



Urban Growth Boundary Update

March 4, 2013

Purpose of Workshop

Information-Sharing Only Today:

- No action required today
- Opportunity for discussion and Q&A
- Upcoming action items

Key Topics:

1. Quick Look at Current Population (Resident & Worker)
2. New Information - New OEA Population Forecast
3. Options & Considerations

Decisions & Direction:

4. **Decisions** needed from City Council and Board of Commissioners
5. **Direction** needed for next set of decisions
6. Process / Timing

1. Quick Look at Resident and Worker Population



2010 Census Population

	Population	in Area	% of JoCo
City:	~34,500		~42%
Current UGB:	~38,000	~3,500	~46%
Rec'd. UGB:	~39,500	~1,500	~48%
County:	~82,700		100%

~34,500

2010 Census Population

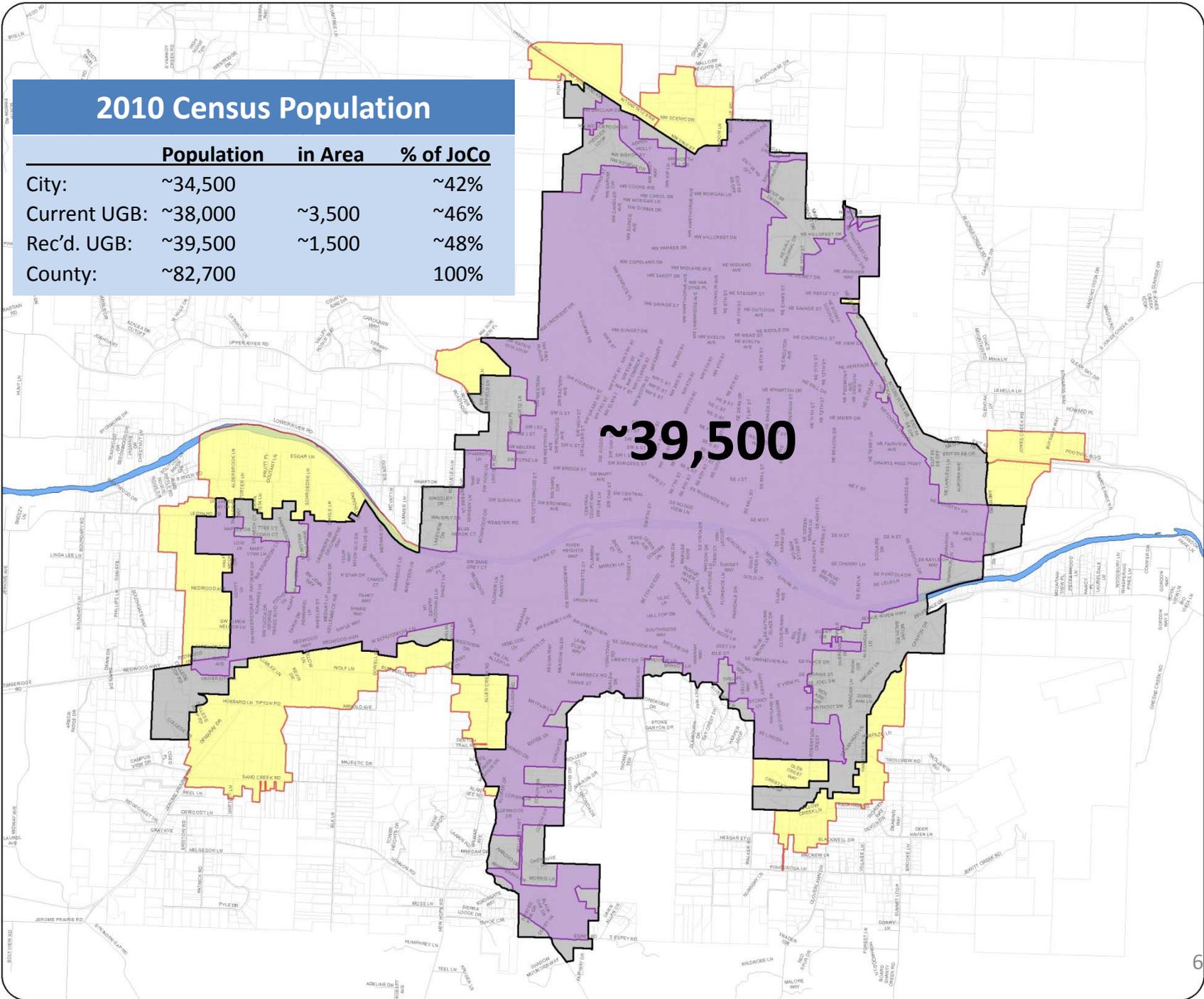
	Population	in Area	% of JoCo
City:	~34,500		~42%
Current UGB:	~38,000	~3,500	~46%
Rec'd. UGB:	~39,500	~1,500	~48%
County:	~82,700		100%

~38,000

2010 Census Population

	Population	in Area	% of JoCo
City:	~34,500		~42%
Current UGB:	~38,000	~3,500	~46%
Rec'd. UGB:	~39,500	~1,500	~48%
County:	~82,700		100%

~39,500



GP and JC Resident and Worker Populations

(ACS 2011 5-Year Tables)

GP Total Resident Population (B01003)

34,180

Workers Who Work in City of GP	Count	Share
1. Employed in GP (B08406)	20,457	100.0%
2. Employed in GP, But Live Outside GP (1-3)	10,553	51.6%
3. Employed and Live in GP (B08008)	9,904	48.4%

Workers Who Live in City of GP	Count	Share
4. Live in GP (B08008)	12,895	100.0%
5. Live in GP, But Employed Outside GP (B08008)	2,991	23.2%
6. Live and Employed in GP (B08008)	9,904	76.8%

	Total	Diff from Res Pop
7. Daytime Population Due to Commuting (0+1-4)	41,742	7,562 122%

JoCo Total Resident Population (B01003)

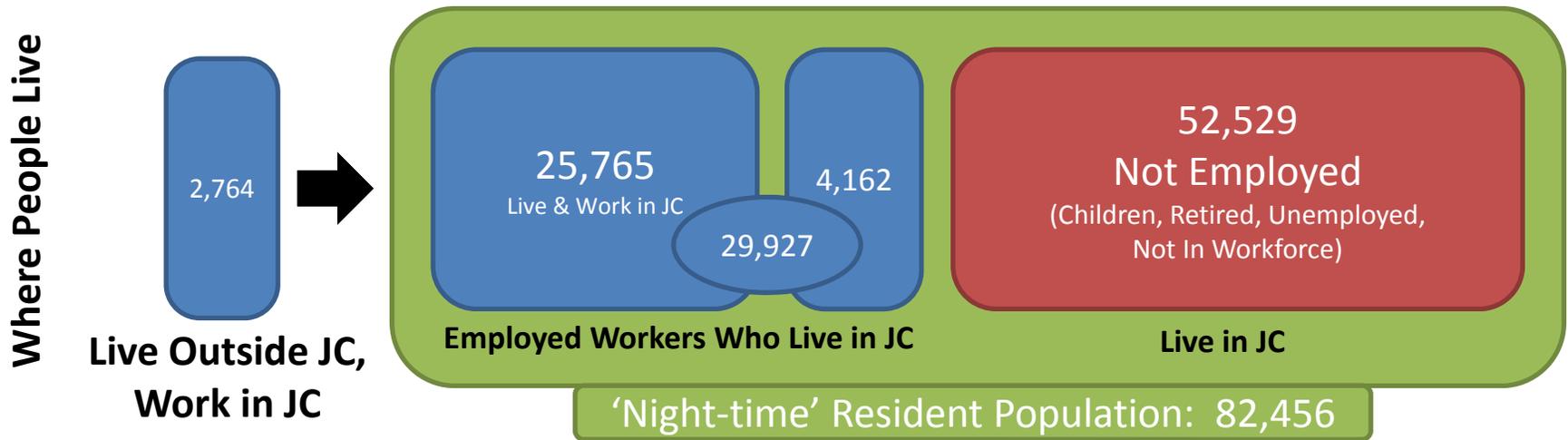
82,456

Workers Who Work in JoCo	Count	Share
1. Employed in JoCo (B08406)	28,529	100.0%
2. Employed in JoCo, But Live Outside JoCo (1-3)	2,764	9.7%
3. Employed and Live in JoCo (B08007)	25,765	90.3%

Workers Who Live in JoCo	Count	Share
4. Live in JoCo (B08007)	29,927	100.0%
5. Live in JoCo, But Employed Outside JoCo (B08007)	4,162	13.9%
6. Live and Employed in JoCo (B08007)	25,765	86.1%

	Total	Diff from Res Pop
7. Daytime Population Due to Commuting (0+1-4)	81,058	(1,398) 98%

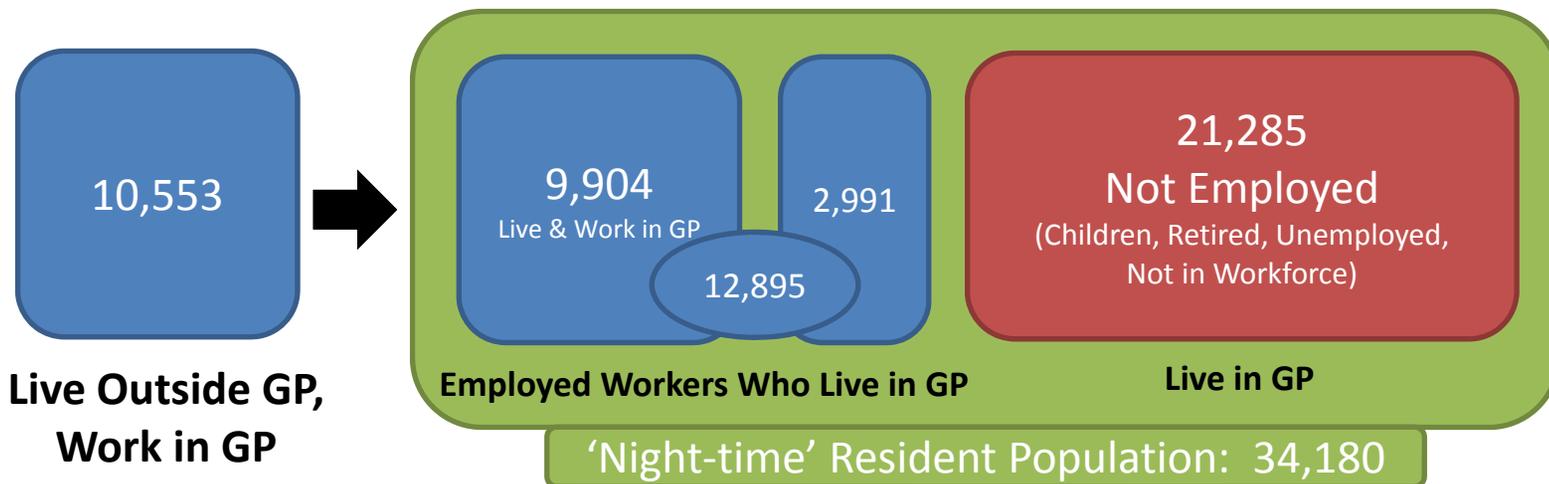
Josephine County (2011 ACS)



