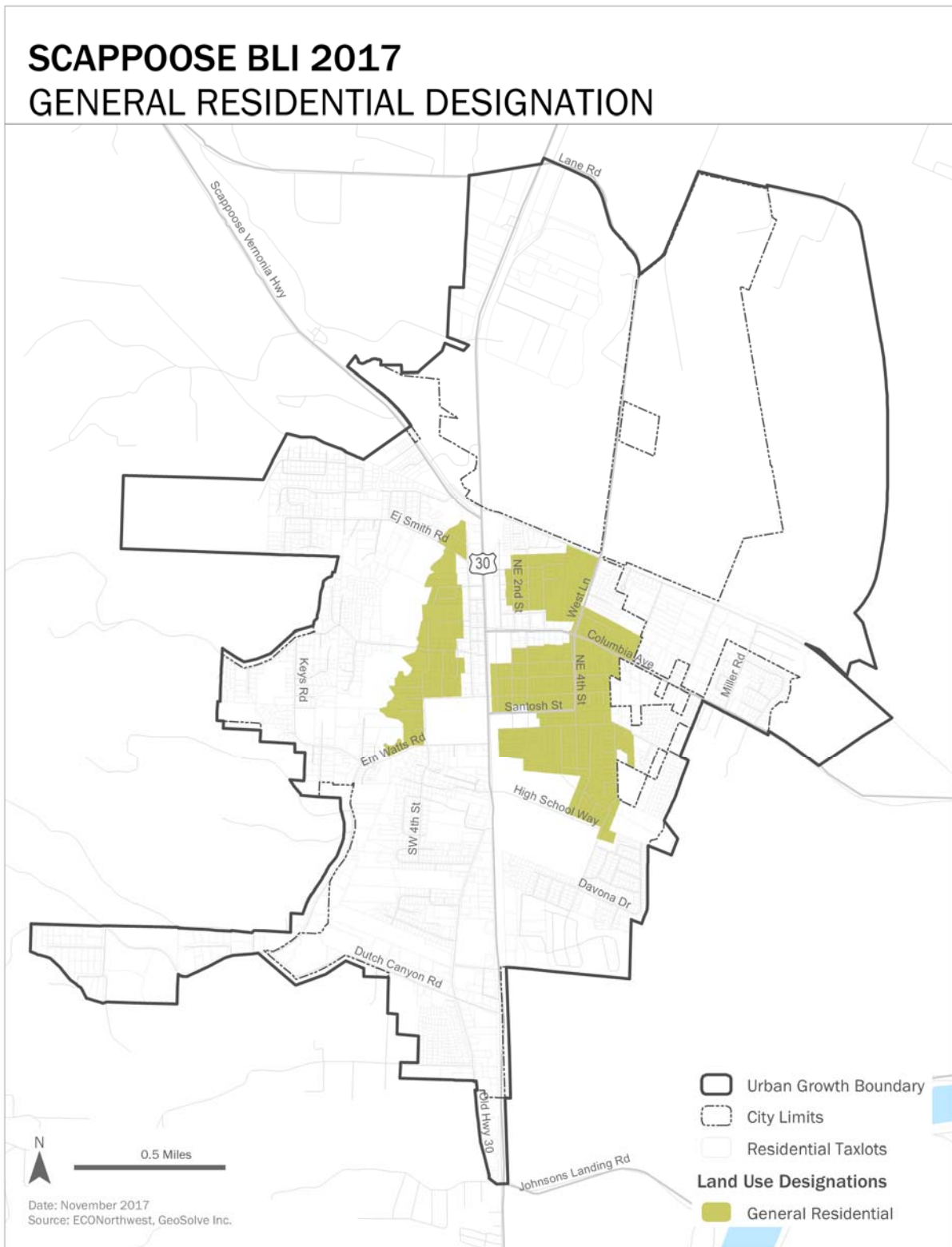
2011 UGB amendment
 Compilation Date: 3/30/2011

General Residential Goals and Policies

Preface

This designation is intended for older areas of town which are centrally located, where community services are convenient, and where residential densities are highest. Though such areas are zoned R-4, A-1, or R-1, all of the current GR lands are zoned A-1 or R-4; the latter allows up to four-plexes as outright uses, while the former allows all forms of multi-family dwellings as outright uses. Roughly 174 acres are designated as GR.

Map of Scappoose's General Residential Lands



Goal for the General Residential Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Create conditions suitable for higher concentrations of people in proximity to public services, shopping, transportation and other conveniences.
- 2) To provide places suitable for multi-family dwellings and single family dwellings.
- 3) Locate high-density multi-family dwellings in areas of the City with access to key transportation corridors and commercial centers and other services.

Policies for the General Residential Land Use Designation

It is the policy of the City of Scappoose to:

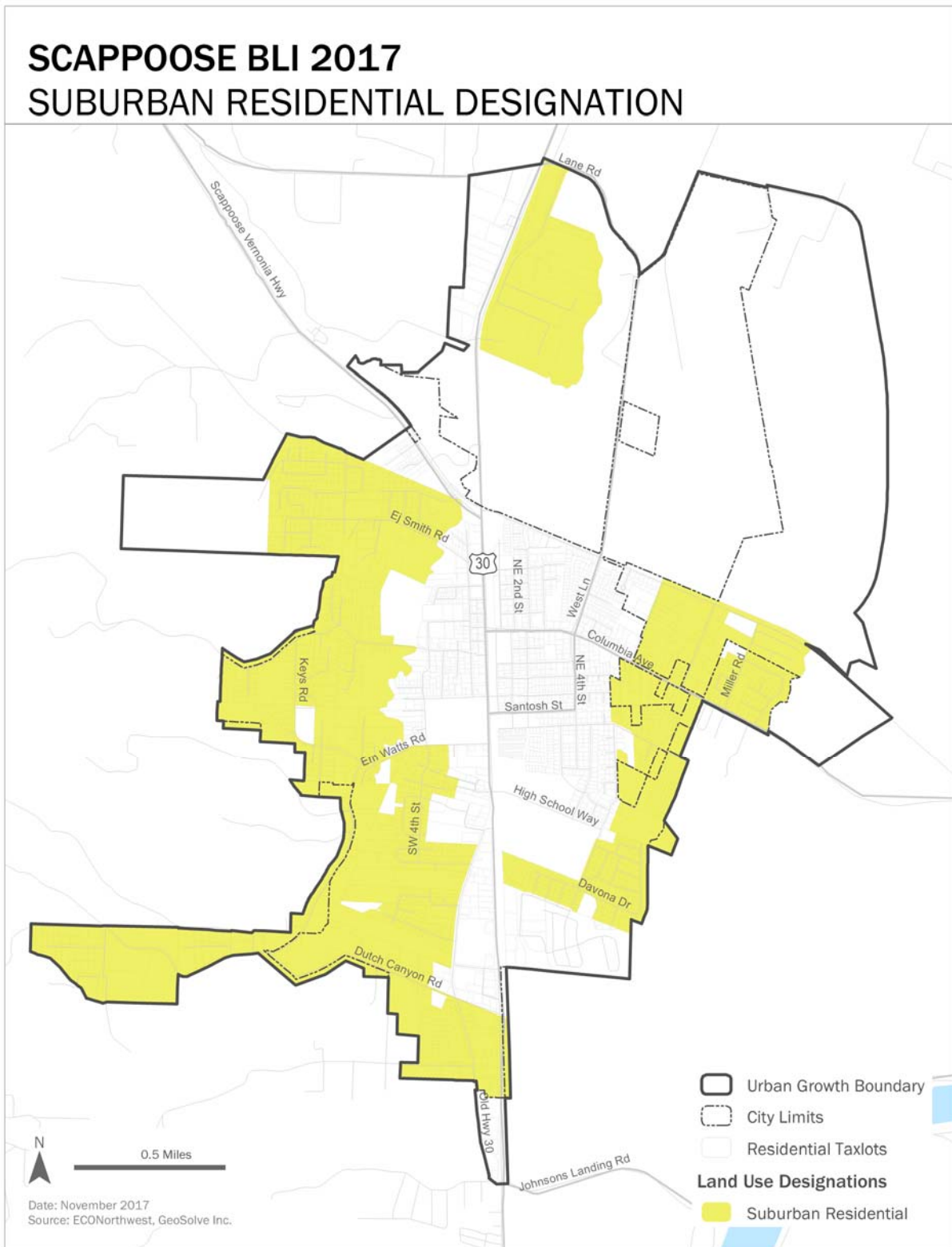
- 1) Protect General Residential areas from conflicting land uses, unnecessary through traffic, and other undesirable influences.
- 2) Encourage greater densities in the older portions of town which are convenient to shopping and other conveniences, and more suitable for development at greater densities than outlying areas.
- 3) Permit multi-family dwellings which conform to the following general guidelines:
 - A. Multi-family housing should be compatible with surrounding uses and should be scaled to be compatible with adjacent areas zoned for single-family housing.
 - B. Multi-family development should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
 - C. Multi-family development should be encouraged in areas close to commercial centers and corridors.
- 4) Make effective use of vacant City residential lots, particularly odd-shaped parcels and those isolated within blocks.
- 5) Provide opportunity for development of housing affordable to low- and moderate-income households, including government-assisted housing.

