



Oregon

Theodore R. Kubongski, Governor

Department of Land Conservation and Development

635 Capitol Street, Suite 150

Salem, OR 97301-2540

(503) 373-0050

Fax (503) 378-5518

www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

12/16/2009

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Scappoose Plan Amendment
DLCD File Number 001-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, December 29, 2009

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAT IT WAS MAILED TO DLCD. AS A RESULT, YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.

Cc: Brian Varricchione, City of Scappoose
Gloria Gardiner, DLCD Urban Planning Specialist
Gary Fish, DLCD Regional Representative

<paa> YA

FORM 2

DLCD

Notice of Adoption

THIS FORM MUST BE MAILED TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18



Jurisdiction: **City of Scappoose**

Local file number: **CPA1-09/ZC1-09**

Date of Adoption: **12/7/09**

Date Mailed: **12/8/09**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Yes** Date: **9/9/09**

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Applicant proposed to amend the comprehensive plan map from General Residential to Commercial and to amend the zoning map from High Density Residential (A-1) to General Commercial (C) for a 0.45-acre site consisting of two parcels. The parcels were split-zoned, with portions zoned A-1 and C. The adopted map amendments shifted the plan & zone boundaries westward within the parcels to accommodate a larger commercial building site.

Does the Adoption differ from proposal? Please select one

No

Plan Map Changed from: **General Residential (GR)** to: **Commercial (C)**

Zone Map Changed from: **High Density Residential (A-1)** to: **General Commercial (C)**

Location: **Northwest corner of NW 1st Street & NW Laurel St.**

Acres Involved: **0.45**

Specify Density: Previous:

New:

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Oregon Department of Transportation

Local Contact: **Brian Varricchione**

Phone: (503) 543-7184 Extension:

Address: 33568 E. Columbia Ave.

Fax Number: 503-543-5679

City: **Scappoose**

Zip: **97056**

E-mail Address: brianvarricchione@ci.scappoose.or.us

ADOPTION SUBMITTAL REQUIREMENTS

This form **must be mailed** to DLCD **within 5 working days after the final decision**
per ORS 197.610, OAR Chapter 660 - Division 18.

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, or by emailing **larry.french@state.or.us**.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **twenty-one (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to larry.french@state.or.us - **Attention: Plan Amendment Specialist.**

Updated March 17, 2009

CITY OF SCAPPOOSE
33568 EAST COLUMBIA AVENUE
SCAPPOOSE, OREGON 97056
(503) 543-7146
FAX: (503) 543-7182

NOTICE OF LAND USE DECISION

Date: December 8, 2009
To: Applicant, Property Owner, and Interested Persons
From: Brian Varricchione, City Planner, (503) 543-7184
Subject: Comprehensive Plan Map Amendment CPA1-09 and Zone Change ZC1-09

The City of Scappoose has approved Comprehensive Plan Map Amendment CPA1-09 and Zone Change ZC1-09 for property located on the northwest corner of NW 1st Street and NW Laurel Street. On December 7, 2009, the City Council adopted Ordinance 807 approving the application. A copy of the ordinance is attached.

On November 12, 2009, the Scappoose Planning Commission reviewed the application and recommended adoption to the City Council. The City Council held a public hearing on November 16, 2009. The first reading of the ordinance took place on November 16, 2009, with the second reading on December 7, 2009. The Council adopted the findings contained in the November 13, 2009 staff report.

All notices required by Scappoose Municipal Code Chapter 17.162 have been met for this application, and the application was considered in regard to applicable criteria found in the Scappoose Comprehensive Plan and within the Municipal Code Chapters 17.22 (Amendments to the Title, Comprehensive Plan, and Maps); 17.56 (A-1 High Density Residential); 17.62 (C General Commercial); 17.80 (Downtown Overlay); 17.84 (Sensitive Lands—Flooding); and 17.162 (Procedures for Decision Making—Quasi-Judicial).

The approval of CPA1-09 and ZC1-09 by the Scappoose City Council is final. This decision may be appealed by filing a Notice of Intent to Appeal with the state Land Use Board of Appeals within 21 days of the date the decision became final as described by OAR 661-010-0010(3).

Our goal is to provide courteous, efficient service with team leadership and community involvement, in order to enhance the livability and well being of our citizens.

General Information

- Request:** Approval of an application for a Comprehensive Plan Map Amendment (CPA1-09) and a Zone Change (ZC1-09). The applicant requests a change from the Comprehensive Plan designation of General Residential (GR) to Commercial (C) and a change from High Density Residential (A-1) zoning to General Commercial (C) zoning for a 0.45-acre area on two parcels. The parcels are currently dual-zoned, with portions zoned A-1 and C. The proposed map amendments would shift the existing plan & zone boundaries westward within the parcels to accommodate a larger commercial building site.
- Location:** The subject site is located on the northwest corner of NW 1st Street and NW Laurel Street, and is further described as Columbia County Assessor Map No. 3212-BD-00800 & 3212-BD-00900.
- Applicant:** St. Helens Community Federal Credit Union
- Owner(s):** Connie Grabhorn & Larry Arpan (3212-BD-00800)
Connie Grabhorn (3212-BD-00900)

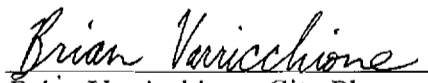
Procedural Information

About this Decision. This land use decision is not a permit for development. Permits may be required prior to any future work. Contact the City at (503) 543-7184 for information about permits.

The application for this land use review was submitted on intake August 25, 2009, and was determined to be complete on September 9, 2009.

Land Use applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. This application was reviewed against the Development Code in effect on August 25, 2009.

The file and all evidence on this case is available for your review by appointment. Please call (503) 543-7184 to schedule an appointment. Copies of all information in the file can be obtained for a fee equal to the cost for such services. You may also find the City of Scappoose Municipal Code online at <http://www.ci.scappoose.or.us/ordinances.html>.


Brian Varricchione, City Planner
Mailed 12/8/09

ORDINANCE NO. 807

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

WHEREAS, an application was filed by the St. Helens Community Federal Credit Union to amend the Comprehensive Plan Map and Zoning Map; and

WHEREAS, on November 12, 2009, the Planning Commission held a hearing on the application and voted to forward a recommendation for approval to the City Council; now therefore,

THE CITY OF SCAPPOOSE ORDAINS AS FOLLOWS:

Section 1. The Scappoose Comprehensive Plan is hereby amended by re-designated portions of Columbia County Tax Lots 3212-BD-00800 & 3212-BD-00900 from General Residential (GR) to Commercial (C) as illustrated in Exhibit A, which is attached hereto and incorporated herein by reference.

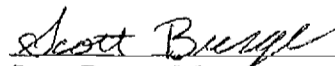
Section 2. The Scappoose Zoning Plan is hereby amended by re-zoning portions of Columbia County Tax Lots 3212-BD-00800 & 3212-BD-00900 from High Density Residential (A-1) to General Commercial (C) as illustrated in Exhibit B, which is attached hereto and incorporated herein by reference.

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

Section 4. In support of the proposed Comprehensive Plan Map Amendment and Zone Change, the City Council hereby adopts the recommendations of the Scappoose Planning Commission and the findings included in the staff report dated November 13, 2009, attached as Exhibit C.

PASSED AND ADOPTED by the City Council this 7th day of December, 2009 and signed by the Mayor and City Recorder in authentication of its passage.

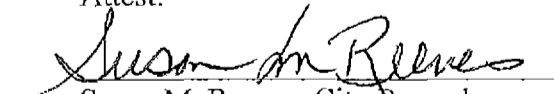
CITY OF SCAPPOOSE, OREGON



Scott Burge, Mayor

First Reading: November 16, 2009
Second Reading: December 7, 2009

Attest:



Susan M. Reeves, City Recorder

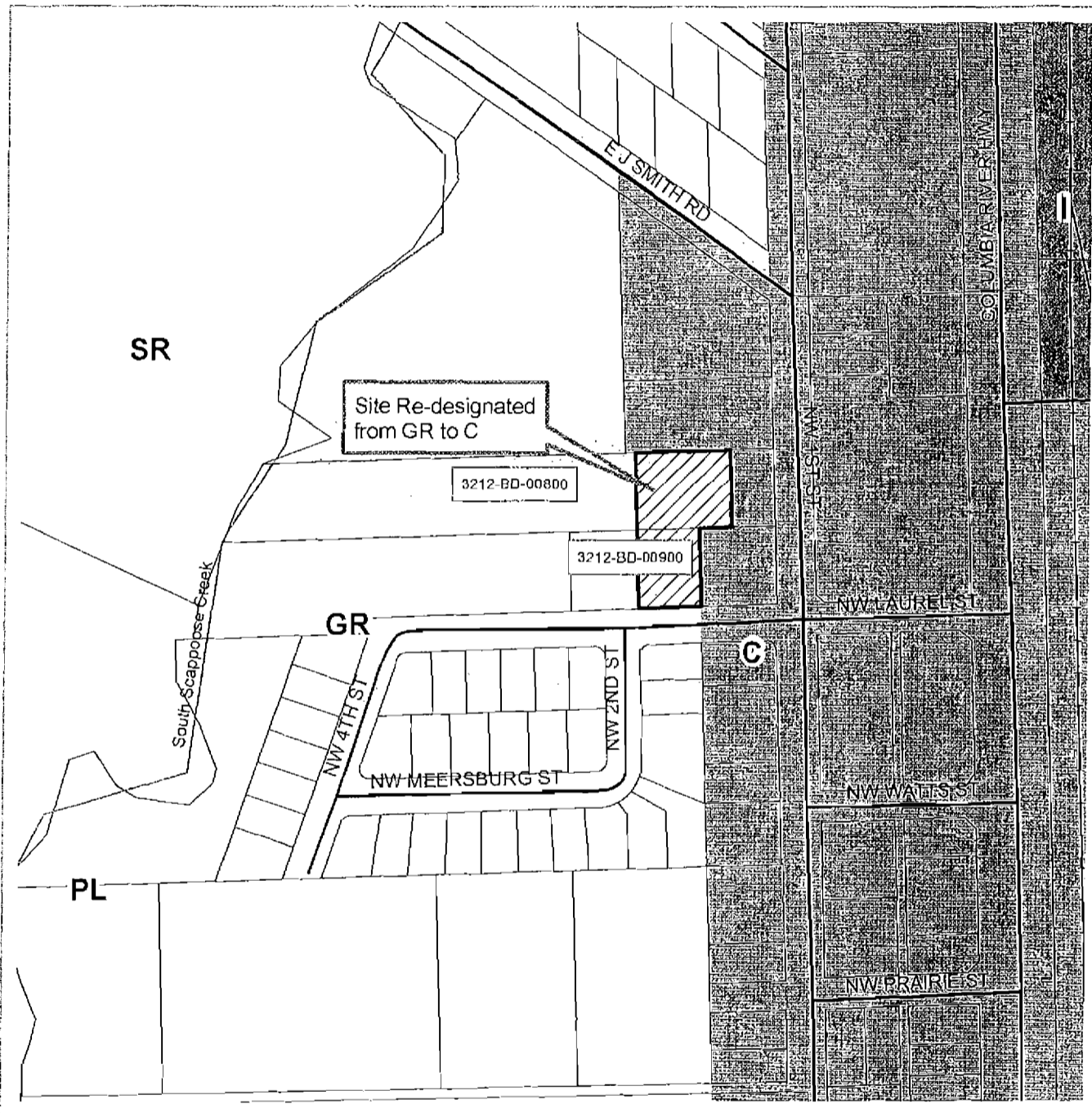
ORDINANCE NO. 807

Exhibit A - Comprehensive Plan Map Amendment

Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

Location: 52677 NW 1st Street

Columbia County Assessor Map: 3212-BD-00800 & 3212-BD-00900



SCAPPOOSE GIS

Legend

- Streets
- Taxlots Boundary
- ▨ Site Re-designated from GR to C
- GR General Residential
- ▤ C Commercial



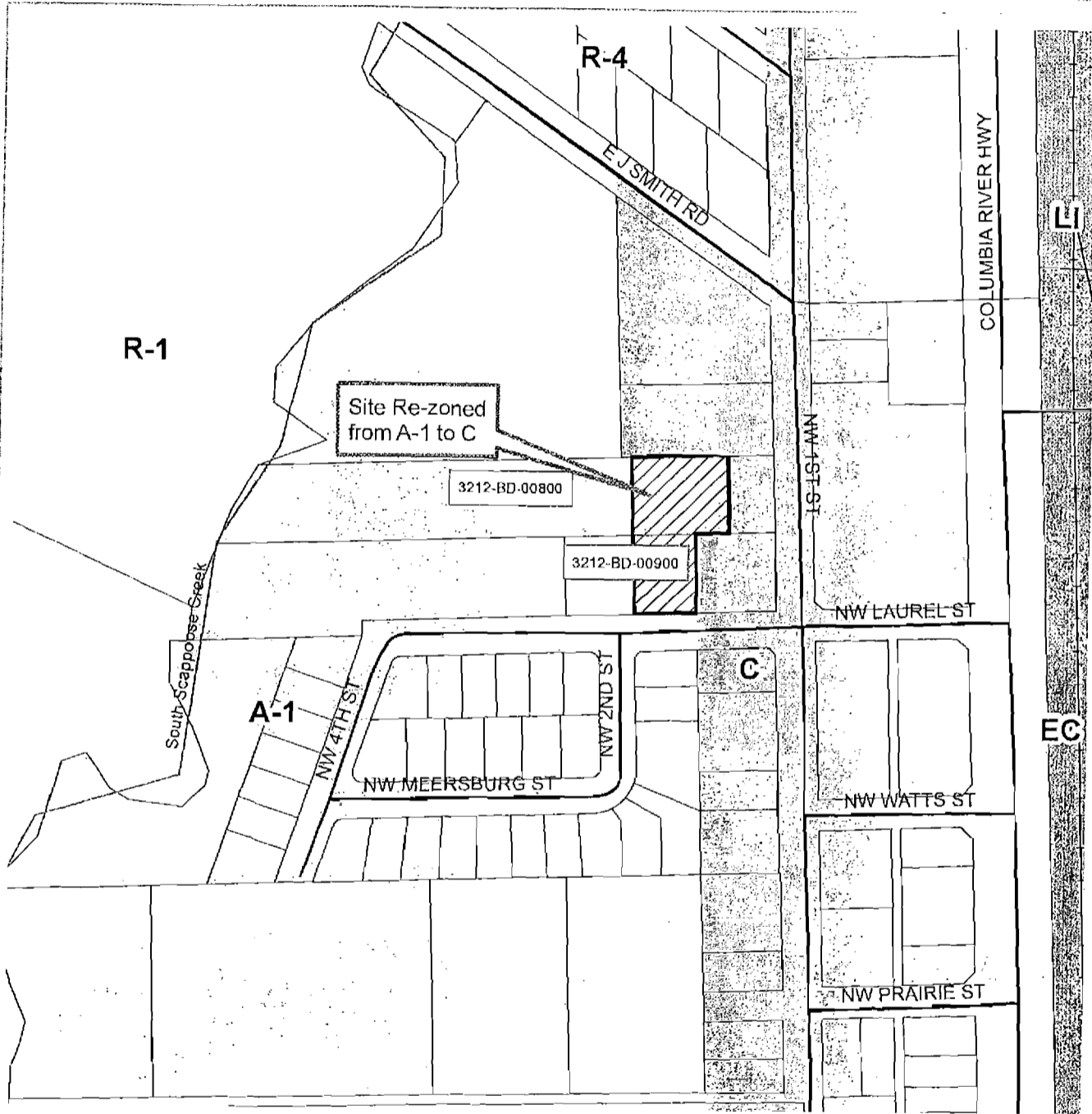
0 100 200 400 Feet

Exhibit B - Zoning Map Amendment

Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

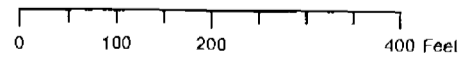
Location: 52677 NW 1st Street

Columbia County Assessor Map: 3212-BD-00800 & 3212-BD-00900



Legend

- Streets
- Taxlots Boundary
- Site Re-zoned from A-1 to C
- A-1 High Density Residential
- C General Commercial



CITY OF SCAPPOOSE

33568 EAST COLUMBIA AVENUE
SCAPPOOSE, OREGON 97056
(503) 543-7146
FAX: (503) 543-7182

CPA1-09/ZC1-09

November 13, 2009

St. Helens Community Federal Credit Union Comprehensive Plan Map Amendment and Zone Change

CITY OF SCAPPOOSE STAFF REPORT

- Request: Approval of an application for a Comprehensive Plan Map Amendment (CPA1-09) and a Zone Change (ZC1-09). The applicant requests a change from the Comprehensive Plan designation of General Residential (GR) to Commercial (C) and a change from High Density Residential (A-1) zoning to General Commercial (C) zoning for a 0.45-acre area on two parcels. The parcels are currently dual-zoned, with portions zoned A-1 and C. The proposed map amendments would shift the existing plan & zone boundaries westward within the parcels to accommodate a larger commercial building site.
- Location: The subject site is located on the northwest corner of NW 1st Street and NW Laurel Street, and is further described as Columbia County Assessor Map No. 3212-BD-00800 & 3212-BD-00900. See attached Vicinity Map (**Exhibit 1**).
- Applicant: St. Helens Community Federal Credit Union
- Owner(s): Connie Grabhorn & Larry Arpan (3212-BD-00800)
Connie Grabhorn (3212-BD-00900)

ATTACHMENTS

1. Vicinity Map
2. Report Submitted by the Applicant
 - A. Narrative dated August 2009
 - B. Exhibit A- Existing Zoning
 - C. Exhibit B- Proposed Zone Change
 - D. Exhibit C-FEMA FIRM Map
 - E. Exhibit D-FEMA FIRM Map (Enlarged)
 - F. Exhibit E-Site Plan
 - G. Exhibit F-Letter from Transportation Engineer
 - H. Letter to Neighbors
3. Existing Comprehensive Plan Map
4. Proposed Comprehensive Plan Map
5. Existing Zoning Map
6. Proposed Zoning Map

Our goal is to provide courteous, efficient service with team leadership and community involvement, in order to enhance the livability and well being of our citizens.

SUBJECT SITE

- The subject site consists of two parcels on the northwest corner of NW 1st Street and NW Laurel Street. Columbia County Assessor Map No. 3212-BD-00800 (Tax Lot 800) has an area of approximately 1.6 acres while Columbia County Assessor Map No. 3212-BD-00900 (Tax Lot 900) has an area of approximately 0.6 acres. Tax Lot 800 is currently undeveloped and Tax Lot 900 contains a single-family residence and accessory structure. The western portion of Tax Lot 800 abuts South Scappoose Creek. According to FEMA's Flood Insurance Rate Map 41009C0444C, dated 8/16/88, portions of both lots sit within the designated floodplain (see **Attachments 2D & 2E**).
- The site is bordered to the north, west, and south by residences and by undeveloped land, with the existing St. Helens Community Federal Credit Union located east of the site across 1st Street.
- Both of the parcels currently have dual Comprehensive Plan Map designations, with the western portion designated General Residential (GR) and the eastern portion designated Commercial (C). See **Attachment 3**. Similarly, both of the parcels currently have dual zoning designations, with the western portion zoned High Density Residential (A-1) and the eastern portion zoned General Commercial (C). See **Attachment 5**.
- The site is also subject to two overlay zoning designations: the Downtown Overlay (due to the location along NW 1st Street) and the Sensitive Lands—Flooding overlay (due to the location of the floodplain). Both of these overlays override some of the base zoning regulations and provide more specific zoning rules that affect development potential.