Grants Pass (2011 ACS)

Grants Pass is a Regional Center and Also a Satellite to the Larger Medford Regional Center

Where People Live



Where People Work



A Few Highlights

Grants Pass (2011 ACS)

20,457 People Work in GP

12,865 Employed Workers Reside in GP

- **72%** of people who work in Josephine County work in Grants Pass (20,457/28,529)
- 43% of workers who live in Josephine County live in Grants Pass (12,895/29,927)
- **1.6 : 1** - the ratio of workers who work in Grants Pass to workers who live in Grants Pass (20,457:12,865)
- **9,904** - the number of workers who both live and work in Grants Pass
- **52%** of people who work in Grants Pass live outside of Grants Pass (10,553/20,457)
- 48% of people who work in Grants Pass also live in Grants Pass (9,904/20,457)
- 77% of workers who live in Grants Pass also work in Grants Pass (9,904/12,895)
- 23% of workers who live in Grants Pass work outside of Grants Pass (2,991/12,895)

Josephine County (2011 ACS)

28,529 People Work in JC

29,927 Employed Workers Reside in JC

- **1,884** - the number people who work in Josephine County who work at home
- **0.95 : 1** - the ratio of workers who work in Josephine County to workers who live in Josephine County (28,529:29,927)
- **25,765** - the number of workers who both live and work in Josephine County
- 90% of people who work in Josephine County also live in Josephine County (25,765/28,529)
- 10% of people who work in Josephine County live outside of Josephine County (2,764/28,529)
- **86%** of workers who live in Josephine County also work in Josephine County (25,765/29,927)
- 14% of workers who live in Josephine County work outside of Josephine County (4,162/29,927)

2. New OEA Forecast

- Information
- Requirements?
- Alternatives?



OEA Forecast

January 2013

OEA issued new preliminary population forecast for Oregon and Counties (not Cities or UGBs)
(first since 2004)



March 2013

Final forecast anticipated some time this quarter

(significant changes not anticipated, but some changes possible)

What Does It Mean?

What Does It Provide?	Requirements?	Options?
<ul style="list-style-type: none">• State- and county-level data only• Doesn't provide sub-county data (City or UGB, etc.)• Sub-county data requires local analysis• Inherent limitations of any forecast	<ul style="list-style-type: none">• No requirement to use new OEA forecast• Can still use adopted/acknowledged forecast• DLCDC is not requiring or requesting change	<ul style="list-style-type: none">• New, comprehensive long-term state- and county-level forecast data• Sound methodology as basis to consider alternative county and sub-county forecasts

What Does It Say?

Josephine County Forecast (Office of Economic Analysis)

- Growth likely to occur more slowly than adopted Josephine County 20-year forecast

(~ +19,000 people over 20 years)

Grants Pass UGB Forecast (Staff Analysis, Based on OEA)

- Growth likely to occur more slowly than adopted Grants Pass UGB 20-year forecast

(~ +13,000 people over 20 years)
- Adopted is closer to 30-year forecast

Grants Pass UGB Population Forecast Comparison of Adopted vs. Possible Alternative

Adopted Forecast

20-Year, 2009-2029 (100%):
+ ~19,750 people (~2.1% AAGR)

Forecast Based on OEA Draft (Staff)

20-Year, 2013-2033 (68%):
+ ~13,347 people (~1.5% AAGR)

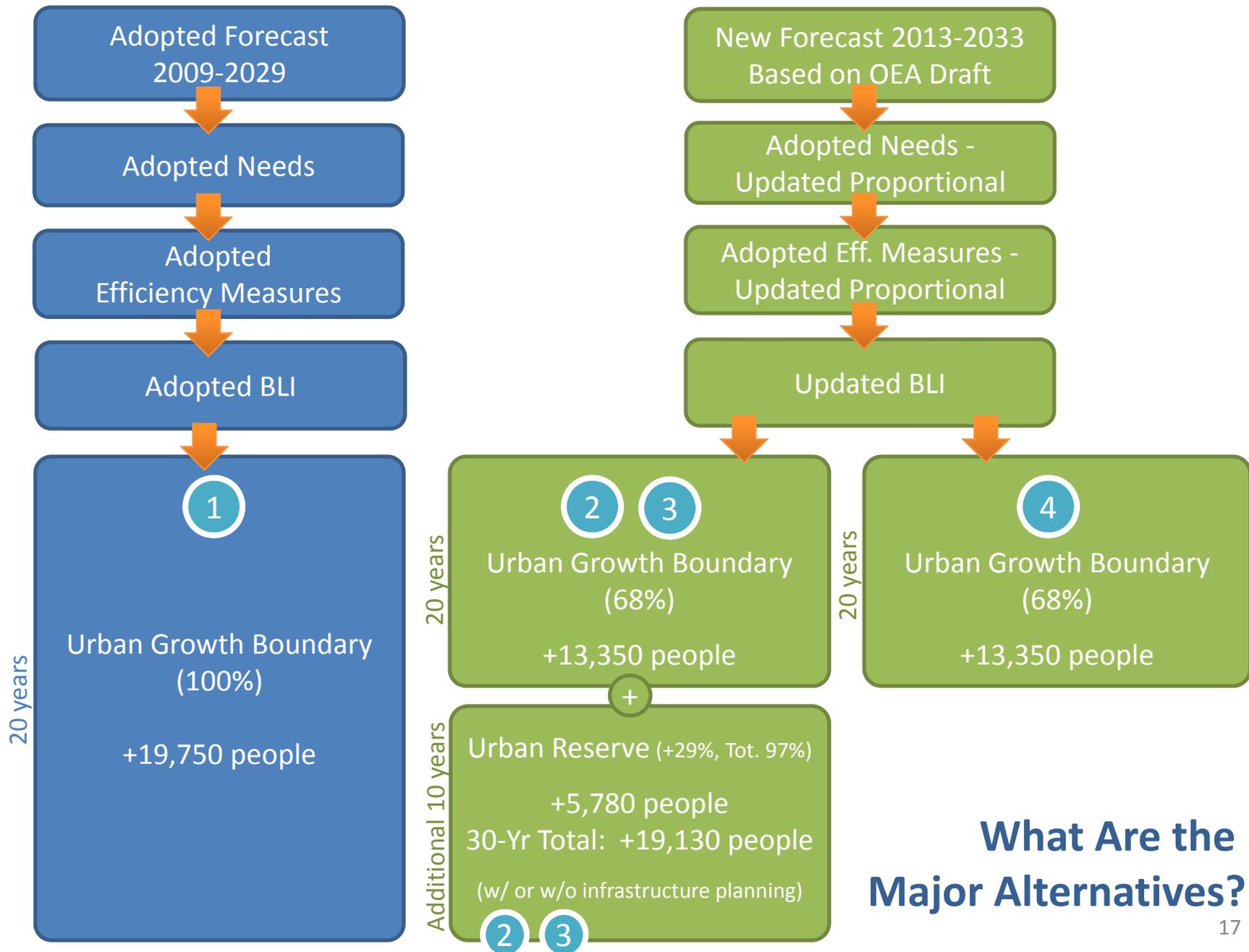
10-Year, 2033-2043 (29%):
+ ~5,775 people (~1.1% AAGR)

30-Year, 2013-2043 (97%):
+ ~19,122 people (~1.4% AAGR)

3. Options

- **Adopted or New Forecast?**
- **Scope of Work**
- **Finishing the Planning Work**





What Are the Major Alternatives?

UGBs and Urban Reserves

Urban Growth Boundary

Location and Need Factors

- Must evaluate both location and need factors for inclusion of land in UGB

Time Period

- 20 years

Effect & Measures

- Lands in UGB are eligible for urban zoning, urban use and development, provision of urban services, and annexation
- Different models for management

Urban Reserve

Location and Need Factors

- **Location** - Pre-designates lands as highest priority for future UGB inclusion
- **Need** - Lands not included in UGB until needed

Time Period

- **Min:** UGB + 10 yrs, (30 yrs total)
- **Max:** UGB + 30 yrs, (50 yrs total)

