Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
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NOTICE OF ADOPTED AMENDMENT

07/25/2011

TO: Subscribers to Notice of Adopted Plan or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: Lane County Plan Amendment
DLCD File Number 009-09

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. Due to the size of amended material submitted, a complete copy has not been attached. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, August 09, 2011

This amendment was submitted to DLCD for review prior to adoption pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

*NOTE: The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.

Cc: Linda Pauly, Lane County
Jon Jinings, DLCD Community Services Specialist
Ed Moore, DLCD Regional Representative
Bob Cortright, DLCD Regional Representative

Angela Lazarean, DLCD Regional Representative
Thomas Hogue, DLCD Economic Policy Analyst

<paa> YA

FORM 2

DLCD Notice of Adoption

This Form 2 must be mailed to DLCD within **5-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

DATE STAMP

☐ In person ☐ electronic ☐ mailed

DEPT OF

JUL 20 2011

LAND CONSERVATION AND DEVELOPMENT

For Office Use Only

Jurisdiction: **Lane County**

Local file number: **PA 09-6018**

Date of Adoption: **7/6/2011**

Date Mailed: **7/15/2011**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? ☒ Yes ☐ No Date: 12/31/2009

☒ Comprehensive Plan Text Amendment

☐ Comprehensive Plan Map Amendment

☐ Land Use Regulation Amendment

☐ Zoning Map Amendment

☐ New Land Use Regulation

☒ Other: **UGB Amendment**

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

Three amendmettns to the Eugene-Springfield Metropolitain Area General Plan (Metro Plan): (1) amend the Metro Plan UGB to establish a separate UGB for the city of Springfield; (2) adopt the Springfield Residential Land and Housing Needs Analysis (RLHNA); and (3) adopt the Springfield Residential Land Use and Housing Element.

Does the Adoption differ from proposal? Yes, Please explain below:

Ord. Ex A p. 11 added findings 7 & 8, revised finding 10; p. 13 added finding 1
Ord. Ex B p. v paragraph 3 and p. 71 last paragraph and updated to April 2011.
Ord. Ex. C, D and E revised.

Plan Map Changed from: to:

Zone Map Changed from: to:

Location: Acres Involved:

Specify Density: Previous: New:

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
☒	☒	☐	☐	☒	☒	☒	☒	☒	☒	☒	☒	☒	☐	☐	☐	☐	☐	☐

Was an Exception Adopted? ☐ YES ☒ NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing? ☒ Yes ☐ No

If no, do the statewide planning goals apply? ☐ Yes ☐ No

DLCD File No. 009-09 (18036) [16713]

If no, did Emergency Circumstances require immediate adoption? ☐ Yes ☐ No

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Regional: Lane County, all cities within Lane County, LCOG, SUB, EWEB, EPUD, Rainbow Water District, Pleasant Hill Fire District, Willakenzie Fire District, MWMC, LTD, Willamalane, School Dist. 19 and 4J, LCC, U of O. State: DLCD, ODOT, OHCS.

Local Contact: **Mark Rust, AICP, Associate Planner** Phone: **(541) 682-4541** Extension:

Address: **125 E. 8th Avenue** Fax Number: - -

City: **Eugene** Zip: **97401-** E-mail Address: **mark.rust@co.lane.or.us**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 5 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s)
per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on light **green paper if available**.
3. Send this Form 2 and **one complete paper copy** (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption (ORS 197.830 to 197.845).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540

9. **Need More Copies?** Please print forms on **8½ -1/2x11 green paper only if available.** If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail **plan.amendments@state.or.us**.

BEFORE THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY OREGON

ORDINANCE NO. PA 1274 In The Matter Of Amending The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* To Adopt The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* And To Establish A Separate Springfield Urban Growth Boundary (UGB) Pursuant To ORS 197.304; And Adopting Savings And Severability Clauses. (File No. PA 09-6018) (Springfield, Lane County)

WHEREAS, in 2007 the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as "House Bill 3337"; and

WHEREAS, Chapter IV of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* sets forth procedures for amendment of the *Metro Plan* and adoption or amendment of refinement plans, which for Lane County, are implemented by provisions of Lane Code Chapter 12; and

WHEREAS, the Springfield and Lane County Planning Commissions conducted a joint public hearing on the Draft *Springfield 2030 Refinement Plan* including the draft *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 17, 2010, and continued on March 16, 2010; and

WHEREAS, following the joint public hearing with the Springfield Planning Commission, the Lane County Planning Commission and Springfield Planning Commission, on May 4, 2010, voted to recommend approval of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*, which incorporated the *Springfield Residential Land & Housing Needs Analysis*, as well as a parcel specific separate urban growth boundary around the City of Springfield, based on all of the evidence and testimony in the record at that time; and

WHEREAS, the Board of Commissioners held a first reading of Ordinance No. PA 1274 on March 16, 2011; and

WHEREAS, on April 4, 2011, a joint public hearing was held before the Lane County Board of Commissioners and Springfield City Council on the proposed separate Springfield Urban Growth Boundary, the *Springfield Residential Land and Housing Needs Analysis, January 2011* and the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*; and the Development Services staff report, the oral testimony, letters and emails received, written submittals of the persons testifying at the hearing, and the public records for file # LRP 00014 (*Springfield 2030 Refinement Plan*), file # LRP 2007-00030 (*Springfield Residential Land Study*), file # LRP 2009-00012 (*Springfield 2030 Refinement Plan* Diagram) and the *Springfield Urban Growth Boundary Technical Supplement* have been considered and are hereby incorporated into the record for this proceeding; and

WHEREAS, on May 16, 2011, the Springfield City Council and Lane County Board of Commissioners concluded the public hearing and left the record open through May 31, 2011. The City Council and Lane County Board of Commissioners are asked to review the proposed policies to address Springfield's housing needs and to determine whether the aforementioned inventory, analysis and policies support a determination that Springfield's proposed UGB will provide sufficient buildable land to accommodate Springfield's projected housing needs for twenty years; and

WHEREAS, substantial evidence exists within the record demonstrating that the proposal meets the requirements of the Metro Plan, Lane Code and applicable state and local law.

NOW, THEREFORE, the Board of Commissioners of Lane County Ordains as follows:

Section 1: The proposed amendments to the *Eugene-Springfield Metropolitan Area General Plan* (*Metro Plan*) to adopt the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* and the *Springfield Residential Land and Housing Needs Analysis*, April 2011, attached as Exhibits A and B and incorporated here by this reference, are adopted pursuant to ORS 197.304 as refinements to the *Metro Plan*.

Section 2: The proposed amendment to the *Metro Plan* Diagram is hereby adopted to establish a separate Springfield Urban Growth Boundary pursuant to ORS 197.304 and in accordance with OAR 660-024-0020(2) as depicted and described in the attached Exhibit C, D and E, incorporated here by this reference.

Section 3: The prior versions of the *Metro Plan* and its diagram superseded or replaced by this Ordinance shall remain in full force and effect to authorize prosecution of persons in violation thereof prior to the effective date of this Ordinance.

Section 4: 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 constitutes a separate, distinct and independent provision and such holding does not affect the validity of the remaining portions thereof.

Although not a part of this ordinance, the findings and conclusions attached as Exhibit F and incorporated here by this reference are adopted in support of this action.

ENACTED this 13th day of July, 2011.

Faye Stewart, Chair
Lane County Board of County Commissioners

Melissa Zimmer, Recording Secretary

APPROVED AS TO FORM

Date 6-29-2011 Lane County

OFFICE OF LEGAL COUNSEL

ORDINANCE

ORDINANCE NO. 6268 (General)

AN ORDINANCE AMENDING THE *EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN* (Metro Plan) TO ADOPT THE *SPRINGFIELD 2030 REFINEMENT PLAN RESIDENTIAL LAND USE AND HOUSING ELEMENT* AND TO ESTABLISH A SEPARATE SPRINGFIELD URBAN GROWTH BOUNDARY PURSUANT TO ORS 197.304.

THE CITY COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, in 2007 the Oregon Legislature passed and the Governor signed into law Chapter 650, Oregon Laws 2007, codified as ORS 197.304 and commonly known as "House Bill 3337"; and.

WHEREAS, ORS 197.304 provides as follows:

197.304 Lane County accommodation of needed housing. (1) Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:

(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and

(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

(2) Except as provided in subsection (1) of this section, this section does not alter or affect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions adopted by Lane County or local governments in Lane County. [2007 c.650 §2]; and

WHEREAS, ORS 197.304 requires Springfield to 1. evaluate the sufficiency of its residential buildable land supply and 2. establish a separate Springfield UGB;

1. **Evaluate the sufficiency of its residential buildable land supply.**

WHEREAS, at a minimum, local housing policies must meet the requirements of Oregon Statewide Planning Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008);

WHEREAS, ORS 197.296 defines factors to establish sufficiency of buildable lands within an urban growth boundary and requires analysis and determination of residential housing patterns; and

WHEREAS, Oregon Statewide Planning Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of

housing units in price and rent ranges commensurate with the financial capabilities of its households; and

WHEREAS, Oregon Statewide Planning Goal 10 defines needed housing types as "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels," and ORS 197.303 defines needed housing types:
(a) Housing that includes, but is not limited to, attached and detached singlefamily housing and multiple family housing for both owner and renter occupancy;
(b) Government assisted housing;
(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
(d) Manufactured homes on individual lots planned and zoned for singlefamily residential use that are in addition to lots within designated manufactured dwelling subdivisions.

WHEREAS, the City Council directed the Development Services Department staff to begin an inventory and analysis of Springfield's residential land on December 5, 2005; and

WHEREAS, Springfield has completed its evaluation of the residential land supply and the evaluation is summarized in the *Springfield Residential Land and Housing Needs Analysis, April, 2011*; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis, April 2011* is an analysis of land supply and housing demand prepared for the City of Springfield by ECONorthwest that incorporates input from citizens, stakeholder groups, commissions and elected officials received throughout a multi-year citizen involvement process that included a Residential Lands citizen advisory committee, online public surveys, community workshops, work sessions, open houses and public hearings; and

WHEREAS, the *Springfield Residential Land and Housing Needs Analysis, April,* is hereby adopted as a Technical Supplement to the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*; and

WHEREAS, the City used the 1999 to July 2008 period for the analysis and the record includes:

1) Maps (*Springfield Residential Land and Housing Needs Analysis,* April, 2011 Maps 3-1, 3-2, and 3-3) that identify specific lots and parcels that have been determined to be buildable lands (vacant and partially vacant and master planned for residential development) as of July 2008 by applicable residential comprehensive plan map designation, consistent with ORS 197.296 (4)(c) which states: *"Except for land that may be used for residential infill or redevelopment, a local government shall create a map or document that may be used to verify and identify specific lots or parcels that have been determined to be buildable lands*;"

2) A CD that contains a data base that identifies and verifies the specific residentially-designated tax lots or portions of tax lots included in Springfield's residential land base as of July 2008;

3) A data base of specific tax lots or portions of residentially designated tax lots that are vacant or partially vacant as of July 2008; and

actions in this element support a 20% increase in density over the historical development pattern by facilitating more dense development patterns. In those instances where findings and policies in this element differ quantitatively from policies in the *Metro Plan Residential Land Use and Housing Element*, the Springfield 2030 Refinement Plan Residential Land Use and Housing Element policies shall prevail. Issues not addressed in this element are addressed in the *Metro Plan Residential Land Use and Housing Element.*

The policies in this element provide direction for Springfield in updating refinement plans, zoning and development regulations to address the community's housing needs. As Springfield implements this element of the *Springfield 2030 Refinement Plan* — through future land use refinement plan updates at the city-wide, district, neighborhood, and corridor scale—the City shall continue to analyze the suitability of residential and residential mixed use designations in terms of density and location and, based on this analysis, may propose changes to the *Metro Plan* Diagram and *Springfield 2030 Refinement Plan* Diagram. The *Springfield 2030 Refinement Plan* Land Use and Urban Design Element policies establish physical characteristics of Springfield's residential and mixed use neighborhoods and includes criteria for locating non-residential supporting uses, such as Neighborhood Commercial and Neighborhood Mixed Use land uses within or adjacent to residential districts of the City.

METRO AREA HOUSING GOAL

The 2004 Update of the *Eugene-Springfield Metropolitan Area General Plan* includes a Residential Land Use and Housing Element that articulates the region's housing goals and objectives. The Metro Plan lists a single residential land and housing goal:

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

The Springfield 2030 Refinement Plan implements, interprets, and supplements this goal as follows:

SPRINGFIELD RESIDENTIAL LAND AND HOUSING GOALS

HG-1 Plan for Growth and Needed Housing

As documented in the RLHNA, the land currently designated for High, Medium and Low Density Residential and Nodal Mixed Use plan designations will accommodate Springfield's expected need for residential development and redevelopment.

Springfield's residential and mixed use districts —as depicted in the *Metro Plan* diagram and Springfield refinement plans and as proposed in the Implementation Strategies in this element—provide a residential land base with sufficient capacity for the market to develop adequate numbers of needed housing units to meet expected demand through 2030. In 2010, there was a surplus of buildable land in both the Low and Medium Density Residential designations; however, there was a deficit in the High Density Residential designation of 28 gross buildable acres. With a mandatory commitment to amend the Glenwood Refinement Plan by 2012, Springfield has adopted an effective measure to ensure that

the City's separate UGB will include enough buildable land to satisfy Springfield's projected housing needs by type and density range, as determined in the RLHNA.

The residential and mixed use designations and the policies adopted in this element are of sufficient specificity to accommodate the varying housing types and densities identified in the *Springfield Residential Land and Housing Needs Analysis*.

HG-2 Foster Housing Choice and Affordability

The *Metro Plan* and *Springfield 2030 Refinement Plan* designate land for residential use and mixed use to provide a range of housing choices for people of all incomes and household types. Projecting the types of housing that will be built for the next 20 years is complex. Housing choices of individual households are influenced in complex ways by dozens of factors. Springfield's housing market is influenced by the regional Lane County housing market and is the result of the individual decisions of thousands of households.

The City is committed to making sure that community residents enjoy access to decent housing. This commitment goes well beyond the statutory requirement to maintain a 20-year supply of residential land within Springfield's separate UGB. The policies in this element promote and support housing choice and affordability. The availability of affordable housing choices for different types of households is a key component of a livable community. The location of housing in relation to jobs, shopping, transportation and other services significantly impacts quality of life.

HG-3 Encourage Housing Diversity & Quality Neighborhoods

The demographic make-up of households in Springfield is changing. The average age of city residents is increasing, and fewer households have children. The average age of a Springfield resident is younger than the Lane County average, even as the Lane County average is trending older. Household size has continued to shrink, though more slowly in the 1990's than in previous decades. The RLHNA assumes an average household size of 2.54. This average assumes an increase in one-person households from 25 percent to 30 percent over the plan period and a higher average Hispanic-Latino household size (3.2-3.9 as compared with 2.5 for non-Hispanic-Latino households) for Springfield's growing Hispanic-Latino population.

Single-family houses continue to be the preferred housing type of many households, but these dwellings have become increasingly expensive and are now out of reach for many Springfield residents. Policies in this section address both the development of new housing and the adaptation of existing housing to meet the needs and preferences of the current and expected residents of the city. Despite trends, the City wants to encourage home ownership opportunities in order to promote a sense of community, to encourage investment in housing, and to minimize displacement of low-income residents as neighborhoods redevelop. The City also has an interest in safeguarding the condition and quality of the housing stock and in maintaining attractive and livable neighborhoods.

Springfield's zoning and development regulations are intended to encourage housing that will satisfy varied consumer preferences. Many consumers have a strong preference for single-family homes. To some extent, this preference can be met by ground-related units that may be more affordable than detached houses. Ground-related housing types include townhouses, duplexes, triplexes, ground-related apartments, small cottages, accessory units and single-family homes. These housing types provide yards or play areas immediately adjacent to homes, which are important to families with children.

Moderate- and high-density multifamily apartments are needed to help accommodate expected housing demand over the next 20 years. This kind of residential development is often more affordable than ground-related housing due to the frequently smaller size of the units. The *Springfield 2030 Refinement Plan* accommodates the majority of higher density residential growth in Springfield's designated Mixed Use Nodal Development centers. These centers — primarily Downtown Springfield and the Glenwood Riverfront District— are centrally located, well served by public bus rapid transit (EmX) and provide excellent opportunities for redevelopment at urban densities adjacent to the nearby park and open space amenities along the Willamette River. Other areas with significant capacity for development of multi-family uses include the RiverBend and Marcola Meadows master planned nodal development areas.

As future growth and development brings change throughout Springfield, the City is committed to managing this change through its initiation and support for comprehensive district, corridor, and neighborhood planning efforts that address and enhance the unique characteristics and opportunities in different neighborhoods while averting negative impacts.

SPRINGFIELD RESIDENTIAL LAND AND HOUSING POLICIES AND IMPLEMENTATION ACTIONS

Goal	Plan for Growth and Needed Housing	
Policy H. 1	Based on the findings in the RLHNA and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land (a) for at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and (b) to accommodate a new dwelling mix of approximately 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single-family dwellings, one percent manufactured dwellings in parks, and 40 percent multifamily dwellings.	
Implementation Action	1.1	Convert density ranges in the Springfield Development Code from gross to net densities, consistent with the broad density categories of the *Metro Plan*. This plan converts Metro Plan gross densities to net densities as follows: Residential Low Density 6-14 dwelling units per acre*;

		Residential Special Density 8-14 dwelling units per acre; Residential Medium Density 14-28 dwelling units per acre; Residential High Density 28-42 dwelling units per acre; Residential Mixed Use in Nodal Development Overlay and Transit Corridor Overlay District: Minimum and maximum densities to be determined through Refinement Plan and/or Master Plan process. *Note: More restrictive standards apply in the Hillside Development Overlay District where larger lot sizes are required to compensate for slope constraints and engineering requirements.
Policy H .2	To meet identified high-density, multiple-family housing needs, the City shall re-designate at least 28 gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012.	
Policy H. 3	Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service.	
Implementation Action	3.1	As recommended through the Residential Land Study, the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas.
Implementation Action	3.2	Coordinate housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities at and within a ¼ mile walk of transit stations.
Implementation Action	3.3	Increase opportunities for Mixed Use Nodal Development (ND): ▪ Consider expansion of the Glenwood node through the Glenwood Refinement Plan process. ▪ Consider expansion of the Downtown node through the Downtown District Plan process ▪ Consider future work program project: Downtown to Gateway

		EmX Corridor Plan to identify and evaluate nodal development opportunities along the new transit corridor ▪ Consider future work program project: Main Street Corridor plan to identify and evaluate nodal development opportunities along the proposed transit corridor ▪ Apply Transit Corridor Overlay District to existing high density housing areas within 1/2 mile of transit stations. ▪ Consider implementation of Jasper-Natron Specific Plan ND through Jasper-Natron Specific Area Plan adoption process.
Implementation Action	3.4	Continue to target mixed-use nodal development centers and corridors served by transit as focus of redevelopment incentives and focused planning efforts. Match areas of high infrastructure cost needs (e.g. Glenwood, Main Street) with higher density development opportunity siting.
Implementation Action	3.5	Consider application of shadow plat techniques for transitional urban corridors with lower land values (e.g. Main Street Corridor east of Downtown).
Policy H. 4	Continue to identify and remove regulatory barriers to siting and constructing higher density housing types in the existing medium and high density residential districts.	
Policy H. 5	Develop additional incentives to encourage and facilitate development of high density housing in areas designated for Mixed Use Nodal Development.	
Implementation Action	5.1	Establish a Vertical Housing Development Zone in Glenwood.
Implementation Action	5.2	Considering measures to increasing building height allowances in areas designated for Mixed Use Nodal Development when updating refinement plans, zoning plan districts and development standards.
Implementation Action	5.3	Update development standards to correlate parking requirements in mixed-use districts more directly to the City's overall development vision and develop parking management strategies (such as pay-in lieu programs) in Downtown Springfield and other districts where appropriate to use land efficiently and to support economical higher density development and urban form.
Implementation Action	5.4	Considering increasing density maximums in areas designated for Mixed Use Nodal Development.
Implementation Action	5.5	Conduct analysis to determine the feasibility of allowing density averaging for split zone/designated parcels.
Implementation Action	5.6	Consider implementation of a Density Bonus Program to provide an economic incentive for construction of high density development with structured parking in the Downtown and Glenwood Nodal Development areas. The program shall permit variance of the building height limits in

		specific "density receiving areas" identified in the Downtown and Glenwood District plans when a developer provides an extra community benefit such as dedication of public open space, construction of affordable housing units, etc. to be determined by the City Council.
Policy H. 6	Continue to seek ways to reduce development impediments to more efficient utilization of the residential land supply inside the UGB, especially in the City's sloped areas (southeast Springfield and Willamette Heights).	
Implementation Action	6.1	Establish a staff team and Hillside Development Task Force to examine barriers and impediments to economical hillside development and to prepare and evaluate techniques and options for constructing housing on sloped lands, such as incentives to encourage and reward cluster development; updates to the Hillside Development Standards to support density transfers in the Hillside Overlay District; and to address street design standards.
Implementation Action	6.2	Establish an interdepartmental task team to study the potential to reduce residential street width standards to address efficient land use, potential cost savings, new ways to manage stormwater, climate issues, impediments to cluster development, emergency access and traffic concerns.
Goal	**Foster Housing Choice and Affordability**	
Policy H.7	Continue to develop and update regulatory options and incentives to encourage and facilitate development of more attached and clustered single-family housing types in the low density and medium density districts.	
Implementation Action	7.1	Establish a small lot (3,000 square feet minimum lot size)special low-moderate density zoning district with a density range of 8-14 du/acre to: ▪ support development of smaller single family detached and attached dwelling housing types; ▪ support a greater diversity of housing mix; and ▪ provide a moderate transition zone between lower and higher density neighborhoods.
Implementation Action	7.2	Apply small lot zoning (3,000 square feet minimum lot size) to infill opportunity sites identified in neighborhood planning processes.
Implementation Action	7.3	As part of the Jasper-Natron refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district to maximize efficient use of land constrained by wetland resources.
Implementation Action	7.4	As part of the Glenwood refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district in the existing residential neighborhoods south of Franklin Boulevard.

Policy H.8	Continue to support and assist affordable home ownership through programs that subsidize the development of affordable homes and provide down payment assistance to income-qualified homeowners.-	
Policy H.9	Provide a broad range of quality accessible and affordable housing options for very low, low and moderate income residents. Affordable housing is defined as housing for which persons or families pay 30 percent or less of their gross income for housing, including necessary and essential utilities [Oregon Revised Statute 456.055].	
Implementation Action	9.1	Support the development of subsidized affordable housing with a goal of assisting 100 affordable housing units every five years, consistent with the *Eugene-Springfield Consolidated Plan 2010.*
Implementation Action	9.2	Create a land banking program to reserve land for affordable housing, as described in the 2010 "Complete Neighborhoods, Complete Streets" grant application, continue to seek grant funding sources for the program, and seek to implement this strategy in the Glenwood Riverfront District.
Implementation Action	9.3	Evaluate publicly-owned land sites for future development of affordable housing.
Implementation Action	9.4	Continue to seek input from a housing task force to assess and evaluate the effects of City policies and regulations on housing development costs and overall housing affordability, considering the balance between housing affordability and other objectives such as environmental quality, urban design quality, maintenance of neighborhood character and protection of public health, safety and welfare.
Policy H.10	Through the updating and development of each neighborhood refinement plan, district plan or specific area plan, amend land use plans to increase development opportunities for quality affordable housing in locations served by existing and planned frequent transit service that provides access to employment centers, shopping, health care, civic, recreational and cultural services.	
Implementation Action	10.1	Identify and collect baseline data of Springfield's existing supply of affordable housing units, their physical location, and their surroundings.
Implementation Action	10.2	Continue to creatively explore funding tools and options to leverage and public, nonprofit and private investment in affordable housing.
Implementation Action	10.3	Continue to develop strategies and programs that support the repair, preservation and improvement of the existing supply of affordable housing stock and the enhancement of existing affordable neighborhoods.
Implementation Action	10.4	Support the rehabilitation of existing multi-family complexes.
Implementation Action	10.5	Consider establishing urban renewal district set-asides for affordable housing.
Implementation Action	10.6	In order to control the effects of regulatory processes on housing price, strive to minimize the time taken to process land use and building permits, subject to the need to review projects in accordance with applicable

		regulations. Continue to give priority in the plan review process to permits for very low-income housing.
Goal	**Encourage Housing Diversity & Quality Neighborhoods**	
Policy H.11	Continue to seek ways to update development standards to introduce a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Springfield residents.	
Implementation Action	11.1	Capitalize on new commercial and residential development opportunities that will be stimulated by new infrastructure projects such as the Franklin multi-way boulevard.
Implementation Action	11.2	Protect and enhance existing single family neighborhoods and affordable housing stock in the incorporated areas of Springfield where urban services currently are in place.
Policy H.12	Continue to designate land to provide a mix of choices (i.e., location, accessibility, housing types, and urban and suburban neighborhood character) through the refinement plan update process and through review of developer-initiated master plans.	
Policy H.13	Promote housing development and affordability in coordination with transit plans and in proximity to transit stations.	
Policy H.14	Continue to update existing neighborhood refinement plan policies and to prepare new plans that emphasize the enhancement of residential neighborhood identity, improved walkability and safety, and improved convenient access to neighborhood services, parks, schools and employment opportunities.	
Policy H.15	Update residential development standards to enhance the quality and affordability of neighborhood infill development (e.g. partitions, duplex developments, transitional neighborhoods, rehab housing, accessory dwelling units) and multi-family development.	
Policy H.16	As directed by the City Council in 2009, conduct analysis to implement "Heritage LDR" development standards to address Springfield's different historical development patterns/neighborhood scale and form, rather than a "one-size-fits-all" approach when updating city development standards.	
Policy H.17	Continue to protect the Washburne Historic District to maintain and enhance the viability, historic integrity and attractiveness as a livable, walkable neighborhood immediately adjacent to downtown.	

FINDINGS

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

- Residential Land Supply and Demand
- Residential Density

Residential Land Supply and Demand

1. According to the City GIS data, the Springfield UGB contains approximately 14,603 acres of land.

2. Approximately 62 percent of the land within the Springfield UGB is included in the residential land base. The land database includes all land in tax lots that have any portion that is in a residential plan designation. The residential land base occupies approximately 7,482 acres of land designated for low, medium and high density residential designations, as well as mixed-use designations.

3. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its City Limits; of these 8,060 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 4,645 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.

4. Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030. The table below shows the coordinated population forecast for the Springfield city limit, urban area (the area between the city limit and UGB), and the UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table R-1 Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
Change 2010-2030			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

5. The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity). This yields a total of 1,468 buildable acres.

6. The RLHNA identified 1,447 acres of vacant residential land that constitutes the residential buildable land inventory. This acreage is summarized in Table 3-5 of the RLHNA.

7. A listing of specific residentially designated tax lots or portions of tax lots that are vacant or partially vacant as of July 2008 is included as a technical supplement to the RLHNA. In addition to the 1,447 acres of vacant and partially vacant residential land, the residential buildable land inventory includes: 1) developed land that may be redeveloped during the plan period (296 DU); 2) land in mixed-use plan designations that has capacity for residential development (21 acres/270 DU in the Glenwood Riverfront); and 3) land within approved master-planned sites with capacity for residential development (730 DU in RiverBend and 518 DU in Marcola Meadows). A map of these tax lots appears as Map 3-2 in the RLHNA.

8. Owners of residentially planned land in the buildable land inventory as identified herein or as amended pursuant to Oregon post-acknowledgement plan amendment procedures are entitled to residential zoning that matches the plan designation. The City's Development Services Department has an existing process in place to rezone property with plan-zone conflicts at no cost to the property owner (3 times/year).

9. Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which include single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.

10. The results of the RLHNA indicate that Springfield has an overall surplus of residential land, but has deficits in the High Density Residential and Parks and Open Space categories. The Springfield UGB has enough land for 9,018 new dwelling units. There is sufficient buildable land in Springfield's UGB designated for low and medium density residential uses to meet the future housing needs of the projected population.

    - The Low Density Residential designation has a *surplus* of approximately 378 gross acres.
    - The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.

11. There is not enough buildable land in Springfield's UGB designated for high density residential uses within the existing Springfield UGB to meet the future housing needs of the projected population. The High Density Residential designation has a deficit of approximately 28 gross acres. At a minimum, the City will meet the high density residential land deficit of 28 acres (including 7 acres of HDR designated land to provide public open space for the higher density development, as well as any needed public facilities) through its redevelopment strategies in Glenwood.

12. The Parks and Open Space designation has a *deficit* of 300 acres. This need does not require the City to expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on

residentially designated land that has constraints and therefore is not counted as buildable acres (e.g. ridgeline trail systems).

13. The *Springfield Residential land and Housing Needs Analysis* classified each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories (Springfield Residential Land Inventory and Housing Need Analysis p. 8-10):

    - *Vacant Land.* This category includes parcels with no structures or with structures with a value of less than $10,000; parcels have not been precluded from development by a conditional use permit (CUP) or other commitment.

    - *Partially Vacant Land.* This category includes parcels over 0.5 acre in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the "Unbuildable, Not Serviceable" land definition.

    - *Unbuildable, Not Serviceable Land.* This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.

    - *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

    - *Potentially redevelopable land.* Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Rather than speculating on which lands will redevelop during the planning period, Springfield uses historical rates of redevelopment as the basis for estimating how much redevelopment will occur during the planning period.

    - Portions of individual tax lots can be in one or more of the following categories: "unconstrained," "constrained," or "unbuildable" (e.g., they are not suitable for development).

14. The housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment and will not require vacant land.

Residential Density

1. The City assumes an average density for all housing types of 7.9 dwelling units per net acre and 6.5 dwelling units per gross acre. This is an increase of about 20% over the historical density of 6.6 dwelling units per net acre.

2. The City assumes that average densities will increase significantly (by about 20% over average historical densities) during the planning period, that ownership rates will increase, and that an increasing percentage of households will choose single-family attached housing types. These assumptions are consistent with the housing needs analysis. These findings support the City's overall density assumption of 7.9 dwelling unit per net acre.

3. Springfield's average household size in the year 2000 was 2.54 persons per household.

4. Springfield will need to issue permits for about 296 new dwelling units annually to keep up with projected housing demand over the 2010-2030 planning period. This figure does not include dwellings that will be demolished and replaced. The RLHNA assumes that these dwellings will be replaced at the same rate and will not create additional demand for residential land.

Approval Standards for Residential Development

1. Consistent with the Needed Housing Statute, Goal 10, and the Goal 10 rule, any approval standards, special conditions, and the procedure for approval adopted by the City shall be clear and objective and may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay. [ORS 197.307(6); OAR 660-08-015]
   In addition, the city may adopt an alternative approval process for residential applications and permits that utilizes discretionary approval criteria, provided the applicant retains the option of proceeding under the clear and objective standards or the alternative process, and the discretionary approval criteria for the alternative process comply with all applicable land use planning goals and rules [ORS 197.307(3)(d)].

Technical Supplement:

Springfield Residential Land and Housing Needs Analysis

prepared for the City of Springfield by ECONorthwest, April 2011

EXHBIT B-1

Springfield Residential Land and Housing Needs Analysis

Prepared for

City of Springfield

by

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Draft Report

April 2011

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Table of Contents

Executive Summary

The 2007 Oregon Legislature passed HB 3337 which requires Springfield to establish a separate urban growth boundary (UGB). In response to HB 3337, the City is conducting this study to evaluate the sufficiency of land available for residential uses in its UGB. To make this determination, the draft Residential Lands Study (RLS) presents a housing needs analysis consistent with requirements of HB 3337, Goal 14, ORS 197.296, and OAR 660-008.

The *Springfield Residential Lands Study* is intended to provide the technical analysis required to determine the 20-year need for residential land for Springfield's jurisdictional share of the area subject to the Eugene-Springfield Metropolitan Area, i.e., the area east of Interstate 5, and whether the city has enough capacity within the area east of I-5 inside the current regional UGB to meet that need. The Executive Summary provides key findings from the Springfield Residential Lands Study.

The purpose of the Residential Study is to (1) present growth forecasts, (2) inventory how much buildable residential land the City has, (3) identify housing needs, (4) identify land needed for housing and other uses, and (5) determine how much land the City will need to accommodate growth between 2010 to 2030.

HOW MUCH GROWTH IS SPRINGFIELD PLANNING FOR?

Population forecasts provide the foundation for assessing land needs. Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2030 and 2035.

Table S-1 shows the coordinated population forecast for the area within the current Springfield city limits, the current unincorporated urban area (the area between the city limit and UGB), and within Springfield's jurisdictional share for the current Metro Plan UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table S-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
Change 2010-2030			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

HOW MUCH BUILDABLE RESIDENTIAL LAND DOES SPRINGFIELD CURRENTLY HAVE?

Springfield has 2,485 acres in tax lots that are designated for residential uses. Of these, about 1,447 acres within the Urban Growth Boundary (UGB) are considered vacant and buildable. Table S-2 shows vacant land by plan designation.

Table S-2. Vacant residential land by plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residential	126	329	142	58	128
High Density Residential	8	19	1	0	18
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

Source: City of Springfield GIS data; analysis by ECONorthwest

The purpose of the residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the

purpose of estimating residential capacity).[1] This yields a total of 1,468 buildable acres.

Table S-3 provides an estimate of how much housing could be accommodated by those lands based on needed densities after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Additionally, the housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment and will not require vacant land. Table S-3 shows that Springfield has capacity for 9,021 dwelling units within the existing UGB.

Table S-3. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
Low Density Residential	1,301	5,379	60%
Medium Density Residential	128	2,718	30%
High Density Residential	18	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	299	3%
Total	**1,468**	**9,021**	**100%**

Source: City of Springfield residential BLI; analysis by ECONorthwest
Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

HOW MUCH HOUSING WILL THE CITY NEED?

Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which includes single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.

HOW MUCH LAND WILL BE REQUIRED FOR HOUSING?

Table S-4 shows the capacity for residential development by plan designation. The results show that, not considering other land needs (public and semi-public), Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,018 new dwelling units. The housing needs forecast projects a need for 5,920 dwelling units and 291 group quarter dwellings, or 6,211 total

[1] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

dwellings. The 291 group quarter dwellings are evenly allocated between the Medium-Density and High-Density residential designations.

Table S-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

1	2	3	4	5	6	7
Plan Designation	**Need (DU)**	**Capacity (DU)**	**Surplus/ Deficit (DU)**	**Needed Density (DU/GRA)**	**Housing Land Need (Gross Acres)**	**Housing Surplus/ Deficit (Gross Ac)**
Low Density Residential	3,316	5,379	2,063	4.5	-455	455
Medium Density Residential	1,982	3,136	1,154	12.5	-93	93
High Density Residential	914	503	-411	20.0	21	-21
Total	**6,211**	**9,018**	**2,807**		-527	527

Source: ECONorthwest

Column Notes:
1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.
4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 62)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7, Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5

The last step in the analysis is to add in public and semi-public land needs. Table S-5 shows the reconciliation of land need and supply. The results show that Springfield has an overall surplus of residential land, but has deficits in the High-Density Residential and Parks and Open Space categories.

Table S-5. Reconciliation of land need and supply, Springfield UGB, 2010

Plan Designation	**Residential Land Surplus/Deficit (From Table S-4)**	**Public/Semi-Public Land Need**	**Total Surplus/ Deficit**
Low Density Residential	455	77	378
Medium Density Residential	93	17	76
High Density Residential	-21	7	-28
Parks and Open Space		300	-300
Government/Employment		62	Met through land need in EOA
Total	**527**	**463**	**126**

Source: ECONorthwest

The results lead to the following findings:

- The Low Density Residential designation has a *surplus* of approximately 378 gross acres.

- The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.

- The High Density Residential designation has a *deficit* of approximately 28 gross acres. At a minimum, the City will meet the deficit of 411 dwellings (21 acres) through its redevelopment strategies in Downtown and Glenwood. The additional seven acres of public/semi-public land is intended to provide public open space for the higher density development, as well as any needed public facilities. This need could potentially be met through a variety of approaches—from designating seven additional acres high-density residential to ensuring that land designated park and open space is provided adjacent to high density residential developments.

- The Parks and Open Space designation has a *deficit* of 300 acres. This need does not imply that the City should expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g., ridgeline trail systems). Since no surplus of land designated for high density residential uses exists, the 21-acre high density residential plan designation deficit has been increased by seven (7) acres to provide parkland immediately adjacent to the proposed high density residential district.

- Government and employment land needs will be met through existing lands or land needs identified in the Springfield Economic Opportunities Analysis.

EXHBIT B-10

Chapter 1 Introduction

This report presents a housing needs analysis for the City of Springfield. The primary purpose of this report is to address the requirement of H.B. 3337 that Springfield "demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years." The study is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR 660 Division 8.

The primary goals of this study are to (1) project the amount of land needed to accommodate the city's future housing needs of all types, and (2) evaluate the existing residential land supply within the Springfield Urban Growth Boundary to determine if it is adequate to meet that need. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

BACKGROUND

The City of Springfield has not conducted a housing needs analysis since the *Eugene-Springfield Residential Lands and Housing Study* was completed in 1999. In the six years since the study was completed, Springfield's population has increased by nearly 3,000 residents, an increase of more than 5% over the six-year period.

In 2007, the Oregon State Legislature passed House Bill 3337 which requires Springfield to:

(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and

(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

The analysis and determination of land sufficiency required under section (b) must be completed by December 31, 2009. This study is intended to meet the requirements of section (b) by determining whether the City has sufficient land within the Springfield Urban Growth Boundary (UGB) to accommodate expected future housing needs. To make this determination, this report presents a housing needs analysis consistent with requirements of Goal 14, ORS 197.296, and OAR 660-008. As required by HB 3337, the City intends to "complete the inventory, analysis and determination required under ORS 197.296(3)" before the end of 2009, and to complete the remainder of its obligations under HB 3337 and ORS

197.296 early in 2010. Consistent with the requirements of ORS 197.296(2) the planning period for this study is 2010-2030.

PURPOSE

The purpose of this study is to provide an assessment of residential development capacity and demand for residential land. The study will serve two purposes: (1) to inform policy makers about planning options and (2) to fulfill state planning requirements for a twenty-year supply of residential land. Consistent with the requirements of ORS 197.296, communities engaged in a buildable lands analysis and housing need assessment must complete, in part, the following:

- Inventory the supply of buildable lands within the current urban growth boundary;
- Determine the actual density and the actual mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater. Development activity used for this review was between 1999 and June 2008.[2]
- Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules related to housing, to determine the amount of land needed for each needed housing type for the next 20 years (2010-2030).

This report presents an analysis consistent with the above outlined requirements, and draws upon previous work that ECONorthwest for a number of Oregon cities and regions. The report is intended to serve as the basis for subsequent discussions and policy choices regarding the management of growth in Springfield and to enable the city to complete the residential lands inventory, analysis and determination required by ORS 197.296(3) and Section 3 of 2007 Or Laws Chapter 650 (HB 3337). It does not address land use efficiency measures as required by ORS 197.296 and OAR 660-024. Land use efficiency measures will be addressed through a separate process.

In general, a housing needs analysis contains a *supply* analysis (existing housing, planned housing, and buildable land) and a *demand* analysis (population and employment growth leading to demand for more built space: housing by type and density). The geographic scope of the housing needs analysis is all land inside the current acknowledged Eugene-Springfield Metropolitan Urban Growth Boundary east of Interstate 5.

[2] The City uses the 1999-2006 period for analysis due to limited availability of permit data that can be cross-referenced to tax lot data to develop density estimates. Moreover, the 1990 and 2000 Census provides an accurate source for analysis of housing mix trends during the 1990s.

ORGANIZATION

The rest of this report is organized as follows:

- **Chapter 2, Framework For A Housing Needs Analysis,** describes the theoretical and policy underpinnings of conducting a Goal 10 housing needs analysis for Oregon cities.
- **Chapter 3, Residential Land Inventory,** describes the supply of residential land available to meet the 20-year need for housing.
- **Chapter 4, Historical Development Trends,** summarizes building permit and subdivision data to evaluate residential development by density and mix for the period beginning September 1, 1988, through June 30, 2000.
- **Chapter 5, Housing Needs Analysis,** presents a housing needs analysis consistent with HB 2709 requirements and the HB 2709 Workbook.
- **Chapter 6, Comparison of Supply and Need,** compares buildable land supply with estimated housing need.

The report also includes two appendices:

- **Appendix A, Context for Assessing Housing Needs** provides an overview of planning for housing and typical local policy objectives related to affordable housing.
- **Appendix B, National and Regional Housing Trends** presents research ECO has performed over the course of several years describing key factors affecting housing at the national and regional level.

Chapter 2 Framework for a Housing Needs Analysis[3]

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenity (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced by both economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in Lane County and Springfield are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built between 2010 and 2030.

The complexity of a housing market is a reality, but it does not obviate the need for some type of forecast of future housing demand and need, and its implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

OREGON HOUSING POLICY

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008). Goal 10 requires incorporated cities to complete an inventory of buildable residential lands

[3] This chapter is based on studies ECONorthwest has completed for other Oregon cities and regions.

and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels." ORS 197.303 defines needed housing types:

(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;

(b) Government assisted housing;[4]

(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and

(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

ORS 197.296 defines factors to establish sufficiency of buildable lands within urban growth boundary and requires analysis and determination of residential housing patterns. It applies to cities with populations of 25,000 or more and requires cities to:

- Demonstrate that its comprehensive plan or regional plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years (ORS 197.296(2));

- Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands (ORS 197.296(3)(a)); and

- Conduct an analysis of housing need by type and density range to determine the number of units and amount of land needed for each needed housing type for the next 20 years (197.296(3)(b)).