Suburban Residential Goals and Policies

Preface

The Suburban Residential designation is intended for areas within or adjacent to cities where a permanent, semi-suburban character is being established. However, housing choices are not limited solely to single-family detached homes; duplexes, tri-plexes, and four-plexes may also be allowed. A wide range of public services and facilities are or would be made available in these areas as they move toward complete urbanization. Approximately 830 acres are designated SR, and these are predominantly to the west and southwest. (Ord 637, 1996)

Map of Scappoose's Suburban Residential Lands



Goal for the Suburban Residential Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Create conditions suitable for moderate concentrations of people not in immediate proximity to public services, shopping, transportation and other conveniences.
- 2) To provide places suitable for single family dwellings, duplexes, triplexes, and four-plexes.
- 3) Minimize adverse effects on adjacent developments through the enforcement of subdivision regulations of the Development Code. (Ord 635, 1995)

Policies for the Suburban Residential Land Use Designation

It is the policy of the City of Scappoose to:

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

(#2 deleted by Ord 637, 1996)
- 3) Promote the development of homesites at a density and standard consistent with: the level of services that can reasonably be provided, and the characteristics of the natural environment.
- 4) Review diligently all subdivision plats to ensure the establishment of a safe and efficient road system.
- 5) Encourage developers to allocate land for open space or recreation in their subdivisions.
- 6) Identify and plan for the infrastructure investments necessary to support development of housing as part of the capital improvement planning process.

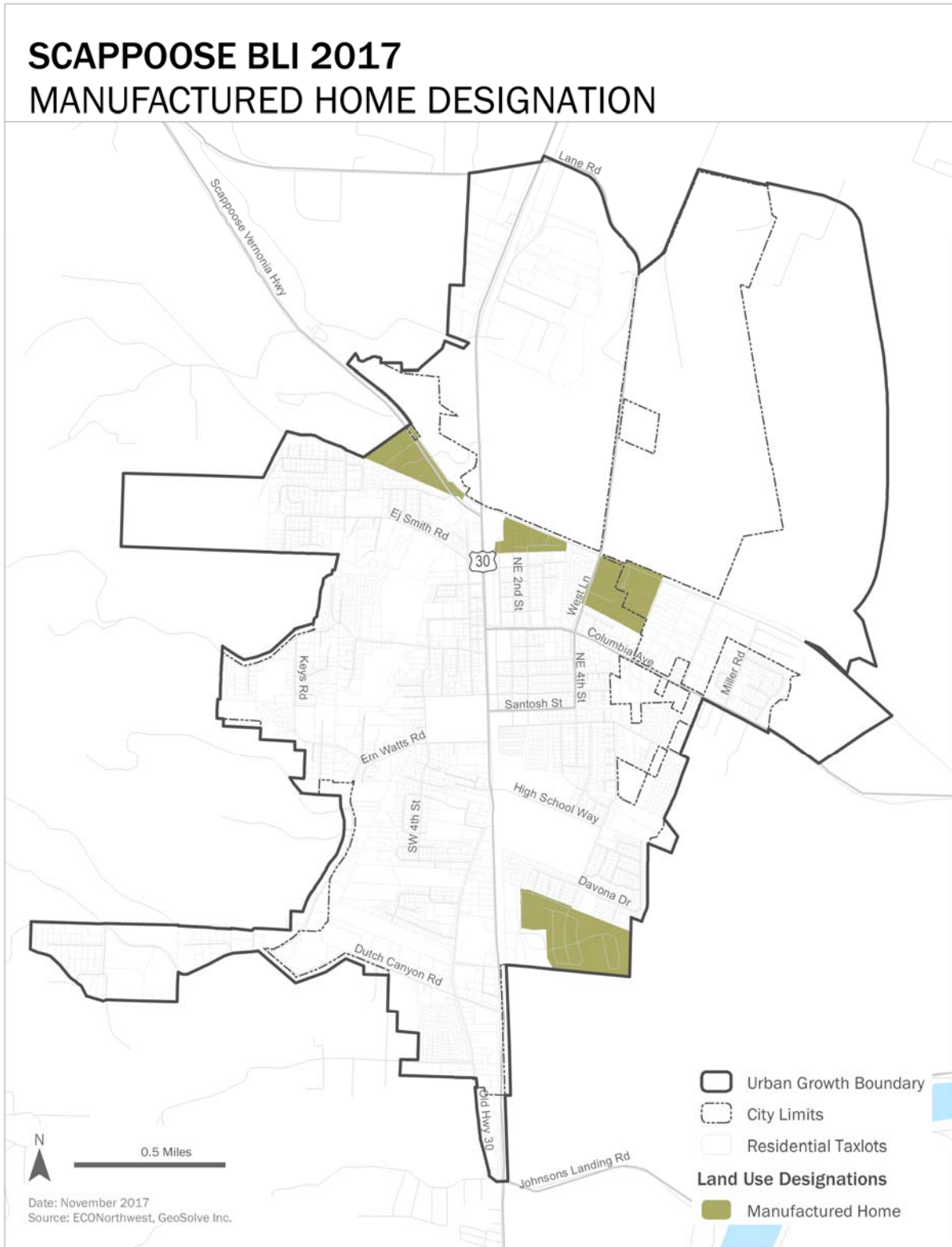
Manufactured Home (Ord 635, 1995)-Residential Goals and Policies

Preface

The designation is intended for areas that the City feels would be best suited for Manufactured Home parks and Manufactured Home subdivisions, though all forms of housing are allowed. (Ord 635, 1995)

There are 86 vacant buildable acres designated MHR. The bulk of these lands are in the southern part of the City, though there are three separate smaller areas to the north. Two of these northern areas are already being used for Manufactured Homes and sewers will allow increased intensification. (Those lands already used for Manufactured Homes are not included in the 86 vacant acre figure.)

Map of Scappoose's Manufactured Home (Ord 635, 1995)-Residential Lands



Goal for the Manufactured Home -Residential Land Use Designation (Ord 635, 1995)

It is the goal of the City of Scappoose to:

- 1) Provide conditions suitable for concentrations of people living in Manufactured Homes, multi-family dwellings, or subdivisions, and in areas which have a wide range of public services or where they can be made easily available. (Ord 635,1995)

Policies for the Manufactured Home -Residential Land Use Designation (Ord 635, 1995)

