COLUMBIA COUNTY
LAND DEVELOPMENT SERVICES COMPREHENSIVE PLAN MAP & TEXT AMENDMENTS STAFF REPORT

FOR THE COLUMBIA COUNTY BOARD OF COMMISSIONERS
November 4, 2026

FILE:	PA 26-187: City of Scappoose UGB Amendment and Establishment of Urban Reserves	***FILE***:	TA 26-187: Amendment to the text of the Columbia County Comprehensive Plan
APPLICANT:	City of Scappoose	***APPLICANT***:	Columbia County LDS

SUMMARY OF PROPOSALS:

FILE No. **PA 26-187**: Amendment to Columbia County Comprehensive Plan Map - City of Scappoose UGB Amendment and Establishment of Urban Reserves

The City of Scappoose proposes to bring 64 acres into the city's existing Urban Growth Boundary (UGB) to accommodate immediate buildable land needs projected through year 2043, and to designate 480 acres of rural lands as Urban Reserve (UR) areas to accommodate future buildable lands needs projected through year 2073. While the current zoning of these properties will not change until those in the UGB are incorporated into city limits and city zoning is applied, and those in the UR area are redesignated as UGB, retaining County zoning designations until incorporated, the current proposal requires new designations (overlays) of "UGB" and "UR" on the Columbia County Zoning Map in the order of 364 total acres, constituting a change to the County Comprehensive Plan Map.

The 25 tax lots, totaling 64 acres, proposed for inclusion in the UGB are depicted on the map in Applicants EXHIBIT 6 (and listed in Applicants EXHIBIT 8) found on **submittal record pages 4-5**[1]. The 116 tax lots, totaling 480 acres, proposed for creation of UR area are depicted on the map in Applicants EXHIBIT 7 (and listed in Applicants EXHIBIT 9) found on **submittal record pages 6-9**.

The reasons for the proposed UGB expansion and creation of UR area are established by the analysis conclusions of; the City of Scappoose Housing Capacity Analysis (HCA) 2023 - 2043, the Scappoose Economic Opportunities Analysis (EOA) 2043 – 2073, the Scappoose Analysis of Public and Semi-Public Land Needs & 50 Year Land Needs and the Coordinated Population Forecast 2020 – 2070: Columbia County Urban Growth Boundaries & Areas Outside of UGB's.

The UGB and UR area must be adopted by both the City and County to become effective. The City of Scappoose City Council adopted *Ordinance 927* on August 17, 2026, to expand the city's UGB to meet the immediate 20-year (2023 – 2043) land need and to establish UR area to meet the land need of the 30 year period (2043 – 2073) beyond the supply proposed to be added to the UGB. The Council Ordinance has the effect of amending the city's Comprehensive Plan, Development Code and Comprehensive Plan and Zoning maps. If approved by the County Board of Commissioners, the approval will have the effect of amending the County Comprehensive Plan Map.

[1] *Due to the size of the application submittal and because the city incorporated several documents by reference as exhibits to their findings, county staff applied RED PAGE NUMBERS TO THE UPPER RIGHT CORNER of the full application submittal, in order to be able to clearly direct the reader to said findings where they are incorporated into this report by reference.*

FILE No. **TA 26-187**: Amendment to the text of the Columbia County Comprehensive Plan

Due to the proposed addition of Urban Reserve areas, Columbia County is required to comply with the applicable provisions of Oregon Administrative Rule (OAR) 660-021-0040 (1-7) *Urban Reserve Area Planning and Zoning* as addressed further herein. Thus, LDS initiated file No. TA 26-187 to be reviewed concurrently with file No. PA 26-187. The proposed amendments to the text of the Columbia County Comprehensive Plan, specifically, the text found in the PART IX – URBANIZATION section will ensure Columbia County's compliance with these requirements of the OAR and will establish the authority of the new Urban Reserve Management Area Agreement (URMA). Additionally, LDS finds it practical to incorporate a definition of "Urban Reserve" areas and to provide language which clearly distinguishes them from "Rural Lands" and "Urban Lands" as those are already defined in the PART IX – URBANIZATION section of the plan, and also to perform minor housekeeping to the text of that section. The proposed changes are attached hereto as "*Staff's EXHIBIT A*".

I. APPLICABLE REVIEW CRITERIA

- **COLUMBIA COUNTY ZONING ORDINANCE (CCZO):**
  Section 1605 Zone Change – Major Map Amendment
  Section 1606 Legislative Hearing
  Section 1607 Consistency with the Comprehensive Plan
  Section 1611 Notice of Legislative Hearing

- **COLUMBIA COUNTY COMPREHENSIVE PLAN – RELEVANT POLICIES:**

PART I.	ADMINISTRATIVE PROCEDURES	- *Policy 9*
PART II.	CITIZEN INVOLVEMENT	- *Policies 1 & 2*
PART VI.	HOUSING	- *Policies 3 & 12*
PART IX.	URBANIZATION	- *Policies 1, 2, 4, 5, 6, 10, 12, 17 & 18*
PART X.	ECONOMY	- *Policies 1, 2, 8, 9 & 10*

- **Statewide Planning Goals:** Goal 1, Citizen Involvement; Goal 2, Land Use Planning; Goal 3, Agricultural Lands; Goal 4, Forest Lands; Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces; Goal 6, Air, Water, Land Resources Quality; Goal 7, Areas Subject to Natural Disasters and Hazards; Goal 8, Recreational Needs; Goal 9, Economic Development; Goal 10, Housing; Goal 11, Public Facilities and Services; Goal 12, Transportation; Goal 13, Energy Conservation; and Goal 14, Urbanization

- **City of Scappoose / Columbia County Urban Growth Management Agreement**

- **Oregon Revised Statutes (ORS):**
  197A.245 & 197A.285

- **Oregon Administrative Rules (OAR):**
  660 Division 21: Urban Reserves and 660 *Division 24*: Urban Growth Boundaries.

The review criteria are identified in Sections II through VI of this report. Staff's findings are presented immediately following the respective criteria.

II. COMPLIANCE WITH THE RELEVANT PROVISIONS OF THE COLUMBIA COUNTY ZONING ORDINANCE (CCZO):

ARTICLE VIII / §1600 – ADMINISTRATION

§ 1605 Zone Change – Major Map Amendment: *The hearing for a major map amendment shall follow the procedure established in Sections 1502, 1502.1, 1502.1A and 1502.1B. This hearing cannot result in the approval of a major map amendment. The Commission may make a recommendation to the Board of Commissioners that such a zone change be granted. Approval by the majority of the Commission is necessary in order to make [a] recommendation to the Board of Commissioners. The Board of Commissioners hearing on the proposed zone change-major map amendment will be on the record unless a majority of the Board votes to allow the admission of new evidence.*

FINDING: Although the proposal does not incorporate any zone change of UGB and UR lands that remain under LDS (County) jurisdiction, the proposed addition of 64 acres into the existing UGB and creation of 480 acres of new UR area requires requires new designations (overlays) of "UGB" and "UR" on the Columbia County Zoning Map in the order of 544 total acres, constituting a Major Map Amendment.

Section 11 of the Columbia County Planning Commission (PC) Ordinance authorizes the County Board of Commissioners (BOC) to assert original jurisdiction over any land use matter that would otherwise require initial review by the Planning Commission.

§ 1606 Legislative Hearing: *Requests to amend the text of the Zoning Ordinance or to change a large area of the Zoning Map of Columbia County in order to bring it into compliance with the Comprehensive Plan are legislative hearings. Legislative hearings shall be conducted in accordance with the following procedures.*

FINDING: The City of Scappoose proposes to bring 64 acres into the city's existing Urban Growth Boundary (UGB) to accommodate immediate buildable land needs projected through year 2043, and to designate 480 acres of rural lands as Urban Reserve (UR) areas to accommodate future buildable lands needs projected through year 2073. While the current zoning of these properties will not change until those in the UGB are incorporated into city limits and city zoning is applied, and those in the UR areas are redesignated as UGB, retaining county zoning designations until incorporated, the current proposal requires new designations (overlays) of "UGB" and "UR" on the Columbia County Zoning Map in the order of 544 total acres, constituting a change to a large area of the Zoning Map.

Due to the proposed addition of UR, Columbia County LDS desires to modify PART IX of the Columbia County Comprehensive Plan in order to comply with OAR 660-021-0040 (1-7) *Urban Reserve Area Planning and Zoning*. Therefore, the administrative and process requirements of this section are applicable.

.1 A legislative amendment to the Zoning Ordinance Text or Map may be initiated at the request of the Board of Commissioners, a majority of the Commission, or the Director, or any citizen of the County may petition the Commission for such a change.

FINDING: This legislative amendment to the Zoning Map of Columbia County was initiated by the City of Scappoose, comprised of citizens of the county, and the proposed Text Amendment of the Columbia County Comprehensive Plan (*not* the zoning ordinance) was initiated by the Columbia County Land Development Services and Planning Department Directors, in conformance with the provisions of this section.

.2 Notice of a Legislative Hearing shall be published at least twice, one week apart in newspapers of general circulation in Columbia County. The last of these notices shall be published no less than 10 calendar days prior to the Legislative Hearing. The mailing of notice to individual property owners is not required but shall be done if ordered by the Board of Commissioners.

FINDING: Although mailing of the notice was not required, in order to continue conformance with the citizen involvement goals and policies of Statewide Planning Goal #1 and Columbia County Comprehensive Plan Part II., staff elected to provide notice via first class mail to all affected property owners whose lands are proposed to be incorporated in the expanded Urban Growth Boundary and newly created Urban Reserves areas. Notice of the Legislative hearing was published one week apart in the October 16th and 23rd (2026) editions of the Daily Spotlight, no less than 10 calendar days prior to the hearing, scheduled for this day of November 4, 2026, in conformance with the provisions of this section.

§ 1607 Consistency with the Comprehensive Plan: *All amendments to the Zoning Ordinance Text and Map shall be consistent with the Comprehensive Plan Text and Maps.*

.1 The Commission shall hold a hearing to consider the proposed amendments and shall make a recommendation to the Board of Commissioners with regard to the proposed amendments. The Board of Commissioners shall hold at least one hearing to consider the proposed amendments. Both the Commission and the Board of Commissioners hearings will require notice in the manner outlined in Section 1611.

FINDING: Section 11 of the Columbia County Planning Commission (PC) Ordinance authorizes the County Board of Commissioners (BOC) to assert original jurisdiction over any land use matter that would otherwise require initial review by the Planning Commission. As identified in the following finding, the notice published in the October 16th and 23rd (2026) editions of the Daily Spotlight, complies with the requirements of CCZO §1611.

§ 1611 Notice of Legislative Hearing: *The notice of a legislative hearing shall contain the following items:*

.1 Date, time and place of the hearing;

.2 A description of the area to be rezoned or the changes to the text;

.3 Copies of the statement for the proposed changes are available in the Planning Department. These proposed changes may be amended at the public hearing;

.4 Interested parties may appear and be heard;

.5 Hearings will be held in accordance with the provisions of the Zoning Ordinance.

FINDING: A copy of the notice published in the October 16th and 23rd (2026) editions of the Daily Spotlight and mailed to affected property owners as a courtesy, is attached hereto as "*Staff's EXHIBIT B*". As evidenced, the notice complies with the requirements of items 1-5 of this section.

III. COMPLIANCE WITH THE RELEVANT POLICIES OF THE COLUMBIA COUNTY COMPREHENSIVE PLAN

PART I: ADMINISTRATIVE PROCEDURES
*(*Policies 1-8 and 10 are not applicable to the current proposal)*

Policy 9: Revisions or amendments proposed within an urban growth boundary shall be in accordance with the Urban Growth Area Management Agreement adoption for that area.

FINDING: Staff adopts and incorporates the Applicants findings addressing this policy, found on **submittal record pages 450-451**, and finds that the city's proposal has demonstrated compliance with all applicable County Comprehensive Plan Administrative Procedures Policies.

PART II: CITIZEN INVOLVEMENT
*(*Policies 3-8 are not applicable to the current proposal)*

Policy 1: To stimulate citizen involvement in the County by providing broad exposure to all phases of the planning process through radio and newspaper notices, general mailings and public meetings.

Policy 2: To encourage broad representation on citizen committees by assuring equal opportunities exist for all citizens and interest groups to be involved in the development and composition of these committees.

FINDING: Staff adopts and incorporates the Applicants findings addressing these policies, found on **submittal record pages 449-450**, and finds that the city's proposal has demonstrated compliance with all applicable County Comprehensive Plan Citizen Involvement Policies.

PART VI: HOUSING

*(*Policies 1-2, and 4-11 are not applicable to the current proposal)*

Policy 3: Provide adequate land inside the urban growth boundaries to meet housing needs and to provide for a wide range of urban housing choices.

Policy 12: Encourage the in-filling of urban growth boundary areas.

FINDING: Staff adopts and incorporates the Applicants findings addressing these policies, found on **submittal record page 449**, and finds that the city's proposal has demonstrated compliance with all applicable County Comprehensive Plan Housing Policies.

PART IX: URBANIZATION

*(*Policies 3-7, 13-16 and 19-20 are not applicable to the current proposal)*

Policy 1: Provide an orderly and efficient transition from rural to urban land use.

Policy 2: Accommodate urban population and urban employment inside urban growth boundaries, ensure efficient use of land, and provide for livable communities.

Policy 4: Accommodate the growth projected for urban areas to the year 2000.

Policy 5: Minimize the conflicts between urban and rural land uses.

Policy 6: Control development within the limitation of the public's ability to provide services.

Policy 10: Review the supply of buildable lands within the urban growth boundaries in cooperation with the cities, during each major review of the County's plan. The process of expanding the urban growth areas may begin when there is less than a five (5) year supply of residential land. Cities also are required by Statewide Planning Goal 9 to maintain at least an eight (8) year supply of serviceable industrial or commercial land inside the Urban Growth Boundary. Serviceable land is that which can be provided with public water and sewer utilities within one year, if such services are requested. [Amended by Ordinance 2001-09 eff. 4/07/02].

Policy 12: Have mutually agreed upon land use designations with each city.

Policy 17: Adopt the urban growth boundaries, and those portions of the adopted comprehensive plans relating to the unincorporated urban growth areas, for the municipalities of Clatskanie, Columbia City, Rainier, Scappoose, St. Helens, and Vernonia.

Policy 18: Periodically update coordinated 20-year population forecasts for each city's urban growth boundary and for the unincorporated areas, based upon the projections of a regionally accepted population forecast, such as the studies prepared by the Portland State University and the BPA. The County's projection will be within 10% of the regionally accepted projection and the incorporated cities' projections will be allocated on a jurisdiction by jurisdiction basis.

FINDING: Staff adopts and incorporates the Applicants' findings addressing these policies found on **submittal record pages 446-448** and finds that the city's proposal has demonstrated compliance with all applicable County Comprehensive Plan Urbanization Policies. Further, Columbia County has initiated a text amendment of this section of the Comprehensive Plan to address the land use regulation requirements of OAR 660-021-0040 (1-7) and to incorporate a definition of "Urban Reserve" areas to ensure that the County Comprehensive Plan aligns with the approval of the addition of Urban Reserve areas currently proposed by the City of Scappoose and those which may be proposed by other incorporated cities in Columbia County in the future.

PART X: ECONOMY
*(*Policies 3-7 and 11-13 are not applicable to the current proposal)*

Policy 1: Encourage the creation of new and continuous employment opportunities

Policy 2: Encourage a stable and diversified economy.

Policy 8: Reserve valuable industrial sites for industrial uses.

Policy 9: Encourage the trade and service sectors and the recreation industry to insure [sic] *greater revenue spending locally.*

Policy 10: Support improvements in local conditions in order to make the area attractive to private capital investment. Consideration of such factors as the following shall be undertaken:
A. Tax incentives
B. Land use controls and ordinances
C. Capital improvements programming

FINDING: Staff adopts and incorporates the Applicants' findings addressing these policies found on **submittal record pages 448-449** and finds that the city's proposal has demonstrated compliance with all applicable County Comprehensive Plan Economy Policies.

IV. COMPLIANCE WITH CITY OF SCAPPOOSE & COLUMBIA COUNTY JOINT URBAN GROWTH BOUNDARY MANAGEMENT AGREEMENT (UGBMA):

UGBMA PART I. Comprehensive Plan Provisions

A. In order to promote an orderly and efficient transition from urbanization to urban land within the Urban Growth Boundary and retention of land for non-urban uses outside of the Urban Growth Boundary, the Comprehensive Plans of the City of Scappoose and Columbia County Shall not conflict.