ORS 197.296 also defines a process for cities to following when considering UGB expansions to meet identified residential needs. ORS 197.296(6) requires cities to take one or more of the following actions if the housing need is greater than the housing capacity to accommodate the additional housing need:

a. Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process,

[4] Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

the local government must consider the effects of "land use efficiency measures." The amendment must include sufficient land reasonably necessary to accommodate the siting of new public school facilities;

b. Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary; or

c. Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

ORS 197.296 is also explicit about what must be considered in a housing needs analysis and the buildable lands inventory. For the purpose of the inventory, "buildable lands" includes:

(A) Vacant lands planned or zoned for residential use;

(B) Partially vacant lands planned or zoned for residential use;

(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and

(D) Lands that may be used for residential infill or redevelopment.

To visually display the buildable lands inventory, the inventory includes a map that identifies lands that are vacant, partially vacant, or designated for mixed-use development.

The needs analysis includes an analysis of historical housing density and mix. This analysis, which must include data in the last periodic review or five years, whichever is greater.[5]

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

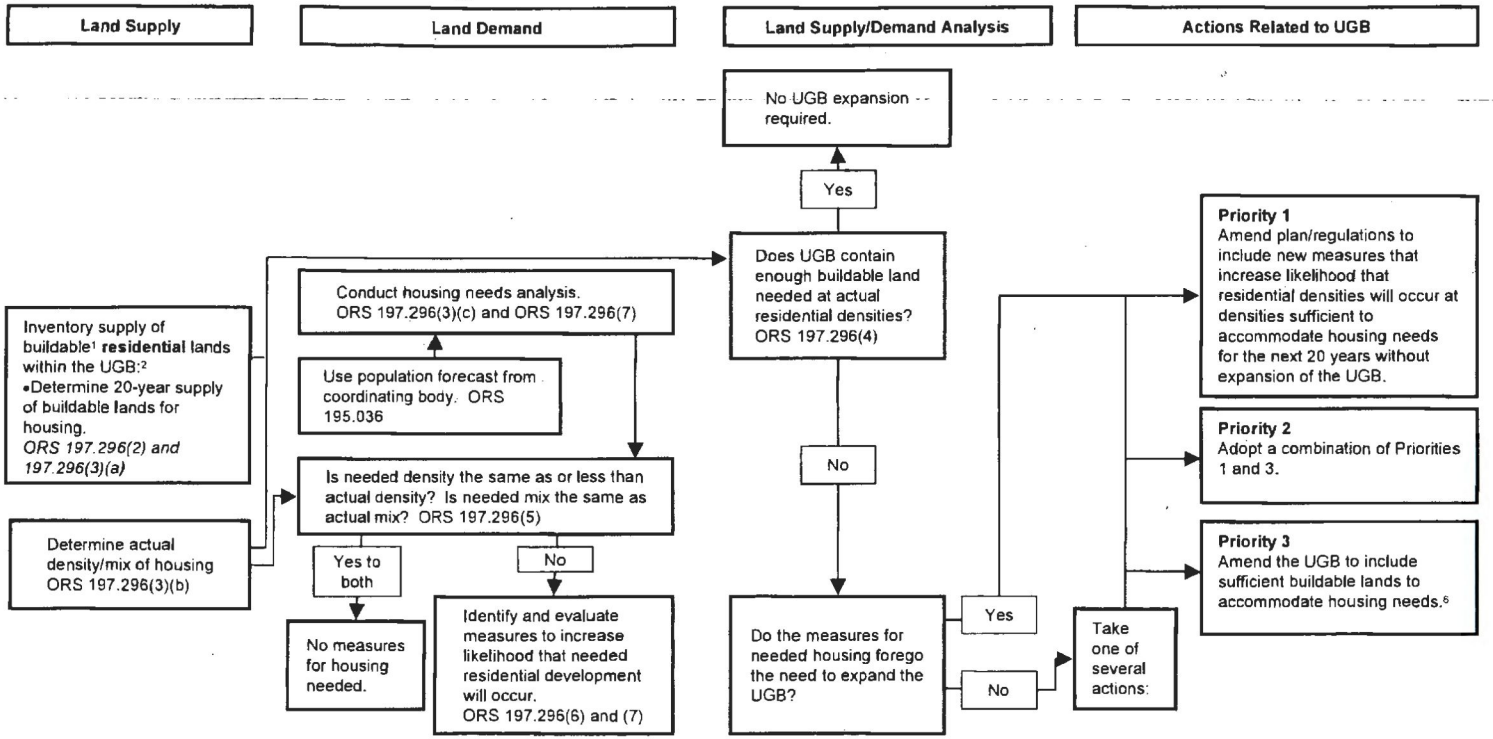
(D) Economic trends and cycles; and

[5] A local government can make a determination to use a shorter time period than the time period described if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years.

(E) The number, density and average mix of housing types that have occurred on the buildable lands.

Figure 2-1 provides a graphic representation of the housing needs analysis process as defined in ORS 197.296.

Figure 2-1. Process for determining the sufficiency of residential lands



Footnotes:

1 Buildable lands means vacant and redevelop-able lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. ORS 197.295(2)

2 Goal 14 requires UGB amendments to be adopted by City and County County. OAR 660-015-0000(14)

Chapter 3

Residential Land Inventory

The residential lands inventory is intended to identify lands that are available for development within the UGB. The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the density of development.

This chapter presents the *residential* buildable lands inventory for the City of Springfield.[6] The results are based on analysis of Geographic Information System data provided by City of Springfield GIS and Lane County Assessment data. The analysis also used aerial orthophotographs for verification.

METHODS, DEFINITIONS, AND ASSUMPTIONS

The first step of the residential buildable lands inventory was to identify the "land base." The land base includes all lands in the Springfield portion of the Metro UGB that are either fully or partially within a residential plan designation. The following plan designations were included in the residential land base:

- High Density Residential
- Medium Density Residential
- Low Density Residential

The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study. The draft acreages presented in this chapter utilize the definitions and assumptions and also incorporate more detailed information from the Lane County Assessor's Office to determine the character of the parcels.

Property Class and Stat Class codes from the Lane County Assessor's Office were used to help determine if a property is vacant and what type of structure (if any) is present on the land. Property Class is a three digit code to define the current use of the land (residential, commercial, industrial, multi-family, etc) and whether is vacant or developed. Stat Class is also a three digit code used by the Assessor's Office to describe the type of structure on a parcel (single-family home, multi-family structure, agricultural outbuilding, etc.). Aerial Photos were

[6] The residential buildable lands inventory was a collaborative effort between City of Springfield staff and ECONorthwest.

also used in some cases to help determine presence and extent of development on a site if other information was not clear.

A key step in the buildable lands analysis was to classify each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories:

- *Vacant Land.* This category includes parcels with no structures or with structures with a value of less than $10,000; parcels have not been precluded from development by a conditional use permit (CUP) or other commitment.

- *Partially Vacant Land.* This category includes parcels over 0.5 acre in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the "Unbuildable, Not Serviceable" land definition.

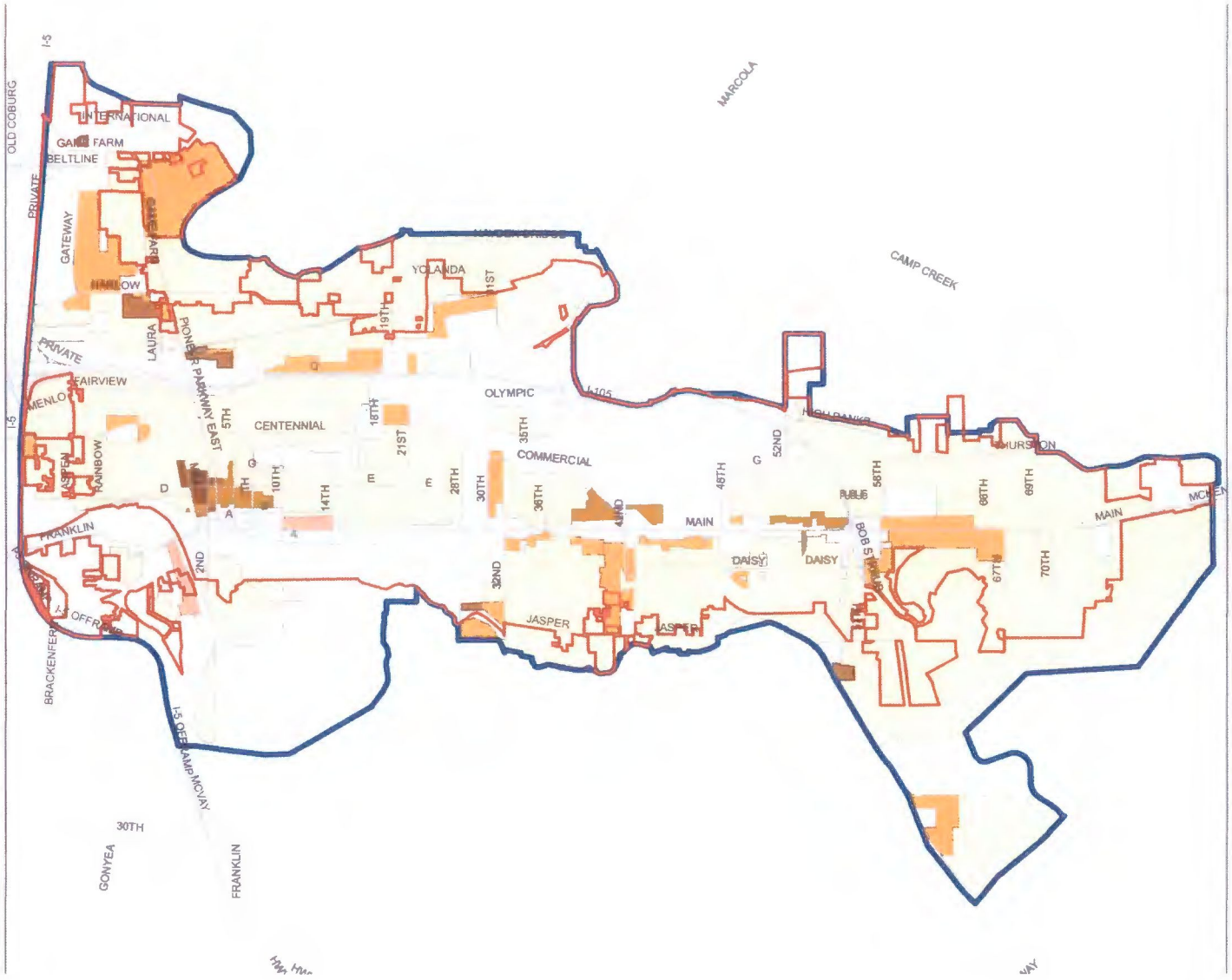
- *Unbuildable, Not Serviceable Land.* This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.

- *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

- *Potentially redevelopable land.* Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Rather than speculating on which lands will redevelop during the planning period, Springfield uses historical rates of redevelopment as the basis for estimating how much redevelopment will occur during the planning period.

The initial classifications, while not perfect, provided a starting point. The initial classification was used to help City staff to define a list of parcels that meet the assumptions and criteria in the definitions listed below. The next step in the process was verification. City staff and ECONorthwest spent considerable effort to review and verify land classifications. Verification steps included review of classifications on top of 2008 aerial photographs, cross referencing data with LCOG land use data, and in selected instances, field verification.

The land classifications result in identification of lands that are vacant or partially vacant. The inventory includes all lands within the Springfield UGB. Public and semi-public lands are generally considered unavailable for development. Map 3-1 shows *residential* lands by plan designation within the Springfield UGB.



Residential Land by Plan Designation

City of Springfield

Oregon

Legend

- City Limits
- Urban Growth Boundary

Plan Designation

- High Density Residential
- Low Density Residential
- Medium Density Res Mixed
- Medium Density Residential

RESULTS

LAND BASE

The first step in the residential land inventory was to determine the land base. This step was necessary because the inventory only covers a subset of land in the Springfield UGB. The land base is the subset of tax lots that fall within the plan designations included in the residential portion of the inventory.

Table 3-1 shows acres within the Springfield UGB and city limits in 2008. According to the City GIS data, Springfield has about 14,603 acres within its UGB. Of the 14,603 acres, 12,139 acres (about 83%) are in tax lots. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its City Limits; of these 8,060 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 4,645 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.

Table 3-1. Acres in Springfield UGB and City Limit, 2008

Area	Tax Lots	Total Acres	Acres in Tax Lots	Percent in Tax Lots
City Limits	19,477	9,958	8,060	81%
Urban Growth Area	3,150	4,645	4,079	88%
Total	**22,627**	**14,603**	**12,139**	**83%**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Urban Growth Area is the unincorporated area between the City Limits and Urban Growth Boundary

Table 3-1 summarizes all land in the Springfield UGB. The next step is to identify the residential land base (e.g., lands with plan designations that allow housing or "residential lands"). The land base includes traditional residential designations, as well as mixed-use designations. Note that not all of the land in mixed-use designations will be used for employment.

Table 3-2 shows that about 7,482 acres within the Springfield UGB is included in the residential land base. Thus, about 62% of land within the Springfield UGB is included in the residential land base. The database includes all land in tax lots that have any portion that is in a residential plan designation.

Table 3-2. Lands designated for residential uses, Springfield UGB, 2008

Area	Value
Springfield UGB	
Number of Tax Lots	22,627
Acres in Tax Lots	12,139
Springfield CIBL	
Tax Lots in Residential Designations	20,159
Acres in Land Base in Residential Designations	7,482

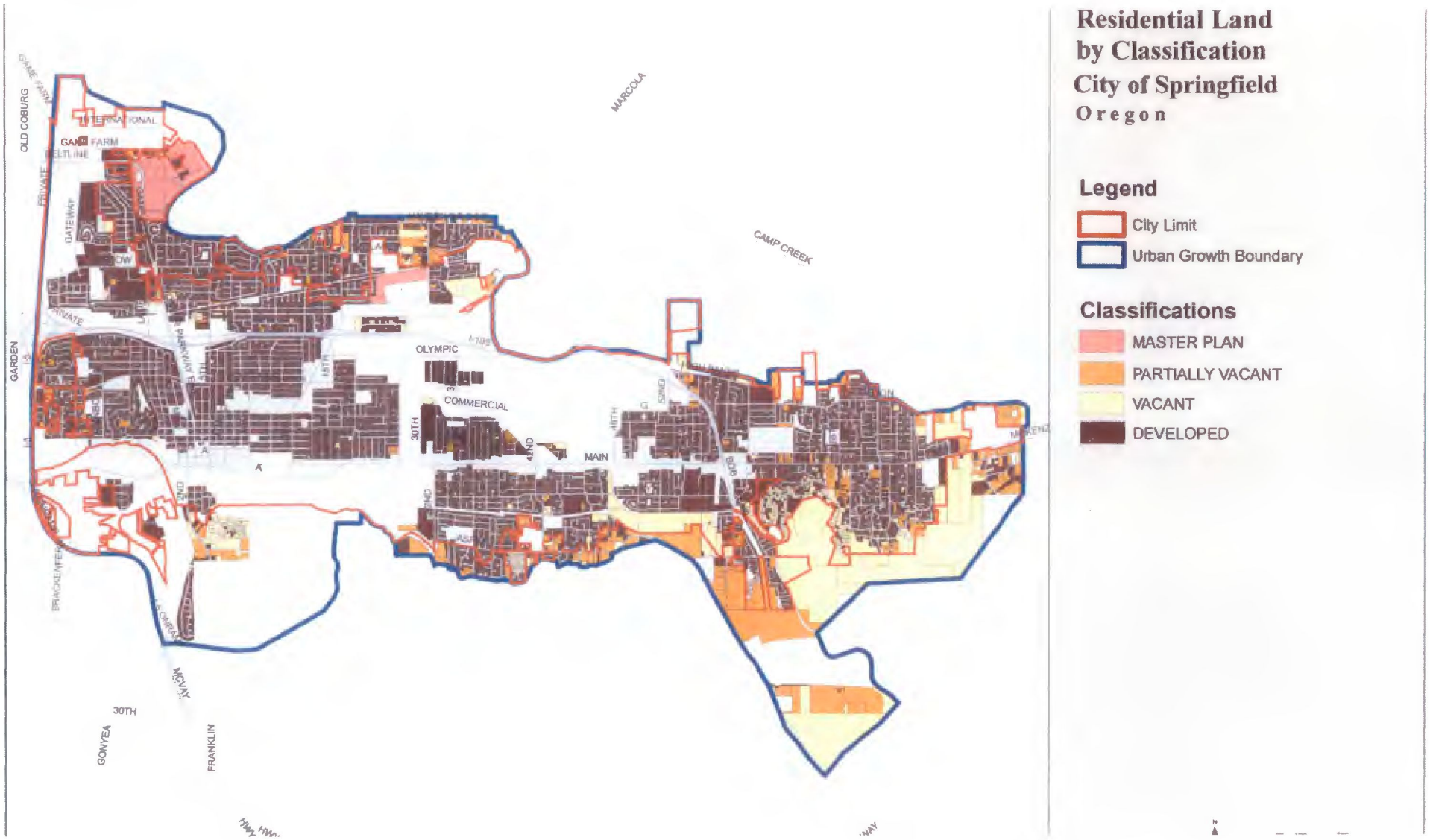
Source: analysis by ECONorthwest

Table 3-3 shows residential acres by classification and constraint status for the Springfield UGB in 2009. Analysis by constraint status (the table columns) shows that about 4,832 acres are classified as built or committed (e.g., unavailable for development), 1,203 acres were classified as constrained, and 1,447 were classified as vacant buildable.

Table 3-3. Residential acres by classification, Springfield UGB, 2009

			Land not avialable for housing		Land available for housing	
Classification	Tax Lots	Total Ac	Developed Ac	Constrained Ac	Buildable Ac	Capacity (DU)
Land with no development capacity						
Developed	18,745	4,408	4,124	284	0	0
Park/School	96	335	314	21	0	0
Public	58	79	35	44	0	0
Right of Way	145	175	145	30	0	0
Subtotal	**19,044**	**4,997**	**4,618**	**379**	**0**	**0**
Land with development capacity						
Master Planned	18	151	138	13	See notes	1,248
Partially Vacant	234	841	77	170	595	3,206
Vacant	863	1,493	0	641	852	4,039
Subtotal	**1,115**	**2,485**	**214**	**824**	**1,447**	**8,493**
Total	**20,159**	**7,482**	**4,832**	**1,202**	**1,447**	**8,493**

Source: City of Springfield data; analysis by ECONorthwest
Note: No buildable acres are shown for master planned areas because the master plan identifies the number of dwelling units. This capacity is reflected in Table 3-7.


Residential Land
by Classification
City of Springfield
Oregon
Legend
City Limit
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
DEVELOPED
MARCOLA
CAMP CREEK
OLD COBURG
GARDEN
OLYMPIC
COMMERCIAL
MAIN
30TH
42ND
MOVAY
FRANKLIN
GONYEA

VACANT BUILDABLE LAND

The next step in the buildable land inventory is to net out portions of vacant tax lots that are unavailable for development. Areas unavailable for development fall into two categories: (1) developed areas of partially vacant tax lots, and (2) areas with physical constraints (in this instance areas with steep slopes, waterway buffers, or wetlands).

Table 3-4 shows land with development capacity by constraint status. The data show that about 214 acres within tax lots with development capacity are developed. An additional 824 acres have development constraints that are unbuildable, leaving about 1,447 vacant buildable residential acres within the UGB.

Table 3-4. Residential land with development capacity by constraint status, Springfield UGB, 2009

			Acres unavailable for housing		
Classification	Tax Lots	Acres in Tax Lots	Developed Acres	Unbuildable Acres	Buildable Acres
Master Planned	18	151	138	13	See notes
Partially Vacant	234	841	77	170	595
Vacant	863	1,493	0	641	852
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

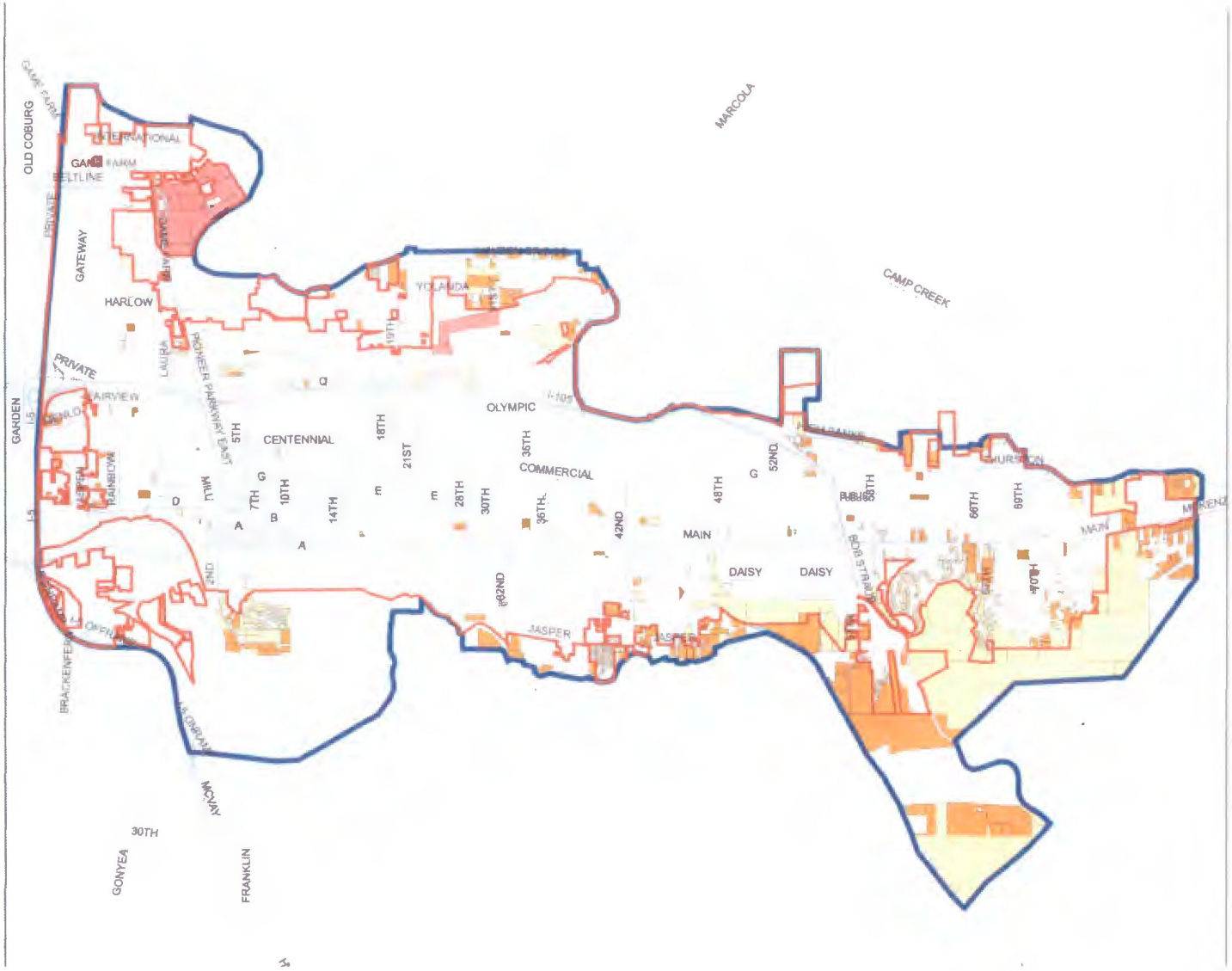
Source: City of Springfield GIS data; analysis by ECONorthwest
Note: No buildable acres are shown for master planned areas because the master plan identifies the number of dwelling units. This capacity is reflected in Table 3-7.

Table 3-5 shows vacant land by plan designation. Map 3-3 shows the location of vacant land by plan designation. Map 3-4 shows vacant land with constraints that are unbuildable.

Table 3-5. Residential land with development capacity by plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residential	126	329	142	58	128
High Density Residential	8	19	1	0	18
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

Source: City of Springfield GIS data; analysis by ECONorthwest



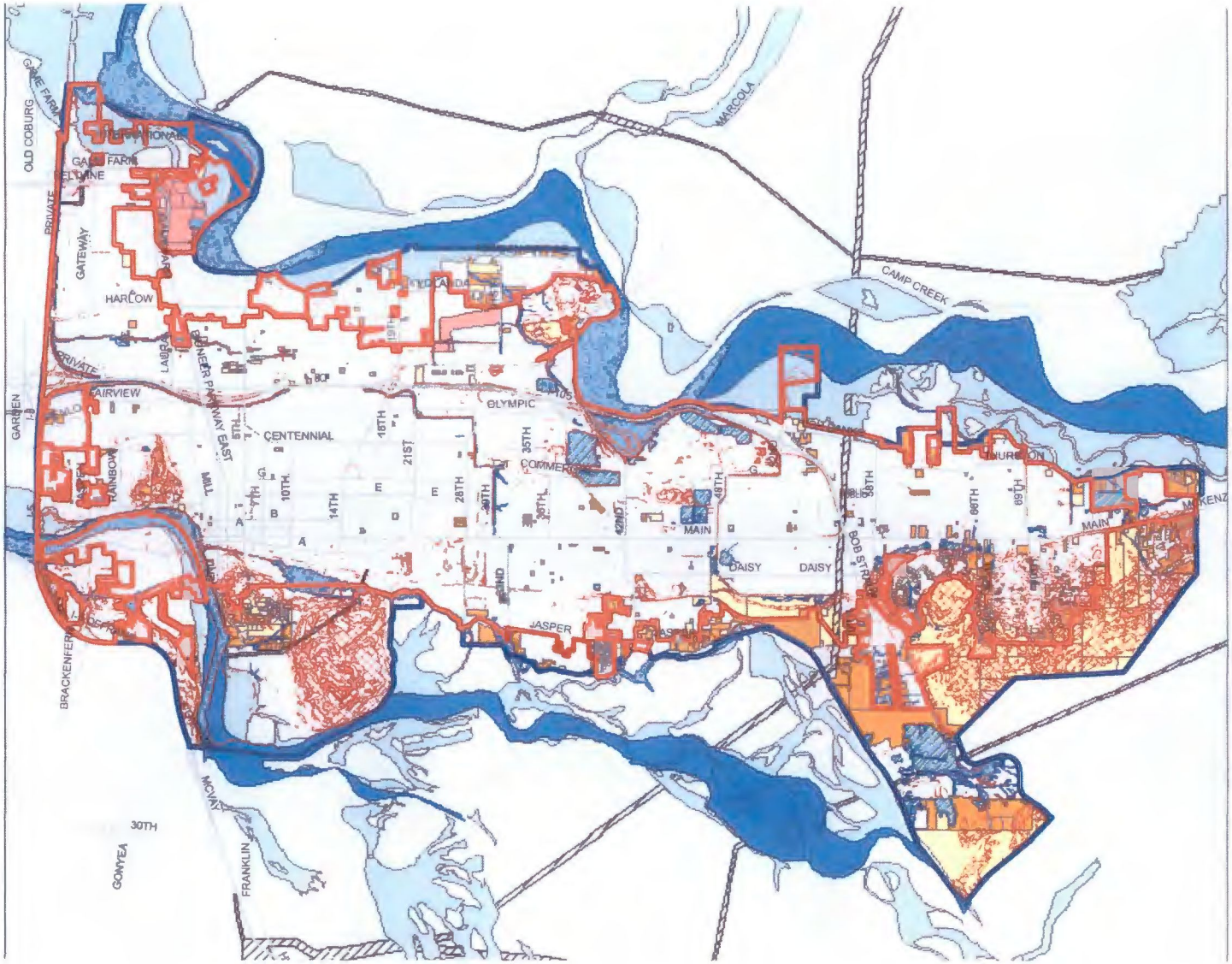
Residential Land by Classification City of Springfield Oregon

Legend

- City Limits
- Urban Growth Boundary

Classifications

- MASTER PLAN
- PARTIALLY VACANT
- VACANT



Residential Land by Classification and Constraint Status

City of Springfield

Oregon

Legend

- City Limit
- Urban Growth Boundary

Classifications

- MASTER PLAN
- PARTIALLY VACANT
- VACANT

Constraints

- Slope >25%
- Riparian Resource Areas
- Floodway
- 100-yr Floodplain
- Wetlands
- BPA Easement

REDEVELOPMENT POTENTIAL

Redevelopment potential addresses land that is classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. Different studies use different improvement to land value ratio thresholds.

This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield.

Springfield uses a demand-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates as described below.

Lane Council of Governments (LCOG) maintains a database that tracks all addresses and the attributes of the address, including: the record creation date, the type of residential use (e.g. single-family, duplex), the spatial location of the address, and other information. LCOG has stated that this information can be used in combination with building permit reports, Lane County tax assessor's data, and other boundary information for to estimate rates of residential redevelopment. The address database has a high degree of accuracy and is used for a variety of purposes, including emergency responses to 911 calls.

Analysis of historical redevelopment of residential lands provides context for determining how much redevelopment will occur over the 20-year planning period. Specifically, the analysis addressed redevelopment by analyzing new dwellings on developed lots. This includes lots that had addresses coded before 1999 and received additional addresses after 1999. In other words, it focuses on lands that were identified as "developed" in the buildable lands inventory, but had additional residential development in the 1999-2008 period.

The analysis found 102 new dwellings were added on developed lots between 1999 and 2008. This is about 4% of 2,860 dwellings added in Springfield during this period. Of the 102 new dwellings added, 32 were on land designated for Commercial Mixed Use, and 70 were on land designated Medium Density Residential.

Based on the analysis above, the City assumes that residential redevelopment rates will increase slightly over the planning period to 5% of needed new dwellings. The analysis presented in Chapter 5 (Table 5-30) shows that the City will need 5,920 new dwellings over the planning period. Applying the 5% redevelopment assumption to the 5,920 needed units yields 296 dwellings that will be allocated to land that is already developed. In other words, these 296 units will not need new vacant land.

RESIDENTIAL CAPACITY

The final step in a residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).[7] This yields a total of 1,468 buildable acres.

Table 3-7 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-30 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). These figures are derived from the city-approved master plans for both of these developments.

Table 3-7 shows that Springfield has capacity for 9,018 dwelling units within the existing UGB. Note that this figure includes capacity for 8,722 dwellings on vacant land an additional 296 units through redevelopment.

Table 3-7. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
Low Density Residential	1,301	5,379	60%
Medium Density Residential	128	2,718	30%
High Density Residential	18	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	296	3%
Total	**1,468**	**9,018**	**100%**

Source: City of Springfield residential BLI; analysis by ECONorthwest
Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

[7] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

Chapter 4 Historical Development Trends

Analysis of historical development trends in Springfield provides insights into how the local housing market functions. The housing type mix and density are also key variables in forecasting future land need. Moreover, such an analysis is required by ORS 197.296. The specific steps are described in Task 2 of the DLCD HB 2709 Workbook:

1. Determine the time period for which the data must be gathered
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.[8]

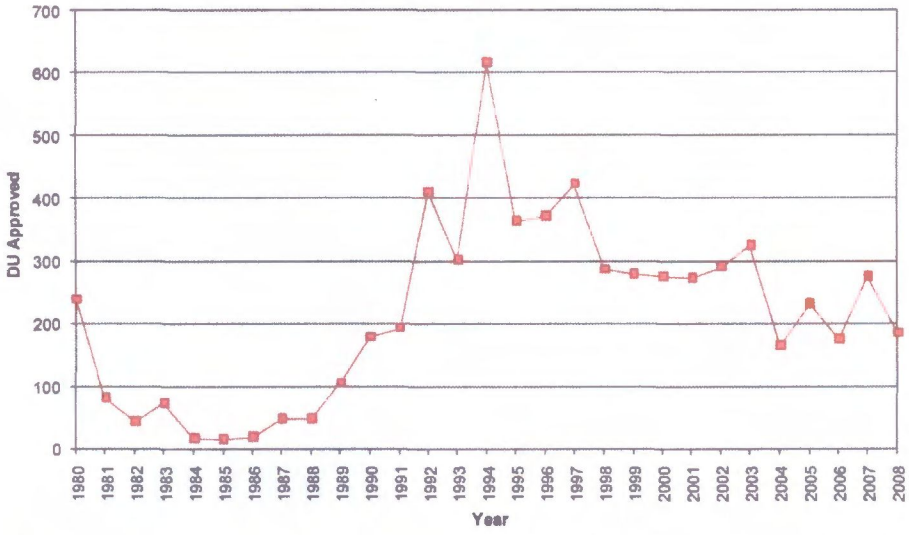
The City of Springfield used the 1999- July 2008 period for this analysis. The rationale for using this period is that permit data prior to 1999 could not be associated with tax lots to develop density estimates. Moreover, the most recent housing needs analysis and inventory for the Eugene-Springfield Metropolitan Area was conducted in 1999. With respect to housing mix, the 1990 and 2000 Census provide more accurate counts.

RESIDENTIAL DEVELOPMENT TRENDS

Figure 4-1 shows dwelling units approved in the Springfield city limits between 1980 and July 2008. Springfield approved 5,836 dwellings during this 26-year period. The number of dwellings approved annually ranges from a low of 14 in 1985 to a high of 616 in 1994. Springfield averaged about 217 dwelling unit approvals per year during this period. The rate of development, however, shows considerable variation from year to year. That variation can be largely tied to economic conditions in the region.

[8] Specifically, ORS 197.296(5) (b) states: "A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years."

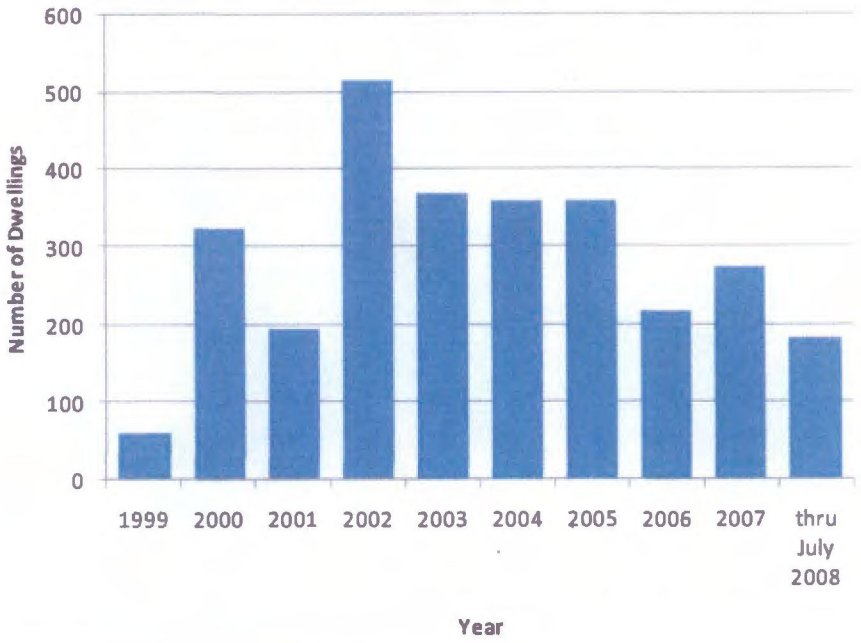
Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, 1980 – July 2008



Source: City of Springfield Planning Department, 2008
Note: 2008 includes January through July.

Between July 1999 and July 2008, Springfield issued a total of 1,971 building permits for new residential construction that allowed 2,860 dwelling units. Figure 4-1 shows that the number of dwelling units approved varies from year to year and peaked at 515 in 2002. The number of dwellings approved was slower in 1999 and 2001. Between 2003 and 2005, the number of dwellings approved remained relatively steady at around 360 annually. By 2006, residential permits reflected the downturn in the national housing market, but still remained relatively strong averaging around 200 permits per year.

Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, July 1999 – July 2008



Source: City of Springfield Planning Department, 2006

Table 4-1 shows dwelling units approved through building permits issued for new residential construction by type within Springfield. The data indicate that about 54% of residential dwellings approved were for single-family detached dwellings, manufactured homes accounted for about 10% of all permits issued, and multifamily housing of all types accounted for 36% of permits issued.

Table 4-1. Dwelling units approved through building permits issued for new residential construction by type, Springfield, July 1999 – July 2008

Year	Single Family	Manufact-ured Home	Duplex	Tri-Plex	Four-Plex	Apart-ment	Total Units
1999	30	9	22	0	0	0	61
2000	209	38	30	3	4	40	324
2001	121	46	16	6	0	6	195
2002	252	45	14	0	4	200	515
2003	230	31	18	6	84	0	369
2004	155	26	38	6	12	122	359
2005	144	31	38	6	140	0	359
2006	116	27	17	3	56	0	219
2007	180		30	0	4	61	275
thru July 2008	92	27	10	0	0	55	184
Total Units	**1529**	**280**	**233**	**30**	**304**	**484**	**2860**
% of Units	**53.5%**	**9.8%**	**8.1%**	**1.0%**	**10.6%**	**16.9%**	**100.0%**

Source: City of Springfield Planning Department, 2006

TRENDS IN HOUSING MIX AND TENURE

The housing mix by type (i.e., percentage of single family, multi-family, and mobile/manufactured home units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, demographic characteristics, and amount of land zoned to allow different housing types and densities.

Table 4-2 shows changes in Springfield's housing mix from 1990-2000. Between 1990 and 2000, Springfield increased its housing stock by 19%, adding 3,451 dwelling units. The mix of housing did not change substantially. In 1990 and 2000, 54% of dwelling units were single-family detached units. Over the ten-year period, Springfield added more than 2,000 single- family detached dwellings.

Thirty-one percent of the new dwellings added between 1990 to 2000 were multifamily or manufactured. However, the share of these more affordable housing types did not increase in Springfield over the ten-year period. In 1990, these housing types accounted for 37% of the housing stock and in 2000 they accounted for 37% of the housing stock.

With respect to tenure, Springfield experienced a 4% increase in the ownership rate between 1990 and 2000. About 49% of housing in the Springfield city limits was owner-occupied in 1990 and 54% was owner-occupied in 2000. Homeownership rates in Springfield are lower than County and State averages. In 1990, about 61% of homes were owner-occupied in Lane County, a figure that increased to 63% by 2000. State homeownership rates were 63% in 1990 and 64% in 2000.

Table 4-2. Dwelling units by type and tenure, Springfield city limits, 1990 and 2000

	1990 Census		2000 Census		New DU 90-00		
Housing Units	Number	Percent	Number	Percent	Number	Percent	% Increase
Single-family detached	9,687	53.5%	11,721	54.3%	2,034	58.9%	21%
Single-family attached	1,755	9.7%	1,794	8.3%	39	1.1%	2%
Multifamily	4,777	26.3%	6,118	28.4%	1,341	38.9%	28%
Mobile/Manufactured	1,902	10.5%	1,939	9.0%	37	1.1%	2%
Total housing units	**18,121**	**100.0%**	**21,572**	**100.0%**	**3,451**	**100.0%**	**19%**
Occupied Housing Units	**17,447**	**100.0%**	**20,514**	**100.0%**	**3,067**	**100.0%**	**18%**
Owner-occupied	8,599	49.3%	10,987	53.6%	2,388	77.9%	28%
Renter-occupied	8,848	50.7%	9,527	46.4%	679	22.1%	8%

Source: U.S. Census of Population and Housing; SF-3 1990 and 2000.

Table 4-3 shows type of dwelling by tenure (owner/renter-occupied) in 2000. The results show that single-family and manufactured housing types have a much higher ownership rate than other housing types—about 95% of owner-occupied units were in these housing types. Multifamily housing types, including duplexes were predominately renter occupied. It is also notable that 88% of the single-family attached dwellings were renter occupied. By contrast, 20% of single-family detached and 13% of mobile homes were renter occupied in 2000.

Table 4-3. Housing units by type and tenure, Springfield city limits, 2000

	Owner-Occupied			Renter-Occupied			Total	
Housing Type	Number	% by Tenure	% by Type	Number	% by Tenure	% by Type	Number	% by Type
Single-family detached	8,989	80%	82%	2,219	20%	23%	11,208	55%
Single-family attached	204	12%	2%	1,494	88%	16%	1,698	8%
Multifamily-duplex	118	10%	1%	1,113	90%	12%	1,231	6%
Multifamily-3+ units	89	2%	1%	4,447	98%	47%	4,536	22%
Mobile home	1,581	87%	14%	244	13%	2%	1,825	9%
Total	**10,981**	**54%**	**100%**	**9,517**	**46%**	**100%**	**20,498**	**100%**

Source: US Census 2000, Summary File 3; Percentages calculated by ECONorthwest.
Note: Total number of units is slightly different than reported in Table 4-2 due to different data sources (this table uses Summary File 3 sample data; Table 9.30.2 uses Summary File 1, 100% count data.

Table 4-4 shows changes in Springfield's housing mix from 2000-July 2008 based on 2000 Census and residential building permit data provided by the City of Springfield. Between 2000 and July 2008, Springfield increased its housing stock about 13%, adding 2,799 dwelling units. The mix of housing changed slightly, with multifamily dwellings accounting for about 0.9% greater share in July 2008 than 2000.

Table 4-4. Estimated dwelling units by type, Springfield city limits, 2000 and July 2008

	2000 Census		2006 Est.		New DU 00-06		
Housing Units	Number	Percent	Number	Percent	Number	Percent	% Increase
Single-family detached	11,721	54.3%	13,220	54.2%	1,499	53.6%	13%
Single-family attached	1,794	8.3%	1,794	7.4%	na	na	0%
Multifamily	6,118	28.4%	7,147	29.3%	1,029	36.8%	17%
Mobile/Manufactured	1,939	9.0%	2,210	9.1%	271	9.7%	14%
Total housing units	**21,572**	**100.0%**	**24,371**	**100.0%**	**2,799**	**100.0%**	**13%**

Source: U.S. Census of Population and Housing; SF-3 1990 and 2000; City of Springfield Building Permit Data, 2006.

Note: the City building permit data does not distinguish between single-family attached and detached dwellings. Thus, the 2008 estimate probably overestimates single-family detached dwellings and underestimates single-family attached dwellings.

DENSITY

Table 4-5 summarizes approved *net* residential densities by housing type from July 1999 through July 2008. During this period, 2,860 dwelling units were approved by residential building permits. The dwellings are associated with individual tax lots to calculate the net residential density (expressed in dwelling units per acre).[9] This development consumed 436.3 net vacant acres. New housing in Springfield developed at an average net density of 6.6 dwelling units per net buildable acre between 1999 and July 2008.