OBSERVATIONS

CONCURRENT COMPREHENSIVE PLAN MAP AMENDMENT AND ZONE CHANGE APPLICATIONS

- The applicant has requested a comprehensive plan map amendment and zone change to allow for the future construction of an administrative office/training center for the credit union. The comprehensive plan map amendment and zone change are Quasi-Judicial Decisions requiring the exercise of policy judgment with verbal and written testimony accepted from the public. Although the applicant is contemplating a specific use for the site, the City needs to analyze the proposal based on all allowable uses under the zoning regulations since the applicant may or may not proceed with the current proposal.
- The Scappoose Development Code (Chapter 17.22) indicates that quasi-judicial amendments to the comprehensive plan and maps should be based on the following four considerations:
 - A. The applicable comprehensive plan policies and map designation;
 - B. The change will not adversely affect the health, safety and welfare of the community;
 - C. The applicable standards of this title or other applicable implementing ordinances;and

D. Evidence of change in the neighborhood or community or a mistake or inconsistency with the comprehensive plan or zoning map as it relates to the subject property.

- While these items will be discussed in more detail in the *Findings of Fact*, several pertinent issues are called out in these observations.
- As previously discussed, the site currently has two Comprehensive Plan designations and two Zones. The applicant requests that the City shift the existing plan & zone boundaries westward within the parcels to accommodate a larger commercial building site. The proposed Comprehensive Plan designations are indicated on **Attachment 4** and the proposed Zoning designations are indicated on **Attachment 6**. The total area that would be affected by the proposed changes is approximately 19,600 square feet (0.45 acres). The specific dimensions of the existing and proposed map boundaries are illustrated in detail on **Attachments 2B and 2C**.
- The main policy decision facing the City is whether to permit the re-designation of the proposed 0.45 acres from residential to commercial. Given the site constraints discussed in the applicant's narrative (**Attachment 2A**), the proposal would have a limited effect on the City's usable residential land but could potentially increase commercial development by widening an existing commercial corridor. The applicant's proposal is strengthened by the fact that the eastern portion of the site is already proposed for commercial use and the current proposal is to enlarge the commercial area to accommodate modern development needs.

COMMERCIAL AND RESIDENTIAL LAND ISSUES

- Dimensions of the existing boundaries between the zone/comprehensive plan map designations are shown in **Attachment 2B**, while the proposed boundaries are shown in **Attachment 2C**. On Tax Lot 800, the easternmost 60 feet of the parcel is commercially zoned while on Tax Lot 900, the easternmost 100 feet is commercially zoned. The applicant proposes expanding the commercial portion to include the easternmost 178 feet of both parcels. If the applicant's proposal were granted, the residentially zoned portions would decrease in size accordingly.
- The subject site is not ideally suited for commercial development in its current form due to the limited area available for construction within the General Commercial zone. The existing 100-foot depth on Tax Lot 900 would restrict the size of any buildings due to the need to have off-street parking, while the 60-foot depth on Tax Lot 800 would nearly preclude the placement of a building unless parking were located on a neighboring parcel. The applicant's proposal to shift the existing zone boundary westward would create a commercial area 178 feet deep, which is a more reasonable size for structures and parking.
- The residential development potential for the site is restricted by the location of the floodplain. In spite of the current High-Density Residential zoning (which would elsewhere allow multi-family construction), the Sensitive Lands—Flooding overlay only allows single-

St. Helens Community Federal Credit Union Comprehensive Plan Map Amendment and Zone Change

family residences on 20,000-square foot lots. In the current configuration, the site would allow at most 4 residences, whereas if the applicant's proposal were granted, the site would allow at most 3 residences, for a net loss of one dwelling unit.¹ The applicant correctly observes in the narrative (**Attachment 2A**) that the commercial zoning would allow second-floor floor apartments over commercial facilities, though the City could not rely on this possibility since the applicant would not be obligated to construct such residences.

- Staff concludes that approval of the applicant's requested comprehensive plan map amendment and zone change would have a negligible effect on the supply of residential land within City Limits.

TRANSPORTATION PLANNING RULE

- According to calculations provided by a transportation engineer (**Attachment 2G**), the current comprehensive plan and zoning designations would generate on the order of 122 average daily trips, with 14 of them during the morning peak hour and 15 during the evening peak hour. Under the proposed comprehensive plan and zoning designations, the site may generate on the order of 247 average daily trips, with 29 of them during the morning peak hour and 30 during the evening peak hour. Since the net increase in peak hour trips is only 15 trips, the traffic impact would be negligible. The analysis indicates that approving the comprehensive plan map amendment and zone change would be consistent with the state Transportation Planning Rule because the change would not significantly affect the local transportation network.

POTENTIAL RIGHT-OF-WAY DEVELOPMENT

- The applicant selected the comprehensive plan/zoning boundary location to align with the eastern boundary of NW 2nd Street, which allows for a potential northward extension of 2nd Street in the future.

PUBLIC UTILITY CONSIDERATIONS

- Water and Sewer public utility systems are available to serve the subject property: a 6-inch water line is located in 1st Street, an 8-inch water line is located in Laurel Street, and an 8-inch sewer line is located in 1st Street. Future development could be anticipated to connect to the existing infrastructure. Street improvements and stormwater management would be future considerations at the time of development of the site.

PUBLIC & PRIVATE AGENCIES AND PUBLIC NOTICE

- The City of Scappoose City Manager, Engineering, Building, and Police Departments; Scappoose Rural Fire Protection District; the Oregon Department of Transportation (Region 1); Oregon Department of Land Conservation and Development; and Columbia County Road

¹ Note that Tax Lot 900 could only be developed with a residence if it were developed in conjunction with a neighboring parcel, since the existing portion zoned for residential use is smaller than 20,000 square feet.

St. Helens Community Federal Credit Union Comprehensive Plan Map Amendment and Zone Change

Department have been provided an opportunity to review the proposal. Comments from these organizations have been incorporated into this staff report.

- Notice of this request was mailed to property owners located within 200 feet of the subject site on October 6, 2009. Notice was also posted on the property on October 28 and published in the local newspaper on October 28, November 4, and November 11, 2009. The City has received no written comments from the public regarding this application.

APPLICABILITY OF STATEWIDE PLANNING GOALS

A number of Oregon's 19 Statewide Planning Goals and Guidelines apply to this application, as discussed in the *Findings of Fact*.

FINDINGS OF FACT

1. **The following Statewide Planning Goals have been considered by the City of Scappoose as they pertain to this request:**

A. *Citizen Involvement (Goal 1)*

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

Finding:

The City's acknowledged Comprehensive Plan & Development Code includes citizen involvement procedures with which the review of this application complies. This process allows for citizens to communicate their input into the comprehensive plan map and zoning map amendment review conducted by the City at public hearings or by submitting written comments. The City of Scappoose Planning Commission reviewed the proposed comprehensive plan and zoning map amendment and recommended that the City Council approve the application. Within the comprehensive plan map amendment and zone change process, the Applicant is required to post site notices, the City mails notices to nearby property owners, notice is published in the newspaper, and public hearings are held. The applicant mailed a letter to the neighbors prior to submitting the application (see **Attachment 2H**), and the City mailed notice in advance of the hearings. For this application, the Planning Commission held a hearing on November 12, 2009 and the City Council will hold hearings on November 16 and December 7, 2009. This process complies with the Goal.

B. *Land Use Planning (Goal 2)*

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

Finding:

The procedural requirements for the proposed comprehensive plan map amendment and zone change are contained in the Scappoose Municipal Code, which involve assessment of the application's merits, notice to affected parties, and public hearings. The proposal is to change the planning and zoning designations of urban land within the Urban Growth Boundary in compliance with Goal 2. Notice of the proposed comprehensive plan and zoning map amendment has been provided to the Oregon Department of Land Conservation and Development (DLCD) as required. DLCD staff has not commented on the proposal. Oregon Department of Transportation staff and Columbia County Road Department staff has also been provided the opportunity to comment. The City's decision is based on findings of fact.

C. Agricultural Lands (Goal 3)

Objective: To preserve and maintain agricultural lands.

Finding:

This Goal is not applicable because the site is within the City of Scappoose Urban Growth Boundary and no identified agricultural resources are located on site. The subject site is not appropriate for agricultural uses due to its urban classification. The site is designated for both residential and commercial development in the Comprehensive Plan and is currently zoned for residential and commercial use.

D. Forest Lands (Goal 4)

Objective: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Finding:

This Goal is not applicable because the site is within the City of Scappoose Urban Growth Boundary and City Limits and no identified forest resources are located on site. The site is designated for both residential and commercial development in the Comprehensive Plan and is currently zoned for residential and commercial use.

E. Open Spaces, Scenic and Historic Areas and Natural Resources (Goal 5)

Objective: To protect natural resources and conserve scenic and historic areas and open spaces.

Finding:

There are no identified Goal 5 resources on or near the site. The subject site is not designated as open space, a scenic or historic area, or a natural resource area by the City of Scappoose and does not contain any known significant open space, scenic, historic, or natural resources. The proposed comprehensive plan amendment and zone change is not in conflict with this Goal.

F. Air, Water and Land Resources Quality (Goal 6)

Objective: *To maintain and improve the quality of the air, water and land resources of the state.*

Finding:

The site is currently designated for both commercial and residential use, and is also subject to City regulations that do not allow off-site impacts from noise, vibration, odors, glare, or other “nuisance” effects. For this reason, the potential harmful effects on air, water and land resource quality is already limited. Generally, single-family residential development and small-scale commercial development is considered to produce relatively small impacts on environmental quality factors. The proposal to shift the comprehensive plan and zoning boundary would therefore have no significant impact with respect to this Goal.

G. Areas Subject to Natural Disasters and Hazards (Goal 7)

Objective: *To protect people and property from natural hazards.*

Finding:

A significant portion of these two parcels is located within a flood hazard area (see **Attachments 2B-2E**). The City participates in the National Flood Insurance Program and has adopted the Sensitive Lands—Flooding chapter of the Development Code to minimize public and private losses due to flooding. Among other things, these regulations limit residential density in the floodplain and require all structures to be adequately elevated above the base flood elevation and waterproofed. Any future development on the portions of this site within the floodplain would need to comply with the City’s development standards.

The subject site is not located within a mapped potential landslide hazard or earthquake hazard area. The proposal to realign the current comprehensive plan and zoning boundaries to reduce the residential area within the floodplain is consistent with avoidance of natural disasters and hazards under Goal 7.

H. *Recreational Needs (Goal 8)*

Objective: *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

Finding:

The site is presently designated for commercial and residential development on the Comprehensive Plan and has not been planned for recreational opportunities. Since the property is not identified for recreational use, the proposed comprehensive plan map amendment and zone change would have no significant impact on the City's planning for recreational needs.

I. *Economic Development (Goal 9)*

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

Finding:

As discussed in the applicant's narrative (**Attachment 2A**), the proposed comprehensive plan map amendment and zone change would increase the amount of land available on this site for economic development. The current commercially-zoned areas of 6,000 square feet on Tax Lot 800 and 10,000 square feet on Tax Lot 900 limit the potential for commercial development due to their small size and configuration. The applicant has requested that the City enlarge the commercial portion of the site to allow for sufficient area (35,600 square feet) to construct a commercial building and its associated parking and landscaping. The proposal has the potential to convert vacant land and a non-conforming residence into commercial usage, consistent with the existing zoning on the eastern portion of the site. This development would increase the number of jobs available to the community. Therefore, the proposed amendment is supportive of this Goal.

J. *Housing (Goal 10)*

Objective: *To provide for the housing needs of citizens of the state.*

Finding:

Although the western portion of this site is planned for residential use and zoned for high-density development, the presence of the floodplain severely restricts its development potential for housing. The only residential development allowed in the floodplain is single-family housing on lots with a minimum area of 20,000 square feet. Based on this standard, the subject site could currently support 3 or 4 houses. The applicant's proposal would decrease the residentially zoned area by approximately 19,600 square feet, leaving a remainder of just over 60,000 square feet zoned for residential use. Therefore, approval

of the application would diminish the City's potential for single-family detached housing by 1 dwelling unit or less, which is an insignificant effect on the overall housing supply. Furthermore there is the potential for second-floor dwelling units over a commercial development within the General Commercial zone. There will be no impact on future residential construction as it relates to applicable density requirements. Sufficient developable residentially zoned property exists within the City of Scappoose to meet the City's projected future needs. The proposed amendment would not conflict with this Goal.

K. Public Facilities and Services (Goal 11)

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

Finding:

The subject property lies within the City's downtown and has public utilities available to serve the site. Water and sewer lines are available on the adjoining streets. Commercial development of the eastern portion of the site would be able to connect to the existing infrastructure. Residential development of the western portion of the site would require the developer to extend water and sewer lines to serve the property. The City's water and wastewater treatment plants have adequate capacity to serve the site. Storm drainage facilities would be constructed as conditions of approval for future development applications.

L. Transportation (Goal 12)

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

Finding:

This Goal requires the City to prepare and implement a Transportation System Plan (TSP). The Scappoose TSP assumed that this site would be developed under the City's General Residential Comprehensive Plan and High Density Zoning designations. The site falls into Traffic Analysis Zone #10, which is an area bounded by E.J. Smith Road, NW 1st Street, J.P. West Road, and South Scappoose Creek. In 1995, this area had a population of 164 people and 63 employees, and the TSP projected a population of 319 people and 83 employees in the year 2015 based on the Comprehensive Plan designations. Street classifications were chosen accordingly.

The TSP classifies NW 1st Street as a Collector street, while Laurel Street is classified as a local street. At the time of development, the applicant would need to perform any necessary street improvements to meet City standards. Traffic analysis may be required at the time of development to determine the improvements required to protect health and safety and ensure efficient traffic circulation.

Traffic projections from future development have been computed using standard trip generation ratios published by the Institute of Transportation Engineers (see **Attachment 2G**). If the site were developed in its current plan/zone configuration, the site could be expected to generate approximately 122 average daily trips, 15 of them during the evening peak hour. If the application is approved, the site could be expected to generate approximately 247 average daily trips, 30 of them during the evening peak hour. The City does not anticipate that this level of development would cause failure of the local street network, provided that the applicant installs appropriate street improvements at the time of development. The applicant may need to submit a traffic study with future development proposals to analyze individual intersections and street segments.

Additional findings are found in Findings of Fact #2, Transportation Planning Rule.

M. Energy Conservation (Goal 13)

Objective: *To conserve energy.*

1. Land use plans should be based on utilization of the following techniques and implementation devices which can have a material impact on energy efficiency:

- a. Lot size, dimension, and siting controls;*
- b. Building height, bulk and surface area;*
- c. Density of uses, particularly those which relate to housing densities;*
- d. Availability of light, wind and air;*
- e. Compatibility of and competition between competing land use activities; and*
- f. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste.*

Finding:

The subject property is at a desirable location for commercial and residential development because its central location is close to the City's core business district. This makes it possible and convenient to meet basic daily needs close to home. This reduces the need for automobile travel and supports alternative transportation modes (walking, cycling) that are more energy efficient. The applicant's proposal would increase the likelihood of commercial development in close proximity to other commercial sites, potentially leading to trip sharing and/or carpooling, thereby reducing the number of vehicles on the road and increasing energy efficiency. The proposed comprehensive plan map amendment and zone change would permit development with the potential to create an energy-efficient land use pattern within the City's Urban Growth Boundary.

N. Urbanization (Goal 14)

Objective: *To provide for an orderly and efficient transition from rural to urban land use.*

Finding:

The subject property is at a central location within the Urban Growth Boundary and no expansion of the Urban Growth Boundary is proposed. The proposed comprehensive plan map amendment and zone change would not affect the City's Goal 14 compliance.

O. Other Goals

Finding:

The following goals are not applicable to this application:

- Willamette River Greenway (Goal 15)
- Estuarine Resources (Goal 16)
- Coastal Shorelands (Goal 17)
- Beaches and Dunes (Goal 18)
- Ocean Resources (Goal 19)

2. **The following Administrative Rule has been considered by the City of Scappoose as they pertain to this request:**

TRANSPORTATION PLANNING RULE

OAR 660 Division 12 – Transportation Planning:

660-012-0060 Plan and Land Use Regulation Amendments

(1) Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) As measured at the end of the planning period identified in the adopted transportation system plan:

(A) Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;

*(B) Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan;
or*

(C) Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.

Finding:

Analysis of the transportation impacts from the proposed annexation and zone change can be divided into four subtopics:

1. Traffic likely to be generated from development;
2. Impact of development-generated traffic on local street segments;
3. Impact of development-generated traffic on affected intersections; and
4. Transportation impact conclusions.

1. Traffic likely to be generated from development

The proposed comprehensive plan map amendment and zone change would result in a more intense development than the current plan and zone boundaries permit. As discussed in the applicant's traffic analysis (**Attachment 2G**), the proposal could be anticipated to have an increase of approximately 15 evening peak hour trips.

The Transportation System Plan (TSP) analyzed traffic throughout the City. The Traffic Analysis Zone (TAZ) bounded by E.J. Smith Road, NW 1st Street, J.P. West Road, and South Scappoose Creek encompasses the site. Based on the projected development densities envisioned in the Comprehensive Plan, the TSP anticipated that population would grow from 164 in 1995 to 319 in 2015, while employment would grow from 63 to 83. The proposed application is generally consistent with the Comprehensive Plan and the level of development analyzed in the TSP. This application would slightly increase the employment figure and decrease the population figure.

2. Impact of development-generated traffic on local street segments

Traffic to and from the site will utilize NW 1st Street, connecting either northward or southward to adjoining streets. Connections to Highway 30 may be made at any of the several streets that connect 1st Street and the highway.

This proposal does not "significantly affect" the impacted street segments (as defined by the Transportation Planning Rule) because the development levels associated with the proposal are generally consistent with the TSP traffic assumptions. However, future development of the site could require additional improvements to 1st Street or Laurel Street to maintain safety. Full determination of the required improvements would be deferred until the time of development of the site. The affected street segments appear to have adequate capacity to accommodate large volumes of traffic.

