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BEFORE THE BOARD OF COUNTY COMMISSIONERS  
FOR COLUMBIA COUNTY, OREGON

In the Matter of the Application )  
of the City of St. Helens to )  
Expand the Urban Growth Boundary )  
\_\_\_\_\_ )  
ORDINANCE NO. 91-5

The Board of County Commissioners for Columbia County, Oregon ordains as follows:

SECTION 1. AUTHORITY.

This ordinance is adopted pursuant to ORS 203.035, 215.050 and 215.223.

SECTION 2. TITLE.

This ordinance shall be known as Ordinance No. 91-5.

SECTION 3. PURPOSE.

The purpose of this ordinance is to expand the Urban Growth Boundary of the City of St. Helens.

SECTION 4. AMENDMENT OF COMPREHENSIVE PLAN MAP.

The Comprehensive Plan Map is hereby amended to reflect the expansion of the City of St. Helens Urban Growth Boundary as shown on the map which is attached hereto, labeled Attachment 1 and incorporated herein by this reference.

SECTION 5. FINDINGS AND CONCLUSIONS.

In support of this amendment and rezone, the Board adopts the Findings and Conclusions attached hereto, labeled Attachments 2 and 3 and incorporated herein by this reference.

SECTION 6. EMERGENCY.

This ordinance being immediately necessary to maintain the public health, safety and welfare, an emergency is declared to exist and this ordinance takes effect immediately upon its adoption.

ADOPTED this 10th day of APRIL, 1991.



Approved as to form  
By: John Klen / 45  
Office of County Counsel

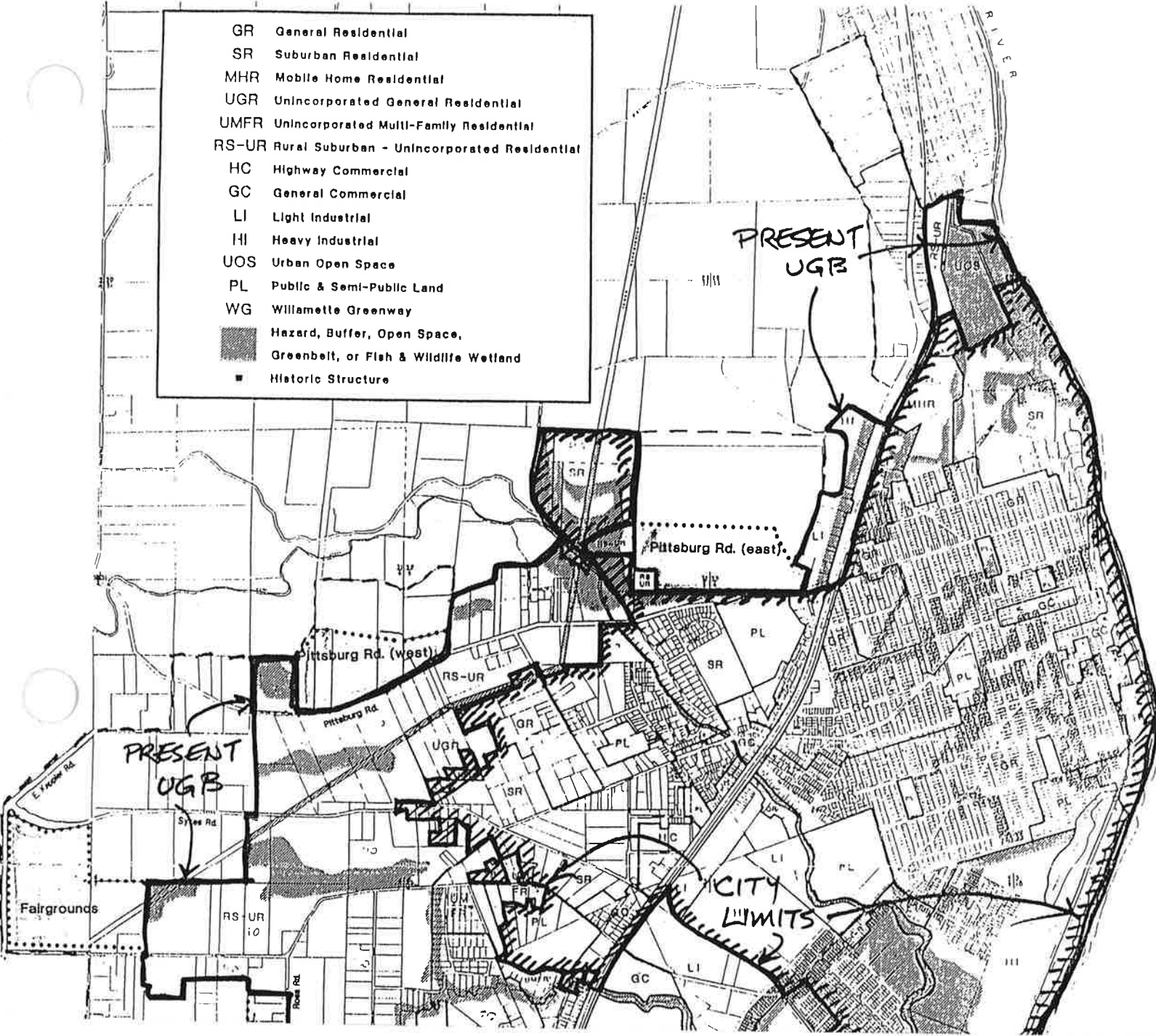
Attest:  
By: Cherie Maylan  
Recording Secretary

