

**City of Rainier
Planning Commission Meeting
January 22, 2024
6 p.m.
Rainier City Hall**

Chair Erin O'Connell called the meeting to order at 6:10 p.m.

Commissioners Present: Erin O'Connell and Nick Gratzner

Commissioners Absent: Dena Nordstrom, Nina Pogue and Jan Rich

City Staff Present: City Recorder Sarah Blodgett, City Administrator W. Scott Jorgensen and City Planner Skip Urling

Visitor Comments—There were no visitor comments at this time.

Consider Approval of the Consent Agenda

Consider Approval of the December 18, 2023 Regular Planning Commission Meeting Minutes—
This item was postponed to the next meeting due to lack of a quorum.

Old Business

Rainier Municipal Code Chapter 5.35 Update—City Planner Skip Urling said he reviewed the code for additions and deletions. City Administrator W. Scott Jorgensen said the code is from 1992. Parts of it are unconstitutional and would not survive any kind of court challenge. Urling said he recommends making a change to a conditional use in heavy industrial. Vice Chair Nic Gratzner said that zoning makes sense, as it's less likely to have children or families in the area. Urling said it would keep it away from churches, parks and neighborhoods. Jorgensen said there was a provision requiring these businesses to file a report with the city showing their gross receipts. The city wouldn't do that to any other kind of business. There was a discussion about provisions having to do with health codes like potable water. Jorgensen said that would be applicable to any other business. Chair Erin O'Connell suggested replacing that language with a provision that the facility conform to public health codes. Jorgensen said there was a provision allowing the commission to poll and survey adjacent property owners to assess the impacts of the business. Urling said that needs to be removed. There's another section about signage. Jorgensen said the city has a sign code. The sign code for most cities is pretty robust. Urling said the language could just state that the business must meet the requirements of the sign code. Another provision included a fee schedule. It was agreed by consensus that should be set by resolution and not by ordinance. Jorgensen said there's another section that allows for police department investigations. Gratzner said the city wouldn't do that with any other business. Another provision requires the city administrator to visit and inspect the premises. Jorgensen said he doesn't feel comfortable with that. There's also a provision that allows for the revocation of the establishment's business license. Jorgensen said some ordinances have similar language, but he wants to add that the owner can appeal that to council. Yet another provision deals with age restrictions for employees and for entrance to the business. O'Connell suggested replacing it with language reflecting employment guidelines. The allowable hours of operation in the current code call for the business to close by 10. It was agreed by consensus that it be changed to closing at 2 a.m. instead.

West Rainier Industrial Discussion—Jorgensen said that some property owners have reached out to public works about annexing and hooking into the city’s water and sewer systems. He plans to research the ownership of those parcels and put that together. A meeting was held with him, the mayor and representatives of Columbia River PUD, the county planning department, Columbia Economic Team, Urling and the Port of Columbia County about future steps for developing the industrial area in west Rainier. He’s also looking to rezone about 30 acres of commercial land to industrial because it’s more shovel ready and more easily serviced by the city’s infrastructure.

Potential Urban Growth Boundary Land Swap Update—Jorgensen said that a scope of work is being finalized with Winterbrook Planning. That’s the same firm that recently helped the City of Vernonia do the same process. Much of the work will involve having the consultants collaborate with the city engineer to determine the viability of connecting any possible new areas to city infrastructure.

O’Connell adjourned the meeting at 7:12 p.m.

Erin O’Connell, Chair

Sarah Blodgett, City Recorder

**City of Rainier
Planning Commission Meeting
December 18, 2023
6 p.m.
Rainier City Hall**

Chair Erin O’Connell called the meeting to order at 6:03 p.m.

Commissioners Present: Erin O’Connell, Nick Gratzner, Dena Nordstrom, Nina Pogue and Jan Rich

Commissioners Absent: None

City Staff Present: City Recorder Sarah Blodgett and City Planner Skip Urling

Visitor Comments: There were no visitor comments at this time.

Consider Approval of the Consent Agenda: Consider Approval of the June 19, 2023 and September 18, 2023 Regular Planning Commission Meeting Minutes—Commissioner Jan Rich moved to approve the June 19, 2023 minutes. That motion was seconded by Vice Chair Nik Gratzner and adopted unanimously. Commissioner Dena Nordstrom moved to approve the September 18, 2023 minutes. That motion was seconded by Commissioner Nina Pogue and adopted unanimously.

New Business

- a. Ordinance 1095-Adding a New Chapter to Rainier Municipal Code (RMC) Title 18, Division V Regarding Accessory Dwelling Units, Amending RMC Section 18.05.100, Chapters 18.15, 18.20 and 18.25 and Repealing RMC Section 18.25.100—City Planner Skip Urling gave his staff report. The intention of the ordinance is to better enable the creation of more housing in Rainier. This ordinance meets the statewide planning goals. Nordstrom moved to approve the ordinance. That motion was seconded by Pogue and adopted unanimously.
- b. West Rainier Industrial Discussion—Commissioners agreed by consensus to table the matter until City Administrator W. Scott Jorgensen returns to the office.
- c. Rainier Municipal Code Chapter 5.35 Update—Urling said Jorgensen had directed him to look into this portion of code, fearing that it could be outdated. He provided a marked up version of it that included his recommended changes and went over those. Commissioners agreed by consensus to bring the code amendments back to the next meeting for further discussion after Urling had a chance to discuss the issue with the city attorney.
- d. Potential Urban Growth Boundary Land Swap Update-- Commissioners agreed by consensus to table the matter until Jorgensen returns to the office.
- e. Meeting Dates for 2024—Commissioners agreed by consensus to keep meeting on the third Monday of the month.

O’Connell adjourned the meeting at 6:50 p.m.

Erin O’Connell, Chair

Sarah Blodgett, City Recorder

DRAFT

Rainier UGB Swap Community Open House

March 10, 2025

NAME	INTEREST/AFFILIATION	MAILING ADDRESS (STREET/ CITY/STATE/ZIP)	EMAIL
Lindsey Ficken		74392 Doan Rd Rainier 97048	lindsey-ficken@yahoo.com
TOM DEMETER		28495 PARKDALE RD 97048	demeter.tommy@gmail.com
Mary Curtis Michael Curtis Barb Schimmel		28778 Parkdale 97048	mary.curtis@comcast.net
John Dewey		75396 Mosette	johnndewey@gmail.com
Kelly & Alice Gau H		PO Box 837 Rainier OR 97048	kellytriskell@gmail.com
Kim Cardwell		75008 Townsend Road	kourageous.kim@gmail.com
Connie Flanagan Terry, Russell		74796 Townsend Rd	Flanaganconnie@gmail.com
Ernest & Elisabeth Guisinger		75271 Moser Rd	guisinger.doug.lil@gmail.com
Grant Province		73210 Beaver Springs Rd	gtprovince@gmail.com
Paul Langner		817 KING Dr Rainier	fn5.7@icloud.com

Rainier UGB Swap Community Open House

March 10, 2025

NAME	INTEREST/AFFILIATION	MAILING ADDRESS (STREET/ CITY/STATE/ZIP)	EMAIL
Doug Scott	(No vote)	28619 Parkdale Rd	Parkdale road@gmail.com
Kendall DeHaas		74500 Deal Rd	Kendallmdehaas@gmail.com Please email slideshow
Michael Brisco		28340 Dille Rd	mebco marine@gmail.com
Jenn Bass		View St.	basspartyof5@yahoo.com
Neil Anderson		75478 Meserve Rd	
Gail Leino	NO vote	74909 Townsend Rd Rainier, OR 97048	
Frank & Judy Hilton	NO vote	75391 Meserve Rd. Rainier	
Susan Crawford		75455 Meserve Rd Rainier	CRAW4d54@gmail.com
Justin Cantrell	NO	28645 PARKDALE RD.	justin.cantrell95@yahoo.com
Casey Rea	NO	PO Box 403 Rainier, OR	waybays@hotmail.com

Community Open House

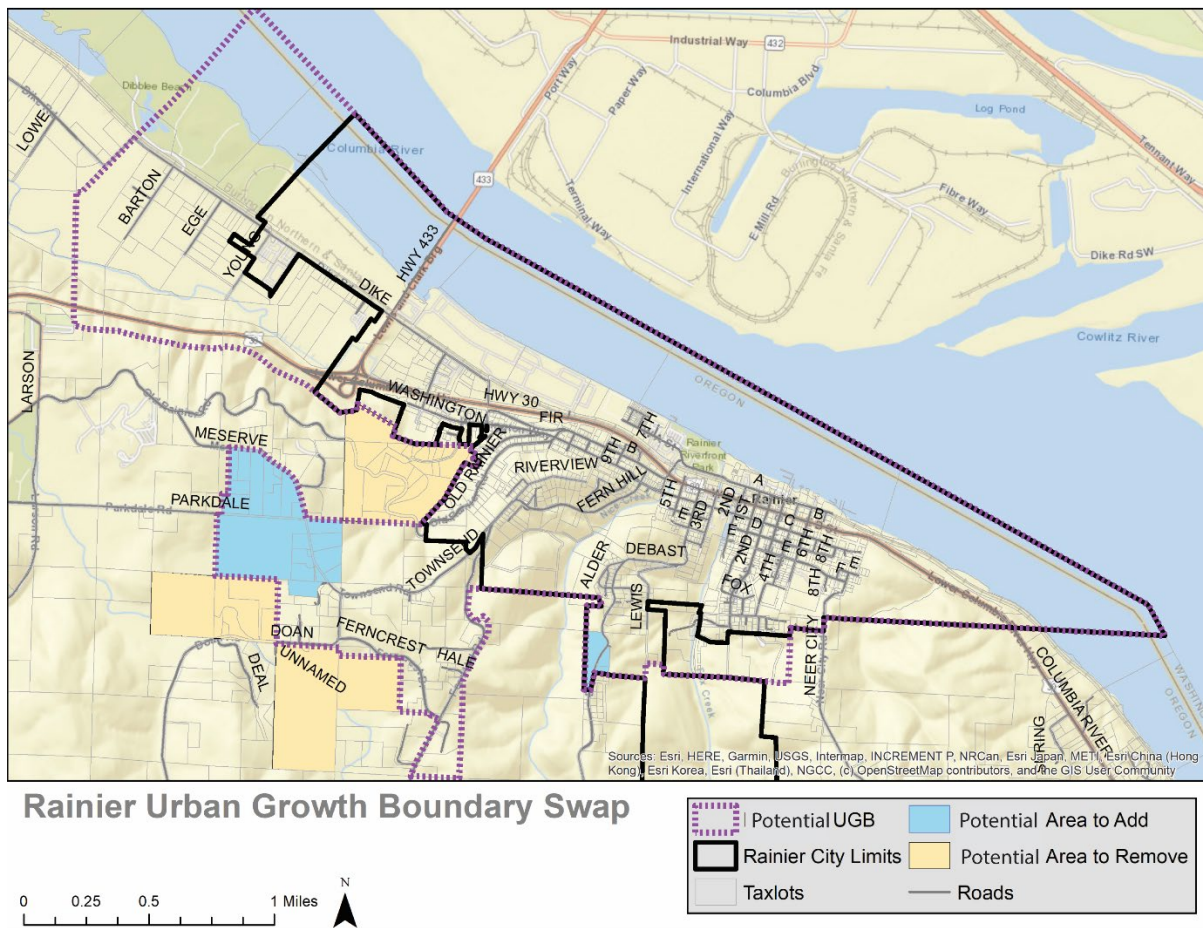
Join us for an open discussion about a potential Urban Growth Boundary swap!

The City is considering an Urban Growth Boundary Swap that would include 150 acres of land near the Rainier School and remove 290 acres from the Urban Growth Boundary. The proposed swap would include lands allowing efficient residential development in proximity to the school. The swap would remove some areas outside of the City limits with steep slopes that are more difficult to develop and at greater risk of landslides.

Areas added would retain Columbia County zoning, and any future annexations to the City would be voluntarily initiated by the property owners. We would love to get your input and questions about the possible swap at the Community Open House.

Monday, March 10th, 2025, at 6:00-7:00 pm, drop in anytime, no formal presentation is planned.

Rainier City Hall, 106 West B St.



FAQ's:

What is an Urban Growth Boundary? Under Oregon law, all cities must create and maintain a Urban Growth Boundary ("UGB"), identifying where city growth may occur within the next 20 years. In order for a city to annex land into the city limits, that land must first be included within the UGB. Land inside the UGB supports urban services such as roads, water and sewer systems, parks, schools and fire and police protection. UGBs are a tool to protect rural farm and forest land by limiting sprawl.

What is an Urban Growth Boundary Swap? A UGB swap exchanges some land inside the UGB for land outside the UGB. The amount of land needs to be roughly equivalent in the amount of "buildable land".

