



TOPIC: Urbanization Study – Tasks 6 & 9

Meeting Date: September 15, 2009
Staff Contact: Jacob Callister
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ACTION: Receive a brief update on Housing Needs Analysis. Review background and important policy questions related to Urban Growth Boundary Expansion Analysis. Identify local expansion priorities and criteria to supplement state requirements.

AGENDA ITEM SUMMARY

This memo provides a brief update on staff's most recent inputs to the Housing Needs Model (as guided by TAC, City Council and Planning Commission feedback). This memo also provides an overview of the policy background related to Urban Growth Boundary Expansion in Coburg and presents a brief summary of statutory requirements, and local alternatives for expansion.

Staff Recommendation: Staff recommends that the TAC consider the documented priorities for expansion in Coburg, along with state requirements and current needs in identifying characteristics and preferred criteria for Urban Expansion to meet the future both economic and residential needs of Coburg.

KEY DISCUSSION ISSUES

- **HOUSING NEEDS ANALYSIS**

At the TAC's July 23, 2009 meeting, we discussed in detail inputs to the Housing Needs Model which is the primary analysis tool being used for the Housing Needs Analysis. By the end of the discussion, the TAC had identified the following assumptions to guide staff's reevaluation of the model and its inputs:

- Safe Harbors may not be the best alternative for Coburg.
- Coburg's current mix is decent and one theme would be to ensure a perpetuation of that mix into the future somehow.
- Coburg is not held to a Goal 10 Housing standard that the model is perhaps designed to meet. It could perhaps be utilized better as a "themed" tool.
- Assumptions about maximum lot sizes in the single family zones should be considered
- Perhaps a 60/25/15 split, or even 60/30/10 split should be pursued for buildable land.

The CUS team has incorporated the principles identified by TAC members and has developed a revised model.

The model is complicated, as it balances Goal 14 “Efficiency” considerations as well as Goal 10 “Housing Need” considerations. Inputs into the model require a balancing act of both important standards. Staff used the following policies and priorities as guidance for the model:

1. A housing mix of 60% Low Density Residential, 25% Medium Density Residential, and 15% High Density Residential on Buildable Land.
2. Consideration of the following density standards established in the past:

2003 Coburg Crossroads:

- The average overall net density used was **8.7 units per acre**.
- The average overall gross density was **6.7 units per acre**.
- The average overall net density for new single family development used was **6 dwelling units per acre**.
- The average overall net density for new medium density multifamily development used was **14 dwelling units per acre**.
- The average overall net density for new higher density multifamily development used was **20 dwelling units per acre**.

2004 Urbanization Study

- The average **overall net density was 7.0 units per acre**.
- The average overall net density for new single family development used was **6 dwelling units per acre**.
- The average overall net density for new multifamily development used was **13.3 dwelling units per acre**.

Coburg Comprehensive Plan

- ***Housing Element, Policy 30:*** The City shall adopt strategies to achieve a housing mix of single-family and multi-family dwellings. This mix, along with a range of minimum densities, will allow the City to meet an **overall density of 6.5 dwelling units per net acre for new housing**.
3. Consideration of the types and rent/price ranges needed in Coburg.
 4. Consideration of the types of housing desired by Coburg.

The preliminary outcome of this approach is summarized in Tables 1 and 4.22, and Figure 3. The outcome represents a balancing of the priorities and assumptions presented above.

