



# Urban Growth Boundary Future

## Response to Frequently Asked Questions...

We are in the process of discussing our future land needs and alternatives for expansion of the Urban Growth Boundary (UGB). This Study is a follow-up to previous planning efforts, when the Urbanization Study (2004), Comprehensive Plan (2005), and Zoning Code (2005) became the result of over 10 years of community visioning for Coburg. State requirements and Coburg's completed vision included a commitment made to finish the examination as soon as the essential wastewater system was designed and implemented.

Over the last year, the City has been conducting analysis to determine land available for development within the urban area, as well as demand for adjacent residential, commercial, and industrial lands. The Study must estimate the land needed to accommodate residential and employment growth over 20 years, and determine whether the City has sufficient land within its current UGB to meet the estimated land needs. If the Study shows that the City does not have enough land, it will need to expand the boundaries of the UGB to meet the forecasted demand.

The following provides a brief overview of some of the key issues concerning the study of Coburg's Urban Growth Boundaries.

### *What is an Urban Growth Boundary (UGB)?*

An urban growth boundary is a legal boundary separating urban land from rural land. Under Oregon law, each city in the state has an urban growth boundary. The boundary controls urban expansion onto farm and forest lands. Cities are required to maintain a 20-year supply of buildable land for housing and employment inside their UGBs. Land inside a UGB is intended for development, either in the near-term or long-term (with some exceptions, such as parks or other open space), and must be planned for urban development. It is also to be supported by urban services such as roads, water and sewer systems, parks, schools, and fire and police protection that create thriving places to live, work and play. The UGB is one of the tools used to protect farms and forest from urban sprawl and promote the efficient use of land, public facilities and services inside the boundary.

### *What is the process to amend an UGB?*

In a nutshell, the UGB process consists of

- Determining **how much land** is needed for 20-year growth of the urban area, and
- Determining **which land** is best suited to accommodate that need, after considering the various possible areas for UGB expansion capable of meeting the 20-year land needs.
- Finally, the UGB amendment process includes planning for areas that are added to a UGB. This includes delivery of City services and infrastructure and a zoning designation.

The City is required to follow State Planning laws, including forecasting population through a coordinated effort with the county and the state. A formal process is required to amend a UGB, and it generally begins with the city. The City is required to periodically conduct a review of the land

supply and, if necessary, expand the UGB to meet that requirement. The city's adoption of a UGB amendment is not official until the county also adopts it in a formal public process. This must be an open public process, with notice and an opportunity for public testimony, and is generally a "legislative process," because it changes the plan and zoning in a manner that may affect the entire city. Under state law (ORS 197.650), a UGB amendment is a "post-acknowledgement plan amendment" (nicknamed a "PAPA"). A land owner may also initiate an expansion to include his/her land. However, it requires an acknowledged urbanization study/analysis by which the case for or against inclusion is closely tied.

***When was the last time the City of Coburg expanded the Urban Growth Boundary?***

UGBs are not static. In 2004, the City extended the UGB to include employment lands located area east of Interstate 5. Several additional expansion proposals were halted at that time, pending wastewater construction.

***What are some of the planning rules that apply?***

The laws for UGB amendment are found under state law (ORS 197; many sections of ORS 197 apply to UGBs, including statutes on population forecasts, needed housing, periodic review, public facilities, etc.), as well as accompanying administrative rules.

The determination of residential land needs for an urban area must be consistent with the adopted 20-year coordinated population forecast for the urban area, and with the requirements for determining housing needs in Goal 10, rules and statutes.

Statewide Planning Goal 10 and applicable statutes require an analysis of needed housing in the community over the 20-year planning period. The housing needs analysis includes examination of the appropriate housing mix and the number of units of housing needed to accommodate future demand, based on the population forecast, household size, and other demographics. This analysis translates to the number of acres of land required to accommodate future residential growth. Projected housing density must be based on the housing needs analysis because lot size and housing type are such important factors in housing affordability.

"Employment needs" include the land needs for industrial, retail, office, other employment uses. The determination of 20-year employment land need for an urban area must comply with applicable requirements of Goal 9 and administrative rules, and must also include a determination of the need for a near-term supply of land for employment uses.

The determination of 20-year land needs for transportation and public facilities must comply with applicable requirements of Goals, rules, and statutes. The determination of school facility needs must also comply with statutes for the local governments specified in those statutes.