3. Impact of development-generated traffic on affected intersections

Traffic from development is likely to primarily utilize the intersections of NW 1st Street with E.J. Smith Road, Laurel Street, Watts Street, Prairie Street, West Columbia Avenue, Hall Street, and J.P. West Road. The City does not have daily, morning peak hour, or evening peak hour traffic data for these locations. However, it is not anticipated that additional traffic from development of the site would cause these intersections to fall below the City's standards requiring a Level of Service "E" or better for the minor approach at unsignalized intersections. The Columbia County Road Department was provided the opportunity to review this proposal and did not indicate that the development would pose a problem to E.J. Smith Road or J.P. West Road. The proposed application does not "significantly affect" these intersections as defined by the Transportation Planning Rule.

Traffic from development would also likely use the intersections of Highway 30 with Laurel Street, Watts Street, Prairie Street, West Columbia Avenue, Hall Street, and J.P. West Road. The City does not have daily, morning peak hour, or evening peak hour traffic data for these locations. However, it is not anticipated that additional traffic from development of the site would cause these intersections to fall below the City's standards requiring a Level of Service "E" or better for the minor approach at unsignalized intersections. The Oregon Department of Transportation was provided the opportunity to review this proposal and did not indicate that the development would pose a problem to the highway. The proposed application does not "significantly affect" these intersections as defined by the Transportation Planning Rule.

4. Transportation impact conclusions

Based on trip generation levels anticipated to occur as a result of the application (see **Exhibit 2G**), the City finds that the proposed comprehensive plan map amendment and zone change are consistent with the land uses envisioned by the Comprehensive Plan and the Transportation System Plan. Development of the site would generate on the order of 15 additional evening peak hour trips, which would have a minor impact on affected street segments and intersections.

Therefore, the proposed comprehensive plan map amendment and zone change are consistent with the Comprehensive Plan and TSP and would not require a change in the functional classification or street standards.

As spelled out by Section 5.0013 of the Scappoose Public Works Design Standards, specific development proposals may trigger the requirement for traffic analysis reports identifying projected trip generation levels, recommendations for public improvements, and access management. Any mitigation strategies prompted by the results of the traffic analysis reports would be installed as conditions of development.

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

GOAL FOR ECONOMICS

It is the goal of the City of Scappoose to:

1) Maintain conditions favorable for a growing, healthy, stable, and diversified business and industrial climate.

2) Establish greater local control over the density of local economic development.

POLICIES FOR ECONOMICS

It is the policy of the City of Scappoose to:

1) Make sufficient land available for the anticipated expansion of commercial and industrial activities.

Finding:

The subject property has been designated for Commercial and General Residential development. Unfortunately the depth of the portion planned for commercial growth has proven insufficient to lead to economic development. The applicant proposes to shift the existing boundary between the commercial and residential westward within the parcels to accommodate a commercial building site with a depth of approximately 178 feet (see **Attachment 2C**). The supporting evidence contained in the narrative (**Attachment 2A**) suggests that enlarging the commercial area would lead to development, in contrast with the current use of the commercial area for residential use and vacant land.

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.

Finding:

The subject site is located within the Downtown Overlay district and is across the street from existing commercial development. The applicant's proposal could lead to commercial development of the site to complement the existing businesses and further the implementation of the City's vision for the downtown area.

3) Encourage the filling of vacancies in the present commercial strips.

Finding:

The applicant's proposal would result in an enlarged commercially-zoned portion of the property which would then provide sufficient land for development. By contrast, the

existing vacant land on Tax Lot 800 has insufficient depth zoned for commercial uses (only 60 feet) and as a result sits vacant.

4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community as well as commute to jobs outside the County.

Finding:

The proposal would ultimately lead to commercial development that would provide additional jobs for members of the community. The site is currently partially zoned for commercial use and the applicant requests an expansion of the commercial portion to include adequate space for development.

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.

Finding:

A current assessment of the area indicates that the existing Comprehensive Plan boundary between the Commercial and General Residential districts varies depending on the location (see **Attachment 3**). Both north and south of the site, the boundary aligns with the western edge of those parcels abutting 1st Street, but within the site the boundary line appears have been selected somewhat arbitrarily. The applicant's proposal to redraw the boundary through the site to align with NW 2nd Street would allow for a commercial sector to have a depth similar to that of the parcels to the north. As a result the proposal would be consistent with existing patterns of development and compatible with the surrounding uses. The proposed amendment is supportive of this Goal.

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.

Finding:

As illustrated on **Attachments 2D and 2E**, the western portion of the site lies within the Scappoose Creek floodplain. The applicant's proposal to increase the commercially planned area would have a corresponding decrease in the residentially planned area. By reducing the residential area there is a potential reduction of one single-family residence in the floodplain. The applicant's proposal properly accounts for the floodplain location.

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.

Finding:

The lack of market interest in the site for commercial uses implies that the existing parcel size is inadequate to support commercial development and is not striking the appropriate balance between competing land uses. The applicant proposes that a more suitable land use balance would enlarge the commercial component of the site and reduce the residential component.

- 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 the residents; additionally, there should be sufficient areas for a wide range of housing choices.*

Finding:

The existing residentially-designated portion of the site would support three or four residences within the floodplain, while the requested plan amendment would allow three dwellings. Limiting residential development within the floodplain is consistent with the Goal to provide safe living areas. The proposed comprehensive plan and zoning map amendment is supportive of this Goal.

- 7) *Commercial areas should provide maximum service to the public and should be safely integrated into the physical pattern of the street.*

Finding:

The existing commercial plan designation anticipates commercial development of the site, yet development has not occurred due to the inadequate land area designated for commercial use. The proposed application would enlarge the commercial area to allow development on the site.

- 13) *A safe and convenient transportation system should be developed to meet future needs.*

Finding:

The applicant has proposed to redraw the current Commercial/General Residential boundary through the site to align with NW 2nd Street in order to allow for potential extension of 2nd Street in the future. The proposed amendment is supportive of this Goal.

- 15) *Housing that meets the local residents' basic needs should be promoted.*

Finding:

As previously discussed, the requested plan amendment would result in a potential reduction of zero or one dwelling unit in the floodplain. Limiting residential development within the floodplain is consistent with the Goal to meet residents' needs. The proposed comprehensive plan and zoning map amendment is supportive of this Goal.

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.

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.

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.

9) Encourage the transition of W. 1st into a commercial area for offices and services.

Finding:

The site is nearly unique in that it is partially designated Commercial and partially designated General Residential in the comprehensive plan.² The applicant's proposal would further the goals and policies listed above by expanding an existing Downtown commercial area on the west side of NW 1st Street to provide adequate space for development to replace an existing non-conforming residence and vacant land.

GOAL FOR TRANSPORTATION

[...]

8) To assure that roads have the capacity for expansion and extension to meet future demands.

Finding:

According to calculations provided by the applicant (**Attachment 2G**), the current plan designation would generate up to 15 total PM peak hour trips, while the proposed plan

² This is one of only two locations in the City that fall into this classification.

designation would generate up to 30 total PM peak hour trips. In the AM peak hour, 14 trips would be generated for the current scenario and 29 trips would be generated for the proposed scenario. On a daily count, the current plan would generate up to 122 daily trips and the proposed plan would generate up to 247 daily trips. In each case, re-designating the land would result in traffic levels that would have a limited overall impact on the surrounding roadways. Neither ODOT staff nor Columbia County Road Department staff objected to the proposal.

GOAL FOR PUBLIC FACILITIES AND SERVICES

- 1) *Provide the public facilities and services which are necessary for the well being of the community and which help guide development into conformance with the Comprehensive Plan.*
- 2) *Direct public facilities and services, particularly water and sewer systems, into the urban growth area.*

POLICIES FOR PUBLIC FACILITIES AND SERVICES

- 1) *Design urban facilities and services, particularly water and sewer systems, to eventually serve the designated urban growth area; also, ensure that services are provided to sufficient vacant property to meet anticipated growth needs; also, develop a design review process to insure that public services and facilities do not unreasonably degrade significant fish and wildlife habitats.*

Finding:

The public facility requirements of future development of the site would not be appreciably impacted by the proposed comprehensive plan boundary realignment. The existing public infrastructure on adjoining streets have been sized to accommodate development of this site and surrounding properties. Any upgrades necessitated by development would be installed at the developer's expense.

The applicable goals and policies for public facilities are satisfied.

GOAL FOR HOUSING

- 1) *Increase the quantity and quality of housing for all citizens.*
- 2) *Locate housing so that it is fully integrated with land use, transportation and public facilities.*
- 4) *Protect residential areas from conflicting land uses, unnecessary through traffic, or other undesirable influences.*

POLICIES FOR HOUSING

It is the policy of the City of Scappoose to:

- 2) *Limit housing in hazardous areas as well as in significant fish and wildlife areas.*

Finding:

The applicant proposes to decrease the amount of residentially-planned land by approximately 19,600 square feet, which would have the net effect of decreasing the total number of allowable houses in the floodplain by one unit. Limiting the number of houses in the floodplain furthers the City's goals of providing safe housing locations for its residents and limiting undesirable influences. The Development Code would require appropriate screening between any future commercial parking lots on site and adjoining residential development. The applicable goals and policies for housing are satisfied.

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.*

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.*

Finding:

The western portion of the site is a hazard area due to the presence of the floodplain. Consequently, the site is not suitable for high-density development and the City's land use regulations restrict development to single-family residences on 20,000-square foot lots. The applicant proposes to reduce the area designated General Residential, which would diminish the number of allowable single-family residences in the flood hazard area.

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

Chapter 17.22 AMENDMENTS TO THE TITLE, COMPREHENSIVE PLAN, AND MAPS

17.22.010 Purpose. The purpose of this chapter is to set forth the standards and purposes governing legislative and quasi-judicial amendments to this title, the acknowledged comprehensive plan, and the related maps.

17.22.030 Quasi-judicial amendments. Quasi-judicial amendments shall be in accordance with the procedures set forth in Chapter 17.162 and the following:

A. The commission shall make a recommendation to the Council to approve, approve with conditions or deny an application for a quasi-judicial comprehensive plan map amendment or zone changes based on the following:

- 1. The applicable comprehensive plan policies and map designation;*
- 2. The change will not adversely affect the health, safety and welfare of the community;*
- 3. The applicable standards of this title or other applicable implementing ordinances;*
and
- 4. Evidence of change in the neighborhood or community or a mistake or inconsistency with the comprehensive plan or zoning map as it relates to the subject property.*

B. The council shall decide the applications on the record.

C. A quasi-judicial application may be approved, approved with conditions or denied.

Finding:

1. THE APPLICABLE COMPREHENSIVE PLAN POLICIES AND MAP DESIGNATION

The proposed comprehensive plan map amendment and zone change would shift the existing plan and zone boundary westward within the site to increase the size of developable commercial land on a site that is currently split-zoned. The proposed change would allow a commercial use to redevelop the site. The request is consistent with applicable Comprehensive Plan policies and zoning map designations as previously discussed. The change would permit compatible commercial development near existing commercial and residential uses. The applicable comprehensive plan policies are outlined above. The proposal would not introduce new uses to the site that might disrupt the City's overall development plan for this area.

2. THE CHANGE WILL NOT ADVERSELY AFFECT THE HEALTH, SAFETY AND WELFARE OF THE COMMUNITY;

The applicant's proposal would eliminate the current ambiguity of the boundary between two abutting comprehensive plan designations, particularly if the applicant followed through with a property line adjustment in the future to align with the proposed new boundary location. In its current form, this specific site is not conducive to commercial

use due to the limited portion of the site that is planned and zoned for commercial development. The proposed realignment of the boundary would foster economic development consistent with the City's overall plan for 1st Street. The potential reduction of one housing unit in the floodplain would further the City's objective of limiting the number of residences in flood-prone areas to minimize property damage.

Based on the evidence provided by the applicant and the findings outlined above, the City can conclude that the proposal would not adversely affect health, safety, and welfare.

3. THE APPLICABLE STANDARDS OF THIS TITLE OR OTHER APPLICABLE IMPLEMENTING ORDINANCES;

The proposed map amendment and zone change are policy decisions subject to guidance by the full policy framework established by the Oregon Statewide Land Use Planning Goals and associated Oregon Administrative Rules (OAR), and by the Scappoose Comprehensive Plan and Development Code. Full discussion of the applicable standards is found in this staff report. The analysis demonstrates consistency and compliance with all applicable approval standards.

4. EVIDENCE OF CHANGE IN THE NEIGHBORHOOD OR COMMUNITY OR A MISTAKE OR INCONSISTENCY WITH THE COMPREHENSIVE PLAN OR ZONING MAP AS IT RELATES TO THE SUBJECT PROPERTY.

This approval standard is perhaps the most relevant consideration in regards to the application. As illustrated on **Attachment 2B**, the site currently has two zoning designations and two plan designations. The Comprehensive Plan map only has two locations that are partially designated Commercial and partially designated General Residential, so this site is somewhat unique.

The eastern 6,000 square feet of Tax Lot 800 is planned and zoned for commercial development, with the remaining 63,658 square feet planned and zoned for residential development. The eastern 10,000 feet of Tax Lot 900 is planned and zoned for commercial development, with the remaining 16,570 square feet planned and zoned for residential development. These boundaries appear somewhat arbitrary in that they do not align with parcel boundaries and do not allow for parcel sizes that meet minimum standards for development. By contrast, the plan and zone boundaries north and south of the site do align with parcel boundaries. This arbitrary plan boundary was an inconsistency and mistake that has been in place since the comprehensive plan was adopted but which has not been addressed until this time due to the use of the property for a residence. Now, with a commercial development in mind, the applicant requests that the mistake be remedied.

The applicant proposes to align the new plan and zone boundary with the eastern edge of NW 2nd Street (see **Attachment 2C**) and discusses the possibility of a future property line

adjustment to align the parcel boundary with this boundary (an illustration of this proposal is included as **Attachment 2F**). This would result in a more logical plan boundary than the current location. The applicant's proposal would result in a commercial area of 35,600 square feet and a residential area of 60,628 square feet.

Furthermore, the presence of the floodplain on the site already limits the amount of residential development that could occur and the proposal to reduce the residential portion would maintain or reduce by one the number of houses that could be built. The A-1 high density zoning has been in place on the property longer than the City's more restrictive set of floodplain development regulations, so although the site was originally planned for high density development, it could no longer develop at a high density due to the minimum parcel size of 20,000 square feet in the floodplain.

The proposed plan amendment and zone change would allow the commercially zoned areas of Tax Lots 800 and 900 to meet the requirements of both General Commercial zoning as well as the floodplain lot size requirements. It would eliminate the existing non-buildable areas of both lots and maximize the possibility for both commercial and housing development allowed in the flood plain.

Chapter 17.62 C GENERAL COMMERCIAL

17.62.030 Permitted uses. In the general commercial zone, activities shall be conducted within an enclosed structure or building and are subject to Chapter 17.120, Site Development Review. Only the following uses and their accessory uses are permitted outright:

[...]

C. Convenience sales;

[...]

F. Dwelling units located on the second floor of the commercial structure;

G. Eating and drinking establishments;

[...]

I. Financial, insurance and real estate services;

J. Food and beverage retail sales;

K. General retail sales;

[...]

P. Medical and dental services;

[...]

T. Personal services, general;

[...]

V. Professional and administrative services;

W. Public agency administrative services;

Finding:

A variety of uses are permitted in the General Commercial zoning district, including those uses listed above. The applicant has requested that the portion of the site zoned for commercial development be enlarged by approximately 19,600 square feet. The applicant anticipates constructing an office building associated with a financial institution. Section 17.62.030 is satisfied.

Chapter 17.56 A-1 HIGH DENSITY RESIDENTIAL

17.56.030 Permitted uses.

B. In the A-1 zone within the Scappoose Creek Flood Plain only uses listed in Section 17.84.040 shall be permitted.

17.56.050 Dimensional requirements. A. The minimum lot area shall be:

1. Five thousand square feet for the first two attached units and two thousand square feet [...]

3. Twenty thousand (20,000) square feet for a single-family detached dwelling unit when located inside of the Scappoose Creek Flood Plain. No other residential uses are permitted in the Scappoose Creek Floodway fringe.

Finding:

If the City approves the applicant's request, the western portion of the site within the floodplain would continue to be zoned A-1, in which the only permitted residences would be single-family detached units on lots with at least 20,000 square feet. The application would decrease the potential for housing in the floodplain by one dwelling unit. Lot sizes, lot width, and setbacks shall meet the minimum requirements of the Planned Development overlay at the time of development of each lot. Sections 17.56.030 and 17.56.050 are satisfied.

Chapter 17.80 DOWNTOWN OVERLAY

17.80.040 Dimensional requirements. A. Base zoning dimensions are not applicable within the downtown overlay.

B. No minimum lot area shall be required.

C. No minimum lot width shall be required.

D. No minimum setbacks shall be required for buildings, except as necessary to maintain visual clearance areas at unsignalized intersections.

E. No building shall exceed thirty-five feet in height.

Finding:

This site lies within the Downtown Overlay due to its location on NW 1st Street. Although the Downtown Overlay allows parcels to be of any shape and size, the existing commercially-zoned areas on this site are inadequate to allow for viable commercial development. The applicant proposes to enlarge the commercially-zoned area to allow

construction of a commercial structure consistent with the Downtown Overlay standards. Section 17.80.040 is satisfied.

Chapter 17.84 SENSITIVE LANDS--FLOODING

17.84.040 Permitted uses.

B. The following uses shall be permitted in special flood hazard areas and shall require a development permit under this Chapter in addition to any applicable federal, state or county permits:

- 1. Residential zones: A single-family detached dwelling or a single-family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter;*
- 2. Commercial and Industrial zones: Permitted uses of the underlying zone and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter;*

Finding:

Due to the presence of floodplain on a portion of the site (see **Attachments 2B-2E**), the Sensitive Lands—Flooding provisions restrict development to lots over 20,000 square feet if structures would be placed in the floodplain. Any future development within the floodplain would need to comply with the applicable floodplain regulations and development standards. Section 17.80.040 is satisfied.

Chapter 17.162 PROCEDURES FOR DECISION MAKING--QUASI-JUDICIAL

17.162.090 Approval authority responsibilities. [...]

C. The planning commission shall conduct a public hearing in the manner prescribed by this chapter and shall have the authority to approve, approve with conditions, approve with modifications or deny the following development applications:

[...]

2. A quasi-judicial comprehensive plan map amendment except the planning commission's function shall be limited to a recommendation to the council. The commission may transmit their recommendation in any form and a final order need not be formally adopted;

3. A quasi-judicial zoning map amendment shall be decided in the same manner as a quasi-judicial plan amendment; [...]

Finding:

The applicant has requested the concurrent review of a comprehensive plan map amendment and a zone change. The Planning Commission recommends that the City Council approve the applicant's request. Section 17.162.090(C) is satisfied.

RECOMMENDATION

The applicant has not proposed to introduce a new plan designation onto a parcel currently planned for a different use. Rather, the proposed comprehensive plan map amendment and zone change would address a nearly-unique dual-zoned property by realigning an existing arbitrary boundary between commercial and residential plan districts. This action would remedy an inconsistency in the current comprehensive plan map. The applicant's proposal would increase the likelihood of development of vacant commercial land and the removal of a nonconforming residential structure within the existing commercially-zoned area. The proposal would have limited negative effects on the neighborhood and would further the City's goal of economic development on a site currently zoned General Commercial which has gone undeveloped due to site constraints. The application would also limit residential development within the flood hazard area, thereby minimizing the potential for property damage in that area.

