ORDINANCE NO. 6332

AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TEXT; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.

The City Council of the City of Springfield finds that:

WHEREAS, The Eugene-Springfield Metropolitan Area General Plan ("Metro Plan") was jointly adopted by the City of Eugene, the City of Springfield, and Lane County in 1972.

WHEREAS, In 2007, the Oregon Legislature adopted House Bill 3337 (now ORS 197.304), which resulted in the need for the City of Eugene and the City of Springfield to adopt separate Urban Growth Boundaries ("UGB") in lieu of the common UGB they had previously shared.

WHEREAS, In 2013, Lane County, the City of Eugene and the City of Springfield jointly adopted amendments to Chapter IV of the Metro Plan, revising the rules governing which of the three governing bodies are required to participate in different types of Metro Plan amendments.

WHEREAS, The cities anticipate eventually adopting individual city-specific comprehensive plans.

WHEREAS, On September 15, 2014, Council approved a motion to initiate additional amendments to the Metro Plan to enable the cities' desired incremental shift from the Metro Plan to city-specific comprehensive plans.

WHEREAS, Following an October 23, 2014 joint public hearing with the Eugene and Lane County Planning Commissions, the Springfield Planning Commission voted to recommend to the Springfield City Council amendments to the Metro Plan. The amended Metro Plan is shown in legislative format attached as Exhibit A to this Ordinance.

WHEREAS, The City Council is not re-adopting or updating the Metro Plan, but rather is amending specific textual provisions to enable the desired shift to city-specific comprehensive plans.

WHEREAS, On November 10, 2014, the Springfield City Council conducted a joint public hearing with the Eugene City Council and the Lane County Board of Commissioners concerning the Metro Plan amendments, and is now ready to take action based on the above recommendations and evidence and testimony already in the record as well as the evidence and testimony presented at the joint elected officials public hearing.

WHEREAS, Substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Springfield Development Code and applicable state and local law as described in the findings attached as Exhibit B, and which are adopted in support of this Ordinance.

NOW, THEREFORE, based on the foregoing recitals, the City Council of the City of Springfield does ordain as follows:

THE CITY COUNCIL OF SPRINGFIELD DOES ORDAIN AS FOLLOWS:

SECTION 1. The Eugene-Springfield Metropolitan Area General Plan is amended to incorporate the changes shown in legislative format in Exhibit A attached to this Ordinance.

SECTION 2. The findings set forth in the attached Exhibit B are adopted as findings in support of this Ordinance.

SECTION 3. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions thereof.

SECTION 4. Notwithstanding the effective date of ordinances as provided in Chapter IX of the Springfield Charter, this ordinance shall become effective 30 days from the date of passage by the City Council and approval by the Mayor or upon the date that the Eugene City Council and the Lane County Board of Commissioners have adopted ordinances approving the same amendments as described in Sections 1, 2 and 3 of this Ordinance.

ADOPTED by the Common Council of the City of Springfield by a vote of 5 for and 0 against, this 1 day of DECEMBER, 2014. (1 abs - Ralston)

APPROVED by the Mayor of the City of Springfield, this 1 day of DECEMBER, 2014

ATTEST:

Christina L. Lundberg
Mayor

Amy Sowa
City Recorder

REVIEWED & APPROVED
AS TO FORM
Lauren King
DATE: 10/27/14
OFFICE OF CITY ATTORNEY

ORDINANCE NO. 6332

METRO PLAN
Eugene-Springfield Metropolitan Area General Plan

~~2004 Update~~

Eugene, Springfield, and Lane County

For information about the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*, contact the following planning agencies:

City of Eugene
Eugene Planning Division
Department
99 West 10th Avenue, Suite 240
Eugene, Oregon 97401
1-541-682-5481

City of Springfield
Development and ~~Services~~Public Works

225 5th Street
Springfield, Oregon 97477
1-541-726-375~~9~~3

Lane County
Land Management Division
~~125 East 8th Avenue~~3050 North Delta Highway
Oregon 97401-2910
Eugene, Oregon 9740~~8~~1
1-541-682-4061

Lane Council of Governments
859 Willamette Street, Suite 500
Eugene,

1-541-682-4283

Metro Plan Replacement Pages Current Through: December 31, 2010

For *Metro Plan Replacement Pages* that contain on-going updates to the *Metro Plan*, contact Lane Council of Governments or visit the web site at www.lcog.org/metro.

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Preface

Adoption History

In 1980, Eugene, Springfield, and Lane County adopted updated versions of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*. The *Metro Plan* replaced the *Eugene-Springfield Metropolitan Area 1990 General Plan (1990 Plan)*, which was adopted in 1972.

The Eugene City Council and the Springfield City Council adopted identical versions of the *Metro Plan* in 1980:

Eugene City Council, Ordinance No. 18686, July 28, 1980
Springfield City Council, Ordinance No. 4555, August 4, 1980

The Lane County Board of Commissioners adopted a different version of the *Metro Plan* in 1980:

Original adoption, Ordinance No. 9-80, adopted August 27, 1980
Amended adoption, Ordinance No. 9-80-A, adopted October 14, 1980

The two versions of the *Metro Plan* and supporting documents were forwarded to the Oregon Land Conservation and Development Commission (LCDC) with a request for acknowledgment of compliance with the 15 applicable statewide planning goals. In reports dated June 25-26, 1981, and September 24-25, 1981, and adopted by LCDC on August 6 (amended version of June 25-26 report) and September 24, 1981, respectively, LCDC outlined the requirements necessary to bring the August 1980 versions of the *Metro Plan* into conformance with state standards.

From September 1980 to February 1982, Eugene, Springfield, and Lane County cooperated, with coordination and technical assistance from the Lane Council of Governments (LCOG), to amend the August 1980 versions of the *Metro Plan*. The three general purpose governments used the Elected Officials Coordinating Committee (two elected representatives each as voting members and one ex-officio Planning Commission member from each government) to work out informal compromises and provide policy direction to staff.

In response to LCDC's requirements, 10 working papers were prepared and draft *Metro Plan* amendments were released for public review.

After a joint public hearing by the Eugene, Springfield, and Lane County Planning Commissions on November 17, 1981, and joint public hearings by the Eugene City Council, Springfield City Council, and Lane County Board of Commissioners on December 15, 1981, and January 12, 1982 (Goal 5), the three governing bodies informally agreed to a set of ~~the~~ amendments ~~in this document~~ to constitute the first version of the identical *Metro Plan* adopted by Eugene, Springfield and Lane County.

Following the January 12, 1982, joint meeting, each governing body adopted the mutually agreed upon amendments ~~contained in this document~~:

Lane County, Ordinance No. 856, adopted February 3, 1982
City of Eugene, Ordinance No. 18927, adopted February 8, 1982
City of Springfield, Ordinance No. 5024, adopted March 1, 1982

In February 1982, the City of Eugene began work on the *Willow Creek Special Area Study* (Study). The Study resulted in proposed amendments to the *Metro Plan* Diagram. With t~~T~~h~~e~~ose amendments, as approved by Eugene, Springfield, and Lane County, ~~are incorporated into this document. Based on the adoption of these amendments,~~ the three governments had a common version of the *Metro Plan*.

After completing other LCDC required work specific to each jurisdiction, the amended *Metro Plan* and supporting documents were resubmitted to LCDC with a second request for acknowledgment with the 15 applicable goals. After conducting a hearing in Salem on August 19, 1982, the LCDC granted acknowledgment for the portion of the *Metro Plan* within the urban growth boundary.

Although the *Metro Plan* was acknowledged by LCDC in August, the rural portions of the *Metro Plan* were segmented and continued in order to correct deficiencies under Goals 2, 4, 5, and 15. The appropriate corrections were made and on September 13, 1985, LCDC acknowledged the rural portion of the *Metro Plan*.

Metro Plan Updates

The *1990 Plan* stated that a review should be conducted between major five-year updates by the Metropolitan Area Planning Advisory Committee (MAPAC), planning commissions, and governing bodies. In September 1984, a work program for a two and one-half year mid-period review for the *Metro Plan* was adopted by the Metropolitan Policy Committee (MPC). In accordance with the Post Acknowledgment plan review procedures of ORS 197.610-650, proposed amendments to the *Metro Plan* were transmitted to the Department of Land Conservation and Development (DLCD) on October 21, 1985. DLCD presented the metropolitan area with a Post Acknowledgment Review Report on the proposed amendments on December 9, 1985. Governing bodies of Lane County, Springfield, and Eugene took final unanimous action on the proposed amendments to the *Metro Plan* on June 11, May 5, and April 23, 1986, respectively. The amendments were enacted through ~~are contained in this document~~:

Lane County, Ordinance No. 709
City of Eugene, Ordinance No. 19382
City of Springfield, Ordinance No. 5329

Periodic Review

Pursuant to ORS 197.610-650, local governments are required to update their comprehensive plans and land use regulations through the Periodic Review process in order to bring plans into compliance with new state law and administrative rules and to ensure that the plans address changing local conditions. The DLCD initiated the first Periodic Review of the *Metro Plan* and land use regulations on June 28, 1985. The second Periodic Review process was initiated in May 1995. This *Metro Plan* is also subject to citizen- and government-initiated amendments which are incorporated into the document via *Metro Plan* replacement pages. This *Metro Plan* and replacement pages are available at LCOG and www.lcog.org.

The Eugene City Council, the Springfield City Council, and the Lane County Board of Commissioners adopted identical Periodic Review amendments to the *Metro Plan* in 2004:

Eugene City Council, Ordinance No. 20319, April 21, 2004
Springfield City Council, Ordinance No. 6087, May 17, 2004
Lane County Board of Commissioners, Ordinance No. PA 1197, June 2, 2004

Oregon Revised Statute 197.304 (2007)

Historically, many provisions in the *Metro Plan* were based on a premise that Eugene and Springfield would continue to have a regional metropolitan urban growth boundary ("metropolitan UGB") that includes both cities and adjacent "urbanizable" areas of Lane County. However, ORS 197.304, adopted by the Oregon Legislature in 2007, requires Eugene and Springfield to divide the metropolitan UGB into two city-specific UGBs. Each city is also required to demonstrate that its separate UGB includes sufficient land to accommodate its 20-year need for residential land consistent with Statewide Planning Goal 10 (Housing) and Goal 14 (Urbanization). These statutory mandates implicitly require each city to also adopt a separate 20-year population forecast. ORS 197.304 allows the cities to take these separate actions "[n]otwithstanding . . . acknowledged comprehensive plan provisions to the contrary."

The ORS 197.304 mandates are being carried out by the two cities and Lane County through a series of incremental actions over time rather than through a *Metro Plan* Update process. Some of the land use planning that has historically been included in the Metro Plan will, instead, be included in the cities' separate, city-specific comprehensive plans. This does not diminish the fact that the cities and the county remain committed to regional problem-solving.[1]

The three jurisdictions anticipate that the implementation of ORS 197.304 will result in a regional land use planning program that continues to utilize the *Metro Plan* and regional functional plans for land use planning responsibilities that remain regional in nature. City-specific plans will be used to address those planning responsibilities that the cities address independently of each other.

[1] In addition to the continued collaboration through some regional land use plans, such as the regional transportation system plan and the regional public facilities and services plan, the three jurisdictions are committed to working collaboratively in other ways and through other initiatives, such as the Regional Prosperity Economic Development Plan jointly approved in February, 2010.

Each city is taking a different approach to, and is on a different time line for, establishing its own UGB, 20-year land supply and city-specific comprehensive land use plans. As this incremental shift occurs, the *Metro Plan* will be amended several times to reflect the evolving extent to which it continues to apply to each jurisdiction. During this transition, the three jurisdictions will also continue to work together on any other *Metro Plan* amendments needed to carry out planning responsibilities that continue to be addressed on a regional basis.

ORS 197.304 allows the cities to adopt local plans that supplant the regional nature of the *Metro Plan* "[n]notwithstanding . . . acknowledged comprehensive plan provisions to the contrary." As these local plans are adopted, Eugene, Springfield and Lane County wish to maintain the *Metro Plan* as a guide that will direct readers to applicable local plan(s) when *Metro Plan* provisions no longer apply to one or more of the jurisdictions. Therefore, when Eugene or Springfield adopts a city-specific plan to independently address a planning responsibility that was previously addressed on a regional basis in the *Metro Plan*, that city will also amend the *Metro Plan* to specify which particular provisions of the *Metro Plan* will cease to apply within that city.[2] Unless the *Metro Plan* provides otherwise, such *Metro Plan* provisions will continue to apply within the other city. If the other city later adopts its own city-specific plan intended to supplant the same *Metro Plan* provisions, it may take one of two actions. That city will either amend the *Metro Plan* to specify that the particular provisions also cease to apply within that city or, if the provisions do not apply to rural or urbanizable areas within the *Metro Plan* boundary, to simply delete those particular *Metro Plan* provisions.

To better enable the jurisdictions to amend the *Metro Plan* as required by ORS 197.304, the procedures for amending the *Metro Plan*, provided in Chapter IV, were revised in 2013. The Eugene City Council, the Springfield City Council, and the Lane County Board of Commissioners adopted identical amendments to Chapter IV of the *Metro Plan* on November 18, 2013:

Eugene City Council, Ordinance No. 6304
Springfield City Council, Ordinance No. 20519
Lane County Board of Commissioners, Ordinance No. PA 1300

[2] As more specifically explained in Chapter IV of the Metro Plan, one city with co-adoption by Lane County may amend the *Metro Plan* to specify which particular *Metro Plan* provisions no longer apply within the unincorporated (urbanizable) portions of its UGB. The other city is not required to co-adopt such a *Metro Plan* amendment. *See* Chapter IV.

Chapter I
Introduction

Background

The 2004 *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* is the third update of the *1990 Plan*. The *1990 Plan*, adopted in 1972, provided that a major update of the comprehensive plan should be initiated every five years. This reflects the fact that comprehensive plans must be adaptable to the changing needs and circumstances of the community if they are to retain their validity and usefulness.

Therefore, this *Metro Plan* is not an entirely new product, but rather has evolved from and reflects needed changes to the original *1990 Plan*.

The *Metro Plan* was acknowledged by the Land Conservation and Development Commission (LCDC) in 1982 for the area inside the urban growth boundary (UGB). The remaining area was acknowledged in September 1985. The Metro Plan was updated in 1987 and in 2004 through periodic review.

As explained in the Preface and below, the *Metro Plan* will continue to evolve.

Purpose

The *Metro Plan* was created to ~~is~~serve as the sole official long-range comprehensive plan (public policy document) of metropolitan Lane County and the cities of Eugene and Springfield. As Eugene and Springfield carry out their obligations under ORS 197.304, including the establishment of separate UGBs and land supplies for their individual populations, more comprehensive planning is taking place on a city-specific basis, through city-specific plans adopted by each jurisdiction. ~~Its policies and land use designations apply only within the area under the jurisdiction of the *Metro Plan* as described in Chapter II-D.~~ The *Metro Plan* will continue to include some of the regional land use planning that is collaboratively addressed by Lane County, Eugene and Springfield. It will also refer its readers to jointly adopted functional land use plans and Eugene and Springfield city-specific comprehensive land use planning documents. ~~sets forth general planning policies and land use allocations and serves as the basis for the coordinated development of programs concerning the use and conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area.~~

The *Metro Plan* ~~is~~was intended to designate a sufficient amount of urbanizable land to accommodate the need for further urban expansion within the shared metropolitan UGB, taking into account the growth policy of the area to accommodate a population of 286,000 within the metropolitan UGB by the year 2015.[3] The *Metro Plan* also was intended to identif~~ies~~y the major public facilities required to meet the land use needs designated within ~~the~~that metropolitanUGB.

[3] The population projection range for the Residential Land Use and Housing Element in Chapter III-A is 291,700 to 311,100. The expected population for the year 2015 is 301,400. This projection is for the Metropolitan Study

Population Forecast

In order to achieve timely compliance with their statutory obligations under ORS 197.304 (2007) ~~Or Laws Chapter 650~~, the Cities of Eugene and Springfield and Lane County adopted the following forecasts for their respective jurisdictional areas:

	2030	2031	2032	2033	2034	2035
Eugene – City Only	194,314	195,964	197,614	199,264	200,914	202,565
Metro Urban Area West of I-5	17,469	17,274	17,079	16,884	16,689	16,494
Total	211,783	213,238	214,693	216,148	217,603	219,059
Springfield – City Only	74,814	75,534	76,254	76,974	77,693	78,413
Metro Urban Area East of I-5	6,794	6,718	6,642	6,567	6,491	6,415
Total	81,608	82,252	82,896	83,541	84,184	84,828

These figures effectively provide coordinated projections for each city and the respective metro urban area east or west of I-5 for years ending 2030 through 2035, enabling them to meet state requirements concerning the beginning and ending years of the 20-year planning period.

Planning Functions

More specifically, the *Metro Plan* provides the overall framework for the following planning functions. The *Metro Plan* was created to serve as the document that:

1. Guides all governments and agencies in the metropolitan area in developing and implementing their own activities which relate to the public planning process.

2. Establishes the policy basis for a general, coordinated, long-range approach among affected agencies for the provision of the facilities and services needed in the metropolitan area.

3. Makes planning information available to assist citizens to better understand the basis for public and private planning decisions and encourages their participation in the planning process.

Area, a census tract area much larger than the UGB. The projection was used as the basis for deriving the population figure of 286,000 for the metropolitan UGB for the year 2015 for the residential lands analysis performed in the 1999 Residential Lands and Housing Study. The 1999 Residential Lands and Housing Study no longer applies to the City of Springfield as a result of Springfield Ordinance No. 6268 (2011) and Lane County Ordinance No. PA 1274 (2011).

4. Provides the public with general guidelines for individual planning decisions. Reference to supplemental planning documents of a more localized scope, including neighborhood refinement plans, is advisable when applying the *Metro Plan* to specific parcels of land or individual tax lots.

5. Assists citizens in measuring the progress of the community and its officials in achieving the *Metro Plan*'s goals and objectives.

6. Provides continuity in the planning process over an extended period of time.

7. Establishes a means for consistent and coordinated planning decisions by all public agencies and across jurisdictional lines.

8. Serves as a general planning framework to be augmented, as needed, by more detailed planning programs to meet the specific needs of the various local governments.

9. Provides a basis for public decisions for specific issues when it is clear ~~determined~~ that the *Metro Plan*~~,~~ serves as the sole planning document on the issue and that it ~~without refinement,~~ contains a sufficient level of information and policy direction.

10. Recognizes the social and economic effects of physical planning policies and decisions.

11. Identifies the major transportation, wastewater, stormwater, and water projects needed to serve ~~a~~ future UGB population~~s of 286,000~~.

~~***Metro Plan* Contents**~~

~~As indicated in the Purpose section, the *Metro Plan* provides the overall policy framework for planning in this community. The five chapters are: Introduction; Fundamental Principles; *Metro Plan* Elements; *Metro Plan* Review, Amendments, and Refinements; and Glossary.~~

~~**Fundamental Principles**~~

~~Chapter II sets forth the basic concepts of the *Metro Plan*, including geographical growth management and a UGB. It is intended to tie the specific elements in Chapter III together into a comprehensive public policy document.~~

~~Components of Chapter II, Fundamental Principles, are: Metropolitan Goals; Growth Management Goals, Findings, and Policies; Eugene and Springfield Jurisdictional Responsibility; Urban and Urbanizable Land; River Road and Santa Clara Goals, Findings, and Policies; and *Metro Plan* Diagram.~~

~~***Metro Plan* Elements**~~

~~Chapter III is composed of specific elements, including an introductory text, applicable goals from Chapter II, and findings, objectives, and policies.[4] The specific elements are: Residential Land Use and Housing; Economic; Environmental Resources; Willamette River Greenway, River Corridors, and Waterways; Environmental Design; Transportation; Public Facilities and Services; Parks and Recreation Facilities; Historic Preservation; Energy; and Citizen Involvement.~~

~~***Metro Plan* Review, Amendments, and Refinements**~~

~~Chapter IV of the *Metro Plan* establishes the procedures for ensuring that the *Metro Plan* retains its applicability to changing circumstances in the community. It includes procedures and time schedules for reviewing and updating the *Metro Plan*, provides procedures for amending it and resolving conflicts, and recognizes that refinement will be necessary where conflicts exist.~~

~~**Glossary**~~

~~Chapter V, the Glossary, includes terms used in the *Metro Plan* that might otherwise be unclear or misinterpreted.~~

~~**Appendices**~~

~~The following information is available at Lane Council of Governments (LCOG):~~

~~Appendix A — Public Facility Plan Project Lists and Maps for Water, Stormwater, Wastewater, Electricity, and Transportation [These lists and maps are located in Chapter II of the 2001 *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* and 2001 *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*]~~
~~Appendix B — List of Refinement and Functional Plans and Map of Refinement Plan Boundaries~~
~~Appendix C — List of Exceptions and Maps of Site-Specific Exception Area Boundaries~~
~~Appendix D — Auxiliary Maps showing the following:~~
~~Fire station locations~~
~~Urban growth boundary~~
~~Greenway boundary~~
~~Schools~~
~~Parks~~

Use of the *Metro Plan*

The *Metro Plan* is a policy document intended to provide the three jurisdictions and other agencies and districts with a coordinated guide for change over a long period of time. Throughout the *Metro Plan*, there may be statements indicating that certain provisions are inapplicable to a jurisdiction because that jurisdiction has replaced those *Metro Plan* provisions with local plan provisions. The major components of this policy document are: the written text,

~~[4] Through updates to the *Metro Plan*, the objectives and policies are being combined. Eventually, each element will contain only findings and policies.~~

which includes goals, objectives, findings, and policies; the *Metro Plan* Diagram; and other supporting materials. These terms are defined below:

- A goal is a broad statement of philosophy of the jurisdictions to which the goal applies. A goal~~that~~ describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable, but is used as a point to strive for.

- An objective is an attainable target that the jurisdictions to which the objective applies ~~community~~ attempt~~s~~ to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

- A finding is a factual statement resulting from investigation, analysis, or observation regarding the jurisdictions to which the finding applies.

- An assumption is a position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.

- A policy is a statement adopted as part of the *Metro Plan* to provide a consistent course of action for the jurisdictions to which the policy applies, moving the community toward attainment of its goals.

- The *Metro Plan* Diagram is a graphic depiction of: (a) the broad allocation of projected land use needs ~~in the metropolitan area~~; and (b) goals, objectives, and policies embodied in the text of the *Metro Plan*. The *Metro Plan* Diagram depicts land use designations, the ~~metropolitan~~ cities' urban growth boundar~~y~~ies, the *Metro Plan* Plan Boundary (Plan Boundary), and major transportation corridors.

The revised goals, objectives, and policies contained in this *Metro Plan* are not presented in any particular order of importance. The respective jurisdictions recognize that there are apparent conflicts and inconsistencies between and among some goals and policies. When making decisions based on the *Metro Plan*, not all of the goals and policies can be met to the same degree in every instance. Use of the *Metro Plan* requires a balancing of its various components on a case-by-case basis, as well as a selection of those goals, objectives, and policies most pertinent to the issue at hand.

The policies in the *Metro Plan* vary in their scope and implications. Some call for immediate action; others call for lengthy study aimed at developing more specific policies later on; and still others suggest or take the form of policy statements. The common theme of all the policies is acceptance of them as suitable approaches toward problem-solving and goal realization. Other valid approaches may exist and may at any time be included in the *Metro Plan* through plan amendment procedures. Adoption of the *Metro Plan* does not necessarily commit the jurisdictions to immediately carry out each policy to the letter, but does put them on record as having recognized the validity of the policies and the decisions or actions they imply. The jurisdictions can then begin to carry out the policies to the best of their ability, given sufficient time and resources.

In addition, it is important to recognize that the written text of the *Metro Plan* takes precedence over the *Metro Plan* Diagram where apparent conflicts or inconsistencies exist. The *Metro Plan* Diagram is a generalized map which is intended to graphically reflect the broad goals, objectives, and policies. As such, it cannot be used independently from or take precedence over the written portion of the *Metro Plan*.

The degree to which the *Metro Plan* provides sufficient detail to meet the needs of each jurisdiction will have to be determined by the respective jurisdictions~~;~~. ~~and w~~Where conflicts exist among the *Metro Plan*, local comprehensive plans, refinement plans, and existing zoning, each jurisdiction will have to establish its own schedule for bringing the zoning and refinement plans into conformance with the *Metro Plan* or the applicable local comprehensive plan.

It is recognized that the needs, priorities, and resources vary with each jurisdiction and that the methods and timing used to implement the *Metro Plan* or to conduct city-specific comprehensive planning will also vary.

Relationship to Other Plans, Policies, and Reports

The *Metro Plan* is the basic guiding land use policy document for regional land use planning~~, but it is not the only such document~~. As indicated in the Purpose section, above, the region also utilizes~~the *Metro Plan* is a framework plan, and it is important that it be supplemented by more detailed refinement plans, programs, and policies. Due to budget limits and other responsibilities, all such plans, programs, and policies cannot be pursued simultaneously. Normally, however, those of a metropolitan-wide scale should receive priority status.~~

~~Refinements to the *Metro Plan* can include~~: (a) city-wide comprehensive ~~policy documents~~plans~~, such as the 1984 Eugene Community Goals and Policies~~; (b) functional plans and policies addressing single subjects throughout the area, including the ~~such as the 2001~~ *Eugene-Springfield Public Facilities and Services Plan (Public Facilities and Services Plan)* and ~~2001 TransPlan~~the regional transportation system plan; and (c) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area. In all cases, the *Metro Plan* is the guiding document for regional comprehensive land use planning and city-specific plans may be adopted for local comprehensive land use planning~~;~~. ~~and r~~Refinement plans and policies must be consistent with applicable provisions in the *Metro Plan* or the applicable local comprehensive plan. Should inconsistencies occur, the applicable comprehensive plan ~~*Metro Plan*~~ is the prevailing policy document. The process for reviewing and adopting refinement plans is outlined in Chapter IV.

The following Metro Plan appendices are available at Lane Council of Governments (LCOG):

Appendix A Public Facility Plan Project Lists and Maps for Water, Stormwater, Wastewater, Electricity, and Transportation [These lists and maps are located in Chapter II of the 2001 *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* and 2001 *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*]

Appendix B List of Refinement and Functional Plans and Map of Refinement Plan Boundaries
Appendix C List of Exceptions and Maps of Site-Specific Exception Area Boundaries
Appendix D Auxiliary Maps showing the following:
- Fire station locations
- Urban growth boundary
- Greenway boundary
- Schools
- Parks

Relationship to Lane County Rural Comprehensive Plan

The Plan Boundary shown on the *Metro Plan* Diagram in Chapter II is adjacent to the boundaries of the *Lane County Rural Comprehensive Plan* that surround the Eugene-Springfield metropolitan area. There is no overlap between the boundaries of the *Metro Plan* and the *Lane County Rural Comprehensive Plan*. Lane Code Chapter 16 is applied in the area between the UGB and the Plan Boundary to implement the *Metro Plan*.

Adjustments to boundaries may occur in the future so that areas previously a part of one plan are covered under another plan. These adjustments may occur using the *Metro Plan* review and amendment procedures described in Chapter IV.

Relationship to Statewide Planning Goals

~~As required by state law, t~~The *Metro Plan* has been developed in accordance with the statewide planning goals adopted by the Oregon Land Conservation and Development Commission (LCDC). These goals provide the standards and set the framework for the planning programs of all governmental agencies and bodies in the metropolitan area. Through ~~T~~the *Metro Plan* and the jurisdictions' own land use plans, the cities and county address ~~es each of~~ the applicable LCDC goals (as well as local goals)~~ and contains objectives and policies that comply with the LCDC goals~~. In response to the statutorily mandated adoption of separate urban growth boundaries for Eugene and Springfield, each city will independently address some of the statewide planning goals in their city-specific plans. For example, each city will provide the type and quantity of land needed to support its own population as required by Statewide Planning Goals 9 (Employment), 10 (Housing) and 14 (Urbanization).

~~**Relationship to the Technical Supplement and Working Papers**~~

~~The *Metro Plan* is based on work programs approved by the Metropolitan Policy Committee (MPC) and by the governing bodies of Eugene, Springfield, and Lane County after review and hearings by the respective planning commissions (and MAPAC for the 1982 *Metro Plan*). Based on these work programs, inventories, reviews, and analyses of a number of *Metro Plan* elements are conducted. These include population projections, land use and housing (supply and demand), public facilities and services, and natural assets and constraints.~~

~~A set of working papers[5] was developed for the 1982 *Metro Plan* that describes the relevant issues and factors concerning each subject, and from these analyses, findings were drawn. These findings, in turn, formed an important share of the basis for the goals, objectives, and policies in this plan. In addition, several new or expanded elements were developed from working papers, partly to comply with LCDC Goals.~~

~~The 1978 *Technical Supplement*, a product of the working papers and the various reports prepared during preparation of the first *Metro Plan* diagram, is available under separate cover. It was written for use by those who wish more information on the technical aspects of the *Metro Plan* and its preparation. It can also be of assistance for in-depth analysis of metropolitan planning issues.~~

~~The working papers and *Technical Supplement* have been amended through updates of individual elements in Chapter III. During major updates, working papers and the *Technical Supplement* are reviewed and updated as part of a comprehensive work program. Applicable working papers and the *Technical Supplement* are referenced by ordinance when subsequent *Metro Plan* amendments are adopted. As new information is obtained, draft working papers may be prepared in advance of proposed amendments to integrate the new information into the *Metro Plan* data base. A current list of working papers is maintained by LCOG.~~

General Assumptions and Findings

The following general assumptions and findings relate to the entire *Metro Plan*. They are included in the Introduction because of their general application.

General Assumptions[6]

1. A population of 286,000 is expected to reside within the metropolitan UGB by the year 2015. This is a 29 percent increase from the estimated 2000 census population of 222,500. Since this *Metro Plan* is designed to accommodate the expected population rather than remain static until 2015, it can be adjusted periodically as changes in population trends are detected.

2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.

3. In addition to population growth, increasing household formation rates (i.e., decreasing average household size) will increase the demand for housing.

~~[5] The working papers are on file for public use in the Springfield, Lane County, and Eugene planning offices, and at LCOG.~~

[6] These General Assumptions no longer apply within Springfield's UGB (east of Interstate 5) as a result of Springfield's establishment of its separate UGB and 20-year supply of residential land. Springfield Ordinance No. 6268 (June 20, 2011); Lane County Ordinance No. PA 1274 (July 6, 2011).

4. In addition to population growth, increasing labor force participation rates will increase the resident labor force, thereby increasing the demand for employment opportunities.

5. The metropolitan area will experience continuing growth of the local economy.

6. Based on projections of recent population and economic trends, there will be sufficient land within the urban growth boundary, depicted on the *Metro Plan* Diagram in Chapter II, to ensure reasonable choices in the market place for urban needs to serve a metropolitan UGB area population of 286,000, provided periodic updates of the *Metro Plan* are conducted and the area designated for urbanization on the *Metro Plan* Diagram is updated to assure that the supply remains responsive to demand.

7. Public policies controlling the Eugene-Springfield metropolitan area's growth pattern will continue to be effective. For example, compact urban growth will continue to enhance the opportunity to preserve important natural assets, such as rural open space and agricultural land.

8. Additional urban development will take place within incorporated cities.

General Findings

1. Orderly metropolitan growth cannot be accomplished without coordination of public investments. Such coordination can be enhanced through use of the *Public Facilities and Services Plan* and scheduling of priorities.

2. When urban growth is allowed to occur without consideration for the physical characteristics of the land, it creates problems that are then difficult to solve.

3 The development and implementation of planning policies have social and economic impacts.

4. Financial and taxing inequities are generated when urban development is allowed to occur in unincorporated areas on the periphery of Springfield and Eugene because many residents of such developments are at least partially dependent on streets, parks, and other non-direct fee facilities and services provided by those cities and financed from their revenues.

Chapter II
Fundamental Principles and Growth Management Policy Framework

This chapter contains Fundamental Principles that reflect the overall themes of the *Metro Plan*. The chapter also contains: Metropolitan Goals; Growth Management Goals, Findings, and Policies; Eugene and Springfield Jurisdictional Responsibility; Urban and Urbanizable Land; River Road and Santa Clara Goals, Findings and Policies; and *Metro Plan* Diagram.

As explained in the *Metro Plan* Preface and Chapter I, Eugene, Springfield and Lane County are taking incremental steps to transition from a single "metropolitan UGB" to two separate UGBs, "the Eugene UGB" and "the Springfield UGB." The general references to "the UGB" within this Chapter II shall be interpreted as applying to any UGB within the Metro Plan area, unless the text specifically refers to the metropolitan UGB, the Springfield UGB or the Eugene UGB. When both the Springfield UGB and the Eugene UGB have been established, the metropolitan UGB will cease to exist.

A. Fundamental Principles

There are seven principles that are fundamental to the entire *Metro Plan*. They are implicitly included in the various individual *Metro Plan* components. These Fundamental Principles are:

1. The *Metro Plan* is a long-range policy document providing the framework within which more detailed ~~refinement~~ plans are prepared. This concept is discussed in more detail in the Introduction (Chapter I).

2. To be meaningful, the *Metro Plan* requires cooperation by all general purpose, special district, and special function agencies in the community. This reflects its comprehensive nature encompassing physical land use, social, and economic implications for the metropolitan area. Examples where cooperation is essential include planning and implementation of a transportation system~~,~~ and development of a metropolitan-wide energy plan, metropolitan-wide analysis and resolution of certain housing issues, and planning for areas outside the urban growth boundary (UGB) and within the Plan Boundary.[1]

3. The *Metro Plan* and most of its elements are oriented to and require that urban development occur in a compact configuration within the ~~metropolitan~~ UGB. Elaboration of this principle is treated in the other sections of this chapter, and in the Public Facilities and Services Element in Chapter III.

[1] As a result of actions taken by all three jurisdictions in 2013, there are no lands outside the UGB within the *Metro Plan* boundary on the east side of Interstate 5. Lane County Ordinance No. PA 1281 (June , 2013); Springfield Ordinance No. 6288 (March, 2013), Eugene Ordinance No. 20511 (May, 2013).

4. Comprehensive plans identify and establish the plan-zoning consistency concept and recognize the importance of timing concerning implementation techniques. Implementation techniques, including zoning, shall generally be consistent with the precepts established in the *Metro Plan*, which is the broad policy document for the metropolitan area and in the applicable city-specific comprehensive plan. The consistency test shall continuously be applied to implementation measures and public actions taken to rectify inconsistencies when the general direction provided by the *Metro Plan* or the city-specific comprehensive plan is modified. A variety of potential solutions to consistency problems exist, including modification to the *Metro Plan*, the city-specific comprehensive plan or ~~alteration~~ to the implementation techniques themselves.

5. The zoning process shall be monitored and adjusted to meet current urban land use demands through the planning period for all land use categories.

6. The *Metro Plan* is based on the premise that Eugene and Springfield, the two existing cities, are the logical providers of services accommodating urban levels of development within the UGB.

7. The *Metro Plan* was developed to meet the supporting facilities and services necessary to serve a population of 286,000 within the metropolitan UGB by the year 2015.

B. Metropolitan Goals

~~The following~~ Metropolitan Goals are listed under the applicable section in this chapter or in Chapter III (*Metro Plan* Elements) and Chapter IV (*Metro Plan* Review, Amendments, and Refinements).

~~Growth Management~~

~~1. Use urban, urbanizable, and rural lands efficiently.~~

~~2. Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals.~~

~~3. Protect rural lands best suited for non-urban uses from incompatible urban encroachment.~~

~~Residential Land Use and Housing~~

~~1. Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.~~

~~Economic~~

~~1. Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.~~

~~Environmental Resources~~

~~1. Protect valuable natural resources and encourage their wise management and proper use and reuse, reflecting their special natural assets.~~

~~2. Maintain a variety of open spaces within and on the fringe of the developing area.~~

~~3. Protect life and property from the effects of natural hazards.~~

~~4. Provide a healthy and attractive environment, including clean air and water, for the metropolitan population.~~

~~Willamette River Greenway, River Corridors, and Waterways~~

~~1. Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors.~~

~~Environmental Design~~

~~1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.~~

2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.