The data indicate that single-family detached housing types averaged a density of 5.4 dwelling units per net acre, while manufactured homes achieved a lower density of 4.6 dwelling units per net acre. Multifamily housing types show more variation—from 25 units per net acre for triplexes, to 8.5 dwelling units per net acre for fourplexes, and 24.4 dwellings per net acre for apartment buildings with five or more units.

[9] OAR 660-024-0040(9) defines a net buildable acre as follows: For purposes of this rule, a "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.

Table 4-5. Actual residential density by housing type, in net acres, Springfield, July 1999 – July 2008

Housing Type	Dwelling Units	Percent of DU	Net Acres	DU/Net Acre
Single-Family Detached	1,529	53%	280.7	5.4
Manufactured Home	280	10%	61.2	4.6
Duplex	233	8%	37.5	6.2
Triplex	30	1%	1.2	25.0
Fourplex	304	11%	35.9	8.5
Apartments 5+ Units	484	17%	19.8	24.4
Total	**2,860**	**100%**	**436.3**	**6.6**

Source: City of Springfield building permit data

Chapter 5 Housing Demand and Need

Chapter 2 described the framework for conducting a housing "needs" analysis. ORS 197.296 (HB 2709) requires cities over 25,000 or fast growing cities to conduct a housing needs analysis. A recommended approach is described in Task 3 of the HB 2709 Workbook. The specific steps in the housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

STEP 1: PROJECT NUMBER OF NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS

Step 1 in the housing needs analysis is to project the number of *new* housing units needed during the planning period. This section describes the key assumptions and estimates of new housing units needed in Springfield between 2000 and 2020.

POPULATION

Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2010 and 2030.

Table 5-1 shows the coordinated population forecast for the Springfield city limit, urban area (the area between the city limit and UGB), and the UGB for 2010 to 2030. The UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table 5-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
Change 2010-2030			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

PERSONS IN GROUP QUARTERS

Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically backed out of the population forecast for the purpose of estimating housing need. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, one assumes that any new requirements for these lodging types will be met by institutions (colleges, state agencies, health-care corporations) operating outside what is typically defined as the housing market. Group quarters, however, require land and are typically built at densities that are comparable to multiple-family dwellings.

Table 5-2 shows persons in group quarters in the City of Springfield as reported by the 1980, 1990, and 2000 Census.

Table 5-2. Persons in group quarters, City of Springfield, 1980, 1990, and 2000

VARIABLE	1980	1990	2000
Total Population	41,621	44,683	52,864
Persons in Group Quarters	184	298	635
Percent in Group Quarters	0.44%	0.67%	1.20%

Source: U.S. Census of Population and Housing, Summary File 1

For the purpose of estimating housing needs for Springfield, ECO assumed that 2% of new persons (291 persons) will reside in group quarters. This assumption reflects the trend shown in Table 5-2. The majority of these new persons will live in assisted living quarters.

A final note on persons in group quarters: persons in group quarters require land. While the Planning for Residential Growth workbook backs this component of the population out of total population that needs housing, it does not otherwise make accommodations for land demand for new group quarters. For the purpose of this analysis, we assume that persons in group quarters require land at

approximately the same density as multiple family housing. Land needed for group quarters is estimated at the end of this chapter.

HOUSEHOLD SIZE AND COMPOSITION

Twenty years ago, traditional families (married couple, with one or more children at home) accounted for 29% of all households in Oregon. In 1990 that percentage had dropped to 25%. It will likely continue to fall, but probably not as dramatically. The average household size in Oregon was 2.60 in 1980 and 2.52 in 1990. One and two person households made up the majority of Oregon households in 1990. The direct impact of decreasing household size on housing demand is that smaller households means more households, which means a need for more housing units even if population were not growing.

Table 5-3 shows average household size for Springfield as reported by the 1980, 1990, and 2000 Census. OAR 660-024-0040(7)(a) established a "safe harbor" assumption for average household size—which is the figure from the most recent Census (2.54 persons). The estimate of future housing needs uses an average household size of 2.54 persons, as allowed by the safe harbor.

Table 5-3. Average household size, Springfield, 1980, 1990 and 2000

Year	Average household size
1980	2.57
1990	2.54
2000	2.54

Source: U.S. Census of Population and Housing, Summary File 1

VACANCY RATE

Vacant units are the final variable in the basic housing need model. Vacancy rates are cyclical and represent the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units.

Table 5-4 shows that the average vacancy rate for Springfield varies by time period. The most recent Census showed an overall vacancy rate of 5%. The HCS housing needs model, however, requires separate vacancy rate figures for single-family and multifamily units. The vacancy rate in 2000 was 4.7% for single-family units and 5.7% for multifamily units.

Table 5-4. Average vacancy rate, Springfield, 1980, 1990 and 2000

Variable	1980	1990	2000
Housing Units	17,469	18,121	21,500
Occupied Housing Units	16,173	17,447	20,426
Vacant Housing Units	1,296	674	1,074
Vacancy Rate	7.42%	3.72%	5.00%

Source: U.S. Census of Population and Housing, Summary File 1

Thus study assumes an average vacancy rate of 5%--the same figure as reported in the 2000 Census. The countywide vacancy rate was 6.1% in 2000.

FORECAST OF NEW HOUSING UNITS, 2010-2030

The preceding analysis leads to a forecast of new housing units likely to be built in Springfield during the 2010 to 2030 period. Based on the assumptions shown in Table 5-5, Springfield will need 5,920 new dwelling units to accommodate forecast population growth between 2010 and 2030. These figures do not include new group quarters. The forecast assumes 60% will be single-family housing types (single-family detached and manufactured) and 40% will be multifamily. The rationale for the household mix is described in the housing needs analysis section of this chapter.

The results indicate that Springfield will need to issue permits for about 296 new dwelling units annually during the planning period. This figure is consistent with the 300 dwelling units approved annually during the 1999 to July 2008 period, but is still significantly below the 515 dwellings approved in 2002.

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Table 5-5. Demand for new housing units, Springfield UGB, 2010-2030

Variable	Assumptions / Results
Change in persons	14,577
minus Change in persons in group quarters	291
equals Persons in households	14,286
Average household size	2.54
New occupied DU	5,624
Average vacancy rate	5%
Total new DU	5,920
Single-family dwelling units	
Percent single-family DU	60%
New occupied single-family DU	3,552
Multiple family dwelling units	
Percent multiple family DU	40%
New occupied multiple-family DU	2,368
Totals	
equals Total new occupied dwelling units	5,920
Dwelling units needed annually	296

Source: Calculations by ECONorthwest based on safe harbor population forecast and assumptions described above.

STEP 2: IDENTIFY RELEVANT NATIONAL, STATE, AND LOCAL DEMOGRAPHIC AND ECONOMIC TRENDS AND FACTORS THAT MAY AFFECT THE 20-YEAR PROJECTION OF STRUCTURE TYPE MIX

NATIONAL HOUSING TRENDS

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from The *State of the Nation's Housing, 2008* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

> "Housing markets contracted for a second straight year in 2007. The national median single-family home price fell in nominal terms for the first time in 40 years of recordkeeping, leaving several million homeowners with properties worth less than their mortgages. With the economy softening and many home loans resetting to higher rates, an increasing number of owners had difficulty keeping current on their payments. Mortgage performance—especially on subprime loans with adjustable rates—eroded badly. Lenders responded by tightening underwriting standards and demanding a higher risk premium, accelerating the ongoing slide in sales and starts.

> "It is still uncertain how far, and for how long, the housing crisis will drive down household growth. Regardless, given the solid underpinnings of long-term demand—including the recent strength of immigration and the aging of the echo-boom generation into young adulthood—household growth will pick up again once the economy recovers. But if the nation suffers a prolonged economic downturn that results in lower immigration and more doubling up, household growth in 2010-2020 may fall short of the 14.4 million level currently projected.

This evaluation presents a bleak outlook for housing markets and for homeownership in the short-term brought on by the subprime mortgage crisis. However, the image painted of the future looks brighter, as the increase in housing demand is naturally induced by the growth of the population in the necessary age groups. Following is a summary of key national housing trends:

- By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national sales prices also slowed. By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and fear of recession.

- Homeownership rates are decreasing. After 12 successive years of increases, the national homeownership rate slipped in 2005, again in 2006 to 68.8%, and again in 2007 to 68.1%. The Joint Center for Housing Studies predicts that once the corrections made to work off the housing oversupply and prices start to recover, a return to traditional mortgage products and the strength of natural demand will invigorate the homeownership rate.

- The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured.

- Population increases will drive future demand. The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.4 million units nationally between 2010 and 2020. Nationally, the vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply.

- People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.

- Demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.

- Immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2006, immigrants contributed to over 60% of household growth. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans.

- An aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

- The Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role.

- Ratios of rent to income are forecast to continue to increase. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%. The national trend towards increased rent to income ratios is mirrored regionally in that a salary of two to three times the 2007 Federal minimum wage of $5.85 is needed to afford rents in Lane County.

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units

under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.

- Larger multifamily units. Between 1999 and 2007, the median size of new multiple family dwelling units increased by 15%. The percentage of multifamily units with more than 1,200 sq. ft. increased from 26% to 47% in the western region and from 28% to 50% nationally. The percentage of units with less than 600 sq. ft. stayed at 1% both regionally and nationally.

- More household amenities. Between 1994 and 2007 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census to describe the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;

- Homeownership rates increase as age increases;

- Choice of single-family detached housing types increases as income increases;

- Renters are much more likely to choose multiple family housing types than single-family; and

- Income is a stronger determinate of tenure and housing type choice for all age categories.

STEP 3: DESCRIBE THE DEMOGRAPHIC CHARACTERISTICS OF THE POPULATION AND, IF POSSIBLE, HOUSING TRENDS THAT RELATE TO DEMAND FOR DIFFERENT TYPES OF HOUSING

State and regional demographic and housing trends are important to a thorough understanding of the dynamics of the Springfield housing market. Springfield exists in a regional economy; trends in the region impact the local

housing market. This section documents state and regional demographic and housing trends relevant to Springfield.

DEMOGRAPHIC TRENDS

This section reviews historical demographic trends in the Lane County and Springfield. Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare the Springfield with Lane County and Oregon where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

State Demographic Trends

Oregon's *2006-2010 Consolidated Plan* includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.[10] The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide:

- 11th fastest growing in the United States
- Facing dramatic housing cost increases
- Facing median and adjusted incomes less than those of 1999
- Growing faster than national rates: 4.0% v. 3.3% and expecting a non-entitlement growth during this consolidated plan of about 6%, 82% of which will come from in-migration.
- Increasingly older
- Increasingly diverse
- Increasingly less affluent[11]

Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, analyzed recent demographic changes taking place in Oregon and discussed their implications in a 2006 presentation "Changing Demographics: Impacts to Oregon and the US." Some of Bjelland's most significant findings are summarized below:

- Oregon's **minority population is growing** quickly. Minorities made up 9.2% of the population in 1990 and 16.5% of the population in 2000, a 52% increase.
- **Hispanics and Latinos make up a large share of that population** and their growth rate is higher than non-Hispanics/ Latinos. The growth rate of

[10] http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml

[11] State of Oregon Consolidated Plan, 2006-2010, pg. 23.

Oregon's non-Hispanic/ Latino population between 1990 and 2000 was 15.3% compared to 144.3% for Hispanics and Latinos.

- The **birth rates** of Hispanic/ Latino residents are higher than non-Hispanic/ Latino residents. In 1998, for the US, white non-Hispanic/ Latino residents had a birth rate of 12.3 per 1,000, lower than Asians and Pacific Islanders (16.4 per 1,000), black non-Hispanics (18.2 per 1,000) and Hispanic/ Latino (24.3 per 1,000).
- The share of resident births and deaths in Oregon shows the implications of that birthrate: Hispanic/ Latino residents accounted for 17.4% of births but only 1.4% of deaths in Oregon for 2001. In addition, **Hispanic/ Latino Oregonians are younger than non-Hispanic/ Latino residents**: in 2000, 75.9% of Hispanic/ Latino residents of Oregon are under age 35, compared to 45.7% of non-Hispanic/ Latino residents.
- In Oregon, Hispanic/ Latino **per capita income** in 2005 was only 44% of white per capita income.
- Hispanic/ Latino residents of Oregon become **homeowners** at younger ages than non-Hispanic/ Latino residents. Table 5-6 shows that Hispanic/ Latino Oregonians under 45 have higher homeownership rates than non-Hispanic/ Latino residents.

Table 5-6. Oregon homeownership rates by age of householder, 2000

Age of householder	Non-Hispanic/ Latino	Hispanic/ Latino
25-34	10.2%	25.7%
35-44	20.6%	31.0%
45 and older	68.1%	39.4%

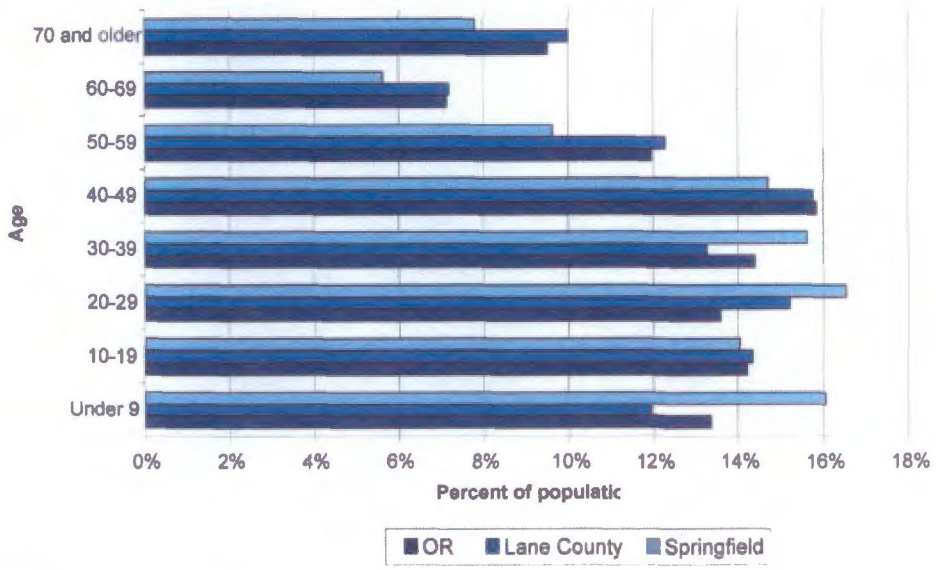
Source: Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, "Changing Demographics: Impacts to Oregon and the US" 2006. He obtained his data from US Census 2000.
Note: Percentages represent percent of households in each age group that own homes; columns do not sum to 100%.

Regional Demographic Trends

Regional demographic trends largely follow the statewide trends discussed above, but provide additional insight into how demographic trends might affect housing in Springfield.

Figure 5-1 shows the populations of Oregon, Lane County, and Springfield by age for 2000. Springfield has a greater proportion of its population less than 40 years old than Oregon and Lane County, especially residents aged 20-29 and under 9 years. Springfield has comparatively fewer residents over 40 than the state.

Figure 5-1. Population distribution by age, Oregon, Lane County, and Springfield, 2000



Source: U.S. Census, 2000

Some outlying communities in the region have populations similar in age distribution to Springfield. Outlying communities with the largest percent of households with children from the 2000 census were: Creswell (41%), Veneta (40%), Junction City (40%), and Coburg (38%). The communities with the smallest percent of households with children were Eugene (27%), Oakridge (28%), and Cottage Grove (35%).

In the communities with larger shares of children, attendance rates of children in elementary school are *not* declining, unlike districts such as Oakridge, McKenzie, and Pleasant Hill. School districts that have experienced increases in the Kindergarten-2nd grade populations are Fern Ridge District 28J (increased since 2003), Lowell 71 (since 2004), Creswell 40 (since 1999 with a dip in 2004), and Junction City 69 (from 2002 to 2005). However, this data is based on small districts with small class sizes, so it is not entirely conclusive.

Outlying communities with the largest percent of persons 65 and over from the 2000 Census were: Oakridge (21%) and Cottage Grove (15%). The community with the smallest percent of persons 65 and older was Veneta (9%). These data indicate that some outlying communities' trend toward older populations, others trend towards younger populations with families with younger children.

Table 5-7 shows population by age for Lane County for 2000 and 2006. The data show that Lane County grew by 13,479 people between 2000 and 2006, which is a 4% increase. The age breakdown shows that the County experienced an increase in population for every age group over age 25. The fastest growing age

groups were aged 45 to 64 years and 65 and over. The group that experienced the fastest negative growth was ages 18-24.

Table 5-7. Population by age, Lane County, 2000 and 2006

	2000		2006		Change		
Age Group	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	18,584	6%	18,056	5%	-528	-3%	0%
5-17	55,230	17%	52,730	16%	-2,500	-5%	-1%
18-24	38,662	12%	34,666	10%	-3,996	-10%	-2%
25-44	88,849	28%	95,171	28%	6,322	7%	1%
45-64	78,680	24%	88,926	26%	10,246	13%	2%
65 and over	42,954	13%	46,889	14%	3,935	9%	1%
Total	**322,959**	**100%**	**336,438**	**100%**	**13,479**	**4%**	**0%**

Source: U.S. Census, 2000 and Claritas, 2006

Table 5-8 shows Claritas Inc. population forecast by age for Lane County from 2006 to 2011. The data show that, with the exception of the 5-17 and 18-24 year old groups, each age group will experience growth and that groups aged 65 years and older and 45 to 64 years will grow at the fastest rates. The forecast shows that the 5 to 17 and 18 to 24 year age groups will decline.

Table 5-8. Claritas Inc. population projection by age, Lane County, 2006 and 2011

	2006		2011		Change		
Age Group	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	18,056	5%	18,615	5%	559	3%	0%
5-17	52,730	16%	51,098	15%	-1,632	-3%	-1%
18-24	34,666	10%	31,827	9%	-2,839	-8%	-1%
25-44	95,171	28%	99,401	29%	4,230	4%	0%
45-64	88,926	26%	94,999	27%	6,073	7%	1%
65 and over	46,889	14%	52,765	15%	5,876	13%	1%
Total	**336,438**	**100%**	**348,705**	**100%**	**12,267**	**4%**	**0%**

Source: Claritas, 2006

The data in Tables 5-7 and 5-8 suggest that Lane County is attracting older people and experiencing comparatively slow growth (or negative growth) in people under 44 years old. The age distribution in Figure 3 suggests a higher percentage of young adults (20-29) and children live in Springfield, indicating that Springfield's population and age trends are somewhat different from the projections for the county as a whole.

Between 1990 and 1999, almost 70% of Oregon's total population growth was from net migration (in-migration minus out-migration), with the remaining 30% from natural increase (births minus deaths).[12] Migrants to Oregon tend to have many characteristics in common with existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are

[12] Portland State University, Population Research Center, 2000. *1990-2000 Components of Population Change*

more likely to hold professional or managerial jobs, compared to Oregon's existing population. The race and ethnicity of in-migrants generally mirrors Oregon's established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state's population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.[13]

Migration is a significant component of population growth in Lane County. Seventy-three percent of population growth in Lane County between 1990 and 2000 was from in-migration. This figure remained at 73% for the 2000-2005 period.[14]

The U.S. Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the Census count). Table 5-9 shows place of residence in 1995 for Oregon, Lane County, and Springfield. The data show that Springfield residents are more mobile than Lane County and Oregon residents. Less than half of residents in Oregon, Lane County or Springfield lived in the same residence in 1995 as in 2000. Twenty-four percent of Oregonians, 20% of residents of Lane County and 19% of residents of Springfield lived in a different county in 1995. Eleven percent of residents of Springfield and 13% of residents of Lane County lived in a different state in 1995, compared with 12% of Oregonians.

Table 5-9. Place of residence in 1995, Oregon, Lane County, and Springfield, persons 5 years and over

	Oregon		Lane County		Springfield	
	Persons	Percent	Persons	Percent	Persons	Percent
Population 5 years and older	3,199,323	100%	304,463	100%	48,403	100%
Same house in 1995	1,496,938	47%	142,447	47%	20,023	41%
Different house in 1995	1,702,385	53%	162,016	53%	28,380	59%
Same county	863,070	27%	94,788	31%	18,610	38%
Different county	755,954	24%	61,639	20%	9,085	19%
Same state	356,626	11%	23,526	8%	3,599	7%
Different state	399,328	12%	38,113	13%	5,486	11%

Source: U.S. Census, 2000

Table 5-10 shows the number of persons of Hispanic or Latino origin for Oregon, Lane County, and Springfield for 1990 and 2000. Springfield has a lower proportion of Hispanic/Latino residents as Oregon and a higher proportion than Lane County. In 2000, Springfield's population was 6.6 % Hispanic/Latino, compared with 4.5% of residents in Lane County.

The Hispanic/Latino population grew faster in Springfield than in Lane County from 1990 to 2000. Springfield's Hispanic/Latino population grew by 168% between 1990 and 2000. During the same period, Lane County's

[13] State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study.*

[14] Portland State University, Population Research Center, 2005. *2005 Oregon Population Report and contents*

Hispanic/Latino population grew by 111% and Oregon' Hispanic/Latino population grew by 143%.

Table 5-10. Persons of Hispanic or Latino origin, Oregon, Lane County, and Springfield, 1990 and 2000

	Oregon	Lane County	Springfield
1990			
Total population	2,842,321	282,912	44,683
Hispanic or Latino	112,707	6,852	1,299
Percent Hispanic or Latino	4.0%	2.4%	2.9%
2000			
Total population	3,421,399	322,959	52,729
Hispanic or Latino	273,938	14,488	3,475
Percent Hispanic or Latino	8.0%	4.5%	6.6%
Change 1990-2000			
Hispanic or Latino	161,231	7,636	2,176
Percent Hispanic or Latino	143%	111%	168%

Source: U.S. Census, 2000

Table 5-11 shows the number of Hispanic and Latino residents and the percent of Hispanic/ Latino residents as a percent of the total population between 1990 and 2000. The number of Hispanic and Latino residents is growing in all outlying areas, especially in Cottage Grove and Junction City, according to the US Census 1990 and 2000.

Table 5-11. Persons of Hispanic or Latino origin, outlying communities, 1990 and 2000

	1990		2000		Change	
	Number	Percent of total	Number	Percent of total	Number	Percent
Coburg	18	2%	29	3%	11	61%
Cottage Grove	162	2%	417	5%	255	157%
Creswell	109	4%	251	7%	142	130%
Eugene	3,051	3%	6,843	5%	3,792	124%
Junction City	73	2%	391	8%	318	436%
Oakridge	141	5%	158	5%	17	12%
Springfield	1,299	3%	3,651	7%	2,352	181%
Veneta	50	2%	115	4%	65	130%

Source: US Census 1990 and 2000

Table 5-12 shows household size by ethnicity for Oregon, Lane County, and Springfield. The number of people per household is similar for Oregon, Lane County, and Springfield for non-Hispanic households and Hispanic households. In each area, non-Hispanic households have a little less than 2.5 people per household. Households for Hispanic residents are larger, with between 3.2 and 3.9 people per household. The data show that Hispanic residents have between 0.7 and 1.4 additional people per household than non-Hispanic residents.

Table 5-12. Household size by ethnicity for Oregon, Lane County, and Springfield, 2000

	Oregon	Lane County	Springfield
Non-Hispanic/ Latino	2.42	2.39	2.49
Hispanic/ Latino	3.87	3.19	3.50

Source: U.S. Census, 2000

In conclusion: (1) Springfield residents are younger than residents of Lane County, even as county-wide age levels are trending older; (2) Springfield has a growing population of Hispanic/ Latino residents, whose higher average household size is larger than non-Hispanic/ Latino residents.

Household type and relationship also has implications for housing needs. For example, one-person households need smaller dwellings than family households with children. Table 5-13 shows household type and relationship in Springfield for 1990, 2000, and the 2005-07 period. The data show an increase in all household types during this period. With respect to share of household types, one-person households increased from 25% to 30% of Springfield households. A corresponding decrease in share occurred in two or more person households, with most of the decrease in share coming from married couple family households.

Table 5-13. Household type and relationship, Springfield, 1990, 2000 and 2005-07

	1990		2000		2005-07 ACS		Change 1990-2005/07		
Household Type	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Share
1-person household	4,346	25%	5,206	25%	6,646	30%	2,300	53%	5%
2 or more person household	13,101	75%	15,308	75%	15,707	70%	2,606	20%	-5%
Family households:	11,593	66%	13,479	66%	13,915	62%	2,322	20%	-4%
Married-couple family	8,572	49%	9,373	46%	9,832	44%	1,260	15%	-5%
Other family:	3,021	17%	4,106	20%	4,083	18%	1,062	35%	1%
Male householder, no wife present	658	4%	1,164	6%	1,017	5%	359	55%	1%
Female householder, no husband present	2,363	14%	2,942	14%	3,066	14%	703	30%	0%
Nonfamily households:	1,508	9%	1,829	9%	1,792	8%	284	19%	-1%
Total	**17,447**	**100%**	**20,514**	**100%**	**22,353**	**100%**	**4,906**	**28%**	

Source: U.S. Census, 1990, 2000. American Community Survey (2005-07)
Note: 2005-07 American Community Survey is based on pooled data from household surveys conducted in 2005, 2006 and 2007.

HOUSING TRENDS

Table 5-14 shows the total number of permitted dwellings (single-family and multi-family) by year for selected Lane County cities between 2000 and 2007. Table 5-14 shows that Eugene had the highest number of permitted units during the period, with Springfield and Creswell having the second- and third-highest. Junction City and Oakridge had the lowest number of permitted units. Most cities showed the highest numbers of permitted units over the time period either in 2004 or in 2005, although Springfield's highest total was in 2003.

Table 5-14. Total permitted dwellings (all types) by year, selected Lane County cities, 2000-2007

City	2000	2001	2002	2003	2004	2005	2006	2007	Total
Eugene	744	760	828	611	876	1,327	731	555	6432
Springfield	274	272	290	324	164	231	211	265	2031
Creswell	26	67	82	93	153	62	56	84	623
Cottage Grove	29	17	28	68	44	86	53	32	357
Junction City	15	12	12	13	10	13	8	78	161
Veneta	11	24	43	96	112	117	128	62	593
Oakridge	1	4	1	0	8	4	9	13	40
Total	1,100	1,156	1,284	1,205	1,367	1,840	1,196	1,089	10,237

Source: U.S. Census, Building permits data site, http://censtats.census.gov/bldg/bldgprmt.shtml
Note: These numbers a different than those provided by the City of Springfield that were used for the historical density analysis. We believe the data provided by the City are more accurate.

Table 5-15 shows the permits issued for new single-family dwellings in selected Lane County cities between 1996 and 2007. Table 5-15 shows that Springfield's number of permits issued for single-family dwellings remained consistently between 220 and 245 between 1998 and 2003, and has recently fluctuated at lower levels.

Table 5-15. Permits issued for new single-family dwellings, selected Lane County cities, 1996-2007

City	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Eugene	845	721	665	656	619	633	673	559	583	756	528	297
Springfield	N/A	192	221	239	222	225	243	232	128	98	134	170
Coburg	12	9	11	10	3	1	7	6	2	6	4	1
Creswell	30	43	45	32	26	67	80	91	133	60	56	84
Cottage Grove	37	19	54	45	29	17	15	19	34	70	39	22
Junction City	53	19	13	28	15	12	34	13	10	13	8	78
Veneta	13	10	11	19	11	24	43	96	112	117	128	62
Oakridge	5	2	1	12	1	2	1	0	8	4	9	11
TOTAL	**995**	**1,015**	**1,021**	**1,041**	**926**	**981**	**1,096**	**1,016**	**1,010**	**1,124**	**906**	**725**

Source: www.city-data.com.

Table 5-16 shows the total permitted single-family and multifamily dwellings (aggregated) by year between 2000 and 2007 for selected Lane County cities. Table 5-16 shows that Eugene consistently issues permits for the most multi-family units among the cities shown, whereas Oakridge, Veneta, Junction City and Creswell only issue permits for the occasional multifamily unit. Springfield typically issues permits for around 50 multifamily units each year, although it issued permits for 133 units in 2005.

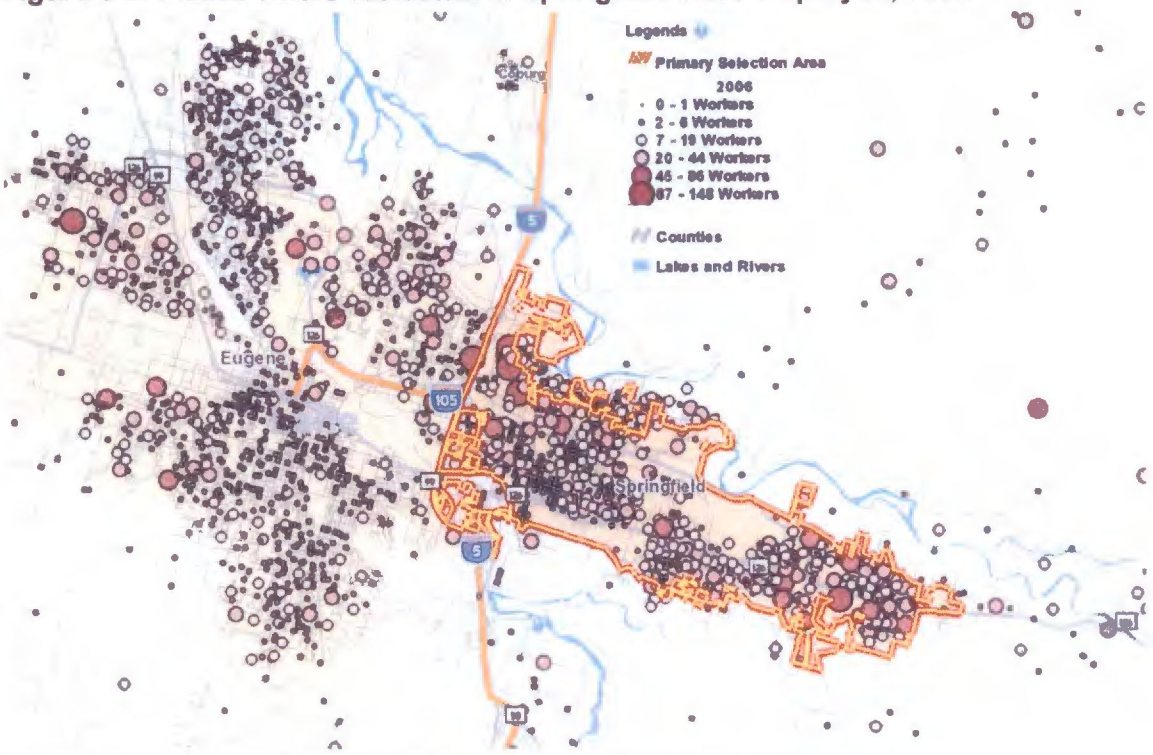
Table 5-16. Total permitted single-family and multifamily dwellings (aggregated) by year, selected Lane County cities, 2000-2007

City	2000	2001	2002	2003	2004	2005	2006	2007
Eugene								
Single family	619	633	673	559	583	756	528	297
Multifamily	125	127	155	52	293	571	203	258
Springfield								
Single family	222	225	243	232	128	98	134	170
Multifamily	52	47	47	92	36	133	77	95
Coburg								
Single family	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Multifamily	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Creswell								
Single family	26	67	80	91	133	60	56	84
Multifamily	0	0	2	2	20	2	0	0
Cottage Grove								
Single family	29	17	15	19	34	70	39	22
Multifamily	0	0	13	49	10	16	14	10
Junction City								
Single family	15	12	12	13	10	13	8	78
Multifamily	0	0	0	0	0	0	0	0
Veneta								
Single family	11	24	43	96	112	117	128	62
Multifamily	0	0	0	0	0	0	0	0
Oakridge								
Single family	1	2	1	0	8	4	9	11
Multifamily	0	2	0	0	0	0	0	2

Source: U.S. Census, Building permits data site, http://censtats.census.gov/bldg/bldgprmt.shtml

Figure 5-2 and Table 5-17 show where residents of Springfield worked in 2006. Figure 5-2 and Table 5-17 show that more than 80% of residents of Springfield worked in Lane County, with 26% of Springfield residents working in Eugene and 28% working in Springfield. About 27% of Springfield residents worked in unincorporated Lane County.

Figure 5-2. Places where residents in Springfield were employed, 2006



Source: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)

Table 5-17. Places where residents of Springfield were employed, 2003

Location	Number	Percent
Lane County	18,706	81%
Springfield	6,512	28%
Eugene	6,034	26%
Other Lane County	6,160	27%
Linn County	641	3%
Washington County	619	3%
Multnomah County	488	2%
Marion County	468	2%
Douglas County	463	2%
All Other Locations	1,837	8%
Total	**23,222**	**100%**

Source: US Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2003)
Note: Percent column adds to 101% due to rounding errors

The implication of the data presented in this section is that majority of Springfield's workforce lives in Lane County, but many do not reside in the City of Springfield. Residents of Springfield are more likely to work in Eugene than in

Springfield. This analysis shows that businesses in Springfield have access to the labor force in parts of Lane County.

SUMMARY OF KEY DEMOGRAPHIC AND HOUSING TRENDS

Springfield has a larger share of young people than Lane County as a whole

- Springfield has a higher percentage of people under age 30 than Lane County.

- Between 2000 and 2006, Lane County experienced changes in the age structure of its residents. Age groups under age 25 experienced negative growth; the fastest growing age groups were people aged 45 to 64 and 65 and over. This indicates that retirees or people nearing retirement are moving to Lane County; Springfield's share of young people shows that its age structure is experiencing different age trends.

Migration is an important component of recent growth in Lane County and will continue to be a key factor in future population growth.

- In-migration accounted for 73% of population growth in Lane County between 1990 and 2000 and between 2000 and 2005.

- Springfield's population was more mobile than the County's as a whole. Only 41% of the residents of Springfield lived in the same house in 2000 as they did in 1995 compared to 47% for all of Lane County. A greater share of the population in Springfield moved within Lane County during that time period (38%) than for Lane County as a whole (31%).

Single-person households are increasing faster than other household types.

- Between 1990 and 2005/07 one-person households increased from 25% to 30% of Springfield households. A corresponding decrease in share occurred in two or more person households, with most of the decrease in share coming from married couple family households

Springfield is becoming more ethnically diverse.

- Springfield's Hispanic/Latino population grew by 168% (2,352 persons) between 1990 and 2000, compared with 111% growth in Lane County's Hispanic/Latino population during the same period.

- Other smaller communities near Springfield experienced significant growth in Hispanic/ Latino populations. The communities experiencing the largest increase in the Hispanic/ Latino populations were Eugene (3,792), Junction City (318), Cottage Grove (255), and Creswell (142).

Hispanic/Latino residents have larger, younger households.

- The birth rates for Hispanic/ Latino residents (1998 data) are 24.3 per 1,000 compared to 12.3 per 1,000 for non-Hispanic/ Latino residents.
- Hispanic/ Latino residents accounted for 17.4% of births and only 1.4% of deaths in Oregon in 2001.
- In 2000, 75.9% of Hispanic/ Latino Oregonians are under 35 compared to 45.7% of non-Hispanic/ Latino residents.
- The average size of a Hispanic/Latino household in 2000 in Lane County was 3.2 people, compared with 2.4 people in non-Hispanic households. Household sizes in Springfield were larger: 2.5 for non-Hispanic households and 3.5 for Hispanic/ Latino households.

Hispanic/Latino residents typically have lower incomes but become homeowners at younger ages than non-Hispanic/ Latino residents.

- Per capita income in Oregon in 2005 for Hispanic and Latino residents was only 44% of white per capita income/
- 56.7% of Hispanic/ Latino residents of Oregon under age 45 are homeowners, compared to 30.8% of non-Hispanic/ Latino residents

Springfield is part of a complex, interconnected regional housing market.

- Among selected Lane County cities, Springfield has the third-highest permit average permit valuation for 2005 (behind Coburg and Eugene) and average construction costs for 2005 were highest in Springfield.
- However, median sales prices for Springfield were lower between 1999 and 2007 than median prices in Lane County, and Springfield had the lowest median sales prices in 2007 among all of the selected cities.
- Commuting is typical throughout the region: Springfield's workforce lives in Lane County, but many do not reside in the City of Springfield.

Since 2000, housing starts in the selected cities within Lane County have been dominated by single-family types.

- The data show that new housing development in the 2000-2007 period was predominately single-family housing types. In fact, only 32% of all units for which building permits were issued in the 2000-2007 were for multifamily housing types.
- Springfield's number of permits issued for single-family dwellings remained consistently above 220 between 1998 and 2003, and dropped to below 135 per year between 2004 and 2007.

Housing types are trending towards larger units on smaller lots.

- Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007.

- In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.

- Even when controlling for income and savings, level of education, age, marital status, family size, the housing market in which the unit was located [and other factors], compared to whites both black families and Hispanic families had significantly lower likelihood of homeownership, lower house values (for owners) and lower rents (for renters).[15]

- Minority households have substantially lower rents than white households.[16]

- Hispanic households, particularly low-income families, have higher levels of mortgage debt than do white households, although their house values are lower than whites. This suggests a substantial difference in borrowing or loan terms for Hispanics.[17]

IMPLICATIONS OF DEMOGRAPHIC AND HOUSING TRENDS FOR HOUSING NEED

The purpose of the analysis thus far has been to give some background on the kinds of factors that influence housing choice, and in doing, to convey why the number and interrelationships among those factors ensure that generalizations about housing choice are difficult and prone to inaccuracies.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged 20 to 34. People in that age group will also have, on average, less income than people who are older. They are less likely to have children. All of these factors mean that younger households are much more likely to be renters; renters are more likely to be in multi-family housing.

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[15] Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

[16] Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

[17] Boehm, Thomas P. and Alan M. Schlottmann, "Housing Tenure, Expenditure, and Satisfaction Across Hispanic, African American, and White Households: Evidence from the American Housing Survey." US Department of Housing and Urban Development, February 2006.

The data illustrate what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors, on the one hand, and housing choice, on the other, is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never marrieds," the "dinks" (dual-income, no kids), the "empty nesters."[18] Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Thus, one is ultimately left with the need to make a qualitative assessment of the future housing market. Following is a discussion of how demographic and housing trends are likely to affect housing in Springfield for the next 20-years:

- *On average, future housing will look a lot like past housing.* That is the assumption that underlies any trend forecast, and one that allows some quantification of the composition of demand for new housing. As a first approximation, the next five years, and maybe the first 10 years, of residential growth will look a lot like the last five years.

- *If the future differs from the past, it is likely to move in the direction (on average) of smaller units and more diverse housing types.* Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. In summary, smaller households, an aging population, increasing housing costs, and other variables are factors that support the conclusion of smaller and less expensive units and a broader array of housing choices.

- *No amount of analysis is likely to make the long-run future any more certain: the purpose of the housing forecasting in this study is to get an approximate idea about the long run so policy choices can be made today.* It is axiomatic among economic forecasters that any economic forecast more than three (or at most five) years out is highly speculative. At one year one is protected from being disastrously wrong by the shear inertia of the economic machine. But a variety of factors or events could cause growth forecasts to be substantially different.

[18] See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

STEP 4: DETERMINE THE TYPES OF HOUSING THAT ARE LIKELY TO BE AFFORDABLE TO THE PROJECTED POPULATION BASED ON HOUSEHOLD INCOME

Step four of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on estimated incomes of households that live in Springfield.

INCOME AND AFFORDABILITY OF HOUSING

This section summarizes regional and local income trends and housing cost trends. Income is one of the key determinants in housing choice and households' ability to afford housing. A review of historical income and housing price trends provides insights into the local and regional housing markets.

Table 5-18 shows a set of inflation adjusted income indicators for Eugene, Springfield and Lane County. The results paint a mixed picture, but generally suggest that income (by most measures) decreased during the 1980s, and increased during the 1990s. Overall, median household and median family incomes remained relatively flat during the 20-year period between 1979 and 1999.

The data show that the percentage of persons below the poverty level increased in Springfield and Lane County, and decreased slightly in Eugene between 1979 and 1999.

Table 5-18. Inflation adjusted income indicators (in 1999 dollars), Eugene, Springfield and Lane County, 1979, 1989, and 1999

	Year		
City	1979	1989	1999
Eugene			
Median HH income	$34,493	$34,248	$35,850
Median Family income	$46,960	$46,107	$48,527
Per Capita Income	$18,029	$18,746	$21,315
% Persons Below Poverty Level	14.7%	17.0%	14.4%
Springfield			
Median HH income	$34,248	$29,608	$33,031
Median Family income	$38,981	$34,332	$38,399
Per Capita Income	$14,676	$13,800	$15,616
% Persons Below Poverty Level	15.2%	16.5%	17.1%
Lane County			
Median HH income	$37,521	$34,112	$36,942
Median Family income	$44,920	$41,530	$45,111
Per Capita Income	$16,837	$16,970	$19,681
% Persons Below Poverty Level	12.8%	14.5%	17.9%

Source: U.S. Census.
Notes: All dollar amounts in 1999 dollars. 1979 income converted to 1999 dollars using 3.06 inflation factor. 1989 income converted to 1999 dollars using 1.35 inflation factor.

A typical standard used to determine housing affordability is that a household should pay no more than 30% of its total monthly household income for housing, including utilities. According to the U.S. Census, nearly 19,000 households in the region—about one-third—paid more than 30% of their income for housing in 2000.

One way of exploring the issue of financial need is to review wage rates and housing affordability. Table 5-19 shows an analysis of affordable housing wage and rent gap for households in Springfield at different percentages of median family income (MFI). The data are for a typical family of four. The results indicate that a household must earn about $14.00 an hour to afford a two-bedroom unit according to HUD's market rate rent estimate.

