



DLCD

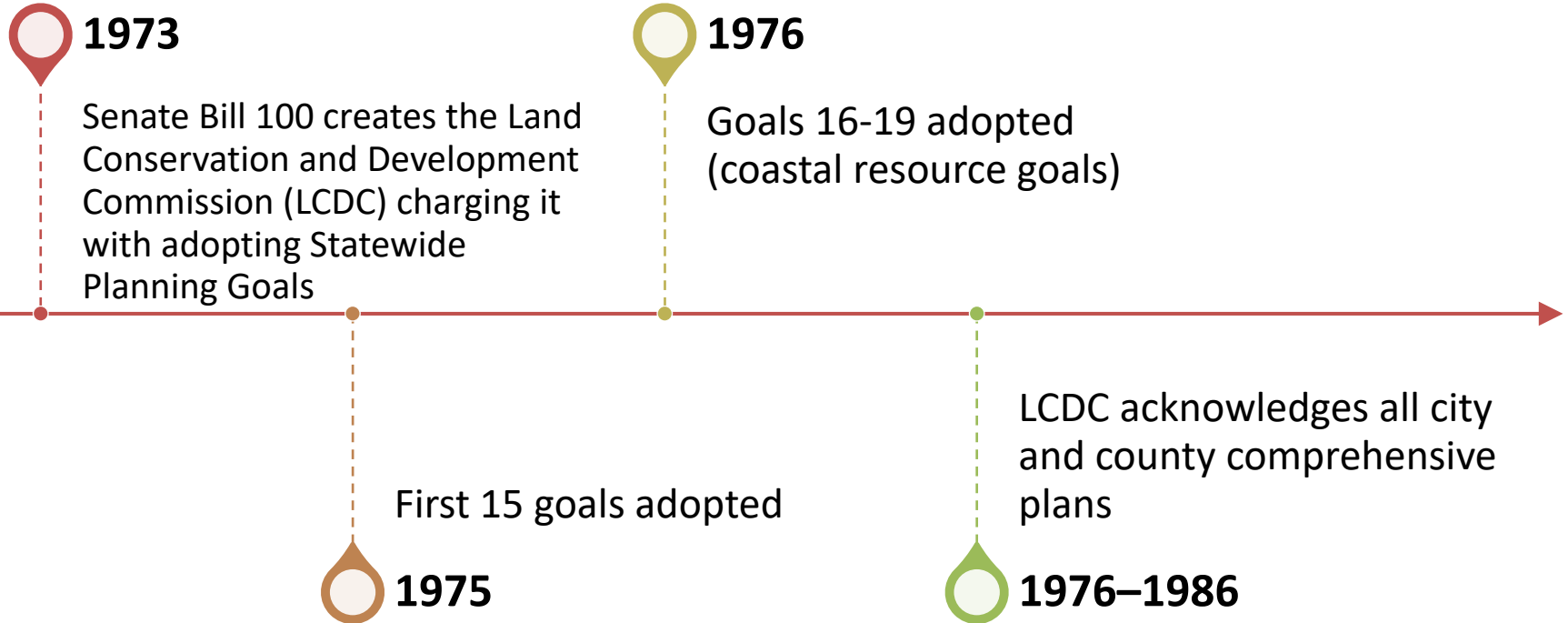


Urban Growth Boundary Expansions and the Sequential UGB Process

City of Molalla
November 16, 2022

Kelly Reid and Kevin Young

History of Modern Planning in Oregon



Land Conservation and Development Commission

- Seven volunteer-members
 - representative of regions of the State
 - appointed by Governor and confirmed by Senate
- provides policy direction for the land use planning program
- oversees DLCD operations