3. Create and preserve desirable and distinctive qualities in local and neighborhood areas.

Transportation

1. Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.

2. Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:

   - Balanced
   - Accessible
   - Efficient
   - Safe
   - Interconnected
   - Environmentally responsible
   - Supportive of responsible and sustainable development
   - Responsive to community needs and neighborhood impacts and
   - Economically viable and financially stable

Public Facilities and Services

1. Provide and maintain public facilities and services in an efficient and environmentally responsible manner.

2. Provide public facilities and services in a manner that encourages orderly and sequential growth.

Parks and Recreation Facilities

1. Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

Historic Preservation

1. Preserve and restore reminders of our origin and historic development as links between past, present, and future generations.

~~Energy~~

~~1. Maximize the conservation and efficient utilization of all types of energy.~~

~~2. Develop environmentally acceptable energy resource alternatives.~~

~~Citizen Involvement~~

~~1. Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.~~

~~*Metro Plan* Review, Amendments, and Refinements~~

~~1. Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.~~

C. Growth Management Goals, Findings, and Policies

To effectively control the potential for urban sprawl and scattered urbanization, compact growth within ~~and~~ the ~~-~~urban growth boundary (UGB) ~~are~~ is, and will remain, the primary growth management technique~~s~~ for directing geographic patterns of urbanization in the metropolitan community. In general, this means the filling in of vacant and underutilized lands, as well as redevelopment inside the UGB.

Outward expansion of the UGB will occur only when the home city and Lane County determine such expansion ~~it~~ is proven necessary according to state law and applicable ~~the policies set forth in this~~ *Metro Plan*~~, particularly in this element~~ and city-specific comprehensive plan provisions.

Goals

1. Use urban, urbanizable, and rural lands efficiently.

2. Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals.

3. Protect rural lands best suited for non-urban uses from incompatible urban encroachment.

Findings and Policies

Findings

1. Many metropolitan areas within the United States that have not implemented geographic growth management techniques suffer from scattered or leapfrog urban growth that leaves vacant and underutilized land in its path and encourages isolated residential developments far from metropolitan centers. Until adoption of the *1990 Plan's* urban service area concept, portions of this metropolitan area were characterized by these phenomena.

2. Beneficial results of compact urban growth include:

   a. Use of most vacant leftover parcels where utilities assessed to abutting property owners are already in place.

   b. Protection of productive forest lands, agricultural lands, and open space from premature urban development.

   c. More efficient use of limited fuel energy resources and greater use of bicycle and pedestrian facilities due to less miles of streets and less auto dependence than otherwise would be required.

d. Decreased acreage of leapfrogged vacant land, thus resulting in more efficient and less costly provision and use of utilities, roads, and public services such as fire protection.

e. Greater urban public transit efficiency by providing a higher level of service for a given investment in transit equipment and the like.

3. The disadvantages of a too-compact UGB can be a disproportionately greater increase in the value of vacant land within the Eugene-Springfield area, which would contribute to higher housing prices. Factors other than size and location of the UGB and city limits affect land and housing costs. These include site characteristics, interest rates, state and federal tax laws, existing public service availability, and future public facility costs.

4. Periodic evaluation of land use needs compared to land supply provides a basis for orderly and non-excessive conversion of rural land to urbanizable land and provides a basis for public action to adjust the supply upward in response to the rate of consumption.

5. Prior to the late 1960s, Eugene and Springfield had no growth management policy and, therefore, growth patterns were generally dictated by natural physical characteristics.

6. Mandatory statewide planning goals adopted by the Land Conservation and Development Commission (LCDC) require that all communities in the state establish UGBs to identify and separate urbanizable land from rural land.

7. Between 1970 and 1983, Springfield's population increased about 4 percent and Eugene's about 2.5 percent a year, but unincorporated portions of the metropolitan area experienced a population decline. About 17 percent of the total increase in the population was related to annexations. This indicates that growth is occurring in cities, which is consistent with the compact urban growth concept, and limitations on urban scatteration into unincorporated areas, as first embodied in the *1990 Plan.*

8. In addition to Finding 7 above, evidence that the metropolitan UGB ~~is~~was an effective growth management tool include~~s~~ the following:

a. Consistent reduction over time of vacant land within the metropolitan UGB.

b. Reduction of vacant residential zoned land in Springfield and Eugene.

c. Greater value of vacant land within Springfield and Eugene than similar land outside incorporated areas but within the metropolitan UGB .

d. Increase since 1970 of the proportionate share of residential building permits issued within city limits.

9. Reduction in the use of zoning provisions and regulatory processes that favor single-family detached dwellings on standard size parcels would increase the opportunity to

realize higher net residential densities than are presently occurring, particularly in newly developing areas.

10. A variety of public services are provided by Lane County and special service districts to unincorporated portions of the Eugene-Springfield metropolitan area.

11. In 1986, the Cities of Eugene and Springfield entered into Urban Transition Agreements with Lane County which transferred from the County to the Cities administration for building and land use within the urbanizable portion of the UGB.

Objectives

1. Continue to minimize urban scatteration and sprawl by encouraging compact growth and sequential development.

2. Insure that land supply is kept in proper relationship to land use needs.

3. Conserve those lands needed to efficiently accommodate expected urban growth.

4. Protect rural land and open space from premature urbanization.

5. When necessary to meet urban needs, utilize the least productive agricultural lands for needed expansion, in accordance with state statutes, Statewide Planning Goal 14, and the Land Conservation and Development Commission's administrative rules.

6. Encourage new and maintain existing rural land uses where productive or beneficial outside the urban growth boundary.

7. Shape and plan for a compact urban growth form to provide for growth while preserving the special character of the metropolitan area.

8. Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.

9. Protect life and property from natural hazards and natural disasters.

10. Allow smaller outlying communities the opportunity to plan for their own futures without being engulfed by unlimited outward expansion of the metropolitan area.

11. Identify methods of establishing an urban transition program which will eventually reduce service delivery inefficiencies by providing for the provision of key urban services only by cities.

Policies

1. The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.

2. The Metropolitan UGB was mapped and described to~~shall~~ lie along the outside edge of existing and planned rights-of-way that form a portion of the UGB so that the full right-of-way is within the UGB.

3. Control of location, timing, and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.

4. Lane County shall discourage urban development in urbanizable and rural areas and encourage compact development of outlying communities.

5. To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the UGB shall be restricted and based on at least the following criteria:

   a. Preservation and conservation of natural resources

   b. Conformity with the policies and provisions of the *Lane County Rural Comprehensive Plan* that borders the metropolitan area

   c. Conformance with applicable mandatory statewide planning goals.

6. Outlying communities close to Springfield and Eugene shall be encouraged to develop plans and programs in support of compact urban development.

7. Conversion of rural and rural agricultural land to urbanizable land through *Metro Plan* amendments expanding the UGB shall be consistent with mandatory statewide planning goals.

8. Land within the UGB may be converted from urbanizable to urban only through annexation to a city when it is found that:

   a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner.

   b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the *Metro Plan*.

9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.

10. Annexation to a city through normal processes shall continue to be the highest priority.

11. The tax differential concept, as provided for in ORS 222.111 (2), shall be one mechanism that can be employed in urban transition areas.

~~12. When the following criteria are met, either Springfield or Eugene may annex land which is not contiguous to its boundaries.~~

~~a. The area to be annexed will be provided an urban service(s) which is (are) desired immediately by residents/property owners.~~

~~b. The area to be annexed can be serviced (with minimum level of key urban facilities and services as directed in the *Metro Plan*) in a timely and cost-efficient manner and is a logical extension of the city's service delivery system.~~

~~c. The annexation proposal is accompanied by support within the area proposed for annexation from the owners of at least half the land area in the affected territory.~~

~~13.~~12. Police, fire and emergency medical services may be provided through extraterritorial extension with a signed annexation agreement or initiation of a transition plan and upon concurrence by the serving jurisdiction.

~~14.~~13. Both Eugene and Springfield shall examine potential assessment deferral programs for low-income households.

~~15.~~14. Creation of new special service districts or zones of benefit within the Plan Boundary of the *Metro Plan* shall be considered only when all of the following criteria are satisfied:

a. There is no other method of delivering public services which are required to mitigate against extreme health hazard or public safety conditions.

b. The three metropolitan area general purpose governments concur with the proposal to form the service district or zone of benefit.

c. The district or zone of benefit is an interim service delivery method, and there are legal assurances, such as annexation agreements, to ensure that annexation to the appropriate city occurs within the planning period.

d. The servicing city is not capable of providing the full range of urban facilities and services in the short term, although it is recognized that urban facilities and services will be provided by a city consistent with adopted public facilities plans and capital improvement programs.

e. The district or zone of benefit will contract with the appropriate city for interim service delivery until annexed to the appropriate city.

~~16.~~15. Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.

~~17.~~16. Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board (EWEB) and Springfield Utility Board (SUB), shall be the water and electrical service providers within the UGB.

~~18.~~17. As annexations to cities occur over time, existing special service districts within the UGB shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts.

~~19.~~18. The realignment (possible consolidation or merger) of fringe special service districts shall be examined to:

a. Promote urban service transition to cities within the UGB.

b. Provide continued and comprehensive rural level services to property and people outside the UGB.

c. Provide more efficient service delivery and more efficient governmental structure for serving the immediate urban fringe.

~~20.~~19. Annexation of territory to existing service districts within the UGB shall occur only when the following criteria are met:

a. Immediate annexation to a city is not possible because the required minimum level of key urban facilities and services cannot be provided in a timely manner (within five years, as outlined in an adopted capital improvements program);

b. Except for areas that have no fire protection, affected property owners have signed consent to annex agreements with the applicable city consistent with Oregon annexation law.

Such annexations shall be considered as interim service delivery solutions until ultimate annexation to a city occurs.

~~21.~~20. When unincorporated territory within the UGB is provided with any new urban service, that service shall be provided by the following method (in priority order).

a. Annexation to a city;

b. Contractual annexation agreements with a city;

c. Annexation to an existing district (under conditions described previously in Policy #~~20~~19); or

d. Creation of a new service district (under conditions described previously in Policy #~~15~~14).

~~22.~~21. Cities shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard annexation is required.

~~23.~~22. Regulatory and fiscal incentives that direct the geographic allocation of growth and density according to adopted plans and policies shall be examined and, when practical, adopted.

~~24.~~23. To accomplish the Fundamental Principle of compact urban growth addressed in the text and on the *Metro Plan* Diagram, overall metropolitan-wide density of new residential construction, but not necessarily each project, shall average approximately six dwelling units per gross acre over the 1995-2015 planning period addressed in the 1999 Residential Lands and Housing Study.[2]

~~25.~~24. When conducting metropolitan planning studies, particularly the *Public Facilities and Services Plan*, consider the orderly provision and financing of public services and the overall impact on population and geographical growth in the metropolitan area. Where appropriate, future planning studies should include specific analysis of the growth impacts suggested by that particular study for the metropolitan area.

~~26.~~25. Based upon direction provided in Policies 4, 8, and 234 of this section, any development taking place in an urbanizable area shall be designed to the development standards of the city which would be responsible for eventually providing a minimum level of key urban services to the area. Unless the following conditions are met, the minimum lot size for campus industrial designated areas shall be 50 acres and the minimum lot size for all other designations shall be 10 acres. Creation of new parcels in the urbanizable area will comply with the following standards:

a. The approval of a conceptual plan for ultimate development at urban densities in accord with applicable plans and policies.

b. Proposed land uses and densities conform to applicable plans and policies.

[2] This policy no longer applies to the City of Springfield. For the City of Springfield, the 1995-2015 planning period for the accommodation of the metropolitan area's residential land need and the 1999 Residential Lands and Housing Study that addressed that planning period have been supplanted by the 2010-2030 planning period addressed in the 2011 "Springfield 2030 Refinement Plan Residential Land Use and Housing Element." Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

c. The owner of the property has signed an agreement with the adjacent city which provides:

(1) The owner and his or her successors in interest are obligated to support annexation proceedings should the city, at its option, initiate annexation.

(2) The owner and his or her successors in interest agree not to challenge any annexation of the subject property.

(3) The owner and his or her successors in interest will acquire city approval for any subsequent new use, change of use, or substantial intensification of use of the property. The city will not withhold appropriate approval of the use arbitrarily if it is in compliance with applicable plans, policies, and standards, as interpreted by the city, as well as the conceptual plan approved under subsection a above.

~~27.~~26. Any lot under five acres in size to be created in an urbanizable area will require utilizing the following additional standards:

a. The property will be owned by a governmental agency or public utility.

b. A majority of parcels located within 100 feet of the property are smaller than five acres.

c. No more than three parcels are being created.

~~28.~~27. The siting of all residences on urbanizable lots served by on-site sewage disposal systems shall be reviewed by Lane County to ensure the efficient future conversion of these lots to urban densities according to *Metro Plan* assumptions and minimum density requirements.

~~29.~~28. The approval of on-site sewage disposal systems for rural and urbanizable area uses and developments shall be the responsibility of Lane County, subject to: (a) applicable state law; (b) the criteria for the creation of new lots in Policies 2~~6~~5, 2~~7~~6 above; (c) the requirement for the siting of residences in Policy 2~~8~~7 above; (d) requirements of Policy ~~30~~29; and (e) the requirements for special heavy industrial designated areas.

~~30.~~29. In order to encourage economic diversification, on-site sewage disposal systems shall be allowed for industrial development and for commercial development allowed within Campus Industrial designated areas in conjunction with annexation to a city, when extension of the public wastewater system is imminent or is identified as part of an approved capital improvement program.

~~31.~~30. Eugene, Springfield, and Lane County shall continue to involve affected local governments and other urban service providers in development of future, applicable

Metro Plan revisions, including amendments and updates.

~~32.~~31. If expansion of the UGB is contemplated, all other options should be considered and eliminated before consideration of expanding the UGB in the area west of Highway 99 and north of Royal Avenue.

Note: For other related policy discussion, see the Public Facilities and Services Element in Chapter III-G.

D. Jurisdictional Responsibility

The division of responsibility for metropolitan planning between the two cities is the Interstate 5 Highway. Chapter IV provides that all three jurisdictions would need to approve a UGB or Metro Plan boundary change that crosses Interstate 5. For purposes of other amendments and implementation of the Metro Plan, Lane County ~~jurisdiction is between the urban growth boundary (UGB) and *Metro Plan* Plan Boundary (Plan Boundary); and the county~~ has joint responsibility with Eugene between the city limits and ~~UGB~~the *Metro Plan* Boundary (Plan Boundary) west of the Interstate 5 Highway and with Springfield between the city limits and ~~UGB~~the Plan Boundary east of the Interstate 5 Highway. State law (1981) provides a mechanism for creation of a new city in the River Road and Santa Clara area. Refer to Metro Plan Chapter IV and intergovernmental agreements to resolve specific issues of jurisdiction.

ORS 197.304 requires Eugene and Springfield to establish separate UGBs "consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan."

E. Urban and Urbanizable Land

This section addresses the need to allow for the orderly and economic extension of public services, the need to provide an orderly conversion of urbanizable to urban land, and the need to provide flexibility for market forces to operate in order to maintain affordable housing choices. For the definitions of urban and urbanizable lands, as well as rural lands and the urban growth boundary (UGB) as used in this section, refer to the *Metro Plan* Glossary.

The undeveloped (urbanizable) area within the metropolitan UGB, separating urban and urbanizable land from rural land, washas been carefully calculated to include an adequate supply to meet demand for a projected population of 286,000 through the end of the planning period (2015). When the metropolitan UGB was established for the 1995-2015 planning period, Lane County, Eugene and Springfield realized, Hhowever, that unless the community consciously decidesd to limit future expansions of the UGB, one of several ways to accommodate growth, that boundary willwould need to be expanded in future plan updates. The jurisdictions anticipated so that before 2015, the metropolitan UGB would it will include more urbanizable area reflecting future metro-wide population and employment needs of populations beyond those in 2015. than that now depicted on the *Metro Plan* Diagram. Accordingly, pPeriodic updates of land use needs and revision of the metropolitan UGB to reflect extensions of the planning period were expected towill ensure that adequate surplus urbanizable land iswas always available.

With the transition mandated in 2007 by ORS 197.304, the shared metropolitan UGB will be replaced with two separate UGBs (the Eugene UGB and the Springfield UGB). This changed the land use work programs for the three jurisdictions. Evaluation of the sufficiency of the 2015 metropolitan UGB was replaced with an in-depth analysis of each city's independent needs and the supplies of land that exist with respect to the separate areas of jurisdictional responsibility. That process began with the three jurisdictions' adoption of city-specific population forecasts in Chapter I of the *Metro Plan*. In 2011, the City of Springfield, with co-adoption by Lane County, amended the *Metro Plan* to establish its own UGB consistent with ORS 197.304.[3]

The three jurisdictions continue to agree that the key to addressing the needs stated at the beginning of this section is not so much the establishment of a UGB, but maintaining an adequate and reasonable supply of available undeveloped land at any point in time. The "adequate" and "reasonable" tests are the key to the related phasing and surplus land issues.

In order to maintain an "adequate" supply of available surplus land to allow development to occur, annexation must take place in advance of demand in order to allow for the provision of public capital improvements, such as wastewater trunk lines, arterial streets, and water trunk lines. Most capital improvement programs are "middle-range" type plans geared three to six years into the future. The time between annexation and the point of finished construction usually involves several steps:

[3] Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

1. The actual annexation and rezoning of the land ~~(with accompanying public hearing processes, including Lane County Local Government Boundary Commission approval)~~.

2. Filing and approval of a subdivision or planned unit development (with accompanying public hearing processes).

3. Extension of public capital improvements (in accordance with programming and funding availability).

4. Construction of the private development (including local extension of streets, sidewalks, wastewater, water, electricity, and construction of dwelling units or businesses).

The time period between initiating annexation and sale of a home or opening of a business varies but can easily take from two to six years.

Large-scale and timely annexations of undeveloped and underdeveloped areas should be encouraged to enhance the opportunity for compact urban growth, an efficient land use pattern, and a well-planned supporting arterial street system.

The approach is to allow the cities to develop annexation programs which will ensure a six- to ten-year surplus of land. Such a range will allow the maintenance of an adequate surplus of land at any point in time. The six- to ten-year surplus is suggested as a reasonable range which will not only allow for the conversion of urbanizable to urban land through annexation but will allow the cities the opportunity and flexibility to plan for and provide urban facilities and services on a large scale. The six-year minimum will allow the cities and other providers of urban services to develop coordinated capital improvement programs in accordance with the applicable comprehensive plan~~*Metro Plan*~~. Such coordinated capital improvement programs can and should be closely related to implementation of annexation plans.

Comprehensive plans~~The *Metro Plan*~~ will be updated before undeveloped surplus urban lands are exhausted.

The six- to ten-year low density residential land surplus should be based on the amount of development over the previous six to ten years. For other land use categories, annexation programs should be based on past trends, *Metro Plan* assumptions, and *Metro Plan* Goals, particularly those goals dealing with promotion of economic development and diversity. Improved monitoring techniques made possible by the Regional Land Information Database of Lane County (RLID) formerly referred to as the Geographic Information System (GIS) should allow such monitoring to occur. The monitoring information should be provided on a jurisdictional basis ~~and on the metropolitan level~~.

~~Eugene, Springfield, and Lane County shall cooperatively monitor and periodically report on development trends and land supply for all categories of residential, commercial, and industrial land. This system shall include consideration of proper zoning, coordinated capital improvements programming, annexation, and other factors necessary to maintain availability of~~

~~sufficient land to ensure that the supply is responsive to demand in keeping with the Fundamental Principles of the *Metro Plan*.~~

In summary, the cities should continually monitor the conversion of urbanizable land to urban and pursue active annexation programs based on local policies and applicable provisions of this *Metro Plan* including, for example:

1. Orderly economic provision of public facilities and services (maintenance and development of capital improvement programs).

2. Availability of sufficient land to ensure a supply responsive to demand.

3. Compact urban growth.

4. Cooperation with other utilities and providers of urban services to ensure coordination with their respective capital improvement programs.

F. River Road and Santa Clara Goals, Findings, Objectives, and Policies

The River Road and Santa Clara portions of the Eugene-Springfield metropolitan area are important components of the metropolitan community. Both River Road and Santa Clara have:

- Unique and distinctive neighborhood identities
- Experienced considerable private investment in the past years
- Experienced considerable public investments; e.g., transmission facilities by the Eugene Water & Electric Board (EWEB) and educational facilities by public school systems
- A sound housing stock

In Santa Clara, relatively large parcels of vacant land exist which, with adequate urban services, can be developed at increased densities; in River Road, relatively large developed lots exist which could be further developed by their owners.

The future of both the River Road and Santa Clara areas will play a critical role in the growth of the metropolitan area. For some years, officials of Lane County and Eugene have cooperatively discussed methods of delivering services to these neighborhoods.

These discussions have continually focused on two sides of a single, critical issue:

> How can the short-range costs and benefits to the residents and other service providers be balanced against, and what are the long-range costs and benefits to the residents and the entire metropolitan area of logical growth and increased densities?

Inflation has drastically increased the need to balance these two potentially divergent objectives. The effects of continued inflation can be mitigated by identifying and implementing a solution to the servicing issue.

A unique set of circumstances has occurred which lends direction to resolution of the service delivery questions for both River Road and Santa Clara.

1. As part of the acknowledgement process for the *Metro Plan*, the Land Conservation and Development Commission (LCDC) directed that a servicing plan be developed for both River Road and Santa Clara and that Eugene provide those services.

2. Discussions between Eugene officials and state and county representatives of the River Road and Santa Clara area have led to reconsideration of Eugene's policy to provide services to these neighborhoods only after annexation to the City of Eugene of both areas has occurred.

3. Preliminary review of Eugene's comprehensive capital improvement program suggested a full range of services could not be provided immediately even if the areas were annexed at one time.

Based on these three conditions, a situation evolved which led to a set of findings, objectives, and policies for inclusion in the *Metro Plan* and ultimately will lead to delivery of urban services to the River Road and Santa Clara areas in cooperation with the residents of these neighborhoods. That situation is as follows.

The City of Eugene constructed and owns the main wastewater system that serves the River Road and Santa Clara neighborhoods. Eugene has altered its policies pertaining to the service delivery to both River Road and Santa Clara to allow incremental annexation. Annexation must, however, be consistent with state law and other applicable local policies (e.g., the ability of the city to deliver key urban facilities and services in a timely manner). Eugene will pursue annexation only in accordance with applicable state laws and will not use these mechanisms to circumvent the process. In every case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and in accord with previous individual property annexation agreements. The City, in conjunction with Lane County and the citizens of both River Road and Santa Clara, developed a *River Road-Santa Clara Urban Facilities Plan* which is responsive to the basic service infrastructure which is either in place or contemplated for these areas. An integral part of the implementation phase of the *River Road-Santa Clara Urban Facilities Plan* is a financing mechanism which takes into account the financial abilities of residents/property owners and the City of Eugene to pay for service delivery in that area.

The following findings, objectives, and policies reflect the situation that evolved.

Findings, Objectives, and Policies

Findings

1. Land supply in the River Road and Santa Clara areas is of metropolitan-wide significance.

2. In order to achieve urban densities, urban services, including public wastewater service, must be provided.

3. For a long period of time, officials of Lane County and Eugene have made great efforts to resolve the service delivery problems for both River Road and Santa Clara.

4. The history and pattern of development in River Road and Santa Clara have resulted in the creation of two unique metropolitan neighborhoods.

5. The most cost-effective method of service delivery is through annexation.

6. An urban facilities plan is the best method of providing a framework for capital improvements programming in the River Road and Santa Clara areas.

7. Because of the substantial public investments already made in both neighborhoods, it is most cost-efficient to achieve urban densities in River Road and Santa Clara prior to

accommodating new development needs in totally undeveloped areas.

8. The 1970 CH2M Hill *Sewerage System Study, River Road-Santa Clara* publication demonstrates the feasibility of providing wastewater service to the River Road and Santa Clara area in a manner consistent with the *Eugene-Springfield Metropolitan Waste Treatment Alternatives Report (208 Facilities Plan)* and the *Metro Plan.*

9. The CH2M Hill publication defined study boundaries and made population projections which are different than those contained in the *Metro Plan*; modifications to these factors is occurring as part of the required system design work prior to construction.

10. The detailed design work which will occur as part of development of the system will allow discussion of various system concepts with the residents and property owners of the River Road and Santa Clara areas.

11. The *River Road-Santa Clara Urban Facilities Plan* has been completed.

12. Based on the *River Road/Santa Clara Groundwater Study, Final Technical Report, February, 1980* by Sweet, Edwards, and Associates, Inc., the Oregon Environmental Quality Commission (EQC) found on April 18, 1980, that:

    a. The River Road-Santa Clara shallow aquifer is generally contaminated with fecal coliform organisms in excess of drinking water and body contact standards.

    b. Existing nitrate-nitrogen concentrations within the area exceed the planning target on the average.

    c. About 73 percent of the nitrate-nitrogen pollutants (and, by analogy, a similar share of the fecal coliform contaminations) result from septic tank effluent. Septic tank pollutants can migrate rapidly to the groundwater from drainfields via macropore travel.

13. The EQC concluded that a public health hazard exists based on fecal coliform data for people using the aquifer for domestic (drinking) or irrigation and that a health hazard similarly exists in several areas based on nitrate-nitrogen levels.

14. To remedy the groundwater pollution problem, the Environmental Protection Agency (EPA) awarded Eugene a grant to build a wastewater system to replace the individual septic systems in use throughout River Road and Santa Clara according to a prescribed time frame.

15. Efforts toward incremental and voluntary annexation of River Road and Santa Clara properties to Eugene and connection to the wastewater system according to the EPA's time frame have not been successful.

Objectives

1. Ensure the availability of land in River Road and Santa Clara for urban levels of development.

2. Capitalize on existing public expectations by providing further public services which will allow the River Road and Santa Clara areas to achieve urban densities.

3. Deliver a full range of urban services to the River Road and Santa Clara areas through annexation.

4. Consider the unique situation of the residents of River Road and Santa Clara by providing financing mechanisms which will take into account the financial ability of the residents to pay for service delivery and the City of Eugene's ability to provide these services.

5. Guide capital improvements in the River Road and Santa Clara areas through the *River Road-Santa Clara Urban Facilities plan* developed cooperatively by Lane County, the City of Eugene, and the residents and property owners of the two areas.

6. Eliminate groundwater pollution from individual septic tank disposal systems in River Road and Santa Clara.

Policies

1. Eugene shall develop methods of financing improvements in the River Road and Santa Clara areas which are responsive to the unique situation of residents and property owners, as well as the City of Eugene.

2. Eugene will plan, design, construct, and maintain ownership of the entire wastewater system that services the River Road and Santa Clara areas. This will involve extraterritorial extension which will be supported by Lane County before the Lane County Local Government Boundary Commission and all other applicable bodies.

3. Annexation of the River Road and Santa Clara areas will occur only through strict application of state laws and local policies (e.g., ability to extend key urban facilities and services in a timely manner). In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.

4. The City of Eugene shall provide urban services to the River Road and Santa Clara neighborhoods upon annexation. In the meantime, to reduce the groundwater pollution problem, Eugene will extend wastewater service to developed properties.

5. Using the CH2M Hill report as a foundation, efforts to prepare more detailed engineering studies which will provide the basis for a capital improvement program to sewer the River Road and Santa Clara areas in a manner consistent with the above policy direction

shall proceed.

6. No particular section of the *Metro Plan* shall be interpreted as prohibiting the process of incorporation of a new city in River Road and Santa Clara in accordance with ORS 199 and 221. This means that:

   a. As a comprehensive planning document, no particular section of the *Metro Plan* shall be used in isolation to evaluate different courses of action.

   b. The phrase "process of incorporation" refers to the specific steps of incorporation outlined in ORS 199 and 221.

   c. This policy does not negate the requirement of public wastewater service as a minimum level of key urban facilities and services. Any institutional solution to providing urban services in the River Road and Santa Clara areas must provide public wastewater service to address LCDC requirements and to protect public health and safety in resolving groundwater pollution problems. Public wastewater service is also required to achieve higher than septic tank level of urban residential densities and to utilize efficiently valuable metropolitan-scale buildable land.

G. *Metro Plan* Diagram

The *Metro Plan* Diagram is a generalized map and graphic expression of the goals, objectives, and recommendations expressed ~~found elsewhere~~ in the applicable provisions of the *Metro Plan* and city-specific plans. Rather than an accurate representation of actual size and shape, the arrangement of existing and, to an even greater degree, projected land uses illustrated on the *Metro Plan* Diagram, is based on the various elements and principles embodied in the *Metro Plan* and city-specific plans. Likewise, statements in this section that prescribe specific courses of action regarding the community's future should be regarded as policies.

Projections indicated a population of approximately 286,000 ~~is~~was expected to reside in the metropolitan area around the year 2015. The allocation of living, working, and recreational areas and supporting public facilities that were shown on the *Metro Plan* Diagram when the 2004 Metro Plan Update was conducted ~~in this section~~ and on the Public Facilities Maps in Appendix A generally responded to that metro-wide projection. After Springfield and Eugene have (pursuant to ORS 197.304 (2007)) established their separate city-specific UGBs and designated land supplies for their new 20-year planning horizons, the ~~The~~ *Metro Plan* Diagram will be bifurcated. The area shown east of Interstate 5 will represent~~s~~ the land use needs and supporting facilities necessary to serve Springfield's future population. The area shown west of Interstate 5 within the UGB will represent the land use needs and supporting facilities necessary to serve Eugene's future population.~~a certain number of people rather than a point in time. The process used to allocate land uses in the *Metro Plan* Diagram, fully documented in the *Technical Supplement*, can be repeated for any population.~~ Until both cities, with co-adoption by Lane County, have taken action to establish their independent UGBs and land supplies, the Metro Plan Diagram will serve different purposes for the two cities.[4]

Finally, the *Metro Plan* Diagram is drawn at a metropolitan scale, necessitating supplementary planning on a local level. The original *Metro Plan* Diagram adopted in the 1982 *Metro Plan* and subsequently amended was not tax lot-specific, although exception areas were site specific, with exact designation boundaries shown in supporting working papers. The use of the Regional Land Information Database (RLID) data for long-range planning studies led to the decision to base the *Metro Plan* Diagram on RLID data, as described below. The *Metro Plan* Diagram and text provide the overall framework within which more detailed planning occurs on the local level. ~~When local plans include densities or land use allocations significant on a metropolitan scale, their adoption requires analysis of metropolitan implications, followed by amendments to the *Metro Plan*, when necessary. Standards for identifying factors of metropolitan significance need to be defined and agreed to by Springfield, Lane County, and Eugene.~~

In practice, the Metro Plan amendment process described in Chapter IV~~of referrals between the three bodies~~ will ~~also determine~~ ensure that issues of metropolitan significance are addressed cooperatively by all three jurisdictions~~on a case-by-case basis~~.

[4] As part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011, the Metro Plan Diagram was amended so that the area west of Interstate 5 is no longer included in Springfield's UGB.

Major Influences

The *Metro Plan* Diagram reflects the influence of many sources. Particularly noteworthy are the following:

1. The Land Conservation and Development Commission's (LCDC) Statewide Planning Goals, as published in April 1977, and subsequently amended.

2. The *1990 Plan*, predecessor of ~~this document~~the Metro Plan; particularly the concept of compact urban growth.

3. Adopted neighborhood refinement and city-specific ~~community~~ plans.

4. Adopted special purpose and functional plans.

5. Information generated through preparation of working papers (1978 and 1981) used in the early update ~~process~~. Those papers are on file in the planning departments of Eugene, Springfield, and Lane County, as well as the Lane Council of Governments (LCOG). Their most significant provisions are contained in the *Technical Supplement* of the *Metro Plan*, printed and available under separate cover. Subjects examined include public services and facilities; environmental assets and constraints, including agricultural land, the economy, housing, and residential land use, and energy, all in terms of existing conditions and projected demand.

Land Use Designations

Land use designations shown in the *Metro Plan* Diagram are depicted at a metropolitan scale. Used with the text and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels. Since its initial adoption in 1982, the Metro Plan Diagram designations have been transitioning to a parcel-specific diagram. As part of this transition, the boundaries of Plan designation areas within ~~in the metropolitan~~ a UGB are determined on a case-by-case basis, where no parcel-specific designation has been adopted.

Certain land uses are not individually of metropolitan-wide significance in terms of size or location because of their special nature or limited extent. Therefore, it is not advisable to account for most of them on the *Metro Plan* Diagram. The Diagram's depiction of land use designations is not intended to invalidate local zoning or land uses which are not sufficiently intensive or large enough to be included on the Metro Plan Diagram.

The Plan designation of parcels in the Metro Plan Diagram is parcel-specific in the following cases:

1. Parcels shown on the Metro Plan Diagram within a clearly identified Plan designation, i.e., parcels that do not border more than one Plan designation;

2. Lands outside the UGB within the Metro Plan boundary;[5]
3. Parcels with parcel-specific designations adopted through the ~~citizen-initiated~~ Plan amendment process;
4. Parcels shown on a parcel-specific refinement plan map that has been adopted as an amendment to the Metro Plan Diagram.

There is a need for continued evaluation and evolution to a parcel-specific diagram. The Metro Plan designation descriptions below, Metro Plan policies, adopted buildable lands inventory analyses, refinement plans, and local codes provide guidance to local jurisdictions in determining the appropriate Plan designation of parcels that border more than one Plan designation ~~within the metropolitan UGB~~.

[5] As a result of actions taken by all three jurisdictions in 2013, there are no lands outside the UGB within the *Metro Plan* boundary on the east side of Interstate 5. Lane County Ordinance No. PA 1281 (June, 2013); Springfield Ordinance No. 6288 (March, 2013), Eugene Ordinance No. 20511 (May, 2013).

Residential

This category is expressed in gross acre density ranges. Using gross acres, approximately 32 percent of the area is available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the *Metro Plan* Diagram. Such auxiliary uses shall be allowed within residential designations if compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods. The division into low, medium, and high densities is consistent with that depicted on the *Metro Plan* Diagram. In other words:

- Low density residential—Through 10 units per gross acre
- Medium density residential—Over 10 through 20 units per gross acre
- High density residential—Over 20 units per gross acre

These ranges do not prescribe particular structure types, such as single-family detached, duplex, mobile home, or multiple-family. That distinction, if necessary, is left to local plans and zoning ordinances.

While all medium and high density allocations shown on the *Metro Plan* Diagram may not be needed during the planning period, their protection for these uses is important because available sites meeting pertinent location standards are limited.

As of January 1, 1977, density of all existing residential development within the *1990 Plan* projected urban service area was about 3.64 dwelling units per gross acre. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 dwelling units per acre in the UGB based on the RLID data. The estimated overall residential net density for all residential development has climbed from 5.69 dwelling units per are in 1986 to 5.81 dwelling units per acre in 1994. This *Metro Plan*, including the *Metro Plan* Diagram, calls for an overall average of about six dwelling units per gross acre for new construction through 2015, the planning period. By realizing this goal, the community will benefit from more efficient energy use; preservation of the maximum amount of productive agricultural land; use of vacant leftover parcels where utilities are already in place; and more efficient, less costly provision of utilities and services to new areas. This higher overall average density can only be achieved if the cities explore, and when feasible, in light of housing costs and needs, adopt new procedures and standards including those needed to implement the policies in the Residential Land Use and Housing Element.

The UGBs will be modified, as necessary, to ensure an on-going, adequate, available land supply to meet needs. See also Urban and Urbanizable Land in this section.

Commercial

This designation on the *Metro Plan* Diagram includes only the first two categories:

Major Retail Centers

Such centers normally have at least 25 retail stores, one or more of which is a major anchor department store, having at least 100,000 square feet of total floor space. They sometimes also include complimentary uses, such as general offices and medium and high density housing. Presently there are two such developed centers in the metropolitan area: the Eugene central business district and Valley River Center.