More information can be found on Oregon State's Department of Land Conservation and Development's website: [www.oregon.gov/LCD](http://www.oregon.gov/LCD)

***What is the forecasted population growth?***

Population and employment forecasts provide the foundation for assessing land needs. The City of Coburg was a participant in an application submitted to Lane County to amend the Lane County Rural Comprehensive Plan to include a coordinated population forecast for the urban areas inside its boundaries. On June 17, 2009, the Lane County Board of Commissioners voted unanimously in support of [Ordinance No. PA 1255](#), thus adopting a coordinated 20-year population forecast for Lane County and each of its urban areas, including Coburg. The population forecast for 2030 is 3,363. This forecast assumes that a wastewater system will be built.

***What is the forecasted employment growth?***

The employment forecast projects employment growing at an average annual rate of 0.83% in the 2010-2030 period, to a total employment of 4,035 in 2030. The 20-year forecast for Coburg was extended to 2030, based on the Oregon Department of Employment's employment forecast for Lane County for the 10-year period of 2006-2016 (the most recent economic forecast at the time the forecast was made). With the help of the Coburg Urbanization Study Technical Advisory Committee and input from local and regional economists, the County trend for each industrial sector was adjusted to reflect rates more specific to Coburg. This forecast assumes that a wastewater system will be built.

***How does the closure of Monaco affect Coburg's forecasted employment growth?***

In early 2009, Coburg's (and one of Lane County's) largest employers Monaco Coach, filed for bankruptcy and closed its operations in Coburg. This closure resulted in the loss of almost 2,000 of Coburg's employees. This significant employment loss has had a dramatic effect on Coburg's current (and short term) employment figures. The Coburg Urbanization Study provides analysis for the long term (20-year) employment needs of Coburg. One helpful way to think of this analysis is to imagine planning for Coburg's 2009 employment needs back in 1989 (20 years ago). Because of Coburg's locational advantages (its proximity to Eugene-Springfield, Interstate 5, and regional, national, and international markets) the Coburg Urbanization Study Team assumes that the immediate loss of significant employment will not result in significant reductions to long term forecasts. In essence it is assumed, and supported, that over the next twenty years the Monaco site will be occupied by another employer and continue to generate significant employment needs. These needs combined with increased wastewater capacity are anticipated to result in the increased employment demands reflected in the forecast used for this study.

***How much buildable land does the Coburg UGB currently have?***

Early in the process, the City began study of the existing UGB to determine:

- Does UGB contain enough suitable industrial and commercial land needed to satisfy long and short-term demand? "Suitable" means serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use.
- Does UGB contain enough buildable land at residential densities to satisfy its forecasted population growth? "Buildable Land" refers to land within the urban growth boundary, including both vacant 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:

- Is severely constrained by natural hazards;
- Is subject to natural resource protection measures;
- Has slopes of 25 percent or greater;
- Is within the 100-year flood plain; or
- Cannot be provided with public facilities.

Based on this analysis, it was determined that of the 170.6 total acres of residential lands within Coburg's UGB, of which 168 acres are designated Traditional Residential (TR) and 2.6 acres are designated as Traditional Medium Density Residential, the total number of buildable acres in Coburg's UGB is 40.9 acres. That includes 38.3 acres of buildable TR zoned land, and 2.6 acres of buildable TMR zoned land.

For employment lands, there are 5 acres in the downtown area, 38.2 acres in the Highway Commercial area, and 28.4 acres in the Light Industrial area.

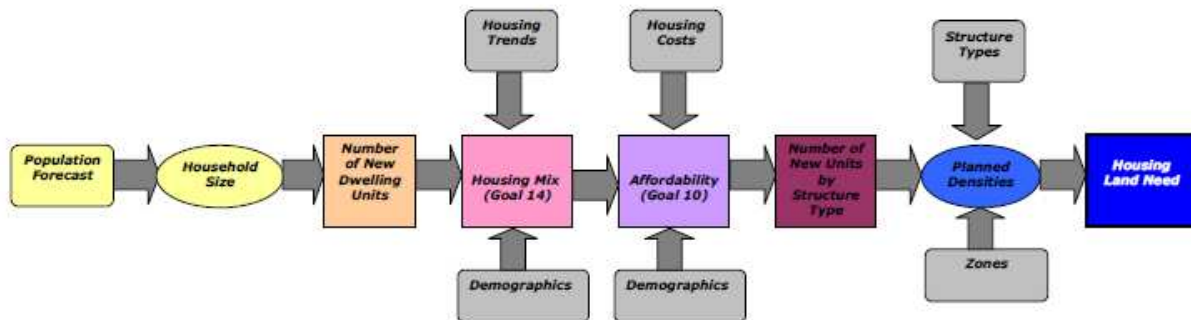
### ***How much land will be required for employment in the long-term?***

An analysis of buildable sites in Coburg reveals that the City lacks buildable sites large enough to meet the demand of a mid to large firm or new business park.