For these reasons, and based on the Findings of Fact and the materials submitted by the applicant, staff and the Planning Commission recommend that the City Council **APPROVE** CPA1-09/ZC1-09.

Vicinity Map

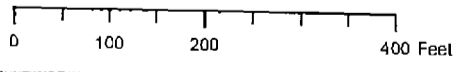
Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

Location: 52677 NW 1st Street

Columbia County Assessor Map: 3212-BD-00800 & 3212-BD-00900



- Legend**
- Streets
 - Taxlots Boundary



Attachment 2A

PLAN AMENDMENT AND ZONE CHANGE

ST. HELENS COMMUNITY FEDERAL CREDIT UNION OFFICE EXPANSION

**Submitted to:
City of Scappoose
Community Development Center**

**Submitted on Behalf of:
St. Helens Community Federal Credit Union**

**Prepared by:
Lower Columbia Engineering**

August 2009

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I. PROPOSAL SUMMARY INFORMATION

**City of Scappoose
File No:**

CPA 1-09/ZC 1-09

Applicant:

St. Helens Community Federal Credit Union
Jeff Schwarz, President/CEO
1720 St. Helens Street
St. Helens, Oregon 97051
Phone: (503) 397-2376

**Applicant's
Representative:**

Lower Columbia Engineering
Steve Alexander
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St. Helens, Oregon 97051
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Owner:

Tax Lot 3212-BD-00800
Al Grabhorn
55585 Columbia River Hwy
Scappoose, Oregon 97056

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Al Grabhorn
55585 Columbia River Hwy.
Scappoose, Oregon 97056

Requests:

Zone Change and Map Amendment

Location:

Scappoose, Oregon – near the corner of NW 1st St. and NW Laurel St.

Legal Description:

Tax lot 3N2W12BD 800 and Tax lot 3N2W12BD 900

Plan Designation:

Lot 800 Commercial and General Residential (split zoned)

Lot 900 Commercial and General Residential (split zoned)

Zoning Designation:

Lot 800 C (General Commercial) & A-1 (High Density Residential)

Lot 900 C (General Commercial) & A-1 (High Density Residential)

II. PROJECT PROPOSAL AND BACKGROUND

The Scappoose branch of the St. Helens Community Federal Credit Union (SHCFCU) is located between NW 1st Street and the Columbia River Hwy and adjacent to NW Laurel Street. SHCFCU is seeking approval from the City of Scappoose to expand their existing facility across the street from their existing office. SHCFCU has been very successful over the past several years. They have grown in several metrics including assets, loans, deposits, members and employees. With this growth, they have saturated their existing facilities. In their strategic planning SHCFCU has determined that an expansion is necessary. Their strategic plan calls for a growth from present levels to be approximately fifty percent in total assets over the next five years. They believe this is attainable because it mirrors their growth rate over the past five years. Although the economy is currently enduring a recession, SHCFCU growth rate hasn't tapered off because credit unions are viewed very positively by the general public.

SHCFCU's tentative plan is to build an office to serve as their administrative/training center on the west side of NW 1st Street. Retail operations would continue to be served at the current branch location as well as their other three retail facilities. SHCFCU is interested in building the administrative/training center office on the two lots that are across the street from the existing branch location on NW 1st Street. The convenience of being next door to their busiest branch makes good business sense. SHCFCU firmly believes that the majority of their future growth potential will be in Scappoose and the south end of Columbia County. They are excited about establishing a greater presence in the community.

The two lots SHCFCU would like to build on are split zoned parcels of land. A portion of both lots are zoned C General Commercial and the remainder of the lots are zoned A-1 High Density Residential. The applicant is requesting a small extension of the existing General Commercial boundary lines in both lots. This would require a zone change from A-1 High Density Residential to C General Commercial for a portion of each of the subject lots. The area of the existing General Commercial zone in both parcels is not large enough to accommodate the new SHCFCU office. The small extension of the General Commercial zone on the lots would allow SHCFCU to expand and remain in its excellent location in the commercial zone on the NW side of Scappoose.

St. Helens Community Federal Credit Union (SHCFCU) was originally founded in 1938 to serve the employees of the St. Helens Pulp and Paper Company and the Jaite Company. It was formed as a member-owned non-profit cooperative to help meet the financial needs of these employees and their families. Over the years SHCFCU has expanded their field of membership, which currently includes anyone who lives, works, attends school, volunteers, or worships in Columbia County or Sauvie Island, Oregon. The name of the credit union was changed to St. Helens Community Federal Credit Union in 1989 in order to better reflect its membership base. Currently, they have branches in St. Helens, Scappoose, Rainier, and Clatskanie and serve over 14,250 members in the County. SHCFCU is pleased to continue serving the Scappoose Community and is excited by the prospect of expanding its office to accommodate future growth within the community.

Based on a pre-application conference held with the City of Scappoose City Planner on July 8, 2009, there are a number of steps that will be required in order for the City of Scappoose to approve the proposed zone changes. Those steps are outlined below:

Plan Amendment and Zone Change.

As mentioned above, the two lots SHCFCU would like to build their administrative/training center office on are split zoned, with an existing C General Commercial portion adjacent to NW 1st Street and the remainder of the lots to the west being A-1 High density Residential. In order to accommodate the new SHCFCU office, the applicant is requesting an extension of the existing General Commercial boundary lines in both lots. This would require a zone change from A-1 High Density Residential to C General Commercial for a portion of each lot.

Per the City of Scappoose City Planner, the Applicant must apply for a Comprehensive Plan Map Amendment and Zone Change. The City of Scappoose Zoning Ordinance Chapter 17.22 – Amendments to the Title, Comprehensive Plan and Maps, outlines the procedures to be followed. A major map amendment is defined as a zone change that requires the Comprehensive Plan Map to be amended in order for the new zone to be consistent with the Comprehensive Plan. The existing zoning in the modified area of each lot is currently zoned A-1, High Density Residential. The requested zoning is C General Commercial. In order for the General Commercial zone to be consistent with the Comprehensive Plan, the plan designation must be amended to General Commercial.

Site Development Review

The Applicant will submit for Site Development Review approval under a separate application once the zone change approval has been secured.

Property Line Adjustment

The Applicant will submit for a property line adjustment under a separate application once the zone change approval has been secured.

III. CONFORMANCE WITH CITY OF SCAPPOOSE ZONING ORDINANCE

General Commercial Zone

Lot 800 and Lot 900 are split zoned parcels of land. Lot 800 is zoned C General Commercial within approximately 60 feet of NW 1st Street and the remainder of the lot is zoned A-1 High Density Residential. Lot 900 is zoned C General Commercial within 100 feet of West Street and the remainder of the lot is zoned A-1 High Density Residential. See attached Exhibit A.

The applicant is requesting an extension of the existing General Commercial boundary lines in both lots. This would require a zone change from A-1 High Density Residential to C General Commercial. See attached Exhibit B. The City of Scappoose Zoning Ordinance Chapter 17.62 outlines the purpose of the General Commercial zone. It provides a list of uses allowed in the zone, and contains standards for development within the zone. Those standards are addressed below to demonstrate how the proposed use is consistent with the General Commercial designation.

17.62.010 Purpose. The purpose of the general commercial zone is to provide for a concentrated, central commercial, office and major retail goods and services area with opportunities for employment and business and professional services in close proximity to residential services and located adjacent to arterial or collector streets.

17.62.30 Permitted uses.

I. Financial, insurance and real estate services.

Response

St. Helens Community Federal Credit Union is a financial institution serving the needs of the Scappoose Community and Columbia County since 1938. It meets the criteria of permitted uses under General Commercial. With the extension of the existing General Commercial zone in lots 800 and 900, the SHCFCU will be centrally located in the NW commercial zone adjacent to NW 1st Street, a collector street in the NW commercial zone. It will border the NW A-1 High Density Residential zone. SHCFCU offers employment opportunities to the community and provides business and professional services to the community, and meets the criteria of the General Commercial zoning.

17.62.050 (A), (B), (C), (D) and (E) Dimensional requirements-Commercial use.

Response

The Downtown Overlay-17.80 supercedes the dimensional requirements of General Commercial-17.62. The SHCFCU's new administrative/training center meets the primary purpose of the Downtown Overlay as well as its dimension requirements.

17.80.010 Purpose. The purpose of the Downtown Overlay is to encourage the preservation, improvement and renewal of the existing business district of the city maintaining a center of commercial and civic activity for the community.

The SHCFCU has been an integral part of the business community in Scappoose and Columbia County

since its formation in 1938. The credit unions continued growth is a benefit to the community and to the commercial zone along NW 1st Street.

17.80.040 Dimensional requirements.

- A. Base zoning dimensions are not applicable within the downtown overlay.**
- B. No minimum lot area shall be required.**
- C. No minimum lot width shall be required.**
- D. No minimum setbacks shall be required for buildings, except as necessary to maintain visual clearance areas at unsignalized intersections.**
- E. No building shall exceed thirty-five feet in height.**

Response

The new SHCFCU administration/training center will meet all the dimensional requirements of section 17.80.040.

The proposed future building will not exceed the minimum standards for building height. The maximum height requirement will be met.

As part of Site Development Review (under a separate application) the proposed project will conform with the design guidelines of the City of Scappoose Downtown Overlay – Chapter 17.80.

Zone Change

The City of Scappoose Development Code provides the criteria that are used to evaluate a proposed major map amendment. The discussion below demonstrates how the proposed extension of the existing General Commercial zone in lots 800 and 900 is consistent with those criteria.

17.22.030 Quasi-judicial comprehensive plan map amendment or zone change based on the following:

1. The applicable comprehensive plan polices and map designation.

Response

Only applicable Goals and Policies from the Comprehensive Plan are included in this section.

CITY OF SCAPPOOSE GENERAL GOALS AND POLICIES

- **Economics.** It is a goal of the City of Scappoose to maintain conditions favorable for a growing, healthy, stable, and diversified business and industrial climate.

The St. Helens Community Federal Credit Union new office/training center meets the following policies of the City of Scappoose:

- 1) Make sufficient land available for the anticipated expansion of commercial and industrial activities.
- 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 filling of vacancies in the present commercial strips.
- 4) Encourage the expansion of employment opportunities within the urban area, so residents can work within their community as well as commute to jobs outside the County.

The St. Helens Community Federal Credit Union currently employs 62 staff members in its Columbia County branches. There are 19 full time employees in the Scappoose branch. SHCFCU has grown in several metrics including assets, loans, deposits, members and employees. With this growth, they have saturated their existing facilities. In their strategic planning SHCFCU has determined that an expansion is necessary. Their strategic plan calls for a growth from present levels to be approximately fifty percent in total assets over the next five years. They believe this is attainable because it mirrors their growth rate over the past five years. The construction of the office/training center in Scappoose will enable SHCFCU to remodel their current retail location in Scappoose (as well as St. Helens). This is part of their strategic plan for growth. SHCFCU will re-locate its internal office staff, such as accounting and human resources, into the new office/training center in Scappoose. This will create available space within each of the existing branches for remodel and growth potential. Projected growth will increase the need for additional employees. SHCFCU estimates adding up to 10 employees in the next five years. The management and staff are paid competitive salaries, ranging from \$20,000 to \$125,000 annually. This includes the range of staff from hourly employees through middle and senior management positions. There are a wide range of employment opportunities available to residents within the community. SHCFCU is locally owned and 90% of their

current employees are residents of Columbia County. As such, revenue that is generated from the business is more likely to be circulated locally. The proposed zone change will allow the business to continue to provide living wage jobs within the City of Scappoose and the county and will ensure its future economic viability.

SHCFUCU is interested in building the administrative/training center office on the two lots that are across the street from the existing branch location on NW 1st Street. The convenience of being next door to their busiest branch makes good business sense. SHCFUCU firmly believes that the majority of their future growth potential will be in Scappoose and the south end of Columbia County. They are excited about establishing a greater presence in the community.

- Public Facilities and Services. These policies require that adequate types and levels of public facilities and services be provided concurrent with the development.

The subject properties receive water from the public water supply of the City of Scappoose. The lots are also part of the City of Scappoose sewer system. SHCFUCU new administrative office development of these properties will not create any unforeseen additional burdens on the existing water and sewer systems. The new development will provide adequate drainage at the time of initial construction in accordance with the Scappoose Storm System Master Plan. Water, sewer, street and other improvements required by the City of Scappoose will be installed as part of the initial construction.

- Transportation. The transportation policies are intended to comply with Statewide Planning Goal 12- Transportation in the provision of an efficient, safe, and diverse transportation system throughout the county.

The policy most relevant here is OAR Section 660-012-0060 (Plan and Land Use Regulation Amendments). Due to the fact that both the subject lots are already partially zoned General Commercial, and the requested zone changes are a reasonable increase in the existing area of the General Commercial zone, the traffic and transportation impact changes are minimal to the lots. Please see attached Exhibit F letter from the Traffic Engineer.

There are other transportation goals and policies that will be implemented as a result of the zone change. For example, NW 1st Street will be enhanced by the planting of street trees and other landscape plantings as a result of the new administrative/training center building and the requirements of the Downtown Overlay plan. As a result of City of Scappoose Site Development Review, recommended road improvements will be implemented at the time of approval of the development application which are consistent with the transportation policies.

- Housing. These policies address issues of the quantity and quality of housing for all citizens.

Current Lot 800 zoning:

<u>Zoning</u>	<u>Area</u>	<u>Housing units allowed</u>
A-1 High Density Residential	63,658 square feet	(3) single family dwellings allowed (because of flood plain limitations)

C	General Commercial	<u>6,000 square feet</u>	non-buildable lot size
	Total	69,658 square feet	(The Downtown Overlay supercedes 17.62.050 and allows for less than 10,000 SF required by GC)

Although lot 800 is partially zoned high density residential, almost the entire A-1 zoned area is in the Scappoose Creek Flood Plain. See Exhibits A, C and D. None of the permitted uses as listed in 17.56.030 (A) are allowed in the A-1 zoned area of the lot due to the flood plain. Chapter 17.84 – Sensitive Lands—Flooding defines the permitted uses in the Scappoose Creek Flood Plain. According to 17.84.040 (B)(1), a single-family dwelling or single family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter are allowed. Thus, three single family dwelling units are allowed on this A-1 zoned portion of the lot.

The existing General Commercial zone is only 6,000 square feet. Although the Downtown Overlay supercedes 17.62.050 and allows for less than the 10,000 square feet required by General Commercial, the limited size of this lot makes it nearly unbuildable. It does not meet the minimum commercial lot size requirements of 17.84.040 (B)(2), permitted commercial uses in the flood plain.

Current Lot 900 zoning:

Zoning	Area	Housing units allowed
A-1 High Density Residential	16,570 square feet	non-buildable in flood plain as zoned (17.84.040 (B)(1) requires minimum of 20,000 square feet in Scappoose Creek Flood plain)
C General Commercial	<u>10,000 square feet</u>	(see comments below)
Total	26,570 square feet	

The currently zoned A-1 area of Lot 900 is also in the Scappoose Creek Flood Plain. See Exhibits A,C and D. None of the permitted uses as listed in 17.56.030 (A) are allowed in the A-1 zoned area of the lot due to the flood plain. Chapter 17.84 – Sensitive Lands—Flooding defines the permitted uses in the Scappoose Creek Flood Plain. According to 17.84.040 (B)(1), a single-family dwelling or single family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter are allowed. Thus, the existing A-1 zoned portion of the lot is not large enough to build a dwelling as it is only 16,570 square feet.

The existing General Commercial zone is 10,000 square feet and meets the minimum lot size requirements for General Commercial zoning. According to 17.62.030 (F) dwelling units located on the second floor of the commercial structure are allowed. However, it does not meet the minimum commercial lot size requirements of 17.84.040 (B)(2), permitted commercial uses in the flood plain.

With Proposed zoning change:

The zone change would allow an extension of the existing commercial zone line in lots 800 and 900. The Applicant would combine the areas of C General Commercial zoning in lots 800 and 900, and combine the areas of A-1 High Density Residential zoning in lots 800 and 900 for the mutual benefit of housing as well as the commercial sector. The following combined areas assume a lot line adjustment after successfully completing the plan map amendment. The Applicant will submit for the lot line adjustments under a separate application once the zone change and plan amendment have been secured. See Exhibits B and E.

Lots 800 and 900 provide:

Zoning	Area	Housing units allowed
A-1 High Density Residential	60,628 square feet	(3) single family dwellings allowed (because of flood plain limitations)
C General Commercial	35,600 square feet	(see comments below)
Total	96,228 square feet	

The number of units allowed in the A-1 zoned area would allow the same number of units as is allowed under the current zoning. There would be no net loss or gain from the change in the A-1 area.

However, the number of potential housing units would greatly increase in the new General Commercial zone. In Chapter 17.84 Sensitive Lands—Flooding, we are allowed in Commercial zones per 17.84.040 (B)(2) to uses of the underlying zone and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter. According to General Commercial 17.62.030 (F) dwelling units located on the second floor of the commercial structure are allowed.

By reasonably increasing the existing commercial zoning in lots 800 and 900, and combining the two commercial lots, we have increased the lot size to 35,600 square feet. This places the square footage above the minimum square footages required by 17.84.040 (B)(2), and allows for housing units above any commercial structure. This would not be possible if the existing A-1 zoning were to remain. The possibility of these additional housing units would also not occur unless we move the existing commercial boundary in both lots. The extension of the C General Commercial zone allows housing possibilities to the community in the flood plain that are not allowed in the A-1 zone. The zone change increases the housing possibilities within the community.

- Natural Factors and Local Resources. These policies address issues that maintain, and where possible, enhance air, water and land resources of the Scappoose area.

The economic benefits to the community of the SHFCU administrative office and training center were addressed in the section on economics. SHFCU is a clean industry. It does not have a negative impact on the air, water and land resources of the community. It is also important to note that as a direct result of providing jobs within the community, commute times and distances are greatly reduced, which benefits air quality and conserves our natural resources.

On site and off site storm water drainage is an important issue to the community. SHCFCU will work with the City of Scappoose to provide an adequate storm drainage system in accordance with the Scappoose Storm System Master Plan.

As discussed in the section on housing, lots 800 and 900 are in the Scappoose Creek Flood Plain. The extension of the existing commercial zone line allows for a balanced use of the land resource that benefits both the financial health of the community, its housing opportunities and also recognizes the importance of Scappoose Creek as a natural resource. The zone change creates housing opportunities that do not currently exist with the current A-1 zoning, yet, follows all the important guidelines as stated in Chapter 17.84-Sensitive Lands—Flooding.

CITY OF SCAPPOOSE LAND USE GOALS AND POLICIES

Only applicable Land Use Goals and Policies from the Comprehensive Plan are included in this section.