Why is the City Considering a swap? The City is considering the swap to allow additional residential development in proximity to Rainier School, on relatively flat land. The swap would remove 290 acres from the Urban Growth Boundary, in areas outside of the City limits with steep slopes that are more difficult to develop. The purpose of the swap is to help facilitate efficient residential growth by providing developable land that is less expensive to serve with public facilities.

Will the City acquire or develop any of the property in the swap? No, all property would remain in private hands; any future development or annexations would be initiated by property owners. Areas added in a UGB swap would retain Columbia County zoning until annexed.

If my property is included in the UGB or removed from the UGB, will anything change about what I'm allowed to do on my property? Areas added would retain Columbia County zoning; anything that is currently allowed by County Zoning would continue to be allowed. Any annexations to the City would be voluntarily initiated by property owners. Areas removed from the UGB currently have County Zoning and would continue to have County Zoning; anything that is currently allowed by County Zoning would continue to be allowed.

Will the City initiate annexation on any of the properties? No, annexation to the City would be voluntarily initiated by property owners, and would require an annexation application.

What is the UGB swap process? If the City decides to move forward with the swap, a swap application would be considered by the Rainier Planning Commission and Rainier City Council in a legislative process with public hearings and public notice. If the City approves the swap, then the Columbia County Board of Commissioners would consider the swap with additional public hearings. The public can attend and participate in all of these hearings. Any proposed swap would need to be approved and adopted by both Rainier and Columbia County.

Please contact City Administrator, Scott Jorgensen Sjorgensen@cityofrainier.com with any questions or comments.

Rainier UGB Community Open House

March 10th, 2025 6pm

Rainier City Hall

Attendees:

- See attached sign-in sheet.
- Roughly 45 people attended.

General Notes/Comments

- Prior to the community meeting there had been social media posts about the potential UGB swap, and the swap had gotten a lot of attention, particularly from people in the UGA area and the County. There was some misinformation being posted regarding the swap.
- Most of the attendees appeared to be from Columbia County, and many from the potential area to be brought into the UGB.
- There was a 20-minute presentation by Winterbrook with an introduction by the Mayor.
- Two City Councilors were present.

Notes and Feedback.

- Initially there were questions regarding the status of this idea, was the State forcing Rainier to do this, what role does the public have in what is going on, and who decides on a swap. We discussed how this was a concept, there was currently no official application, the state does not require Rainier to do the swap, rather Rainier asked for a grant to explore the swap idea for the City. We clarified that if a swap application did happen, there would be public hearings before the Planning Commission and City Council, then the Board of County Commissioners. The City Council and Board of County Commissioners would need to approve the application.
- Many attendees expressed concern and questions regarding what it meant to be inside the UGB, whether there would be forced annexation by the city, whether there would be city taxes imposed, whether property owners would need to hook up to water and sewer, etc. Part of the meeting was clarifying the annexation process, describing to attendees that nothing about the status of their property, including taxes and zoning would change unless the property owner wanted to annex into the city. There was some discussion of forced annexations due to health hazards (failing septic). There were discussions regarding how annexations had to be connected to city limits, therefore, many of the further out UGB areas would not be practically eligible for annexation for a long time.
- Many of the community members did not see the point of pursuing any change in the Rainier UGB, some expressed they were not interested in more housing, they were not interested in seeing the city grow, and they wanted things to stay as they are. Many

expressed they wanted to live in the County for a reason, and didn't want to see that change.

- There were comments regarding the challenges of getting public facilities anywhere in Rainier, due to slope and topography.
- There was much discussion regarding the current sewer and water capacity in the city. Many people were concerned that increased services or housing would cost city taxpayers more. Many were concerned that there would be extensions of services to annexed areas that would be beyond the city's capacity to service. People noted a building moratorium Rainier had in the past due to sewer capacity issues (since solved through an upgrade to the system). People noted existing issues with pipe sizes and inability for Rainier to serve some of the properties within city limits. There was a lot of discussion around the cost of extending public facilities up into the hills. People were worried the city would be taking on the cost, rather than the developer/property owner who initiated annexation.
- There were questions regarding why Rainier was looking into this, suspicion that it was initiated by developers or investors, and fear that this was not "for the little guy".
- There were noted concerns that the swap area in was designated agricultural land. There was some discussion of comprehensive plan designations (all of the area to be brought in is Rural Residential "exception" land), but they were not convinced that the potential area to be brought in was designated agricultural land.
- One person noted "swap like for like" didn't make sense, because some of the land was very sloped and hilly, and it wasn't the same as exchanging it for flatter, nice land. There was discussion of state definitions of "buildable land" and "constrained land". The attendee did not like the term "like for like".
- Some attendees noted how much land the Rainier School had, and wanted to discuss what the ways are the school could use the land, how the city could work with them to do so.
- There were a number of questions and clarifications regarding the mapping.
- An attendee noted that there are large power transmission lines going through some of the potential area to be brought in, and you cannot build near or under these lines.
- There was discussion of the Debast Road property, the property owner attended, and noted he was connected to city water, but not sewer, because the city couldn't serve the property. They were curious if their taxation would change if their property was brought within the UGB.

Joint City Council and Planning Commission Work Session

February 10th, 2025 6pm

Rainier City Hall

Attendees:

- Skip Urling, Contract Planner
- Scott Jorgensen, City Administrator
- Jerry Cole, Mayor
- Scott Cooper
- Denise Watson
- Connie Budge
- Robert DuPlessis
- Mike Kreger
- Paul Langner
- Erin O'Connell
- Nic Gratzner
- Dena Nordstrom
- Jan Rich

Agenda:

1. Roll Call & Flag Salute
2. New Business
 - a. Urban Growth Boundary Land Swap Presentation

Meeting Notes:

Prior to the presentation, a council member was wondering if the presentation and materials related to a one-time UGB expansion, discussion on the similarities and differences.

Introduction to the Project by Scott Jorgensen

Consultant Presentation (See slideshow)

Notes and questions from Planning Commissioners and Councilors:

- Mobile Home Park Questions and Discussion
 - Questions on Columbia County Concerns
 - Discussion that the likelihood of the mobile home park ever getting extension of public facilities was extremely low, it's very far from the UGB.

- Discussion of the other mobile home park within the UGB, why keep that in?
- Questions regarding mobile home park zoning
- Notes that the mobile home parks provide important affordable housing in the area.
- Discussion that there should be mobile home park comp plan designations (none currently)
- Discussion of Availability of Public Facilities and concerns
 - Concerns that Rainier does not have capacity for further expansion
 - Discussions of the public facilities plans and growth projections, just did a wastewater master plan update
- Questions regarding process of Annexation
 - Annexation applications will need to include public facilities analysis and demonstrate serviceability
 - There have not been annexations in many years.

General Feedback

- Much of the joint work session was very educational about the Swap process and requirements
- Commissioners and Councilors noted they were interested in the results of the community open house, and were supportive of moving forward and continuing to communicate with the County.
- Attendees noted the need for housing in Rainier, and wanted to provide housing near the school. The school is very supportive of housing development nearby.



MEMORANDUM

To: Scott Jorgensen, City of Rainier

From: Grace Coffey, AICP Winterbrook Planning

Date: February 21, 2025

Re: **Task 2: Potential areas to be swapped out of the UGB**

This memorandum includes an analysis of properties within the Rainier Urban Growth Boundary (UGB) that are potential candidates for removal from the UGB based on The Rainier 2024 Residential Buildable Lands Analysis (RBLI) and information on area serviceability and landslide risk¹This memorandum documents initial conversations with Columbia County regarding the potential areas to be swapped outside of the UGB.

This memorandum provides a Task 2 deliverable for the Rainier UGB Land Exchange project.

Swap Eligibility Criteria

Rainier has 579 acres of residentially-designated land within its Urban Growth Area (UGA)². Much of this land has remained unannexed for decades, and some land is highly constrained by natural features, including slope, floodplain, and landslide risk. In the interest of providing more suitable residential land for development, Rainier is considering pursuing a UGB “Swap” consistent with ORS 197A.320 and OAR 660-024-0070 to remove some areas from the UGB in exchange for more suitable areas to bring into the Rainier UGB. The following analysis identifies

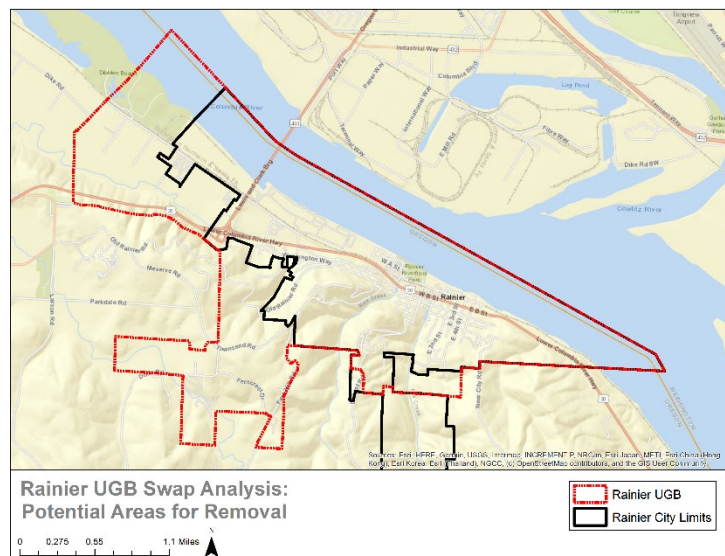


Figure 1: Rainier UGB and City Limits

¹ Landslide Susceptibility based on DOGAMI Oregon Statewide Landslide Susceptibility Overview Mapping. Serviceability information based on discussions with Rainier contract Engineers, West Yost Engineering on 12/12/24.

² Area within the Rainier Urban Growth Boundary and outside of Rainier City Limits.

properties that could be removed from the Rainier UGB.

In collaboration with Scott Jorgensen (Rainier City Administrator), Winterbrook analyzed properties within the Urban Growth Area that were unlikely to be annexed into Rainier to be developed for residential purposes based on the following criteria:

- **Highly Constrained Land.** Much of Rainier's Urban Growth Area is highly constrained by floodplain and steep slopes. This area is generally less suitable for the extension of public facilities and development of urban levels of density. Figure 2 shows steep slopes and floodplains in the Rainier area.
- **Landslide Risk.** In addition to the hazards that high landslide susceptibility zones represent, these areas contribute to common issues for water and sewer infrastructure in the Rainier area, including pipe leaks³. Figure 3 shows landslide susceptibility in the Rainier area.
- **Proximity to Roads and Urban Services.** Established roads provide easier extension of urban services; areas without convenient access to existing roads may be less likely to develop to urban densities.

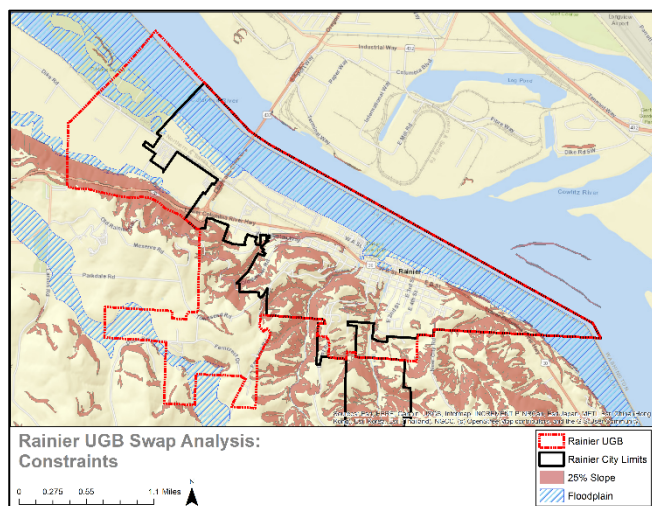


Figure 2: Constrained Land

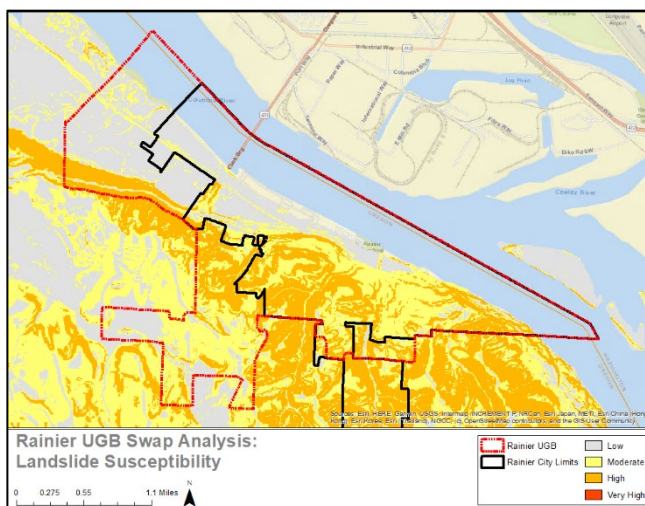


Figure 3: Landslide Susceptibility

Based on the factors listed above, Winterbrook identified the areas shown in Figure 4 below for potential removal from the Rainier UGB. The Old Rainier Road Slopes area has high landslide susceptibility and large areas of steep slopes. The Beaver Creek Floodplain area has large areas of floodplain. These areas are less proximal to existing urban services and roads. The potential areas to be removed represent a total of 299 acres made up of 38 tax lot parcels, all of which are designated Residential⁴ on the Rainier Comprehensive Plan Map. Any property being served by city services, including water and sewer, should not be considered for removal from the UGB.

