

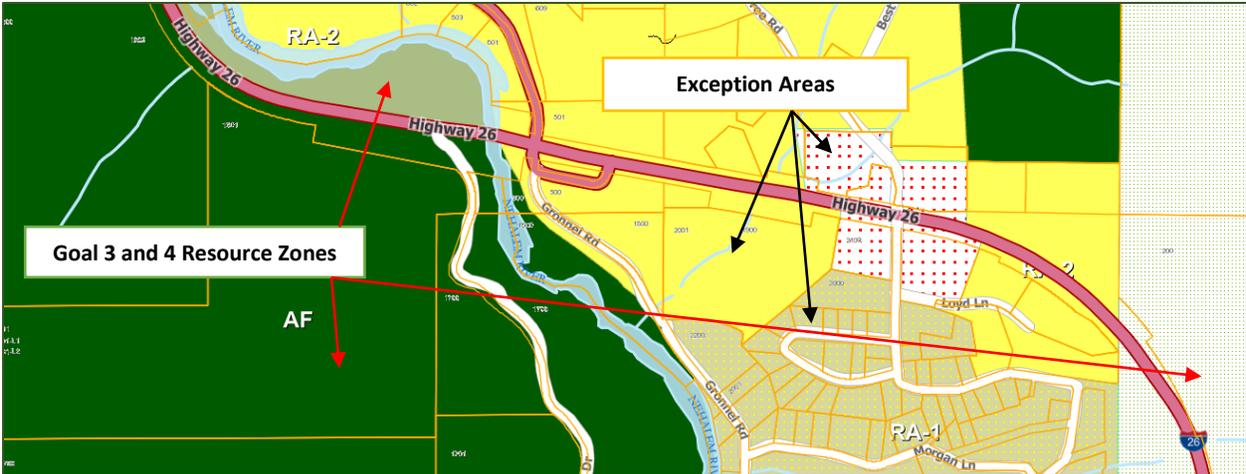
# GOAL 14: URBANIZATION BACKGROUND REPORT

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

## EXCEPTION AREAS

Rural land that has physical properties that make it suitable for farm or forest use generally is required to be planned and zoned for those resource uses. Exception areas zoned for rural residential use are subject to their own rule. Goal 14 limits urban development outside urban growth boundaries, and the rule implementing Goal 14 for rural residential areas specifies the level of development a county may allow without the area becoming urbanized. In some cases, a county may approve an "exception" to Statewide Planning Goal 3, Agricultural Lands, and/or Goal 4, Forest Lands, to zone land for other uses. Examples in Clatsop County include lands zoned Residential-Agriculture 1, 2 or 5, all of the five rural communities, and the Coastal Residential Zone.

The most common reason for "taking an exception" is that the land is "physically developed" or "irrevocably committed" to non-farm and non-forest uses, such as a rural residential neighborhood or a crossroads store that existed before the statewide planning goals took effect. Tsunami hazard zones have been identified after the Statewide Planning Goals took effect. Potential exception areas in Clatsop County include mapped high hazard tsunami zones. Other examples in Clatsop County include areas along Hwy 26 and Olney, Elsie and Jewell. If an area is shown to be committed to non-resource use, infill development is permitted at a rural scale. Outward expansion of development would require a new exception. Zoning of these exception areas must limit uses to those that are the same as existing uses or compatible rural uses.



Elderberry area zoning, Clatsop County GIS, includes areas for which exceptions to Goals 3 and 4 have been taken: Tourist Commercial, Residential Agriculture-1, and Residential Agriculture-2 are designated “Rural Lands” in the Comprehensive Plan and zoned for rural development. Also shown are Exclusive Farm Use, Agriculture-Forestry, and Forestry-80, all designated as Goal 3 and Goal 4 resources lands with 80-acre minimum lot sizes. The zoning is consistent with the development pattern already established when the zoning was first implemented with the original zoning ordinance in 1966 (Ordinance No. 66-02).

A county can also take an exception to Goal 3 and Goal 4 if there is a strong reason those goals should not apply. In this case, the county must look at compatibility of the proposed use with existing adjacent uses and compare the long-term land use effects of placing the proposed use in the proposed location versus other locations. Zoning of a "reasons" exception area must limit allowed uses to those used to show that the exception is justified.

Other goals, in addition to Goal 3 and Goal 4, may be subject to an exception. For example, a county must take an exception to Goal 14, Urbanization, in order to allow an urban use on rural land. State rules for taking an exception and zoning of exception areas are located here:

- [OAR 660-004-0000](#)
- [OAR 660-014-0030](#)
- [OAR 660-014-0040](#)

## RURAL COMMUNITIES

“Rural Communities” are a type of “unincorporated community” pursuant to Oregon law. In accordance with OAR 660-022-0010(10), unincorporated communities contain primarily exception lands that are not within a UGB, contain residential, commercial or industrial uses and have historically been identified as distinct areas in acknowledged comprehensive plans or by DLCD. As defined in OAR 660-022-0010(7), “Rural Community” is an unincorporated community which consists primarily of permanent residential dwellings but also has at least two other land uses that provide commercial, industrial, or public uses (including but not limited to schools, churches, grange halls, post offices) to the community, the surrounding rural area, or to persons traveling through the area.

## CLATSOP COUNTY COMPREHENSIVE PLAN

Exceptions in Clatsop County typically are to Goal 3 – Agricultural Lands and Goal 4 – Forest Lands, resource areas generally not served by either sewer or water districts, and Goal 11 – Public Facilities and Services, and Goal 14. These exceptions allow for the establishment of urban-level services, such as the sewer district in Miles Crossing – Jeffers Gardens, and reduced minimum lot sizes. Clatsop County has identified and historically established boundaries for five “Rural Communities”: Arch Cape, Knappa, Miles Crossing - Jeffers Gardens, Svensen, and Westport.

The goals and rules regulating rural uses recognize that some communities in the state did not incorporate as a city. Some of these communities, such as Westport, are indistinguishable from a small city, while others are a little more than a wide spot in the road. The level and intensity of residential, commercial, and industrial development is allowed to be greater in an unincorporated community than on other rural land, but less than inside an urban growth boundary. Urban services such as sewer and water are often permitted, but may not themselves be the basis for expanding an unincorporated community.

The rules for planning and zoning unincorporated communities can be found at [OAR Chapter 660, Division 22](#).