

**Scappoose Planning Commission workshop  
with  
Columbia County Planning Commission  
July 22, 2010  
7:00 p.m.  
Council Chambers  
33568 East Columbia Ave.**

**Call to order**

Chair Negelspach called the meeting to order at 7:05 p.m.

**Introductions ~**

Present: Scappoose Planning Commission Chair Chris Negelspach, Scappoose Planning Commissioner Don Dackins, Scappoose Planning Commissioner Anne Frenz, Scappoose Planning Commissioner Ron Cairns, Scappoose Planning Commission Vice Chair Paul Shuman, Scappoose Planning Commissioner Mike McGarry, Columbia County Commissioner Jeff vanNatta, Columbia County Commissioner Paula Lichatowich, Columbia County Commissioner Terry Luttrell, Columbia County Commissioner Linda Hooper, Columbia County Commissioner Alta Lynch, Columbia County Commissioner Guy Letourneau, Columbia County Commissioner Gayle Lee, Columbia County Planning Staff Debbie Jacobs, Columbia County Chief Planner Glen Higgins, Greg Winterowd with Winterbrook Planning, Scappoose City Planner Brian Varricchione, Jesse Winterowd with Winterbrook Planning, Jeff Bennett Legal Counsel, Scappoose City Recorder Susan Reeves.

Scappoose Planning Commissioner Bill Blank arrived at 8:02 p.m.

City Councilor Donna Gedlich announced herself and asked if everyone would speak into the microphone and say their first name before they make a statement so they know who is talking.

**Discussion of the Scappoose Economic Opportunity Analysis and proposed Urban Growth Boundary expansion**

City Planner Brian Varricchione stated he would be giving a little background information on why everyone is here tonight, the purpose of the workshop and then discussion of the Scappoose Economic Opportunities Analysis leading up to the proposed amendment to the Urban Growth Boundary. He explained the purpose of tonight's workshop is basically to provide a technical briefing for both City and County Planning Commissioners, to give some background information. He explained staff has given you a lot of text to read. He explained this will lead up to an application for Legislative Land Use actions both at the City level and at the County level and there will be public hearings both at the City and the County which will be held this fall so tonight is not a public hearing, it is just a workshop. He explained a couple of years ago the City was approached by a private partner Sierra Pacific Communities that was willing to fund an economic opportunities analysis or EOA for the City of Scappoose. The City Council liked the idea of having a partner on this and so they formed an advisory committee to help oversee the

process of developing the EOA. The advisory committee had members from the City Staff, City Council, City Planning Commission, County Staff, Port of St. Helens Board and Staff, several State Agencies and interested residents and citizens, as well as Columbia County Commissioner Rita Bernhard.

City Planner Brian Varricchione stated the committee had six or seven meetings over the span of about a year and a half. They were the initial audience for the technical information that was developed by the consultant team. Some of this information was then presented to the public at an open house in May and feedback was obtained and then in mid May the advisory committee made some recommendations to the City Council. What happened then is the consultant team and the City staff took those recommendations and basically turned them into an application, looking at how do you take this information about the growth of Scappoose over the next 20 years for commercial and industrial development; what does that mean, how much land would it need over that time span, where would the urban growth boundary need to expand in compliance with State regulations and so forth. City staff is proposing a series of amendments to the City Comprehensive Plan and the Development Code and then staff will also submit an application to the County for their concurrence in the amendment to the Urban Growth Boundary. He explained the City Planning Commission will have their first public hearing on September 9 and Columbia County will probably be September or October depending on their schedules and our submittal of the application.

Greg Winterowd thanked City Planner Brian Varricchione and also for all those who are attending tonight. He explained he thinks it is a great idea to have both Planning Commissions here at the same time so you are hearing the same information, you can ask questions of the staff, of each other about where we are in this process and how it may work if things proceed well. He explained he thinks he would like to start just by talking big picture with the commissioners. He asked have any of you, as Planning Commissioners, been involved in an Urban Growth Boundary amendment before. Chair Negelsbach explained he was involved in McMinnville.

