

Urban Growth Planning

City Council Meeting May 15, 2013

Reconsider Resolution 6049 - Revised Scope of Work for Urban Reserve

Proposal

1. **Motion to Reconsider** Resolution 6049

(Direction for Forecast and Scope of Work in Alternative 3)

2. **New Resolution:**

Direction for Forecast and Scope in Alternative 2 Rather than Alternative 3

- ***Direction*** to staff at this time, NOT final adoption
- Per City Council Direction at April 22 Joint CC/BOC Workshop
- BOC input
- BOC final direction on May 22 following Council action tonight

- ***No discussion or decision about boundary location tonight***

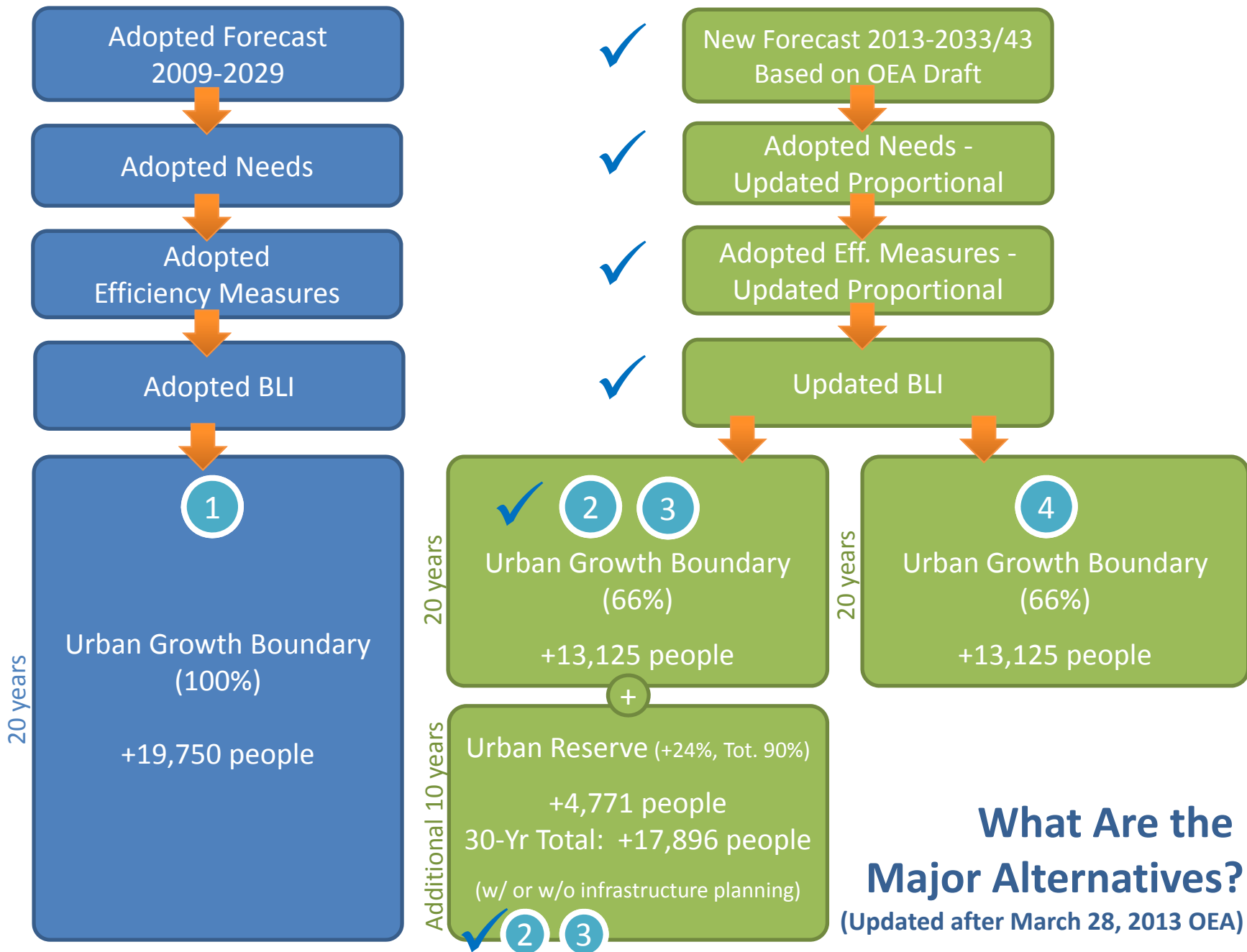
Recommendation

1. **Approve** Motion to Reconsider Resolution 6049

(Requires Approval by 2/3 of Councilors Present)