Community Commercial Centers

This category includes more commercial activities than neighborhood commercial but less than major retail centers. Such areas usually develop around a small department store and supermarket. The development occupies at least five acres and normally not more than 40 acres. This category contains such general activities as retail stores; personal services; financial, insurance, and real estate offices; private recreational facilities, such as movie theaters; and tourist-related facilities, such as motels. When this category is shown next to medium- or high-density residential, the two can be integrated into a single overall complex, local regulations permitting.

Existing strip commercial is in the Community Commercial Centers plan designation when it is of sufficient size to be of more than local significance. Development and location standards for (additional) strip commercial, as well as neighborhood commercial uses, are discussed below.

Neighborhood Commercial Facilities (not shown on *Metro Plan* Diagram)

Oriented to the day-to-day needs of the neighborhood served, these facilities are usually centered on a supermarket as the principal tenant. They are also characterized by convenience goods outlets (small grocery, variety, and hardware stores); personal services (medical and dental offices, barber shops); laundromats; dry cleaners (not plants); and taverns and small restaurants. The determination of the appropriateness of specific sites and uses or additional standards is left to the local jurisdiction. Minimum location standards and site criteria include:

1. Within convenient walking or bicycling distance of an adequate support population. For a full-service neighborhood commercial center at the high end of the size criteria, an adequate support population would be about 4,000 persons (existing or anticipated) within an area conveniently accessible to the site. For smaller sites or more limited services, a smaller support population or service area may be sufficient.

2. Adequate area to accommodate off-street parking and loading needs and landscaping, particularly between the center and adjacent residential property, as well as along street frontages next door to outdoor parking areas.

3. Sufficient frontage to ensure safe and efficient automobile, pedestrian and bicycle access without conflict with moving traffic at intersections and along adjacent streets.

4. The site shall be no more than five acres, including existing commercial development. The exact size shall depend on the numbers of establishments associated with the center and the population to be served.

Neighborhood commercial facilities may include community commercial centers when the latter meets applicable location and site criteria as listed above, even though community commercial centers are generally larger than five acres in size.

In certain circumstances, convenience grocery stores or similar retail operations play an important role in providing services to existing neighborhoods. These types of operations which currently exist can be recognized and allowed to continue through such actions as rezoning.

Strip or Street-Oriented Commercial Facilities

Largely oriented to automobile traffic, the need for this type of facility has diminished with the increasing popularity of neighborhood, community, and regional shopping centers with self-contained off-street parking facilities. Strip commercial areas are characterized by commercial zoning, or at least, commercial uses along major arterials; i.e., portions of River Road and West 11th Avenue, part of Willamette Street, Highway 99N, Franklin Boulevard in Eugene, Main Street in Springfield, and others. Such uses often create congestion in adjacent travel lanes, are generally incompatible with abutting non-commercial uses, and are not as vital to the community as previously because of the existence of retail, office, and service complexes with off-street parking facilities. They should be limited to existing locations and transformed into more desirable commercial patterns, if possible.

To mitigate negative external characteristics, unless it is not in the interest of the public, efforts should be made in connection with existing strip commercial areas to:

1. Landscape perimeters, especially when adjacent to residential properties.

2. Direct lights and signs away from residential areas.

3. Control and consolidate points of access and off-street parking to minimize safety hazards and congestion in connection with adjacent streets.

Industrial

This designation includes the following, only the first four being shown on the *Metro Plan* Diagram:

Heavy Industrial

This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Examples of heavy industry include: lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards. Such industries often are energy-intensive, and resource-intensive. Heavy industrial transportation needs often include truck and rail. This designation may also accommodate light and medium industrial uses and supporting offices, local regulations permitting.

Light Medium Industrial

This designation accommodates a variety of industries, including those involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is generally less than Heavy Industrial, and transportation needs are often met by truck. Activities are generally located indoors, although there may be some outdoor storage. This designation may also accommodate supporting offices and light industrial uses, local regulations permitting.

Campus Industrial

The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution, and vibration, on other users and on surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be made for small- and medium-scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.

Conceptual development planning, performance standards, or site review processes shall be applied to ensure adequate circulation, functional coordination among uses on each site, a high quality environmental setting, and compatibility with adjacent areas. A 50-acre minimum lot size shall be applied to ownerships of 50 or more acres to protect undeveloped sites from piecemeal development until a site development plan has been approved by the responsible city.

Special Heavy Industrial

These areas are designated to accommodate relocation of existing heavy industrial uses inside the urban growth boundary (UGB) that do not have sufficient room for expansion and to accommodate a limited range of other heavy industries in order to broaden the manufacturing base of the metropolitan economy and to take advantage of the natural resources of this region. These areas are also designated to accommodate new uses likely to benefit from local advantage

for processing, preparing, and storing raw materials, such as timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

Land divisions in these areas shall be controlled to protect large parcels (40-acre minimum parcel size). Because city services are not available to these areas in the short-term, terms may be allowed to provide on-site the necessary minimum level of key urban facilities and services subject to standards applied by Lane County and subject to applicable state, federal, and local environmental standards.

This designation accommodates industrial developments that need large parcels, particularly those with rail access. Although a primary purpose of this designation is to provide sites for heavy industries, any industry which meets the applicable siting criteria may make use of this designation.

Two areas are designated Special Heavy Industrial. Listed below are the names of the two areas and applicable land division standards, use limitations, and annexation and servicing provisions.

Natron Site (south of Springfield)

Wastewater service is not available to this area in the short-term; therefore, industrial firms may be allowed to provide self-contained sewage disposal facilities subject to local, state, and federal environmental standards. Annexation to the city shall be required as a condition of development approval. Land divisions in this area shall be a minimum of 40 acres until annexation to Springfield has been assured. While industrial park development will be encouraged on this site, opportunity for the siting of industries that require large lots, such as 20 acres or more, will be reserved through the conceptual development planning and site review process.

North of Awbrey Lane (north of Eugene)

The minimum level of key urban facilities and services is available or can be readily available to this area. Annexation shall be assured prior to development. Lane County and the City of Eugene shall cooperate to apply the appropriate industrial zoning specifying the minimum parcel size and setting forth performance standards.

This site was added to the industrial land inventory to provide a large (200+ acre) site for a special heavy industrial park. The minimum parcel size for lots in the industrial park shall be 40 acres. Prior to subdivision, it shall be demonstrated that the comprehensive development plan ensures compatibility among planned uses within the park as well as with adjacent properties and that access to both the Union Pacific and Burlington Northern railroads has been extended into the area or that a surety sufficient to secure such extension has been posted with the city.

The comprehensive development plan shall include the layout of lots, railroad right-of-way, streets, utilities and performance and site development standards. It shall also consider the provisions of a "public team track." The comprehensive development plan

shall be designed to protect and enhance the site for special heavy industrial users requiring a campus-like setting and rail access. Uses in this area shall be limited to industries which are rail dependent or require a minimum site of 100 acres.

Small-Scale Light Industry (not shown on *Metro Plan* Diagram)

This category is characterized by industrial uses that emit no smoke, noise, glare, heat, dust, objectionable odors, or vibrations beyond property boundaries; pursue their activities within buildings; and do not generate a large amount of vehicular trips for employees, customers, or freight movements. Depending on the local situation, in some instances such industrial uses may be incorporated into mixed use areas. To enhance compatibility with adjacent non-industrial areas, local governments should apply development standards to specific proposals. Such standards should address building height, setbacks, adequate off-street parking areas, landscaping, and safe and efficient access. The determination of the appropriateness of specific sites and uses or additional development standards is left to the local jurisdictions. Minimum locational standards and site criteria include:

1. Access to arterial streets, normally without use of residential streets.

2. Up to five acres, with sufficient parking areas and frontage to accommodate structures, parking areas, and access in character with adjacent non-industrial properties.

Nodal Development Area (Node)

Areas identified as nodal development areas in *TransPlan* are considered to have potential for this type of land use pattern. Other areas, not proposed for nodal development in *TransPlan*, may be determined to have potential for nodal development.

Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.

Fundamental characteristics of nodal development require:

- Design elements that support pedestrian environments and encourage transit use, walking and bicycling;
- A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node;
- Mixed uses so that services are available within walking distance;
- Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and
- A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

Willamette River Greenway

The Willamette River Greenway Boundary is shown on the Metro Plan Diagram as an overlay. Refer to Chapter III-D for information, findings, and policies related to the Greenway.

Public and Semi-Public

This designation contains three categories:

Government (includes major office complexes and facilities and lodges)

Education (includes high schools and colleges)

Parks and Open Space

This designation includes existing publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space. This designation also includes other privately owned lands in response to *Metro Plan* policies, such as the South Hills ridgeline, the Amazon corridor, the "Q" Street Ditch, and buffers separating sand and gravel designations from residential lands.

Where park and open space is designated on privately owned agricultural land, those lands shall be protected for agricultural use in accordance with *Metro Plan* policies.

Where park and open space is designated on forest lands inside the UGB, other values have primary importance over commercial forest values and those park and open space areas shall be protected for those primary values.

Where park and open space is designated on forest lands outside the UGB, commercial forest values shall be considered as one of many primary values.

In addition to those not shown at a neighborhood scale but automatically included in the gross allocation of residential acres, there is a need for public facilities and open space at a non-local level, such as regional/metropolitan parks. Several are shown on the *Metro Plan* Diagram. Those not yet in public ownership are based on environmental constraints, such as excessive slopes or assets, such as unique vegetation associations. They should be preserved, if possible, through public acquisition or tax relief programs. If that is not possible, development should be required to respond to their unique conditions through clustering in areas of least value as open space, locating circulation and access points in a manner that will result in minimal disturbance of natural conditions and other similar measures particularly sensitive to such sites.

Agriculture

These lands outside the UGB include: Class I through IV agricultural soils, other soils in agricultural use, and other lands in proximity to Class I through IV soils or agricultural uses on

Class V through VIII soils. Designated agricultural lands are protected to preserve agricultural resource values.

Sand and Gravel

This category includes existing and future aggregate processing and extraction areas. Aggregate extraction and processing is allowed in designated areas subject to *Metro Plan* policies, applicable state and federal regulations, and local regulations. For new extraction areas, reclamation plans required by the State of Oregon and Lane County provide a valuable means of assuring that environmental considerations, such as re-vegetation, are addressed. It is important to monitor the demand for aggregate to ensure an adequate supply of this vital non-renewable resource is available to meet metropolitan needs.

Rural Residential, Rural Commercial, and Rural Industrial

The prefix rural refers to the location of these designations on rural portions of the *Metro Plan* outside the UGB.[6] The actual uses may or may not be rural in nature. These rural designations reflect existing patterns of development or commitment to rural lifestyle and have been carefully documented and described with appropriate findings as exceptions to agricultural or forest resource goals. Development on vacant or underdeveloped rural residential, rural commercial, or rural industrial designated parcels is permissible when rural level services are approved and when such development is done in accordance with other applicable policies.

The rural industrial uses in adopted exception areas are light-medium industrial in nature. Application of Lane County's M-2, Light Industrial zoning district, is appropriate to implement the *Metro Plan's* Rural Industrial designation.

Commercial or industrial development shall take place within the UGB, unless such development:

- Is necessary for the continuation of existing commercial or industrial operations, including plant or site expansion;
- Will be located in an adopted exception area; and
- Can be adequately served with rural level services (defined in Policy G.27 in Chapter III-G).

The minimum lot size for rural residential areas shall be five acres.

Exceptions

All new exceptions to, or expansion of, adopted exceptions onto rural resource lands or residential, commercial, industrial, or government non-resource *Metro Plan* Diagram designations or uses outside the UGB require application of *Metro Plan* amendment procedures

[6] As a result of actions taken by all three jurisdictions in 2013, there are no lands outside the UGB within the *Metro Plan* boundary on the east side of Interstate 5. Lane County Ordinance No. PA 1281 (June, 2013); Springfield Ordinance No. 6288 (March 2013), Eugene Ordinance No. 20511 (May, 2013).

in Chapter IV. Those new or expanded exceptions must meet requirements of statewide planning goals and administrative rules and must comply with applicable *Metro Plan* policies. Background information on all adopted exception areas is detailed in the *Exceptions Working Paper* and its *Addendum*.

Within adopted exception areas, uses and densities must be consistent with zoning and *Metro Plan* designations and policies. Changes to use, density, or zone which are not consistent with the *Metro Plan* require a *Metro Plan* amendment following the process in Chapter IV. Such amendments must be accompanied by an explanation of the reason for the amendment (proposed use, intensity, size, timing, available and proposed service and facility improvements) and must be in compliance with other applicable *Metro Plan* policies and the following criteria:

- Compatibility with existing development pattern and density;
- Adequacy of on-site sewage disposal suitability or community sewerage;
- Domestic water supply availability;
- Adequate access;
- Availability of rural-level services (refer to Policy G.27 in Chapter III-G);
- Lack of natural hazards; and
- Compatibility with resource lands adjacent to the exception area.

The list of exceptions and site-specific maps, which are amendments to the *Metro Plan*, are contained in Appendix C.

Airport Reserve

Lands which may be acquired by Eugene at some future time in connection with the Eugene Airport, and for which an exception to statewide planning goals must be taken, if the zoning is changed from Exclusive Farm Use/Commercial Airport Safety Combining (E-40/GAS zone).

University/Research

This category represents property which is located in proximity to the University of Oregon campus. It is primarily intended to accommodate light industrial, research and development, and office uses related to activities, research, and programs of the University of Oregon. The designation also allows for mixed use development, including a limited range of retail and service uses and multiple-family dwellings. Commercial activities in this category are intended to serve the day-to-day needs of employees working in and near university/research areas. Activities, such as general retail and office, will continue to be located in other appropriately designated areas.

Development of land in this category can play a critical role in the diversification of the metropolitan area's economy by providing an opportunity to develop industrial activities which support and utilize programs of the University of Oregon.

Forest Lands

These lands designated outside the UGB include soils with potential forest productivity and lands with existing forest cover. Designated forest lands are protected to preserve multiple forest resource values, including commercial timber harvest, livestock grazing, scenic resources, watershed and soil protection, fish and wildlife habitat, and recreational opportunities.

Mixed Uses

This category represents areas where more than one use might be appropriate, usually as determined by refinement plans on a local level. (For example, the *Whiteaker Refinement Plan* includes several areas where a mix of compatible uses, based in part on existing development, are designated.) In the absence of a refinement plan, the underlying plan designation shall determine the predominant land use.

Natural Resource

This designation applies to privately and publicly owned lands where development and conflicting uses shall be prohibited to protect natural resource values. These lands shall be protected and managed for the primary benefit of values, such as fish and wildlife habitat, soil conservation, watershed conservation, scenic resources, passive recreational opportunities, vegetative cover, and open space. Where agricultural or forest practices have been identified as a conflicting use incompatible with protection of the primary values of the identified natural resource, those practices shall be prohibited.

Local governments shall apply appropriate implementation measures to protect these areas and to direct development toward "buildable" lands adjacent to natural resource areas (planned unit development application is a suitable technique for balancing conservation of natural resources and need for housing).

Urban Growth Boundary

~~This line~~ Urban growth boundaries separate~~s~~ urban and urbanizable lands from rural lands. For the metropolitan UGB, ~~T~~the expected UGB population ~~is~~was 286,000 by the year 2015. The location of the metropolitan UGB result~~s~~ed from environmental, social, and economic analysis in terms of supply and demand, which is basic to this entire *Metro Plan*. Accordingly, LCDC Goal 14's establishment of UGB criteria was employed with the following results (for more detail, see the *Technical Supplement*):

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

Population projections, employment projections, and housing projections were prepared representing the best available technical information about long-range urban growth in the metropolitan area. These projections were translated into total land use needs. The *Metro Plan* Diagram was then constructed to accommodate projected residential growth, assuming new residential construction

over the planning period would, on an overall metropolitan-wide basis, average approximately six dwelling units per gross acre.

Factor 2. "Need for housing, employment opportunities, and livability;"

The population and employment projections were translated into need for residential, commercial, and industrial land in response to local and statewide goals, objectives, and policies. Extreme care has been taken to consider the demand (projections) when analyzing the land supply in an effort to provide adequate housing and employment opportunities.

Translation of the identified natural assets and constraints into limitations and prohibitions to development, in most instances, was done to preserve the livability of the metropolitan area. These prohibitions and limitations were considered as refinements to the vacant land supply.

Factor 3. "Orderly and economic provision for public facilities and services;"

The UGB is based partly on the cost of providing urban services to the metropolitan area (for example, ridgelines and other topographic features were considered). The *Metro Plan* Diagram reflects the concept of compact urban growth, sequential development, and opportunities for the least costly provision of public services and facilities.

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

Again, the *Metro Plan* Diagram reflects compact urban growth which, in turn, should achieve maximum efficiency of land uses within and on the fringe of the existing urban area.

Factor 5. "Environmental, energy, economic, and social consequences;"

The *Metro Plan* Diagram represents a balancing of all environmental, energy, economic, and social impacts, as addressed by LCDC goals and the *Metro Plan* text. For example, decidedly lower residential densities and a much larger land supply may result in lower land costs, but energy savings may very well be sacrificed through need for longer transportation routes and accompanying fuel consumption.

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

The compact urban growth and sequential development principles embodied in the *Metro Plan* text and *Metro Plan* Diagram allow for retention of the most productive agricultural lands when balanced with other planning goals.

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

Again, the *Metro Plan* Diagram adheres to the compact urban growth form and sequential development. The separation between urban and urbanizable lands and rural lands formed by the UGB creates a sharp distinction between ultimate urban uses and agricultural uses on rural lands.

While urban development may create problems from an agricultural production standpoint, the compact urban growth form is, in many ways, compatible with nearby agricultural activities.

First, as urban densities increase, the close proximity of productive agricultural areas provides the potential to access larger markets for their products, thereby increasing their economic return. Second, close proximity can reduce transportation costs for agricultural products grown near metropolitan population concentrations, enabling local farmers to remain or become competitive with more distant markets. Third, retention of productive agricultural lands immediately adjacent to urban development can provide possible social and psychological benefits to urban residents. Fourth, the compact urban growth form and sequential development avoids the problem of leapfrogging and the problem of surrounding an area of agricultural development with urban areas.

Since the most productive agricultural lands are typified by Class I agricultural soils located in the floodway fringes, the boundary of the floodway fringe often serves as the location of the UGB. When the floodway fringe follows a natural bench or when a road creates a dike which defines the floodway fringe, the boundary between urban uses and agricultural uses may be abrupt. In other instances, the transition from urban to rural is not as easily definable on the ground.

Recognizing inevitable problems for agricultural production and retention of small isolated pockets of agricultural land that are or would be surrounded by urban uses was not considered a high priority in drawing the UGB.

On the east side of Interstate 5, the location of the UGB is either tax lot-specific (coterminous with tax lot boundaries) or specifically identified by a metes and bounds description.[7] On the west side of I-5, ~~T~~the UGB is ~~-~~tax lot-specific where it is coterminous with city limits, where it has been determined through the annexation process, and where it falls on the outside edge of existing or planned rights-of-way. In other places on the west side of I-5, the UGB is determined

[7] The location of the Springfield UGB is set out on the table entitled "List of tax lots which are adjacent to and inside, or split by the UGB" and the document entitled "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary." The table and methodology document were added to the *Metro Plan* in 2011 as part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011.

on a case-by-case basis through interpretation of the *Metro Plan* Plan Boundaries Map in this *Metro Plan* and the following factors (see *Metro Plan* Plan Boundaries Map Key):

- Protection of Agricultural Lands
- Protection of Forest Lands
- Ridgeline (Drainage Basin)
- Orderly and Economic Public Services
- Floodway Fringe
- Protection of Wetlands
- Protection of Sand and Gravel Resources
- Airport Protection
- Existing Development and Services (City Limits)
- Meet Economic Goals
- Meet Housing Goals

Metro Plan Plan Boundary

The *Metro Plan* Plan Boundary (Plan Boundary) defines that area shown on the *Metro Plan* Diagram that includes Springfield, Eugene, and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the *Lane County Rural Comprehensive Plan.* ~~With modification to the boundary of the adjacent *Lane County Rural Comprehensive Plan,* t~~The Plan Boundary ~~will~~ represents the interface between the area encompassed in the *Metro Plan* and areas subject to the *Lane County Rural Comprehensive Plan.* At some future date, these boundaries may require further adjustment, reflecting increasing need for urban land in the metropolitan area. The county and the two cities should recognize this possibility in their respective planning programs.

Insert Metro Plan Diagram

Insert *Metro Plan* Boundaries Map

Urban Growth Boundary Location Description Keyed to *Metro Plan* Plan Boundaries Map

For ~~an~~ up-to-date information regarding ~~map showing~~ the areas west of Interstate 5 where the UGB is tax lot-specific~~.~~ (i.e., where the UGB and city limits are the same, through annexations or to the outside edge of existing rights-of-way), contact ~~the Lane Council of Governments (LCOG). Copies are on file at LCOG and~~ the planning offices of the City of Eugene~~,~~ ~~Springfield, and~~or Lane County. As explained in Chapter II-G, the metropolitan UGB was developed considering the seven factors that were then set out in LCDC Statewide Planning Goal 14: Urbanization. The following matrix outlines key factors that will be considered to determine the location of the metropolitan UGB west of Interstate 5 Highway where it is not tax lot-specific.

Metro Plan Metropolitan Urban Growth Boundary Map Key

Map Key	Protect Agricultural Lands	Protect Forest Lands	Ridgeline (Drainage Basin)	Orderly and Economic Public Services	Floodway Fringe	Protect Wetlands	Protect Sand and Gravel Resources	Airport Protection	Existing Development and Services (City Limits)	Meet Economic Goals	Meet Housing Goals
A-B		•	•	•					•		•
B-C[8]					•						•
~~C-D~~	~~•~~				~~•~~	~~•~~	~~•~~		~~•~~		~~•~~
~~D-E~~					~~•~~						
~~E-F~~		~~•~~	~~•~~	~~•~~							~~•~~
~~F-G~~		~~•~~		~~•~~						~~•~~	~~•~~
~~G-H~~		~~•~~	~~•~~	~~•~~							~~•~~
~~H-I~~		~~•~~		~~•~~							~~•~~
~~I-J~~	~~•~~	~~•~~							~~•~~		~~•~~
~~J-K~~	~~•~~				~~•~~	~~•~~	~~•~~				~~•~~
~~K-L~~	~~•~~				~~•~~	~~•~~	~~•~~		~~•~~		~~•~~
~~L-M~~					~~•~~	~~•~~	~~•~~			~~•~~	~~•~~
~~M-N~~	~~•~~				~~•~~	~~•~~			~~•~~		~~•~~
~~N-O~~	~~•~~			~~•~~						~~•~~	
~~O-P~~	~~•~~			~~•~~	~~•~~				~~•~~		~~•~~
P-Q	•				•	•	•				•
Q-R	•				•	•	•		•		•
R-S	•			•					•	•	•
S-T	•								•	•	

[8] UGB segments C-P are now specifically identified on the table entitled "List of tax lots which are adjacent to and inside, or split by the UGB" and the document entitled "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary." The table and methodology document were added to the Metro Plan in 2011 as part of the adoption of the City of Springfield's city-specific UGB (through Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 in 2011.

T-U	●									●	
U-V	●							●	●		
V-W	●							●	●		●
W-X	●							●			●
X-Y	●							●		●	●
Y-Z		●		●							●
Z-A		●		●						●	●

Chapter III
Specific Elements

A. Metropolitan Residential Land Use and Housing Element

The *Metro Plan* Residential Land Use and Housing Element addresses the housing needs of current and future residents of the entire Eugene-Springfield metropolitan area through 2015. In 2011, the City of Springfield and Lane County adopted a Residential Land Use and Housing Element that addresses Springfield's city-specific residential land needs through 2030.[1] This Springfield-specific action was based on the mandates set out in ORS 197.304, described in more detail in the *Metro Plan* Preface and Chapter 1. In adopting its city-specific update in 2011, Springfield made it clear that the regional housing *goals* and *policies* in this Metropolitan Residential Land Use and Housing Element would continue to apply to Springfield. However, the *findings* in this *Metro Plan* element no longer apply on the east side of Interstate 5. The entirety of this element will continue to apply on the west side of Interstate 5 until such time as the City of Eugene adopts its Residential Land Use and Housing Element, addressing its city-specific residential land needs.

Land in residential use occupies the largest share of land within the metropolitan area~~urban growth boundary (UGB)~~. The existing housing stock and residential land supply and its relationship to other land uses and infrastructure are critical to the future needs of all residents.

This element addresses Statewide Planning Goal 10: Housing, "To provide for the housing needs of the citizens of the state." Housing demand originates with the basic need for shelter but continues into the realm of creating communities. The policies contained in this element are based on an analysis of the metropolitan area's land supply and housing demand, existing housing problems, and the demographic characteristics of the expected future population. Factors that were reviewed to develop a projection of the 2015 metropolitan ~~future~~ housing demand were: projected number of metro area households; household income, age, size, and type; and special housing needs. The background material for this analysis is contained in two documents, the *1999 Supply and Demand Technical Analysis* and the *1999 Site Inventory Document*.[2]

The policies in this *Metro Plan* element provide direction for the local jurisdictions in preparing zoning and development regulations to address future housing needs. Each jurisdiction will be responsible to implement the policies contained in the *Metro Plan* -Residential Land Use and Housing Element. At the time of the annual monitoring report, information on progress made to

[1] See the "Springfield 2030 Refinement Plan Residential Land Use and Housing Element" adopted by Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

[2] The background material for the City of Springfield's 2030 Residential Land and Housing Element Needs Analysis is contained in its "Technical Supplement: Springfield Residential Land and Housing Needs Analysis" adopted by Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274 and the findings that accompanied those ordinances.

realize this policy direction will be made available. As local jurisdictions implement this element of the *Metro Plan*, they will analyze the suitability of residential designations in terms of density and location and, based on this analysis, may propose changes to the *Metro Plan* Diagram.

Goal

Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.

Findings[3] and Policies

The findings and policies in this element are organized by the following seven topics related to housing and residential land:

- Residential Land Supply and Demand
- Residential Density
- Housing Type and Tenure
- Design and Mixed Use
- Existing Housing Supply and Neighborhoods
- Affordable, Special Need, and Fair Housing
- Coordination

Residential Land Supply and Demand

Findings

1. By 2015, the Eugene-Springfield Metropolitan UGB is projected to reach a population of 286,000 This is a 29 percent increase from the estimated 2000 census population of 222,500.

2. Average household size has been declining both nationally and locally due to a variety of factors. This trend will result in the need for more dwelling units to house population growth.

3. Based on the 2015 projected population and average household size, there is a need for between 40,000 and 49,000 new housing units in the Eugene-Springfield UGB between 1992 and 2015.

4. There is sufficient buildable residential land within the existing UGB to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land

[3] The findings in this element, which relate to the metropolitan land supply and demand considering a 2015 population forecast, are no longer relevant on the east side of Interstate 5, which now relies on the "Springfield 2030 Refinement Plan Residential Land Use and Housing Element" based on Springfield's 2030 population forecast. See Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

supply exceeds the 1992-2015 residential land demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the UGB.

5. Undeveloped residential land is considered unbuildable and removed from the supply if it is within 230 KV powerline easements, the floodway, protected wetlands or wetland mitigation sites in Eugene, wetlands larger than 0.25 acres in Springfield or buffers around Class A and B streams and ponds. The remaining buildable residential land is located primarily on the outer edge of the UGB and some of the buildable residential land has development constraints such as slopes, floodplain, hydric soils and wetlands. Development potential is reduced in Springfield on floodplain areas and in Eugene on remaining potential wetlands due to moderate constraints that can support a less intense level of development.

6. Anticipated federal regulations affecting fish habitats in the Pacific Northwest and new applications for regulating under-designated, saturated, hydric soils by Oregon's Division of State Lands, as well as other factors, make a definitive calculation of the buildable land supply difficult. The adopted buildable land supply inventory represents the local jurisdiction's best assessment of the amount of buildable land that will be available within the UGB until the year 2015.

Supply and Demand Analysis in Acres				
	Low Density	**Medium Density**	**High Density**	**Total**
SUPPLY				
Total Net Buildable Acres for Housing	**4,780**	**828**	**195**	**5,802**
Flat Buildable Acres	**3,159**	777	**192**	**4,129**
15-25 Percent Sloped Land	**913**	**41**	**1**	**955**
Eugene	605	39	1	645
Springfield	307	2	1	310
Steep Sloped (>25 percent) Buildable Acres	**708**	**9**	**1**	**718**
Eugene	341	2	0	343
Springfield	367	6	1	374
DEMAND				
Low-High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots	3,298-4,225	523-641	120-147	3,941-5,013
Land Demand for Housing Displaced by Redevelopment	27	0	0	27
Total Expected Residential Land Demand – 1992-2015	**3,840**	**589**	**135**	**4,564**
Low-High Range Residential Land Demand – 1992-2015	**3,325-4,252**	**523-641**	**120-147**	**3,968-5,040**
Difference between Total Buildable Supply and Expected Residential Land Demand in Acres*	**940**	**239**	**60**	**1,238**

Notes: Totals may differ due to rounding. Assumptions are estimates based on available data.
* Housing is not allocated to commercial and mixed use designated land due to Oregon Administrative Rules, although it is known that some housing will be built on commercial and mixed use land.

Supply and Demand Analysis in Units				
	Low Density	**Medium Density**	**High Density**	**Total**
SUPPLY				
Total Units on Buildable Acres	**28,681**	**13,078**	**6,760**	**48,519**
Units on Flat Buildable Acres	**21,797**	**12,432**	**6,720**	**40,949**
Units on 15-25 Percent Sloped Land	**5,403**	**632**	**39**	**6,074**
Eugene (same density as flat)	4,175	624	35	4,834
Springfield (@ 4 DU/acre)	1,228	8	4	1,240
Units on Steep (>25 percent) Sloped Buildable Acres	**1,482**	**14**	**1**	**1,497**
Eugene (@ 3 DU/acre)	1,023	6	0	1,029
Springfield (@ 1.25 DU/acre)	459	8	1	468
DEMAND				
Low-High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots & Infill	**22,873-29,042**	**8,384-10,270**	**4,200-5,145**	**35,457-44,457**
Unit Demand for Housing Displaced by Redevelopment	149	0	0	149
Total Expected Residential Unit Demand – 1992-2015	**26,449**	**9,432**	**4,725**	**40,606**
Low-High Range Residential Unit Demand – 1992-2015	**23,022-29,191**	**8,384-10,270**	**4,200-5,145**	**35,606-44,606**
Difference between Total Buildable Supply and Expected Residential land Demand in Units*	**2,232**	**3,646**	**2,035**	**7,913**

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.
*Housing is not allocated to commercial and mixed use designated land due to Oregon Administrative Rules although it is known that some housing will be built on commercial and mixed use land.

7. In 1995, approximately 28 percent of the buildable residential land supply did not have public services, primarily wastewater. Of this total, 1,136 acres or 12 percent will not be served for ten or more years; 521 acres (5.5 percent) will be served in five to ten years; 476 acres (5 percent) in three to four years, and 520 acres (5.5 percent) in one to two years.

8. In the aggregate, non-residential land uses consume approximately 32 percent of buildable residential land. These non-residential uses include churches, day care centers, parks, streets, schools, and neighborhood commercial.

9. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger, single-family lots that have surplus vacant land or passed-over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land

uses, such as parking lots and single-family dwellings are being replaced with higher density, multi-family development.

10. Since the last Periodic Review of the *Metro Plan* in 1987, there have been only two minor expansions of the UGB for residentially designated land. Each expansion was less than one acre in size.

11. The UGB defines the extent of urban building and service expansion over the planning period. There are geographic and resource constraints that will limit expansion of the UGB in the future. At such time that expansion is warranted, it will be necessary to cross a river, develop agricultural land, or cross over a ridge where the provision of public services and facilities will be expensive.

12. Since adoption of the *Metro Plan*, the supply of residential lands has been reduced as a result of compliance with federal, state, and local regulations to protect wetlands, critical habitat of endangered/threatened species, and other similar natural resources. This trend is likely to continue in order to meet future Statewide Planning Goal 5 and stormwater quality protection requirements.

13. Springfield charges a system development charge for stormwater, wastewater, and transportation. Willamalane Park and Recreation District charges a system development charge for parks. Springfield Utility Board (SUB) charges for water. Eugene charges for stormwater, wastewater, parks, and transportation. Eugene Water & Electric Board (EWEB) charges for water. These charges could be increased in some cases. Currently, state law does not include local systems development charges for fire and emergency medical service facilities and schools. Depending on market conditions, residents of newly constructed housing also pay for services and facilities they receive through local assessment districts, connection charges, direct investment in public infrastructure, and property taxes.

Policies

A.1 Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels.

A.2 Residentially designated land within the UGB should be zoned consistent with the *Metro Plan* and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses.

A.3 Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.

A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.

A.5 Develop a monitoring system that measures land consumption, land values, housing type, size, and density. Reports should be made to the community on an annual basis.

A.6 Eugene, Springfield, and Lane County shall encourage a community dialogue, when the annual monitoring report on land supply and housing development is made public, to address future Periodic Review requirements that relate to meeting the residential land supply needs of the metropolitan area.

A.7 Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.

A.8 Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.

Residential Density

Findings

14. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down.

15. Recently approved subdivisions are achieving lot sizes on flat land averaging 7,400 square feet in Eugene and 7,800 square feet in Springfield. Comparing the net density[4] of all Eugene-Springfield metropolitan single family-detached units in 1986 and 1994 indicates that in 1986 the net density was 4.12 units per acre which equates to a 10,573 square foot lot while in 1994, the net density was 4.18 units per acre or a 10,410 square foot lot. These trends indicate that development in low-density is achieving assumed density expectations.

16. Although single-family detached lot sizes are decreasing, the *Metro Plan* targeted residential densities for all new development are not being achieved at this time. The *Metro Plan* assumes a net density of 8.57 units per acre (note: translation from 6 units per gross acre[5]) for new development over the planning period. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 units per acre based on the Regional Land Information Database of Lane County (RLID). The estimated average overall residential net density for all residential development has climbed from 5.69 units per acre in 1986 to 5.81 units per acre in 1994.

[4] Density (Net): The number of dwelling units per each acre of land, excluding areas devoted to dedicated streets, neighborhood parks sidewalks, and other public facilities.
[5] Density (Gross): The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.

17. Both Springfield and Eugene have adopted smaller minimum lot size requirements to allow increased density in low-density residentially designated areas. Even so, density in low-density residentially designated areas does not routinely achieve the higher range of low-density zoning (near 10 units/gross acre) due to the current market and the area requirements for other site improvements such as streets.

18. Offering incentives (e.g., reduced parking requirements, tax abatements) for increased density has not been completely successful in this metro area. In areas where some increase in density is proposed, there can be neighborhood opposition.

Policies

A.9 Establish density ranges in local zoning and development regulations that are consistent with the broad density categories of this plan.

Low density: Through 10 dwelling units per gross acre (could translate up to 14.28 units per net acre depending on each jurisdictions implementation measures and land use and development codes)

Medium density: Over 10 through 20 dwelling units per gross acre (could translate to over 14.28 units per net acre through 28.56 units per net acre depending on each jurisdictions implementation measures and land use and development codes)

High density: Over 20 dwelling units per gross acre (could translate to over 28.56 units per net acre depending on each jurisdiction's implementation measures and land use and development codes)

A.10 Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the UGB.

A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.

A.12 Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.

A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.

A. 14 Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.

A.15 Develop a wider range of zoning options such as new zoning districts, to fully utilize existing *Metro Plan* density ranges.

A. 16 Allow for the development of zoning districts which allow overlap of the established *Metro Plan* density ranges to promote housing choice and result in either maintaining or increasing housing density in those districts. Under no circumstances, shall housing densities be allowed below existing *Metro Plan* density ranges.

Housing Type and Tenure

Findings

19. Based on 1990 Census data for the Eugene area, there is a relationship between household income, size of household, age of household head, and housing choices people make regarding type and tenure. The trends established are as follows: lower income and increasingly moderate-income, primarily young and single-person households tend to be renters. Ownership increases as income and family size increase. Older households predominately remain in owner-occupied, single-family housing, but as the age of the head of household reaches 65, ownership rates begin to decline.

20. Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?* (October 1996) a larger share of the future population will be composed of smaller, older, and less affluent households. This will alter housing market demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, divorcees, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.

21. Based on Lane County assessment data, in the 1980s and 1990s, there was a shift to larger, single-family detached homes, even through the average number of persons per household has been declining.

22. Between 1989 and 1998, 45 percent of all new housing was single-family detached including manufactured units on lots. As of 1998, about 59 percent of all dwelling units were single-family detached. This represents a decrease in the share of single-family detached from 61 percent in 1989.

Policies

A.17 Provide opportunities for a full range of choice in housing type, density, size, cost, and location.

A.18 Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.

A.19 Encourage residential developments in or near downtown core areas in both cities.

A.20 Encourage home ownership of all housing types, particularly for low-income households.

A.21 Allow manufactured dwelling parks as an outright use in low-density residential zones if the local jurisdiction's prescribed standards are met.

Design and Mixed Use[6]

Findings

23. Mixed-use development (residential with commercial or office) has the potential to reduce impacts on the transportation system by minimizing or eliminating automobile trips.

24. Mixed use may be seen as a threat to predominantly residential development. Standards on siting and use and design review are seen as ways to mitigate negative impacts.

25. In-home business and telecommuting are becoming more common. The market for combining home and office uses will continue to increase.

26. While people generally are open to the concept of higher density, they are still concerned about how density will affect their neighborhood in terms of design, increased traffic, and activity. With higher densities, people need more local parks and open space.

27. The metropolitan area enjoys a wide variety of open spaces, natural areas, and livable neighborhoods. As density increases, design and landscaping standards and guidelines maybe necessary to maintain community livability and aesthetics, as well as making density more acceptable.

Policies

A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.

A.23 Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.

A.24 Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.

[6] Mixed use: A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses

Existing Housing Supply and Neighborhoods

Findings

28. Accommodating residential growth within the current UGB encourages in-fill, rehabilitation, and redevelopment of the existing housing stock and neighborhoods.

29. As the age of the housing stock reaches 25 years, the need for rehabilitation, weatherization, and major system upgrades increases. Approximately 59 percent of the single-family housing stock was built prior to 1969.

30. More renters than owners live in sub-standard housing conditions. Based on the *1995 Eugene/Springfield Consolidated Plan*, about 16 percent of all occupied rental units of the metropolitan housing stock are considered to be in sub-standard condition.

31. Local government has had and will continue to have a role in preserving the aging housing stock. Preserving the housing stock has numerous benefits to the community because much of the older housing stock represents affordable housing. In addition, upgrading the aging housing stock provides benefits that help stabilize older neighborhoods in need of revitalization.

Policies

A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.

A.26 Pursue strategies that encourage rehabilitation of existing housing and neighborhoods.

Affordable[7], Special Need[8], and Fair Housing

Finding

32. Substantial and continued federal funding reductions for housing assistance are increasing the burden on local governments. The high cost of housing for low-income

[7] Affordable housing: Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. [U.S. Department of Housing and Urban Development's (HUD) figure for 1997 annual median income for a family of three in Lane County is $33,900; 30 percent = $847/month.]

[8] Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to, the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

families directly correlates with an increasing demand for other support services such as food supplement programs and utility assistance. The high cost of housing results in homelessness for some households. Homelessness directly and indirectly negatively impacts public health, public safety, and public education systems in multiple, measurable ways.

33. The next 20 years are expected to see increased need for apartments and single family housing for low[9] and very low[10] income households. Based on the 1990 Census, approximately 20 percent of all households are currently classified as very low-income.

34. There is a shortage of unconstrained medium and high density zoned sites, for sale, that are flat and serviced with utilities. This is particularly true in Eugene. Low income projects frequently must use density bonuses or other land use incentives that require additional land use processes such as public hearings, which exposes the project to longer timelines and appeals.

35. Based on the *1995 Eugene/Springfield Consolidated Plan*, in Eugene and Springfield, 35 percent of households experience housing problems (defined by HUD as overcrowded, substandard, or the household is paying over 30 percent of its income for housing and utilities). The predominate housing problem is that households are paying more than they can afford for housing.

36. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 1980's and adds to the number of homeless, poorly housed, and those needing local support services and special need housing.

37. Based on the annual one-night Lane County shelter/homeless counts, the number of homeless people is increasing and a third of the homeless are children.

38. Demographics point to an increasing proportion of the population over 65 years of age in the future. This will require more housing that can accommodate the special needs of this group.

39. Construction of housing with special accommodations or retrofitting existing housing drives up the occupancy costs for the tenant. Tenants with special needs typically have low incomes and are less able to pay increased rents.

40. Existing land use regulations do not easily accommodate the establishment of alternative and innovative housing strategies, such as group recovery houses and homeless shelters.

[9] Low income housing: Housing priced so that a household at or below 80 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80 percent of median for a family of three in Lane County is $27,150; 30 percent = $678/month.)

[10] Very low income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50 percent of median of a family of three in Lane County is $16,950; 30 percent = $423/month.)

41. Existing emergency shelters do not have the capability to serve the entire homeless population. This results in people illegally inhabiting residential neighborhoods and non-residentially zoned areas. The challenges facing homeless people are increased when they are forced far out of the urban areas where resources, training, treatments, and job opportunities are less available.

42. Practices of some cultures, such as Latino and Asian households, conflict with existing public policies that limit a household to five unrelated adults, and private rental practices that limit occupancy to two people per bedroom.

43. Fair housing issues typically impact renters more often than homebuyers and discrimination tends to increase when the vacancy rate decreases.

Policies

A.27 Seek to maintain and increase public and private assistance for low- and very low-income households that are unable to pay for shelter on the open market.

A.28 Seek to maintain and increase the supply of rental housing and increase home ownership options for low- and very low-income households by providing economic and other incentives, such as density bonuses, to developers that agree to provide needed below-market and service-enhanced housing in the community.

A.29 Consider public purposes such as low- and very low-income housing when evaluating UGB expansions.

A.30 Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.

A.31 Consider the unique housing problems experienced by special needs populations, including the homeless, through review of local zoning and development regulations, other codes and public safety regulations to accommodate these special needs.

A.32 Encourage the development of affordable housing for special needs populations that may include service delivery enhancements on-site.

A.33 Consider local zoning and development regulations impact on the cost of housing.

A.34 Protect all persons from housing discrimination.

Coordination

Findings

44. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.

45. In the Eugene-Springfield metropolitan area, public, private non-profit and private for profit developers work closely with the cities to develop low-income housing.

Policies

A.35 Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.

A.36 Coordinate public, private, and consumer sectors of the area's housing market, including public-private partnerships, to promote housing for low- and very low- income households and to increase housing density and types.

A.37 Consider the suggested implementation measures in the *Residential Lands and Housing Study* and other measures in order to implement the policy directives of the Residential Land Use and Housing Element of the *Metro Plan*.

B. Economic Element

In recent years, there has been a strong structural shift in the Eugene-Springfield metropolitan area's economy. This shift is characterized by four trends: (a) a decline in the lumber and wood products industry as a source of employment; (b) limited increase in employment in other manufacturing activities; (c) diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate; and (d) the development of this metropolitan area as a regional trade and service center serving southern and eastern Oregon.

The decline in lumber and wood products and diversification of the non-manufacturing sectors are consistent with changes that are occurring in other portions of the state and throughout the nation as a result of rising real incomes and higher productivity of labor in manufacturing. The increase in employment in other manufacturing activities in this area has lagged behind other portions of the state, particularly the Portland area, and many other places in the nation.

Given the projected growth in this area's economy, it is essential that an adequate supply (quantitatively and qualitatively) of commercial and industrial land be available. An adequate supply of land includes not only sites sufficient in size to accommodate the needs of the commercial or industrial operations (including expansion), but also includes sites which are attractive from the standpoint of esthetics, transportation costs, labor costs, availability of skilled labor, natural resource availability, proximity to markets, and anticipated growth of local markets.

In striving toward the Land Conservation and Development Commission's (LCDC) Statewide Planning Goal 9: Economic Development, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens," the Eugene-Springfield metropolitan area must take advantage of and encourage the further diversification of this area's economic activities and role as a regional center.

This diversification and growth can improve the opportunities for presently underutilized human resources and generally raise the standard of living for metropolitan area residents.

Implicit in the goals and objectives that follow is the premise that the economic health of the area is integrally related to the quality of life for residents. Improved welfare of the residents of the metropolitan area, measured by increases in employment opportunities and reductions in unemployment, increases in real incomes, and improved environmental quality are the ultimate goals of all economic efforts. Economic growth or industrial expansion is acceptable when it is consistent with these goals and objectives.

Goal

Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.

Findings, Objectives, and Policies

Findings

1. The structure of the Eugene-Springfield metropolitan area economy is undergoing a shift away from lumber and wood products manufacturing (and other heavy industrial activities) and towards a more diverse economic base characterized by growth in light manufacturing activities and the non-manufacturing activities of trade, commercial and professional services, finance, insurance, and real estate.

2. The lumber and wood products sector is the metropolitan area's dominant manufacturing activity; and in this respect, Lane County's forest is the area's most important natural resource utilized as a factor of production.

3. Major institutions in the metropolitan area including the University of Oregon and Sacred Heart Hospital, have had a stabilizing influence on the local economy.

4. The Eugene-Springfield metropolitan area is developing as a regional center for activities, such as tourism, distribution, and financial services, serving the southwestern and central Oregon area.

5. Based on data from the 2000 U.S. Census, the per capita income in 1999 for the Eugene-Springfield metropolitan area was lower than for Oregon as a whole and the Portland metropolitan area.

6. In 2000, the unemployment rate in the Eugene-Springfield metropolitan area was comparable to Oregon and higher than the national rate.

7. Historically, heavy-manufacturing industries, including primary metals, chemicals and paper, have been characterized by high levels of pollution or energy consumption. Changes in technology and environmental regulations have reduced the potential environmental impacts of these industries. Heavy manufacturing industries provide benefits, such as relatively high wage scales and the potential for generating secondary manufacturing activities.

8. Both expansion of existing businesses through use of local capital and entrepreneurial skills and the attraction of new employers offer realistic opportunities for economic development.

9. The healthful environment of the metropolitan area can help attract industrial development, hold workers, and attract convention- and tourist-related economic activities. The concern for clean air and water is high priority with area residents.

10. The provision of adequate public facilities and services is necessary for economic development.

11. There are presently inefficiently used resources in the metropolitan area, including land, labor, and secondary waste products.

12. Major employment areas include the Eugene and Springfield central business districts, the University of Oregon area, Sacred Heart Hospital, the west Eugene industrial area, the north (Gateway) and south Springfield industrial areas, the Highway 99N industrial area, Country Club Road, Chad Drive, and the Mohawk-Northgate area.

13. The metropolitan economy is made up of a number of interrelated and important elements, one of which is construction and construction-related activities. Construction, for example, is essential for all sectors of the economy, as well as for the provision of an adequate supply of affordable housing.

14. The mixture of commercial and office uses with industrial uses can reduce or enhance the utility of industrial areas for industrial purposes, depending upon circumstances. Uncontrolled mixing creates problems of compatibility and traffic congestion, and may limit the area available for industrial development. Limited mixing, subject to clear and objective criteria designed to minimize or eliminate incompatibility, traffic problems, and which preserve the area for its primary purpose, can make an industrial area more pleasant, convenient, economical, and attractive as a place to work or locate.

15. Campus industrial firms prefer city services.

16. Campus industrial firms have varied site location requirements, prefer alternative sites to choose from, and usually benefit from location of other special light industrial firms within the community and within the same industrial development.

Objectives

1. Improve the level, stability, and distribution of per-capita income for metropolitan residents.

2. Reduce unemployment in the resident labor force, especially chronic long-term unemployment.

3. Encourage local residents to develop skills and other educational attributes that would enable them to obtain existing jobs.

4. Promote industrial and commercial development with local capital, entrepreneurial skills, and experience of the resident labor force, as well as with new light manufacturing companies from outside the metropolitan area.

5. Supply an adequate amount of land within the urban growth boundary to accommodate: (a) the diversifying manufacturing sector (especially low polluting, energy-efficient manufacturing uses): and (b) the expansion of the metropolitan area as a regional distribution, trade, and service center.

6. Maintain strong central business districts to provide for office-based commercial, governmental, and specialized or large-scale retail activities.

7. Ensure compatibility between industrial lands and adjacent areas.

8. Reserve enough remaining large parcels for special developments requiring large lots.

9. Increase the potential for convention- and tourist-related economic activities.

10. Provide the necessary public facilities and services to allow economic development.

11. Attempt to find ways to more effectively use inefficiently used resources such as land, labor, and secondary waste products.

12. Provide for limited mixing of office, commercial, and industrial uses subject to clear, objective criteria which: (a) do not materially reduce the suitability of industrial, office, or commercial areas for their primary use; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

Policies

B.1 Demonstrate a positive interest in existing and new industries, especially those providing above average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.

B.2 Encourage economic development, which utilizes local and imported capital, entrepreneurial skills, and the resident labor force.

B.3 Encourage local residents to develop job skills and other educational attributes that will enable them to fill existing job opportunities.

B.4 Encourage the continuance of career preparation and employment orientation for metropolitan area residents by the community's educational institutions, labor unions, businesses, and industry.

B.5 Provide existing industrial activities sufficient adjacent land for future expansion.

B.6 Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections

of demand.

B.7 Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities.

B.8 Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and potential light industrial development.

B.9 Encourage the expansion of existing and the location of new manufacturing activities, which are characterized by low levels of pollution and efficient energy use.

B.10 Encourage opportunities for a variety of heavy industrial development in Oregon's second largest metropolitan area.

B.11 Encourage economic activities, which strengthen the metropolitan area's position as a regional distribution, trade, health, and service center.

B.12 Discourage future *Metro Plan* amendments that would change development-ready industrial lands (sites defined as short-term in the metropolitan *Industrial Lands Special Study*, 1991) to non-industrial designations.

B.13 Continue to encourage the development of convention and tourist-related facilities.

B.14 Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.

B.15 Encourage compatibility between industrially zoned lands and adjacent areas in local planning programs.

B.16 Utilize processes and local controls, which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.

B.17 Improve land availability for industries dependent on rail access.

B.18 Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the policies and projects in the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* and the *Eugene Airport Master Plan.*

B.19 Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities.

B.20 Encourage research and development of products and markets resulting in more efficient use of underutilized, renewable, and nonrenewable resources, including wood waste,

recyclable materials, and solar energy.

B.21 Reserve several areas within the UGB for large-scale, campus-type, light manufacturing uses. (See *Metro Plan* Diagram for locations so designated.)

B.22 Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.

B.23 Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

B.24 Continue to evaluate other sites in and around Springfield and Eugene for potential light-medium industrial and special light industrial uses, as well as potential residential uses.

B.25 Pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land.

B.26 In order to provide locational choice and to attract new campus industrial firms to the metropolitan area, Eugene and Springfield shall place as a high priority service extension, annexation, and proper zoning of all designated special light industrial sites.

B.27 Eugene, Springfield, and Lane County shall improve monitoring of economic development and trends and shall cooperate in studying and protecting other potential industrial lands outside the urban boundary.

B.28 Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.

B.29 Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change.

B.30 Industrial land uses abutting the large aggregate extraction ponds north of High Banks Road in Springfield shall demonstrate that they require the location next to water to facilitate the manufacture of testing of products made on-site.

C. Environmental Resources Element

The Environmental Resources Element addresses the natural assets and hazards in the metropolitan area. The assets include agricultural land, clean air and water, forest land, sand and gravel deposits, scenic areas, vegetation, wildlife, and wildlife habitat. The hazards include problems associated with floods, soils, and geology. The policies of this element emphasize reducing urban impacts on wetlands throughout the metropolitan area and planning for the natural assets and constraints on undeveloped lands on the urban fringe.

Numerous local efforts reflect a positive attitude by the community toward the natural environment. For example, the Eugene-Springfield metropolitan area has a long history of commitment to local programs directed toward problems of air and water quality. Examples of regional parks that provide significant public open space areas for metropolitan residents include Eugene's Skinner Butte, Spencer Butte, Alton Baker, and Hendrick's Parks and Whilamut Natural Area; Lane County's Howard Buford Recreation Area (Mt. Pisgah); and Willamalane Park and Recreation District's Clearwater Park, Eastgate Woodlands, and Dorris Ranch. Eugene has focused special planning efforts toward controlling development and maintaining the scenic and environmental assets in the South Hills of the city. A tax levy passed by Eugene voters is resulting in additions to the park and open space system in the metropolitan area. Lane County, Springfield, and Eugene all contribute to the local success of the Willamette River Greenway (Greenway) program.

The natural environment adds to the livability of the metropolitan area. Local awareness and appreciation for nature and the need to provide a physically and psychologically healthy urban environment are reasons for promoting a compatible mix of nature and city. Urban areas provide a diversity of economic, social, and cultural opportunities. It is equally important to provide diversity in the natural environment of the city. With proper planning, it is possible to allow intense urban development on suitable land and still retain valuable islands and corridors of open space. Open space may reflect a sensitive natural area, such as the floodway fringe, that is protected from development. Open space can also be a park, a golf course, a cemetery, a body of water, or an area left undeveloped within a private commercial or residential development. Agricultural and forested lands on the fringe of the urban area, in addition to their primary use, provide secondary scenic and open space values.

Air and water resources are especially vital in an urban area. Internal and external factors contribute to problems associated with air quality and water quality and quantity, but techniques are available to help reduce these problems and make the environment more livable.

The compact urban growth form concentrates urban development and activities, thus protecting valuable resource lands on the urban fringe. But concentrating development increases pressures for development within the urban growth boundary (UGB), making planning for open space and resource protection a critical concern within that boundary.[11] Planning can ensure the coexistence of city and nature; one example is the Greenway.

The Environmental Resources Element provides broad direction for maintaining and improving our natural urban environment. Other elements in the *Metro Plan* that provide more detail with particular

[11] As explained in the *Metro Plan* Preface and Chapter I, Eugene, Springfield and Lane County are taking incremental steps to transition from a single "metropolitan UGB" to two separate UGBs, "the Eugene UGB" and "the Springfield UGB." The general references to "the UGB" within this Environmental Resources Element of the *Metro Plan* shall be interpreted as applying to any UGB within the *Metro Plan* area, unless the text specifically refers to the metropolitan UGB, the Springfield UGB or the Eugene UGB.

aspects of the natural environment: Greenway, River Corridors and Waterways; Environmental Design; Public Facilities and Services; and Parks and Recreation Facilities. The emphasis in the Environmental Resources Element is the protection of waterways as a valuable and irreplaceable component of the overall natural resource system important to the metropolitan area. Waterways are also addressed in the "Greenway and Public Facilities and Services elements." While some overlap repetition is unavoidable, the Greenway element emphasizes the intrinsic value of the Willamette River waterway for enjoyment and active and passive use by residents of the area. The public facilities element deals with components of the natural resource system in the context of the water and stormwater systems. The public facilities element includes findings and policies related to waterways, groundwater, drinking water protection, the Clean Water Act, and the Endangered Species Act.

The inventories conducted as the basis for this element and the goals and policies contained herein address Statewide Planning Goals 3, 4, 5, 6, and 7 and interpret those goals in the context of the needs and circumstances of the metropolitan area.

Lane County and the Cities of Springfield and Eugene completed the Goal 5 requirements for wetlands, riparian corridors, and wildlife habitat for the area between the UGB and the *Metro Plan* Plan Boundary (Plan Boundary). The three local governments jointly adopted *Metro Plan* text and policy amendments to the Environmental Resources Element to implement the Goal 5 requirements in 2004. Lane County adopted amendments to the riparian protection ordinance (Class I Stream Riparian Protection regulations, Lane Code Chapter 16.253) to implement Goal 5 in the area outside the UGB and inside the Plan Boundary in 2004. In 2004, Springfield and Eugene were undertaking work to comply with Goal 5 requirements for wetlands, riparian corridors, and wildlife habitat within their respective urban growth boundaries for adoption by the applicable jurisdictional land use authorities.

This element of the *Metro Plan* organizes the findings and policies into categories related to Statewide Planning Goals 3, 4, 5, 6, and 7.

- Agricultural Lands (Goal 3)
- Forest Lands (Goal 4)
- Riparian Corridors, Wetlands, and Wildlife Habitat (Goal 5)
- Mineral and Aggregate Resources (Goal 5)
- Open Space (Goal 5)
- Noise (Goal 6)
- Air, Water, and Land Resources Quality (Goal 6)
- Natural Hazards (Goal 7)

Goals

1. Protect valuable natural resources and encourage their wise management, use, and proper reuse.

2. Maintain a variety of open spaces within and on the fringe of the developing area.

3. Protect life and property from the effects of natural hazards.

4. Provide a healthy and attractive environment, including clean air and water, for the metropolitan population.

Findings and Policies

Agricultural Lands (Goal 3)

Findings

1. The statewide goal definition for agriculture is based upon: (a) U.S. Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS) agricultural soil capability classification system for Class I through IV soils, (b) other agricultural uses on Class V through VIII soils, and (c) proximity of other lands to (a) and (b). The majority of land in the metropolitan area is located on agricultural soils rated Classes I through IV, and much of this area is developed with urban uses. The hillside soils are generally Classes VI through VIII soils, and some are suited for grazing and other agricultural uses.

2. The most productive agricultural lands in the metropolitan area are located on Class I through IV soils on bottomlands along the McKenzie River and the Middle Fork of the Willamette River.

3. Where urban and agricultural lands abut, farm use management problems are frequently created.

Policies

C.1 Where agricultural land is being considered for inclusion in future amendments to the UGB, least productive agricultural land shall be considered first. Factors other than agricultural soil ratings shall be considered when determining the productivity of agricultural land. Relevant factors include suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation, ownership patterns, land use patterns, proximity to agricultural soils or current farm uses, other adjacent land uses, agricultural history, technological and energy inputs required, accepted farming practices, and farm market conditions.

C.2 Designated agricultural lands shall be protected for agricultural uses through zoning for exclusive farm use or equivalent acceptable zoning and through application of other protective measures.

C.3 During the next *Metro Plan* update, a study should be initiated to examine ways of buffering and protecting agricultural lands on the urban fringe from the effects of urban development. The study should also evaluate approaches to use in order to maintain physical separation between the Eugene-Springfield metropolitan area and smaller outlying communities.

C.4 In addition to any of the above policies, these policies apply to agricultural lands within the Plan Boundary of the *Metro Plan* but outside the UGB. Lands within the UGB with agricultural soils or that are used for agricultural purposes are not entitled to protection under these policies.

a. Encourage agricultural activities by preserving and maintaining agricultural lands through the use of an exclusive agricultural zone which is consistent with ORS 215 and OAR 660 Division 033.

b. In Agricultural Rent Zones 1 and 2 preference will be given to Goal 3. In Rent Zone 3, unless commercial agricultural enterprises exist, preference will be given to Goal 4.

c. Reserve the use of the best agricultural soils exclusively for agricultural purposes.

d. To ensure that zoning districts applied to agricultural lands encourage valid agricultural practices in a realistic manner emphasis shall be placed on minimum parcel sizes which are based upon a countywide inventory and which are adequate for the continuation of commercial agriculture. As minimum parcel sizes decrease to accommodate more specialized commercial agricultural activities, the burden of proof upon the applicant shall increase in order to substantiate the proposed agricultural activity and restrictions shall increase in order to obtain a residence on the commercial farm unit. Deviation from minimum parcel sizes of the Exclusive Farm Use (EFU/RCP) land for the creation of a parcel not smaller than 20 acres may be allowed when at least 19 acres of the parcel being created are currently managed or planned to be managed by a farm management plan for a farm operation consisting of one or more of the following: berries, grapes, or horticultural specialties.

e. Use planning and implementation techniques that reflect appropriate uses and treatment for each type of land.

f. Encourage irrigation, drainage and flood control projects that benefit agricultural use with minimum environmental degradation in accordance with existing state and federal regulations.

g. Some agricultural land is not suitable or available for agricultural use by nature of being built upon, committed to or needed for nonagricultural uses, by using applicable comprehensive plan policies and the exceptions process of Goal 2, Part II.

h. Provide maximum protection to agricultural activities by minimizing activities, particularly residential, that conflict with such use. Whenever possible, planning goals, policies, and regulations should be interpreted in favor of agricultural activities.

i. Agricultural lands shall be identified as high value farm lands and farm lands in other soil classes in accordance with OAR 660 Division 033.

j. Such minimum lot sizes or land division criteria as are used in EFU/RCP zones shall be appropriate for the continuation of the existing commercial agricultural enterprise in the region. The commercial agricultural minimum field or parcel sizes and corresponding farming regions identified in the *Addendum to Working Paper: Agricultural Lands* shall be used to determine the appropriate division requirements for lands zoned EFU/RCP.

k. Conversion of rural agricultural land to urbanizable land shall follow the process and criteria set forth in Goals 3 and 14.

l. Regard non-agricultural uses within or adjacent to agricultural lands as being subject to the normal and accepted agricultural practices of that locality.

m. No policy shall be construed to exclude permitted and specially permitted non-farm uses, as defined in ORS 215.213 and OAR 660 Division 033, from the EFU/RCP zones. Implementing ordinances shall provide for such uses, consistent with the statutory and OAR 660 Division 033 requirements. Special permits for commercial uses in conjunction with farm use shall have the same effect as making the use an outright permitted use on the affected parcel.

n. Land may be designated as marginal land if it complies with the requirements of ORS 197.247 (1991 Edition).

o. Lane County recognizes ORS 215.253 shall apply on land-zoned EFU and Marginal Lands.

p. Recreational activities in the Park and Recreation (PR/RCP) zone district within agricultural areas that are outside lands for which a built or committed exception to a statewide planning goal has been taken shall be limited to those uses consistent with Statewide Planning Goals 3 and 4.

Forest Lands (Goal 4)

Findings

4. Forest lands are those lands acknowledged by the Land Conservation and Development Commission (LCDC) as forest lands as of the date of adoption of the 1993 amendments to Goal 4. When a plan amendment involving forest lands is proposed, forest land shall include lands which are suitable for commercial forest uses including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water, and fish and wildlife resources.

5. Forest lands provide multiple values in the metropolitan area including: scenic resources; watershed and soil protection, recreational opportunities; fish and wildlife habitat; commercial timber harvest; livestock grazing; and other urban uses, such as buffering. Within the UGB, and particularly within cities, timber harvest has less value to the general public than do other values.

Policies

C.5 Metropolitan goals relating to scenic quality, water quality, vegetation and wildlife, open space, and recreational potential shall be given a higher priority than timber harvest within the UGB.

C.6 The Oregon Forest Practices Act shall control commercial forest practices when commercial forest uses are the primary or one of two or more primary uses identified on forest lands outside the UGB. When other policies of the *Metro Plan* establish a greater importance for uses other than commercial forests, Lane County shall protect those other values by applying appropriate implementation measures.

C.7 In addition to any of the above policies, these policies apply to forest lands within the Plan Boundary of the *Metro Plan* but outside the UGB:

a. Conserve forest lands by maintaining the forest land base and protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Forest land shall include lands which are suitable for commercial forest uses including adjacent or nearby lands which are necessary to permit forest operations or practices and other forested lands that maintain soil, air, water, and fish and wildlife resources.

b. Forest lands will be separated into two zoning categories, Non-impacted and Impacted, and these categories shall be defined and mapped by the general characteristics specified in the Non-impacted Forest Land (F-1/RCP) and Impacted Forest Land (F-2/RCP) zones general characteristics.

c. Forest lands that satisfy the requirements of ORS 197.247 (1991 Edition), may be designated as Marginal Lands. Uses and land divisions allowed on Marginal Lands shall be those allowed by ORS 197.247 (1991 Edition).

d. Forest operations, practices and auxiliary uses shall be allowed on forest lands and shall be subject only to such regulation of uses as are found in the Oregon *Forest Practices Act*, ORS 527.722.

e. Prohibit residences on F-1/RCP zone lands except for the maintenance, repair, or replacement of existing residences.

f. Dwellings shall be allowed in the F-2/RCP zoning district as provided in Lane Code 16.211.

g. The minimum land division size for the F-1/RCP zone and the F-2/RCP zone shall comply with Lane Code 16.210 and 16.211.

h. New structures must comply with the *Siting and Fire Safety Standards* of Lane Code 16.210 and 16.211.

i. Recreational activities in the Park and Recreation (PR/RCP) zone district within resource areas that are outside lands for which a built or committed exception to a statewide planning goal has been taken shall be limited to those uses consistent with Statewide Planning Goals 3 and 4.

j. The effects of a projected shortfall in timber supplies within the near future are of considerable concern to Lane County. Lane County supports efforts by state and federal agencies in developing plans that will address the situation. Lane County intends to be an active, committed participant in such plan development.

k. Encourage the consolidation of forest land ownership in order to form larger, more viable forest resource units.

l. Encourage the conversion of under productive forest lands through silvicultural practices and reforestation efforts.

m. Encourage the development of assistance programs, tax laws, educational programs, and research that will assist small woodland owners with the management of their forest land.

n. Lane County recognizes that the Oregon Forest Practices Act shall be the only mechanism regulating the growing and harvesting of forest tree species on commercial forest lands unless Goal 5 resource sites have been recognized and identified as being more important through an analysis of the environmental, social, economic, and energy (ESEE) consequences and conflict resolution as per Goal 5. No other findings, assumptions, goal policy, or other planning regulation shall be construed as additional regulation of forest management activities.

o. Lands designated within the *Metro Plan* as forest land shall be zoned F-1/RCP or F-2/RCP. A decision to apply one of the above zones or both of the above zones in a split zone fashion will be based upon a conclusion that characteristics of the land correspond more closely to the characteristics of the proposed zoning than the characteristics of the other forest zone. The zoning characteristics referred to are specified below in subsections (1) and (2). This conclusion shall be supported by a statement of reasons explaining why the facts support the conclusion.

(1) Non-impacted Forest Land (F-1/RCP) zone characteristics:

(a) Predominantly ownerships not developed with residences or non-forest uses.

(b) Predominantly contiguous ownerships of 80 acres or larger in size.

(c) Predominantly ownerships contiguous to other lands utilized for commercial forest or commercial farm uses.

(d) Accessed by arterial roads or roads intended primarily for forest management.

(e) Primarily under commercial forest management.

(2) Impacted Forest Land (F-2/RCP) zone characteristics:

(a) Predominantly ownerships developed with residences or non-forest uses.

(b) Predominantly ownerships 80 acres or less in size.

(c) Ownerships generally contiguous to tracts containing less than 80 acres and residences and/or adjacent to developed or committed areas for which an exception has been taken in the *Metro Plan.*

(d) Provided with a level of public facilities and services, and roads intended primarily for direct services to rural residences.

Riparian Corridors, Wetlands, and Wildlife Habitat (Goal 5)

Findings

6. Data from the Oregon Natural Heritage Program (acquired in 2000) and interviews with specialists resulted in the identification of sites with species of concern, or endangered and threatened (as recognized on existing and proposed state and federal lists) plant and wildlife species whose normal or historic range includes the metropolitan area.

7. Natural resources may be identified within the metropolitan area after acknowledgment of the *Metro Plan*. Statewide Planning Goal 5 requires that these resources, if determined to be significant, be subject to a conflict resolution process.

8. Lane County, Springfield, and Eugene jointly completed the Goal 5 requirements for riparian corridors for the area between the UGB and the Plan Boundary. The inventory consisted of data from the Oregon Department of Forestry stream classification maps, U.S. Geological Service 7.5 minute quadrangle maps, Statewide Wetlands Inventory maps, and aerial photographs. The boundaries of significant riparian corridors were determined using the standard setback distance from all fish-bearing lakes and streams shown on the inventory as follows: 75 feet upland from the top of each bank along all streams with average annual stream flow greater than 1000 cubic feet per second; and 50 feet upland from the top of each bank along all streams with average annual stream flow less than 1000 cubic feet per second.

9. Lane County, Springfield, and Eugene jointly completed the Goal 5 requirements for wetlands for the area between the UGB and the Plan Boundary. The inventory consisted of data from the Statewide Wetlands Inventory.

10. Lane County, Springfield, and Eugene jointly completed the Goal 5 requirements for wildlife habitat for the area between the UGB and the Plan Boundary. The inventory consisted of data from the Oregon Natural Heritage Program and the Oregon Department of Fish and Wildlife, which included: threatened, endangered, and sensitive wildlife species habitat information; sensitive bird site inventories; and wildlife species of concern and/or habitats of concern identified and mapped by the Oregon Department of Fish and Wildlife. The Goal 5 wetland and riparian corridor requirements for the area between the UGB and the Plan Boundary adequately address fish habitat. Consequently, for purposes of applying Goal 5 requirements to this portion of the metro area, wildlife does not include fish habitat. Significant wildlife habitat includes only those sites where one or more of the following conditions exist: the habitat has been documented to perform a life support function for wildlife species listed by the federal government as a threatened or endangered species or by the State of Oregon as a threatened, endangered, or sensitive wildlife species; the habitat has documented occurrences of more than incidental use by a threatened, endangered, or sensitive wildlife species; the habitat has been documented as a sensitive bird nesting, roosting, or watering resource site for osprey or great blue herons; the habitat has been documented to be essential in achieving policies or population objectives specified in a wildlife species management plan adopted by the Oregon Fish and Wildlife Commission; or the area is identified and mapped by the Oregon Department of Fish and Wildlife as habitat for a wildlife species of concern.

11. Springfield and Eugene are required to complete Goal 5 requirements for wetlands, riparian corridors, and wildlife habitat within their respective urban growth boundaries for adoption by the applicable jurisdictional land use authorities.

Policies

C.8 Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to prevent erosion and protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas.

C.9 Each city shall complete a separate study to meet its requirements under the Goal 5 Rule for wetlands, riparian corridors, and wildlife habitat within the UGB. Lane County and the respective city jointly will adopt the inventory and protection measures for the area outside the city limits and inside the UGB.

C.10 Local governments shall encourage further study (by specialists) of endangered and threatened plant and wildlife species in the metropolitan area.

C.11 Local governments shall protect endangered and threatened plant and wildlife species, as recognized on a legally adopted statewide list, after notice and opportunity for public input.

C12 Property owners may pursue efforts to protect natural vegetation and wildlife habitat areas on their land to conserve these areas, e.g., through conservation easements, public acquisition, donation, land trusts, etc.; and local governments are encouraged to assist in these efforts.

C.13 Wetland, riparian corridor, or wildlife habitat sites inside the UGB identified after adoption of the applicable Goal 5 inventory of significant sites, that have not been previously considered for inclusion in the inventory, shall be addressed in the following manner:

a. The jurisdiction within which the natural resource is located shall study the site according to the requirements in the Goal 5 administrative rule.

b. Upon the completion of the study, the affected jurisdiction shall determine whether the identified natural resource is significant according to the adopted significance criteria of the affected jurisdiction.

c. If the newly identified site is determined significant, the affected jurisdiction shall complete the Goal 5 requirements for the site, which includes adoption of protection measures for sites identified for protection.

d. The affected jurisdiction will notify affected property owners and interested parties throughout the process.

C.14 These policies apply to the Confluence Heronry on the Willamette River.

a. The heronry shall be protected by a Natural Resource designation on the *Metro Plan* Diagram, protective zoning, and the application of restrictions identified below.

b. The operational buffer shall extend 1,000 feet from the southerly nesting tree. Operational restrictions shall be in effect for the area contained within the 1,000-foot buffer between February 1 and July 15. These restrictions shall include: no tree felling,

no aggregate extraction, and no operation of any mechanized equipment or motorized vehicle for recreation use or for the purpose of farm and forest activities. Upon on-site verification from the Oregon Department of Fish and Wildlife that fledging is completed, the period of operational restrictions may be shortened.

c. Permits from the state and county are an appropriate mechanism for addressing details of sand and gravel operations. Specifically, flood hazard concerns and associated erosion potential will have to be addressed.

d. Protection of riparian habitat on the periphery of the island shall be achieved by maintaining an adequate Willamette River Greenway vegetative fringe in order to address erosion, scenic, and wildlife habitat concerns.

e. Park use on the island should be discouraged by the state.

f. Controls on sand and gravel extraction should be developed between the operator and the Oregon Department of Fish and Wildlife through the mining permit procedures in order to protect the heronry resource.

g. Property owners and the state shall be encouraged to exchange land to place the Confluence Island Heronry and buffer in perpetual ownership by the public. The state may then protect and manage the heronry resource with compensation to the property owners.