Greg Winterowd explained what we are trying to do is do it right, do it the way the law requires because if you don't do it the way the law requires you end up being in court for a long time. He explained the basic process for an Urban Growth Boundary amendment is pretty straight forward, pretty simple. He explained the first thing you do is an EOA, which means an economic study that tells you how much land you need, how much land you have, compares the two and out of that says how much to expand the growth boundary by. He explained then once you have figured out how much and what kind of land you need outside the growth boundary State law is pretty prescriptive about saying where that growth has to occur. He explained what is different about Goal 9 is it is the least prescriptive State Wide Planning Goal, in that it allows the most local discretion of any of the goals. It allows the City to choose the Economic Development future they want and that can influence both the number and type of employment that the community seeks in the long term. He explained in Scappoose's case the first thing they did at the first meetings with the advisory committee is ask what kind of employment future do you want: do you want a lot of growth, do you want a little bit, do you want to remain a bedroom community, do you want to have more of a balance between employment, do you want to go back to how it used to be where you had a lot more employees and actual people at one point, he thinks, in this area and the answer was pretty clear, "Yeah want to grow, we want to have more

jobs and we want to have the ability to have local employment so it doesn't leave the area so we can have a better tax bases and all those things. That also is consistent with what is in the County Comprehensive Plan and the City Comprehensive Plan already. He stated the second thing that was pretty clear is we looked at what special attributes qualities that Scappoose has that give it a chance in a very competitive market for industrial development and the issues that came up were four ~ First: we are close to Portland, there is a big market there. Second: we have an airport that has a lot of vacant land around it and that is pretty unusual. Third: We are on Highway 30 which has direct access to both the Portland Region and I-5 by heading north. Fourth: We have a positive attitude toward growth and that is not universal in the region and part of that is we have a tight Urban Growth Boundary in the Portland Region which means that there is a possibility of Scappoose picking up on some of the regional development that might have gone to the Portland area if they had a larger UGB and those basic factors are in the economic opportunity analysis. He explained after looking at these wishes over a better part of a year period the committee ended up with a unanimous decision with one abstention that the economic opportunity analysis is assertive, a lot of jobs are being proposed that it does take advantage of economic opportunities that Scappoose has to offer and the work that was done was with the staffs of the City, the County, the Port and Winterbrook and other consultants, the package looks like it pretty much complies with what the State Wide Planning Goals require. He explained the other thing that is very unusual about this process is that we have buy in from the State agencies on where we are now; we have the Department of Land Conservation and Development saying they agree with the direction the committee is taking. We have ODOT a little bit skeptical but that is typical, he thinks they are on board. We have the State Economic Development folks supportive of this and he believes we had support from Columbia County staff as we moved through this and support from the Port of St. Helens and one of the things we worked really hard for was to bring all of those groups together because there is some history of not having all of those groups together in the past. We were pleased and as staff we were proud that we were able to deliver this unanimous package.

Greg Winterowd explained what he is going to do is walk everyone through the PowerPoint step by step. (PowerPoint slides are attached to the back of these minutes.)

Following the slide show, Chair Chris Negelsbach thanked Greg and Jesse for the presentation.

Columbia County Commissioner Gayle Lee asked if they already had a meeting that was open to the public.

City Planner Brian Varricchione replied the Advisory Committee held an open house in May to allow members of the public to comment on some of the preliminary documents. He explained the actual public hearings have not occurred yet and they will be taking place this fall.

Columbia County Commissioner Gayle Lee asked what kind of comments were received at the open house.

City Planner Brian Varricchione replied they were kind of mixed. He explained there was definitely a lot of interest in expanding the Urban Growth Boundary to the southeast portion of town, which would be south of the new Havlik Drive extension. He explained as Greg discussed

the way that the soil classes and capabilities turned out that was not something that would be feasible by the committee based on the strong advice of the DLCD participant who basically told us if you try to go down there you are likely to end up getting appealed because it is contrary to State Law. There were some other minor comments at the open house but that was probably the most common one.