First Reading: 04-10-91  
Second Reading: 04-10-91  
Effective Date: 04-10-91

BOARD OF COUNTY COMMISSIONERS  
FOR COLUMBIA COUNTY, OREGON

By: Michael J. [Signature]  
Chairman  
By: [Signature]  
Commissioner  
By: John G. [Signature]  
Commissioner

GR	General Residential
SR	Suburban Residential
MHR	Mobile Home Residential
UGR	Unincorporated General Residential
UMFR	Unincorporated Multi-Family Residential
RS-UR	Rural Suburban - Unincorporated Residential
HC	Highway Commercial
GC	General Commercial
LI	Light Industrial
HI	Heavy Industrial
UOS	Urban Open Space
PL	Public & Semi-Public Land
WG	Willamette Greenway
	Hazard, Buffer, Open Space, Greenbelt, or Fish & Wildlife Wetland
	Historic Structure



COLUMBIA COUNTY PLANNING COMMISSION  
Staff Report

FILE NUMBER: PA 1-91

APPLICANT: City of St. Helens  
P.O.Box 278  
St. Helens, OR 97051

REQUEST: Expand the St. Helens Urban Growth Boundary

I BACKGROUND:

This request is to expand the Urban Growth Boundary (UGB) of the City of St Helens to include the following:

1. "Pittsburg Road (east)": 60 acres, all in one ownership, on the north side of Pittsburg Road, beginning approximately 500 ft. west of Hwy. 30 and extending about 2500 ft. west to a residential neighborhood; and from Pittsburg Road north approximately 1100 ft.
2. "Pittsburg Road (west)": 53 acres, 13 lots, 0.5 to 15 acres, on the north side of Pittsburg Road beginning at the driveway to 35177 Pittsburg Road and extending west to include 34695 Pittsburg Road. At the east end, this area extends north from Pittsburg Road about 700 ft.; at the west end, it extends north from Pittsburg Road about 1400 ft.
3. "Fairgrounds": 105 acres, 5 lots, 4 to 40 acres, east of Sausler Road between Bachelor Flat Road and Sykes Road.
4. "Ross Road/Millard Road": 101 acres, 26 lots, 0.47 to 30 acres, split about equally into two areas:
  - a) north of Millard Road and 600 ft. east and west of Ross Road, and
  - b) an L-shaped area south of Millard Road and west of Morse Road.

II FINDINGS:

This request is being processed as a Major Map Amendment under Section 1502.1A following procedures in Sections 1606, 1607 and 1611 of the Zoning Ordinance. The pertinent sections of the ordinance are as follows:

"1502.1 Major Map Amendments are defined as a Zone Change which requires the Comprehensive Plan Map to be amended in order to allow the proposed Zone Change to conform with the Comprehensive Plan. The approval of this type of Zone Change is a two step process:

- A. The Commission shall hold a hearing on the proposed Zone Change, either concurrently or following a hearing on the proposed amendment to the Comprehensive Plan which is necessary to

allow the proposed zoning to conform with the Comprehensive Plan. The Commission may recommend approval of a Major Map Amendment to the Board of Commissioners provided they find adequate evidence has been presented at the hearing substantiating the following:

1. The proposed Zone Change is consistent with the policies of the Comprehensive Plan;
2. The proposed Zone Change is consistent with the Statewide Planning Goals (ORS 197); and"

The UGBs of the cities in Columbia County were developed using the seven criteria listed in Goal 14 of the Oregon Statewide Planning Goals. These same seven criteria are listed in the Comprehensive Plan as the Urbanization Goals (p. 74), as follows:

"GOAL: To create and maintain the urban growth boundaries based upon the consideration of the following factors:

1. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for needed public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic, and social consequences;
6. Retention of agricultural land as defined with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agricultural activities."

