



**SCAPPOOSE PLANNING COMMISSION**  
**Council Chambers at City Hall**  
**33568 E. Columbia Avenue**

**THURSDAY, APRIL 12, 2012 at 7:00 p.m.**

**CALL TO ORDER**

Chair Negelspach called the Scappoose Planning Commission meeting to order at 7:07 p.m.

**ROLL CALL**

The regular meeting of the Scappoose Planning Commission was held April 12, 2012 at 7:06 p.m. in the Council Chambers located at City Hall at 33568 East Columbia Avenue in Scappoose, Oregon with the following present:

**Planning Commission:**

Chris Negelspach	Chair
Ron Cairns	Vice Chair
Bill Blank	Commissioner
Anne Frenz	Commissioner
Mike McGarry	Commissioner
Carmen Kulp	Commissioner
Barb Hayden	Commissioner

**Staff:**

Brian Varricchione	City Planner
Susan Reeves	City Recorder

**Excused:** Planning Commissioner Don Dackins

**APPROVAL OF MINUTES ~ March 22, 2012**

Commissioner Blank had one correction to the minutes.

Commissioner Blank moved and Vice Chair Cairns seconded the motion to approve the Planning Commission meeting minutes from March 22, 2012 as amended. Motion passed (7-0). Chair Negelspach, aye; Vice Chair Cairns, aye; Commissioner Blank, aye; Commissioner Frenz, aye; Commissioner McGarry, aye; Commissioner Kulp, aye and Commissioner Hayden, aye.

**CITIZEN INPUT**

None

## **NEW BUSINESS**

### **DOCKET # CPA1-12/ZC1-12**

**Rosedale Development has submitted an application to amend the comprehensive plan map from Manufactured Home to Commercial and to amend the zoning map from Manufactured Housing Residential (MH) to Expanded Commercial (EC) for three contiguous areas: (1) a 0.39-portion of a parcel west of 2<sup>nd</sup> Street which is currently split-zoned (portions EC & MH); (2) a 2.87-acre parcel east of 2<sup>nd</sup> Street; & (3) 0.96 acres of intervening right-of-way. The site is described as Columbia County Assessor Map No. 3213-DB-00100 & 3213-DB-00203**

#### **Format: Quasi-Judicial Land Use**

Chair Negelspach read the opening statement and guidelines for the hearing. There were no objections to the Commissioners hearing this matter. No Commissioner had any issues regarding the matter.

Chair Negelspach opened the public hearing at 7:12 p.m.

City Planner Brian Varricchione went over the staff report. He explained there are two main areas that would be affected by this application. He explained one of them is on the west side of SE 2<sup>nd</sup> Street just north of the intersection with Southeast Havlik Drive and this is a small slice of land that is actually just a part of a parcel. He explained the rest of the parcel is already planned and zoned for commercial use and then there's sort of this left over piece of land that is still zoned manufactured home and the reason it is left over is when the zoning map was drawn up a number of years ago, 2<sup>nd</sup> Street was the boundary and then about 5 years ago 2<sup>nd</sup> Street was realigned with a curve in the road so 2<sup>nd</sup> Street moved and the boundary stayed in the old spot. He explained the basic reason for the request for that zone change is to clean up that mapping discrepancy. He explained the other perhaps more significant request is on the east side of 2<sup>nd</sup> Street and that is the parcel that is almost 3 acres. He explained the Planning Commission's role on this is to make a recommendation to the City Council. He went over the information that was received from ODOT. He explained to get a little bit into the approval criteria, when there is an amendment to the maps there are four basic approval criteria that need to be evaluated and he read over them. He explained the main policy choice for the City is whether to allow a change to the map from a residential use to a commercial use and the applicant has presented an argument in favor of this change and as he noted since there are two different parcels with different situations they've advanced a couple different arguments. He explained the main point for the parcel on the west side of 2<sup>nd</sup> Street they are saying basically it is a mistake or inconsistency with the zoning map since 2<sup>nd</sup> Street moved and the reason the City should approve it would be to fix that mistake. He explained with the parcel on the east side of 2<sup>nd</sup> Street their basic point there is that it would increase the opportunity for economic development on the street. He explained staff sent copies of this application to various City departments for comment and there were no objections, likewise with the Fire District and they also sent it to ODOT. He explained ODOT sent correspondence at the late hour which is what you received when you came in. He explained they have had numerous conversations with ODOT about this particular application primarily because the Transportation Planning Rule was recently amended and the Oregon Highway Plan