C.15 The Statewide Wetland Inventory as shown on the map titled *Goal 5 Wetlands for the area inside the Metro Plan Boundary and outside the UGB*, dated January 2004, adopted and incorporated here, shall be used to identify wetlands for purposes of notifying the Division of State Lands concerning applications for development permits or other land use decisions affecting Goal 5 wetlands in the area outside the UGB and inside the Plan Boundary. The map is on file at the Lane County Land Management Division.

C.16 The map titled *Goal 5 Significant Wildlife Habitat for the area inside the Metro Plan Boundary and outside the UGB*, dated January 2004, adopted and incorporated here, shall be used to identify significant wildlife habitat for purposes of notifying the Oregon Department of Fish and Wildlife concerning applications for development permits or other land use decisions affecting significant wildlife habitat on the Goal 5 inventory for areas outside the UGB and inside the Plan Boundary. The map is on file at the Lane County Land Management Division.

C.17 The map titled *Goal 5 Significant Riparian Corridors for the area inside the Metro Plan Boundary and outside the UGB*, dated January 2004, adopted and incorporated here, shall be used to identify significant riparian corridors for purposes of applying Goal 5 riparian protection provisions in Lane Code Chapter 16 for areas outside the UGB and inside the Plan Boundary. The map is on file at the Lane County Land Management Division.

Mineral and Aggregate Resources (Goal 5)

Findings

12. Total land designated and zoned for sand and gravel extraction in the metropolitan area and immediately adjacent sub-areas appears adequate for demand through the planning period.

13. Sand and gravel deposits are an important natural resource necessary for construction in the metropolitan area. Nevertheless, the extraction of sand and gravel can conflict with other open space and recreation values associated with water resources, vegetation, wildlife habitat, and scenic quality. Proper rehabilitation and reuse of abandoned sand and gravel sites results in the return of valuable land for urban uses, including open space.

14. Lane County addressed the Goal 5 requirements in effect at the time of *Metro Plan* designation, zoning or permitting for mineral and aggregate operations outside the UGB including potential conflicts with inventoried wetlands, riparian corridors, and wildlife habitat. The permitting process of the Department of Geology and Mineral Industries (DOGAMI) will require necessary and adequate protections for inventoried wetlands, riparian corridors, and wildlife habitat for these existing operations. Future *Metro Plan* amendment, rezoning, or permitting processes for new mineral and aggregate operations not already authorized or permitted will be subject to applicable requirements of Goal 5 and DOGAMI regulations.

Policy

C.18 Sand and gravel sites identified as significant by the *Metro Plan* shall be protected in accordance with the requirements of the Goal 5 Rule.

Open Space (Goal 5)

Findings

15. While development and in-filling have decreased the amount of open space (and associated vegetation and wildlife habitat) within the urban service area, the compact urban growth form has protected open space on the urban fringe and in rural areas within the Plan Boundary.

16. Compact urban growth results in pressure on open space within the current UGB. Programs for preserving quality open space within the projected UGB become more important as the area grows.

17. Open space provides many benefits in an urban area, including: retention of habitat for wildlife; filtration of polluted water, absorption of storm runoff flow; protection of scenic quality; provision of recreation opportunities; reduction of atmospheric temperatures, and personal well-being.

18. Urban agriculture, in other words, backyard and community gardens, and interim use of vacant and underdeveloped parcels, provides economic, social, and environmental benefits to the community.

Policies

C.19 Agricultural production shall be considered an acceptable interim and temporary use on urbanizable land and on vacant and underdeveloped urban land where no conflicts with adjacent urban uses exist.

C.20 Continued local programs supporting community gardens on public land and programs promoting urban agriculture on private land shall be encouraged. Urban agriculture includes gardens in backyards and interim use of vacant and underdeveloped parcels.

C.21 When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.

Noise (Goal 6)

Findings

19. Noise sources of a nuisance nature (such as barking dogs, lawn mowers, loud parties, noisy mufflers, and squealing tires) are best addressed through nuisance ordinances rather than land use policies.

20. Major sources of noise in the metropolitan area are airplanes, highway traffic, and some industrial and commercial activities.

21. The Eugene Airport *Noise Exposure Analysis*, April 2000, was found to be in compliance with state airport noise standards by the State of Oregon Department of Environmental Quality.

22. Federal Highway Administration noise standards apply whenever federal funds are used in the construction or reconstruction of a highway. A noise study is required if the construction will add a through-lane of traffic or significantly alter either the horizontal or vertical alignment of the highway. The significance of a change in alignment has to do with the effect that the alignment change has on noise levels. State funded Oregon Department of Transportation projects are generally developed in conformance with the federal noise standards.

Policies

C.22 Design of new street, highway, and transit facilities shall consider noise mitigation measures where appropriate.

C.23 Design and construction of new noise-sensitive development in the vicinity of existing and future streets and highways with potential to exceed general highway noise levels shall include consideration of mitigating measures, such as acoustical building modifications, noise barriers, and acoustical site planning. The application of these mitigating measures must be balanced with other design considerations and housing costs.

C.24 Local governments shall continue to monitor, to plan for, and to enforce applicable noise standards and shall cooperate in meeting applicable federal and state noise standards.

Air, Water and Land Resources Quality (Goal 6)

Findings

23. The high value placed on clean air and water by local residents is reflected in local commitments to plans and programs directed toward reducing air and water pollution.

24. The Eugene-Springfield metropolitan area has a strong potential for elevated levels of air pollution due to the surrounding mountains, which provide a barrier to ventilation and contribute to periodic episodes of stable atmospheric conditions. These conditions effectively limit dilution and dispersion of air pollutants, resulting in the build-up of concentrations near the ground.

25. Some pollutants affecting metropolitan air and water quality originate outside the metropolitan area.

26. Based on monitoring work performed by the Lane Regional Air Pollution Agency (LRAPA), the Lane Council of Government (LCOG) and LRAPA submitted documentation demonstrating that the area meets the carbon monoxide standards since a violation of the eight-hour standard has not occurred since 1980. In 1988, LRAPA and LCOG formally requested redesignation of the area as an attainment area for carbon monoxide. The Oregon Department of Environmental Quality (DEQ) forwarded the reclassification request to the U.S. Environmental Protection Agency (EPA) Regional Office in Seattle. In January 1994, EPA redesignated the Eugene-Springfield area to attainment status for carbon monoxide. The area is currently in a 20-year maintenance period. Since redesignation, there have been no violations of the carbon monoxide standards.

    LRAPA has developed a plan for meeting the new standards for fine particulates (the PM10 standard). The LRAPA Board has approved the plan. The PM10 plan boundary is

coterminous with *Metro Plan* UGB as it existed on the date the PM10 standard was adopted. A majority of the unpaved streets identified as high priorities to address PM10 problems have now been paved. The PM10 plan approved by the LRAPA Board concluded that no transportation-related control measures were necessary for compliance with the PM10 Standard. LRAPA is currently in the process of seeking redesignation to attainment status for PM10.

27. Section 110 of the federal Clean Air Act requires state and local air pollution control agencies to adopt federally approved control strategies to minimize air pollution. The resulting body of regulations is known as a *State Implementation Plan* (SIP). SIPs generally establish limits or work practice standards to minimize emissions of air pollutants or their precursors. SIPs also include special control strategies for those areas not meeting *National Ambient Air Quality Standards* (non-attainment areas). Most of the regulations developed by LRAPA for controlling the emissions of air pollutants in Lane County are included in the Oregon SIP. The original SIP was adopted in the early 1970s in response to the 1970 federal Clean Air Act. It is amended periodically to respond to current issues.

28. Reduction of open space, removal of vegetative cover, and development that increases the amount of impervious surfaces (paved streets, roofs, parking lots) contribute significantly to increases in the peak volume (quantity) of urban storm runoff entering stormwater system and natural drainageways.

29. Water pollution in the metropolitan area results from both "point sources" (municipal and industrial wastewater discharges) and "non-point sources" (pollutants such as oil, dust, and debris which are carried into streams by storm runoff). Water pollution is most acute in streams that have low water flow conditions during the summer months (such streams include Amazon Creek and the "Q" Street ditch).

30. Offsetting measures can reduce the negative effects of urban development on water quality and quantity problems. Examples include on-site retention of stormwater, inclusion of landscaped "buffer strips" adjacent to new developments and conservation and improvement of streamside vegetation along water courses.

31. The Willamette and McKenzie Rivers run through many jurisdictions, necessitating cooperative water management planning and consideration for downstream effects of actions taken by a single jurisdiction.

32. The Eugene-Springfield area is currently in compliance with national standards for carbon monoxide. The region will continue to be in compliance with the carbon monoxide standard in the future. Vehicle fleet turnover and stricter emission controls on newer vehicles are factors that will contribute to lower emissions in the future.

Policies

C.25 Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.

C.26 Local governments shall continue to monitor, to plan for, and to enforce applicable air and water quality standards and shall cooperate in meeting applicable federal, state, and local air and water quality standards.

C.27 Local governments shall continue to cooperate in developing and implementing programs necessary to meet air quality standards. This effort should include but not be limited to:

a. Review of all major public capital expenditure projects for potential air quality impacts.

b. Integration of air quality concerns into the comprehensive land use plan.

c. Active participation in developing and implementing additional controls, as needed.

C.28 Local governments shall encourage changes to state and federal air quality regulations relating to development of fine particulate standards and related monitoring techniques.

C.29 Prior to the completion of the next *Metro Plan* update, the air, water, and land resource quality of the metropolitan area will be reassessed.

Natural Hazards (Goal 7)

Findings

33. Due to the general nature of soils and geologic mapping, site specific analysis is often necessary to determine the presence of geologic hazards and the severity of soil problems which are constraints to development. Such geologic hazards exist when certain combinations of slope, soil conditions, and moisture conditions render land unstable.

34. Unless special precautions are taken, development within the floodway fringe (that portion of the floodplain having a one percent per year chance of occurrence, also known as a 100-year flood) is subject to hazards to life and property from flooding.

35. Many portions of the floodway fringe contain natural assets, such as significant vegetation, wildlife and scenic areas, and productive agricultural lands and are thus, valuable for open space and recreation. On the other hand, because of their central location, some floodway fringe areas within the urban service area are important lands for urban development.

Policies

C.30 Except as otherwise allowed according to Federal Emergency Management Agency (FEMA) regulations, development shall be prohibited in floodways if it could result in an increased flood level. The floodway is the channel of a river or other water course and

the adjacent land area that must be reserved to discharge a one-percent-chance flood in any given year.

C.31 When development is allowed to occur in the floodway or floodway fringe, local regulations shall control such development in order to minimize the potential danger to life and property. Within the UGB, development should result in in-filling of partially developed land. Outside the UGB, areas affected by the floodway and floodway fringe shall be protected for their agricultural and sand and gravel resource values, their open space and recreational potential, and their value to water resources.

C.32 Local governments shall require site-specific soil surveys and geologic studies where potential problems exist. When problems are identified, local governments shall require special design considerations and construction measures be taken to offset the soil and geologic constraints present, to protect life and property, public investments, and environmentally-sensitive areas.

C.33 Eugene shall maintain and improve hillside development regulations.

D. Willamette River Greenway, River Corridors, and Waterways Element

The Willamette River has long been recognized in the Eugene-Springfield area as a valuable natural asset. A number of policy documents and programs adopted by local jurisdictions have reinforced the community concern to preserve and protect metropolitan river corridors.

On December 6, 1975, the Land Conservation and Development Commission (LCDC) adopted Statewide Planning Goal 15: Willamette River Greenway. The goal sets forth the overall framework within which state and local governments carry out protection and maintenance of the Willamette River Greenway.

The goal requires Eugene, Springfield, and Lane County to adopt Greenway boundaries, to specify uses permitted within those boundaries, and indicate areas of potential acquisition along the Greenway. In making these determinations, local jurisdictions must gather information and inventory the nature and extent of all natural resources associated with the Willamette River Greenway. Local jurisdictions are also mandated to adopt provisions, by ordinance, requiring a compatibility review permit for any intensification, change of use, or development within Greenway boundaries. The jurisdictional area of the *Metro Plan* (i.e., Metro Plan Boundary) was found to be in compliance with Goal 15 on September 12, 1982.

In the metropolitan area, a large portion of land within the Greenway is in public ownership or public parks such as Mount Pisgah, Skinner's Butte, Alton Baker, and Island Park. Future proposed park acquisitions, such as the Goodpasture Island gravel ponds, will further expand the opportunity for public access and enjoyment of the river area. The three jurisdictions cooperated in the development of a bicycle-pedestrian trail system that extends along the Greenway from south of Springfield to north of Eugene and into the River Road area. This system includes five bike bridges across the river.

Land along the Greenway in private ownership is in a variety of uses, some of which appear to provide greater opportunity than others for public access and enjoyment. Residential uses along the Greenway can provide the residents with access to the river area. Certain commercial uses, such as restaurants, can allow customers visual enjoyment of the Greenway. Other uses, such as the many industrial uses, would appear to provide little if any opportunity for access or enjoyment of the Greenway. This is evidenced by much of the existing industrial development along the Willamette River in the Glenwood area.

Finally, in rural agricultural areas, isolated access points can work to the detriment of the Greenway program. In these areas, trespass and vandalism can cause a detraction in the general Greenway environment and create problems for private landowners.

The Greenway boundaries, as adopted by the three jurisdictions, have been digitized in the Regional Land Information Database (RLID) and are shown as an overlay on Plan Diagram. Future acquisition areas and uses allowed within the Greenway remain the primary responsibility of the local jurisdictions. This element, however, provides the basis for a coordinated effort by Eugene, Springfield, and Lane County.

The statewide Greenway goal specifically applies to the Willamette River. In the Eugene-Springfield area, portions of the McKenzie River share equal importance as a natural resource worthy of conservation and protection. Additionally, the metropolitan network of waterways and associated creeks and drainageways are important features in the metropolitan area, with potential as part of an areawide waterways system. For that reason, while this element must specifically cover the Willamette River Greenway, it is important to consider the McKenzie River, where it is situated within the area of the *Metro Plan* and the inland system of waterway corridors connecting various parts of Springfield, Eugene, and Lane County to one another.

Goal

To protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors.

Findings, Objectives, and Policies

Findings

1. The Willamette and McKenzie Rivers are recognized as valuable natural assets to the entire community.

2. In addition to the Willamette and McKenzie Rivers, a number of waterways are important environmental features in the metropolitan area. These include, for example, the Springfield Millrace, Amazon Creek, Fern Ridge Reservoir, and the Eugene Millrace.

3. Recently, the community has begun to realize the potential of inland waterway corridors to contribute to the livability of the area.

4. In addition to its significance to agriculture, flood control, and fish and wildlife, Fern Ridge Reservoir continues to grow in importance as a recreational water facility.

5. Statewide Planning Goal 15 mandates local governments to establish the Greenway boundaries, allowed uses within the Greenway and potential acquisition areas.

6. Eugene, Springfield, and Lane County have received final Greenway boundary approval by the LCDC.

7. The jurisdictional area of the *Metro Plan* was found to be in compliance with Goal 15 on September 12, 1982.

8. The following permits are required by Eugene, Springfield, and Lane County to implement Statewide Planning Goal 15 within their respective areas of jurisdiction as defined in Chapter II-D:

    a. The City of Eugene requires Greenway Permits for any activity in the Willamette Greenway involving intensification of use, change in use, or development.

    b. The City of Springfield requires a Discretionary Use Permit for any change or intensification of use, or construction that has a significant visual impact in the Willamette Greenway Overlay District, which is combined with a "Greenway Setback Line."

    c. Lane County requires a Greenway Development Permit for intensification or change of use or development allowed in applicable zones, including public improvements and including partitions and subdivisions as defined in LC 13.020 for lands within the boundaries of the Willamette River Greenway.

9. Local jurisdictions retain the primary responsibility for implementation of the Willamette River Greenway goal.

10. The metropolitan area's river and waterway corridors require protection to maintain and enhance natural, scenic, environmental, and economic qualities of these waterways.

11. The three jurisdictions have cooperatively developed a public park system and bicycle-pedestrian trails along the Willamette River Greenway.

12. Residential and commercial development along the Willamette River Greenway provides greater opportunity for public access and enjoyment of the river area than does industrial development.

13. Rural agricultural areas along river and waterway corridors can be damaged by isolated public access points because of vandalism and/or trespass on private lands.

14. Experience in other communities indicates that carefully planned and designed residential and commercial development at designated locations along inland water corridors can be compatible with adjacent areas and the corridors themselves.

15. The current unpleasant and unsightly condition of many inland waterway systems results from neglect and uncoordinated waterway planning.

Objectives

1. Encourage use of river and waterway corridors to fulfill open space, recreation, and resource protection needs.

2. Ensure that development occurring within river and waterway corridors is responsive to and provides protection of these valuable natural assets.

3. Encourage, where appropriate and in keeping with Greenway goals, development that respects the quality of rivers and waterways and provides a variety of opportunities for enjoyment of those resources by the public.

4. Encourage coordinated water planning and the development of the area's waterways, where appropriate, as part of the area's open space and park system.

Policies

D.1 Periodically, local governments shall review Greenway boundaries, uses, and potential acquisition areas to ensure continued compliance with state and local Greenway goals.

D.2 Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting non-automobile transportation; opportunities for residential development; and other compatible uses.

D.3 Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.

D.4 Lane County, Springfield, and Eugene shall continue to participate in efforts to determine the feasibility of an urban canal that would connect Eugene's historic Millrace to Amazon Creek. Likewise, Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.

D.5 New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.

D.6 New industrial development that locates along the Willamette and McKenzie Rivers shall enhance natural, scenic, and environmental qualities.

D.7 Potential public access points in rural agricultural areas shall be carefully reviewed to ensure preservation of the Willamette River Greenway environment, with special emphasis on problems of vandalism and trespass.

D.8 Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas, residential areas, and commercial areas.

9 Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.

D.10 Aggregate extraction may be permitted when compatible with purposes of Statewide Planning Goal 15. Local governments shall continue, through land use planning and special regulations, to control aggregate extraction to minimize adverse effects of extraction on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, scenic quality, noise, and safety.

D.11 The taking of an exception shall be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback.

An exception to Statewide Planning Goal 15 Willamette River Greenway was approved for Oregon Department of Transportation (ODOT) for purposes of removing and replacing the decommissioned 1-5 Bridge, the temporary detour bridge and the Canoe Canal bridge with two new parallel bridges (one southbound and one northbound) within the 1-5 right-of-way crossing the Willamette River and Canoe Canal and within the Willamette River Greenway Setback Line. The exception authorizes construction and later removal of one or more temporary work bridges; demolition of the decommissioned 1-5 Willamette River Bridge, Canoe Canal Bridge, and detour bridges; construction of the two replacement bridges; reconstruction of the roadway approaches to the bridges (1-5 and ramps); rehabilitation of the project area; and completion of any required mitigation of project impacts. In association with these tasks, the exception further authorizes within the Willamette River Greenway Setback Line the addition and removal of fill within ODOT right-of-way and the removal of fill within a temporary slope easement east of 1-5. This exception satisfies the criteria of Oregon Administrative Rule (OAR) 660-004-0022(6) Willamette Greenway and the exception requirements of OAR 660-004-0020 Goal 2, Part II (c) for a "reasons" exception, and pursuant to OAR 660-004-0015, is hereby adopted as an amendment to the *Metro Plan* text, Policy D.11, Chapter III, Section D.

An exception to Statewide Planning Goal 15 Willamette River Greenway was approved by the cities of Eugene and Springfield and by Lane County authorizing construction of a bike path viaduct beneath the I-5 bridges, along the south bank of the Willamette River. The exception authorizes construction of the bike path viaduct including the fill and removal of fill necessary to build the structure. This exception satisfies the criteria of Oregon Administrative Rules (OAR) 660-004-0022 (6) Willamette Greenway and the exception requirements of OAR 660-004-0020 Goal 2, Part II (c) for a "reasons" exception. Pursuant to OAR 660-004-0015, this exception is hereby adopted as an amendment to the *Metro Plan* text, Policy D.11, Chapter III, Section D.

E. Environmental Design Element

The Environmental Design Element is concerned with that broad process which molds the various components of the urban area into a distinctive, livable form that promotes a high quality of life.

The *Metro Plan* must go beyond making the urban area more efficient and better organized to also ensure that the area is a pleasant, attractive, and desirable place for people to live, work, and play. The Environmental Design Element is concerned with how people perceive and interact with their surroundings. Perceptions of livability greatly differ between individuals; so, generalizations concerning this element need to be carefully drawn. Many different indicators of livability have been identified, such as the numbers of local educational, medical, and recreational facilities, and natural environmental conditions. Not all these indicators are directly concerned with environmental design, showing that the concept of livability is influenced by all elements of the *Metro Plan*. This element focuses on some of the features of the natural and built environment that affect the quality of life.

The metropolitan area is changing in ways that are far-reaching and diverse. Decisions that concern change have an effect on the form of the area. If we are to maintain a livable urban environment and realize the full potential of our desirable and distinctive qualities, daily decisions that concern change must be guided by environmental design principles, such as site planning, in combination with other planning policies.

Based on concerns related to energy conservation, environmental preservation, transportation, and other issues, increased density is desirable. This increases the need for effective, detailed environmental design in order to ensure a high quality of life and a high degree of livability in an increasingly dense urban environment.

This area is noted for the high degree of livability enjoyed by its residents. Environmental design is a process that helps to maintain and enhance these positive attributes.

Goals

1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.

2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.

3. Create and preserve desirable and distinctive qualities in local and neighborhood areas.

Findings, Objectives, and Policies

Findings

1. Present and continued emphasis on compact growth increases the need for attention to detailed, specific environmental design components, such as site planning and landscaping of development.

2. Decisions are constantly being made which affect the form and design of the metropolitan area.

3. The location and design of public and private facilities play an important role in giving distinctive identity and character to an area. For example, an area's character may be developed through association with a particular park, a land form, a public building, an area of older homes, vegetation, or a distinctive type of subdivision design.

4. Natural land features, waterways, and native vegetation provide distinctive and easily identifiable components to the metropolitan area environment.

5. The metropolitan area presently offers a variety of naturally distinctive topographic features, waterways, and vegetation that are both visually and personally accessible to residents.

6. Ridgelines and water areas provide the greatest concentration of scenic sites in the metropolitan area.

7. Landscaping with trees and other vegetation provides a pleasant, distinctive, and permanent atmosphere for the metropolitan area.

8. The use of buffer strips and other design features can minimize the negative environmental impact of certain uses, such as roadways and parking areas, while protecting adjacent land uses.

9. Local residents are concerned about the livability and aesthetic quality of residential development that changes the character of their neighborhoods.

10. Compatibility, visual quality, and safety are important elements to preserve and promote in mixed-use area.

Objectives

1. Provide the facilities and services needed to maintain our quality of life. Examples include educational, housing, medical, public transportation, and recreational facilities.

2. Encourage a greater diversity of living experiences and environments.

3. Establish or maintain a sense of identity and character for local and neighborhood areas.

4. Shape development to suit natural conditions as much as possible.

5. Enhance views and public use of river corridors, drainageways, and prominent topographic features, such as ridgelines and buttes, within the jurisdiction of the Metropolitan Plan, when consistent with other planning policies.

6. Coordinate development to achieve compatibility in mixed-use areas (with and without refinement plans) through the adoption and administration of design standards.

Policies

E.1 In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.

E.2 Natural vegetation, natural water features, and drainage-ways shall be protected and retained to the maximum extent practical. Landscaping shall be utilized to enhance those natural features. This policy does not preclude increasing their conveyance capacity in an environmentally responsible manner.

E.3 The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the UGB.

E.4 Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.

E.5 Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.

E.6 Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to, safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high and medium density development locating adjacent to low density residential).

E.7 The development of urban design elements as part of local and refinement plans shall be encouraged.

E.8 Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.

E.9 Refinement plans shall be developed to address compatibility of land uses, safety, crime prevention, and visual impact along arterial and collector streets, within mixed-use areas. During the interim period before the adoption of a refinement plan, these considerations shall be addressed by cities in approving land use applications in mixed use areas by requiring conditions of approval where necessary.

F. Transportation Element

The Transportation Element addresses surface and air transportation in the metropolitan area. The *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* provides the basis for the surface transportation portions of this element and the *Eugene Airport Master Plan* provides the basis for the air transportation portions.

TransPlan guides regional transportation system planning in the metropolitan area for a 20-year period and serves the transportation planning needs of the projected population of 296,500 in the TransPlan Study Area.[12] *TransPlan* establishes the framework upon which all public agencies can make consistent and coordinated transportation planning decisions. Goals and policies in *TransPlan* are contained in this Transportation Element and are part of the adopted *Metro Plan*. *TransPlan* project lists and project maps are also adopted as part of the *Metro Plan*.

This element complies with Statewide Planning Goal 12: Transportation, "To provide and encourage a safe, convenient, and economic transportation system." Three types of transportation planning strategies are reflected in the goals and policies in this element: transportation demand management (TDM), land use, and system improvements. TDM strategies focus on reducing demands placed on the transportation system, and thus system costs, by providing incentives to redistribute or eliminate vehicle trips and by encouraging alternative modes. Land use strategies focus on encouraging development patterns that reduce the need for automobiles, reduce trip lengths, and support the use of alternative modes. System improvements focus on increasing efficiency and adding capacity or new facilities to the existing highway, transit, bicycle, and pedestrian systems.

Together, these strategies form a balanced policy framework for meeting local and state transportation goals to: increase urban public transit rider-ship; reduce reliance on the automobile; substitute automobile trips with alternative modes, such as walking and biking; and reduce automobile energy consumption and transportation costs.

Not all Transportation Element policies will apply to a specific transportation-related decision. When conformance with adopted policy is required, policies in this and other *Metro Plan* elements will be examined to determine which policies are relevant and can be applied. When policies support varying positions, decision makers will seek a balance of all applicable policies. Goals are timeless, but some policies will expire as they are implemented.

Goals

1. Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the automobile and enhance livability, economic opportunity, and the quality of life.

[11]The TransPlan Study Area is an area used for transportation modeling purposes. The 296,500 projected population for this area includes the estimated 2015 population of 286,000 for the UGB plus an additional 10,500 projected population for the Transportation Analysis Zones that extend beyond the UGB.

2. Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:

    - Balanced,
    - Accessible,
    - Efficient,
    - Safe,
    - Interconnected,
    - Environmentally responsible,
    - Supportive of responsible and sustainable development,
    - Responsive to community needs and neighborhood impacts, and
    - Economically viable and financially stable.

Findings and Policies

The findings and policies in this element are organized by the following four topics related to transportation:

- Land Use
- Transportation Demand Management
- Transportation System Improvements
    - System-Wide
    - Roadways
    - Transit
    - Bicycle
    - Pedestrian
    - Goods Movement
    - Other Modes
- Finance

Land Use

Findings

1. The *Oregon Transportation Plan* (OTP) (1992) states that Oregon's land use development patterns have tended to separate residential areas from employment and commercial centers, requiring people to drive almost everywhere they go; that the results have been increased congestion, air pollution, and sprawl in the metropolitan areas and diminished livability; that these auto-dependent land use patterns limit mobility and transportation choices; and that reliance on the automobile has led to increased congestion, travel distances, and travel times.

2. Studies annotated in the *Land Use Measures Task Force Report Bibliography* have found that land use development patterns have an impact on transportation choices; that separation of land uses and low-density residential and commercial development over

large areas makes the distance between destinations too far apart for convenient travel by means other than a car; and that people who live in neighborhoods with grid pattern streets, nearby employment and shopping opportunities, and continuous access to sidewalks and convenient pedestrian crossings tend to make more walking and transit trips.

3. The *Oregon Highway Plan* (OHP) (January 1999) states that focusing growth on more compact development patterns can benefit transportation by: reducing local trips and travel on state highways; shortening the length of many vehicle trips; providing more opportunities to walk, bicycle, or use available transit services; increasing opportunities to develop transit, and reducing the number of vehicle trips to shop and do business.

4. OTP policies emphasize reducing reliance on the automobile and call for transportation systems that support mixed-land uses, compact cities, and connections among various transportation modes to make walking, bicycling, and the use of public transit easier. The OTP provides that the state will encourage and give preference to projects and grant proposals that support compact or infill development or mixed use projects. The OTP also contains actions to promote the design and development of infrastructure and land use patterns that encourage alternatives to the single-occupant automobile.

5. The Oregon Transportation Planning Rule (TPR) [OAR 660-012-0060(1)(c) and (d) and (5)] encourages plans to provide for mixed-use, pedestrian-friendly development, based on information that documents the benefits of such development and the Land Conservation and Development Commission's (LCDC) policy interest in encouraging such development to reduce reliance on the automobile. The rule [OAR 660-012-0045(4)(a) and (e)] requires local governments to adopt land use regulations that allow transit-oriented developments on lands along transit routes and require major developments to provide either a transit stop on site or connection to a transit stop when the transit operator requires such an improvement. The rule [OAR 660-012-0045(3)] also requires local governments to adopt land use regulations that provide for safe and convenient pedestrian and bicycle access within new developments and from these developments to adjacent residential areas and transit stops and to neighborhood activity centers.

6. A 24-member Citizen Task Force (Task Force), representing a broad range of interests in the Eugene-Springfield area, created, evaluated, and refined the nodal development land use strategy over a seven-month period as part of the update of *TransPlan.* The Task Force intended the strategy to encourage development patterns that will support a multi-modal transportation system.

7. Nodal development is consistent with the policy direction of Policy 1B of the OHP to coordinate land use and transportation decisions to efficiently use public infrastructure investments to:

    - Maintain the mobility and safety of the highway system;
    - Foster compact development patterns in communities;

- Encourage the availability and use of transportation alternatives; and
- Enhance livability and economic competitiveness.

8. Nodal development is consistent with the Special Transportation Area designation defined in the draft OHP. The designation is intended to guide planning and management decisions for state highway segments inside nodal development areas.

9. Nodal development supports the fundamental principles, goals, and policies of the adopted *Metro Plan* to achieve compact urban growth, increase residential densities, and encourage mixed-use developments in designated areas. The *Land Use Measures Strategies Document* found that nodal development also supports increased use of alternative modes of transportation and increased opportunities for people to live near their jobs and to make shorter trips for a variety of purposes.

10. Based on an analysis of the *Regional Travel Forecasting Model* results, an overall outcome of nodal development implementation will be that the percentage of person trips under one mile can be increased to approximately 16.1 percent of all trips; and, on a regional basis, that trip lengths will be slightly shorter in 2015 than under existing conditions, due, in part, to reduced trip lengths within nodal development areas.

11. Based on an analysis of the *Regional Travel Forecasting Model* results, investments in non-auto modes, particularly Bus Rapid Transit (BRT), and implementation of nodal development strategies will improve transportation choices by helping to increase the percentage of non-auto trips from 14.4 percent to 17.0 percent by the year 2015. Increases in the percentage of households and workers with access to ten-minute transit service will result in a 49 percent increase in the percent of trips taken by bus.

12. The *Market Demand Study for Nodal Development* (ECONorthwest and Leland Consulting Group, 1996) recommended that the public strategy for nodal development should be flexible and opportunistic and include use of financial incentives, targeted infrastructure investments, public-private partnerships, and an inviting administrative atmosphere.

13. During the public review of the nodal development strategy, many comments were received that identified the need for incentives for developers, builders, property owners, and neighborhoods to ensure that nodal developments would be built consistent with design guidelines. The type of support and incentives suggested ranged from public investments in infrastructure to technical assistance and economic incentives.

Policies

F.1 Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.[13]

[13] See Glossary for the definition of nodal development.

F.2 Support application of the nodal development strategy in designated areas through information, technical assistance, or incentives.

F.3 Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

F.4 Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed use, and multi-unit residential development.

F.5 Within three years of *TransPlan* adoption, apply the ND, Nodal Development, designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal plans and implementing ordinances.

Transportation Demand Management

Findings

14. TDM addresses federal *Transportation Equity Act for the 21st Century* (TEA 21) and state TPR requirements to reduce reliance on the automobile, thus helping to postpone the need for expensive capital improvements. The need for TDM stems from an increasing demand for and a constrained supply of road capacity, created by the combined effects of an accelerated rate of population growth (41 percent projected increase from 1995 to 2015) and increasing highway construction costs; for example, the City of Eugene increased the transportation systems development charge by a total of 15 percent to account for inflation from 1993-1996.

15. The *Regional Travel Forecasting Model* estimates that average daily traffic on most major streets is growing by 2-3 percent per year. Based on *1994 Commuter Pack Survey* results, half of the local residents find roads are congested at various times of the day; and the vast majority finds roads are congested during morning and evening rush hours.

16. The *COMSIS TDM Strategy Evaluation Model*, used in August 1997 to evaluate the impact of TDM strategies, found that vehicle miles traveled (VMT) and vehicle trips are reduced up to 3 percent by voluntary strategies (e.g., employer-paid bus pass program) and up to 10 percent by mandatory strategies (e.g., mandatory employer support); that requiring employers to increase the cost of employee parking is far more effective than reducing employee transit costs; and that a strong package of voluntary strategies has a greater impact on VMT and vehicle trips that a weak package of mandatory strategies.

17. Transit system ridership has increased 53 percent since the first group pass program was implemented in 1987 (with University of Oregon students and employees).

18. The OHP recognizes that TDM strategies can be implemented to reduce trips and impacts to major transportation facilities, such as freeway interchanges, postponing the need for investments in capacity-increasing projects.

19. *An Evaluation of Pricing Policies for Addressing Transportation Problems* (ECONorthwest, July 1995) found that implementation of congestion pricing in the Eugene-Springfield area would be premature because the level of public acceptance is low and the costs of implementation are substantial; and that parking pricing is the only TDM pricing strategy that would be cost-effective during the 20-year planning period.

Policies

F.6 Expand existing TDM programs and develop new TDM programs. Establish TDM bench marks and if the bench marks are not achieved, mandatory programs may be established.

F.7 Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area.

F.8 Implement TDM strategies to manage demand at congested locations.

Transportation System Improvements: System-Wide

Findings

20. The number of vehicles, VMT, and use of the automobile are all increasing while use of alternatives is decreasing. Between 1970 and 1990, the number of vehicles in Lane County increased by 83 percent, while the number of households increased by 62 percent. Between 1980 and 1990, VMT grew at a rate seven times that of the population growth. The *Regional Travel Forecasting Model* projects that, by the year 2015, without implementation of proposed *TransPlan* projects, non-commercial VMT will increase 52 percent while the percentage who bike will drop from 3.7 percent to 3.3 percent, walk from 8.9 percent to 7.9 percent, and the percentage who bus will increase only slightly from 1.8 percent to 1.9 percent.

21. The OHP recognizes that access management strategies can be implemented to reduce trips and impacts to major transportation facilities, such as freeway interchanges, and that communities with compact urban designs that incorporate a transportation network of arterials and collectors will reduce traffic impacts on state highways, postponing the need for investments in capacity-increasing projects.

22. OHP policy supports investment in facilities that improve intermodal linkages as a cost-effective means to increase the efficient use of the existing transportation system.

23. Current literature and research speaks to the relationship between street design and travel behavior, finding that neighborhood impacts, such as through-traffic and speeding on neighborhood streets, are affected by street design. For example, research by Richard Dowling and Steven Colman reported in the article, *Effects Of Increased Highway Capacity: Results of a Household Travel Behavior Survey* (1998) found that drivers' number one preferred response to congestion was to find a faster route if the current one becomes congested; and Calthorpe and Duany/Platter-Zybecks and Anton Nelleson have found that the layout and design of buildings and streets will influence user behavior and that streets can be designed to reduce travel speeds and reduce cut-through trips.