Land Conservation and Development Commission



Chair Anyeley Hallova:
Metro Area



Gerard Sandoval, PhD:
Willamette Valley



Kaety Jacobson: Coast



Vice Chair Nick Lelack:
Eastern Oregon



Barbara Boyer:
Willamette Valley



Stuart Warren:
Southern Oregon



Allan Lazo: Metro Area

Statewide Planning Goals

- Goal 1 – Citizen Involvement
- Goal 2 – Land Use Planning

- Goal 3 – Agricultural Lands
- Goal 4 – Forest Lands
- Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6 – Air, Water, and Land Resources Quality
- Goal 7 - Areas Subject to Natural Hazards
- Goal 8 - Recreation Needs
- Goal 13 – Energy Conservation
- Goal 15 - Willamette River Greenway

- Goal 9 – Economic Development
- Goal 10 - Housing
- Goal 11 - Public Facilities and Services
- Goal 12 - Transportation
- Goal 14 – Urbanization

- Goal 16 – Estuarine Resources
- Goal 17 – Coastal Shorelands
- Goal 18 – Beaches and Dunes
- Goal 19 – Ocean Resources

What is DLCD?

Staff to LCDC

Charged by the Legislature with:

- managing urban growth;
- protecting farm and forest lands,
- coastal areas, natural resource lands; and
- providing for safe, livable communities in concert with the vision of the local communities.





LAND

“They’re not making any more of it!”



Except in Dubai...

GOAL 14 - URBANIZATION

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment **inside urban growth boundaries**, to ensure efficient use of land, and to provide for livable communities.





Three philosophies

1. Unmanaged growth
2. No growth
3. Managed growth – Oregon's urban planning requirements

UGB Adjustments 2016 -2022

From 2016 through 2022, cities filed 38 comprehensive plan amendments to adjust their UGBs. Of those, only two plan amendments were not approved, resulting in 36 successful UGB adjustments.