Finding 1: All of these criteria have been adequately addressed, point by point, area by area, in the attached staff report of the City of St. Helens.

The Comprehensive Plan contains the following Urbanization Policies, which appear to be pertinent to this application (pp. 74-75):

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

1. Provide an orderly and efficient transition from rural to urban land use.
4. Accommodate the growth projected for urban areas to the year 2000.
6. Control development within the limitation of the public's ability to provide services.
10. Review the supply of buildable lands within the 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 year supply of residential land or when 75% of the industrial or commercial lands are built upon."

Finding 2: All of the above need to be addressed in detail to justify the expansion of any of the UGBs in Columbia County. The City of St Helens, in its "JUSTIFICATION OF ST HELENS URBAN GROWTH BOUNDARY EXPANSION IN REGARDS TO COLUMBIA COUNTY COMPREHENSIVE PLAN CRITERIA" has adequately addressed these criteria. The four areas have the following characteristics:

The "Pittsburg Road (east)" area is a rocky hillside (fragmented basalt) with little or no topsoil and no agricultural or forest potential. The southeast part, near Pittsburg Road is low and swampy. The most northern part of the site, up on top where the land levels out somewhat, has an oak/fir/alder forest, but even this area has shallow soils and no commercial resource potential. There is an abandoned quarry on the eastern edge of the property.

The "Pittsburg Road (west)" area was once probably fair to good farmland (soils are Capability Class II, III and IV, depending on slope). The land slopes fairly steeply up from Pittsburg Road and then levels out to areas of rolling plateaus. This area is developing rapidly into 1/2 to 2 acre residential lots.

The "Ross Road/Millard Road" area is relatively level, with Capability Class IIw, IIIw and IVe soils. This area was once good farmland, with a tendency to wetness in the low and level areas, and an erosion problem on the steeper slopes. Much of it has now been divided into 1/2 to 2 acre homesites, although there is one 30 acre parcel which is still being farmed (but even this is adjacent to a mobile home park). The St. Helens Comprehensive Plan identifies this area as the future location for a major arterial connecting the west suburbs of St. Helens with Highway 30.

The "Fairgrounds" property is owned by the county and has been used as a public facility for many years. It can be said to be committed to urban use, although the northern part has only recently been given to the county and appears to be in farm use (it is, however, somewhat low and wet:

all the soils are Capability Class IIw and IIIw). The remainder of the fairgrounds will continue to be used annually for the county fair, except for 4 acres in the southeast corner which are planned for eventual residential use like the adjacent properties.

- "3. The property and affected area is presently provided with adequate facilities, services, and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property."

Finding 3: All the areas are on county roads and have suburban services in place. They are all planned for sewer service in the St. Helens Public Facilities Plan.

"B. Final Approval of a Major Map Amendment may be given by the Board of Commissioners. The Commissioners shall hold a hearing...substantiating the following:

1. The proposed Zone Change is consistent with the policies of the Comprehensive Plan;"
2. The proposed Zone Change is consistent with the Statewide Planning Goals (ORS 197); and
3. The property and affected area is presently provided with adequate facilities, services, and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided concurrently with the development of the property."

Finding 4: The Board of Commissioners must make the same findings as the Planning Commission.

"1606 Legislative Hearing: A request 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:

- .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 5: This change to the text of the Zoning Ordinance was initiated by the St. Helens Planning Commission.

".2 Notice of a Legislative Hearing shall be published at least twice, one (1) week apart in newspapers of general circulation in Columbia County. The last of these notices shall be published no less than ten (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 6: Legal notices were placed in the St. Helens Chronicle on January 16 and 23, 1991. Notice to property owners is not required.

"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."

Finding 7: The Comprehensive Plan and Zoning Map will be changed concurrently, so this requirement will be met if adequate findings can be generated to support approving the application.

".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 8: The Planning Commission and Board of Commissioners shall both hold hearings on the matter. Proper notice will be given for both hearings, according to the requirements of Section 1611 of the Zoning Ordinance.

"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 9: All of the above were included in the Notice of Public Hearing published twice in the Chronicle.

### III CONCLUSION AND RECOMMENDATION:

Based upon the above findings staff recommends approval of this expansion of the St Helens Urban Growth Boundary, to include all of the areas in their application.

### IV ATTACHMENTS:

1. Memo to City Council from Brian Little, City Planner, dated December 12, 1990, subject: "Findings to support expansion of Urban Growth Boundary."
2. Three page addition to the staff report, titled "JUSTIFICATION OF ST. HELENS URBAN GROWTH BOUNDARY EXPANSION IN REGARDS TO COLUMBIA COUNTY COMPREHENSIVE PLAN CRITERIA"
3. Map of the proposed UGB expansion.
4. Columbia County Comprehensive Plan, pp. 74 and 75.