Policies

F.9 Adopt by reference, as part of the *Metro Plan*, the 20-Year Capital Investment Actions project lists contained in *TransPlan*. Project timing and estimated costs are not adopted as policy.

F.10 Protect and manage existing and future transportation infrastructure.

F.11 Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.

F.12 Preserve corridors, such as rail rights-of-way, private roads, and easements of regional significance, that are identified for future transportation-related uses.

F.13 Support transportation strategies that enhance neighborhood livability.

Transportation System Improvements: Roadways

Findings

24. The *Regional Travel Forecasting Model* forecasted increased traffic congestion on roadways over the next 20 years, ranging from almost two to over four times the existing congestion levels.

25. Level of service (LOS) standards are a nationally accepted means for measuring the performance of roadway facilities. LOS analysis methods are standardized through the Transportation Research Board's *Highway Capacity Manual*.

26. The OHP establishes performance standards for all state highways in Oregon. OAR 660-012-0015 requires coordination of transportation system plans with the state.

Policies

F.14 Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

F.15 Motor vehicle level of service policy:

a. Use motor vehicle level of service standards to maintain acceptable and reliable performance on the roadway system. These standards shall be used for:

(1) Identifying capacity deficiencies on the roadway system.

(2) Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the TPR (OAR 660-012-0060).

(3) Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.

b. Acceptable and reliable performance is defined by the following levels of service under peak hour traffic conditions: LOS E within Eugene's Central Area Transportation Study (CATS) area, and LOS D elsewhere.

c. Performance standards from the OHP shall be applied on state facilities in the Eugene-Springfield metropolitan area.

In some cases, the level of service on a facility may be substandard. The local government jurisdiction may find that transportation system improvements to bring performance up to standard within the planning horizon may not be feasible, and safety will not be compromised, and broader community goals would be better served by allowing a substandard level of service. The limitation on the feasibility of a transportation system improvement may arise from severe constraints, including but not limited to environmental conditions, lack of public agency financial resources, or land use constraint factors. It is not the intent of TSI Roadway Policy #2: Motor Vehicle Level of Service to require deferral of development in such cases. The intent is to defer motor vehicle capacity increasing transportation system improvements until existing constraints can be overcome or develop an alternative mix of strategies (such as: land use measures, TDM, short-term safety improvements) to address the problem.

F.16 Promote or develop a regional roadway system that meets combined needs for travel through, within, and outside the region.

F.17 Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.

Transportation System Improvements: Transit

Findings

27. The 1990 Census reported that about 10 percent of all households in the Eugene-Springfield area did not own a vehicle.

28. Transit services are particularly important to the transportation disadvantaged population: persons who are limited in meeting their travel needs because of age, income, location, physical or mental disability, or other reasons. The Americans with Disabilities Act (ADA) requires fixed-route systems like Lane Transit District's (LTD) to provide a comparable level of service to the elderly and persons with disabilities who are unable to successfully use the local bus service. LTD's *Americans with Disabilities Act Paratransit Plan, 1994-1995 Update* (January 18, 1995) was found to be in full compliance with the ADA by the Federal Transit Administration.

29. The role of urban public transit in meeting trip needs has increased within the metropolitan area since 1970. In 1971, there were 2,260 LTD passenger trips on a weekday and, in 1995, ridership had increased to 20,000 per day, or 1.8 percent of all metropolitan trips. The *Regional Travel Forecasting Model* forecasts transit use to increase to 2.7 percent of trips by 2015 with proposed *TransPlan* projects and policy implementation.

30. The *Urban Rail Feasibility Study Eugene/Springfield Area* (July 1995) concluded that projected 2015 ridership for an urban rail system was too low to be competitive with other cities seeking federal rail transit funding; and that BRT could significantly improve transit service for substantially less capital investment and lower operational costs than urban rail.

31. OHP policy supports investment in Park-and-Ride facilities as a cost-effective means to increase the efficient use of the existing transportation system.

Policies

F.18 Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.

F.19 Establish a BRT system composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible.

F.20 Implement traffic management strategies and other actions, where appropriate and practical, that give priority to transit and other high occupancy vehicles.

F.21 Expand the Park-and-Ride system within the metropolitan area and nearby communities.

Transportation System Improvements: Bicycle

Findings

32. In 1995, there were 126 miles of bikeways in the metropolitan area. Implementation of proposed *TransPlan* projects would approximately double the lane miles for bicycles.

33. Over the past 20 years, Eugene and Springfield have built an extensive bikeway system. The focus over the next 20 years is on the construction of "Priority Bikeway Projects" which consist of those projects that are along an essential core route on which the overall system depends, fill in a critical gap in the existing bicycle system, or overcome a barrier where no other nearby existing or programmed bikeway alternatives exist, or significantly improve bicycle users safety in a given corridor.

34. OAR 660-012-0045(3) requires local governments to adopt land use regulations to require bikeways along new and reconstructed arterial and major collector streets and to connect new development with nearby neighborhood activity centers and major destinations.

Policies

F.22 Construct and improve the region's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.

F.23 Require bikeways along new and reconstructed arterial and major collector streets.

F.24 Require bikeways to connect new development with nearby neighborhood activity centers and major destinations.

F.25 Give funding priority (ideally within the first 3 to 5 years after adoption of *TransPlan*, subject to available funding) to stand-alone bikeway projects that are included in the definition of "Priority Bikeway Miles" and that increase the use of alternative modes.

Transportation System Improvements: Pedestrian

Findings

35. OAR 660-012-0045(3) requires local governments to adopt land use regulations to provide for a pedestrian environment that is well integrated with adjacent land uses and designed to enhance the safety, comfort, and convenience of walking; a continuous pedestrian network with reasonably direct travel routes between destination points; and sidewalks along urban arterial and collector roadways, except freeways.

Policies

F.26 Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.

F.27 Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.

F.28 Construct sidewalks along urban area arterial and collector roadways, except freeways.

Transportation System Improvements: Goods Movement

Findings

36. The OTP recognizes that goods movement of all types makes a significant contribution to the region's economy and wealth and contributes to residents' quality of life. OTP Policy 3A promotes a balanced freight transportation system that takes advantage of the inherent efficiencies of each mode.

37. There are no maritime port or navigation facilities in the metropolitan area.

38. Goods movement is directly supported by system-wide and roadway transportation system improvements.

Policies

F.29 Support reasonable and reliable travel times for freight/goods movement in the Eugene-Springfield region.

Transportation System Improvements: Other Modes

Findings

39. The Eugene Airport is located outside the urban growth boundary (UGB) to protect it from incompatible development as well as to reduce airport-related impacts on development within the UGB. The area of the airport designated government and education on the *Metro Plan* Diagram receives municipal water, wastewater, fire, and police services.

40. The *Pacific Northwest High Speed Rail Southern Terminus Study* (Wilbur Smith Associates, 1995) found that rail-related infrastructure improvements needed along the corridor include improved signals, grade crossings, track, and depots. These improvements are important to the success of high speed rail because Eugene-Springfield is the southern terminus to the high speed rail corridor.

41. OTP Policy 1F provides for a transportation system with connectivity among modes within and between urban areas, with ease of transfer among modes and between local and state transportation systems.

Policies

F.30 Support public investment in the Eugene Airport as a regional facility and provide land use controls that limit incompatible development within the airport environs. Continue to use the *Eugene Airport Master Plan* as the guide for improvements of facilities and services at the airport.

F.31 Support provision of rail-related infrastructure improvements as part of the Cascadia High Speed Rail Corridor project.

F.32 Support improvements to the passenger rail station and inter-city bus terminals that enhance usability and convenience.

Finance

Findings

42. Transportation costs are rising while revenues are shrinking and this trend is expected to continue. The 1999 OHP estimated total 20-year highway needs of about $29 billion, but projected revenues of only about $14 billion.

43. *TransPlan* estimates that operations, maintenance, and preservation (OM&P) of the metropolitan transportation system will cost $1.2 billion in 1997 dollars to maintain at current levels to the year 2020. Revenues for OM&P, including a regularly increasing state gas tax and federal forest receipts at current non-guaranteed levels after the guarantee expires, are estimated at $988 million, leaving a conservative estimated shortfall of about $212 million over the 20-year period before the implementation of fiscal constraint strategies.

44. The projects proposed in *TransPlan* demonstrate that nearly all of the region's travel over the next 20 years will rely on existing streets, highways, and bicycle and pedestrian facilities, emphasizing the importance of preservation and maintenance of these facilities.

45. Historically, the State Highway Trust Fund (SHTF) and federal forest receipts, significant sources of transportation revenues, have funded OM&P of the regional transportation system. Currently, SHTF revenues are not increasing with inflation and federal forest receipts are declining.

46. According to estimates prepared for the *TransPlan* Finance Committee, about 130 miles of roads (about 15 percent of the system) are currently in need of either resurfacing or reconstruction with an estimated cost of $61 million in 1995 dollars.

47. Funding allocations of state cigarette tax revenues designated for special need transit services are guided by the Special Transportation Fund Advisory Committee as per ORS 391.800 to 391.830 and OAR 732-005, 732-010, and 732-020 governing the Special Transportation Fund Program.

48. Currently, systems development charge (SDC) methodologies charge new development only for the city's portion of the arterial-collector system; metropolitan area state and county facilities are excluded from the calculation of SDC rates; and assessments only partially fund projects that are improving existing facilities to urban standards.

49. Focus groups convened during the *TransPlan* update process expressed the preference for mixed-use development to be encouraged and facilitated rather than required. Offering financial incentives and other support for nodal development is consistent with focus groups responses.

50. Under the TEA 21, 10 percent of Surface Transportation Program funds allocated to the state must be used for transportation enhancement activities, including construction of facilities for bicycles and pedestrians, but a local match is required. State funding for bikeways is primarily limited to Oregon Department of Transportation (ODOT) highway funds, which are used mainly for adding bicycle lanes to existing and new streets, but may be used for other bicycle projects in the right-of-way. Local jurisdictions may also fund bikeways through the local road construction and maintenance budget and from general funds, park district funds, special bond levies, and SDCs. Regarding transit, *TransPlan* anticipates that discretionary federal grant funds will pay for up to 80 percent of the capital cost of the BRT system, based on trends in federal funding for LTD capital projects over the last ten years.

Policies

F.33 Support development of a stable and flexible transportation finance system that provides adequate resources for transportation needs identified in *TransPlan*.

F.34 Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.

F.35 Set priorities for investment of ODOT and federal revenues programmed in the region's Transportation Improvement Program (TIP) to address safety and major capacity problems on the region's transportation system.

F.36 Require that new development pay for its capacity impact on the transportation system.

F.37 Consider and include among short-term project priorities, those facilities and improvements that support mixed-use, pedestrian-friendly nodal development, and increased use of alternative modes.

F.38 The City of Eugene will maintain transportation performance and improve safety by improving system efficiency and management before adding capacity to the transportation system under Eugene's jurisdiction. (Eugene-specific finance policy)

G. Public Facilities and Services Element

This Public Facilities and Services Element provides direction for the future provision of urban facilities and services to planned land uses within the *Metro Plan* Plan Boundary (Plan Boundary).

The availability of public facilities and services is a key factor influencing the location and density of future development. The public's investment in, and scheduling of, public facilities and services are a major means of implementing the *Metro Plan*. As the population of the Eugene-Springfield area increases and land development patterns change over time, the demand for urban services also increases and changes. These changes require that service providers, both public and private, plan for the provision of services in a coordinated manner, using consistent assumptions and projections for population and land use.

The policies in this element complement *Metro Plan* Chapter II-A, Fundamental Principles, and Chapter II-C, Growth Management. Consistent with the principle of compact urban growth prescribed in Chapter II, the policies in this element call for future urban water and wastewater services to be provided exclusively within the urban growth boundary (UGB).[14] This policy direction is consistent with Statewide Planning Goal 11: Public Facilities and Services, "To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development." On urban lands, new development must be served by at least the minimum level of key urban services and facilities at the time development is completed and, ultimately, by a full range of key urban services and facilities. On rural lands within the Plan Boundary, development must be served by rural levels of service. Users of facilities and services in rural areas are spread out geographically, resulting in a higher per-user cost for some services and, often, in an inadequate revenue base to support a higher level of service in the future. Some urban facilities may be located or managed outside the urban growth boundary, as allowed by state law, but only to serve development within the UGB.

Urban facilities and services within the UGB are provided by the City of Eugene, the City of Springfield, Lane County, Eugene Water & Electric Board (EWEB), the Springfield Utility Board (SUB), the Metropolitan Wastewater Management Commission (MWMC), electric cooperatives, and special service districts. Special service districts provide schools and bus service, and, in some areas outside the cities, they provide water, electric, fire service or parks and recreation service. This element provides guidelines for special service districts in line with the compact urban development fundamental principle of the *Metro Plan*.

This element incorporates the findings and policies in the *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan (Public Facilities and Services Plan)*, adopted as a refinement to the *Metro Plan*. The *Public Facilities and Services Plan* provides guidance for public facilities and services, including planned water, wastewater, stormwater, and electrical

[14] As explained in the *Metro Plan* Preface and Chapter I, Eugene, Springfield and Lane County are taking incremental steps to transition from a single "metropolitan UGB" to two separate UGBs, "the Eugene UGB" and "the Springfield UGB." The general references to "the UGB" within this Public Facilities and Services Element of the *Metro Plan* shall be interpreted as applying to any UGB within the *Metro Plan* area, unless the text specifically refers to the metropolitan UGB, the Springfield UGB or the Eugene UGB.

facilities. As required by Goal 11, the *Public Facilities and Services Plan* identifies and shows the general location[15] of the water, wastewater, and stormwater projects needed to serve land within the UGB.[16] The *Public Facilities and Services Plan* also contains this information for electrical facilities, although not required to by law.

The project lists and maps in the *Public Facilities and Services Plan* are adopted as part of the *Metro Plan*. Information in the *Public Facilities and Services Plan* on project phasing and costs, and decisions on timing and financing of projects are not part of the *Metro Plan* and are controlled solely by the capital improvement programming and budget processes of individual service providers.

The policies listed provide direction for public and private developmental and program decision-making regarding urban facilities and services. Development should be coordinated with the planning, financing, and construction of key urban facilities and services to ensure the efficient use and expansion of these facilities.

Goals

1. Provide and maintain public facilities and services in an efficient and environmentally responsible manner.

2. Provide public facilities and services in a manner that encourages orderly and sequential growth.

Findings and Policies

The findings and policies in this element are organized by the following four topics related to the provision of urban facilities and services. Policy direction for the full range of urban facilities and services, may be found under any of these topics, although the first topic, Services to Development Within the Urban Growth Boundary, is further broken down into sub-categories.

- Services to Development Within the Urban Growth Boundary
  - Planning and Coordination
  - Water
  - Stormwater
  - Wastewater Treatment
  - Electricity
  - Schools
  - Solid Waste Treatment
- Services to Areas Outside the Urban Growth Boundary
- Locating and Managing Public Facilities Outside the Urban Growth Boundary

[15] The exact location of the projects shown on the *Public Facilities and Services Plan* planned facilities maps is determined through local processes.

[16] Goal 11 also requires transportation facilities to be included in public facilities plans. In this metropolitan area, transportation facilities are addressed in Metro Plan Chapter III-F and in the *Eugene-Springfield Transportation System Plan (Trans Plan)*.

Services to Development Within the Urban Growth Boundary: Planning and Coordination

Findings

1. Urban expansion within the UGB is accomplished through in-fill, redevelopment, and annexation of territory which can be served with a minimum level of key urban services and facilities. This permits new development to use existing facilities and services, or those which can be easily extended, minimizing the public cost of extending urban facilities and services.

2. In accordance with Statewide Planning Goal 11 and OAR 660, the *Public Facilities and Services Plan* identifies jurisdictional responsibility for the provision of water, wastewater and stormwater, describes respective service areas and existing and planned water, wastewater, and stormwater facilities, and contains planned facilities maps for these services. Electric system information and improvements are included in the *Public Facilities and Services Plan*, although not required by state law. Local facility master plans and refinement plans provide more specific project information.

3. Urban services within the ~~metropolitan~~ UGB are provided by the City of Eugene, the City of Springfield, Lane County, EWEB, SUB, the MWMC, electric cooperatives, and special service districts.

4. The *Public Facilities and Services Plan* finds that almost all areas within the city limits of Eugene and Springfield are served or can be served in the short-term (0-5 years) with water, wastewater, stormwater, and electric service. Exceptions to this are stormwater service to portions of the Willow Creek area and southeast Springfield and full water service at some higher elevations in Eugene's South Hills. Service to these areas will be available in the long-term. Service to all areas within city limits are either in a capital improvement plan or can be extended with development.

5. With the improvements specified in the *Public Facilities and Services Plan* project lists, all urbanizable areas within the ~~Eugene-Springfield~~ UGB can be served with water, wastewater, stormwater, and electric service at the time those areas are developed. In general, areas outside city limits serviceable in the long-term are located near the UGB and in urban reserves, primarily in River Road, Santa Clara, west Eugene's Willow Creek area, south Springfield, and the Thurston and Jasper-Natron areas in east Springfield.

6. OAR 660-011-0005 defines projects that must be included in public facility plan project lists for water, wastewater, and stormwater. These definitions are shown in the keys of planned facilities Maps 1, 2, 2a and 3 in the *Public Facilities and Services Plan.*

7. In accordance with ORS 195.020 to 080, Eugene, Springfield, Lane County and special service districts are required to enter into coordination agreements that define how planning coordination and urban services (water, wastewater, fire, parks, open space and recreation, and streets, roads and mass transit) will be provided within the UGB.

8. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans, and continuing housing and parking needs.

9. Duplication of services prevents the most economical distribution of public facilities and services.

10. As discussed in the *Public Facilities and Services Plan*, a majority of nodal development areas proposed in *TransPlan* are serviceable now or in the short-term. The City of Eugene's adopted Growth Management Policy #15 states, "Target publicly-financed infrastructure extensions to support development for higher densities, in-fill, mixed uses, and nodal development."

Policies

G.1 Extend the minimum level and full range of key urban facilities and services in an orderly and efficient manner consistent with the growth management policies in Chapter II-C, relevant policies in this chapter, and other *Metro Plan* policies.

G.2 Use the planned facilities maps of the *Public Facilities and Services Plan* to guide the general location of water, wastewater, stormwater, and electrical projects in the metropolitan area. Use local facility master plans, refinement plans, capital improvement plans and ordinances as the guide for detailed planning and project implementation.

G.3 Modifications and additions to or deletions from the project lists in the *Public Facilities and Services Plan* for water, wastewater, and stormwater public facility projects or significant changes to project location, from that described in the *Public Facilities and Services Plan* planned facilities Maps 1, 2, 2a and 3, requires amending the *Pubic Facilities and Services Plan* and the *Metro Plan*, except for the following:

a. Modifications to a public facility project which are minor in nature and do not significantly impact the project's general description, location, sizing, capacity, or other general characteristic of the project; or

b. Technical and environmental modifications to a public facility which are made pursuant to final engineering on a project; or

c. Modifications to a public facility project which are made pursuant to findings of an Environmental Assessment or Environmental Impact Statement conducted under regulations implementing the procedural provisions of the national Environmental Policy Act of 1969 or any federal or State of Oregon agency project development regulations consistent with that act and its regulations; or

d. Public facility projects included in the PFSP to serve land designated Urban Reserve prior to the removal of the Urban Reserve designation, which projects

shall be removed from the PFSP at the time of the next Periodic Review of the *Metro Plan*.

G.4 The cities and Lane County shall coordinate with EWEB, SUB, and special service districts operating in the metropolitan area, to provide the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.

G.5 The cities shall continue joint planning coordination with major institutions, such as universities and hospitals, due to their relatively large impact on local facilities and services.

G.6 Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with the affected jurisdictions.

G.7 Service providers shall coordinate the provision of facilities and services to areas targeted by the cities for higher densities, infill, mixed uses, and nodal development.

G.8 The cities and county shall coordinate with cities surrounding the metropolitan area to develop a growth management strategy. This strategy will address regional public facility needs.

Services to Development Within the Urban Growth Boundary: Wastewater

Findings

11. Springfield and Eugene rely on a combination of regional and local services for the provision of wastewater services. Within each City. the local jurisdiction provides collection of wastewater through a system of sanitary sewers and pumping systems. These collection facilities connect to a regional system of similar sewer collection facilities owned and operated by the Metropolitan Wastewater Management Commission ("MWMC"), an entity formed under an intergovernmental agreement created pursuant to ORS 190. Together these collection facilities (which exclude private laterals which convey wastewater from individual residential or commercial/industrial connections) constitute the primary collection system.

12. The primary collection system conveys wastewater to a treatment facilities system owned and operated by MWMC. This system consists of an interconnected Water Pollution Control Facility ("WPCF'). a biosolids facility, and a beneficial reuse facility.

Policies

G.9 Wastewater conveyance and treatment shall be provided to meet the needs of projected growth inside the UGB that are capable of complying with regulatory requirements

governing beneficial reuse or discharge of effluent and beneficial reuse or disposal of residuals.

Services to Development Within the Urban Growth Boundary: Water

Findings

13. Springfield relies on groundwater for its sole source of water. EWEB water source is the McKenzie River and EWEB is developing groundwater sources. The identification of projects on the *Public Facilities and Services Plan* planned facilities map does not confer rights to a groundwater source.

14. Known and potential groundwater pollution exists in the metropolitan area. Known and potential sources of groundwater pollution include septic tank wastes,. industrial, commercial, and residential runoff; leakage from sanitary sewer pipes; leaking from sanitary landfills; agricultural non-point sources (spraying and animal wastes); chemical and petroleum spills, and natural contaminants (arsenic).

15. Beneficial uses of groundwater in the metropolitan area include domestic and municipal water supplies, industrial supplies, and domestic and commercial irrigation. The value and frequency of these uses varies among incorporated, urbanizable, and rural areas.

Policies

G.10 Eugene and Springfield and their respective utility branches, EWEB and SUB, shall ultimately be the water service providers within the UGB.

G.11 Continue to take positive steps to protect groundwater supplies. The cities, county, and other service providers shall manage land use and public facilities for groundwater-related benefits through the implementation of the *Springfield Drinking Water Protection Plan* and other wellhead protection plans. Management practices instituted to protect groundwater shall be coordinated among the City of Springfield, City of Eugene, and Lane County.

G.12 Ensure that water main extensions within the UGB include adequate consideration of fire flows.

G.13 SUB, EWEB, and Rainbow Water District, the water providers that currently control a water source, shall examine the need for a metropolitan-wide water master program, recognizing that a metropolitan-wide system will require establishing standards, as well as coordinated source and delivery systems.

Services to Development Within the Urban Growth Boundary: Stormwater

Findings

16. Historically, stormwater systems in Eugene and Springfield were designed primarily to control floods. The 1987 re-authorization of the federal Clean Water Act required, for the first time, local communities to reduce stormwater pollution within their municipal storm drainage systems. These requirements applied initially to the City of Eugene and subsequent amendments to the Act extended these requirements to Springfield and Lane County.

17. Administration and enforcement of the Clean Water Act stormwater provisions occur at the state level, through National Pollutant Discharge Elimination System (NPDES) permitting requirements. Applicable jurisdictions are required to obtain an NPDES stormwater permit from the Oregon Department of Environmental Quality (DEQ), and prepare a water quality plan outlining the Best Management Practices (BMPs) to be taken over a five-year permit period for reducing stormwater pollutants to "the maximum extent practicable."

18. Stormwater quality improvement facilities are most efficient and effective at intercepting and removing pollutants when they are close to the source of the pollutants and treat relatively small volumes of runoff.

19. The Clean Water Act requires states to assess the quality of their surface waters every three years, and to list those waters which do not meet adopted water quality standards. The Willamette River and other water bodies have been listed as not meeting the standards for temperature and bacteria. This will require the development of Total Maximum Daily Loads (TMDLs) for these pollutants, and an allocation to point and non-point sources.

20. The listing of Spring Chinook Salmon as a threatened species in the Upper Willamette River requires the application of Endangered Species Act (ESA) provisions to the salmon's habitat in the McKenzie and Willamette Rivers. The decline in the Chinook Salmon has been attributed to such factors as destruction of habitat through channelization and revetment of river banks, non-point source pollution, alterations of natural hydrograph by increased impervious surfaces in the basin, and degradation of natural functions of riparian lands due to removal or alteration of indigenous vegetation.

21. There are many advantages to keeping channels open, including, at a minimum, natural biofiltration of stormwater pollutants; greater ability to attenuate effects of peak stormwater flows; retention of wetland, habitat, and open space functions; and reduced capital costs for stormwater facilities.

22. An increase in impervious surfaces, without mitigation, results in higher flows during peak storm events, less opportunity for recharging of the aquifer, and a decrease in water quality.

23. Stormwater systems tend to be gravity-based systems that follow the slope of the land rather than political boundaries. In many cases, the natural drainageways such as streams serve as an integral part of the stormwater conveyance system.

24. In general, there are no programs for stormwater maintenance outside the Eugene and Springfield city limits, except for the Lane County roads program. State law limits county road funds for stormwater projects to those located within the public right-of-way.

25. Filling in designated floodplain areas can increase flood elevations above the elevations predicted by Federal Emergency Management Agency (FEMA) models, because the FEMA models are typically based only on the extent of development at the time the modeling was conducted and do not take into account the ultimate buildout of the drainage area. This poses risks to other properties in or adjacent to floodplains and can change the hydrograph of the river.

Policies

G.14 Improve surface and ground water quality and quantity in the metropolitan area by developing regulations or instituting programs for stormwater to:

a. Increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems;

b. Improve management of industrial and commercial operations to reduce negative water quality and quantity impacts;

c. Regulate site planning for new development and construction to better manage pre- and post-construction storm runoff, including erosion, velocity, pollutant loading, and drainage;

d. Increase storage and retention and natural filtration of storm runoff to lower and delay peak storm flows and to settle out pollutants prior to discharge into regulated waterways;

e. Require on-site controls and development standards, as practical, to reduce off-site impacts from stormwater runoff;

f. Use natural and simple mechanical treatment systems to provide treatment for potentially contaminated runoff waters;

g. Reduce street-related water quality and quantity problems;

h. Regulate use and require containment and/or pretreatment of toxic substances;

i. Include containment measures in site review standards to minimize the effects of chemical and petroleum spills; and

j. Consider impacts to ground water quality in the design and location of dry wells.

G.15 Implement changes to stormwater facilities and management practices to reduce the presence of pollutants regulated under the Clean Water Act and to address the requirements of the ESA.

G.16 Consider wellhead protection areas and surface water supplies when planning stormwater facilities.

G.17 Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.

G.18 Include measures in local land development regulations that minimize the amount of impervious surface in new development in a manner that reduces stormwater pollution, reduces the negative affects from increases in runoff, and is compatible with *Metro Plan* policies.

G.19 The cities and Lane County shall adopt a strategy for the unincorporated area of the UGB to: reduce the negative effects of filling in floodplains and prevent the filling of natural drainage channels except as necessary to ensure public operations and maintenance of these channels in a manner that preserves and/or enhances floodwater conveyance capacity and biological function.

G.20 Maintain flood storage capacity within the floodplain, to the maximum extent practical, through measures that may include reducing impervious surface in the floodplain and adjacent areas.

Services to Development Within the Urban Growth Boundary: Electricity

Finding

26. According to local municipal utilities, efficient electrical service is often accomplished through mutual back-up agreements and inter-connected systems are more efficient than isolated systems.

Policies

G.21 The electric service providers will agree which provider will serve areas about to be annexed and inform the cities who the service provider will be and how the transition of services, if any, will occur.

Services to Development Within the Urban Growth Boundary: Schools

Finding

27. ORS 195.110 requires cities and counties to include, as an element of their comprehensive plan, a school facility plan for high growth districts prepared by the district in cooperation with the city or county; and for the city or county to initiate the

planning activity. The law defines high growth districts as those that have an enrollment of over 5,000 students and an increase in enrollment of six percent or more during the three most recent school years. At present, there are no high growth school districts in the UGB.

28. ORS 197.296(4)(a) states that when the UGB is amended to provide needed housing, "As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary."

29. Enrollment projections for the five public school districts in the metropolitan area and the University of Oregon and Lane Community College (LCC) are not consistent. Bethel School District and the University of Oregon expect increases while Springfield and Eugene School Districts and LCC are experiencing nearly flat or declining enrollments. Enrollment is increasing fastest in the elementary and high school attendance areas near new development.

30. Short-term fluctuations in school attendance are addressed through the use of adjusted attendance area boundaries, double shifting, use of portable classrooms, and busing. School funding from the state is based on student enrollment for school districts in the State of Oregon. This funding pattern affects the willingness of districts to allow out-of-district transfers and to adjust district boundaries. Adjustments in district boundaries may be feasible where there is no net loss or gain in student enrollments between districts.

31. Creating or retaining small, neighborhood schools reduces the need for busing and provides more opportunity for students to walk or bike to school. Quality smaller schools may allow more parents to stay in established neighborhoods and to avoid moving out to new subdivisions on the urban fringe or to bedroom communities. However, growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, causing a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity, while some central city schools are under capacity.

32. Long-range enrollment forecasts determine the need to either build new schools, expand existing facilities, or close existing schools. Funding restrictions imposed by state law and some provisions in local codes may discourage the retention and redevelopment of neighborhood schools. Limits imposed by state law on the use of bond funds for operations and maintenance make the construction of new, lower maintenance buildings preferable to remodeling existing school buildings. In addition, if existing schools were expanded, some school sites may not meet current local parking and other code requirements.

33. Combining educational facilities with local park and recreation facilities provides financial benefits to the schools while enhancing benefits to the community. The Meadow View School and adjacent City of Eugene community park is an example of shared facilities.

Policies

G.22 The cities shall initiate a process with school districts within the UGB for coordinating land use and school planning activities. The cities and school districts shall examine the following in their coordination efforts:

a. The need for new public school facilities and sufficient land to site them;

b. How open enrollment policies affect school location;

c. The impact of school building height and site size on the buildable land supply;

d. The use of school facilities for non-school activities and appropriate reimbursement for this use;

e. The impact of building and land use codes on the development and redevelopment of school facilities;

f. Systems development charge adjustments related to neighborhood schools; and,

g. The possibility of adjusting boundaries, when practical and when total enrollment will not be affected, where a single, otherwise internally cohesive area is divided into more than one school district.

G.23 Support financial and other efforts to keep neighborhood schools open and to retain schools sites in public ownership following school closure.

G.24 Support the retention of University of Oregon and LCC facilities in central city areas to increase opportunities for public transit and housing and to retain these schools' attractiveness to students and faculty.

Services to Development Within the Urban Growth Boundary: Solid Waste

Finding

34. Statewide Planning Goal 11 requires that, "To meet current and long-range needs, a provision for solid waste disposal sites, including sites for inert waste, shall be included in each plan."

Policies

G.25 The Lane County *Solid Waste Management Plan*, as updated, shall serve as the guide for the location of solid waste sites, including sites for inert waste, to serve the metropolitan area. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity.

Services to Areas Outside the Urban Growth Boundary

Findings

35. Providing key urban services, such as water, to areas outside the UGB increases pressure for urban development in rural areas. This can encourage premature development outside the UGB at rural densities, increasing the cost of public facilities and services to all users of the systems.

36. Land application of biosolids, treated wastewater, or cannery waste on agricultural sites outside the UGB for beneficial reuse of treated wastewater byproducts generated within the UGB is more efficient and environmentally beneficial than land filling or other means of disposal.

37. Lane County land use data show that, outside the UGB, land uses consist of:

a. Those which are primarily intended for resource management; and

b. Those where development has occurred and are committed to rural development as established through the exceptions process specified in Statewide Planning Goal 2.

Policies

G.26 Wastewater and water service shall not be provided outside the UGB except to the following areas, and the cities may require consent to annex agreements as a prerequisite to providing these services in any instance:

a. The area of the Eugene Airport designated Government and Education on the *Metro Plan* Diagram, the Seasonal Industrial Waste Facility, the Regional Wastewater Biosolids Management Facility, and agricultural sites used for land application of biosolids and cannery byproducts. These sites serve the entire metropolitan area.

b. An existing development outside the UGB when it has been determined that it poses an immediate threat of public health or safety to the citizens within the ~~Eugene-Springfield~~ UGB that can only be remedied by extension of the service.

In addition, under prior obligations, water service shall be provided to land within the dissolved water districts of Hillcrest, College Crest, Bethel, and Oakway.

G.27 Plan for the following levels of service for rural designations outside the UGB within the Plan Boundary:

a. Agriculture, Forest Land, Sand and Gravel, and Parks and Open Space. No minimum level of service is established.

b. Rural Residential, Rural Commercial, Rural Industrial, and Government and Education. On-site sewage disposal, individual water systems, rural level of fire and police protection, electric and communication service, schools, and reasonable access to solid waste disposal facility.

Locating and Managing Public Facilities Outside the Urban Growth Boundary

Findings

38. In accordance with statewide planning goals and administrative rules, urban water, wastewater, and stormwater facilities may be located on agricultural land and urban water and wastewater facilities may be located on forest land outside the UGB when the facilities exclusively serve land within the UGB, pursuant to OAR 660-006 and 660-033.

39. In accordance with statewide planning goals and administrative rules, water, and wastewater facilities are allowed in the public right-of-way of public roads and highways.

40. The *Public Facilities and Services Plan* planned facilities maps show the location of some planned public facilities outside the UGB and Plan Boundary, exclusively to serve land within the UGB. The ultimate construction of these facilities will require close coordination with and permitting by Lane County and possible *Lane County Rural Comprehensive Plan* amendments.

41. Statewide Planning Goal 5 and OAR 660-023-0090 require state and local jurisdictions to identify and protect riparian corridors.

42. In accordance with OAR 660-033-0090, 660-033-0130(2), and 660-033-0120, building schools on high value farm land outside the UGB is prohibited. Statewide planning goals prohibit locating school buildings on farm or forest land within three miles outside the urban growth boundary.

Policies

G.28 Consistent with local regulations, locate new urban water, wastewater, and stormwater facilities on farm land and urban water and wastewater facilities on forest land outside the UGB only when the facilities exclusively serve land inside the UGB and there is no reasonable alternative.

G.29 Locate urban water and wastewater facilities in the public right-of-way of public roads and highways outside the UGB, as needed to serve land within the UGB.

G.30 Facility providers shall coordinate with Lane County and other local jurisdictions and obtain the necessary county land use approvals to amend the *Lane County Rural Comprehensive Plan*, or the *Metro Plan*, as needed and consistent with state law, to appropriately designate land for urban facilities located outside the UGB or the Plan Boundary.

G.31 The cities shall coordinate with Lane County on responsibility and authority to address stormwater-related issues outside the Plan Boundary, including outfalls outside the Springfield ~~portion of the~~ UGB.

G.32 Measures to protect, enhance, or alter Class F Streams outside the UGB, within the Plan Boundary shall, at a minimum, be consistent with Lane County's riparian standards.

G.33 New schools within the Plan Boundary shall be built inside the UGB.

Financing

Findings

43. ORS 197.712(2)(e) states that the project timing and financing provisions of public facility plans shall not be considered land use decisions.

44. ORS 223.297 and ORS 223.229(1) do not permit the collection of local systems development charges (SDCs) for fire and emergency medical service facilities and schools, limiting revenue options for these services. Past attempts to change this law have been unsuccessful.

45. Service providers in the metropolitan area use SDCs to help fund the following facilities:

- Springfield: stormwater, wastewater, and transportation;
- Willamalane Park and Recreation District: parks;
- SUB, Rainbow Water District: water;
- Eugene: stormwater, wastewater, parks, and transportation; and,
- EWEB: water.

46. Oregon and California timber receipt revenues, a federally-funded source of county road funds, have declined over the years and their continued decline is expected.

47. Regular maintenance reduces long term infrastructure costs by preventing the need for frequent replacement and rehabilitation. ORS 223.297 to 223.314 do not allow use of SDCs to fund operations and maintenance.