Table 1: Coburg Existing, Planned and Overall Housing Mix

	LDR (2-6 Du/acre)	MDR* (6-12 Du/acre)	HDR (13+ Du/acre)	Total
Ex. Mix	65%	25%	10%	100%
Planned Mix**	60%	25%	15%	100%
Overall Mix	61%	25%	14%	100%

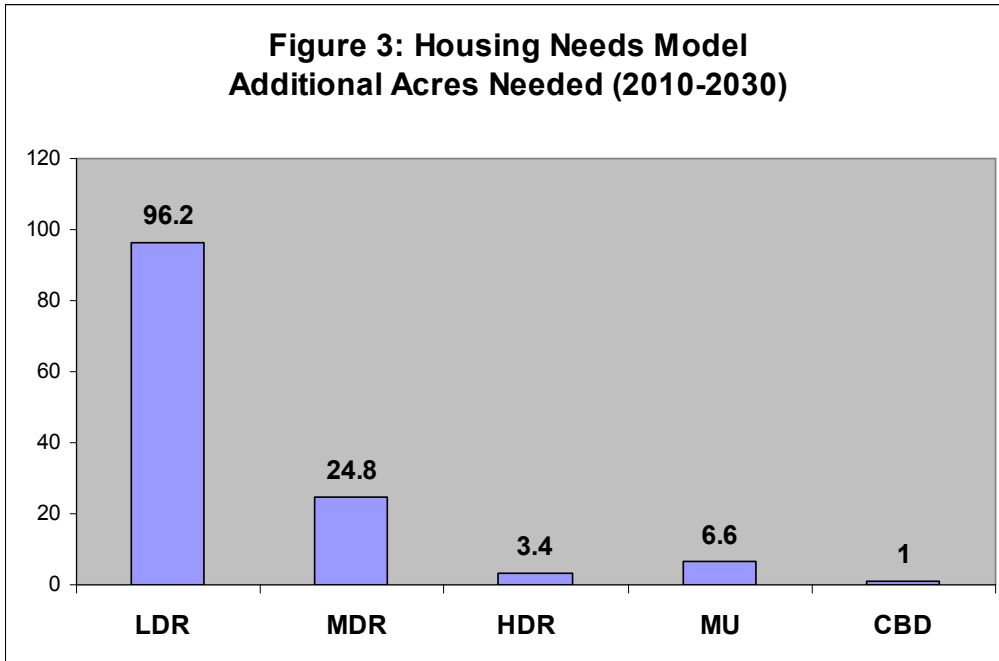
*MDR represents corner lot-duplex provision in Coburg

**Buildable Lands only

Table 4.22: Coburg Planned Densities by Zone and Housing Type

	Planned Densities			AVG
	LDR	MDR	HDR	
Single Family Detached Units	4.75	6.5		4.8
Manufactured Dwelling Park Units		8	9	8.7
Single Family Attached Units	8	10	12	9.94
Multi-Family Units		12	16	14.7
Density Overall Zone	5	10	14	7.5

**Figure 3: Housing Needs Model
Additional Acres Needed (2010-2030)**



TAC Input Requested: CUS Staff would like the TAC to review these conclusions and express any pressing concerns about the results or assumptions presented. This TAC meeting will be able to dedicate significant time to the issue, but staff is very interested in addressing concerns by other means.

- **UGB Expansion Analysis**

The purpose of the Coburg Urban Growth Boundary Expansion Analysis is to identify where to expand the urban growth boundary (UGB) so that the City has enough land to meet residential and economic needs for the next twenty years (2010-2030). The analysis is required to meet the Statewide Planning requirements that cities must follow to expand their UGB. This analysis builds on the Housing Needs Analysis, Economic Opportunities Analysis and the Buildable Land Inventory to analyze where and how much to expand the UGB. The analysis will specifically address the eleven possible expansion alternatives identified by the TAC, and will provide a recommendation for a preferred alternative.

Steps in the Urbanization Study Process

	Chapter 3. Buildable Land Inventory: Identify all types of vacant, potential infill, potential redevelopment and environmentally constrained land within the existing UGB for residential, commercial, and industrial land.
	Chapter 4. Housing Needs Analysis. Determine types and densities of residential development within the UGB using the Housing/Land Needs. Determine the amount of land needed to meet future demand at appropriate types and densities based on historical and potential future development trends, population changes and growth projections, and economic factors. Address all Goal 10 Housing, and Goal 14 requirements. Housing needs are estimated using the Housing/Land Needs Model.
	Chapter 5. Economic Opportunities Analysis: Estimate need for commercial and industrial land based on historic and current trends related to employment projections and local economic potential. Identify size and characteristics of employment land needs. Address requirements of Goal 9.
	Chapter 6. Supply and Demand Comparison: Determines whether there is a deficit or surplus of buildable land for residential, commercial, and Industrial needs.
<i>This Section</i>	Chapter 7. UGB Expansion Areas Analysis.