TO: City Council  
 FROM: Brian Little, City Planner  
 DATE: December 12, 1990  
 SUBJECT: Findings to support expansion of Urban Growth  
 Boundary

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**BACKGROUND:**

After the public hearing on November 28, 1990, the City Council directed staff to prepare findings to support expansion of the Urban Growth Boundary. Those findings are enclosed with this memo. The City is also required to take a Goal 2 exception to Goal 3 Agricultural Lands and Goal 4 Forest Lands. The findings to support the exception is also included.

**AREAS INCLUDED:**

The areas included in the expansion are those recommended by the Planning Commission. They are:

Pittsburg Rd. (east)	60 acres
Pittsburg Rd. (west)	53 acres
Fairgrounds	105 acres
Ross Rd./Millard Rd.	101 acres

A total of 319 acres is proposed for inclusion into the UGB. 218 acres would be for residential use and 101 acres (the fairgrounds) would be public use.

**PUBLIC COMMENTS:**

The area that received the most comments was the Pittsburg Rd. (west) area. Mr. & Mrs. Muehleck, who own the largest parcel, spoke in opposition to being included into the UGB. Approximately 1/2 of their 30 acres parcel was included into the Pittsburg Rd. (west) area. The findings reflect the inclusion of this portion of their property to take advantage of the planned utilities in Pittsburg Rd.

**ADOPTION OF FINDINGS:**

If the City Council wishes to expand the UGB as recommended by the Planning Commission, then these findings would need to be adopted. If you have changes you would like to make in the boundary, the findings would need to be modified first.

JUSTIFICATION OF ST. HELENS URBAN GROWTH BOUNDARY EXPANSION  
IN REGARDS TO COLUMBIA COUNTY COMPREHENSIVE PLAN CRITERIA

Urbanization Policy 1, "Provide an orderly and efficient transition from rural to urban land use."

The proposed expansion of the St. Helens Urban Growth Boundary is the mechanism that the City uses to delineate between urban and rural uses. The four area proposed to be added to the UGB are all adjacent to the existing UGB. The Pittsburg Rd. (east) area is adjacent to the City limits on two sides, the south and west sides. Both sewer and water facilities, along with gas and electricity are located adjacent to this area. Inclusion of this area would be a logical extension of services into an area ready for urban development. The Pittsburg Rd. (west) area and Ross Rd./Millard Rd. area characterized by numerous rural residential home sites. Several lots contain houses on lots of 1 to 2 acres in size. Both of these areas are immediately adjacent to lands designated R-10 Suburban Residential or Mobile Home Residential which are urban density zones. Finally, the Fairgrounds area has already been developed to near capacity of the existing services. The development more readily fits into an urban classification. For the area to be maintained and expanded for fairground purposes, additional services are needed.

Urbanization Policy 4, "Accommodate the growth projection for urban areas to the year 2000."

The Urban Growth Area, as expanded, will accommodate the projected population of 15,600. The expansion of the St. Helens UGB is looking beyond the year 2000, however. Instead of a static document, the City is continually looking forward for at least 20 year. Since adoption of the City's Comprehensive Plan in 1978, approximately 100 acres of Residential lands have been annexed to the City. The proposed additions to the UGB would replace those acres and "square up" other areas that probably should have been included when the original Urban Growth Boundary was established.

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

The expansion of the St. Helens UGB closely follows the City's adopted Public Facilities Plan. Currently, all existing public facilities are available to the Pittsburg Rd. (east) site. The Public Facilities Plan calls for both a water and sewer line in Pittsburg Rd. west of its intersection with N. Vernonia Rd. This would pass directly by the south side of the Pittsburg Rd. (west)

area. All of the Pittsburg Rd. (west) area is higher than the level of Pittsburg Rd. which makes the area ideal for gravity flow sewer. The Public Facilities Plan also provides for sewer and water service up to the Fairground property. It would be logical and economic to extend them to the development at the Fairgrounds. The Public Facilities Plan also calls for a sewer and water line in both Ross Rd. and Millard Rd. By including both sides of these roads, it becomes efficient and economical for sewer and water to be extended as both sides of the road would share in the benefits and cost of extending these services. Also the Comprehensive Plan and Public Facilities Plan have a major arterial road that connects from the end of Achilles Rd. into the south end of Ross Rd. and continuing north to Pittsburg Rd. By including the land in the Ross Rd./Millard Rd. area, the City will be able to preserve this future arterial for road use.

