

## Article 14: Urbanization and Livability

Statewide Planning Goal 14 facilitates the orderly transition, utilization, and service of urban land. The Urban Growth Boundary (UGB) establishes a perimeter limiting urban expansion into open space areas, identifying urbanizable land available to accommodate projected 20-year housing and employment growth. Urban reserve areas identify land outside the UGB that may be added in the future to accommodate 50-year growth. The City of Toledo is responsible for managing the UGB. Using a forecast of population and employment growth for the region, the City evaluates whether the UGB needs to be adjusted in response to changing trends and forecasts.

In order to expand the UGB, it must be demonstrated that the expansion meets the following criteria:

- a. There is a demonstrated need for the development;
- b. There are no suitable sites within the existing UGB on which the development can occur;
- c. Urban services can be provided; and
- d. The proposed amendment is consistent with Oregon Administrative Rules, applicable statutes, and the Statewide Land Use Goals and Guidelines. Annexation is a growth management tool used by Oregon cities to manage growth within UGBs.

### Local Context

Based on the 2022 Toledo Housing Needs Analysis the City of Toledo's Urban Growth Boundary has enough land within the UGB to accommodate the next 20 years of growth. The 2010 Economic Opportunities Analysis (EOA) found that Toledo had enough industrial land supply.

Housing, employment opportunities and livability are accommodated within the UGB. Sufficient developable land has been allocated to meet identified housing needs given the problems associated with topography. Employment opportunities are provided for through industrial and commercial land allocations. The Olalla Slough floodplain, which bisects the Toledo urban area, will remain primarily in agricultural and park/open space use. The open area of the Olalla Slough, along with the many city parks and wooded hillsides, will continue to enhance Toledo's livability in the future.

The existing Urban Growth Boundary was drawn with particular regard to the orderly and economic provision of urban services. The 2017 Water Master Plan and the 2014 Wastewater Facilities Plan have identified the needs in both of those systems to meet the future growth of Toledo within the existing Urban Growth Boundary.

The City of Toledo anticipates pursuing a UGB "land swap". The City's housing development is limited in large part by the small amount of vacant unconstrained land within the UGB. The City has more than 1,000 acres of constrained land within the UGB, more than 400 acres of which is vacant and outside the city limits but within the UGB. The City could swap (exchange) some of the vacant, constrained land within the UGB for land outside the UGB with fewer constraints and where urban services could be provided at a comparatively lower cost. If the City swaps some

constrained, undevelopable land out of the UGB and brings in unconstrained more easily developable land, the City would be better able to support residential development to help address regional need for affordable housing. A UGB “land swap” requires a study to move forward. In addition, Staff recommends completing water and/or wastewater infrastructure studies at the same time.

## **Efficient Land Use Systems and Growth– Goal 1**

Build Toledo as a small, cost-effective, attractive, livable, and sustainable city by encouraging efficient land use patterns. Design and encourage land use patterns that:

- a. Are compact.
- b. Mix land uses to reduce transportation costs and create vitality.
- c. Retain Toledo's detailed and human scale design features.
- d. Can be effectively serviced.
- e. Protect the environment.
- f. Provide a proper balance between jobs and housing.

**Policy 1 Designate Land For Projected Growth.** Designate land uses in a manner that accommodates projected population and employment growth.

**Policy 2 Discourage Low-Density Sprawl in Urbanizable Areas.** Discourage low-density sprawl development in the Urban Growth Boundary which cannot be converted to urban uses and densities when urban services become available.

**Policy 3 Coordination with Lincoln County.** Work with Lincoln County to ensure that as undeveloped portions of the Urban Growth Boundary are in transition from rural to urban uses, development in these areas occurs in a manner consistent with the Toledo Comprehensive Plan and standards for redevelopment. Establish and periodically update urban service, urban planning, and other formal intergovernmental agreements as needed to support urbanization, annexation, and urban service provision.

**Policy 4 Commercial and Industrial Lot Sizes.** Manage commercial (employment) land to provide a range of lot sizes that accommodate a variety of employment types.