95%
approved

83% not
appealed

80%
approved
within one
year of local
adoption

**SUFFICIENCY OF
URBAN GROWTH
BOUNDARY (TO MEET
20 YEAR LAND NEEDS,
PER OREGON
ADMINISTRATIVE RULES
660-24)**

1. LAND SUPPLY

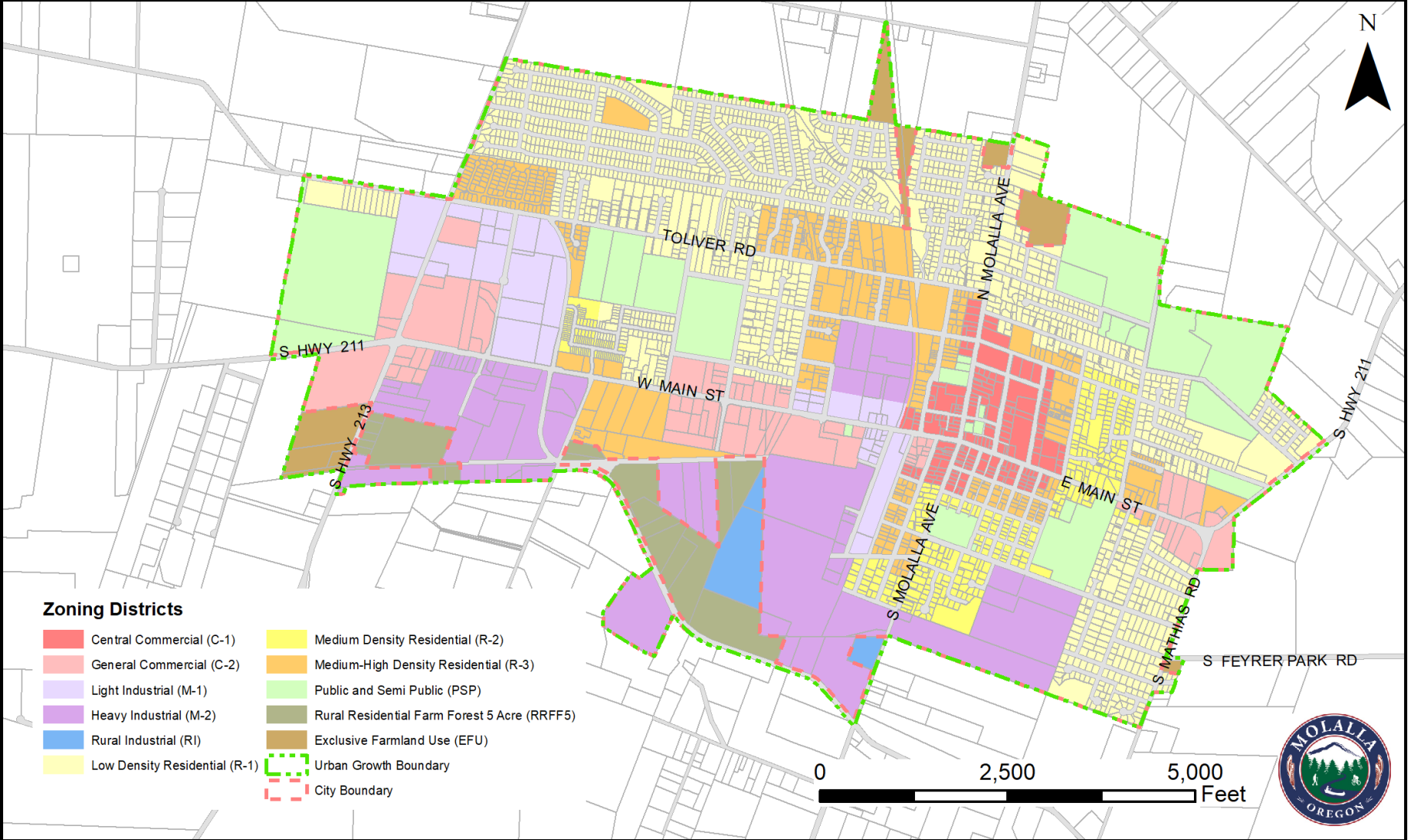
**2. ANTICIPATED
FUTURE DEMAND**



Goal, Statutes, Rules

1. Goal 14
2. ORS 197.298
3. ORS 197A.300-197A.325
4. OAR 660-024 (UGBs)

Molalla's Lands



Buildable Land Inventory

FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2019)

ZONE	Buildable Acreage				Projected Unit/ Net Acre	Housing Unit Capacity			
	Partially Vacant	Vacant	Total	Share		Partially Vacant	Vacant	Total	Share
R1 - Limited Residential	12	20	32	2%	4	42	93	135	1%
R2 - General Residential	171	728	899	57%	8	1,320	5,767	7,087	69%
R3 - County Residential	310	284	594	38%	4	1,097	1,523	2,620	26%
R4 - Resid. Redevelopment	3	4	7	0.4%	10	24	35	59	0.6%
CMU - Mixed Use	24	8	32	2%	10	239	77	316	3%
<i>TOTALS:</i>	<i>520</i>	<i>1,044</i>	<i>1,564</i>		<i>7</i>	<i>2,722</i>	<i>7,495</i>	<i>10,217</i>	
<i>Low Density Residential</i>	<i>322</i>	<i>304</i>	<i>626</i>	<i>40%</i>		<i>1,139</i>	<i>1,616</i>	<i>2,755</i>	<i>27%</i>
<i>Medium Density Residential</i>	<i>171</i>	<i>728</i>	<i>899</i>	<i>57%</i>		<i>1,320</i>	<i>5,767</i>	<i>7,087</i>	<i>69%</i>
<i>High Density Residential</i>	<i>27</i>	<i>12</i>	<i>39</i>	<i>2%</i>		<i>263</i>	<i>112</i>	<i>375</i>	<i>4%</i>

Source: Angelo Planning Group

How to Determine Demand?