Urbanization Policy 10, "Review the supply of buildable lands within the 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 year supply of residential land or when 75% of the industrial or commercial lands are built upon."

Much of the Urban Growth Area has been developed into one to three acre homesites. This makes it difficult for the City to redevelop these lands at urban densities. It is difficult to estimate whether there is a five year supply of residential land that is easily developable. One criteria is the amount of larger undeveloped tracts that are serviced by public facilities such as sewer and water or are planned to have these services. There is not a sufficient amount of larger tracts of land near existing or planned public services to accommodate residential development.

Another criteria is the potential for amenities such as view. The City is experiencing a shortage of areas for higher income type housing that are close to existing urban services. Several upper management personnel in the industries that have recently located in St. Helens have complained as to the lack of adequate housing for their needs. Several top management people have located in the Beaverton area instead and commute to St. Helens to work. It is the City's desire to provide areas that upper income housing can be provided that is adjacent to or near urban services and that have amenities that upper income housing desires. Currently, over 90% of the residential lands in the St. Helens City limits and Urban Growth Boundary are designated for low or moderate income

housing. This area is adjacent to existing urban facilities and is available for the urban development that will occur within the St. Helens UGB.

These additions to the UGB are also areas that "square up" the existing Boundary so that it is more economical and logical to provide services to. From a public service standpoint, both of the Pittsburg Rd. areas and the Ross Rd./Millard Rd. areas probably should have been included in the original UGB. It makes no sense for public facilities to be constructed in the road right-of-ways and then only be able to serve one side of the road. This is exactly the case in all three of the residential areas proposed to be included in the expanded UGB. By including these areas, the City will be able to logically and economically plan for continued growth. In this way the City will insure that an adequate supply of residential lands are available for the next 20 years that can be serviced in the most economical manner. One third of the proposed expansion of the St. Helens Urban Growth Boundary is the Fairgrounds which are to be designated for Public Use. No residential use is planned for this area.

FINDINGS TO SUPPORT EXPANSION OF  
ST. HELENS URBAN GROWTH BOUNDARY

Pittsburg Road (east)

1. Size: 60 acres in one ownership
2. Proximity to City limits and/or existing UGB: City limits on south and west side and Urban Growth Boundary on east side
3. Present County Zoning: PF-76 Primary Forest, 76 acre minimum
4. Surrounding Zoning:
  - North - PF-76 Primary Forest & Surface Mining (County)
  - East - M-2 Light Industrial (St. Helens UGB)
  - South - Urban residential, R-7, RP and commercial, C-2 (City)
  - West - Urban residential, R-7 (City)
5. Surrounding land uses:
  - North - Hill side & Open area rock crushing and concrete operation
  - East - Wrecking yard, Bulk oil facility, residential,
  - South - Residential homes, retirement home, professional offices
  - West - Residential homes and undeveloped residential lands
6. Services available: Municipal water and sewer are available on the south end of the property; gas, electric and telephone are also on the south side of the property. A water reservoir is planned in the City's Public Facilities Plan in the next five years on the high ground adjacent to this property.
7. Soils: Rock outcrop-Xerumbrept complex, undulating, Class VIIIs SCS soil type classification; there is no Woodland capability for this soil type.

use of this property would efficiently use a site that has City limits on two sides and developed industrial land inside the Urban Growth Boundary on the third. A major water reservoir is also planned at the top of the hill on adjacent property already in the City limits. This reservoir would serve the Pittsburg Rd. (east) area, too. Inclusion of this land into the Urban Growth Boundary will make for a compact and efficient use of the land and the public facilities that the City is or will be providing to the adjacent areas within the City limits. In order to fairly assess cost for the additional public facilities planned, both sides of Pittsburg Rd. need to be included in the UGB.

Maximum efficiency of land uses within and on the fringe of the existing urban area.

This site is adjacent to the existing Urban Growth Boundary line and has not been developed for rural residential homes sites. It is a logical expansion of the Urban Growth Boundary and does not skip over other lands. It is a "squaring up" of the existing UGB. It would also be the most efficient use of existing and planned facilities in the area.

Environmental, energy, economic and social consequences.

This site is bounded on three sides by the established urban area of St. Helens. There are no agricultural or forest lands included in this area. The soil type is not conducive for either agriculture or forest operations as can be seen from the information given at the beginning of this section. The City of St. Helens operates the only municipal sewage treatment facility in the area and therefore is the most logical source to make sure the environment is protected and would provide the most economical service. Being adjacent to the existing UGB makes the site close to existing facilities and services that residential development needs. Cost to future residents would not be as expensive as land further away from the necessary facilities and services.

Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.