Regulatory Framework

This chapter presents an evaluation of potential areas for a UGB expansion. The State of Oregon, Lane County, and the City of Coburg all have policies and rules that direct when, where, and how to expand the UGB. The following is outline lists the various pieces of this framework of regulation. Each section of the Study references the applicable regulation.

- **State Planning**
 - Goal 9: Economic Development
 - Oregon Administrative Rule, Division 9
 - Goal 10: Housing

- Oregon Administrative Rule, Division 8
- Goal 14: Urbanization
 - Oregon Revised Statute 197.298: Priority of land to be included within UGB
 - Oregon Administrative Rule 660 Division 24, Urban Growth Boundaries
- **Lane County**
 - Lane County Rural Comprehensive Plan
 - Policies regarding priority of land to be included in a UGB expansion
- **City of Coburg**
 - Local Criteria

What does this regulatory framework mean? Once a Buildable Lands Inventory determines there is a need for more land within the UGB to accommodate the growth planned for the next 20 years, the City must decide how to meet that need. The options are to increase the development capacity inside the UGB, to expand the UGB, or do both. Cities wanting to expand their UGB must conduct a study of the surrounding area to identify potential areas for inclusion. This first screen narrows the universe of land adjacent to the UGB into a set of potential expansion alternatives. The second screen compares the expansion alternatives to see which best meet local needs and satisfy state requirements. State and local regulations guide the study methodology.

Statewide planning Goals 9, 10 and 14 all require cities to provide a 20- year supply of buildable land within urban growth boundaries (UGBs). The report has tentatively concluded that an additional 130 acres of gross vacant buildable residential land beyond the current urban growth boundary would be necessary in order to serve the city's anticipated residential growth to the year 2030. This is slightly more than the 109 acres estimated in the 2004 Study. Likewise, an additional one to two 20 plus acre sites need to be added to the Coburg UGB to accommodate economic potential, and 30 acres to accommodate parks needs over the planning period.

The process and criteria for justifying an expansion of an existing urban growth boundary are found in several State planning laws and goals. Most important to this process are those found in Oregon Revised Statute 197.298 (Priority of land to be included within urban growth boundary), Goal 2 (Exceptions process), and Goal 14 (Urbanization). ORS 197.298 establishes the following priorities for expanding UGBs:

1. Established Urban Reserves;
2. Exception land, and farm or forest land (other than high value farm land) surrounded by exception land;
3. Marginal lands designated pursuant to ORS 197.247;
4. Farm and forest land.

Although the 2004 Urbanization process produced some conceptualization of Urban Reserves, Urban Reserves were never adopted for the City of Coburg. Coburg has no marginal lands adjacent to its urban growth boundary. There are, however, exception lands and farm lands adjacent to the Coburg UGB. To provide for the unmet future need, Coburg must inventory and assess the lands that surround its current boundary to determine those lands that are most appropriate to accommodate future urban development, consistent with Goal 14 and the City's plan policies.

Coburg's UGB Expansion Background and Priorities

Staff will present at the meeting, a Power Point presentation summarizing and introducing some background in UGB expansion in Coburg. This consists largely of map representations of growth scenarios, recommendations and existing conditions related to transportation, natural constraints, and employment and residential land.

Several recent planning processes have specifically addressed expansion. These efforts have included extensive, and therefore valuable, stakeholder outreach and feedback. Staff has included a draft of the Power Point presentation as Attachment A in order to allow the TAC to familiarize themselves with the mapped concepts before the meeting. It includes a summary of the expansion outcomes of both the 2003 town planning process as well as the preliminary findings of the 2004 Urbanization Study.