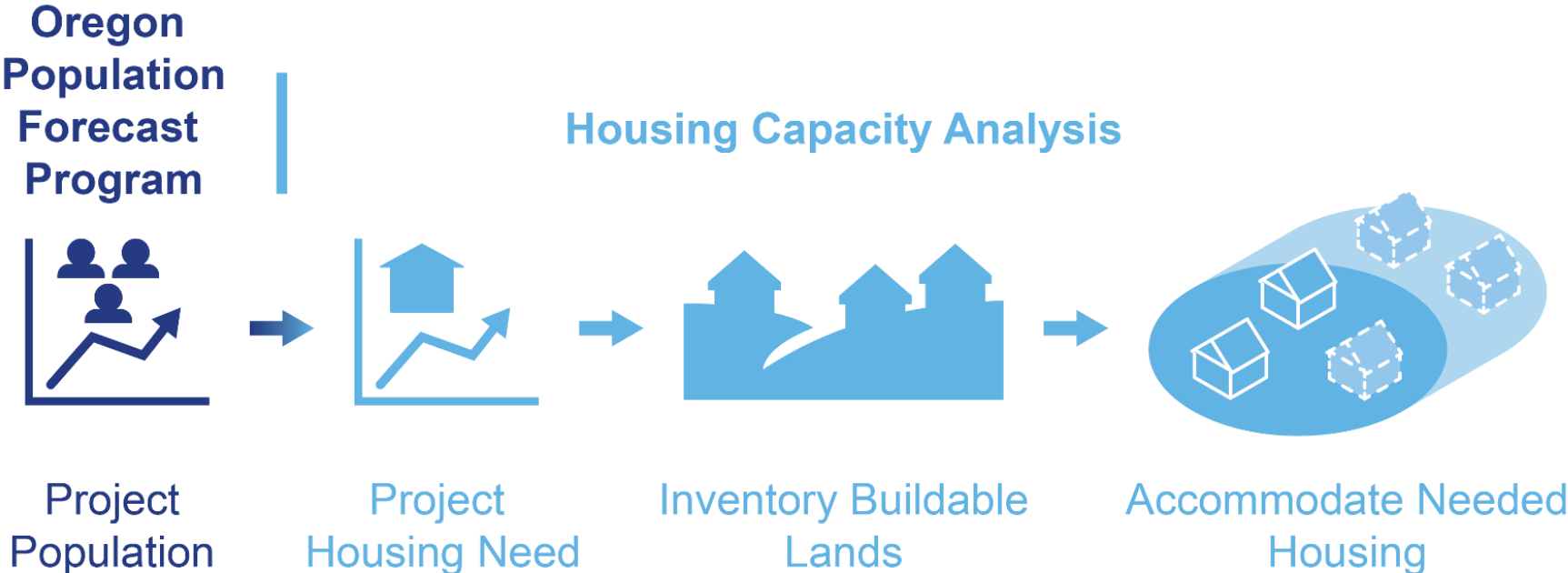
- GENERAL LAND NEEDS (generally residential and employment lands) based upon a 20-year population forecast, or for the simplified UGB process, a 14-year forecast
- SPECIFIC LAND NEEDS “housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories in this subsection”



Three Types of Studies to Determine Future Land Needs

1. **Housing Capacity Analysis (aka “Housing Needs Analysis”)**
2. **Economic Opportunities Analysis**
3. **Public Facility Studies – may be parks plan, water or sewer master plans, etc.**

General Land Need (OAR 660-024)