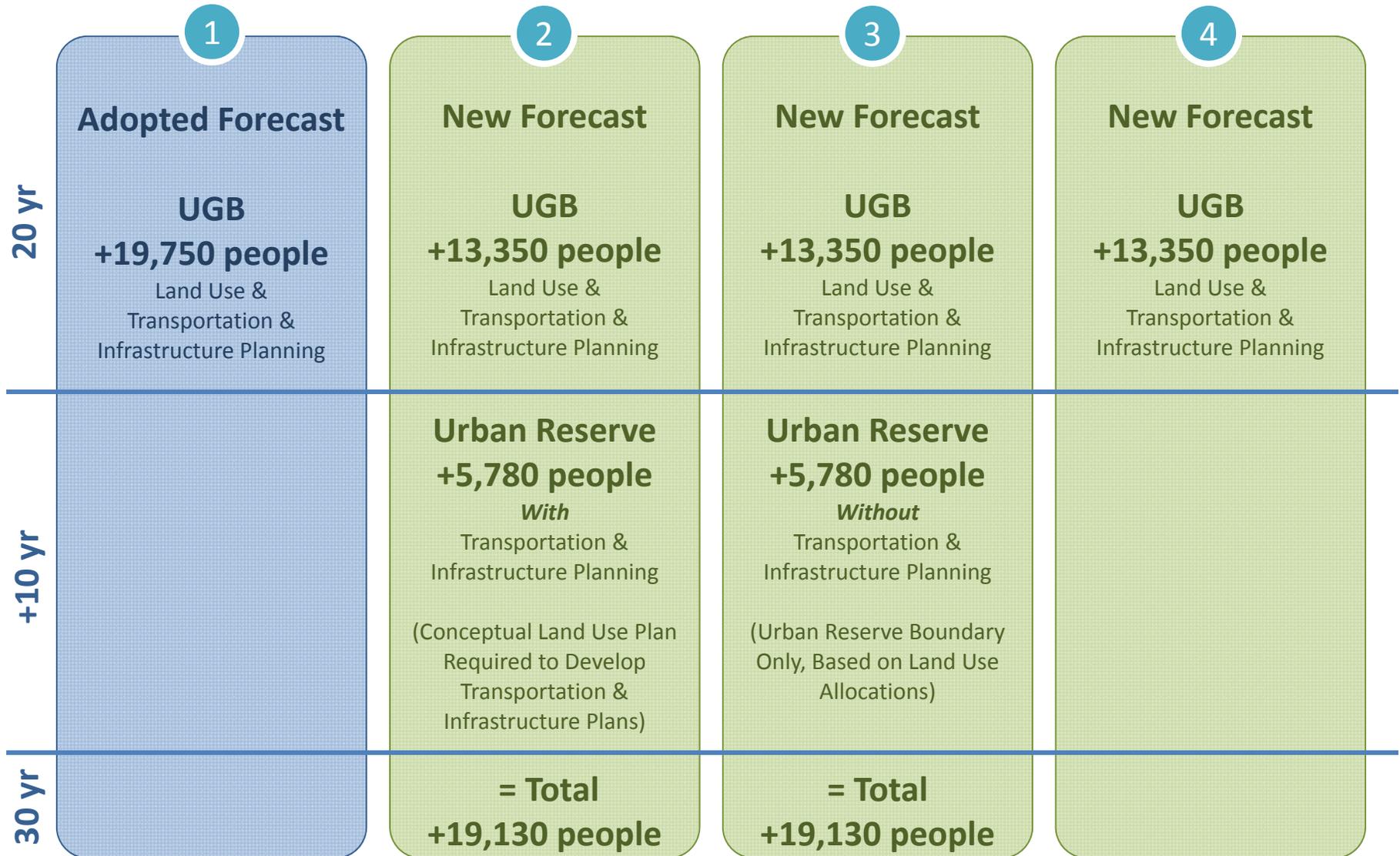
Effect

- All lands within urban reserves shall be included within a UGB before inclusion of other lands, except where need for a particular type of land cannot be met by lands within an established urban reserve.
- Authorized (not required) to plan for eventual provision of urban public facilities to Urban Reserves
- Remain Zoned for Rural/Resource
- IGA for Management

Measures for Exception Lands

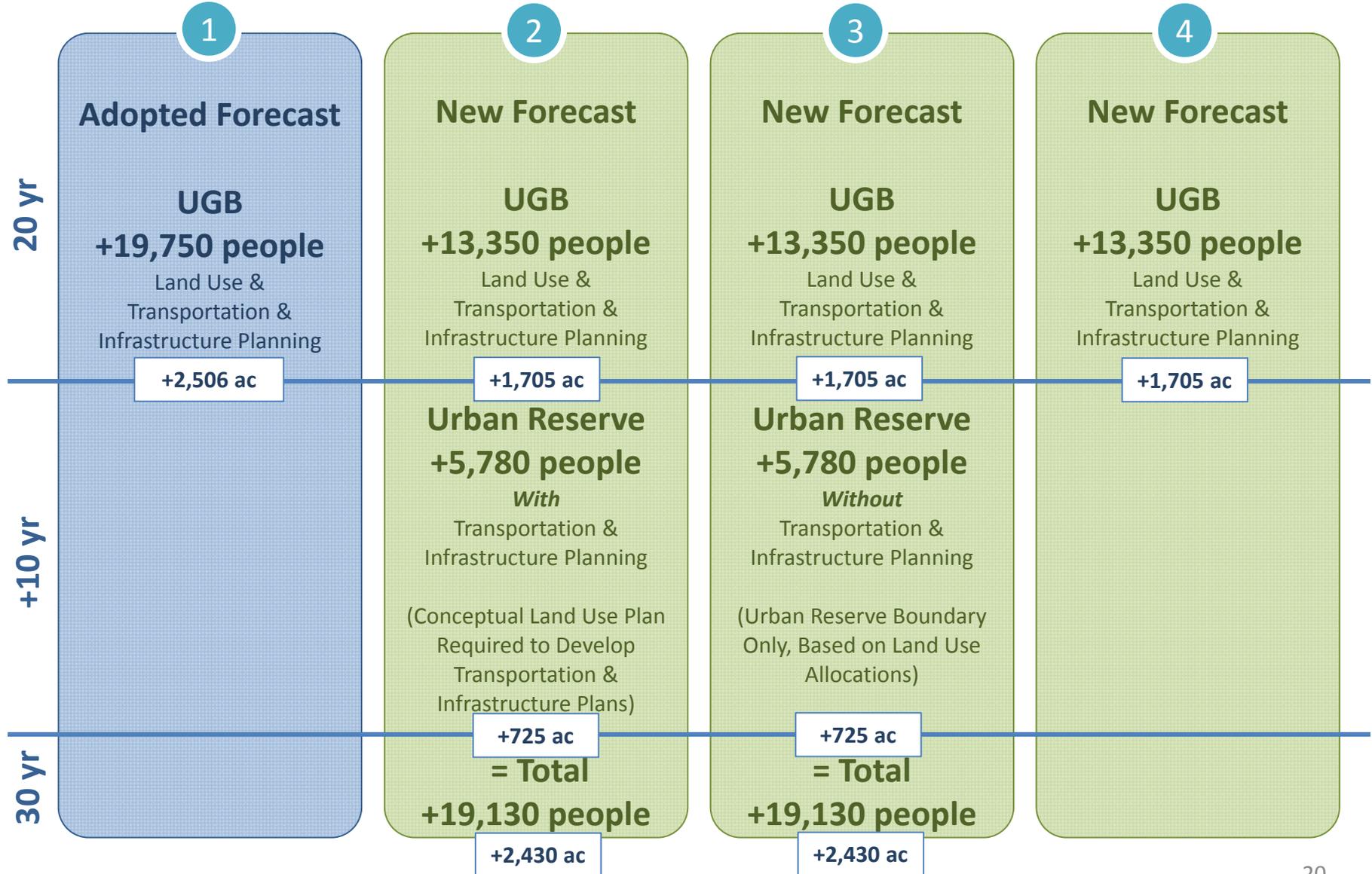
- **Mandatory:** No upzoning
- **Optional:** Larger min lot size (up to 10 ac min), clustering, pre-platting, siting with consideration of future infrastructure, etc.

Major Alternatives



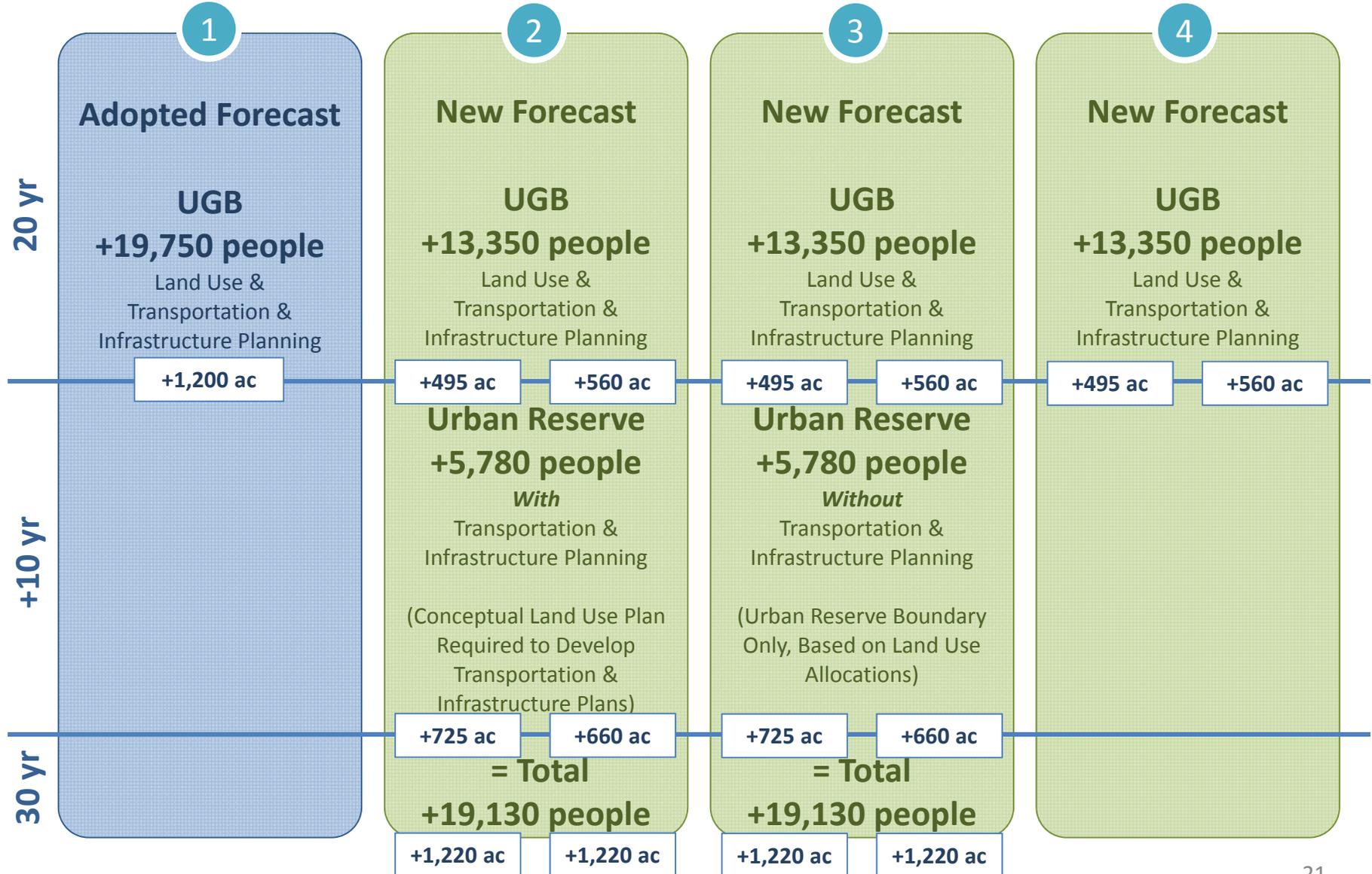
Major Alternatives

with *Total* Acreage Need (Current UGB & Expanded UGB/UR)