- General Goals of the City of Scappoose for Land Uses. There are two primary applicable goals that affect the subject properties.

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.

See General Residential response this section.

7) Commercial areas should provide maximum service to the public and should be safely integrated into the physical pattern of the street.

See Commercial response this section.

- General Residential.
Please see City of Scappoose General Goals and Policies – Housing (in this document).

It is a goal of the City of Scappoose to create conditions suitable for higher concentrations of people in proximity to public services, shopping, transportation and other conveniences. As noted in the Housing Section, the areas in the lots 800 and 900 that are zoned A-1 are in the Scappoose Creek Flood Plain. See Exhibits A,C and D. None of the permitted uses as listed in 17.56.030 (A) are allowed in the A-1 zoned area of the lot due to the flood plain. Chapter 17.84 – Sensitive Lands—Flooding defines the permitted uses in the Scappoose Creek Flood Plain. According to 17.84.040 (B)(1), a single-family dwelling or single family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter are allowed.

The zone change would allow an extension of the existing commercial zone line in lots 800 and 900. The Applicant would combine the areas of C General Commercial zoning in lots 800 and 900, and combine the areas of A-1 High Density Residential zoning in lots 800 and 900 for the mutual benefit of housing as well as the commercial sector. The combined areas assume a lot

line adjustment after successfully completing the zone change and plan map amendment. The Applicant will submit for the lot line adjustments under a separate application once the zone change has been secured. See Exhibits B and E.

By reasonably increasing the existing commercial zoning in lots 800 and 900, and combining the two commercial lots, we have increased the commercial lot size to 35,600 square feet. This places the square footage above the minimum square footages required by 17.84.040 (B)(2), in the flood plain, and allows for housing units above any commercial structure. This would not be possible if the existing A-1 zoning were to remain in these areas. The possibility of these additional housing units would also not occur unless we move the existing commercial boundary in both lots. The extension of the C General Commercial zone allows housing possibility to the community in the flood plain that are not allowed in the A-1 zone as well as meeting the zoning requirements of General Commercial. The zone change increases both the housing and commercial development possibilities within the community. This zone change meets the goal of creating a higher concentration housing option close to city services, shopping and transportation.

- Commercial. It is a goal of the City of Scappoose to encourage filling in vacancies in present commercial strips, to locate business activities in clusters for the convenience of the public to be served and to encourage the transition of NW First into a commercial area for offices and services.

Lot 800, as currently shown on the City of Scappoose zoning map, has a General Commercial zoned area of 6,000 square feet. See Exhibit A. Although the Downtown Overlay supercedes 17.62.050 and allows for less than the 10,000 square feet required by General Commercial, the small size of this lot provides limited options for commercial use. It is a marginally usable commercial lot as it is currently zoned. The requested extension of the General Commercial zoning line on lots 800 and 900 would allow sufficient area to develop the new offices or other permitted commercial uses. See Exhibit B and E. Lot 900, as shown on the City of Scappoose zoning map, has a Commercial zoned area of 10,000 square feet. The zone change would allow the extension of lots 800 and 900 and thereby allow the commercial development of both these lots. SHCFCU new office on these two commercial lots would encourage the goal of transitioning NW 1st Street into a commercial area for offices and services.

The proposed zoning change would allow the commercially zoned areas of lots 800 and 900 to meet the requirements of both C General Commercial zoning as well as the lot size requirements for Chapter 17.84 Sensitive Lands-Flooding. It would eliminate the existing non-buildable areas of both lots 800 and 900 and maximize the possibility for both commercial and housing development which is allowed in the flood plain.

SHCFCU tentative plan is to build an office to serve as their administrative/training center on the west side of NW 1st Street. Retail operations would continue to be served at the current branch location as well as their other three retail facilities. SHCFCU is interested in building the administrative/training center office on lots 800 and 900, which are directly across the street from the existing branch location on NW 1st Street. The convenience of being next door to their busiest branch makes good business sense. SHCFCU firmly believes that the majority of their future growth potential will be in Scappoose and the south end of Columbia County. They are excited about establishing a greater presence in the community. The zone change, and the

development of the two subject lots, meets the City's goal of filling in vacancies in existing commercial strips and locating business activities in clusters for the convenience of the public served.

STATE-WIDE GOALS

Only applicable State-wide Goals from the Comprehensive Plan are included in this section.

- Goal 1 Citizen Involvement. As part of the major map amendment and zone change land use process, public hearings will be held before the Planning Commission and the Council. Surrounding neighbors within 200 feet of lots 800 and 900 will receive official notice from the City informing them of the proposal and scheduled hearing dates. Those neighbors, and any other interested parties, will have the opportunity to comment in writing prior to the hearings, or in person at the hearings. Those comments become part of the public record.

The Applicant mailed a flyer to all property owners within 200 feet of the two sites which provided a brief overview of the proposed location of the new SHCFCU training office. The flyer also included a schematic site plan of the site. The Applicant provided contact information on the flyer and welcomed discussion of any concerns or questions that their neighbors might have regarding the training center office.

- Goal 2 Land Use Planning. The City of Scappoose has established a land use planning process for evaluating decisions and actions related to comprehensive plan amendments and zone changes consistent with State-Wide Goals. The basis for decisions and actions related to land use are explained in 17.22 –Amendments to the Title, Comprehensive Plan, and Maps.

The two lots SHCFCU would like to build on are split zoned parcels of land. A portion of both lots are zoned C General Commercial and the remainder of the lots are zoned A-1 High Density Residential. The applicant is requesting a small extension of the existing General Commercial boundary lines in both lots. This would require a zone change from A-1 High Density Residential to C General Commercial for a portion of each of the subject lots. The criteria that must be met in order for the City of Scappoose to approve a plan amendment and zone change are:

17.22.030 Quasi-judicial amendments

1. The applicable comprehensive plan policies and map designation;
2. The change will not adversely affect the health, safety and welfare of the community;
3. The applicable standards of this title or other applicable implementing ordinances; and
4. Evidence of change in the neighborhood or community or a mistake or inconsistency with the comprehensive plan or zoning map as it relates to the subject property.

The discussion in section III of this narrative demonstrates that the proposed zone change and plan amendment are consistent with these criteria as well as the applicable State-Wide Goals.

- Goal 6 Air, Water and Land Resource Quality. Goal 6 states that all waste and process discharges from a development (including solid waste, noise, and water pollutants) must not violate state or federal environmental standards. Relevant to the proposed development of lots 800 and 900 are potential stormwater issues. The Applicant will address this element as follows:

The subject properties receive water from the public water supply of the City of Scappoose. The lots are also part of the City of Scappoose sewer system. SHCFCU new administrative office development of these properties will not create any unforeseen additional burdens on the existing water and sewer systems. The new development will provide adequate drainage at the time of initial construction in accordance with the Scappoose Storm System Master Plan. Water, sewer, street and other improvements required by the City of Scappoose will be installed as part of the initial construction. The Applicant will address stormwater treatment for the impervious areas that will be created with the proposed project. A stormwater treatment and erosion control plan must be included with the Site Design Review application to ensure that no water quality impacts occur as part of the proposed expansion.

- Goal 7 Protect life and improve Air, Water and Resource. As discussed in the Housing section of the City of Scappoose General Goals and Policies, lots 800 and 900 are in the Scappoose Creek Flood Plain. The extension of the existing commercial zone line allows for a balanced use of the land resource that benefits both the financial health of the community, its housing opportunities and also recognizes the importance of Scappoose Creek as a natural resource. The zone change creates housing opportunities that do not currently exist with the current A-1 zoning, yet, follows all the important resource guidelines as stated in Chapter 17.84-Sensitive Lands—Flooding, which protect and improve the quality of life, water and resources of Scappoose Creek.
- Goal 9 Economic Development. The intent of Goal 9 is to “provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and property of Oregon’s citizens.”

The St. Helens Community Federal Credit Union currently employs 62 staff members in its Columbia County branches. There are 19 full time employees in the Scappoose branch. SHCFCU has grown in several metrics including assets, loans, deposits, members and employees. With this growth, they have saturated their existing facilities. In their strategic planning SHCFCU has determined that an expansion is necessary. Their strategic plan calls for a growth from present levels to be approximately fifty percent in total assets over the next five years. They believe this is attainable because it mirrors their growth rate over the past five years. The construction of the office/training center in Scappoose will enable SHCFCU to remodel their current retail location in Scappoose (as well as St. Helens). This is part of their strategic plan for growth. SHCFCU will re-locate its internal office staff, such as accounting and human resources, into the new office/training center in Scappoose. This will create available space within each of the existing branches for remodel and growth potential. Projected growth will increase the need for additional employees. SHCFCU estimates adding up to 10 employees in the next five years. The management and staff are paid competitive salaries, ranging from \$20,000 to \$125,000 annually. This includes the range of staff from hourly employees through middle and senior management positions. There are a wide range of employment opportunities available to residents within the community. SHCFCU is locally owned and 90% of their current employees are residents of Columbia County. As such, revenue that is generated from the business is more likely to be circulated locally. The proposed zone change will allow the business to continue to provide living wage jobs within the City of Scappoose and the county and will ensure its future economic viability.

- Goal 10 Housing. The intent of Goal 10 is “provide for the housing needs of the citizens of the State”.

Please see City of Scappoose General Goals and Policies –Housing (in this document).

The above mentioned section has a complete breakdown of the housing issue as the subject lots are currently zoned, and addresses how housing will be improved with the zone change. The extension of the C General Commercial zone allows housing possibilities to the community in the Scappoose Creek Flood Plain that are not allowed in the existing A-1 zone. The zone change increases the possibility for more diverse and numerous housing possibilities within the community.

- Goal 11 Public Facilities and Services. The purpose of Goal 11 is to ensure that urban and rural development is guided and supported by appropriate types and levels of urban and rural public facilities.

The subject properties receive water from the public water supply of the City of Scappoose. The lots are also part of the City of Scappoose sewer system. SHCFCU new administrative office development of these properties will not create any unforeseen additional burdens on the existing water and sewer systems. The new development will provide adequate drainage at the time of initial construction in accordance with the Scappoose Storm System Master Plan. Water, sewer, street and other improvements required by the City of Scappoose will be installed as part of the initial construction. The Applicant will address stormwater treatment for the impervious areas that will be created with the proposed project. A stormwater treatment and erosion control plan must be included with the Site Design Review application to ensure that no water quality impacts occur as part of the proposed expansion.

- Goal 12 Transportation. Goal 12 is intended to provide an efficient, safe and diverse transportation system throughout the state. Goal 12 is implemented by the Transportation Planning Rule (TPR), which lists the elements that must be included in the local plans and ordinances.
See attached letter from the Traffic Engineer. See Exhibit F.

17.22.030 Quasi-judicial comprehensive plan map amendment or zone change based on the following:

- 2. The change will not adversely affect the health, safety and welfare of the community.**

Response

St. Helens Community Federal Credit Union has been a positive influence on the health, safety and welfare of the community since its initial inception in 1938. SHCFCU was originally founded to serve the employees of the St. Helens Pulp and Paper Company and the Jaite Company. It was formed as a member-owned non-profit cooperative to help meet the financial needs of these employees and their families. Over the years SHCFCU has expanded their field of membership, which currently includes

anyone who lives, works, attends school, volunteers, or worships in Columbia County or Sauvie Island, Oregon.

SHCFCU has provided business loans, construction loans, working capital lines of credit, real estate refinance or purchase loans, SBA and OEDD lending, auto loans and personal banking and investment services to the community of Scappoose and residents of Columbia County for over 70 years. SHCFCU services have had a positive social and environmental impact in the community. SHCFCU also encourages community sponsorships and donations that benefit the community. The growth and expansion of SHCFCU benefits the health and welfare of our community.

The small extension of the existing General Commercial zone on lots 800 and 900 would allow the SHCFCU to expand and remain in its excellent central location in the commercial zone on the northwest side of Scappoose. The development of these two lots by the SHCFCU would be an excellent addition to the commercial zone along NW 1st Street.

17.22.030 Quasi-judicial comprehensive plan map amendment or zone change based on the following:

3. The applicable standards of this title or other applicable implementing ordinances.

Response

The Applicant will follow all applicable standards of the City of Scappoose Land Development Code.

The Applicant will file for a Site Development Review approval under a separate application once the zone change and plan amendment approval has been secured. All applicable sections in the City of Scappoose Land Development code pertaining to 17.120 Site Development Review will be followed.

The Applicant will submit for a property line adjustment under a separate application once the zone change and plan amendment approval has been secured.

The Applicant will file for a building permit after the completion of Site Development Review. All applicable building codes required by the City of Scappoose Building department will be followed.

17.22.030 Quasi-judicial comprehensive plan map amendment or zone change based on the following:

4. Evidence of change in the neighborhood or community or a mistake or inconsistency with the comprehensive plan or zoning map as it relates to the subject property.

Response

Lot 800 is partially zoned A-1 High Density Residential. Of the 63,658 square feet in lot 800 that is currently zoned A-1, almost the entire A1 zoned area is in the Scappoose Creek Flood Plain. See Exhibits A, C and D. None of the permitted uses for A-1 High Density Residential (as listed in 17.56.030 (A)) are allowed in the A-1 zoned area of lot 800 due to the flood plain. It is not clear why the majority of the lot has been zoned A-1. It is possible that the FEMA flood plain guidelines were issued after the parcel was zoned. The A-1 zoning might have made sense before the restrictions were

developed for flood plain areas. Chapter 17.84 Sensitive Lands-Flooding, defines the permitted uses in the Scappoose Creek Flood Plain. According to 17.84.040 (B)(1), a single-family dwelling or single family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter are allowed.

The existing General Commercial zone of lot 800 is only 6,000 square feet. Although the Downtown Overlay supercedes 17.62.050 and allows for less than the 10,000 square feet required by General Commercial, the small size of this lot provides limited options for commercial use. It is a marginally usable commercial lot as it is currently zoned. It does not meet the minimum commercial lot size requirements of 17.84.040 (B)(2), commercial uses in the flood plain.

Lot 900 is also partially zoned A-1 High Density Residential. Of the 16,570 square feet in lot 900 that is currently zoned A-1, one can see from the FIRM map (see Exhibits A, C and D), that nearly the entire A-1 zoned area is in the Scappoose Creek Flood Plain. None of the permitted uses for A-1 High Density Residential, as listed in 17.56.030 (A), are allowed in the A-1 zoned area of lot 900 due to the flood plain. In fact, there is no building allowed in the A-1 zoned area of the lot because it does not meet the 20,000 square foot minimum as required by Chapter 17.84 Sensitive Lands-Flooding. This Chapter defines the permitted uses in the Scappoose Creek Flood Plain. According to 17.84.040 (B)(1), a single-family dwelling or single family manufactured home and their accessory uses on lots greater than 20,000 square feet where a structure is to be placed within an area regulated by this Chapter are allowed. The A-1 area of this lot as currently zoned is not buildable under current Scappoose Development Code Standards.

The existing General Commercial zone of lot 900 is 10,000 square feet and meets the minimum lot size requirements for General Commercial zoning. According to 17.62.030 (F), dwelling units located on the second floor of the commercial structure are allowed. However, the lot does not meet the minimum commercial lot size requirements of 17.84.040 (B)(2), permitted commercial uses in the flood plain.

The proposed zoning change would allow the commercially zoned areas of lots 800 and 900 to meet the requirements of both C General Commercial zoning as well as the lot size requirements for Chapter 17.84 Sensitive Lands-Flooding. It would eliminate the existing non-buildable areas of both lots 800 and 900 and maximize the possibility for both commercial and housing development which is allowed in the flood plain.

The zone change would allow an extension of the existing commercial zone line in lots 800 and 900. The Applicant would combine the areas of C General Commercial zoning in lots 800 and 900, and combine the areas of A-1 High Density Residential zoning in lots 800 and 900 for the mutual benefit of housing as well as the commercial sector. The combined areas assume a lot line adjustment after successfully completing the plan map amendment. The Applicant will submit for the lot line adjustments under a separate application once the zone change has been secured. See Exhibits B and E.

By reasonably increasing the existing commercial zoning in lots 800 and 900, and combining the two commercial lots, we have increased the commercial lot size to 35,600 square feet. This places the square footage above the minimum square footages required by 17.84.040 Permitted uses in the flood plain, and allows for housing units above any commercial structure. This would not be possible if the existing A-1 zoning were to remain in these areas. The possibility of these additional housing units would also not occur unless we move the existing commercial boundary in both lots. The extension of

the C General Commercial zone allows housing possibility to the community in the flood plain that are not allowed in the A-1 zone as well as meeting the zoning requirements of General Commercial. The zone change increases both the housing and commercial development possibilities within the community.