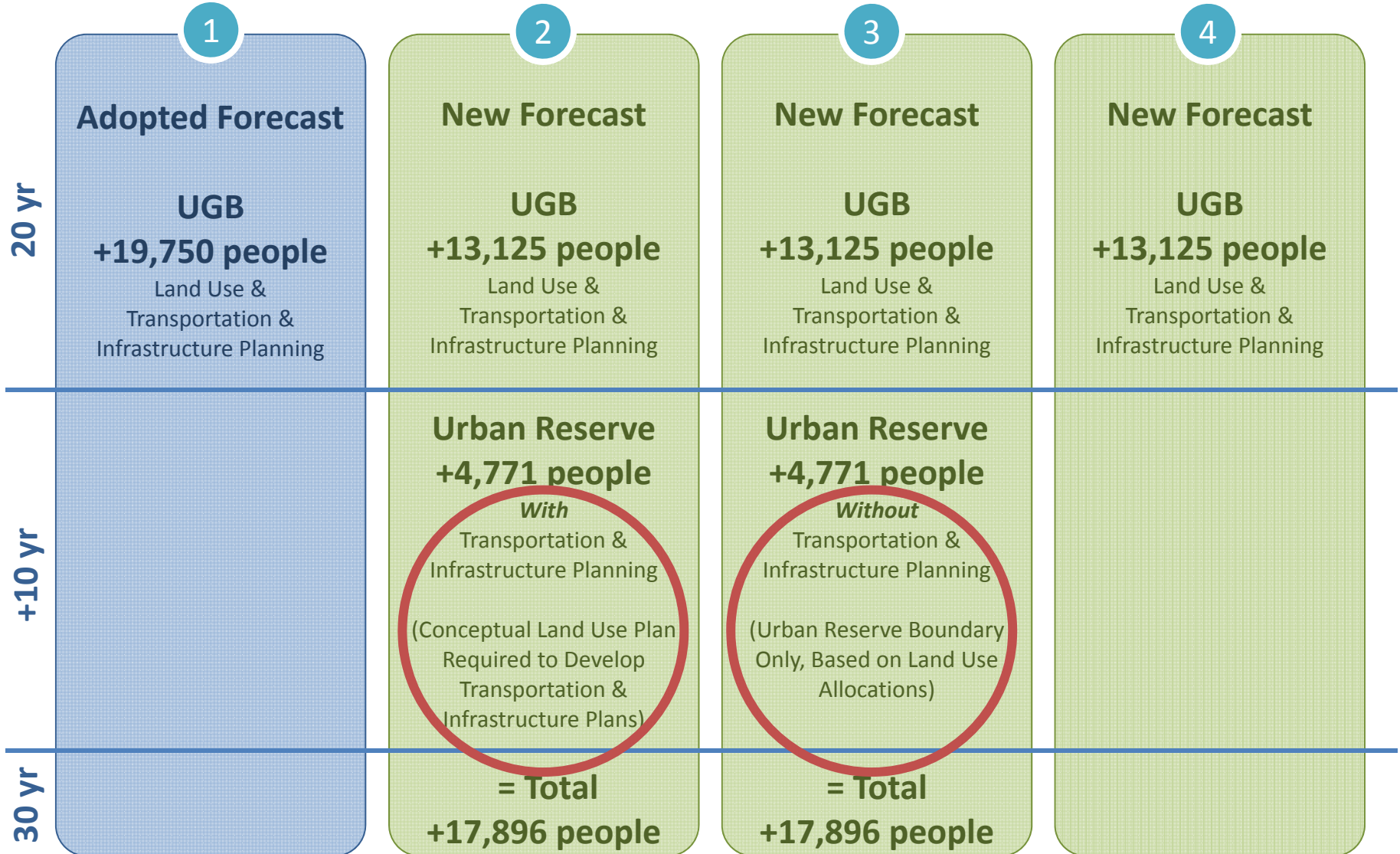
2. **Approve** New Resolution:

Direction for Forecast and Scope in Alternative 2 Rather than Alternative 3



Major Alternatives

(Updated following OEA's March 28, 2013 Forecast)



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.