48. The assessment rates of Eugene, Springfield, and Lane County are each different, creating inequitable financing of some infrastructure improvements in the metropolitan area.

Policies

G.34 Changes to *Public Facilities and Services Plan* project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s).

G.35 Service providers will update capital improvement programming (planning, programming, and budgeting for service extension) regularly for those portions of the UGB where the full range of key urban services and facilities is not available.

G.36 Require development to pay the cost, as determined by the local jurisdiction, of extending urban services and facilities. This does not preclude subsidy, where a development will fulfill goals and recommendations of the *Metro Plan* and other applicable plans determined by the local jurisdiction to be of particular importance or concern.

G.37 Continue to implement a system of user charges, SDCs, and other public financing tools, where appropriate, to fund operations, maintenance, and improvement or replacement of obsolete facilities or system expansion.

G.38 Explore other funding mechanisms at the local level to finance operations and maintenance of public facilities.

G.39 Set wastewater and stormwater fees at a level commensurate with the level of impact on, or use of, the wastewater or stormwater service.

G.40 The cities and Lane County will continue to cooperate in developing assessment practices for inter-jurisdictional projects that provide for equitable treatment of properties, regardless of jurisdiction.

H. Parks and Recreation Facilities Element

A parks and recreation program with sufficient diversity to meet the needs of the citizenry is an essential ingredient to enhancing the livability of a community. The Eugene-Springfield metropolitan area has a long history of supporting parks and recreation programs, and this plan further strengthens that commitment. The main types of parks and recreational facilities that have been developed are:

Regional-Metropolitan Parks

Regional-metropolitan parks serve the entire metropolitan population, as well as the surrounding population and provide a variety of recreational opportunities including water areas, trails, picnic areas, recreational facilities, and natural areas (e.g., Alton Baker Park).

Community Parks

Community parks serve surrounding metropolitan residents with a variety of specialized recreational facilities and programs, such as swimming pools, tennis courts, and community centers (e.g., Amazon Park and Willamalane Park).

Neighborhood Parks

Neighborhood parks serve the various neighborhoods within the metropolitan area. Neighborhood parks may include courts and fields for active recreation.

Play Lots

Play lots serve residents of surrounding subdivisions and are normally within walking distance of their users' homes.

Community Centers

Community centers are usually located within community parks. They emphasize recreational activities such as swimming, tennis, art, music, etc.

Special Recreational Facilities

Special recreational facilities include, for example, public and private golf courses, tennis courts, and swimming pools.

Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road Park and Recreation District and Willamalane Park and Recreation District).

Among these agencies and districts, a wide variety of parks and recreation programs, encompassing those previously mentioned, are provided for the residents they serve.

In addition, the park and recreation agencies and the metropolitan school districts have combined their resources and coordinated efforts to provide open space and parks and recreation facilities in conjunction with the schools.

Also, in recent years, private recreational facilities, such as swimming pools and tennis and racquetball courts, have been developed. Several private golf courses have been in operation in the community for a number of years.

Goal

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

Findings and Policies

Findings

1. Increases in leisure time, income, transportation energy costs, and projected population growth indicate that there will continue to be a significant demand for a diversity of park and recreational opportunities in the metropolitan area.

2. Regardless of what standard is used, it is becoming increasingly difficult for local park agencies to meet the demands and needs of the community for parks and recreation facilities. The major problems include:

    a. Areas developing without parks and recreation facilities available for the residents.

    b. Competition for limited available financial resources between the need to purchase park land to meet future demands (before the land is no longer available) and the need to develop existing park land to meet current demand.

    c. Competition for limited financial resources to provide the diversity of parks and recreational programs demanded by the community's citizens.

    d. Land suitable and available for parks and recreation facilities often competes with other land use activities and needs in the metropolitan area.

3. The level of service for parks and recreation facilities in the metropolitan area was last evaluated in 1989. At that time, regional figures were compared to standards of the National Recreation and Park Association (NRPA). When compared to NRPA standards, there was a gap between community needs for parks and open space and the available supply of parkland. In 2003, the City of Eugene and Willamalane Park & Recreation

District are preparing Parks, Recreation & Open Space Comprehensive Plans. These plans will update the regional parkland inventory and make comparisons to regional standards, which will provide a more detailed analysis of regional park supply and demand.

4. Providing adequate parks and recreation facilities is made more difficult by the lack of a detailed metropolitan-wide parks and recreation analysis and plan that incorporates a methodology reflecting demand characteristics of this local area. Such an analysis and plan would serve a number of essential functions, including:

   a. The development of a complete inventory of parks and recreation facilities, the development of local standards for use by the local governing bodies in determining the type and level of parks and facilities that are needed, the development of demand effectiveness measurements, and the development of capital improvements programming and other implementation strategies.

   b. Indication of how much land is needed for each type of park (regional, community, neighborhood, etc.), and indication of what types of activities should be provided in each park (e.g., active recreational opportunities such as ball fields, tennis courts, and playgrounds vs. passive recreational opportunities such as hiking trails).

   c. Indication of how the resources of the local and state park agencies can be coordinated and maximized in order for each agency to provide the level and type of recreational opportunities for which it is best suited.

   d. Indication of where the advance purchase of park land should occur in anticipation of future demand.

5. Private recreational facilities supplement and help meet the demand for a variety of recreational opportunities.

6. The Lane County Board of Commissioners adopted the *Howard Buford Recreation Area Master Plan* as a refinement to the *Metro Plan* on June 15, 1994 (Ordinance No. PA 1056).

Objectives

1. Coordinate regional-metropolitan parks planning and development among local and state agencies.

2. Ensure that regional-metropolitan parks planning provides a balanced variety of park and recreational opportunities.

3. Develop local standards, measures, and implementation techniques to determine the level and types of local park and recreation facilities necessary to serve the needs of the residents of each jurisdiction.

4. Develop park sites and recreation facilities in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.

5. Close the gap between the current supply of park and recreation facilities and the projected demand.

6. Expand opportunities for the development of private recreational facilities.

Policies

H.1 Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The *Metro Plan* and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.

H.2 Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level. The park standards adopted by the applicable city and incorporated into the city's development code shall be used in local development processes.

H.3 Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments.

H.4 Encourage the development of private recreational facilities.

H.5 Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.

H.6 All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.

H.7 The City of Eugene shall cooperate with the University of Oregon in the resolution of any loss of recreational facilities associated with development in the Riverfront Park.

I. Historic Preservation Element

The metropolitan area has experienced, and it appears will continue to experience, growth and change. On the other hand, public interest and commitment to historic preservation has been increasing, at least partly due to recognition that historic structures, sites, and areas which provide a tangible physical connection with the past are a nonrenewable resource. This link with previous times provides a sense of permanence, continuity, and perspective to our lives, as well as a context within which change occurs. Historic structures can enrich our lives by offering architectural diversity to the visual environment and provide tangible links to the future.

Goal

Preserve and restore reminders of our origin and historic development as links between past, present, and future generations.

Findings, Objectives, and Policies

Findings

1. Programs and publications that identify sites, structures, objects, and cultural areas and activities of historic significance serve as a visual and educational experience for the public.

2. Structures and sites of historic significance contribute to an area's ability to attract tourism.

3. The metropolitan area has an important heritage of historic sites, structures, and objects worthy of preservation.

4. When positive measures are not taken, visible evidence of ties to the past and reminders of our heritage disappear.

5. Springfield, Lane County, and Eugene are implementing programs of historic preservation and awareness.

6. There remain many sections of the metropolitan area in which no surveying has been done to locate historic and archaeological sites.

7. Historic preservation programs generally allow continued and changing occupancy of historic structures and sites.

8. Beginning with the Antiquities Act of 1906 and through the present time, both the federal and Oregon state governments have expressed an interest in and enacted laws providing for the protection and preservation of sites, structures, objects, and areas of historic significance.

9. Depending on the nature and condition of an individual structure, rehabilitation, rather than replacement, may be less costly per square foot, more labor-intensive, and less energy-consuming, thereby resulting in net savings.

Objectives

1. Develop and expand public awareness of the metropolitan area's origin, development, and history.

2. Encourage preservation and restoration of sites, structures, objects and areas of cultural, historic, or archaeological significance for the enjoyment and knowledge of present and future generations.

Policies

I.1 Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies.

I.2 Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.

I.3 Explore the feasibility of a metropolitan non-profit historic preservation development organization to bring together public and private funding sources.

I.4 Periodically review state and federal programs intended to assist in preservation of historic and archaeological sites for possible use in connection with local implementation programs.

I.5 Monitor and evaluate the effect of these actions on other adopted policies and the metropolitan area as a whole.

I.6 Local governments shall pursue grants from all available sources to assist with the identification and evaluation of historically significant sites.

J. Energy Element

The Energy Element deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses.

The use of energy is essential for the development and operation of the urban area. Many vital processes, such as commercial and industrial activities; transportation of goods; and the lighting, heating, and cooling of buildings depend on energy supplies for their operation. In addition, our daily lives are greatly influenced by the consumption of energy for a vast number of purposes, such as automobile and home appliance use.

As the cost of energy supplies increases and the availability of new energy sources decreases, we will continue to experience a greater need for conserving and efficiently using existing supplies. Many energy supplies are nonrenewable in that they are only produced once, as in the case of metals, or take hundreds of thousands of years to be produced, as in the case of petroleum and other fossil fuels. It is especially important to efficiently use and conserve energy sources in order that future generations will not unnecessarily suffer by their shortage or absence. Conservation makes possible the use of energy sources to serve greater numbers of people and also reduces the immediate need for the development of new centralized facilities, such as those required for the large-scale generation of electricity.

While a number of specific decisions relating to energy can be made using the energy policies in this element, it is not written at the level of detail that would be required for it to serve as a comprehensive energy plan for the metropolitan area. Examples given in this element are used to illustrate statements and are not meant to be inclusive. Other specific examples that reflect the same statement can also be applied by the reader.

As developments and data relating to energy production and conservation are rapidly changing, the findings, objectives, and policies of the Energy Element should be frequently monitored to ensure their relevancy.

Goals

1. Maximize the conservation and efficient utilization of all types of energy.

2. Develop environmentally acceptable energy resource alternatives.

Findings, Objectives, and Policies

Findings

1. Energy conservation measures can serve as an energy source by making limited energy supplies serve greater numbers of users.

2. Many energy supply and demand factors which influence the metropolitan area are beyond local control. An example is the petroleum supply decisions made by Organization of Petroleum Exporting Countries (OPEC) nations.

3. Energy savings can be obtained by utilizing forms of energy other than electricity or fossil fuels for space heating.

4. Recent trends and analysis indicate that the relative cost of non-renewable energy supplies, such as petroleum, and the relative cost of the majority of the electric power received by the metropolitan area, will increase in the future.

5. Wood fiber presently provides a significant amount of energy to the metropolitan area. The continued utilization of this alternative energy source will be influenced by the economic and resource conditions affecting the lumber industry and by the air quality conditions and regulations affecting the metropolitan area.

6. Municipal waste can serve as an indirect energy source through the energy savings resulting from the recycling of nonrenewable resources such as metals and glass containers.

7. Solar energy can provide a significant amount of the energy used for the metropolitan area hot water heating and can provide cost-effective supplementary space heating when used in basic, simple, passive systems.

8. An electrical generation facility which is powered by part of an industrial process (cogeneration) is presently operating in the metropolitan area. Additional opportunities for cogeneration facilities exist in the region.

9. Waste heat from metropolitan area industrial processes can be used for space heating of nearby buildings.

Objectives

1. Utilize cost-effective energy conservation techniques, as determined by methods which consider initial operating, replacement, and decommissioning costs of facilities--in other words, life cycle costs.

2. Maintain options for the potential use of energy conservation methods, such as increased building weatherization and some forms of public transit, that are not cost-effective at the present time.

3. Minimize negative environmental effects associated with energy production and use and encourage the utilization of energy sources having the least negative environmental impact.

4. Encourage the utilization of renewable energy sources in order to conserve nonrenewable energy resources.

5. Promote the recovery and reuse of nonrenewable resources, such as metals, as an energy conservation measure.

6. Facilitate the permanent use of solar energy and other decentralized energy sources to displace centralized energy supplies and diversify energy production.

7. Continue and intensify efforts to allocate land uses in a manner that creates a compact growth form for the metropolitan area.

8. Promote policies that minimize the energy consumed for heating, cooling, lighting, appliance use, and other processes in commercial, industrial, and residential buildings.

9. Encourage the maximum amount of energy conservation associated with automobile use.

10. Encourage industrial activities that use energy in the most efficient and productive manner.

11. Encourage the minimization of energy consumption in determining the placement, density, and design of all types of urban land uses.

12. Continue and support energy conservation efforts that are being undertaken by the public and private sector.

13. Continue and support efforts to increase public awareness of energy conservation issues and of methods to effectively utilize solar energy and other renewable energy supplies.

Policies

J.1 It is recommended that the coordinated development of a detailed metropolitan energy management plan or plans be undertaken, recognizing existing related energy documents, with the active participation of local jurisdictions in order to address local energy issues in greater depth than can be attempted in a metropolitan general plan. The products of this additional process would be considered as part of all metropolitan area planning policies in shaping the development of the region and should be continually monitored and reviewed to ensure their continued relevancy. Most of the energy data needed for this planning effort can be best be collected and stored by a unified energy data bank that would, at a minimum, serve the entire metropolitan area.

This effort should at least:

a. Establish the current demand and projected energy demand for the various sectors of the economy in the metropolitan area.

b. Inventory the current supply sources of energy for the metro area and include projected sources, renewable and nonrenewable, centralized and decentralized, and the price projections for each source.

c. Coordinate the development of a uniform reporting system to be used by the various energy suppliers in the metropolitan area in order to generate an ongoing, accurate data base for energy planning.

d. Examine the potential economic impacts to metro area residents resulting from projected energy demand, supply, and price.

e. Determine the impact of current land use policies and actions on energy use and reaffirm or point out adjustments to land use policies, regulations, and activities, as necessary, to reflect these considerations.

f. Research revisions to regulations which would have a positive effect on the use of renewable, decentralized energy sources, such as solar energy.

g. Research land use patterns which would facilitate the use of centralized, small-scale energy generation and storage in residential, commercial, industrial, and mixed use applications.

h. Specify implementation processes.

J.2 Carefully control, through the use of operating techniques and other methods, energy-related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects the other.

J.3 Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies.

J.4 Encourage development that takes advantage of natural conditions, such as microclimate, and utilizes renewable energy supplies, such as solar energy, to minimize non-renewable and overall energy consumption.

J.5 Resource recovery facilities may serve as a valuable energy source. Their operation and refinement should be investigated by all metropolitan area jurisdictions. Source separation of recyclable materials from waste should be encouraged as a separate, related energy conservation measure.

J.6 Local jurisdictions and utilities shall examine methods of expanding existing residential, commercial, and industrial energy conservation programs. One potential method would be offering advice concerning the use of solar water heating systems.

J.7 Encourage medium- and high-density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.

J.8 Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.

J.9 Encourage industrial activities that use the smallest relative amounts of non-renewable energy.

J.10 Support efforts to develop industries that have a relatively high potential for utilizing renewable energy sources or waste heat.

J.11 Encourage the use and development of cogenerative and decentralized energy supplies for commercial and industrial purposes in an environmentally beneficial manner.

J.12 When practical, the government sector should take the lead in demonstrating and implementing:

a. Cost-effective use of renewable and decentralized energy sources, such as solar space and water heating systems.

b. Selection and efficient use of energy-saving vehicles.

J.13 Continue and encourage cooperation and communication between citizenry, utilities, and local, state, and federal governmental entities concerning energy-related issues, especially as they pertain to service area boundaries and economic development.

J.14 Continue to encourage efforts at the state level to promote energy conservation, such as in the statewide building code.

J.15 Continued coordination of information and programs concerning energy conservation shall be a high priority for affected local governments.

J.16 The Energy Element should be re-evaluated during the *Metro Plan* update in light of the program activities for local governments that were laid out in the *Northwest Conservation and Electric Power Plan.*

K. Citizen Involvement Element

Active, on-going, and meaningful citizen involvement is an essential ingredient to the development and implementation of any successful planning program. Citizens in the Eugene-Springfield metropolitan area have participated in and articulated their concerns on planning activities and decisions as individuals and through various private interest groups, community and neighborhood organizations, and citizen advisory committees.

A citizens advisory committee was established for the *1990 Plan* and was an integral part of that plan's development. The adopted *1990 Plan* included a recommendation that a permanent citizens advisory committee be established. That recommendation was implemented by the three governing bodies when the Metropolitan Area Planning Advisory Committee (MAPAC) was established. (MAPAC consisted of 21 members, seven from each jurisdiction.) MAPAC's responsibilities included monitoring the use and implementation of the *Metro Plan*, serving as the Lane Council of Government (LCOG) advisory committee on natural resources, and reviewing and commenting on planning issues of metropolitan-wide significance. MAPAC's responsibilities for conducting a citizen involvement program for the *Metro Plan* were transferred to the Joint Planning Commission Committee (JPCC) in 1990. The JPCC is made up of two planning commissioners from Eugene, Springfield, and Lane County.

In recent years, citizen advisory committees have also been established to provide the citizen's perspective on a wide variety of specific planning issues (e.g., transportation, Greenway, solid waste management).

This emphasis on citizen participation has been recognized at the state level where the Land Conservation and Development Commission (LCDC) adopted citizen involvement as a mandatory statewide planning goal. Eugene, Springfield, and Lane County, in accordance with LCDC's Statewide Planning Goal 1: Citizen Involvement, have each appointed committees for citizen involvement whose responsibilities include developing, monitoring, and evaluating the citizen involvement programs in their respective jurisdictions and recommending programs and techniques which will increase citizen participation.

For the purposes of future updates of the *Metro Plan*, the three governing bodies designated JPCC as the citizens committee for coordinating and soliciting citizen input on the update process. The functions of JPCC also include the monitoring of the citizen involvement process regarding amendments to and the implementation of the *Metro Plan*.

Goal

Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.

Findings, Objectives, and Policies

Findings

1. The Eugene-Springfield metropolitan area has a history of encouraging and recognizing citizen involvement as an essential element in its planning program.

2. Citizen advisory committees have been established to provide the citizen's perspective on a variety of metropolitan-wide planning and related issues.

3. Springfield, Lane County, and Eugene each use either their local planning commission or a committee for citizen involvement in monitoring citizen involvement in the planning process.

4. JPCC has been designated as the citizen organization for developing and conducting a citizen involvement program for the *Metro Plan*, including update processes.

5. The governing bodies have furthered their efforts at citizen involvement through the development and support of community neighborhood organizations, community surveys, citizen involvement advisory committees, and various media techniques for citizen involvement and education.

6. How effective the *Metro Plan* will be depends to a large extent upon how much support is provided by the metropolitan area residents in seeing that the *Metro Plan* is implemented.

7. Successful *Metro Plan* development and implementation is dependent on a joint effort of citizens, public and semi-public agencies, and elected officials.

8. Benefits of an ongoing metropolitan area planning advisory committee to provide citizen perspective include an accumulation of knowledge and experience in the planning process.

9. In 1984, an ongoing metropolitan policy committee, the Metropolitan Planning Committee, was formed to provide policy direction for the *Metro Plan* 2-1/2-Year Mid-Period Review. It was comprised of two elected officials and one Planning Commissioner each from Eugene, Springfield, and Lane County, and one representative of the metropolitan citizen committee participates as a non-voting member.

10. In 1987, the Metropolitan Planning Committee was replaced by the Metropolitan Policy Committee (MPC). The MPC is comprised of two elected officials each from Eugene, Springfield, and Lane County. The chief administrative officers of the three jurisdictions serve as non-voting, ex-officio members of the MPC. When the MPC is considering metropolitan transportation matters, the two members of the Lane Transit District (LTD) Board shall serve as voting members and the General Manager of LTD and the Director

of the Oregon Department of Transportation (ODOT) shall also serve as non-voting, ex-officio members of MPC.

Objectives

1. Promote and strengthen communication and coordination among various citizens organizations; business, industrial, and other groups in the community; and between these groups and government.

2. Insure adequate opportunities and provide adequate support for citizen involvement in metropolitan planning and related issues.

3. Insure that the roles and responsibilities of the various citizen advisory committees remain effective and responsive vehicles for citizen involvement.

4. Maintain a permanent citizens advisory committee to monitor the adequacy of citizen involvement in metropolitan-wide planning processes.

Policies

K.1 Maintain an ongoing citizen advisory committee to the governing bodies of Springfield, Eugene, and Lane County to monitor the adequacy of citizen involvement in the update, review, and amendments to the *Metro Plan*.

K.2 Maintain and adequately fund a variety of programs and procedures for encouraging and providing opportunities for citizen involvement in metropolitan area planning issues. Such programs should provide for widespread citizen involvement, effective communication, access to technical information, and feedback mechanisms from policymakers. These programs shall be coordinated with local citizen involvement programs and shall be prepared on the metropolitan level by the JPCC, a committee composed of two representatives from each of the three metropolitan planning commissions.

K.3 Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the *Metro Plan* that may affect the character of those areas.

K.4 Maintain an ongoing metropolitan region policy committee, known as the MPC, to provide policy direction on major *Metro Plan* updates, *Metro Plan* amendments, and special studies. MPC shall resolve land use issues and other disagreements at the elected official level among the two cities and the county and fulfill other intergovernmental functions as required by the three metropolitan governments.

K.5 In addition to its citizen involvement responsibilities, JPCC shall provide guidance for intergovernmental studies and projects and shall provide a forum at the Planning Commission

level for resolving intergovernmental planning issues, including proposed *Metro Plan* amendments.

Chapter IV
Metro Plan Review, Amendments, and Refinements

The *Metro Plan* is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the *Metro Plan* is the basic guiding land use policy document, it may require update or amendment in response to changes in the law or circumstances of importance to the community. Likewise, the *Metro Plan* may be augmented and implemented by more detailed plans and regulatory measures.

Goal

Ensure that the *Metro Plan* is responsive to the changing conditions, needs, and attitudes of the community.

Findings, Objectives, and Policies

Findings

1. If the *Metro Plan* is to maintain its effectiveness as a policy guide, it must be adaptable to the changing laws and the needs and circumstances of the community.

2. Between *Metro Plan* updates, changes to the *Metro Plan* may occur through Periodic Review and amendments initiated by the governing bodies and citizens.

3. Refinements to the *Metro Plan* may be necessary in certain geographical portions of the community where there is a great deal of development pressure or for certain special purposes.

4. Refinement plans augment and assist in the implementation of the *Metro Plan*.

5. Enactment of ORS 197.304 required each city to separately establish its own Urban Growth Boundary (UGB) and demonstrate that it has sufficient buildable lands to accommodate its estimated housing needs for twenty years.

Objectives

1. Maintain a schedule for monitoring, reviewing, and amending the *Metro Plan* so it will remain current and valid.

2. Maintain a current land use and parcel information base for monitoring and updating the *Metro Plan*.

3. Prepare refinement and functional plans that supplement the *Metro Plan*.

Policies

1. A special review, and if appropriate, *Metro Plan* amendment, shall be initiated if changes in the basic assumptions of the *Metro Plan* occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.

2. The regional land information database shall be maintained on a regular basis.

3. A proposed amendment to the *Metro Plan* shall be classified as a Type I, Type II or Type III amendment depending upon the number of governing bodies required to approve the decision.

4. A Type I amendment requires approval by the home city.

   a. Type I Diagram Amendments include amendments to the *Metro Plan* Diagram for land inside the city limits.

   b. Type I Text Amendments include:

      i. Amendments that are non site specific and apply only to land inside the city limits of the home city;[1]

      ii. Site specific amendments that apply only to land inside the city limits of the home city;

      iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when only participation by the home city is required by the amendment provisions of those plans;

      iv. The creation of new *Metro Plan* designations and the amendment of existing *Metro Plan* designation descriptions that apply only within the city limits of the home city.

5. A Type II Amendment requires approval by two governing bodies. The governing bodies in a Type II are the home city and Lane County. Eugene is the home city for amendments west of I-5, and Springfield is the home city for amendments east of I-5:

   a. Type II Diagram Amendments include:

      i. Amendments to the *Metro Plan* Diagram for the area between a city limit and the Plan Boundary;

      ii. A UGB or *Metro Plan* Boundary amendment east or west of I-5 that is not described as a Type III amendment.

   b. Type II Text Amendments include:

[1] This includes an amendment to *Metro Plan* to specify that a particular provision does not apply within the city limits, as may be the case as Eugene and Springfield consider a regional planning program that includes the adoption of city-specific comprehensive plans to address some of the land use issues that have historically been addressed in the *Metro Plan*.

i. Amendments that are non site specific and apply only to Lane County and one of the cities;[2]

ii. Amendments that have a site specific application between a city limit of the home city and the Plan Boundary;

iii. Amendments to a jointly adopted regional transportation system plan, or a regional public facilities plan, when only participation by Lane County and one of the cities is required by the amendment provisions of those plans.

6. A Type III Amendment requires approval by all three governing bodies:

a. Type III Diagram Amendments include:

i. Amendments of the Common UGB along I-5; and

ii. A UGB or *Metro Plan* Boundary change that crosses I-5.

b. Type III Text Amendments include:

i. Amendments that change a Fundamental Principle as set forth in Chapter II A. of the *Metro Plan*;

ii. Non site specific amendments that apply to all three jurisdictions;

iii. Amendments to a regional transportation system plan, or a regional public facilities plan, when the participation of all three governing bodies is required by the amendment provisions of those plans.

7. Initiation of *Metro Plan* amendments shall be as follows:

a. A Type I amendment may be initiated by the home city at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development code of the home city.

b. A Type II amendment may be initiated by the home city or county at any time. A property owner may initiate an amendment for property they own at any time. Owner initiated amendments are subject to the limitations for such amendments set out in the development codes of the home city and Lane County.

c. A Type III amendment may be initiated by any one of the three governing bodies at any time.

[2] This includes an amendment to *Metro Plan* to specify that a particular provision does not apply within the UGB on one side of I-5, or within the Metro Plan boundary on one side of I-5, as may be the case as Eugene and Springfield consider a regional planning program that includes the adoption of city-specific comprehensive plans to address some of the land use issues that have historically been addressed in the *Metro Plan*.

d. Only a governing body may initiate the adoption of a city-specific comprehensive plan, ~~a~~ refinement plan, ~~a~~ functional plan, ~~a~~ special area study or the initiation of a Periodic Review or *Metro Plan* update.

e. *Metro Plan* updates shall be initiated no less frequently than during the state required Periodic Review of the *Metro Plan*, although any governing body may initiate an update of the *Metro Plan* at any time.

8. The approval process for *Metro Plan* amendments shall be as follows:

a. The initiating governing body of any Type I, II, or III *Metro Plan* amendment shall notify all governing bodies of the intended amendment and the Type of amendment proposed. If any governing body disagrees with the Type of the proposed amendment that governing body may refer the matter to the processes provided in 8(d) or (e) as appropriate.

b. When more than one governing body participates in the decision, the Planning Commissions of the bodies shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials shall also conduct a joint public hearing prior to making a final decision.

c. If all participating governing bodies reach a consensus to approve a proposed amendment, substantively identical ordinances effecting the changes shall be adopted. When an amendment is not approved, it may not be re-initiated, except by one of the three governing bodies, for one year.

d. A Type II amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayor of the home city for further examination of the issue(s) in dispute and recommendation back to the governing bodies.

e. A Type III amendment for which there is no consensus shall be referred to the Chair of the Lane County Board of Commissioners and the Mayors of Eugene and Springfield for further examination of the issue(s) in dispute and recommendation back to the governing bodies.

f. Adopted or denied *Metro Plan* amendments may be appealed to the Oregon Land Use Board of Appeals (LUBA) or the Department of Land Conservation and Development (DLCD) according to applicable state law.

g. The three governing bodies shall develop jointly and adopt *Metro Plan* amendment application procedures.

h. A different process, time line, or both, than the processes and timelines specified in 8.b. through 8.g. above may be established by the governing bodies of Eugene, Springfield and Lane County for any government initiated *Metro Plan* amendment.

9. In addition to the update of the *Metro Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.

10. All jointly-adopted, regionally-applicable refinement and functional plans must be consistent with the *Metro Plan*. Until a city has adopted a city-specific comprehensive plan that explicitly supplants the relevant portion of the Metro Plan, that city's refinement and functional plans must be consistent with the *Metro Plan*. After a city has adopted a city-specific comprehensive plan that explicitly supplants the relevant portion of the Metro Plan, that city's refinement and functional plans must be consistent with its city-specific comprehensive plan (instead of the Metro Plan). In any case, ~~and~~ should inconsistencies occur between~~,~~ the ~~*Metro Plan*~~ applicable comprehensive plan and a refinement or functional plan, the applicable comprehensive plan is the prevailing policy document.

11. Local implementing ordinances shall provide a process for zoning lands in conformance with the *Metro Plan*.

12. The amendment process described in this Chapter IV does not apply to the adoption of amendments of city-specific comprehensive plans, but any *Metro Plan* amendments that are being considered in conjunction with a city-specific plan adoption or amendment shall follow the procedures described in this Chapter.

Chapter V
Glossary

The purpose of the Glossary is to define commonly used terms in the *Metro Plan*.

1. Affordable housing: Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (The U.S. Department of Housing and Urban Development's (HUD) figure for 1997 annual median income for a family of three in Lane County is $33,900; 30 percent = $847/month.)

2. Annexation: An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. ~~In the Eugene-Springfield metropolitan area, annexations currently require approval by the Lane County Local Government Boundary Commission.~~

3. Assumption: A position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.

4. Best Management Practices (BMPs): Management practices or techniques used to guide design and construction of new improvements to minimize or prevent adverse environmental impacts. Often organized as a list from which those practices most suited to a specific site can be chosen to halt or offset anticipated problems.

5. Buildable residential lands: Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses, as more particularly defined in OAR 660, Division 8 and in adopted buildable lands inventories. ~~Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metropolitan urban growth boundary (UGB) are those within the floodway, land within easement of 230 KV power lines, land within 75 feet of Class A streams or ponds, land within 50 feet of Class B streams or ponds, protected wetlands and wetland mitigation sites in Eugene, and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewered but scheduled to be sewered within the 20-year planning period.~~

6. Class F Streams (currently Class I Streams in Lane Code): "Streams that have fish use, including fish use streams that have domestic water use," as defined in OAR 629 to 635.

7. Compact Urban Growth: The filling in of vacant and underutilitzed lands in the UGB, as well as redevelopment inside the UGB.

8. Density: The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre.

9. Density bonus: A mechanism used in incentive-based zoning that allows a developer to build at higher densities in return for providing more open space, building affordable housing, or some other public amenity.

10. Density (gross): The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.

11. Density (net): The number of dwelling units per each acre of land in residential use, excluding from the acreage dedicated streets, neighborhood parks, sidewalks, and public facilities.

12. Development: The construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any excavation, landfill, or land disturbance; and any human-made use or extension of land use.

13. Drinking water protection (source water protection): Implementing strategies within a drinking water protection area to minimize the potential impact of contaminant sources on the quality of water used as a drinking water source by a public water system.

14. Extension of urban facilities: Construction of the facilities necessary for future service provision.

15. Fair housing: Refers to the prevention of discrimination against protected classes of people. Protected classes, as defined by the federal government, refer to race, color, religion, national origin, or sex. Protected classes are disproportionately comprised of very low-income populations.

16. Finding: Factual statement resulting from investigations, analysis, or observation.

17. Floodplain: The area adjoining a river, stream, or watercourse that is subject to 100-year flooding. A 100-year flood has a one-percent chance of occurring in any one year as a result of periods of higher-than-normal rainfall or stream flows, high winds, rapid snowmelt, natural stream blockages, tsunamis, or combinations thereof.

18. Floodway: The normal stream channel and that adjoining area of the floodplain needed to convey the waters of a 100-year flood.

19. Goal: Broad statement of philosophy that describes the hopes of a community for its future. A goal may never be completely attainable but is used as a point towards which to strive.

20. Groundwater: Water that occurs beneath the land surface in the zone(s) of saturation.

21. Impervious surface: Surfaces which prevent water from soaking into the ground. Concrete, asphalt, and rooftops are the most common urban impervious surfaces.

22. In-fill: Development consisting of either construction on one or more lots in an area that is mostly developed or new construction between existing structures. Development of this type can conserve land and reduce sprawl.

23. Infrastructure: The facilities and services that support the functions and activities of a community, including roads, street lights, wastewater lines, storm drainage, power lines, and water lines.

24. Key urban facilities and services:

    Minimum level: Wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, city-wide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served).

    Full range: The minimum level of key urban facilities and services plus urban public transit, natural gas, street lighting, libraries, local parks, local recreation facilities and services, and health services.

25. Low-income housing: Housing priced so that a household at or below 80 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80 percent of median income for a family of three in Lane County is $27,150; 30 percent = $687/month.)

26. Manufactured dwelling: A structure constructed at an assembly plant and moved to a space in a manufactured dwelling park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes.

27. Manufactured dwelling park: Any place where four or more manufactured dwellings are located within 500 feet of one another on a lot, tract, or parcel of land under the same ownership, the primary purpose of which is to rent or lease space.

28. *Metro Plan* Plan Boundary: Defines that area shown on the *Metro Plan* Diagram that includes Springfield, Eugene, and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the *Lane County Rural Comprehensive Plan*. (Note: Assumes boundaries between the area of the *Metro Plan* and the *Lane County Rural Comprehensive Plan* will coincide.)

29. *Metro Plan* Diagram: A graphic depiction in the *Metro Plan* of: (a) the *Metro Plan* Boundary (Plan Boundary); (b) urban growth boundaries; and (~~a~~c) the land uses planned for the metropolitan area, as described in *Metro Plan* Chapter II-G.~~; and (b) the goals and policies embodied in the text and elements of the *Metro Plan*. Information includes land use designations and the UGB.~~

30. Metropolitan area: Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* Plan Boundary (Plan Boundary).

31. Mixed use: A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses.

32. Mode: The transportation system used to make a trip, such as automobile, transit, pedestrian, bicycle, or paratransit.

33. Nodal development (node): Nodal development is a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented. Fundamental characteristics of nodal development require:

    - Design elements that support pedestrian environments and encourage transit use, walking and bicycling;
    - A transit stop which is within walking distance (generally ¼ mile) of anywhere in the node);
    - Mixed uses so that services are available within walking distance;
    - Public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and
    - A mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

    Nodal developments will vary in the amount, type, and orientation of commercial, civic, and employment uses; target commercial floor area ratios; size of building; and the amount and types of residential uses.

34. Objective: An attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

35. Paratransit: The various types of ride sharing programs such as carpooling, vanpooling, taxi service, and subscription bus service.

36. Policy: A statement adopted as part of the *Metro Plan* or other plans to provide a specific course of action moving the community toward attainment of its goals.

37. Public facility projects: Public facility project lists and maps adopted as part of the *Metro Plan* are defined as follows:

    a. Water: Source, reservoirs, pump stations, and primary distribution systems. Primary distribution systems are transmission lines 12 inches or larger for

Springfield Utility Board (SUB) and 24 inches or larger for Eugene Water & Electric Board (EWEB).

b. Wastewater: Pump stations and wastewater lines 24 inches or larger.

c. Stormwater: Drainage/channel improvements and/or piping systems 36 inches or larger; proposed detention ponds; outfalls; water quality projects; and waterways and open systems.

d. Specific projects adopted as part of the *Metro Plan* are described in the project lists and their general location is identified in the planned facilities maps in Chapter II of the *Eugene-Springfield Metropolitan Public Facilities and Services Plan (Public Facilities and Services Plan)*.

38. Redevelopable land: Land on which development has already occurred, but on which, due to present or expected market forces, there is a strong likelihood that existing development will be converted to or replaced by a new and/or more intensive use. This land might have one or more of the following characteristics: low improved value to land value ratio; poor physical condition of the improvement; low improved value; large size; and/or higher zoning potential.