³ Serviceability information based on discussions with Rainier contract Engineers, West Yost Engineering on 12/12/24.

⁴ Residential - R. This comprehensive plan designation is intended to provide for lower density housing. This designation is implemented by the following zoning districts:

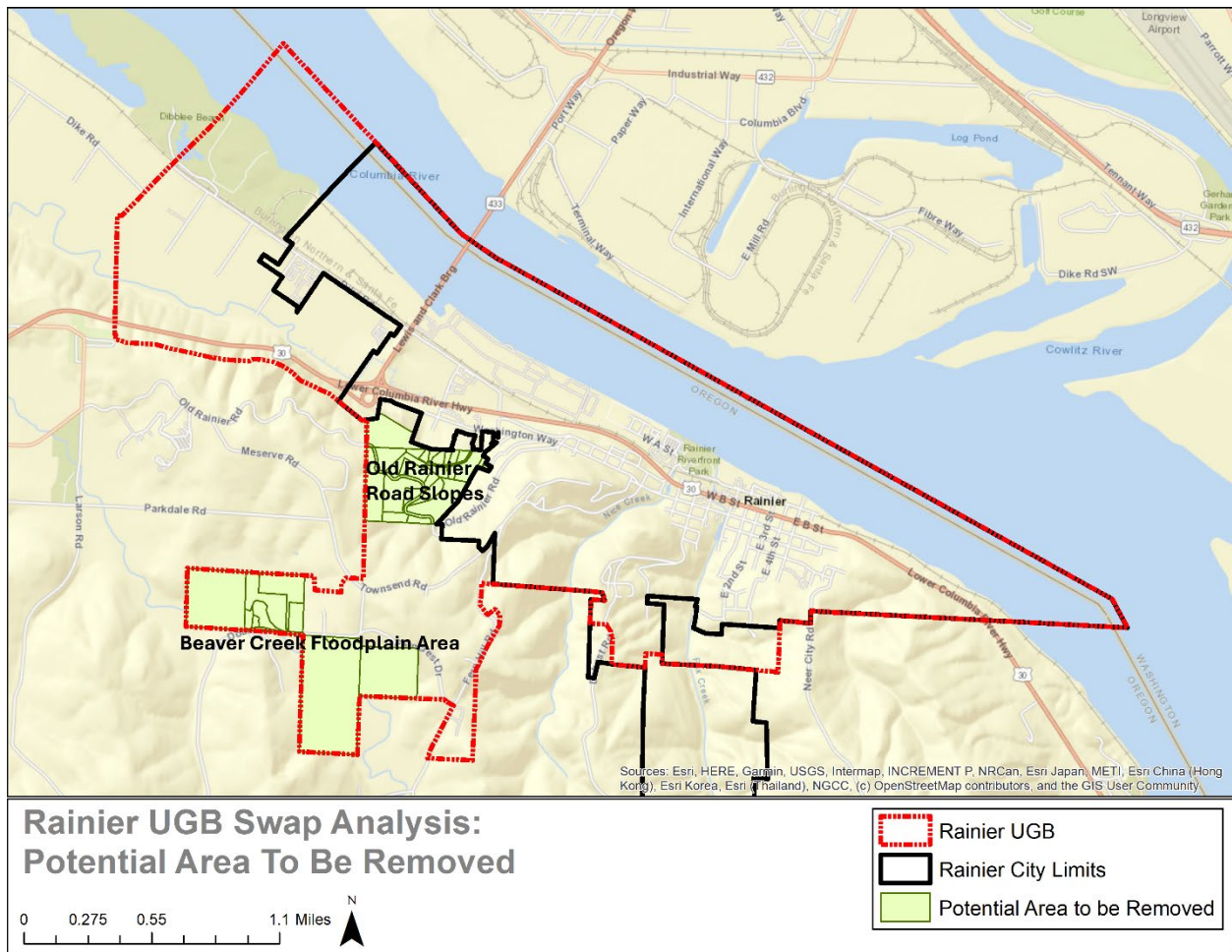


Figure 4: Potential Area to be Removed

Buildable Land Analysis-Potential Area to Be Removed

As defined by OAR 660-008-0005(2), “Buildable Land” is residentially designated land within the UGB, including both vacant land and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:

- Suburban Residential (SR) District: a very low-density single family residential zone for areas with steeper slopes and other site constraints and which has a minimum lot size of 2 acres;
- Low Density Residential (R-1) District: a single-family residential zone that allows two family dwellings as conditional uses, with minimum lot sizes of 10,000 square feet for single family and 15,000 square feet for two-family; and
- Medium Density (R-2) District: a single family and two-family zone with a minimum lot size of 6,000 square feet for a single-family dwelling and 7,000 square feet for a two-family dwelling.

Development Status.

In the 2024 Rainier Residential Buildable Lands Inventory (RBLI), Winterbrook analyzed the development status for each parcel within the Rainier UGB⁶. Parcels were assigned a development status based on the following criteria:

- **Vacant Residential Land:** Tax lots that are at least 3,000 square feet with a real market improvement value of less than \$10,000 are considered vacant, excluding land with mobile homes.⁷
- **Partially Vacant Residential Land:** Partially vacant tax lots are occupied but contain enough land to have infill potential. Tax lots with existing development on a half-acre or more are considered partially vacant. One quarter-acre is subtracted from each tax lot to account for the existing house, and the remainder of the lot is counted as buildable land.⁸
- **Developed Land:** Developed tax lots are occupied and do not contain enough land to have infill potential. Developed tax lots are less than 0.5 acres with a real market improvement value of greater than \$10,000.

⁶ Winterbrook did not include ROW parcels in this analysis, ROW lots accounted for roughly 8 acres within the potential removal area.

⁷ OAR 660-038-0060 outlines the simplified urban growth boundary method for a BLI for residential land with the UGB. In the rule, vacant lots are defined as parcels of at least 3,000 square feet with a real market improvement value of less than \$10,000. As a proxy for determining vacant land, Winterbrook used these measures even though the minimum lot sizes for residential zones within the Rainier city limits (described in Step 1) are much larger. Since lots smaller than the minimum lot sizes for residential development are counted, the methodology used may lead to a slight overcounting of buildable land within the Rainier UGB.

⁸ As outlined in OAR 660-024-0050, the following assumptions may be used to inventory the capacity of buildable lands to accommodate housing needs: (a) The infill potential of developed residential lots or parcels of on half acre or more may be determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land; and (b) Existing lots of less than one-half acre that are currently occupied by a residence may be assumed to be fully developed. Notably, this methodology can have imperfect estimations and may not capture accurately undevelopable areas within a parcel or areas such as RV parks, and schools.

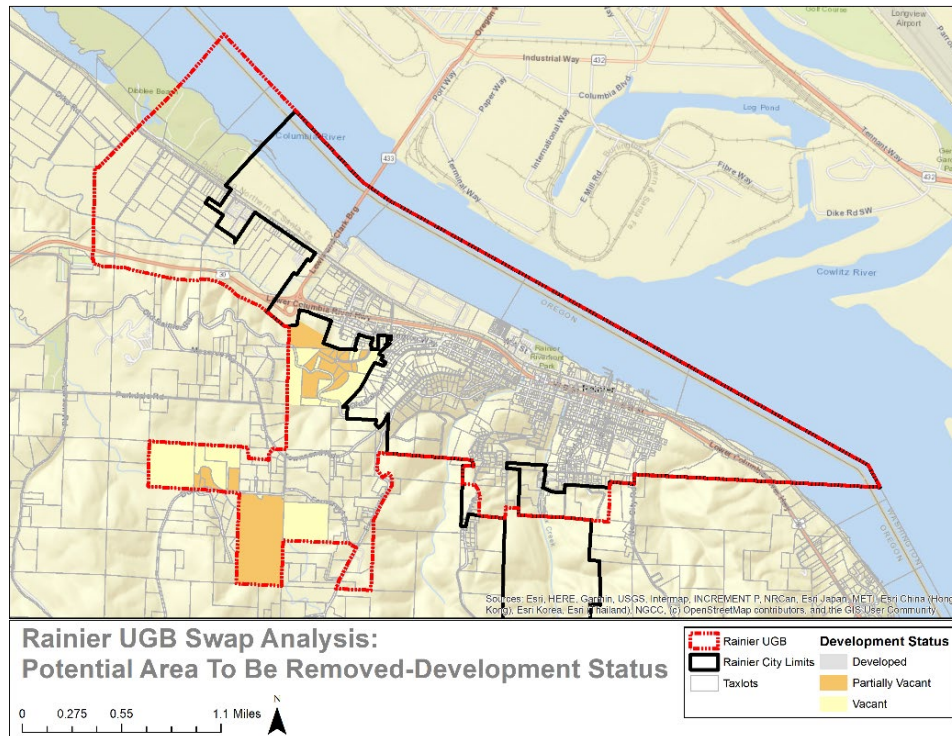


Figure 6: Potential Removal Area: Development Status

Figure 6 shows the development status of the potential area to be removed, most of which is either vacant or partially vacant land. Much of the vacant and partially vacant land intersects with steep slope constraints. The development status for this area is summarized in the table below. This analysis removes tax lots with a “road” designation.

Development Status	Number of Tax Lots	Acres
Vacant	17	150
Partially Vacant	18	123
Developed	3	1

Gross Buildable Acreage

To determine the amount of “suitable buildable land” in the potential removal area, Winterbrook removed one-quarter of an acre per partially vacant tax lot to account for the land occupied by existing residences, amounting to 4 acres removed. Additionally, Winterbrook removed 20 acres from Tax Lot 72W190001101, to account for an existing manufactured home park established on the parcel. This results in 249 “undeveloped” acres in the potential removal area.

Winterbrook then removed constrained land from the total acreage, resulting in 120 “suitable and buildable” acres that could be removed from the Rainier UGB.

Table 4 summarizes tax lots, development status, constrained lands, and resulting gross buildable residential acres.

Development Status	Total Acres	Number of Tax Lots	Undeveloped Acres	Constrained Acres	Suitable and Buildable Acres
Vacant	150	17	150	87	63
Partially Vacant	123	18	99	42	57
Developed	1	3	0	0	0
TOTAL	275	38	249	130	120

The following is a table with the above information broken down by County Zone.

County Zone	Total Acres	Tax Lots	Development Status	Undeveloped Acres	Constrained Acres	Suitable and Buildable Acres
PF-80	40	1	Vacant	40	29	11
R-10	154	33	Varies	150	74	75
MHR	79	2	Partially Vacant and Vacant	59	28	33
EC	0.4	1	Developed	0	0	0
RR-5	0.3	1	Developed	0	0	0
TOTAL	275	38		249	130	120

Columbia County Coordination

A key element in any UGB Adjustment is coordination with the County. Rainier and Columbia County Staff (Suzie Dahl, Deborah Jacob, Jack Niedermeyer) met to discuss a potential UGB swap on 2/4/25. County staff identified concerns relating to several potential properties to be removed. The County indicated an interest in avoiding:

- Creating parcels with split zoning or divided by the UGB
- Creating islands of non-UGB land surrounded by UGB
- Removing properties served by city public facilities
- Removing land developed to urban densities.

The specific areas Columbia County raised as potential issues are described in more detail below:

Commercial/Residential Property Near Washington Way

The potential removal scenario would have removed the residential portion of the property shown in Figure 7. This tax lot has split zoning, the southern portion is zoned R-10, whereas the area on the northern side is zoned C-3. The R-10 area appears to be undeveloped, the commercial side is developed and owned by Rainier Rock Pit, LLC. The southern area has a Residential Comprehensive Plan Designation, the northwest area has a Commercial designation. The County is concerned the property is already developed to urban-level densities. The area is not served by City water or sewer. Notably, the comprehensive plan designation in this area does not cleanly match where the C-3 zoning is assigned, as can be seen in Figures 7 and 8. Potentially, Rainier could remove the entirety of this property from the UGB.