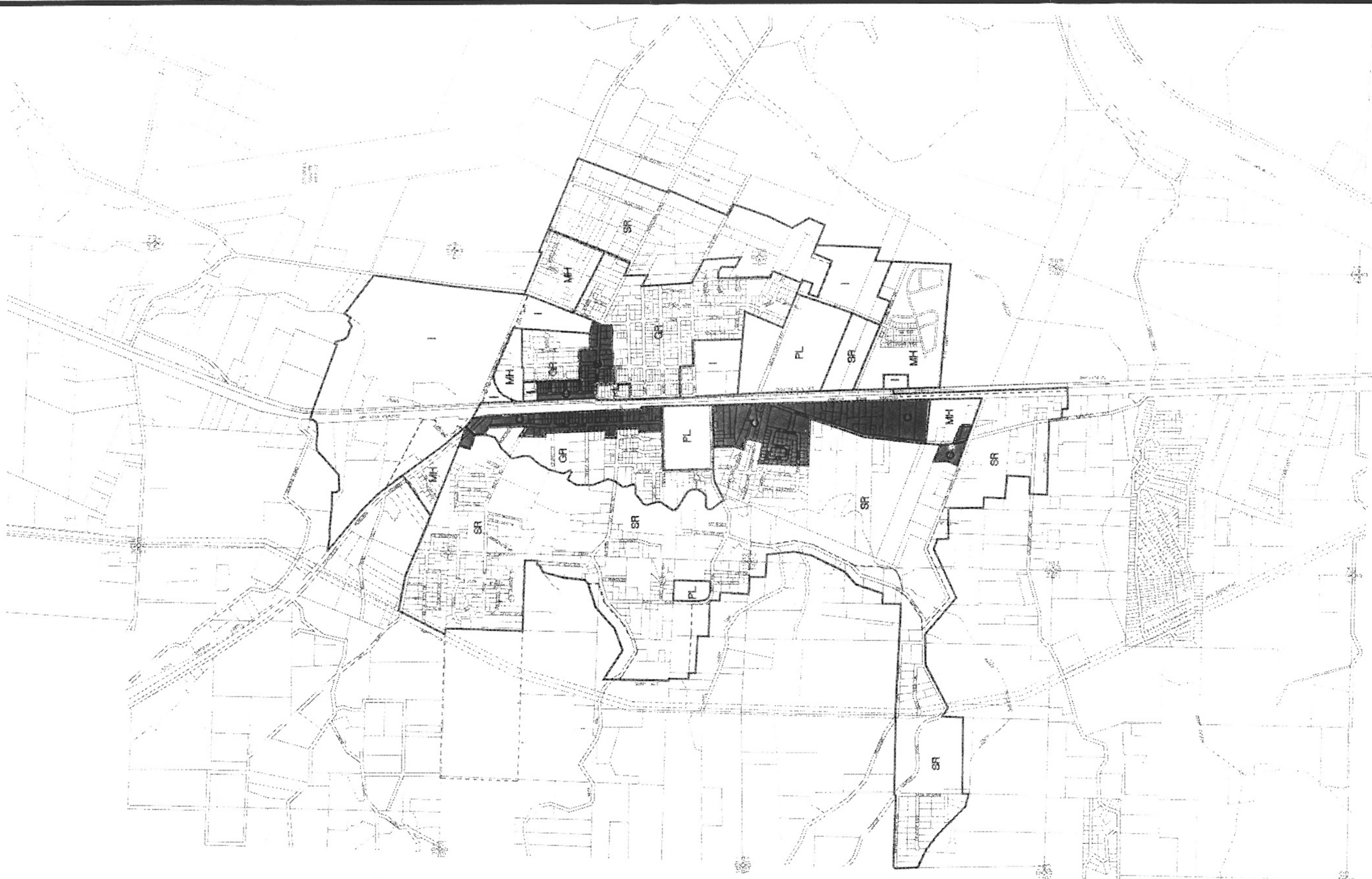
- 1) Manufactured Home parks should be compatible with surrounding uses and should be permitted in areas zoned for a residential density of 6 to 12 dwelling units per acre.
- 2) Ensure that Manufactured Home parks meet the Manufactured Home park standards as set forth by the State Department of Commerce. (Ord 635, 1995)
- 3) They should include open space or recreational facilities for their residents as well as off-street parking and adequate access.
- 4) Encourage the siting of Manufactured Homes in planned environments. (Ord 635, 1995)

Commercial Goals and Policies

Preface

Currently some 40 acres are being actively utilized for commerce. It is estimated that the commercial lands will double in size as the City grows. Not only is the City population expected to triple, but an increased population will provide a demand sufficient for more specialized goods and services. Furthermore, increasing gas prices will probably cut down the frequency of Portland shopping. This Plan, then, designates some 85 acres for commerce, an amount that makes up 5% of the urban growth boundary.

The City realizes the potential for increased traffic hazards on Highway 30. Working with the State Highway Division, it will examine the following items of new development proposals to see if the number of accesses should be limited, if joint parking should be required, or if the development requires specific safety measures.



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

SCAPPOOSE'S COMMERCIAL LANDS

Goal for the Commercial Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Establish commercial areas which provide maximum service to the public and which are safely integrated into the physical pattern of the City.
- 2) Establish conditions which will assure that arterial traffic flows are not disrupted and that access to and from these locations is designed for safety.
- 3) Prevent highway frontage from becoming a strip of mixed commercial, residential and other unrelated uses.

Policies for the Commercial Land Use Designation

- 1) Make sufficient land available for the anticipated expansion of commercial and industrial activities.
- 2) Encourage the preservation, improvement, expansion, and renewal of the City's existing business district and implement the adopted Downtown Scappoose Plan supporting the existing business district in its role as a center of economic and civic activity for the entire community. (Ord 682, 1999)
- 3) Encourage the filling-in of vacancies in present commercial strips, together with design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off-street parking.
- 4) Locate business activities in clusters for the convenience of the public to be served rather than scattered or mixed with non-commercial land uses.
- 5) Allow a wide variety of business, office, and service uses, including motels, hotels, and rooming houses; however, care must be taken to ensure that non-retail uses such as apartments do not prevent the establishment of compact, clustered business centers.
- 6) Encourage curbing along Highway 30 and limit the number of curb-cuts to minimize traffic hazards as a result of conflicts between through traffic and shopper traffic.
- 7) Improve the general appearance, safety and convenience of commercial areas by encouraging greater attention to the design of buildings, parking and circulation.

- 8) Encourage the design features that would reduce conflict with traffic flow, such as frontage roads and single access joint off-street parking.
- 9) Encourage the transition of W. 1st into a commercial area for offices and services.
- 10) Not expand the amount of commercially-zoned land until sufficient in-filling has occurred in vacant areas.

Industrial Land Goals and Policies

Preface

The industrial designation covers all types of industry, light as well as heavy. The zoning regulations of the Development Code will specify whether the land can be used for activities that have off-site impact, or whether it can be used just for light industrial activities with no off-site impact. Additionally, the zoning regulations of the Development Code will have a distinct zone for surface mining: the lands northeast of the Highway 30 and North Vernonia intersection will be so zoned. (Ord 635, 1995)

Some 275 acres are designated for industrial activity, 95 of which are vacant and buildable. The Economics Preface describes these lands. The 180 acres that are now being used include West Coast Shoe, Scappoose Sand & Gravel, the Crown Zellerbach Pole Yard and other existing industrial properties.



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

SCAPPOOSE'S INDUSTRIAL LANDS

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.
- 2) Prevent industrial development from disrupting homogeneous residential neighborhoods.
- 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 employees.
- 4) Screen, setback or buffer the boundaries of industry, particularly unsightly areas which can be viewed from arterials or from residential areas.
- 5) Apply this designation where industrial concerns have become established and where vacant industrial sites have been set aside for this purpose.
- 6) Protect the stability and functional aspects of industrial areas by protecting them from incompatible uses.

Airport Employment (AE) Designation Findings, Goals, Policies and Implementation

Preface

The Airport Employment (AE) plan designation encourages airport related and compatible employment near the Scappoose Industrial Airpark. The AE plan designation is implemented by the Public Use Airport zone and three overlay zones that implement specific provisions of the Scappoose Comprehensive Plan and 2011 Economic Opportunities Analysis (EOA). Prior to development within any overlay district, a conceptual master land use, street, taxiway and utility concept plan shall be approved by the City to guide future development within the district. The concept plan shall indicate where and how large parcels will be retained for targeted employment uses over time.

The AE plan designation identifies locations for future employment types targeted in the Scappoose EOA that complement or capitalize on airport accessibility or operations. The AE designation protects sites for their intended employment activities while encouraging and supporting the Scappoose Industrial Airpark's continued operation and vitality.

Airport-related and -compatible employment uses are permitted outright by zoning within the AE designation – thus encouraging targeted employment types to locate near the airport where they can be served by planned taxiways where feasible. The AE designation specifically encourages educational facilities, such as Portland Community College, that offer airport-related coursework and training. The AE designation also encourages mixed use employment opportunities in a business park setting in specified locations.

Significant Findings Regarding the Airport Employment (AE) Land Use Designation

- 1) The Scappoose Industrial Airpark is located within the city limits of Scappoose, northeast of downtown. The AE designation is applied to lands within the urban growth boundary located on the east, south, and west sides of the existing airport runway. This chapter addresses only the Airport Employment designation that applies to land adjacent to the airport.
- 2) As noted in the Scappoose EOA, the Scappoose Industrial Airpark and suitable nearby employment sites provide substantial economic benefits to the City. The City and County support the continued operation and vitality of the airport and adjacent employment lands.
- 3) Access to the AE designation is provided by Crown Zellerbach Road to the south, West Lane Road to the west, a planned north-south connector to the east, and Moore and Honeyman Roads to the north. The north-south connector road separates land within the urban growth boundary from adjacent rural areas. This

ring road provides a critical north-south alternative and is essential to the functionality of development within the AE designation for land east of the runway.