**Policy 5 Routinely Verify Supply of Developable Land.** Routinely verify whether the City’s supply of developable land is sufficient to meet short- and long-term employment and housing needs.

**Policy 6 Pursue an Urban Growth Boundary Swap.** The City of Toledo is projected to have enough land to accommodate the 20-year projected demand for employment and/or housing. The City will pursue an UGB Land Swap to identify adjacent land that is more likely to develop based on natural constraints and infrastructure proximity.

**Policy 7 Compact Development.** Encourage compact development and the use of already serviced vacant and underdeveloped land through effective zoning, land division, and development standards and through the prioritization of public expenditures for municipal services. Facilitate the infill development of vacant or underutilized land consistent with City Comprehensive Plan land use designations.

**Policy 8 Density and Location.** Encourage land use patterns and development plans that take advantage of density and location to reduce the need for travel and the extension of public services but are also designed around the natural features and constraints of Toledo's topography and environmentally sensitive areas.

**Policy 9 Land Use Methods.** Encourage land use methods, such as minimum density standards, planned developments, cluster developments and the integration of mixed uses and densities.

**Policy 10 Land Use Patterns.** Encourage land use patterns that allow people to walk, bicycle, or reduce automobile trips to work, shop, and recreate.

**Policy 11 Mixed Use Developments.** Continue to focus upon Toledo's central city design but allow for mixed-uses where neighborhood commercial and other facilities can be located, designed, and operated to be compatible with the surrounding residential uses.

**Policy 12 Urban Design.** Encourage community, project, site, and building designs that:

- a. Protect the natural amenities and characteristics of Toledo.
- b. Provide a varied, detailed, and human-scaled design.
- c. Maintain a functional pattern for neighborhood services.
- d. Improve the appearance of the community.

**Policy 13 Development Maintenance.** Encourage the care and maintenance of all developments in a clean, orderly, and attractive manner. Encourage the redevelopment of older projects to meet modern standards for site design and landscaping.

## **Facilities and Services – Goal 2**

Provide for the orderly and efficient extension of public facilities, utilities, and services.

**Policy 1 Urban Level Development.** Encourage urban level development which is properly serviced with public facilities to locate within the city limits. Continue the city's utility service policy for connections beyond city limits.

**Policy 2 Development Contributes to Funding Urban Service Extension.** Adopt additional funding methodologies, as needed, to ensure that new development and redevelopment adequately contribute to funding the necessary extension of public facilities, utilities, and services.

**Policy 3 Annexation Policies.** Develop strong and effective annexation policies to properly identify and service new areas of growth within the city limits. Such policies should establish priority areas for expansion and methods to ensure the proper expansion and sequence of providing municipal services in an orderly and cost-effective manner which is equitable for both areas of existing development and for areas of new growth.

## **Development Reviews – Goal 3**

Ensure that all new developments are reviewed expeditiously and thoroughly and result in compliance with the Comprehensive Plan goals and policies and Toledo's Municipal Code and standards.

**Policy 1 Development Factors.** Ensure that all new development addresses the following factors:

- a. General needs and service capabilities of the neighborhood and the community in relationship to the impact of the proposed development.
- b. Any special locational characteristics or concerns identified with the location of the site such as being within or adjacent to a wetland or in a floodplain.
- c. Consideration of the characteristics of the site itself such as slope, drainage patterns, and/or access to transportation facilities.
- d. Potential impacts of the development upon the surrounding area.
- e. Use and enjoyment of a subdivision or planned development by future occupants and users.

**Policy 2 Land Use Planning Process.** Ensure that Toledo's land use planning process, policy framework, and regulatory processes are workable for and understandable by local officials, staff, and the public. Ensure that the requirement of application and review are commensurate with the size and complexity of the development request and the site characteristics.

**Policy 3 Flexibility in Design.** Encourage flexibility in design and mixed-uses but ensure that functional design and community benefit remain as the principal review criteria.

**Policy 4 Clear and Objective Standards.** Adopt and apply clear and objective standards, conditions, and procedures for housing development, in compliance with state rules.