Property Information:

- Tax Lot 72W1700000200
- Partially Vacant
- 24 acres
- 9 acres C-3 zoning
- 15 acres R-10 zoning (4 acres unconstrained)

Split Parcel

The potential removal scenario split tax lot 72W17C003500 along the east/west line in the middle of the tax lot, and identified the northern portion for potential removal (Shown in hatching in Figure 9). The County wants to avoid split zoning and a scenario where part of this tax lot is within the UGB and part outside the UGB. Additionally, access to the southern area of this parcel would need to be determined to be viable. Townsend Rd passes close to the edge of the lot line on the south, but does not touch. If the entirety of this tax lot were kept within the UGB in addition to the commercial/residential parcel described previously, it would result in an island of properties being removed from the UGB, a scenario the County wants to avoid. Keeping the Old Rainier Road Slopes within the UGB would drastically limit the area that could be brought into the UGB in a potential swap, and would not achieve

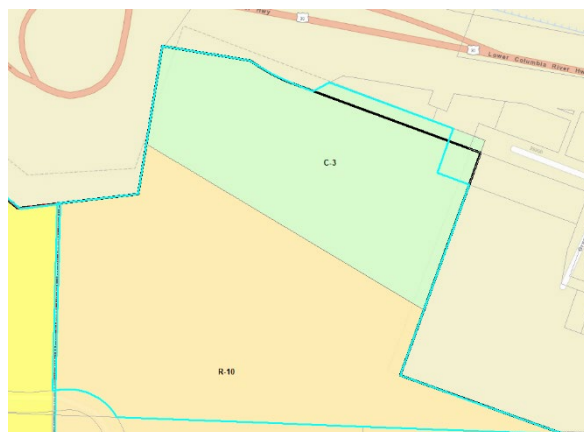


Figure 7: Commercial/Residential Property



Figure 8: Clip of Rainier Comprehensive Plan Map

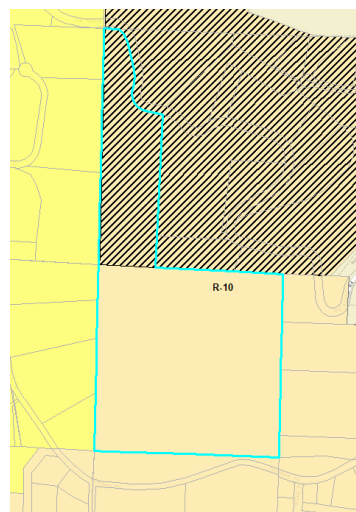


Figure 9: Split Parcel

the goals of removing potentially undevelopable land with high landslide risk.

Property Information:

- Tax lot 72W17C003500
- 52.5 acres
- Vacant
- 39.6 acres to keep in
- 12.9 acres potentially removed (7.7 acres unconstrained)

Potential Water and Sewer Extensions-Hickory Street Properties

The County wanted to ensure that City utilities do not currently serve the properties near Hickory Street. City records indicate these properties are not served by city utilities per an email with City Administrator, Scott Jorgensen on 2/10/25.

Property Information:

- Tax lots 7N2W17DB200, 7N2W17DB204, 7N2W17DB204
- All Vacant
- 0.9 acres
- Total Developable Acres= .2 acres

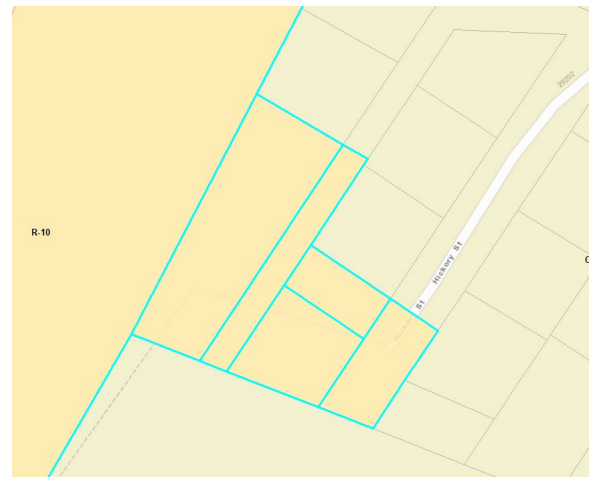


Figure 10: Hickory Street Properties

Manufactured Home Park

The County expressed concern with removing the 80-acre Mobile Home Park property, because it is already developed with roughly 80 mobile homes at the Western Hills Mobile Home Park. This tax lot is bisected by the Beaver Creek floodplain and is not served by city utilities. The lot is zoned Mobile Home Residential⁹, and has a Rainier Comprehensive plan designation of Residential. The Existing Commercial tax lot to the north has a Residential Comprehensive Plan designation. Additionally, Large, combined septic systems often fail and having the ability to provide urban services could prevent a health hazard from occurring. DLCD strongly recommends keeping the park within

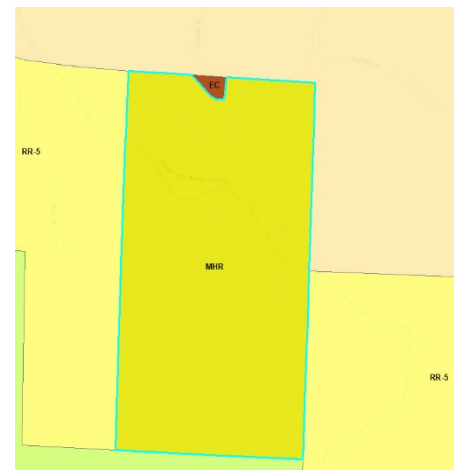


Figure 11: Mobile Home Property

⁹ Columbia County Zoning Ordinance Section 730: *The Mobile Home Residential District is intended to provide minimum development standards for single-family dwellings and medium density mobile home park development in unincorporated urban growth boundaries where public water and public sewer exist, or are programmed, and where resource activities are declining.*

the UGB to retain the option of receiving city services in the future.

Property Information:

- Tax lot 72W190001101
- 80 acres
- 20 acres “ developed”
- 28 acres constrained
- 33 acres unconstrained and developable

Potential Changes based on Columbia County’s Concerns

Figure 11 identifies in yellow all of the properties Columbia County identified above. These properties contain 45 of the 120 buildable acres under discussion for potential removal. Furthermore, keeping the commercial/residential property and the split tax lot within the UGB would result in an island of county land within the Old Rainier Road Slopes Area, if that area were removed from the UGB.

Without the Old Rainier Slopes Area (not included due to the creation of an island) and the areas of concern for the county, only 9 tax lots amounting to 46 buildable acres would be available to swap out of the UGB, limiting the area

that could be brought into the UGB in a potential swap. Continued coordination with DLCD and Columbia County is recommended to identify which properties would be acceptable to remove from the Rainier UGB, and if any of the areas of concern identified above are negotiable based on the larger goals of removing land unsuitable for urban development.

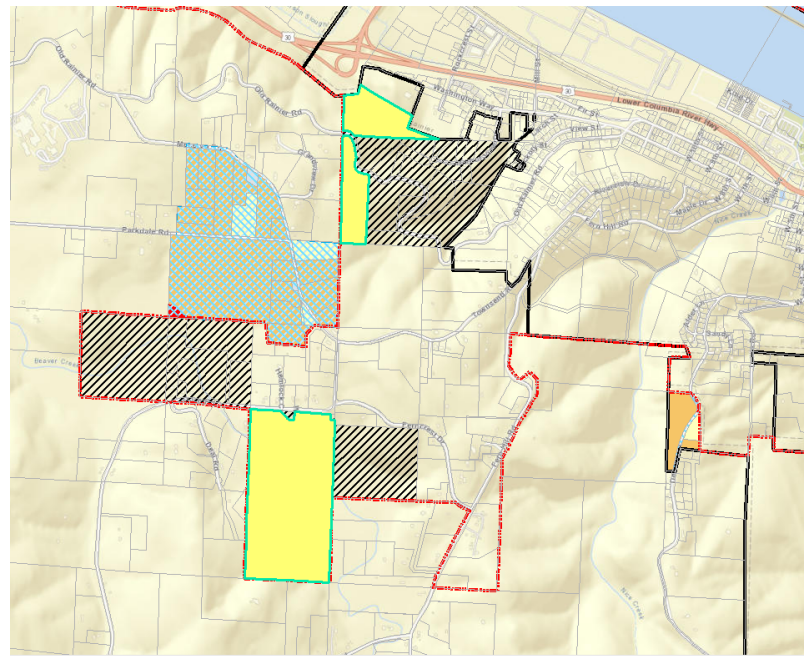


Figure 2: Areas of Concern for Columbia County

Conclusion

In this memorandum, Winterbrook analyzed potential areas for removal from the UGB based on criteria developed in collaboration with Rainier City Staff. Potential areas to be removed are characterized by steep slopes, floodplain, and high landslide risk. The memorandum applies the definition of “Buildable Land” consistent with OAR 660-008-0005(2) and analyzes constraints and development status of the tax lots within the potential removal area to determine the amount of suitable and buildable acres that could be removed from the UGB. This provides the basis for analyzing the amount of land that could come into the UGB with a swap.

The potential areas to be removed contain 120 gross buildable acres, which would allow for 120 gross buildable acres to be included in the Rainier UGB in a swap. However, many of the areas under discussion for potential removal have raised County concerns. Continued coordination with Columbia County is necessary to determine which properties will have County support for removal from the Rainier UGB.



MEMORANDUM

To: Scott Jorgensen, City of Rainier

From: Grace Coffey, AICP Winterbrook Planning

Date: February 21, 2025

Re: **Task 2: City of Rainier Alternatives Analysis Memorandum**

This memorandum includes:

An analysis to define the preliminary study area (197A.320 and OAR 660-024-0065) outside of the Urban Growth Boundary (UGB), and prioritize the following lands for inclusion in the UGB:

- a. Designated urban reserves (if applicable)
- b. Acknowledged exceptions and non-resource lands
- c. Marginal lands under ORS 197.247
- d. Resource land that is not predominately high-value farmland as defined in ORS 195.300

The alternatives analysis will address the requirements of OAR 660-024-0070(3) regarding the quantity of buildable land to be added to, and removed from, the UGB. For residential exchanges, "buildable land" will be determined consistent with the definition provided in OAR 660-008-0005(2).

Within the preliminary study area, Winterbrook identifies smaller subareas and completes a review of lands consistent with relevant administrative rule requirements (OAR 660-024-0067). In general, this includes evaluation based on the following characteristics: existing urban reserves, exception lands, soil classes, constraints (e.g., floodway or wetlands), lot sizes, and other characteristics. This includes an evaluation of Goal 14 locational factors, which are:

1. Efficient accommodation of identified land needs;
2. Orderly and economical 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

Finally, Winterbrook analyzes the Rainier-Columbia County Urban Growth Management Agreement (UGMA) and Rainier Comprehensive Plan to determine policy recommendations associated with a UGB Swap Analysis.

This memorandum provides a Task 2 deliverable for the Rainier UGB Land Exchange project.

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Attachments:

Exhibit A: Public Facilities Alternatives Analysis

Exhibit B: Potential Land to Be Removed Analysis

Acronyms

OAR- Oregon Administrative Rule

UGA- Urban Growth Area

UGB-Urban Growth Boundary

UGMA-Urban Growth Management Agreement

RZC- Rainier Zoning Code

Introduction

Goal 14 Requirements

The State of Oregon has a prescribed process for swapping land within the UGB for land outside the UGB, called a UGB Adjustment (OAR 660-024-070). The purpose of a UGB is to allow cities to separate urban from rural land, and to ensure that urban land develops efficiently. UGBs also ensure that farm and forest land is not encroached upon by urban development. Oregon cities are required to maintain a 20-year supply of land for residential and employment needs within the UGB. Doing so is important to ensure cities can accommodate future growth while protecting farmland and natural resources in compliance with Statewide Planning Goals 3, 4, and 9 through 14.

Needed residential land supply is analyzed through periodic updates to the housing and land use elements of the comprehensive plan. The identified 20-year residential land supply in Rainier is sufficient to meet housing needs; therefore, the City is exploring a UGB adjustment.

OAR Chapter 660 Division 24 Urban Growth Boundaries allows cities to exchange or “swap” urban land within its UGB for rural land outside its UGB if (in addition to meeting Goal 14 and related requirements) alternatives are considered properly and the amount and type of traded land are “substantially equivalent.” This memorandum demonstrates compliance with:

1. OAR 660-024-0065 Establishment of Study Area to Evaluate Land for Inclusion in the UGB
2. OAR 660-024-0067 Evaluation of Land in the Study Area for Inclusion within the UGB; Priorities

Urban Growth Boundary Swap Analysis

This memorandum provides the alternatives analysis for a UGB ‘swap’ as outlined in OAR 660-024-070 *UGB Adjustments*. Using this state rule, the City may trade land within the UGB for property outside the UGB, if (a) the amount of land to be traded is essentially the same, and (b) the designations of land to be traded are comparable. This approach does not require justification for a UGB change based on population growth and related land need and supply.

The addition of land into the UGB requires the establishment of a study area and an alternatives analysis based on Goal 14 location factors, which follow.