Table 5-19. Analysis of affordable housing wage and rent gap by HUD income categories, Eugene-Springfield, 2007

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than $10,000	2,240	12%	$0 to $250	$0 to $25,000	33	706	(1,501)	
$10,000 to $14,999	1,574	8%	$250 to $375	$25,000 to $37,000	14	825	(735)	
$15,000 to $24,999	3,254	17%	$375 to $625	$37,500 to $62,500	172	6,523	3,441	2007 HUD FMR studio: $478; 1 bdrm: $581; 2 bdrm: $654
$25,000 to $34,999	2,870	15%	$625 to $875	$62,500 to $87,500	1,019	959	(892)	HUD FMR 2 bdrm: $735
$35,000 to $49,999	3,625	19%	$875 to $1,250	$87,500 to $125,000	4,791	152	1,318	HUD FMR 3 bdrm: $1028
$50,000 to $74,999	3,476	18%	$1,250 to $1,875	$125,000 to $187,500	2,938	42	(496)	
Lane County MFI: $52,200			$1,305	$130,500				
$75,000 to $99,999	1,066	6%	$1,875 to $2,450	$187,500 to $245,000	495	9	(563)	
$100,000 to $149,999	573	3%	$2,450 to $3,750	$245,000 to $375,000	133	0	(440)	
$150,000 or more	188	1%	More than $3,750	More than $375,000	56	0	(132)	
Total	18,865	100%			9,650	9,215	0	

Source: HUD, Oregon office; analysis by ECONorthwest
MFI: Median family income

The total amount a household spends on housing is referred to as cost burden. Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD guidelines indicate that households paying more than 30% of their income on housing experience "cost burden" and households paying more than 50% of their income on housing experience "severe cost burden." Using cost burden as an indicator is consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

Table 5-20 shows housing costs as a percent of income by tenure for Springfield households in 2000. The data show that about 26% of Springfield households experienced cost burden in 2000. The rate was much higher for homeowners (31%) than for renters (18%). This finding is unusual for Oregon cities—it is much more common for renters to experience higher rates of cost burden.

Table 5-20. Housing cost as a percentage of household income, Springfield, 2000

	Owners		Renters		Total	
Percent of Income	Number	Percent	Number	Percent	Number	Percent
Lest than 20%	4,125	12%	11,965	64%	16,090	30%
20% - 24%	8,852	26%	1,238	7%	10,090	19%
25% - 29%	6,376	19%	1,018	5%	7,394	14%
30% - 34%	4,437	13%	989	5%	5,426	10%
35% - 49%	5,551	16%	1,338	7%	6,889	13%
50% or more	4,988	15%	2,036	11%	7,024	13%
Total	34,329	100%	18,584	100%	52,913	100%
Cost Burden	**10,539**	**31%**	**3,374**	**18%**	**13,913**	**26%**
Severe Cost Burden	**4,988**	**15%**	**2,036**	**11%**	**7,024**	**13%**

Source: 2000 Census

Table 5-21 shows a rough estimate of affordable housing cost and units by income levels for Springfield in 2000. Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.

- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, 50% of those units may already be occupied by households that earn more than 30% of median family income.

  The data in Table 5-21 indicate that in 2000:

  - About 20% of Springfield households could not afford a studio apartment according to HUD's estimate of $478 as fair market rent;

  - Approximately 45% of Springfield households could not afford a two-bedroom apartment at HUD's fair market rent level of $735;

  - A household earning median family income ($52,200) could afford a home valued up to about $130,500.

Table 5-21. Rough estimate of housing affordability, Springfield, 2000

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than $10,000	2,240	11.9%	$0 to $250	$0 to $25,000	33	706	-1,501	
$10,000 to $14,999	1,574	8.3%	$250 to $375	$25,000 to $37,000	14	825	-735	
$15,000 to $24,999	3,254	17.3%	$375 to $625	$37,500 to $62,500	172	6,523	3,441	2007 HUD FMR studio: $478; 1 bdrm: $581; 2 bdrm: $654
$25,000 to $34,999	2,870	15.2%	$625 to $875	$62,500 to $87,500	1,019	959	-893	HUD FMR 2 bdrm: $735
$35,000 to $49,999	3,625	19.2%	$875 to $1,250	$87,500 to $125,000	4,791	152	1,318	HUD FMR 3 bdrm: $1028
$50,000 to $74,999	3,476	18.4%	$1,250 to $1,875	$125,000 to $187,500	2,939	42	-495	
Lane County MFI: $52,200			$1,305	$130,500				
$75,000 to $99,999	1,066	5.7%	$1,875 to $2,450	$187,500 to $245,000	495	9	-563	
$100,000 to $149,999	573	3.0%	$2,450 to $3,750	$245,000 to $375,000	133	0	-440	
$150,000 or more	188	1.0%	More than $3,750	More than $375,000	56	0	-132	
Total	18,866	100.0%			9,651	9,215	0	

Sources: 2000 Census, HUD Section 8 Income Limits, HUD Fair Market Rent. Based on Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives*, 1993.
Notes: FMR-Fair market rent

The conclusion based on the data presented in Table 5-21 is that in 2000 Springfield had a significant deficit of more than 2,200 affordable housing units for households that earn less than $15,000 annually. Housing prices have increased significantly in the past five years; the affordability gap for lower income households has probably increased considerably. The next section examines changes in housing cost since 2000.

Changes in housing cost

According to the Office of Federal Housing Enterprise Oversight, the average sales price of a single-family home in the Eugene-Springfield MSA increased 229% between 2000 and 2006. A key concern expressed by the City was that the housing needs analysis and runs of the HCS housing needs model reflect recent trends in the regional housing market. To quantify these trends, ECO analyzed data from two sources: (1) sales data from the Lane County Assessor; and (2) rental data from Duncan & Brown, an Eugene-based real estate analysis firm that conducts rent surveys for the Metropolitan Region.

The sales database provided to ECO by the City of Springfield included 34,680 property sales.[19] For purposes of comparison, the database included Creswell, Cottage Grove, Eugene, Junction City, Springfield, and Veneta.

Table 5-22 shows sales prices for single-family dwellings for Lane County and Springfield between 1999 and 2006. Table 5-22 shows that Springfield median sales prices have been lower than median sales prices in Lane County over the entire time period. Median sales prices also increased at a slower rate in Springfield; percent change in median sales prices between 1999 and 2006 for Lane County was 73%; in Springfield it was 64%. Sales prices for single-family dwellings peaked in 2007 and had declined to about $175,000 by the first quarter of 2009.

[19] The sales data was obtained through queries of the Regional Land Information Database (www.rlid.org).

Table 5-22. Sales price for single-family dwellings, Lane County and Springfield, 1999-2006

	Lane County			Springfield		
Year	# of Sales	Average Sales Price	Median Sales Price	# of Sales	Average Sales Price	Median Sales Price
1999	3,940	140,564	127,900	843	118,520	112,745
2000	3,171	144,142	129,900	687	119,152	112,750
2001	3,808	149,252	133,000	881	122,700	118,450
2002	4,291	156,603	138,165	886	129,432	121,900
2003	4,761	168,780	149,000	1,042	135,719	128,000
2004	5,092	183,497	162,500	1,112	149,082	137,900
2005	5,326	222,835	194,000	1,157	177,260	165,000
2006	4,291	249,438	221,000	973	201,000	185,000
Change 1999-2006						
Number	351	108,874	93,100	130	82,480	72,255
Percent	9%	77%	73%	15%	70%	64%

Source: RLID, Analysis by ECONorthwest

Table 5-23 shows the average and median sales prices for single-family dwellings in selected Lane County cities between 1999 and 2006. Table 5-23 shows that median sales prices increased throughout the county during this period. In 2006, the highest median sales prices were in Eugene, the rest of the county, and Creswell. Lowest median sales prices in 2006 were in Springfield and Junction City. Prices increased the most in Creswell (87%) and Eugene (80%). Prices increased the least in Springfield (64%) and Junction City (67%).

Table 5-23. Average and median sales price, single-family dwellings, Lane County cities, 1999-2006

	Year								Increase (1999-2006)	
City	1999	2000	2001	2002	2003	2004	2005	2006	Dollars	Percent
Median Sales Price										
Cottage Grove	112,000	103,500	109,750	110,000	120,000	128,000	157,000	195,000	83,000	74%
Creswell	112,500	118,000	109,000	121,750	125,000	142,500	180,750	210,500	98,000	87%
Eugene	136,900	140,000	143,500	149,900	163,000	179,900	215,000	247,000	110,100	80%
Junction City	113,250	112,500	115,150	119,638	120,750	138,000	162,000	189,000	75,750	67%
Springfield	112,745	112,750	118,450	121,900	128,000	137,900	165,000	185,000	72,255	64%
Veneta	115,250	110,000	112,000	119,950	126,500	139,500	173,635	200,000	84,750	74%
Rest of County	111,000	108,750	110,000	121,250	127,750	160,000	212,500	216,000	105,000	95%
Average Sales Price										
Cottage Grove	118,112	106,767	113,150	116,152	122,298	134,854	168,828	193,157	75,045	64%
Creswell	115,662	121,697	114,497	130,475	129,891	162,095	200,008	223,307	107,645	93%
Eugene	152,872	159,920	165,366	173,351	188,484	202,750	246,272	275,674	122,802	80%
Junction City	120,218	116,282	120,164	131,761	130,170	149,294	169,287	191,574	71,356	59%
Springfield	118,520	119,152	122,700	129,432	135,719	149,082	177,260	201,000	82,480	70%
Veneta	121,039	111,754	111,961	118,976	134,297	148,313	178,916	213,220	92,181	76%
Rest of County	124,741	120,724	136,013	134,572	152,744	181,894	234,178	246,311	121,570	97%

Source: RLID, Analysis by ECONorthwest

Table 5-24 shows the median contract rent for Lane County cities. The highest median contract rents from the 2000 Census were in Eugene and Springfield. The lowest median contract rents were in Oakridge and Creswell.

Table 5-24. Median contract rent, Lane County cities, 1999

Location	Rent
Eugene	$ 566
Springfield	$ 518
Veneta	$ 502
Coburg	$ 498
Junction City	$ 491
Cottage Grove	$ 456
Creswell	$ 417
Oakridge	$ 384

Source: US Census 2000

Vacancy rates have generally decreased in Eugene-Springfield rental market since 2000. Vacancy rates for studio, 1- and 2-bedroom apartments all decreased from between 4.1-4.7% to between 1.1-2.1% between fall 2000 and 2006. Apartment rents have remained relatively stable, increasing between 4% and 10% between 2000 and 2005.[20]

Table 5-25 shows average monthly cost of rental units in Springfield for the 2000 to 2005 period. Rental units were separated into two categories: (1) units built prior to 1988 and (2) units built since 1988. The majority of Springfield's units were built prior to 1988.

Rents increased based on the number of bedrooms. Rents ranged from $392 for a studio unit in 2000 to $646 for a three-bedroom unit in 2004. Rents for units with a similar number of bedrooms were higher for newer units. For instance, the average rental cost of a two-bedroom unit built prior to 1988 was $529 compared to $620 for a two-bedroom unit built since 1988, a difference of $91 per month.

Over the six-year period, rents increased by between $19 and $56 per month. Monthly rental costs of two-bedroom units had the largest increases, $34 per month for older units and $56 per month for newer units. Rent for studio, one-bedroom, and three-bedroom units increased all increased by about $20 per month.

[20] Duncan & Brown Apartment Report. Fall 2000-Fall 2006. Daniel J. Puffinburger, Corey S. Dingman, Duncan & Brown Real Estate Analysts

Table 5-25. Average rental monthly costs by unit type, Springfield, 2000 to 2005

	Units Built Prior to 1988				Units Built Since 1988			
Year	Studio	One Bedroom	Two Bedrooms	Three Bedrooms	Studio	One Bedroom	Two Bedrooms	Three Bedrooms
2000	$392	$428	$514	$594	--	--	$588	--
2001	$394	$423	$523	$601	--	--	$583	--
2002	$389	$431	$526	$619	--	$575	$615	--
2003	$386	$438	$531	$600	$550	$550	$642	--
2004	$388	$437	$533	$633	--	$575	$646	--
2005	$414	$447	$548	$615	--	$575	$644	--
Change 2000 to 2005								
Amount	$22	$19	$34	$21	--	--	$56	--
Percent	5.6%	4.4%	6.6%	3.5%	--	--	9.5%	--
AAGR	1.10%	0.87%	1.29%	0.70%	--	--	1.84%	--

Source: Duncan & Brown Apartment Rent Report, 2000 to 2005; Calculations by ECONorthwest
Note: Blank values indicate that there were too few units in the survey to include in the summary.

Table 5-26 shows a comparison of change in rental costs during the 2000 to 2005 period for Springfield and Eugene. Rental costs were higher in Eugene than in Springfield. The difference in rental costs for all units, regardless when they were built, ranged from $39 per month for a studio unit to $211 per month for a three-bedroom unit, increasing with the number of bedrooms.

The difference in average rental costs was greater for newer and larger units. Newer one-bedroom units cost an average of $74 per month more to rent in Eugene than Springfield. Newer two-bedroom units cost an average of $166 more to rent in Eugene than Springfield.

Table 5-26. Comparison of average rental monthly costs by unit type, Springfield and Eugene, 2000 to 2005

	Studio	One Bedroom	Two Bedrooms	Three Bedrooms
Springfield				
Built prior to 1988	$394	$434	$529	$610
Built since 1988	--	$569	$620	--
All rentals	$416	$488	$574	$610
Eugene				
Built prior to 1988	$400	$483	$611	$719
Built since 1988	$623	$645	$786	$924
All rentals	$456	$564	$699	$822
Difference (Eugene minus Springfield)				
Built prior to 1988	$6	$49	$82	$109
Built since 1988	--	$76	$166	--
All rentals	$40	$74	$124	$211

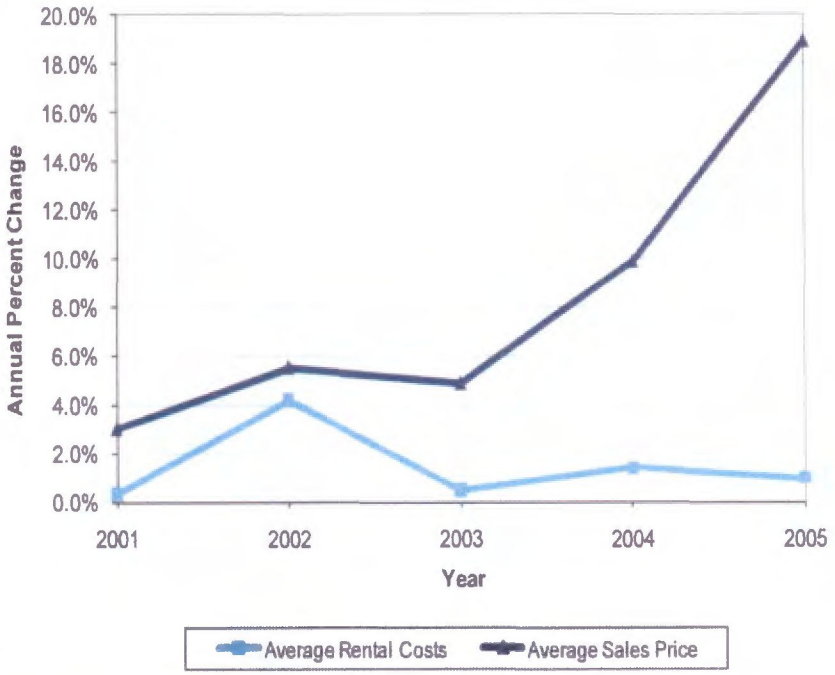
Source: Duncan & Brown Apartment Rent Report, 2000 to 2005; Calculations by ECONorthwest
Note: Blank values indicate that there were too few units in the survey to include in the summary.

Figure 5-4 shows a comparison of change in average rental costs and average sales price in Springfield between 2000 and 2005. Over the five-year period average sales price increased by 46%, compared to a 7% change in average rental

costs. The greatest increases in average sales price occurred since 2003, while average rental costs remained relatively flat since 2003.

Since 2005, average sales prices have continued increasing at a faster rate than average rental costs. The increase in average sales price in Springfield between 2005 and 2006 was about 13%. According to the Fall 2006 Duncan & Brown Apartment Report, changes in average rental costs in Springfield were comparable to increases in recent years.[21]

Figure 5-4. Comparison of annual change in average rental costs and average sales price, Springfield, 2000 to 2005



Source: Duncan & Brown Apartment Rent Report, 2000 to 2005; RLID; Calculations by ECONorthwest

The analysis of housing starts, sales prices, and rents presented in this section leads us to several conclusions:

- The housing market peaked in 2007 and sales prices declined in 2008 and the first quarter of 2009. Springfield single-family housing starts have declined since 2003. The overall number of permits for new single-family residences issued regionwide has remained remarkably stable;

[21] The Fall 2006 Duncan & Brown Apartment Report did not present average rent by unit type like they did in previous reports. As a result, we were not able to include 2006 average rents in this analysis.

- New construction costs are higher than regional averages. Springfield's permit valuations and construction costs have generally been on or near the middle or towards the high end compared with selected Lane County cities;

- Price increases are lower than in other cities. Springfield's median sales prices for single-family dwellings have increased the smallest amount compared with selected Lane County cities;

- Single-family development has dominated new construction. Multi-family dwelling units do not make up a high percentage of units constructed in Springfield and other selected Lane County cities;

- Sales prices increased much faster than rental rates. Over the five-year period between 2000 and 2005 average sales price increased by 46%, compared to a 7% change in average rental costs.

The implications of the data shown above are that ownership costs increased much faster than rents and incomes, but declined as the housing bubble burst in 2008. Table 5-27 underscores this trend for the Eugene-Springfield MSA.[22] Between 1990 and 2000, incomes increased about 46% while median owner value increased 115%. Rents increased 44%--about the same as incomes. Since 2000, the data show housing costs have increased faster than incomes. The owner values include all units in the MSA; the sales data presented earlier in this section suggest that owner costs have increased much faster than the Census data suggest. Finally, the results show that the median owner value was 2.6 times median household income—a figure that increased to 4.7 by 2005.

Table 5-27. Comparison of income, housing value, and gross rent, Eugene-Springfield MSA, 1990, 2000, and 2005

				Change	
Indicator	**1990**	**2000**	**2005**	**1990-2000**	**2000-2005**
Median HH Income	$25,268	$36,942	$37,290	46%	1%
Median Family Income	$30,763	$45,111	$49,555	47%	10%
Median Owner Value	$65,600	$141,000	$173,600	115%	23%
Median Gross Rent	$418	$604	$683	44%	13%
Percent of Units Owned	61%	62%	63%		
Housing Value/Income					
Median HH Income	2.6	3.8	4.7		
Median Family Income	2.1	3.1	3.5		

Source: U.S. Census of Population and Housing, 1990 and 2000; American Community Survey, 2005

In summary, the data indicate that homeownership is increasingly expensive in Springfield and that the cost of homeownership is prohibitive for low- and

[22] 2005 data from the American Community Survey is not available for Springfield.

moderate-income households. The data indicate that homeownership rates in the Metropolitan area and Springfield have increased, despite the rapid increase in sales prices. This is probably due in large part to a much broader array of financing options available to households than existed previously.

STEP 5: ESTIMATE THE NUMBER OF ADDITIONAL NEEDED UNITS BY STRUCTURE TYPE AND TENURE[23]

Step five of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The next step in the analysis is to relate income levels to tenure and structure type. Table 4-3 showed tenure by structure type from the 2000 Census. Table 5-28 shows an estimate of needed housing by structure type and tenure for the 2010-2030 planning period. The housing needs analysis suggests that a higher percentage of multifamily units will be needed, thus, the housing mix changes from approximately 63% single-family/37% multifamily during the 1999-July 2008 period to 60% single-family/40% multifamily.[24] The housing needs analysis also suggests the City will see a higher rate of homeownership in the future. Thus, the tenure split is increased from 54% owner-occupied/46% renter occupied to 57% owner-occupied/43% renter occupied.

Table 5-28. Estimate of needed dwelling units by type and tenure, Springfield, 2010-2030

	Owner-Occupied		Renter-Occupied		Total	
Housing Type	New DU	Percent	New DU	Percent	New DU	Percent
Needed Units, 2010-2030						
Single-family types						
Single-family detached	2,729	81%	351	14%	3,079	52%
Manufactured in Parks	53	2%	6	0%	59	1%
Single-family attached	340	10%	75	3%	414	7%
Subtotal	3,122	93%	431	17%	3,552	60%
Multi-family						
Multifamily	253	8%	2,115	83%	2,368	40%
Subtotal	253	8%	2,115	83%	2,368	40%
Total	**3,374**	**101%**	**2,546**	**100%**	**5,920**	**100%**

[23] Note: Manufactured dwellings are a permitted use in all residential zones that allow 10 or fewer dwellings per net buildable acre. As a result, Springfield is not required to estimate the need for manufactured dwellings on individual lots per OAR 660-024-0040 (7) (c).

[24] Single-family attached dwellings typically achieve densities closer to multifamily housing types. If these higher density housing types are included with multifamily, the housing mix is 53% lower density, and 47% higher density types.

The analysis (Table 5-28) indicated that Springfield needs 5,920 new dwelling units for the 2010-2030 period. The next step in estimating units by structure type is to evaluate income as it relates to housing affordability. Table 5-29 shows an estimate of needed dwelling units by income level for the 2010-2030 period. The analysis uses market segments consistent with HUD income level categories. The analysis shows that about 49% of households in Springfield could be considered high or upper-middle income in 2007 and that about 49% of the housing need in the 2010-2030 period will derive from households in these categories.

Table 5-29. Estimate of needed dwelling units by income level, Springfield, 2010-2030

				Financially Attainable Products		
Market Segment by Income	**Income range**	**Number of Households**	**Percent of Households**	**Owner-occupied**	**Renter-occupied**	
High (120% or more of MFI)	$68,640 or more	1,804	30%	All housing types; higher prices	All housing types; higher prices	↑ Primarily New Housing
Upper Middle (80%-120% of MFI)	$45,760 to $68,640	1,129	19%	All housing types; lower values	All housing types; lower values	
Lower Middle (50%-80% of MFI	$28,600 to $45,760	1,283	22%	Manufactured on lots; single-family attached; duplexes	Single-family attached; detached; manufactured on lots; apartments	↓ Primarily Used Housing
Low (30%-50% or less of MFI)	$17,160 to $28,600	748	13%	Manufactured in parks	Apartments; manufactured in parks; duplexes	
Very Low (Less than 30% of MFI)	Less than $17,160	955	16%	None	Apartments; new and used government assisted housing	

Source: ECONorthwest

STEP 6: DETERMINE THE NEEDED DENSITY RANGE FOR EACH PLAN DESIGNATION AND THE AVERAGE NEEDED NET DENSITY FOR ALL DESIGNATIONS

This section summarizes the forecast of needed housing units in Springfield for the period 2010-2030. Table 5-30 shows the forecast of needed housing units in Springfield for the period 2010-2030. Springfield makes the following findings in support of the density assumptions used in Table 5-30:

- Springfield had an average residential density of 6.6 dwelling units per net acre or about 6,600 square feet of land per dwelling unit between 1999 and

2008 (Table 4-5). Average single-family detached density was 5.4 units per net acre. Manufactured homes averaged 4.6 dwelling units per net acre, while all multifamily housing types averaged 11.1 dwelling units per net acre.

- National homeownership rates increased to nearly 70% in 2006 before declining as the housing bubble burst. The homeownership rate in Springfield in 2000 was considerably lower at 54%. It is the policy of the City to provide homeownership opportunities to Springfield residents.
- National trends are towards larger units (both single-family and multifamily) on smaller lots.
- More than 28% of dwelling units in Springfield in 2000 were multifamily types.
- The "needed" density for single-family dwellings in the housing needs analysis is 5.5 dwelling units per net acre. This assumption is a slight increase over the historical density of 5.4 dwellings per net acre for single-family detached units. Increasing the average density of single-family detached dwellings should result in the provision of more affordable single-family detached units as a result of decreased lot sizes.
- Topography, lot configurations, and other factors typically reduce land use efficiency. The achieved density may be lower for single-family detached dwellings in areas with slopes.
- The City assumes an average multifamily density of 18.0 dwellings per net acre or a land area of about 2,420 square feet per dwelling unit. This assumption is an increase of about 62% over historical density of 11.1 dwellings per net acre for all multifamily types.
- The City assumes an average density for all housing types of 7.9 dwelling units per net acre. This is an increase of about 20% over the historical density of 6.5 dwelling units per net acre.

In summary, the City assumes that average densities will increase significantly (by about 20% over average historical densities) during the planning period, that ownership rates will increase, and that an increasing percentage of households will choose single-family attached housing types. These assumptions are consistent with the housing needs analysis presented in this chapter. These findings support the City's overall density assumption of 7.9 dwelling unit per net acre.

The forecast indicates that Springfield will need about 745 net residential acres, or about 918 gross residential acres to accommodate new housing between 2010 and 2030. The forecast results in an average residential density of 7.9 dwelling units per net residential acre and of 6.5 dwelling units per gross residential acre. This represents a 20% increase in density over the historical average of 6.6 dwelling units per net acre.

Table 5-30. Forecast of new dwelling units and land needed by type, Springfield 2010-2030

Housing Type	New DU	Percent	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res ac)
Needed Units, 2010-2030							
Single-family types							
Single-family detached	3,079	52%	5.5	560	20%	700	4.4
Manufactured in parks	59	1%	8.0	7	18%	9	6.6
Single-family attached	414	7%	9.0	46	15%	54	7.7
Subtotal	3,552	60%	5.8	613		763	4.7
Multi-family							
Multifamily	2,368	40%	18.0	132	15%	155	15.3
Subtotal	2,368	40%	18.0	132		155	15.3
Total	**5,920**	**100%**	**7.9**	**745**		**918**	**6.5**

Source: ECONorthwest

Table 5-31 provides an allocation of housing units by Springfield's three residential plan designations. Dwelling units were allocated to plan designations based, in part, on historic development trends within each plan designation and on the type of development allowed in each plan destination. Table 5-31 also provides an estimate of the gross acres required in each designation to accommodate needed housing units for the 2010-2030 period. The acreages are based on the gross density assumptions shown in Table 5-30. The residential land needs presented in Table 5-31 may change based on policy decisions related to land use efficiency measures, which may result in increased or decreased land need.

Based on the housing needs analysis, dwellings have been allocated by plan designation and type:

- The overall needed housing mix is 60% single-family (including manufactured and single-family attached units) and 40% multifamily.
- The density assumptions increase by plan designations as shown in Table 5-30.
- Fifty-six percent of needed dwelling units will locate in the Low Density residential designation, which allows single-family detached and manufactured homes. This designation also allows duplex, single-family attached, and some multifamily dwellings in conjunction with discretionary review.
- Thirty-one percent of needed dwellings will locate in the Medium Density residential designation, which allows single-family detached, single-family attached, manufactured home parks, townhomes, duplexes, and multifamily dwellings.
- Thirteen percent of needed dwelling units will locate in High Density or Mixed-Use residential designations, which allow single-family detached,

townhomes, manufactured (single detached and manufactured home parks), duplexes, and multifamily.

- Manufactured units in parks will locate in the Low-Density plan designation.

Table 5-31. Allocation of needed housing units by plan designation, Springfield 2010-2030

	Plan Designation							
	Low Density		Medium Density		High Density/ Mixed-Use		Total	
Housing Type	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac
Single-family								
Single-family detached	3,079	700	0	-	0	-	3,079	700
Manufactured in parks	59	9	0	-	0	-	59	9
Single-family attached	178	23	236	31	0	-	414	54
Subtotal	3,316	732	236	31	0	-	3,552	763
Multi-family								
Multi-family	0	-	1,598	116	770	38	2,368	155
Subtotal	0	-	1,598	116	770	38	2,368	155
Total	3,316	732	1,835	147	770	38	5,920	918
Percent of Acres and Units								
Single-family								
Single-family detached	52%	76%	0%	0%	0%	0%	52%	76%
Manufactured in parks	1%	1%	0%	0%	0%	0%	1%	1%
Single-family attached	3%	3%	4%	3%	0%	0%	7%	6%
Subtotal	56%	80%	4%	3%	0%	0%	60%	83%
Multi-family								
Multi-family	0%	0%	27%	13%	13%	4%	40%	17%
Subtotal	0%	0%	27%	13%	13%	4%	40%	17%
Total	56%	80%	31%	15%	13%	4%	100%	100%

Source: ECONorthwest

In addition to the housing types shown in Table 5-31, Springfield needs to plan for additional group quarters. The analysis assumes the City will add 291persons in group quarters between 2010 and 2012.The City will need to add a similar number of group quarter units during this period. Assuming that group quarters achieve densities comparable to multifamily units, the City will need approximately 19 gross residential acres for these units (291 divided by 15.3 units per gross acre). The majority of these units will probably be residential care facilities which are permitted as a discretionary use in the Low Density residential designation and a special use in the Medium- and High-Density designations.

Chapter 6

Comparison of Supply and Demand

This chapter summarizes from data and analysis presented in Chapters 2 through 5 to compare "demonstrated need" for vacant buildable land with the supply of such land currently within the Springfield UGB and city limits. Chapter 2 described the policy framework, Chapter 3 described land supply, Chapter 4 described historical development patterns, and Chapter 5 described residential land needs.

The following section estimates land needed for other uses; the chapter concludes with a comparison of land supply and land demand for the 2010-2030 time period.

TOTAL RESIDENTIAL LAND NEED, 2010-2030

This section estimates total residential land need for the period between 2010 and 2030. In additional to land needed for new residential units, it estimates land needed for parks, public facilities, and other semi-public uses to arrive at an estimate of total need for land designated for residential purposes.

LAND NEEDED FOR NEW RESIDENTIAL DWELLING UNITS

Chapter 5 presented estimates of land needed for new residential dwellings (see Tables 5-30 and 5-31). Table 6-1 summarizes land needed for new housing by plan designation for the 2010-2030 period. Note that group quarters is a separate category that can locate in any plan designation.

Table 6-1. Land needed for new housing by plan designation, Springfield UGB, 2010-2030

Plan Designation	DU	Gross Ac
Low-Density Residential	3,316	732
Medium-Density Residential	1,835	147
High-Density Residential/Mixed-Use	770	38
Group Quarters	291	19
Total	**6,211**	**936**

Source: Table 5-31

LAND NEEDED FOR OTHER USES

Cities need to provide land for uses other than housing and employment. Public and semi-public facilities such as schools, hospitals, governments, utilities, churches, parks, and other non-profit organizations will expand as population increases. Many communities have specific standards for parks. School districts typically develop population projections to forecast attendance and need for additional facilities. All of these uses will potentially require additional land as a

city grows. Land needed for other uses was not addressed in the Springfield Economic Opportunities Analysis. Thus, all other land needs are addressed in this document, and allocated to plan designations. That allocation includes significant needs that will occur in non-residential plan designations—particularly the Parks and Open Space designation.

This section considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth. For the purpose of estimating land needed for other uses, these lands are classified into three categories:

- *Lands needed for public operations and facilities.* This includes lands for city offices and maintenance facilities, schools, state facilities, substations, and other related public facilities. Land needs are estimated using acres per 1,000 persons for all lands of these types.

- *Lands needed for parks and open space.* The estimates use a parkland standard of 14 acres per 1,000 persons based on the level of service standard established in the Willamalane *Park and Recreation Comprehensive Plan*, which projected need for parkland in Springfield between 2002 and 2022.

- *Lands needed for semi-public uses.* This includes hospitals, churches, non-profit organizations, and related semi-public uses. The analysis includes land need assumptions using acres per 1,000 persons for all lands of these types.

Table 6-2 shows land in public and semi-public uses by type. The data show a total of 1,636 acres in public and semi public uses in the Springfield UGB in 2009. This equates to 24.8 acres per 1,000 persons.

Table 6-2. Summary of public and semi-public land need by type, Springfield UGB, 2010-2030

Type of Use	Acres	Acres / 1000 Persons	Assumed Need (Ac/1000 Persons)	Estimated Acres 2010-2030
Government	581	8.8	3.0	44
Utilities	134	2.0	2.0	30
Parks	563	8.5	14.0	357
Schools	277	4.2	0.9	14
Church/Charities/Other	81	1.2	1.2	18
Total	1,636	24.7	21.1	463

Source: City of Springfield GIS data; analysis by ECONorthwest

Table 6-2 shows that there will be an additional need of about 463 acres of land for all new public and semi-public uses or 21.1 acres per 1,000 people

between 2010 and 2030. The information in Table 6-2 is based on the following assumptions:

- Government land in 2007 includes a 271-acre site that is owned by the Bureau of Land Management (BLM) and the 115-acre Booth-Kelly mixed-use site. Not including these sites, Springfield has 195 acres of government land or 3.0 acres per 1,000 people. The assumed land need for 2010 to 2030 is 3.0 acres per 1,000 people, assuming that the City's land need will not include more sites like the BLM or Booth-Kelly site.
- Park land needs are based on the level-of-service established in Willamalane's parks plan of 14 acres per 1,000 persons, which will require 207 new acres of parkland. In addition, park land includes need for 150 acres of parkland for need identified in the *Park and Recreation Comprehensive Plan* and to serve residents that moved to Springfield between 2002 and 2008.[25]
- School land needs are based on the fact that the Springfield School District will need to add one 14 acre site in the Jasper-Natron area over the planning period.[26] The land need of 0.9 acres per 1,000 persons was based on population growth and the District's need for one 14 acre site.
- Land needs for utilities, recreation, and churches/charities/other are based on maintaining the same ratio of acre to population as currently exists for these land uses.

The next step in determining other land needs is to allocate the land needs to plan designations. Table 6-3 shows existing public and semi-public land use in 2009 based on Springfield tax lot data and land use data from the Lane Council of Governments. The results show that categories of land use are spread across plan designations, but tend to cluster in the appropriate plan designations. For example, the majority of park lands (62%) are in the Parks and Open Space designation, or the majority of government lands (85%) are in the Government plan designation.

[25] According to Greg Hyde, the Planning and Development Manager with the Willamalane Park & Recreation District, Springfield acquired 37 acres of park land between 2002 and 2008. The *Park and Recreation Comprehensive Plan* identified a deficit of 130 acres to serve population in 2002 (at the 14 acres per 1,000 person level of service). That deficit was reduced to 93 acres with the addition of the 37 acres of parkland. In addition, Springfield's population grew by 4,095 people between 2002 and 2008, resulting in an additional need for 57 acres of parkland. Together, Springfield has a need for 150 acres of parkland to serve the City's population in 2008 at the 14 acres per 1,000 person level of service.

[26] According to Jeff DeFranco, the Springfield Public Schools Director of Communications and Facilities, the school district has one 14-acre site that will be sold (the Rainbow (Chase) Property). The City owns a 65-acre site in East Springfield has no services. The District owns a 15-acre site in the Clear Water area that is outside of the UGB, which will be developed when there is more residential development in the area.

Table 6-3. Summary of existing public and semi-public lands by plan designation and use, 2009

	Land Use					
Plan Designation	Schools	Government	Religious/ Charitable	Public (Includes Parks)	Utilities	Total
Acres						
Low Density Residential	155	22	48	81	28	334
Medium Density Residential	9	1	7	0	1	18
High Density Residential	3	0	0	0	2	5
Parks & Open Spaces	0	66	5	361	43	475
Other Plan Designations (emp/govt)	94	490	20	141	59	804
Total	**261**	**578**	**81**	**582**	**134**	**1636**
Percent of Acres						
Low Density Residential	59%	4%	60%	14%	21%	20%
Medium Density Residential	3%	0%	9%	0%	1%	1%
High Density Residential	1%	0%	0%	0%	2%	0%
Parks & Open Spaces	0%	11%	6%	62%	32%	29%
Other Plan Designations (emp/govt)	36%	85%	25%	24%	44%	49%
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Source: City of Springfield GIS data; LCOG land use data; analysis by ECONorthwest

The data in Table 6-3 provides a basis for allocating public and semi-public land needs to plan designations. Table 6-4 shows the allocation of public and semi-public land need to plan designations. Based on the data in Table 6-3, the City assumes the following public and semi-public needs by plan designation:

- With the exception of parks, all public and semi-public land needs will follow the existing distribution by plan designation (as show in Table 6-3)
- Most parks will locate in the parks and open space designation. The allocation assumes that it is in the public interest for parks to mostly be located in the Park and Open Space designation, with a few smaller parks located in residential designations that service neighborhoods. The City assumes the following distribution for parks:
  - 80% will locate in the parks and open space designation
  - 14% will locate in low-density residential
  - 4% will locate in medium-density residential
  - 2% will locate in high-density residential

Table 6-4. Public and semi-public land needs by use and plan designation, 2010-2030

	Plan Designation					
Public/semi-public use	**LDR**	**MDR**	**HDR**	**P/OS**	**Govt/Emp**	**Total**
Government	2	0	0	5	37	44
Utilities	6	0	0	9	15	30
Parks	50	14	7	286	0	357
Schools	8	0	0	0	5	14
Church/Charities/Other	11	2	0	1	5	18
Total	**77**	**17**	**7**	**300**	**62**	**463**

Source: City of Springfield GIS data; LCOG land use data; analysis by ECONorthwest

BUILDABLE LAND INVENTORY AND CAPACITY

The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).[27] This yields a total of 1,468 buildable acres.

Table 6-5 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-30 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Total residential capacity includes capacity for redevelopment, which is assumed as 5% of needed new dwellings, or 296 dwellings. The basis for this assumption is presented in Chapter 4. Table 6-5 shows that Springfield has capacity for 9,018 dwelling units within the existing UGB.

[27] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

Table 6-5. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
Low Density Residential	1,301	5,379	60%
Medium Density Residential	128	2,718	30%
High Density Residential	18	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	296	3%
Total	**1,468**	**9,018**	**100%**

Source: City of Springfield residential BLI; analysis by ECONorthwest
Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

COMPARISON AND CONCLUSIONS

Table 6-6 shows the capacity for residential development by plan designation. The results show that, not considering other land needs (public and semi-public), Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,018 new dwelling units. The housing needs forecast projects a need for 5,920 dwelling units and 291 group quarter dwellings, or 6,211 total dwellings. The 291 group quarter dwellings are evenly allocated between the Medium-Density and High-Density residential designations.

Table 6-6. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

1	2	3	4	5	6	7
Plan Designation	Need (DU)	Capacity (DU)	Surplus/ Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need (Gross Acres)	Housing Surplus/ Deficit (Gross Ac)
Low Density Residential	3,316	5,379	2,063	4.5	-455	455
Medium Density Residential	1,982	3,136	1,154	12.5	-93	93
High Density Residential	914	503	-411	20.0	21	-21
Total	**6,211**	**9,018**	**2,807**		-527	527

Source: ECONorthwest
Column Notes:
1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.
4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 62)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7, Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5

The last step in the analysis is to add in public and semi-public land needs. Table 6-7 shows the reconciliation of land need and supply. The results show that Springfield has an overall surplus of residential land, but has deficits in the High-Density Residential and Parks and Open Space categories.

Table 6-7. Reconciliation of land need and supply, Springfield UGB, 2010

Plan Designation	Residential Land Surplus/Deficit (From Table 6-6)	Public/Semi-Public Land Need	Total Surplus/ Deficit
Low Density Residential	455	77	378
Medium Density Residential	93	17	76
High Density Residential	-21	7	-28
Parks and Open Space		300	-300
Government/Employment		62	Met through land need in EOA
Total	**527**	**463**	**126**

Source: ECONorthwest

The results lead to the following findings:

- The Low Density Residential designation has a *surplus* of approximately 378 gross acres.

- The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.

- The High Density Residential designation has a *deficit* of approximately 28 gross acres. At a minimum, the City will meet the deficit of 411 dwellings (21 acres) through land its redevelopment strategies in Downtown and Glenwood. The additional seven acres of public/semi-public land is intended to provide public open space for the higher density development, as well as any needed public facilities. This need could potentially be met through a variety of approaches—from designating seven additional acres high-density residential to ensuring that land designated park and open space is provided adjacent to high density residential developments.

- The Parks and Open Space designation has a *deficit* of 300 acres. This need does not imply that the City should expand the UGB for parks and open space. The City has a surplus of buildable lands in the low and medium density residential plan designations that can provide land for future parks within those designations, consistent with the objectives of the adopted Park and Recreation Comprehensive Plan. A portion of the parks and open space need can also be met on residentially designated land that has constraints and therefore is not counted as buildable acres (e.g., ridgeline trail systems). Since no surplus of land designated for high density residential uses exists, the 21-acre high density residential plan

designation deficit has been increased by seven (7) acres to provide parkland immediately adjacent to the proposed high density residential district.

- Government and employment land needs will be met through existing lands or land needs identified in the Springfield Economic Opportunities Analysis.

Appendix A Context for Assessing Housing Needs

WHAT IS AFFORDABLE HOUSING?

The terms "affordable" and "low-income" housing are often used interchangeably. These terms, however, have different meanings:

- *Affordable housing* refers to households' ability to find housing within their financial means. Households that spend more than 30% of their income on housing and certain utilities are considered to experience *cost burden.*[28] As such, any household that pays more than 30% experiences cost burden and does not have *affordable* housing. Thus, affordable housing applies to all households in the community.

- *Low-income housing* refers to housing for "low-income" households. HUD considers a household low-income if it earns 80% or less of median family income. In short, low-income housing is targeted at households that earn 80% or less of median family income.

These definitions mean that any household can experience cost burden and that affordable housing applies to all households in an area. Low-income housing targets low-income households. In other words, a community can have a housing affordability problem that does not include only low-income households.

It is important to underscore the point that many households that experience cost burden have jobs and are otherwise productive members of society. A household earning 80% of median family income in Springfield earns about $39,000 annually—or about $18.50 per hour for a full-time employee. The maximum affordable purchase price for a household earning $39,000 annually is about $120,000. Depending on household size, many of these households are eligible for government housing assistance programs.

In summary, any household can face housing affordability problems. Because they have more limited financial means, the incidence of cost burden is higher among low-income households. Statewide planning Goal 10 requires cities to adopt policies that encourage housing at price ranges commensurate with incomes. In short, state land use policy does not distinguish between households of different income levels and requires cities to adopt policies that encourage housing for all households.