was also recently amended as such the language is new and the interpretations of it are, he thinks, still being worked out a little bit, so ODOT requested some additional time to analyze the proposal. He explained while ODOT has some initial comments that were included in the staff report essentially the comments that came in this evening would replace those.

City Planner Brian Varricchione explained one thing that needs to be looked at is what effect would this have on the land supply for residential use within the City. He explained this is one of the last few sites within the City that could be developed with a manufactured home park so if this was converted to a different use that would no longer be an option. He explained the applicant has pointed out that if the zone change were approved under the Expanded Commercial Zone they are allowed to do multi-family housing so that could offset or even increase the number of housing units that were built there. He stated however since that is only an option and not a mandate, meaning the applicant can do anything that is allowed under the zoning, the City can't really rely on that in terms of the City couldn't say there will be no net less of housing units because there may be or there may not be. He explained the applicant submitted a traffic study which essentially demonstrated that the operations of the intersection at Highway 30 and Havlik Drive would not be significantly impacted by the zone change. He explained under the Transportation Planning Rule in order for a zone change to be approved it must be demonstrated that there is no significant effect on the transportation network. He explained in this case ODOT said it looks like there could be a significant effect so we would request that the City impose a "trip cap" on this site. He stated in other words the City imposes a limit that says when this property develops it can have no more than a certain number of vehicles coming in and out of there on a daily basis. He explained ODOT didn't want the number of trips through the intersection to increase by more than 1,000 trips per day. He explained the applicant's engineer and ODOT agreed that if you take that 1,000 new trips through the intersection plus the existing trips that could already be allowed under the zoning that that would impose a hard limit of 1,311 trips originating and going to the site. He explained from a practical standpoint what this would mean is if the zone change was approved, in the future when the applicant comes in with a development proposal they'd have to demonstrate, if they were to propose a retail store with so many square feet, there are manuals that say based on how many square feet you have it's this many trips and tally it up and what the combination of uses are on the site the number of trips would have to be under that limit. He explained the memo he gave to the Planning Commission this evening he proposed revised conditions of approval to replace the ones that were in his staff report and the reason for this is to incorporate the new information from ODOT and to reflect conversations between the City, ODOT and the applicant and the consulting engineer. He explained as a housekeeping thing in order for future property owners to know that there is a trip cap staff is recommending that a restrictive covenant be documented and recorded at Columbia County so people are aware of it.

Commissioner Blank said the applicant is referring to a 30-unit multi family development but as he understands that is something that would be allowed.

City Planner Brian Varricchione replied yes, the existing manufactured housing zone in addition to accommodating a manufactured home park also allows other types of residential uses and some of that could be multi family housing. If that was changed they could do a larger housing unit.

Chair Negelspach asked City Planner Brian Varricchione to explain how the trip cap relates to the v/c criteria that ODOT uses to analyze when the intersection is reaching a point of failure, changing its level of service.

City Planner Brian Varricchione explained when traffic is being analyzed there are a couple of different yard sticks that can be looked at to determine how well is the intersection performing. One is what's called level of service and your intersection is graded a, b, c, d, e and f, fairly straightforward to understand but it is very broad brush and doesn't necessarily tell you in a fine level how well is it performing. He explained another thing that ODOT uses is called the v/c ratio or the volume to capacity ratio and basically that is a decimal number: if you get 1.0 it tells you that the traffic exactly matches the capacity of that intersection. If you got 0.5 or 0.7 that means that your traffic is less than what the intersection can handle and everything is working great. If you start going over 1.0 then at that point you are saying that you have more traffic than you can handle. He explained typically these are analyzed not so much on a daily basis but during the rush hour. He explained the target that ODOT wants for this intersection is 0.8 so both of those numbers are under it so everything looks good.