- 4) The Scappoose Industrial Airpark is owned, operated, and maintained by the Port of St. Helens, the airport sponsor. Although the Port owns some land within the AE, most of the property is privately owned.
- 5) Per the State Aviation System Plan, the Scappoose Industrial Airpark is a Category 2 airport and is the second busiest airport without an air traffic control tower in the State of Oregon. A Category 2 airport is defined as a business or high activity general aviation airport with over 30,000 operations per year and at least 500 turbine aircraft operations. In 2007, the Scappoose Industrial Airpark had over 80,000 operations.
- 6) The airport is one of three airports with a runway over 5,000 feet in length within a 30 nautical mile radius of the Portland International Airport. The airport currently has one runway, 5,100 feet by 100 feet, and one main parallel taxiway on each side of the runway. Future plans call for extension of the airport runway to the south to accommodate future operations more efficiently.
- 7) The airport is considered a major airport in the Portland metropolitan area and offers a distinct regional economic development advantage. The AE designation capitalizes on this comparative advantage and provides the opportunity for Scappoose to substantially increase job opportunities and improve the jobs-to-housing balance.
- 8) The primary fixed base operator (FBO) at the airport is Transwestern Aviation. Other airport businesses located in the AE designation include Sherpa Aircraft Manufacturing, Sport Copter, Inc., Oregon Aero, Composites Universal Group, Evergreen Aviation Services and Restorations, Overall Aviation Services and the Northwest Antique Airplane Club.
- 9) Utilities serving the airport area include Columbia River PUD (electricity), City of Scappoose (water, west side of the airport), and Century Tel (telephone). With the exception of new construction on the west side of the airport, which is served by public sewer, buildings have on-site septic systems.
- 10) The Scappoose Rural Fire Protection District provides rescue and fire fighting services for the airport.

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 areas.

Implementation of the Airport Employment (AE) Plan Designation

- 1) The AE plan designation within the UGB is implemented by the Public Use Airport (PUA) zone, in conjunction with three overlay zones codified in the Development Code. The PUA zone restricts employment uses to ensure operational compatibility with the airport. The PUA zone allows airport-related and industrial uses outright and supporting commercial uses through the conditional use process.
- 2) Uses and activities allowed within the AE designation must comply with the Public Use Airport Safety and Compatibility Overlay (Chapter 17.88 of the Scappoose Development Code).
- 3) Outside City Limits, County rural residential and farm zones will apply on an interim basis to retain land in large parcels until the land is (a) annexed and (b) rezoned in accordance with these polices.
- 4) More specific zones are needed to implement the policy direction resulting from the Scappoose EOA. Rezoning to more intensive employment uses must be preceded by a transportation impact analysis, coordinated and approved by the Oregon Department of Transportation (ODOT), to demonstrate compliance with the Transportation Planning Rule.
- 5) The East Airport Employment (EAE) overlay zone will be applied to large parcels east of the airport runway to ensure airport operational compatibility and to retain large industrial and institutional sites identified in the Scappoose EOA. Master planning requirements ensure that that land is developed efficiently and that the provision of transportation and utility facilities occurs consistent with adopted plans.
- 6) The Airport Business Park (ABP) overlay zone will be applied to selected parcels west of the runway and served by West Lane Road. The Business Park overlay zone allows a mix of targeted light industrial, commercial service and office, and supporting lodging and restaurant uses targeted in the Scappoose EOA. Master planning requirements ensure that that land is developed efficiently and that the provision of transportation and utility facilities occurs consistent with adopted plans.
- 7) The Airport Industrial Park (AIP) overlay zone allows industrial uses targeted in the Scappoose EOA. However, taxiway access to individual parcels is required for development in this zone to occur.

- 8) The Airport Employment Potential Future Zoning Map in the Development Code shows the general location of each of these specific zones or overlay zones. However, minor changes in the proposed conceptual boundaries of these overlay zones may occur at the time of rezoning, provided that the minimum number of suitable acres identified in the EOA is retained for each general employment category.

Airport Land Use Goals and Policies

Preface

The Airport designation covers airport related development. The Land Use and Development Code will specify whether the land can be used for airport-related light industrial activities or airport residential development.

The Airport designation will aid in the economic development of the Scappoose Industrial Airpark by identifying locations for future airport related development that can support and take advantage of airport operations. This designation broadens the range of economic development opportunities allowed near the Airpark while encouraging and supporting the Airpark's continued operation and vitality.

Airport related light industrial uses are permitted outright within the Airport designation thus encouraging airport related industry to locate near the airport. In addition to allowing airport related light industrial uses, this designation will allow airport residential development as a conditional use in the Airport Related Zone, as specified in the Development Code. Airport residential development provides economic development opportunities by attracting airport related business owners and by increasing the size of the local fleet, which in turn increases opportunities for aircraft maintenance and repair businesses. Airport residential development would also provide a steady base of financial support for the airport through access fees. Residential development at the Scappoose Industrial Airpark would require exploration of siting options and would occur only on private land in the vicinity of the Airpark, thus requiring cooperation between the private sector and the airport sponsor.

Significant Findings of the Plan with Regards to the Airport Land Use Designation

- 1) The Scappoose Industrial Airpark is located within the city limits of Scappoose along Honeyman Road, northeast of downtown Scappoose. Access to the airport is provided by Crown Zellerbach Road and West Lane Road.
- 2) The airport is owned, operated, and maintained by the Port of St. Helens, the airport sponsor.
- 3) Per the State Aviation System Plan, the Scappoose Industrial Airpark is a Category 2 airport and is the second busiest airport without an air traffic control tower in the State of Oregon. A Category 2 airport is defined as a business or high activity general aviation airport with over 30,000 operations per year and at least 500 turbine aircraft operations. In 2007, the Scappoose Industrial Airpark had over 80,000 operations.

- 4) The airport is one of three airports with a runway over 5,000 feet in length within a 30 nautical mile radius of the Portland International Airport. The airport has one runway, 5,100 feet by 100 feet, and one main parallel taxiway on each side of the runway.
- 5) The airport is considered a major airport in the Portland metropolitan area.
- 6) The primary fixed base operator (FBO) at the airport is Transwestern Aviation. Other airport businesses include Sherpa Aircraft Manufacturing, Sport Copter, Inc., Oregon Aero, Composites Universal Group, Evergreen Aviation Services and Restorations, Overall Aviation Services and the Northwest Antique Airplane Club.
- 7) Utilities serving the airport include Columbia River PUD (electricity), City of Scappoose (water, west side of the airport), and Century Tel (telephone). With the exception of new construction on the west side of the airport, which is served by public sewer, buildings have on-site septic systems.
- 8) The Scappoose Rural Fire Protection District provides rescue and fire fighting services for the airport.
- 9) The Scappoose Industrial Airpark is a valuable resource and provides economic benefits to the City. The City supports the continued operation and vitality of the airport.
- 10) This chapter addresses only the Scappoose Industrial Airpark and land adjacent to the airport.

Goals for the Airport (A) Land Use Designation

It is the goal of the City of Scappoose to:

- 1) Support and promote the continued safe operation and economic vitality of the Scappoose Industrial Airpark.
- 2) Provide a location for airport-related light industrial activities in an industrial business park setting where there is good highway and airport access and where their environmental effects will have a minimal impact upon the community.
- 3) Utilize the Scappoose Industrial Airpark as an attractor for aviation-related industries that are dependent upon or compatible with and benefit from aircraft and air transportation and interact strongly with the cluster of aviation-related businesses also located near the airport.
- 4) Take advantage of the transportation options provided by the Scappoose Industrial

Airpark by allowing airport-related land uses, including industrial, commercial, and residential.

Policies for the Airport (A) Land Use Designation

It is the policy of the City of Scappoose to:

- 1) Locate light industrial and airport related development areas so they have a convenient relationship to the community's transportation system; this includes vehicular and aircraft transportation systems.
- 2) Screen or set back the boundaries of airport related development areas from abutting existing residential uses outside the Airport land use designation; within the Airport land use designation, screen or set back airport residential uses from airport related light industrial uses.
- 3) Apply this designation to areas near the airport.
- 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) Restrict airport residential development to subdivisions or partitions in accordance with the Airport Related Zone in the Development Code.
- 6) Work with the Port of St. Helens to maintain the continuing viability of the Scappoose Industrial Airpark. (Ord.799, 2008)