None of the site is suitable for agricultural use and there are no agricultural lands nearby that would be impacted by urban development on this site. The soil classification is the lowest under the SCS soil classification system. There are no forest lands on the property either as it is not suitable for growing trees. The nearest resource lands are to the north and are

6. Services available: Electricity, phone, community water; the Public Facilities Plan for the City calls for a major water line and sewer line to be constructed in the Pittsburg Road right-of-way in the next 20 years.
7. Soils: Cascade silt loam, Class III or IV depending on slope, SCS soil type classification (50%); and Cornelius silt loam, Class II, III or IV depending upon slope, SCS soil type classification (50%)

Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.

The Pittsburg Road (west) area is on the west end of the existing Urban Growth Boundary and takes in the land along the north side of Pittsburg Road between two areas that are already included in the Urban Growth Boundary. There are several upper income type homes in the Pittsburg Road (west) area. The land on the north side of Pittsburg Road slopes upward and provides magnificent views of the Cascade Mountains including Mt. St. Helens, Mt. Hood and on clear days as far south as Mt. Jefferson. The Urban Growth Boundary would contain those lands that the County has designated for Rural Residential and some land designated for Forest Agriculture. To the north is more County Rural Residential lands and Forest Agricultural lands that are hobby farms. Beyond this area, the hillside slopes away from town into the Milton Creek drainage. It is not possible for City services to be extended over the crest of the hill and the area considered here for inclusion into the Urban Growth Boundary is well below the crest of the hill. There have been several homesites constructed in the area. With urban facilities planned in Pittsburg Rd., lands on the north side will benefit from those services and should be included in the UGB.

Need for housing, employment opportunities, and livability.

It is the City's desire to provide areas that can provide all types of housing, including upper income housing, that is adjacent to or near urban services and that have amenities that are desirable for housing. Currently, over 90% of the residential lands in the St. Helens City limits and Urban Growth Boundary are designated for low or moderate income housing. Very few areas are designated for upper income housing. This area would not be developed for urban density in the near future but would provide an area for upper income type homes in the future and help alleviate the shortage currently experienced by the City.

Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.

The nearest farm land is to the north, over the crest of the hill and across the creek and is well protected from residential development that may occur on this land.

While the soil classification indicates that the soils are suitable for agricultural use, the area has been committed to residential use due to the number of homes that exist in the area.

Compatibility of the proposed urban uses with nearby agricultural activities.

There are no commercial agricultural activities on or near this area. The topography isolates this parcel from resource uses. The area would only include the lands below the top of the ridge, to take advantage of the topography for sewer lines. The commercial agricultural or forest activities that are in the area are in the next drainage area over the top of the ridge. The existing development has rendered this area unsuitable for resource activities, and the topography provides a buffer between this area and the closest resource lands.

Ross Road/Millard Road

1. Size: 101 acres consisting of 26 lots ranging in size from .47 acre to 30 acres; 19 lots are under 3 acres in size
2. Proximity to City limits and/or existing UGB: Urban Growth Boundary is located on the north and east, side of this site.
3. Present County Zoning: RR-5 Rural Residential, 5 acre minimum (70 acres)  
FA- 19 Forest Agriculture (31 acres)
4. Surrounding Zoning: North - R-10 Suburban Residential  
1 acre minimum (County)  
East - R-10 Suburban Residential,  
1 acre minimum (County)  
Mobile Home Residential  
(County)  
South - RR-5 Rural Residential,  
5 acre minimum (County)  
FA-19 Forest Agriculture  
(County)



Need for housing, employment opportunities, and livability.

This area would help in replacing land that has been annexed and developed for urban density since adoption of the comprehensive plan. Currently, over 90% of the residential lands in the St. Helens City limits and Urban Growth Boundary are designated for low or moderate income housing. This area would not be developed for urban density in the near future but part of the area would provide for a variety of types of homes in the future and help alleviate existing or potential shortfalls in housing types. All of the land would be very suited for residential development. Part of the land is adjacent to a mobile home park which is at an urban density.

Several newer homes have been built in the area. This area would continue to develop in a homogeneous manner and provide the types of neighborhoods that are desirable to live in.

Orderly and economic provision for public facilities and services.

Inclusion of this area into the Urban Growth Boundary will "square up" the existing UGB. There is rural residential development on one side of this area and land inside the Urban Growth Boundary on the two other sides. The Public Facilities Plan for the City calls for a water line and sewer line to be constructed in the Ross Road and Millard Road right-of-way in the next 20 years. This area could then be logically served by these new facilities. The City is committed to building the facilities already because the north end of Ross Rd. is already in the UGB and the City has developed plans to service that area. Also Ross Rd. and the land on the south end of this expansion area is identified in the comprehensive plan as the location of a major arterial that would provide a route for traffic on the west side of town to get off and onto Hwy 30 without having to go through the middle of town. It is to the City's interest to have some jurisdiction in this area to insure that development will not adversely impact the ability to complete the proposed arterial. By having this land in the UGB, the City will have review and comment of any development that occurs in the County.