IV. EXHIBITS

Exhibit A – Existing Zoning

Exhibit B – Proposed Zone Change

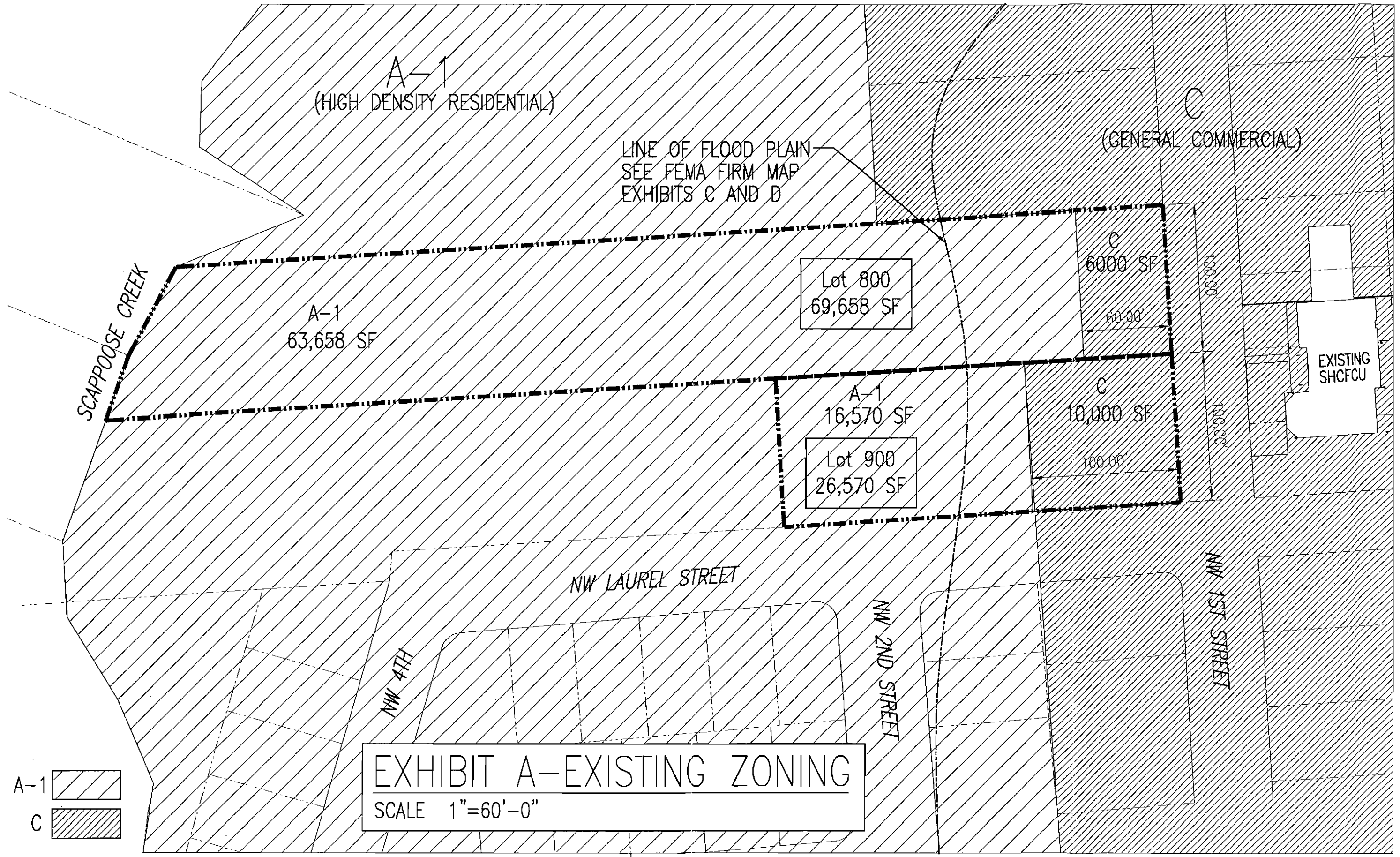
Exhibit C – FEMA FIRM Map

Exhibit D – FEMA FIRM Map (enlarged)

Exhibit E – Site Plan

Exhibit F – Letter from Transportation Engineer

Letter to Neighbors



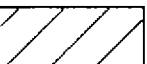

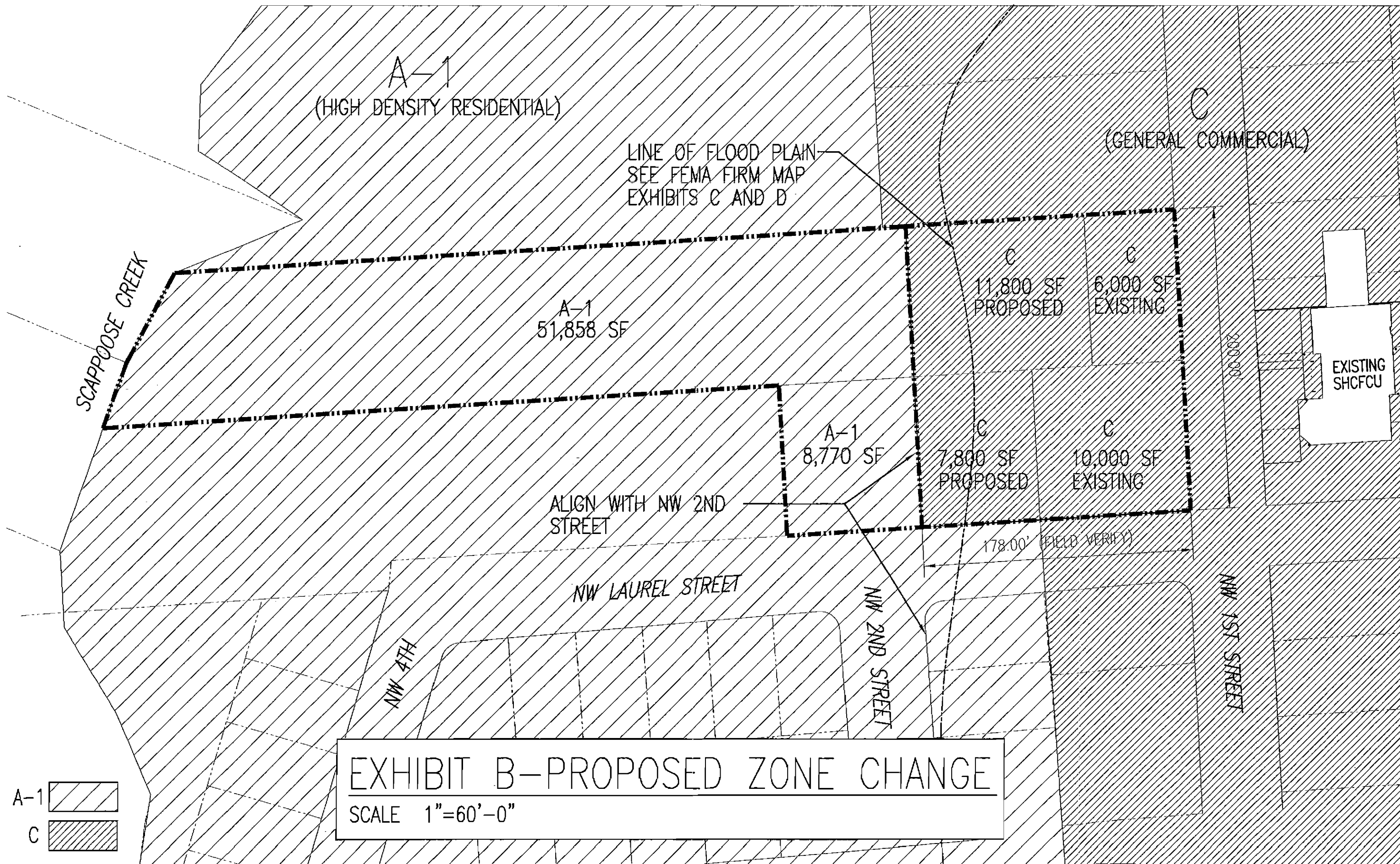
A-1 
 C 

EXHIBIT A-EXISTING ZONING
 SCALE 1"=60'-0"



A-1
(HIGH DENSITY RESIDENTIAL)

C
(GENERAL COMMERCIAL)

LINE OF FLOOD PLAIN
SEE FEMA FIRM MAP
EXHIBITS C AND D

SCAPPOOSE CREEK

A-1
51,858 SF

C
11,800 SF
PROPOSED

C
6,000 SF
EXISTING

A-1
8,770 SF

C
7,800 SF
PROPOSED

C
10,000 SF
EXISTING

EXISTING
SHFCU

ALIGN WITH NW 2ND
STREET

178.00' (FIELD VERIFY)

NW LAUREL STREET

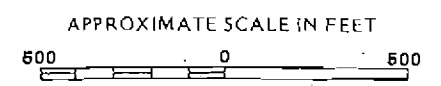
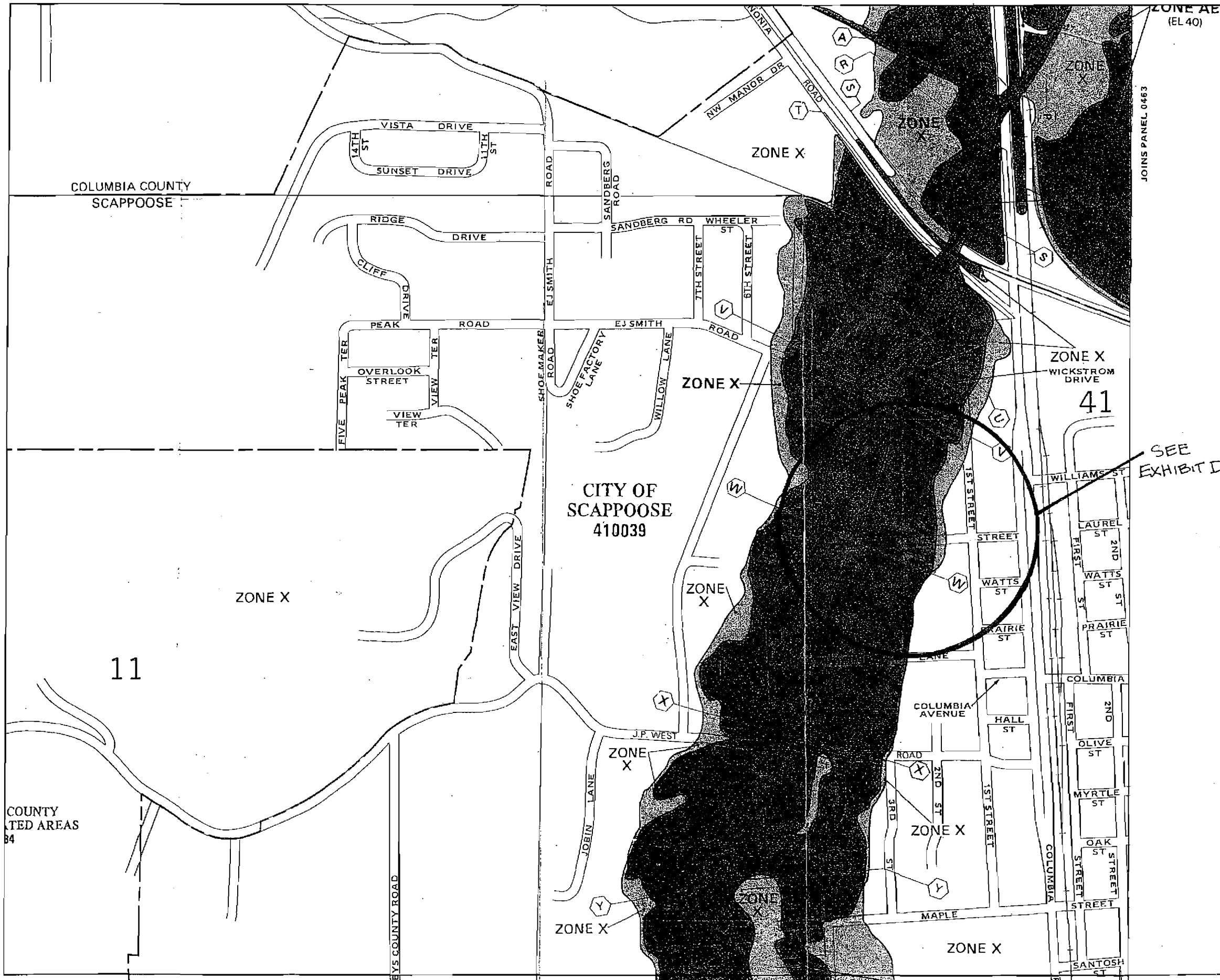
NW 4TH

NW 2ND STREET

NW 1ST STREET

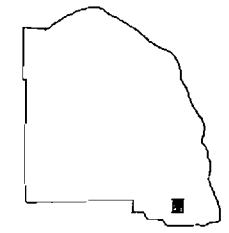
EXHIBIT B-PROPOSED ZONE CHANGE
SCALE 1"=60'-0"

A-1
C



NATIONAL FLOOD INSURANCE PROGRAM

FIRM
FLOOD INSURANCE RATE MAP
 COLUMBIA COUNTY,
 OREGON AND
 INCORPORATED AREAS
 PANEL 444 OF 510



PANEL LOCATION

CONTAINS:

COMMUNITY	NUMBER	PANEL	SUFFIX
SCAPPOOSE, CITY OF	410039	0444	C
UNINCORPORATED AREAS	410034	0444	C

MAP NUMBER
41009C0444 C

EFFECTIVE DATE:
AUGUST 16, 1988



Federal Emergency Management Agency

EXHIBIT C

This is an official copy of a portion of the above referenced flood map. It was extracted using F-MIT On-Line. This map does not reflect changes or amendments which may have been made subsequent to the date on the title block. For the latest product information about National Flood Insurance Program flood maps check the FEMA Flood Map Store at www.msc.fema.gov

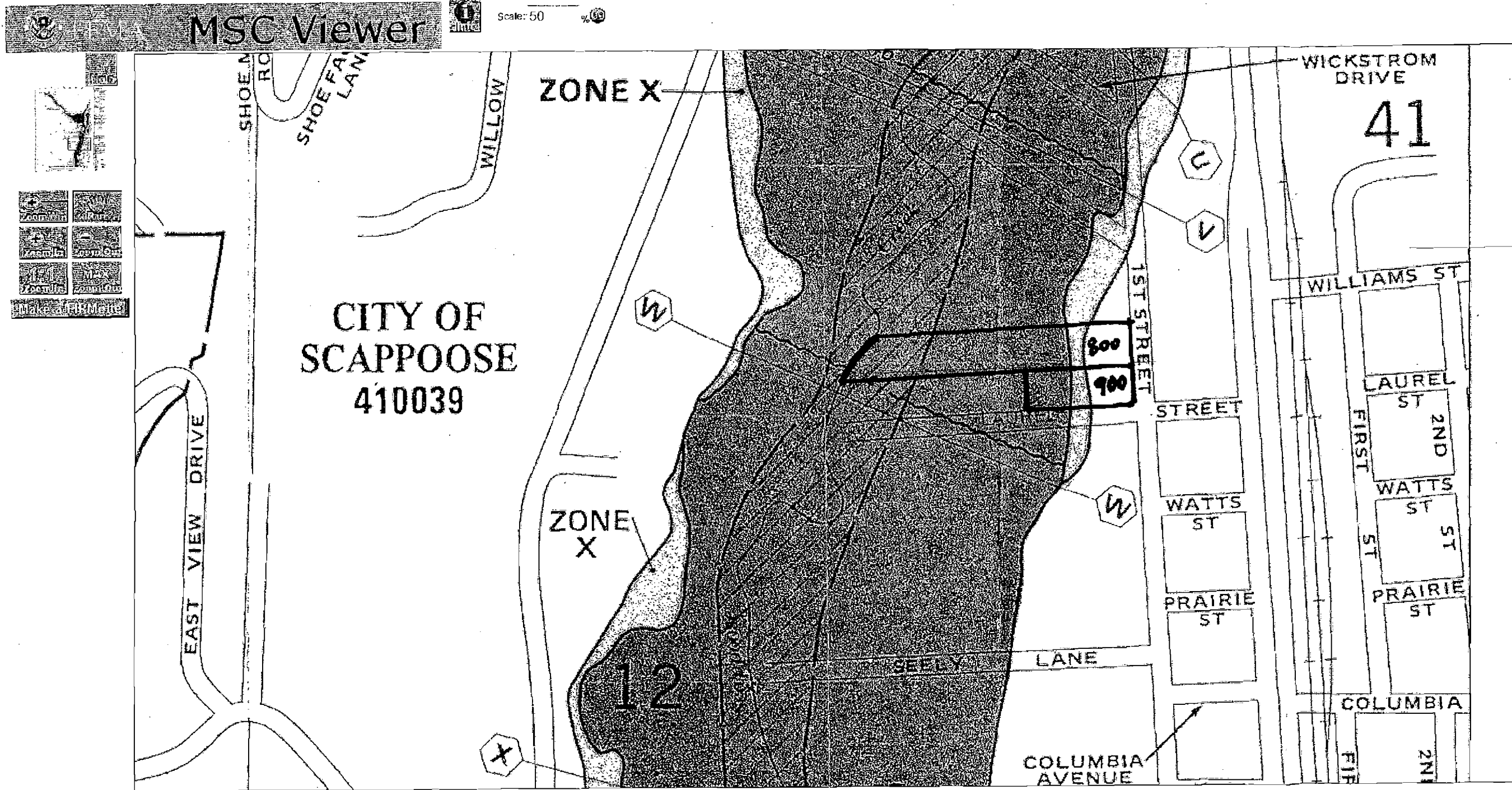
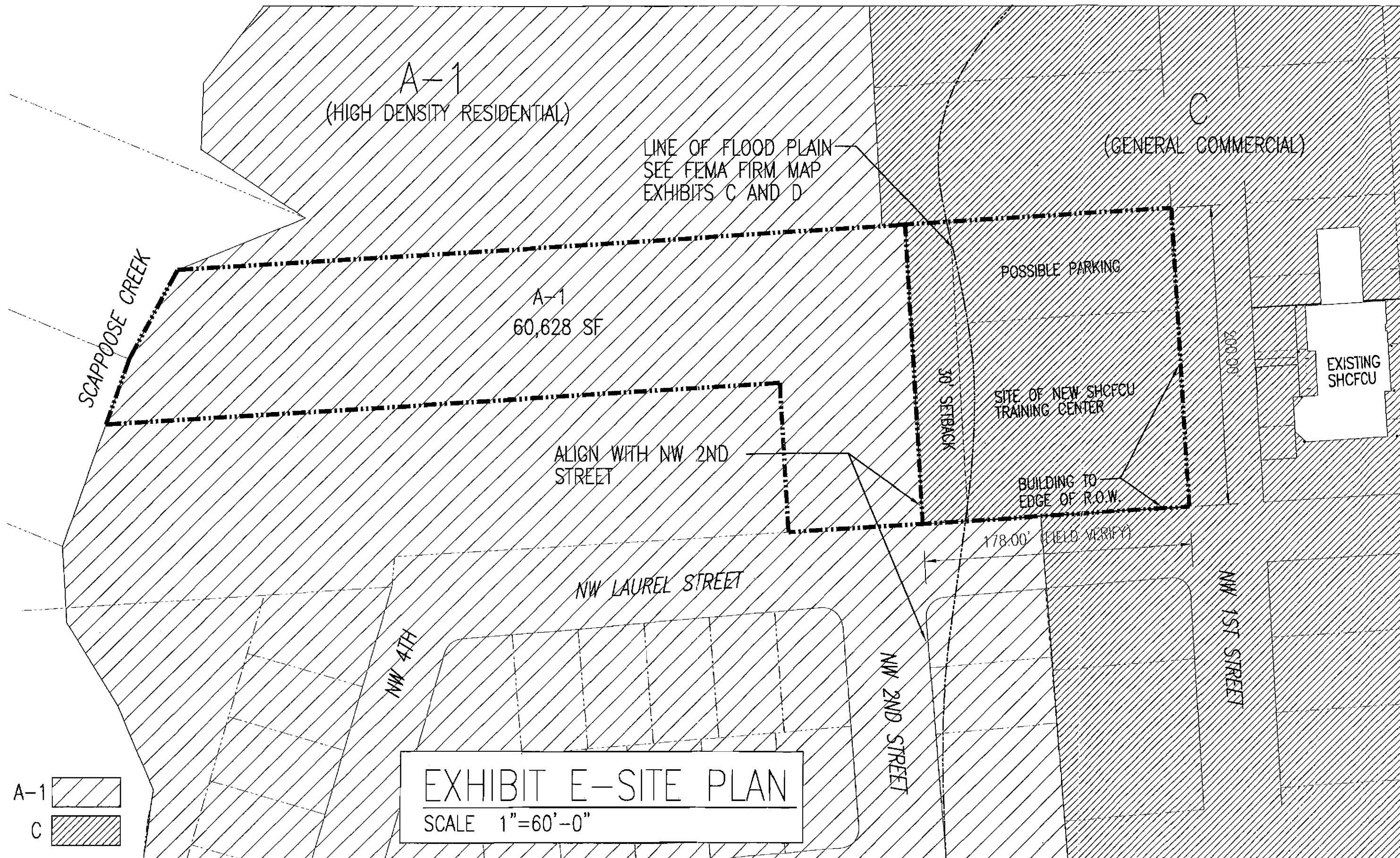


EXHIBIT D



Attachment 2G

EXHIBIT F



August 14, 2009

Project #: 0112.0

Brian Varricchione
City Planner & Assistant City Engineer
City of Scappoose
33568 E. Columbia Avenue
Scappoose, OR 97056

RE: TPR Compliance for St. Helens Community Federal Credit Union Property – Scappoose

Dear Mr. Varricchione:

Dunn Traffic Engineering, LLC has prepared this letter to demonstrate how the proposal by the St. Helens Community Federal Credit Union to adjust the lot lines and associated comprehensive plan and zoning designations of two land parcels in Scappoose will comply with the Statewide Transportation Planning Rule (OAR 660-012). Specifically, this letter provides a comparison of reasonable worst-case trip generation estimates which reflect hypothetical development on the subject properties to illustrate how development under the proposed lot line and land use modifications will not "significantly affect" any existing or planned transportation facility within the City's urban growth boundary. For this reason, compliance with the TPR is assured. The remaining sections of this letter support our conclusion.