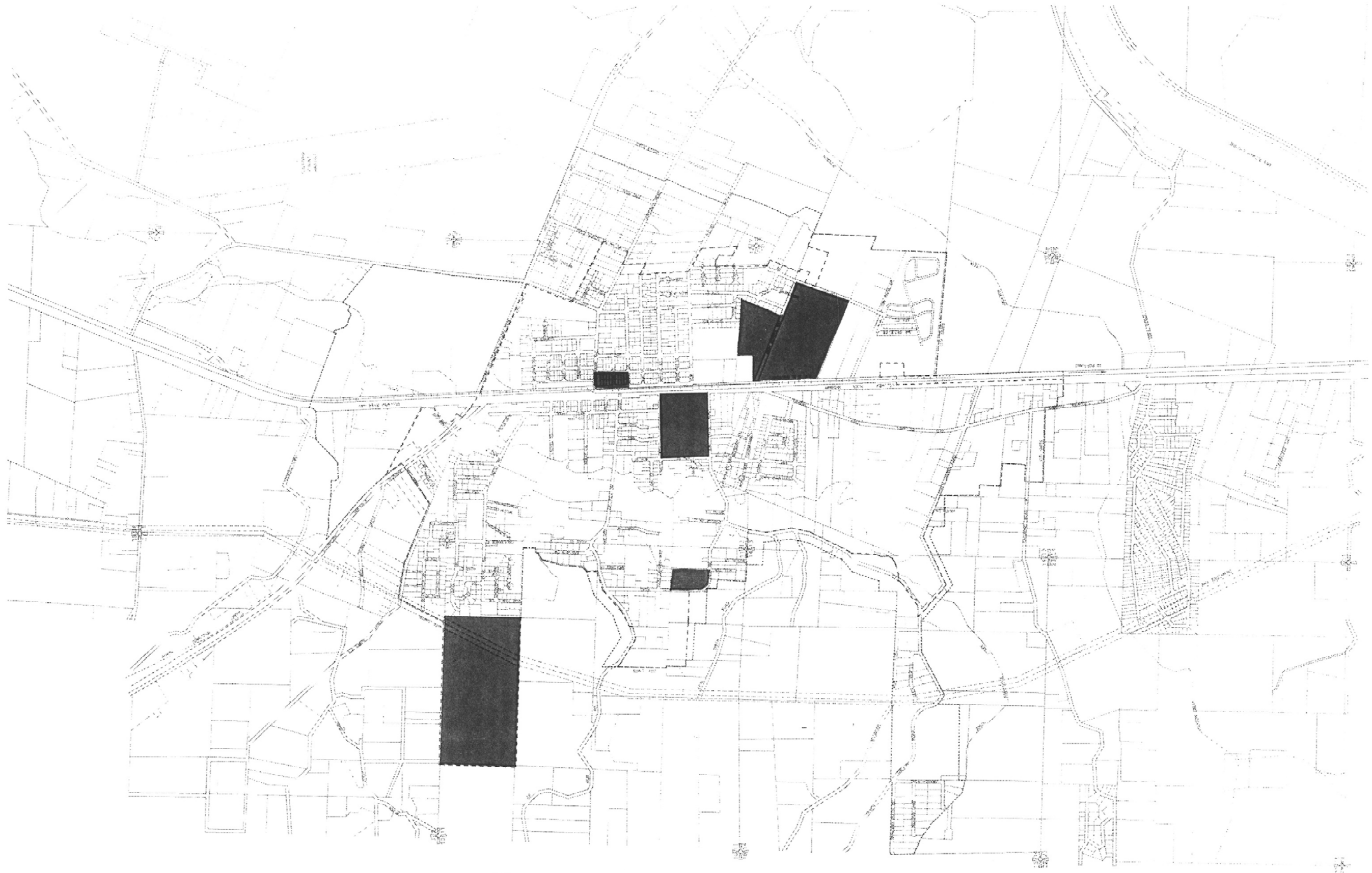
Public and Semi-Public Goals and Policies

Preface

This designation, covering some 160 acres, is intended to aid in the acquisition of land for public activities. If a parcel of land possesses this designation and is slated for development by private interests, the City can delay construction permits for 30 days to provide the concerned organization an opportunity to acquire the parcel.

Because public activities such as a school or park impact a neighborhood more than a residential development, they will continue to remain as conditional uses in the Zoning Ordinance; this will allow a proposed public development to have a hearing and provide neighbors the opportunity to comment on whether the proposal's design is compatible with the surrounding area. However, if a public body decides that part of its PL designated land is not needed for public purposes and would be suitable for other development, such development may occur as long as the proposal meets the standards of the applicable zone. A Comprehensive Plan change will be required in advance of such development. (Ord 576, 1991)

Map of Public and Semi-Public Lands



SCALE: 1" = 1500'

CITY OF SCAPPOOSE
COMPREHENSIVE PLAN

PUBLIC AND SEMI-PUBLIC LANDS

Goals for the Public and Semi-Public Land Category

- 1) To integrate public facilities with land use, transportation, recreation and other community objectives and plans in order to realize their optimum value for the citizenry.
- 2) To identify and reserve prime sites for public and semi-public activities.

Policies for the Public and Semi-Public Land Category

- 1) Cooperate with public organizations to acquire and develop properties designated for public use as soon as funding is available.
- 2) Cooperate with semi-public organizations to assist in their acquisitions and development of property designated for semi-public use.
- 3) Amend the Comprehensive Plan Map as public and semi-public agencies designate which sites they propose to utilize for future development.
- 4) Delay, for not more than 30 days, construction permits for private development on such designated land to allow the concerned organization time to negotiate purchase of the site in question; however, if acquisition is not possible, private development shall be allowed.
- 5) Require all development, whether private or public, to conform to zoning regulations of the Development Code. (Ord 635, 1995)
- 6) All development within the public lands designation shall be limited to public facilities, transportation, recreation, utilities and other government facilities. (Ord 576, 1991)

Hazard Area Goals and Policies

Preface

The purpose of this designation is to permit development in hazard areas upon a showing that design and construction techniques can eliminate any public harm or associated public cost and eliminate any adverse effects to surrounding persons or properties. Hazard areas in the Area are those lands: 1) within the 100-Year Floodplain; 2) with slopes exceeding 20 percent; and 3) with severe drainage problems.

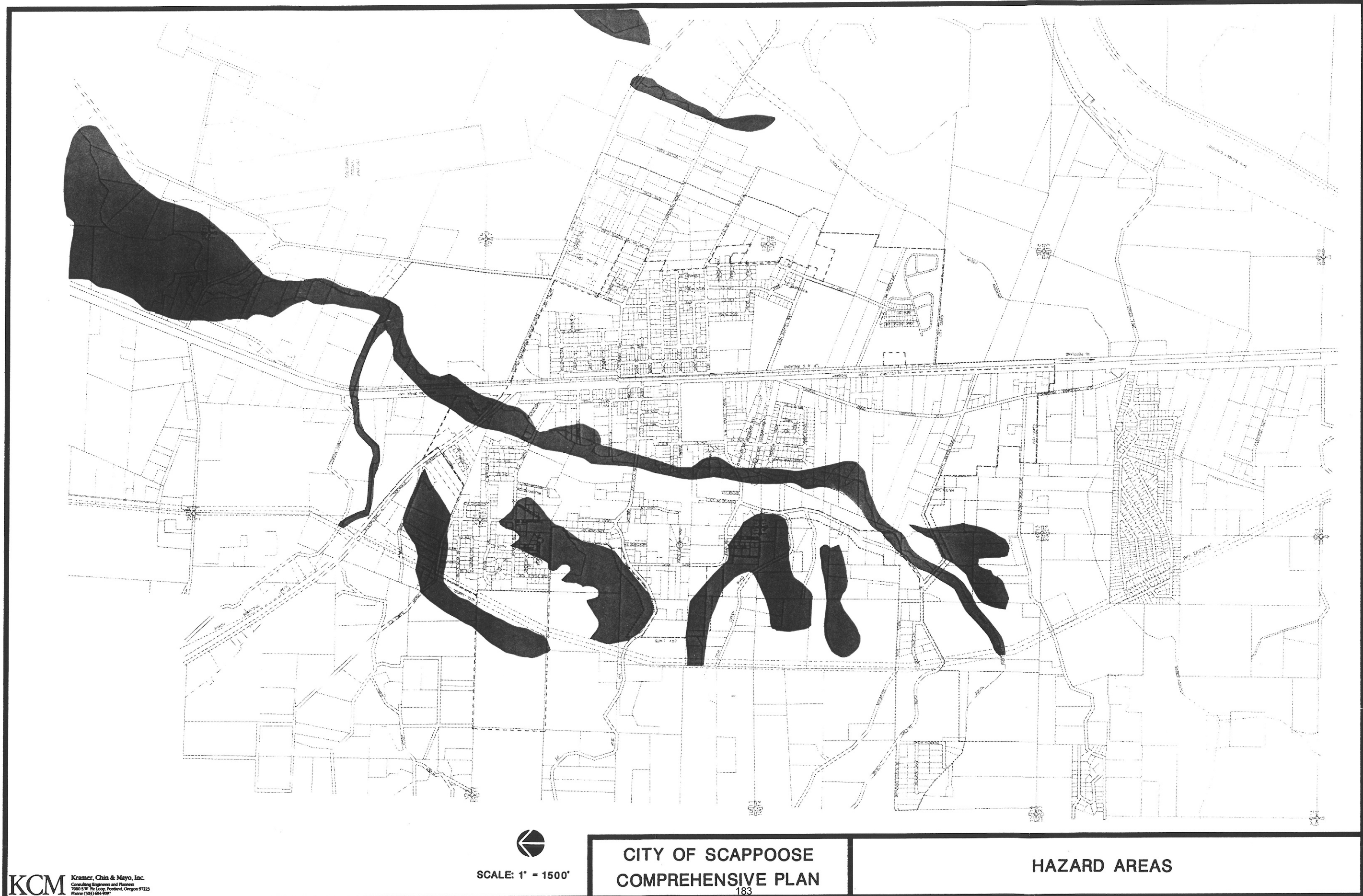
For development of lands designated as hazard areas, it will be the burden of the developer to prove that the design and construction techniques adequately protect the proposed development from the identified hazard and do not increase the hazard or potential damage on adequate properties. The City may require the developer to enlist the services of an engineer or soils geologist or impose whatever other conditions it deems necessary to protect the public safety.