Maximum efficiency of land uses within and on the fringe of the existing urban area.

This site is adjacent to the existing Urban Growth Boundary line and has been developed for rural residential homes sites. It is a logical expansion of the Urban Growth Boundary and does not skip over other

agricultural or forest activities that are the closest are generally separated by other rural residential development and roads. The one area that has been used for agricultural purposes would not be impacted by inclusion of this property into the Urban Growth Boundary as the existing development has rendered this area unsuitable for resource activities and the roads and other developments provides a buffer between this area and the closest resource lands.

Fairgrounds

1. Size: 105 acres consisting of 5 lots ranging in size from 4 acres to 40 acres;
2. Proximity to City limits and/or existing UGB: Urban Growth Boundary is located on the east side of this site.
3. Present County Zoning:           CS-I Community Service Institutional (40 ac.)  
                                          FA-19 Forest Agriculture 19 ac minimum (County) (61 ac.)  
                                          RR-5 Rural Residential 5 acre minimum (County) (4 ac.)
4. Surrounding Zoning:   North - RR-5 Rural Residential 5 acre minimum (County)  
                                  East - R-10 Suburban Residential, 1 acre minimum (County)  
                                  South - RR-5 Rural Residential, 5 acre minimum (County)  
                                  West - RR-5 Rural Residential, 5 acre minimum (County)  
                                      FA-19 Forest Agriculture (County)
5. Surrounding land uses:   North - Open area & rural homesites  
                                  East - Rural residential home sites  
                                  South - Rural residential home sites  
                                  West - Rural residential home sites; tree farm and hay field

Maximum efficiency of land uses within and on the fringe of the existing urban area.

This site is adjacent to the existing Urban Growth Boundary line and has been developed for a fairgrounds site. It is a logical expansion of the Urban Growth Boundary and does not skip over other lands. The inclusion of this area into the UGB also makes it possible for the City to serve the Fairgrounds if and when public sewer is needed.

Environmental, energy, economic and social consequences.

This site has been used for a fairgrounds for a number of years and is adjacent to the west UGB of St. Helens. There is limited commercial agricultural or forest lands to the west of this area, but the predominant land use is for rural homesites. About 40 acres of the site has been farmed in the past, but recently it was donated to the County for expansion of the Fairgrounds. The existing buildings are currently on septic systems. There has been some failure in the past and the Fairgrounds is not on a standard subsurface system anymore. As the system begins to fail, public sewer will be needed in the area. The City of St. Helens operates the only municipal sewage treatment facility in the area and therefore is the most logical source to make sure the environment is protected and would provide the most economical service. Being adjacent to the existing UGB makes the site close to existing facilities and services that any future fairground's development needs. Cost to the County and its taxpayers would not be as expensive as land further away from the necessary facilities and services.

Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.

The nearest farm land is to the northwest and west across Sausler Rd. and Sykes Rd. and is well protected from any further Fairgrounds development that may occur on this land.

While the soil classification indicates that the soils are suitable for agricultural use, the area has been committed to fairground (public) use.

Compatibility of the proposed urban uses with nearby agricultural activities.

The commercial activities near this area would not be adversely impacted by the continued use of the site for fairgrounds activities. Those activities are of limited duration and intensity. The commercial agricultural or

EXCEPTION TO GOAL #3 AND GOAL #4  
FOR EXPANSION OF THE URBAN GROWTH BOUNDARY

The expansion of the Urban Growth Boundary requires that not only the seven factors of Goal #14 be addressed but that four additional factors be looked at and findings and reasons in support of the expansion be demonstrated (OAR 660-04-010). The seven factors of Goal #14 have been addressed earlier for the expansion to the Urban Growth Boundary. This section will provide findings and reasons why an exception to Goal #3 Agricultural Lands and Goal #4 Forest Lands is warranted.

Reasons justify why the state policy embodied in the applicable goals should not apply (This factor can be satisfied by compliance with the seven factors of Goal 14).