[28] Cost burden is a concept used by HUD. Utilities included with housing cost include electricity, gas, and water, but do not include telephone expenses.

WHAT OBJECTIVES DO HOUSING POLICIES TYPICALLY TRY TO ACHIEVE?

The *Practice of State and Local Planning*[29] classifies goals that most government housing programs address into four categories:

- *Community life.* From a community perspective, housing policy is intended to provide and maintain safe, sanitary, and satisfactory housing with efficiently and economically organized community facilities to service it. In other words, housing should be coordinated with other community and public services. Although local policies do not always articulate this, they are implicit in most local government operations. Comprehensive plans, zoning, subdivision ordinances, building codes, and capital improvement programs are techniques most cities use to manage housing and its development. Local public facilities such as schools, fire and police stations, parks, and roads are usually designed and coordinated to meet demands created by housing development.

- *Social and equity concerns.* The key objective of social goals is to reduce or eliminate housing inadequacies affecting the poor, those unable to find suitable housing, and those discriminated against. In other words, communities have an obligation to provide safe, satisfactory housing opportunities to all households, at costs they can afford, without regard to income, race, religion, national origin, family structure, or disability.

- *Design and environmental quality.* The location and design of housing affect the natural environment, residents' quality of life, and the nature of community life. The objectives of policies that address design and environmental quality include neighborhood and housing designs that meet: household needs, maintain quality of life, provide efficient use of land and resources, reduce environmental impacts, and allow for the establishment of social and civic life and institutions. Most communities address these issues through local building codes, comprehensive land use plans, and development codes.

- *Stability of production.* Housing is a factor in every community's economy. The cyclical nature of housing markets, however, creates uncertainties for investment, labor, and builders. The International City Manager's Association suggests that local government policies should address this issue—most do not. Moreover, external factors (e.g. interest rates, cost of building materials, etc.) that bear upon local housing markets tend to undermine the effectiveness of such policies.

Despite the various federal and state policies regulating housing, most housing in the U.S. is produced by private industry and is privately owned. While the land

[29] *The Practice of Local Government Planning, 2nd Edition,* International City Managers Association, 1988.

use powers of local government have been an important factor in the production of housing, the role of local government has largely focused on regulation for public health and safety and provision of infrastructure. More recently, awareness has grown regarding the impact policies and regulations have had on the other aspects of community life such as costs of transportation and other infrastructure, access of residents to services and employment, and social interactions.

DEMAND VERSUS NEED

The language of Goal 10 and ORS 197.296 refers to housing *need*: it requires communities to provide needed housing types for households at all income levels. Goal 10's broad definition of need covers all households—from those with no home to those with second homes. State policy, however, does not make a clear distinction between need and demand. Following is our definition, which we believe to be consistent with definitions in state policy:

- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities' plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need because everyone needs housing. However, definition used by public agencies that provide housing assistance (primarily the Department of Housing and Urban Development – HUD, and the Oregon Housing and Community Services Department - HCS) is more narrow. It does not include most of the households that can purchase or rent housing consistent with the requirements of their household size for a price that is affordable. Households that cannot find and afford such housing have need: they are either unhoused, in housing of substandard condition, overcrowded, or paying more than their income and federal standards say they can afford.

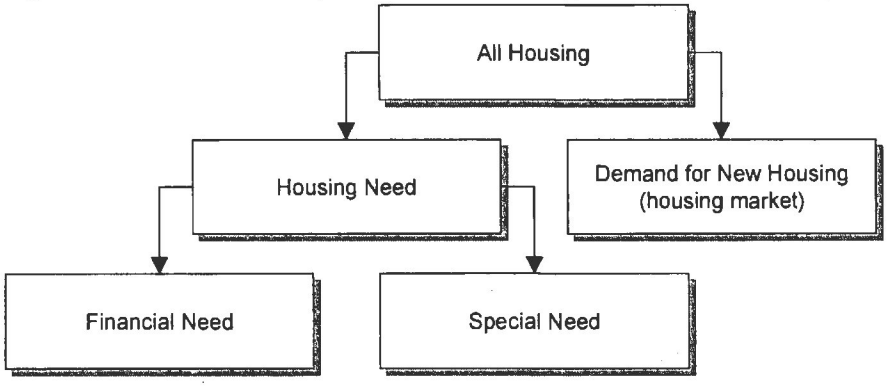
- *Housing market demand* is what households demonstrate they are willing to purchase in the market place. Growth in population leads to a growth in households and implies an increase in demand for housing units that is usually met primarily by the construction of new housing units by the private sector based on developers' best judgments about the types of housing that will be absorbed by the market. ORS 197.296 includes a market demand component: buildable land needs analyses must consider the density and mix of housing developed over the previous five years or since their most recent periodic review, whichever is greater.

In short, a housing needs analysis should make a distinction between housing that people might need (housing needs) and what the market will produce (housing market demand).

Figure A-1 shows a schematic that distinguishes between housing needs that are unmet and those that are met via market transactions. All housing need is the total number of housing units required to shelter the population. In that sense, it is approximately the number of households: every household needs a dwelling place. But some of that need is met through market transactions without much

government intervention because households have the income to *demand* (purchase) housing services (as owners or renters). That demand is shown in the box on the right. Other households, however, have needs unmet, usually because they lack the resources to purchase housing services (financial need), but because of special needs as well (though, even here, the issue is still one of financial resources).

Figure A-1. Relationship between housing need and housing demand



Most housing market analyses and housing elements of comprehensive plans in Oregon make forecasts of new demand (what housing units will get built in response to market forces). Work by housing authorities is more likely address housing need for special classes, especially low-income. It is the role of cities under Goal 10 to adopt and implement land use policies that will encourage provision of housing units that meet the needs of all residents.

It is unlikely that housing markets in any metropolitan area in the US provide housing to meet the needs of every household. Even many upper-income households probably believe they "need" (want) more housing than their wealth and income allows them to afford. Goal 10 does not require communities address the housing "want" of residents.

More important, however, are more basic housing needs. At the extreme there is homelessness: some people do not have any shelter at all. Close behind follows substandard housing (with health and safety problems), space problems (the structure is adequate but overcrowded), and economic and social problems (the structure is adequate in quality and size, but a household has to devote so much of its income to housing payments that other aspects of its quality of life suffer). Location can also be a burden—households that live further from work and shopping opportunities will have to spend more money on transportation. Moreover, while some new housing is government-assisted housing, public agencies do not have the financial resources to meet but a small fraction of that need. New housing does not, and is not likely to, fully address all these needs because housing developers, like any other business, typically try to maximize their profits.

In fact, many of those needs are much more likely to be satisfied by existing housing: the older, used stock of structures that is usually less expensive per square foot than new housing. Thus, forecasting the type of new units that might be built in a region (by type, size, and price) is unlikely to bear any relationship to the type of housing to which most people with acute housing needs will turn to solve their housing problems. One key reason for this is the dynamics associated with housing construction. The cost of building new housing is largely prohibitive for building dwelling units affordable to low-income households. This "trickle-down" effect is well known among housing specialists. In most communities a quick comparison of new home prices with income distributions will underscore the fact that developers tend to focus on the move-up market and not on entry-level housing.

Viewed in the light of those definitions (e.g., housing demand and housing need), the requirements of Goal 10 need clarification. Goal 10 mandates that communities plan for housing that meets the needs of households at all income levels. Thus, Goal 10 implies that everyone has a housing need. As we have noted, however, it is hard to justify spending public resources on the needs of high-income households: they have the income to purchase (demand) adequate housing services in the housing market. The housing they can afford may not be everything they want, but most policymakers would agree that the difference does not classify as the same kind of need that burdens very-low-income households.

This study is not the place to resolve debates about definitions of housing need and the purposes of Goal 10. Here are our assumptions about the distinction between demand and need in the rest of this study:

- Our analysis of need addresses the Goal 10 requirements regarding financial need (ability to obtain housing) as they relate to future households and to those households whose circumstances suggest that they will have special problems in finding adequate and affordable housing services. That analysis occurs after, and largely independent of, the forecast of new housing that is likely to be built to supply effective demand.

- Our forecast includes a comparison of demand for new housing: what kind of housing of what type is likely to get built in the region over the next 20 years. The baseline forecast is the housing "demand" forecast, the alternative forecast is the housing "need" forecast.

In summary, Goal 10 intends that cities identify housing need and develop a land use policy framework that meets identified needs. One of the key issues that gets addressed in a housing needs analysis is to determine how much land is needed for different housing types, and therefore must be designated for different housing types. Providing sufficient land in the proper designations is one of the most fundamental land use tools local governments have to meet housing need.

Appendix B National Housing Trends

The overview of national, state, and local housing trends builds from previous work by ECO and conclusions from The *State of the Nation's Housing, 2008* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook for the next decade as follows:

> "Housing markets contracted for a second straight year in 2007. The national median single-family home price fell in nominal terms for the first time in 40 years of recordkeeping, leaving several million homeowners with properties worth less than their mortgages. With the economy softening and many home loans resetting to higher rates, an increasing number of owners had difficulty keeping current on their payments. Mortgage performance—especially on subprime loans with adjustable rates—eroded badly. Lenders responded by tightening underwriting standards and demanding a higher risk premium, accelerating the ongoing slide in sales and starts.
>
> "It is still uncertain how far, and for how long, the housing crisis will drive down household growth. Regardless, given the solid underpinnings of long-term demand—including the recent strength of immigration and the aging of the echo-boom generation into young adulthood—household growth will pick up again once the economy recovers. But if the nation suffers a prolonged economic downturn that results in lower immigration and more doubling up, household growth in 2010-2020 may fall short of the 14.4 million level currently projected.

This evaluation presents a bleak outlook for housing markets and for homeownership in the short-term brought on by the subprime mortgage crisis. However, the image painted of the future looks brighter, as the increase in housing demand is naturally induced by the growth of the population in the necessary age groups.

Long run trends in home ownership and demand

Last year (2007) was a continuation of the significant departure from the recent housing boom that had lasted for 13 consecutive years (1992-2005). While strength in early 2005 pushed most national housing indicators into record territory, the market began to soften and sales slowed in many areas in the latter half of 2005. By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national sales prices also slowed. By 2007 and early 2008, housing market problems had reached the rest of the economy, resulting in a nationwide economic slowdown and fear of recession. After 12 successive years of increases, the national homeownership rate slipped in 2005, again in 2006 to 68.8%, and again in 2007 to 68.1%.

The Joint Center for Housing Studies concludes that the cooling housing market in 2006 had an immediate impact on homeownership. Increasing interest rates and decreasing housing affordability contributed to the recent market correction. Homebuilders could not react quickly enough to changing market conditions, resulting in an oversupply of housing and a rising inventory of unsold homes. The Joint Center for Housing Studies predicts that once the corrections made to work off the housing oversupply and prices start to recover, a return to traditional mortgage products and the strength of natural demand will invigorate the homeownership rate. The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured. Additional increases depend, in part, on finding ways to ease the difficulties faced by low and moderate income households in purchasing a home. It also rests on whether the conditions that have led to homeownership growth can be sustained.

From 2000 to 2005 housing starts and manufactured home placements appeared to have been roughly in line with household demand. In 2005, with demand for homes falling but construction coming off record levels, the surplus of both new and existing homes was much higher than in recent years. In late 2007 and early 2008, the excess supply of new single-family homes retreated by about 12%, though the simultaneous drop in sales left the supply at 11 months, a figure not seen since the 1970s. This resulted in a strong buyer's market, leaving many homes lingering on the market and forcing many sellers to accept prices lower than what they were expecting. The Joint Center for Housing Studies predicts the oversupply will eventually balance as housing starts continue to fall, lower prices motivate unforeseen buyers, and the rest of the economy begins to recover.

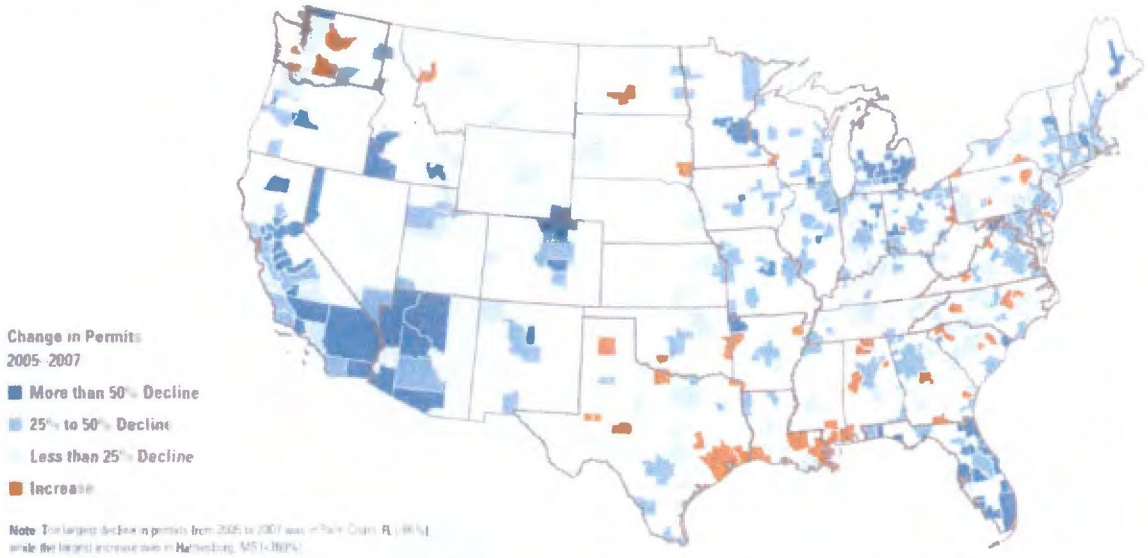
The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.4 million units nationally between 2010 and 2020. Nationally, the vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply. People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.

The Joint Center for Housing Studies also indicates that demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.

Recent trends in home ownership and demand

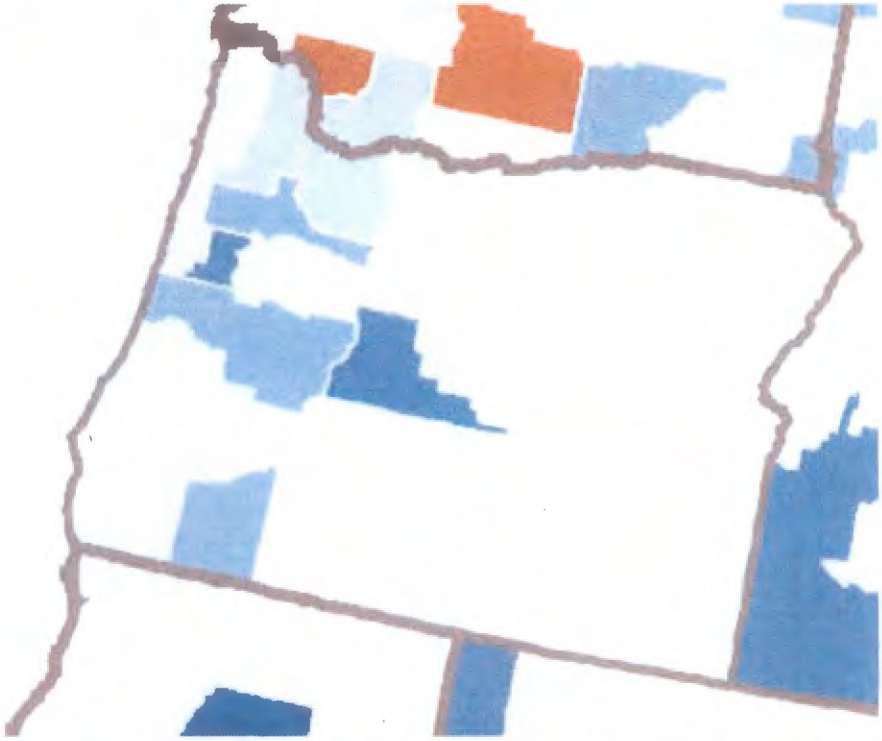
Conditions that had previously bolstered the housing market and promoted homeownership weakened in 2005 and eroded further in 2006 and 2007. Increasing interest rates and weakening housing prices combined to slow the housing market. In 2007, new home sales were down 40% from the record 2005 level, and existing home sales were down 20%. Regionally, using housing permits issued as a proxy for new home ownership, Lane County's issued housing permits fell between 25% and 50% between 2005 and 2007.

Figure B-1. Change in housing permits issued by county, U.S., 2005-2007



Source: Census Bureau, Construction Statistics, Building Permits by County. As cited in The State of The Nation's Housing, 2008, The Joint Center for Housing Studies of Harvard University, p. 8

Figure B-2. Change in housing permits issued by county, Oregon, 2005-2007



Source: Census Bureau, Construction Statistics, Building Permits by County. As cited in The State of The Nation's Housing, 2008, The Joint Center for Housing Studies of Harvard University, p. 8

Demographic trends in home ownership

According to the Joint Center for Housing Studies, immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2006, immigrants contributed to over 60% of household growth. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans. Members of this generation will probably earn more than their parents becoming an even greater source of housing demand in the coming decades.

The Joint Center for Housing Studies suggests that an aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers showed that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

People prefer to remain in their community as they age.[30] The challenges that seniors face as they age in continuing to live in their community include: changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.[31] Not all of these issues can be addressed through housing or land-use policies. Communities can address some of these issues through adopting policies that:

- Diversify housing stock to allow development of smaller, comparatively easily maintained houses in single-family zones, such as single story townhouses, condominiums, and apartments.
- Allow commercial uses in residential zones, such as neighborhood markets.
- Allow a mixture of housing densities and structure types in single-family zones, such as single-family detached, single-family attached, condominiums, and apartments.
- Promote the development of group housing for seniors that are unable or choose not to continue living in a private house. These facilities could include retirement communities for active seniors, assisted living facilities, or nursing homes.
- Design public facilities so that they can be used by seniors with limited mobility. For example, design and maintain sidewalks so that they can be used by people in wheel chairs or using walkers.

Home rental trends

Nationally, the rental market continues to experience growth, adding 2 million rental households from 2004 to 2007. Demand strengthened in every region except the Northeast. Vacancy rates in the West continue to decline, leading to strong increases in rental rates. Over the longer term, the Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role. Growth in young adult households will increase demand for moderately priced rentals, in part because echo boomers will reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals. Given current trends in home prices and interest rates, conditions will become increasingly favorable for rental markets in the coming years.

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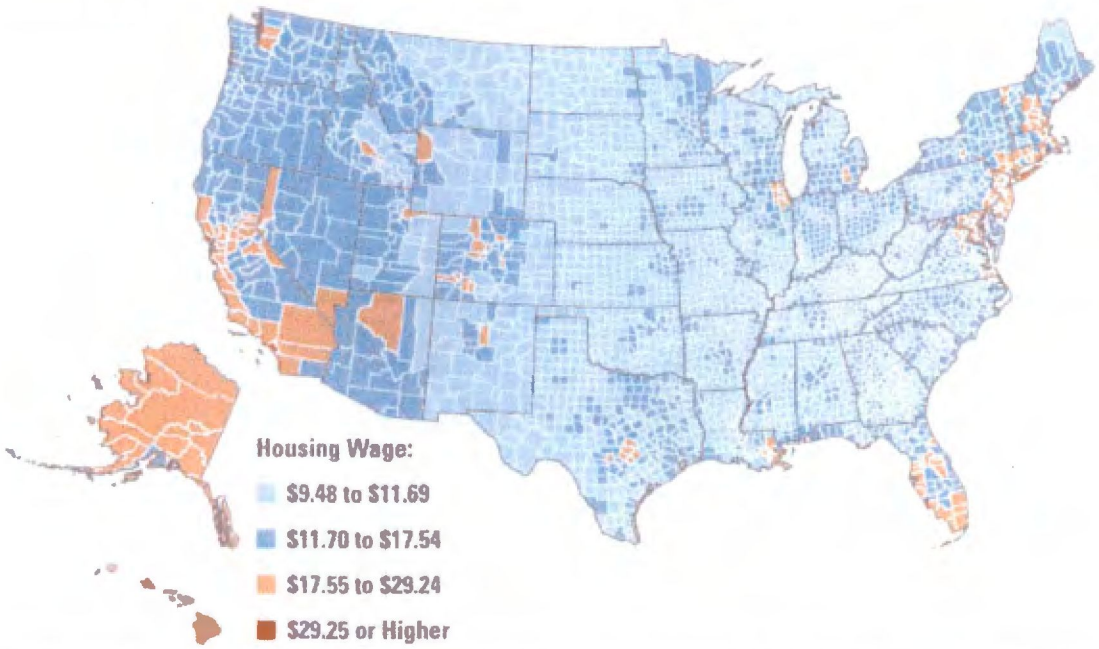
[30] A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See http://www.aarp.org/research.

[31] "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

Despite only modest increases in rents in recent years, growing shares of low- and moderate-wage workers, as well as seniors with fixed incomes, can no longer afford to rent even a modest two-bedroom apartment anywhere in the country. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%. The national trend towards increased rent to income ratios is mirrored regionally in that a salary of two to three times the 2007 Federal minimum wage of $5.85 is needed to afford rents in Lane County (see Figure B-3).

According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. For example, these figures exclude the 2.5 million households that live in crowded or structurally inadequate housing units. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work. Among households in the lowest expenditure quartile, those living in affordable housing spend an average of $100 more on transportation per month than those who are severely housing cost-burdened. With total average monthly outlays of only $1,000, these extra travel costs amount to 10 percent of the entire household budget.

Figure B-3. Hourly wages needed to afford rent by county, U.S., 2008



Source: HUD's Fair Market Rents for 2008, based on methodology developed by the National Low Income Housing Coalition. As cited in The State of The Nation's Housing, 2008, The Joint Center for Housing Studies of Harvard University, p. 30

Note: Every county in Oregon had a housing wage between $11.70 and $17.54 in 2008.

Trends in housing affordability

Despite widespread falling house prices, affordability problems have not improved significantly. A median-priced single-family home under conventional terms in 2007 (10% downpayment and 30-year fixed rate loan) only costs $76 per month and $1,000 downpayment less than a house bought in 2006, the year in which the sales prices of single-family homes were at their highest real price in history. Only 17 of the 138 National Association of Realtors-covered metropolitan areas have lower costs in 2007 than they did in 2003 when interest rates were bottomed out.

With low-wage jobs increasing and wages for those jobs stagnating, affordability problems will persist even as strong fundamentals lift the trajectory of residential investment. The number of severely cost-burdened households (spending more than 50% of income on housing) increased by almost 4 million households from 2001 to 2006, to a total of nearly 18 million households in 2005. Nearly 40% of low-income households with one or more full-time workers are severely cost burdened, and nearly 60% of low-income households with one part-time worker are severely cost burdened. The Joint Center for Housing Studies points to widening income disparities and decreasing federal assistance as two factors exacerbating the lack of affordable housing. While the Harvard report presents a relatively optimistic long-run outlook for housing markets and for homeownership, it points to the significant difficulties low- and moderate-income households face in finding affordable housing, and preserving the affordable units that do exist.

Trends in Housing Characteristics

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1997 and 2007 the median size of new single-family dwellings increased 15%, from 1,975 sq. ft. to 2,277 sq. ft. nationally and 18% in the western region from 1,930 sq. ft. to 2,286 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 8% in 1997 to 4% in 2007. The percentage of units greater than 3,000 sq. ft. increased from 15% in 1997 to 26% of new one-family homes completed in 2007. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1994 and 2007 the percentage of lots under 7,000 sq. ft. increased by 13% from 29% of lots to 33% of lots. A corresponding 4% decrease in lots over 11,000 sq. ft. is seen.

- Larger multifamily units. Between 1999 and 2007, the median size of new multiple family dwelling units increased by 15%. The percentage of multifamily units with more than 1,200 sq. ft. increased from 26% to 47% in the western region and from 28% to 50% nationally. The

percentage of units with less than 600 sq. ft. stayed at 1% both regionally and nationally.

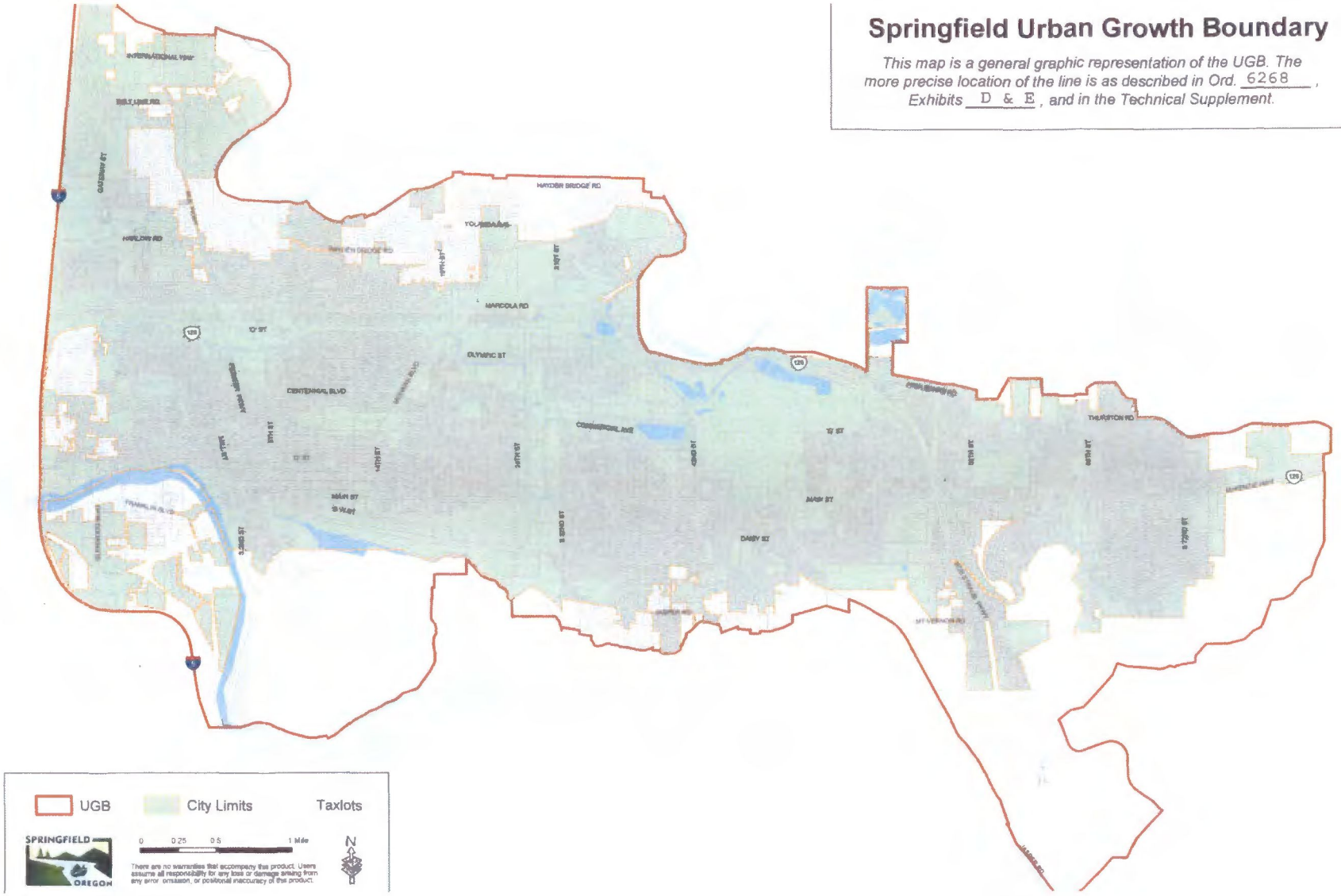
- More household amenities. Between 1994 and 2007 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications. Analysis of data from the Public Use Microsample (PUMS) in the 2000 Census to describe the relationship between selected demographic characteristics and housing choice. Key relationships identified through this data include:

- Homeownership rates increase as income increases;
- Homeownership rates increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a stronger determinate of tenure and housing type choice for all age categories.

Springfield Urban Growth Boundary

This map is a general graphic representation of the UGB. The more precise location of the line is as described in Ord. 6268, Exhibits D & E, and in the Technical Supplement.



List of tax lots that are adjacent to and inside, or split by the UGB

April 5, 2011

Tax lot #	*Status*	*Description*	*Area*	*Note*
17-02-19	**inside UGB or split by UGB**	**If the tax lot is split by the UGB, where is the UGB located?**	**name of area containing split tax lots**	**Plat, Survey, or land use decision**
1702190000101	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	Journal #94-02-32; plat #94-P0555; CS #32200
1702190000203	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000300	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000400	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000500	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000501	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000601	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000699	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000701	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	SUB2003-00014; Plat #2004-PO1787
1702190000800	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000900	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	Journal #87-03-20; CS #28405
1702190001000	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190001100	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190001200	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702194100101	in			
1702194100102	in			
1702194100200	in			
1702194100300	in			
1702194100800	in			
1702194100900	in			
1702194100901	in			
1702194100902	in			
1702194102900	in			
17-02-20				
1702200000500	in	tax lot line, city limits and UGB are coincident		
1702200000600	in	tax lot line, city limits and UGB are coincident		
1702200000700	in	tax lot line, city limits and UGB are coincident		
1702200000800	in	tax lot line, city limits and UGB are coincident		
1702200001301	in	tax lot line, city limits and UGB are coincident		

EXHIBIT D-1

Tax lot #	Status	Description	Area	Note
17-02-27				
1702270000901	split	City limits and UGB are coincident	Highbanks	
1702270000902	split	City limits and UGB are coincident	Highbanks	
1702270001002	split	connect the most northerly NE corner of tax lot 1702342200100 to NW corner of tax lot 1702342100400.	Highbanks	
1702270001004	in			
1702270001101	split	UGB and city limits are coincident	Thurston	
1702270001102	in			
1702270002002	in			
1702270002100	in			
17-02-28				
1702280000101	split	UGB and city limits are coincident	Highbanks	split by city limits
1702280000102	in			
1702280000300	split	UGB and city limits are coincident	Highbanks	split by city limits
1702280000301	in			
1702280000302	in			
1702280000401	in	UGB, city limits and tax lot lines are coincident		
1702280000402	in			
1702280000405	in			
1702280000406	in	UGB, city limits and tax lot lines are coincident		
1702280000500	split	450' N of the N edge of Highbanks ROW, then coincident with city limits east of tax lot 1702280000600	Highbanks	
1702280000600	in	UGB, city limits and tax lot lines are coincident		
1702284300200	in			
1702284300202	in	UGB, city limits and tax lot lines are coincident		
1702284300203	in			
1702284301308	in	UGB, city limits and tax lot lines are coincident		
1702284301309	in	UGB, city limits and tax lot lines are coincident		
17-02-29				
1702290002800	split	450' N of Highbanks ROW on the eastern lot line; connect to NE corner of tax lot 1702290002900	Highbanks	
1702290002900	split	Multi-part tax lot. Extend the UGB from tax lot 2800 to the W, coincident with tax lot line 2900 until it intersects the N edge of the ROW of I-105	Highbanks	
1702290003100	split	UGB and city limits are coincident	Highbanks	
17-02-30				
1702300000100	in	UGB, city limits and tax lot lines are coincident		
1702300000101	in	UGB, city limits and tax lot lines are coincident		
1702300000200	in	UGB, city limits and tax lot lines are coincident		
1702300002500	in	UGB, city limits and tax lot lines are coincident		

EXHIBIT D-2

Tax lot #	Status	Description	Area	Note
17-02-34				
1702341107900	in	UGB, city limits and tax lot lines are coincident		
1702341108000	in	UGB, city limits and tax lot lines are coincident		
1702341108100	in	UGB, city limits and tax lot lines are coincident		
1702341108200	in	UGB, city limits and tax lot lines are coincident		
1702341108300	in	UGB, city limits and tax lot lines are coincident		
1702341109000	in	UGB, city limits and tax lot lines are coincident		
1702341109100	in	UGB, city limits and tax lot lines are coincident		
1702341114900	in	UGB, city limits and tax lot lines are coincident		
1702341115000	in	UGB, city limits and tax lot lines are coincident		
1702341115100	in	UGB, city limits and tax lot lines are coincident		
1702341115200	in	UGB, city limits and tax lot lines are coincident		
1702341115300	in	UGB, city limits and tax lot lines are coincident		
1702341115400	in	UGB, city limits and tax lot lines are coincident		
1702341115500	split	split by city limits. Only "leg" portion is inside	Hayden Bridge	UGB formally interpreted in Levi Landing (#97-06-142); refer to plats of Levi Landing
1702341200100	in	UGB, city limits and tax lot lines are coincident		
1702341200500	split	Split by section line 170227 & 170234	Thurston	city limits outside UGB, Thurston Middle School
1702342100400	in	UGB, city limits and tax lot lines are coincident	Thurston	
1702342200100	in			
17-02-35				
1702352204801	in			
1702352204900	split	split by city limits	Thurston	
17-02-36				
1702362000403	in	UGB, city limits and tax lot lines are coincident on most easterly tax lot line		
1702362400102	in			
1702362400200	in			
1702363000100	in			
1702363002900	in			
1702363003200	in			
1702363003300	in			
1702363003400	in			
1702363003402	in			
17-03-14				
1703140000900	in			
1703140001100	in	Adjacent to McKenzie River. Refer to survey		Riverbend Phase 2 (survey)
1703140001900	in	Adjacent to McKenzie River. Refer to survey		Riverbend Phase 2 (survey)

EXHIBIT D-3

Tax lot #	Status	Description	Area	Note
17-03-15				
170315	in	maple island slough, unknown lot #	Gateway	tax lot contains public drainage facility
1703150000801	split	City limits and UGB are coincident	Gateway	
1703150001000	in	UGB, city limits and tax lot lines are coincident		
1703154000100	in	UGB, city limits and tax lot lines are coincident		
1703154000200	in	UGB, city limits and tax lot lines are coincident		
1703154000400	split	split by city limits; mostly outside the UGB, only the "leg" portion is inside	Gateway	
17-03-22				
1703220003700	in	UGB, city limits and tax lot lines are coincident		
1703220004102	in	Adjacent to McKenzie River. Refer to plat.		Riverbend Phase 2 (survey)
17-03-23				
1703233200100	in			
1703233200200	in			
1703233200300	in			
1703233200400	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202400	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202600	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202700	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233202800	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 1st Addition
1703233203200	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203300	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203400	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203700	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203800	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233203900	in	Adjacent to McKenzie River. Refer to plat.		McKenzie Manor 3rd Addition
1703233400100	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233400200	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233400300	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233400400	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle
1703233405400	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405500	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405600	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405700	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405800	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233405900	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233406000	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233406100	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition
1703233406200	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 1st Addition

EXHIBIT D-4

Tax lot #	Status	Description	Area	Note
1703233410800	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703233410900	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703233411000	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703233411100	in	Adjacent to McKenzie River. Refer to plat.		Royal Delle 2nd Addition
1703234200100	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200200	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200300	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200400	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200500	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200600	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234200700	in	Adjacent to McKenzie River. Refer to plat.		River Glen 3rd Addition
1703234300100	in			
1703234300200	in	UGB, city limits and tax lot lines are coincident		
1703234305500	in	UGB, city limits and tax lot lines are coincident		
1703234305600	in	UGB, city limits and tax lot lines are coincident		
1703234305700	in	UGB, city limits and tax lot lines are coincident		
1703234305800	in	UGB, city limits and tax lot lines are coincident		
1703234305900	in	UGB, city limits and tax lot lines are coincident		
1703234306000	in	UGB, city limits and tax lot lines are coincident		
1703234306100	in	UGB, city limits and tax lot lines are coincident		
1703234306200	in	UGB, city limits and tax lot lines are coincident		
1703234306300	in	UGB, city limits and tax lot lines are coincident		
1703234406000	in	UGB, city limits and tax lot lines are coincident		
1703234406100	in	UGB, city limits and tax lot lines are coincident		
1703234406200	in	UGB, city limits and tax lot lines are coincident		
1703234406300	in	UGB, city limits and tax lot lines are coincident		
1703234407900	in			PLA #94-11-222; CS #32540
1703234409300	in	UGB, city limits and tax lot lines are coincident		
1703234409400	in	UGB, city limits and tax lot lines are coincident		
1703234409500	in	UGB, city limits and tax lot lines are coincident		
1703234409600	in	UGB, city limits and tax lot lines are coincident		
1703234409700	in	UGB, city limits and tax lot lines are coincident		
1703234409800	in	UGB, city limits and tax lot lines are coincident		
1703234409900	in	UGB, city limits and tax lot lines are coincident		
1703234410000	in	UGB, city limits and tax lot lines are coincident		
1703234410100	in	UGB, city limits and tax lot lines are coincident		
1703234410200	in	UGB, city limits and tax lot lines are coincident		
17-03-24				
1703240000101	split	260' N of the N edge of Hayden Bridge Rd ROW	Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261

EXHIBIT D-5

Tax lot #	Status	Description	Area	Note
1703240000102	in		Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000103	split	260' N of the N edge of Hayden Bridge Rd ROW	Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000104	in		Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000300	split	375' N of the N edge of Hayden Bridge Rd ROW, include house	Hayden Bridge	
1703240000301	in			
1703240000401	split	375' N of the N edge of Hayden Bridge Rd ROW, include house	Hayden Bridge	
1703240000503	in			
1703240000507	in			
1703240000603	split	from the NE corner of the city limits on tax lot 1703243102000, then to a point 285' N of the N edge of Hayden Bridge ROW, on the east tax lot line of 1703240000603	Hayden Bridge	Journal #92-10-202 O'Niell; CS #33470 & 31021; Plat #92-P0306.
1703243100100	split	From NE corner of tax lot 1703243200301, to city limits on tax lot 1703243104000.	Hayden Bridge	
1703243100200	split	From NE corner of tax lot 1703243200301, to NW corner of city limits on tax lot 1703243100300.	Hayden Bridge	
1703243100300	split	From NE corner of tax lot 1703243200301, to NW corner of city limits on tax lot 1703243100300.	Hayden Bridge	
1703243100600	in			
1703243100701	in			
1703243100702	in			
1703243100704	in			
1703243100900	split	split by city limits	Hayden Bridge	
1703243102000	split	split by city limits, UGB and city limits are coincident	Hayden Bridge	
1703243104000	in	UGB, city limits and tax lot lines are coincident		
1703243104100	in	UGB, city limits and tax lot lines are coincident		
1703243104200	in	UGB, city limits and tax lot lines are coincident		
1703243200200	in			
1703243200301	in			
1703243200302	in			
1703243200303	in			
1703243200304	in			
1703243200305	in			
1703243200306	in			
1703243200307	in			
1703243200500	in			
1703243200600	in			
1703243200700	in			
1703243200800	in			

EXHIBIT D-6

Tax lot #	Status	Description	Area	Note
1703243200900	in			
18-02-01				
1802010000100	split	follow ridgeline	SE Hills	
18-02-02				
1802020000100	split	follow ridgeline	SE Hills	
1802020000200	split	follow ridgeline	SE Hills	
1802020000300	split	follow ridgeline	SE Hills	
1802020000400	***split***	***follow ridgeline***	***SE Hills***	***WEB***
1802020000401	***in***		***SE Hills***	***WEB***
18-02-03				
1802030000600	in	follow ridgeline	SE Hills	
18-02-04				
1802040003000	split	approximately 450' S of Jasper Rd to a property corner, then W to a point on the W property line that is approximately 450' S of the Jasper Rd ROW. A drainage ditch on the W property line crosses the driveway at that point. The house and barn at 5119 Jasper Rd are inside the UGB.	Clearwater	
18-02-05				
1802050002600	split	Panhandle; 400' S of the S edge of the Jasper Rd. ROW	Clearwater	
1802050002800	split	E leg is split 450' S of the S edge of Jasper Rd ROW. W leg is split 220' S of the S edge of Jasper Rd ROW.	Clearwater	
1802050002801	split	On the E tax lot line, approximately 450' S of the S edge of Jasper Rd. ROW, then to the NW corner of the tax lot. The house (4855 Jasper Rd) is outside.	Clearwater	
1802051303501	in			
1802051303600	in			
1802051303700	in			
1802051303800	in			
1802051304100	in			
1802051304101	in			
1802051304200	in			
1802052300300	in			
1802052300400	in			
1802052300403	in			
1802052300500	in			
1802052300600	in			
1802052400100	in			Journal #1998-11-0255; Redwood Village plat

EXHIBIT D-7

Tax lot #	Status	Description	Area	Note
1802052400200	in			Journal #1998-11-0255; Redwood Village plat
1802052401000	in			Journal #1998-11-0255; Redwood Village plat
1802052401100	in			Journal #1998-11-0255; Redwood Village plat
1802052401200	in			Journal #1998-11-0255; Redwood Village plat
1802052407900	in			Journal #1998-11-0255; Redwood Village plat
1802052408000	in			Journal #1998-11-0255; Redwood Village plat
1802052408100	in			Journal #1998-11-0255; Redwood Village plat
1802052408201	in			
1802052409400	in			Journal #1998-11-0255; Redwood Village plat
1802052409600	in			Journal #1998-11-0255; Redwood Village plat
1802052409700	in			Journal #1998-11-0255; Redwood Village plat
1802052409800	in			Journal #1998-11-0255; Redwood Village plat
1802052409900	in			Journal #1998-11-0255; Redwood Village plat
1802052410000	in			Journal #1998-11-0255; Redwood Village plat
1802052411000	in			Journal #1998-11-0255; Redwood Village plat
1802052412000	in			Journal #1998-11-0255; Redwood Village plat
1802052413000	in			Journal #1998-11-0255; Redwood Village plat
18-02-06				
1802060001006	in			
1802060001007	in			
1802060004600	in			
1802062403500	in			
1802062403501	in			
1802062403600	in			
1802064104902	in			

EXHIBIT D-8

Tax lot #	Status	Description	Area	Note
1802064105700	in			
1802064105800	in			
1802064105900	in			
1802064106000	in			
1802064106100	in			
1802064106200	in			
1802064106300	in			
1802064114500	in			
1802064115900	in	UGB, city limits and tax lot lines are coincident; N bank of Jasper slough		filbert meadows, LRP2005-00010; SUB2005-00062
1802064200118	in			
1802064200119	in			
1802064200120	in			
1802064200121	in			
1802064200301	in			
1802064200500	in			
1802064200501	in			
1802064200503	split	connect SW corner of tax lot 1802064200800 to SE corner of tax lot 180206420600		
1802064200600	in			
1802064200800	in			
1802064200900	in			
18-02-09				
1802090000100	***split***	***follow ridgeline from the most southerly NE corner of tax lot, to a point along Jasper Rd, 815' from the SW corner of the tax lot***	***SE Hills***	***WEB***
1802090000600	split	panhandle; approximately 450' S of the S edge of Jasper Rd. ROW	Clearwater	
18-02-10				
1802100001600	in	UGB and tax lot lines are coincident	SE Hills	Weyerhauser Rd.
1802100000100	***split***	***follow ridgeline to a point where the western tax lot line intersects north section line of 180210***	***SE Hills***	***WEB***
18-02-11				
1802110000300	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
1802110000400	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
1802110001600	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
1802110001700	split	interpretation with legal description	SE Hills	Weyerhauser Rd. Journal #1998-11-0256 contains legal description (attachment D)

EXHIBIT D-9

Tax lot #	Status	Description	Area	Note
1802110002000	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)

EXHIBIT D-10

Tax lot #	*Status*	*Description*	*Area*	*Note*
18-02-15				
1802150000100	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
18-03-01				
1803010000701	in			
1803010001100	in			
1803010001301	in			
1803010003100	in			
1803010003200	in		willamette	
1803010003600	in			
18-03-02				
1803020000600	in			
18-03-11				
1803110000600	split	refer to description of UGB within I5 corridor	willamette	
1803110000700	split	refer to description of UGB within I5 corridor	willamette	
1803110001800	in			
18-03-12				
1803120000500	in			
ROW/other				
Jasper Rd.	in	UGB is the S edge of the Jasper Rd ROW, include entire ROW		
Mill Race	in	the Mill Race within 18-03-01 is entirely within the UGB, UGB is top of S bank		
I-105	in	I-105 within 17-02-29 and 17-02-30 is within the UGB		
17-02-35	in	UGB is the N edge of the Thurston Rd ROW, E of 69th Street to the E lot line of 1702362400200		
18-02-06-24	in	The ROW for Garden Ave and Kintzley Ave are within the UGB		
17-02-36	in	UGB is the N edge of the Thurston Rd ROW		
I5 description		refer to methodology in adopted ordinance		

EXHIBIT D-11

Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary

Purpose of this action

1. To establish a tax lot-specific map of the acknowledged Metro Urban Growth Boundary, east of Interstate 5, in accordance with OAR 660-024-0020(2).
2. To establish a separate Urban Growth Boundary for the city of Springfield, as required by ORS 197.304.

