

ATTACHMENT 1: URBAN GROWTH BOUNDARY/AREA AMENDMENT PROCESS – COMPARISON OF OREGON AND WASHINGTON METHODS AND PROVISIONS OF THE NSA ACT AND THE 1992 GORGE URBAN AREAS BOUNDARY REVISIONS HANDBOOK			
	OREGON	WASHINGTON	NSA ACT AND GORGE HANDBOOK
TERMINOLOGY	Urban Growth Boundary (UGB)	Urban Growth Area (UGA)	Urban Areas
APPLICABILITY	All incorporated cities must establish a UGB. The Portland Metro Area has a single UGB.	All incorporated cities in fully-planning counties must designate UGAs. Clark County is a fully planning county; Skamania and Klickitat Counties are not. Skamania and Klickitat may either make a one-time irrevocable decision to adopt and regularly update a UGA, or they may use their planning authority to adopt a UGA that copies some features of the GMA without fully opting in.	Original urban area boundaries set by NSA Act and adopted in Management Plan without change. Proposed amendments must be submitted to Gorge Commission by Counties. Consultation required with Secretary of Agriculture.
TIME PERIOD	UGBs are generally established for 20 years of projected growth. Cities have the option of applying a streamlined process resulting in planning for 14 years of projected growth.	UGAs are established for 20 years of projected growth. However, the land capacity analysis may also include a reasonable "market factor" designed to account for the estimated percentage of developable acres contained within an urban growth area that, due to fluctuating market forces, is likely to remain undeveloped over the course of the 20-year planning period.	Recommended time period for "long-range urban population growth requirements or economic needs" analysis is 20 years.
APPROVED BY	City and County	County, after coordination with cities	Approval by at least 2/3 of Commission members, including a majority of members appointed from each state. Only minor revisions allowed. "Minor" defined as changes that "do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change or those boundary changes which do not result in a substantial expansion of an urban area."
REQUIRED UPDATES	No specific update requirements for cities under 10,000 population. Periodic review is supposed to occur every ten years for cities with population of more than 10,000, but the Oregon Legislature has not funded the periodic review program to allow this to occur. Metro must update its residential growth analysis every six years.	Fully planning Counties are required review and, if necessary, revise their plans at least every eight years. Such a review would include the need to expand UGAs.	Not addressed

<p>POPULATION GROWTH PROJECTIONS</p>	<p>The Portland State University (PSU) Population Research Center provides 50-year population projections for cities and counties on a four-year rotating cycle. Cities must use the PSU forecast for UGB planning purposes. The forecast provides “single point” projections for five-year future intervals.</p>	<p>The Washington State Office of Financial Management (OFM) provides 20-year population projections to counties required to adopt UGAs. OFM provides a range of projections, and mid-point of these projections is considered to be most likely. For other counties OFM provides annual population totals, and the percentage increase of population for that county over the previous ten years. The county is then responsible, coordinating with the cities, for allocating that population growth among cities and unincorporated urban and rural areas within the county.</p>	<p>Use one of several methods, with sources of information that may include the U.S. Census; state departments of housing, community development, and employment; research bureaus or social science divisions of local colleges and universities; and private consultant firms.</p>
<p>INVENTORY OF DEVELOPMENT CAPACITY</p>	<p>The city prepares and adopts a buildable lands inventory for residential, employment, and other land uses. The inventory categorizes lands as developed, partially vacant, and vacant, and makes assumptions, based on various factors, about the development capacity of vacant lands. Constrained lands (steep slopes, floodplains, etc.) are removed from the inventory. A city is encouraged, but not required, to determine if developed land can be redeveloped at higher densities or intensities of use. For employment lands, the inventory should include information about site characteristics, development constraints, and inventory needs for vacant, partially vacant, and redevelopable sites.</p>	<p>The county prepares and adopts a buildable lands report, based on permit data from the county and cities. The report is prepared to determine how much land has been used and whether or not cities are meeting their density targets (both in cities and in UGAs). If density targets have not been met, the county and cities must address any discrepancies in planned vs. actual densities, and prescribe measures designed to ensure that planned densities are met in the future, before considering expansion of the UGA. Development capacity of vacant lands is based upon a vacant and buildable lands model (VBLM). The VBLM looks at whether or not parcels are vacant, built on, or underutilized, and takes into account infrastructure requirements and environmental constraints. Counties and cities are encouraged, but not required, to consider redevelopment opportunities for existing developed areas.</p>	<p>Calculate existing supply of vacant, partially developed, and underdeveloped lands within the urban area. Further refine by subtracting lands with constraints that result in lack of capability to support development. Further refine by subtracting otherwise developable lands that are constrained by local policies and other factors which limit development. Further subtract developable lands that are not likely to be available for development during the planning period.</p>