The Development Code and Zoning Map will contain an overlay zone for those lands that have the hazard potential. Those lands in the 100-Year Floodplain will have to comply with the floodplain regulations of the Development Code, while the severe slopes and drainage problem areas will have to comply with the slope hazard regulations of the Development Code. Compliance with these regulations will be required not only for subdivisions, conditional uses, zone changes, etc., but for every building permit requested, even if the activity is an outright use. (Ord 635, 1995)

As for allowed activities, south of Scappoose-Vernonia Road, these hazard lands will be utilized for residential development if sufficient safety measures are undertaken; industrial activity will occur on the lands north of Scappoose-Vernonia Road.

This designation is also used for fish, wildlife, and wetland areas. Development on these lands will be subject to the City's Fish & Wildlife and Wetland regulations of the Development Code. (Ord 635, 1995)

Map of Hazard Areas



Goal for Hazard Areas

It is the goal of the City of Scappoose to:

- 1) Protect against all loss of life or property by closely regulating construction, investment and activities in designated hazard areas.

Policies for Hazard Areas

- 1) Prohibit development on lands within the 100-Year Floodplain, on slopes exceeding 20 percent, on lands with recognized drainage problems, and on lands with soils classified by the SCS as having severe building constraints, unless a showing that design and construction techniques can eliminate potential loss of life and property, specifically:
 - A) All development within the 100-Year Floodplain shall conform to the standards set by HUD, and the proposal for development shall be approved by the City Engineer.
 - B) All development plans on slopes greater than 20 percent shall be reviewed and approved by the Superintendent of Public Works.
 - C) All development plans on lands with recognized drainage problems shall be reviewed and approved by the Superintendent of Public Works.
 - D) All development plans on lands with suspect soils shall be submitted with a report from a soils geologist attesting to the safety of the plans, and then shall be reviewed and approved by the City Engineer.

For development on such lands, the City may impose whatever conditions it deems necessary to protect life and property.

- 2) Revise the Comprehensive Plan and Plan Map to reflect flood danger areas when the HUD study on local floodplains is completed or updated.
- 3) Attempt to reduce the flooding along Scappoose Creek; possible means include: cleaning and dredging, creating banks, widening the bed, and straightening the path. Implementation of any improvements shall be done in conjunction with the Department of Fish and Wildlife.

Parks Trails and Open Space Goals and Policies

Preface

Oregon Statewide Planning Goal 8 refers to recreational needs. It promotes the recreational needs of current and future residents of the communities and its visitors.

Scappoose's location between the Multnomah Channel and Coastal Range provides a setting for outstanding recreational opportunities. A visitor or resident can hike in cool, forested hills or watch an osprey or eagle catch fish while kayaking in Multnomah Channel in the span of a few hours. In addition to improving the quality of life for residents, the abundance of such diverse, high quality recreation attracts new residents, businesses, and visitors. It is in the City's best interest to preserve, enhance and expand its recreation resources.

The Scappoose Parks, Trails and Open Space Master Plan was adopted in 2017 to help guide the future development and protection of the recreation opportunities within or in close proximity to Scappoose.

Goals for Parks, Trails and Open Space

- 1) To conserve open space and protect natural and scenic resources.
- 2) To promote healthy and visually attractive environments in harmony with the natural landscape character.
- 3) To create ample facilities for recreation in Scappoose.
- 4) Serve all ages and abilities.
- 5) Provide a diverse set of facilities for sports and recreation.
- 6) Attract visitors to Scappoose for recreational opportunities.
- 7) Increase connectivity among parks.

Policies for the Parks, Trails and Open Space

It is the policy of the City of Scappoose to:

- 1) Attempt to acquire, where feasible, lands to be used for recreational purposes; possible mechanisms include: outright purchase, the acquisition of developmental rights or easements, grants or loans, property exchanges, donations, and the acquisition of tax-foreclosed lands.
- 2) Investigate, after the proposed improvements of Scappoose Creek, means of utilizing the flood plain as open space lands for public use.
- 3) Construct new parks and renovate old parks to meet ADA Accessibility Guidelines.
- 4) Provide new neighborhood, community and pocket parks within a 5-minute walking distance of all residents.
- 5) Meet Scappoose level of service standards.
- 6) Build relationships with sports leagues, Scappoose School District, Columbia County, Churches, Clubs, businesses and other community groups to support and encourage the development of new recreational opportunities.
- 7) Expand community involvement in maintaining and upgrading parks.

- 8) Encourage residential developers to build recreational facilities for new construction.
- 9) Require bicycle parking in all new multifamily residential developments.
- 10) Build connectivity between all parks and open space within the Scappoose Park System.
- 11) Identify revenue generating opportunities in existing and future parks to offset operational costs.
- 12) Promote Scappoose as a recreational destination.
- 13) Restore and protect riparian habitats near open space and recreational facilities.
- 14) Endeavor to reduce stream temperatures in Scappoose Creeks to meet Oregon State Water Quality Standards for salmon and trout spawning and rearing (cold water criteria).
- 15) Educate public works personnel on best park maintenance practices.
- 16) Design parks to avoid causing maintenance difficulties for city staff.
- 17) Design parks that are appropriate at their given location, and if possible, fit within the natural landscape.

APPENDIX

- A. CITIZEN INVOLVEMENT**
- B. 1989 QUESTIONNAIRE RESULTS**
- C. THE PLAN AND ZONING**
- D. STATE-WIDE GOALS**
- E. FISH AND WILDLIFE**
- F. SITES OF HISTORICAL INTEREST**
- G. URBAN GROWTH AREA MANAGEMENT AGREEMENT**
- H. 2016 SCAPPOOSE INDUSTRIAL AIRPARK MASTER PLAN, ORD 862, 2017**
- I. COORDINATED POPULATION FORECAST 2017-2067: COLUMBIA COUNTY URBAN GROWTH BOUNDARIES & AREAS OUTSIDE OF UGB'S, ORD 868, 2018**
- J. CITY OF SCAPPOOSE ECONOMIC OPPORTUNITIES ANALYSIS, ORD 816, 2011**
- K. SCAPPOOSE PARKS, TRAILS AND OPEN SPACE PLAN, ORD 862, 2017**
- L. 2017 CITY OF SCAPPOOSE HOUSING NEEDS ANALYSIS, ORD 868, 2018**

Appendix A: Citizen Involvement

When work on the Scappoose Comprehensive Plan was originally begun in 1976, a Citizen Involvement Committee was formed. This Committee was charged with: Carrying out a survey on the citizenry's desires for Scappoose's future; providing input on basic land use issues; and developing maps for existing and future land uses.

However, after the contract with the original planning consultant had lapsed and there was a year period without much progress on the Comprehensive Plan, the focus of this Committee had moved away from planning to other issues faced by the City. When the new planning consultant began work on the Plan, 27 months after work was originally begun, the Planning Commission took over the responsibilities of the Committee. The Commission reviewed the product of the Committee's work, proposed various growth and land use scenarios, and served as a sounding board at a long series of public hearings.

Not only did the Planning Commission hold its own public hearings, but it held joint meetings with the local County Planning Advisory Committee and County Planning Commission, as well as holding joint public hearings with each of these bodies. Additionally, the City Council, after meeting with the Planning Commission and receiving their proposals, held its own public hearings and held joint public hearings with the County Board of Commissioners. Through these meetings and the resulting newspaper and radio publicity, the Scappoose Plan received a large amount of citizen input.

