

**EUGENE/SPRINGFIELD  
METRO AREA GENERAL PLAN  
1987 UPDATE**



**EUGENE, SPRINGFIELD AND LANE COUNTY**

EUGENE-SPRINGFIELD  
METROPOLITAN AREA GENERAL PLAN

1987 Update

Eugene, Springfield and Lane County

For more information about the *Eugene-Springfield Metropolitan Plan*, contact the following planning agencies:

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Eugene OR 97401  
1-541-682-5481

City of Springfield  
Planning & Community Development  
225 5<sup>th</sup> Street  
Springfield OR 97477  
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Lane County  
Land Management Division  
125 East 8th Avenue  
Eugene OR 97401  
1-541-682-4061

Lane Council of Governments  
99 East Broadway, Suite 400  
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Current to April 1, 2000

TO THE DIRECTOR, UNIVERSITY OF OREGON

RE: [Illegible]

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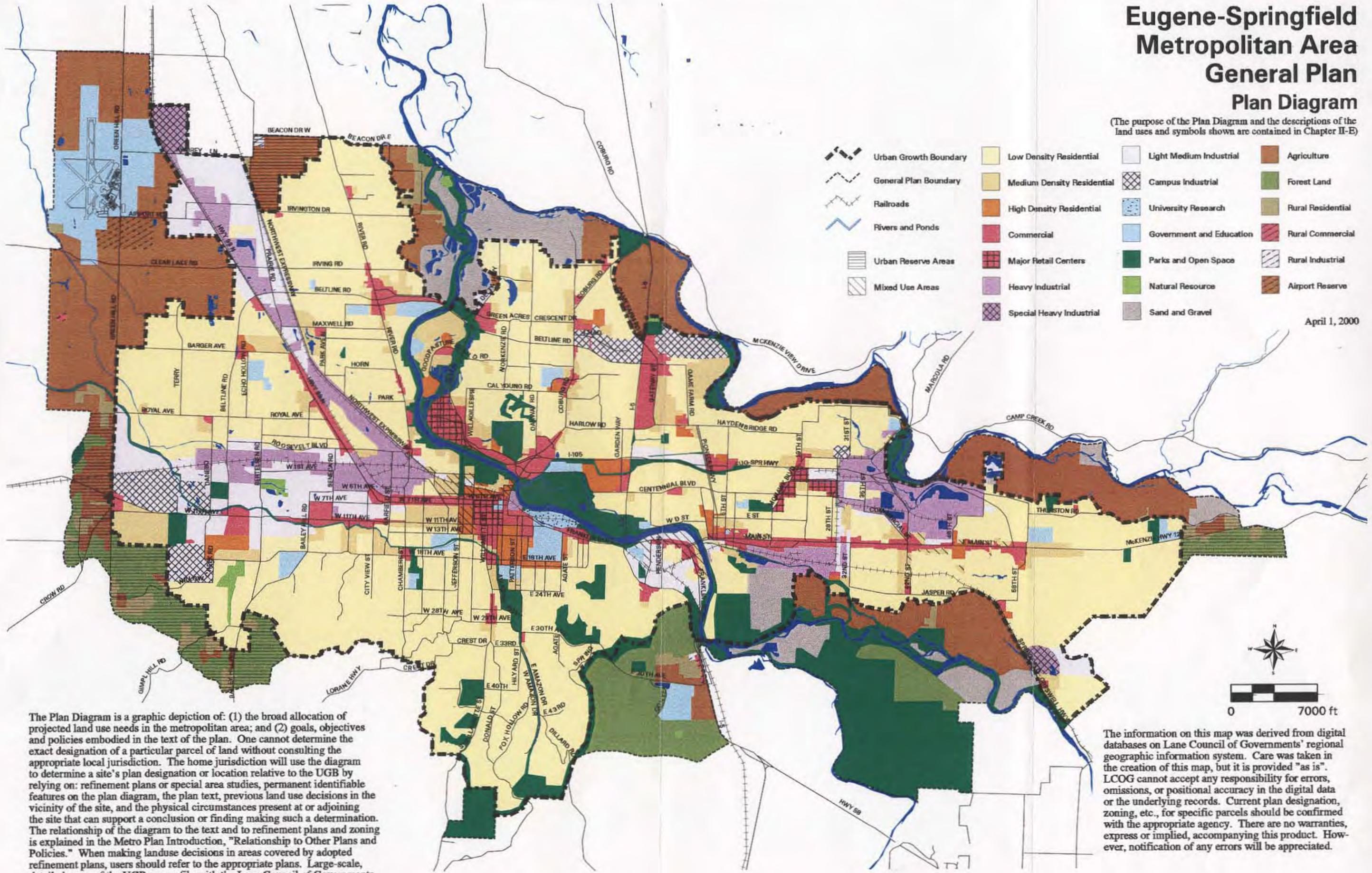
Very truly yours,

[Illegible Signature]

# Eugene-Springfield Metropolitan Area General Plan

## Plan Diagram

(The purpose of the Plan Diagram and the descriptions of the land uses and symbols shown are contained in Chapter II-E)



April 1, 2000

The Plan Diagram is a graphic depiction of: (1) the broad allocation of projected land use needs in the metropolitan area; and (2) goals, objectives and policies embodied in the text of the plan. One cannot determine the exact designation of a particular parcel of land without consulting the appropriate local jurisdiction. The home jurisdiction will use the diagram to determine a site's plan designation or location relative to the UGB by relying on: refinement plans or special area studies, permanent identifiable features on the plan diagram, the plan text, previous land use decisions in the vicinity of the site, and the physical circumstances present at or adjoining the site that can support a conclusion or finding making such a determination. The relationship of the diagram to the text and to refinement plans and zoning is explained in the Metro Plan Introduction, "Relationship to Other Plans and Policies." When making land use decisions in areas covered by adopted refinement plans, users should refer to the appropriate plans. Large-scale, detailed maps of the UGB are on file with the Lane Council of Governments and the Planning Offices of Springfield, Lane County and Eugene.

The information on this map was derived from digital databases on Lane Council of Governments' regional geographic information system. Care was taken in the creation of this map, but it is provided "as is". LCOG cannot accept any responsibility for errors, omissions, or positional accuracy in the digital data or the underlying records. Current plan designation, zoning, etc., for specific parcels should be confirmed with the appropriate agency. There are no warranties, express or implied, accompanying this product. However, notification of any errors will be appreciated.

As of January 1987

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Lee Beyer  
Gayle Decker  
Christine Larson  
William Morrisette  
Ben Reed

Planning Commission

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Tom Atkinson  
Bruce Berg  
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Debra Ehrman  
Rob Bennett  
Freeman Holmer  
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Board of Commissioners

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As of January 1982

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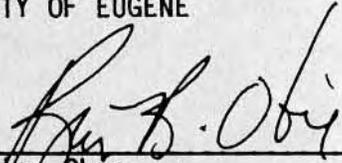
CERTIFICATION

This Plan establishes the broad policy direction for land use in Oregon's second largest metropolitan area. The Plan balances our need to accommodate new population and employment by identifying land for future residential, commercial, and industrial development. It also continues and strengthens our local commitment to environmental resource protection and continues our strong resolve to make this metropolitan area a desirable place to live and work.

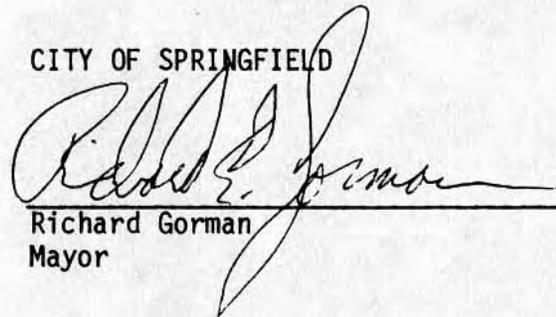
We commend the citizens of this area for the high level of interest shown in developing this Plan. Over a five-year period, more than 250 public meetings were held leading to Plan adoption. In many respects, the process of compromise used in resolving Plan issues helped bring our units of governments closer together.

We hereby certify that the Eugene-Springfield Metropolitan Area General Plan has been adopted by our respective elected bodies.

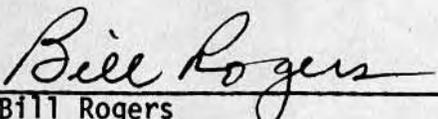
CITY OF EUGENE

  
\_\_\_\_\_  
Bryan Obie  
Mayor

CITY OF SPRINGFIELD

  
\_\_\_\_\_  
Richard Gorman  
Mayor

LANE COUNTY

  
\_\_\_\_\_  
Bill Rogers  
Chair, Board of Commissioners



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BEFORE THE  
LAND CONSERVATION AND DEVELOPMENT COMMISSION  
OF THE STATE OF OREGON

IN THE MATTER OF )  
EUGENE/SPRINGFIELD/LANE COUNTY METRO ) COMPLIANCE ACKNOWLEDGMENT  
COMPREHENSIVE PLAN AND ) ORDER  
IMPLEMENTING MEASURES )

On July 2, 1982, Eugene/Springfield/Lane County Metro, pursuant to ORS 197.251(1) (1981 Replacement Part), requested that its comprehensive plan and implementing measures be acknowledged by the Land Conservation and Development Commission to be in compliance with the Statewide Planning Goals.

The Commission reviewed the attached written report of the staff of the Department of Land Conservation and Development on August 19, 1982 regarding the compliance of the aforementioned plan and measures with the Statewide Planning Goals. Section IV of this report constitutes the findings of the Commission.

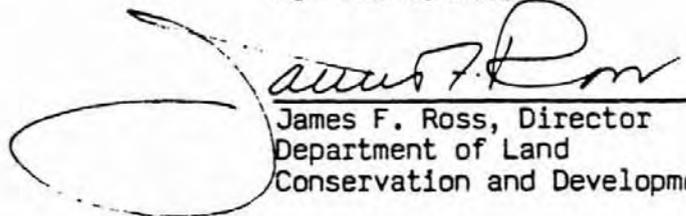
Based on its review, the Commission finds that the area within the Urban Growth Boundary of Eugene/Springfield/Lane Metro comprehensive plan and implementing measures comply with the Statewide Planning Goals adopted by this Commission pursuant to ORS 197.225 and 197.250.

THEREFORE, IT IS HEREBY ORDERED THAT:

The Land Conservation and Development Commission acknowledges that the aforementioned comprehensive plan and implementing measures of Eugene/Springfield/Lane County Metro are in compliance with the Statewide Planning Goals.

DATED THIS 23RD DAY OF AUGUST 1982.

FOR THE COMMISSION:

  
James F. Ross, Director  
Department of Land  
Conservation and Development

You are entitled to Judicial Review of this Order. Judicial Review is governed by the provisions of Section 10, Chapter 748, Or Laws 1981.

JFR:sm  
1014B/2B

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## PREFACE

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

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

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

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

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

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

From September 1981 to February 1982, Eugene, Springfield, and Lane County cooperated, with coordination and technical assistance from the Lane Council of Governments, to amend the August 1980 versions of the *Metropolitan Plan*. The three general purpose governments used the Elected Officials Coordinating Committee (two elected representatives each as voting members and one ex officio Planning Commission from each government) to work out informal compromises and provide policy direction to staff.

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

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

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

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

In February 1982, the City of Eugene began work on the Willow Creek Special Area Study. That study resulted in proposed amendments to the *Metropolitan Plan* diagram. The Willow Creek diagram amendments, as approved by Eugene, Springfield, Lane County, and the Lane Council of Governments, are incorporated into this document.

Based on the adoption of these amendments, the three governments have a common version of the Metropolitan Plan.

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

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

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

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

Pursuant to ORS 197.610-650, the LCDC periodically reviews each local government's comprehensive plan and land use regulations. The DLCD initiated the periodic review of the *Eugene-Springfield Metropolitan Plan* and land use regulations on June 28, 1985. A series of Metro Plan amendments were adopted by all three governing bodies as part of the periodic review process and are reflected in this document.

# **INTRODUCTION**



## A. Introduction

The *Metropolitan Area General Plan* is the first update of the *Eugene-Springfield Area 1990 General Plan*. The *1990 Plan*, adopted in 1972, provided that a major update of the *General Plan* should be initiated every five years. This reflects the fact that a general plan must be adaptable to the changing needs and circumstances of the community if it is to retain its validity and usefulness.

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

The *Eugene-Springfield Metropolitan Area General Plan* was acknowledged by the Land Conservation and Development Commission in 1982 for the area inside the urban growth boundary. The remaining area was acknowledged in September 1985.

## B. Purpose

The *Eugene-Springfield Metropolitan Area General Plan* is the official long-range general plan (public policy document) of metropolitan Lane County and the cities of Eugene and Springfield. Its policies and land use designations apply only within the area under the jurisdiction of the *Plan*. The *Plan* sets forth general planning policies and land use allocations and serves as the basis for the coordinated development of programs concerning the use and conservation of physical resources, furtherance of assets, and development or redevelopment of the metropolitan area.

The *Plan* is intended to designate a sufficient amount of urbanizable land to accommodate the need for further urban expansion, taking into account the growth policy of the area to accommodate a population of 293,700.<sup>1</sup> The *Plan* also identifies the major public facilities required to meet the land use needs designated within the urban growth boundary.

More specifically, the *General Plan* provides the overall framework for the following planning functions. The *Plan*:

1. Guides all governments and agencies in the metropolitan area in developing and implementing their own activities which relate to the public planning process.
2. Establishes the policy basis for a general, coordinated long-range approach among affected agencies for the provision of the facilities and services needed in the metropolitan area.

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<sup>1</sup> The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.

3. Makes planning information available to assist citizens to better understand the basis for public and private planning decisions and encourages their participation in the planning process.
4. Provides the public with general guidelines for individual planning decisions. Reference to supplemental planning documents of a more localized scope, including neighborhood refinement plans, is advisable when applying the *Plan* to specific parcels of land or individual tax lots.
5. Assists citizens in measuring the progress of the community and its officials in achieving the *Plan's* goals and objectives.
6. Provides continuity in the planning process over an extended period of time.
7. Establishes a means for consistent and coordinated planning decisions by all public agencies and across jurisdictional lines.
8. Serves as a general planning framework to be augmented, as needed, by more detailed planning programs to meet the specific needs of the various local governments.
9. Provides a basis for public decisions for specific issues when it is determined the *Plan*, without refinement, contains a sufficient level of information and policy direction.
10. Recognizes the social and economic effects of physical planning policies and decisions.
11. Identifies the major transportation, sanitary and storm sewer, and water projects needed to serve a future population of 293,700.

C. **Plan Contents**

As indicated in the Purpose section, the *Metropolitan Area General Plan* provides the overall policy framework for planning in this community. The five chapters of the *General Plan* include: Introduction; Fundamental Principles; Specific Elements; and Plan Review, Amendment, Refinement, and Jurisdictional Responsibility. The *Plan Glossary* is in Chapter V.

**Fundamental Principles**

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

Components of the Fundamental Principles chapter include Metropolitan Goals: Growth Management and the Urban Service Area, Eugene and Springfield Jurisdictional Responsibility, Urban and Urbanizable Land, River Road and Santa Clara, and the *Plan* Diagram.

### **Specific Elements**

Chapter III is composed of specific elements, including within each an introductory text, applicable goals from Chapter II, and findings, objectives, and policies.<sup>2</sup> The specific elements are: Residential Land Use and Housing; Economy; Environmental Resources; Willamette River Greenway, River Corridors, and Waterways; Environmental Design; Transportation; Public Utilities, Services, and Facilities; Parks and Recreation Facilities; Historic Preservation; Energy; and Citizen Involvement.

### **Plan Review, Amendment, and Refinement**

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

### **Glossary**

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

### **Appendices**

The following information, available at Lane Council of Governments, was originally intended to be included as appendices to this *Plan*, but it was not formatted into appendices:

- Appendix A *Public Facility Plan* Project Lists and Maps for Water, Storm Sewers, Sanitary Sewers, and Transportation
- Appendix B List of Refinement and Functional Plans and Map of *Refinement Plan* Boundaries
- Appendix C List of Exceptions and Maps of Site-Specific Exception Area Boundaries
- Appendix D Auxiliary Maps Showing the Following:
  - fire station locations
  - solid waste site
  - electrical substations and transmission lines
  - airport zones
  - urban growth boundary
  - Greenway boundary
  - schools
  - parks

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<sup>2</sup> Through updates to the *Metro Plan*, the objectives and policies are being combined. Eventually, each element will contain only findings and policies.

#### **D. Use of the Plan**

The *Metropolitan Area General Plan* is a policy document intended to provide the three jurisdictions and other agencies and districts with a coordinated guide for change over a long period of time. The major components of this policy document are: the written text, which includes findings, goals, objectives, and policies; the *Plan* diagram; and other supporting materials. These terms are defined below:

A finding is a factual statement resulting from investigation, analysis, or observation.

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

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

An objective is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

A policy is a statement adopted as part of the *Plan* to provide a consistent course of action, moving the community towards attainment of its goals.

The *Plan* diagram is a graphic depiction of: (1) the broad allocation of projected land use needs in the metropolitan area; and (2) goals, objectives, and policies embodied in the text of the *Plan*. Some of the information shown on the diagram includes land use categories, urban growth boundaries, and major transportation corridors.

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

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

the validity of the policies and the decisions or actions they imply. The jurisdictions can then begin to carry out the policies to the best of their ability, given sufficient time and resources.

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

The degree to which the *General Plan* provides sufficient detail to meet the needs of each jurisdiction will have to be determined by the respective jurisdictions; and where conflicts exist among the *General Plan*, refinement plans and existing zoning, each jurisdiction will have to establish its own schedule for bringing the zoning and refinement plans into conformance with the *General Plan*.

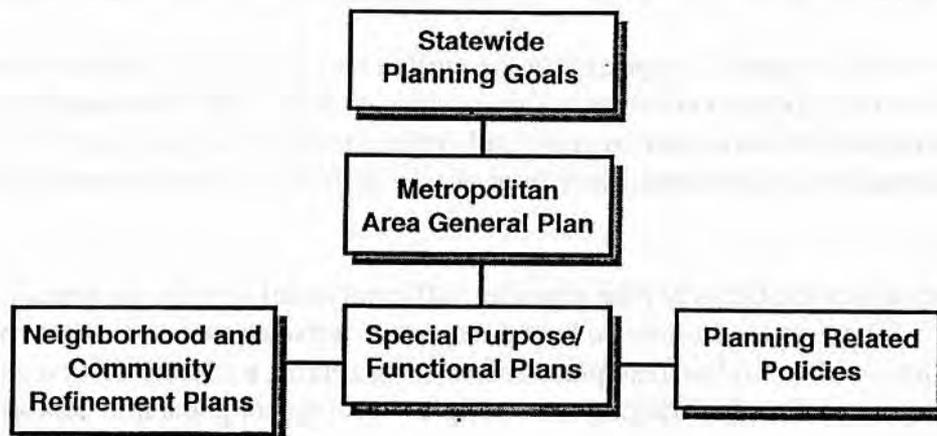
It is recognized that the needs, priorities, and resources vary with each jurisdiction and that the methods and timing used to implement the *Plan* will also vary.

#### **E. Relationship to Other Plans and Policies**

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

Refinements to the *Metropolitan Plan* can include: 1) city-wide comprehensive policy documents, such as the 1984 Eugene Community Goals and Policies; 2) functional plans and policies addressing single subjects throughout the area, such as water, sewer, or transportation plans; and 3) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area. In all cases, the *Metropolitan Plan* is the guiding document, and refinement plans and policies must be consistent with the *Metropolitan Plan*. Should inconsistencies occur, the *Metropolitan Plan* is the prevailing policy document. The process for reviewing and adopting refinement plans is outlined in Chapter IV.

The diagram below indicates the relationship of the *Metropolitan Plan* to refinement plans and policies.



**F. Relationship to Lane County Rural Comprehensive Plan**

The boundaries of the *Metropolitan Area General Plan* are adjacent to the boundaries of the *Lane County General Plan* that surround the Eugene-Springfield metropolitan area. There is no overlap between the boundaries of the *Metropolitan Area General Plan* and that of the *Lane County General Plan*.

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

**G. Relationship to Statewide Planning Goals**

As required by state law, the *Metropolitan Area General Plan* has been developed in accordance with the statewide planning goals adopted by the State Land Conservation and Development Commission and published in April 1977, as amended through June 1997.

These goals provide the standards and set the framework for the planning programs of all governmental agencies and bodies in the metropolitan area. The *Metropolitan Area General Plan* addresses each of the LCDC goals (as well as local goals) and contains objectives and policies aimed at compliance with the LCDC Goals.

**H. Relationship to the Technical Supplement, Working Papers, and Public Facilities Plan**

The *Metropolitan Area General Plan* was based on a work program approved by the Metropolitan Plan Policy Committee and by the governing bodies of Eugene, Springfield, and Lane County after review and hearings by the respective planning commissions and MAPAC. Based on this work program, an inventory, review, and analysis of a number of relevant elements were conducted. These included population projections, land use and housing (supply and demand), public facilities and utilities, and natural assets and constraints.

From this inventory, review, and analysis, working papers<sup>3</sup> were developed which describe the relevant issues and factors concerning each subject, and from these analyses, findings were drawn. These findings, in turn, formed an important share of the basis for the goals, objectives, and policies in this plan. In addition, several new or expanded elements were developed from working papers, partly to comply with LCDC Goals.

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

The working papers and Technical Supplement may be amended in conjunction with a *Plan* amendment (refer to Chapter IV). During a major five-year update, working papers and the

Technical Supplement are reviewed and updated as part of a comprehensive work program. Applicable working papers and the Technical Supplement are referenced by ordinance when the *Plan* is adopted and when subsequent *Plan* amendments are adopted. As new information is obtained, draft working papers may be prepared in advance of proposed amendments to integrate the new information into the *Metropolitan Plan* data base. A current list of working papers will be maintained by the Lane Council of Governments.

The *Public Facilities Plan* also serves as a background information document supporting the *Metropolitan Plan*. The only portions of the *Public Facilities Plan* which establish public policy are incorporated in *Metropolitan Plan* policy and in Appendix A.

## **I. General Findings and Assumptions**

Unlike findings associated with a single specific element or section of the *Plan*, the following general findings and assumptions relate to the entire *Plan*. They are listed in the Introduction because of their general application.

### **General Assumptions**

1. A population of 293,700 is expected to reside in the metropolitan area by the year 2000. This is a 59 percent increase from the 1977 population of 184,300. Since this *Plan* is designed to accommodate the expected population rather than remain static until 2000, it can be adjusted periodically as changes in population trends are detected.<sup>4</sup>
2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.

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<sup>3</sup> The working papers are on file for public use in the Springfield, Lane County, and Eugene planning offices, and at the Lane Council of Governments.

<sup>4</sup> The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.

3. In addition to population growth, increasing household formation rates (i.e., decreasing average household size) will increase the demand for housing.
4. In addition to population growth, increasing labor force participation rates will increase the resident labor force, thereby increasing the demand for employment opportunities.
5. The metropolitan area will experience continuing growth of the local economy.
6. Based on projections of recent population and economic trends, there will be sufficient land within the urban growth boundary, depicted on the *Plan* diagram in Chapter II, to ensure reasonable choices in the market place for urban needs to serve a metropolitan population of 293,700, provided periodic updates of the *Plan* are conducted and the area designated for urbanization on the diagram is updated to assure that the supply remains responsive to demand.<sup>5</sup>
7. Public policies controlling the Eugene-Springfield metropolitan area's growth pattern will continue to be effective. For example, compact urban growth will continue to enhance the opportunity to preserve important natural assets, such as rural open space and agricultural land.
8. Additional urban development will take place within incorporated cities.

### **General Findings**

1. The average annual growth rate in the metropolitan area decreased from 3.1 percent in the 1960s to 2.6 percent between 1970 and 1975. This is the lowest it has been since 1930.
2. Orderly metropolitan growth cannot be accomplished without coordination of public investments. Such coordination can be enhanced through use of the *Public Facilities Plan* and scheduling of priorities.
3. When urban growth is allowed to occur without consideration for the physical characteristics of the land, it creates problems that are then difficult to solve.
4. The development and implementation of planning policies have social and economic impacts.

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<sup>5</sup> There are sufficient residential lands to meet the housing needs of the projected high population of 311,100. The working papers are on file for public use in the Springfield, Lane County, and Eugene planning offices, and at the Lane Council of Governments.