Location and Description of Potential Land to Be Removed

An extensive analysis of potential land to be removed from the UGB is found in Exhibit B. This analysis identified 298 acres of land that is less suitable for future annexation and development to urban densities. The area shown that could potentially be removed from the UGB is below:

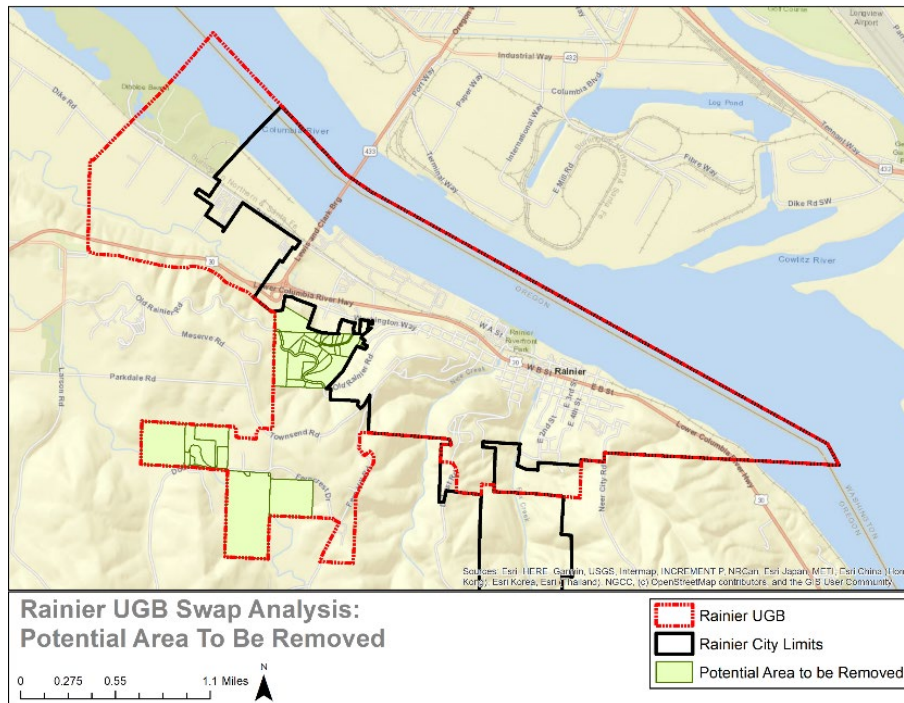


Figure 1: Areas to be removed.

As detailed in Exhibit B, potential areas to be removed have high landslide susceptibility and large areas of steep slopes and floodplain. They are less proximal to existing urban services and roads. The potential areas to be removed represent a total of 299 acres made up of 37 tax lots, all of which are designated Residential on the Rainier Comprehensive Plan Map. As discussed in Exhibit B, future swaps may not remove all of the area identified in the above map. Any property being served by city services, including water and sewer, should not be considered for removal from the UGB.¹

Study Area Determination

As applied to Rainier, State rules² require that the UGB adjustment study area be identified. The study area must:

- Include all lands within ½ mile of the UGB.
- Include all exception lands contiguous to an exception area within ½ mile of the UGB to a distance of one mile.

¹ Additionally, a manufactured home park is being considered for potential removal. Large, combined septic systems often fail and having the ability to provide urban services could prevent a health hazard from occurring. DLCD strongly recommends keeping the park within the UGB to retain the option of receiving city services in the future.

² OAR 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 (*Land Inventory and Response to Deficiency*) (4), 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; (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;

- Not be within another UGB: Rainier has no nearby City UGBs.
- Include all lands within an urban reserve: Rainier has no urban reserve.

Figure 3 shows the required Study Area:

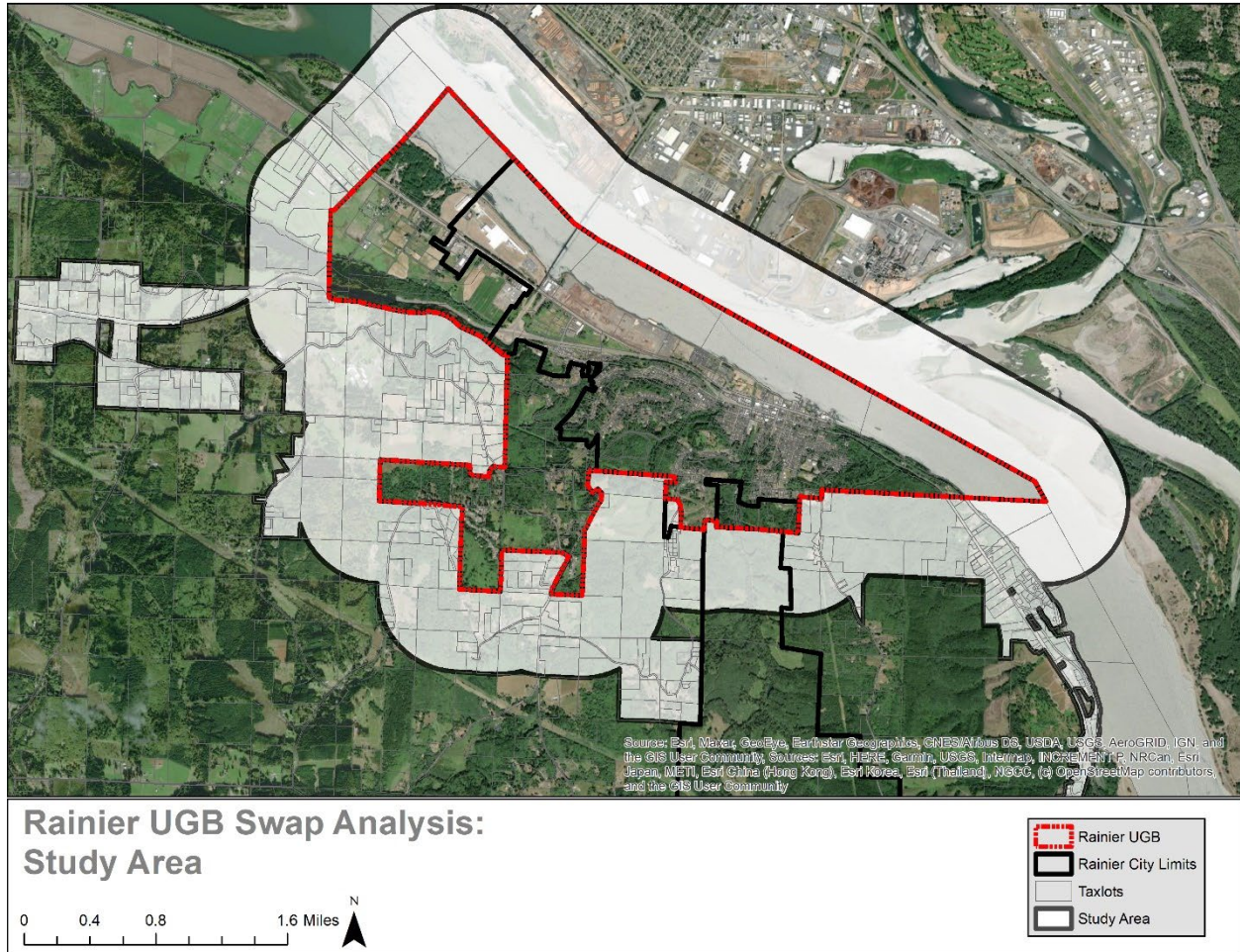
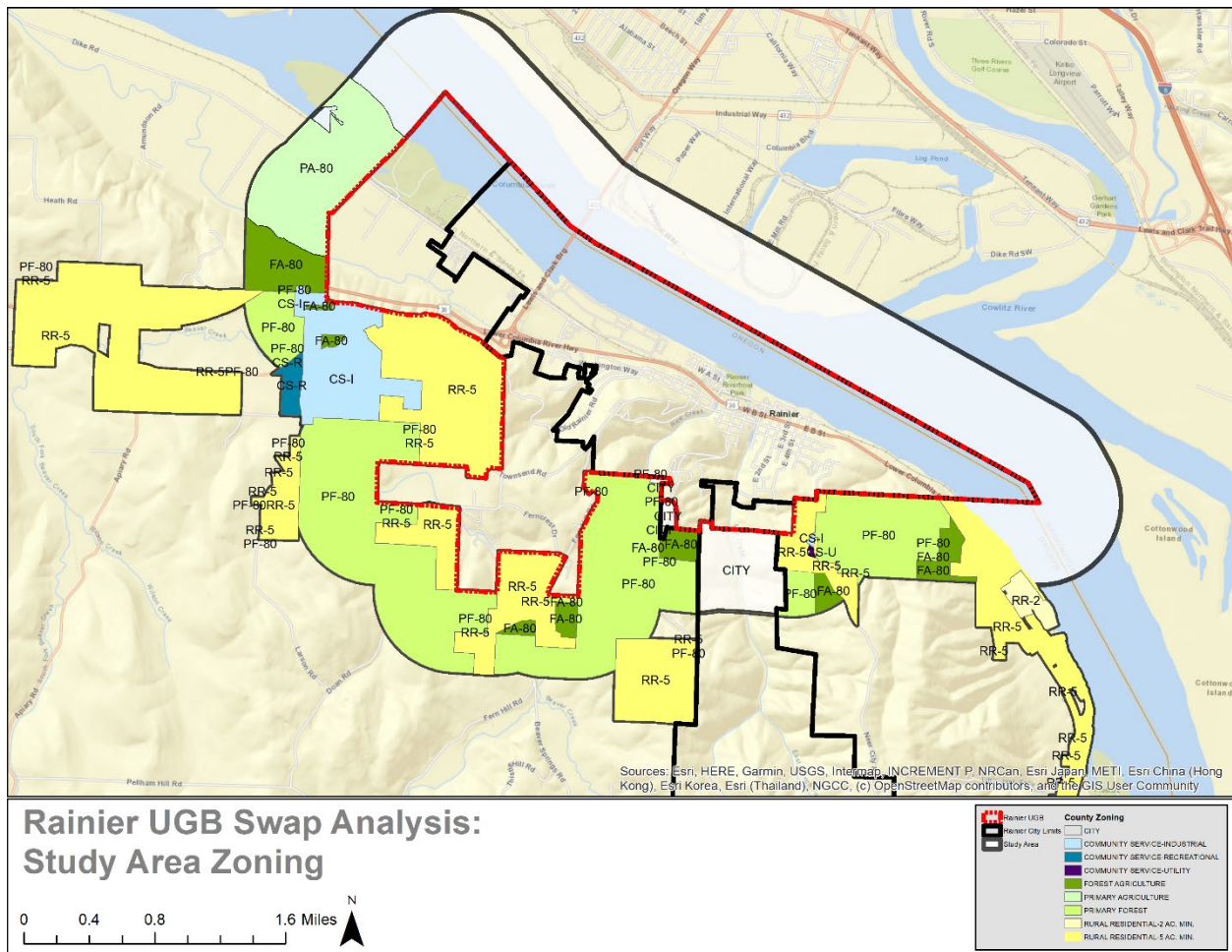


Figure 2: UGB Study Area

Table 1 summarizes County zoning for unincorporated land within the study area and outside the Rainier UGB:

Table 1: Study Area County Zoning Summary (acres)

Forest and Agriculture (PF-80, PA-80, FA-80)	1,903
Rural Residential – 2-acre Minimum (RR-2), 5 Acre Minimum (RR-5)	1,668
City Watershed	176
Community Service -Utility, Institutional, Industrial	238
Total Acres (Includes Water Areas)	5,958