The City views the Plan and the accompanying ordinances as a new piece of equipment that needs to be worked in slowly. It realizes that flaws, unforeseen at the time of study, are bound to come to light once implementation of these documents begins. Rather than viewing these potential errors as a threat to the integrity of the long process, the City believes that such modifications can only improve the documents as long as the revisions are carried out in a systematic method that allows citizens the chance for input. Such modifications will be carried out with the citizen involvement public hearing process. Likewise, during the periodic review and revision of this document, which is slated for every four years, citizen involvement will again be sought; only with such involvement can the City's Plan be a document that effectively speaks to Scappoose's future.

The procedure for amending the Plan will be the same as for amending the Zoning Ordinance.

It is the policy of the City of Scappoose to maximize citizen involvement both during the administration of its land use documents, as well as in the amendment or modification of such documents.

Appendix B: 1989 Questionnaire Results, 409 Replies

- 1) What is your sex?

Male	-	54%
Female	-	46%

- 2) What is your age?

Under 25	2%
26-34	14%
36-44	29%
45-54	18%
55-64	15%
65+	22%

- 3) How long have you lived in the Scappoose area?

Less than 3 yrs	- 9%	11-15 years	- 14%
3-5 years	- 8%	16-25 years	- 18%
6-10 year	- 14%	More than 25 yrs.	- 36%

- 4) How many persons are there in your family?

1 or 2	- 51%
3 or 4	- 39%
5 or more	- 10%

- 5) How many automobiles are there in your family?

0	- 0%
1	- 20%
2	- 46%
3	- 23%
4 or more	- 11%

- 6) Do you own your residence?

Yes	- 99%
No	- 1%

- 7) Where do members of your household work?

Scappoose	29%
St Helens	16%
Portland	26%
Hillsboro	2%
Beaverton	3%
Other	25%

8) How do family members get to work?

- Drive - 92%
- Walk or bike - 3%
- Carpool - 5%
- Public Transportation - 0%

9) What do you like most about Scappoose?

- * Nice Looking, one to be proud of - 55 replies
- * Friendly, pleasant safe City where you want to raise your children - 173
- City out of control needing to address
- * growth and provide needed services - 91
- * Other - 64

10) The current population of Scappoose is 3,505 people. What do you think it will be in 20 years?

- Less than 5,000 people - 10%
- 5,000 - 7,500 - 36%
- 7,500 - 10,000 - 28%
- 10,000 - 15,000 - 16%
- More than 15,000 - 11%

Appendix C: The Plan and Zoning

As stated elsewhere in the Plan, the Comprehensive Plan is the long-range guiding document, while the zoning regulations are the short-run instrument. Thus, though State law has stated that a Zoning Ordinance may not allow an activity that is not permitted in the Comprehensive Plan, it does not mean that the two have to be identical. For instance, the long-range plan may see an area evolving gradually to commerce, but not needed for commerce at the present time; a city may then zone the land for multi-family dwellings for the time being but designate it as commercial on the Comprehensive Plan Map. (Obviously, precautions are warranted to ensure that the residential development does not preclude commerce in the future.) (Ord 635, 1995)

Comprehensive Plan designation acreages break down to the following:

Industrial	135 acres	(77 in City)
Commercial	98 acres	(98 in City)
Manufactured Home Residential	86 acres	(75 in City)
General Residential	174 acres	(174 in City)
Suburban Residential	865 acres	(563 in City)
Public and Semi-Public Land	<u>160 acres</u>	<u>(160 in City)</u>
	2848 acres	(2095 in City)

Appendix D: State-Wide Goals

- 1) Citizen involvement
- 2) To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.
- 3) To preserve and maintain agricultural lands.
- 4) To conserve forest lands for forest uses.
- 5) To conserve open space and protect natural and scenic resources.
- 6) To maintain and improve the quality of air, water and land resources of the State.
- 7) To protect life and improve the quality of air, water and land resources of the State.
- 8) To satisfy the recreational needs of the citizens of the State and visitors.
- 9) To diversify and improve the economy of the State.
- 10) To provide for the housing needs of the citizens of the State.
- 11) 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.
- 12) To provide and encourage a safe, convenient and economic transportation system.
- 13) To conserve energy.
- 14) To provide for an orderly and efficient transition from rural to urban land use.
- 15) Willamette River Greenway
- 16) Estuarine Resources
- 17) Coastal Shorelines
- 18) Beaches and Dunes
- 19) Ocean Resources

Appendix E: Fish and Wildlife

Excerpts from Fish and Wildlife Protection Plan for Columbia County, Oregon Department of Fish and Wildlife - Columbia Region, April 1979.

"Anadromous species are those that begin life in freshwater, rear maturity in saltwater, and return to freshwater to spawn. Anadromous species...include coho and fall chinook salmon, winter steelhead trout, and sea-run cutthroat trout."

"The Clatskanie River and Scappoose Creek are the most important salmon and steelhead spawning and rearing streams. Scappoose Creek supports runs of coho and fall chinook salmon, winter steelhead trout, and sea-run cutthroat trout. An estimated 500 salmon and steelhead spawn within the Scappoose Creek system. Fall chinook spawning is probably confined to just the mainstem of Scappoose Creek. Coho, steelhead, and cutthroat spawn in the north and south forks. Other important tributaries are: Deep (Sierks) Creek, Lizzie Creek, and Raymond Creek."

"The Department of Fish and Wildlife has been releasing 10,000 juvenile steelhead annually into Scappoose Creek in order to maintain the winter steelhead fishery."

Recommendations

- 1) Residential development along streams should be low density and require appropriate setbacks.
- 2) Construction of 'vulnerable' structures should be prohibited in the floodplain. Examples of preferred recreational uses are bike paths, foot trails, parks, or other recreational and aesthetic uses.
- 3) Compatible land use should maintain the riparian vegetation along streams in the floodplain. Streambank vegetation should be maintained along streams outside of the floodplain by utilizing appropriate setbacks. Removal of streamside vegetation has been a critical problem in agricultural areas where current farming practices and tax assessment procedures discourage the retention of riparian vegetation. Currently the Forest Products Act regulates removal of streamside vegetation of forest land and in other areas where timber is harvested for commercial use. Outside of forest land, there are no statutes regulating removal of non-merchantable timber.
- 4) Development or land use that requires channelization, excessive removal of streamside vegetation, alteration of streambanks and filling into stream channels should be restricted and identified as a conditional use in order to maintain fish and wildlife habitat and aesthetic values. Stream alteration is a critical concern particularly where improved drainage is the objective. Generally, when a stream is converted to a drainage channel, streamside vegetation is removed and the

natural channel is reshaped to a trapezoidal configuration. These modifications result in the elimination of the diversity of habitat types required to maintain healthy fish populations.

- 5) Obstructions to fish passages should be avoided. When road construction necessitates crossing a stream containing anadromous fish, adequate fish passage must be provided.
- 6) Public access should be maintained or secured to appropriate river and stream areas.

Appendix F: Sites of Historical Interest

Sites and Objects

- *School Bell in front of Peterson School, site of first school
- *State historic marker: Highway 30-Old Portland Road intersection
- *Fairview Cemetery on south Highway 30
- *Encumbered gravesite near 4th and Columbia
- *729 SE 6th, which was the site of the first structure in the entire Scappoose area
- *West Lane Road, which was used for informal racing of horses and early automobiles
- *The Watts Home, now utilized as City Hall, and the surrounding complex which has been the location of past historic structures

Structures

- *Watts House
- *Frakes Building
- *Scappoose Bank (Longfellows Building)
- *Possible pioneer cabins: 1) on Keys Road across from new water treatment plant; 2) 1/2 block north of Williams and NE 3rd intersection; 3) end of SE 6th
- *House of Inez Wickstrom Langdon at 33349 NW First Street
- *Three houses in vicinity of Wickstrom, NW 1st and Highway 30
- *House at S.E. corner of S.W. 1st. and J.P. West intersection.
- *Congregational Church Parsonage backing Congregational Church
- *Three houses in vicinity of S.W. Maple, east from 4th.
- *Farm house toward the northwest where J.P. West crosses Scappoose Creek.
- *House at Columbia and West 1st intersection.
- *House at N.E. 1st and Williams intersection.
- *Two houses near N.E. 2nd and Prairie intersection.
- *House at N.E. 2nd and Laurel intersection.
- *House at N.E. 2nd and Williams intersection
- *House at N.E. 3rd and Watts intersection
- *House at N.E. 3rd and Laurel intersection.
- *House on west side of N.E. 3rd between Laurel and Williams.
- *House on N.E. 3rd, north of Williams
- *Four houses on West 1st between Laurel and J.P. West
- *Jobin House at 52330 Jobin Lane
- *Uhlman Dairy Farm House at 51836 SE 6th
- *Thomas McKay Gravesite: Unencumbered land located on Freeman Road, marked by two large stones.
- *Lamberson Gravesite: West Lane Road encumbered site.