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

# PLAN PRINCIPLES



## **Plan Principles**

There are seven themes that are basic or fundamental to the entire *Metropolitan General Plan*. They are implicitly included in the various individual *Plan* components. These fundamental principles are:

1. The *Plan* is a long-range policy document providing the framework within which more detailed refinement plans are prepared. This concept is discussed in more detail in Section E of the Introduction (Chapter I).
2. To be meaningful, the *Plan* requires cooperation by all general purpose, special district, and special function agencies in the community. This reflects its comprehensive nature encompassing physical land use, social, and economic implications for the metropolitan area. Examples where cooperation is essential include planning and implementation of a transportation system, development of a metropolitan-wide energy plan, metropolitan-wide analysis and resolution of certain housing issues, and planning for areas outside the urban growth boundary and within the *Plan*.
3. The *Plan* and most of its elements are oriented to and require that urban development occur in a compact configuration within a prescribed urban service area. Elaboration of this principle is treated in Sections B, C, D, and E of this chapter, and the Public Utilities, Services, and Facilities element in Chapter III.
4. Comprehensive plans identify and establish the *Plan*-zoning consistency concept and recognize the importance of timing concerning implementation techniques. Implementation techniques, including zoning, shall generally be consistent with the precepts established in the *Metropolitan Plan*, which is the broad policy document for the metropolitan area. The consistency test shall continuously be applied to implementation measures and public actions taken to rectify inconsistencies when the general direction provided by the *Plan* is modified. A variety of potential solutions to consistency problems exist, including modification to the *Plan* or alteration to the implementation techniques themselves.
5. The zoning process shall be monitored and adjusted to meet current urban land use demands through the planning period for all land use categories.
6. The *Metropolitan Plan* is based on the premise that Eugene and Springfield, the two existing cities, are the logical providers of services accommodating urban levels of development within the urban growth boundary.
7. The *Metropolitan Plan* was developed to meet the supporting facilities and services necessary to serve a population of 293,700. That population level may be reached before or after the year 2000, depending upon the rate of growth. The *Plan* is based on the needs of a future population level and not a specific year.

## **A. Metropolitan Goals**

While the goals listed in the first section of this chapter are also stated in connection with individual *Plan* elements, they are central to the entire *Plan*, so they are included here as well as in the order they appear in the *Plan*.

### **Growth Management and the Urban Service Area**

Use urban, urbanizable, and rural lands efficiently.

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

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

### **Residential Land Use and Housing**

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

### **Economy**

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

### **Environmental Resources**

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

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

Protect life and property from the effects of natural hazards.

Provide a healthy and attractive environment for the metropolitan population.

### **Willamette River Greenway, River Corridors, and Waterways**

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

### **Environmental Design**

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

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

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

### **Transportation**

Provide for a more balanced transportation system to give mobility to all segments of the community.

Serve the existing and future arrangement of land uses with efficient safe, convenient, and economic transportation systems for the movement of people and goods.

### **Public Utilities, Services, and Facilities**

Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.

### **Parks and Recreation Facilities**

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

### **Historic Preservation**

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

### **Energy**

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

Develop environmentally-acceptable energy resource alternatives.

### **Citizen Involvement**

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

### **Plan Review, Amendment, and Refinement**

Ensure that the *Metropolitan Area General Plan* is responsive to the changing conditions, needs, and attitudes of the community and is fully integrated with surrounding subarea plans.

## **B. Growth Management and the Urban Service Area**

To effectively control the potential for urban sprawl and scattered urbanization, compact growth and the urban service area concepts are, and will remain, the primary growth management techniques for directing geographic patterns of urbanization in the community. In general, this means the filling in of vacant and underutilized lands, as well as redevelopment inside the urban growth boundary.

Outward expansion of the projected urban service area, as defined in the Glossary, will occur only when it is proven necessary according to the policies set forth in this *Plan*, particularly in this element.

### **Findings**

1. Many metropolitan areas within the United States that have not implemented geographic growth management techniques suffer from scattered or leapfrog urban growth that leaves vacant and underutilized land in its path and encourages isolated residential developments far from metropolitan centers. Until adoption of the *1990 Plan's* urban service area concept, portions of this metropolitan area were characterized by these phenomena.
2. Beneficial results of compact urban growth include:
  - a. Use of most vacant leftover parcels where utilities assessed to abutting property owners are already in place.
  - b. Protection of productive forest lands, agricultural lands, and open space from premature urban development.
  - c. More efficient use of limited fuel energy resources and greater use of bicycle and pedestrian facilities due to less miles of streets and less auto dependence than otherwise would be required.
  - d. Decreased acreage of leapfrogged vacant land, thus resulting in more efficient and less costly provision and use of utilities, roads, and public services such as fire protection.
  - e. Greater urban public transit efficiency by providing a higher level of service for a given investment in transit equipment and the like.
3. The disadvantages of a too-compact urban growth boundary can be a disproportionately greater increase in the value of vacant land within the Eugene-Springfield area, which would contribute to higher housing prices. Factors other than size and location of the urban growth boundary and city limits affect land and housing costs. These include site characteristics, interest rates, state and federal tax laws, existing public service availability, and future public facility costs.

4. Periodic evaluation of land use needs compared to land supply provides a basis for orderly and non-excessive conversion of rural land to urbanizable land and provides a basis for public action to adjust the supply upward in response to the rate of consumption.
5. Prior to the late 1960s, Eugene and Springfield had no growth management policy and, therefore, growth patterns were generally dictated by natural physical characteristics.
6. Mandatory statewide planning standards (goals) adopted by the Land Conservation and Development Commission require that all communities in the State establish urban growth boundaries to identify and separate urbanizable land from rural land.
7. Between 1970 and 1983, Springfield's population increased about four percent and Eugene's about 2.5 percent a year, but unincorporated portions of the metropolitan area experienced a population decline. About 17 percent of the total increase in the population was related to annexations. This indicates that growth is occurring in cities, which is consistent with the urban service area concept, and limitations on urban scatteration into unincorporated areas, as first embodied in the *1990 Plan*.
8. In addition to Finding 7 above, evidence that the urban service area is an effective growth management tool includes the following:
  - a. Consistent reduction over time of vacant land within the urban service area.
  - b. Reduction of vacant residential zoned land in Springfield and Eugene.
  - c. Greater value of vacant land within Springfield and Eugene than similar land outside incorporated areas but within the projected urban service area.
  - d. Increase since 1970 of the proportionate share of residential building permits issued within city limits.
9. Reduction in the use of zoning provisions and regulatory processes that favor single-family detached dwellings on standard size parcels would increase the opportunity to realize higher net residential densities than are presently occurring, particularly in newly developing areas.
10. A variety of public services are provided by Lane County and special service districts to unincorporated portions of the Eugene-Springfield metropolitan area.

### **Goals**

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

2. Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals.
3. Protect rural lands best suited for nonurban uses from incompatible urban encroachment.

### **Objectives**

1. Continue to minimize urban scatteration and sprawl by encouraging compact growth and sequential development.
2. Insure that land supply is kept in proper relationship to land use needs.
3. Conserve those lands needed to efficiently accommodate expected urban growth.
4. Protect rural land and open space from premature urbanization.
5. When necessary to meet urban needs, utilize the least productive agricultural lands for needed expansion.
6. Encourage new and maintain existing rural land uses where productive or beneficial outside the urban growth boundary.
7. Shape and plan for a compact urban growth form to provide for growth while preserving the special character of the metropolitan area.
8. Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.
9. Protect life and property from natural hazards and natural disasters.
10. Allow smaller outlying communities the opportunity to plan for their own futures without being engulfed by unlimited outward expansion of the metropolitan area.
11. Identify methods of establishing an urban transition program which will eventually reduce service delivery inefficiencies by providing for the provision of key urban services only by cities.

### **Policies**

1. The urban service area concept and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The planning, programming, and financing for provision of all urban services shall be concentrated inside the projected urban service area.

2. Control of location, timing, and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.
3. Lane County shall discourage urban development in urbanizable and rural areas and encourage compact development of outlying communities.
4. To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the projected urban service boundary shall be restricted and based on at least the following criteria:
  - a. Preservation and conservation of natural resources.
  - b. Conformity with the policies and provisions of the *Lane County General Plan* that borders the metropolitan area.
  - c. Conformance with applicable mandatory statewide planning goals.
5. Outlying communities close to Springfield and Eugene shall be encouraged to develop plans and programs in support of compact urban development.
6. Conversion of rural and rural agricultural land to urbanizable land through *Plan* amendments expanding the projected urban service area shall be consistent with mandatory statewide planning standards (goals).
7. Land within the urban growth boundary may be converted from urbanizable to urban only through annexation to a city when it is found that:
  - a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner. They consist of sanitary sewers, solid waste management, water service, fire and emergency medical services, police protection, parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served). Paved streets with adequate provision for stormwater runoff and pedestrian travel, meeting applicable local policies, are important, particularly in new developments and along existing streets heavily used by pedestrians.
  - b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the *Metropolitan Plan*.

8. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities. They include, in addition to the minimum level of key urban facilities and services, urban public transit, natural gas, storm drainage facilities, street lighting, libraries, local parks, local recreation facilities and services, and health services.
9. Annexation to a city through normal processes shall continue to be the highest priority.
10. The tax differential concept, as provided for in ORS 222.111(2), shall be one mechanism which can be employed in urban transition areas.
11. When the following criteria are met, either Springfield or Eugene may annex land which is not contiguous to its boundaries.
  - a. The area to be annexed will be provided an urban service(s) which is (are) desired immediately by residents/property owners.
  - b. The area to be annexed can be serviced (with minimum level of services as directed in the *Metropolitan Plan*) in a timely and cost-efficient manner and is a logical extension of the city's service delivery system.
  - c. The annexation proposal is accompanied by support within the area proposed for annexation from the owners of at least half the land area in the affected territory.
12. With a signed annexation agreement or initiation of a transition plan, and upon concurrence by the serving jurisdiction, extraterritorial extension of services for specific life-safety services shall be granted.
13. Both Eugene and Springfield shall examine potential assessment deferral programs for low-income households.
14. Creation of new service districts or zones of benefit within the jurisdictional boundaries of the *Metropolitan Plan* shall be considered only when all of the following criteria are satisfied:
  - a. There is no other method of delivering public services which are required to mitigate against extreme health hazard or public safety conditions.
  - b. The three metropolitan area general purpose governments concur with the proposal to form the service district or zone of benefit.
  - c. The district or zone of benefit is an interim service delivery method, and there are legal assurances, such as annexation agreements, to ensure that annexation to the appropriate city occurs within the planning period.

- d. The serving city is not capable of providing the full range of urban services in the short term, although it is recognized that urban services will be provided by a city consistent with adopted public facilities plans and capital improvement programs.
  - e. The district or zone of benefit will contract with the appropriate city for interim service delivery until annexation to the city.
15. Ultimately, land within the urban growth boundary shall be annexed to a city and provided with the required minimum level of urban services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.
  16. Eugene and Springfield and their respective utility branches, Eugene Water and Electric Board and Springfield Utility Board, shall be the water and electrical service providers within the urban growth boundary.
  17. As annexations to cities occur over time, existing service districts within the urban growth boundary shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts.
  18. The realignment (possible consolidation or merger) of fringe special service districts shall be examined to:
    - a. Promote urban service transition to cities within the urban growth boundary.
    - b. Provide continued and comprehensive rural level services to property and people outside the urban growth boundary.
    - c. Provide more efficient service delivery and more efficient governmental structure for serving the immediate urban fringe.
  19. Annexation of territory to existing service districts within the urban growth boundary shall occur only when the following criteria are met:
    - a. Immediate annexation to a city is not possible because the required public services cannot be provided in a timely manner (within five years, as outlined in an adopted capital improvements program).
    - b. Except for areas that have no fire protection, affected property owners have signed consent to annex agreements with the applicable city which meet the "triple-majority" requirements of the annexation law.

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

20. When unincorporated territory within the urban growth boundary is provided with any new urban service, that service shall be provided by the following method (in priority order).
  - a. Annexation to a city;
  - b. Contractual annexation agreements with a city;
  - c. Annexation to an existing district (under conditions described previously in Policy #19); or
  - d. Creation of a new service district (under conditions described previously in Policy #14).
21. Cities shall not extend water or sanitary sewer service outside city limits to serve a residence or business without first obtaining a valid "triple-majority" annexation petition, a consent to annex agreement, or a health hazard annexation.
22. Regulatory and fiscal incentives that direct the geographic allocation of growth and density according to adopted plans and policies shall be examined and, when practical, adopted.
23. To accomplish the fundamental principle of compact urban growth addressed in the text and on the diagram, overall metropolitan-wide density of new residential construction, but not necessarily each project, shall average approximately six dwelling units per gross acre over the planning period.
24. When conducting metropolitan planning studies, particularly the *Public Facilities Plan* and *Alternative Growth Areas Study*, consider the orderly provision and financing of public services and the overall impact on population and geographical growth in the metropolitan area. Where appropriate, future planning studies should include specific analysis of the growth impacts suggested by that particular study for the metropolitan area.
25. Based upon direction provided in policies 3, 7, and 23 of this section, any development taking place in an urbanizable area or in rural residential designations in an urban reserve area shall be designed to the development standards of the city which would be responsible for eventually providing a minimum level of key urban services to the area. Unless the following conditions are met, the minimum lot size for "campus industrial" designated areas shall be 50 acres and the minimum lot size for all other designations shall be ten acres. Any lot under ten acres in size but larger than five acres to be created in this area on undeveloped or underdeveloped land will require the adjacent city and Lane

County to agree that this lot size would be appropriate for the area utilizing the following standards:

- a. The approval of a conceptual plan for ultimate development at urban densities in accord with applicable plans and policies.
  - b. Proposed land uses and densities conform to applicable plans and policies.
  - c. The owner of the property has signed an agreement with the adjacent city which provides:
    - (1) The owner and his or her successors in interest are obligated to support annexation proceedings should the city, at its option, initiate annexation.
    - (2) The owner and his or her successors in interest agree not to challenge any annexation of the subject property.
    - (3) The owner and his or her successors in interest will acquire city approval for any subsequent new use, change of use, or substantial intensification of use of the property. The city will not withhold appropriate approval of the use arbitrarily if it is in compliance with applicable plans, policies, and standards, as interpreted by the city, as well as the conceptual plan approved under subsection a above.
26. Any lot under five acres in size to be created in the area described in policy 25 above will require city-county agreement utilizing the following additional standards:
- a. The property will be owned by a governmental agency or public utility.
  - b. A majority of parcels located within 100 feet of the property are smaller than five acres.
  - c. No more than three parcels are being created, unless otherwise agreed.
27. The siting of all residences on urbanizable lots served by on-site sewage disposal systems shall be reviewed by Lane County to ensure the efficient future conversion of these lots to urban densities according to *Plan* assumptions and minimum density requirements.
28. The approval of on-site sewage disposal systems for rural and urbanizable area uses and developments shall be the responsibility of Lane County, subject to: (a) applicable state law; (b) the criteria for the creation of new lots in policies 25 and 26 above; (c) the requirement for the siting of residences in policy 27 above; (d) requirements of policy 29; and (e) the requirements for "special heavy industrial" designated areas.

29. In order to encourage economic diversification, on-site sewage disposal systems shall be allowed for industrial development and for commercial development allowed within "special light industrial" designated areas in conjunction with annexation to a city, when extension of public sewers are imminent or are identified as part of an approved capital improvement program.
30. Eugene, Springfield, and Lane County shall continue to involve affected local governments and other urban service providers in development of future, applicable *Metropolitan Plan* revisions, including amendments and updates.
31. The Mohawk Valley, LCC Basin, and Urban Reserve areas were identified in the *Metropolitan Plan* as alternatives for urban growth boundary expansion. The Awbrey-Meadowview area has been identified as another alternate growth area. Prior to initiation of the next major *Metropolitan Plan* update, an intergovernmental growth study, jointly funded by all three metropolitan area governments, shall be completed. This study will include a comparative analysis of public costs and policy implications of balanced growth into each of these alternative areas.

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

C. **Eugene and Springfield Jurisdictional Responsibility**

The division of responsibility between the two cities is the Interstate 5 Highway. However, state law (1981) provides a mechanism for creation of a new city in the River Road-Santa Clara area.

#### **D. Urban and Urbanizable Land**

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

The undeveloped (urbanizable) area within the urban growth boundary, separating urban and urbanizable land from rural land, has been carefully calculated to include an adequate supply to meet demand for a projected population of 293,700 through the end of the planning period (2000).<sup>1</sup> With the addition of the urban reserve areas, approximately 25,000 to 30,000 additional people can be accommodated beyond the projected population for the year 2000. However, unless the community consciously decides to limit future expansions of the urban growth boundary, one of several ways to accommodate growth, that boundary will be expanded in future plan updates so that before 2000 it will include more urbanizable area reflecting future population and employment needs than that now depicted on the diagram. Accordingly, periodic updates of land use needs and revision of the urban growth boundary to reflect extensions of the planning period will ensure that adequate surplus urbanizable land is always available.

The key to addressing the needs stated at the beginning of this subsection is not so much the establishment of an urban growth boundary, but maintaining an adequate and reasonable supply of available undeveloped land at any point in time. The "adequate" and "reasonable" tests are the key to the related phasing and surplus land issues.

In order to maintain an "adequate" supply of available surplus land to allow development to occur, annexation must take place in advance of demand in order to allow for the provision of public capital improvements, such as sewer trunk lines, arterial streets, and water trunk lines. Most capital improvement programs are "middle-range" type plans geared three to six years into the future. The time between annexation and the point of finished construction usually involves several steps: (1) the actual annexation and rezoning of the land (with accompanying public hearing processes, including Boundary Commission approval); (2) filing and approval of a subdivision or planned unit development (with accompanying public hearing processes); (3) extension of public capital improvements (in accordance with programming and funding availability); and (4) construction of the private development (including local extension of streets, sidewalks, sewers, water and electricity, and construction of dwelling units or businesses). The time period between initiating annexation and sale of a home or opening of a business varies but can easily take from two to six years.

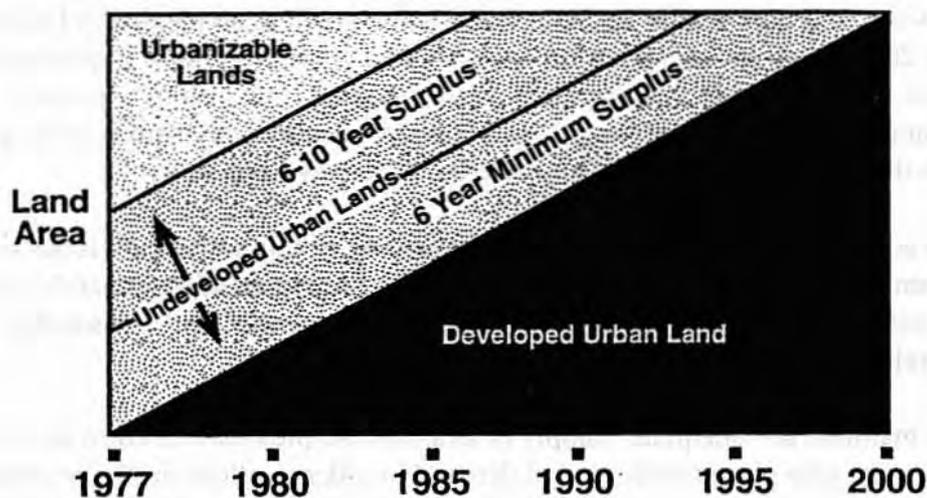
Large-scale and timely annexations of undeveloped and underdeveloped areas should be encouraged to enhance the opportunity for compact urban growth, an efficient land use pattern, and a well-planned supporting arterial street system.

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<sup>1</sup> The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.

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

### Urban Growth Boundary



Note: *Plan* will be updated before undeveloped surplus urban lands are exhausted.

The six- to ten-year low-density residential land surplus should be based on the amount of development over the previous six to ten years. For other land use categories, annexation programs should be based on past trends, *Plan* assumptions, and *Plan* goals, particularly those goals dealing with promotion of economic development and diversity. Improved monitoring techniques made possible by the geographic data system should allow such monitoring to occur. The monitoring information should be provided on a jurisdictional basis and on the metropolitan level.

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

availability of sufficient land to ensure supply responsive to demand in keeping with the fundamental principles of the *Plan*.

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

1. Orderly economic provision of public facilities and services (maintenance and development of capital improvement programs).
2. Availability of sufficient land to ensure a supply responsive to demand.
3. Compact urban growth, including development within the current urban service area before conversion of urbanizable lands to urban.
4. Cooperation with other utilities and providers of urban services to ensure coordination with their respective capital improvement programs.

### **River Road and Santa Clara**

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

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

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

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

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

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

Inflation has drastically increased the need to balance these two potentially divergent objectives. The effects of continued inflation can be mitigated by identifying and implementing a solution to the servicing issue. (For instance, since 1976, the average construction cost for sewer lines has risen by approximately 90 percent.)

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

1. As part of the acknowledgment process for the *Eugene-Springfield Metropolitan Area General Plan*, the Land Conservation and Development Commission has directed that a servicing plan be developed for both River Road and Santa Clara and that Eugene provide those services.
2. Discussions between Eugene officials and state and county representatives of the River Road and Santa Clara area have led to reconsideration of Eugene's policy to provide services to these neighborhoods only after annexation to the City of Eugene of both areas has occurred.
3. Preliminary review of Eugene's comprehensive capital improvement program suggested a full range of services could not be provided immediately even if the areas were annexed at one time.

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

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

mechanism which takes into account the financial abilities of residents/property owners and the City of Eugene to pay for service delivery in that area.

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

### **Findings**

1. Land supply in the River Road and Santa Clara areas is of metropolitan-wide significance.
2. In order to achieve urban densities, urban services, including public sanitary sewers, must be provided.
3. For a long period of time, officials of Lane County and Eugene have made great efforts to resolve the service delivery problems for both River Road and Santa Clara.
4. The history and pattern of development in River Road-Santa Clara have resulted in the creation of two unique metropolitan neighborhoods.
5. The most cost-effective method of service delivery is through annexation.
6. An urban facilities plan is the best method of providing a framework for capital improvements programming in the River Road and Santa Clara areas.
7. Because of the substantial public investments already made in both neighborhoods, it is most cost-efficient to achieve urban densities in River Road and Santa Clara prior to accommodating new development needs in totally undeveloped areas.
8. The 1970 CH2 M Hill "Sewerage System Study, River Road-Santa Clara" publication demonstrates the feasibility of providing sanitary sewers to the River Road-Santa Clara area in a manner consistent with the *Eugene-Springfield Metropolitan Waste Treatment Alternatives Report (208 Facilities Plan)* and the *Eugene-Springfield Metropolitan Area General Plan*.
9. The CH2M publication defined study boundaries and made population projections which are different than those contained in the *Metropolitan Plan*; modifications to these factors is occurring as part of the required system design work prior to construction.
10. The detailed design work which will occur as part of development of the system will allow discussion of various system concepts with the residents and property owners of the River Road and Santa Clara areas.
11. The *River Road-Santa Clara Urban Facilities Plan* has been completed.

12. Based on the *River Road/Santa Clara Groundwater Study, Final Technical Report, February, 1980* by Sweet, Edwards, and Associates, Inc., the Oregon Environmental Quality Commission found on April 18, 1980, that:
  - a. The River Road/Santa Clara shallow aquifer is generally contaminated with fecal coliform organisms in excess of drinking water and body contact standards.
  - b. Existing nitrate-nitrogen concentrations within the area exceed the planning target on the average.
  - c. About 73 percent of the nitrate-nitrogen pollutants (and, by analogy, a similar share of the fecal coliform contaminations) result from septic tank effluent. Septic tank pollutants can migrate rapidly to the groundwater from drainfields via macropore travel.
13. The Environmental Quality Commission concluded that a public health hazard exists based on fecal coliform data for people using the aquifer for domestic (drinking) or irrigation and that a health hazard similarly exists in several areas based on nitrate-nitrogen levels.
14. To remedy the groundwater pollution problem, the Environmental Protection Agency awarded Eugene a grant to build a sewer system to replace the individual septic systems in use throughout River Road and Santa Clara according to a prescribed time frame.
15. Efforts toward incremental and voluntary annexation of River road and Santa Clara properties to Eugene and connection to the sewer system according to the Environmental Protection Agency's time frame have not been successful.