Columbia County Commissioner Terry Luttrell asked about more information regarding the 12 acres at the airport reserve. He would like to know kind of specifically about those.

Greg Winterowd replied the committee he thinks was not overly excited about making that 12 acre deficit up in the northwest part. It seemed far from Portland, it seemed not the greatest commercial land. He explained the dilemma we face though is it did meet the sighting criteria we developed and this issue has also come up with the DLCD staff because they like all the numbers to add up so actually showing a deficit of employment land within the proposed Urban Growth Boundary and we as the consultants recommended that northwest area come into the growth boundary to make the numbers work. At the same time we completely understood why the committee was not excited about it.

City Planner Brian Varricchione replied one additional point he will make is that members of the community have expressed interest in redesignating some land that is currently zoned for residential use, they would like to see that put into commercial use. He explained that is kind of the area between Highway 30 and Old Portland Road, south of Fred Meyer. He explained there would be no way to justify that in the future if you didn't show that you still had some commercial need that hadn't been met.

Columbia County Commissioner Guy Letourneau asked as part of the study did they look at alternative access of the south side of the proposed expansion area, a possible detour such as around Dike Road, other wise you have to go through 5 sets of traffic lights. He explained a lot of commuters would probably prefer detouring around that.

City Planner Brian Varricchione replied the committee was asked if the designation as farm land and not farm land were no object, where would you put the roads if you were just drawing a map and they did exactly what you just said. He explained the likelihood of that get constructed is somewhat slim primarily due to the fact that that land, much of it is wetlands and a bunch or the other is high value farm land.

Commissioner Ron Cairns spoke in regards that the Scappoose Fire District putting together a plan for an alternative route if Highway 30 gets closed.

Chair Chris Negelsbach asked about the impacts of the unusable land within that expansion area in the northeast that would be due to flood zone, was there some attempt to allocate some partial sizes so you could kind of see what would fit within that area given those impacts.

Greg Winterowd replied that is a great question. The first thing that he would say what you have before you is a concept plan and it is just that, it shows a ring road where that has to go but the actual layout of lots within that probably need to be adjusted to address the issue you raised. We

hadn't realized that the local wetland inventory for Scappoose actually extends outside the Urban Growth Boundary, which is unusual; usually they are within the growth boundary only. He explained as they looked they found 20 acres of wetlands in the property that was proposed for inclusion. They may do another iteration of the concept plan.

Chair Negelspace asked about the northeast section in regards to utilities, how much of that is a consideration in the study in terms of being able to expand and provide utilities.

Greg Winterowd replied what you haven't seen yet is we have a detailed public facilities plan that looks at several things. First thing they looked at is can we serve the existing UGB and what improvements are necessary to do that because State Law requires we do that plus it is logical, why expand the UGB if you can't serve what you have already. Second thing they looked at is alternative areas and relative costs of going to different areas and then finally for the areas that are proposed for inclusion, which are the southwest area and the northeast, we have drawings and discussions where the pipes are going to go and all that stuff and the most difficult to serve is the area to the far southwest or northwest but once you build the ring road basically you can march the services from south to north and develop as you go and it seems to be quite feasible.

Columbia County Chief Planner Glen Higgins stated somewhat related to your wetlands, how about when you talked about not in the flood plains because we have protection of the Scappoose Diking District out there, however we have seen the river get right up to the top of that dike and the Scappoose Diking District is defined by elevation along the City side. Do you have a Diking District boundary, did you take that into consideration in drawing these numbers.

Greg Winterowd replied we didn't look at the District Boundary itself but that is something they could certainly look into.