Staff has also included a summary of Coburg Comprehensive Plan Policies addressing Expansion as Attachment B.

TAC Input Requested: CUS Staff would like the TAC to review the attachments (specifically the PowerPoint summary) regarding UGB Expansion background, existing conditions and policy. Input related to the accuracy of this information or more recent information or issues will be valuable for the analysis.

Alternatives Selection/Comparison Methodology

Goal 14 states that:

The Location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations....

At the TAC's first meeting, 11 Expansion Study Areas were identified. Coburg's Urban Growth Boundary has a perimeter of approximately 7.5 miles. The overall Expansion Study Area includes almost all lands adjacent to the current UGB (see Map 1). The expansion study areas utilized for this urbanization study are identical, for the most part, to the study areas utilized in the 2004 Urbanization Study. The only difference is the addition of study areas 9, 10 and 11 to the original 8 Study

Areas. This was seen to be important because it would allow preserve the accuracy of extensive analysis done on study areas 1-8 during the 2004 analysis.

Table 3: Expansion Alternatives Location and Size

Exp. Alternatives	Location Description	Size (acres)
1. Coburg Road – Roberts Road	Adjacent to southwestern portions of the current UGB. Consisting parcels east of Coburg Road and West of Roberts Road.	95
2. Coburg Road- Funke Road	Adjacent to the UGB at the north end. Includes lands south of the existing UGB, west of Coburg Road and east of Funke Road.	64
3. Coburg Bottom Loop East	Includes lands south and west of the existing UGB, west of Coburg Road and Vintage Way, and east of Coburg Bottom Loop. The area is contiguous with the existing UGB on the northeast side.	74
4. Coburg Bottom Loop West	Includes lands west of the existing UGB, between Coburg Bottom Loop and the western boundaries of the larger tax lots along Coburg Bottom Loop. The area is contiguous with the existing UGB on the north side and part of the east side.	109
5. Stalling Lane –Coburg Road North	Includes lands north and west of the existing UGB, along Stalling Lane and Coburg Road (north of the elementary school). The area is contiguous with the existing UGB on part of the east side.	200
6. Van Duyn – Coburg Industrial Way	Includes lands north of the existing UGB, between Van Duyn and Coburg Industrial Way. The area is contiguous with the existing UGB on the north side and part of the east and west sides.	209
7. East I-5 North	Includes large parcels east of the existing UGB and across Interstate 5 north of Van Duyn Street. The area is not contiguous with the existing UGB.	240
8. East I-5 South A	Study area 8 includes lands east of the existing UGB and across Interstate 5. The area is contiguous with the existing UGB.	142
9. East I-5 South B- Selby Way	Study area 9 includes lands south and east of the existing UGB and across Interstate 5 along Selby Way. The area is contiguous with the existing UGB only in the very northwest corner.	26
10. Coburg South	Study area 10 includes lands south of the existing UGB on both sides of Coburg Road from Interstate 5 to almost Funke Road. The area is contiguous with the existing UGB only in the very northeast corner.	104
11. Coburg North-Indian Drive and Paiute Lane	Includes lands north of Study Area 6 along North Coburg Road. Includes developed Indian Drive and Paiute Lane. Is adjacent to the UGB on the eastern side.	84

Much of the land surrounding the UGB is acreage of relative flatland. Essentially all of land surrounding Coburg is high value soils. Additionally, there are several study areas that contain existing development and population of note.

Not all of the area adjacent to the existing UGB is included in the more detailed analysis of expansion alternatives. An initial review of the land surrounding the UGB was undertaken in an effort to eliminate areas adjacent to the UGB that could be excluded from consideration for expansion. ORS 197.298 provides the guidelines required for this process. Additionally, State OAR (660-024-0060(5) provides local governments the authority to guide the selection of expansion alternatives through City policies specifying certain land characteristics as necessary for land to be suitable for expansion. That OAR reads:

If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.