The City's economic priorities have focused on promoting a diverse economy and strong tax base, while preserving (and capitalizing) on the existing small town dynamic. Additional priorities include a desire to attract more professional office activity, as well as health related businesses. Also, the City has indicated its continuing commitment to provide an adequate amount of level, buildable land which has good access to arterial streets within existing city limits to meet local and regional industrial needs. Recent visioning and policy efforts all document a priority for taking advantage of these economic opportunities. As a result, the Study result suggests the need to include one to two larger tracts of buildable industrial land (20+ acres) in order to take advantage of the City's opportunities and address the City's economic objectives.

### ***How much housing will the City need?***

The determination of housing need is complex, as it balances Goal 14 "Efficiency" standards as well as Goal 10 "Housing Need" standards. The analysis requires a balancing and consideration of both important standards. The following provides a brief overview of the analysis of housing needs:



Based on the adopted coordinated population forecast, Coburg will need to provide about 888 new dwelling units to accommodate growth between 2010 and 2030. About 702 dwelling units (79%) will be single-family type, which includes single-family detached, manufactured dwellings, and attached single family (e.g. duplexes). About 186 units (21%) will be multi-family housing, which includes triplexes and fourplexes and could include limited larger complexes, if the City chooses to amend its current zoning to allow this type of housing.

Based on this analysis, it is forecast that there is a need for more than 98 acres to support future population growth. To meet this land need, approximately 15 acres of property currently designed for Traditional Residential development along Pearl Street is recommended to be redesignated for mixed-use development, with approximately 8 of the 15 acres used for more compact housing (at an average of 15 dwelling units per acre). Of the new 98 acres, 82.3 acres (83%) would be in low density housing (with an average of 5.0 dwelling units per acre), 14.6 acres (15%) would be in medium density housing (with an average of 10 dwelling units per acre), 1.9 acres (2%) would be in more compact housing (with an average of 14 dwelling units per acre).

The overall density for proposed buildable lands in Coburg would be approximately 6.6 units per acre.

***How much land will be required for public and semi-public uses?***

Coburg will need to provide land for uses other than housing and employment. Public facilities such as schools, a medical clinic, city service buildings, churches, parks, and other non-profit organizations will expand as population increases. Based on an evaluation of the City’s adopted Parks and Open Space Master Plan as well as anticipated need for streets and roads, it is forecast that the City will need approximately 49.2 additional.

***Are there ways to reduce the size of the UGB expansion?***

The City can reduce the size of the UGB expansion through the use of land-use efficiency measures. Land-use efficiency measures reduce the amount of land needed for the projected growth by increasing the efficiency, most often the density, of development.

For instance, if the City were to attempt to accommodate the 2,260 new residents projected in the coordinated population forecast within its current UGB boundaries at current zoned densities (and based upon the availability of sewer), only approximately 30% of the new needed units could be provided. The City would need to significantly modify the existing zoning within the UGB to be able to provide needed housing for the remaining 70% of the forecasted new residents, with subsequent impacts to character, traffic, and livability.

While there are some potential land use efficiency measures options that the City could consider, it is not anticipated that these measures would provide a significant number of needed acres over the planning period.

***Will the City need to expand its UGB?***

Yes. The state planning requirements are clear: if a city identifies a deficit of lands within a UGB that cannot be addressed through land use efficiency measures, it is required to expand its UGB.

Based on the current analysis, the City will need to expand its UGB for each type of land within the UGB, as follows:

- The City should add approximately one lot or tract of land consisting of 20-50 acres of land to accommodate flexibility in responding to industry employment opportunities during the planning period (2010-2030).
- The City will need 148 acres of land to accommodate residential development and public facilities for the 2010-2030 period.

***Where can I obtain more information about the UGB process?***

You are encouraged to contact Petra Schuetz at (541) 682-7858 or [planning@ci.coburg.or.us](mailto:planning@ci.coburg.or.us), or go to [www.lcog.org/coburgurbanization](http://www.lcog.org/coburgurbanization).