B. Columbia County and the City of Scappoose recognize the need to coordinate their plans and ordinances.

B. Furthermore, it is a policy of the City of Scappoose and Columbia Count to maintain ongoing planning processes that will facilitate the development of mutually compatible plans and implementing ordinances.

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

FINDING: The proposed addition of 64 acres to the City of Scappoose UGB does not create any conflict between the Comprehensive Plans of Columbia County or the City of Scappoose. Columbia County and the City of Scappoose will continue to coordinate plans and ordinances, and Columbia County shall maintain land use and code enforcement jurisdiction of the 64 acres added to the UGB, until such time those lands are annexed into the city.

UGBMA PART VIII. Amendments to the Comprehensive Plan and Implementing Measures

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

FINDING: Staff identifies and draws the distinction that the addition/creation of Urban Reserve area, is not part of the Existing Scappoose Columbia County UGBMA because the UGBMA is specific only to lands within the UGB. The UGBMA is not being modified because the land management policies between the City and County regarding those created URA, will be addressed through a separate "Urban Reserves Management Agreement" (URMA) document, to be adopted by the County Board of Commissioners and the Scappoose City Council.

Staff finds that there are no provisions of the County Comprehensive Plan or implementing ordinances that are affected by the addition of 64 acres of Urban Growth Boundary (UGB) area, specifically, and no amendments to the County Comprehensive plan regarding UGB's is necessary or required.

V. COMPLIANCE WITH STATEWIDE PLANNING GOALS:

Staff provides a summary of applicable Statewide Planning Goals 1-14 below. Goals 15 - *Willamette River Greenway*, 16 - *Estuarine Resources*, 17 - *Coastal Shorelands*, 18 - *Beaches and Dunes*, and 19 - *Ocean Resources,* are not applicable to the proposal and therefore, not summarized or addressed within staff's finding.

Goal 1, Citizen Involvement: *to develop a citizen involvement program that insures the opportunity for citizens to be in all phases of the planning process.*

Goal 2, Land Use Planning: *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. Goal 2 also provides an exceptions process in Part II.*

Goal 3, Agricultural Lands: *to preserve and maintain agricultural lands. (This goal is not applicable per OAR 660-024-0020(1)(b))*

Goal 4, Forest Lands: *to conserve forest lands. (This goal is not applicable per OAR 660-024-0020(1)(b))*

Goal 5, Natural Resources, Scenic and Historic Areas. and Open Spaces: *to protect natural resources and conserve scenic and historic areas and open spaces.*

Goal 6, Air, Water and Land Resources Quality*: to maintain and improve the quality of the air, water and land resources of the state.*

Goal 7, Areas Subject to Natural Hazards: *to protect people and property from natural hazards.*

Goal 8, Recreational Needs: *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.*

Goal 9, Economic Development*: to provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

Goal 10, Housing: *to provide for the housing needs of the citizens of the state.*

Goal 11, Public Facilities and Services*: 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.*

Goal 12, Transportation*: to provide and encourage a safe, convenient and economic transportation system.*

Goal 13, Energy Conservation: *encourages the use of renewable resources, requires local governments to consider the effects of its comprehensive plan on energy consumption and calls on communities to look within existing urban neighborhoods for areas of potential redevelopment before looking to expand; to "recycle and re-use vacant land."*

Goal 14, Urbanization: *to provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

FINDING: Staff adopts and incorporates the Applicants Statewide Goal Consistency Analysis findings found on **submittal record pages 452-458** and finds that the city's proposal has demonstrated compliance with all applicable Statewide Planning Goals.

VI. COMPLIANCE WITH THE OREGON REVISED STATUTES (ORS):

ORS 197A.245 Urban Reserves; rules.

(1) To ensure that the supply of land available for urbanization is maintained:

(a) Local governments may cooperatively designate lands outside urban growth boundaries as urban reserves subject to ORS 197.610 to 197.625 and 197.626.

(b) Alternatively, Metro and a county or a city and a county may enter into a written agreement pursuant to ORS 190.003 to 190.130, 195.025 or 197.652 to 197.658 to designate urban reserves. A process and criteria developed pursuant to this paragraph are an alternative to a process or criteria adopted pursuant to paragraph (a) of this subsection.

(2) The Land Conservation and Development Commission may require a local government to designate urban reserves pursuant to subsection (1)(a) of this section during its periodic review in accordance with the conditions for periodic review under ORS 197.628.

(3) In carrying out subsections (1) and (2) of this section:

(a) Within an urban reserve, a local government may not prohibit the siting on a legal parcel of a single-unit dwelling that would otherwise have been allowed under law existing prior to designation as an urban reserve.

(b) The commission shall provide to local governments a list of options, rather than prescribing a single planning technique, to ensure the efficient transition from rural to urban use in urban reserves.

(4) Urban reserves designated under this section must be planned to accommodate population and employment growth for:

(a) At least 40 years and not more than 50 years; or

(b) At least 20 years, and not more than 30 years, after the 20-year period for which the local government has inventoried buildable lands under ORS 197A.270, 197A.280 or 197A.350.

(5) Urban reserves may be established at any time without regard to a schedule under ORS 197A.270 (2), 197A.280 (2) or 197A.350 (2).

(6) The designation of urban reserves under subsection (1)(b) of this section must be based upon consideration of factors including, but not limited to, whether land proposed for designation as urban reserves, alone or in conjunction with land inside the urban growth boundary:

(a) Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;

(b) Includes sufficient development capacity to support a healthy urban economy;

(c) Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;

(d) Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;

(e) Can be designed to preserve and enhance natural ecological systems; and

(f) Includes sufficient land suitable for a range of housing types.

(7) A county may take an exception under ORS 197.732 to a statewide land use planning goal to allow the establishment of a transportation facility in an area designated as urban reserve under this section.

(8) The commission shall adopt by goal or by rule a process and criteria for designating urban reserves pursuant to this section. [Formerly 195.145; 2025 c.38 §18]

FINDING: Where the relevant standards and criteria of Oregon Administrative Rules Chapter 660, Division 21 are addressed further herein, the criteria of this section are also found to be addressed.

ORS 197A.285 Priority of land to be included within urban growth boundaries; rules.

(1) A city outside Metro shall comply with this section when determining which lands to include within the urban growth boundary of the city, including when amending an urban growth boundary under ORS 197A.270 (5)(a), 197A.310 or 197A.312.

(2) The Land Conservation and Development Commission shall provide, by rule, that:

(a) When evaluating lands for inclusion within the urban growth boundary, the city shall establish a study area that includes all land that is contiguous to the urban growth boundary and within a distance specified by commission.

(b) The city shall evaluate all land in the study area for inclusion in the urban growth boundary as provided in subsection (4) of this section, except for land excluded from the study area because:

(A) It is impracticable, as provided in subsection (3) of this section, to provide necessary public facilities or services to the land.

(B) The land is subject to significant development hazards, including a risk of land slides, a risk of flooding because the land is within the 100-year floodplain or is subject to inundation during storm surges or tsunamis, and other risks determined by the commission.

(C) The long-term preservation of significant scenic, natural, cultural or recreational resources requires limiting or prohibiting urban development of the land that contains the resources.

(D) The land is owned by the federal government and managed primarily for rural uses.

(E) The land is designated as rural reserve under ORS 197A.230 to 197A.250.

(c) When evaluating the priority of land for inclusion under paragraph (b) of this subsection:

(A) The city shall evaluate the land within the study area that is designated as an urban reserve under ORS 197A.245 in an acknowledged comprehensive plan.

(B) If the amount of land appropriate for selection under subparagraph (A) of this paragraph is not sufficient to satisfy the need for the land, the city shall evaluate the land that is subject to an acknowledged exception under ORS 197.732 or land that is nonresource land and select as much of the land as necessary to satisfy the need for land using criteria established by the commission and criteria in an acknowledged comprehensive plan and land use regulations.

(C) If the amount of land appropriate for selection under subparagraphs (A) and (B) of this paragraph is not sufficient to satisfy the need for land, the city shall evaluate the land within the study area that is designated as marginal land under ORS 197.247 (1991 Edition) in the acknowledged comprehensive plan and select as much of the land as necessary to satisfy the need for land using criteria established by the commission and criteria in an acknowledged comprehensive plan and land use regulations.

(D) If the amount of land appropriate for selection under subparagraphs (A) to (C) of this paragraph is not sufficient to satisfy the amount of land needed, the city shall evaluate land within the study area that is designated for agriculture or forest uses in the acknowledged comprehensive plan that is not predominantly high-value farmland, as defined in ORS 195.300, or does not consist predominantly of prime or unique soils, as determined by the United States Department of Agriculture Natural Resources Conservation Service, and select as much of that land as necessary to satisfy the need for land:

(i) Using criteria established by the commission and criteria in an acknowledged comprehensive plan and land use regulations; and

(ii) Using the predominant capability classification system or the predominant cubic site class, as appropriate for the acknowledged comprehensive plan designation, to select lower capability or cubic site class lands first.

(E) If the amount of land appropriate for selection under subparagraphs (A) to (D) of this paragraph is not sufficient to satisfy the need for land, the city shall evaluate land within the study area that is designated as agricultural land in an acknowledged comprehensive plan and is predominantly high value farmland and select as much of that land as necessary to satisfy the need for land. A local government may not select land that is predominantly made up of prime or unique farm soils, as defined by the United States Department of Agriculture Natural Resources Conservation Service, unless there is an insufficient amount of other land to satisfy its land need.

(3) For purposes of subsection (2)(b)(A) of this section, the commission shall determine impracticability by rule, considering the likely amount of development that could occur on the lands within the planning period, the likely cost of facilities and services, physical, topographical or other impediments to service provision and whether urban development has occurred on similarly situated lands such that it is likely that the lands will be developed at an urban level during the planning period. When impracticability is primarily a result of existing development patterns, the rules of the commission shall require that the lands be included within the study area, but may allow the development capacity forecast for the lands to be specified at a lower level over the planning period. The rules of the commission must be based on an evaluation of how similarly situated lands have, or have not, developed over time.

(4) For purposes of subsection (2)(b)(C) of this section, the commission by rule shall determine the circumstances in which and the resources to which this exclusion will apply.

(5) Notwithstanding subsection (2)(c)(E) of this section, the rules must allow land that would otherwise be excluded from an urban growth boundary to be included if:

(a) The land contains a small amount of resource land that is not important to the commercial agricultural enterprise in the area and the land must be included to connect a nearby and significantly larger area of land of higher priority for inclusion within the urban growth boundary; or

(b) The land contains a small amount of resource land that is not predominantly high-value farmland or predominantly made up of prime or unique farm soils and the land is completely surrounded by land of higher priority for inclusion into the urban growth boundary.

(6) When the primary purpose for expansion of the urban growth boundary is to accommodate a particular industry use that requires specific site characteristics, or to accommodate a public facility that requires specific site characteristics and the site characteristics may be found in only a small number of locations, the city may limit the study area to land that has, or could be improved to provide, the required site characteristics. Lands included within an urban growth boundary for a particular industrial use, or a particular public facility, must remain planned and zoned for the intended use:

(a) Except as allowed by rule of the commission that is based on a significant change in circumstance or the passage of time; or

(b) Unless the city removes the land from within the urban growth boundary.

(7) Notwithstanding any other provision of this section, the commission may adopt rules that specify circumstances under which a city may exchange land within the urban growth boundary of the city for land that is outside of the urban growth boundary and that is designed to avoid adverse effects of an exchange on agricultural or forest operations in the surrounding area. [Formerly 197A.320]

FINDING: Where the relevant standards and criteria of Oregon Administrative Rules Chapter 660, Division 24 are addressed further herein, the criteria of this section are also found to be addressed.

VI. COMPLIANCE WITH THE OREGON ADMINISTRATIVE RULES (OAR):

CHAPTER 660, DIVISION 21 – URBAN RESERVES

660-021-0030
Determination of Urban Reserve Areas

(1) A city considering adopting or amending an urban reserve area (URA) shall include an amount of land estimated to be at least a 20-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary (UGB). Local governments designating a URA shall adopt findings specifying the particular number of years over which designated URAs are intended to provide a supply of land.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 333**. The Applicant has provided a thorough analysis of total land need (see record pages 300-333 and Applicants "EXHIBIT 33" on record page 332) and has defined that there is a need for buildable acres beyond the 20-year UGB time frame and has succinctly specified a 30-year period (2043-2073) over which designated UR area are intended to provide a supply of developable land beyond the 20-year time frame to establish within the UGB, in compliance with the requirement of this rule.

(2) Inclusion of land within a URA shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land. Cities and counties cooperatively, and the Metropolitan Service District for the Portland Metropolitan Area Urban Growth Boundary, shall first study lands adjacent to, or nearby, the urban growth boundary for developability for inclusion within URAs, as measured by the factors and criteria set forth in this section. Local governments shall then

designate, for inclusion within URAs, that land which is appropriate and satisfies the priorities in section (4) of this rule.

FINDING: The Applicant has provided a detailed Alternatives Analysis within **submittal record pages 334-369** in conformance with the requirement of this criterion.

(3) Land found appropriate for an urban reserve area may consider factors including, but not limited to, whether land proposed for designation as a URA, alone or in conjunction with land inside the UGB:

(a) Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;

(b) Includes sufficient development capacity to support a healthy urban economy;

(c) Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;

(d) Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;

(e) Can be designed to preserve and enhance natural ecological systems; and

(f) Includes sufficient land suitable for a range of housing types.

FINDING: Applicant's "EXHIBIT 37" (**submittal record page 353**) identifies the location of the 23 final study areas after consideration of the above listed factors. All 23 study areas are represented in larger detail in applicants' EXHIBITS 40-50, as found on **submittal record pages 359-369**.

(4) Priority of land for inclusion in a URA. After consideration of the factors in section (3) of this rule, if land of higher priority is inadequate to accommodate the amount of land need estimate in section (1) of this rule, the next priority for inclusion shall be according to the following order of priority:

(a) First Priority is land within the study area that is subject to an acknowledged exception under ORS 197.732 or land that is nonresource land as defined in OAR 660-021-0010(3).

(A) First priority may include resource land that is completely surrounded by exception areas unless these are high value crop areas as defined in Goal 8 or prime or unique agricultural lands as defined by the United States Department of Agriculture (USDA);

(B) First priority land may be given lower priority compared to other nonresource land or land within an exception area if the land contains planned developments or subdivisions with a subdivision plat, as defined in ORS 92.010(18).

(b) Second Priority is land within the study area that is designated as marginal land[2] under former ORS 197.247 (1991 edition) in an acknowledged comprehensive plan;

(c) Third Priority is land within the study area that is designated for forest or agriculture, or both, in an acknowledged comprehensive plan and is not predominantly high-value farmland or high-value forestland as defined in ORS 195.300. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

[2] Columbia County does not contain marginal lands.

(d) Fourth Priority is land within the study area that is designated for forest or agriculture, or both, in an acknowledged comprehensive plan and is predominantly high-value farmland or high-value forestland as defined in ORS 195.300, except land that is predominantly made up of prime or unique farm soils as defined by the USDA NRCS. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(e) Fifth priority is land within the study area that is predominantly made up of prime or unique farm soils, as defined by the USDA NRCS. A city must find that there is an insufficient amount of other land to satisfy its land need in order to include land predominantly made up of prime or unique farm soils within a UGB.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 358**. Applicant's "EXHIBIT 38" (record page 354 and shown below) shows the final study area consists of approximately 1,530 acres of which 99% is exception[3] land, including approximately 1,010 unconstrained acres.

Exhibit 38. Scappoose UGB Expansion and Urban Reserve Study Subareas

Note: Some parcels may be split by subarea boundaries. In such cases, the portion of a parcel that falls within a subarea is counted as the size of the parcel. Additionally, total and unconstrained acres represent the sum of the entire subarea, including ROW parcels.

Study Subarea	Total Acres	Unconstrained Acres	Total Parcels	Average Parcel Size	Existing Dwelling Units	Average Parcel with Dwelling Unit Size	Vacant Parcels	Average Vacant Parcel Size
1	29	28	11	2	7	2	4	2
2	15	11	7	2	5	2	2	3
3	79	77	15	5	12	5	3	7
4	18	18	9	2	33	2	-	-
5	96	94	52	2	78	2	13	1
6	84	55	200	0.3	52	1	148	0
7	99	66	27	4	21	4	6	3
8	75	70	19	4	17	4	2	4
9	31	18	7	4	5	4	2	5
10	41	20	8	5	8	5	-	-
11	86	11	6	14	4	15	2	14
12	100	48	16	6	13	7	3	3
13	99	81	20	5	17	5	3	5
14	66	22	23	3	16	3	7	3
15	75	36	24	3	17	3	7	2
16	92	29	21	4	17	3	4	7
17	77	39	18	4	16	4	2	2
18	52	24	12	4	10	4	2	4
19	99	74	35	2	29	3	6	1
20	41	34	6	7	5	4	1	23
21	81	67	31	2	26	3	5	2
22	54	50	1	54	-	-	1	54
23	41	39	1	41	-	-	1	41
Total	1,530	1,010	569	3	408	3	224	2

(5) Land of higher priority under section (4) of this rule may be assigned lower priority if:

(a) Provision of future urban services, as defined in ORS 195.065, is not reasonable or cost effective due to existing topographical or other physical constraints including built constraints.