Background & Findings

1. The Urban Growth Boundary (UGB) was originally acknowledged by the Land Conservation and Development Commission on August 19, 1982.
2. The existing map of the UGB was adopted by the Springfield City Council on May 17, 2004, by Ordinance No. 6087.
3. The tax lot-specific map of the acknowledged Metro Urban Growth Boundary, east of Interstate 5 establishes a more precise location of the UGB.
4. The methodology used to determine the precise location of the acknowledged UGB is based on the adopted policies contained in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).
5. As adopted, the UGB is only 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. (Page II-G-14 of the Metro Plan).
6. Where it is not tax lot-specific, the UGB is approximately 200' wide. This is in accordance with the adopted policies in the Metro Plan as well as decisions by the Lane County Hearings Official.
    a. Levi Landing (Journal #1997-06-142 & #1999-06-144) is the only area where a more precise location of the UGB east of I5 has been determined by the Lane County Hearings Official.
    b. Letter from Steve Gordon, dated June 29, 1999.
    c. The best evidence that identifies the location of the UGB in the SE Hills is:
        i. The city attorney and city staff endorsed the location of the ridgeline separating the drainage basins, as proposed in Journal #2000-06-128, Dilbeck, and
        ii. The Springfield Planning Commission found the legal description contained in Journal #1998-11-256, Smejkal, accurately describes a portion of the UGB in the southeast hills.

Methodology

1. OAR 660-024-0020(2): "The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location."
    a. This OAR requires the UGB to be shown at a scale that identifies which particular tax lots are included in the UGB. If a tax lot is split by the UGB, there must be sufficient information to determine the precise UGB location.
    b. Where the UGB does not follow tax lot lines, a written description shall provide sufficient information to determine the precise UGB location. This information is contained in the table called: "Tax lots Adjacent and Split by the UGB"
2. The UGB is coincident with tax lot lines unless the tax lot line is outside the 200' wide area.
3. The UGB is coincident with tax lot lines when they are coterminous with the outside edge of rights-of-way, so the full width of the right-of-way is inside the UGB.
4. Roads and Rights of Way. The UGB 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. Refer to Policy #2, Page II-C-4 of the Metro Plan.
5. The location of the UGB in relation to the Interstate 5 corridor is based on the policies contained in "Jurisdictional Responsibility" on Page II-D of the Metro Plan:

    "The division of responsibility for metropolitan planning between the two cities is the Interstate 5 Highway. 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 west of the Interstate 5 Highway and with Springfield between the city limits and UGB 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."

    a. **General description.** The northbound lane is inside the Springfield UGB. The southbound lane is outside the Springfield UGB. For the area underneath the Willamette River Bridge, the UGB and the city limits are coincident.
    b. **Northern terminus.** Extend the northern tax lot line of 1703150000100 to the west until it intersects the centerline of the Interstate 5 right-of-way.
    c. **Southern terminus.** Extend the southernmost point of tax lot 180311001800 that is south of and adjacent to the Filbert Grove 5th Addition, to the W, to the intersection of the Interstate 5 centerline and the common section line of TRS 180311 and 180310. This point is approximately 275' south of the northbound Interstate 5 on-ramp.
    d. **Centerline.** For the purposes of the UGB location, the centerline is located within the area between the northbound and southbound travel lanes as they are currently located. A more precise location of the current centerline is included in the following metes and bounds description. If the travel lanes are shifted and

the metes and bounds description conflicts with the new travel lanes, the general description shall apply.

Beginning at the Northwest corner of the Ashley O. Stevens DLC no. 45 in Township 17 South, Range 3 West in the Willamette Meridian, thence South 83°17'27" East 1025.05 feet to the centerline of Pacific highway Interstate 5; thence North 6°38'21" East 1636.35 feet along said centerline to Engineers centerline station 402+01.88 being the **TRUE POINT OF BEGINNING** of the herein UGB line description; thence along the centerline of said Pacific Highway Interstate 5 the following courses: South 6°42'32" West 13,695.08 feet to Engineers centerline station 538+96.95 PS; thence along a spiral curve to the left (the long chord of which bears South 4°17'57" West 1213.40 feet) to Engineers centerline station 551+10.84 PT BK = 551+24.85 POT AH; thence South 1°53'22" West 3690.63 feet to Engineers centerline station 588+15.62 PS; thence along a spiral curve to the left (the long chord of which bears South 9°18'13" East 1505.42 feet) to Engineers centerline station 603+34.93 PT; thence South 20°29'48" East 15.13 feet to Engineers centerline station 603+34.93 POT BK = 202+88.88 POT AH; thence South 20°29'48" East 233.64 feet to Engineers centerline station 205+22.53 PS; thence along a spiral curve to the left (the long chord of which bears South 54°29'18" East 2982.07 feet) to Engineers centerline station 237+41.86 PT; thence South 88°28'48" East 738.65 feet to Engineers centerline station 244+80.54 PS; thence along a spiral curve to the right (the long chord of which bears South 47°03'03" East 2279.74 feet) to Engineers centerline station 266+63.16 PT; thence South 5°37'18" East 1049.33 feet to Engineers centerline station 277+12.49 PS; thence along a spiral curve to the left (the long chord of which bears South 9°31'54" East 1431.01 feet) to Engineers centerline station 287+45.82 PCS and there ending, all in Lane County, Oregon.

Basis of Bearings for this description is Oregon State Plane Coordinate System, South Zone, NAD 83/91 Datum.

6. Split Tax Lots. When the UGB is not coincident with tax lot lines, the criteria from the Metro Plan shall apply. The following criteria are from Page II-G-14 of the Metro Plan. The UGB shall follow the most appropriate feature:
    a. Protection of Agricultural Lands
    b. Protection of Forest Lands
    c. Ridgeline (Drainage Basin)
    d. Orderly and Economic Public Services
    e. Floodway Fringe
    f. Protection of Wetlands
    g. Protection of Sand and Gravel Resources
    h. Airport Protection
    i. Existing Development and Services (City Limits)
    j. Meet Economic Goals

7. The following areas contain tax lots that are split by the UGB. Refer to the detail maps in the technical supplement for further clarification.

    a. **Hayden Bridge Area Split Tax Lots**: The location of the UGB is a fixed distance (300') that is measured from the northern edge of the Hayden Bridge right-of-way, unless it has been previously determined as a result of a land use decision or annexation. The location of 300' north of the right of way was chosen since it included most of the existing dwellings and was within the 200' area. In addition, the land use decisions indicated the UGB was not intended to follow the Hayden Bridge right of way.

    b. **High Banks Area Split Tax Lots**. The location of the UGB is either:

        - A fixed distance (450') that is measured from the northern edge of the High Banks right-of-way, or
        - Coincident with the city limits.

    c. **North Gateway Area Split Tax Lots**. The UGB is coincident with the unnumbered tax lot that contains the public drainage facility. The tax lot is entirely within the UGB.

    d. **Thurston Area Split Tax Lots**. The city limits extend outside the UGB on the tax lot that contains the Thurston Middle School. On that tax lot, the UGB is coincident with the section line.

    e. **Southeast Hills Area Split Tax Lots**. The adopted policies indicate the UGB should follow the ridgeline (refer to the table "*Metro Plan* Urban Growth Boundary Map Key" from Page II-G-21 of the Metro plan). The line was originally drawn in 1982 and generally follows the ridgeline. The city's current mapping technology is able to more accurately follow the ridgeline. The letter from Steve Gordon, dated June 29, 1999, provides evidence of the intent to follow the ridgeline. Journal #1998-11-0256 is a land use decision that provided a legal description for a portion of this area.

    f. **Clearwater Area Split Tax Lots**: When the UGB does not follow tax lot lines in this area, its location is based on aerial photo interpretation and proximity to the Jasper Rd. right of way. This effort also included a site visit and discussions with the landowner of 5119 Jasper Rd.

    g. **Willamette Area Split Tax Lots**: Refer to the description of the UGB within the I5 corridor. The location is based on the policies contained in "Jurisdictional Responsibility" on Page II-D of the Metro Plan.

EXHIBIT F-1

Implementation of ORS 197.304
Adoption of a Separate Springfield Urban Growth Boundary
Findings

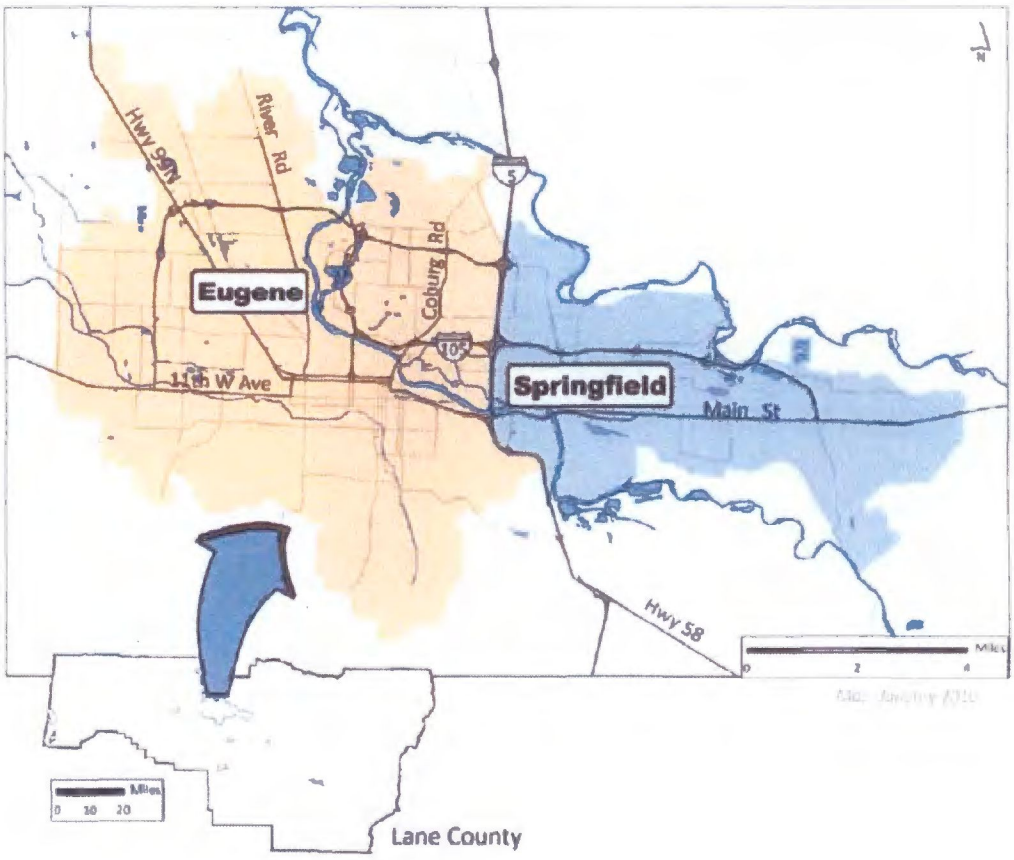


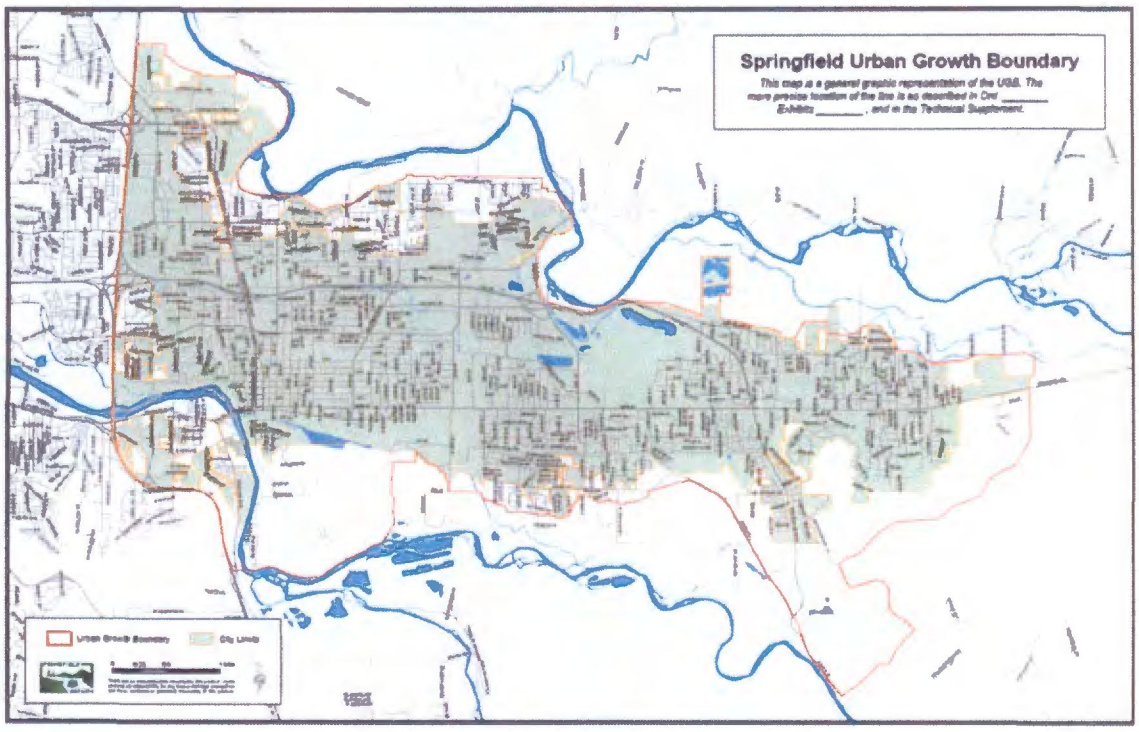
Table of Contents

I. Proposed Post-Acknowledgment Plan Amendment Package

This post-acknowledgement plan amendment (PAPA) package includes three changes to the *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan):

1. Adoption of an amendment to the Eugene-Springfield Urban Growth Boundary (Metro UGB) to establish a separate UGB for the city of Springfield pursuant to ORS 197.304.
    a. The area encompassed by the Springfield UGB is the same as the City's acknowledged "jurisdictional area" described in the Metro Plan.
    b. As a result of this amendment, there will be no increase in the combined urban areas of the cities within the acknowledged Metro UGB.
    c. To comply with OAR 660-024-0020(2), the City has determined the precise location of the Metro UGB (now the Springfield UGB) east of Interstate Highway 5. (Map A, Ordinance No. 6268 Exhibits C, D and E)

Map A: Springfield Separate Urban Growth Boundary (ORS 197.304)



2. Adoption of the *Springfield Residential Land and Housing Needs Analysis; April 2011* (RLHNA) to demonstrate that Springfield has a 20-year supply of buildable land within its separate Springfield UGB. The RLHNA (Ordinance 6268, Exhibit B) and these findings (Exhibit F) demonstrate compliance with:
    a. ORS 197.296 Factors to establish sufficiency of buildable lands within urban growth boundary; analysis and determination of residential housing patterns;
    b. Related "Needed Housing" statutes (ORS 197.295 through 197.314); and
    c. Statewide Planning Goal 10 (Housing) and its administrative rule (OAR Chapter 660, Division 008).

3. Adoption of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* (Springfield Housing Element) (Ordinance 6268 Exhibit A) to implement the Metro Plan and the results of the RLHNA, by increasing the supply of land designated for High Density Residential (HDR) uses by approximately 28 gross buildable acres. The adopted Housing Element includes the following policy and implementation "measure": Policy H .2. To meet identified high-density, multiple-family housing needs, the City shall redesignate at least 28 gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012.

These amendments are necessary to comply with ORS 197.304 (*see* Section II) and ORS 197.296 (*see* Section III), notwithstanding any Metro Plan policy or intergovernmental agreement to the contrary.

II. Compliance with ORS 197.304

Background

ORS 197.304 is one of several "needed housing" statutes found in ORS 197.295 through ORS 197.314. This particular "needed housing" statute applies only to cities of over 50,000 in Lane County. ORS 197.304 requires that the city of Springfield adopt a separate UGB and demonstrate that there is sufficient buildable land within this separate UGB to meet identified housing needs over the next 20 years (as required by ORS 197.296).

ORS 197.304 is quoted in its entirety below in ***bold italic***, followed by the City's findings demonstrating compliance with this statute:

> ***197.304 Lane County accommodation of needed housing.***
> ***(1) Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:***
>
> ***(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and***
>
> ***(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.***
>
> ***(2) Except as provided in subsection (1) of this section, this section does not alter or affect an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions adopted by Lane County or local governments in Lane County.***

Establishment of a Separate Springfield UGB

City Findings: The cities of Springfield and Eugene are located in Lane County and (according to the US Census American Communities Survey, 2009) have populations of 58,085 and 157,100 within their respective city limits. Springfield and Eugene are the only cities in Lane County that have a population greater than 50,000 and which share common comprehensive plan housing policies and a common urban growth boundary (UGB). Therefore, the application of ORS 197.304 is limited to these two Lane County cities.

ORS 197.304(1) requires each city to "meet its obligation" under the "needed housing" statutes (ORS 197.295 – 197.314) *separately* from the other. The cities of Eugene and Springfield currently meet their housing obligation under the needed housing statutes jointly: (a) through the acknowledged Metro Plan Residential Land Use and Housing Element, and (b) within a common (Metro) urban growth boundary. The Metro Plan, including the Residential Land Use and Housing Element, was adopted by Eugene, Springfield and Lane County in 2004,[1] and was subsequently acknowledged by the Land Conservation & Development Commission through the periodic review process.[2]

ORS 197.304 requires Springfield to "separately meet" its statutory housing obligations within a UGB "established" consistent with the Statewide Planning Goals. The UGB amendment necessary to "establish" a separate Springfield UGB will not result in a UGB expansion. Since there will be no increase in urban land area as a result of this amendment package, Goal 14 has limited applicability and thus the DLCD Director shall determine whether this decision is subject to review by the Land Conservation and Development Commission "in the manner of periodic review.[3] In this case, amending the Metro Plan to "establish" a separate UGB does not have the technical meaning of "establish" as used in Statewide Planning Goal 14; rather, it means an amendment to the regional Metro UGB to adopt separate UGBs for each city, as required by ORS 197.304.[4]

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[1] See Eugene Ordinance No. 20319 (adopted 4/21/04), Springfield Ordinance No. 6087 (adopted 4/17/04), and Lane County Ordinance No. PA 1197 (adopted 6/2/04).

[2] DLCD Order 001635 Periodic Review Task #18, October 20, 2004

[3] ORS 197.626 reads in relevant part: "**197.626 Expanding urban growth boundary or designating urban or rural reserves subject to periodic review.** * * * a city with a population of 2,500 or more within its urban growth boundary that amends the urban growth boundary to include more than 50 acres * * * shall submit the amendment or designation to the Land Conservation and Development Commission in the manner provided for periodic review under ORS 197.628 to 197.650."

[4] See Attachment 1, Memo by Corinne C. Sherton re "Legislative History of ORS 197.304," dated December 28, 2010, which is incorporated into these findings by reference. As noted in attorney Sherton's memorandum:

"There is no reference in the legislative history of HB 3337A to any intent that 'establish an urban growth boundary,' as used in ORS 197.304(1)(a), incorporate the technical meaning of 'establish' used in Goal 14. Rather, the frequent usage in written and oral testimony of the descriptions 'splitting,' 'dividing,' and 'separating' the existing Metro Plan UGB, to describe the HB 3337-mandated adoption of separate UGB's by Springfield and Eugene, is more consistent with adoption of those separate UGB's as amendments to the current Metro Plan UGB. Further, there is no doubt that the remainder of the Metro Plan (other than the current Metro UGB) will remain in effect when the HB 3337A process is concluded. Therefore, the demonstration required by ORS 197.304(1)(b), that a city's comprehensive plan provides a 20-year supply of buildable land, as required by ORS 197.296, means that the necessary BLI and HNA must be adopted as amendments to the Metro Plan. If Springfield carries out the HB 3337A-mandated process of establishing its UGB and demonstrating compliance with ORS 197.296, as amendments to the acknowledged Metro Plan, then its UGB and housing analysis will become part of the Metro Plan, and in the future Springfield will be able to make decisions consistently

To accomplish this statutory requirement, Springfield has amended the acknowledged Eugene-Springfield Metro UGB to create a separate Springfield UGB for Springfield's "jurisdictional area[s] of responsibility" as described in the Metro Plan. The Metro Plan (Chapter II-D Jurisdictional Responsibility, p. II-D-1) states:

> *"The division of responsibility for metropolitan planning between the two cities is the Interstate 5 Highway. Lane County jurisdiction is between the urban growth boundary (UGB) and Metro Plan Boundary; and the county has joint responsibility with Eugene between the city limits and UGB west of the Interstate 5 Highway and with Springfield between the city limits and the UGB east of the Interstate 5 Highway. * * * Refer to Plan Chapter IV and intergovernmental agreements to resolve specific issues of jurisdiction."*

Since Interstate 5 separates Springfield's "jurisdictional area of responsibility" from that of the city of Eugene, Interstate Highway 5 will serve as the western portion of Springfield's UGB, as further described in Ordinance # 6268 Exhibits C, D and E. The Metro UGB will continue to serve as Springfield's UGB to the north, east and south. Thus, the external Metro UGB (the UGB that "separates urban from rural land," as opposed to the Springfield/Eugene intercity UGB which separates the cities' urban areas) will remain unchanged, *subject to* the site specific interpretations of this boundary *required* by OAR 660-024-0020(2).[5]

No changes to existing intergovernmental agreements among Lane County, Eugene and Springfield are proposed or necessary to implement ORS 197.304.

Process Considerations

City Findings: Under the provisions of ORS 197.304 and Goal 14, Lane County must co-adopt Springfield's separate UGB. No changes are proposed to existing Metro Plan land use designations or to the City's urban growth management agreement with Lane County.

Importantly, there will be no change in Eugene's and Springfield's combined urban land area as a result of this amendment. Therefore, the DLCD Director shall determine whether this post-

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with the (new) acknowledged Metro Plan, as it is required to do under existing law."

[5] **"660-024-0020 Adoption or Amendment of a UGB * * *** (2) The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location."

acknowledgment plan amendment proposal is subject to review by the Land Conservation and Development Commission "in the manner of periodic review (ORS 197.626).[6]

Statewide Planning Goal Findings

City Findings: Section III of these findings addresses Goal 10 (Housing) and its administrative rule (OAR Chapter 660, Division 008). Section IV of these findings addresses the remainder of the Statewide Planning Goals.

III. Compliance with ORS 197.296, Goal 10 and OAR Chapter 660, Division 008

The following findings show how the City has met each relevant provision of ORS 197.296 (Factors to establish sufficiency of buildable lands within urban growth boundary; analysis and determination of residential housing patterns). ORS 197.296 is divided into sections; each section is quoted below in ***bold italic*** followed by the City's findings demonstrating compliance with the quoted section.

ORS 197.296 and OAR Chapter 660, Division 008 (Interpretation of Goal 10 Housing) have corresponding or related provisions. Compliance with these Division 008 provisions is addressed in footnotes under the corresponding or related ORS 197.296 section.

Applicability

197.296 Factors to establish sufficiency of buildable lands within urban growth boundary; analysis and determination of residential housing patterns.

(1)(a) The provisions of this section apply to * * * local government comprehensive plans for lands within the urban growth boundary of a city that is located outside of a metropolitan service district and has a population of 25,000 or more.

City Findings: ORS 197.296 applies to the City of Springfield because the City's 2010 urban area population of 67,031 exceeds 25,000. The population within the Eugene-Springfield Metropolitan UGB (over 200,000) is much greater.

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[6] ORS 197.626 reads in relevant part: "**197.626 Expanding urban growth boundary or designating urban or rural reserves subject to periodic review.** * * * a city with a population of 2,500 or more within its urban growth boundary that amends the urban growth boundary to include more than 50 acres * * * shall submit the amendment or designation to the Land Conservation and Development Commission in the manner provided for periodic review under ORS 197.628 to 197.650."

20-Year Buildable Land Supply

(2) At periodic review pursuant to ORS 197.628 to 197.650 or at any other legislative review of the comprehensive plan or regional plan that concerns the urban growth boundary and requires the application of a statewide planning goal relating to buildable lands for residential use, a local government shall demonstrate that its comprehensive plan or regional plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years. The 20-year period shall commence on the date initially scheduled for completion of the periodic or legislative review.

City Findings: The City has conducted a legislative review that relates to Goal 10 (Housing) and the supply of buildable land needed for residential use. This review was undertaken, in part, in response to ORS 197.304 requirements. Springfield's initially scheduled date for completion of this legislative review process was December 31, 2009. Therefore, the 20-year planning period runs from 2010 through 2030.

The April 2011 *Springfield Residential Land and Housing Needs Analysis* (RLHNA) (Ordinance Exhibit B) is the final product of that legislative review and serves as the City's "housing needs analysis" and "buildable lands inventory" under Goal 10, Division 008, and ORS 197.296. As discussed in more detail below, the April 2011 RLHNA demonstrates that there is sufficient buildable residential land within Springfield's jurisdictional area (*i.e.*, the area within the City's separate UGB) to meet identified residential, public and semi-public land needs during the 20-year planning period.

Comments and Revisions to the Draft RLHNA

During the City's legislative review process, 1000 Friends of Oregon (1000 Friends) and the Department of Land Conservation and Development (DLCD) expressed concerns regarding the draft RLHNA. Where these concerns raised valid issues, they have been considered in the revised RLHNA or in these findings.

- 1000 Friends (letters dated October 9, 2009 from Mia Nelson[7] and November 11, 2009 from Sid Friedman) argued that the August 2009 draft of the RLHNA over-estimated land need and under-estimated land supply, resulting in a recommendation to add more land to the UGB than can be justified under Goal 14. 1000 Friends' comments focused on the relationship between public and semi-public and residential land needs and the buildable land for each within Springfield's jurisdictional area. 1000 Friends also noted

[7] Ms. Nelson submitted this letter on behalf of herself and LandWatch Lane County, but was soon after hired by 1000 Friends.

that projected growth in higher-density group quarters was inconsistent with past trends.

- DLCD (October 10, 2009 letter) also had concerns regarding the relationship between housing, public and semi-public land needs and Springfield's buildable land supply. DLCD suggested that the draft RLHNA "overstates the need for additional land to accommodate these uses." DLCD also questioned the basis for the assumption in the RLHNA that 5% of projected housing need would be met through redevelopment of developed residential land, and asked for documentation regarding consistency of the RLHNA with Metro Plan assumptions.

The impetus for many of these objections appears to have been the conclusion reached in the 2007 version of the RLHNA that a UGB expansion of 344 gross buildable acres *may* be necessary to meet identified residential, public and semi-public land needs.[8]

However, in December 2009, a mapping error was discovered that had the effect of increasing the supply of vacant and partially vacant buildable residential land within Springfield's jurisdictional area from 935 to 1,447 acres.[9] This finding resulted in substantial revisions to the 2007 RLHNA: **the December 2009 RLHNA concluded that a UGB amendment was no longer needed to meet 20-year housing, public and semi-public land needs.**

- In January 2011, ECONorthwest revised the draft RLHNA to address comments from 1000 Friends, DLCD and others, and to ensure internal data consistency.[10] The April 2011 RLHNA (Ordinance Exhibit B), at pp. 65-70, better explains how public and semi-public land needs are allocated to residential, public and employment lands.

- The revised 2011 RLHNA also increased the estimated percentage of group home residents from 1% to 2% of projected population growth, as suggested by 1000 Friends. Modifying the future persons in group quarters assumption from 1% of new population to 2% of new population better reflects historical trends and the anticipated future demographic characteristics of Springfield.

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[8] The City of Springfield responded to concerns raised by 1000 Friends and DLCD in two documents:
1. Council Briefing Memorandum from Gregory Mott, dated November 16, 2009.
2. Letter from Allen Johnson, Johnson & Sherton, PC, dated October 20, 2009.

[9] The Goal 10 rule defines land with slopes of 25% or greater as "generally unbuildable." (OAR 660-008-0005(2) The GIS maps mistakenly showed land with slopes of 15% or greater as unbuildable and were based on outdated information. The City used newer "LiDAR" mapping techniques to correctly map slopes of 25% or greater. By including land with 15-25% slopes in the "buildable lands" category, the residential buildable land supply increased from 935 to 1,447 acres – to the point where a UGB amendment was no longer necessary to meet identified residential, public and semi-public land needs. (ECONorthwest December 1, 2009 Memorandum entitled "Revisions to the Residential Lands Study")

[10] *See* Attachment 2, memo by ECONorthwest titled "Revisions to the Springfield Residential Land and Housing Needs Analysis," dated January 18, 2011, which is incorporated into these findings by reference.

The April 2011 RLHNA

The April 2011 RLHNA provides the factual and analytical basis for the City's determination that the separate Springfield UGB has sufficient buildable land to meet identified housing needs (including public and semi-public uses that typically locate on residential lands) for the 20-year planning period.

As shown in the 2011 RLHNA's Executive Summary (pp. i-iii), to meet the housing needs for Springfield's coordinated Year 2030 population of 81,608 (an increase of 14,577 people):

> *"Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which include single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing."*

Based on an analysis of demographic, household income, and economic trends, the 2011 RLHNA (p. Chapter 5) *projects* the number of needed housing units and the needed density range for each plan designation. Springfield's average needed density for all housing types/plan designations is 7.9 dwelling units per net acre.

> *"The forecast indicates that Springfield will need about 745 net residential acres, or about 918 gross residential acres to accommodate new housing between 2010 and 2030. The forecast results in an average residential density of 7.9 dwelling units per net residential acre and of 6.5 dwelling units per gross residential acre. This represents a 20% increase in density over the historical average of 6.6 dwelling units per net acre."*

The RLHNA shows the effect of this projected density increase of 20% over recent *actual* residential densities in Table S-4 (p. iv):

- LDR land is projected to develop at 4.5 units per gross buildable acre;
- MDR land is projected to develop at 12.5 units per gross buildable acre; and
- HDR land is projected to develop at 20 units per gross buildable acre.

Notably, these projections are at the low end of the densities authorized by the Metro Plan and the *Springfield Development Code*.

The Metro Plan (p. III-A-7) establishes density ranges for the LDR, MDR and HDR plan designations as follows:

- LDR: through 10 units per gross acre;
- MDR: 10-20 units per gross acre; and

- HDR: over 20 units per gross acre.

The *Springfield Development Code* (Section 3.2-205) implements Metro Plan High, Medium and Low Density Residential designations with its HDR, MDR and LDR zoning districts:

> ***A. Low Density Residential District (LDR).*** *The LDR District establishes sites for residential development where the maximum dwelling units per developable acre permitted is 10, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number.*
>
> ***B. Medium Density Residential District (MDR).*** *The MDR District establishes sites for residential development where single-family or multiple family dwellings are permitted with a minimum density of more than 10 units per developable acre and a maximum density of 20 units per developable acre, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.*
>
> ***C. High Density Residential District (HDR).*** *The HDR District establishes sites for residential development where single-family or multiple family dwellings are permitted with a minimum density of more than 20 units per developable acre and a maximum density of 30 units per developable acre, consistent with the provisions of this Code. Fractions will be rounded down to the next whole number. Land divisions shall not be used to diminish the minimum density standard.*

However, as noted in both the Metro Plan and the RLHNA, *actual* residential development densities have been considerably lower than the maximums allowed by the Metro Plan and City zoning. Thus, *if* the housing market responds to the densities allowed by the Metro Plan and Springfield's zoning districts, there is flexibility for housing densities to exceed those projected in the RLHNA. For example, there is no maximum density in Springfield's Downtown and Glenwood Mixed-use Nodal areas. Based on examples of high density housing types built recently in the Eugene-Springfield Metro area, it is anticipated that residential density in the City's mixed-use nodal areas is likely to achieve higher densities over the plan period.[11]

This is consistent with Goal 10:

> ***Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.***

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[11] See staff report for the April 4, 2011 City Council meeting - Attachment 1: Briefing Memo "Housing Types Correlated with Springfield Residential Plan Designations/Densities." The report provides examples of recently built multi-family housing in the Eugene-Springfield area.

Based on projected densities during the 20-year planning period, the RLHNA (pp. iv-v) determined that Springfield has more than sufficient buildable land, *in the aggregate*, to meet identified 20-year housing needs. Springfield has an overall surplus of residential land in two of three residential plan designations:

- The **Low Density Residential (LDR)** designation had a *surplus* of approximately 378 gross buildable acres;
- The **Medium Density Residential (MDR)** designation had a *surplus* of approximately 76 gross buildable acres.

However,

- **The High Density Residential (HDR) designation had a *deficit* of approximately 28 gross buildable acres needed to accommodate an additional 411 high-density, multiple family housing units.**

As discussed below, the adoption of the *Springfield Housing Element* includes a commitment to amend the *Glenwood Refinement Plan* (which is part of the Metro Plan) to erase this deficit by designating *at least* 28 gross buildable acres for HDR use in and immediately adjacent to the Glenwood area currently designated as "Mixed Use/Nodal Development" (Glenwood Mixed Use Node). The City has already initiated the process of amending the *Glenwood Refinement Plan*. The *Springfield Housing Element* also includes additional policies and implementation measures to provide for even greater flexibility in housing location, type and density than is required by Goal 10 or ORS 197.296.

Housing Needs Analysis and Buildable Lands Inventory

(3) In performing the duties under subsection (2) of this section, a local government shall:

(a) Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands; and

(b) Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the number of units and amount of land needed for each needed housing type for the next 20 years.

City Findings: The 2011 RLHNA serves as the City's "housing needs analysis" and "buildable lands inventory" under Goal 10, OAR Chapter 660 Division 008 (Division 008),[12] and ORS 197.296(3) – and provides the factual and analytical basis for the City's determination that the separate Springfield UGB has sufficient buildable land to meet identified housing needs during the 20-year planning period.

Chapter 1 of the RLHNA (pp. 1-3) explains the purpose and organization of the RLHNA as follows:

> *This report presents a housing needs analysis for the City of Springfield. The primary purpose of this report is to address the requirement of HB 3337 [ORS 197.304] that Springfield "demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years." The study is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR [Chapter] 660, Division 8. * * **
>
> *The rest of this report is organized as follows:*
>
> - ***Chapter 2, Framework for a Housing Needs Analysis,** describes the theoretical and policy underpinnings of conducting a Goal 10 housing needs analysis for Oregon cities.*
> - ***Chapter 3, Residential Land Inventory**, describes the supply of residential land available to meet the 20-year need for housing.*
> - ***Chapter 4, Historical Development Trends**, summarizes building permit and subdivision data to evaluate residential development by density and mix for the period beginning September 1, 1988, through June 30, 2000.*
> - ***Chapter 5, Housing Needs Analysis**, presents a housing needs analysis consistent with HB 2709 requirements and the HB 2709 Workbook.*
> - ***Chapter 6, Comparison of Supply and Need**, compares buildable land supply with estimated housing need.*
>
> *The report also includes two appendices:*

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[12] OAR 600-008-0010, **Allocation of Buildable Land**, makes it clear that the "housing needs projection" determines the mix and density of needed housing and that the "buildable lands inventory" must document the amount of buildable land in each residential plan designation:

"The mix and density of needed housing is determined in the housing needs projection. Sufficient buildable land shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection. The local buildable lands inventory must document the amount of buildable land in each residential plan designation."

- ***Appendix A, Context for Assessing Housing Needs*** *provides an overview of planning for housing and typical local policy objectives related to affordable housing.*

- ***Appendix B, National and Regional Housing Trends*** *presents research ECO has performed over the course of several years describing key factors affecting housing at the national and regional level."*

Chapter 5 of the RLHNA (p. 61) addresses the needed housing types described in 197.303.[13]

> *Step five of the housing needs assessment results in an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. ECO developed these estimates based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.*
>
> *The next step in the analysis is to relate income levels to tenure and structure type. Table 4-3 showed tenure by structure type from the 2000 Census. Table 5-28 shows an estimate of needed housing by structure type and tenure for the 2010-2030 planning period. The housing needs analysis suggests that a higher percentage of multifamily units will be needed, thus, the housing mix changes from approximately 63% single-family/37% multifamily during the 1999-July 2008 period to 60% single-family/40% multifamily. The housing needs analysis also suggests the City will see a higher rate of homeownership in the future. Thus, the tenure split is increased from 54% owner-occupied/46% renter occupied to 57% owner-occupied/43% renter occupied.*

As shown on Table 5-28 in the RLHNA, 52% of Springfield's future housing is projected to be detached single-family residential (including manufactured homes on individual lots), with the remaining 48% in more affordable attached single-family (7%), manufactured homes in parks (1%), and multiple-family (40%). Table 4-3 also addresses housing need by type and tenure.[14]

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[13] ORS 197.303(1) defines "needed housing" as follows:

"As used in ORS 197.307, until the beginning of the first periodic review of a local government's acknowledged comprehensive plan, 'needed housing' means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. On and after the beginning of the first periodic review of a local government's acknowledged comprehensive plan, 'needed housing' also means:

"(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;

"(b) Government assisted housing;

"(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and

"(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions."

[14] The RLHNA projects housing need by tenure. However, neither the Metro Plan nor the *Springfield Development Code* regulates housing tenure in any way. Therefore, the projection of housing need by tenure is not *required* by OAR 660-008-0040 (**Restrictions on Housing Tenure**), which provides:

"Any local government that restricts the construction of either rental or owner occupied housing on or after

Table 5-28. Estimate of needed dwelling units by type and tenure, Springfield, 2010-2030

	Owner-Occupied		Renter-Occupied		Total	
Housing Type	New DU	Percent	New DU	Percent	New DU	Percent
Needed Units, 2010-2030						
Single-family types						
Single-family detached	2,729	81%	351	14%	3,079	52%
Manufactured in Parks	53	2%	6	0%	59	1%
Single-family attached	340	10%	75	3%	414	7%
Subtotal	3,122	93%	431	17%	3,552	60%
Multi-family						
Multifamily	253	8%	2,115	83%	2,368	40%
Subtotal	253	8%	2,115	83%	2,368	40%
Total	**3,374**	**101%**	**2,546**	**100%**	**5,920**	**100%**

(4)(a) For the purpose of the inventory described in subsection (3)(a) of this section, "buildable lands" includes:

(A) Vacant lands planned or zoned for residential use;

(B) Partially vacant lands planned or zoned for residential use;

(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and

(D) Lands that may be used for residential infill or redevelopment.

City Findings: The RLHNA (Chapter 3, Residential Land Inventory) addresses ORS 197.296(4)(a) requirements by providing working definitions for each of the listed buildable lands categories[15] and applying these definitions consistently to vacant, partially vacant (infill) parcels in the LDR, MDR, and HDR plan designations, and to designated master plan (mixed use/nodal development) areas.

RLHNA Table 3-5 shows *vacant* and *partially vacant* buildable land (and resultant development capacity) by Metro Plan designation.

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its first periodic review shall include a determination of housing need according to tenure as part of the local housing needs projection."