Major Alternatives

with *Expansion Acreage Need*

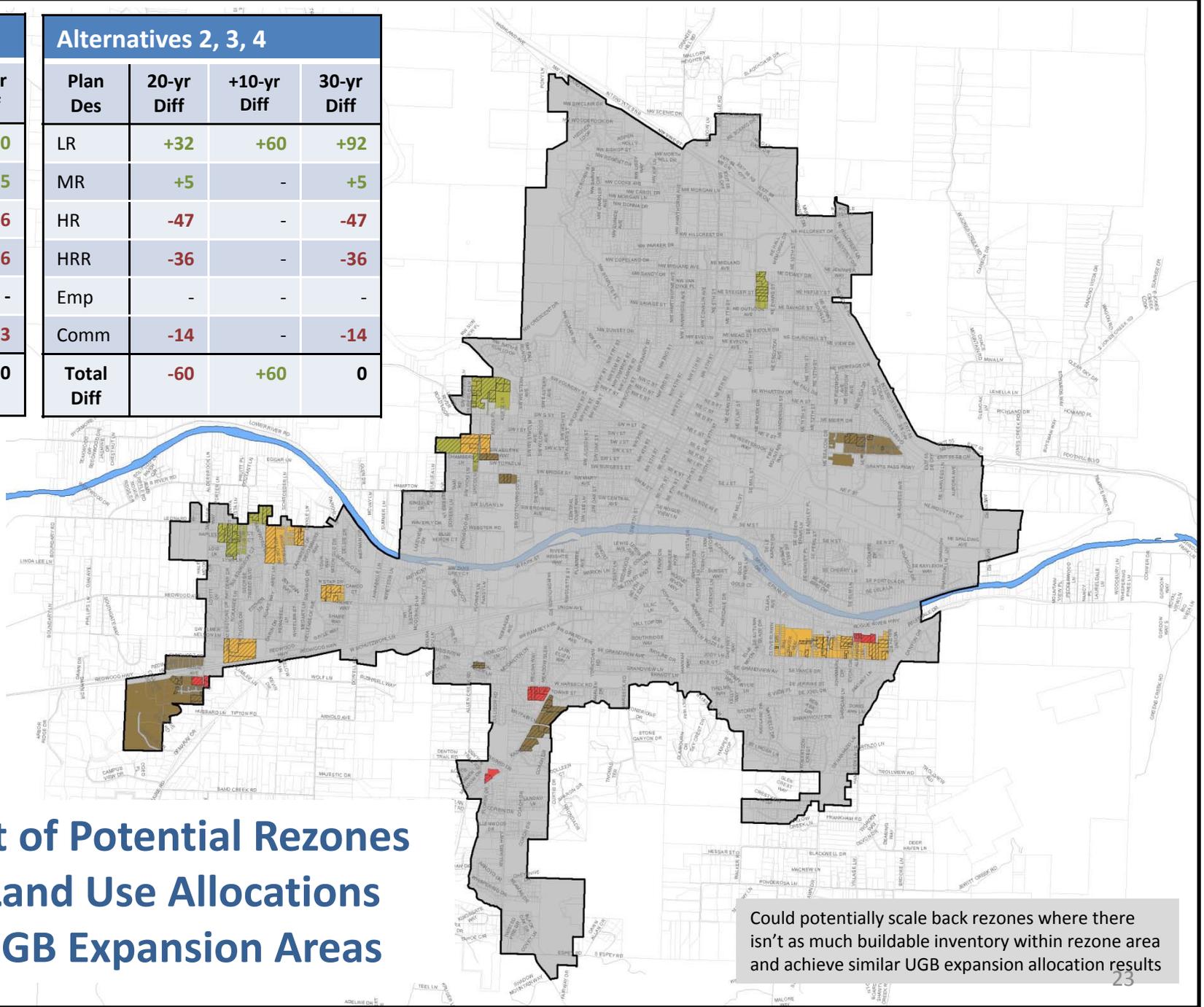


Planning Scope Comparison (Regardless of Time Period)

Alt.	Population Increment	Phases & Pop. Each Phase	Expansion / Planning Area & Phasing	Scope
1	~20,000 additional people	1 phase: ~20,000 +ppl	~1,200 acres	UGB. Full land use, transportation, and infrastructure planning for additional 20,000 people & 1,200 acres.
2	~19,000 additional people	2 phases: 1: ~13,000 +ppl 2: ~6,000 +ppl	~1,220 acres: 1: 495 ac to 560 ac 2: 725 ac* to 660 ac* <u>1,220 ac 1,220 ac</u> <i>*(limited planning)</i>	Phase 1: UGB. Full land use, transportation, and infrastructure planning for additional 13,000 people & 500-560 acres. Phase 2: Urban Reserve. UR boundary, and infrastructure planning for add'l 6,000 people & 660-720 acres. Conceptual land use planning necessary for infrastructure planning, but no property-specific comprehensive plan map adopted for UR area until future UGB inclusions.
3	~19,000 additional people	2 phases: 1: ~13,000 +ppl 2: ~6,000 +ppl	~1,220 acres: 1: 495 ac to 560 ac 2: 725 ac* to 660 ac* <u>1,220 ac 1,220 ac</u> <i>*(limited planning)</i>	Phase 1: UGB. Full land use, transportation, and infrastructure planning for additional 13,000 people & 500-560 acres. Phase 2: Urban Reserve. UR boundary only for add'l 6,000 people & 660-720 acres. Rough land use allocations only to determine boundary location. No infrastruct. planning for add'l 6,000 people & 660-720 acres.
4	~13,000 additional people	1 phase: ~13,000 +ppl	~495 to 560 acres	UGB. Full land use, transportation, and infrastructure planning for additional 13,000 people & 500-560 acres. No consideration/decision on direction, sizing, or coordination with land use, transportation, or infrastructure for additional future growth.

Alt 1	
Plan Des	20-yr Diff
LR	+90
MR	+5
HR	-46
HRR	-36
Emp	-
Comm	-13
Total Diff	0

Alternatives 2, 3, 4			
Plan Des	20-yr Diff	+10-yr Diff	30-yr Diff
LR	+32	+60	+92
MR	+5	-	+5
HR	-47	-	-47
HRR	-36	-	-36
Emp	-	-	-
Comm	-14	-	-14
Total Diff	-60	+60	0



Affect of Potential Rezones on Land Use Allocations to UGB Expansion Areas

Could potentially scale back rezones where there isn't as much buildable inventory within rezone area and achieve similar UGB expansion allocation

Rezoning Areas with Buildable Lands in UGB?

Two Major Reasons:

1. *For All Alternatives:* Land Use Pattern

- Planning for entire community, not just expansion areas
- Adjust edges between existing zoning districts
- Disperse rather than concentrate higher-density designations
- Locate more of higher-density near commercial nodes & corridors with services
- Locate less higher-density at UGB fringes, affecting land use mix for expansion areas

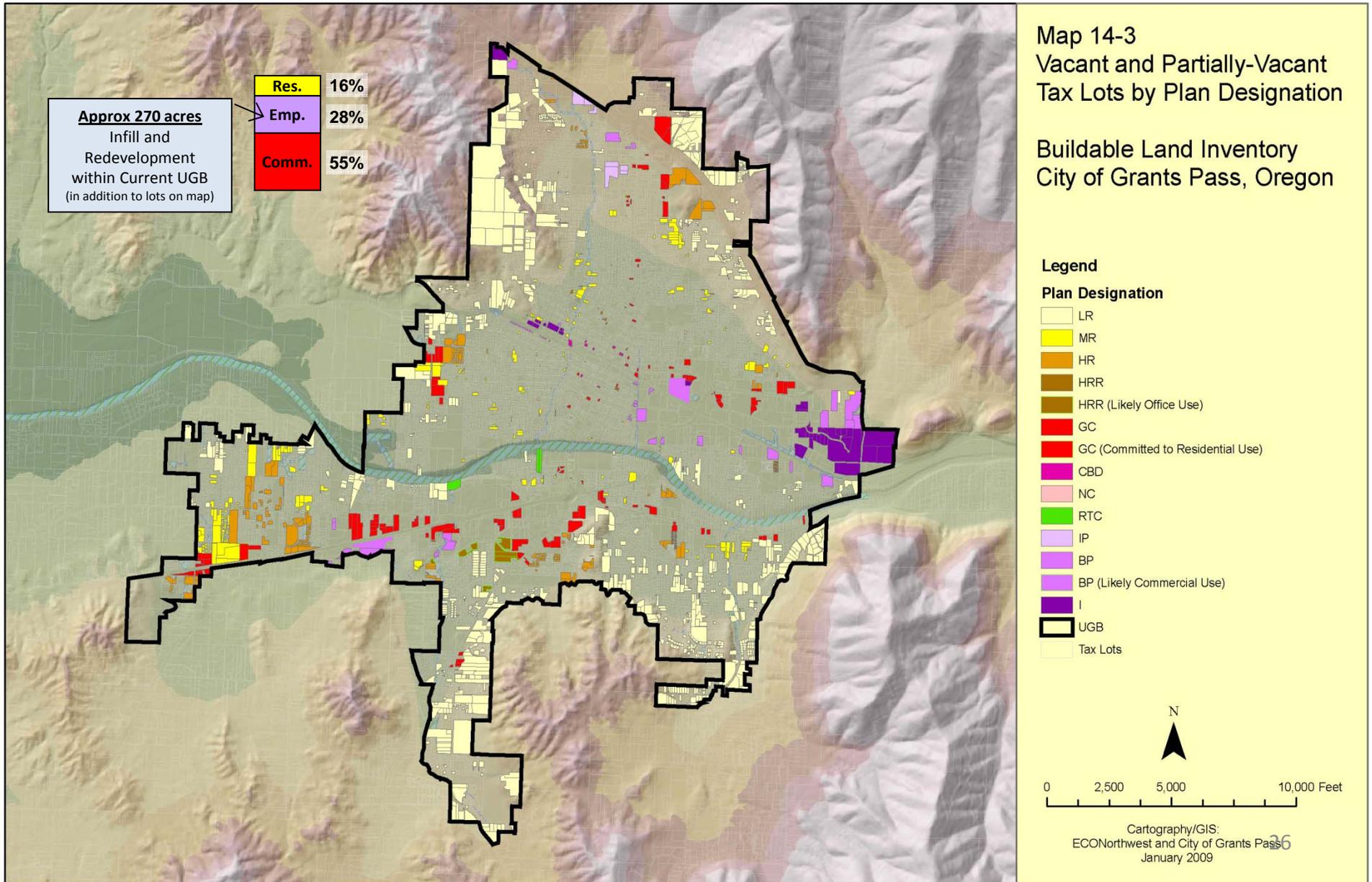
2. *For Alternatives 2-4:* Reduce Surpluses / UGB Size