Alternative 2 vs. Alternative 3

What's the Same?

Population Forecast

- New population forecast & methodology

'Needs' Documents Updates

- Updated needs documents consistent with / *proportional* to new forecast, and updated buildable lands inventory (BLI), *not full new demographic and economic analysis*

Planning Area & Size

- Both alternatives include a 20-year UGB (2013-2033) + additional 10-year UR (2033-2043)

What's Different?

Scope of Infrastructure Planning

- 30-year (Alt 2) vs. 20-year (Alt 3) infrastructure plan
- Infrastructure plans that include the UR area (Alt 2)

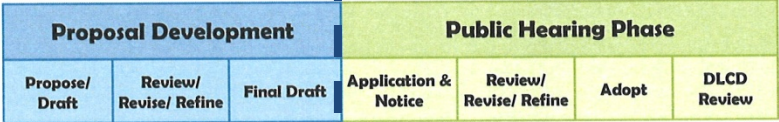
Scope of Conceptual Land Use Planning Necessary for Infrastructure Plans

- **Alt 2.** Conceptual land use planning needed for 30-yr/UR infrastructure plans
vs.
- **Alt 3.** More general land use allocations for UR boundary only

What are the Benefits of Alternative 2?

Cost Efficiency/ Use of Limited Resources

- **Alt 2.** Infrastructure plans now for future build-out of Urban Reserve; infrastructure installed now is sized properly
vs.
- **Alt 3.** Infrastructure plans now only for future build-out of UGB; incremental plan updates may be required each time part of UR is added to UGB; potential undersizing now and tear-outs before end of useful life of infrastructure
- 30-year planning period allows longer look and period closer to **useful life** of infrastructure
- Infrastructure sizing important now as existing obsolete infrastructure is replaced and new infrastructure is installed



Needs

	City	County	
* Scope (Alternatives 1-4)	X	X	[Green Box]
* Population Forecast (County Coordinated Forecast)	X	X	
* (Housing)	X		
* (Employment)	X		
* (Urbanization)	X		

Blue arrow pointing right with a green asterisk.

UGB Plan

	City	County	
Urban Growth Boundary	X	X	[Green Box]
* Comprehensive Plan - Land Use Map	X		
Interim City/County Management Agreement	X	X	
City/County Management Agreement	X		
Development Code Amendments*	X	X	[Orange Box]
Zoning Map**	X		[Orange Box]
Goal 5 Resources Plan	X		[Orange Box]
Transportation System Plan	X	(X)	
Sewer Collection Master Plan	X		
Water Distribution Master Plan	X		
Stormwater Master Plan	X		
Sewer Plant Facilities Plan	X		
Water Plant Facilities Plan	X		

-'Pre-planning' work on engineering-related tasks has occurred for several major plans.
 -Data collection, base-year modeling tasks, some future year analysis completed.
 -Remaining future-year analysis, alternatives, and master planning requires a final forecast and preferred land use alternative to model.

Urban Reserve

	City	County	
Urban Reserve Boundary	X	X	[Green Box]
Acreage Allocations	X	X	
City/County Management Agreement	X	X	

Direction to Staff Now

Hearings & Adoption w/Council's Draft Proposal as a Package

Future UGB Expansions - City or Applicant Initiated ('Chunks' and Incremental Updates - Plans / Infrastructure)

Comprehensive Plan Land Use Map			[Red Box]
Zoning Map			
Goal 5 Resources Plan			
Transportation System Plan			
Sewer Collection Master Plan			
Water Distribution Master Plan			
Stormwater Master Plan			
Sewer Plant Facilities Plan			
Water Plant Facilities Plan			

Other (Independent Schedule)

Water Management and Conservation Plan
Any Special Plans

Issues Raised at Monday's Workshop

- 1. When will Council see proposed comprehensive plan map and zoning map designations for boundary areas?**
 - Staff will bring draft proposals to Council together with boundary proposals consistent with the forecast and scope approved by Council.