(b) Maximum efficiency of land uses within a proposed URA requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 358**. This section allows the inclusion of lower priority lands in order to include or to provide services to higher priority lands. The applicants' findings on record page 358 identify that the study area consists of 99% exception lands. Subareas 3 and 21 include small areas of farm and forestland (15 acres and 5 acres, respectively) necessary to

[3] "Exception Areas" means rural lands for which an exception to statewide planning goals 3 or 4, or both, as defined in ORS 197.732 and OAR 660-004-0005(1), has been acknowledged. [OAR 660-021-0010(4)]

maintain contiguity and allow efficient provision of future urban services to exception lands proposed for UR area designation. Inclusion of these 20 acres of sub areas 3 and 21 improves the efficiency and serviceability of the proposed subareas, consistent with the provisions of this section.

(6) Findings and conclusions concerning the results of the consideration required by this rule shall be adopted by the affected jurisdictions.

FINDING: Staff adopts and incorporates the Applicant's findings addressing OAR 660-021-0030(1)-(5) as documented above where those criteria were addressed. The requirement of this section is demonstrated as met.

660-021-0040
Urban Reserve Area Planning and Zoning

(1) Until included in the urban growth boundary, lands in urban reserves shall continue to be planned and zoned for rural uses in accordance with the requirements of this rule and the applicable statutes and goals, but in a manner that ensures a range of opportunities for the orderly, economic and efficient provision of urban services when these lands are included in the urban growth boundary.

FINDING: If approved, the 480 acres of established UR area will maintain their current Columbia County Comprehensive Plan and Zoning designations. Until such time these lands are brought into the urban growth boundary, they shall be managed as defined by the provisions of the joint Urban Reserve Management Agreement (URMA) to be executed and adopted by the County Board of Commissioners and the Scappoose City Council in accordance with the provisions of OAR 660-021-0050.

(2) Urban reserve land use regulations shall ensure that development and land divisions in exception areas and nonresource lands will not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. These measures shall be adopted by the time the urban reserves are designated, or in the case of those local governments with planning and zoning responsibility for lands in the vicinity of the Portland Metropolitan Area Urban Growth Boundary, by the time such local governments amend their comprehensive plan and zoning maps to implement urban reserve designations made by the Portland Metropolitan Service District. The measures may include:

(a) Prohibition on the creation of new parcels less than ten acres;

(b) Requirements for clustering as a condition of approval of new parcels;

(c) Requirements for preplatting of future lots or parcels;

(d) Requirements for written waivers of remonstrance against annexation to a provider of sewer, water or streets; and

(e) Regulation of the siting of new development on existing lots for the purpose of ensuring the potential for future urban development and public facilities.

(3) For exception areas and nonresource land in urban reserves, land use regulations shall prohibit zone amendments allowing more intensive uses, including higher residential density, than permitted by acknowledged zoning in effect as of the date of establishment of the urban reserves. Such regulations shall remain in effect until such time as the land is included in the urban growth boundary.

FINDING: The adoption of Urban Reserves Land Use Regulations in accordance with the provisions of this section will be required under the terms of the joint Urban Reserve Management Agreement (URMA) to be executed and adopted by the County Board of Commissioners and the Scappoose City Council in accordance with the provisions of OAR 660-021-0050. The requirements of this section are proposed to be met by adoption of zoning regulations

(as required by the URMA) through the concurrently reviewed Text Amendment to the Columbia County Comprehensive Plan, PART IX Urbanization section; policies (File No. TA 26-187).

(4) Resource land that is included in urban reserves shall continue to be planned and zoned under the requirements of applicable statewide planning goals.

FINDING: All future development authorized by Columbia County Land Development Services on any Farm and/or Forest zoned lands proposed for inclusion within the UR area will continue to comply with Goals 3 and 4.

(5) Urban reserve agreements consistent with applicable comprehensive plans and meeting the requirements of OAR 660-021-0050 shall be adopted for urban reserves.

FINDING: A copy of the final draft proposed URMA between the City of Scappoose and Columbia County, prepared in accordance with the requirements of OAR 660-021-0050 (below) is appended to this staff report as Staff's EXHIBIT B. The URMA will be executed by both the Columbia County Board of Commissioners and the City of Scappoose City Council at or prior to the time of reserve designation. Compliance of the URMA's terms with the requirements of OAR 660-021-0050 is discussed below.

(6) Cities and counties are authorized to plan for the eventual provision of urban public facilities and services to urban reserves. However, this division is not intended to authorize urban levels of development or services in urban reserves prior to their inclusion in the urban growth boundary. This division is not intended to prevent any planning for, installation of, or connection to public facilities or services in urban reserves consistent with the statewide planning goals and with acknowledged comprehensive plans and land use regulations in effect on the applicable date of this division.

FINDING: Columbia County Land Development Services will not authorize urban levels of development or services in the newly established UR area. Any planning for, installation of or connection to public facilities or services in UR area will be consistent with the relevant statewide planning goals and with Columbia County Comprehensive Plan, Zoning Ordinance and Subdivision and Partitioning Ordinance.

(7) A local government shall not prohibit the siting of a single family dwelling on a legal parcel pursuant to urban reserve planning requirements if the single family dwelling would otherwise have been allowed under law existing prior to the designation of the parcel as part of an urban reserve.

FINDING: Columbia County will not prohibit the siting of a single-family dwelling on a legal parcel existing within the newly established UR area if the single-family dwelling would otherwise have been allowed prior to UR designation.

660-021-0050
Urban Reserve Agreements

Urban reserve planning shall include the adoption and maintenance of urban reserve agreements among cities, counties and special districts serving or projected to serve the designated urban reserves. These agreements shall be adopted by each applicable jurisdiction at or prior to the time of reserve designation and shall contain:

(1) Designation of the local government responsible for building code administration and land use regulation in the urban reserves, both at the time of reserve designation and upon inclusion of these reserves within the urban growth boundary.

(2) Designation of the local government or special district responsible for the following services: sewer, water, fire protection, parks, transportation and storm water. The agreement shall include maps indicating areas and levels

of current rural service responsibility and areas projected for future urban service responsibility when included in the urban growth boundary.

(3) Terms and conditions under which service responsibility will be transferred or expanded for areas where the provider of the service is expected to change over time.

(4) Procedures for notification and review of land use actions to ensure involvement by all affected local governments and special districts.

FINDING: A copy of the final draft proposed URMA between the City of Scappoose and Columbia County, prepared in accordance with the above requirements of this section is appended to this staff report as Staff's EXHIBIT B. The URMA includes separate provisions that specifically address the requirements of OAR 660-021-0050 (1-4). The agreement will be executed by both the Columbia County Board of Commissioners and the City of Scappoose City Council at or prior to the time of reserve designation.

CHAPTER 660, DIVISION 24 – URBAN GROWTH BOUNDARIES

660-024-0020
Adoption or Amendment of a UGB

(1) All statewide goals and related administrative rules are applicable when establishing or amending a UGB, except as follows:

(a) The exceptions process in Goal 2 and OAR chapter 660, division 4, is not applicable unless a local government chooses to take an exception to a particular goal requirement, for example, as provided in OAR 660-004-0010(1);

(b) Goals 3 and 4 are not applicable;

(c) Goal 5 and related rules under OAR chapter 660, division 23, apply only in areas added to the UGB, except as required under OAR 660-023-0070 and 660-023-0250;

(d) The transportation planning rule requirements under OAR 660-012-0060 need not be applied to a UGB amendment if the land added to the UGB is zoned as urbanizable land, either by retaining the zoning that was assigned prior to inclusion in the boundary or by assigning interim zoning that does not allow development that would generate more vehicle trips than development allowed by the zoning assigned prior to inclusion in the boundary;

(e) Goal 15 is not applicable to land added to the UGB unless the land is within the Willamette River Greenway Boundary;

(f) Goals 16 to 18 are not applicable to land added to the UGB unless the land is within a coastal shorelands boundary;
(g) Goal 19 is not applicable to a UGB amendment.

FINDING: Staff adopts and incorporates the Applicants Statewide Goal Consistency Analysis findings found on **submittal record pages 452-458** and finds that the city's proposal has demonstrated compliance with all applicable Statewide Planning Goals.

(2) The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location.

FINDING: Staff finds that the Applicant has provided maps in a format such that a definitive UGB location can be discerned. There is no location where the UGB does not follow parcel lines. Once final approval is issued, the existing and 64 acres of additional UGB will be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB.

660-024-0040
Land Need

(1) The UGB must be based on the appropriate 20-year population forecast for the urban area as determined under rules in OAR chapter 660, division 32, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule. The 20-year need determinations are estimates which, although based on the best available information and methodologies, should not be held to an unreasonably high level of precision. Local governments in Crook, Deschutes or Jefferson Counties may determine the need for Regional Large-Lot Industrial Land by following the provisions of OAR 660-024-0045 for areas subject to that rule.

(2) If the UGB analysis or amendment is conducted as part of a periodic review work program, the 20-year planning period must commence on the date initially scheduled for completion of the appropriate work task. If the UGB analysis or amendment is conducted as part of a sequential UGB approval, the 20-year planning period will be established in the work program issued pursuant to OAR 660-025-0185. If the UGB analysis or amendment is conducted as a post-acknowledgement plan amendment under ORS 197.610 to 197.625, the 20-year planning period must commence either:

(a) On the date initially scheduled for final adoption of the amendment specified by the local government in the initial notice of the amendment required by OAR 660-018-0020; or

(b) If more recent than the date determined in subsection (a), at the beginning of the 20-year period specified in the appropriate coordinated population forecast for the urban area as determined under rules in OAR chapter 660, division 32, unless ORS 197A.270, 197A.280, or 197A.350 requires a different date for local governments subject to those statutes.

(3) A local government may review and amend the UGB in consideration of one category of land need (for example, needed housing) without a simultaneous review and amendment in consideration of other categories of land need (for example, employment need).

(4) The determination of 20-year residential land needs for an urban area must be consistent with:

(a) The appropriate allocated housing need in ORS 184.453, and with the requirements for determining needed housing in Goals 10 and 14, OAR chapter 660, division 8, and applicable provisions of ORS 197A.020, 197A.200, 197A.215, 197A.270 to 197A.325 and 197.475 to 197.493.

(b) For Metro, the appropriate 20-year coordinated population forecast for the urban area determined under rules in OAR chapter 660, division 32, and with the requirements for determining needed housing in Goals 10 and 14, OAR chapter 660, division 8, and applicable provisions of ORS 197A.335 to 197A.372.

(5) Except for a metropolitan service district described in ORS 197.015(13), the determination of 20-year employment land need for an urban area must comply with applicable requirements of Goal 9 and OAR chapter 660, division 9, and must include a determination of the need for a short-term supply of land for employment uses consistent with OAR 660-009-0025. Employment land need may be based on an estimate of job growth over the planning period; local government must provide a reasonable justification for the job growth estimate but Goal 14 does not require that job growth estimates necessarily be proportional to population growth. Local governments in Crook, Deschutes or Jefferson Counties may determine the need for Regional Large-Lot Industrial Land by following the provisions of OAR 660-024-0045 for areas subject to that rule.

(6) Cities and counties may jointly conduct a coordinated regional EOA for more than one city in the county or for a defined region within one or more counties, in conformance with Goal 9, OAR chapter 660, division 9, and applicable provisions of ORS 195.025. A defined region may include incorporated and unincorporated areas of one or more counties.

(7) The determination of 20-year land needs for transportation and public facilities for an urban area must comply with applicable requirements of Goals 11 and 12, rules in OAR chapter 660, divisions 11 and 12, and public facilities requirements in ORS 197.712 and 197.768. The determination of school facility needs must also comply with 195.110 and 197.296 for local governments specified in those statutes.

(8) A local government may apply the following safe harbors to determine its employment needs for purposes of a UGB amendment under this rule, Goal 9, OAR chapter 660, division 9, Goal 14 and, if applicable, ORS 197A.350.

(a) A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:

(A) The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department; or

(B) The population growth rate for the urban area in the appropriate 20-year coordinated population forecast determined under rules in OAR chapter 660, division 32.

(b) A local government with a population of 10,000 or less may assume that retail and service commercial land needs will grow in direct proportion to the forecasted urban area population growth over the 20-year planning period. This safe harbor may not be used to determine employment land needs for sectors other than retail and service commercial. A local government does not need an updated EOA to use this safe harbor.

(c) A local government with a population greater than 10,000 may estimate that the 20-year land needs for neighborhood-serving commercial will require an additional amount of land no more than five percent of the net buildable acres added to the UGB to address a residential land need consistent with section (4) of this rule. This safe harbor may not be used to determine employment land needs for uses other than neighborhood-serving commercial. A local government does not need an updated EOA to use this safe harbor.

(9) As a safe harbor during periodic review or other legislative review of the UGB, a local government may estimate that the 20-year land needs for streets and roads, parks and school facilities will together require an additional amount of land equal to 25 percent of the net buildable acres determined for residential land needs under section (4) of this rule, and in conformance with the definition of "Net Buildable Acre" as defined in OAR 660-024-0010(9).

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 333**. The Applicant has provided a thorough analysis of total land need (see submittal record pages 300-333 and Applicants "EXHIBIT 33" on submittal record page 332) to be able to accommodate forecast growth.

660-024-0050
Land Inventory and Response to Deficiency

(1) When evaluating or amending a UGB, a local government must inventory land inside the UGB to determine whether there is adequate development capacity to accommodate 20-year needs determined in OAR 660-024-0040. For residential land, the buildable land inventory must include vacant, partially vacant, and redevelopable land, and be conducted in accordance with OAR 660-008-0100, and ORS 197A.270 or 197A.350 for local governments subject to those statutes. For employment land, the inventory must include: suitable land, vacant land and developed land, as defined in OAR 660-009-0005, designated for industrial or other employment use, and must be conducted in accordance with OAR 660-009-0015.

(2) As safe harbors, when inventorying land to accommodate industrial and other employment needs, a local government may assume that a lot or parcel is vacant if it is:

(a) Equal to or larger than one-half acre, if the lot or parcel does not contain a permanent building; or

(b) Equal to or larger than five acres, if less than one-half acre of the lot or parcel is occupied by a permanent building.

(3) If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs determined under OAR 660-024-0040, the local government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city, or by expanding the UGB, or both, and in accordance with ORS 197A.270, 197A.350 where applicable, and OAR 660-008-0150. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. If the local government determines there is a need to expand the UGB, changes to the UGB must be determined by evaluating alternative boundary locations consistent with Goal 14 and applicable rules at OAR 660-024-0060 or 660-024-0065 and 660-024-0067.

(4) In evaluating an amendment of a UGB submitted under ORS 197.626, the director or the commission may determine that a difference between the estimated 20-year needs determined under OAR 660-024-0040 and the amount of land and development capacity added to the UGB by the submitted amendment is unlikely to significantly affect land supply or resource land protection, and as a result, may determine that the proposed amendment complies with section (3) of this rule.

(5) When land is added to the UGB, the local government must assign appropriate urban comprehensive plan map designations to the added land, consistent with the need determination and the requirements of section (6) and (7) of this rule, if applicable. The local government must also apply appropriate zoning to the added land consistent with the plan designation or may maintain the land as urbanizable land until the land is rezoned for the planned urban uses, either by retaining the zoning that was assigned prior to inclusion in the boundary or by applying other interim zoning that maintains the land's potential for planned urban development. The requirements of ORS 197A.350 regarding planning and zoning also apply when local governments specified in that statute add land to the UGB.

(6) Lands included within a UGB pursuant to OAR 660-024-0065(2) to provide for a particular industrial use, or a particular public facility, must be planned and zoned for the intended use and must remain planned and zoned for that use unless the city removes the land from the UGB.

(7) Lands included within a UGB to provide for a residential use must be planned and designated on the comprehensive plan map for a variety of housing types and densities determined necessary to comply with OAR chapter 660, division 8.