An analysis of ORS Priorities as well as locally specified characteristics or “local criteria” as they will be referred to throughout the analysis, is conducted in both the identification of expansion alternatives, as well as in the selection of a final preferred alternative(s). Attachment C depicts the eleven expansion alternatives identified through this analysis. Following is an introduction to the analysis of expansion priorities utilizing the priorities criteria outlined in ORS 197.298, as well as potential local criteria.

ORS 197.298—Expansion Priorities Analysis

The buildable lands analysis determined that Coburg has 40.9 acres of vacant or underdeveloped residential land, far less than needed for the planning period. The Economic Opportunities Analysis also revealed a need for one or two additional large employment designated sites. To provide for the unmet future need, Coburg must inventory and assess the lands that surround its current boundary to determine those lands that are most appropriate to accommodate future urban development, consistent with Goal 14 and the City’s plan policies.

Oregon Revised Statute (ORS) 197.298 sets forth priorities for determining what types and areas of land should be considered for inclusion in an Urban Growth Boundary. It also sets forth circumstances under which the priorities may be altered. These priorities serve as an initial guide in developing a study methodology. In the proceeding analysis each subsection is addressed to determine its relevance to this particular study and to identify what data and analytical approaches would be used to construct a basic expansion alternative evaluation.

The purpose of statewide planning Goal 14 is to “*provide for an orderly and efficient transition from rural to urban land use.*” To accomplish this, statewide planning Goal 14 establishes seven criteria or “location factors” for evaluating UGB expansions. They are presented below:

Factor 1: Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.

Factor 2: Need for housing, employment opportunities, and livability.

Factor 3: Orderly and economic provision for public facilities and service.

Factor 4: Maximum efficiency of land uses within and on the fringe of the existing urban area.

Factor 5: Environmental, energy, economic and social consequences.

Factor 6: Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority.

Factor 7: Compatibility of the proposed urban uses with nearby agricultural activities.

The expansion analysis identifies eleven UGB expansion study areas that ring the existing Coburg UGB. For each of the sub-areas the City will provide a general site description, buildable lands and development patterns analysis, inventory of available utilities, and discussion of factors influencing future urbanization.

Selection of a preferred expansion area will be based upon the analysis described above. It should be noted that an expansion could include just as portion of a study area, as well as the combination of portions of separate study areas.

Based on a review of the 2004 Study and a preliminary review of new areas added (9-11), the following is a preliminary high-level overview of how different Study Areas respond to the location standards:

Analysis of Expansion Analysis Subarea Compliance with Location Factors							
	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	Factor 6	Factor 7
Area 1	⊗	⊗	↔	⊗	⊗	√	↔
Area 2	⊗	⊗/R	↔	√	↔	√	√
Area 3	⊗	⊗/R	√	↔	√	√	√
Area 4	⊗	⊗/R	√	√	√	√	√
Area 5	↔	↔/R	↔	↔	√	√	√
Area 6	↔	↔/R	⊗	⊗	⊗	√	↔
Area 7	↔	↔/E	⊗	↔	⊗	√	√
Area 8	↔	↔/E	⊗	⊗	⊗	↔	↔
Area 9	⊗	⊗/E	↔	√	⊗	↔	↔
Area 10	⊗	⊗	↔	√	↔	↔	↔
Area 11	⊗	⊗/R	⊗	√	↔	√	√

- ⊗ Study area well suited to comply with Location Standard
- √ Study area not well suited to comply with Location Standard
- ↔ Study area partially complies with Location Standard
- E Employment Land
- R Housing Land

As noted in the 2004 Study, the City faces some difficult decisions regarding where to expand its UGB. ORS 197.298 requires the City to look at exceptions lands first. There is significant capacity for new housing on exceptions lands, however the 2004 Study noted there may not be support of existing landowners to be brought into the UGB and the development patterns in the exceptions areas, particularly those in Study areas 2 and 5 present significant service obligations to the City. Moreover, the exceptions areas may not be able to provide lands to meet all of the City's identified housing needs.