- Reduce low-density surplus in current UGB at suitable locations, reducing size of 20-year UGB expansion
- Smaller 20-year UGB (Alts 2,3,4), bigger 10-year UR (Alts 2,3), same 30-year total UGB+UR
- When the additional low-density demand occurs in the 20-30 year timeframe, it will be met in expansion areas.
- (Doesn't change 30-year totals, but changes land-use pattern)

Alternatives 2,3,4

1. Plan Designation	2. 20-Yr Need	3. BLI in Current UGB	4. 20-Yr Surplus (3-2)	5. Effective 20-Yr BLI w/o Rezones (3-4)	6. 30-Yr Need	7. 30-Yr Surplus (3-6)	8. Effective 30-Yr BLI (No Surplus) (same as BLI)
LR	624	683	59	624	889	-	683
MR	238	112	-	112	340	-	112
HR	158	103	-	103	225	-	103
HRR	101	1	-	1	144	-	1
HRR/Off.	13	15	2	13	16	-	15
Emp.	338	154	-	154	482	-	154
Comm.	192	138	-	138	275	-	138
C/Res.	3	4	1	3	4	-	4
Park	22	-	-	-	32	-	-
OS	16	-	-	-	22	-	-
TOTAL	1,705	1,210	62	1,148	2,430	0	1,210
Expansion Need		~495 (20-yr, w/ Rezones) (2-3)		~560 (20-yr, w/o Rezones) (2-5)			~1,220 (30-yr, no surplus) (6-8) 495+725=1,220 or 560+660=1,220

Adopted Buildable Land Inventory (Alternative 1)



Alternative 1

(Shows outer area of rec's for ~1,200 acre UGB expansion)