[15] *Springfield Residential Land and Housing Needs Analysis* page 10

Table 3-5. Residential land with development capacity by plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres in Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residentia	126	329	142	58	128
High Density Residential	8	19	1	0	18
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

Source: City of Springfield GIS data; analysis by ECONorthwest

The Glenwood Mixed-Use Nodal Development designated area provides an additional 21 acres of buildable residential land bringing the total buildable acreage to 1,468. As explained in note 7 on page 20 of the RLHNA, ECO calculated the buildable acreage figure and dwelling unit capacity for the Glenwood mixed-use area as follows:[16]

- Existing Glenwood Refinement Plan policy[17] requires 30-60% of the mixed-use "River Opportunity" site to be used for housing; ECO assumed that 45% of the 47-acre site (21 acres) would actually be used for housing.
- ECO assumed that development would occur at 15 dwelling units per gross acre[18] yielding 317 dwelling units;
- After accounting for 47 dwelling units that would be displaced from the River Bank Mobile Home Park, the resultant capacity is 270 net dwelling units on 21 acres.

The RLHNA also considers redevelopment potential (*i.e.*, new development that is likely to occur on already-developed land). Approximately 4% of Springfield's new residential units resulted from redevelopment of land with existing single-family homes from 1999-2008. The City assumed 5% redevelopment will occur from 2010-2030 in the MDR and HDR zones and will account for a net increase of 296 dwelling units. This projection is based on the following evidence (RLHNA p. 20):

> *"* * * Redevelopment capacity is estimated based on historical redevelopment rates as described below.*
>
> *"Lane Council of Governments (LCOG) maintains a database that tracks all addresses and the attributes of the address, including: the record creation date, the type of residential*

[16] However, as noted above, to increase the supply of HDR land to meet identified housing needs, the *Springfield Housing Element* requires that approximately 28 acres of land in the Glenwood Mixed Use Node must be designated for HDR uses by the end of 2012.

[17] Glenwood Refinement Plan Subarea 8: River Opportunity Area, Ordinance 6137, LRP2004-00031 permits both medium and high density uses, along with other uses.

[18] Glenwood Refinement Plan Subarea 8: River Opportunity Area, Ordinance 6137, LRP2004-00031 requires residential uses to achieve an overall net density of at least 12/dwelling units per acre.

use (e.g. single-family, duplex), the spatial location of the address, and other information. LCOG has stated that this information can be used in combination with building permit reports, Lane County tax assessor's data, and other boundary information for to estimate rates of residential redevelopment. The address database hos a high degree of accuracy and is used for a variety of purposes, including emergency responses to 911 calls.

"Analysis of historical redevelopment of residential lands provides context for determining how much redevelopment will occur over the 20-year planning period. Specifically, the analysis addressed redevelopment by analyzing new dwellings on developed lots. This includes lots that had addresses coded before 1999 and received additional addresses after 1999. In other words, it focuses on lands that were identified as "developed" in the buildable lands inventory, but had additional residential development in the 1999-2008 period.

"The analysis found 102 new dwellings were added on developed lots between 1999 and 2008. This is about 4% of 2,860 dwellings added in Springfield during this period. Of the 102 new dwellings added, 32 were on land designated for Commercial Mixed Use, and 70 were on land designated Medium Density Residential.

"Based on the analysis above, the City assumes that residential redevelopment rates will increase slightly over the planning period to 5% of needed new dwellings. The analysis presented in Chapter 5 (Table 5-30) shows that the City will need 5,920 new dwellings over the planning period. Applying the 5% redevelopment assumption to the 5,920 needed units yields 296 dwellings that will be allocated to land that is already developed. In other words, these 296 units will not need new vacant land."

Finally, the RLHNA accounted for approved development plans in designated mixed-use nodal areas based on approved master plans that were *not* included in the buildable acreage estimates.[19] These areas include:

- Marcola Meadows (518 dwellings in the MDR designation); and
- RiverBend (730 dwellings in the MDR designation).

Table 3-7 shows that Springfield has capacity for 9,018 dwelling units within the existing UGB. Note that this figure includes capacity for 8,722 dwellings on vacant land *plus* 296 units projected to result from redevelopment. [20]

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[19] Table 3-7, page 20

[20] Table 3-7 addresses the OAR 660-008-0020 (**Specific Plan Designations Required**) requirement to show how buildable land within each specific plan designation will accommodate identified housing needs:

"(1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be

Table 3-7. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
Low Density Residential	1,301	5,379	60%
Medium Density Residential	128	2,718	30%
High Density Residential	18	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	296	3%
Total	**1,468**	**9,018**	**100%**

Source: City of Springfield residential BLI; analysis by ECONorthwest

Note that upon adoption of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element*, the residential capacity of the Glenwood Mixed Use area will increase as a result of adoption of Policy H.2 requiring re-designation of 28 acres of land for high density residential use in this mixed use area. This *Housing Element* policy increases residential capacity for multiple family dwelling units in the Glenwood Mixed Use area from 270 units accounted for in the RLHNA to *at least* 411 high density units.

Special Considerations Related to the Buildable Land Supply

(4)(b) For the purpose of the inventory and determination of housing capacity described in subsection (3)(a) of this section, the local government must demonstrate consideration of:

(A) The extent that residential development is prohibited or restricted by local regulation and ordinance, state law and rule or federal statute and regulation;

(B) A written long term contract or easement for radio, telecommunications or electrical facilities, if the written contract or easement is provided to the local government; and

(C) The presence of a single family dwelling or other structure on a lot or parcel.

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considered to be 'residential plan designations' for the purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in the local housing needs projection."

City Findings: The RLHNA (pp. 10 and 16) accounted for land constrained by local, state and federal regulation by removing *unbuildable* land from the buildable lands inventory consistent with ORS 197.296(4)(b)(A) and (B) and OAR 660-008-0005(2):[21]

> *"This category* [unbuildable land] *includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement [for] a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land."*

Other than electrical transmission lines that are also addressed in the Metro Plan,[22] the City did not receive written evidence related to other easements that would restrict the buildable land supply. All land within the Springfield UGB can be provided with public facilities, as documented in the *Eugene–Springfield Metropolitan Area Public Facilities and Services Plan* and *Technical Background Report: Existing Conditions and Alternatives.*

The RLHNA (p. 10) also accounted for existing dwellings on partially vacant land as follows:

> *"Partially Vacant Land. This category includes parcels over 0.5 acres in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the 'Unbuildable, Not Serviceable' land definition."*

---

[21] OAR 660-008-0005(2) defines unbuildable land as follows:

> "'Buildable Land' means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered 'suitable and available' unless it:
>
> "(a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;
>
> "(b) Is subject to natural resource protection measures determined under statewide Planning Goals 5, 15, 16, 17, or 18;
>
> "(c) Has slopes of 25 percent or greater;
>
> "(d) Is within the 100-year flood plain; or
>
> "(e) Cannot be provided with public facilities."

[22] The Metro Plan (p. III-A.2) describes "unbuildable land" as follows:

> "Undeveloped residential land is considered unbuildable and removed from the supply if it is within 230 KV powerline easements, the floodway, * * * wetlands larger than 0.25 acres in Springfield or buffers around Class A and B streams and ponds. * * *"

Buildable Lands Map

(4)(c) Except for land that may be used for residential infill or redevelopment, a local government shall create a map or document that may be used to verify and identify specific lots or parcels that have been determined to be buildable lands.

City Findings: The RLHNA (Maps 3-1 and 3-2) shows specific lots and parcels that are vacant and partially vacant by applicable comprehensive plan map designation, as required by this subsection. The record also includes a detailed spreadsheet of the tax lots in the residential land base that identifies the plan designations and classifications for each lot.

Determination of Housing Capacity

(5)(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

(D) Economic trends and cycles; and

(E) The number, density and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

(b) A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years.

(c) A local government shall use data from a wider geographic area or use a time period for economic cycles and trends longer than the time period described in paragraph (a) of this subsection if the analysis of a wider geographic area or the use of a longer time period will provide more accurate, complete and reliable data relating to trends affecting housing need than an analysis performed pursuant to

paragraph (a) of this subsection. The local government must clearly describe the geographic area, time frame and source of data used in a determination performed under this paragraph.

City Findings: Chapter 4 and Appendices A and B of the RLHNA provide the information on actual housing types and densities required by this section of the statute. The *actual* density of development in Springfield from 1999-2008 was 6.6 dwelling units per net buildable acre. The *projected* needed density for the 20-year planning period in the RLHNA is 7.9 dwelling units per net buildable acre..

As required by ORS 197.296(5)(a)(C) and (D), RLHNA Chapters 4 and 5 and Appendices A and B provide data and analysis related to demographic, population and economic trends from a "wider geographic area" that includes Springfield, Eugene, Lane County and Oregon, to support the City's housing needs analysis.[23]

> *"The City of Springfield used the 1999- July 2008 period for this analysis. The rationale for using this period is that permit data prior to 1999 could not be associated with tax lots to develop density estimates. Moreover, the most recent housing needs analysis and inventory for the Eugene-Springfield Metropolitan Area was conducted in 1999. With respect to housing mix, the 1990 and 2000 Census provide more accurate counts." RLHNA, p. 23.*
>
> *"* * * The data indicate that about 54% of residential dwellings approved were for single-family detached dwellings, manufactured homes accounted for about 10% of all permits issued, and multifamily housing of all types accounted for 36% of permits issued." RLHNA p. 25.*
>
> *"* * * Between 1990 and 2000, Springfield increased its housing stock by 19%, adding 3,451 dwelling units. The mix of housing did not change substantially. In 1990 and 2000, 54% of dwelling units were single-family detached units. Over the ten-year period, Springfield added more than 2,000 single- family detached dwellings.*

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[23] Appendix B of the RLHNA, *National and Regional Housing Trends*, presents research ECO has performed over the course of several years describing key factors affecting housing at the national and regional level. The City continues to rely on the regional housing goals policies found in the Residential Land Use and Housing Element of the Metro Plan (pp. III-A-1 through III-A-13). Lane County is the coordinating body under ORS 197.295, and has co-adopted this PAPA. Thus, establishment of a separate UGB based on the April 2011 RLHNA is consistent with OAR 660-008-0030, **Regional Coordination**, which requires that:

"(1) Each local government shall consider the needs of the relevant region in arriving at a fair allocation of housing types and densities.

"(2) The local coordination body shall be responsible for ensuring that the regional housing impacts of restrictive or expansive local government programs are considered. The local coordination body shall ensure that needed housing is provided for on a regional basis through coordinated comprehensive plans.

*"Thirty-one percent of the new dwellings added between 1990 to 2000 were multifamily or manufactured. However, the share of these more affordable housing types did not increase in Springfield over the ten-year period. In 1990, these housing types accounted for 37% of the housing stock and in 2000 they accounted for 37% of the housing stack. * * * " RLHNA p. 26.*

"Table 4-5 summarizes approved net residential densities by housing type from July 1999 through July 2008. During this period, 2,860 dwelling units were approved by residential building permits. The dwellings are associated with individual tax lots to calculate the net residential density (expressed in dwelling units per acre).[24] This development consumed 436.3 net vacant acres. New housing in Springfield developed at an average net density of 6.6 dwelling units per net buildable acre between 1999 and July 2008.

"The data indicate that single-family detached housing types averaged a density of 5.4 dwelling units per net acre, while manufactured homes achieved a lower density of 4.6 dwelling units per net acre. Multifamily housing types show more variation—from 25 units per net acre for triplexes, to 8.5 dwelling units per net acre for fourplexes, and 24.4 dwellings per net acre for apartment buildings with five or more units." RLHNA p. 28.

Table 4-5. Actual residential density by housing type, in net acres, Springfield, July 1999 – July 2008

Housing Type	Dwelling Units	Percent of DU	Net Acres	DU/Net Acre
Single-Family Detached	1,529	53%	280.7	5.4
Manufactured Home	280	10%	61.2	4.6
Duplex	233	8%	37.5	6.2
Triplex	30	1%	1.2	25.0
Fourplex	304	11%	35.9	8.5
Apartments 5+ Units	484	17%	19.8	24.4
Total	**2,860**	**100%**	**436.3**	**6.6**

Source: City of Springfield building permit data

Policy Options for Meeting Housing Need

(6) If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection (3)(a) of this section, the local government shall take one or more of the following actions to accommodate the additional housing need:

---

[24] OAR 660-024-0040(9) defines a net buildable acre as follows: For purposes of this rule, a "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.

(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. 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;

(b) Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or

(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

City Findings: The RLHNA determined that the 20-year housing need (ORS 197.296(3)(a)) exceeded the 20-year buildable land supply (ORS 197.296(3)(b)), but only with regard to a deficit of buildable land for 411 dwelling units in the High Density Residential designation, which equates to a deficit of 21 gross acres of HDR land, as shown in Table S-4:

Table S-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

1	2	3	4	5	6	7
Plan Designation	**Need (DU)**	**Capacity (DU)**	**Surplus/ Deficit (DU)**	**Needed Density (DU/GRA)**	**Housing Land Need (Gross Acres)**	**Housing Surplus/ Deficit (Gross Ac)**
Low Density Residential	3,316	5,379	2,063	4.5	-455	455
Medium Density Residential	1,982	3,136	1,154	12.5	-93	93
High Density Residential	914	503	-411	20.0	21	-21
Total	**6,211**	**9,018**	**2,807**		-527	527

Source: ECONorthwest

Column Notes:
1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.

4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 62)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7, Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5

After considering the need for public/semi-public land to provide public open space, as well as any needed public facilities, the RLHNA (pp. iv-v) concludes that an additional 7 and 17 acres of public/semi-public land are needed over the planning period, in the High Density Residential and Medium Density Residential designations, respectively, as shown in RLHNA Table S-5. This means that the 21-acre HDR deficit is increased by seven additional acres —a total deficit of 28 acres—to provide parks and open space for the needed for HDR dwelling units. It also means that the *surplus* of Medium Density Residential land shown in Table S-4 is reduced by 17 acres, to 76 acres.

Springfield will meet the HDR deficit through redesignation of 28 acres in the Glenwood Riverfront area. This area is currently designated Mixed Use/Nodal Development and Light Medium Industrial. The residential capacity in the Mixed Use/Nodal Development portion of the area has been assumed in the RLHNA as 270 MDR dwelling units. Footnotes on pages 69 and 70 of the RLHNA explain how the MDR dwelling unit capacity was calculated in the Glenwood Mixed Use area. The proposed redesignation of 28 acres in the Glenwood Riverfront area to HDR uses would thus have the impact of reducing the MDR dwelling unit capacity assumed in the RLHNA. Therefore, if the additional 28 acres of HDR-designated land needed is provided by redesignating 28 acres of land currently designated Mixed Use and Light Medium Industrial in the Glenwood riverfront area, as required by the *Springfield Housing Element*, the net effect will simply be to *reduce the surplus* of MDR-designated land, from 76 to 48 acres. The City has a sufficient surplus of land designated MDR to compensate for the 270 units @15 du/ac to be redesignated to High Density in the Glenwood Mixed Use Area. Table 6-6 shows that the City has MDR capacity to accommodate 1,154 MDR units. The Glenwood redesignation will thus reduce MDR capacity to 884 units as the assumed density of 12.5 units/gross acre.

Table 6-6. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

1	2	3	4	5	6	7
Plan Designation	**Need (DU)**	**Capacity (DU)**	**Surplus/ Deficit (DU)**	**Needed Density (DU/GRA)**	**Housing Land Need (Gross Acres)**	**Housing Surplus/ Deficit (Gross Ac)**
Low Density Residential	3,316	5,379	2,063	4.5	-455	455
Medium Density Residential	1,982	3,136	1,154	12.5	-93	93
High Density Residential	914	503	-411	20.0	21	-21
Total	**6,211**	**9,018**	**2,807**		-527	527

Source: ECONorthwest, *Springfield Residential Land and Housing Needs Analysis*, page 70.

Column Notes:

1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.
4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 62)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7. Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5

ORS 197.296(6) provides three options for responding to a 20-year deficit of buildable land within a UGB. Springfield has chosen option "b" by adopting as part of the *Springfield Housing Element* measures that "demonstrably increase the likelihood" that residential development will occur *within the separate Springfield UGB* at densities sufficient to accommodate housing needs for the next 20 years without expansion of its separate UGB. The adoption of the *Springfield Housing Element* commits Springfield to amending the *Glenwood Refinement Plan* by the end of 2012 to designate at least 28 gross buildable acres for HDR uses in the Glenwood Riverfront area, and thereby ensures that Springfield will increase its buildable land supply for HDR uses to meet the HDR deficit identified in the RLHNA. The adoption of the *Springfield 2030 Refinement Plan Housing Element* ensures that Springfield will have sufficient buildable land to accommodate identified 2030 housing needs within its separate, 20-year UGB.[25]

Needed Housing Types and Density

(7) Using the analysis conducted under subsection (3)(b) of this section, the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the

[25] The City's Glenwood Refinement Plan Update project — including the proposal to designate and zone land for high density residential uses consistent with *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* Policy H.2 — is scheduled for public review and adoption in fall-winter 2011.

actual density of development determined under subsection (5)(a)(A) of this section, or if that mix is different from the actual mix of housing types determined under subsection (5)(a)(A) of this section, the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.

City Findings: With the exception of the High Density residential deficit, the City has sufficient residential and mixed-use land designated within its UGB to provide for the needed density identified in the RLHNA. To meet multiple family housing needs identified in the RLHNA, the *Springfield Housing Element* Policy H.2 requires that the *Glenwood Refinement Plan* be amended by the end of 2012 to redesignate 28 gross buildable acres of Mixed Use and Light Medium Industrial land in the Glenwood Mixed Use Node to Residential Mixed Use and establishes a net minimum density of at least 28 dwelling units per acre. This policy "measure" ensures that the high-density multiple family housing needs for the 20-year plan period will be met within the separate Springfield UGB.

The Glenwood Residential Mixed Use designation will increase multiple family residential capacity from 270 to *at least* 411 multiple family dwelling units in this transit-oriented, mixed-use nodal development area to address the deficit of 411 HDR units identified in Table S-4. The establishment of a transit-oriented mixed-use housing neighborhood Glenwood is consistent with existing *Glenwood Refinement Plan* policy, the Eugene-Springfield nodal development strategy (*TransPlan*), City Council goals, and community consensus – as demonstrated by Springfield voters' support for establishment of a Glenwood Urban Renewal District. The input received through the City's citizen involvement program confirms strong support for nodal mixed-use development in Springfield.

Chapter 5 of the *Springfield Residential Land and Housing Needs Analysis* summarizes the forecast of needed housing units in Springfield for the period 2010-2030. [26]Table 5-30 is supported by the findings on pages 61-62.

- Springfield had an average residential density of 6.6 dwelling units per net acre between 1999 and 2008.
- Average single-family density was 5.4 units per net acre. Manufactured homes averaged 4.6 dwelling units per net acre, while all multifamily housing types averaged 11.1 dwelling units per net acre.
- More than 28% of dwelling units in 2000 were multifamily types.

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[26] *Springfield Residential Land and Housing Needs Analysis* page 61-64

- The "needed" density for single-family dwellings is 5.5 dwelling units per acre. This is a slight increase over the historical density of 5.4 dwellings per net acre.
- The City assumes an average multifamily density of 18.0 dwelling per net acre. This assumption is an increase of about 62% over the historical density of 11.1 dwellings per net acre for all multifamily types.
- The City assumes an average density for all housing types of 7.9 dwelling units per net acre. This is an increase of about 20% over the historical density of 6.5 dwelling units per net acre.
- Springfield's overall needed housing mix is 60% single-family (including manufactured and single-family attached units) and 40% multifamily.
- 56% of needed dwelling units will locate in areas designated Low Density Residential. 31% of needed dwellings will locate in the Medium Density Residential designation. 13% of needed dwelling units will locate in High Density or Mixed Use Residential designations.

The major factor affecting 20 percent higher overall density in Springfield over the plan period is the shift to a higher percentage of multifamily housing units in the housing mix. The RLHNA suggests that a higher percentage of multifamily units will be needed, thus Springfield's housing mix changes from approximately 63 percent single-family/37 percent multifamily during the 1999-July 2008 period to 60 percent single-family/40 percent multifamily. [27] Also, the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* contains policies that facilitate development of single family attached housing types in areas designated Low Density Residential. Single family attached dwellings typically achieve densities closer to multifamily housing types. The City assumes that an increasing percentage of household will choose single-family attached housing types. If these higher density housing types are included with multifamily, Springfield's housing mix is 53 percent lower density, and 47 percent higher density types.[28]

Increased overall density is also supported by the following existing land use efficiency measures already in place in Springfield:

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[27] *Springfield Residential Land and Housing Needs Analysis* page 60-61
[28] *Springfield Residential Land and Housing Needs Analysis*, footnote page 60

Efficiency Measures Already Implemented in Springfield

- Reduce street width standards
- Allow small residential lots
- Encourage infill and redevelopment
- Encourage the development of urban centers and urban villages (Nodal Development)
- Allow mixed-use development
- Encourage transit-oriented design
- Downtown revitalization
- Permit accessory dwelling units in single-family zones
- Permit multi-family housing tax credits to developers
- Allow clustered residential development
- Allow co-housing
- Increase allowable residential densities
- Allow duplexes, townhomes and condominiums in single-family zones
- Financial incentives for higher density housing
- Removal or easing of approval procedures
- Minimum density ranges

ORS 197.296 (9) envisions a broad range of regulatory and incentive measures to increase efficient use of land to meet housing needs. While the City has a sufficient land base to accommodate its needed density, the City has adopted new Springfield-specific housing policies and implementation actions in the *Springfield 2030 Refinement Plan Residential Land and Housing Element* that will increase the likelihood that new development and redevelopment in Springfield will achieve higher overall density over the plan period to meet the housing needs identified in the RLHNA.[29] The *Eugene-Springfield Metro Plan* includes 8 policies (and no specific implementation actions) that address residential density.[30] Springfield's housing element refines and augments Metro Plan policy by adding 15 policies and 30 specific implementation actions intended to increase density and support development of needed housing.

These measures were developed through a multi-year citizen involvement process that included a Residential Lands Stakeholder Committee, a housing focus group, studies of existing and potential land use efficiency measures, coordination with the City's Commercial and Industrial Buildable Lands Study, work sessions with the Springfield Planning Commission and City Council to prioritize new measures, and a series of public workshops, open houses and public hearings. Adoption of the efficiency measures will increase development capacity and development/redevelopment opportunities for higher density development within the Springfield UGB. Efficiency measures support higher density by allowing housing units to be constructed on land where residential uses are currently not permitted or at densities higher

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[29] *Springfield 2030 Refinement Plan Residential Land and Housing Element*, pages 4-9,
[30] *Eugene-Springfield Metropolitan Area General Plan*, page III-A-7 and III-A-8, policies A.9 through A.16

than what is currently permitted. Adoption of some measures could help facilitate development of affordable housing.

Springfield's housing element policies and implementation actions include new measures such as:

- Implementation Action 1.1 converts density ranges in the Springfield Develop Code from gross to net densities and establishes the following *minimum* densities:
  - 6 dwelling units per net acre on LDR designated land;
  - 8 dwelling units per net acre in a new "Special Density" zoning district on LDR designated land;
  - 14 dwelling units per net acre on MDR designated land;
  - 28 dwelling units per net acre on HDR designated land.

- Policy H.2 increases the minimum density required in the Glenwood node from 12 to at least 28 dwelling units per net acre and requires 28 acres to be designated "Residential Mixed Use."
- Policy H.3 requires high density residential development to be located within transportation-efficient Mixed-Use Nodal development centers and along corridors served by frequent transit service.
- Policy H.3 will increase density of development near employment and commercial centers.
- Implementation Action 3.1 identifies three neighborhoods where refinement plans will be amended to increase residential densities: Glenwood, Downtown and Gateway and requires these plans to be updated to support the development of additional high density residential uses adjacent to commercial and employment areas.
- Implementation Action 3.2 encourages higher density development by requiring coordination of housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities at and within ¼ mile of transit stations.
- Implementation Action 3.3 identifies six projects to add to the Planning Division work program that will create opportunities for higher density development:
  - Expansion of the Glenwood node;
  - Expansion of the Downtown node;
  - Downtown to Gateway EmX Corridor land use plan update;
  - Main Street Corridor Plan;
  - Transit Corridor Overlay District Zoning;
  - Jasper-Natron Plan Amendments.

- Implementation Action 3.4 requires matching of high infrastructure cost needs with higher density development opportunity siting.
- Implementation Action 3.5 identifies shadow platting as a technique to help facilitate plan and zone changes in transitioning areas, such as the Main Street Corridor. Such changes in land uses will create opportunities for more mixed-use projects and multi-family housing in the corridor.
- Policy H.4 requires the City to address regulatory barriers to siting and constructing higher density housing types in the existing medium and high density districts.
- Policy H.5 requires the City to develop additional incentives to encourage and facilitate development of high density housing in areas designated for Mixed Use Nodal Development.
- Implementation Action 5.1 will establish a Vertical Housing Development Zone in Glenwood to incentivize development of high density housing.
- Implementation Action 5.2 requires the City to consider increasing building height allowances in areas designated for Mixed Use Nodal Development.
- Implementation Action 5.3 requires updated parking standards in mixed use districts to support higher density development and compact urban form;
- Implementation Action 5.4 allows establishment of higher and maximums (through removal of building height limitations) in areas designated for Mixed Use Nodal Development.
- Implementation Action 5.5 requires City to conduct an analysis to determine the feasibility of allowing density averaging for split zone/mixed use parcels.
- Implementation Action 5.6 requires City to consider implementing a Density Bonus Program to provide an economic inventive for construction of high density development with structured parking in the Downtown and Glenwood nodal development areas.
- Implementation Action 6.1 and 6.2 require the establishment of task teams to study impediments to construction of denser and more affordable housing types e.g. hillside development standards and residential street width standards.
- Policy H.7 requires the City to update regulatory options and incentives to encourage and facilitate development of more attached and clustered single-family housing tuypes in the low density and medium density districts.
- Implementation Action 7.1 requires establishment of small-lot residential zoning standards that will permit reduction of lot size to 3,000 square feet (existing standards are 4,500 and 5,000 square feet) is some areas.
- Implementation Action 7.2 requires the City to apply small lot zoning (allows 3,000 square feet minimum lot size) to infill opportunity sites identified in the neighborhood planning processes.

- Implementation Actions 7.3 and 7.4 require analyses to determine applicability of the small lot zone as part of the Glenwood and Jasper-Natron planning studies.

The City is conducting two parallel and coordinated planning studies to facilitate redevelopment in two key central Springfield areas: the Downtown District[31] (plan adopted September 2010) and the Glenwood Refinement Plan Update (Phase One adoption scheduled for late 2011). The City's extensive citizen involvement programs for both projects has allowed a unique opportunity to test and vet the draft *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies to ensure that implementation through subsequent plan amendments and zoning ordinance adoption will be consistent.

The City assumes that a portion of Springfield's buildable land inventory is located in Springfield's mixed-use nodal development areas[32]. In addition to the land base comprised of residential plan designations, the *Springfield Residential Land and Housing Needs Analysis* also identifies and assumes buildable residential dwelling unit development capacity in three areas designated for Mixed-use Nodal Development that are required to be developed with residential uses: 1) Glenwood (Ordinance 6137), 2) RiverBend (Ordinance 6109 and 6241); and Marcola Meadows (Ordinance 6195) as part of Springfield's residential land supply. One of the ways Springfield's overall residential density will increase over the plan period is through development of multifamily housing within nodes. There is no upper limit on density in the City's mixed-use nodal development areas. The City has placed high priority on downtown revitalization and redevelopment in Glenwood and has established urban renewal districts to support new development in both of these nodes. As of December 31, 2009 Springfield has designated 6 areas for Nodal Development:

1. Downtown (Ord. 6146)
2. Mohawk (Ord. 6144)
3. Glenwood Riverfront Plan District (Ord. 6137)
4. Marcola Meadows Master Plan (Ord. 6195)
5. RiverBend Master Plan (Ord. 6241)
6. 30th and Main (Ord. 6177)

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[31] *Springfield Downtown District Urban Design Plan and Implementation Strategy*, Resolution 10-57
[32] *Springfield Residential Land and Housing Needs Analysis* page 14

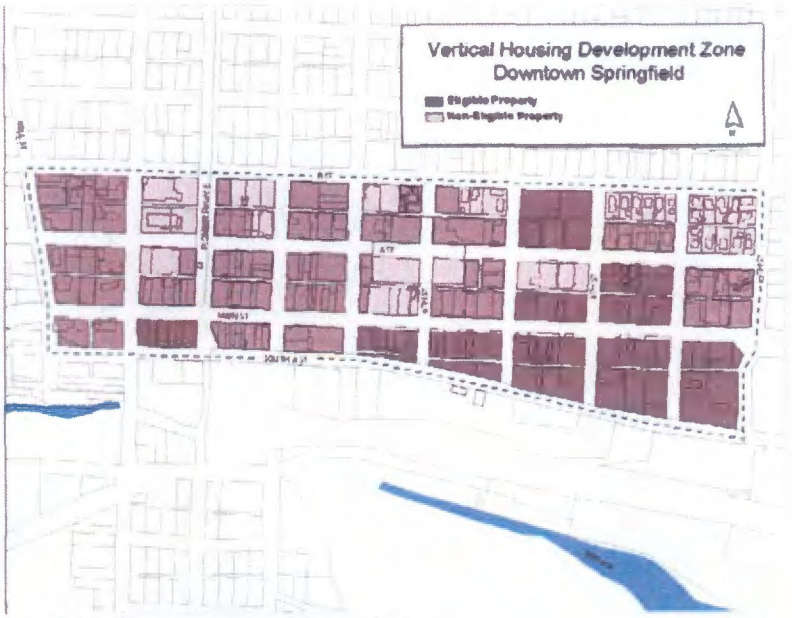
Existing Nodal Development/Mixed Use Plan Designations (In red)

Based on input received from land developers (through an RFP process in 2005-2006 and in subsequent meetings with mixed-use housing developers) and based on the most Eugene-Springfield multi-family housing development activity,[33] the City expects that new multifamily housing in the Glenwood and Downtown nodal development areas nodes will build out 1) at higher densities that the minimum density required in the plan designation and (2) higher than the conservative and moderate density estimates used as assumptions in the RLHNA. For example, in the Glenwood node the RLHNA assumed development capacity at only 28 du/acre net. Actual development in the Glenwood node is more likely to achieve a higher overall urban density of 50 du/ac or higher. The record includes an Agenda Item Summary staff report to the Springfield City Council and Lane County Board of Commissioners dated April 4, 2011, Attachment 1-18 through 1-25 that provides illustrated examples of existing and recent high density multifamily residential development in the Eugene-Springfield area and the densities achieved by each project. Development in the range of 50-100 du/acre in Glenwood and Downtown has potential to significantly increase Springfield's average multi-family density over the 20-year plan period.

Higher density development in the Downtown node is supported by the City's established Vertical Housing Development Zone (VHDZ) in the Downtown Nodal Development/Mixed Use

[33] The 5-story Royal Building in the Downtown Springfield mixed-use node achieved a density of 165 du/acre.

area. The Royal Building — developed at 165 dwelling units per acre on Springfield's Main Street — is an example of a development that took advantage of the VHDZ tax incentive. The City's housing element includes Implementation Action 5.1 "Establish a Vertical Housing Development Zone in Glenwood."



Royal Building in Downtown Springfield, density 165 dwelling units/acre
33 affordable units over retail (in Mixed Use Commercial zone)

In September 2010, the City adopted the *Downtown District Urban Design Plan and Implementation Strategy* Resolution No. 10-57. This plan identifies opportunities for residential development within the Downtown mixed-use node. The City's Downtown Refinement Plan includes plan policies and mixed-use zoning that support residential development in the Downtown mixed-use node and the City has mechanisms in place that encourage such development: an Urban Renewal District, a Vertical Housing Development zone, and the City Council's Downtown Set-aside Program that earmarks a portion of the Community Development Block Grant federal funds the City receives and directs those funds toward downtown projects that meet certain HUD parameters. The *Downtown District Urban Design Plan and Implementation Strategy* identifies areas that could support additional capacity in a mixed-use setting that could accommodate over 1,000 dwelling units at full build-out.

Housing

Downtown housing helps to create an active and economically successful downtown. Downtown residents are attracted to the services, shopping, cultural activities and employment opportunities.

The housing framework:

- Accommodates over 1,000 dwelling units
- Provides opportunities for a variety of housing types for residents of all incomes and ages
- Locates residential development in desirable areas adjacent to existing or planned plazas, parks, and open spaces
- Transitions the building height and massing down to complement the adjacent historic Washburne neighborhood
- Locates housing within a five-minute walk to transit
- Encourages upper-floor housing along Main Street
- Includes parking located on site

Housing Diagram

Downtown District Urban Design Plan and Implementation Strategy (Resolution 10-57), page 17.

Nodal Development Areas	***Minimum density***	***Maximum density***	***Assumed density in RLHNA[34]***
Existing Glenwood Node (Riverfront Opportunity Area - Housing required)	12 du/ac net	**No limit**	270 units of MDR @15 du/gross
Downtown (Housing optional)	12 du/ac net	**No limit**	none
RiverBend (Master Plan - Housing required)	13.4-16.0 (min. density req't is linked to phasing of master plan development)	**No limit**	730 units of MDR
Marcola Meadows (Master Plan – Housing required)	12 du/ac	13.5 du/ac	518 units of MDR
Mohawk	12 du/ac net	**No limit**	none
30th and Main	12 du/ac net	**No limit**	none

Analysis of Nodal Development Areas - Applicable Density Standards April 2011

In summary, Springfield's 20% overall increase in density over the plan period is demonstrated and supported by several key factors and measures: 1) an increase in the percentage of multi-family housing in Springfield's housing mix; 2) an increase in the density of multi-family development, especially in the mixed-use nodal development areas within two urban renewal districts (Glenwood and Downtown) where the City has financing mechanisms to incentivize this type of development; 3) a combination of innovative residential land use and housing

[34] *Springfield Residential Land and Housing Needs Analysis*, pages 19, 69

policies and implementation actions; and 4) documentation of actual performance over the last ten years.

Compliance with Goal 10, Division 008 and Needed Housing Statutes

(8)(a) A local government outside a metropolitan service district that takes any actions under subsection (6) or (7) of this section shall demonstrate that the comprehensive plan and land use regulations comply with goals and rules adopted by the commission and implement ORS 197.295 to 197.314.

City Findings: The *Eugene-Springfield Metropolitan Area General Plan* (Metro Plan) as implemented by the *Springfield Development Code* was acknowledged by LCDC in 2004 as complying with applicable statewide planning goals and rules. As documented above, the 2011 *Springfield Housing Element*, supported by the 2011 RLHNA, was prepared in compliance with ORS 197.296, Goal 10 (Housing) and OAR Chapter 660, Division 008.

Monitoring

(8)(b) The local government shall determine the density and mix of housing types anticipated as a result of actions taken under subsections (6) and (7) of this section and monitor and record the actual density and mix of housing types achieved. The local government shall compare actual and anticipated density and mix. The local government shall submit its comparison to the commission at the next periodic review or at the next legislative review of its urban growth boundary, whichever comes first.

City Findings: The Lane Council of Governments (LCOG) conducts reviews for Springfield and Lane County identifying the actual density and housing types of new development.

Measures to Achieve Higher Densities

(9) In establishing that actions and measures adopted under subsections (6) or (7) of this section demonstrably increase the likelihood of higher density residential development, the local government shall at a minimum ensure that land zoned for needed housing is in locations appropriate for the housing types identified under subsection (3) of this section and is zoned at density ranges that are likely to be achieved by the housing market using the analysis in subsection (3) of this section. Actions or measures, or both, may include but are not limited to: (a) Increases in the permitted density on existing residential land; (b) Financial incentives for higher density housing; (c) Provisions permitting additional density beyond that generally

allowed in the zoning district in exchange for amenities and features provided by the developer; (d) Removal or easing of approval standards or procedures; (e) Minimum density ranges; (f) Redevelopment and infill strategies; (g) Authorization of housing types not previously allowed by the plan or regulations; (h) Adoption of an average residential density standard; and (i) Rezoning or redesignation of nonresidential land.

City Findings:

The *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* provides policies and implementation actions that support higher densities:

Measures that demonstrably increase the likelihood of higher density residential development	***Springfield 2030 Refinement Plan Residential Land Use and Housing Element Policies and Implementation Actions***
Increases in the permitted density on existing residential land	**Policy H.3:** Support community-wide, district-wide and neighborhood-specific livability and redevelopment objectives and regional land use planning and transportation planning policies by locating higher density residential development and increasing the density of development near employment or commercial services, within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service. **Implementation Action 3.1:** As recommended through the Residential Land Study, the areas of the city best suited to high density residential uses are Downtown, Glenwood Riverfront/Franklin Corridor, and Gateway. Plans for these areas shall be updated to support development of additional high density residential uses adjacent to commercial and employment areas. **Implementation Action 3.3:** Apply Transit Corridor Overlay District to existing high density housing areas within 1/2 mile of transit stations. **Implementation Action 7.1:** Establish a small lot (3,000 square feet minimum lot size)special low-moderate density zoning district with a density range of 8-14

	du/acre to: ▪ support development of smaller single family detached and attached dwelling housing types; ▪ support a greater diversity of housing mix; and ▪ provide a moderate transition zone between lower and higher density neighborhoods.
Financial incentives for higher density housing	**Implementation Action 5.1:** Establish a Vertical Housing Development Zone in Glenwood. **Implementation Action 5.2:** Considering measures to increasing building height allowances in areas designated for Mixed Use Nodal Development when updating refinement plans, zoning plan districts and development standards. **Implementation Action 5.3:** Update development standards to correlate parking requirements in mixed-use districts more directly to the City's overall development vision and develop parking management strategies (such as pay-in lieu programs) in Downtown Springfield and other districts where appropriate to use land efficiently and to support economical higher density development and urban form. **Implementation Action 6.1:** Establish a staff team and Hillside Development Task Force to examine barriers and impediments to economical hillside development and to prepare and evaluate techniques and options for constructing housing on sloped lands, such as incentives to encourage and reward cluster development; updates to the Hillside Development Standards to support density transfers in the Hillside Overlay District; and to address street design standards. **Policy H.8:** Continue to support and assist affordable home ownership through programs that subsidize the development of affordable homes and provide down payment assistance to income-qualified homeowners.-

	Implementation Action 9.2: Create a land banking program to reserve land for affordable housing, as described in the 2010 "Complete Neighborhoods, Complete Streets" grant application, continue to seek grant funding sources for the program, and seek to implement this strategy in the Glenwood Riverfront District.
Provisions permitting additional density beyond that generally allowed in the zoning district in exchange for amenities and features provided by the developer	**Implementation Action 5.6:** Consider implementation of a Density Bonus Program to provide an economic incentive for construction of high density development with structured parking in the Downtown and Glenwood Nodal Development areas. The program shall permit variance of the building height limits in specific "density receiving areas" identified in the Downtown and Glenwood District plans when a developer provides an extra community benefit such as dedication of public open space, construction of affordable housing units, etc. to be determined by the City Council.
Removal or easing of approval standards or procedures	**Implementation Action 9.4:** Continue to seek input from a housing task force to assess and evaluate the effects of City policies and regulations on housing development costs and overall housing affordability, considering the balance between housing affordability and other objectives such as environmental quality, urban design quality, maintenance of neighborhood character and protection of public health, safety and welfare. **Implementation Action 10.6:** In order to control the effects of regulatory processes on housing price, strive to minimize the time taken to process land use and building permits, subject to the need to review projects in accordance with applicable regulations. Continue to give priority in the plan review process to permits for very low-income housing.
Minimum density ranges	**Implementation Action 1.1:** Convert density ranges in the Springfield Development Code from gross to

	net densities, consistent with the broad density categories of the *Metro Plan*. This plan converts Metro Plan gross densities to net densities as follows: Residential Low Density 6-14 dwelling units per acre*; Residential Special Density 8-14 dwelling units per acre; Residential Medium Density 14-28 dwelling units per acre; Residential High Density 28-42 dwelling units per acre; Residential Mixed Use in Nodal Development Overlay and Transit Corridor Overlay District: Minimum and maximum densities to be determined through Refinement Plan and/or Master Plan process. *Note: More restrictive standards apply in the Hillside Development Overlay District where larger lot sizes are required to compensate for slope constraints and engineering requirements.
Redevelopment and infill strategies	**Implementation Action 7.1:** Establish a small lot (3,000 square feet minimum lot size) special low-moderate density zoning district with a density range of 8-14 du/acre to: ▪ support development of smaller single family detached and attached dwelling housing types; ▪ support a greater diversity of housing mix; and ▪ provide a moderate transition zone between lower and higher density neighborhoods;
Authorization of housing types not previously allowed by the plan or regulations	**Implementation Action 7.2:** Apply small lot zoning (3,000 square feet minimum lot size) to infill opportunity sites identified in neighborhood planning processes. **Implementation Action 7.3:** As part of the Jasper-Natron refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district to maximize efficient use of land constrained by wetland resources. **Implementation Action 7.4:** As part of the Glenwood

	refinement planning process, conduct analysis to determine applicability of the Residential Small Lot zoning district in the existing residential neighborhoods south of Franklin Boulevard.
Adoption of an average residential density standard	**Policy H. 1:** Based on the findings in the RLHNA and to accommodate projected growth between 2010 and 2030, Springfield has designated sufficient buildable residential land (a) for at least 5,920 new dwelling units at an estimated density of at least 7.9 units per net buildable acre; and (b) to accommodate a new dwelling mix of approximately 52 percent detached single family dwellings (including manufactured dwellings on individual lots), seven percent attached single-family dwellings, one percent manufactured dwellings in parks, and 40 percent multifamily dwellings.
Rezoning or redesignation of nonresidential land	**Policy H.2:** To meet identified high-density, multiple-family housing needs, the City shall re-designate at least 28 gross buildable acres in Glenwood Refinement Plan Subarea 8 and the eastern portion of Subarea 6 to Residential Mixed Use by December 31, 2012. This residential mixed use district shall accommodate a minimum of 411 dwelling units in the high density category and shall increase the required net minimum density to at least 28 dwelling units per acre. Establishment of higher minimum and maximum densities is encouraged to support the neighborhood commercial uses and employment uses envisioned in the Glenwood Refinement Plan. District boundaries and density ranges shall be established through the Glenwood Refinement Plan amendment process by December 31, 2012.