Chair Negelspach asked City Planner Brian Varricchione the point of the trip cap is to limit the intensity of the use on tax lot 100, is that correct.

City Planner Brian Varricchione replied yes.

Chair Negelspach stated but there wouldn't be a cap on tax lot 203.

City Planner Brian Varricchione replied right, essentially the way that the City and ODOT looked at that is it is a fraction of a parcel that is already commercially zoned so something likely was going to go on there anyway and it wouldn't really affect the math particularly since some of that is already chewed up by the driveway to Les Schwab and Fultano's.

Chair Negelspach stated the other question is if he owned this property and he had a trip cap and 20 years from now he wanted to put a more intense use on there that was many more trips than what that cap allows, what could preclude him from being able to do that. He asked are you then subject to street improvements or what happens in that case.

City Planner Brian Varricchione replied if there is a use that is going to go in that is projected to produce a lot more traffic at a failing location or so many trips per day, the City can just flat out say with your development proposal you need to submit a traffic study. He explained staff would review that, ODOT would review that and at that time maybe the traffic signals get retimed maybe another lane gets added to Havlik Drive, etc. He explained so there are mitigation steps that could be made theoretically. He explained ODOT didn't push for those in this case because they viewed the site as challenged; on the one side you have the railroad and on the other side you have two fuel stations and some retaining walls so it would be a very expensive intersection to upgrade.

Chair Negelspach replied but he guesses under the scenario that City Planner Brian Varricchione described why then wouldn't it make sense then to not just do a traffic study at the time of the proposal and then meet the requirements based on the v/c calculations for the particular use.

City Planner Brian Varricchione replied he thinks property owners all over the state and probably most Cities would love to do it that way and several have tried to do it that way but the Transportation Planning Rule kicks in when you have these zone changes and it says you have to do a traffic study now to show under the zone change worst case scenario what could happen.

Commissioner Hayden asked if they actually monitor this throughout this whole project, like from year to year do they do the traffic count.

City Planner Brian Varricchione replied for this study the consulting engineers did the traffic count.

Commissioner Blank stated if we change the zone we actually increase the number of trips allowed by ODOT here and we have a trip cap that is kind of the guide so if new development comes in they will not trip the trip count but what happens if that actually is done, developed and all the sudden they find that there is more traffic than they expected.

City Planner Brian Varricchione replied the basic way they look at these is kind of a broad brush. If a use is being proposed so many square feet this kind of use, you pull out the manuals and you figure out how many trips theoretically that will generate and use that to determine whether they are within the cap or not.

Commissioner Kulp asked if this also impacts the property where the candle is and so forth, if they start developing that.

City Planner Brian Varricchione replied no, the trip cap only applies in this case because there is a change.

Applicant ~ 7:49 p.m.

Joe Scharf, Rosedale Development, Scappoose, explained they are the applicants.

Todd Mobley, Lancaster Engineering, Portland is the transportation engineer for this application.

Joe Scharf went over the map in the handout and explained the purpose for the zone changes. He gave a little bit of background for that area. He explained they are not sure what they plan on putting on the three acre site. He explained this site doesn't really lend itself well to manufactured home development at all. He explained they are really trying to expand the Expanded Commercial zoning to encompass this site so they have a little bit of flexibility when they go to develop it. He explained since the trip cap has been proposed they have done a number of different scenarios that have all kept them well within that cap. He explained they are just trying to give it a little bit more flexibility than it has in the MH Zone.

Commissioner Blank stated he realizes they don't know yet what they are going to do but he wondered if they would consider some sort of a sound barrier or wall or something between the site and the manufactured home park.

Joe Scharf replied yes they will do something and he actually spoke with the president of the

Springlake Manufactured Home association today. He explained they have always been open to buffering for their sake and the manufactured home park.

Chair Negelspach stated he appreciates the information and its good background on what they plan on doing.

Chair Negelspach asked Todd Mobley where did the time horizon 2026 come from in the traffic reports.

Todd Mobley replied the guideline for that is 15 years or the horizon year of the transportation system plan, whichever is farther.