Molalla's Land Needs

10,201

2021 population



15,660

By 2042



= 2,077 additional housing units

Based on draft Housing Needs Analysis from Emerio Design Group, Oct 2022

“Intermission” Between Need And UGB Expansion

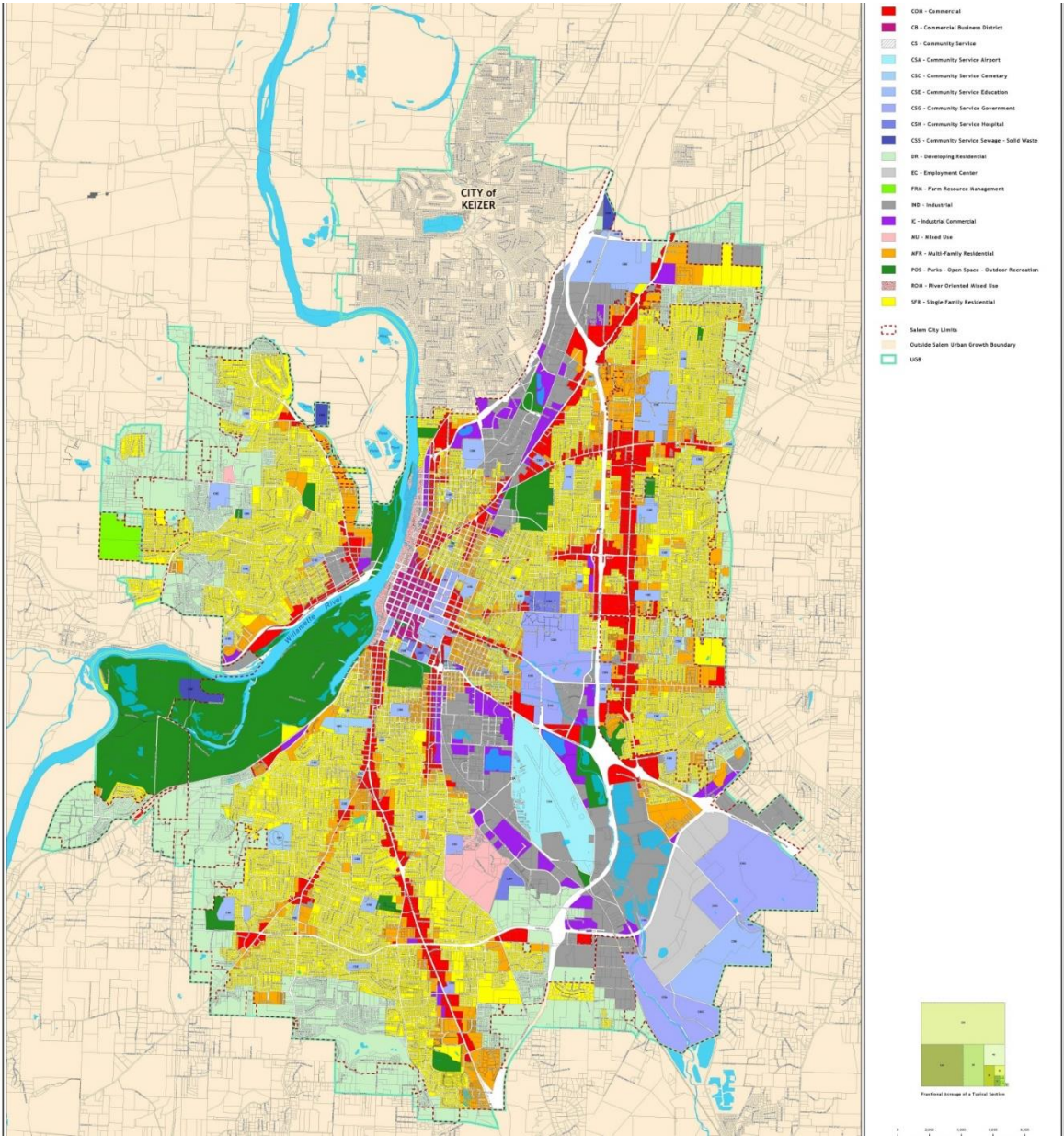
Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.

HOW??

Show that you have adopted “Efficiency measures” such as allowing compact housing types, upzoning, etc.