(8) As a safe harbor, regarding requirements concerning "efficiency," a local government that chooses to use the land use efficiency safe harbor in OAR 660-008-0150(1)(b) is deemed to have met the Goal 14 efficiency requirements under:

(a) Sections (1) and (3) of this rule regarding evaluation of the development capacity of residential land inside the UGB to accommodate the estimated 20-year needs; and

(b) Goal 14 regarding a demonstration that residential needs cannot be reasonably accommodated on residential land already inside the UGB, but not with respect to:

(A) A demonstration that residential needs cannot be reasonably accommodated by rezoning non-residential land, and

(B) Compliance with Goal 14 Boundary Location factors.

FINDING: The city's buildable lands inventory is made part of Applicants EXHIBIT 11 – The city's Housing Capacity Analysis (HCA) and Economic Opportunities Analysis (EOA), found on **submittal record pages 460-498**.

660-024-0065
Establishment of Study Area to Evaluate Land for Inclusion in the UGB

(1) When considering a UGB amendment to accommodate a need deficit identified in OAR 660-024-0050(3), a city outside of Metro must determine which land to add to the UGB by evaluating alternative locations within a "study area" established pursuant to this rule. To establish the study area, the city must first identify a "preliminary study area" which shall not include land within a different UGB or the corporate limits of a city within a different UGB. The preliminary study area shall include:

(a) All lands in the city's acknowledged urban reserve, if any. If all land in the city's acknowledged urban reserve area, or a subsection thereof, meet the requirements of section (6) of this rule, then no other land specified under subsections (b)-(d) is needed in the preliminary study area;

(b) All lands that are within the following distance from the acknowledged UGB:

(A) For cities with a UGB population less than 10,000: one-half mile;

(B) For cities with a UGB population equal to or greater than 10,000: one mile;

(c) All exception areas contiguous to an exception area that includes land within the distance specified in subsection (b) and that are within the following distance from the acknowledged UGB:

(A) For cities with a UGB population less than 10,000: one mile;

(B) For cities with a UGB population equal to or greater than 10,000: one and one-half miles;

(d) At the discretion of the city, the preliminary study area may include land that is beyond the distance specified in subsections (b) and (c).

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 338**.

(2) When the primary purpose for expansion of the UGB is to accommodate a particular industrial use that requires specific site characteristics, or to accommodate a public facility that requires specific site characteristics, and the site characteristics may be found in only a small number of locations, the preliminary study area may be limited to those locations within the distance described in section (1) that have or could be improved to provide the required site characteristics. For purposes of this section:

(a) The definition of "site characteristics" in OAR 660-009-0005(11) applies for purposes of identifying a particular industrial use.

(b) A "public facility" may include a facility necessary for public sewer, water, storm water, transportation, parks, schools, or fire protection. Site characteristics may include but are not limited to size, topography and proximity.

FINDING: The primary purpose for expansion of the UGB is not to accommodate a particular industrial use that requires specific site characteristics, nor to accommodate a public facility that requires specific site characteristics. Therefore, the provisions of this section are not applicable.

(3) The city may exclude land, including whole tax lots or parcels, from the preliminary study area if it determines that:

(a) Based on the standards in section (7) of this rule, it is impracticable to provide necessary public facilities or services to the land;

(b) The land is subject to significant development hazards, due to a risk of:

(A) Landslides: The land consists of a landslide deposit or scarp flank. If the owner of a lot or parcel provides the city with a site-specific analysis by a certified engineering geologist demonstrating that development of the property would not be subject to significant landslide risk, the city may not exclude the lot or parcel under this paragraph;

(B) Flooding, including inundation during storm surges: the land is within the Special Flood Hazard Area (SFHA) identified on the applicable Flood Insurance Rate Map (FIRM);

(C) Tsunamis: the land is within a tsunami inundation zone established pursuant to ORS 455.446;

(D) Other hazards identified in an acknowledged comprehensive plan or development code that the local government determines as presenting a significant risk to life or property including those that would be identified if the land was already within the city's jurisdiction.

(c) The land consists of a significant scenic, natural, cultural or recreational resource described in this subsection:

(A) Land that is designated in an acknowledged comprehensive plan prior to initiation of the UGB amendment, or that is mapped on a published regional, state or federal inventory at a scale sufficient to determine its location for purposes of this rule, as:

(i) Critical or essential habitat for a species listed by a state or federal agency as threatened or endangered;

(ii) Core habitat for Greater Sage Grouse; or

(iii) Big game migration corridors or winter range, except where located on lands designated as urban reserves or exception areas;

(B) Federal Wild and Scenic Rivers and State Scenic Waterways, including Related Adjacent Lands described by ORS 390.805, as mapped by the applicable state or federal agency responsible for the scenic program;

(C) Designated Natural Areas on the Oregon State Register of Natural Heritage Resources;

(D) Wellhead protection areas described under OAR 660-023-0140 and delineated on a local comprehensive plan;

(E) Aquatic areas subject to Statewide Planning Goal 16 that are in a Natural or Conservation management unit designated in an acknowledged comprehensive plan;

(F) Lands subject to acknowledged comprehensive plan or land use regulations that implement Statewide Planning Goal 17, Coastal Shoreland, Use Requirement 1;

(G) Lands subject to acknowledged comprehensive plan or land use regulations that implement Statewide Planning Goal 18, Implementation Requirement 2;

(H) Lands identified by a Tribal government as not compatible with urbanization because they consist of important scenic, natural, or cultural resources.

(d) The land is owned by the federal government and managed primarily for rural uses.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record pages 347-348**.

(4) As part of the process of evaluating land for inclusion in the study area, a local government must notify Tribal governments of the establishment of a preliminary study area as provided:

(a) Notice must be sent to Tribal governments with an ancestral connection to land within the study area and jurisdiction of the local government. The local government must obtain a list from the Oregon Legislative Commission on Indian Services of Tribal governments that have such a connection.

(b) Notice to Tribal governments as identified in (a) must include:

(A) A map of the preliminary study area; and

(B) Information on how and when to provide input, including invitation for government-to-government consultation and staff coordination regarding potential conflicts or opportunities between future urbanization of land within the preliminary study area and cultural or natural resources, Tribal government strategic plans, or other Tribal government interests.

(c) A local government must allow a period of no less than 35 calendar days after the notice was sent for Tribal governments to respond and opt in to consultation and coordination.

(d) A local government that receives input from a Tribal government must explain how input was incorporated. If input from a Tribal government was not incorporated, the local government must provide a rationale explaining why.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 349** and finds that the city has complied with the requirement of this section.

(5) After excluding land from the preliminary study area under section (3), the city must adjust the area, if necessary, so that it includes an amount of land that is at least twice the amount of land needed for the deficiency determined under OAR 660-024-0050(3) or, if applicable, twice the particular land need described in section (2). Such adjustment shall be made by expanding the distance specified under section (1) and applying section (3) to the expanded area.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 356**.

(6) For purposes of evaluating the priority of land under OAR 660-024-0067, the "study area" shall consist of all land that remains in the preliminary study area described in section (1) or (2) of this rule after adjustments to the area based on sections (3) and (5), provided that when a purpose of the UGB expansion is to accommodate a public park need, the city must also consider whether land excluded under subsection (3)(a) through (c) of this rule can reasonably accommodate the park use.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record pages 356-357**.

(7) For purposes of subsection (3)(a), the city may consider it impracticable to provide necessary public facilities or services to the following lands:

(a) Contiguous areas of at least five acres where 75 percent or more of the land has a slope of 25 percent or greater, provided that contiguous areas 20 acres or more that are less than 25 percent slope may not be excluded under this subsection. Slope shall be measured as the increase in elevation divided by the horizontal distance at maximum ten-foot contour intervals;

(b) Land that is isolated from existing service networks by physical, topographic, or other impediments to service provision such that it is impracticable to provide necessary facilities or services to the land within the planning period. Impracticability shall be determined by the relative complexity and challenge required to serve an area with public facilities. The city's determination shall be based on an evaluation of:

(A) The likely amount of development that could occur on the land within the planning period;

(B) The relative cost of facilities and services to provide a feasibility comparison; and,

(C) Any substantial evidence collected by or presented to the city regarding how similarly situated land in the region has, or has not, developed over time.

(c) As used in this section, "impediments to service provision" may include but are not limited to:

(A) Major rivers or other water bodies that would require new bridge crossings to serve planned urban development;

(B) Topographic features such as canyons or ridges with slopes exceeding 40 percent and vertical relief of greater than 80 feet;

(C) Freeways, rail lines, or other restricted access corridors that would require new grade separated crossings to serve planned urban development;

(D) Significant scenic, natural, cultural or recreational resources on an acknowledged plan inventory and subject to protection measures under the plan or implementing regulations, on a published regional, state or federal inventory, or identified by a Tribal government, consistent with OAR 660-024-0065(3)(c), that would prohibit or substantially impede the placement or construction of necessary public facilities and services.

(d) As a safe harbor, a city may determine land impracticable to serve when the cost-per-unit calculation exceeds four times the median cost-per-unit of all sub-areas.

FINDING: Applicants EXHIBIT 37, found on **submittal record page 353**, shows the final study area after excluding areas defined in this section. Some of the subareas in Exhibit 37 have constraints to development but they also include contiguous areas where development can occur.

660-024-0067
Evaluation of Land in the Study Area for Inclusion in the UGB; Priorities

(1) A city considering a UGB amendment must decide which land to add to the UGB by evaluating all land in the study area determined under OAR 660-024-0065, as follows:

(a) Beginning with the highest priority category of land described in section (2), the city must apply section (5) to determine which land in that priority category is suitable to satisfy the need deficiency determined under OAR 660-024-0050 and select for inclusion in the UGB as much of the land as necessary to satisfy the need.

(b) If the amount of suitable land in the first priority category is not sufficient to satisfy all the identified need deficiency, the city must apply section (5) to determine which land in the next priority is suitable and select for inclusion in the UGB as much of the suitable land in that priority as necessary to satisfy the need. The city must proceed in this manner until all the land need is satisfied, except as provided in OAR 660-024-0065(9).

(c) If the amount of suitable land in a particular priority category in section (2) exceeds the amount necessary to satisfy the need deficiency, the city must choose which land in that priority to include in the UGB by applying the criteria in section (7) of this rule.

(d) In evaluating the sufficiency of land to satisfy a need under this section, the city may use the factors identified in sections (5) and (6) of this rule to reduce the forecast development capacity of the land to meet the need.

(e) Land that is determined to not be suitable under section (5) of this rule to satisfy the need deficiency determined under OAR 660-024-0050 is not required to be selected for inclusion in the UGB unless its inclusion is necessary to serve other higher priority lands.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 344**.

(2) Priority of Land for inclusion in a UGB. If land of higher priority is inadequate to accommodate the amount of land need estimate in section (1) of this rule, the next priority for inclusion shall be according to the following order of priority:

(a) First Priority is land within the study area that is designated as an urban reserve under OAR chapter 660, division 21, in an acknowledged comprehensive plan.

(b) Second Priority is land within the study area that is subject to an acknowledged exception under ORS 197.732 or land that is designated nonresource land as defined in OAR 660-021-0010(3) in an acknowledged comprehensive plan.

(c) Third Priority is land within the study area that is designated as marginal land under former ORS 197.247 (1991 Edition) in an acknowledged comprehensive plan;

(d) Fourth Priority is land within the study area that is designated for forest or agriculture, or both, in an acknowledged comprehensive plan and is not predominantly high-value farmland or high-value forestland as defined in ORS 195.300. Higher priority shall be given to land of lower capability as measured by the capability classification system or the cubic foot site class system, whichever is appropriate for the current use.

(e) Fifth Priority is land within the study area that is designated as forest or agriculture, or both, in an acknowledged comprehensive plan and is predominantly high-value farmland or high-value forestland as defined in ORS 195.300, except land that is predominantly made up of prime or unique farm soils, as defined by the USDA NRCS. Higher priority shall be given to land of lower capability as measured by the capability classification system or by cubic foot site class, whichever is appropriate for the current use.

(e) Sixth priority is land within the study area that is predominantly made up of prime or unique farm soils, as defined by the United States Department of Agriculture Natural Resources Conservation Service (USDA NRCS). A city must find that there is an insufficient amount of other land to satisfy its land need in order to include land predominantly made up of prime or unique farm soils within a UGB.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 344**.

(3) Notwithstanding subsections (2)(d) through (f) of this rule, land that would otherwise be excluded from a UGB may be included if:

(a) The land contains a small amount of fourth through sixth priority land that is not important to the commercial agricultural enterprise in the area and the land must be included in the UGB to connect a nearby and significantly larger area of land of higher priority for inclusion within the UGB; or

(b) The land contains a small amount of fourth or fifth priority land that is not predominantly high-value farmland or predominantly made up of prime or unique farm soils and the land is completely surrounded by land of higher priority for inclusion into the UGB.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record pages 357-358**.

(4) For purposes of categorizing and evaluating land pursuant to subsections (2)(c) and (d) and section (3) of this rule:

(a) Areas of land not larger than 100 acres may be grouped together and studied as a single unit of land;

(b) Areas of land larger than 100 acres that are similarly situated and have similar soils may be grouped together provided soils of lower agricultural or forest capability may not be grouped with soils of higher capability in a manner inconsistent with the intent of section (2) of this rule, which requires that higher capability resource lands shall be the last priority for inclusion in a UGB;

(c) When determining whether the land is predominantly high-value farmland, or predominantly prime or unique, "predominantly" means more than 50 percent.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 358**.

(5) With respect to section (1), a city must assume that vacant or partially vacant land in a particular priority category is "suitable" to satisfy a need deficiency identified in OAR 660-024-0050(4) unless it demonstrates that the land cannot satisfy the specified need based on one or more of the conditions described in subsections (a) through (g) of this section:

(a) Existing parcelization, lot sizes or development patterns of rural residential land make that land unsuitable for an identified employment need; as follows:

(A) Parcelization: the land consists primarily of parcels 2-acres or less in size, or

(B) Existing development patterns: the land cannot be reasonably redeveloped or infilled within the planning period due to the location of existing structures and infrastructure.

(c) The land would qualify for exclusion from the preliminary study area under the factors in OAR 660-024-0065(3) but the city declined to exclude it pending more detailed analysis.

(c) The land is, or will be upon inclusion in the UGB, subject to natural resources protections under Statewide Planning Goal 5 such that that no development capacity should be forecast on that land to meet the land need deficiency.

(d) With respect to needed industrial uses only, the land is over 10 percent slope, or is an existing lot or parcel that is smaller than 5 acres in size, or both. Slope shall be measured as the increase in elevation divided by the horizontal distance at maximum ten-foot contour intervals.

(e) With respect to a particular industrial use or particular public facility use described in OAR 660-024-0065(2), the land does not have, and cannot be improved to provide, one or more of the required specific site characteristics.

(f) The land is subject to a conservation easement described in ORS 271.715 that prohibits urban development.

(g) The land is committed to a use described in this subsection and the use is unlikely to be discontinued during the planning period:

(A) Public park, church, school, or cemetery, or

(B) Land within the boundary of an airport designated for airport uses, but not including land designated or zoned for residential, commercial or industrial uses in an acknowledged comprehensive plan.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 412**.

(6) As a safe harbor for vacant or partially vacant lands added to the UGB to provide for residential uses:

(a) Existing lots or parcels one acre or less may be assumed to have a development capacity of one dwelling unit per lot or parcel. Existing lots or parcels greater than one acre but less than two acres shall be assumed to have an aggregate development capacity of two dwelling units per acre.

(b) Existing lots or parcels less than 5 acres in size may project half (50 percent) of the assumed residential capacity due to the location of existing structures and infrastructure such that the land cannot be reasonably redeveloped or infilled within the planning period.

(c) In any subsequent review of a UGB pursuant to this division, the city may use a development assumption for land described in subsections (a) and (b) of this section for a period of up to 14 years from the date the lands were added to the UGB.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 358**.

(7) Pursuant to subsection (1)(c), if the amount of suitable land in a particular priority category under section (2) exceeds the amount necessary to satisfy the need deficiency, the city must choose which land in that priority to include in the UGB by first applying the boundary location factors of Goal 14 and then applying applicable criteria in the acknowledged comprehensive plan and land use regulations acknowledged prior to initiation of the UGB evaluation or amendment. The city may not apply local comprehensive plan criteria that contradict the requirements of the boundary location factors of Goal 14. The boundary location factors are not independent criteria; when the factors are applied to compare alternative boundary locations and to determine the UGB location the city must show that it considered and balanced all the factors. The criteria in this section may not be used to select lands designated for agriculture or forest use that have higher land capability or cubic foot site class, as applicable, ahead of lands that have lower capability or cubic foot site class.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 411**.