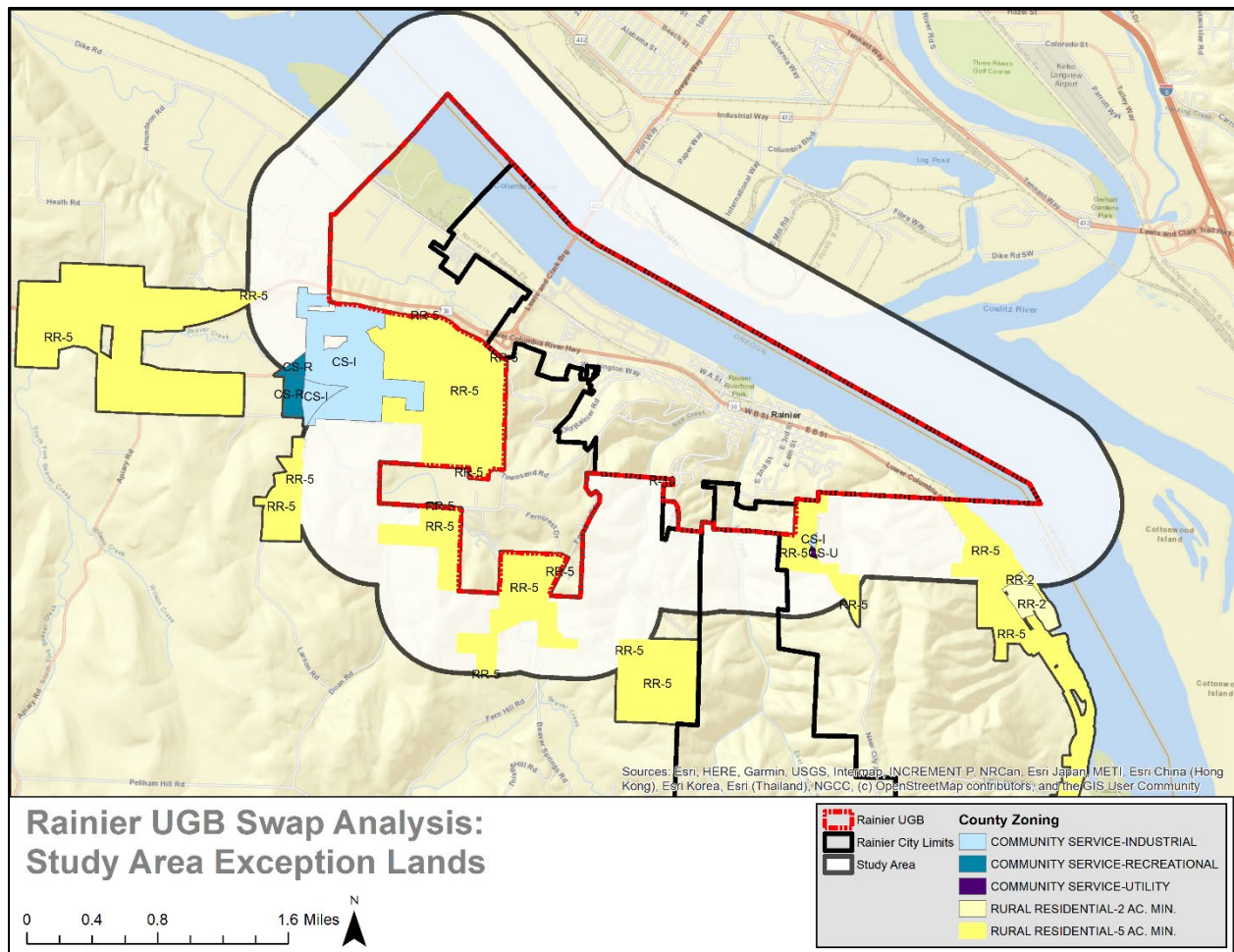
Priority of Land to be Included in the UGB

OR 660-0024-0067³ establishes the following priority of land for inclusion within a UGB. As applied to Rainier's potential UGB swap:

- The highest priority is rural exception land (land that is not zoned for farm for forest use).
- Second priority is lower quality forest or farm land.
- Third priority is relatively high-quality farm or forest land.

Since there is an abundant supply of highest priority rural exception land within the study area, the City did not consider lower-priority farm or forest land for inclusion within the UGB. The City does not have acknowledged urban reserves.

³ OR 660-024-067(2) *Priority of Land for inclusion in a UGB: (a) First Priority is urban reserve, exception land, and nonresource land. Lands in the study area that meet the description in paragraphs (A) through (C) of this subsection are of equal (first) priority: (A) Land designated as an urban reserve under OR chapter 660, division 21, in an acknowledged comprehensive plan; (B) Land that is subject to an acknowledged exception under ORS 197.732 (Goal exceptions); and (C) Land that is nonresource land*



Description of Subareas

As shown on Figure 4 and Table 2, there are approximately 1,935 acres of exception land within the study area. To analyze the alternative areas, we have categorized the exception land into five analysis areas, shown in Figure 4. These subareas were refined to include exception areas with a shared border with the existing UGB. Almost all of the subareas have county RR-5 zoning.

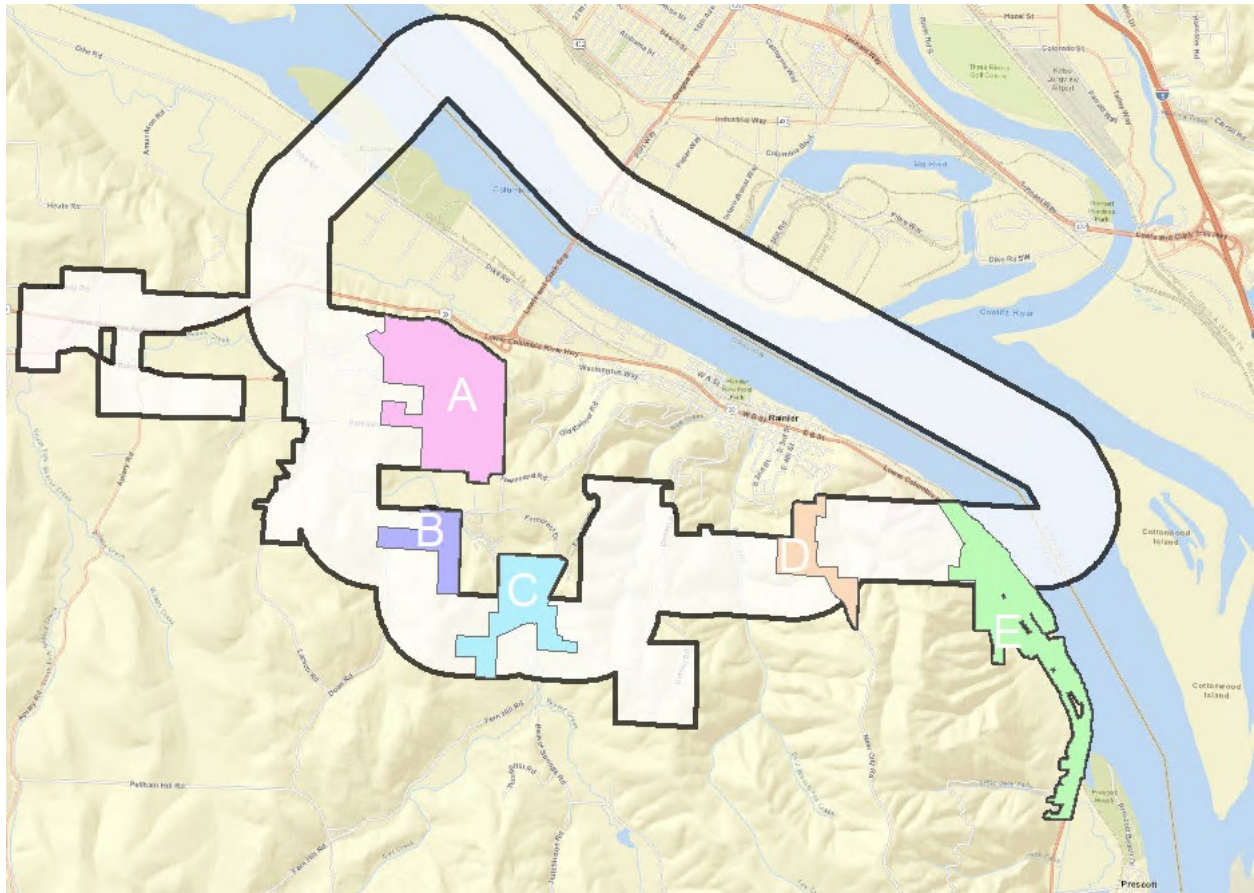


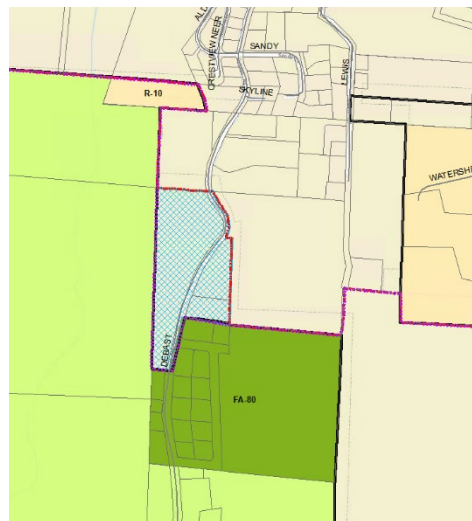
Figure 3: Alternatives Analysis Sub Areas

Description of Subareas:

Subarea	Goal 14 Priority	Columbia County Zoning	Area (Acres)	Description
A	First	RR-5	357	This area is located west of Rainier UGB and is close to the Rainier School. The area is relatively flat and unconstrained and is served by Parkdale Road and Meserve Road.
B	First	RR-5	81	This area surrounds Deal Road, some of the area is within the Beaver Creek Floodplain and has high landslide susceptibility.
C	First	RR-5	150	Area C is south of the existing UGB, and is nearby Fern Hill Rd. Nearly all of this area is within the 100 year floodplain associated with Beaver Creek.
D	First	RR-5 and CS	84	Area D is southwest of the existing UGB, and surrounds Neer City Rd. This area is surrounded by resource land and has moderate to high landslide susceptibility.
E	First	RR-5, CS-R, RR-2, EC	277	This area surrounds Columbia River Hwy to the east of the Rainier UGB, and abuts the Columbia, this area is highly parcelized and developed.

Extra area to include in the UGB: Debast Properties

The Debast Properties comprise an 11-acre area on the South side of the UGB surrounding Debast Road. These three tax lots are within City limits and are served by City public facilities; however, there is no record of this area being brought within the Rainier Urban Growth Boundary. The most recent official UGB maps from 1983 show this area outside of the UGB. To resolve this conflict, future swaps or UGB adjustments should bring the Debast properties into the Rainier UGB. This area would count towards any buildable land calculations for the area to bring in when analyzing a potential swap. Any UGB application should include an explanation of the history of these parcels and how they came to exist in city limits outside of the UGB.



Alternatives Analysis to Determine Which Area(s) to Add to the UGB

As required by Goal 14, Winterbrook has analyzed each subarea based on the four boundary location factors of Goal 14⁴ (listed below):

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

Efficient accommodation of identified land needs.

The need for the land swap is driven by the efficient provision of residentially developable lands in Rainier. As provided in OAR 660-024-0070:

[...] a local government considering an exchange of land may rely on the land needs analysis that provided a basis for its current acknowledged plan, rather than adopting a new need analysis, provided:

(a) The amount of buildable land added to the UGB to meet:

(A) A specific type of residential need is substantially equivalent to the amount of buildable residential land removed, [...]

(b) The local government must apply comprehensive plan designations and, if applicable, urban zoning to the land added to the UGB, such that the land added is designated:

⁴ OAR 660-024-0067(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.

(A) For the same residential uses and at the same housing density as the land removed from the UGB, [...]

The City has areas of residentially designated land that are not well suited for residential development for reasons discussed previously. A land swap will not alter the amount of buildable residential land; it will simply shift the land available for residential land out of unbuildable areas and move it to a place where development can occur. Any future swap application will need to determine that the areas brought out and brought into the UGB have substantially similar buildable acreage.

Orderly and economic provision of public facilities and services.

Exhibit A provides a public facilities analysis comparing each of the five subareas and their ease of provision of public utilities. A summary table is shown below; Areas A, C and D have slightly better overall ranking (1 being easier, 3 being more difficult), though each area has utilities that are easier or more difficult to serve.

Table 3: Public Utilities Ranking

Area	Water	Wastewater	Street/Storm Drain	Overall Rank
A	3.0	2.0	1.0	2.0
B	3.0	2.0	2.0	2.3
C	3.0	1.0	2.0	2.0
D	2.0	1.0	3.0	2.0
E	1.0	3.0	3.0	2.3

Comparative Economic, Social, Environmental and Energy consequences.

This boundary location factor requires an analysis comparing economic, social, environmental and energy (ESEE) consequences of alternative areas. First, we define how we are examining the criteria, then rate each subarea based on the criteria of the four factors. Each of the terms is defined as follows:

Economic

- Efficient use of land has more positive economic consequences, measured by lack of constrained and hazard land within the subarea.
- Difficulty of extension of public facilities has negative economic consequences, measured by the public facilities analysis table above.

Social

- Proximity to the Rainier school has more positive consequences.
- Efficient use of land has more positive social consequences, measured by amount of constrained land within the subarea.

Environmental

- More environmental resources (wetlands, rivers, streams) within the subarea has negative environmental consequences.

Energy

- Efficiency of transportation between the subarea and downtown, and the subarea and the Rainier School, measured from the center point of the subarea the Rainier School and Downtown. Lower average distances has more positive energy consequences.

For each subarea, we reviewed the consequences of bringing each subarea into the UGB using the criteria above. We summarized the consequences as Positive (1), Neutral (2), and Negative (3) for each ESEE factor, as shown in Table 4.