### **Objectives**

1. Ensure the availability of land in River Road and Santa Clara for urban levels of development.
2. Capitalize on existing public expectations by providing further public services which will allow the River Road and Santa Clara areas to achieve urban densities.
3. Deliver a full range of urban services to the River Road and Santa Clara areas through annexation.
4. Consider the unique situation of the residents of River Road and Santa Clara by providing financing mechanisms which will take into account the financial ability of the residents to pay for service delivery and the City of Eugene's ability to provide these services.

5. Guide capital improvements in the River Road and Santa Clara areas through the *River Road-Santa Clara Urban Facilities Plan* developed cooperatively by Lane County, the City of Eugene, and the residents and property owners of the two areas.
6. Eliminate groundwater pollution from individual septic tank disposal systems in River Road and Santa Clara.

### **Policies**

1. Eugene shall develop methods of financing improvements in the River Road and Santa Clara areas which are responsive to the unique situation of residents and property owners, as well as the City of Eugene.
2. Eugene will plan, design, construct, and maintain ownership of the entire sanitary sewer system which services the River Road and Santa Clara areas. This will involve extraterritorial extension which will be supported by Lane County before the Lane County Boundary Commission and all other applicable bodies.
3. Annexation of the River Road and Santa Clara areas will occur only through strict application of State laws and local policies, e.g., ability to extend services in a timely manner. In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements
4. The City of Eugene shall provide urban services to the River Road and Santa Clara neighborhoods upon annexation. In the meantime, to reduce the groundwater pollution problem, Eugene will extend sewers to developed properties.
5. Using the CH2 report as a foundation, efforts to prepare more detailed engineering studies which will provide the basis for a capital improvement program to sewer the River Road-Santa Clara areas in a manner consistent with the above policy direction shall proceed.
6. No particular section of the *Metropolitan Plan* shall be interpreted as prohibiting the process of incorporation of a new city in River Road-Santa Clara in accordance with Oregon Revised Statutes, Chapters 199 and 221. This means that:
  - a. As a comprehensive planning document, no particular section of the *Metropolitan Plan* shall be used in isolation to evaluate different courses of action.
  - b. The phrase "process of incorporation" refers to the specific steps of incorporation outlined in Oregon Revised Statutes, Chapters 199 and 221.

- c. This policy does not negate the requirement for public sanitary sewers as a minimum level of key urban services. Any institutional solution to providing urban services in the River Road-Santa Clara area must provide public sanitary sewers to address Land Conservation and Development Commission (LCDC) requirements and to protect public health and safety in resolving groundwater pollution problems. Public sanitary sewers are also required to achieve higher than septic tank level of urban residential densities and to utilize efficiently valuable metropolitan-scale buildable land.

## E. The Plan Diagram

### Introduction

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

Projections indicate a population of approximately 293,700 will reside and work in the metropolitan area around the year 2000.<sup>2</sup> The allocation of living, working, and recreational areas and supporting public facilities shown on the Diagram and Public Facilities Map in this section generally responds to that projection. The diagram represents the land use needs and supporting facilities necessary to serve a certain number of people rather than a point in time. The process used to allocate land uses on the diagram, fully documented in the Technical Supplement, can be repeated for any population.

Finally, the diagram is drawn at a metropolitan scale, necessitating supplementary planning on a local level. Exception areas are site specific, with exact designation boundaries shown in supporting working papers. The diagram and text provide the overall framework within which more detailed planning occurs on that local level. When local plans include densities or land use allocations significant on a metropolitan scale, their adoption requires analysis of metropolitan implications, followed by amendments to the *Metropolitan Plan*, when necessary. Standards for identifying factors of metropolitan significance need to be defined and agreed to by Springfield, Lane County, and Eugene.

In practice, the process of referrals between the three bodies will also determine issues of metropolitan significance on a case-by-case basis.

### Major Influences

The *Metropolitan Plan* diagram reflects the influence of many sources. Particularly noteworthy are the following:

1. The Oregon Land Conservation and Development Commission's Statewide Planning Goals, as published in April 1977.
2. The *Eugene-Springfield Metropolitan Area 1990 General Plan*, predecessor of this document; particularly the concept of compact urban growth.

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<sup>2</sup> The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.

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

### **Land Use Designations**

Land use designations shown on the *Plan* diagram are depicted at a metropolitan scale. Used with the text and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels. They are not intended to invalidate local zoning or land uses which are not sufficiently intensive or large enough to be included on the diagram. They are based on local plans and policies.

Because of their special nature or limited extent, certain land uses are not individually of metropolitanwide significance in terms of size or location. Therefore, it is not advisable to account for most of them on the *General Plan* diagram. The standards below are intended to provide minimum guidelines to local jurisdictions in determining appropriate new and expanded sites and locations for such uses in urban areas.

#### **1. Residential**

This category is expressed in gross acre density ranges. Using gross acres, approximately 32 percent of the area is available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the diagram. Such auxiliary uses shall be allowed within residential designations if compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods. The division into low, medium, and high densities is consistent with that depicted on the *1990 Plan* diagram. In other words:

- Low-Density Residential--Through ten units per gross acre
- Medium-Density Residential--Over 10 through 20 units per gross acre
- High-Density Residential--Over 20 units per gross acre

These ranges do not prescribe particular structure types, such as single-family detached, single-family attached, manufactured dwellings in parks, or multiple-family. That distinction, if necessary, is left to local plans and zoning ordinances.

While all medium- and high-density allocations shown on the diagram may not be needed during the planning period, their protection for these uses is important because available sites meeting pertinent location standards are limited. In addition, several 10- to 30-acre medium-density residential designations are shown as "floating nodes" with related commercial facilities. This designation reflects statements in the Residential Land Use and Housing, Energy, and Transportation elements directed to the provision of a variety of housing densities, types, and locations and linkage of medium-density housing with urban public transit. Where these "floating nodes" are shown at intersecting arterial streets, they may actually occur on one or more quadrants of the intersection, as determined by local decisions. Where they appear in the midst of otherwise low-density residential neighborhoods, their actual locations require local analysis.

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

The urban growth boundary, through five-year updates, will be modified, as necessary, to insure an ongoing, adequate available land supply to meet needs. See also "Urban and Urbanizable Land," beginning on page II-D-1 in this section.

## **2. Commercial**

This designation on the *Plan* diagram includes only the first four categories:

### **a. Major Retail Centers**

Such centers normally have at least 25 retail stores, one or more of which is a major anchor department store, having at least 100,000 square feet of total floor

space. They sometimes also include complimentary uses, such as general offices and medium and high-density housing. Presently there are two such developed centers in the metropolitan area: the Eugene central business district and Valley River Center. In Springfield, the developed Mohawk commercial area combined with the former airport site constitutes a future major retail center. The undeveloped Springfield Airport site requires protection for this specialized retail use because other opportunities within the metropolitan area are limited.

**b. Community Commercial Centers**

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

**c. Floating Node**

Floating nodes are intended to accommodate a portion of the forecasted demand for commercial land. These nodes are also intended to facilitate achievement of the energy and transportation policies of the *Plan* by encouraging, whenever possible, medium-density residential development adjacent to or surrounding commercial development. The commercial portion of the node may range in scale from neighborhood commercial to community commercial (e.g., 5-20 acres), depending upon the geographic area to be served by the floating node. Land designated for commercial and residential uses does not need to be developed simultaneously. The exact location of floating nodes shall be determined by local decisions or a refinement planning process.

The process for establishment of a floating node must include the following elements:

- (1) identification of the primary geographic area intended to be served by the commercial center;
- (2) an inventory of commercial area/uses presently existing within the primary geographic area; and

- (3) identification of the amount and location of area planned for medium-density residential uses (area[s] for medium-density residential use must be shown unless precluded by other *Plan* Policies or absence of available land).

The identification of a floating node through a refinement plan or other local decision shall be based on the following criteria:

- (1) applicable goals, policies, and background information of the *Metropolitan Plan*;
- (2) applicable refinement and functional plans;
- (3) any applicable provisions of the Capital Improvement Program;
- (4) depending upon the scale of the floating node, consistency with either the locational criteria for neighborhood commercial facilities or community commercial centers as described in the *Plan*; and
- (5) commercial uses are located in an area served by at least a minor arterial street, in accordance with the transportation and energy goals and policies in items 1 and 2 above. The commercial uses can front on a street classified at least as a minor arterial. The conflicts with traffic movement on the arterial can be minimized by the use of frontage roads, side streets, and properly located direct access.

**d. Existing Strip Commercial**

This designation is included when it is of sufficient size to be of more than local significance. Development and location standards for (additional) strip commercial, as well as neighborhood commercial uses, are discussed below.

**e. Neighborhood Commercial Facilities (Not shown on Plan Diagram)**

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

- (1) Within convenient walking or bicycling distance of an adequate support population. For a full-service neighborhood commercial center at the high end of the size criteria, an adequate support population would be about

4,000 persons (existing or anticipated) within an area conveniently accessible to the site. For smaller sites or more limited services, a smaller support population or service area may be sufficient.

- (2) Adequate area to accommodate off-street parking and loading needs and landscaping, particularly between the center and adjacent residential property, as well as along street frontages next door to outdoor parking areas.
- (3) Sufficient frontage to ensure safe and efficient automobile, pedestrian and bicycle access without conflict with moving traffic at intersections and along adjacent streets.
- (4) The site shall be no more than five acres, including existing commercial development. The exact size shall depend on the numbers of establishments associated with the center and the population to be served.

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

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

**f. Strip or Street-Oriented Commercial Facilities**

Largely oriented to automobile traffic, the need for this type of facility has diminished with the increasing popularity of neighborhood, community, and regional shopping centers with self-contained off-street parking facilities. Strip commercial areas are characterized by commercial zoning, or at least, commercial

uses along major arterials; i.e., portions of River Road and West 11th Avenue, part of Willamette Street, Highway 99N, Franklin Boulevard in Eugene, Main Street in Springfield, and others. Such uses often create congestion in adjacent travel lanes, are generally incompatible with abutting non-commercial uses, and are not as vital to the community as previously because of the existence of retail, office, and service complexes with off-street parking facilities. They should be limited to existing locations and transformed into more desirable commercial patterns, if possible.

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

- (1) Landscape perimeters, especially when adjacent to residential properties.
- (2) Direct lights and signs away from residential areas.
- (3) Control and consolidate points of access and off-street parking to minimize safety hazards and congestion in connection with adjacent streets.

### 3. **Industrial**

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

#### a. **Heavy Industrial**

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

#### b. **Light-Medium Industrial**

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

storage. This designation may also accommodate supporting offices and light industrial uses, local regulations permitting.

#### c. **Campus Industrial**

The primary objective of this designation is to provide opportunities for diversification of the local economy through siting of light industrial firms in a campus-like setting. The activities of such firms are enclosed within attractive exteriors and have minimal environmental impacts, such as noise, pollution and vibration, on other users and on surrounding areas. Large-scale light industrial uses, including regional distribution centers and research and development complexes, are the primary focus of this designation. Provision should also be

made for small- and medium-scale industrial uses within the context of industrial and business parks which will maintain the campus-like setting with minimal environmental impacts. Complementary uses such as corporate office headquarters and supporting commercial establishments serving primary uses may also be sited on a limited basis.

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

**d. Special Heavy Industrial**

These areas are designated to accommodate relocation of existing heavy industrial uses inside the urban growth boundary that do not have sufficient room for expansion and to accommodate a limited range of other heavy industries in order to broaden the manufacturing base of the metropolitan economy and to take advantage of the natural resources of this region. These areas are designated to also accommodate new uses likely to benefit from local advantage for processing; preparing; and storing raw materials, such as timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

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

Owners of developing parcels must also meet the legal and institutional requirements addressed in policy 24, Chapter III-B, "Economy Element".

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

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

#### Natron Site (South of Springfield)

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

#### North of Awbrey Lane (North Eugene)

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

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

The comprehensive development plan shall include the layout of lots, railroad right-of-way, streets, utilities and performance and site development standards. It shall also consider the provisions of a "public team track." The comprehensive development plan shall be designed to protect and enhance the site for special heavy industrial users requiring a campus-like setting and rail access. Uses in this area shall be limited to industries which are rail dependent or require a minimum site of 100 acres.

#### **e. Small-Scale Light Industry (Not Shown on Plan Diagram)**

This category is characterized by industrial uses that emit no smoke, noise, glare, heat, dust, objectionable odors, or vibrations beyond property boundaries; pursue their activities within buildings; and do not generate a large amount of vehicular trips for employees, customers, or freight movements. Depending on the local situation, in some instances such industrial uses may be incorporated into mixed

use areas. To enhance compatibility with adjacent non-industrial areas, local governments should apply development standards to specific proposals. Such standards should address building height, setbacks, adequate off-street parking areas, landscaping, and safe and efficient access. The determination of the appropriateness of specific sites and uses or additional development standards is left to the local jurisdictions. Minimum locational standards and site criteria include:

- (1) Access to arterial streets, normally without use of residential streets.
- (2) Up to five acres, with sufficient parking areas and frontage to accommodate structures, parking areas, and access in character with adjacent non-industrial properties.

#### 4. **Public and Semi-Public**

This designation contains three categories:

- a. **Government** (includes major office complexes and facilities and lodges)
- b. **Education** (includes high schools and colleges)
- c. **Parks and Open Space**

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

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

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

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

In addition to those not shown at a neighborhood scale but automatically included in the gross allocation of residential acres, there is a need for public facilities and

open space at a non-local level, such as regional/metropolitan parks. Several are shown on the diagram. Those not yet in public ownership are based on environmental constraints, such as excessive slopes or assets, such as unique vegetation associations. They should be preserved, if possible, through public acquisition or tax relief programs. If that is not possible, development should be required to respond to their unique conditions through clustering in areas of least value as open space, locating circulation and access points in a manner that will result in minimal disturbance of natural conditions and other similar measures particularly sensitive to such sites.

5. **Agriculture**

These lands outside the urban growth boundary include: Class I through IV agricultural soils, other soils in agricultural use, and other lands in proximity to Class I through IV soils or agricultural uses on Class V through VIII soils. Designated agricultural lands are protected to preserve agricultural resource values.

6. **Sand and Gravel**

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

7. **Rural Residential, Rural Commercial, and Rural Industrial**

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

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

Commercial or industrial development shall take place within the urban growth boundary, unless such development:

- a. is necessary for the continuation of existing commercial or industrial operations, including plant or site expansion;
- b. will be located in an adopted exception area; and
- c. can be adequately served with rural level services (defined on page III-G-2).

The minimum lot size for "rural residential" areas located outside "urban reserve" areas shall be five acres. The minimum lot size for "rural residential" areas located within "urban reserve" areas shall be subject to policies 25 and 26 in Chapter II-B, "Fundamental Principles" (i.e. land divisions of less than ten acres are subject to the conditions of policy 25; land divisions of less than five acres are subject to the conditions of policies 25 and 26).

## 8. Exceptions

All new exceptions to, or expansion of, adopted exceptions onto rural resource lands or residential, commercial, industrial, or government non-resource diagram designations or uses outside the urban growth boundary require application of *Plan* amendment procedures in Chapter IV and Appendix A. Those new or expanded exceptions must meet requirements of Statewide Goals and Administrative Rules and must comply with applicable *Plan* policies. Background information on all adopted exception areas is detailed in the Exceptions Working Paper and Addendum.

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

- a. compatibility with existing development pattern and density;
- b. adequacy of on-site sewage disposal suitability or community sewerage;
- c. domestic water supply availability;
- d. adequate access;
- e. availability of rural-level services (refer to page III-G-2);
- f. lack of natural hazards; and
- g. compatibility with resource lands adjacent to the exception area.

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

9. **Airport Reserve**

Lands which may be acquired by Eugene at some future time in connection with Mahlon Sweet Field Airport, and for which an exception to Statewide Planning Goals must be taken, if the zoning is changed from Exclusive Farm Use/Commercial Airport Safety Combining (E-40/GAS Zone).

10. **University/Research**

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

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

11. **Forest Lands**

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

12. **Mixed Uses**

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

13. **Natural Resource**

This designation applies to privately and publicly owned lands where development and conflicting uses shall be prohibited to protect natural resource values. These lands shall be protected and managed for the primary benefit of values, such as fish and wildlife habitat, soil conservation, watershed conservation, scenic resources, passive

recreational opportunities, vegetative cover, and open space. Where agricultural or forest practices have been identified as a conflicting use incompatible with protection of the primary values of the identified natural resource, those practices shall be prohibited.

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

#### **14. Urban Reserve**

These rural areas are located beyond the urban growth boundary and are not needed to satisfy urban demands associated with a population of 293,700. These areas have been identified, based on current trends and policies, as areas for urban development beyond the planning period. Certain public utilities; services; and facilities, particularly water, sanitary sewers, and storm sewers, can be provided to areas designated urban reserve most economically, following extension from areas within the urban growth boundary because of topographic features. Designating these areas at this time will assist in the preparation of capital improvement programs that extend beyond the planning period of this *Plan*.

Urban levels of public utilities, facilities, and services shall be designed and sized to serve urban reserve areas; capacity and financing plans shall be calculated to serve urban reserve lands. For purposes of future planning, urban reserve areas shall be assumed to develop as low density residential at densities used in preparation of this *Plan*. Urban level services shall not be extended to urban reserve areas until they are included within the urban growth boundary through future amendments or updates.

Development, land division, and public improvements (such as street design) in areas designated urban reserve shall be designed and regulated so as to not preclude possible subsequent decisions to provide for future development at urban densities. Until they are added to the urban growth boundary, urban reserve areas shall be designated to protect natural resource values.

#### **15. Urban Growth Boundary**

This site-specific line separates the projected urban service area designated to accommodate urban development through the planning period (293,700 population) from urban reserve, agriculture, and rural designations. The location of the urban growth boundary results from environmental, social, and economic analysis in terms of supply and demand, which is basic to this entire *Plan*. Accordingly, LCDC Goal 14's establishment of urban growth boundary criteria was employed with the following results (for more detail, see the Technical Supplement):

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

Population projections, employment projections, and housing projections were prepared representing the best available technical information about long-range urban growth in the metropolitan area. These projections were translated into total land use needs. The *Plan* diagram was then constructed to accommodate projected residential growth, assuming new residential construction over the Planning period would, on an overall metropolitan-wide basis, average approximately six dwelling units per gross acre.

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

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

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

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

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

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

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

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

The diagram represents a balancing of all environmental, energy, economic, and social impacts, as addressed by LCDC goals and the *Plan*

text. For example, decidedly lower residential densities and a much larger land supply may result in lower land costs, but energy savings may very well be sacrificed through need for longer transportation routes and accompanying fuel consumption.

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

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

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

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

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

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

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

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

The urban growth boundary is precisely described, as noted on and in conjunction with the "Auxiliary Map No. 3" in this section. A larger scale edition is on file in the Planning Offices of Springfield, Eugene, Lane County, and the Lane Council of Governments.

**16. Plan Boundaries**

With modification to the boundary of the adjacent *Lane County Rural Comprehensive Plan*, these lines will represent the interface between the area encompassed in the *Metropolitan Plan* and areas subject to the *Lane County Rural Comprehensive Plan*. At some future date, these boundaries may require further adjustment, reflecting increasing need for urban land in the metropolitan area. The County and the two cities should recognize this possibility in their respective planning programs.



URBAN GROWTH BOUNDARY LOCATION DESCRIPTION KEYED TO PLAN BOUNDARIES MAP

For a more detailed map of the urban growth boundary on a larger scale, contact the Lane Council of Governments. Copies are on file at the Lane Council of Governments and the Planning Offices of Eugene, Springfield, and Lane County. As explained in Chapter II-E, the urban growth boundary was developed considering the seven factors in LCDC Goal 14, "Urbanization." The following matrix outlines key factors which determined location of the urban growth boundary:

MAP KEY	PROTECT AG. LANDS	PROTECT FOREST LANDS	RIDGELINE (DRAINAGE BASIN)	ORDERLY & ECONOMIC PUB. SYCS.	FLOODWAY FRINGE	PROTECT WETLANDS	PROTECT SAND & GRAVEL RESOURCES	AIRPORT PROTECTION	EXIST. DEVELOPMENT & SYCS. (CITY LIMITS)	MEET ECONOMIC GOALS	MEET HOUSING GOALS	COMMENTS
A-B		●	●	●					●		●	
B-C					●						●	Interstate 5
C-D	●				●	●	●		●		●	
D-E					●						●	Jasper Road
E-F		●	●	●							●	
F-G		●	●	●						●	●	Booth-Kelly Road, steep slopes
G-H		●	●	●							●	
H-I		●		●							●	Steep slopes o/s UGB
I-J	●	●							●		●	
J-K	●				●	●	●				●	Thurston Road
K-L	●				●	●	●		●		●	
L-M					●	●	●			●	●	
M-N	●				●	●			●		●	
N-O	●			●						●	●	
O-P	●			●	●				●		●	
P-Q	●				●	●	●				●	
Q-R	●				●	●	●		●		●	
R-S	●			●					●		●	
S-T	●								●	●		Railroad
T-U	●									●		Awbrey Lane
U-V	●							●	●	●		
V-W	●							●	●		●	Eugene City Limits
W-X	●							●			●	
X-Y	●							●		●	●	Green Hill Road
Y-Z		●		●							●	
Z-A		●		●						●	●	



# PLAN ELEMENTS



## **A. Residential Land Use and Housing Element**

The Residential Land Use and Housing Element addresses the housing needs of current and future residents of the metropolitan area. Land in residential use occupies the largest share of land within the urban growth boundary. The existing housing stock and residential land supply and its relationship to other land uses and infrastructure is critical to the future needs of all residents.

This element addresses State Housing Goal 10, 'To provide for the housing needs of citizens of the state.' Housing demand originates with the basic need for shelter but continues into the realm of creating communities. The policies contained in this element are based on an analysis of land supply and existing and future housing demand including existing housing problems and the needs of the expected future population. Numerous factors were reviewed to develop a projection of future housing demand including projected number of households, household income, age, household size, household type, and special housing needs. The background material with this analysis is contained in two documents, the *1999 Supply and Demand Technical Analysis*; and the *1999 Site Inventory Document*.

This element is organized by seven topics related to housing and residential land. These topics include:

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

The applicable findings and policies are contained under each topic heading.

Finally, the policies listed provide direction for the local jurisdictions in preparing zoning and development regulations to address future housing needs.

Each jurisdiction will be responsible to implement the policies contained in the Residential Element. At the time of the annual monitoring report, information on progress made to realize policy direction will be made available in that process. As local jurisdictions implement this Element of the Metro Plan, they will be involved in the analysis of the suitability of certain residential designations in terms of density and location and may propose changes, based on this analysis, to the Metro Plan diagram.

## Goal

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

## Residential Land Supply and Demand

### Findings

1. By 2015, the Eugene-Springfield Metropolitan Study Area is projected to reach a population of between 291,000 and 311,000. This represents an increase of between approximately 87,000 and 107,000 persons from the 1990 population of 204,359.
2. Average household size has been declining both nationally and locally due to a variety of factors. This trend will result in the need for more dwelling units to house population growth.
3. Based on the 2015 projected population and average household size, there is a need for between 40,000 and 49,000 new housing units in the Eugene-Springfield urban growth boundary between 1992 and 2015.
4. There is sufficient buildable residential land within the existing urban growth boundary to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential land demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the urban growth boundary.
5. Undeveloped residential land is considered unbuildable and removed from the supply if it is within 230 KV powerline easements, the floodway, protected wetlands or wetland mitigation sites in Eugene, wetlands larger than 0.25 acres in Springfield or buffers around Class A and B streams and ponds. The remaining buildable residential land is located primarily on the outer edge of the UGB and some of the buildable residential land has development constraints such as slopes, floodplain, hydric soils and wetlands. Development potential is reduced in Springfield on flood plain areas and in Eugene on remaining potential wetlands due to moderate constraints that can support a less intense level of development.
6. Anticipated federal regulations affecting fish habitats in the Pacific Northwest and new applications for regulating under-designated, saturated, hydric soils by Oregon's Division of State Lands, as well as other factors, make a definitive calculation of the buildable land supply difficult. The adopted buildable land supply inventory represents the local jurisdiction's best assessment of the amount of buildable land that will be available within the urban growth boundary until the year 2015.