(8) The city must apply the boundary location factors of Goal 14 in coordination with service providers and state agencies, including the Oregon Department of Transportation (ODOT) with respect to Factor 2 regarding impacts on the state transportation system, and the Oregon Department of Fish and Wildlife (ODFW) and the Department of State Lands (DSL) with respect to Factor 3 regarding environmental consequences. "Coordination" includes timely notice to agencies and service providers and consideration of any recommended evaluation methodologies.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record pages 411-412**.

(9) In applying Goal 14 Boundary Location Factor 2 to evaluate alternative locations under section (7), the city must compare relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. For purposes of this section, the term "public facilities and services" means water, sanitary sewer, storm water management, and transportation facilities. The evaluation and comparison under Boundary Location Factor 2 must consider:

(a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;

(b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and

(c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.

(d) In the context of residential development, the cost to serve a sub-area relative to potential yield of housing units.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 400**.

(10) The public facilities portion of a city's comprehensive plan shall be amended to plan for facilities and services, per OAR chapter 660, division 11, required to serve land added to the UGB no later than five years following acknowledgement of the expansion.

FINDING: This section is not relevant to the county's review of this proposal.

(11) The evaluation under Goal 14 Boundary Location Factor 1 and 2 must include, but is not limited to, a comparison of the relative efficiency of accommodating land needs for housing types and densities identified in OAR chapter 660, division 8 through proposed residential plan designations.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 412**.

(12) In applying Goal 14 Boundary Location Factor 3, the city may prioritize areas including, but not limited to, areas that are or have been conceptually planned to include regulated affordable housing and other uses to support residential uses within the area, such as commercial uses and open space.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 405**.

(13) The adopted findings for UGB amendment must describe or map all of the alternative areas evaluated in the boundary location alternatives analysis.

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 412**.

660-012-0060 - Transportation Planning Rule

FINDING: Staff adopts and incorporates the Applicant's findings as found on **submittal record page 457-458,** where compliance with Statewide Planning Goal 12 was analyzed, demonstrating that the City's proposal is consistent with the exemption in OAR 660-024-0020(1)(d). The land added to the UGB pursuant to this amendment shall be urbanizable land and will retain the County land use and zoning designations until such time the land is annexed into the city limits.

VII. RECOMMENDATION:

Staff finds that the City of Scappoose has submitted sufficient evidence to the record demonstrating that the applicable approval criteria have been satisfied. Therefore, staff recommends that the Columbia County Board of Commissioners approve the proposed 64-acre Urban Growth Boundary expansion and creation of 480 acres of Urban Reserve Lands.

Staff also finds that if the Commission approves the 64-acre Urban Growth Boundary expansion and creation of 480 acres of Urban Reserve Lands as recommended by LDS staff, that the Commission has sufficient evidence to also approve the proposed text amendment to PART IX – the URBANIZATION section of the Columbia County Comprehensive Plan.

ATTACHMENTS:

1) "*Staff's EXHIBIT A*" – Proposed amendments to the text of Columbia County Comprehensive Plan PART IX – URBANIZATION SECTION
2) "*Staff's EXHIBIT B*" – The published notice prepared in conformance with the requirements of CCZO §1611.1-.5

PART IX. URBANIZATION

[Amended by Ordinance No. 98-5 eff. 7/98;
[Amended by Ordinance No. 01-02 eff. March 2001]
[Amended by Ordinance No. 2009-07, eff. September 2009]

PURPOSE

The goal of the Columbia County Comprehensive Plan is to provide for an orderly and efficient transition from rural to urban land use. In addition, it is the goal of the county to provide for an efficient method of managing urban growth so that the needs of all citizens of the County are met. A major consideration in the management of urban growth is the reduction of the costs associated with uncontrolled and scattered development. These costs are measured both in terms of wasted resources and in the expense of providing services to ~~far-flung residences~~ *remote development*. The purpose is not to prevent growth from occurring, but *rather,* to minimize the conflicts between land uses. When growth is directed into identifiable and desirable communities, people are able to enjoy a pleasant environment at a reasonable cost, while still conserving the County's resource base.

BACKGROUND

There are ~~two~~ *three (3)* types of residential lands in Columbia County. These are rural land~~s~~ ~~and~~ urban land*,*~~s~~ *and urbanizable land*.

As defined by the Oregon Department of Land Conservation & Development:

*1) **Rural Land**. Land outside urban growth boundaries that is:*
   a) Non-urban agricultural, forest or open space,
   b) Suitable for sparse settlement, small farms or acreage homesites with no or minimal public services, and not suitable, necessary or intended for urban use; or
   c) In an unicorporated community

*2) **Urban Land**. Land inside an urban growth boundary.*
Goal 14 identifies urban growth boundaries as lands intended "to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land." Urban growth boundaries were established in Columbia County using State criteria and as a result of the combined efforts of Columbia County and its incorporated cities.

*3) **Urbanizable Land**. Urban land that, due to the present unavailability of urban facilities and services, or for other reasons, either:*
   a) Retains the zone designations assigned prior to inclusion in the boundary; or
   b) Is subject to interim zone designations intended to maintain the land's potential for planned urban development until appropriate public facilities and services are available or planned.

~~Rural Lands, as defined by the Statewide Planning Goals, "are those (lands) which are outside the Urban Growth Boundary and are: a) non-urban agriculture, forest, or open space lands, or b) other lands suitable for sparse settlement, small farms, or acreage homesites with no, or hardly any, public services and which are not suitable, necessary, or intended for urban use."~~

~~Urban Lands, as defined by the Statewide Planning Goals, " are those places which must have an incorporated city. Such areas may include lands adjacent to and outside the incorporated city and may also: a) have concentrations of persons who generally reside and work in the area, and b) have supporting public facilities and services."~~

Urban lands in this plan are those lands which are contained within a mutually adopted Urban Growth Boundary. Goal 14 identifies urban growth boundaries as lands intended “to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land.” Urban growth boundaries were established in Columbia County using State criteria and as a result of the combined efforts of Columbia County and its incorporated cities.

Urban growth boundary changes or expansions are guided by OAR 660, Division 24, which identifies rules regarding the adoption or amendment of an urban growth boundary; ORS *197A.285* ~~197.298~~, which establishes priorities of land to be included within urban growth boundaries; and Goal 14: Urbanization. Goal 14 requires Urban Growth Boundary amendments to be based on land need criteria and boundary location factors.

Urban reserve area additions or expansions are guided by OAR 660, Division 21, which identifies rules regarding the adoption or amendment of urban reserves and ORS 197A.245, which establishes urban reserve rules. Inclusion of land within an urban reserve area shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.

Land Need

Establishment and change of ***Urban Growth Boundaries*** *(UGB)* ~~urban growth boundaries~~ shall be based on the following:

1. Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

2. Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection.

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land *within city limits or* already inside the urban growth boundary.

Establishment and change of ***Urban Reserve*** *(UR) areas shall be based on the following:*

1. *A city considering adopting or amending an urban reserve area (URA) shall include an amount of land estimated to be at least a 20-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary; and*

2. *Inclusion of land within a URA shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.*

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the existing or expanded urban growth boundary.

Urban Growth Boundary Location

The location of the ***Urban Growth Boundaries*** *(UGB)* ~~urban growth boundary~~ and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS *197A.285* ~~197.298~~ and with consideration of the following factors:

1. Efficient accommodation of identified land needs;

2. Orderly and economic provision of public facilities and services;

3. Comparative environmental, energy, economic and social consequences and;

4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Urban Reserve Designation

*The location of the **Urban Reserve** (UR) area and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.245 and with consideration of whether land proposed for urban reserve designation, alone or in conjunction with land within the urban growth boundary:*

1. Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;

2. Includes sufficient development capacity to support a healthy urban economy;

3. Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;

4. Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;

5. Can be designed to preserve and enhance natural ecological systems; and

6. Includes sufficient land suitable for a range of housing types.

The designation of urban reserves shall comply with the prioritization factors provided in OAR Chapter 660, Division 21. Until included in the urban growth boundary, lands in urban reserves shall continue to be planned and zoned for rural uses in accordance with the requirements of OAR Chapter 660, Division 21 and the applicable statutes and goals, but in a manner that ensures a range of opportunities for the orderly, economic and efficient provision of urban services when these lands are included in the urban growth boundary. Within urban reserve areas, development and land divisions in exception areas and nonresource lands shall not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. In order to ensure such efficient transition, the following measures shall apply to all urban reserve areas:

1. No new lots or parcels of less than 10 acres shall be created within urban reserves;

2. New lots and parcels within urban reserves shall be required to be clustered as a condition of approval;

3. Future lots and parcels in urban reserves shall be preplatted;

4. Written waivers of remonstrance against annexation to a provider of sewer, water and streets shall be required;

5. The siting of new development on existing lots and parcels within urban reserves shall be regulated to ensure the potential for future urban development and public facilities.

Until an urban reserve area is brought into a city's urban growth boundary, no zone changes shall be permitted that would allow more intensive uses, including those providing for a higher residential density, than that permitted by the acknowledged zoning in effect as of the date of the designation of the urban reserve. Resource lands included in urban reserves shall continue to be planned and zoned under the requirements of applicable Statewide Planning Goals. Urban reserve management agreements shall be adopted and maintained in compliance with the requirements of OAR Chapter 660, Division 21 prior to the time of urban reserve designation.

In order to plan for urban growth boundary expansions, the seven (7) incorporated cities have been asked to address Goal 14 by identifying sufficient amounts of land to accommodate future expansions, taking into account: the growth policy of the area; the carrying capacity of the planning area; and open space and recreational needs. For some cities, there may be sufficient land to meet their needs already within their city limits while other cities may require additional land. In either case, an Urban Growth Boundary must be defined which *identifies* ~~focuses on~~ the *urbanizable* areas that will become urban *at some time in the future.* ~~the future part of these communities.~~ *[Amended by Ordinance No. 98-5 eff. 7/98; Amended by Ordinance No. 2009 - 7, eff. September 9, 2009].*

~~Specific provisions relating to the process of changing an Urban Growth Boundary are outlined under the administrative provision of this plan.~~

Revisions or amendments proposed within an urban growth boundary shall be in accordance with the Urban Growth Area Management Agreement (UGBMA) adopted for that area.

Revisions or amendments proposed within an urban reserve area shall be in accordance with the Urban Reserve Management Agreement (URMA) adopted for that area.

Until annexed, the lands between the boundary and the city limits *(lands within the urban growth boundary and within the urban reserve areas)* remain the responsibility of the County. To assure that the urbanizable lands will be managed in a coordinated manner, a joint Management Agreement between each city and the County has been adopted. *To assure that the lands designated as urban reserves will be managed in a coordinated manner, a joint Management Agreement between each city and the County will be adopted prior to the designation of urban reserves by any city.* The existing joint Urban Growth Area Management Agreements (UGBMAs)urban growth area joint management agreements are included in the appendix. In addition, Oregon law requires that special districts enter into a cooperative agreement with the city or County within whose boundaries the district operates.

Throughout most of its history, Columbia County has increased in population by "natural" means (that is, by the difference between births and deaths). However, during the last several

years, there has been a consistent rise in the population by migration into the County. *[Amended by Ordinance No. 98-4 eff. November 1998].*

One of the primary factors in this growth has been the pressure of suburbanization from Portland. In the southeastern section of the County, many residents who live in St. Helens or Scappoose commute to Portland or Washington County to work. Many of Vernonia residents and those who live in the Nehalem River Valley in the southwestern portion of the County are also commuting to the Tualatin Valley to work. In the northern section of the County, many of those who work in Longview, Washington prefer to commute from the Oregon side of the river~~,~~ and have strongly affected the residential development of Rainier and other nearby communities. *[Amended by Ordinance No. 98-4 eff. November 1998].*

Most of Columbia County's population increase in the 1990s and 2000s occurred within the County's seven (7) incorporated cities but the unincorporated county gains new dwelling units each year in *rural residential exception areas and in some farm and* forest lands ~~and rural residential exception areas~~. Although there will continue to be growth in the rural communities, such as Alston-Delena, Mist, Birkenfeld, and Quincy, movement into the cities should be encouraged to protect the County from random subdivisions and a deterioration of the resource base. Growth should be directed into the County's incorporated cities and to land within the urban growth boundaries of the incorporated cities. [*Amended by Ordinance No. 98-4 eff. November 1998; Amended by Ordinance No. 2009 - 7, eff. Sept 9, 2009].*

The development of population projections for the urban and rural areas of the County is a complex task involving multiple state mandates implemented at the county and local levels across a range of time. [*Amended by Ordinance No. 98-4 eff. November 1998; Amended by Ordinance No. 2009 - 7, eff Sept 9, 2009].*

ORS 195.025 and ORS 195.036 require counties to adopt and maintain a coordinated 20-year population forecast for the county and each urban area within the county. Integrated long term population projections for the years 2010, 2020 and 2030 were generated by the Portland State University Population Research Center, in coordination with Columbia County and its six largest incorporated cities. A series of population projection coordination meetings with Columbia County, Portland State University and the local jurisdictions were conducted to allocate population. Projections were developed for the county as a whole, for the unincorporated county and for each city in the county (with the exception of Prescott). County-wide forecasts were prepared under three scenarios accounting for different demographic assumptions: low growth scenario, middle growth scenario and high growth scenario. Forecasts for the cities and unincorporated county were prepared only under middle and high growth scenarios based on recent and expected housing trends. Columbia County finds that the middle series forecast is the most logical and likely growth scenario for planning purposes. Methodologies used for each forecast scenario are as follows *[Added by Ordinance No. 2009-7 eff. 09/09/09]*:

Methodology County-wide:

The county-wide population forecasts use a demographic cohort-component model. The components of population change are births, deaths, and migration (residential relocation). An area's population grows when births outnumber deaths and when more people move into an area than out of it. These events occur at different rates for persons of different age groups, or cohorts. Using age-specific *fertility rates*, age-sex specific *mortality rates*, age-sex specific *migration rates*, estimates of recent net migration levels, and forecasts of future migration

levels, each component is applied to the base year population in a manner that simulates actual dynamics of population change.

High, middle and low forecast scenarios were projected based on differences in fertility rates and in and out migration. The differences in fertility rates between the three scenarios are not extreme. In each scenario, future fertility rates for women younger than 30 are lower than the rates in 2000, while fertility rates for women 30 and older are higher. The differences are based on trends in national, state, and county fertility rates that began in 1990 and have continued into the 2000s. Mortality rates are the same in all three series. The biggest difference between the three scenarios is the impact of migration. In the middle series, net migration contributes about 13,000 residents to the county between 2000 and 2030, compared with 8,700 in the low series and 17,400 in the high series. The average per decade in the middle series is similar to the 1990s net migration level.

TABLE 17

COUNTY-WIDE FORECAST SCENARIOS

	1990		2000		2010		2020		2030
Middle Series Population	37,557		43,560		48,695		54,025		58,505
Numeric Change		*6,003*		*5.135*		*5,330*		*4.480*	
Average Annual Growth		*1.5%*		*1.1%*		*1.0%*		*0.8%*	
High Series Population	*37,557*		*43,560*		*49,234*		*56,792*		*63,675*
Numeric Change		*3,003*		*5,674*		*7,558*		*6,883*	
Average Annual Growth		*1.5%*		*1.2%*		*1.4%*		*1.2%*	
Low Series Population	*37,557*		*43,560*		*48,285*		*51,443*		*53,501*
Numeric Change		*6,003*		*4,725*		*3,148*		*2,068*	
Average Annual Growth		*1.5%*		*1.0%*		*0.6%*		*0.4%*	

[Amended by Ordinance No. 2009-7, eff. 09/09/09]

Methodology for the Unincorporated County and Cities:

Forecasts for cities and unincorporated Columbia County rely on a housing unit method, which forecasts future populations based on recent and expected housing trends. The method involves estimating and forecasting changes in the *number of housing units*, housing *occupancy rates*, and average *household sizes*. The number of housing units multiplied by the occupancy rate, multiplied by household size, equals household population. Four of the cities and the unincorporated area

include a small number of residents who do not live in housing units. This population, called the group quarters population, is forecast based on its current ratio to household population in each area. Household population plus group quarters population equals total population. In each forecast increment, the sums of the initial forecasts for cities and the unincorporated area are close to the county-wide forecasts. However, the sum of the cities and unincorporated area produced in the housing unit models must be consistent with the county totals produced by the cohort-component models. Therefore, the final step is to control, or scale proportionally, the city and unincorporated area forecasts to the county-wide populations.

City and unincorporated area forecasts were prepared under two scenarios. One scenario corresponds to the county-wide medium series forecast, and one corresponds to the county-wide high series forecast. The models rely primarily on information reported in the 1990 and 2000 Censuses and more recent population estimates and housing data, and where available, detailed information about historic and planned future residential development. Forecasts were not constrained by either current city boundaries or residential building capacities. Adjustments to 1990 and 2000 census counts for Clatskanie and 2000 census counts for Vernonia were based on surveys and censuses conducted by the PSU Population Research Center in 1991 and 2006. The housing unit model was not used to forecast the population of the City of Prescott; its population remains at its 2008 level throughout the forecast period.