HOUSING NEEDS	The city prepares and adopts a housing needs analysis, which determines: 1) the projected total number of new dwelling units needed; 2) the types and densities of dwelling units needed to satisfy the need for housing in the city based upon past housing mix and an analysis of the relationship between household income and housing costs in the city; and 3) the amount of land needed to satisfy the identified housing need.	City and county comprehensive plans must include a housing element. The housing element must inventory existing housing stock and address, at minimum, affordable housing, preservation of neighborhood character, and provision of a variety of housing types along with a variety of densities. A housing needs analysis must estimate the type and densities of future housing needed to serve all economic segments of the community, and should compare the number and type of existing and planned housing units identified in the housing inventory to identified housing needs. This information should be used to designate sufficient land capacity suitable for development.	From the 20-year population projection, divide by household size, and factor in a residential vacancy rate to determine housing units needed. To convert this figure into acreage make assumptions about the mix of housing types and densities anticipated. One suggestion is to extrapolate from the current housing type mix and planned densities allowed under the local plan.
EMPLOYMENT NEEDS	The city prepares and adopts an employment opportunities analysis that 1) identifies the major categories of employment uses that could reasonably be expected to locate or expand in the planning area during the next 20 years based on information about national, state, regional, county or local trends; 2) determines if the area possesses the appropriate locational factors for the employment use or category of employment use; 3) identifies the number of sites by type reasonably expected to be needed to accommodate the expected employment growth based on the site characteristics typical of expected uses; and 4) assesses community economic development potential by estimating the types and amounts of employment uses likely to occur in the planning area in the next 20 years, based upon the information generated, and considering the planning area's economic advantages and disadvantages.	Counties, in consultation with cities, usually adopt a twenty-year county-wide employment forecast to be allocated among urban growth areas, cities, and the rural area. The following should be considered in this process: 1) the county-wide population forecast, and the resulting ratio of forecast jobs to persons; 2) economic trends and forecasts produced by outside agencies or private sources; 3) projections for commercial and industrial land needs; 4) consideration of the need for industrial lands in the economic development elements of comprehensive plans.	Evaluate the community's economic growth prospects. Start with an outline of economic development assumptions for the urban area and the economic development strategy implicit in those assumptions. For data, the Appendix to the Commission's Economic Opportunity Study on Population and Demographic Information may be a useful source. Projections by state agencies may be useful in estimating how a locality can be expected to share in employment forecasts for larger areas. Look at geographical or locational requirements of economic activities of vital importance to the economy of the community, the regional market significance of the subject urban area, infrastructure improvements necessary to the economic vitality of the community, and adverse administrative fiscal impacts. For commercial land need, look at empirical data gathered for the urban area or nearby communities on typical ratios of commercial square footage per capita, or look at similar ratios derived from regional or national land use studies.