Glen Higgins stated FEMA is recertifying dikes all over the nation and the state of Oregon and everyone has managed to hold them back because of the cost of recertifying those dikes are somewhat prohibitive but there is going to be a FEMA process starting here in a few months about recertifying dikes and whether or not they are going to be zoned or whether or not they would be zone X. He explained the whole recertification of that dike is really important to the City of Scappoose.

Chair Negelspace replied he is curious about what comments you have received from the Port about some of the recommendations.

Greg Winterowd replied there were Port members that sat all through the advisory committee meetings and they voted in favor of the recommendation and the economic opportunities analysis and they voted in favor of the general concepts. He explained what they are doing now is looking at the specific overlay zones and asking how they would apply to the Port owned property and as far as he knows he would say how those zones are allocated and what goes where is subject to discussion it is not absolute. So we are waiting to hear from the Port at this point but we certainly will have something before the public hearing from them and he thinks from what he heard the City is willing to be flexible.

Vice Chair Paul Shuman asked what was the thought behind the small sliver of 15 gross acres from EFU (exclusive farm use) to PL (public lands), toward the south.

Greg Winterowd replied that came out in discussion actually with the committee is that one of the comparable advantages to the community is access to the water, biking opportunities and stuff and there are a lot of people taking advantage of that now and it is something that could be marketed and it was suggested that a place to park a car and get out and bike, get out and kayak and go to the water could be very helpful in that marketing aspect. So that area is a recreational bump/sliver to the UGB.

Columbia County Commissioner Guy Letourneau asked does that park in question, looking at the two lines that extend from it, is that access to a slough of water on this side of the dike.

Greg Winterowd replied he thinks it is a place of road access to the main water body.

Jesse Winterowd replied to the east of that it is mostly floodplain.

Columbia County Planning Staff Debbie Jacobs explained this is also showing the extension of the Crown Zellerbach Road.

City Planner Brian Varricchione replied the City owns the Crown Zellerbach right-of-way in that section. It is in our transportation plan to turn that into an industrial and collector road. He explained we also understand that is used pretty extensively for recreational purposes by pedestrian and bikers so their discussion up to this point they have envisioned that if that road is no longer available for recreation do we attempt to create a parallel pathway somewhat north of there so we can still enjoy it for recreational purposes.

Columbia County Commissioner Guy Letourneau asked where do we go from here.

City Planner Brian Varricchione there will be public hearings in front of the Planning Commission and the City Council. He explained we are applying to Columbia County and there will be hearing in front of the County Planning Commission and the Board of Commissioners.

Greg Winterowd replied one of the things you will see in this packet right up front that ODOT will demand and so we have anticipated that demand that we have in policy a statement before we do a zone change will amend the transportation system plan for the area because it doesn't deal with all the roads and we know there are going to be issues.

Chair Chris Negelsbach asked about the proximity of this new industrial land to what is zoned currently as suburban residential, just to the south. He is curious if there has ever been any sort of conflict or difficulty between, we currently have that zoning, he is wondering if this would prevent some new problems or create some hardships.

Greg Winterowd replied it was considered for developing site requirements because something that is in both the Statue State Law and Goal 9 itself is you have got to look at compatibility with residential areas. They used that as a criteria for deselecting some areas that might have

otherwise been okay and basically if it had more than one side abutting industrial that is one side too many. In this case we had the airport runway extending to the point where the residential is now and expanding the existing runway and it has all kinds of aeronautical protections for that.

Columbia County Chief Planner Glen Higgins talked about the residential separated by Crown Zellerbach. He asked if Bird Road, North Road or Miller Road ever connect with Crown Zellerbach.

City Planner Brian Varricchione replied we really haven't done the designs. He explained his personal opinion would be that it should be connected to provide ways in and out of the neighborhood.

### **Adjournment ~**

Chair Negelspach adjourned the joint Planning Commission workshop at 8:48 p.m.

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Chair Chris Negelspach

Minutes typed by:

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Susan M. Reeves, CMC  
City Recorder