(Ord 635, 1995; Ord 710, 2001)

Appendix G: Urban Growth Boundary Management Agreement

The parties to this Management Agreement shall be the Cities of Scappoose, Oregon and Columbia County, Oregon.

This Management Agreement is intended to facilitate the orderly and efficient transition from urbanized to urban land uses within the City of Scappoose Urban Growth Area and is entered into pursuant to Chapters 190 and 197 of the Oregon Revised Statutes and the Oregon Statewide Planning Goals.

The purpose of this agreement are: to preserve land around the City of Scappoose for economical and efficient development and public services so that the costs of future development will be placed more directly on those who benefit; and to differentiate land inside the Urban Growth Area from that outside the area so that future growth will be concentrated in and around the city.

The city of Scappoose and Columbia County will manage the Urban Growth Area according to the terms contained in this agreement. Their mutual expectations and decisions regarding land use shall promote the above stated purposes. The City and County will coordinate with all local service districts and service associations in providing public facilities. The City and the County shall cooperate in the development of a Comprehensive Plan and in the zoning of the Urban Growth Area.

The terms of this Management Agreement shall be applicable to the City of Scappoose's Urban Growth Area. For the purposes of this agreement, the Urban Growth Area shall be defined as that area of land extending from the City of Scappoose's corporate limits to the City of Scappoose's Urban Growth Boundary as defined in the Comprehensive Plan adopted June 2, 1980.

Words and phrases used in this Joint Management Agreement, The Comprehensive Plan and implementing ordinances of the City of Scappoose and the implementing ordinance of Columbia County shall be construed in accordance with ORS Chapters 92, 197, 215, and 227 and applicable Oregon Statewide Planning Goals unless otherwise specified. In the event two or more definitions are provided for a single word or phrase, the most restrictive definition shall be utilized in construing this Agreement.

I. Comprehensive Plan Provisions.

- A. In order to promote an orderly and efficient transition from urbanization to urban land within the Urban Growth Boundary and retention of land for non-urban uses outside of the Urban Growth Boundary, the Comprehensive Plans of the City of Scappoose and Columbia County Shall not conflict.
- B. Columbia County and the City of Scappoose recognize the need to coordinate their plans and ordinances.
- C. Furthermore, it is a policy of the City of Scappoose and Columbia Count to maintain

ongoing planning processes that will facilitate the development of mutually compatible plans and implementing ordinances.

- D. Columbia County and the City of Scappoose will share the responsibility of land use planning and regulation for the land within the Urban Growth Area. County responsibility for enforcement of any land use ordinance or persecution thereof will be relinquished over any land within this area upon its annexation to the city.

II. Zoning Ordinance Provisions.

- A. Zone Amendments. The Columbia County Board of Commissioners shall retain the decision making responsibility on all zoning amendments for all land in the Urban Growth Area outside the corporate limits of the City of Scappoose. However, such decisions shall be made with Section II (C and D) of this agreement, from the City of Scappoose Planning Commission as well as County Planning Commission, and its Citizens' Planning Advisory Committee. (CPAC)
- B. Other land use action as defined by the Zoning Ordinance. The Columbia County Planning Commission shall retain the decision making responsibility, subject to appeal to the County Board of Commissioners, for all variances, conditional use permits and exceptions as described in the County Zoning Ordinance. However, such decisions shall be made only after the receipt for a recommendation, in accordance with Section II (C and D) of this agreement by the City of Scappoose Planning Commission.
- C. The County Planning Department shall refer each of the above requests within the Scappoose Urban Growth Area to the City of Scappoose Planning Department for the City's review and comment within five (5) days of the date the request was filed with the County Planning Department.
- D. The City of Scappoose Planning Commission shall review the request and submit its recommendation to the County Planning Commission within twenty (20) days of the date the request was received by the City of Scappoose. Should no recommendations be forthcoming within twenty (20) days of its receipt, absent request for extension, the City of Scappoose shall be presumed to have no comment regarding the application.

III. Subdivision Ordinance Provisions.

- A. The decision making responsibility for all subdivisions and major partitioning of all land within the Scappoose Urban Growth Area outside the Corporate limits of the City of Scappoose, will remain with Columbia County. However, subdivision and major partition approval shall be made only after receipt of a recommendation, in the accordance with Section II (C and D) of this agreement, by the City of Scappoose Planning Commission.
- B. All subdivisions in the Scappoose Urban Growth Area shall meet or exceed the design standards for roads and provisions for sewer and drainage as stated in the City of Scappoose Subdivision Ordinance. Likewise, all major partitions will meet or exceed the standards of the City of Scappoose Subdivision Ordinance.
- C. It is agreed that Columbia County will not exercise any right to waive conditions as authorized by the City of Scappoose Subdivision unless prior written approval on any land the City proposed the annex have been obtained from the City of Scappoose Planning Commission.
- D. In order to preserve efficient subdivision opportunities consistent with the City of Scappoose Comprehensive Plan, no subdivision will be approved without sewer and

water service as outlined in Section IV below. Minor and Major Partition may be allowed without City services.

IV. City Services

- A. The City of Scappoose will provide when available, sewer and water for all planned growth in the Urban Growth Area. The City of Scappoose may extend City sewer and water service to any site located within the City of Scappoose's Urban Growth Area at the affected property owner's request and expense, subject to an unlimited agreement signed by the affected property owner that the site be annexed at a specified time.
- B. For the purposes of this Management Agreement, expenses to be incurred by the property owner shall include the extension of service mains or lines from the City mains or lines, including tap-in cost, to the properties to be served.
- C. Service and hook-on charged shall be established by the Scappoose City Council.
- D. Columbia County shall not approve any subdivision that is within the Urban Growth Area that is to be annexed unless such subdivision is connected to public water and sewer service, and unless prior written approval for such service waiver have been obtained from the City of Scappoose Planning Commission.
- E. The City of Scappoose shall develop a timetable and capital improvement program for the construction of sewer mains into the Urban Growth Area.
- F. The City shall be responsible for the preparation and adoption of, and any amendments to, the Public Facility Plan required pursuant to the Oregon Administration Rule Chapter 660, Division 11.

V. Annexation.

Annexation of sites within the Scappoose Urban Growth Area shall be in accordance with relevant annexation procedures contained in the Oregon revised statutes, Oregon Case Law, and Scappoose City Ordinances and shall not occur until such sites become contiguous to the City of Scappoose.

VI. Roads

Prior to annexation, Columbia County and the City of Scappoose shall cooperatively develop an implementation policy regarding streets and roads within the Urban Growth Area and the city limits which is consistent with the comprehensive plans of each. Such policy shall include, but not limited to, the following:

- a. The circumstances under which the City of Scappoose will assume control of and maintain responsibility for county roads within the City limits.
- b. The conditions under which existing roads designated as future arterials in the Comprehensive Plan will be developed.

VII. Appeals

- A. Except for the waiver of Subdivision design standards, Columbia County retains responsibility for land use decisions and actions affecting the Urban Growth Area; appeals from such decisions and actions shall be in accordance with the appeals procedure specified in the Columbia County Zoning Ordinance, Subdivision Ordinance, and State law. In cases of waiver of Subdivision design standards, the appellant must appeal to the City of Scappoose Planning Commission, which shall be responsible for conducting a public hearing.

VIII. Amendments to the Comprehensive Plan and Implementing Measures

If sections of the Comprehensive Plan or implementing ordinances that affect the Urban Growth Area are in need of revision, for whatever reason, the document shall be amended according to the procedures described in the Comprehensive Plan. Such amendments shall be adopted by the Columbia County Board of Commissions of the City of Scappoose and Columbia County, and its Citizen Planning Advisory Committee. (CPAC)

Appendix H

2016 Scappoose Industrial Airpark Master Plan
(ORD 869, 2018)

Appendix I

Coordinated Population Forecast 2017 through 2067: Columbia County Urban Growth
Boundaries (UGB) & Areas Outside of UGBs (Ord 868, 2018)

Appendix J

City of Scappoose Economic Opportunities Analysis (Ord 816, 2011)

Appendix K

Scappoose Parks, Trails and Open Space Plan
(Ord 862, 2017)

Appendix L

City of Scappoose Housing Needs Analysis
(Ord 868, 2018)