## Supply and Demand Analysis in Acres

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

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

\*Housing is not allocated to commercial and mixed use designated land due to State Administrative Rules although it is known that some housing will be built on commercial and mixed use land.

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

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

\*Housing is not allocated to commercial and mixed use designated land due to State Administrative Rules although it is known that some housing will be built on commercial and mixed use land.

7. In 1995, approximately 28 percent of the buildable residential land supply did not have public services, primarily sewer. Of this total, 1,136 acres or 12 percent will not be served for ten or more years; 521 acres (5.5 percent) will be served in five to ten years; 476 acres (5 percent) in three to four years, and 520 acres (5.5 percent) in one to two years.
8. In the aggregate, nonresidential land uses consume approximately 32 percent of buildable residential land. These nonresidential uses include churches, day care centers, parks, streets, schools, neighborhood commercial, etc.
9. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger, single-family lots that have surplus vacant land or passed over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land uses, such as parking lots and single-family dwellings are being replaced with higher density, multi-family development.
10. Since the last Periodic Review of the *Metro Plan* in 1987, there have been only two minor expansions of the UGB for residentially designated land. Each expansion was less than one acre in size.
11. The UGB defines the extent of urban building and service expansion over the planning period. There are geographic and resource constraints that will limit expansion of the UGB in the future. At such time that expansion is warranted, it will be necessary to cross a river, develop agricultural land, or cross over a ridge where the provision of public services and facilities will be expensive.
12. Since adoption of the *Metro Plan*, the supply of residential lands has been negatively affected (diminished) due to federal, state, and local regulations to protect wetlands, critical habitat of endangered/threatened species, and other similar natural resources. This trend is likely to continue in order to meet future Statewide Planning Goal 5 and stormwater quality protection requirements.
13. Springfield charges a system development charge for storm water, wastewater, and transportation. Willamalane Park and Recreation District charges a system development charge for parks. Springfield Utility Board charges for water. Eugene charges for storm water, wastewater, parks, and transportation. Eugene Water and Electric Board charges for water. These charges could be increased in some cases. Currently, state law does not include local systems development charges for fire and emergency medical service facilities and schools. Depending on market conditions, residents of newly constructed housing also pay for services and facilities they receive through local assessment districts, connection charges, direct investment in public infrastructure, and property taxes.

## Policies

- A.1 Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels.
- A.2 Residentially designated land within the UGB should be zoned consistent with the *Metro Plan* and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses.
- A.3 Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- A.4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.
- A.5 Develop a monitoring system that measures land consumption, land values, housing type, size, and density. Reports should be made to the community on an annual basis.
- A.6 Eugene, Springfield and Lane County shall encourage a community dialogue, when the annual monitoring report on land supply and housing development is made public, to address future Periodic Review requirements that relate to meeting the residential land supply needs of the Metro area.
- A.7 Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.
- A.8 Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.

## **Residential Density**

### Findings

- 14. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down.
- 15. Recently approved subdivisions are achieving lot sizes on flat land averaging 7,400 square feet in Eugene and 7,800 square feet in Springfield. Comparing the

net density<sup>1</sup> of all Eugene-Springfield Metro single family-detached units in 1986 and 1994 indicates that in 1986 the net density was 4.12 units per acre which equates to a 10,573 square foot lot while in 1994, the net density was 4.18 units per acre or a 10,410 square foot lot. These trends indicate that development in low-density is achieving assumed density expectations.

16. Although single-family detached lot sizes are decreasing, the *Metro Plan* targeted residential densities for all new development are not being achieved at this time. The *Metro Plan* assumes a net density of 8.57 units per acre (note: translation from 6 units per gross acre<sup>2</sup>) for new development over the planning period. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 units per acre based on the Lane County Geographic Information System (GIS). The estimated average overall residential net density for all residential development has climbed from 5.69 units per acre in 1986 to 5.81 units per acre in 1994.
17. Both Springfield and Eugene have adopted smaller minimum lot size requirements to allow increased density in low-density residentially designated areas. Even so, density in low-density residentially designated areas does not routinely achieve the higher range of low-density zoning (near 10 units/gross acre) due to the current market and the area requirements for other site improvements such as streets.
18. Offering incentives (e.g., reduced parking requirements, tax abatements) for increased density has not been completely successful in this metro area. In areas where some increase in density is proposed, there can be neighborhood opposition.

## **Policies**

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

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

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

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<sup>1</sup>Density (Net): The number of dwelling units per each acre of land, excluding areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.

<sup>2</sup>Density (Gross): The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.

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

- A.10 Promote higher residential density inside the urban growth boundary that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the urban growth boundary.
- A.11 Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.
- A.12 Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.
- A.13 Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on historic, existing and future neighborhoods.
- A.14 Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.
- A.15 Develop a wider range of zoning options such as new zoning districts, to fully utilize existing *Metro Plan* density ranges.
- A.16 Allow for the development of zoning districts which allow overlap of the established *Metro Plan* density ranges to promote housing choice and result in either maintaining or increasing housing density in those districts. Under no circumstances, shall housing densities be allowed below existing *Metro Plan* density ranges.

## **Housing Type and Tenure**

### **Findings**

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

20. Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?* (October 1996) a larger share of the future population will be composed of smaller, older, and less affluent households. This will alter housing market demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, divorcees, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.
21. Based on Lane County Assessment data, in the 1980s and 1990s, there was a shift to larger, single-family detached homes, even though the average number of persons per household has been declining.
22. Between 1989 and 1998, 45 percent of all new housing was single-family detached including manufactured units on lots. As of 1998, about 59 percent of all dwelling units were single-family detached. This represents a decrease in the share of single-family detached from 61 percent in 1989.

### **Policies**

- A.17 Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- A.18 Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.
- A.19 Encourage residential developments in or near downtown core areas in both cities.
- A.20 Encourage home ownership of all housing types, particularly for low-income households.
- A.21 Allow manufactured dwelling parks as an outright use in low-density residential zones if the local jurisdiction's prescribed standards are met.

## Design and Mixed Use<sup>3</sup>

### Findings

23. Mixed use development (residential with commercial or office) has the potential to reduce impacts on the transportation system by minimizing or eliminating automobile trips.
24. Mixed use may be seen as a threat to predominantly residential development. Standards on siting and use and design review are seen as ways to mitigate negative impacts.
25. In-home business and telecommuting are becoming more common. The market for combining home and office uses will continue to increase.
26. While people generally are open to the concept of higher density, they are still concerned about how density will affect their neighborhood in terms of design, increased traffic, and activity. With higher densities, people need more local parks and open space.
27. The metropolitan area enjoys a wide variety of open spaces, natural areas, and livable neighborhoods. As density increases, design and landscaping standards and guidelines may be necessary to maintain community livability and aesthetics, as well as making density more acceptable.

### Policies

- A.22 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.
- A.23 Reduce impacts of higher density residential and mixed use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- A.24 Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.

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<sup>3</sup>Mixed Use: A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses

## **Existing Housing Supply and Neighborhoods**

### **Findings**

28. Accommodating residential growth within the current urban growth boundary encourages in-fill, rehabilitation, and redevelopment of the existing housing stock and neighborhoods.
29. As the age of the housing stock reaches 25 years, the need for rehabilitation, weatherization, and major system upgrades increases. Approximately 59 percent of the single-family housing stock was built prior to 1969.
30. More renters than owners live in sub-standard housing conditions. Based on the 1995 Eugene/Springfield Consolidated Plan, about 16 percent of all occupied rental units of the metropolitan housing stock is considered to be in sub-standard condition.
31. Local government has had and will continue to have a role in preserving the aging housing stock. Preserving the housing stock has numerous benefits to the community because much of the older housing stock represents affordable housing. In addition, upgrading the aging housing stock provides benefits that help stabilize older neighborhoods in need of revitalization.

### **Policies**

- A.25 Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.
- A.26 Pursue strategies that encourage rehabilitation of existing housing and neighborhoods.

## Affordable<sup>4</sup>, Special Need<sup>5</sup>, and Fair Housing

### Findings

32. Substantial and continued federal funding reductions for housing assistance are increasing the burden on local governments. The high cost of housing for low-income families directly correlates with an increasing demand for other support services such as food supplement programs and utility assistance. The high cost of housing results in homelessness for some households. Homelessness directly and indirectly negatively impacts public health, public safety, and public education systems in multiple, measurable ways.
33. The next 20 years are expected to see increased need for apartments and single-family housing for low-<sup>6</sup> and very low-<sup>7</sup> income households. Based on the 1990 Census, approximately 20 percent of all households are currently classified as very low-income.
34. There is a shortage of unconstrained medium- and high-density zoned sites, for sale, that are flat and serviced with utilities. This is particularly true in Eugene. Low-income projects frequently must use density bonuses or other land-use incentives that require additional land use processes such as public hearings, which exposes the project to longer timelines and appeals.
35. Based on the *1995 Eugene/Springfield Consolidated Plan*, in Eugene and Springfield, 35 percent of households experience housing problems (defined by HUD as overcrowded, substandard, or the household is paying over 30 percent of its income for housing and utilities). The predominate housing problem is that households are paying more than they can afford for housing.

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<sup>4</sup>Affordable housing: Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30% = \$847/month.)

<sup>5</sup>Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to, the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

<sup>6</sup>Low-income housing: Housing priced so that a household at or below 80% of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.)

<sup>7</sup>Very low-income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.)

36. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 1980s and adds to the number of homeless, poorly housed, and those needing local support services and special need housing.
37. Based on the annual one-night Lane County shelter/homeless counts, the number of homeless people is increasing and a third of the homeless are children.
38. Demographics point to an increasing proportion of the population over 65 years of age in the future. This will require more housing that can accommodate the special needs of this group.
39. Construction of housing with special accommodations or retrofitting existing housing drives up the occupancy costs for the tenant. Tenants with special needs typically have low incomes and are less able to pay increased rents.
40. Existing land use regulations do not easily accommodate the establishment of alternative and innovative housing strategies, such as group recovery houses and homeless shelters.
41. Existing emergency shelters do not have the capability to serve the entire homeless population. This results in people illegally inhabiting residential neighborhoods and non-residentially zoned areas. The challenges facing homeless people are increased when they are forced far out of the urban areas where resources, training, treatments, and job opportunities are less available.
42. Practices of some cultures, such as Latino and Asian households, conflict with existing public policies that limit a household to five unrelated adults, and private rental practices that limit occupancy to two people per bedroom.
43. Fair housing issues typically impact renters more often than home buyers and discrimination tends to increase when the vacancy rate decreases.

### **Policies**

- A.27 Seek to maintain and increase public and private assistance for low and very low income households that are unable to pay for shelter on the open market.
- A.28 Seek to maintain and increase the supply of rental housing and increase home ownership options for low- and very low-income households by providing economic and other incentives, such as density bonuses, to developers that agree to provide needed below- market and service-enhanced housing in the community.
- A.29 Consider public purposes such as low- and very low-income housing when evaluating urban growth boundary expansions.

- A.30 Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.
- A.31 Consider the unique housing problems experienced by special needs populations, including the homeless, through review of local zoning and development regulations, other codes, and public safety regulations to accommodate these specialized needs.
- A.32 Encourage the development of affordable housing for special needs populations that may include service delivery enhancements on-site.
- A.33 Consider local zoning and development regulations impact on the cost of housing.
- A.34 Protect all persons from housing discrimination.

## **Coordination**

### **Findings**

- 44. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.
- 45. In the Eugene-Springfield Metropolitan area, public, private non-profit, and private for profit developers work closely with the cities to develop low-income housing.

### **Policies**

- A.35 Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.
- A.36 Coordinate public, private, and consumer sectors of the area's housing market, including public-private partnerships, to promote housing for low- and very low-income households and to increase housing density and types.
- A.37 Consider the suggested implementation measures in the Residential Lands and Housing Study and other measures in order to implement the policy directives of the Residential Land Use and Housing Element of the *Metro Plan*.

## **B. Economic Element**

In recent years, there has been a strong structural shift in the Eugene-Springfield metropolitan area's economy. This shift is characterized by four trends: 1) a decline in the lumber and wood products industry as a source of employment; 2) limited increase in employment in other manufacturing activities; 3) diversification of the non-manufacturing segments of the local economy, primarily in trade, services, finance, insurance, and real estate; and 4) the development of this metropolitan area as a regional trade and service center serving Southern and Eastern Oregon.

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

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

In striving toward LCDC's Statewide Economic Goal, "to diversify and improve the economy of the State," the Eugene-Springfield metropolitan area must take advantage of and encourage the further diversification of this area's economic activities and role as a regional center.

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

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

### **Findings**

1. The structure of the Eugene-Springfield metropolitan area economy is undergoing a shift away from lumber and wood products manufacturing (and other heavy industrial

activities) and towards a more diverse economic base characterized by growth in light manufacturing activities and the non-manufacturing activities of trade, commercial and professional services, finance, insurance, and real estate.

2. The lumber and wood products sector is the metropolitan area's dominant manufacturing activity; and in this respect, Lane County's forest is the area's most important natural resource utilized as a factor of production.
3. Major institutions in the metropolitan area, including the University of Oregon and Sacred Heart Hospital, have had a stabilizing influence on the local economy.
4. The Eugene-Springfield metropolitan area is developing as a regional center for activities, such as tourism, distribution, and financial services, serving the Southwestern and Central Oregon area.
5. Local per capita income is lower than for Oregon as a whole or the Portland metropolitan area but is comparable to or higher than adjacent counties.
6. The local area labor force is characterized by higher levels of unemployment than is Oregon as a whole and the nation; however, it is not presently known what portion of the total unemployment is short-term and what portion is chronic or long-term.
7. Historically, job creation is at a very high level in the metropolitan area. This fact, together with the available data on unemployment, implies that there may be a mismatch between (a) existing job skills and job-finding skills and (b) the jobs which are available. These conditions are particularly important to the area's expanding labor force, which results from people moving to the area and seeking jobs, as well as existing residents entering the labor force for the first time, e.g., women.
8. Historically, heavy manufacturing industries, including primary metals, chemicals and paper, have been characterized by high levels of pollution or energy consumption. Changes in technology and environmental regulations have reduced the potential environmental impacts of these industries. Heavy manufacturing industries provide benefits, such as relatively high wage scales and the potential for generating secondary manufacturing activities.
9. Both expansion of existing businesses through use of local capital and entrepreneurial skills and the attraction of new employers offer realistic opportunities for economic development.
10. The healthful environment of the metropolitan area can help attract industrial development, hold workers, and attract convention- and tourist-related economic activities. The concern for clean air and water is high priority with area residents.

11. The provision of adequate public facilities and services is necessary for economic development.
12. There are presently inefficiently used resources in the metropolitan area, including land, labor, and secondary waste products.
13. Major employment centers include the Eugene and Springfield central business districts, the University of Oregon, Sacred Heart Hospital, the Southern Pacific railyards, the west Eugene industrial area, the east and south Springfield industrial areas, the Highway 99N industrial area, Goodpasture Island, and the Mohawk-Northgate area.
14. The metropolitan economy is made up of a number of interrelated and important elements, one of which is construction and construction related activities. Construction, for example, is essential for all sectors of the economy, as well as for the provision of an adequate supply of affordable housing.
15. The mixture of commercial and office uses with industrial uses can reduce or enhance the utility of industrial areas for industrial purposes, depending upon circumstances. Uncontrolled mixing creates problems of compatibility and traffic congestion, and may limit the area available for industrial development. Limited mixing, subject to clear and objective criteria designed to minimize or eliminate incompatibility, traffic problems, and which preserve the area for its primary purpose, can make an industrial area more pleasant, convenient, economical, and attractive as a place to work or locate.
16. Special light industrial firms prefer city services.
17. Special light industrial firms have varied site location requirements, prefer alternative sites to choose from, and usually benefit from location of other special light industrial firms within the community and within the same industrial development.

### **Goal**

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

### **Objectives**

1. Improve the level, stability, and distribution of per-capita income for metropolitan residents.
2. Reduce unemployment in the resident labor force, especially chronic long-term unemployment.

3. Encourage local residents to develop skills and other educational attributes that would enable them to obtain existing jobs.
4. Promote industrial and commercial development with local capital, entrepreneurial skills, and experience of the resident labor force, as well as with new light manufacturing companies from outside the metropolitan area.
5. Supply an adequate amount of land within the urban growth boundary to accommodate: (a) the diversifying manufacturing sector (especially low polluting, energy-efficient manufacturing uses); and (b) the expansion of the metropolitan area as a regional distribution, trade, and service center.
6. Maintain strong central business districts to provide for office-based commercial, governmental, and specialized or large-scale retail activities.
7. Ensure compatibility between industrial lands and adjacent areas.
8. Reserve enough remaining large parcels for special developments requiring large lots.
9. Increase the potential for convention- and tourist-related economic activities.
10. Provide the necessary public facilities and services to allow economic development.
11. Attempt to find ways to more effectively use inefficiently used resources such as land, labor, and secondary waste products.
12. Provide for limited mixing of office, commercial, and industrial uses subject to clear, objective criteria which: (a) do not materially reduce the suitability of industrial, office, or commercial areas for their primary use; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

### **Policies**

1. Demonstrate a positive interest in existing and new industries, especially those providing above average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.
2. Encourage economic development which utilizes local and imported capital, entrepreneurial skills, and the resident labor force.
3. Encourage local residents to develop job skills and other educational attributes that will enable them to fill existing job opportunities.

4. Encourage the continuance of career preparation and employment orientation for metropolitan area residents by the community's educational institutions, labor unions, businesses, and industry.
5. Provide existing industrial activities sufficient adjacent land for future expansion.
6. Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.
7. Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities
8. Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and Potential light industrial development.
9. Encourage the expansion of existing and the location of new manufacturing activities which are characterized by low levels of pollution and efficient energy use.
10. Encourage opportunities for a variety of heavy industrial development in Oregon's second largest metropolitan area.
11. Encourage economic activities which strengthen the metropolitan area's position as a regional distribution, trade, health, and service center.
12. Discourage future *Metropolitan Area General Plan* amendments that would change development-ready industrial lands (sites defined as short-term in the metropolitan *Industrial Lands Special Study*, 1991) to non-industrial designations.
13. Continue to encourage the development of convention and tourist-related facilities.
14. Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.
15. Encourage compatibility between industrially zoned lands and adjacent areas in local planning programs.
16. Utilize processes and local controls which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.
17. Improve land availability for industries dependent on rail access.
18. Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by

implementing the policies and projects in the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* and the *Mahlon Sweet Field Master Plan*, as outlined in Chapter 8(a), "On Airport Land Use."

19. Local jurisdictions will encourage the allocation of funds to improve transportation access to key industrial sites or areas through capital budgets and priorities.
20. Encourage research and development of products and markets resulting in more efficient use of underutilized, renewable, and nonrenewable resources, including wood waste, recyclable materials, and solar energy.
21. Reserve several areas within the urban growth boundary for large-scale, campus-type, light manufacturing uses. (See diagram for locations so designated.)
22. Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.
23. Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.
24. Continue to evaluate other sites in and around Springfield and Eugene for potential light-medium industrial and special light industrial uses, as well as potential residential uses.
25. Pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land.
26. In order to provide locational choice and to attract new special light industrial firms to the metropolitan area, Eugene and Springfield shall place as a high priority service extension, annexation, and proper zoning of all designated special light industrial sites.
27. Eugene, Springfield, and Lane County shall improve monitoring of economic development and trends and shall cooperate in studying and protecting other potential industrial lands outside the urban growth boundary.
28. Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.
29. Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change.

30. The City of Eugene shall initiate refinement plans to determine the type and location of commercial and residential land uses in floating nodes prior to the update of the *Metropolitan Plan* (note: this Policy does not preclude privately initiated refinement plans for the purpose of establishing floating nodes).
31. Industrial land uses abutting the large aggregate extraction ponds north of High Banks Road in Springfield shall demonstrate that they require the location next to water to facilitate the manufacture of testing of products made on-site.
32. Conduct a Commercial Lands Study prior to the next major plan update.
33. The City of Springfield shall include development guidelines in the *Downtown Refinement Plan* to address mixed use on the Booth-Kelly site. These standards shall allow for light industrial, general commercial, and medium residential uses on the site, and ensure compatibility of these uses.

### **C. Environmental Resources Element**

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

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

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

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

The compact urban growth form concentrates urban development and activities, thus protecting valuable resource lands on the urban fringe. But concentrating development increases pressures for development within the urban growth boundary, making planning for open space and resource protection a critical concern within that boundary. Planning

can ensure the coexistence of city and nature; one example is the Willamette River Greenway.

The Environmental Resources Element provides broad direction for maintaining and improving our natural urban environment. Other elements dealing in more detail with particular aspects of the natural environment include Parks and Recreation Facilities and Environmental Design (scenic). The emphasis in this element is the protection of waterways as a valuable and irreplaceable component of the overall natural resource system important to the metropolitan area. Waterways are also the subject of Section D, "Willamette River Greenway, River Corridors, and Waterways." While some repetition is unavoidable, that section emphasizes the intrinsic value of waterways for enjoyment and active and passive use by residents of the area.

The inventories conducted as the basis for this element and the goals, objectives, and policies contained herein, address numerous statewide planning goals and interpret those goals in the context of the needs and circumstances of the metropolitan area.

### **Findings**

1. The high value placed on clean air and water by local residents is reflected in local commitments to plans and programs directed toward reducing air and water pollution.
2. The Eugene-Springfield Metropolitan Area has a strong potential for elevated levels of air pollution due to the surrounding mountains, which provide a barrier to ventilation and contribute to periodic episodes of stable atmospheric conditions. These conditions effectively limit dilution and dispersion of air pollutants, resulting in the build-up of concentrations near the ground.
3. Some pollutants affecting metropolitan air and water quality originate outside the metropolitan area.
4. The metropolitan area occasionally violates federal, state, and local air quality standards for particulate matter and carbon monoxide. Particulate matter consists of solid and liquid particles of soot, dust, aerosols, and fumes. The principal sources of particulate matter in this area include industry, dust from paved and unpaved roads, and smoke from wood stoves and fireplaces. Carbon monoxide is a toxic gas created from incomplete combustion occurring in automobiles, wood stoves, and fireplaces.
5. Existing suspended particulate air quality standards and monitoring techniques, which are based on weight, do not adequately account for air pollution impacts of the finer particulates. Recent evidence indicates fine particulates have a greater potential for adverse effects on human health than do larger particulates.

6. The *Air Quality Maintenance Area (AQMA) Plan*, containing control strategies for suspended particulates and carbon monoxide for the Eugene-Springfield metropolitan area, was adopted by local, state, and federal governments. This *AQMA Plan* currently meets federal Clean Air Act requirements to attain and maintain federal ambient air quality standards.
7. Reduction of open space, removal of vegetative cover, and development that increases the amount of impervious surfaces (paved streets, roofs, parking lots) contribute significantly to increases in the peak volume (quantity) of urban storm runoff entering storm sewers and natural drainageways.
8. Water pollution in the metropolitan area results from both "point sources" (municipal and industrial wastewater discharges) and "non-point sources" (pollutants such as oil, dust, and debris which are carried into streams by storm runoff). Water pollution is most acute in streams that have low water flow conditions during the summer months (such streams include Amazon Creek and the "Q" Street ditch).
9. Offsetting measures can reduce the negative effects of urban development on water quality and quantity problems. Examples include on-site retention of stormwater, inclusion of landscaped "buffer strips" adjacent to new developments and conservation and improvement of streamside vegetation along water courses.
10. Known and potential groundwater pollution exists in the metropolitan area. Known and potential sources of groundwater pollution include septic tank wastes, industrial, commercial, and residential runoff; leakage from sanitary sewer pipes; leaking from sanitary landfills; agricultural non-point sources (spraying and animal wastes); chemical and petroleum spills, and natural contaminants (arsenic).
11. Beneficial uses of groundwater in the metropolitan area include domestic and municipal water supplies, industrial supplies, and domestic and commercial irrigation. The value and frequency of these uses varies among incorporated, urbanizable, and rural areas.
12. Total land designated and zoned for sand and gravel extraction in the metropolitan area and immediately adjacent sub-areas appears adequate for demand through the planning period.
13. Sand and gravel deposits are an important natural resource necessary for construction in the metropolitan area. Nevertheless, the extraction of sand and gravel can conflict with other open space and recreation values associated with water resources, vegetation, wildlife habitat, and scenic quality. Proper rehabilitation and reuse of abandoned sand and gravel sites results in the return of valuable land for urban uses, including open space.