Four sub areas around the existing Urban Growth Boundary have been identified by the City as needed for future residential expansion. The need for these areas and why the areas should not be preserved for farm or forest uses have been enumerated in the section dealing with the four factors for Goal 14. A majority of the land has been justified by the County as rural exception lands through a developed and committed exception. Of the 319 acres involved in this expansion of the Urban Growth Boundary, 108 acres are already designated for rural residential use and a majority of this land has developed homesites. An additional 101 acres is to be designated for public use and encompasses the County Fairgrounds. The largest remaining area, 60 acres of land designated PF-76 Primary Forest, is actually a rocky hillside that is designated as Class VIII soils by SCS and has no Site Index for trees. It is the City's belief that this parcel is useable for neither farm nor forest use and could be considered non-resource lands.

Areas which do not require an exception cannot reasonably accommodate the use.

As stated in the factors related to Goal 14, the City is experiencing a shortage of higher income type housing. Several upper management personnel in the industries that have recently located in the St. Helens area have complained as to the lack of adequate housing for their needs. Several top management people have located in the Beaverton area instead and commute to St. Helens to work. It is the City's desire to provide areas where that upper income housing can be provided that is adjacent or near to urban services and have amenities, such as view, closeness to shopping facilities, and public utilities, that upper income housing desires. All of the sub areas included in the Urban Growth Boundary expansion are

The four sub areas proximity to the existing UGB and urban services provide easy access to other services provide in an urban area such as libraries, shopping and medical services. Three of the areas, Ross Road/Millard Rd. and the two areas off Pittsburg Road are closer to these facilities than other areas already inside the UGB. Other areas that could be considered for an exception are further away than the four identified sub areas.

The location of the four sub areas next to the existing UGB will also save energy over other areas that an exception could be taken on that are further away from shopping, employment and services. The areas identified already have or have plans to have municipal services by them or up to the properties. The four sub areas identified are closer to existing services than other areas where an exception would have to be taken. From an energy standpoint, the four sub areas would have the least impact than other areas that are further away.

The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impacts.

For this portion of the exception it would be easier to discuss each subsection separately so as to show the compatibility with other adjacent land use around each of the sub areas.

#### Pittsburg Road (east)

This sub area has urban residential development on two sides and industrial development on a third side. There are no resource activities on or near this area. The topography isolates this parcel from resource uses. The use of the remainder of the property will act as a buffer to protect the aggregate pit that is north of this site. The nearest forest lands are on the hillside well to the north of this area.

#### Pittsburg Road (west)

This sub area has urban or rural residential development on three sides. There are no commercial agricultural activities on or near this area. The topography isolates this parcel from resource uses. The area would only include the lands well below the top of the ridge to take advantage of topography for sewer lines. The commercial agricultural or forest activities that are in the area are in the next drainage area over the top of the ridge. The existing development has rendered this area unsuitable for resource activities and the topography, provides a buffer between this area and the closest resource lands.

## URBANIZATION

### GOAL:

To create and maintain the urban growth boundaries based upon the consideration of the following factors:

1. Demonstrated need to accommodate long range urban population growth requirements consistent with LCDC goals.
2. Need for housing, employment opportunities, and liveability.
3. Orderly and economic provision for public facilities and services.
4. Maximum efficiency of land uses within and on the fringe of the existing urban area.
5. Environmental, energy, economic, and social consequences.
6. Retention of agricultural lands as defined, with Class I being the highest priority for retention and Class VI the lowest priority.
7. Compatibility of the proposed urban uses with nearby agricultural activities.

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

1. Provide an orderly and efficient transition from rural to urban land use.
2. Utilize the area in the urban growth boundaries with the most efficient manner of service expansion.
3. Minimize the number of new special districts inside the urban growth boundaries.
4. Accommodate the growth projected for urban areas to the year 2000.
5. Minimize the conflicts between urban and rural land uses.
6. Control development within the limitation of the public's ability to provide services.
7. Develop managing techniques with the incorporated cities.
8. Locate major public and private developments where they will not encourage residential growth outside the designated boundary.

9. Provide direction for developers to utilize land within the boundary in the most efficient manner.
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 or when 75% of the industrial or commercial lands are built upon.
11. Not to form new special districts within the urban growth boundaries unless the services are compatible with the plans of the cities for the provision of services within the urban growth boundaries.
12. Have mutually agreed upon land use designations with each city.
13. Review all subdivision plats in the urban growth boundaries to insure the establishment of a safe and efficient road system.
14. Support the annexation by cities in accordance with the State statutes.
15. Support the development of Local Improvement Districts (LID) to develop local services.
16. Coordinate the development of facilities by existing special districts to insure coordination with city plans.
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.
18. Coordinate population projections at the time of the first periodic review of the County or any city plan, 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.
19. Existing population projections for the unincorporated areas will not be used as a basis for residential needs exception.
20. Limit development outside of urban growth boundaries to densities which do not require an urban level of public facilities or services.