

# GOAL 14

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# URBANIZATION

STATEWIDE  
PLANNING

GOAL 14:

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.

CLATSOP  
COUNTY  
GOAL 14:

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

OVERVIEW

Oregon's statewide planning program conserves rural land for farming and forestry, protects natural resources and wildlife habitat, and allows development in appropriate places. In Oregon's statewide planning program, "rural land" generally is land outside of an urban growth boundary.

Statewide Planning Goal 14 is designed to keep distinct urban and rural lands and uses separate from each other.

The goal requires urban growth boundaries to be established and maintained by cities, counties, and regional governments to provide land for urban development needs and to identify and to separate urban and urbanizable land from rural land. The program discourages "sprawling" development that takes place outside an [urban growth boundary](#).

Establishment and change of urban growth boundaries is a cooperative process required by state land use laws. Each city is required to establish and maintain an urban growth boundary to provide land for future urban development.

Clatsop County maintains urban growth management agreements with each of the county's five cities: Astoria, Cannon Beach, Gearhart, Seaside, and Warrenton. These agreements are updated as needed. Each of the cities is responsible for development within its urban growth boundary. A city's city limits boundary is contained within its urban growth boundary. An urban growth boundary may match but usually exceeds the city limits boundary. Clatsop County is responsible for management of development in rural areas outside urban growth boundaries, as well as in "Rural Communities," discussed later in this planning element.

Goal 14 also sets criteria for converting rural lands to urban lands, sets infrastructure requirements for urban lands, and places limits on infrastructure for unincorporated, rural places.

## CLATSOP COUNTY COMPREHENSIVE PLAN

A county decides where rural development should be allowed by following what is called the "exceptions process." Rural residential, recreational, commercial, and industrial zones (in "exception areas") allow development in certain rural areas. All rural development is overseen by the county.

## OBJECTIVES AND POLICIES

### POLICY AND DISTRICT AGREEMENTS

**POLICY A:** Urban growth boundaries shall identify and separate urbanizable land from rural land. Establishment and change of the boundaries shall be based upon considerations 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 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 IV the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agricultural and forest activities.

**POLICY B:** Establishment and change of the urban growth boundaries shall be a cooperative process between a city and the county.

**POLICY C:** Land within the urban growth boundaries separating urbanizable land from rural land shall be considered available (over a period of time) for urban uses. Conversion of urbanizable land to urban uses shall be based on consideration of:

1. Orderly, economic provision for public facilities and services;
2. Availability of sufficient land for the various uses to insure choices in the marketplace;
3. LCDC goals or the acknowledged comprehensive plan; and,
4. Encouragement of development within urban areas before conversion of urbanizable areas.

**POLICY D:** Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account

1. the growth policy of the area,
2. the needs of the forecast population,

## CLATSOP COUNTY COMPREHENSIVE PLAN

3. the carrying capacity of the planning area, and
4. the open space and recreational needs of the area, and mapped high hazard areas.

### URBAN GROWTH BOUNDARY MANAGEMENT AGREEMENTS

Each city and the county have adopted the UGB management agreements. As of June 1996, through the adopted UGB agreements the cities of Astoria, Cannon Beach, Gearhart, Seaside and Warrenton are administering and enforcing the UGB Comprehensive Plan and Zoning Ordinances inside the UGB outside the city.

**POLICY A:** The County shall review these agreements every three to six years, or as needed and updated accordingly. Clatsop County should be proactive in its outreach to the cities regarding their growth needs.

See each respective city's website for more information regarding the county's five incorporated cities:

[Astoria](#)

[Cannon Beach](#)

[Gearhart](#)

[Seaside](#)

[Warrenton](#)

Clatsop County has adopted each of the UGB plans and zoning for each of the above cities. They are contained in separate documents in the Clatsop County Community Development Department or respective City Hall.

**POLICY B:** The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.

**POLICY C:** Plans providing for the transition from rural to urban land use should take into consideration as to a major determination the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

**POLICY D:** Allowable uses on property in the tsunami hazard area vacated as the result of an urban growth boundary expansion to relocate existing development shall be limited. Such limitations shall include permitting only low risk non-residential uses, or requiring uses which implement adequate protection or mitigation measures for seismic and tsunami hazards. (DLCD recommendation)

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### UNINCORPORATED RURAL COMMUNITIES

Clatsop County has identified and established boundaries for the following rural communities: Arch Cape, Knappa, Miles Crossing - Jeffers Gardens, Svensen, and Westport. Land use plans in these areas recognize the importance of communities in rural Clatsop County.

**POLICY A:** In unincorporated communities outside urban growth boundaries the county may approve uses, public facilities and services more intensive than allowed on rural lands by Goal 11 and 14, either by exception to those goals, or as provided by OAR 660 rules, which ensure such uses do not:

1. Adversely affect agricultural and forest operations, and
2. Interfere with the efficient functioning of urban growth boundaries.

**POLICY B:** While being mindful of Policy A, above, Clatsop County should explore the existing exceptions areas' and rural community boundaries and collaborate with rural community service providers regarding whether lands within the boundaries are planned reflecting the current and future needs of the communities or whether the boundaries should be adjusted. At the same time, the county should explore whether new areas are emerging that would be appropriate for the exceptions process and designation as new rural communities.

### DISTRICT AGREEMENTS

Clatsop County has adopted agreements with the service districts with respect to land use planning and coordination. These agreements are contained in separate documents located in the Clatsop County Community Development Department and the respective district offices.

**POLICY A:** The County shall review these agreements every three to six years, or as needed and update accordingly.

### POLICY IMPLEMENTATION

1. The type, location and phasing of public facilities and services are factors which should be utilized to direct urban expansion.
  - 1.1. The type, design, phasing and location of major public transportation facilities (i.e., all modes: air, marine, rail, mass transit, highways, bicycle and pedestrian); and
  - 1.2. Improvements thereto are factors which should be utilized to support urban expansion into urbanizable areas and restrict urban expansion from rural areas.
2. Local land use controls and ordinances should be mutually supporting, adopted and enforced to integrate the type, timing and location of public facilities and services in a manner to accommodate increased public demands as urbanizable lands become more urbanized.

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3. Additional methods and devices for guiding urban land use should include but not be limited to the following: (1) tax incentives and disincentives; (2) multiple use and joint development practices (3) fee and less-than-fee acquisition techniques; and (4) capital improvement programming.
4. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests carrying out the goal.
5. Clatsop County should explore a countywide discussion with the cities, service providers, community advisory committees, etc., regarding establishing better collaboration on where growth is desired and expected and how to manage it appropriately.
6. Plan for the location or relocation of critical facilities outside of tsunami hazard area when conducting the land needs analysis. (DLCD recommendation)

### **IMPLEMENTING OREGON ADMINISTRATIVE RULES (OAR):**

[660-004](#) – Interpretation of Goal 2 Exception Process

[660-012](#) – Transportation Planning

[660-014](#) – Application of the Statewide Planning Goals to Newly Incorporated Cities, Annexation, and Urban Development on Rural Lands

[660-022](#) – Unincorporated Communities

[660-024](#) – Urban Growth Boundaries

[660-025](#) – Periodic Review

[660-032](#) – Population Forecasts

[660-038](#) – Simplified Urban Growth Boundary Method

### **COORDINATING STATE AGENCIES:**

[Oregon Department of Land Conservation and Development \(DLCD\)](#)

[Oregon Department of Transportation \(ODOT\)](#)

### **BACKGROUND REPORT**

[Goal 14 Background Report](#)