14. Due to the general nature of soils and geologic mapping, site specific analysis is often necessary to determine the presence of geologic hazards and the severity of soil problems which are constraints to development. Such geologic hazards exist when certain combinations of slope, soil conditions, and moisture conditions render land unstable.
15. The statewide goal definition for agriculture is based upon: a) U.S. Soil Conservation Service's Agricultural Soil Capability Classification System for Class I through IV soils, b) other agricultural uses on Class V through VIII soils, and c) proximity of other lands to a) and b). The majority of land in the metropolitan area is located on agricultural soils rated Classes I through IV, and much of this area is developed with urban uses. The hillside soils are generally Classes VI through VIII soils, and some are suited for grazing and other agricultural uses.
16. The most productive agricultural lands in the metropolitan area are located on Class I through IV soils on bottomlands along the McKenzie River and the Middle Fork of the Willamette River.
17. The statewide goal definition for forest is based upon: a) U.S. Soil Conservation Service's soils information translated into a potential forest growth productivity rating and b) existing forest cover. Many soils in the metropolitan area have forest growth potential. Existing forest cover consists of coniferous and deciduous hardwood forests located primarily in the hills south of Eugene and Springfield and of riparian (streamside) forests along rivers, streams, ponds, and sloughs.
18. Forest lands provide multiple values in the metropolitan area including: scenic resources; watershed and soil protection, recreational opportunities; fish and wildlife habitat; commercial timber harvest; livestock grazing; and other urban uses, such as buffering. Within the urban growth boundary, and particularly within cities, timber harvest has less value to the general public than do other values.
19. The Willamette and McKenzie Rivers run through many jurisdictions, necessitating cooperative water management planning and consideration for downstream effects of actions taken by a single jurisdiction.
20. Unless special precautions are taken, development within the floodway fringe (that portion of the flood plain having a one percent per year chance of occurrence, also known as a 100-year flood) is subject to hazards to life and property from flooding.
21. Many portions of the floodway fringe contain natural assets, such as significant vegetation, wildlife and scenic areas, and productive agricultural lands and are thus, valuable for open space and recreation. On the other hand, because of their central location, some floodway fringe areas within the urban service area are important lands for urban development.

22. While development and in-filling have decreased the amount of open space (and associated vegetation and wildlife habitat) within the urban service area, the compact urban growth form has protected open space on the urban fringe and in rural areas within the *Plan* boundary.
23. Compact urban growth results in pressure on open space within the current urban service area. Programs for preserving quality open space within the projected urban service area become more important as the area grows.
24. Inventories of vegetation, wildlife, and wildlife habitats resulted in the identification of several significant areas. Water, wetlands, and areas of diverse vegetation are the most productive wildlife habitats within the metropolitan area. Over half of the significant vegetation and wildlife areas identified in the inventories are in public ownership.
25. Open space provides many benefits in an urban area, including: retention of habitat for wildlife; filtration of polluted water, absorption of storm runoff flow; protection of scenic quality; provision of recreation opportunities; reduction of atmospheric temperatures, and personal well-being.
26. Literature search and interviews with specialists resulted in the identification of endangered and threatened (as recognized on existing and proposed state and federal lists) plant and wildlife species whose normal or historic range includes the metropolitan area. Without additional comprehensive field studies (including field work), it is not possible to determine the actual existence and location of many of those species.
27. Urban agriculture, in other words, backyard and community gardens, and interim use of vacant and underdeveloped parcels, provides economic, social, and environmental benefits to the community.
28. Where urban and agricultural lands abut, farm use management problems are frequently created.
29. Noise sources of a nuisance nature (such as barking dogs, lawn mowers, loud parties, noisy mufflers, and squealing tires) are best addressed through nuisance ordinances rather than land use policies.
30. Major sources of noise in the metropolitan area are airplanes, highway traffic, and some industrial and commercial activities.
31. The City of Eugene Mahlon Sweet Field "Noise Impact Boundary Analysis," November 1980, was found to be in compliance with state airport noise standards by the State of Oregon Department of Environmental Quality in January 1981.

32. Federal Highway Administration noise standards apply to new highway construction, not existing streets. US Housing and Urban Development noise standards apply only to federally assisted housing near existing and proposed highways. The State of Oregon does not have noise standards governing general highway noise levels.
33. Forecasted traffic on existing and planned streets indicate 20 miles of existing streets and 40 miles of streets in year 2000 have the potential to exceed noise levels for sensitive land uses such as residences, parks, schools, and hospitals.
34. As population growth occurs, the associated increase in emissions of carbon monoxide and particulate matter from auto exhaust and residential heating with wood, combined with all the other sources, may eventually cause air quality standards for these pollutants to be exceeded in the metropolitan area. Under these conditions, additional control measures may be necessary. These mitigating measures could include, for example, maximizing efficient traffic flow through critical areas, additional control requirements on existing stationary and mobile sources of emissions, and restricting certain new sources of emissions.
35. Transportation-related air pollution in the form of emissions from autos, trucks, and buses contributes significantly to the metropolitan area's air quality problems.
36. Natural resources may be identified within the metropolitan area after acknowledgment of the *Metropolitan Plan*. Statewide Planning Goal 5 requires that these resources, if determined to be significant, be subject to a conflict resolution process.

### **Goals**

1. Protect valuable natural resources and encourage their wise management, use, and proper reuse.
2. Maintain a variety of open spaces within and on the fringe of the developing area.
3. Protect life and property from the effects of natural hazards.
4. Provide a healthy and attractive environment, including clean air and water, for the metropolitan population.

### **Objectives**

1. Maintain the benefits associated with environmental resources in an urban setting. Those resources include agricultural lands, clean air and water, forest lands, sand and gravel deposits, scenic areas, wildlife and wildlife habitat, and vegetation. Policies

directed toward these resources may differ, depending upon whether they are located on urban, rural, or urbanizable land.

2. Maintain the livability of the metropolitan area by integrating open spaces into urban development; by planning for a variety of public and private open spaces; and by considering the natural environment when making planning decisions.
3. Improve and maintain air and water quality to meet federal, state, and local standards.
4. Minimize problems associated with water quantity and noise.
5. Manage open space areas for their diverse and multiple values.
6. Prevent damage to life and property and expenses associated with flooding and problem soils.
7. Minimize the impacts of urban development upon agricultural lands, forest lands, other natural resource lands, and other valuable open space by promoting compact urban growth and by using urban land efficiently (e.g., increasing urban densities).
8. Protect non-renewable (sand and gravel) resource lands from premature urban development, thus allowing for extraction and production of that resource.

### **Policies**

1. Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.
2. Except as otherwise allowed according to FEMA regulations, development shall be prohibited in floodways if it could result in an increased flood level. The floodway is the channel of a river or other water course and the adjacent land area that must be reserved to discharge a one-percent-chance flood in any given year.
3. When development is allowed to occur in the floodway or floodway fringe, local regulations shall control such development in order to minimize the potential danger to life and property. Within the urban growth boundary, development should result in in-filling of partially developed land. Outside the urban growth boundary, areas affected by the floodway and floodway fringe shall be protected for their agricultural and sand and gravel resource values, their open space and recreational potential, and their value to water resources.
4. Local governments shall require site-specific soil surveys and geologic studies where potential problems exist. When problems are identified, local governments shall require special design considerations and construction measures be taken to offset the

soil and geologic constraints present, to protect life and property, public investments, and environmentally-sensitive areas.

5. Where agricultural land is being considered for inclusion in future amendments to the urban growth boundary, least productive agricultural land shall be considered first. Factors other than agricultural soil ratings shall be considered when determining the productivity of agricultural land. Relevant factors include suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation, ownership patterns, land use patterns, proximity to agricultural soils or current farm uses, other adjacent land uses, agricultural history, technological and energy inputs required, accepted farming practices, and farm market conditions.
6. Agricultural production shall be considered an acceptable interim and temporary use on urbanizable land and on vacant and underdeveloped urban land where no conflicts with adjacent urban uses exist.
7. Continued local programs supporting community gardens on public land and programs promoting urban agriculture on private land shall be encouraged. Urban agriculture includes gardens in backyards and interim use of vacant and underdeveloped parcels.
8. Designated agricultural lands shall be protected for agricultural uses through zoning for exclusive farm use or equivalent acceptable zoning and through application of other protective measures.
9. During the next *Metropolitan Plan* update, a study should be initiated to examine ways of buffering and protecting agricultural lands on the urban fringe from the effects of urban development. The study should also evaluate approaches to use in order to maintain physical separation between the Eugene-Springfield metropolitan area and smaller outlying communities.
10. Sand and gravel resource areas shall be protected from premature urban development in order to maintain existing and future sources of this important, nonrenewable resource in close proximity to the metropolitan market. The relationship between the demand for the resource and the amount of land planned and zoned for sand and gravel extraction and processing shall be closely monitored so as to ensure the future availability of aggregate material.
11. Local governments shall continue, through land use planning and special regulations, to control sand and gravel extraction and production in order to:
  - a. Minimize negative effects on surrounding land uses, on air and water quality, and on other natural resources.

- b. Require reclamation plans for extraction and processing areas which encourage reuse of such lands in a manner compatible with adjacent land uses, adopted plans, and in accordance with state law.
  - c. Allow other appropriate uses, such as agricultural production, timber production, parks, and other open space uses.
12. The plan diagram's intent is to include existing sand and gravel zoned areas in sand and gravel designation.
13. Lane County shall conduct studies to determine:
- a. The location, quality, and quantity of sand and gravel resources within the resource areas designated in the Technical Supplement.
  - b. Conduct reanalysis of the relationship between the demand for the resource and the land planned, zoned, and actually usable for extraction.

These studies should be conducted in cooperation with local sand and gravel industries.

14. Metropolitan goals relating to scenic quality, water quality, vegetation and wildlife, open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary.
15. The Oregon Forest Practices Act shall control commercial forest practices. When commercial forest uses are the primary or one of two or more primary uses identified on forest lands on *Metropolitan Plan* rural lands outside the urban growth boundary. When other policies of the *Plan* establish a greater importance for uses other than commercial forests, Lane County shall protect those other values by applying appropriate implementation measures.
16. Lane County shall support programs (state laws, for example) which benefit small woodlot management in rural areas.
17. In rural lands outside the urban growth boundary, forest lands designated in the *Metropolitan Plan* shall be protected for forest uses through zoning for forest use and through application of other protective measures. The values of forest lands shall not be destroyed or deteriorated by nonforest uses.
18. Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies, and restrict development in wetlands in order to protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas.

- c. Active participation in developing and implementing additional controls, as needed.
- 24. Local governments shall encourage changes to state and federal air quality regulations relating to development of fine particulate standards and related monitoring techniques.
- 25. When planning for and regulating development, local governments shall consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.
- 26. Eugene shall maintain and improve and Springfield shall adopt hillside development regulations.
- 27. Local governments shall encourage further study (by specialists) of endangered and threatened plant and wildlife species in the metropolitan area.
- 28. Local governments shall protect endangered and threatened plant and wildlife species, as recognized on a legally adopted statewide list, after notice and opportunity for public input.
- 29. Local governments shall work with owners of designated environmentally-sensitive areas to require that reasonable actions are taken to protect these lands, e.g., the heronry at the confluence of the Willamette and McKenzie Rivers and the site of the Aster Curtis in the Willow Creek Basin.
- 30. In the Willow Creek Wetlands, transfer of density may occur through the planned unit development process. This transfer would be from "natural resource" designated lands to undeveloped portions of tax lots and adjacent tax lots under common ownership, which are designated for low density residential use. This transfer may occur at overall densities within the range between those assumed in plan development and the maximum allowed plan densities.
- 31. Site review criteria shall be applied to large vacant parcels on Gillespie Butte to protect vegetation and scenic values to the maximum extent practicable.
- 32. Further studies are required for the Pudding Creek heronry and the Upper Russel Creek Drainage Basin potential natural areas.
- 33. Design of new street, highway, and transit facilities shall consider noise mitigation measures where appropriate.

34. Design and construction of new noise-sensitive development in the vicinity of existing and future streets and highways with potential to exceed general highway noise levels shall include consideration of mitigating measures, such as acoustical building modifications, noise barriers, and acoustical site planning. The application of these mitigating measures must be balanced with other design considerations and housing costs.
35. Local governments shall continue to monitor, to plan for, and to enforce applicable noise standards and shall cooperate in meeting applicable federal and state noise standards.
36. Newly-identified natural resources or sites shall be addressed in the following manner:
  - a. The jurisdiction within which the natural resource is located shall inventory the site, incorporating the use of experts, for specific location, quantity, and quality. Whenever feasible, this inventory should be done within 30 days. Constraints on access to private lands, availability of qualified experts, and the difficulty of identifying the suspected natural resource at certain times of the year may require an exception to the time frame.
  - b. Upon the completion of the preliminary inventory, the affected jurisdiction shall determine within ten days whether the identified natural resource is significant and adopt supporting findings. Significance will be determined on a case-by-case basis by the jurisdiction, according to whether the resource is on a federal, state, or local listing, and because of the uniqueness or scarcity of the resource locally. If necessary to protect the site, the local jurisdiction shall apply interim protection. The jurisdiction shall notify the other jurisdictions, MPC, and interested parties of the decision and any interim protection measures to be undertaken. This decision may be appealed in writing within ten days notification of the jurisdiction's decision to MPC. MPC shall consider the refinement of the inventory, the decision of the affected jurisdiction, and the written basis for appeal. The written appeal must include specific facts and reasons why the decision of the jurisdiction was inappropriate. MPC must reach a decision on significance within 40 days of receipt of an appeal.
  - c. If a natural resource is determined significant, in no later than six months the affected jurisdiction shall conduct a Goal 5 Environmental, Social, Economic, and Energy conflict resolution analysis and release a draft working paper with recommendations to MPC.
  - d. Staff will coordinate with affected property owners and interested parties throughout the process.

37. Prior to the completion of the next *Plan Update*, the air, water, and land resource quality of the metropolitan area will be reassessed.
38. A metropolitan-wide inventory of noise sources and complaints shall be addressed during each *Plan Update* and Periodic Review process.
39. Prior to the completion of the next *Plan Update*, the Goodpasture Island Great Blue Heronry shall be inventoried and assessed for its significance as a Goal 5 resource. A Goal 5 ESEE analysis shall be conducted, if required.
40. These policies apply to the Pudding Creek Heronry and Confluence Heronry on the Willamette River.
  - a. For the Pudding Creek Heronry:
    - (1) *Sand and Gravel Operations Management Plan* for the Heronry shall be filed with Lane County, requiring a vegetative, natural resource buffer and a 1000-foot operational buffer.
    - (2) The vegetative, natural resource buffer area is comprised of the existing vegetated area surrounding the heronry, bounded on the east by the BPA easement, on the south by the old haul road, and on the north and west by the Willamette River. Within this area, no recreational uses shall be allowed, and existing vegetation shall not be purposely removed.
    - (3) The 1000-foot operational buffer area shall extend outward 1000 feet from the outermost nesting tree, stopping to the north at the Willamette River. Between February 1 and July 15, operational restrictions shall be in effect within this area. These restrictions shall include: no tree felling, no aggregate extraction, and no operation of any mechanical equipment or motorized vehicle for the purpose of recreational use or for farm or forest activities. Additionally, excavation, or any preparation for excavation, within this area shall not occur until after 1990.
    - (4) Personnel from the Oregon Department of Fish and Wildlife (ODFW) shall monitor the heronry annually during the months of February through July to verify nesting activity of the heronry. Should the ODFW verify that fledging is completed prior to the July 15 date stated above, restrictions applicable to the operations buffer shall be lifted.
    - (5) If the heronry is abandoned, the *Sand and Gravel Operations Management Plan* shall continue for three consecutive years. The three-

year period shall begin during the first breeding season when it is determined by the ODFW that the heronry has been abandoned. Upon initial verification by the ODFW that the heronry has been abandoned, Eugene, Springfield, Lane County, and the ODFW shall immediately begin a cooperative process to determine whether the abandoned heronry continues to represent a significant heron habitat. If it is determined that the abandoned heronry still represents a significant habitat, then protection of the heron habitat through land exchange, purchase, or plan amendment should be substantially completed within the consecutive three-year period which began with abandonment verification. If the heron habitat is determined not to represent significant heron habitat necessary for protection, the *Operations Management Plan* shall lapse after three years. In the event that the heronry is reoccupied within this three-year period, the *Sand and Gravel Operations Management Plan* shall continue, and in the event that initial verification of the ODFW is received that the heronry has again been abandoned, the three-year period of assessment shall start anew.

- (6) Lane County, Eugene, and Springfield shall continue to support the Oregon State Parks Division, the State Land Board, and the ODFW in pursuing long-term protection of the heronry. A land exchange has been identified as the preferred option to provide long-term protection of the heronry. Progress toward providing long-term protection of the heronry through land exchange shall be closely monitored during plan updates.

b. For the Confluence Island Heronry:

- (1) The heronry shall be protected by a *Natural Resource Plan* Diagram designation and zoning and the restrictions identified below.
- (2) The operational buffer shall extend 1000 feet from the southerly nesting tree. Operational restrictions shall be in effect for the area contained within the 1000-foot buffer between February 1 and July 15. These restrictions shall include: no tree felling, no aggregate extraction, and no operation of any mechanized equipment or motorized vehicle for recreation use or for the purpose of farm and forest activities. Upon on-site verification from the ODFW that fledging is completed, the period of operational restrictions may be shortened.
- (3) Permits from the State and County are an appropriate mechanism for addressing details of sand and gravel operations. Specifically, flood hazard concerns and associated erosion potential will have to be addressed.

- (4) Protection of riparian habitat on the periphery of the island shall be achieved by maintaining an adequate Willamette River Greenway vegetative fringe in order to address erosion, scenic, and wildlife habitat concerns.
  - (5) Park use on the island should be discouraged by the State.
  - (6) Controls on sand and gravel extraction should be developed between the operator and the ODFW through the mining permit procedures in order to protect the heronry resource.
  - (7) Property owners and the State shall be encouraged to exchange land to place the Confluence Island Heronry and buffer in perpetual ownership by the public. The State may then protect and manage the heronry resource with compensation to the property owners.
- c. Lane County, Eugene, and Springfield shall pursue the development of a master plan for the Howard Buford Recreation Area, including lands between the park and the Middle Fork of the Willamette River. This master plan shall be completed within three years.
41. In addition to any of the above policies, these policies apply to forest lands within the jurisdictional boundaries of the *Eugene-Springfield Metropolitan Area General Plan* but outside the urban growth boundary:
- a. Conserve forest lands for the multiple forest uses of commercial timber management; watershed protection; wildlife, fisheries, and livestock habitat; and recreation, as per Goal 4.
  - b. Forest lands will be segregated into two categories, Nonimpacted and Impacted, and these categories shall be defined and mapped by the general characteristics specified in the Nonimpacted and Impacted Forest Land Zones General Characteristics.
  - c. On Nonimpacted Forest Lands or lands adjacent to Nonimpacted Forest Lands, limit nonforest uses.
  - d. On Impacted Forest Lands, limit nonforest uses.
  - e. Prohibit residences on Nonimpacted Forest Lands except for the maintenance or replacement of existing residences or except for a residence on a lot of record. A lot of record shall be defined consistently with Sections 9 to 12, Chapter 884, Oregon Laws 1983.

- f. Residences shall be conditionally permitted on Impacted Forest Lands if they are necessary and accessory to farm or forest uses, or if they are in conjunction with the propagation or harvesting of a forest product on a tract managed as part of a wood lot meeting the acreage minimum standards of forest policy 1 below, or if they are on a legal lot and if impacts upon adjacent and/or nearby farm and forest lands are limited.
- g. Regard nonforest uses within or adjacent to forest lands as being subject to any normal and accepted forest practices in the locality.
- h. Require that nonforest uses other than a residence on Nonimpacted Forest Lands be compatible with forest uses, practices, and operations on adjacent and nearby forest lands; and that there be provided valid reasons why the use should be sited on Nonimpacted Forest Land or evidence that the proposed site is on land generally unsuitable for forest uses.
- i. Require that nonforest uses on Impacted Forest Lands be compatible with farm/forest uses, operations, and practices on adjacent and nearby farm and/or forest lands.
- j. Parcel sizes for Nonimpacted Forest Land must conserve forest land for Nonimpacted forest uses and be consistent with the Nonimpacted Forest Land Zone General Characteristics.
- k. The following division standards are consistent with and will implement this policy:
  - (1) Forty-acre (1/4-1/4 section) minimum lot size for purpose of land division.
  - (2) Deviation from the 40-acre minimum lot size may be conditionally allowed if the land division is for the purpose of separating an existing residence from the adjoining forest land, if the parcel containing the residence is limited to the least amount of area possible so as to maximize forest uses on the adjacent forest land.
  - (3) Lot line adjustments for purposes other than the creation of an additional lot are permitted.
- l. Area requirements for Impacted Forest Land must be adequate to conserve forest land for impacted farm and forest uses and be consistent with the following criteria.

- (1) Except as provided in subsection (2) below, for the creation of a wood lot for the purpose of the propagation or harvesting of a forest product, the minimum area shall be at least 20 acres, and that which is consistent with the Douglas fir cubic foot site indexes and minimum area computations promulgated by the Oregon Department of Forestry and specified below, and additional area to accommodate a homesite, access and fire breaks, and a logical parcel layout and use of the parcel. There shall be presented for each application sufficient factual documentation to verify that each proposed tract meets the above requirements.

<u>Cubic Foot Site Class</u>	<u>Potential Yield Cu Ft/Acre/Year</u>	<u>Acreage Minimum</u>
6	20-49-cf/ac	64
5	40-84-cf-ac	43
4	85-119-cf/ac	34
3	120-164-cf/ac	24
2	165-224-cf/ac	17

- (2) To substantially limit any adverse impacts upon commercial forest management which might result from land divisions and subsequent residential development (accessory and necessary to commercial forest management), a minimum area of 80 acres shall be required for the division of large forest tracts:
- (a) Zoned F-2
  - (b) Containing at least 160 acres
  - (c) For the creation of lots or parcels adjacent to F-1, RCP-zoned lands
- (3) Deviation from the standard specified in subsections 1(1) and 1(2), above, for a 40-acre parcel on impacted forest land to be used for farm use may be allowed. Proposed residences for such parcels shall be accessory to commercial farm use and shall be allowed only if consistent with accessory dwelling standards in the EFU zone.
- (4) Deviation from the standard specified in subsections 1(1) and 1(2), above, of the impacted forest land for the creation of a parcel not smaller than 20 acres may be allowed when at least 19 acres of the parcel being created are currently managed or planned to be managed by a farm management plan for a farm operation consisting of one or more of the following: berries, grapes, or horticultural specialties. A temporary manufactured dwelling which is accessory to the farm management may be conditionally located upon the farm parcel for a reasonable length of time to allow for substantial implementation of the farm management plan. Upon evidence that the farm management plan has been substantially implemented, the manufactured dwelling may be allowed on a permanent basis or may be converted to a permanent dwelling.

- (5) Lot line adjustments consistent with the definition of "divide" in Lane County 16.090 are permissible.
  - (6) Land divisions for nonfarm or nonforest dwellings are per EFU standards.
- m. Encourage the consolidation of forest land ownership in order to form larger, more viable forest resource units.
  - n. Encourage the conversion of underproductive forest lands through silvicultural practices and reforestation efforts.
  - o. Minimum parcel sizes and land division standards for Impacted Forest Lands should be the subject of additional study in future *Plan* revisions and updates.
  - p. Lands designated within the *Metropolitan Area General Plan* as forest land shall be zoned Nonimpacted Forest Lands (F-1, RCP) or Impacted Forest Lands (F-2, RCP). A decision to apply one of the above zones or both of the above zones in a split zone fashion will be based upon a conclusion that characteristics of the land correspond more closely to the characteristics of the proposed zoning than the characteristics of the other forest zone. The zoning characteristics referred to are specified below in subsections (1) and (2). This conclusion shall be supported by a statement of reasons explaining why the facts support the conclusion.
- (1) Nonimpacted Forest Land Zone (F-1, RCP) Characteristics:
    - (a) predominantly ownerships not developed by residences or nonforest uses.
    - (b) Predominantly contiguous ownerships of 80 acres or larger in size.
    - (c) Predominantly ownerships contiguous to other lands utilized for commercial forest or commercial farm uses.
    - (d) Accessed by arterial roads or roads intended primarily for forest management.
    - (e) Primarily under commercial forest management.
  - (2) Impacted Forest Land Zone (F-2, RCP) Characteristics:
    - (a) Predominantly ownerships developed by residences or nonforest uses.
    - (b) Predominantly ownerships 80 acres or less in size.