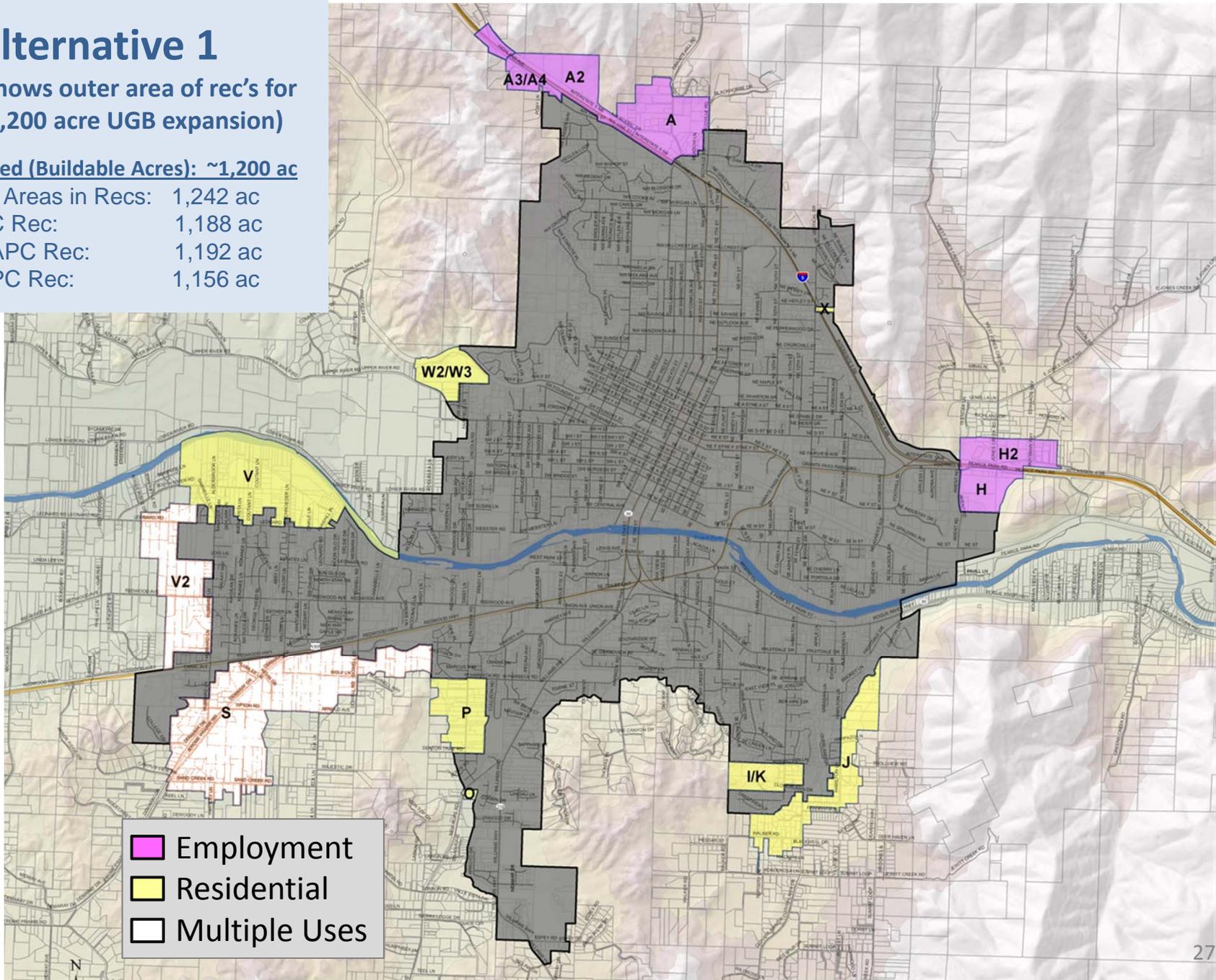
Need (Buildable Acres): ~1,200 ac

All Areas in Recs: 1,242 ac

SC Rec: 1,188 ac

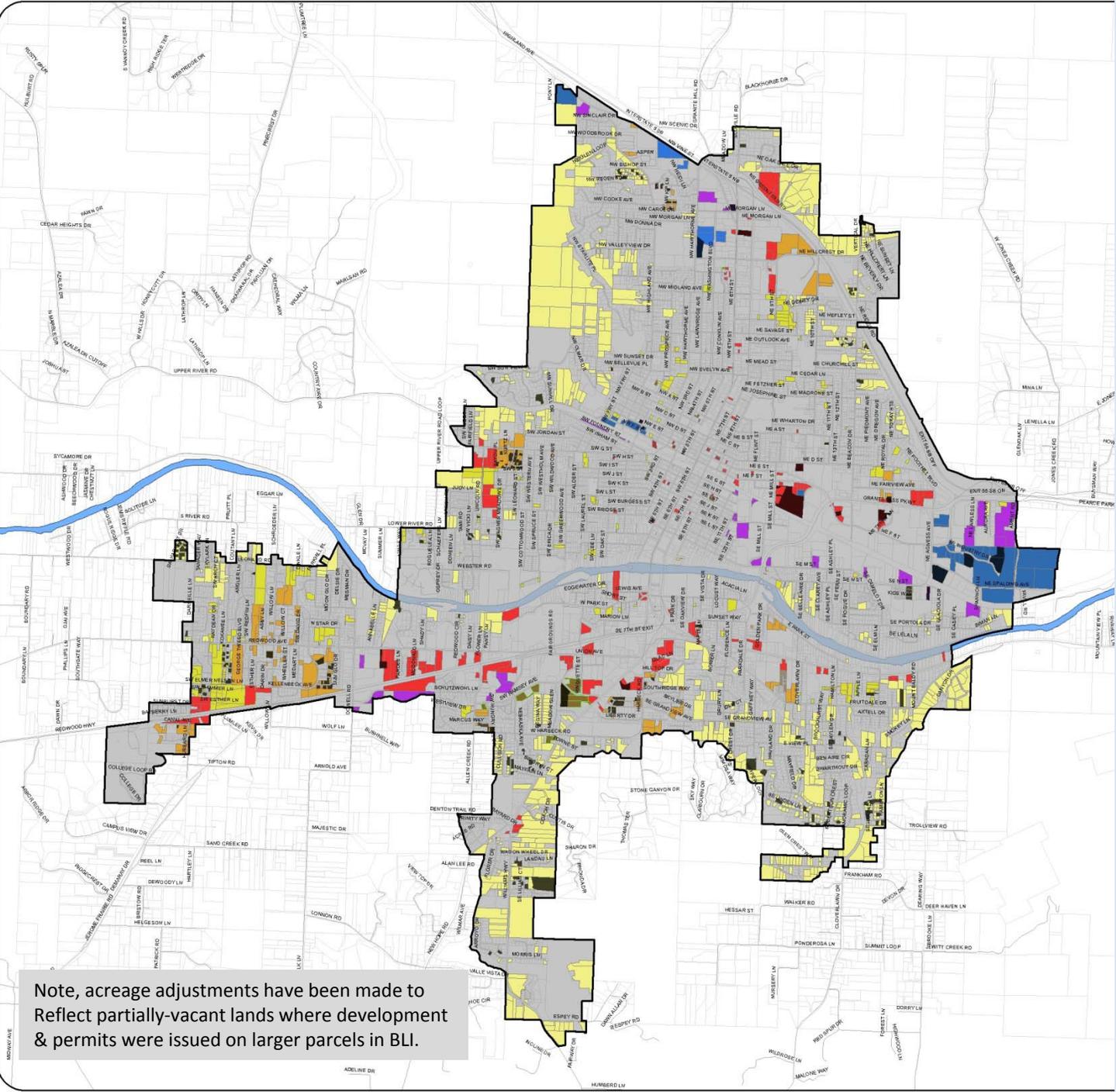
UAPC Rec: 1,192 ac

RPC Rec: 1,156 ac



BLI Updated to 2013 Alternatives 2, 3, 4

~92 acres less BLI

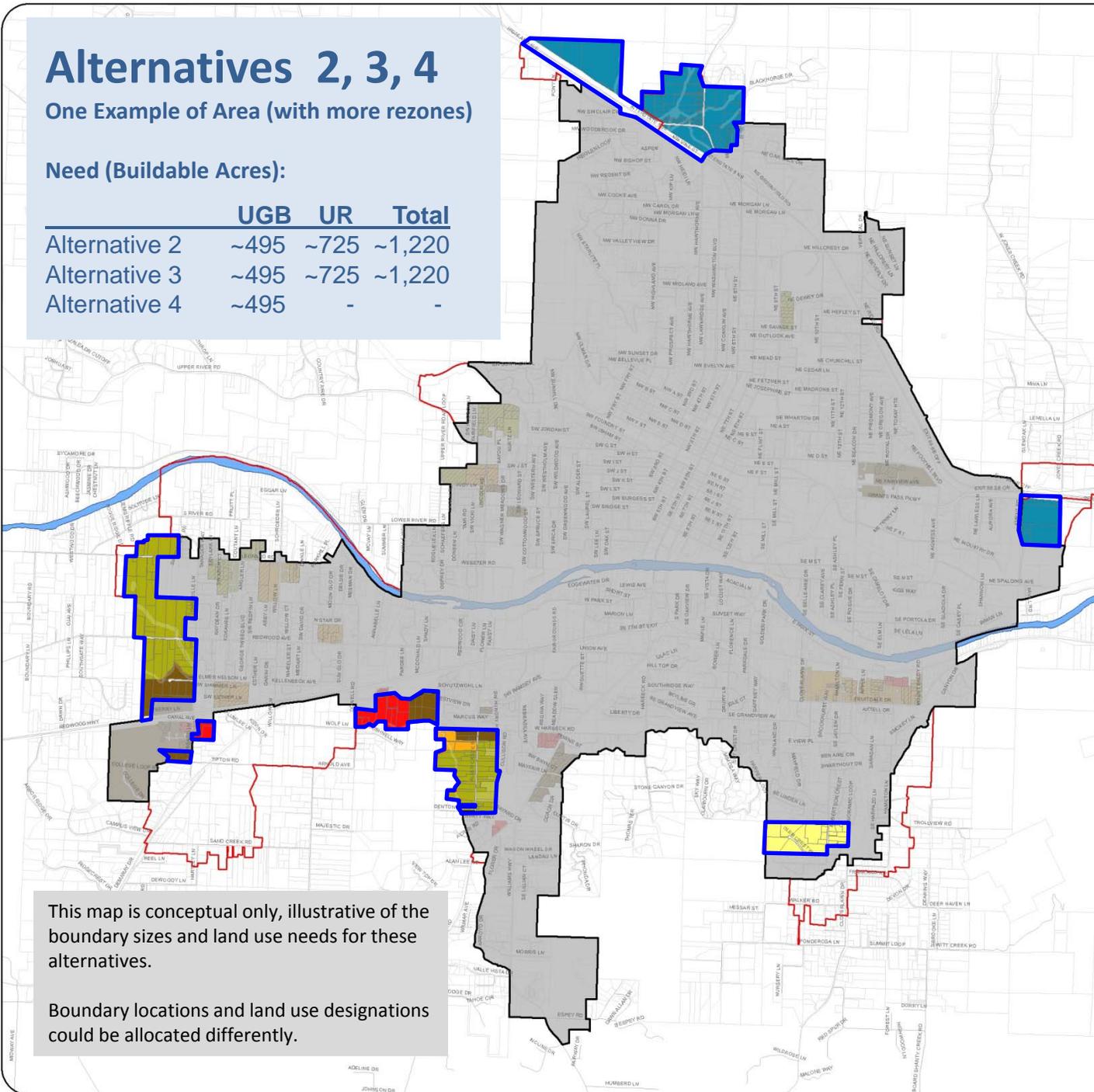


Alternatives 2, 3, 4

One Example of Area (with more rezones)

Need (Buildable Acres):

	UGB	UR	Total
Alternative 2	~495	~725	~1,220
Alternative 3	~495	~725	~1,220
Alternative 4	~495	-	-



This map is conceptual only, illustrative of the boundary sizes and land use needs for these alternatives.
Boundary locations and land use designations could be allocated differently.

Alternatives 2, 3, 4

One example with rezones:
~495 acre UGB expansion
(+ ~725 ac Urban Reserve)

- Adjusts edges between zoning districts
- Designates higher density closer to arterials and commercial nodes and corridors
- Reduces expansion by ~60 acres
- Less higher density at edges in UGB expansion areas.
- Need for some LR designation in 20-year UGB expansion areas

Red outline – Shows outer extent of current UGB recommendations in Alt 1, approximate outer extent of possible Urban Reserve Boundary in Alternatives 2 and 3 (slightly larger than needed)

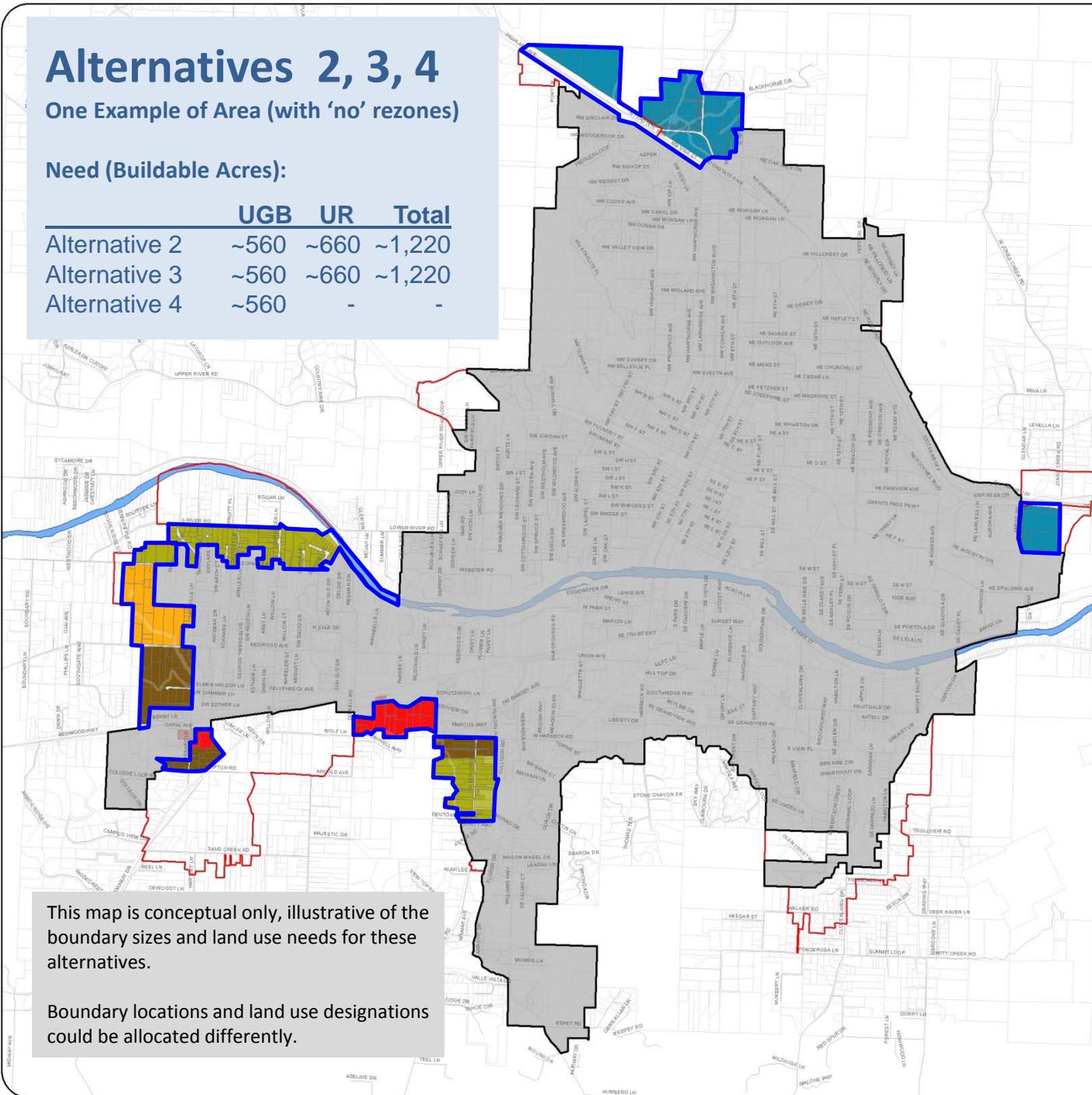
-  UGB (Alts 2, 3, 4)
-  Urban Reserve (Alts 2, 3)

Alternatives 2, 3, 4

One Example of Area (with 'no' rezones)

Need (Buildable Acres):

	UGB	UR	Total
Alternative 2	~560	~660	~1,220
Alternative 3	~560	~660	~1,220
Alternative 4	~560	-	-



This map is conceptual only, illustrative of the boundary sizes and land use needs for these alternatives.