- 2. Current Sewer/Water Plant Capacity?**
 - Terry Haugen, Public Works Director
 - e-mail re: Water Treatment Plant
 - (Plant capacity issues are independent of where growth occurs)
 - Opportunities / efficiencies for capacity improvements at same time as maintenance improvements
 - (Carollo's example of sewer plant seismic upgrades presented at earlier workshop)

Additional Issues

That Have Come Up During UGB Discussion

These issues must be addressed as part of the forecast discussion, not after a forecast is adopted.

“Alternative 5” Population Forecast & Scope - No forecast, UGB population cap (W&S)

- ***Not forecast-based.*** UGB population capped based on current capacity of public facilities (water and/or sewer plants, etc.)
- Proposal would cap UGB population once current water and/or sewer plant capacity is reached (regardless of how quickly or slowly that occurs)
- After plant capacity reached, then all future growth after that would occur as rural development outside UGB with no additional future sewer or water plant capacity improvements

“Alternative 6” Population Forecast & Scope - No forecast, UGB population cap (BLI)

- ***Not forecast-based.*** UGB population capped based on capacity of current buildable lands in UGB
- Proposal would cap UGB population at build-out of buildable lands in current UGB without increasing density* (regardless of how quickly or slowly that occurs)
- After build-out of buildable lands, then all future growth after that would occur as rural development outside UGB with no additional future sewer or water plant capacity improvements

Forecast Requirements

OAR 660-024-0030(1)

- **Counties** must adopt and maintain a coordinated 20-year population forecast for the county and for each urban area within the county consistent with statutory requirements for such forecasts under ORS 195.025 and 195.036.
- **Cities** must adopt a 20-year population forecast for the urban area consistent with the coordinated county forecast...

OAR 660-024-0030(2)

- The forecast must be developed using commonly accepted practices and standards for population forecasting used by professional practitioners in the field of demography or economics, and must be based on current, reliable and objective sources and verifiable factual information, such as the most recent long-range forecast for the county published by the Oregon Office of Economic Analysis (OEA).
- The forecast must take into account documented long-term demographic trends as well as recent events that have a reasonable likelihood of changing historical trends. The population forecast is an estimate which, although based on the best available information and methodology, should not be held to an unreasonably high level of precision.

LUBA Case, 2010

- “The County’s ultimate task is to develop coordinated county/city population forecasts that are consistent with OAR 660-024-0030(2) and supported by an adequate factual base.”
- “If the county chooses to adopt a city forecast that is supported only by a city’s undocumented preference for a particular growth rate, that city forecast is not supported by an adequate factual base.”

State Law – Use of Forecast

Statewide Planning Goals

Goal 14: Urbanization. (OAR 660-015-0000(1))

- **Land Need.** Establishment and change of urban growth boundaries shall be based on the following: (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments...

Oregon Revised Statutes

ORS 197.296. Needed Housing in Urban Growth Areas

- (2) ...at any other legislative review of the comprehensive plan ... that concerns the urban growth boundary..., a local government shall demonstrate that its comprehensive plan...provides sufficient buildable lands within the urban growth boundary...to accommodate estimated housing needs for 20 years.

Oregon Administrative Rules

OAR 660-024-0040. Urbanization: Land Need.

- (1) The UGB must be based on the adopted 20-year population forecast for the urban area described in OAR 660-024-0030, and must provide for needed housing, employment, and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule.

Recommendation

- 1. Approve Motion to Reconsider Resolution 6049**

(Requires Approval by 2/3 of Councilors Present)

- 2. Approve New Resolution:**

Direction for Scope in Alternative 2 Rather than Alternative 3

Thank You

- Questions for Staff?
- Public Testimony
- Council Deliberation and Action