- (c) Ownerships generally contiguous to tracts containing less than 80 acres and residences and/or adjacent to developed or committed areas for which an exception has been taken in the *Metropolitan Area General Plan* or *Rural Comprehensive Plan*.
- (d) Provided with a level of public facilities and services, and roads intended primarily for direct services to rural residences.

#### **D. Willamette River Greenway, River Corridors, and Waterway Element**

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

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

The goal requires Eugene, Springfield, and Lane County to adopt Greenway boundaries, to specify uses permitted within those boundaries, and indicate areas of potential acquisition along the Greenway. In making these determinations, local jurisdictions must gather information and inventory the nature and extent of all natural resources associated with the Willamette River Greenway. Local jurisdictions are also mandated to adopt provisions, by ordinance, requiring a compatibility review permit for any intensification, change of use, or development within Greenway boundaries. The cities of Eugene and Springfield have received final Greenway boundary approval by the Land Conservation and Development Commission for that portion of the Greenway located within their city limits. Lane County has adopted interim Greenway boundaries that will be in effect until final Greenway boundary adoption.

Eugene received LCDC acknowledgment of compliance with Goal 15 on February 11, 1977. Springfield and Lane County are both undertaking the work required to comply with Goal 15, which is scheduled to be completed by July 1980.

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

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

This is evidenced by much of the existing industrial development along the Willamette River in the Glenwood area. Finally, in rural agricultural areas, isolated access points can

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

Due to the metropolitan scale and general nature of this *Plan*, it is not possible to accurately depict the Greenway boundary, to show all allowed uses within the boundary in a completely site-specific fashion or to show areas of future public acquisition. The Greenway boundaries, as adopted by the three jurisdictions, are shown in a form as accurate as possible on the auxiliary map accompanying the *Plan* diagram. Specific boundary designations, future acquisition areas, and uses allowed within the Greenway remain the primary responsibility of the local jurisdictions. This element, however, provides the basis for a coordinated effort by Eugene, Springfield, and Lane County.

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

### **Findings**

1. The Willamette and McKenzie Rivers are recognized as valuable natural assets to the entire community.
2. In addition to the Willamette and McKenzie Rivers, a number of waterways are important environmental features in the metropolitan area. These include, for example, the Springfield Millrace, Amazon Creek, Fern Ridge Reservoir, and the Eugene Millrace.
3. Recently, the community has begun to realize the potential of inland waterway corridors to contribute to the livability of the area.
4. In addition to its significance to agriculture, flood control, and fish and wildlife, Fern Ridge Reservoir continues to grow in importance as a recreational water facility.
5. Statewide Planning Goal 15, Willamette River Greenway, mandates local governments to establish the Greenway boundaries, allowed uses within the Greenway and potential acquisition areas.
6. Eugene and Springfield have received final Greenway boundary approval by the Land Conservation and Development Commission.

7. The City of Eugene received Land Conservation and Development Commission acknowledgment of compliance with Statewide Planning Goal 15 on February 11, 1977. Lane County and Springfield are both undertaking the work to comply with Goal 15.
8. Compatibility Review Permits are required by Eugene, Springfield, and Lane County for any intensification, change of use, or new development within the Greenway boundaries.
9. Local jurisdictions retain the primary responsibility for implementation of the Willamette River Greenway goal.
10. The metropolitan area's river and waterway corridors require protection to maintain and enhance natural, scenic, environmental, and economic qualities of these waterways.
11. The three jurisdictions have cooperatively developed a public park system and bicycle-pedestrian trails along the Willamette River Greenway.
12. Residential and commercial development along the Willamette River Greenway provides greater opportunity for public access and enjoyment of the river area than does industrial development.
13. Rural agricultural areas along river and waterway corridors can be damaged by isolated public access points because of vandalism and/or trespass on private lands.
14. Experience in other communities indicates that carefully planned and designed residential and commercial development at designated locations along inland water corridors can be compatible with adjacent areas and the corridors themselves.
15. The current unpleasant and unsightly condition of many inland waterway systems results from neglect and uncoordinated waterway planning.

### **Goal**

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

### **Objectives**

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

2. Ensure that development occurring within river and waterway corridors provides protection of these valuable natural assets.
3. Encourage, where appropriate and in keeping with Greenway goals, development that respects the quality of rivers and waterways and provides a variety of opportunities for enjoyment of those resources by the public.
4. Encourage coordinated water planning and the development of the area's waterways, where appropriate, as part of the area's open space and park system.

### **Policies**

1. Periodically, local governments shall review Greenway boundaries, uses, and potential acquisition areas to ensure continued compliance with state and local Greenway goals.
2. Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting nonautomobile transportation; opportunities for residential development; adjoining uses; and other compatible uses.
3. Eugene, Springfield, and Lane County shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors.
4. Lane County, Springfield, and Eugene shall continue to participate in efforts to determine the feasibility of an urban canal that would connect Eugene's historic Millrace to Amazon Creek. Likewise, Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.
5. New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.
6. New industrial development that locates along the Willamette and McKenzie Rivers shall enhance natural, scenic, and environmental qualities.
7. Potential public access points in rural agricultural areas shall be carefully reviewed to ensure preservation of the Willamette River Greenway environment, with special emphasis on problems of vandalism and trespass.

8. Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas, residential areas, and commercial areas.
9. The specific use management considerations and requirements of statewide Goal 15, "Willamette River Greenway," shall be applied, where they are not specifically addressed in policy or land use designations elsewhere in this *Plan*, in local refinement plans and local implementing ordinances.
10. Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.
11. Eugene and Springfield shall continue to use the conditional use permit system to address the setback and vegetative fringe requirements of statewide Planning Goal 15. Lane County shall address the setback and vegetative fringe requirements of Goal 15 in its Greenway implementing ordinance.
12. Aggregate extraction may be permitted when compatible with purposes of statewide Planning Goal 15. Local governments shall continue, through land use planning and special regulations, to control aggregate extraction to minimize adverse effects of extraction on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, scenic quality, noise, and safety.
13. The taking of an exception shall be required if a non-water-dependent transportation facility requires placing of fill within the Willamette River Greenway setback.

## **E. Environmental Design Element**

The Environmental Design Element is concerned with that broad process which molds the various components of the urban area into a distinctive, livable form that promotes a high quality of life.

The *Metropolitan General Plan* must go beyond making the urban area more efficient and better organized to also ensure that the area is a pleasant, attractive, and desirable place for people to live, work, and play. The Environmental Design Element is concerned with how people perceive and interact with their surroundings. Perceptions of livability greatly differ between individuals, so generalizations concerning this element need to be carefully drawn. Many different indicators of livability have been identified, such as the numbers of local educational, medical, and recreational facilities, and natural environmental conditions. Not all these indicators are directly concerned with environmental design, showing that the concept of livability is influenced by all elements of the *Metropolitan General Plan*. This element focuses on some of the features of the natural and built environment that affect the quality of life.

The metropolitan area is changing in ways that are far-reaching and diverse. Decisions which concern change have an effect on the form of the area. If we are to maintain a livable urban environment and realize the full potential of our desirable and distinctive qualities, daily decisions that concern change must be guided by environmental design principles, such as site planning, in combination with other planning policies.

Based on concerns related to energy conservation, environmental preservation, transportation, and other issues, increased density is desirable. This increases the need for effective, detailed environmental design in order to ensure a high quality of life and a high degree of livability in an increasingly dense urban environment.

This area is noted for the high degree of livability enjoyed by its residents. Environmental design is a process that helps to maintain and enhance these positive attributes.

### **Findings**

1. Present and continued emphasis on compact growth increases the need for attention to detailed, specific environmental design components, such as site planning and landscaping of development.
2. Decisions are constantly being made which affect the form and design of the metropolitan area.
3. The location and design of public and private facilities play an important role in giving distinctive identity and character to an area. For example, an area's character may be developed through association with a particular park, a land form, a public

building, an area of older homes, vegetation, or a distinctive type of subdivision design.

4. Natural land features, waterways, and native vegetation provide distinctive and easily identifiable components to the metropolitan area environment.
5. The metropolitan area presently offers a variety of naturally distinctive topographic features, waterways, and vegetation that are both visually and personally accessible to residents.
6. Ridgelines and water areas provide the greatest concentration of scenic sites in the metropolitan area.
7. Landscaping with trees and other vegetation provides a pleasant, distinctive, and permanent atmosphere for the metropolitan area.
8. The use of buffer strips and other design features can minimize the negative environmental impact of certain uses, such as roadways and parking areas, while protecting adjacent land uses.
9. Local residents are concerned about the livability and aesthetic quality of residential development that changes the character of their neighborhoods.
10. Compatibility, visual quality, and safety are important elements to preserve and promote in mixed-use area.

### **Goals**

1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.
2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.
3. Create and preserve desirable and distinctive qualities in local and neighborhood areas.

### **Objectives**

1. Provide the facilities and services needed to maintain our quality of life. Examples include educational, housing, medical, public transportation, and recreational facilities.
2. Encourage a greater diversity of living experiences and environments.

3. Establish or maintain a sense of identity and character for local and neighborhood areas.
4. Shape development to suit natural conditions as much as possible.
5. Enhance views and public use of river corridors, drainageways, and prominent topographic features, such as ridgelines and buttes, within the jurisdiction of the *Metropolitan Plan*, when consistent with other planning policies.
6. Coordinate development to achieve compatibility in mixed-use areas (with and without refinement plans) through the adoption and administration of design standards.

### **Policies**

1. In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.
2. Natural vegetation, natural water features, and drainageways shall be protected and retained to the maximum extent practicable, considering the economic, social, environmental, and energy consequences in the design and construction of urban developments. Landscaping shall be utilized to enhance distinctive natural features.
3. The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the urban growth boundary.
4. Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.
5. Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.
6. Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to, safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high- and medium-density residential development locating adjacent to low density residential).
7. The development of urban design elements as part of local and refinement plans shall be encouraged.

8. Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.
9. Refinement Plans shall be developed to address compatibility of land uses, safety, crime prevention, and visual impact along arterial and collector streets, within mixed-use areas. During the interim period before the adoption of a refinement plan, these considerations shall be addressed by cities in approving land use applications in mixed use areas by requiring conditions of approval where necessary.

## F. Transportation Element

The Transportation Element deals with surface and air transportation in the metropolitan area. The emphasis of the Transportation Element is on the relationship between land use and transportation. These relationships are, in part, responsible for meeting community goals related to increasing urban public transit ridership; reducing reliance on the automobile; substituting automobile trips to other modes, such as pedestrian and bicycle; and reducing energy consumption related to use of the automobile.

The *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* forms the basis for the surface transportation part of this element in describing future needs for people and goods movement. Projections of increased population and employment were translated into trips through the transportation planning process. This forecasted demand and other considerations, such as safety, served as the rationale for the policies, facilities, and services contained in the *TransPlan*. The *TransPlan* also outlines specific transportation goals, objectives, and policies necessary to meet metropolitan transportation needs for a population of 293,700.

*TransPlan* contains a metropolitan-scale bicycle element which replaces the 1975 *Eugene-Springfield Metropolitan Bikeway Master Plan*.

The air transportation portions of this element are based on the *Mahlon Sweet Field Master Plan*. The emphasis of the air transportation policies contained in this element is directed toward the land use issues of the airport environs.

### Findings

1. When compared to scattered urban growth, the compact urban growth form increases opportunities to reduce intraurban trip lengths, to reduce transportation energy consumption, and to promote trips by means other than the automobile.
2. The current arrangement of land uses is most conducive to travel by automobile.
3. Transportation is an important determinant in the spatial arrangement of the metropolitan area. Land use is an important factor influencing the tripmaking behavior of the population.
4. The automobile is the primary form of transportation used in the metropolitan area.
5. Streets and highways are the primary facilities providing for the intraurban movement of people and goods within the metropolitan area.
6. The role of urban public transit in meeting trip needs has increased within the metropolitan area since 1970. In 1971, Lane Transit District buses carried 2,260 passengers on a weekday; and in 1977, ridership had increased to 11,100 passengers

(1.2 percent of all metropolitan trips). In 1980, LTD ridership reached a peak of 14,600 passengers on a weekday. By 1984, LTD buses carried 11,200 passengers on an average weekday (1.1 percent of all metropolitan trips). During the period between 1971 and 1977, the LTD budget increased from \$552,000 to approximately \$5,054,000. By 1983, LTD's annual non-capital budget was approximately \$6,000,000.

7. In July 1979, there were nearly 100 miles of bikeways in the metropolitan area. Nevertheless, while some locations are adequately served by bicycle and pedestrian facilities, others are not.
8. Urban public transit, as opposed to rural public transit, is characterized by lower fares, a higher frequency of service, and a more dense routing pattern.
9. The bicycle network is not yet completely interconnected, which inhibits use of that system.
10. Some areas have inadequate sidewalks which inhibit pedestrian movement within neighborhoods and restrict access to the transit system.
11. The future availability of fuel for transportation uses is uncertain and subject to national and international influences.
12. A number of the policies contained in the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* are directed toward increasing the efficiency of existing transportation systems.
13. The transportation needs of the transportation disadvantaged population are unmet by the services provided by any one particular mode. The transportation disadvantaged are persons who, because of age, income, location, physical or mental disability, or other reasons, are limited in obtaining their travel needs.
14. Location and growth in population in rural areas and satellite communities outside the metropolitan area have an impact upon transportation facilities and services within the metropolitan area.
15. Local bikeway plans have been adopted which outline the future needs of the metropolitan area. Metropolitan bikeway needs are contained in *TransPlan*.
16. Lane County has identified priority pedestrian facility needs for the unincorporated portions of the metropolitan area. The City of Eugene has adopted pedestrian recommendations for the city.
17. Current levels of local, state, and federal funding are inadequate to meet the surface transportation needs forecasted for the future population of 293,700.

18. *TransPlan* meets all the State public facility planning requirements with the exception of a general condition assessment which is contained in the *Public Facilities Plan Technical Report*.
19. Mahlon Sweet Field is the major airport providing commercial passenger, cargo, mail, and general aviation services to the metropolitan area. This airport also provides major services to Lane County residents outside the metropolitan area.
20. Some of the general (private) aviation needs of metropolitan residents are met by smaller airfields (Creswell, Cottage Grove, Coburg, Crow-Mag, Daniels, and Walker) within driving distance of the metropolitan area.
21. The *Mahlon Sweet Field Master Plan* contains recommendations for future improvements in the facilities and services at Mahlon Sweet Field.
22. Mahlon Sweet Field represents a major public investment in terms of the replacement value of the airport facilities land and improvement value of approximately \$30 million in January 1980. The airport also contributes substantially to the economy of the metropolitan area.
23. In addition to the *General Plan* and the *Mahlon Sweet Field Master Plan*, *Lane County's General Plan* affects the land uses within the airport environs (within approximately five miles of the airport proper).
24. Land uses in the vicinity of Mahlon Sweet Field would be rural if the airport did not influence land use decisions.
25. Mahlon Sweet Field is essentially a self-contained facility in terms of urban services, such as water, police and fire protection, and sewer.
26. With the exception of the airport proper and those portions of the City of Eugene that are within the airport environs, the airport environs are not served by an urban level of services.
27. There are adequate commercial and industrial lands within the urban service area (within short travel time) and on airport property to serve the locational requirements of most airport-related development.
28. Rail routes link the Eugene-Springfield metropolitan area to a network of coastal and western trade. Southern Pacific, operating the largest switching yard in the northwest, and Burlington Northern services the area for movement of freight. Amtrak provides passenger service.

## **Goals**

1. Provide for a more balanced transportation system to give mobility to all segments of the community.
2. Serve the existing and future arrangement of land uses with efficient, safe, convenient, and economic transportation systems for the movement of people and goods.

## **Objectives**

1. Maximize the benefits and minimize the direct and indirect negative effects of transportation upon the social, economic, and natural environment.
2. Improve the service (comfort, convenience, travel time, etc.) of the existing and planned urban public transit system to better meet the personal trip needs of the community.
3. Maximize the efficiency and safety of existing transportation facilities and services for the movement of people and goods.
4. Promote the use of alternative modes such as bicycle, pedestrian, and paratransit to meet some of the trip needs of metropolitan residents.
5. Improve the efficiency of energy use resulting from transportation demands.
6. Provide transportation opportunities for the transportation disadvantaged.
7. Improve the interface of local transportation systems with public and private intercity transportation systems. An example would include the placement of a downtown Eugene urban public transit transfer station in close proximity to intercity rail and bus stations.
8. Promote land use arrangements which will optimize use of existing and planned transportation facilities and services and will allow for choice in using alternative transportation modes.
9. Reflect changes in conditions, community needs, and technologies appropriate for this community when developing transportation alternatives through future studies and updates of existing plans.
10. Provide for the present and future needs of commercial and general aviation and the land and facilities necessary to meet those needs.

11. Protect the public investment at Mahlon Sweet Field by not permitting noncompatible development or development having noncompatible operational characteristics within the airport environs.
12. Minimize airport-related impacts on the population by controlling development within the airport environs.

### **Policies**

1. The goals, objectives, policies, facilities, and services contained in the adopted *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* shall serve as the basis for guiding surface transportation improvements in the metropolitan area. *TransPlan* is adopted as public policy by reference in this *Plan*, but specifically excluded as public policy are the following: phasing, cost estimates, and project justification contained in the project lists and the Financial Section (IX). Those parts of *TransPlan* are informational only and are not adopted as policy in *TransPlan* or by reference in this *Plan*.
2. The following recommendations are, from a transportation standpoint, geared toward reducing transportation energy demand and improving opportunities for using alternative modes, such as urban public transit, bicycle, pedestrian, and paratransit. These recommendations stress the need to increase residential densities and to locate places of employment and residences in proximity to one another.
  - a. Growth of downtown Eugene and Springfield as commercial, residential, civic, and employment centers shall be encouraged.
  - b. Medium- and high-density residential development shall be encouraged within one mile of downtown Eugene and Springfield.
  - c. Medium- and high-density residential development shall be encouraged within one-half mile of transit transfer stations.
  - d. Existing employment centers shall be encouraged to grow and diversify by allowing and concentrating new commercial, governmental, and light industrial uses, where appropriate, in those centers.
  - e. Medium- and high-density residential development shall be encouraged within one-half mile of existing and future employment centers. Where appropriate, such centers shall include urban public transit transfer stations.
  - f. Development and redevelopment shall be encouraged in designated areas which are relatively well served by the existing or planned urban public transit system.

- g. An active program to develop pedestrian pathways; e.g., sidewalks shall be encouraged, especially in proximity to major activity centers or in conjunction with other modes of travel.
3. Local governments and the Lane Transit District shall cooperate in the timely identification and acquisition of transit stations in newly developed areas.
4. Encourage the development of auto-free urban areas and transportation corridors.
5. New developments shall include consideration of improvements which would accommodate urban public transit and other alternative modes.
6. Because it is recognized that the *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)* is a component of this *Metropolitan Area General Plan*, *TransPlan* should be evaluated and revised, if necessary, to maintain consistency and assure transportation facilities are available to serve land uses included in the *Metropolitan Area General Plan*.
7. The special needs of the transportation disadvantaged shall be considered when developing and implementing transportation improvements.
8. The *Mahlon Sweet Field Master Plan* shall serve as the guide for improvements of facilities and services at the airport.
9. Mahlon Sweet Field shall be served with the necessary urban services required to operate the airport as an urban facility.
10. Development within the airport environs but outside the airport proper and outside the urban service area shall not be provided urban services.
11. Airport-related commercial and industrial development shall be accommodated on airport-owned property or on privately-owned industrial or commercial property designated within the urban growth boundary.
12. The portion of the airport environs outside the influence of the *Metropolitan Area General Plan* shall be protected through enforcement of the *Lane County General Plan*, formerly the *Willamette-Long Tom Subarea Plan*, and the ordinances and regulations supporting that *Plan*. The airport environs within the influence of this *General Plan* shall be protected through the enforcement of the ordinances and regulations which support this *General Plan*.
13. Local governments shall control developments within the airport environs in order to minimize airport impacts upon the population and to ensure that development does not interfere with the air space needs of the airport (including airport safety zoning, etc.).

14. Land in the airport environs and in the urban growth boundary shall be protected from premature development in order to preserve it for legitimate airport-related development which cannot be located elsewhere within the urban growth boundary.
15. The City of Eugene and Lane County shall maintain up-to-date airport safety ordinances which regulate the height of structures, electromagnetic and/or visual interference with aircraft, and other hazards to airport safety.
16. The City of Eugene should purchase privately owned land which: (a) is necessary for airport improvement or (b) would otherwise have no reasonable use for the owner because of controls placed on the land necessary to protect the airport and its operations for purposes of public safety. (Note: Agricultural operations would be considered a reasonable use of the property.)
17. If expansion of the urban growth boundary is contemplated, all other options should be considered and eliminated before consideration of expanding the urban growth boundary in the area west of Highway 99 and north of Royal Avenue.



## **G. Public Utilities, Services, and Facilities Element**

This element considers the provision of water, sewers, power, education, public safety, and other programs the Eugene-Springfield metropolitan area needs to function properly. For the most part, these utilities, services, and facilities are provided or supervised by public or quasi-public agencies, but they can also include other necessary community services of a private nature, such as churches, private schools, and hospitals. In rural areas, users of facilities and services are widespread, often leading to an inadequate revenue base to support a higher level of service. Outside the urban growth boundary, little or no development is expected to occur as compared to areas within the urban growth boundary.

As the metropolitan area grows in population and area, the demand for these services will increase substantially, requiring careful and coordinated planning and management. The public's investment in and scheduling of these public facilities and programs should be viewed as one of the major means of implementing the *General Plan*.

The urban service area concept discussed in Chapter II, "Fundamental Principles," is an important part of this element. It is intended that development in the metropolitan area will require at least the minimum level of key urban service at the time development is completed. It is further intended that concerted efforts will be made to ultimately provide the full range of key urban service to these areas.\* This element is also intended to provide the public and private sectors with policies for developmental and program decision making regarding urban services. For example, development should be coordinated with the planning, financing, and construction of key urban services. This will result in public and private financial savings and efficient use of utilities, services, and facilities.

Key urban services are provided in the metropolitan area by a number of governmental agencies, service districts, public and quasi-public utilities and cooperative agreements. Lane County is responsible for a number of key urban services in the metropolitan area that are also provided countywide. These include health and social services, solid waste management, tax collection, and the courts system. Eugene and Springfield provide key urban services to the cities, such as libraries, fire protection, improved streets, police protection, emergency medical services, and storm sewers. Public and quasi-public utilities provide other key urban services, such as water and telephone. Special service districts are also responsible, in some cases, for such services as water and for others, such as schools and bus service. Finally, under cooperatively established agreements between Lane County, Eugene, and Springfield, other key urban services are provided. An example of this is the County Service District, which is administered by the Metropolitan Wastewater Management Commission. It is important to recognize the responsibility, function, and extent of these different providers of key urban services and to provide guidelines for the proper operation, improvement, and expansion of key urban services in line with the compact urban growth form and urban service area concept of the *General Plan*.

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\* See Policies 7 and 8 on Page II-B-5.

In planning for provision of key urban services, it is useful to keep in mind the distinction between the "current urban service area," where a minimum level of urban services is available or will be within the near future, and the "projected urban service area," which is the estimated area within which services will be needed to provide for development needs over the long term. It is necessary to provide key urban services in a sequential manner that recognizes the difference between the current and projected urban service areas.

In planning and programming for public utilities, services, and facilities, present and near future needs of the metropolitan area should be met in a coordinated manner, recognizing the long-term, ultimate needs and service area. This metropolitan-wide cooperation is reflected in the State-mandated *Public Facilities Plan*. Major public facilities from the *Public Facilities Plan* are incorporated as *Plan* policy in Appendix A. Generally, construction of projects is based upon the phasing portion of the *Public Facilities Plan*, but actual decisions on timing and financing are controlled solely by the capital improvements programming and budget processes of individual jurisdictions.