The measures adopted under ORS 197.296(6)(b) discussed above will increase the planned residential density for at least 28 acres within the Glenwood Mixed Use Node. Mixed Use/Nodal Development Areas are designated based on their attractiveness for High Density Residential use, because of the presence of nearby shopping areas and access to employment areas due to their location along major transit routes. The Glenwood Mixed Use node is

strategically located along Franklin Boulevard and on the EmX mass transit corridor that connects downtown Springfield, the University of Oregon and downtown Eugene. It is well-suited to and desirable for High Density Residential housing types. In addition, the *Springfield Housing Element* includes policies to address housing affordability issues that exceed Goal 10 and ORS 197.296 requirements.

ORS 197.296 Conclusion

The Springfield RLHNA provides the factual and analytical basis for demonstrating compliance with ORS 197.296, Goal 10 (Housing) and the Goal 10 Rule (Division 008). The RLHNA shows that the Springfield jurisdictional area encompassed by the separate Springfield UGB has sufficient buildable land – in the aggregate – to meet identified 20-year housing needs by type and density. Springfield also has sufficient land to accommodate identified public and semi-public land needs (parks, schools, religious institutions, etc.) without expanding its separate UGB.

However, there is a 28-acre *deficit* of buildable land in the HDR category and a 76-acre *surplus* in the MDR category. The *Springfield Housing Element* includes a mandatory policy that commits the City to designate at least 28 gross buildable acres of High Density Residential (HDR) in the Glenwood Mixed Use Node by the end of 2012. The effect of this change will be to erase the HDR deficit by allowing *at least* 411 high-density, multiple dwelling units to be developed in this transit-oriented, mixed-use nodal development area.

This ORS 197.296 "measure" demonstrates with certainty how the City will meet all identified housing needs – including high-density, multiple family housing needs, during the 20-year planning period.

IV. Compliance with Statewide Planning Goals

As explained in Section I above, this PAPA amends the Metro Plan to (1) establish a separate Springfield UGB, (2) adopt the Springfield RLHNA, and (3) adopt the Springfield Housing Element. As explained in Section II above, these amendments are required for compliance with ORS 197.304. Further, these amendments do not change the amount or location of urban land subject to the acknowledged Metro Plan, the acknowledged plan map designations applied to the land within the separate Springfield UGB, or the implementation measures in the acknowledged *Springfield Development Code* and other acknowledged land use regulations applicable to such land. Consequently, except as addressed below, compliance of this PAPA with Statewide Planning Goals 5-9 and 11-15 is assured by the City's continued reliance on the

acknowledged Metro Plan and implementing regulations as the controlling land use planning documents for the City's jurisdictional area.

As addressed in detail in Section III above, the adopted *Springfield Housing Element* includes a policy requiring the City to redesignate at least 28 additional gross buildable acres in the Glenwood Mixed Use Node for High Density Residential use by the end of 2012. This will require an amendment to the Glenwood Refinement Plan, which is part of the Metro Plan. All Statewide Planning Goals applicable to such a site-specific PAPA will be applied at that time.

Goal 1 (Citizen Involvement)

Goal 1 requires the City "[t]o develop a citizen involvement program [CIP] that insures the opportunity for citizens to be involved in all phases of the planning process."

City Findings:

Requirements under Goal 1 are met by adherence to the citizen involvement processes required by the *Metro Plan* and implemented by the Springfield Development Code, Chapter 5, Section 5.14-135, Eugene Code Section 9.7735, and Lane Code Sections 12.025 and 12.240. A summary of the Springfield Residential Land Study planning process is included below. The summary and record demonstrate that Springfield has conducted the Residential Lands Study planning process to date in a manner consistent with Statewide Planning Goal 1. Evidence of the public involvement process thus far is fully documented in the public record: file numbers LRP2007-00030, LRP2007-00031 and LRP2009-00014.

A plan for citizen involvement was presented to the Committee for Citizen Involvement (a function of the Planning Commission) on March 7, 2006. A Residential Lands Study Stakeholder Committee composed of citizens, housing advocates, business professionals, realtors, agencies and staff met five times from May 2006 to April 2007. Committee members were also invited to participate in a Planning Commission work session on July 21, 2009. Public open houses to present the revised findings of the RLS and preliminary determination of need and to get input on proposed Land Use Efficiency Measures were held on April 2, May 14 & 20, 2009.

Notice to the Department of Land Conservation and Development (DLCD) was provided at least 45 days before the initial evidentiary hearing (planning commission), on September 4, 2009. Notice of the Planning Commission hearing was sent by email to interested parties on October 1, 2009. Notice of the proposed action was published in the Register-Guard - a newspaper of general circulation - on October 8, 2009. The *Springfield Residential Land and Housing Needs Analysis* and hearing dates were posted on the Springfield Planning Division web page.

Public hearings on the *Springfield Residential Land and Housing Needs Analysis* were held before the Planning Commission on October 20 and November 16, 2009. The Springfield City Council conducted public hearings for review/adoption of the draft Residential Land & Housing Needs Analysis on November 16, 2009 and continued the hearing on December 7, 2009 to allow additional time for consideration of refinements to constraints data. All written comments received at the hearings were incorporated into the record. The Springfield City Council adopted the draft Springfield Residential Land & Housing Needs Analysis by the following resolution: A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE 2009 PRELIMINARY SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, FULFILLING ITS STATUTORY OBLIGATION TO "COMPLETE" THE PRELIMINARY INVENTORY, ANALYSIS AND DETERMINATION BEFORE JANUARY 1, 2010.

Public hearings on the Springfield 2030 Refinement Plan incorporating the *Springfield Residential Land and Housing Needs Analysis* and Residential Land Use and Housing Element, and the Springfield Urban Growth Boundary were conducted by the Springfield and Lane County Planning Commissions February 17 and March 16, 2010. On May 4, 2010 the Springfield Planning Commission voted unanimously to recommend approval of the *Springfield 2030 Refinement Plan Residential Land and Housing Element incorporating the Springfield Residential Land & Housing Needs Analysis,* based on the evidence and testimony in the record.

The City Development Services Department conducted public open houses on the Draft Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 3 and 4, 2010 and on March 16, 2011 to explain the proposed amendments and to receive public comment.

An Amended Notice of Proposed Amendment was sent to the Department of Land Conservation and Development (DLCD) on February 18, 2011.

The Springfield City Council and Lane County Board of Commissioners conducted two joint work sessions on the Draft Springfield 2030 Refinement Plan including the draft *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map on February 7 and 22, 2011.

The Springfield City Council and Lane County Board of Commissioners conducted a joint public hearing on the Springfield 2030 Refinement Plan Residential Land Use and Housing Element incorporating the *Springfield Residential Land and Housing Needs Analysis* and the Springfield Urban Growth Boundary April 4, May 16, 2011. The record closed on May 31, 2011.

The City and County's joint adoption of the separate Springfield Urban Growth Boundary, Residential Land and Housing Needs Analysis, and Springfield Housing Element is supported by these findings and by the evidence that has been submitted to City decision makers during the City's legislative review and the PAPA process that were conducted to carry out the mandate of ORS 197.304 (HB 3337) that the city establish a separate urban growth boundary.

Springfield Residential Lands Study

Summary of Process to Date – June 20, 2011

Tasks	Target Dates	Task Completed
Task 1: Residential Buildable Lands Inventory *(Work conducted internally by City Staff)*		
City Council directed DSD staff to begin an inventory and analysis of Springfield's residential land. (Goal Setting Session)	December 5, 2005	**PROJECT INITIATION**
Citizen Involvement Plan presented to CCI	March 2, 2006	**YES**
Review work program with Planning Commission and City Council	March 6, 2006	**YES**
RLS Stakeholder Committee recruitment	March 30, 2006	**YES**
Stakeholder Committee meetings #1-2 to review the definitions/assumptions for "vacant, underutilized, and redevelopable," and to define constraints that would make land "unbuildable."	May 11th, 2006	**YES**
Review definitions and assumptions with Planning Commission	June , 2006	**YES**
Review definitions and assumptions with City Council	June 12, 2006	**YES**
Conduct initial inventory work: ▪ Identify vacant, underutilized, and redevelopable land ▪ Identify environmentally constrained lands ▪ Identify land with public facility constraints	May 2006 – December 2006	**YES**
ECONorthwest hired in October 2006 to begin Phase 2 (see below) Housing Needs		

Analysis		
Task 2: Residential Land & Housing Needs Analysis *(Work conducted by City's consultant ECONorthwest and City staff)*		
Coordinate with City Staff to determine the actual density/mix of housing	October 2006 – December 2006	**YES**
Stakeholder Committee meeting #3 to review the population definitions/assumptions for population projections and anticipated housing trends	January 18th, 2007	**YES**
Conduct a Housing Needs Analysis	January 2007 – August 2009	**YES**
Stakeholder Committee meeting #4 to review the initial housing inventory & needs findings.	March 8, 2007	**YES**
Compare the needed housing density and mix with the actual density and mix.	January 2007 – March 2007	**YES**
Stakeholders Committee Meeting #5 to review the Draft Report.	April 16, 2007	**YES**
Present RLS Draft *Technical Memorandum* to City Council for review. *Includes modifications made in the draft report between April 07 and October 07 due to project delay from HB 3337; and new spatially adjusted GIS data which impacted the inventory numbers.)*	October 22, 2007	**YES**
Present RLS Draft *Technical Memorandum* to Planning Commission for review	November 6, 2007	**YES**
Present Land Use Efficiency Measures work program	December 11, 2007	**YES**
Send Land Use Efficiency Measures info packet to Stakeholder Committee, conduct on-line survey and post potential measures on planning website	January 7-21, 2008	**YES**
Stakeholder Committee meeting #6 to review survey	January 31, 2008	**YES**

results		
Review Land Use Efficiency Measures survey results with Planning Commission	February 20, 2008	**YES**
Stakeholder Committee meeting #7 to review survey results and finalize committee recommendations	February 28, 2008	**YES**
Identify and evaluate potential measures to increase the likelihood that needed residential development will occur (Land Use Efficiency Measures). Present Stakeholder recommendation to Planning Commission and City Council	March 18, 2008 (PC) April 13, 2008 (CC)	**YES**
Task 3: Verification and Updating of Inventory *(staff & ECO Northwest)*		
Inventory recalculation due to project hold ▪ Two new inventory recalculations were completed during this time as new inventory maps were produced to verify accuracy of spreadsheet information. ▪ One additional inventory recalculation has been completed to include steep slopes & floodplain *(per direction from DLCD)* ▪ Inventory was updated to July 2008	August 2007 August 2008	**YES**
Coordinate adoption of Springfield population projection with Lane County	2007- October 2009	**YES**
Task 4: Revised Residential Land & Housing Needs Analysis, Integration of RLS with CIBL / Goal 14 Analysis & Preliminary Policy Development		
Public open houses to present the revised findings of the RLS and preliminary determination of need and to get input on proposed Land Use Efficiency Measures including increasing density in mixed-use nodes and transit corridors.	April 2, 2009 May 14 & 20, 2009	**YES**

Produce revised inventory map	April 2009	**YES**
Recalculate Needs Analysis in response to updated inventory & population projection.	May-June 2009	**YES**
Present RLS findings to Planning Commission for review and get input on proposed Land Use Efficiency Measures	April 16 & June 2, 2009	**YES**
Present RLS findings to City Council for review and get input on proposed Land Use Efficiency Measures	April 13, 2009	**YES**
Incorporate RLS findings into Goal 14 Alternatives Analysis	April – June 2009	**YES**
Present revised RLS findings and preliminary UGB concepts at CIBL Stakeholder Meeting	June 11, 2009	**YES**
Planning Commission Work Session – Present revised RLS findings and get input on Land Use Efficiency Measures to provide needed housing density & mix	June 2, 2009	**YES**
Present draft RLS findings, proposed Land Use Efficiency Measures and preliminary UGB concepts at public open houses	July 16, 2009 August 12, 2009	**YES**
Reconvene Stakeholder Committee and multifamily housing developers at Planning Commission work sessions to review the housing inventory & needs findings and gather input on proposed Land Use Efficiency Measures implementation actions including increasing density in mixed-use nodes and transit corridors and creating a small-lot residential district. PC Consensus to recommend increasing	June 2, 2009 July 21, 2009	**YES**

density in Glenwood Riverfront District, Downtown and Gateway.		
Staff verified inventory to account for PAPAs not documented in LCOG data	August - October	**YES**
Send Residential Land & Housing Needs Analysis to DLCD for review (45-Day Notice of Proposed Adoption)	September 3, 2009	**YES**
Prepare addendum to RLS report if necessary to correct the inventory	October 12, 2009	**YES**
Planning Commission Public Hearing for review/adoption of Residential Land & Housing Needs Analysis – first reading	October 20, 2009	**YES**
City Council conducts Public Hearing for review/adoption – second reading	November 16, 2009	**YES**
City Council conducts Public Hearing for review/adoption – Nov. 16th hearing was continued to allow additional time for consideration of refinements to constraints data.	December 7, 2009	**YES**
City Council adopts draft *Springfield Residential Land & Housing Needs Analysis* by resolution: A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD ADOPTING THE 2009 PRELIMINARY SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS, FULFILLING ITS STATUTORY OBLIGATION TO "COMPLETE" THE PRELIMINARY INVENTORY, ANALYSIS AND DETERMINATION BEFORE JANUARY 1, 2010.	December 7, 2009	**YES**

- ✓ Milestone: Completed City's obligation to make the determination of buildable land sufficiency by December 31, 2009. Through adoption of the draft *Springfield Residential Land & Housing Needs Analysis* the City determined the number and type (e.g. single family and multi-family) of housing units needed

to house the projected population residing within Springfield's jurisdictional share of the area subject to the Eugene-Springfield Metropolitan Area, consistent with requirements of HB 3337, Goal 14, ORS 197.296, and OAR 660-008.		
Task 5: Prepare Metro Plan Amendment – Draft Springfield 2030 Refinement Plan Residential Land & Housing Element Policy Development	December 31, 2009	**YES**
Prepare Draft Springfield 2030 Refinement Plan Residential Element (plan policies).	Oct-Dec 2009	**YES**
Prepare Draft Springfield 2030 Refinement Plan Diagram (plan designations and overlays) and UGB map.	October 30, 2009	**YES**
Submit Draft Springfield 2030 Refinement Plan Metro Plan amendment to DLCD including *Springfield Residential Land and Housing Needs Analysis* and *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies.	December 31, 2009	**YES**
Task 6: Refine Springfield 2030 Plan policies and determine the effect of implementation of new policies and designations on the land supply and UGB Alternatives Analysis	December 2009 – February 2011	**YES**
Mail and publish notice and conduct public open houses on Draft Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map.	February 3 and 4, 2010	**YES**
Conduct public hearings (Springfield and Lane County Planning Commissions,) on adoption of	February 17, 2010	**YES**

Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map.	March 16, 2010	
Springfield and Lane County Planning Commissions recommend adoption of Springfield 2030 Refinement Plan including *Springfield Residential Land & Housing Needs Analysis, Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map.	April 20, 2010 and May 4, 2010	**YES**
Revise *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies to address and respond to testimony.	May 2010-January 2011	**YES**
Conduct work sessions with City Council and Board of Commissioners	February 7, 2011 February 22, 2011	**YES**
Send revised Notice of Amendment to DLCD	February 18, 2011	**YES**
Mail and publish notice to parties of record and conduct public open house	March 16, 2011	**YES**
City Council and Lane County Board of Commissioners conduct public hearing(s) on adoption of *Springfield Residential Land & Housing Needs Analysis*, *Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map.	April 4, 2011, May 16, 2011	**YES**
Record closed	May 31, 2011	**YES**

Revise ordinance in response to testimony	May 16-June 6, 2011	**YES**
City Council and Lane County Board of Commissioners adopt *Springfield Residential Land & Housing Needs Analysis, Springfield 2030 Refinement Plan Residential Land and Housing Element* policies and Springfield Urban Growth Boundary tax lot specific map.	June 20, 2011	**YES**

SUMMARY OF SPRINGIFELD'S LAND USE EFFICIENCY MEASURES POLICY EVALUATION AND CITIZEN INVOLVEMENT PROCESS TO DATE

- January 7, 2008. Planning Commission work session – Introduction to Land Use Efficiency Measures. Land Use Efficiency Measures packet sent to the Residential Lands Stakeholder Committee and Planning Commission for review.

- January 7 – 21, 2008. An online survey was distributed to the Residential Lands Stakeholder Committee and Planning Commission. The Committee and Planning Commission were asked to review the informational document and consider which efficiency measures would be best utilized in Springfield.

- January 31, 2008. Housing Stakeholder Committee meeting scheduled to review Efficiency Measures. Did not result in a quorum. Because of the low Stakeholder turn-out, Staff scheduled another meeting for February 28th to gain group consensus on a recommendation to the Planning Commission.

- February 20, 2008. Planning Commission Work Session - Land Use Efficiency Measures The results of the survey (along with Stakeholder Committee recommendations) were presented to the Planning Commission. Planning Commission discussed which measures to evaluate and specific issues identified with the measures.

- February 20, 2008. Efficiency Measures information, including survey results, were posted on the Planning website.

- February 28, 2008. Residential Lands Stakeholder Committee Meeting. The results of the survey (along with Stakeholder Committee recommendations) were presented to the committee. The committee went through a consensus building process which resulted in categorization of the measures into three groups: (1) high priority; (2) medium priority; and (3) low priority. Some of the low priority measures were policies that are already implemented in Springfield. Measures classified as "high" or "medium" priority were recommended for increased use by the committee. The committee recommended that the Planning Commission consider implementing these measures or consider changing existing policies to increase the land use efficiency derived from these measures.

- March 18, 2008. Planning Commission Work Session – Prioritization of Land Use Efficiency Measures. The Planning Commission reviewed the Housing

Stakeholder Committee recommendations and forwarded a different package of recommended efficiency measures to the City Council.

- April 2, 2009. Staff conducted an open house to present the proposed measures to the public. A display ad was published in the Register Guard on March 30 to announce the open house. An article about the open house was published in the Springfield Extra section of the Register Guard on April 2.
- The Planning Commission conducted work sessions on May 19 and June 2, 2009.
- Proposed residential land use and housing policies presented at public open houses on June 16 and August 12, 2009.
- June 2 and July 21, 2009 Reconvened Stakeholder Committee and multifamily housing developers at Planning Commission work session to review the housing inventory & needs findings and gather input on proposed Land Use Efficiency Measures implementation actions including increasing density in mixed-use nodes and transit corridors. Consensus to recommend increasing density in Glenwood Riverfront District, Downtown and Gateway.
- Planning Commission and City Council conducted public hearings October 20, November 16, December 7, 2009.
- February 3 and 4, 2010 Conducted public open houses on proposed residential land use and housing policies.
- February 17 and March 16, 2010 Planning Commission conducted public hearings on proposed residential land use and housing policies.
- April 20 and May 4, 2010 Springfield and Lane County Planning Commissions recommend adoption of proposed residential land use and housing policies.
- March 16, 2011 Conducted public open house on proposed residential land use and housing policies.
- April 4 and May 16, 2011 City Council and Lane County Board of Commissioners conducted public hearings on proposed residential land use and housing policies.
- June 20, 2011 City Council adopts *Springfield 2030 Refinement Plan Residential*

Land Use and Housing Element.

Goal 2 (Land Use Planning)

Adequate Factual Base

Goal 2 requires the City's land use planning decisions to have an adequate factual base.

City Findings: The City's adoption of the separate Springfield Urban Growth Boundary, Residential Land and Housing Needs Analysis, and Springfield Housing Element is supported by these findings and by the evidence that has been submitted to City decision makers during the City's legislative review and the PAPA process that were conducted to carry out the mandate of ORS 197.304 (HB 3337) that the city establish a separate urban growth boundary.

Consistency with Metro Plan

Goal 2 requires the City's plans and actions related to land use to be consistent with the Metro Plan, which is the acknowledged comprehensive plan for Springfield, Eugene and Lane County.

City Findings: In this instance, this provision of Goal 2 is superseded or preempted by ORS 197.304. ORS 197.304(1) provides, in relevant part:

> *"Notwithstanding * * * acknowledged comprehensive plan provisions to the contrary, a city within Lane County that has a population of 50,000 or more within its boundaries shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. The city shall, separately from any other city:*
>
> *"(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and*
>
> *"(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years."* (Underline emphasis added.)

The three amendments to the Metro Plan adopted by this PAPA (establishment of the separate Springfield UGB, adoption of the 2011 RLHNA, adoption of the Springfield Housing Element) have all been made to carry out the City's obligation under ORS 197.304 to establish a UGB and to meet its obligations under the needed housing statutes separately from any other city. Consequently, these amendments may be adopted "notwithstanding [any] acknowledged plan provisions to the contrary, making this provision of Goal 2 inapplicable.

Public Hearings and Opportunities for Review and Comment by Citizens and Affected Governmental Units

Goal 2 requires that comprehensive plan amendments be adopted after a public hearing by the governing body, and that "opportunities [are] provided for review and comment by citizens and affected governmental units during preparation, review and revision of plans * * *."

City Findings: As documented in the record and as summarized in the *Springfield Residential Lands Study Summary of Process to Date – June 20, 2011* included on pages 45-55 of these findings, the City and County have provided ample opportunities for public review and comment on the plan amendments.

Coordination with Affected Governmental Units

Goal 2 requires the City to coordinate its adoption of a PAPA with "affected governmental units," which are defined by the Goal as "those local governments, state and federal agencies and special districts which have programs, land ownerships, or responsibilities within the area included in the plan."

Coordination with Eugene and Lane County

City Findings: Springfield, Eugene and Lane County have continuously coordinated the Metro Plan partner jurisdictions' response to HB 3337. Information was communicated and input sought at Planning Directors meetings, meetings of the Joint Elected Officials, joint (Springfield and Lane County) planning commission work sessions and public hearings, joint (Springfield and Lane County) work sessions and public hearings and communications between staff and legal counsel of all three jurisdictions.

On October 29, 2009 the three coordinating jurisdictions (Eugene, Springfield and Lane County) presented information to the Lane County Board of Commissioners at a work session with consultant Terry Moore of ECONorthwest to discuss "Long-Range Planning and the Requirements of HB 3337." City of Eugene, Springfield and Lane County planning staff have met

throughout the project timeline to communicate and coordinate their respective comprehensive planning processes. Lane County planning staff participated in Springfield's Technical Advisory Committees, attended public open houses, work sessions and public hearings conducted in Springfield. City of Eugene staff reviewed the proposed UGB location, and contributed refinements to the UGB description, including a metes and bounds legal description for the boundary location along Interstate 5. Springfield staff participated in Eugene's land assessment Technical Advisory Committee to inform Eugene about Springfield's process. Springfield and Eugene staff provided reports and updates on housing needs and proposed residential land use and housing policies at Housing Policy Board meetings.

Coordination with State and Federal Agencies

The city of Springfield received the following letters from the Department of Land Conservation and Development (DLCD):

Letter from Ed Moore, South Willamette Valley Regional Representative, dated October 20, 2009
Letter from Darren Nichols, Community Services Division Manager, dated December 4, 2009
Letter from Ed Moore, dated January 29, 2010
Letter from Ed Moore, date March 11, 2010

City Findings: In response to DLCD concerns regarding the RLHNA and Buildable Lands Inventory, the City requested that ECONorthwest revise the 2007 and 2009 versions of the RLHNA to address comments related to the need for land for public and semi-public uses, the need for group quarters, the buildable lands inventory (related to the mapping and accounting for slopes of 25% and greater, and corrections of text and tables that resolved internal inconsistencies). Section III of these findings demonstrates how the revised 2011 RLHNA complies with applicable ORS 197.296, Goal 10 and Division 008 requirements.

Department of Land Conservation and Development staff (Ed Moore) participated in Technical Advisory Committee meetings for the buildable lands study.

Department of Land Conservation and Development Director Richard Whitman and staff conducted a meeting in Eugene on September 21, 2010 at the request of the Lane County Board of Commissioners. Mr. Whitman and DLCD staff presented information on "Urban Growth Boundary Expansion". The Mayors and City Councilors of Springfield, Eugene and the other Lane County cities were invited to attend.

In response to DLCD (and others') concerns regarding the Economic Opportunities Analysis, Commercial-Industrial Buildable Lands Inventory, UGB amendment alternatives analysis, and other elements of the *2030 Springfield Refinement Plan* that were originally proposed to be adopted as part of this PAPA, the City decided to postpone further consideration of these Metro Plan amendments at this time and to proceed with adoption of only the three elements that are essential to compliance with the mandate of ORS 197.304 – the separate Springfield UGB, the revised 2011 RLHNA, and the Springfield Housing Element.

Coordination with Special Districts

City Findings: Willamalane Park and Recreation District staff participated in the preparation and review of the *Springfield Residential Land and Housing Needs Analysis*. As documented in footnote 25 on page 67 of the RLHNA, the analysis determined future parkland need by applying the policies in Willamalane's adopted Park and Recreation Comprehensive Plan. The final draft of the RLHNA was revised in response to a requested amendment from Willamalane staff[35] to more accurately describe how future need for parkland will be accommodated over the 20-year plan period, consistent with the *Park and Recreation Comprehensive Plan*.

Willamalane and Springfield Utility Board staff participated in Technical Advisory Committee meetings for the buildable lands study.

Springfield School District 19 staff participated in the preparation and review of the *Springfield Residential Land and Housing Needs Analysis*. A copy of their most recent facilities plan is included in the record. As documented on page 67 of the RLHNA, the analysis determined a land need of 0.9 acres per 1,000 persons was based on population growth and the District's need for one 14-acre site.

Goal 14 (Urbanization)

Springfield is not proposing to expand its separate UGB as part of this postacknowledgment Plan amendment proposal. Therefore, the provisions of Goal 14 and OAR Chapter 660, Division 24 (Urban Growth Boundaries) are for the most part not applicable. However, OAR 660-023-0020(2) does require that there be "sufficient information to determine the precise UGB location" of Springfield's separate UGB:

> ***660-024-0020 Adoption or Amendment of a UGB * * * (2) The UGB and amendments to the UGB must be shown on the city and county plan and zone***

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[35] City Council Agenda Packet for May 16, 2011 Regular Session, Attachment 1, page 1-2

maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location."

City Findings: ORS 197.304 requires Springfield to "separately meet" its statutory housing obligations within a UGB "established" consistent with the Statewide Planning Goals. In this case, amending the Metro Plan to "establish" a separate UGB does not have the technical meaning of "establish" as defined in Goal 14; rather, it means an amendment to the regional Metro UGB to adopt a separate UGB for each city, as required by ORS 197.304. *See* n 4, *supra*.

To accomplish this ORS 197.304 requirement, Springfield has amended the acknowledged Eugene-Springfield Metro UGB to create a separate Springfield UGB for Springfield's "jurisdictional area[s] of responsibility" prescribed in the Metro Plan. Interstate 5 defines the separates Springfield's "jurisdictional area of responsibility" from that of the city of Eugene. Therefore, the I-5 centerline will serve as the western portion of Springfield's UGB. The current Metro UGB will serve as Springfield's UGB to the north, east and south, *subject to* the site specific interpretations of this boundary *required* by OAR 660-024-0020(2)..

Because the existing Metro Plan UGB was established prior to adoption of OAR 660-024-0020(2), it is not entirely site specific. The Metro Plan (pp. II-G-14) states:

> *"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, the UGB is determined on a case-by-case basis through interpretation of the * * * Plan Boundaries Map in this Metro Plan and the following factors: * * **

Where the existing Metro Plan UGB bordering Springfield's "jurisdictional area of responsibility", is not tax lot-specific, the City employed a methodology consistent with that described by the Metro Plan above to delineate the precise location of the separate Springfield UGB. That methodology is described in Ordinance Exhibit E "Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary", which is incorporated by reference into these findings and documented further in the UGB Technical Supplement included as working papers in the record.

This process resulted in the "Springfield Urban Growth Boundary Map" (Exhibit C), which delineates the precise location of the separate Springfield UGB and a "List of tax lots that are adjacent to and inside, or split by the UGB" (Exhibit D) that have been adopted as an amendment to the Metro Plan. Accordingly, the urban area within the separate Springfield UGB remains unchanged from the area in Springfield's "jurisdictional area of responsibility" within the existing Metro Plan UGB.

Response to Testimony from Lane County Homebuilders Association (LCHBA)

When the city began work on its response to HB 3337/ORS 197.304, the initial approach was to complete and adopt the residential and commercial and industrial needs analyses, new refinement plan policies and implementation measures all at the same time. However after it was determined that the city did not need to expand its UGB for residential purposes, a more narrow, one step at a time approach, was established.

Step one is quite narrow — existing solely of the adoption of a new refinement plan residential land use housing element and housing needs analysis and a separate Springfield UGB to meet Springfield's housing needs for the plan period 2010-2030, as required by ORS 197.304. The Springfield UGB includes only land within the existing acknowledged Metro UGB. The advantage to this approach is that Springfield's comprehensive plan, except for the actual changes proposed, remains acknowledged.

The more narrow scope is very important to understanding the City's response to the LCHBA. Because of the broader initial scope and the fact that the LCHBA supported many of the initial goals and objectives, the association was quite surprised by the City's phased adoption. The association wanted the city to stay on its original path. Through many meetings with LCHBA and public testimony, the LCHBA ultimately reduced their concerns to four issues[36] (Letter dated April 4, 2011, from Bill Kloos, attorney for the LCHBA to Springfield City Council and Lane County Board of Commissioners). In addition, a consultant for the LCHBA also added a request to remove a significant portion of the land (200+ acres) contained in the Residential Land inventory for the reason that it is not practical nor feasible to develop the property when the property is accessed by steep slopes (greater than 25%).

1. **Request that Springfield adopt an actual inventory of residential land.** While the city believed the substance of the inventory was already part of the proposal, copies of the actual inventory in the form of an excel spreadsheet with a listing of tax lots was provided to the LCHBA. It is also now part of the record of this proceeding and explained in the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element.*[37]

2. **Request that all parcels in the residential inventory be designated for residential uses.** This issue arises because the acknowledged Metro Plan designation map is not tax lot specific in areas outside of refinement plans. However during meetings with the LCHBA,

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[36] Letter of April 4, 2011, from Bill Kloos, attorney for the LCHBA to Springfield City Council and Lane County Board of Commissioners

[37] *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* p. 10, Findings 6 and 7.

Bob Parker of EcoNorthwest (the City's consultant and author of the RLHNA) indicated that only tax lots with a Residential designation or with a mixed use designation that requires residential development were used to build the inventory.[38] Preparation of a parcel-specific plan map for the City is beyond the scope of ORS 197.304 and is premature given the phasing of the Springfield 2030 Refinement Plan work tasks and adoption and thus has been deferred to a later step. The record includes substantial evidence (RLHNA Maps 3-1 and 3-2) that shows the specific lots and parcels that were counted as vacant and partially vacant buildable lands by applicable comprehensive plan map designation. The record also includes a detailed spreadsheet of the tax lots in the residential land base that identifies the plan designations and classifications for each lot.

3. **Request that all the parcels in the residential inventory be zoned for residential uses.** This issue arises because from time to time it is discovered that a parcel designated for residential use is in fact zoned for some other use. While it was not feasible to address the plan zone conflict issue within the scope of this plan amendment, the city was able to explain to the LCHBA that existing policies allowed land owners to apply for zone change to cure the conflict at no cost and this can be done 3 times per year. The city re-affirmed this right in *Springfield 2030 Refinement Plan Residential Land Use and Housing Element.* [39]

4. **Request that owners of land in the residential inventory have the right to develop under clear and objective standards.** While the city believes this request is an appropriate objective for the LCHBA, to fully implement this request would require a significant revision to the City's acknowledged development code that is beyond the scope of HB 3337. However the city is also aware that there is a statutory requirement to approve residential development under clear and objective criteria. The city therefore added a finding in the housing element recognizing this statutory right. [40]

5. **Request to remove residentially designated land from the inventory when accessed by slopes over 25%.** In response to this request, the city carefully reviewed the Goal 10 administrative rule, OAR 66-08-005, with its definition for buildable land. We note that land that is over 25% slope may be excluded. When the city conducted its inventory, land with this slope or higher was excluded. However the request of the Association is to exclude land with less than a 25% slope if accessed by land with slopes over 25%.

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[38] *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* p. 10, Finding 7.
[39] *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* p. 11, Finding 7

[40] *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* p.13, Approval Standards Finding 1

We are not aware of any court case or LCDC determination that this approach is acceptable. Friends of Yamhill County vs. City of Newberg, LUA # 2010-034 2010, does allow a city to go beyond the exclusionary criteria of OAR 660-08-0005(2). But this can be done only when the city has presented an adequate factual base. In an effort to meet this standard the Association did submit a letter dated May 31, 2011 from a local engineering firm explaining the difficulties of providing access on property with steep slopes.

The city consulted its Public Works Department, and the City Engineer, in a memo dated June 3, 2011 certainly agreed that building access on steep slopes can be difficult and expensive. However he does not believe it meets the administrative rule test that it "cannot" be built upon. He pointed out several recent developments, Mountain Gate, Westwind Estates, River Heights and the EWEB Water Filtration Plant as being examples of developments occurring despite being accessed by steep slopes. Services providers, including Springfield Utility Board, when consulted on this matter through the buildable lands studies Technical Advisory Committee planning process, would not state that these areas cannot be served. An email to Planning Manager Greg Mott from Fire Marshall Al Gerard dated June 16, 2011 provides the Fire Department's response to LCHBA's allegation that the streets necessary to access these lands are not accessible by fire trucks. In his email he stated: "In Springfield (and Eugene) we "beef up" our braking systems and buy more powerful motors on all of our rigs because of the hills." He also states that he specifically amended the Fire Code to address slope-related factors such as turning movements, angles of approach and departure at the initiation or termination of a slope to enable his ability to "approve" steeper grades as need. Apparatus has been tested on slopes like this in the 1990's. [41]

We would also point out the Association raised Goal 7, Natural Hazards in their submittal. The city did consider this issue when building its inventory. The city applied the Dogami Natural Hazard map and incorporated that into the constraints analysis.[42]

We therefore find that there is not an adequate factual base to exclude these residentially designated parcels.

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[41] This issue is explained in detail in the June 20, 2011 City Council AIS Packet Briefing Memo, Attachment 1-1 to 1-11

[42] *Springfield Residential Land and Housing Needs Analysis* Map 3-4.

V. Overall Conclusion

Springfield's post-acknowledgment plan amendment package includes the following amendments to the Metro Plan required for compliance with ORS 197.304:

1. Adoption of a separate UGB for the City of Springfield;
2. Adoption of the *Springfield 2030 Refinement Plan Residential Land Use and Housing Element* as a refinement plan, including policies to increase housing capacity as prescribed by the RLHNA through the Glenwood Refinement Plan amendment process by the end of 2012;
3. Adoption of the 2011 *Springfield Residential Land and Housing Needs Analysis* as a technical supplement to demonstrate compliance with ORS 197.296.

The City will continue to rely on the acknowledged Metro Plan (including subordinate refinement plans and land use regulations) to ensure compliance with the Statewide Planning Goals. The Metro Plan will continue to control land use decisions within the City's "jurisdictional area" which *is* the area encompassed by Springfield's separate UGB.

Since there will be no increase in urban land area as a result of this amendment package, Goal 14 has limited applicability and thus the DLCD Director shall determine whether this decision is subject to review by the Land Conservation and Development Commission "in the manner of periodic review."

These findings demonstrate that the City's PAPA complies with:

- ORS 197.304 ("separate UGB" statute)
- ORS 197.295 to 197.314 ("needed housing statutes")
- Goal 1 (Citizen Involvement);
- Goal 2 (Land Use Planning);
- Goal 10 (Housing)
- OAR Chapter 660, Division 008 (Interpretation of Goal 10, Housing)
- OAR 660-024-0020(2) (related to the precise location of Springfield's separate UGB)

Attachments

1. Memo by Corinne C. Sherton re "Legislative History of ORS 197.304," dated December 28, 2010.

EXHIBIT F-67

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MEMORANDUM

To: **Bill Grile, Greg Mott and Linda Pauly**

From: **Corinne C. Sherton**

Re: **Legislative History of ORS 197.304**

Date: **December 29, 2010**

In our meeting with Richard Whitman and other DLCD staff, a question came up regarding whether the requirement of ORS 197.304(1) that Springfield "separately from any other city, **establish** an urban growth boundary * * *" (emphasis added) can be satisfied by Springfield adopting its UGB as an amendment to the acknowledged Metro Plan UGB, or whether Springfield must adopt its own UGB, separate from the Metro Plan UGB, as though it were a City adopting a UGB for the first time.

ORS ch 197 uses the word "establish" or "establishment" in many ways and places, but only in ORS 197.304 is it used in a requirement to "establish" a UGB. Therefore, the question is whether "establish" in ORS 197.304 was intended to have the same meaning it has in Statewide Planning Goal 14, which does contain several references to "establishment and change" of UGB's (*i.e.* implying that establishment of a UGB is something different from amendment of a UGB).

Legislative History

ORS 197.304 was the product of HB 3337 (2007). I have reviewed the legislative history of HB 3337, including the audiotapes of committee hearings and work sessions and the exhibits submitted to the committees. HB 3337 as originally introduced by Rep. Beyer and Sen. Morrisette, at the request of the Oregon Home Builders Assoc. (OHBA), was quite different from the version that was eventually enacted. The original HB 3337 would have applied to any local government within a metropolitan planning organization and focused on requiring updates to the buildable lands inventories (BLI's) and housing needs analyses (HNA's) required by ORS 197.296(3). It contained no provisions regarding Springfield or Eugene establishing separate UGB's.

Proposed amendments to HB 3337 were introduced during the April 24, 2007 work session of

the House Committee on Agriculture and Natural Resources. These proposed amendments replaced the original HB 3337 with the language that subsequently was adopted by the Legislature and is now codified as ORS 197.304. Jon Chandler of OHBA gave a brief explanation of what the amendments would do, stating that the bill would be applicable only to Eugene and Springfield, referring to the amendments' requirement that each city establish its own UGB, and saying that everything else about planning in the area would continue on a regional basis. Chandler also said that the amendments addressed DLCD's concerns about one city encroaching on the other's UGB by referencing "the jurisdictional areas of responsibility, which are referenced in the existing comprehensive plan."

The amendments were adopted and, with virtually no discussion, the amended bill was passed out of the House Committee on Agriculture and Natural Resources. On May 3, 2007, HB 3337A passed the House on a 50-5 vote.

On May 22, 2007, the Senate Committee on Environment and Natural Resources held a hearing and work session on HB 3337A. The Bill was generally described by its sponsors in the same way Chandler had described it during the April 24 work session. Nothing specific was said about how the cities of Springfield and Eugene were to "establish a [UGB]," as provided in Sec. 2(1)(a) of the Bill. The Legislative Fiscal Analysis submitted as Exhibit A analyzed the cost of compliance with HB 3337A as the cost of doing the BLI and HNA required by ORS 197.296. With one exception, there was no mention of anything else the cities would have to do to comply with the requirements of HB 337A. The one exception was the City of Eugene, which opposed the Bill and testified that, due to the age of its BLI, it would also have to conduct an inventory of commercial and industrial land, so it could take a "wholistic" view of the process, as in periodic review. Eugene's projected costs for such additional inventories were also included in the Legislative Fiscal Analysis

In written and oral testimony, both proponents and opponents of HB 3337A often referred to the HB 3337A-mandated process of Springfield and Eugene each adopting its own UGB as "splitting," "dividing" or "separating" the existing Metro Plan UGB. No one questioned that HB 3337A requires that the dividing line between the two UGB's be I-5, "consistent with the jurisdictional areas of responsibility specified in the acknowledged [Metro] Plan." HB 3337A, Sec. 2(1)(a). No one disputed that the remainder of the acknowledged Metro Plan would remain in effect after Springfield and Eugene adopted their own UGB's.

After the May 22 work session, the Senate Committee on Environment and Natural Resources passed out HB 3337A, on a 4-1 vote, with virtually no discussion. In explaining his "nay" vote, Sen. Prozanski said he doesn't agree with "UGB splitting" in a regional setting, that it's not the best land use planning. On June 1, 2007, HB 3337A passed the Senate on a 25-2 vote, subsequently becoming Oregon Laws 2007, chapter 650.

Conclusions

There is no reference in the legislative history of HB 3337A to any intent that "establish an urban growth boundary," as used in ORS 197.304(1)(a), incorporate the technical meaning of "establish" used in Goal 14. Rather, the frequent usage in written and oral testimony of the descriptions "splitting," "dividing," and "separating" the existing Metro Plan UGB, to describe the HB 3337A-mandated adoption of separate UGB's by Springfield and Eugene, is more consistent with adoption of those separate UGB's as amendments to the current Metro Plan UGB. Further, there is no doubt that the remainder of the Metro Plan (other than the current Metro UGB) will remain in effect when the HB 3337A process is concluded. Therefore, the demonstration required by ORS 197.304(1)(b), that a city's comprehensive plan provides a 20-year supply of buildable land, as required by ORS 197.296, means that the necessary BLI and HNA must also be adopted as amendments to the Metro Plan. If Springfield carries out the HB 3337A-mandated process of establishing its UGB and demonstrating compliance with ORS 197.296 as amendments to the acknowledged Metro Plan,[1] then its UGB and housing analysis will become part of the Metro Plan, and in the future Springfield will be able to make decisions consistently with the (new) acknowledged Metro Plan, as it is required to do under existing law.

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[1] The adoption of a UGB pursuant to ORS 197.304(1)(a), and a BLI and HNA pursuant to ORS 197.304(1)(b), come under the "notwithstanding clause" of ORS 197.304(1), which provides:

> "Notwithstanding an intergovernmental agreement pursuant to ORS 190.003 to 190.130 or acknowledged comprehensive plan provisions to the contrary, [Springfield] shall meet its obligation under ORS 197.295 to 197.314 separately from any other city within Lane County. [Springfield] shall, separately from any other city:"

Consequently, Springfield can adopt its UGB, BLI and HNA as Metro Plan amendments, in conjunction with Lane County, without joint adoption by the City of Eugene.

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