39. Redevelopment: Rebuilding or adaptive reuse of land that has been previously built upon. It may promote the economic development of an area that has been run-down or is no longer needed for its previous use, such as industrial land that is redeveloped as residential.

40. Refinement plan: A detailed examination of the service needs and land use issues of a specific area, topic, or public facility. Refinement plans of the *Metro Plan* can include specific neighborhood plans, special area plans, or functional plans [such as the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*] that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis.

41. Refinement planning process: Refinement plans are developed through a process which includes at least the following elements: a predetermined citizen involvement process, preestablished policy direction in locally adopted planning documents, and a planning commission and elected official process. In some cases, these processes would have to be expanded to include review and involvement by citizens and appointed and elected officials.

42. Riparian: The land bordering a stream or river; also pertaining to the vegetation typical of those borders (grasses, shrubs, and trees such as reed canary grass, spiraea, willows, ash, and cottonwoods).

43. Rural lands: Those lands that are outside the UGB. Rural lands are agricultural, forest, or open space lands; or other lands suitable for sparse settlement, small farms, or acreage

homesites with limited public services, and which are not suitable, necessary or intended for urban use.

44. Service enhancements: Services and amenities provided (or delivered) to lower income tenants based on individual needs on-site in order to promote empowerment toward self-sufficiency.

45. Single-family detached: A free-standing dwelling unit that does not share any walls or the roof with another dwelling unit.

46. Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to: the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

47. Special service district: Any unit of local government, other than a city, county, and association of local governments performing land use planning functions under ORS 195.025 authorized and regulated by statute, or metropolitan service district formed under ORS 268. Special service districts include but are not limited to the following: domestic water districts; domestic water associations and water cooperatives; irrigation districts; regional air quality control authorities; rural fire protection districts; school districts; mass transit districts; sanitary districts; and park and recreation districts.

48. System development charge (SDC): A reimbursement fee, an improvement fee, or a combination thereof assessed or collected at the time of increased usage of a capital improvement, connection to the capital improvement, or issuance of a development permit or building permit.

49. Tax differential: Tax differential is a provision in Oregon city annexation law which provides an opportunity to phase in the city's tax rate over a period not to exceed 10 years. The proposal is specified at the time of annexation and cannot be modified thereafter.

50. Underdeveloped land: The vacant or redevelopable portion of land not having the highest and best use allowed by zoning.

51. Underutilized human resources: Persons who are: (a) unemployed; (b) employed part-time but want to work full-time; or (c) in positions that do not fully utilize their skills.

52. Undeveloped land: Land that is vacant or used for agricultural purposes.

53. Urban growth boundary (UGB): A site-specific line, delineated on a map or by written description, that separates urban and urbanizable lands from rural lands.

a. Eugene UGB: The UGB that separates Eugene's urban and urbanizable lands from the urban and urbanizable lands in Springfield along Interstate 5 and from rural lands in Lane County to the north, west, and south.

b. Springfield UGB: The UGB that separates the urban and urbanizable lands in Springfield from the urban and urbanizable lands in Eugene along Interstate 5 and from rural lands in Lane County to the north, east, and south.

c. Metropolitan UGB: The UGB that encompasses both Eugene and Springfield with no division along Interstate 5, separating the urban and urbanizable lands in both cities from rural lands in Lane County. The Metropolitan UGB will continue to exist until *both* Eugene and Springfield have adopted, and have in effect, their own separate UGBs (Eugene UGB and Springfield UGB).

54. Urban lands: Lands located within an incorporated city.

55. Urban water and wastewater service provision: The physical connection to the water or wastewater system.

56. Urbanizable land: Urbanizable lands are those unincorporated lands between the city limits and the UGB.

57. Very low income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50 percent of median income of a family of three in Lane County is $16,950; 30 percent = $423/month.)

58. Zoning: A measure or regulation enacted primarily by local governments in which the community is divided into districts or zones within which permitted and special uses are allowed. Zoning regulations govern lot size, building bulk, placement, and other development standards. A zoning ordinance typically consists of two parts: a text and a map.

Staff Findings
Metro Plan Enabling Amendments
November 10, 2014

Applicants:	Local File Numbers:
City of Springfield City of Eugene Lane County	Springfield File No. TYP414-00005 Eugene File No. MA 14-02 Lane County File No. PA1313
Request:	**ProcedureType:**
To amend Chapters I-V of the Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) to allow for the gradual replacement of the Metro Plan with city-specific comprehensive plans.	Type III *Metro Plan* Amendment

I. Executive Summary

Text Amendments

ORS 197.304 (HB 3337) required the establishment of separate Urban Growth Boundaries (UGBs) for Eugene and Springfield and was the impetus for initiating work on the *Springfield Comprehensive Plan* and the *Envision Eugene* planning initiatives. As these planning efforts are readied for adoption, amendments to various sections of Chapters I through V of the *Metro Plan* are necessary to allow for the gradual replacement of the Plan with separate Eugene and Springfield comprehensive plans.

The amendments to *Metro Plan* Chapter IV which were reviewed and approved last year set the stage for implementation of ORS 197.304 by allowing jurisdictions the autonomy to make city-specific planning decisions. The Metro Plan Enabling Amendments are a broad review and adjustment of the entire *Metro Plan* document to further enable the gradual replacement of the *Metro Plan* with city specific policies from the *Springfield Comprehensive Plan* and *Envision Eugene*. The proposed amendments will allow an orderly transition to a new planning framework within which Eugene, Springfield and Lane County will continue to plan collaboratively in many areas while retaining the autonomy to adopt city specific policies that reflect each community's vision and sensibilities.

The proposed amendments are primarily text amendments which include changes to every chapter of the *Metro Plan*. However, the revisions throughout the *Plan* are limited to those that fit within at least one of the following categories:

1. Revisions to ensure that each city can, independently of the other, establish city-specific plans and establish that such plans supplant specific portions of the Metro Plan for that city;

2. Revisions to update and add explanations of the past, current and future status of the Metro Plan, including an explanation of the stages of change anticipated as the cities conduct independent planning for their separate populations' needs.

3. Revisions to change or remove text that can no longer be applied due to a change in the law and that could not (even arguably) raise a policy concern. This includes the deletion of text relating to the now defunct Lane County Boundary Commission.

Metro Plan Diagram and Plan Boundary Amendments

Included in the proposed amendments is a minor but important update of the *Metro Plan* Diagram. The *Metro Plan* Diagram is a graphic representation of the Metro Plan showing the Metro Plan Boundary, the Urban Growth Boundary and the land uses planned for the metropolitan area. The passage of ORS 197.304 mandated the establishment of separate urban growth boundaries for Eugene and Springfield. A Metro Plan Diagram amendment is proposed to show a "Metropolitan Urban Growth Boundary" that encompasses both Eugene and Springfield with no division along Interstate 5 separating, separating the urban and urbanizable lands in both cities from rural lands in Lane County. The Metro Plan Diagram will show the adopted Springfield UGB and eventually the Eugene UGB. The Metropolitan UGB will continue to exist until *both* Eugene and Springfield have adopted, and have in effect, their own separate UGBs.

The *Metro Plan* Boundary Map defines that area shown on the *Metro Plan* Diagram that includes Springfield, Eugene, and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the *Lane County Rural Comprehensive Plan.* Those changes proposed for the Metro Plan Diagram are also proposed for the *Metro Plan* Boundary Map.

Conclusion and Recommendation of Staff

This report includes findings demonstrating conformance with the criteria for approving *Metro Plan* amendments found in Eugene Code 9.7730(3), Springfield Development Code Section 5.14-135(C) and Lane Code Section 12.225(2) (a&b). These criteria state:

"1. The amendment shall be consistent with the relevant Statewide planning goals adopted by the Land Conservation and Development Commission; and

2. Adoption of the amendment shall not make the *Metro Plan* internally inconsistent."

Based on the findings of staff with respect to the approval criteria cited above, staff finds the proposed text amendments to the *Metro Plan* to be consistent with these criteria and recommend approval of the amendment.

II. Procedural Requirements

Procedural requirements for processing *Metro Plan* amendments are described in *Metro Plan* Chapter IV. The amendment procedures found in Chapter IV are implemented through each jurisdiction's local land use codes. Sections 9.7700 through 9.7750 of the Eugene Code, Sections 5.2-115, 5.4-135 and 5.4-140 of the Springfield Development Code and Lane Code Sections 12.220 through 12.225 and 12.240 contain the amendment procedures and policies found in Chapter IV of the *Metro Plan*.

In November 2013, *Metro Plan* Chapter IV was amended in response to ORS 197.304. The changes to the local land use codes which implement Chapter IV are being processed concurrently with the Metro Plan Enabling Amendments. Citations of the current local land use codes as they apply to Metro Plan amendments would not be accurate given the Chapter IV changes. For the purpose of this report, references to the Metro Plan Chapter IV, as amended in 2013 will be made to show consistency with the required procedures and criteria for approval of Metro Plan amendments.

Findings:

Finding #1. Section 5.14-115 of the Springfield Development Code (SDC), Eugene Code (EC) 9.7700, and Lane Code 12.205 define various classifications of amendments to the *Metro Plan*. The amended Chapter IV, Policy 6. (B)(ii) states that "non-site specific amendments that apply to all three jurisdictions" are Type III amendments. The proposed Metro Plan Enabling Amendments are non-site specific text amendments which meet the description of a Type III amendment.

Finding #2. EC 9.7715, SDC Section 5.14-120 and Lane Code 12.210 states that amendments to the *Metro Plan* may be initiated by any of the three governing bodies. The amended Metro Plan Chapter IV, Policy 7 (c) states: "A Type III amendment may be initiated by any one of the three governing bodies at any time." The proposed Metro Plan Enabling Amendments were initiated by a motion of the Springfield City Council on September 15, 2014. The Eugene Council initiated the amendment on September 17, 2014.

Finding #3. A "Notice of Proposed Change to a Plan or Implementing Regulation" was filed with the Oregon Department of Land Conservation and Development on September 18, 2014, 35 days in advance of the first evidentiary hearing.

Finding #4. SDC 5.14-135, EC 9.7730 and LC 12.225 states that to become effective, a non-site specific *Metro Plan* amendment "shall be approved by all three governing bodies." The amended Metro Plan Chapter IV, Policy 6 states that "A Type III Amendment requires approval by all three governing bodies."

Finding #5. A public hearing on the proposed amendments was held before the Joint Planning Commissions of Eugene, Springfield and Lane County on October 23, 2014. Each Commission recommended that their elected officials approve the proposed text amendments to the Metro Plan but that the proposed amendments to the Metro Plan Diagram and Plan Boundary Map be removed from consideration.

Finding #6. A letter from the Law Office of Bill Kloos was received, asserting that there was an inaccuracy in the base map used to prepare the map amendments. This letter is included as Attachment C to the Staff Report for the Joint Elected Officials.

Finding #7. At the request of staff, the Planning Commissions were requested to remove the proposed map amendments from consideration. The Commissions, as mentioned in Finding #5 recommended approval of the Metro Plan text amendments but recommended that the maps be removed from consideration.

Finding #8. A public hearing on the proposed amendments is scheduled to come before the Joint Elected Officials of Eugene, Springfield and Lane County on November 10, 2014.

Finding #9. SDC Section 5.2-115 (B), EC 9.7745(3), LC 12.025(2) and LC 12.040(2) require that proposed land use actions be advertised in a newspaper of general circulation, providing information about the legislative action and the time, place and location of the hearing.

Finding #10. Notice of the public hearings concerning this matter was published on September 30, 2014 in the Register Guard, advertising hearing before the Joint Planning Commissions on October 23, 2014. A second notice was published in the Register Guard on October 23, 2014 advertising the

November 10, 2014 public hearing with the Eugene and Springfield City Councils and the Lane County Board of Commissioners. The content of the notices followed the direction given in SDC Section 5.2-115 B, EC 9.7735(3), LC 12.025(2) and LC 12.040(2).

Finding #11. Information concerning the proposed amendments to the *Metro Plan* Enabling Amendments and the dates of the public hearings were posted on the City of Springfield and the City of Eugene websites. These web sites routinely include information about upcoming and continuing planning matters. Agenda notice and or agenda packets are routinely provided (primarily by e-mailed) to many interested parties who have asked for such notification by Eugene, Springfield and Lane County. Those notified include local media outlets and newspapers, local utilities, school districts and partner agencies, local state representatives, the Eugene and Springfield Chambers of Commerce, the Lane Homebuilders Association, as well as various neighborhood groups and leaders.

Conclusion:

The procedural requirements described in SDC Sections 5.2-115, 5.4-135 and 5.4-140, EC 9.7745 and EC 9.7735(3) and LC 12.210 through LC 12.245 have been followed. Notice requirements established by DLCD for amending the Development Code have also been followed.

III. Decision Criteria and Findings

SDC Section 5.14-135, EC 9.7730 and LC 12.225 describe the criteria to be used in approving an amendment to the *Metro Plan*. In reaching a decision, the Planning Commissions and the City Councils and County Commissioners must adopt findings which demonstrate that the proposal meets certain approval criteria. These criteria and findings are shown below.

Criterion #1 "The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission."
Findings:

Goal 1 – Citizen Involvement. **Goal 1 calls for "the opportunity for citizens to be involved in all phases of the planning process."**

Finding #12. A public hearing on the proposed amendments was held before the Joint Planning Commissions of Eugene, Springfield and Lane County on October 23, 2014. Each Commission recommended that their elected officials approve the proposed text amendments to the Metro Plan but that the proposed amendments to the Metro Plan Diagram and Plan Boundary Map be removed from consideration.

Finding #13. A letter from the Law Office of Bill Kloos was received, asserting that there was an inaccuracy in the base map used to prepare the map amendments. This letter is included as Attachment C to the Staff Report for the Joint Elected Officials.

Finding #14. At the request of staff, the Planning Commissions were requested to remove the proposed map amendments from consideration. The Commissions, as mentioned in Finding #12 recommended approval of the Metro Plan text amendments but recommended that the maps be removed from consideration.

Finding #15. A public hearing on the proposed amendments is scheduled to come before the Joint Elected Officials of Eugene, Springfield and Lane County on November 10, 2014.

Finding #16. Notice of the public hearings concerning this matter was published on September 30, 2013 in the Register Guard, advertising hearing before the Joint Planning Commissions on October 23, 2014. A second notice was published in the Register Guard on October 23, 2014 advertising the November 10, 2013 public hearing with the Eugene and Springfield City Councils and the Lane County Board of Commissioners. The content of the notices followed the direction given in SDC Section 5.2-115 B, EC 9.7735(3), LC 12.025(2) and LC 12.040(2).

Finding #17. Information concerning the proposed *Metro Plan* Enabling Amendments and the dates of the public hearings were posted on the City of Springfield and the City of Eugene websites. These web sites routinely include information about upcoming and continuing planning matters. Agenda notice and or agenda packets are routinely provided (primarily by e-mail) to many interested parties who have asked for such notification by Eugene, Springfield and Lane County. Those notified include local media outlets and newspapers, local utilities, school districts and partner agencies, local state representatives, the Eugene and Springfield Chambers of Commerce, the Lane Homebuilders Association, as well as various neighborhood groups and leaders.

Goal 2 – Land Use Planning. **Goal 2 outlines the basic procedures of Oregon's statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable "implementation ordinances" to put the plan's policies into effect must be adopted.**

Finding #18. Goal 2 requires that actions related to land use be consistent with acknowledged comprehensive plans of cities and counties. The Eugene-Springfield Metropolitan Area General Plan (*Metro Plan*) is the acknowledged comprehensive plan that guides land use planning in Springfield, Eugene and Lane County.

Finding #19. ORS 197.304, adopted by the Oregon Legislature in 2007, requires Eugene and Springfield to divide the metropolitan UGB into two city-specific UGBs. Each city is also required to demonstrate that its separate UGB includes sufficient land to accommodate its 20- year need for residential land consistent with Statewide Planning Goal 10 (Housing) and Goal 14 (Urbanization). (Urbanization). These statutory mandates implicitly require each city to also adopt a separate 20-year population forecast. ORS 197.304 allows the cities to take these separate actions "[n]otwithstanding . . . acknowledged comprehensive plan provisions to the contrary."

Finding #20. The ORS 197.304 mandates are being carried out by the two cities and Lane County through a series of incremental actions over time rather than through a *Metro Plan* Update process. Some of the land use planning that has historically been included in the *Metro Plan* will, instead, be included in the cities' separate, city-specific comprehensive plans. This does not diminish the fact that the cities and the county remain committed to regional problem-solving.[1]

[1] In addition to the continued collaboration through some regional land use plans, such as the regional transportation system plan and the regional public facilities and services plan, the three jurisdictions are committed to working collaboratively in other ways and through other initiatives, such as the Regional Prosperity Economic Development Plan jointly approved in February, 2010.

Finding #21. The three jurisdictions anticipate that the implementation of ORS 197.304 will result in a regional land use planning program that continues to utilize the *Metro Plan* and regional functional plans for land use planning responsibilities that remain regional in nature. City-specific plans will be used to address those planning responsibilities that the cities address independently of each other.

Finding #22. Each city is taking a different approach to, and is on a different time line for, establishing its own UGB, 20-year land supply and city-specific comprehensive land use plans. As this incremental shift occurs, the *Metro Plan* will be amended several times to reflect the evolving extent to which it continues to apply to each jurisdiction. During this transition, the three jurisdictions will also continue to work together on any other *Metro Plan* amendments needed to carry out planning responsibilities that continue to be addressed on a regional basis.

Finding #23. ORS 197.304 allows the cities to adopt local plans that supplant the regional nature of the *Metro Plan* "[n]notwithstanding . . . acknowledged comprehensive plan provisions to the contrary." As these local plans are adopted, Eugene, Springfield and Lane County wish to maintain the *Metro Plan* as a guide that will direct readers to applicable local plan(s) when *Metro Plan* provisions no longer apply to one or more of the jurisdictions. Therefore, when Eugene or Springfield adopts a city-specific plan to independently address a planning responsibility that was previously addressed on a regional basis in the *Metro Plan*, that city will also amend the *Metro Plan* to specify which particular provisions of the *Metro Plan* will cease to apply within that city.[2]

Finding #24. Unless the *Metro Plan* provides otherwise, such *Metro Plan* provisions will continue to apply within the other city. If the other city later adopts its own city-specific plan intended to supplant the same *Metro Plan* provisions, it may take one of two actions. That city will either amend the *Metro Plan* to specify that the particular provisions also cease to apply within that city or, if the provisions do not apply to rural or urbanizable areas within the *Metro Plan* boundary, to simply delete those particular *Metro Plan* provisions.

Finding #25. To better enable the jurisdictions to amend the *Metro Plan* as required by ORS 197.304, the procedures for amending the *Metro Plan*, provided in Chapter IV, were revised in 2013. The Eugene City Council, the Springfield City Council, and the Lane County Board of Commissioners adopted identical amendments to Chapter IV of the *Metro Plan* on November 18, 2013 (Eugene City Council, Ordinance No. 6304; Springfield City Council, Ordinance No. 20519; and Lane County Board of Commissioners, Ordinance No. PA 1300).

Finding #26. The proposed amendments include changes to every chapter of the *Metro Plan*. However, the revisions throughout the *Plan* are limited to those that fit within at least one of the following categories:

1. Revisions to ensure that each city can, independently of the other, establish city-specific plans and establish that such plans supplant specific portions of the Metro Plan for that city;

[2] As more specifically explained in Chapter IV of the Metro Plan, one city with co-adoption by Lane County may amend the *Metro Plan* to specify which particular *Metro Plan* provisions no longer apply within the unincorporated (urbanizable) portions of its UGB. The other city is not required to co-adopt such a *Metro Plan* amendment. *See* Chapter IV.

2. Revisions to update and add explanations of the past, current and future status of the Metro Plan, including an explanation of the stages of change anticipated as the cities conduct independent planning for their separate populations' needs.

3. Revisions to change or remove text that can no longer be applied due to a change in the law and that could not (even arguably) raise a policy concern. This includes the deletion of text relating to the now defunct Lane County Boundary Commission.

Goal 3 – Agricultural Land. **Goal 3 defines "agricultural lands." It then requires counties to inventory such lands and to "preserve and maintain" them through farm zoning.**

Finding #27. This goal generally does not apply within adopted, acknowledged urban growth boundaries. The *Metro Plan* Diagram describes an Agriculture designation (*Metro Plan* II-G-9). The amendments do not change *Metro Plan* policies concerning the Agriculture designation. The amendments do not change the policies or standards regulating Eugene's Agricultural Zone (EC 9.2000) or Lane County's Exclusive Farm Use Zone (LC 16.212) within the *Metro Plan* Boundary. The City of Springfield does not have an agricultural zoning district.

Finding #28. The *Metro Plan* Environmental Resources Element includes policies addressing the use and preservation of agricultural lands (*Metro Plan* III-C-3). The proposed amendments do not change these policies.

Goal 4 – Forest Land. **This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will "conserve forest lands for forest uses."**

Finding #29. This goal does not generally apply within adopted, acknowledged urban growth boundaries. The *Metro Plan* Diagram describes a Forest Lands designation. The proposed amendments do not change *Metro Plan* policies concerning the Forest lands designation. Neither Springfield nor Eugene has a forest zoning district. Lane County has Impacted and Non-Impacted Forest Zones (LC 16.211, LC 16.211). The proposed amendments do not change the County policies or standards governing these districts.

Finding #30. The Environmental Resources Element includes policies addressing the use and preservation of forest lands (*Metro Plan* III-C-5). The proposed Chapter IV amendments do not change these policies.

Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources. **Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventoried and evaluated.**

Finding #31. The *Metro Plan* Environmental Resources and Historic Preservation Elements contain policies (*Metro Plan* pgs. III-C-3, III-I-2) addressing Goal 5 resource protection. Eugene and Springfield have policies regulating the inventory and protection of Goal 5 resources in their respective development codes. The proposed Chapter IV amendments do not change the resource policies or protections found in the *Metro Plan* or in the Eugene and Springfield development codes.

Finding #32. OAR 660-023-0250 (3) narrows the applicability of Statewide Planning Goal 5 to comprehensive plan amendments (PAPA):

(3) Local governments are not required to apply Goal 5 in consideration of a PAPA unless the PAPA affects a Goal 5 resource. For purposes of this section, a PAPA would affect a Goal 5 resource only if:

(a) The PAPA creates or amends a resource list or a portion of an acknowledged plan or land use regulation adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5;

(b) The PAPA allows new uses that could be conflicting uses with a particular significant Goal 5 resource site on an acknowledged resource list; or

(c) The PAPA amends an acknowledged UGB and factual information is submitted demonstrating that a resource site, or the impact areas of such a site, is included in the amended UGB area.

Subsections (a) through (c) above are not applicable to this request as the proposed amendments do not create or amend a list of Goal 5 resources, do not amend a plan or code provision adopted in order to protect a significant Goal 5 resource or to address specific requirements of Goal 5, do not allow new uses that conflict with Goal 5 and do not amend the acknowledged Urban Growth Boundary. Based on OAR 660-023-0250, Goal 5 is not applicable to the proposed amendments.

Goal 6 – Air, Water and Land Resources Quality. **This goal requires local comprehensive plans and implementing measures to be consistent with state and federal regulations on matters such as groundwater pollution.**

Finding #33. The *Metro Plan* Environmental Resources Element (*Metro Plan* pg. III-C-14) contains polices addressing air, water and land resources quality. In general, the proposed amendments will not alter the metropolitan area's air, water quality or land resource policies. The Policy 26 is clarified to note the boundary for LRAPA's plan for meeting the new standards for fine particles (PM10) is coterminous with the Metro Plan UGB "as it existed on the date the PM10 standard was adopted."

Finding #34. Eugene and Springfield have regulatory standards that protect air, water and land resources in their respective development codes. The proposed amendments do not change these standards.

Goal 7 – Areas Subject to Natural Disasters and Hazards. **Goal 7 deals with development in places subject to natural hazards such as floods or landslides. It requires that jurisdictions apply "appropriate safeguards" (floodplain zoning, for example) when planning for development there.**

Finding #35. The *Metro Plan* Environmental Resources Element contains policies addressing natural hazards (*Metro Plan* pg. III-C-15). The proposed amendments do not change these policies. All known sites within Eugene and Springfield that are subject to these hazards (floodplain, erosion, landslides, earthquakes, and weak foundation soils) are inventoried through a variety of sources. The proposed *Metro Plan* text amendment does not remove or exempt compliance with Code standards that apply to development within these hazard areas.

Goal 8 – Recreational Needs. **This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them.**

Finding #36. The *Metro Plan* Park and Recreation Facilities Element contains policies addressing recreational needs (*Metro Plan* pg. III-H-4). The proposed amendments do not change these policies.

Finding #37. Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road Park and Recreation District and Willamalane Park and Recreation District). Willamalane serves the greater Springfield area. River Road serves the River Road neighborhood in the North Eugene. These amendments do not affect either city's provisions for recreation areas, facilities or recreational opportunities.

Goal 9 – Economic Development. **Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.**

Finding #38. The *Metro Plan* Economic Element contains policies (*Metro Plan* pg. III-B-4) addressing economic development. Eugene, Springfield and Lane County adopted the *Metropolitan Industrial Lands Inventory Report* and *Metropolitan Industrial Lands Policy Report* in 1993. These reports provided the jurisdictions with a database and policy recommendations needed to plan for an adequate and appropriate supply of industrial land. The proposed amendment does not change these policies.

Finding #39. The Administrative Rule for Statewide Planning Goal 9 (OAR 660, Division 9) requires cities to evaluate the supply and demand of commercial land relative to community economic objectives. The Eugene Commercial Land Study (October 1992) was adopted by the City of Eugene as a refinement of the *Metro Plan*, and complies with the requirements of Goal 9 and its Administrative Rule. The Springfield Commercial Lands Study was adopted in February 2000 as a policy document to guide the provision of commercial land within in its planning jurisdiction. The amendments do not impact the supply of industrial or commercial lands. Therefore, the amendments are consistent with Statewide Planning Goal 9.

Goal 10 – Housing. **This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing.**

Finding #40. The *Metro Plan* Residential Land Use and Housing Element addresses the housing needs of current and future residents of the metropolitan area. The Element includes a projection of housing need based on a coordinated population projection and polices (*Metro Plan* pg. III-A-7) aimed at meeting the calculated need. The proposed amendments will not reduce available housing capacity and will not impact needed housing.

Finding #41. In 2011, the City of Springfield and Lane County adopted a Residential Land Use and Housing Element that addresses Springfield's city-specific residential land needs through 2030.[3] This Springfield-specific action was based on the mandates set out in ORS 197.304. In adopting its city-specific update in 2011, Springfield made it clear that the regional housing *goals* and *policies* in this Metropolitan Residential Land Use and Housing Element would continue to apply to Springfield. However, the *findings* in this *Metro Plan* element no longer apply on the east side of Interstate 5. The entirety of this element will continue to apply on the west side of Interstate 5 until such time as the City

[3] See the "Springfield 2030 Refinement Plan Residential Land Use and Housing Element" adopted by Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

of Eugene adopts its Residential Land Use and Housing Element, addressing its city-specific residential land needs.

Finding #42. Lane County has adopted a coordinated population projection for the Eugene and Springfield through the year 2030. Projections of needed housing are based in part of this projection. Goal 10 requires that communities plan for and maintain an inventory of buildable residential land for needed housing units. The proposed amendments do not impact the supply or availability of residential lands included in the documented supply of "buildable land" that is available for residential development as inventoried in the acknowledged 1999 Residential Lands Study. Therefore, the amendments are consistent with Statewide Planning Goal 10.

Goal 11 – Public Facilities and Services. **Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection.**

Finding #43. The Eugene-Springfield Metropolitan Public Services and Facilities Plan (PFSP) is a refinement plan of the *Metro Plan* that guides the provision of public infrastructure, including water, sewer, storm water management, and electricity. The proposed amendments do not affect either city's provision of public facilities and services.

Goal 12 – Transportation. **The goal aims to provide "a safe, convenient and economic transportation system."**

The Springfield Transportation System Plan was adopted in March 2014. Eugene continues to rely on Transplan (2002) pending completion of its own local transportation system plan (expected in late 2014). These plans are functional plans of the *Metro Plan*. They provide policies addressing transportation facilities and policies for the Eugene-Springfield Metropolitan Area. The Transportation Planning Rule (OAR 660-012-0060) contains the following requirement:

(1) If an amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation (including a zoning map) would significantly affect an existing or planned transportation facility, then the local government must put in place measures as provided in section (2) of this rule, unless the amendment is allowed under section (3), (9) or (10) of this rule. A plan or land use regulation amendment significantly affects a transportation facility if it would:

(a) Change the functional classification of an existing or planned transportation facility (exclusive of correction of map errors in an adopted plan);

(b) Change standards implementing a functional classification system; or

(c) Result in any of the effects listed in paragraphs (A) through (C) of this subsection based on projected conditions measured at the end of the planning period identified in the adopted TSP. As part of evaluating projected conditions, the amount of traffic projected to be generated within the area of the amendment may be reduced if the amendment includes an enforceable, ongoing requirement that would demonstrably limit traffic generation, including, but not limited to, transportation demand management. This reduction may diminish or completely eliminate the significant effect of the amendment.

The proposed amendments do not change the functional classification of an existing or planned transportation facility, do not change the standards implementing a functional classification, do not

allow types or levels of land uses which would result in levels of travel or access with are inconsistent with the functional classification of a transportation facility and will not reduce the performance standards of a facility below the minimal acceptable level identified in the either the Springfield Transportation System Plan or TransPlan (Eugene). The level of development currently permitted through existing code and zoning regulations will remain the same as a result of this amendment. Therefore, the amendments are consistent with Statewide Planning Goal 12.

Goal 13 – Energy Conservation. **Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."**

Finding #44. The *Metro Plan* Energy Element deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses. It contains policies (*Metro Plan* pg. III-J-3) which support Goal 13. The proposed *Metro Plan* amendments do not change these policies and will not have a direct impact on efforts to conserve energy.

Goal 14 – Urbanization. **This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs.**

Finding #45. *Metro Plan* Chapter II contains growth management and urbanization sections (Sections II-C and II-E). Chapter II, Section C—Goals, "Fundamental Principles and Growth Management Policy" identifies the *Metro Plan's* goals for growth management:

1. Use urban, urbanizable, and rural lands efficiently.

2. Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals.

3. Protect rural lands best suited for non-urban uses from incompatible urban encroachment.

The proposed amendments do not change these goals.

Finding #46. Chapter II, Section E addresses the need to provide an adequate land supply to meet future needs. With the transition mandated in 2007 by ORS 197.304, the shared metropolitan UGB will be replaced with two separate UGBs (the Eugene UGB and the Springfield UGB). This changed the land use work programs for the three jurisdictions. Evaluation of the sufficiency of the 2015 metropolitan UGB was replaced with an in-depth analysis of each city's independent needs and the supplies of land that exist with respect to the separate areas of jurisdictional responsibility. That process began with the three jurisdictions' adoption of city-specific population forecasts in Chapter I of the *Metro Plan*. In 2011, the City of Springfield, with co-adoption by Lane County, amended the *Metro Plan* to establish its own UGB consistent with ORS 197.304.3.

Finding #47. As part of Envision Eugene and the state regulations for urban growth boundary planning, the city is identifying several ways to accommodate the projected population growth over the next 20 years. They include:

1. Using existing buildable land capacity (e.g. vacant and partially vacant land) inside the urban growth boundary (UGB),
2. Creating new capacity inside the existing UGB by implementing new strategies and actions to accommodate more homes and jobs (e.g. efficiency strategies, land use re-designations), and
3. Creating new capacity by expanding the UGB for the remaining land need.

In 2012, the March 2012 Envision Eugene Draft Recommendation presented the draft land need for housing, jobs, parks and schools to accommodate this growth over the next 20 years, including how much of the land need would be accommodated through each of these three ways. Some of these estimates, such as the amount of jobs and homes accommodated on existing buildable land, were based on land use data from 2001-2008.

Finding #48. As mentioned in Finding #36, in 2011, the City of Springfield and Lane County adopted a Residential Land Use and Housing Element for the *Springfield Comprehensive Plan* that addresses Springfield's city-specific residential land needs through 2030.[4] In 2013, Springfield completed the draft Economic Element for the Springfield Comprehensive Plan. The Economic Element identifies the goals, objectives, policies, implementation actions and findings Springfield, in cooperation with Lane County are developing to provide an adequate land supply for economic development and employment growth in compliance with Statewide Planning Goal 9, Economic Development.

Finding #49. *Metro Plan* Chapter II contains growth management and urbanization sections (Sections II-C and II-E). The proposed amendments update the Metro Plan with respect to annexations. These include:

- Section II-C, Policy 12 discusses annexation of land which is not contiguous to a city. The existing Policy 12 sets criteria for the annexation of non-contiguous land. ORS 222.111 (1) states that "the boundaries of any city may be extended by the annexation of territory that is not within a city and that is contiguous to the city or separated from it only by a public right of way or a stream, bay, lake or other body of water." State statutes do not allow for non-contiguous annexation. Policy 12 is therefore being deleted and the numbering of the remaining policies is amended to reflect that (pages II-C-5 through II-C-9).

- Section II-E deletes a reference to the Lane County Local Government Boundary Commission which was abolished in 2007. The former Commission processed annexation requests. These are now processed by the cities.

Finding #50. No other substantive changes were made to the policies in Chapter II Sections C and D. The few changes which are proposed are related to the mandate from ORS 197.304 to replace the shared metropolitan UGB with separate Eugene and Springfield UGBs.

Goal 15 – Willamette River Greenway. **Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River.**

[4] See the "Springfield 2030 Refinement Plan Residential Land Use and Housing Element" adopted by Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

Finding #51. The *Metro Plan* Willamette River Greenway, River Corridors and Waterways Element (Section III-D) includes policies for administering the Willamette River corridor as it passes through the Eugene-Springfield area. The proposed amendments do not change these policies.

Goals 16 through 19 – Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean Resources.

Finding #52. There are no coastal, ocean, estuarine, or beach and dune resources within the Eugene or Springfield Urban Growth Boundaries or the *Metro Plan* Boundary. These goals do not apply to this proposal.

Conclusion: The proposed amendments to the *Metro Plan* are consistent with the statewide planning goals adopted by the Land Conservation and Development Commission.

Criterion #2. "Adoption of the amendment must not make the Metro Plan internally inconsistent."

Findings:

Finding #53. The Metro Plan Enabling Amendments make changes to every chapter of the Metro Plan to some degree to enable the gradual transition from a shared metropolitan UGB with a single comprehensive plan to a planning framework with two separate UGBs (the Eugene UGB and the Springfield UGB). As the transition occurs, the *Metro Plan* will be amended several times to reflect the evolving extent to which it continues to apply to each jurisdiction.

Finding #54. The revisions proposed throughout the *Plan* are limited to those that fit within at least one of the following categories:

1. Revisions to ensure that each city can, independently of the other, establish city-specific plans and establish that such plans supplant specific portions of the Metro Plan for that city;

2. Revisions to update and add explanations of the past, current and future status of the Metro Plan, including an explanation of the stages of change anticipated as the cities conduct independent planning for their separate populations' needs.

3. Revisions to change or remove text that can no longer be applied due to a change in the law and that could not (even arguably) raise a policy concern. This includes the deletion of text relating to the now defunct Lane County Boundary Commission.

Finding #55. The proposed amendments were prepared with the aid of a consulting attorney who is familiar with the Metro Plan and with the mandate posed by the passage of ORS 197.304. The amendments that were developed have been reviewed by staff and by attorneys for Eugene, Springfield and Lane County. It is the opinion of staff and counsel that the proposed amendments leave the Metro Plan internally consistent.

Conclusion: The proposed *Metro Plan* text amendments do not make the *Metro Plan* internally inconsistent.

V. Conclusion and Recommendation of Staff

Based on the findings of staff with respect to the criteria defined in Section 5.14-135 C of the Springfield Development Code and EC 9.7730(3) Lane Code 12.225 (2) for approving a *Metro Plan* amendment; staff find the proposed Metro Plan Enabling Amendments to be consistent with these criteria and recommend approval of the amendment.