Amendments to either the project lists or maps in Appendix A are amendments to this *Plan* and require simultaneous amendments to this *Plan* and to affected functional plans. Changes to the phasing, cost estimates, and project justification will be made from time to time in conjunction with the semiannual amendment and update processes; those changes can be made through the budgeting and capital improvement processes, and do not necessitate amendments to *TransPlan* or the *Metropolitan Plan*. Because the *Public Facilities Plan Technical Report* is a background document and all public policy aspects are incorporated directly into the *Metropolitan Plan*, changes to the *Public Facilities Plan Technical Report* can occur at a later time during semi-annual amendment and update processes.

### **Findings**

1. Urban expansion accomplished through in-filling within and adjacent to existing development inside the current urban service area and in an orderly, unscattered fashion permits new development to utilize existing utilities, services, and facilities or those which can be easily extended, thus minimizing the public cost of premature service extension.
2. Urban services are provided to the metropolitan area by Eugene, Springfield, Lane County, public and quasi-public utilities, special service districts, and by joint cooperative agreements.
3. In a few instances there is overlap in public services, utilities, and facilities, or illogical service boundaries, that prevents the most economical distribution of those utilities, services, and facilities.
4. Portions of the urban area lack certain key urban services.

5. The cost of providing even basic key services, utilities, and facilities to existing and future development in the metropolitan area is significant.
6. The *Sewage Master Plan* has been replaced by the Metropolitan Wastewater Management Program and the adopted *Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan)*. The *Water Master Plan* was never adopted on a metropolitan-wide basis, even though the water utilities use it as a basic planning resource.
7. When key urban services, such as water, are provided to areas outside the projected urban service area, increased pressure for urban development in rural areas occurs.
8. The population projections in the *Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan)* are compatible with those for the metropolitan area.
9. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans, and continuing housing and parking problems.
10. Due to the increase of childbearing persons as a percent of the total population and the leveling off from a downward trend of fertility rates, overall metropolitan school enrollments are projected to increase both in terms of total number and in the rate of growth through the rest of this century. However, projected school enrollment increases will not be evenly distributed among the three metropolitan school districts. The Eugene district will probably continue to decline into the early 1980's before beginning to increase; Springfield, Bethel, and private schools will likely follow the overall metropolitan trend.
11. Growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, which cause a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity, while some central city schools are under capacity.
12. Adjustments to attendance area boundaries, double shifting, additions to existing facilities, use of portable classrooms, and busing are being used by metropolitan area school districts to maximize the use of present facilities and delay new school construction.
13. Elementary and community schools represent important features to residential neighborhoods, and a lack of such facilities can reduce the livability of an area in terms of neighborhood needs.

14. Residents of central city neighborhoods have identified the presence of elementary and community school facilities as important contributors to the stability of their neighborhoods and to the ability of neighborhoods to attract a range of families and households, including families with school age children.
15. There are no significant increases anticipated in either the overall enrollment or work force at the University of Oregon. New facilities are planned to meet the needs of the various departments and not to create additional capacity.
16. Lane Community College plans no new facilities on the main campus beyond those included in the *School Master Plan*. Increased enrollment will be accommodated through expansion of off-campus programs.
17. Within rural areas, land uses consist of: 1) those which are primarily intended for resource management, and 2) those where development has occurred and are committed to rural development as established through the exceptions process.
18. State law requires development of a *Public Facilities Plan* to coordinate implementation of planned water, sanitary sewer, storm sewer and transportation projects.

### **Goal**

Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.

### **Objectives**

1. Furnish guidelines for public facility programming and decision making that will result in lower public and private expenditures.
2. Provide public utilities, services, and facilities to serve existing development and closely coordinate them with the land use elements of the *General Plan* as a means of encouraging orderly and sequential growth.
3. Reduce and, if possible, eliminate the problems created by overlapping service areas and/or illogical service boundaries.
4. Optimize the utilization of existing facilities.
5. Generally reduce public subsidy for utilities and facilities in new development.
6. Provide at least the minimum level of key urban services to all urban development within the metropolitan area.

7. Except for rural fire protection districts and standard rural electrification systems, discourage extension or expansion of single services, utilities, or facilities to outlying areas.
8. Strive for continued cooperation between major institutions, such as universities and hospitals, and local planning agencies.

### **Policies**

1. In general, the amount of public subsidy for public utilities, services, and facilities, including schools in new development, shall be reduced. This does not preclude subsidy, where a development will fulfill goals and recommendations of the *Plan* determined by the local jurisdiction to be of particular importance or concern.
2. Sewer and water service shall not be extended beyond the urban growth boundary except to:
  - a. The Mahlon Sweet Field Airport and the Regional Wastewater Sludge Management Facility, both public facilities service the entire metropolitan area.
  - b. An existing development outside the urban growth boundary when it has been determined that it poses an immediate threat of public health or safety to the citizens of the metropolitan area that can only be remedied by extension of the service.

In addition, the cities may require annexation as a prerequisite to extending these services in any instance.

3. A system of user charges for public services, utilities, and facilities to cover operation costs and the improvement or replacement of obsolete facilities shall continue to be implemented, where appropriate.
4. In those portions of the urban service area where the full range of key urban services is not available, metropolitan area capital improvement programming (planning, programming, and budgeting for service extension in an orderly and efficient manner) shall be developed and maintained. Such a coordinated capital improvements program shall address geographic phasing.
5. Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with Springfield and Eugene.

6. In addition to physical, economic, energy, and social considerations, timing and location of urban development within metropolitan area shall be based upon the current or imminent availability of a minimum level of key urban services.
7. Facility and program planning in the metropolitan area shall use the *General Plan* as a basis for decisions to ensure that the needs of the metropolitan area are met in an orderly and efficient manner.
8. Efforts shall be made to mitigate the impact of residential growth on the metropolitan area's schools. Cities shall encourage a mix of dwelling unit types and phasing of single-family residential construction. School districts shall continue to meet peak school child enrollment demand through a variety of means, thus possibly reducing or postponing the need for new, permanent school facilities.
9. Major institutions, such as universities and hospitals, shall continue joint planning coordination with local planning agencies.
10. Support financial and other efforts to provide elementary and community schools in central city areas in order to maintain and increase the attractiveness and stability of those areas for residential purposes.
11. The school districts shall address the possibility of adjusting boundaries where they do not reflect the boundary between Eugene and Springfield or where a single, otherwise internally cohesive, area is divided into more than one school district.
12. Encourage the use of water treatment, solid waste, and sewage disposal systems that are energy efficient and environmentally sound.
13. The utilities responsible for provision and delivery of water to metropolitan area users shall examine the need for a metropolitan-wide water master program, recognizing that a metropolitan-wide system will require establishing standards, as well as coordinated source and delivery systems.
14. Special agencies and districts operating in the metropolitan area, and Springfield, Eugene, and Lane County shall provide one another the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.
15. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity.
16. Level of services for rural designations:
  - a. Agriculture, Forest Land, Sand and Gravel, and Parks and Open Space. No minimum level of service is established.

- b. Rural Residential, Rural Commercial, Rural Industrial, and Government and Education. On-site sewage disposal, individual water systems, rural level of fire and police protection, electric and communication service, schools, and reasonable access to solid waste disposal facility.
17. In the planning for water main extensions within the urban growth boundary, communications with fire districts, through the referral process, shall occur to ensure that extensions include adequate consideration of fire hydrant needs.
  18. The water, sanitary and storm sewer sections of the *Metropolitan Public Facilities Plan* shall serve as the basis for guiding water, sanitary and storm sewer improvements in the metropolitan region.
  19. Additions to or deletions from the project list or significant change to project location requires amending the *Public Facilities Plan*.
  20. Changes to *Public Facilities Plan* project phasing schedules or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures of the affected jurisdiction(s).
  21. Project timing and financing modifications do not require amendment of the *Public Facilities Plan*. Modifications should be reflected in the *Public Facilities Plan* at the next regularly scheduled update.
  22. Both timing and financing provisions for public facilities are not considered land use decisions, and therefore, cannot be the basis of appeal in accordance with State law.
  23. Prior to the completion of the next *Plan Update*, the *Lane County Solid Waste Management Plan* shall be revised to reflect the requirements of the Recycling Opportunity Act and changes to the inventory of solid waste sources and sites.

## **H. Parks and Recreation Facilities Element**

A parks and recreation program with sufficient diversity to meet the needs of the citizenry is an essential ingredient to enhancing the livability of a community. The Eugene-Springfield metropolitan area has a long history of supporting parks and recreation programs, and this plan further strengthens that commitment. The main types of parks and recreational facilities that have been developed are:

### **1. Regional-Metropolitan Parks**

Regional-metropolitan parks serve the entire metropolitan population, as well as the surrounding population and provide a variety of recreational opportunities including water areas, trails, picnic areas, recreational facilities, and natural areas (e.g., Alton Baker Park).

### **2. Community Parks**

Community parks serve surrounding metropolitan residents with a variety of specialized recreational facilities and programs, such as swimming pools, tennis courts, and community centers (e.g., Amazon Park and Willamalane Park).

### **3. Neighborhood Parks**

Neighborhood parks serve the various neighborhoods within the metropolitan area. Neighborhood parks may include courts and fields for active recreation.

### **4. Play Lots**

Play lots serve residents of surrounding subdivisions and are normally within walking distance of their users' homes.

### **5. Community Centers**

Community centers are usually located within community parks. They emphasize recreational activities such as swimming, tennis, art, music, etc.

### **6. Neighborhood Centers**

Neighborhood centers, some of which are community schools, emphasize social, civic, and educational programs for young people and adults.

### **7. Special Recreational Facilities**

Special recreational facilities include, for example, public and private golf courses, tennis courts, and swimming pools.

Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road and Willamalane).

Among these agencies and districts, a wide variety of parks and recreation programs, encompassing those previously mentioned, are provided for the residents they serve.

In addition, the park and recreation agencies and the metropolitan school districts have combined their resources and coordinated efforts to provide open space and parks and recreation facilities in conjunction with the schools.

Also, in recent years, private recreational facilities, such as swimming pools and tennis and racquetball courts, have been developed. Several private golf courses have been in operation in the community for a number of years.

### **Findings**

1. Increases in leisure time, income, transportation energy costs, and projected population growth indicate that there will continue to be a significant demand for a diversity of park and recreational opportunities in the metropolitan area.
2. Regardless of what standard is used, it is becoming increasingly difficult for local park agencies to meet the demands and needs of the community for parks and recreation facilities. The major problems include:
  - a. Areas developing without park and recreation facilities available for the residents.
  - b. Competition for limited available financial resources between the need to purchase park land to meet future demands (before the land is no longer available) and the need to develop existing park land to meet current demand.
  - c. Competition for limited financial resources to provide the diversity of park and recreational programs demanded by the community's citizens.
  - d. Land suitable and available for park and recreation facilities often competes with other land use activities and needs in the metropolitan area.
3. For the purposes of the *Metropolitan Area General Plan*, the existing level of parks and recreation facilities in this community were compared to the standards of the National Recreation and Park Association (based on acres or facilities per thousand population). When compared to NRPA standards, there is a gap between the overall supply and demand for park and recreation facilities in this community. This gap is

projected to increase unless additional park land and recreational facilities are provided.

- a. Based on NRPA standards, there are sufficient gross acres of regional-metropolitan park land to meet a future metropolitan population of 246,000. But gross acreage does not accurately reflect the adequacy of regional-metropolitan parks to meet both active and passive recreational needs, and a more detailed analysis of regional park supply and demand is necessary.
  - b. Based on NRPA standards, the supply for community park land is less than what is currently needed.
  - c. Based on NRPA standards, the supply of neighborhood parks is less than what is currently needed.
  - d. Based on NRPA standards, there are enough community centers to meet demand of a future metropolitan population of 195,000. However, existing community centers are not evenly distributed throughout the metropolitan area.
  - e. Based on NRPA standards, there is a deficiency of neighborhood centers.
  - f. Based on NRPA standards, the metropolitan area currently lacks an adequate number of swimming pools, tennis courts, golf courses, and other recreational facilities (such as ball fields, all-purpose courts, etc.).
4. While the NRPA standards provide a useful comparison, they should not be used as the determinant of the adequacy of the park and recreation facilities provided by each jurisdiction. A determination of the adequacy must be based, not only on total acres or facilities, but also on the values of the residents, the location of park and recreation facilities in relation to the residents each is intended to serve, the specific function each park is intended to serve and the role private facilities play in providing recreational opportunities.
5. Providing adequate park and recreation facilities is made more difficult by the lack of a detailed metropolitan-wide parks and recreation analysis and plan that incorporates a methodology reflecting demand characteristics of this local area. Such an analysis and plan would serve a number of essential functions, including:
- a. The development of a complete inventory of park and recreation facilities, the development of local standards for use by the local governing bodies in determining the type and level of parks and facilities that are needed, the development of demand effectiveness measurements, and the development of capital improvements programming and other implementation strategies.

- b. Indication of how much land is needed for each type of park (regional, community, neighborhood, etc.), and indication of what types of activities should be provided in each park (e.g., active recreational opportunities such as ball fields, tennis courts, and playgrounds vs. passive recreational opportunities such as hiking trails).
  - c. Indication of how the resources of the local and state park agencies can be coordinated and maximized in order for each agency to provide the level and type of recreational opportunities for which it is best suited.
  - d. Indication of where the advance purchase of park land should occur in anticipation of future demand.
6. Private recreational facilities supplement and help meet the demand for a variety of recreational opportunities.

### **Goal**

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

### **Objectives**

1. Coordinate regional-metropolitan parks planning and development among local and state agencies.
2. Ensure that regional-metropolitan parks planning provides a balanced variety of park and recreational opportunities.
3. Develop local standards, measures, and implementation techniques to determine the level and types of local park and recreation facilities necessary to serve the needs of the residents of each jurisdiction.
4. Develop park sites and recreation facilities in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.
5. Close the gap between the current supply of park and recreation facilities and the projected demand.
6. Expand opportunities for the development of private recreational facilities.

### **Policies**

1. Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and

management programs. The *Plan* and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.

2. Local parks and recreation plans and analyses shall be prepared by each jurisdiction and coordinated on a metropolitan level.
3. Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments
4. Encourage the development of private recreational facilities.
5. Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.
6. All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.
7. The City of Eugene shall cooperate with the University of Oregon in the resolution of any loss of recreational facilities associated with development in the Riverfront Park.

## **I. Historic Preservation Element**

The metropolitan area has experienced, and it appears will continue to experience, growth and change. On the other hand, public interest and commitment to historic preservation has been increasing, at least partly due to recognition that historic structures, sites, and areas which provide a tangible physical connection with the past are a nonrenewable resource. This link with previous times provides a sense of permanence, continuity, and perspective to our lives, as well as a context within which change occurs. Historic structures can enrich our lives by offering architectural diversity to the visual environment and provide tangible links to the future.

### **Findings**

1. Programs and publications that identify sites, structures, objects, and cultural areas and activities of historic significance serve as a visual and educational experience for the public.
2. Structures and sites of historic significance contribute to an area's ability to attract tourism.
3. The metropolitan area has an important heritage of historic sites, structures, and objects worthy of preservation.
4. When positive measures are not taken, visible evidence of ties to the past and reminders of our heritage disappear.
5. To varying degrees, Springfield, Lane County, and Eugene are currently designing and implementing programs of historic preservation and awareness.
6. While several archaeological sites are located in the metropolitan area, the value and significance of only one has been determined. There remain many sections of the metropolitan area in which no surveying has been done to locate archaeological sites.
7. Historic preservation programs generally allow continued and changing occupancy of historic structures and sites.
8. Beginning with the Antiquities Act of 1906 and through the present time, both the federal and Oregon state governments have expressed an interest in and enacted laws providing for the protection and preservation of sites, structures, objects, and areas of historic significance.
9. Depending on the nature and condition of an individual structure, rehabilitation, rather than replacement, may be less costly per square foot, more labor-intensive, and less energy-consuming, thereby resulting in net savings.

## **Goal**

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

## **Objectives**

1. Develop and expand public awareness of the metropolitan area's origin, development, and history.
2. Encourage preservation and restoration of sites, structures, objects and areas of cultural, historic, or archaeological significance for the enjoyment and knowledge of present and future generations.

## **Policies**

1. Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies.
2. Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.
3. Explore the feasibility of a metropolitan nonprofit historic preservation development organization to bring together public and private funding sources.
4. Periodically review state and federal programs intended to assist in preservation of historic and archaeological sites for possible use in connection with local implementation programs.
5. Monitor and evaluate the effect of these actions on other adopted policies and the metropolitan area as a whole.
6. Local jurisdictions shall develop a working paper before the end of the next *Plan* update and adopt policy guidelines for resource management of archaeological sites using the information from the University of Oregon study entitled "Archaeological Resources of the Eugene-Springfield Metropolitan Area, Oregon: Overview and Management Recommendations," and any other available information. This working paper shall (inventory) and examine a process for determining significance of the archaeological sites identified in the University of Oregon study and shall contain a procedure for determining the significance of new sites. A public hearing will be held prior to the adoption of the working paper and accompanying inventory.

7. Local governments shall develop a list of experts qualified to assist with the identification and evaluation of archaeological sites.
8. Local governments shall pursue grants from all available sources to assist with the identification and evaluation of archaeological sites.

## **J. Energy Element**

The Energy Element deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses.

The use of energy is essential for the development and operation of the urban area. Many vital processes, such as commercial and industrial activities; transportation of goods; and the lighting, heating, and cooling of buildings depend on energy supplies for their operation. In addition, our daily lives are greatly influenced by the consumption of energy for a vast number of purposes, such as automobile and home appliance use.

As the cost of energy supplies increases and the availability of new energy sources decreases, we will continue to experience a greater need for conserving and efficiently using existing supplies. Many energy supplies are nonrenewable in that they are only produced once, as in the case of metals, or take hundreds of thousands of years to be produced, as in the case of petroleum and other fossil fuels. It is especially important to efficiently use and conserve energy sources in order that future generations will not unnecessarily suffer by their shortage or absence. Conservation makes possible the use of energy sources to serve greater numbers of people and also reduces the immediate need for the development of new centralized facilities, such as those required for the large-scale generation of electricity.

While a number of specific decisions relating to energy can be made using the energy policies in this element, it is not written at the level of detail that would be required for it to serve as a comprehensive energy plan for the metropolitan area. Examples given in this element are used to illustrate statements and are not meant to be inclusive. Other specific examples that reflect the same statement can also be applied by the reader.

As developments and data relating to energy production and conservation are rapidly changing, the findings, objectives, and policies of the Energy Element should be frequently monitored to ensure their relevancy.

### **Findings**

1. Energy conservation measures can serve as an energy source by making limited energy supplies serve greater numbers of users.
2. Many energy supply and demand factors which influence the metropolitan area are beyond local control. An example is the petroleum supply decisions made by OPEC nations. Furthermore, at the present rate of population growth and energy consumption, it cannot be stated with certainty that overall energy supplies will be adequate to meet demand through the planning period; i.e., a metropolitan population increase to 293,700.

3. Based on metropolitan population projections and current energy use patterns, peak electrical energy demand for the metropolitan area will nearly double by the end of the planning period; i.e., a metropolitan population of 293,700. Energy-efficient land use patterns, conservation efforts, and load management would reduce projected demand. (The highest energy demand to date was on February 2, 1979, when the combined systems of EWEB and SUB experienced a peak hour demand of 703,000 kilowatts.)
4. Energy savings can be obtained by utilizing forms of energy other than electricity or fossil fuels for space heating.
5. Recent trends and analysis indicate that the relative cost of nonrenewable energy supplies, such as petroleum, and the relative cost of the majority of the electric power received by the metropolitan area, will increase in the future.
6. Wood fiber presently provides a significant amount of energy to the metropolitan area. The continued utilization of this alternative energy source will be influenced by the economic and resource conditions affecting the lumber industry and by the air quality conditions and regulations affecting the metropolitan area.
7. Municipal waste can serve as an indirect energy source through the energy savings resulting from the recycling of nonrenewable resources such as metals and glass containers.
8. Solar energy can provide a significant amount of the energy used for the metropolitan area hot water heating and can provide cost-effective supplementary space heating when used in basic, simple, passive systems.
9. Approximately 25 percent of all energy in the metropolitan area is consumed by automobile use. This is the largest amount consumed by any specific use.
10. Electricity supplies over 60 percent of the energy consumed for all residential uses in the metropolitan area.
11. An electrical generation facility which is powered by part of an industrial process (cogeneration) is presently operating in the metropolitan area. Additional opportunities for cogeneration facilities exist in the region.
12. Waste heat from metropolitan area industrial processes can be used for space heating of nearby buildings.
13. Over 75 percent of the total energy utilized by metropolitan area industry is consumed by the three industrial categories of metal manufacturing, chemical manufacturing, and the paper industry.

14. School buildings use over half of the energy consumed by the metropolitan area government sector but less than two percent of the total energy consumed in the metropolitan area.
15. Transportation and space heating consume the largest proportion of energy used in the commercial sector.

### **Goal**

1. Maximize the conservation and efficient utilization of all types of energy.
2. Develop environmentally acceptable energy resource alternatives.

### **Objectives**

1. Utilize cost-effective energy conservation techniques, as determined by methods which consider initial operating, replacement, and decommissioning costs of facilities--in other words, life cycle costs.
2. Maintain options for the potential use of energy conservation methods, such as increased building weatherization and some forms of public transit, that are not cost-effective at the present time.
3. Minimize negative environmental effects associated with energy production and use and encourage the utilization of energy sources having the least negative environmental impact.
4. Encourage the utilization of renewable energy sources in order to conserve nonrenewable energy resources.
5. Promote the recovery and reuse of nonrenewable resources, such as metals, as an energy conservation measure.
6. Facilitate the permanent use of solar energy and other decentralized energy sources to displace centralized energy supplies and diversify energy production.
7. Continue and intensify efforts to allocate land uses in a manner that creates a compact growth form for the metropolitan area.
8. Promote policies that minimize the energy consumed for heating, cooling, lighting, appliance use, and other processes in commercial, industrial, and residential buildings.
9. Encourage the maximum amount of energy conservation associated with automobile use.

10. Encourage industrial activities that use energy in the most efficient and productive manner.
11. Encourage the minimization of energy consumption in determining the placement, density, and design of all types of urban land uses.
12. Continue and support energy conservation efforts that are being undertaken by the public and private sector.
13. Continue and support efforts to increase public awareness of energy conservation issues and of methods to effectively utilize solar energy and other renewable energy supplies.

### **Policies**

1. It is recommended that the coordinated development of a detailed metropolitan energy management plan or plans be undertaken, recognizing existing related energy documents, with the active participation of local jurisdictions in order to address local energy issues in greater depth than can be attempted in a metropolitan general plan. The products of this additional process would be considered as part of all metropolitan area planning policies in shaping the development of the region and should be continually monitored and reviewed to ensure their continued relevancy. Most of the energy data needed for this planning effort can be best be collected and stored by a unified energy data bank that would, at a minimum, serve the entire metropolitan area.

This effort should at least:

- a. Establish the current demand and projected energy demand for the various sectors of the economy in the metropolitan area.
- b. Inventory the current supply sources of energy for the metro area and include projected sources, renewable and nonrenewable, centralized and decentralized, and the price projections for each source.
- c. Coordinate the development of a uniform reporting system to be used by the various energy suppliers in the metropolitan area in order to generate an ongoing, accurate data base for energy planning.
- d. Examine the potential economic impacts to metro area residents resulting from projected energy demand, supply, and price.

- e. Determine the impact of current land use policies and actions on energy use and reaffirm or point out adjustments to land use policies, regulations, and activities, as necessary, to reflect these considerations.
  - f. Research revisions to regulations which would have a positive effect on the use of renewable, decentralized energy sources, such as solar energy.
  - g. Research land use patterns which would facilitate the use of centralized, small-scale energy generation and storage in residential, commercial, industrial, and mixed use applications.
  - h. Specify implementation processes.
2. Carefully control, through the use of operating techniques and other methods, energy-related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects the other.
  3. Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies.
  4. Encourage development that takes advantage of natural conditions, such as microclimate, and utilizes renewable energy supplies, such as solar energy, to minimize nonrenewable and overall energy consumption.
  5. Resource recovery facilities may serve as a valuable energy source. Their operation and refinement should be investigated by all metropolitan area jurisdictions. Source separation of recyclable materials from waste should be encouraged as a separate, related energy conservation measure.
  6. Local jurisdictions and utilities shall examine methods of expanding existing residential, commercial, and industrial energy conservation programs. One potential method would be offering advice concerning the use of solar water heating systems.
  7. Encourage medium and high density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.
  8. Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.