From an urban form, efficiency, and cost of service perspective, Area 6 appears to be the best choice. Unfortunately, Area 6 is primarily in Class 1 and 2 soils, making it lower priority based on Goal 14 factor 6. Areas 8 and 9 are the highest rated lands based on the Goal 14 Factor 6 hierarchy. These areas, are better suited for employment lands given the adjoining exception lands that were annexed by the City and proximity to the interchange.

It was noted that Areas 1, 2, 3, and 4 would all require wastewater pump stations. This issue is more pronounced in areas 3 and 4 which have a greater elevation differential.

Areas 2, 3, and 4 have the greatest potential for environmental impact given the amount of floodplain in these areas. Areas 1 and 6 probably have the least energy consequences from a transportation and service-delivery perspective because of their location to the UGB.

Areas with more land contiguous to existing development, such as areas 1 and 6 are probably most compatible with nearby agricultural activities. However, any land that is adjacent to agricultural activities will have an impact with respect to Factor 7.

Based on these factors, in the 2004 Study, ECONorthwest recommended that the City initially focus its evaluation on areas 5 and 6. Area 5 contains a large number of exception lands, therefore meeting the exceptions requirement; Area 6 would round out the UGB and provide opportunities for extending Willamette Street. If the more detailed evaluation of Area 6 suggests that it will be difficult to justify, ECONorthwest recommend Areas 1 and the exceptions components of Areas 2 and 5 as the next area to focus on.

This recommendation was generally consistent with the Town Plan concept generated in the Coburg Crossroads (see Attachment 1), with the exception that the Coburg Crossroads anticipated a larger land need than currently forecast either in the 2004 Study or this study. It should be noted, however, that the emphasis in the 2004 Study and subsequent review by the City, focused predominately on expanding lands on the north edge of the existing City limits, in Study areas 5 and 6, with smaller acreage (in the form of exception lands) being added on the south side of the City (on exception lands in Study Areas 1 and 2). This differs slightly

from the preferred Town Map alternative, which showed expansion on both the north and south edges of the City and, in particular, more significant expansion on the south side in order to infill within the southwest corner.

In anticipation of UGB expansion, the Planning Commission continued work on zoning new UGB areas in 2004. As part of this effort, the Planning Commission focused on the areas recommended in the 2004 Study, as follows:

- A portion of Study Area 6;
- A portion of the exception lands of Area 5;
- Exception lands within Area 1 and 2, with a small connection along the south part of the existing UGB to connect these two Study areas; and
- A portion of Study Area 7 (for employment lands).

TAC Input Requested: CUS Staff is interested in feedback and questions related to the proposed methodology and statutory “location factors.” Staff would also like the TAC to determine whether it supports continuing to focus on the Study Areas identified in the 2004 Study (1, 2, 5, and 6 for Housing, and a portion of 7 for employment), or whether new Study Areas should be more thoroughly studied, given the Factor analysis noted above. In particular, it is recommended that the TAC discuss whether areas in the southwest portion of the City should be reconsidered for UGB expansion, as originally drafted in the Coburg Crossroads Town Map. Further, it is recommended that the TAC discuss the different merits of Study Areas 7, 8 and 9 in meeting the employment needs of the City.

Efficiency Measures-Accommodating Needs inside the UGB

The City of Coburg must show that it is implementing and intends to implement continuing measures that encourage the efficient use of land within the UGB in accordance with Goal 14. These measures support the fact that Coburg is making an acceptable effort to accommodate expansion within its existing UGB, before expanding outward. Several efficiency measures, such as allowing duplexes on corner lots, are included in existing policies, but additional measures and policies should be reviewed and perhaps included.

TAC Input Requested: Staff will develop suggestions for efficiency measures but invites any suggestions from the TAC.