Chair Negelspach thanked Joe Scharf and Todd Mobley.

Chair Negelspach asked if there are any proponents that would like to speak ~ there were none. Then he asked if there were opponents that would like to speak ~ there were none.

Chair Negelspach asked if there is any further staff response.

City Planner Brian Varricchione replied no thank you.

Chair Negelspach closed the hearing at 8:15 p.m. to deliberate.

Commissioner Blank stated if the fact that they can keep within that cap seems to be the key here, and they think they can and that have actually increased after the new one came out from 1,000 to 1,311. He stated that gives them a little more flexibility. He stated development in that area right now seems to favor a change.

Chair Negelspach explained the trips that are allocated he doesn't know how that would affect the swimming pool land.

City Planner Brian Varricchione replied the City isn't really all that concerned about that issue. He explained the consulting engineers did an estimate of traffic that could be associated with the pool and for purposes of their analysis they assumed it would be 15,000 square foot, which that number was picked out of the air because we don't have any specific plan yet, but if that number were used it would be about 344 trips per day which is not a significant number.

Commissioner Hayden stated depending on the development is that going to impact the wastewater treatment plant and our water capabilities much at all.

City Planner Brian Varricchione replied the commercial zone shouldn't affect that, if it were industrial we might have a different conversation.

Chair Negelspach asked City Planner Brian Varricchione if he provided new recommendations in the handout they received tonight.

City Planner Brian Varricchione replied correct, he is recommending new conditions on the memo that the Planning Commission got this evening just to replace entirely the other

conditions. He went over the changes. He explained he should also point out, assuming that the Planning Commission does recommend approval he would need to update the findings on the Transportation Planning Rule because they were written a week ago under that old memo and we now have a new memo and frankly he didn't have time to do that since he received ODOT's memo about 4:30 p.m. today.

Commissioner Cairns moved and Commissioners McGarry seconded the motion to recommend this to City Council. Motion passed (7-0). Chair Negelspach, aye; Vice Chair Cairns, aye; Commissioner Blank, aye; Commissioner Frenz, aye; Commissioner McGarry, aye; Commissioner Kulp, aye and Commissioner Hayden, aye.

## **COMMUNICATIONS**

### **Calendar Check ~**

City Planner Brian Varricchione explained he is not sure when the next meeting will be but it won't be in two weeks. So far he doesn't have anything for an agenda specifically but one of these days in the meeting or two he will start introducing the Planning Commission to some housekeeping updates to the development code so they can start chipping away at some of those.

### **Commission Comments**

Commissioner Blank talked about the training he attended through the League of Oregon Cities in Forest Grove. He explained the meeting dealt with the Land Use Initiative and it also dealt with some finance and feedback on that kind of stuff. He explained they discussed Urban Growth Boundaries and the problems cities are having with that. He was able to give them the history of what Scappoose is going through. He brought handouts to share with the Planning Commission and staff.

Commissioner Hayden explained she went to the Port meeting the other night and there were only about 8 people there. She explained what she found interesting is at the Scappoose Bay Marina they are going to own and operate an RV park. She explained the Port received a school in Clatskanie and they are going to refurbish the building and turn it into a business tenant type building. The Port explained that within the next 10 to 15 years they are going to extend the runway lengthwise and widthwise. She explained the Port wanted public input as to what the important things in the County that people wanted to see and the number one thing was more public access to the river.

### **Staff Comments**


City Planner Brian Varricchione explained at the last meeting he talked a bit about updating the Transportation System Plan and he has been continuing to talk to folks at ODOT and DLCD and while of course funding is not guaranteed they have all said encouraging words so he is hoping that we will in fact get some grant money.

The Planning Commission discussed the idea of a hotel being built in Scappoose.

City Planner Brian Varricchione explained today they issued the certificate of occupancy for the Goodwill store and they will be opening in a couple of weeks.

## **ADJOURNMENT**

Chair Negelspach adjourned the meeting at 8:59 p.m.

  
Susan M Reeves, CMC, City Recorder

  
Chair Negelspach