Boundary locations and land use designations could be allocated differently.

Alternatives 2, 3, 4

One example with 'no' rezones:
~560 acre UGB expansion
(+ ~660 ac Urban Reserve)

- Adjusts edges between zoning districts
- Designates higher density closer to arterials and commercial nodes and corridors
- Reduces expansion by ~60 acres
- Less higher density at edges in UGB expansion areas.
- Need for some LR designation in 20-year UGB expansion areas

Red outline – Shows outer extent of current UGB recommendations in Alt 1, approximate outer extent of possible Urban Reserve Boundary in Alternatives 2 and 3 (slightly larger than needed)

-  UGB (Alts 2, 3, 4)
-  Urban Reserve (Alts 2, 3)

Reminder

- Acres based on higher avg. density and efficiency measures
- Otherwise, UGB and Urban Reserve need would be larger

	Total Need	Current UGB	UGB Expansion /Urban Reserve	
Alternative 1: Adopted 2009-2029 (20-year)			<i>(UGB expansion would be ~635 ac larger)</i>	
With	2,506 ac	1,303 ac	1,203 ac	✓
Without	3,141 ac	1,303 ac	1,838 ac	✗
Alternatives 2,3,4: Updated 2013-2033/43 (20-year/30-year)			<i>(UGB expansion + UR would be ~400 + 215 = ~615 ac larger)</i>	
With	1,705/2,430 ac	1,210	495+725=1,220	✓
Without	2,105/3,044 ac	1,210	895+940=1,835	✗

Some Scope Issues to Consider:

Buildable Land Inventory (BLI)

- The buildable land inventory is comprised of numerous individually-owned private properties
- Private property owners may or may not further develop properties or make them available for development.
- Actual **available** buildable lands may be less than 100% of land in buildable land inventory
- Boundary may not have actual 20-year inventory of actual **available** buildable lands
- Therefore, shouldn't assume all BLI /expansion area lands will be available for development (or when they are needed)
- More Parcelized – can be less efficient, more challenging to coordinate or assemble

Planning for Slower Growth Rate or Smaller Area

- Regardless of actual growth rate, will need to amend plans again sooner if plan is for a smaller area
- Less choice in market of land available for acquisition / development
- If actual growth is faster than forecast, effect on available land supply is more pronounced.
- Smaller differences between forecast and actual growth equate to higher number of available acres
- May need to amend UGB sooner with less time to respond

Some Scope Issues to Consider:

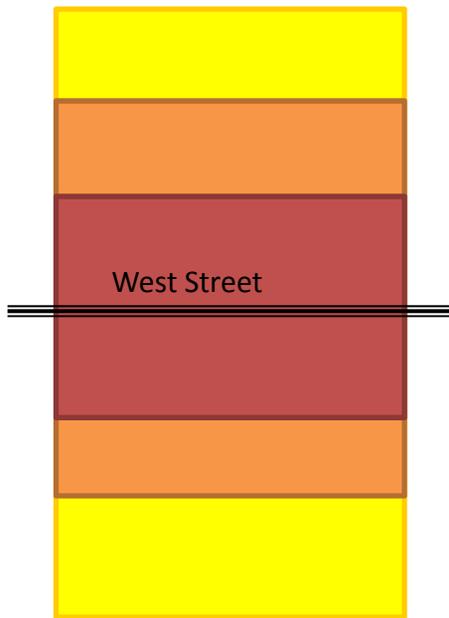
Plan Phasing - Land Use Suitability

- Planning for a smaller area or splitting the planning for the same area into two parts:
 - May preclude some desirable options that would be available if the area was planned in one part.
 - May require lands (with unique characteristics) needed for one use/zone in the future (which requires those characteristics) to be zoned for a different use/zone in the short-term (which doesn't require those characteristics).