Table 4: Comparative ESEE consequences

Analysis Area	Economic Consequences	Social Consequences	Environmental Consequences	Energy Consequences	Average Rating
A	Rating=1 The area is relatively flat and unconstrained, with a few areas of steep slopes. The public utility rank for this area is 2.0	Rating=1 This area is close to the Rainier school. The area is relatively flat and unconstrained, with a few areas of steep slopes.	Rating=2 Area A has a few NWI identified wetlands.	Rating=1 This area is an average of 1.5 miles from downtown and the Rainier School.	1.25
B	Rating=2 Area B has areas of floodplain and steep slopes. The public utility rank for this area is 2.3	Rating=2 This area is somewhat close to the Rainier School. The area has some floodplain and steep slopes.	Rating=3 Beaver Creek runs along area B, and has associated NWI-identified wetlands.	Rating=2 This area is an average of 2.5 miles from downtown and the Rainier School.	2.25
C	Rating=3 Much of area C is within the 100-year floodplain associated with Beaver Creek. The public utility rank for this area is 2.0	Rating=2 The area is somewhat close to the Rainier School. Much of area C is within the 100-year floodplain associated with Beaver Creek.	Rating=3 Beaver Creek runs through area C, and has many NWI-identified wetlands.	Rating=2 This area is an average of 2.5 miles from downtown and the Rainier School.	2.5
D	Rating=3 Area D has large areas of steep slopes. The public utility rank for this area is 2.0	Rating=3 This area is far from the Rainier School. Area D has large areas of steep slopes.	Rating=1 Area D does not appear to have Goal 5 identified resources.	Rating=3 This area is an average of 3.5 miles from downtown and the Rainier School.	2.5
E	Rating=1 Area E is relatively unconstrained, with some areas of steep slopes. The public utility rank for this area is 2.3	Rating=3 This area is far from the Rainier School. Area E is relatively unconstrained, with some areas of steep slopes.	Rating=2 Area E has a few NWI identified wetlands.	Rating=3 This area is an average of 3.5 miles from downtown and the Rainier School.	2.25

As shown in the table above, Area A, has the lowest average score, and therefore has the most positive ESEE consequences when compared with the other subareas due to proximity to the Rainier School, relatively few natural hazards, constraints, and lack of environmental resources. Other subareas have relatively similar average ESEE consequences, with a slight advantage to subareas B and E.

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

The fourth boundary location factor asks how adding each of the subareas to the UGB would impact agricultural and forest activities outside of the UGB. As demonstrated in Table 5, much of the impact depends on how much of the subareas' border is shared with agricultural or forest activities and resource zoned land. Subareas C, D, and E all have large borders with agricultural or forest lands, with potentially less compatibility than subareas A and B.

Table 5: Resource Land Compatibility

Analysis Area	Compatibility of Proposed Urban Residential Uses with Nearby Agricultural and Forest Activities
A	Area A is surrounded by the existing UGB to the southeast and north and public exception areas to the west. The only part that interacts with resource land is a small border to the southwest. Therefore, urban residential development of Area A would likely result in fewer interactions or conflicts with nearby farm and forest activities than other subareas.
B	Area B is bordered on two sides by the forest lands. Urban development of the area may result in increased interaction and potential conflict between this area and agriculture and forestry activities, likely less so than Subareas C, D, and E, but potentially more so than Subarea A.
C	Area C is bordered on three sides by the forest or agricultural lands. Urban development of the area would result in higher interaction and potential conflict between this area and agriculture and forestry activities in comparison to other subareas.
D	Area D is bordered on three sides by forest and agricultural lands. Urban development would result in higher interaction and potential conflict between this area and agriculture and forestry activities than other subareas.
E	This area is proximal to both agricultural and forest-zoned areas and has little shared boundary with the existing UGB. Urban residential development of the area would result in increased interaction and potential conflict between this area and forestry activities.

Alternatives Analysis Conclusion:

As shown in the findings above, and based on the Goal 14 location factors, Subarea A appears to be a suitable area to be brought into the UGB due to its ability to be serviced with public facilities, topographical advantages and proximity to the Rainier School. This area has relatively little border with resource lands and comparatively positive ESEE consequences.

Additionally, the Rainier Comprehensive Plan includes the following Urbanization Policy:

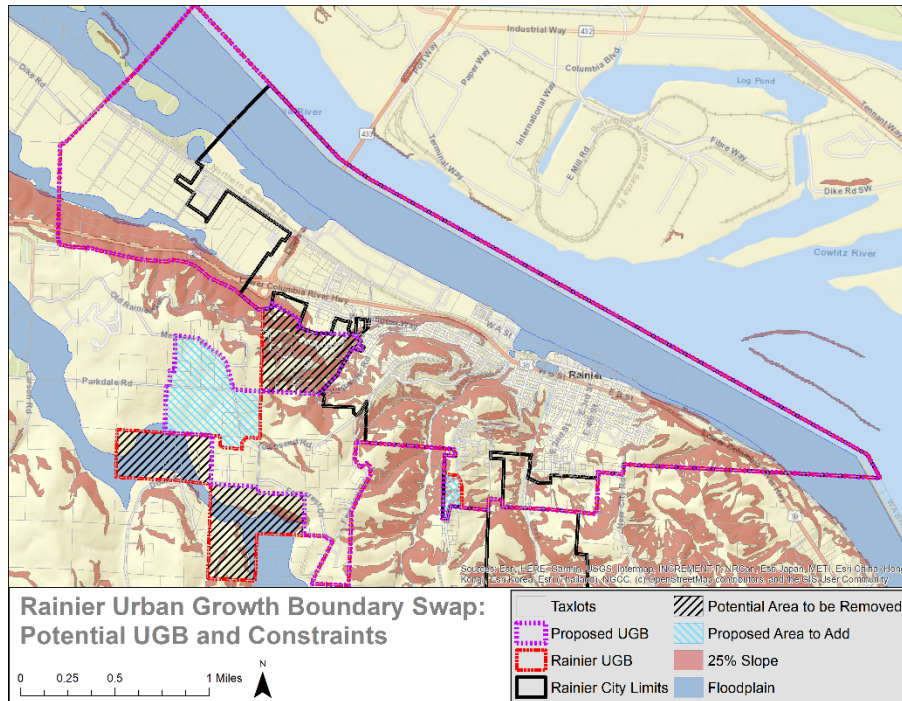
3. *The first priority for future urbanization outside the current UGB is the Beaver Creek Valley area around the Rainier High School Complex because facilities are or can be made available and the topography of the area is suitable for urban uses.*

OAR 660-024-0067⁵ specifies that a city must first apply the boundary location factors of Goal 14, then may apply applicable criteria in the comprehensive plan. Local comp plan criteria may not contradict the requirements of the goal 14 location factors. In this case, the local comp plan criteria do not contradict the Goal 14 location factor findings.

Subarea A is within the Beaver Creek Valley Area, and therefore aligns with the above Comprehensive Plan Policy. The topography of the area is suitable for urban uses and is in proximity to the Rainier School.

UGB Adjustment criteria (660-024-0070(3)) related to UGB swaps require that the amount and type of buildable added to the UGB be “substantially equivalent” to the amount and type of buildable land removed from the UGB. Area A has a total of 357 acres; the maximum amount of buildable acres described in Exhibit B is 120. Only some of Area A could be brought in, and the amount of land included in a swap would need to have buildable land “substantially equivalent to the land brought out.

⁵ 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.[...]



The entirety of the potential area to add is identified as the highest priority for inclusion in the UGB per OAR 660-024-0067(2)(a). Winterbrook’s analysis of alternatives based on the Goal 14 location factors has determined that these areas are suitable for inclusion in the UGB. The adjustment of the UGB would need to result in substantially the same amount of buildable land residential capacity as the existing UGB configuration. Adjusting the Rainier UGB to remove the areas identified in Exhibit B and to add the area near the Rainier School is a scenario that could result in a UGB Adjustment consistent with OAR 660-024-0070.

Comprehensive Plan Policy Analysis

Winterbrook reviewed the potential swap for consistency with the Rainier Comprehensive Plan and Rainier/Columbia County UGMA and to determine if there are policy recommendations or potential roadblocks for a UGB swap.

Applicable Rainier Comprehensive Plan Policies.

Urbanization Policies:

2. Modification of the UGB shall be approved by both the City of Rainier and Columbia County and based upon consideration of the following factors:

- a. Demonstrated need to accommodate long-range urban population growth;*
- b. Need for housing, employment opportunities, and livability;*
- c. Orderly and economic provision for public facilities and services;*

- c. Maximum efficiency of land uses within and on the fringe of the urban area;*
- e. Environmental, energy, economic and social consequences;*
- f. Retention of agricultural land, with Class I being the highest priority for retention and Class VI the lowest priority and retention of forest lands; and*
- g. Compatibility of the proposed urban uses with nearby agricultural activities.*

3. The first priority for future urbanization outside the current UGB is the Beaver Creek Valley area around the Rainier High School Complex because facilities are or can be made available and the topography of the area is suitable for urban uses.

- 1. Land use designations for the land between the city limits and the UGB have been mutually agreed upon by the City of Rainier and Columbia County. These designations may be changed only when agreed upon by both the City and the County. Procedures for notice and coordination between the City and the County are outlined in the Urban Growth Management Agreement.*

Analysis: A future UGB Adjustment will need to demonstrate compliance with the above Urbanization policies. Policy 2 findings will mirror many of the findings in a Goal 14 Alternatives Analysis. As discussed in the analysis above, there is enough Priority 1 exception area to maintain retention of all agricultural and forest land.

OAR 660-024-0067 specifies that a city must first apply the boundary location factors of Goal 14, then may apply applicable criteria in the comprehensive plan. Local comp plan criteria may not contradict the requirements of the goal 14 location factors. In this case, Policy 3 does not contradict the Goal 14 location factor findings in the analysis above.

Coordination with Columbia County will be an essential step to this project. The City should continue to coordinate with County staff to ensure that any UGB Adjustment will result in mutually agreed upon land use designations. Initial discussions with County staff indicate that areas currently zoned RR-5 and brought into the UGB would be assigned a Residential comprehensive plan designation and retain RR-5 zoning as a holding zone. Areas to be brought out of the UGB would retain County zoning (PF-80, R-10, and MHR) and associated land use designations. Analysis of compliance with the Rainier/Columbia County Urban Growth Management Agreement is below.

Urban Growth Management Agreement

The City and Columbia County passed an Urban Growth Management Agreement to facilitate the orderly and efficient transition from urbanizable to urban land uses within Rainier's UGB, key passages are as follows:

Between City of Rainier, Oregon and Columbia County, Oregon (1996)

The City of Rainier and Columbia County will manage the Urban Growth Area according to the terms contained in this agreement. Their mutual expectations and decisions regarding land use shall promote the above-stated purposes. The City and the County will coordinate with all local service

districts and service associations in providing public facilities. The City and the County shall cooperate in the development of a Comprehensive Plan and in the zoning of the Urban Growth Area. The terms of this Management Agreement shall be applicable to the City of Rainier Urban Growth Area. For the purposes of this Agreement, the Urban Growth Area shall be defined as that area of land extending from the City of Rainier's corporate limits to the City of Rainier's Urban Growth Boundary as defined in the Comprehensive Plan adopted February 18, 1981 and as amended to date.

Words and phrases used in this Joint Management Agreement, the Comprehensive Plan and implementing ordinances of the City of Rainier and the Comprehensive Plan and implementing ordinance of Columbia County shall be construed in accordance with ORS Chapters 92, 197, 215, 227 and applicable Oregon Statewide Planning Goals unless otherwise specified. In the event two or more definitions are provided for a single word or phrase, the most restrictive definition shall be utilized in construing this Agreement.

I. COMPREHENSIVE PLAN PROVISIONS

A. In order to promote an orderly and efficient transition from urbanizable 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 Rainier and Columbia County shall not conflict.

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

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

D. Columbia County and the City of Rainier 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 prosecution thereof will be relinquished over any land within this area upon its annexation to the City.

E. The City of Rainier Comprehensive Plan Map shall be the controlling plan for land use designations within the UGA. Columbia County shall have the lead role for zoning of land within the UGA, but such zoning shall be consistent with the land use designations of the City of Rainier Comprehensive Plan Map.

II. ZONING ORDINANCE PROVISIONS.

A. Zone amendments. The Columbia County Board of Commissioners shall retain the decision making responsibility on all zoning amendments for all land in the Urban Growth Area.

B. Other land use actions as defined by the Zoning Ordinance. The Columbia County Planning Commission shall retain the decision making responsibility, subject to appeal to the County Board of Commissioners, for all variances, conditional use permits and exceptions as described in the County Zoning Ordinance. However, such decisions shall be made only after the receipt of a recommendation, in accordance with Section II (C and D) of the Agreement by the City Council of Rainier.

C. The County Planning Department shall refer each of the above requests within the Rainier Urban Growth Area to the City Council of Rainier for the City's review and comment within five (5) days of the date the application was accepted as complete by the County Planning Department.

D. The City Council of Rainier shall review the request and submit its recommendation to the County Planning Commission within twenty (20) days of the date the request was received by the City of Rainier. Should no recommendations be forthcoming within 20 days of its receipt, absent request for extension, the City of Rainier shall be presumed to have no comment regarding the application.