9. Encourage industrial activities that use the smallest relative amounts of nonrenewable energy.
10. Support efforts to develop industries that have a relatively high potential for utilizing renewable energy sources or waste heat.
11. Encourage the use and development of cogenerative and decentralized energy supplies for commercial and industrial purposes in an environmentally beneficial manner.
12. When practical, the government sector should take the lead in demonstrating and implementing:
  - a. Cost-effective use of renewable and decentralized energy sources, such as solar space and water heating systems.
  - b. Selection and efficient use of energy-saving vehicles.
13. Continue and encourage cooperation and communication between citizenry, utilities, and local, state, and federal governmental entities concerning energy-related issues, especially as they pertain to service area boundaries and economic development.
14. Continue to encourage efforts at the state level to promote energy conservation, such as in the statewide building code.
15. Continued coordination of information and programs concerning energy conservation shall be a high priority for affected local governments.
16. Prior to July 1987, Eugene, Springfield, and Lane County shall cooperate with the Bonneville Power Administration and affected local electrical utilities in designing a work program and initiating a study of major transmission line routes in the metropolitan region. *Metropolitan Plan* amendments resulting from that study will be considered during the Update process.
17. The Energy Element should be re-evaluated during the *Plan* Update in light of the program activities for local governments that were laid out in the *Northwest Conservation and Electric Power Plan*.

## **K. Citizen Involvement Element**

Active, ongoing, and meaningful citizen involvement is an essential ingredient to the development and implementation of any successful planning program. Citizens in the Eugene-Springfield metropolitan area have participated in and articulated their concerns on planning activities and decisions as individuals and through various private interest groups, community and neighborhood organizations, and citizen advisory committees.

A citizens advisory committee was established for the *1990 Plan* and was an integral part of that plan's development. The adopted *1990 Plan* included a recommendation that a permanent "Citizens Advisory Committee" be established. That recommendation was implemented by the three governing bodies when the Metropolitan Area Planning Advisory Committee was established. (MAPAC consists of 21 members, seven from each jurisdiction.) MAPAC's responsibilities have included monitoring the use and implementation of the *General Plan*, serving as the LCOG advisory committee on natural resources, and reviewing and commenting on planning issues of metropolitan-wide significance. MAPAC's responsibilities for conducting a citizen involvement program for the *Metropolitan Plan* were transferred to the Joint Planning Commission Committee (JPCC) in 1990.

In recent years, citizens advisory committees have also been established to provide the citizen's perspective on a wide variety of specific planning issues (e.g., Transportation, Greenway, Solid Waste Management).

This emphasis on citizen participation has been recognized at the state level where the Land Conservation and Development Commission adopted citizen involvement as a mandatory statewide planning goal. Eugene, Springfield, and Lane County, in accordance with LCDC's Citizen Involvement Goal, have each appointed committees for citizen involvement whose responsibilities include developing, monitoring, and evaluating the citizen involvement programs in their respective jurisdictions and recommending programs and techniques which will increase citizen participation.

For the purposes of future updates of the *Metropolitan Plan*, the three governing bodies designated JPCC as the citizens committee for coordinating and soliciting citizen input on the update process. The functions of JPCC also include the monitoring of the citizen involvement process regarding amendments to and the implementation of the *Metropolitan Plan*.

### **Findings**

1. The Eugene-Springfield metropolitan area has a history of encouraging and recognizing citizen involvement as an essential element in its planning program.
2. Citizens' advisory committees have been established to provide the citizen's perspective on a variety of metropolitan-wide planning and related issues.

3. Springfield, Lane County, and Eugene each use either their local planning commission or a committee for citizen involvement in monitoring citizen involvement in the planning process. There are also several citizen advisory committees involved with individual components of the process, such as housing and transportation planning.
4. JPCC has been designated as the citizen organization for developing and conducting a citizen involvement program for the *Metropolitan Plan*, including update processes.
5. The governing bodies have furthered their efforts at citizen involvement through the development and support of community neighborhood organizations, community surveys, citizen involvement advisory committees, and various media techniques for citizen involvement and education.
6. How effective the *General Plan* will be depends to a large extent upon how much support is provided by the metropolitan area residents in seeing that the *Plan* is implemented.
7. Successful plan development and implementation is dependent on a joint effort of citizens, public and semi-public agencies, and elected officials.
8. Benefits of an on-going metropolitan area planning advisory committee to provide citizen perspective include an accumulation of knowledge and experience in the planning process.
9. In 1984, an on-going metropolitan policy committee, the Metropolitan Planning Committee, was formed to provide policy direction for the *Metropolitan Plan 2-1/2-Year Mid-Period Review*. It was comprised of two elected officials and one Planning Commissioner each from Eugene, Springfield, and Lane County, and one representative of the metropolitan citizen committee participates as a non-voting member.
10. In 1987, the Metropolitan Planning Committee was replaced by the Metropolitan Policy Committee (MPC). The MPC is comprised of two elected officials each from Eugene, Springfield and Lane County. The chief administrative officers of the three jurisdictions serve as non-voting, ex-officio members of the MPC. When the MPC is considering metropolitan transportation matters, the General Manager of the Lane Transit District and the Director of the Oregon Department of Transportation shall also serve as non-voting, ex-officio members of MPC.

## **Goal**

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

## **Objectives**

1. Promote and strengthen communication and coordination among various citizens organizations; business, industrial, and other groups in the community; and between these groups and government.
2. Insure adequate opportunities and provide adequate support for citizen involvement in metropolitan planning and related issues.
3. Insure that the roles and responsibilities of the various citizen advisory committees remain effective and responsive vehicles for citizen involvement.
4. Maintain a permanent citizens advisory committee to monitor the adequacy of citizen involvement in metropolitan-wide planning processes.

## **Policies**

1. Maintain an ongoing citizens advisory committee to the governing bodies of Springfield, Eugene, and Lane County to monitor the adequacy of citizen involvement in the update, review, and amendments to the *Metropolitan Plan*.
2. Maintain and adequately fund a variety of programs and procedures for encouraging and providing opportunities for citizen involvement in metropolitan area planning issues. Such programs should provide for widespread citizen involvement, effective communication, access to technical information, and feedback mechanisms from policymakers. These programs shall be coordinated with local citizen involvement programs and shall be prepared on the metropolitan level by the JPCC, a committee composed of two representatives from each of the three metropolitan planning commissions.
3. Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies in the *Plan* that may affect the character of those areas.
4. Maintain an ongoing metropolitan region policy committee, known as the Metropolitan Policy Committee (MPC), to provide policy direction on major *Plan* updates, *Plan* amendments, and special studies. MPC shall resolve land use issues

and other disagreements among the two cities and the county and fulfill other intergovernmental functions as required by the three metropolitan governments.

5. In addition to its citizen involvement responsibilities, JPCC shall provide guidance for intergovernmental studies and projects and shall provide a forum at the planning commission level for resolving intergovernmental planning issues, including proposed metropolitan *Plan* amendments.

# PLAN REVIEW



## Plan Amendments and Refinements

The *Metropolitan Plan* is the long-range public policy document which establishes the broad framework upon which Eugene, Springfield, and Lane County make coordinated land use decisions. While the *Metropolitan Plan* is the basic guiding land use policy document, it may be amended from time to time. Likewise, the *Metropolitan Plan* may be augmented and implemented by more detailed refinement plans and regulatory measures.

## Findings

1. If the *Metropolitan Area General Plan* is to maintain its effectiveness as a policy guide, it must be adaptable to the changing needs and circumstances of the community.
2. Between *Metropolitan Plan* updates, changes to the *Plan* may occur through periodic review and amendments initiated by the governing bodies and citizens.
3. Refinements to the *Metropolitan Plan* are necessary in certain geographical portions of the community where there is a great deal of development pressure or for certain special purposes.
4. Refinement plans augment and assist in the implementation of the *Metropolitan Plan*.

## Goal

Ensure that the *Metropolitan Area General Plan* is responsive to the changing conditions, needs, and attitudes of the community.

## Objectives

1. Maintain a schedule for monitoring, reviewing, and amending the *Metropolitan Area General Plan* so it will remain current and valid.
2. Maintain a current land use and parcel information base for monitoring and updating the *Metropolitan Area General Plan*.
3. Prepare refinement and functional plans that supplement the *Metropolitan Area General Plan*.

## Policies

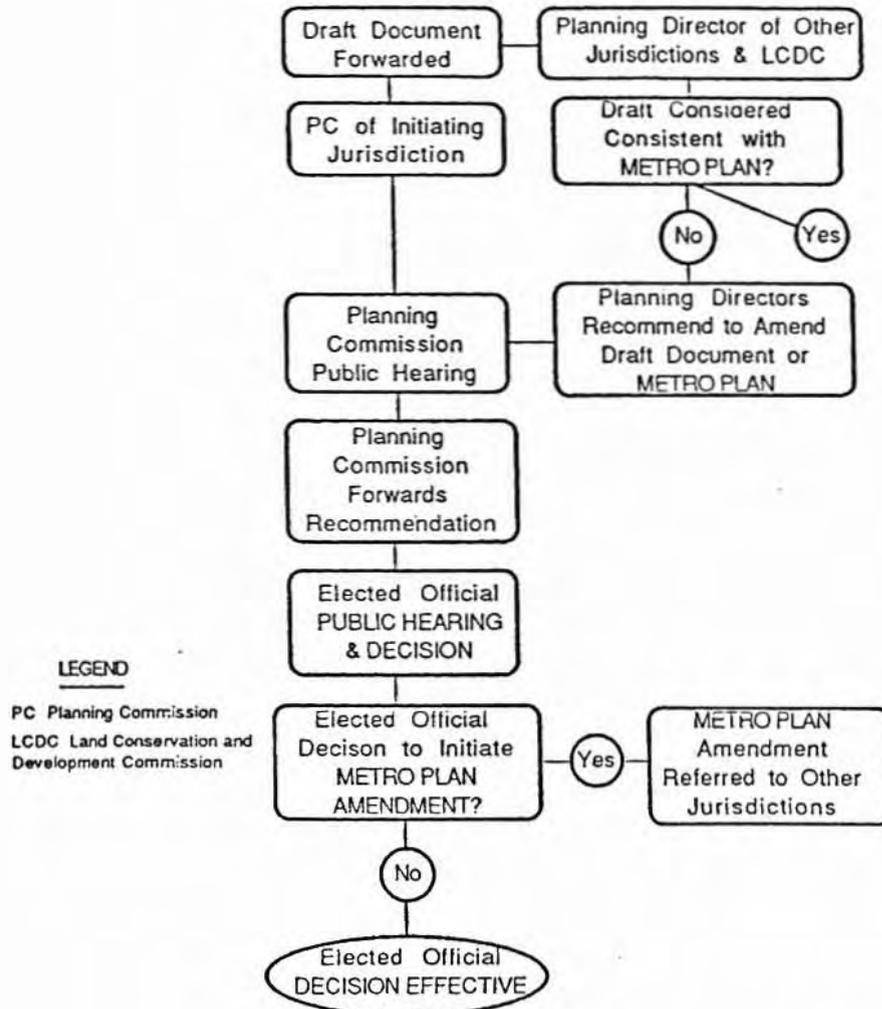
1. A special review, and if appropriate, *Metropolitan Plan* amendment, shall be initiated if changes in the basic assumptions of the Plan occur. An example would be a change in public demand for certain housing types that in turn may affect the overall inventory of residential land.

2. The geographic information data base shall be maintained on a regular basis.
3. All amendments to the *Metropolitan Plan* shall be classified as a Type I or Type II amendment depending upon the specific changes sought by the initiator of the proposal.
  - a. A Type I amendment shall include any change to the urban growth boundary or the jurisdictional boundary of the *Plan*; any change that requires a goal exception to be taken under statewide planning goal 2 that is not related to the UBG expansion; and any amendment to the *Plan* text that is non-site specific.
  - b. A Type II amendment shall include any change to the *Plan* diagram or *Plan* text that is site specific and not otherwise a Type I category amendment.
  - c. Adoption or amendment of some refinement plans, functional plans or special area plans may, in some circumstances, be classified as Type I or Type II amendments. Amendments to the *Metropolitan Plan* that result from state mandated Periodic Review or *Metropolitan Plan* Updates also shall be classified as Type I or Type II amendments depending upon the specific changes that would result from these actions.
4. Initiation of *Metropolitan Plan* amendments shall be as follows:
  - a. A Type I amendment may be initiated at the discretion of any one of the three governing bodies or by any citizen who owns property that is subject of the proposed amendment.
  - b. A Type II amendment may be initiated at the discretion of any one of the three governing bodies or by any citizen who owns property that is subject of the proposed amendment.
  - c. Only a governing body may initiate a refinement plan, a functional plan, a special area study or Periodic Review or *Metropolitan Plan* Update.
  - d. The governing bodies of the three metropolitan jurisdictions may initiate an amendment to the *Metropolitan Plan* at any time. Citizen initiated Type II amendments may be initiated at any time.
5. The approval process for *Metropolitan Plan* amendments, including the number of governing bodies who participate and the timeline for final action, will vary depending upon the classification of amendment and whether a determination is made that the proposed amendment will have Regional Impact.
  - a. All three governing bodies must approve non-site-specific text amendments; site specific diagram amendments that involve a UBG or *Plan* Boundary change that crosses the Willamette or McKenzie Rivers or that crosses over a ridge into a new basin; and, amendments that involve a goal exception not related to a UBG expansion.

- b. A site specific Type I *Metropolitan Plan* amendment that involves a UGB expansion or *Plan* Boundary change and a Type II *Metropolitan Plan* amendment between the city limits and *Plan* Boundary, must be approved by the home city and Lane County (Springfield is the home city for amendments east of I-5 and Eugene is the home city for amendments west of I-5). The non-home city will be sent a referral of the proposed amendment and, based upon a determination that the proposal will have Regional Impact, may participate in the decision. Unless the non-home city makes affirmative findings of Regional Impact, the non-home city will not participate in the decision.
  - c. An amendment will be considered to have Regional Impact if:
    - (1) It will require an amendment to a jointly adopted functional plan (*TransPlan*, PFP, etc.) in order to provide the subject property with an adequate level of urban services; or
    - (2) It has a demonstrable impact on the water, storm drainage, sanitary sewer or transportation facilities of the non-home city; or
    - (3) It affects the buildable land inventory by significantly adding to LDR, CI, LMI or HI designations or significantly reducing the MDR, HDR or CC designations.
  - d. A jurisdiction may amend a plan designation without causing Regional Impact when this action is taken to: compensate for reductions in buildable land caused by protection of newly discovered natural resources within its own jurisdiction; or, accommodate the contiguous expansion of an existing business with a site specific requirement. Decisions on all Type II amendments within city limits shall be the sole responsibility of the home city.
6. Public hearings by the governing bodies for *Metropolitan Plan* amendments requiring participation from one or two jurisdictions shall be held within 120 days of the initiation date. *Metropolitan Plan* amendments that require a final decision from all three governing bodies shall be concluded within 180 days of the initiation date. When more than one jurisdiction participates in the decision, the planning commissions of the participating jurisdictions shall conduct a joint public hearing and forward that record and their recommendations to their respective elected officials. The elected officials also shall conduct a joint public hearing prior to making a final decision. The time frames prescribed in connection with Type II *Metropolitan Plan* amendment processes can be waived if the applicant agrees to the waiver.
7. If all participating jurisdictions reach a consensus to approve a proposed amendment, substantively identical ordinances affecting the changes shall be adopted. Where there is a consensus to deny a proposed amendment, it may not be re-initiated, except by one of the three governing bodies, for one year. Amendments for which there is no consensus shall be referred to MPC for additional study, conflict resolution and recommendation back to the governing bodies.

8. Adopted or denied Plan amendments may be appealed to the Oregon Land Use Board of Appeals or the Department of Land Conservation and Development according to applicable state law.
9. The three metropolitan jurisdictions shall jointly develop and adopt *Metropolitan Plan* amendment application procedures and a fee schedule.
10. *Metropolitan Plan* updates shall be initiated no less frequently than during the state-required periodic review of the *Metropolitan Plan*, although the governing bodies may initiate an update of the *Metropolitan Plan* at any time.
11. In addition to the update of the *Metropolitan Plan*, refinement studies may be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.
12. All refinement and functional plans must be consistent with the *Metropolitan Plan*, and should inconsistencies occur, the *Metropolitan Plan* is the prevailing policy document.
13. Refinement plans developed by one jurisdiction shall be referred to the other two jurisdictions for their review. Either of the two referral jurisdictions may determine that an amendment to the *Metropolitan Plan* is required.
14. Local implementing ordinances shall provide a process for zoning lands in conformance with the *Metropolitan Plan*.

# PROCESS for ADOPTING METRO PLAN REFINEMENTS & REGULATORY MEASURES



This special process is established for referral and review of refinements to the Metro Plan (neighborhood plans, special area studies, etc.) and regulatory measures (zoning measures, etc.) initiated by one or more of the local jurisdictions. In most circumstances, refinements and regulatory measures are consistent with the Metro Plan and do not require a Plan amendment. All newly adopted policy documents will be reflected in Chapter 1 of the Metro Plan at the earliest possible opportunity. The Plan amendment process applies only when Metro Plan refinements or regulatory measures result in specific Metro Plan amendments being initiated.

IV-5 Forward any adopted Metro Plan refinements or regulatory measures to Planning Directors of other jurisdictions and the Land Conservation and Development Commission.



# **GLOSSARY**

The purpose of the Glossary is to define commonly used terms, as used in the *Metropolitan Area General Plan*.

1. **Affordable housing:** Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30% = \$847/month.)
2. **Annexation:** An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. In the Eugene-Springfield metropolitan area, annexations currently require approval by the Boundary Commission.
3. **Assumption:** A position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.
4. **Buildable residential lands:** Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metro UGB are those within the floodway, land within easement of 230 KV power lines, land within 75 feet of Class A stream or pond, land within 50 feet of Class B stream or pond, protected wetlands and wetland mitigation sites in Eugene, and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewered but scheduled to be sewered within the 20-year planning period.
5. **Density:** The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre.
6. **Density bonus:** A mechanism used in incentive-based zoning that allows a developer to build at higher densities in return for providing more open space, building affordable housing or some other public amenity.
7. **Density (gross):** The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.
8. **Density (net):** The number of dwelling units per each acre of land in residential use, excluding from the acreage dedicated streets, neighborhood parks, sidewalks, and public facilities.
9. **Development:** The construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any excavation, landfill, or land disturbance; and any human-made use or extension of land use.

10. Fair housing: Refers to the prevention of discrimination against protected classes of people. Protected classes, as defined by the federal government, refer to race, color, religion, national origin, or sex. Protected classes are disproportionately comprised of very low-income populations.
11. Finding: Factual statement resulting from investigations, analysis, or observation.
12. Goal: A broad statement of philosophy that describes the hopes of a community for its future. A goal may never be completely attainable but is used as a point towards which to strive.
13. In-fill: Development consisting of either construction on one or more lots in an area that is mostly developed or new construction between existing structures. Development of this type can conserve land and reduce sprawl.
14. Infrastructure: The facilities and services that support the functions and activities of a community, including roads, street lights, sanitary sewer lines, storm drainage, power lines, and water lines.
15. Key urban facilities and services: Those public facilities and services important to urban development. They are primarily planned for by local government and are provided within the current urban service area and as listed in the policies in Chapter II pertaining to "Growth Management" and the "Urban Service Area."
16. Low-income housing: Housing priced so that a household at or below 80% of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.)
17. Manufactured dwelling: A structure constructed at an assembly plant and moved to a space in a manufactured dwelling park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes.
18. Manufactured dwelling park: Any place where four or more manufactured dwellings are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent or lease space.
19. Metropolitan area: Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* boundary.
20. Mixed use: A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses.

21. Mode: The transportation system used to make a trip, such as automobile, transit, pedestrian, bicycle, or paratransit.
22. Objective: An attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.
23. Paratransit: The various types of ride sharing programs such as carpooling, vanpooling, taxi service, and subscription bus service.
24. Plan boundary: Defines that area shown on the *Plan* diagram that includes Springfield; Eugene; and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the *Lane County General Plan*. (Note: Assumes boundaries between the area of the *Metropolitan Plan* and the *Lane County General Plan* will coincide.)
25. Plan diagram: A graphic depiction in the *Metro Plan* of: a) the land use planned for the metropolitan area; and b) the goals and policies embodied in the text and elements of the Plan. Information includes land use designations and the urban growth boundary.
26. Policy: A statement adopted as part of the *Metro Plan* or other plans to provide a specific course of action moving the community towards attainment of its goals.
27. Redevelopable land: Land on which development has already occurred, but on which, due to present or expected market forces, there is a strong likelihood that existing development will be converted to or replaced by a new and/or more intensive use. This land might have one or more of the following characteristics: low improved value to land value ratio; poor physical condition of the improvement; low improved value; large size; and/or higher zoning potential.
28. Redevelopment: Rebuilding or adaptive reuse of land that has been previously built upon. It may promote the economic development of an area that has been run-down or is no longer needed for its previous use, such as industrial land that is redeveloped as residential.
29. Refinement plan: A detailed examination of the service needs and land use issues of a specific area, topic, or public facility. Refinement plans of the *Metro Plan* can include specific neighborhood plans, special area plans, or functional plans (such as *TransPlan*) that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis.
30. Refinement planning process: Refinement plans are developed through a process which includes at least the following elements: a predetermined citizen

involvement process, preestablished policy direction in locally adopted planning documents, and a planning commission and elected official process. In some cases, these processes would have to be expanded to include review and involvement by citizens and appointed and elected officials.

31. Riparian: The land bordering a stream or river; also pertaining to the vegetation typical of those borders (grasses, shrubs, and trees such as reed canary grass, spiraea, willows, ash, and cottonwoods).
32. Rural lands: Those lands that are outside the urban growth boundary. Rural lands are agricultural, forest, or open space lands; or other lands suitable for sparse settlement, small farms, or acreage homesites with limited public services, and which are not suitable, necessary or intended for urban use.
33. Service enhancements: Services and amenities provided (or delivered) to lower income tenants based on individual needs on site in order to promote empowerment towards self-sufficiency.
34. Single-family detached: A free-standing dwelling unit that does not share any walls or the roof with another dwelling unit.
35. Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to, the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.
36. Tax differential: Tax differential is a provision in Oregon city annexation law which provides an opportunity to phase in the City's tax rate over a period not to exceed ten years. The proposal is specified at the time of annexation and cannot be modified thereafter.
37. Underdeveloped land: The vacant or redevelopable portion of land not having the highest and best use allowed by zoning.
38. Underutilized human resources: Persons who are: a) unemployed; b) employed part-time but want to work full-time; or c) in positions that do not fully utilize their skills.
39. Undeveloped land: Land that is vacant or used for agricultural purposes.
40. Urban growth boundary: A site-specific line, delineated on a map or by written description, that separates the projected urban service area from rural land. (Refer to graphic on page V-5.)

41. Urban lands: Lands located within an incorporated city. (Refer to graphic, below.)
42. Urban service area, current: The actual geographic portion of the metropolitan area designated as urban land and in which the minimum level of key urban facilities and services are available or imminent. (Refer to graphic, below.)
43. Urban service area, projected: The estimated geographic urbanizable area within which a full range of urban services will need to be extended or provided to accommodate urban development needs by a designated future point in time. It is primarily determined by population, land use, and economic projections. Periodic adjustments to these projections are necessary to reflect changing conditions and more recent data. (Refer to graphic, below.)
44. Urbanizable land: Urbanizable lands are those unincorporated lands between the city limits and the urban growth boundary.
45. Very low-income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.)
46. Zoning: A measure or regulation enacted primarily by local governments in which the community is divided into districts or zones within which permitted and special uses are allowed. Zoning regulations govern lot size, building bulk, placement, and other development standards. A zoning ordinance typically consists of two parts: a text and a map.