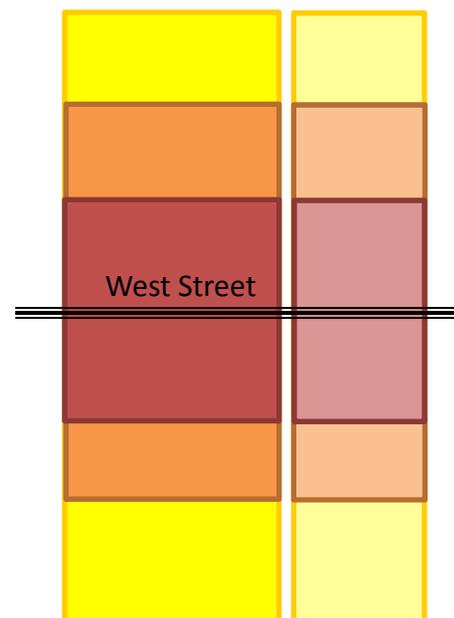
Phased Growth

Where the Whole is the Sum of Phased Parts

Objective



Result



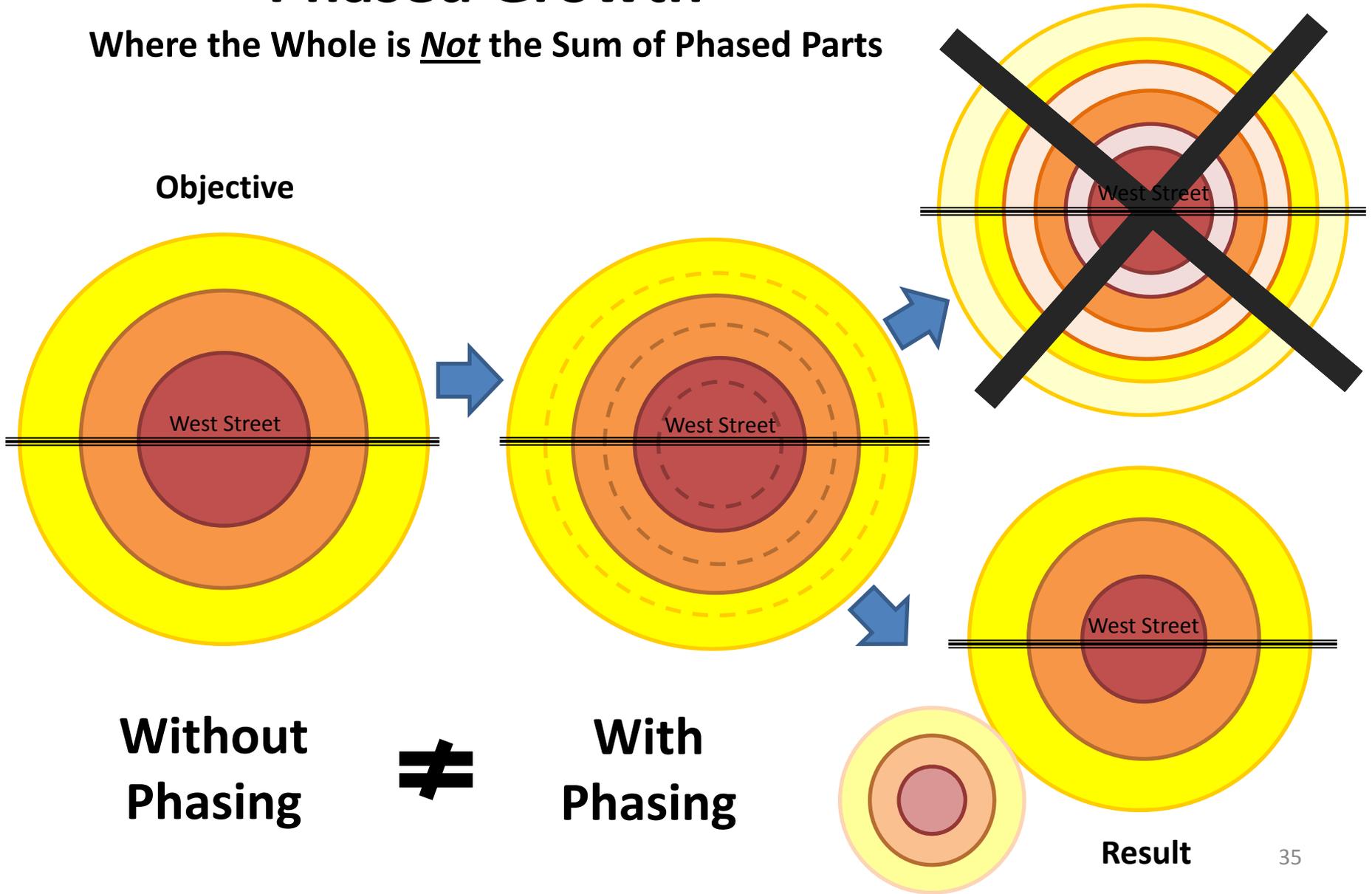
Without
Phasing



With
Phasing

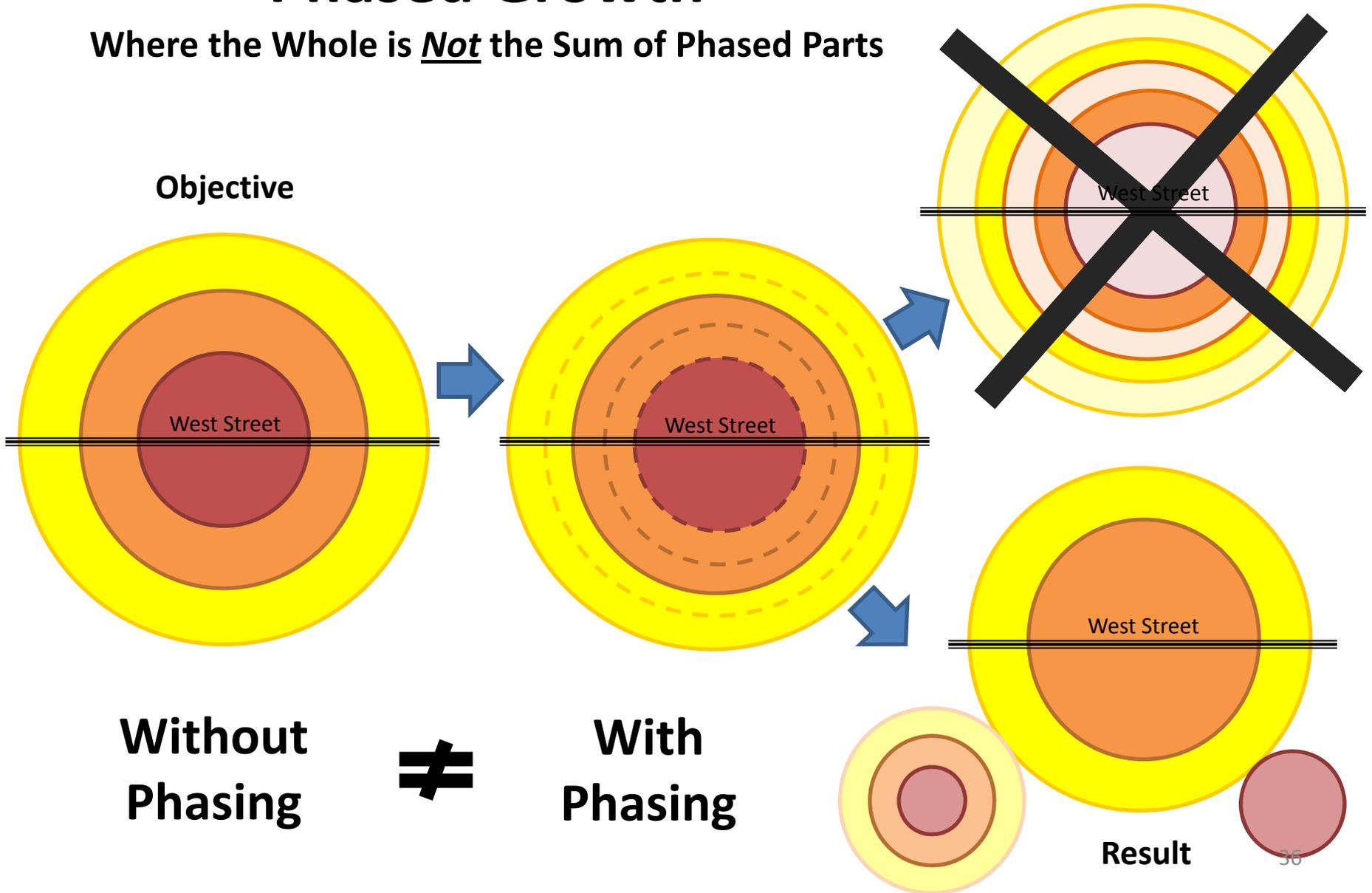
Phased Growth

Where the Whole is Not the Sum of Phased Parts



Phased Growth

Where the Whole is Not the Sum of Phased Parts



Some Scope Issues to Consider:

Plan Phasing - Infrastructure Sizing, Capacity, and Coordination

Infrastructure Useful Life & Planning Timeframe

- Infrastructure useful life is longer than 20 years (see next slides)
- Therefore, the useful life of new infrastructure will exceed a 20-year planning period
- During the planning period, will need to replace some infrastructure at end of useful life and replace some to provide additional capacity
- When those replacements occur, and when new infrastructure is built, it should be sized to meet long-term needs

Phasing

- While there can be issues with infrastructure planning in distinct phases, it does not have some of the spatial issues of phased land use planning.
- What is most important with infrastructure planning is the size of the area planned for, whether the plans specify one or more phases for an area, as long as the plans consider infrastructure sizing for the entire area.
- (Actual implementation of any infrastructure plan as development occurs incrementally can have significant challenges).

Avoid Unnecessary Early Obsolescence of Infrastructure Plans & Infrastructure Sizing

- *An infrastructure plan for a larger area and larger population growth increment means infrastructure will be sized to meet needs for the area when it is built, regardless of how fast or slow growth occurs in the area*
- Avoid sizing infrastructure that meets short-term needs but is too small to meet future needs, requiring replacement to add capacity before the end of its useful life
 - **Example 1:** Sizing of pipe extension to serve 20-year area may be too small to serve 30-year area. All 'upstream' pipe would have to be replaced.
 - **Example 2:** Construction of new water reservoir sized to meet 30-year need rather than 20-year need.
 - **Example 3:** 20-year decision about water plant upgrades/location may be different than 30-year decision. Want to know 30+ year issues before making 20-year investment decisions.

Uncertainty

- The farther out you plan, the less certainty there is about what will happen or change during that timeframe (technology, economy, regulatory issues, etc.)

Fixed Asset Useful Life Assumptions

(Basis for GASB)

Utilities – Water & Sewer	Original Estimate '02 (in Years)	Revised Estimate '08 (in Years)
Water Pipe - Cast Iron	75	50
Water Pipe - Ductile	150	75
Water Pipe - Plastic	40	40
Sewer Pipe - Clay	100	75
Sewer Pipe - Concrete	-	-
Sewer Pipe - Plastic	75-100	50
Reservoirs	100	100
Manholes (concrete)	50-100	50-100
Pump Stations - Steel Underground	30	30
Pump Stations - Concrete Underground	30	30
Lift Stations	25	25

Fixed Asset Useful Life Assumptions

(Basis for GASB)

Utilities – Water & Sewer	Original Estimate '02 (in Years)	Revised Estimate '08 (in Years)
Water Plant	75	75
Water Plant - Disinfection	5	5
Sewer Plant - Digester	50	30
Sewer Plant - Ultraviolet	10	Combined with above for 30

Fixed Asset Useful Life Assumptions

(Basis for GASB)

Utilities – Stormwater Drainage	Original Estimate '02 (in Years)	Revised Estimate '08 (in Years)
Storm Drain - Concrete	100	100
Storm Drain - Corrugated Metal	30-75	30-75
Storm Drain - Aluminum	75	75
Storm Drain - Plastic	75-100	75-100
Storm Drain - ASP Area	75	75

Fixed Asset Useful Life Assumptions

(Basis for GASB)

Utilities – Streets	Original Estimate '02 (in Years)	Revised Estimate '08 (in Years)
Streets – (Arterials Require Most Maintenance, Locals Require Least Maintenance)		
New Street - No Maintenance	20	20
New Street - Maintained, Slurry Seals	40	40
New Street - Maintained, Overlays	100	100
Collector – Asphalt or Overlay	-	40
Local Collector – Asphalt or Overlay	-	75
Signal	25-30	25
Curb	60	60
Sidewalks	75	75
Bike Lanes	75	75

Summary – Some Pros and Cons of Alternatives

1

Adopted Forecast UGB

Land Use Planning

Can plan entire 1,200 ac area
& in one phase

Infrastructure Planning

Can do infrastructure planning for
entire 1,200 ac (UGB) area
& in one phase

Infrastructure will be sized
correctly to serve entire
1,200 ac area as
it is installed incrementally

Update Frequency

Land use and/or infrastructure
plans will not need to be updated
as soon as with other options

2

New Forecast UGB + UR

With UR Infra. Planning

Land Use Planning

Can plan entire 1,200 ac area, but
in two phases (UGB+UR).
2nd phase is limited - only a
concept plan for UR, but needed
for UR infra. planning

For UR, there is substantial work to
develop land use concept plan for
UR infra. plans, but w/o adopting
detailed UR land use plan

Significant infra. decisions based
on UR land use concept rather
adopted, detailed land use plan.

At time of future UGB inclusions,
need to avoid deviation from UR
concept on which infra. sizing and
investment decisions were based

Infrastructure Planning

Can do infra. planning for entire
1,200 ac (UGB + UR) area, but in 2
phases. While phased, it ensures
correct infra. sizing and extensions
to serve entire UGB + UR areas.

Advance Notice

UR provides earlier notification
about future UGB / growth areas

3

New Forecast UGB + UR

Without UR Infra. Planning

Land Use Planning

Can plan entire 1,200 ac area, but
in two phases (UGB+UR).

2nd phase is very limited - only a
boundary for UR, but using
suitability analysis already done,
with same growth area decisions
needed for Alternative 1 or 2

Infrastructure Planning

Infrastructure planning is only for
495-560 ac UGB area

No infrastructure plans for
660-725 ac Urban Reserve Area

Infra. sizing and extensions to
serve UGB area won't consider
needs for remainder of 1,220 ac
area in UR and may be undersized
to later serve UR area

Update Frequency

Land use and infrastructure plans
will be obsolete sooner and need
updating sooner

Advance Notice

UR provides earlier notification
about future UGB / growth areas

4

New Forecast UGB (No UR)

Land Use Planning

Land use plan is only for
495-560 ac area

Land use patterns won't consider
coordination and relationship to
remainder of 1,220 ac area

Infrastructure Planning

Infrastructure planning is only for
495-560 ac UGB area

No infrastructure plans for
660-725 ac Urban Reserve Area

Infra. sizing and extensions to
serve UGB area won't consider
needs for remainder of 1,220 ac
area in UR and may be undersized
to later serve UR area

Update Frequency

Land use and infrastructure plans
will be obsolete sooner and need
updating sooner

Decisions and Direction



Steps to Initiate DLCD Notice & Local Hearings and Notice

Alt 1	Alts 2,3,4	Decision	Type of Decision Needed Now	Date
✓	✓	1. Adopted or New Forecast & Scope? (Alternatives 1-4)	Resolution – Final Decision (CC & BOC)	CC: 3/20 BOC: ?
N/A*	✓	2. Concurrence on Proposed Forecast (proposal)	Resolution – Direction to Staff	CC: 3/20 BOC: ?
N/A*		(3. Revised Needs Documents)	N/A. Staff to draft based on decisions above	N/A
✓	✓	4. Extent of Rezones (proposal)	Direction to Staff (concurrence w/proposal in April or May)	CC: 3/20 BOC: ?
✓	✓	5. Boundary and Land Use Allocations to Areas (proposal)	Direction to Staff	April or May
✓	✓	6. Land Use Concepts (proposal)	Direction to Staff	April or May
✓	✓	7. Decide on Hearing Dates		April or May

*For Alt. 1 using the adopted forecast, these would not be amended, and no new submittal to DLCD would be required for these items.

- Won't file w/ DLCD until CC & BOC general concurrence on **draft** submittal (following April/May mtgs. earliest)
- CC & BOC won't make final decisions on plan amendments until after noticed public hearings, by Ordinance

Major Alternatives