VIII. AMENDMENTS TO THE COLUMBIA COUNTY COMPREHENSIVE PLAN AND IMPLEMENTING MEASURES.

If sections of the Columbia County 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 Commissioners after recommendations have been received from the City Council of Rainier, and the Planning Commissions of the City of Rainier and Columbia County, and its Citizen Planning Advisory Committee (CPAC)

Analysis: The UGMA specifies that comprehensive plans between the County and City shall not conflict and planning efforts in the Rainier Urban Growth Area should be coordinated. Any map amendment would need to be adopted jointly by Ordinance by the City of Rainier and Columbia County. City Staff should continue coordination with the County.

The County would retain the decision-making responsibility for all zoning amendments for the Parkdale Properties until it is annexed; however, decisions on variance, conditional uses, and exceptions would be made after receipt of a recommendation from Rainier. While the UGMA specifies that the City of Rainier Comprehensive Plan Map shall be the controlling plan for land use designations within the UGMA, lands in the UGMA should be zoned for rural uses and/or in a holding zone until annexation. The UGMA could be updated to reflect this and to ensure land is not intensively developed prior to Annexation. Columbia County and the City of Rainier have indicated they would retain the current Rural Residential-5-acre minimum zoning in the Parkdale Area as a holding zone until annexation. The County is responsible for decision-making for these areas until annexation. The Debast Properties are already within Rainier City limits, and therefore have City zoning.

Conclusion

The analysis in this document supports a potential UGB swap for the city of Rainier to provide more suitable, residentially designated land near the Rainier School, and swap out areas that are characterized by landslide risk and steep slopes. This document provides an alternatives analysis consistent with OAR 660-024-0065 and OAR 660-024-0067, and finds that Area A, comprised entirely of rural exception land, would be suitable to bring into the UGB. Rainier will need further coordination with Columbia County, public outreach, and further findings on substantial equivalency, consistency with the Rainier and Columbia County Comprehensive Plan, and UGMA to determine if a swap is appropriate and consistent with applicable plans and policies.



MEMORANDUM

To: Scott Jorgensen, City of Rainier

From: Grace Coffey, AICP Winterbrook Planning

Date: March 31, 2025

Re: City of Rainier UGB Swap- Engagement Summary and Recommendation Report

This memorandum includes a summary of engagement efforts, including the Community Open House, Joint Work Session and discussions with Columbia County, and a UGB swap recommendation based on the alternatives analysis and engagement. This memorandum provides a Task 3 deliverable for the Rainier UGB Land Exchange project.

Attachments:

- Attachment A: Open House Sign-in Sheet
- Attachment B: One-Page FAQ's
- Attachment C: Notes from the Community Open House
- Attachment D: Notes from the Joint Work Session
- Attachment E: Potential Land to be Removed from the UGB Memorandum
- Attachment F: Alternative Analysis Memorandum.

Introduction.

The City of Rainier is exploring a potential Urban Growth Boundary (UGB) land swap to facilitate future residential development in areas better suited for growth—specifically, areas with fewer slope and floodplain constraints and those closer to the Rainier School. This concept is in the preliminary stage; no application has been submitted, nor is the swap mandated by the state. Rather, Rainier secured a DLCD housing grant to explore the feasibility and benefits of a potential swap.

Winterbrook Planning conducted an alternatives analysis for UGB adjustment compliance with state requirements (see Attachment F). Additionally, Winterbrook and City staff sought feedback from potentially affected stakeholders, including Columbia County planning staff. This report summarizes the engagement process and provides a recommendation based on the findings. If pursued, the proposal would require public hearings and approval by both the Rainier City Council and the Columbia County Board of Commissioners.

Summary of Engagement Efforts

Effective planning requires meaningful engagement with stakeholders and the incorporation of public feedback. For this project, the engagement process was designed to both inform stakeholders and the public about the UGB swap process and its implications and to gather input on a potential UGB swap.

A UGB swap is a complex, long-term planning initiative that must meet detailed state requirements, involve extensive technical analyses, and coordinate with related planning efforts such as public facilities planning. Educating the public about the process, regulatory requirements, and potential benefits of a UGB swap is a critical—though sometimes challenging—component of the engagement strategy. Establishing a shared understanding provides the basis for informed, meaningful public input.

Ultimately, any UGB swap would need to be adopted by the Rainier City Council and the Columbia County Board of County Commissioners. The likelihood of success of an application in large part depends on public support, or at least limited opposition.

Engagement activities included:

- A joint Planning Commission and City Council Work Session
- Public outreach materials (FAQs and mailers) to affected property owners
- A Community Open House
- Meetings with Columbia County planning staff

These efforts are summarized below.

Rainier Planning Commission and City Council Joint Work Session

Winterbrook presented the alternatives analysis and preliminary engagement findings at a Rainier Joint Work Session between the Planning Commission and City Council on 2/10/25. The presentation and discussion relayed and introduced information regarding the UGB swap process, the alternatives analysis and state requirements for swap, as well as preliminary discussions with Columbia County. Major areas of discussion and feedback are summarized as follows:

- **Mobile Home Park area:** Attendees raised questions about the County's stance on potentially removing the mobile home park zoned area from the UGB. Councilors noted that extending public utilities to the mobile home park area was highly unlikely, as it is very removed from City limits. Discussions highlighted the important role that these areas play in providing affordable housing in the area.
- **Public Facilities Capacity:** Concerns were expressed about Rainier's capacity to support further expansion, and attendees discussed recent updates to the wastewater master plan. These discussions related to the Annexation process.
- **Annexation Process:** We discussed the annexation process and that any future annexation applications must include analyses demonstrating the feasibility of providing public facilities. It was noted that Rainier has not processed annexations in many years.

Generally, the session provided important information regarding the UGB swap process and its requirements. Councilors and Commissioners discussed the need for housing in Rainier, and the unique public facilities challenges. Officials expressed interest in the outcomes of the upcoming community open house and support for ongoing communication with the County. More detailed meeting notes are included in Attachment D.

Community Open House

A Community Open House regarding the potential UGB swap was held in Rainier on 3/10/25.

Prior to the community meeting, there had been social media posts (not from the City) about the potential UGB swap, and the swap had gotten a lot of attention, particularly from people in the UGA area and the County. This resulted in high attendance at the open house, with the room filled with roughly 45 attendees. Most of the attendees appeared to be from Columbia County, and many from the potential area to be brought into the UGB. There was a 20-minute presentation by Winterbrook with an introduction by the Mayor. Two City Councilors were present.

While attendees raised many items, some of the major topics of discussion are summarized below

- **UGB Inclusion and Annexation:** Attendees questioned the implications of being within the UGB, fearing potential forced annexation, imposition of city taxes, and mandatory connections to city utilities. Clarifications were provided that property status, including taxes and zoning, would remain unchanged unless property owners opted for and obtained annexation approval. While forced annexations are rare, they could occur in cases like health hazards from failing septic systems. Additionally, annexations must be contiguous to city limits, making distant UGB areas unlikely candidates for annexation in the near future.
- **City Growth and Housing:** Some attendees opposed changes to the UGB, expressing disinterest in expanding housing or city growth, preferring the community to maintain its current state. Notably, most of the attendees were County residents who had intentionally chosen to live in a more rural area. Questions arose about the origins of the UGB swap idea, with some suspecting developer or investor influence, leading to fears that the initiative might not benefit average residents. Other attendees noted that developing housing in and around the city was prohibitively expensive or unfeasible.
- **Utility Capacity and Costs, and Feasibility:** Many were apprehensive about the city's current sewer and water capacities, fearing that increased services or housing could financially burden taxpayers. There were worries about extending services to annexed areas beyond the city's capacity, referencing past building moratoriums due to sewer issues, which have since been resolved. Discussions highlighted the high costs of extending utilities into hilly areas and concerns that these expenses might fall on the city rather than developers or initiating property owners. Attendees voiced concerns about the difficulties of extending public facilities in Rainier due to its hilly terrain.

These discussions underscore the community's desire for thorough consideration and transparency as Rainier evaluates a UGB swap. More detailed meeting notes are included in Attachment C.

Columbia County Coordination

A key element in any UGB Adjustment is coordination with the County. Rainier and Columbia County Staff (Suzie Dahl, Deborah Jacob, Jack Niedermeyer) met to discuss a potential UGB swap on 2/4/25. County staff identified concerns relating to several potential properties to be removed. The County indicated an interest in avoiding:

- Creating parcels with split zoning or divided by the UGB
- Creating islands of non-UGB land surrounded by UGB
- Removing properties served by city public facilities
- Removing land developed to urban densities.

Figure 1 identifies in yellow all of the properties Columbia County identified as areas of potential concern. These properties contain nearly half of the acreage under discussion for potential removal.

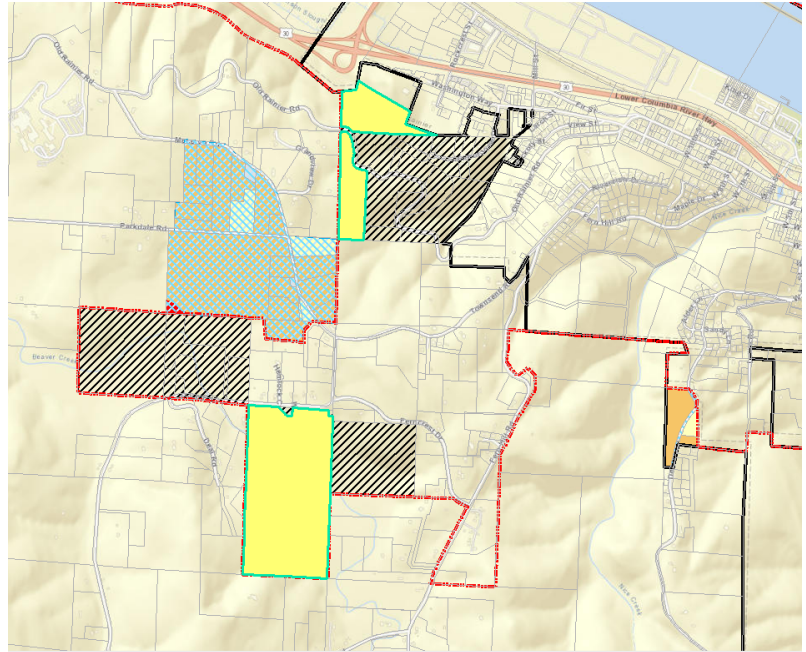


Figure 1: Areas of Concern for Columbia County (in yellow)

Furthermore, keeping the two of the yellow areas on the north side within the UGB would result in an island of County land within the Old Rainier Road Slopes Area, if that area were removed from the UGB.

Without the Old Rainier Slopes Area (not included due to the creation of an island) and the areas of concern for the County, very little area would be removed from the UGB, limiting the area that could be brought into the UGB in a potential swap. Continued coordination with DLCD and Columbia County is recommended to identify which properties would be acceptable to remove from the Rainier UGB, and if any of the areas of concern identified above are negotiable based on the larger goals of removing land unsuitable for urban development.

Attachment E: Potential Land to be Removed from the UGB Memorandum (2.21.25) describes the discussion and the specific areas Columbia County raised as potential issues in more detail.

Recommendation

Based on the engagement findings, a UGB swap is unlikely to be politically viable or successful at this time. Community concerns—particularly regarding annexation fears, infrastructure costs, and skepticism about the motivations behind the swap—indicate that there may not be enough public or political support to justify advancing an application. Additionally, Columbia County has several potential issues with the swap which would need to be resolved before any formal action could take place. There may be a viable path to a UGB swap with more engagement efforts and better understanding of why this makes sense for Rainier, detailed further below.

The majority of feedback has come from County residents opposed to the swap, many of whom expressed their views at the recent open house. Reactions involved concern, skepticism, and, in some cases, misinformation. These reactions are not uncommon in land use processes of this nature. Addressing these concerns directly and transparently will be essential for the proposal's viability. We recommend the City continue engaging with those expressing concerns.

At the same time, there is a clear gap in engagement with other key stakeholders. Notably, we have not heard from those who might benefit from the swap—such as city residents, employers, local businesses, housing advocates, developers, and workers in need of affordable housing. Their perspectives may highlight the potential long-term benefits of the swap for increased housing supply, economic growth, and job access. The city can consider more targeted outreach to understand how this could impact workers needing housing, property owners who may want to develop, and other key stakeholders.

Additionally, County staff have flagged several zoning and land use issues that would make an application unlikely to get County support in its current form. The city should continue to work with County staff to address zoning and land use concerns.

One of the biggest challenges in gaining support for a UGB swap is the lack of a clear, compelling narrative about why this swap makes sense for Rainier. Better information and feedback on the specific difficulties of servicing certain areas of the City with public facilities may make a better case for why the UGB should be swapped. Staff and City Engineers could conduct additional analyses to better communicate the long-term infrastructure challenges in existing UGB areas and the potential economic and housing benefits of a swap.

Conclusion

Advancing a UGB swap application now would likely be unsuccessful and could expend unnecessary time and resources. The best path forward is to focus on continued engagement. By addressing community concerns, broadening the conversation, and coordinating with the County, the City can lay the groundwork for a more viable approach in the future if and when the political and public support is there.