UGB Expansion Steps

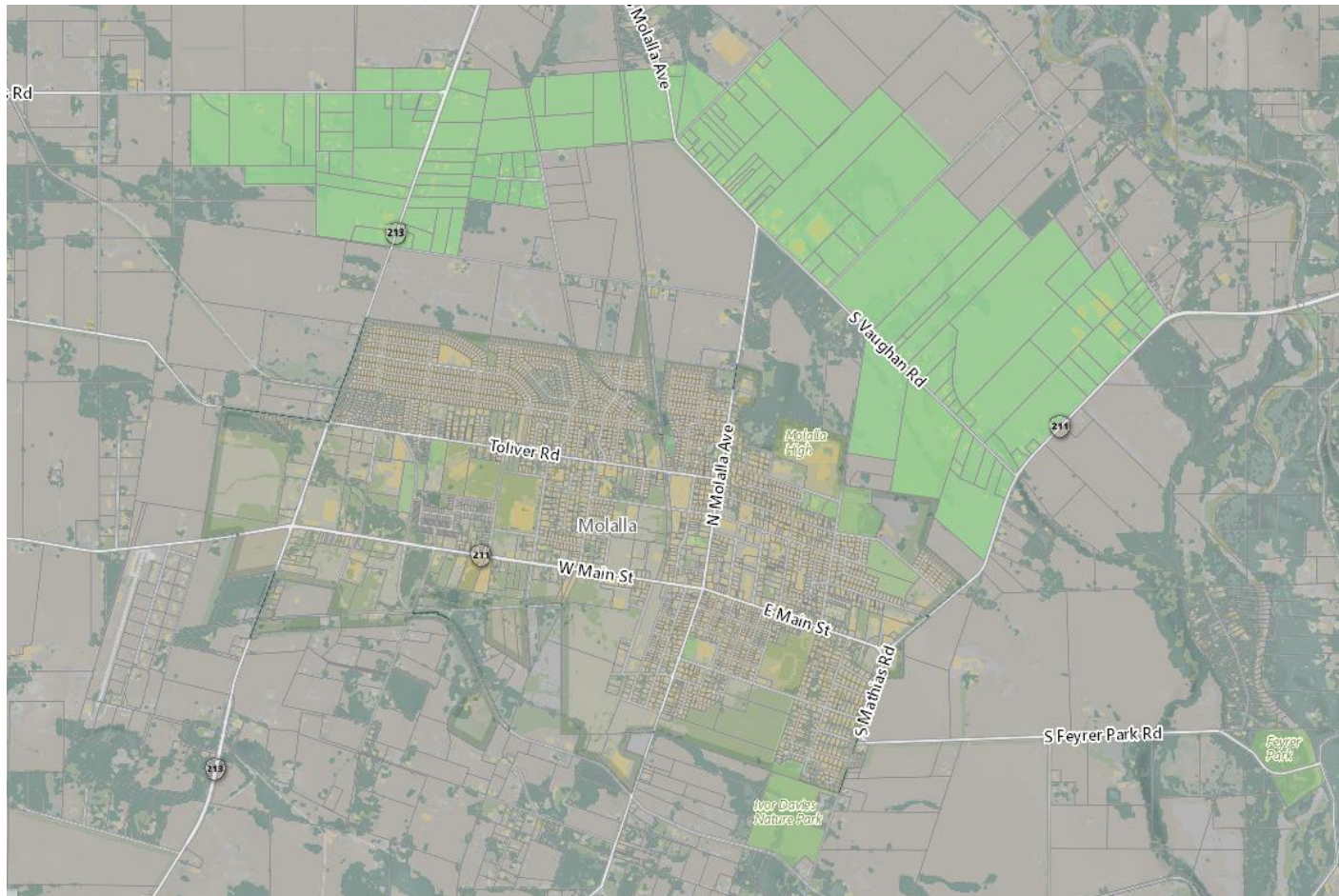


Step 1 - Determine Study Areas (660-024--0065)

1. PRELIMINARY STUDY AREAS – one mile area outside current UGB, adding contiguous exception areas within 1.5 miles
2. Exclusions from Preliminary Study Areas (-0065(4))
 - a. For a specific industrial or public facility land need, lack of necessary site characteristics.
 - b. Impracticable to provide public services
 - c. Land subject to natural hazards
 - d. Lands with specific scenic, natural, cultural or recreational resources.
 - e. Non-urban federal lands