Background on Transportation Planning Rule

Division 12 of the Transportation Planning Rule (OAR 660-012) gives the Oregon Department of Land Conservation and Development (DLCD) the power to interpret and implement Statewide Planning Goal 12 (Transportation). Section 660-012-0060 of the TPR provides specific language on how to deal with any plan and land use regulation amendments. This section of the TPR states the following:

(1) *Where an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation would significantly affect an existing or planned transportation facility, the local government shall put in place measures as provided in section (2) of this rule to assure that allowed land uses are consistent with the identified function, capacity, and performance standards (e.g. level of service, volume to capacity ratio, etc.) of the facility. A plan or land use regulation amendment significantly affects a transportation facility if it would:*

- (a) *Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);*
- (b) *Change standards implementing a functional classification system; or*
- (c) *As measured at the end of the planning period identified in the adopted transportation system plan:*
 - (A) *Allow land uses or levels of development that would result in types or levels of travel or access that are inconsistent with the functional classification of an existing or planned transportation facility;*
 - (B) *Reduce the performance of an existing or planned transportation facility below the minimum acceptable performance standard identified in the TSP or comprehensive plan; or*

(C) *Worsen the performance of an existing or planned transportation facility that is otherwise projected to perform below the minimum acceptable performance standard identified in the TSP or comprehensive plan.*

As demonstrated in the next section, the proposed amendments to the City's comprehensive plan and zoning designation boundaries for the two subject parcels will not "significantly affect" an existing or planned transportation facility.

Site Conditions

As discussed in the "Plan Amendment and Zone Change" proposal package prepared by Lower Columbia Engineering, St. Helens Community Federal Credit Union is interested in developing a new office building west of their current retail banking business on the north side of NW Laurel Street, between NW 1st Street and US Highway 30. In order to do this, however, changes will be needed to the lot lines and associated comprehensive plan and zoning designations for the two subject properties located immediately west of the current bank site. These two properties are located along the west side of NW 1st Street and the north side of NW Laurel Street (Tax Lots 800 and 900).

Located in Appendix "A" of this letter are two exhibits showing the current and proposed lot line and zoning designations for the two subject properties. As shown in the first exhibit, the northernmost parcel (Tax Lot 800) currently consists of 63,658 square feet of area zoned for high-density residential (A-1) and 6,000 square feet of area zone for general commercial (C) uses. This long rectangular-shaped parcel has frontage only along NW 1st Street and backs up to Scappoose Creek to the west. A significant portion of this parcel also lies within the flood plain of the adjacent creek. The second southernmost parcel (Tax Lot 900) is also zoned for A-1 and C uses at 16,570 square feet and 10,000 square feet, respectively, with just over half the parcel located within the Scappoose Creek floodplain. Both parcels today make for a total of 80,228 square feet of A-1 zoning and 10,600 square feet of C zoning.

As the second exhibit in Appendix "A" shows, the proposed lot lines for Tax Lots 800 and 900 will be adjusted to create homogenous parcels zoned for exclusive A-1 and C uses, with the boundary between these uses strategically placed in a manner that will not only allow more efficient use of the subject parcels but also match the pattern of other contiguous land parcels to the north. Along the southern site boundary of NW Laurel Street, the lot line and zoning boundary adjustments will also create an ideal land use pattern for future access to NW Laurel Street, with the potential for future access directly across from NW 2nd Street or extension thereof.

Development Under Current Conditions

As discussed within the "Plan Amendment and Zone Change" proposal package prepared by Lower Columbia Engineering, the City's development code prevents any substantial high density development from taking place on the western A-1 portions of the subject tax lots because they are located primarily within the Scappoose Creek Floodplain. The city code will, however, allow for up to three single family dwellings on the northernmost parcel but no homes on the southern parcel.

The two areas zoned for general commercial uses are unique in size and shape, such that, by themselves, they fail to meet certain city code sections pertaining to minimum dimension and lot size requirements as well as permitted uses within a flood plain. Nevertheless, for the purpose of assessing TPR compliance and viewing both parcels as developable properties, a worst trip generation scenario was prepared using the following development parameters: A two-story building consisting of 6,400 square foot of office building (1st story) and four condominium units (2nd story). There are two reasons an office building was selected as the primary use for this commercial area. First, it represents the ultimate interests of the St. Helens Community Federal Credit Union to locate an office building on the subject site, and would, therefore, allow for a direct comparison to a development scenario under the proposed zoning condition. Second, an office building reflects a reasonable use for this commercially-zoned area because

it is surrounded by local city streets rather than a well-traveled facility like US Highway 30 one block to the east, where more intense retail uses are prevalent. It should also be noted here that the building size footprint of 6,400 square feet represents approximately 40 percent of the combined commercial property area, with the remaining balance assumed to occupy other needs such as parking and landscaping requirements. A condominium component was also included in this development scenario to reflect city code Chapter 17.62.030, which permits dwelling units on the second floor of a commercial building. For this scenario, four condominium units were assumed, each averaging approximately 1,500 square feet in size.

Development Under Proposed Conditions

With the proposed amendments to the property lot lines and zoning designations in place, a worst case development scenario was prepared, resulting in three single family detached homes on the A-1 parcel and a 15,000 square foot office building on the commercial parcel with nine condominium units located on a second story. Again, city code will only allow for three single family units within the adjusted A-1 area because of the floodplain, so there is no net gain in housing units compared to the existing site development condition. However, the enlarged commercial area will allow for a larger commercial business and more potential housing units. The building footprint size of 15,000 square feet was determined from discussions with Lower Columbia Engineering regarding maximum building footprint size. The nine condominium units were also included to reflect city code Chapter 17.62.030, which permits dwelling units on the second floor of a commercial building.

Comparison of Worst-Case Trip Generation Intensities

For the purpose of demonstrating compliance with the Transportation Planning Rule and "no significant effect" result on any existing or planned transportation facility, worst-case trip generation estimates were prepared for the two hypothetical development scenarios; one which reflect current site conditions and another which reflects the proposed changes to the lot lines and zoning designations of the two subject properties.

Trip generation estimates were prepared for average daily and weekday a.m. and p.m. peak hour conditions for the subject site. These estimates were prepared using the standard reference *Trip Generation, 7th Edition* (Reference 1) published by the Institute of Transportation Engineers (ITE). The results of the trip generation estimates for the two potential development scenarios, including a comparison between the two, are provided in Table 1 below. A more detailed description of the trip generation estimated is provided in Appendix "B" of this letter.

**TABLE 1
TRIP GENERATION COMPARISON FOR HYPOTHETICAL DEVELOPMENT
(CURRENT CONDITIONS VS. PROPOSED CONDITIONS)**

Zoning	Size	Assumed Land Use	Average Daily Traffic	Weekday AM Peak Hour Trips	Weekday PM Peak Hour Trips
A-1 (Current) C (Current)	80,228 sq. ft. 16,000 sq. ft.	3 Single Family Homes 6,400 sq. ft. Office/ 4 Condominiums	122	14	15
A-1 (Proposed) C (Proposed)	60,628 sq. ft. 35,600 sq. ft.	3 Single Family Homes 15,000 sq. ft. Office/ 9 Condominiums	247	29	30
Net Difference			+125	+15	+15

As demonstrated by the table above, the trip generation potential for hypothetical development under proposed land use conditions is roughly double the trip generation potential of what could be developed under current site conditions. Be that as it may, the net increase is nominal, particularly during the peak travel hours, where only 15 additional trips are estimated to occur during the weekday a.m. and p.m. peak

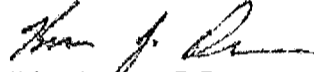
hours, which are the critical time periods for determining impacts on the capacity of the surrounding street network, and thus, compliance with the Transportation Planning Rule. Furthermore, as these 15 additional trips load onto the adjacent system and distribute in various directions to the north, south, and east, their effect on street segment and/or intersection operations is further diluted. Therefore, the potential for these additional trips to adversely impact a current or potential future street facility is negligible.

Conclusions and Recommendations

Based on the findings of this letter, the potential for a net increase in critical weekday a.m. and p.m. peak hour trips at the subject site as a result of the proposed land use action is negligible and will have no "significant effect" on the existing or planned transportation network. Therefore, compliance with the Transportation Planning Rule has been demonstrated. If you have any questions or comments regarding the assumptions, analyses, or findings contained this letter, please contact me at (503)-774-2669.

Sincerely,

DUNN TRAFFIC ENGINEERING, LLC



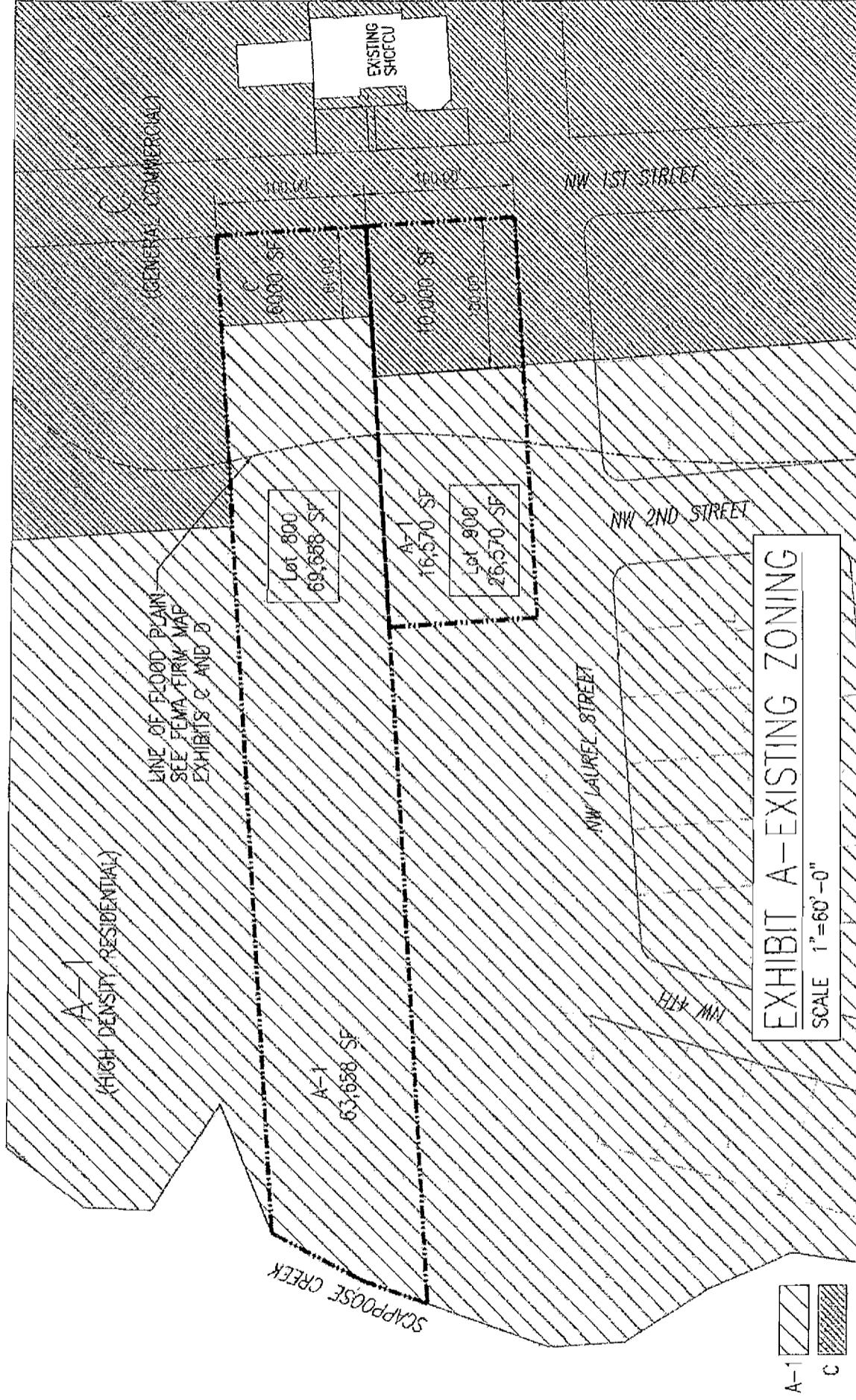
Brian J. Dunn, P.E.

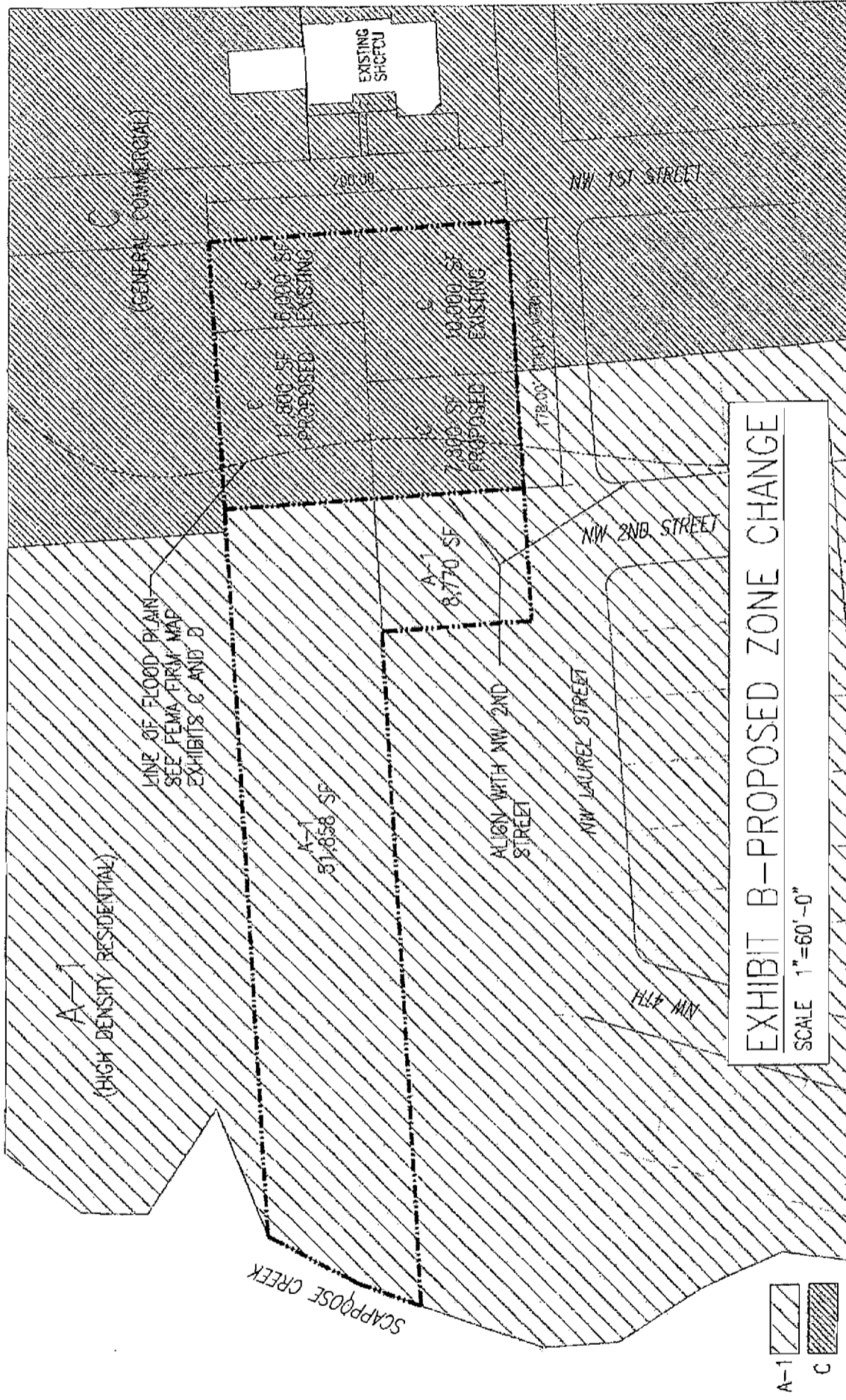
Principal

References: 1. Institute of Transportation Engineers (ITE). *Trip Generation Manual, Seventh Edition*, 2003.

File: *TPR compliance letter_final.doc*

APPENDIX A





A-1
(HIGH DENSITY RESIDENTIAL)

LINE OF FLOODPLAIN
SEE FEMA FIRM MAP
EXHIBITS C AND D

A-1
51,658 SF

SCAPPOOSE CREEK

ALIGN WITH NW 2ND
STREET

NW 2ND STREET

NW LAUREL STREET

NW 1ST

NW 1ST STREET

EXISTING
SHCTCU

(GENERAL COMMERCIAL)

B
12,500 SF
PROPOSED

C
6,300 SF
EXISTING

D
7,300 SF
PROPOSED

A-1
8,770 SF

E
10,000 SF
EXISTING

EXHIBIT B - PROPOSED ZONE CHANGE
SCALE 1" = 60' - 0"

A-1
C

APPENDIX B

Project: 112
Date: 8/14/2009

Land Use	ITE Code	Size	Daily Trips	Weekday AM Peak Hour Trips		Weekday PM Peak Hour Trips			
				Total	In	Out	Total	In	Out
Single Family	210	3	29	2	1	1	3	2	1
Office		6,400	70	10	9	1	10	2	8
Condominiums	230	4	23	2	0	2	2	1	1
Total Trips (Current)			122	14	10	4	15	5	10
Single Family	210	3	29	2	1	1	3	2	1
Office		15,000	165	23	20	3	22	4	18
Condominiums	230	9	53	4	1	3	5	3	2
Total Trips (Proposed)			247	29	22	7	30	9	21
Net Difference			125	15	12	3	15	4	11

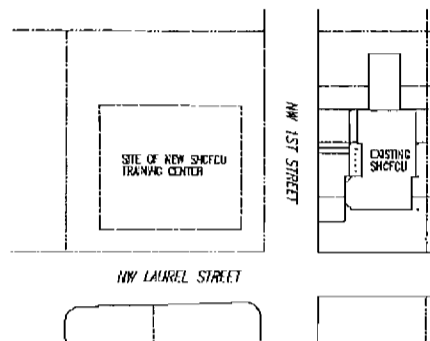
ST. HELENS COMMUNITY FEDERAL CREDIT UNION
Administrative Training Center

To Our Neighbors,

This fact sheet is being provided to give you some basic information about a proposed Administrative/ Training Center for the St. Helens Community Federal Credit Union. We want to work with our neighbors to address any questions or potential concerns you might have about our new Training Center. Please feel free to contact Jeff Schwarz at St. Helens Community Federal Credit Union if you would like to discuss this information.