[Added by Ordinance No. 2009-7, eff. 09/09/09]

TABLE 18:
HISTORICAL & MEDIUM GROWTH FORECAST: TOTAL POPULATION
COLUMBIA COUNTY CITIES & UNINCORPORATED AREA

	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
1990: Total Population	1,708	1,003	63	1,674	7,535	3,529	1,808	20,237	37,557
2000:									
Total Population	1,675	1,571	72	1,687	10,019	4,976	2,292	21,268	43,560
Numeric change	*-33*	*568*	*9*	*13*	*2,484*	*1,447*	*484*	*1,031*	*6,003*
Average Annual Growth Rate	*-0.2%*	*4.6%*	*1.3%*	*0.1%*	*2.9%*	*3.5%*	*2.4%*	*0.5%*	*1.5%*
2010:									
Total Population	1,795	1,979	75	1,844	12,847	6,601	2,405	21,149	48,695
Numeric change	*120*	*408*	*3*	*157*	*2,828*	*1,625*	*113*	*-119*	*5,135*
Average Annual Growth Rate	*0.7%*	*2.3%*	*0.4%*	*0.9%*	*2.5%*	*2.8%*	*0.5%*	*-0.1%*	*1.1%*
2020:									
Total Population	1,948	2,292	75	2,060	15,591	8,234	2,605	21,220	54,025
Numeric change	*153*	*313*	*0*	*216*	*2,744*	*1,633*	*200*	*71*	*5,330*
Average Annual Growth Rate	*0.8%*	*1.4%*	*0.0%*	*1.1%*	*1.9%*	*2.2%*	*0.8%*	*0.0%*	*1.0%*
2030:									
Total Population	2,058	2,532	75	2,210	17,842	10,022	2,700	21,066	58,505
Numeric change	*110*	*240*	*0*	*150*	*2,251*	*1,788*	*95*	*-154*	*4,480*
Average Annual Growth Rate	*0.5%*	*1.0%*	*0.0%*	*0.7%*	*1.3%*	*1.9%*	*0.4%*	*-0.1%*	*0.8%*

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 19:
HISTORICAL & HIGH GROWTH FORECAST: TOTAL POPULATION
COLUMBIA COUNTY CITIES & UNINCORPORATED AREA

	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
1990: Total Population	1,708	1,003	63	1,674	7,535	3,529	1,808	20,237	37,557
2000:									
Total Population	1,675	1,571	72	1,687	10,019	4,976	2,292	21,268	43,560
Numeric change	*-33*	*568*	*9*	*13*	*2,484*	*1,447*	*484*	*1,031*	*6,003*
Average Annual Growth Rate	*-0.2%*	*4.6%*	*1.3%*	*0.1%*	*2.9%*	*3.5%*	*2.4%*	*0.5%*	*1.5%*
2010:									
Total Population	1,810	1,979	75	1,871	13,073	6,698	2,418	21,310	49,234
Numeric change	*135*	*408*	*3*	*184*	*3,054*	*1,722*	*126*	*42*	*5,674*
Average Annual Growth Rate	*0.8%*	*2.3%*	*0.4%*	*1.0%*	*2.6%*	*2.9%*	*0.5%*	*0.0%*	*1.2%*
2020:									
Total Population	2,034	2,398	75	2,180	16,457	8,934	2,787	21,942	56,807
Numeric change	*224*	*419*	*0*	*309*	*3,384*	*2,236*	*369*	*632*	*7,573*
Average Annual Growth Rate	*1.1%*	*1.9%*	*0.0%*	*1.5%*	*2.3%*	*2.9%*	*1.4%*	*0.3%*	*1.4%*
2030:									
Total Population	2,257	2,787	75	2,451	19,661	11,193	3,068	22,212	63,704
Numeric change	*223*	*389*	*0*	*271*	*3,204*	*2,259*	*281*	*270*	*6,897*
Average Annual Growth Rate	*1.0%*	*1.5%*	*0.0%*	*1.1%*	*1.8%*	*2.2%*	*0.9%*	*0.1%*	*1.1%*

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 20:
HISTORICAL & FORECASTED MEDIUM AND HIGH GROWTH FORECAST: CITY AND UNINCORPORATED AREA POPULATIONS AS SHARES OF COUNTY TOTAL

	COUNTY, Total Population	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.
HISTORIC:									
1960[1]	22,379	3.56%	1.89%	0.58%	5.15%	22.44%	4.12%	4.87%	57.39%
1970[1]	28,790	4.47%	1.87%	0.36%	6.01%	21.58%	6.46%	5.71%	53.55%
1980[1]	35,646	4.62%	1.90%	0.20%	4.64%	19.82%	9.01%	5.01%	54.79%
1990[2]	37,557	4.55%	2.67%	0.17%	4.46%	20.06%	9.40%	4.81%	53.88%
2000[2]	43,560	3.85%	3.61%	0.17%	3.87%	23.00%	11.42%	5.26%	48.82%
MEDIUM GROWTH:									
2010	48,695	3.69%	4.06%	0.15%	3.79%	26.38%	13.56%	4.94%	43.43%
2020	54,025	3.61%	4.24%	0.14%	3.81%	28.86%	15.24%	4.82%	39.28%
2030	58,505	3.52%	4.33%	0.13%	3.78%	30.50%	17.13%	4.61%	36.01%
HIGH GROWTH:									
2010	49,234	3.68%	4.02%	0.15%	3.80%	26.55%	13.60%	4.91%	43.28%
2020	56,807	3.58%	4.22%	0.13%	3.84%	28.97%	15.73%	4.91%	38.63%
2030	63,704	3.54%	4.37%	0.12%	3.85%	30.86%	17.57%	4.82%	34.87%

(1) Based on Decennial Census 100% count (2) Based on Decennial Census 100% count and adjusted figures for Clatskanie

(1990 & 2000), Vernonia (2000), & unincorporated area (1990 & 2000).

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 21:
HISTORICAL & FORECASTED: AVERAGE ANNUAL HOUSING UNIT GROWTH RATES
COLUMBIA COUNTY CITIES & UNINCORPORATED AREA

Period	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
1990-2000	0.2%	5.9%	1.0%	0.9%	2.7%	4.3%	2.4%	1.0%	1.9%
2000-2010	0.9%	2.4%	0.0%	1.0%	2.1%	2.9%	0.3%	0.4%	1.2%
1990-2010	0.5%	4.1%	0.5%	0.9%	2.4%	3.6%	1.3%	0.7%	1.5%
Forecast, Medium Growth:									
2010-2020	0.9%	2.0%	0.0%	1.0%	2.1%	2.7%	0.9%	0.4%	1.3%
2020-2030	0.6%	1.1%	0.0%	0.8%	1.7%	2.2%	0.7%	0.1%	1.0%

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 22:
Historical & Forecasted: Occupancy Rates & Average Household Sizes
Columbia County Cities & Unincorporated Area

	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
Occupancy Rates, Historic & Forecast (medium or high growth):									
1990	92.7%	96.7%	86.7%	95.5%	96.8%	97.3%	91.4%	95.2%	95.4%
2000	91.5%	93.0%	84.8%	91.0%	92.3%	94.3%	89.7%	94.1%	93.2%
2010	94.0%	94.6%	87.9%	92.5%	93.7%	95.1%	92.5%	94.1%	94.0%
2020 & 2030	94.0%	94.0%	87.9%	94.0%	94.0%	94.0%	94.0%	94.0%	94.0%
Average Household Size, Historic & Medium Growth Forecast:									
1990	2.49	2.87	2.42	2.60	2.48	2.73	2.77	2.77	2.68
2000	2.42	2.63	2.57	2.53	2.65	2.62	2.83	2.66	2.65
2010	2.30	2.55	2.59	2.46	2.70	2.57	2.79	2.53	2.58
2020	2.29	2.45	2.59	2.44	2.65	2.49	2.72	2.44	2.51
2030	2.28	2.43	2.59	2.43	2.55	2.45	2.62	2.40	2.46
Pct. change 2000-2030	*-5.7%*	*-7.7%*	*NA*	*-4.1%*	*-3.7%*	*-6.4%*	*-7.3%*	*-9.9%*	*-7.0%*

Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 23:

DECENNIAL CENSUS OF POPULATION 1920 - 2000

Decennial Census Year	1920	1930	1940	1950	1960	1970	1980	1990	2000
Clatskanie	1,171	739	708	901	797	1,286	1,648	1,708	1,675
Prescott				119	129	105	73	63	72
Rainier	1,287	1,353	1,183	1,285	1,152	1,731	1,655	1,674	1,687
Columbia City		310	327	405	423	537	678	1,003	1,571
St. Helens	2,220	3,994	4,304	4,711	5,022	6,212	7,064	7,535	10,019
Scappoose		248	336	659	923	1,859	3,213	3,529	4,976
Vernonia	142	1,625	1,412	1,521	1,089	1,643	1,785	1,808	2,292
Incorporated County	4,820	8,269	8,270	9,601	9,535	13,373	16,116	17,320	22,292
Unincorporated County	9,140	11,778	12,701	13,366	12,844	15,417	19,530	20,237	21,268
Total County	13,960	20,047	20,971	22,967	22,379	28,790	35,646	37,557	43,560

Source: PSU Center for Population Research

[Amended by Ordinance No. 98-5 eff. 7/98; Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

URBANIZATION: GOALS AND POLICIES

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

GOAL:

To create and maintain the urban growth boundaries based upon Statewide Planning Goal 14, ORS *197A.285*~~197.298~~, OAR 660, Division 24 and other relevant state laws as provided in the Background section *and to create and maintain urban reserve areas in accordance with the rules of ORS 197A.245 and OAR 660, Division 21*

POLICIES: It shall be a policy of the County to:

1. Provide an orderly and efficient transition from rural to urban land use.

2. *Apply the provisions of the Urban Growth Boundary Management Agreement (UGBMA) when development is proposed on lands within the Urban Growth Boundary.*

3. *Apply the provisions of the Urban Reserve Management Agreement (UGMA) when development is proposed on lands within the Urban Reserve area.*

~~2.~~4. Accommodate urban population and urban employment inside urban growth boundaries, ensure efficient use of land, and provide for livable communities.

~~3.~~5. Minimize the number of new special districts inside the urban growth boundaries.

~~4.~~6. Accommodate the growth projected for urban areas to the year 20~~0~~30.

~~5.~~7. Minimize the conflicts between urban and rural land uses.

~~6.~~8. Control development within the limitation of the public's ability to provide services.

~~7.~~9. Develop managing techniques with the incorporated cities.

~~8.~~10. Locate major public and private developments where they will not encourage residential growth outside the designated boundary.

~~9.~~11. Provide direction for developers to utilize land within the boundary in the most efficient manner.

~~10.~~12. Review the supply of buildable lands within the urban growth boundaries *and urban reserve areas* in cooperation with the cities, during each major review of the County's plan. The process of expanding the urban growth areas may begin when there is less than a five (5) year supply of residential land. Cities also are required

by Statewide Planning Goal 9 to maintain at least an eight (8) year supply of serviceable industrial or commercial land inside the Urban Growth Boundary. Serviceable land is that which can be provided with public water and sewer utilities within one year, if such services are requested. *[Amended by Ordinance 2001-09 eff. 4/07/02*].

~~11.~~13. Not to form new special districts within the urban growth boundaries *or urban reserves* unless the services are compatible with the plans of the cities for the provision of services within the urban growth boundaries *or urban reserve areas*.

~~12.~~14. Have mutually agreed upon land use designations with each city.

~~13.~~15. Review all subdivision plats in the urban growth areas to *ensure* ~~insure~~ the establishment of a safe and efficient road system.

~~14.~~16. Support the annexation by cities in accordance with the State statutes.

~~15.~~17. Support the development of Local Improvement Districts (LIDs) to develop local services.

~~16.~~18. Coordinate the development of facilities by existing special districts to *ensure* ~~insure~~ coordination with city plans.

~~17.~~19. Adopt the urban growth boundaries, and those portions of the adopted comprehensive plans relating to the unincorporated urban growth areas, for the municipalities of Clatskanie, Columbia City, Rainier, Scappoose, St. Helens, and Vernonia.

20. *Adopt urban reserve areas when a city adequately establishes a need.*

~~18.~~21. Periodically update coordinated 20-year population forecasts for each city's urban growth boundary and for the unincorporated areas, based upon the projections of *the Oregon Population Forecast Program (OPFP)* ~~a regionally accepted population forecast, such as the studies prepared~~ *operated* by the Portland State University *Population Research Center* ~~and the BPA~~. The County's projection will be within 10% of the regionally accepted projection and the incorporated cities' projections will be allocated on a jurisdiction by jurisdiction basis.

~~19.~~22. Existing population projections for the unincorporated areas will not be used as a basis for residential needs exception.

~~20.~~23. Limit development outside of urban growth boundaries to densities which do not require an urban level of public facilities or services and are consistent with Goal 14 and OAR 660, Division 4.~~.~~

Staff's EXHIBIT A

The following pages show how this text of the comprehensive plan will look once adopted at the time of publishing, with all text justified and formatting spaces removed.

PART IX. URBANIZATION

[Amended by Ordinance No. 98-5 eff. 7/98;
[Amended by Ordinance No. 01-02 eff. March 2001]
[Amended by Ordinance No. 2009-07, eff. September 2009]

PURPOSE

The goal of the Columbia County Comprehensive Plan is to provide for an orderly and efficient transition from rural to urban land use. In addition, it is the goal of the county to provide for an efficient method of managing urban growth so that the needs of all citizens of the County are met. A major consideration in the management of urban growth is the reduction of the costs associated with uncontrolled and scattered development. These costs are measured both in terms of wasted resources and in the expense of providing services to remote development. The purpose is not to prevent growth from occurring, but rather, to minimize the conflicts between land uses. When growth is directed into identifiable and desirable communities, people are able to enjoy a pleasant environment at a reasonable cost, while still conserving the County's resource base.

BACKGROUND

There are three (3) types of residential lands in Columbia County. These are rural land urban land, and urbanizable land.

As defined by the Oregon Department of Land Conservation & Development:

1) **Rural Land**. Land outside urban growth boundaries that is:
   a) Non-urban agricultural, forest or open space,
   b) Suitable for sparse settlement, small farms or acreage homesites with no or minimal public services, and not suitable, necessary or intended for urban use; or
   c) In an unicorporated community

2) **Urban Land**. Land inside an urban growth boundary.
   Goal 14 identifies urban growth boundaries as lands intended "to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land." Urban growth boundaries were established in Columbia County using State criteria and as a result of the combined efforts of Columbia County and its incorporated cities.

3) **Urbanizable Land**. Urban land that, due to the present unavailability of urban facilities and services, or for other reasons, either:
   a) Retains the zone designations assigned prior to inclusion in the boundary; or
   b) Is subject to interim zone designations intended to maintain the land's potential for planned urban development until appropriate public facilities and services are available or planned.

Urban lands in this plan are those lands which are contained within a mutually adopted Urban Growth Boundary. Goal 14 identifies urban growth boundaries as lands intended "to provide land for urban development needs and to identify and separate urban and urbanizable land from rural land." Urban growth boundaries were established in Columbia County using State criteria and as a result of the combined efforts of Columbia County and its incorporated cities.

Urban growth boundary changes or expansions are guided by OAR 660, Division 24, which

identifies rules regarding the adoption or amendment of an urban growth boundary; ORS197A.285 , which establishes priorities of land to be included within urban growth boundaries; and Goal 14: Urbanization. Goal 14 requires Urban Growth Boundary amendments to be based on land need criteria and boundary location factors.

Urban reserve area additions or expansions are guided by OAR 660, Division 21, which identifies rules regarding the adoption or amendment of urban reserves and ORS 197A.245, which establishes urban reserve rules. Inclusion of land within an urban reserve area shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.

Land Need

Establishment and change of **Urban Growth Boundaries** (UGB) shall be based on the following:

1. Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and

2. Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection.

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land within city limits or already inside the urban growth boundary.

Establishment and change of **Urban Reserve** (UR) areas shall be based on the following:

1. A city considering adopting or amending an urban reserve area (URA) shall include an amount of land estimated to be at least a 20-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary; and

2. Inclusion of land within a URA shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.

In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the existing or expanded urban growth boundary.