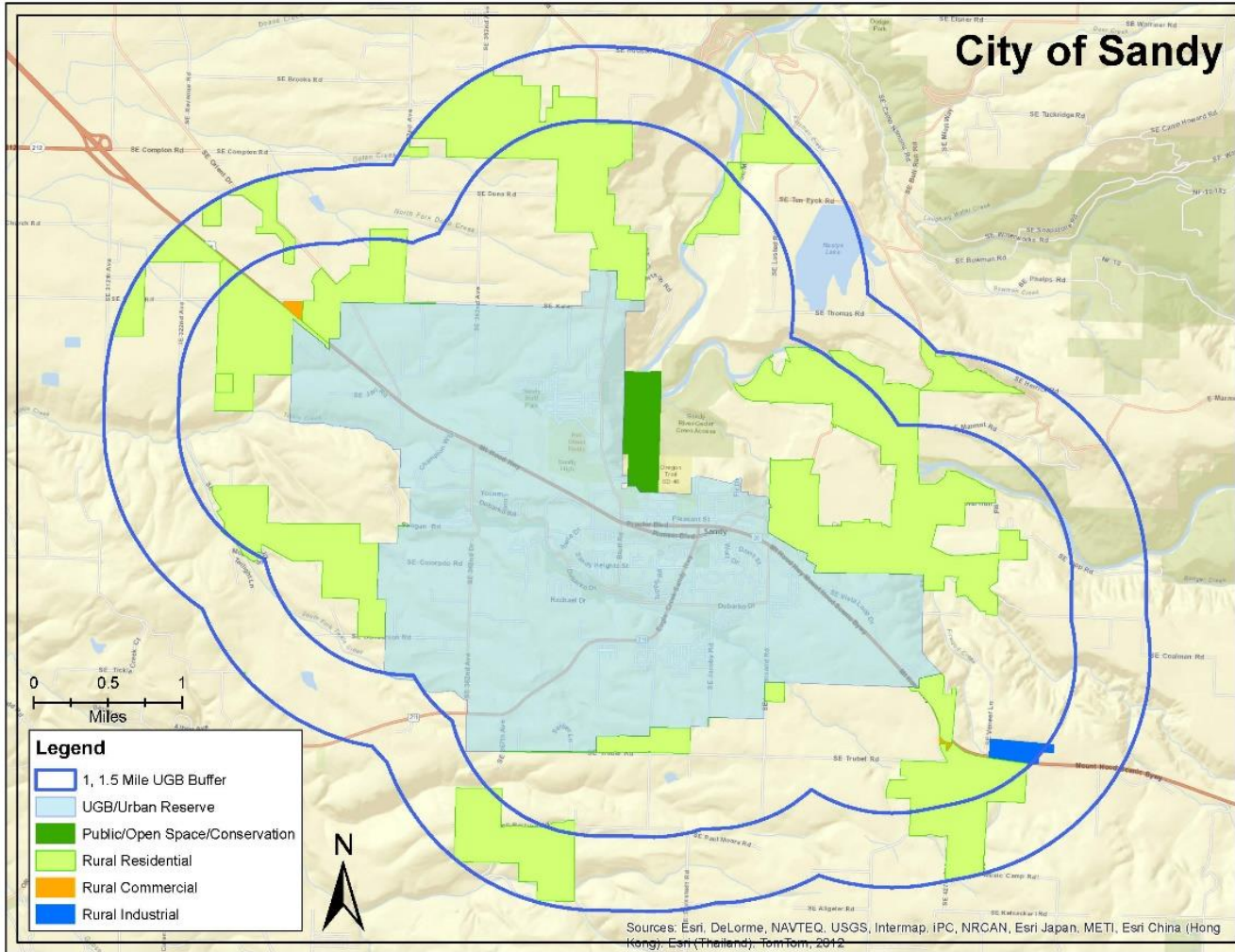


Rural Reserves near Molalla



Should be excluded from study area, because Clackamas County may not include them in a UGB, per OAR 660-027