Thanks for your consideration.

Jeffrey Schwarz, President/CEO
1720 St, Helens Street
St. Helens, Oregon 97051
(503) 397-2376



WHAT:

The Scappoose branch of the St. Helens Community Federal Credit Union (SHCFCU) is located between NW 1st Street and the Columbia River Hwy and adjacent to NW Laurel Street. SHCFCU is seeking approval from the City of Scappoose to expand their existing facility across the street from their existing office.

The tentative plan is to build an office to serve as their Administrative/Training Center. Retail operations would most likely continue to be served at the current branch location as well as their other three retail facilities. SHCFCU is interested in building the Administrative/Training Center on the two lots that are across the street from the existing branch location on NW 1st Street.

WHY:

SHCFCU has grown considerably over the last few years. With this growth, they have saturated their existing facilities. SHCFCU wants to provide convenient and efficient services to the community and Columbia County residents. The new Administrative/Training Center will allow for additional space to be freed in the other branches, and will allow the SHCFCU to more effectively serve their customers.

The convenience of the training center being next door to their busiest branch makes good business sense. SHCFCU believes the majority of their future growth will be in Scappoose and the south end of Columbia County.

HOW:

We will be applying for land use approval from the City of Scappoose Community Development Center in August.

The application will be reviewed by the City of Scappoose and by the Oregon Department of Land Conservation and Development (DLCD). Public hearings will be held before a final decision is made.

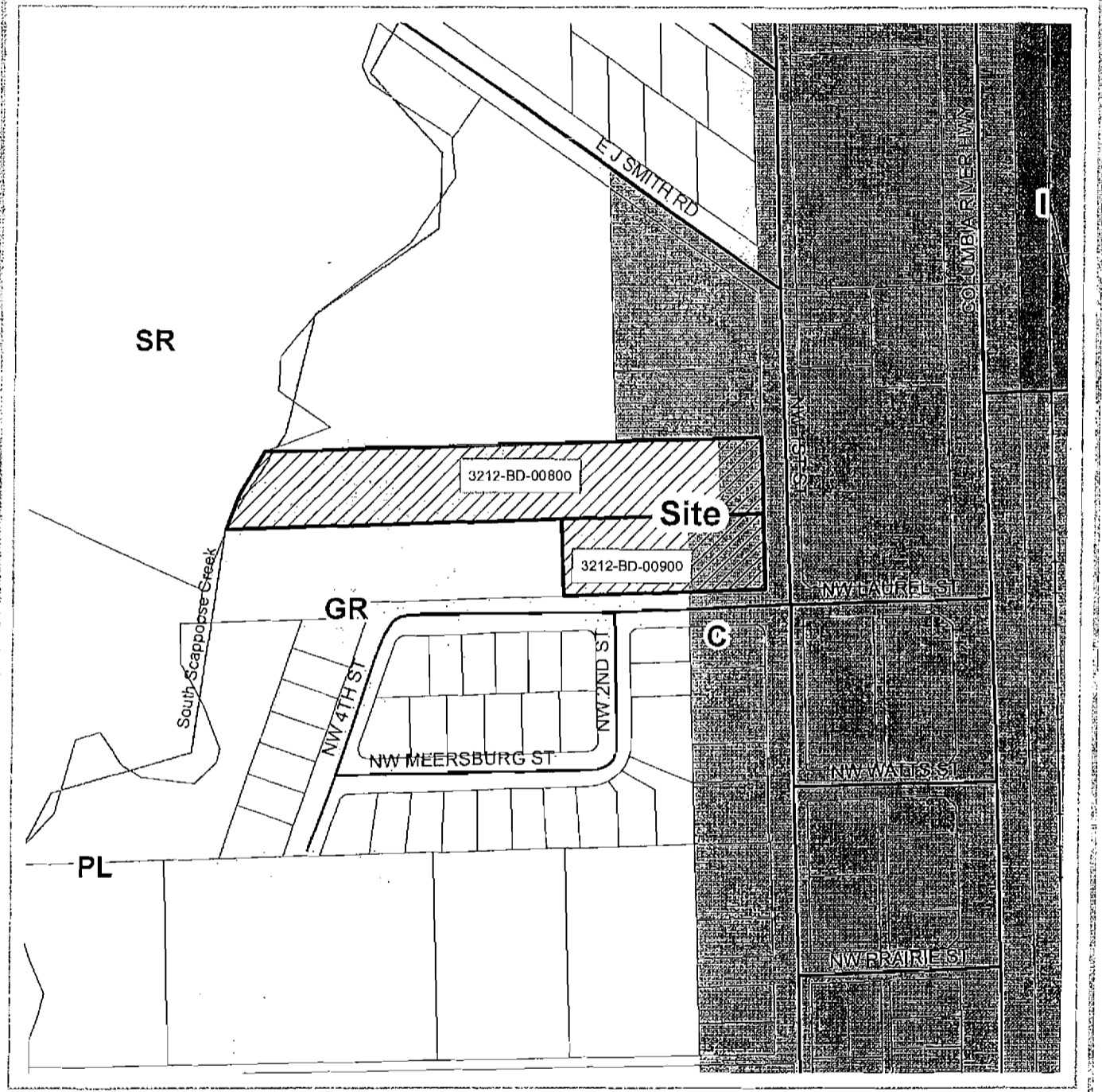
As a property Owner within 200 feet of the training center, you will receive official notification from The City of Scappoose about the application and the public hearings.

The application will be available for public review and comment. Comment can also be given in person at the hearings.

Existing Comprehensive Plan Designation

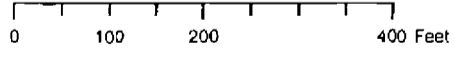
Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

Location: 52677 NW 1st Street
Columbia County Assessor Map: 3212:BD-00800 & 3212:BD-00900



Legend

- Streets
- Taxlots Boundary
- ▨ GR General Residential
- ▨ C Commercial

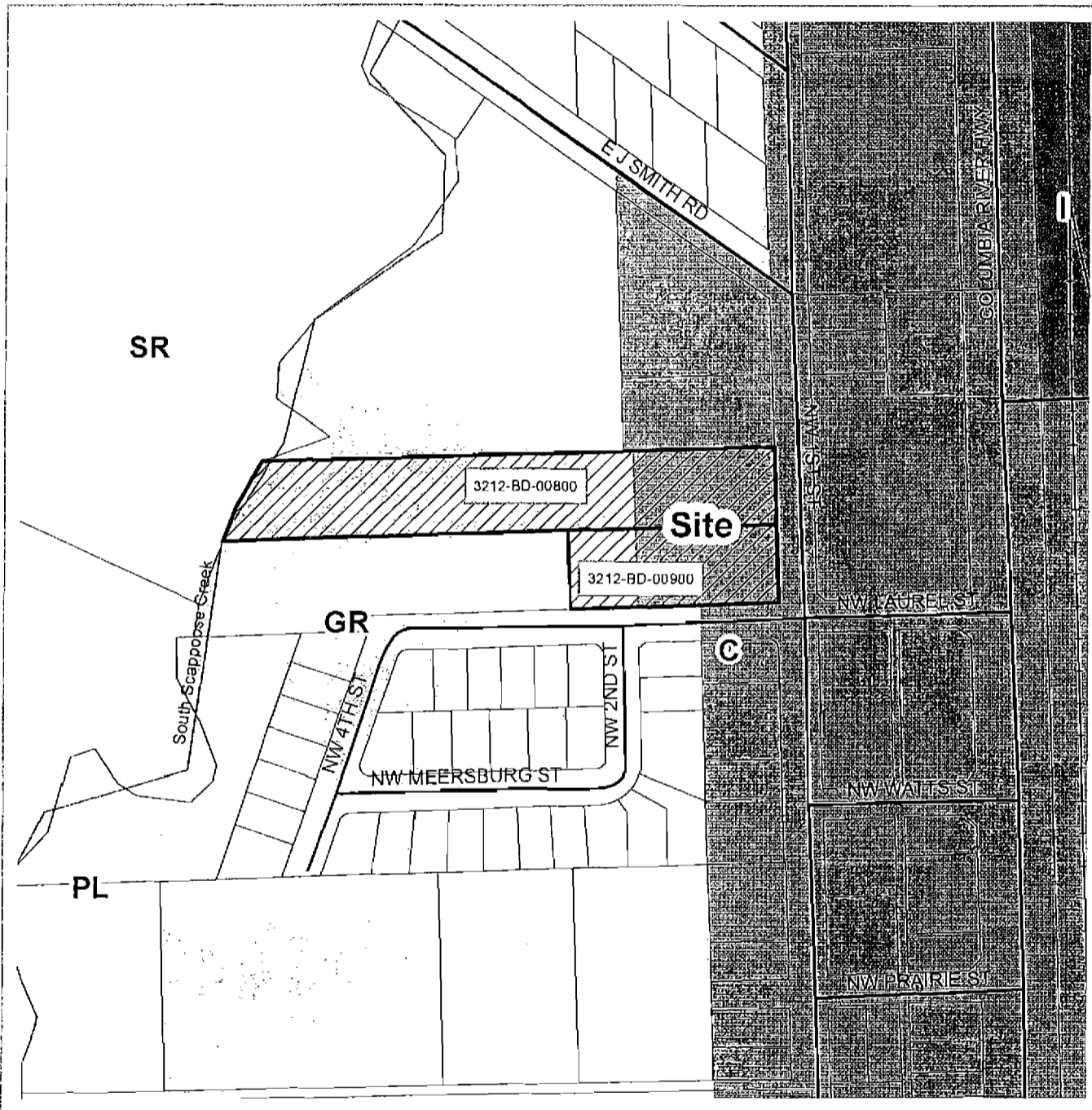


Proposed Comprehensive Plan Designation

Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

Location: 52677 NW 1st Street

Columbia County Assessor Map: 3212-BD-00800 & 3212-BD-00900



Legend

- Streets
- Taxlots Boundary
- GR General Residential
- C Commercial



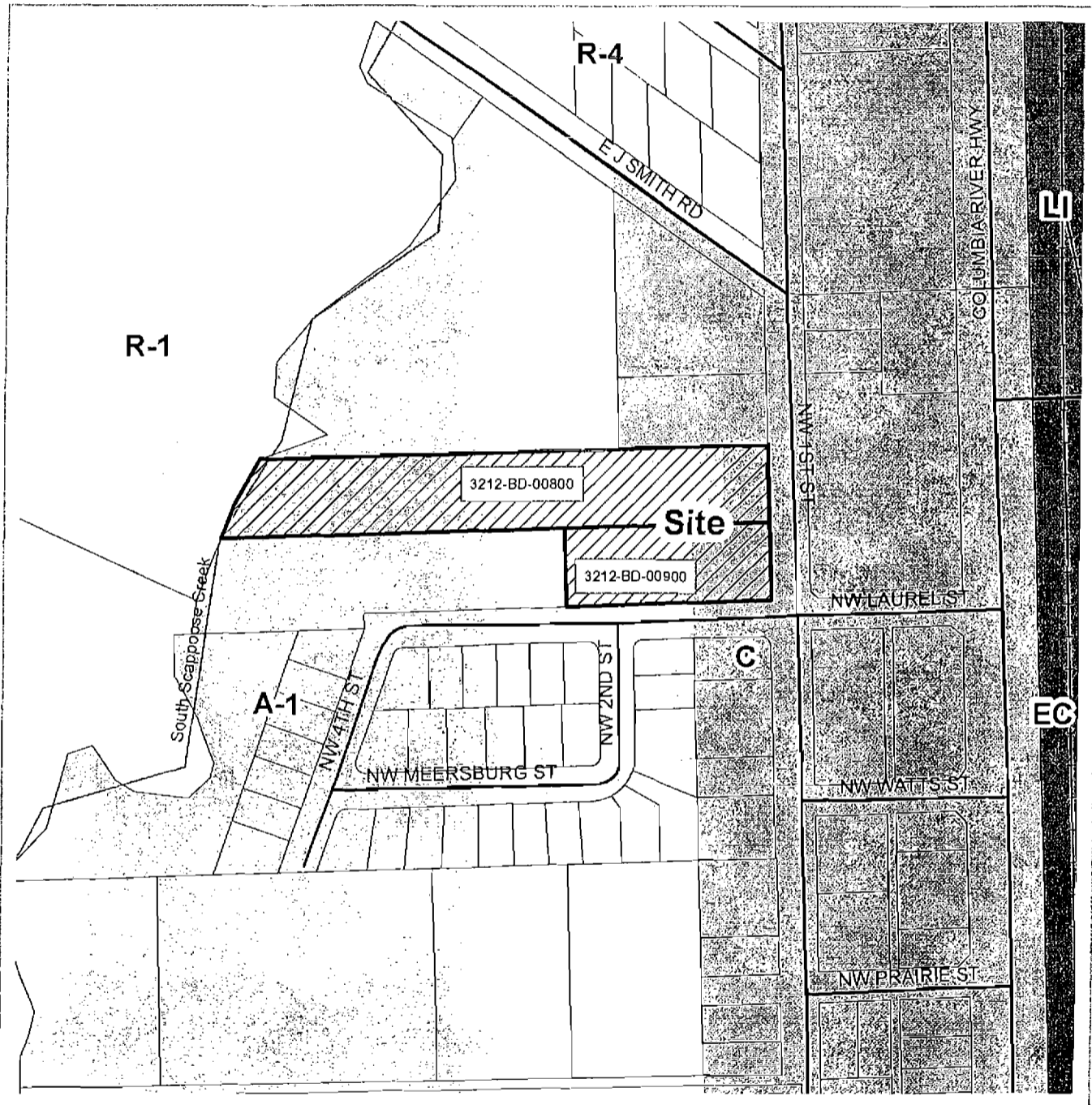
0 100 200 400 Feet

Existing Zoning

Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

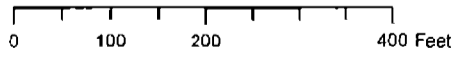
Location: 52677 NW 1st Street

Columbia County Assessor Map: 3212-BD-00800 & 3212-BD-00900



Legend

- Streets
- Taxlots Boundary
- A-1 High Density Residential
- C General Commercial

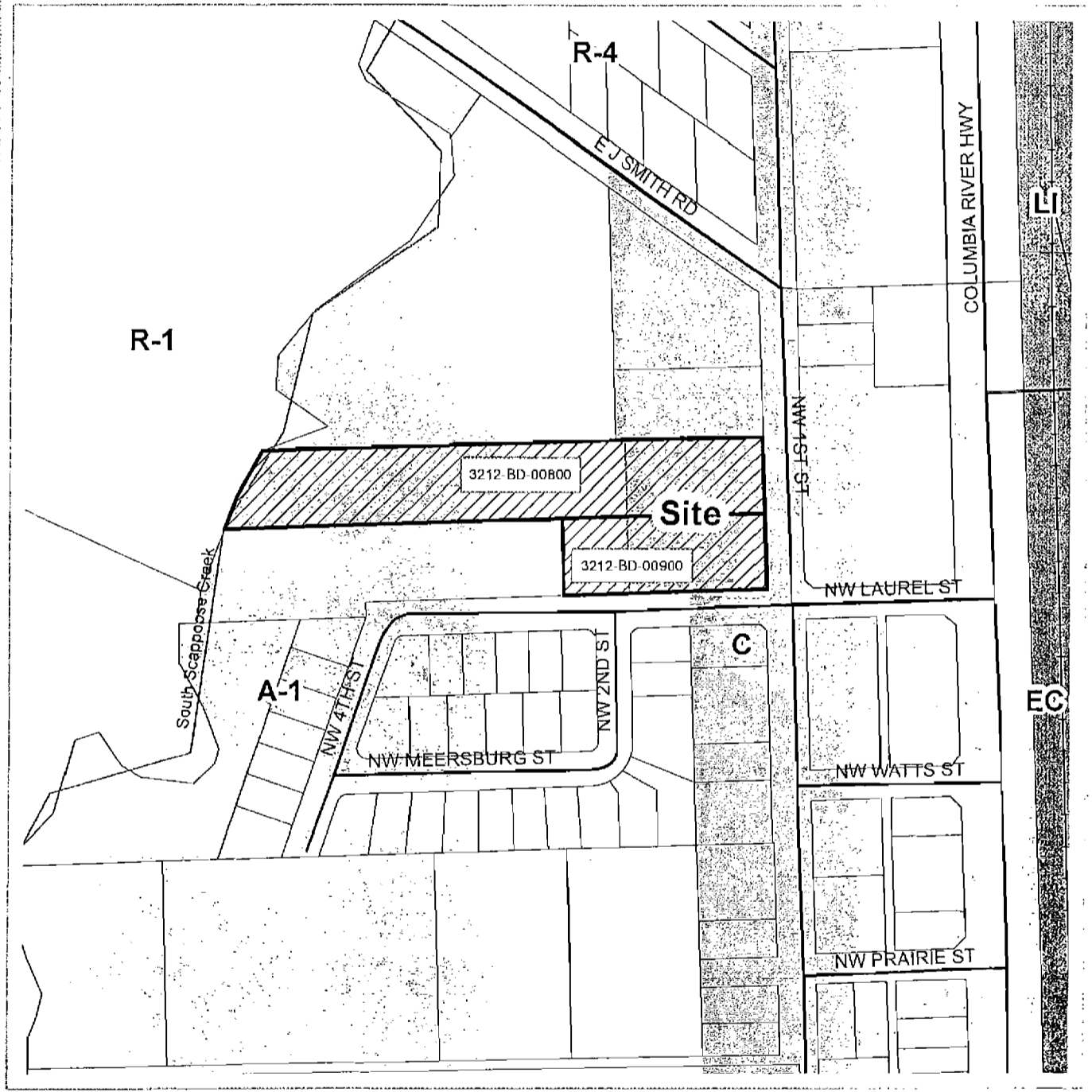


Proposed Zoning

Comprehensive Plan Map Amendment CPA1-09 & Zone Change ZC1-09

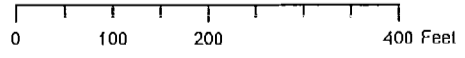
Location: 52677 NW 1st Street

Columbia County Assessor Map: 3212-BD-00800 & 3212-BD-00900



Legend

- Streets
- Taxlots Boundary
- A-1 High Density Residential
- C General Commercial



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