Urban Growth Boundary Location

The location of the **Urban Growth Boundaries** (UGB) and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.285 and with consideration of the following factors:

1. Efficient accommodation of identified land needs;

2. Orderly and economic provision of public facilities and services;

3. Comparative environmental, energy, economic and social consequences and;

4. Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

Urban Reserve Designation

The location of the **Urban Reserve** (UR) area and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197A.245 and with consideration of whether land proposed for urban reserve designation, alone or in conjunction with land within the urban growth boundary:

1. Can be developed at urban densities in a way that makes efficient use of existing and future public infrastructure investments;

2. Includes sufficient development capacity to support a healthy urban economy;

3. Can be served by public schools and other urban-level public facilities and services efficiently and cost-effectively by appropriate and financially capable service providers;

4. Can be designed to be walkable and served by a well-connected system of streets by appropriate service providers;

5. Can be designed to preserve and enhance natural ecological systems; and

6. Includes sufficient land suitable for a range of housing types.

The designation of urban reserves shall comply with the prioritization factors provided in OAR Chapter 660, Division 21. Until included in the urban growth boundary, lands in urban reserves shall continue to be planned and zoned for rural uses in accordance with the requirements of OAR Chapter 660, Division 21 and the applicable statutes and goals, but in a manner that ensures a range of opportunities for the orderly, economic and efficient provision of urban services when these lands are included in the urban growth boundary. Within urban reserve areas, development and land divisions in exception areas and nonresource lands shall not hinder the efficient transition to urban land uses and the orderly and efficient provision of urban services. In order to ensure such efficient transition, the following measures shall apply to all urban reserve areas:

1. No new lots or parcels of less than 10 acres shall be created within urban reserves;

2. New lots and parcels within urban reserves shall be required to be clustered as a condition of approval;

3. Future lots and parcels in urban reserves shall be preplatted;

4. Written waivers of remonstrance against annexation to a provider of sewer, water and streets shall be required;

5. The siting of new development on existing lots and parcels within urban reserves shall be regulated to ensure the potential for future urban development and public facilities.

Until an urban reserve area is brought into a city's urban growth boundary, no zone changes shall be permitted that would allow more intensive uses, including those providing for a higher residential density, than that permitted by the acknowledged zoning in effect as of the date of the designation of the urban reserve. Resource lands included in urban reserves shall continue to be planned and zoned under the requirements of applicable Statewide Planning Goals. Urban reserve management agreements shall be adopted and maintained in compliance with the requirements of OAR Chapter 660, Division 21 prior to the time of urban reserve designation.

In order to plan for urban growth boundary expansions, the seven (7) incorporated cities have been asked to address Goal 14 by identifying sufficient amounts of land to accommodate future expansions, taking into account: the growth policy of the area; the carrying capacity of the planning area; and open space and recreational needs. For some cities, there may be sufficient land to meet their needs already within their city limits while other cities may require additional land. In either case, an Urban Growth Boundary must be defined which identifies the urbanizable areas that will become urban at some time in the future. [Amended by Ordinance No. 98-5 eff. 7/98; Amended by Ordinance No. 2009 - 7, eff. September 9, 2009].

Revisions or amendments proposed within an urban growth boundary shall be in accordance with the Urban Growth Area Management Agreement (UGBMA) adopted for that area.

Revisions or amendments proposed within an urban reserve area shall be in accordance with the Urban Reserve Management Agreement (URMA) adopted for that area.

Until annexed, the lands between the boundary and the city limits (lands within the urban growth boundary and within the urban reserve areas) remain the responsibility of the County. To assure that the urbanizable lands will be managed in a coordinated manner, a joint Management Agreement between each city and the County has been adopted. To assure that the lands designated as urban reserves will be managed in a coordinated manner, a joint Management Agreement between each city and the County will be adopted prior to the designation of urban reserves by any city. The existing joint Urban Growth Area Management Agreements (UGBMAs)urban growth area joint management agreements are included in the appendix. In addition, Oregon law requires that special districts enter into a cooperative agreement with the city or County within whose boundaries the district operates.

Throughout most of its history, Columbia County has increased in population by "natural" means (that is, by the difference between births and deaths). However, during the last several years, there has been a consistent rise in the population by migration into the County.
[Amended by Ordinance No. 98-4 eff. November 1998].

One of the primary factors in this growth has been the pressure of suburbanization from Portland. In the southeastern section of the County, many residents who live in St. Helens or Scappoose commute to Portland or Washington County to work. Many of Vernonia residents and those who live in the Nehalem River Valley in the southwestern portion of the County are also commuting to the Tualatin Valley to work. In the northern section of the County, many of those who work in Longview, Washington prefer to commute from the Oregon side of the river and have strongly affected the residential development of Rainier and other nearby communities. [Amended by Ordinance No. 98-4 eff. November 1998].

Most of Columbia County's population increase in the 1990s and 2000s occurred within the County's seven (7) incorporated cities but the unincorporated county gains new dwelling units each year in rural residential exception areas and in some farm and forest lands. Although there will

continue to be growth in the rural communities, such as Alston-Delena, Mist, Birkenfeld, and Quincy, movement into the cities should be encouraged to protect the County from random subdivisions and a deterioration of the resource base. Growth should be directed into the County's incorporated cities and to land within the urban growth boundaries of the incorporated cities. [Amended by Ordinance No. 98-4 eff. November 1998; Amended by Ordinance No. 2009 - 7, eff. Sept 9, 2009].

The development of population projections for the urban and rural areas of the County is a complex task involving multiple state mandates implemented at the county and local levels across a range of time. [Amended by Ordinance No. 98-4 eff. November 1998; Amended by Ordinance No. 2009 - 7, eff Sept 9, 2009].

ORS 195.025 and ORS 195.036 require counties to adopt and maintain a coordinated 20-year population forecast for the county and each urban area within the county. Integrated long term population projections for the years 2010, 2020 and 2030 were generated by the Portland State University Population Research Center, in coordination with Columbia County and its six largest incorporated cities. A series of population projection coordination meetings with Columbia County, Portland State University and the local jurisdictions were conducted to allocate population. Projections were developed for the county as a whole, for the unincorporated county and for each city in the county (with the exception of Prescott). County-wide forecasts were prepared under three scenarios accounting for different demographic assumptions: low growth scenario, middle growth scenario and high growth scenario.

Forecasts for the cities and unincorporated county were prepared only under middle and high growth scenarios based on recent and expected housing trends. Columbia County finds that the middle series forecast is the most logical and likely growth scenario for planning purposes. Methodologies used for each forecast scenario are as follows:
[Added by Ordinance No. 2009-7 eff. 09/09/09]

Methodology County-wide:

The county-wide population forecasts use a demographic cohort-component model. The components of population change are births, deaths, and migration (residential relocation). An area's population grows when births outnumber deaths and when more people move into an area than out of it. These events occur at different rates for persons of different age groups, or cohorts. Using age-specific *fertility rates*, age-sex specific *mortality rates*, age-sex specific *migration rates*, estimates of recent net migration levels, and forecasts of future migration levels, each component is applied to the base year population in a manner that simulates actual dynamics of population change.

High, middle and low forecast scenarios were projected based on differences in fertility rates and in and out migration. The differences in fertility rates between the three scenarios are not extreme. In each scenario, future fertility rates for women younger than 30 are lower than the rates in 2000, while fertility rates for women 30 and older are higher. The differences are based on trends in national, state, and county fertility rates that began in 1990 and have continued into the 2000s. Mortality rates are the same in all three series. The biggest difference between the three scenarios is the impact of migration. In the middle series, net migration contributes about 13,000 residents to the county between 2000 and 2030, compared with 8,700 in the low series and 17,400 in the high series. The average per decade in the middle series is similar to the 1990s net migration level.

TABLE 17

COUNTY-WIDE FORECAST SCENARIOS

	1990	2000	2010	2020	2030
Middle Series Population	37,557	43,560	48,695	54,025	58,505
Numeric Change		*6,003*	*5.135*	*5,330*	*4.480*
Average Annual Growth		*1.5%*	*1.1%*	*1.0%*	*0.8%*
High Series Population	*37,557*	*43,560*	*49,234*	*56,792*	*63,675*
Numeric Change		*3,003*	*5,674*	*7,558*	*6,883*
Average Annual Growth		*1.5%*	*1.2%*	*1.4%*	*1.2%*
Low Series Population	*37,557*	*43,560*	*48,285*	*51,443*	*53,501*
Numeric Change		*6,003*	*4,725*	*3,148*	*2,068*
Average Annual Growth		*1.5%*	*1.0%*	*0.6%*	*0.4%*

[Amended by Ordinance No. 2009-7, eff. 09/09/09]

Methodology for the Unincorporated County and Cities:

Forecasts for cities and unincorporated Columbia County rely on a housing unit method, which forecasts future populations based on recent and expected housing trends. The method involves estimating and forecasting changes in the *number of housing units*, housing *occupancy rates*, and average *household sizes*. The number of housing units multiplied by the occupancy rate, multiplied by household size, equals household population. Four of the cities and the unincorporated area include a small number of residents who do not live in housing units. This population, called the group quarters population, is forecast based on its current ratio to household population in each area.Household population plus group quarters population equals total population. In each forecast increment, the sums of the initial forecasts for cities and the unincorporated area are close to the county-wide forecasts. However, the sum of the cities and unincorporated area produced in the housing unit models must be consistent with the county totals produced by the cohort-component models. Therefore, the final step is to control, or scale proportionally, the city and unincorporated area forecasts to the county-wide populations.

City and unincorporated area forecasts were prepared under two scenarios. One scenario corresponds to the county-wide medium series forecast, and one corresponds to the county-wide high series forecast. The models rely primarily on information reported in the 1990 and 2000 Censuses and more recent population estimates and housing data, and where available, detailed information about historic and planned future residential development. Forecasts were not constrained by either current city boundaries or residential building capacities. Adjustments to 1990 and 2000 census counts for Clatskanie and 2000 census counts for Vernonia were based on surveys and censuses conducted by the PSU Population Research Center in 1991 and 2006. The housing unit model was not used to

forecast the population of the City of Prescott; its population remains at its 2008 level throughout the forecast period.

[Added by Ordinance No. 2009-7, eff. 09/09/09]

TABLE 18:
HISTORICAL & MEDIUM GROWTH FORECAST: TOTAL POPULATION
COLUMBIA COUNTY CITIES & UNINCORPORATED AREA

	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
1990: Total Population	1,708	1,003	63	1,674	7,535	3,529	1,808	20,237	37,557
2000:									
Total Population	1,675	1,571	72	1,687	10,019	4,976	2,292	21,268	43,560
Numeric change	*-33*	*568*	*9*	*13*	*2,484*	*1,447*	*484*	*1,031*	*6,003*
Average Annual Growth Rate	*-0.2%*	*4.6%*	*1.3%*	*0.1%*	*2.9%*	*3.5%*	*2.4%*	*0.5%*	*1.5%*
2010:									
Total Population	1,795	1,979	75	1,844	12,847	6,601	2,405	21,149	48,695
Numeric change	*120*	*408*	*3*	*157*	*2,828*	*1,625*	*113*	*-119*	*5,135*
Average Annual Growth Rate	*0.7%*	*2.3%*	*0.4%*	*0.9%*	*2.5%*	*2.8%*	*0.5%*	*-0.1%*	*1.1%*
2020:									
Total Population	1,948	2,292	75	2,060	15,591	8,234	2,605	21,220	54,025
Numeric change	*153*	*313*	*0*	*216*	*2,744*	*1,633*	*200*	*71*	*5,330*
Average Annual Growth Rate	*0.8%*	*1.4%*	*0.0%*	*1.1%*	*1.9%*	*2.2%*	*0.8%*	*0.0%*	*1.0%*
2030:									
Total Population	2,058	2,532	75	2,210	17,842	10,022	2,700	21,066	58,505
Numeric change	*110*	*240*	*0*	*150*	*2,251*	*1,788*	*95*	*-154*	*4,480*
Average Annual Growth Rate	*0.5%*	*1.0%*	*0.0%*	*0.7%*	*1.3%*	*1.9%*	*0.4%*	*-0.1%*	*0.8%*

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 19:
HISTORICAL & HIGH GROWTH FORECAST: TOTAL POPULATION
COLUMBIA COUNTY CITIES & UNINCORPORATED AREA

	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
1990: Total Population	1,708	1,003	63	1,674	7,535	3,529	1,808	20,237	37,557
2000:									
Total Population	1,675	1,571	72	1,687	10,019	4,976	2,292	21,268	43,560
Numeric change	*-33*	*568*	*9*	*13*	*2,484*	*1,447*	*484*	*1,031*	*6,003*
Average Annual Growth Rate	*-0.2%*	*4.6%*	*1.3%*	*0.1%*	*2.9%*	*3.5%*	*2.4%*	*0.5%*	*1.5%*
2010:									
Total Population	1,810	1,979	75	1,871	13,073	6,698	2,418	21,310	49,234
Numeric change	*135*	*408*	*3*	*184*	*3,054*	*1,722*	*126*	*42*	*5,674*
Average Annual Growth Rate	*0.8%*	*2.3%*	*0.4%*	*1.0%*	*2.6%*	*2.9%*	*0.5%*	*0.0%*	*1.2%*
2020:									
Total Population	2,034	2,398	75	2,180	16,457	8,934	2,787	21,942	56,807
Numeric change	*224*	*419*	*0*	*309*	*3,384*	*2,236*	*369*	*632*	*7,573*
Average Annual Growth Rate	*1.1%*	*1.9%*	*0.0%*	*1.5%*	*2.3%*	*2.9%*	*1.4%*	*0.3%*	*1.4%*
2030:									
Total Population	2,257	2,787	75	2,451	19,661	11,193	3,068	22,212	63,704
Numeric change	*223*	*389*	*0*	*271*	*3,204*	*2,259*	*281*	*270*	*6,897*
Average Annual Growth Rate	*1.0%*	*1.5%*	*0.0%*	*1.1%*	*1.8%*	*2.2%*	*0.9%*	*0.1%*	*1.1%*

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 20:
HISTORICAL & FORECASTED MEDIUM AND HIGH GROWTH FORECAST: CITY AND UNINCORPORATED AREA POPULATIONS AS SHARES OF COUNTY TOTAL

	COUNTY, Total Population	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.
HISTORIC:									
1960[1]	22,379	3.56%	1.89%	0.58%	5.15%	22.44%	4.12%	4.87%	57.39%
1970[1]	28,790	4.47%	1.87%	0.36%	6.01%	21.58%	6.46%	5.71%	53.55%
1980[1]	35,646	4.62%	1.90%	0.20%	4.64%	19.82%	9.01%	5.01%	54.79%
1990[2]	37,557	4.55%	2.67%	0.17%	4.46%	20.06%	9.40%	4.81%	53.88%
2000[2]	43,560	3.85%	3.61%	0.17%	3.87%	23.00%	11.42%	5.26%	48.82%
MEDIUM GROWTH:									
2010	48,695	3.69%	4.06%	0.15%	3.79%	26.38%	13.56%	4.94%	43.43%
2020	54,025	3.61%	4.24%	0.14%	3.81%	28.86%	15.24%	4.82%	39.28%
2030	58,505	3.52%	4.33%	0.13%	3.78%	30.50%	17.13%	4.61%	36.01%
HIGH GROWTH:									
2010	49,234	3.68%	4.02%	0.15%	3.80%	26.55%	13.60%	4.91%	43.28%
2020	56,807	3.58%	4.22%	0.13%	3.84%	28.97%	15.73%	4.91%	38.63%
2030	63,704	3.54%	4.37%	0.12%	3.85%	30.86%	17.57%	4.82%	34.87%

(1) Based on Decennial Census 100% count (2) Based on Decennial Census 100% count and adjusted figures for Clatskanie (1990 & 2000), Vernonia (2000), & unincorporated area (1990 & 2000). *[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]*

TABLE 21:
HISTORICAL & FORECASTED: AVERAGE ANNUAL HOUSING UNIT GROWTH RATES
COLUMBIA COUNTY CITIES & UNINCORPORATED AREA

Period	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
1990-2000	0.2%	5.9%	1.0%	0.9%	2.7%	4.3%	2.4%	1.0%	1.9%
2000-2010	0.9%	2.4%	0.0%	1.0%	2.1%	2.9%	0.3%	0.4%	1.2%
1990-2010	0.5%	4.1%	0.5%	0.9%	2.4%	3.6%	1.3%	0.7%	1.5%
Forecast, Medium Growth:									
2010-2020	0.9%	2.0%	0.0%	1.0%	2.1%	2.7%	0.9%	0.4%	1.3%
2020-2030	0.6%	1.1%	0.0%	0.8%	1.7%	2.2%	0.7%	0.1%	1.0%