Preliminary Study Area



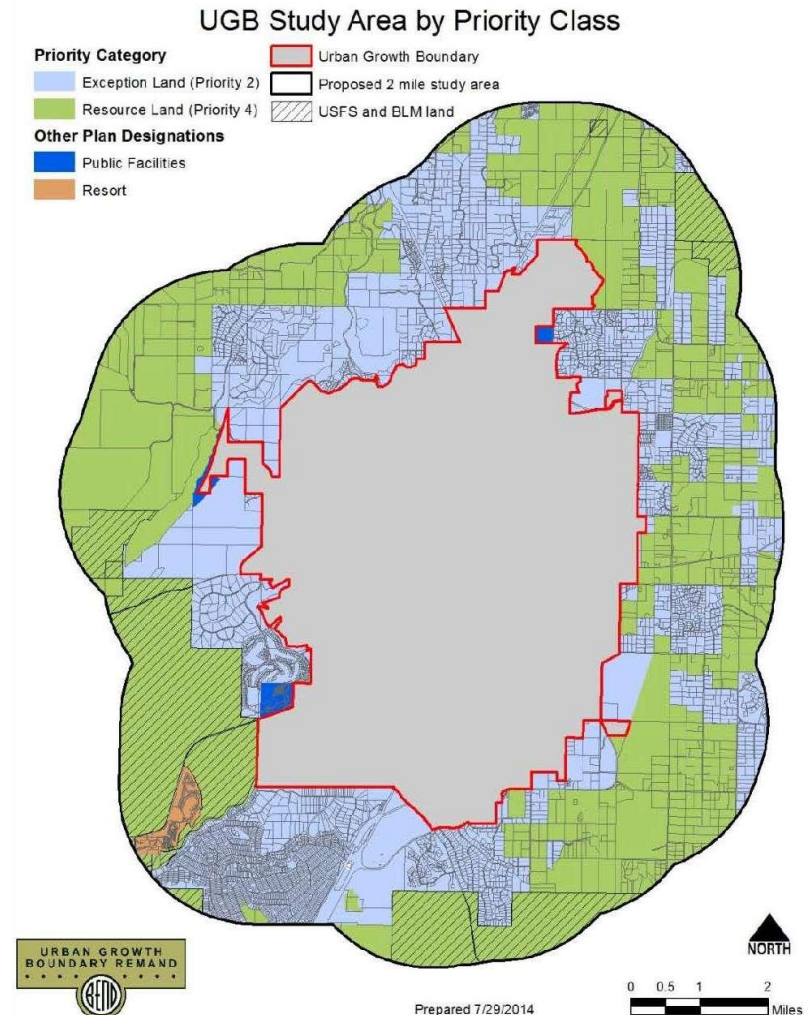
Prioritize study areas (OAR 660-024-0067)

First – Urban Reserves, rural “exception” lands, non-resource lands

Second – Marginal lands (Lane and Washington Counties)

Third - Farm and Forest land that is not primarily high-value farmland

Fourth – Farm and Forest land that is primarily high-value farmland



Apply “suitability” criteria (OAR 660-024-0067(5))

Not suitable if:

- For industrial uses, the land is too parcelized or developed with other uses
- The land could have been excluded from the preliminary study area, but was retained for further analysis
- Natural resource protection under Goal 5 will eliminate development capacity
- For industrial uses, the site is too small or too steep
- Land with a conservation easement
- Land that is a public park, school, church, cemetery, airport



“Balance” 4 Location Factors (Goal 14)

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





UGB Adoption Process

- UGB expansion is initiated by city but must be approved by both city and county
- If more than 50 acres for a city greater than 2,500 population, must be approved by LCDC, “in the manner of periodic review”

- Allows city to “step through” the UGB expansion process, rather than completing all work prior to adoption
- Avoids concurrency requirement for HCA adoption and meeting all identified residential land needs
- Process – if UGB expansion exceeds 50 acres, city and county may request to use this process and submit draft work program
- DLCD will finalize work program within 120 days



Sequential UGB Process

(OAR 660-025-0185)

**New rules adopted in
2019**

- Each work task submitted for director's decision
- Parties with “standing” may file an “objection,” which would be considered in director's decision
- A work task approval is valid for four years, with a possible one year extension.
- Effectively, this allows up to five years from the approval of the first work task to completion of the UGB amendment



Sequential UGB Process – Part 2 (OAR 660-025-0185)

Thank You!

Urban Growth Boundaries and the Sequential UGB Process in Molalla



Source: ODOT



DLCD



November 16, 2022

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