OTHER LANDS NEEDS	For residential land need, a city may choose a “safe harbor” of an additional 25% to accommodate needed public facilities associated with residential development, such as schools, roads, and parks. A city may choose an alternative percentage, and must choose a percentage increase for public land need related to employment lands, based upon specific findings and evidence.	Each city within the county must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses. The methodology for determining the amount of such land is not prescribed.	For land need, use national, regional, or state planning studies or empirical observations within the subject jurisdiction to justify an estimate, which should be a percentage of residential and employment land needs. Estimates for small cities and towns usually range between 15 and 25% additional land need.
IF A LAND DEFICIENCY FOR ANY CATEGORY OF LAND EXISTS, PROCEED AS FOLLOWS:			
REDESIGNATION OF LAND WITHIN EXISTING URBAN AREA	A city must determine if the identified land need can be reasonably accommodated within the existing urban growth boundary. The methodology for this determination is not prescribed.	If future growth forecasts exceed current capacities, counties and cities should first consider the potential of increasing capacity of existing urban areas through allowances for higher densities, or for additional provisions to encourage redevelopment. If counties and cities find that increasing the capacity of existing urban areas is not feasible or appropriate based on the evidence they examine, counties and cities may consider expansion of the urban growth area to meet the future growth forecast.	Within the urban area “maximum efficiency of land uses” must result from any boundary change. Suggested factors in addressing land use efficiency include: 1) prevailing development densities can be served in an efficient manner by urban services and facilities. Generally residential densities of at least 2 units per acre are necessary for such a finding; 2) levels of development are achieved that are not available outside the urban area; 3) the urban area has development standards that ensure efficient development; and 4) urban services are provided first to lands inside the existing urban area.
CREATION OF STUDY AREAS FOR URBAN EXPANSION	A city first creates preliminary study areas, consisting of all land within ½ mile of the existing UGB and contiguous non-resource (agriculture and forestry) lands within 1 mile of the existing UGB. A city can exclude lands from the study areas based upon significant natural resources, hazards, or development constraints. Preliminary study areas must be at least twice the area actually needed for UGB addition, to allow for a meaningful choice of lands to add to the UGB.	Not specified.	Not specified

<p>PRIORITY OF LANDS TO BE ADDED TO URBAN AREA</p>	<p>First priority: urban reserves and rural lands that are not designated as agricultural or forest lands. Second priority: lower value agricultural and forest lands. Third priority: higher value agricultural and forest lands. Within each priority category, choose lands to be added by weighing and balancing four factors: urban form, public services, environmental, social, economic consequences, and impact on nearby farm and forest practices.</p>	<p>UGAs should not be expanded into designated agricultural, forest or resource lands unless no other option is available. Before such lands can be added to the UGA, the county must find that they no longer meet the designation criteria for resource lands of long-term commercial significance. Counties and cities should avoid expanding the urban growth areas into areas with known critical areas (environmental constraints or hazards). First priority for addition is lands which are already partially urbanized, have some available urban services, or are adjacent to such lands. Alternative land additions should be analyzed for fiscal impacts, impacts to housing, environmental impacts, and the ability to satisfy the land need. Piecemeal additions to the UGA outside of a regularly scheduled update are discouraged.</p>	<p>Lands that are not designated Large-Scale or Small-Scale Agriculture, Commercial Forest, Large or Small Woodland, or Open Space are highest priority for addition. For agriculture, forest, or open space lands an analysis of significance is required that should avoid quantitative formulas. Any lands added must not adversely affect scenic, cultural, recreation, or natural resources in the National Scenic Area, and must include an analysis of cumulative impacts to these resources. Lands added to an urban area must be capable of being developed in an efficient manner, at urban densities and with urban services.</p>
<p>SPECIAL CIRCUMSTANCES REGARDING ADDITION OF COMMERCIAL AND INDUSTRIAL LAND TO URBAN AREA</p>	<p>Rural residential lands need not be added to the UGB to meet employment land needs. When the primary purpose for expansion of the UGB is to accommodate a particular industry use that requires specific site characteristics, or to accommodate a public facility that requires specific site characteristics and the site characteristics may be found in only a small number of locations, the city may limit the study area to land that has, or could be improved to provide, the required site characteristics.</p>	<p>Counties and cities should consult with local economic development organizations when identifying industrial lands to identify sites that are particularly well suited for industry, considering factors such as: 1) rail access; 2) highway access; 3) large parcel size; 4) location along major electrical transmission lines; 5) location along pipelines; 6) location near or adjacent to ports and commercial navigation routes; 7) availability of needed infrastructure; or 8) absence of surrounding incompatible uses.</p>	<p>Not specified.</p>
<p>URBAN LAND EXCHANGES ("SWAPS")</p>	<p>Exchanges of equal amounts of land inside and outside of a UGB are authorized without consideration of land need; however, the rules regarding priority of land to be added to the UGB must be followed. Land removed from the UGB must be rezoned for rural uses.</p>	<p>Not addressed.</p>	<p>Not addressed.</p>