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 22:
Historical & Forecasted: Occupancy Rates & Average Household Sizes
Columbia County Cities & Unincorporated Area

	Clatskanie	Columbia City	Prescott	Rainier	St. Helens	Scappoose	Vernonia	Unincorp.	County-wide
Occupancy Rates, Historic & Forecast (medium or high growth):									
1990	92.7%	96.7%	86.7%	95.5%	96.8%	97.3%	91.4%	95.2%	95.4%
2000	91.5%	93.0%	84.8%	91.0%	92.3%	94.3%	89.7%	94.1%	93.2%
2010	94.0%	94.6%	87.9%	92.5%	93.7%	95.1%	92.5%	94.1%	94.0%
2020 & 2030	94.0%	94.0%	87.9%	94.0%	94.0%	94.0%	94.0%	94.0%	94.0%
Average Household Size, Historic & Medium Growth Forecast:									
1990	2.49	2.87	2.42	2.60	2.48	2.73	2.77	2.77	2.68
2000	2.42	2.63	2.57	2.53	2.65	2.62	2.83	2.66	2.65
2010	2.30	2.55	2.59	2.46	2.70	2.57	2.79	2.53	2.58
2020	2.29	2.45	2.59	2.44	2.65	2.49	2.72	2.44	2.51
2030	2.28	2.43	2.59	2.43	2.55	2.45	2.62	2.40	2.46
Pct. change 2000-2030	*-5.7%*	*-7.7%*	*NA*	*-4.1%*	*-3.7%*	*-6.4%*	*-7.3%*	*-9.9%*	*-7.0%*

Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

TABLE 23:

DECENNIAL CENSUS OF POPULATION 1920 - 2000

Decennial Census Year	1920	1930	1940	1950	1960	1970	1980	1990	2000
Clatskanie	1,171	739	708	901	797	1,286	1,648	1,708	1,675
Prescott				119	129	105	73	63	72
Rainier	1,287	1,353	1,183	1,285	1,152	1,731	1,655	1,674	1,687
Columbia City		310	327	405	423	537	678	1,003	1,571
St. Helens	2,220	3,994	4,304	4,711	5,022	6,212	7,064	7,535	10,019
Scappoose		248	336	659	923	1,859	3,213	3,529	4,976
Vernonia	142	1,625	1,412	1,521	1,089	1,643	1,785	1,808	2,292
Incorporated County	4,820	8,269	8,270	9,601	9,535	13,373	16,116	17,320	22,292
Unincorporated County	9,140	11,778	12,701	13,366	12,844	15,417	19,530	20,237	21,268
Total County	13,960	20,047	20,971	22,967	22,379	28,790	35,646	37,557	43,560

Source: PSU Center for Population Research

[Amended by Ordinance No. 98-5 eff. 7/98; Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

URBANIZATION: GOALS AND POLICIES

[Amended by Ordinance No. 2009-7, eff. Sept 9, 2009]

GOAL:

To create and maintain the urban growth boundaries based upon Statewide Planning Goal 14, ORS 197A.285, OAR 660, Division 24 and other relevant state laws as provided in the Background section and to create and maintain urban reserve areas in accordance with the rules of ORS 197A.245 and OAR 660, Division 21

POLICIES: It shall be a policy of the County to:

1. Provide an orderly and efficient transition from rural to urban land use.

2. Apply the provisions of the Urban Growth Boundary Management Agreement (UGBMA) when development is proposed on lands within the Urban Growth Boundary.

3. Apply the provisions of the Urban Reserve Management Agreement (UGMA) when development is proposed on lands within the Urban Reserve area.

4. Accommodate urban population and urban employment inside urban growth boundaries, ensure efficient use of land, and provide for livable communities.

5. Minimize the number of new special districts inside the urban growth boundaries.

6. Accommodate the growth projected for urban areas to the year 2030.

7. Minimize the conflicts between urban and rural land uses.

8. Control development within the limitation of the public's ability to provide services.

9. Develop managing techniques with the incorporated cities.

10. Locate major public and private developments where they will not encourage residential growth outside the designated boundary.

11. Provide direction for developers to utilize land within the boundary in the most efficient manner.

12. Review the supply of buildable lands within the urban growth boundaries and urban reserve areas in cooperation with the cities, during each major review of the County's plan. The process of expanding the urban growth areas may begin when there is less than a five (5) year supply of residential land. Cities also are required by Statewide Planning Goal 9 to maintain at least an eight (8) year supply of serviceable industrial or commercial land inside the Urban Growth Boundary. Serviceable land is that which can be provided with public water and sewer utilities within one year, if such services are requested. [Amended by Ordinance 2001-09 eff. 4/07/02].

13. Not to form new special districts within the urban growth boundaries or urban reserves unless the services are compatible with the plans of the cities for the provision of services within the urban growth boundaries or urban reserve areas.

14. Have mutually agreed upon land use designations with each city.

15. Review all subdivision plats in the urban growth areas to ensure the establishment of a safe and efficient road system.

16. Support the annexation by cities in accordance with the State statutes.

17. Support the development of Local Improvement Districts (LIDs) to develop local services.

18. Coordinate the development of facilities by existing special districts to ensure coordination with city plans.

19. Adopt the urban growth boundaries, and those portions of the adopted comprehensive plans relating to the unincorporated urban growth areas, for the municipalities of Clatskanie, Columbia City, Rainier, Scappoose, St. Helens, and Vernonia.

20. Adopt urban reserve areas when a city adequately establishes a need.

21. Periodically update coordinated 20-year population forecasts for each city's urban growth boundary and for the unincorporated areas, based upon the projections of the Oregon Population Forecast Program (OPFP) operated by the Portland State University Population Research Center. The County's projection will be within 10% of the regionally accepted projection and the incorporated cities' projections will be allocated on a jurisdiction by jurisdiction basis.

22. Existing population projections for the unincorporated areas will not be used as a basis for residential needs exception.

23. Limit development outside of urban growth boundaries to densities which do not require an urban level of public facilities or services and are consistent with Goal 14 and OAR 660, Division 4.

Staff's EXHIBIT B

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON
NOTICE OF PUBLIC HEARING
Wednesday, November 4, 2026
(Remote Access Available)

NOTICE IS HEREBY GIVEN that the Columbia County Board of Commissioners will hold a public hearing on **Wednesday, November 4, 2026, at or after 10:00 a.m.** This meeting will be hybrid, allowing participants to attend online, or in person at the John Gumm Building and Civic Center, located at 251 St. Helens Street, St. Helens, Oregon 97051. Join the Teams Meeting ID: 290 449 999 593 68 Passcode: ac3tW2Yt

If you have any questions or concerns regarding access to the meeting or need accommodation, please contact the Columbia County Board of Commissioners Administrator, Jacyn Normine, at jacyn.normine@columbiacountyor.gov or by calling 503-397-4322.

This hearing is being held in accordance with the provisions of the Columbia County Zoning Ordinance. The purpose of this hearing is to consider a Major Comprehensive Map Amendment to add 64 acres to the City of Scappoose Urban Growth Boundary (UGB) and to establish 480 acres of Urban Reserves (UR) (File No. PA 26-187), as well as a proposed amendment to the text of the Columbia County Comprehensive Plan to add a definition of "Urban Reserves" to PART IX: URBANIZATION - BACKGROUND section of the county's Comprehensive Plan (File No. TA 26-187). The proposed UGB expansion would provide a 20-year supply of buildable land for the 2023–2043 planning period. The proposed Urban Reserves identify lands suitable for potential inclusion in the UGB during the subsequent 2043–2073 period to accommodate longer term residential, employment, and public land needs. If approved, these will be the first acknowledged Urban Reserve (UR) areas in Columbia County, and the proposed text amendment will acknowledge their purpose and meaning. You are receiving this notice because your property is part of the proposed UGB expansion area (28 tax lots) or the UR establishment area (117 tax lots).

The Columbia County Board of Commissioners is the final local decision-maker for all County Comprehensive Plan Map and Text Amendments. You may present oral or written testimony at the public hearing. If you wish to submit written testimony prior to the hearing, you may submit it via email to Jacyn.normine@columbiacountyor.gov or via first-class mail to Columbia County Board of Commissioners c/o Jacyn Normine, 230 Strand Street, St. Helens, OR 97051. All oral or written testimony and evidence must be directed toward the decision criteria.

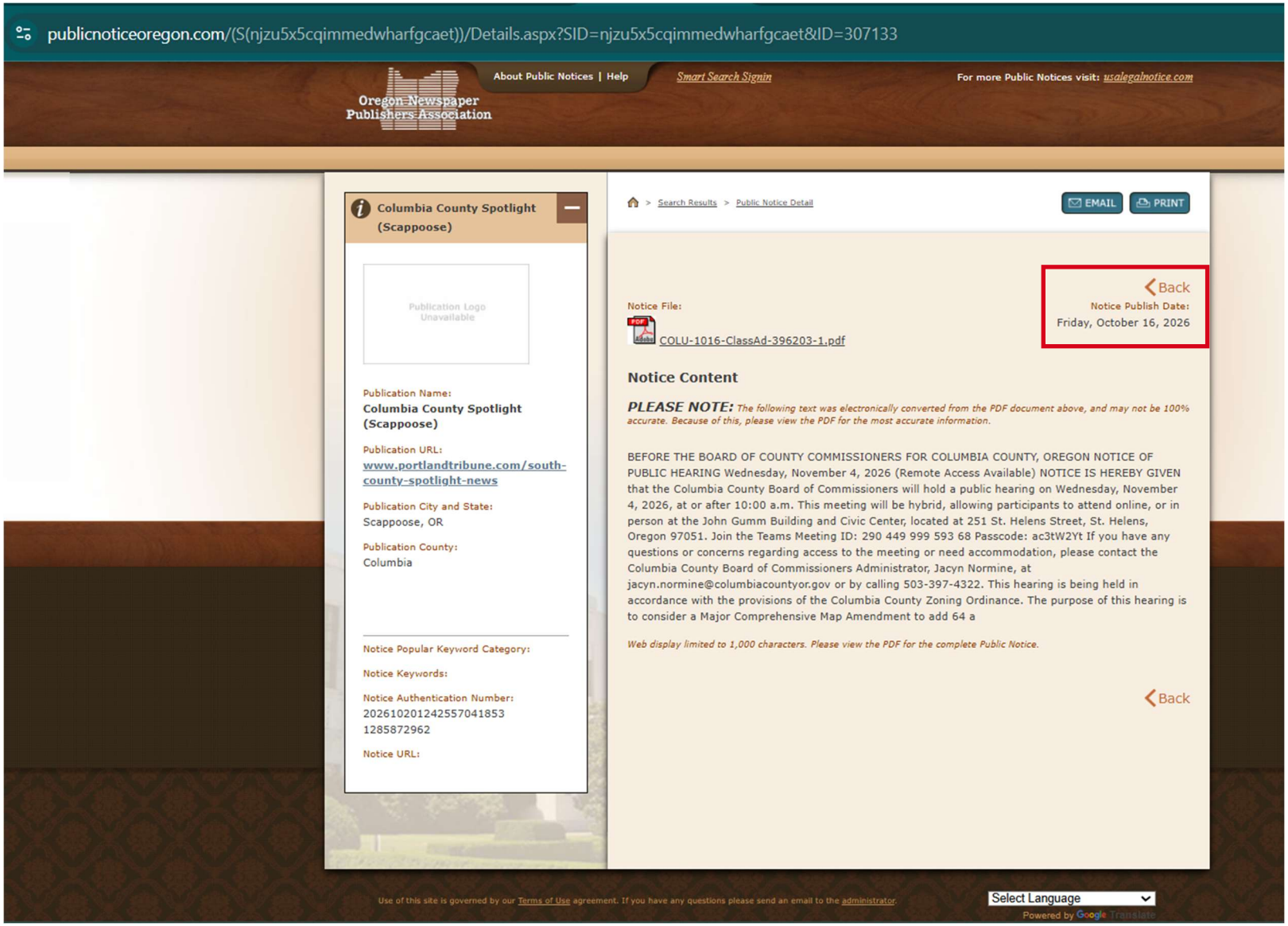
A copy of the application, statement for the proposed changes, all documents and evidence relied upon by the applicant, applicable review criteria and the staff report will be made available for inspection at no cost at the Columbia County Land Development Services office, located at 445 Port Avenue in St. Helens, Oregon 97051 and online at https://www.columbiacountyor.gov/Hearings at least 7 days prior to the hearing. The proposed changes, as described above, may be amended at the public hearing.

The Board of Commissioners reserves the right to continue the hearing until another date and time. If the hearing is continued, no further public notice will be provided.

Published Oct. 16 & 23, 2026.

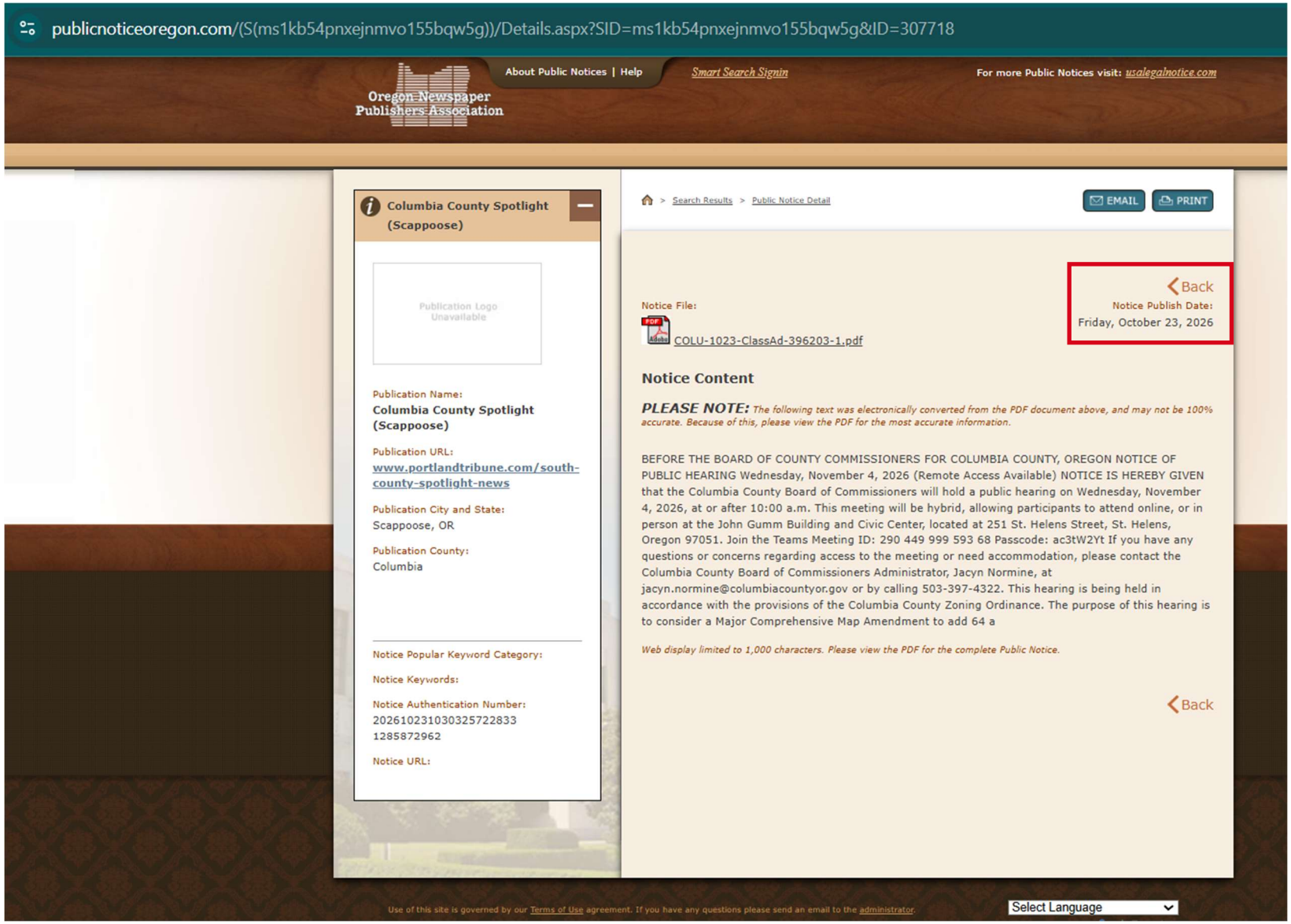
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OCTOBER 16, 2026, PROOF OF PUBLISHING in COLUMBIA COUNTY SPOTLIGHT



Staff's EXHIBIT B

OCTOBER 23, 2026, PROOF OF PUBLISHING in COLUMBIA COUNTY SPOTLIGHT



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