

**PASSED**

**BEFORE THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON**

**ORDINANCE PA 1128 ( IN THE MATTER OF AMENDING THE EUGENE-SPRINGFIELD METRO AREA GENERAL PLAN TO ADOPT A NEW "RESIDENTIAL LAND USE AND HOUSING ELEMENT" AND RELATED CHANGES TO THE PLAN TEXT AND GLOSSARY; AND ADOPTING A SEVERABILITY CLAUSE.**

**WHEREAS**, Chapter IV of the Metro Plan sets forth procedures for amendment of the Metro Plan, which for Lane County are implemented by the provisions of Lane Code 12.200 through L.C. 12.245; and

**WHEREAS**, the Board of County Commissioners and City Councils of Lane County, Eugene and Springfield voted to initiate review of the Residential land Use and Housing Element as part of the Metro Plan Periodic Review Work Program approved by the Oregon Department of Land Conservation and Development (DLCD) in May 1995; and

**WHEREAS**, the study was guided by a Citizen Advisory Committee appointed by the three jurisdictions; and

**WHEREAS**, the Planning Commissions of Lane County, Eugene and Springfield conducted joint public hearings on the Citizen Advisory Committee recommendations on April 14 and 16, 1998, and joint work sessions on August 18 and October 13, 1998; and

**WHEREAS**, the Planning Commissions of Eugene, Springfield, and Lane County, on November 30, 1998, January 5, 1999, and January 19, 1999 respectively, unanimously recommended approval of the proposal as modified; and

**WHEREAS**, evidence exists within the record indicating that the proposal meets the requirements of Lane Code Chapter 12, and the requirements of applicable state and local law; and

**WHEREAS**, the Board of County Commissioners has conducted public hearings and is now ready to take action;

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

**Section 1.** The "Residential Land Use and Housing Element" (Section III-A) of the Metro Plan is removed and replaced by the adoption of a new "Residential Land Use and Housing Element" (Section III-A), as set forth in Part I of Exhibit "A" attached and incorporated herein.

**Section 2.** Additions and modifications to terms in the Glossary (Section V) of the Metro Plan, and amendments to other statements of the Metro Plan for purposes of consistency with adoption of a new "Residential Land Use and Housing Element", are adopted as set forth in Parts II and III of Exhibit "A" attached and incorporated herein.

**FURTHER**, although not a part of this Ordinance, the Board of County Commissioners adopts Findings in support of this action as set forth in Exhibit "B" attached, which findings are supported by the 1999 Supply and Demand Technical Analysis and the 1999 Site Inventory Document which are incorporated herein and made part of the Technical Supplement to the Metro Plan by this reference.

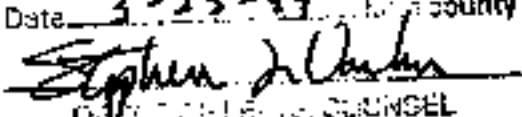
**ORDINANCE PA 1128 -- IN THE MATTER OF AMENDING THE EUGENE-SPRINGFIELD METRO AREA GENERAL PLAN TO ADOPT A NEW "RESIDENTIAL LAND USE AND HOUSING ELEMENT" AND RELATED CHANGES TO THE PLAN TEXT AND GLOSSARY; AND ADOPTING A SEVERABILITY CLAUSE**

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

ENACTED this 24<sup>th</sup> day of August, 1999.

  
Chair, Lane County Board of County Commissioners

  
Recording Secretary for this Meeting of the Board

ATTEST:  
Date 3-23-99 in Lane County  
  
CLERK OF BOARD OF COUNTY COMMISSIONERS

**Exhibit A (Revised)**  
to  
**Ordinance PA 1128**

**Part I:**

*Chapter III-A, Residential Land Use and Housing Element of the Eugene-Springfield Metropolitan Area General Plan is replaced with a new Chapter III-A to read as follows:*

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.

## Supply and Demand Analysis in Acres

	Low Density	Medium Density	High Density	Total
<b>SUPPLY</b>				
<b>Total Net Buildable Acres for Housing</b>	<b>4,780</b>	<b>828</b>	<b>195</b>	<b>5,802</b>
<b>Flat Buildable Acres</b>	<b>3,159</b>	<b>777</b>	<b>192</b>	<b>4,129</b>
<b>15-25% Sloped Land</b>	<b>913</b>	<b>41</b>	<b>1</b>	<b>955</b>
Eugene	605	39	1	645
Springfield	307	2	1	310
<b>Steep Sloped (&gt;25%) Buildable Acres</b>	<b>708</b>	<b>9</b>	<b>1</b>	<b>718</b>
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>	<b>3,840</b>	<b>589</b>	<b>135</b>	<b>4,564</b>
Low-High Range Residential Land Demand - 1992-2015	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>	<b>940</b>	<b>239</b>	<b>60</b>	<b>1,238</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.

<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>				
<b>Low-High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots &amp; Infill</b>	<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.

- 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.
  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.

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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.

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

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

- A.10 Promote higher residential density inside the 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.

## **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.

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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

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.

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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.

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.<sup>7</sup>
34. There is a shortage of unconstrained medium- and high-density zoned sites, for sale, that are flat and serviced with utilities. This is particularly true in Eugene. Low-income projects frequently must use density bonuses or other land-use incentives that require additional land use processes such as public hearings, which exposes the project to longer timelines and appeals.
35. Based on the *1995 Eugene/Springfield Consolidated Plan*, in Eugene and Springfield, 35 percent of households experience housing problems (defined by HUD as overcrowded, substandard, or the household is paying over 30 percent of its income for housing and utilities). The predominate housing problem is that households are paying more than they can afford for housing.
36. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 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.

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<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.)

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*

## Exhibit A

### **PART II:**

*The Glossary set forth in Chapter V of the Eugene-Springfield Metropolitan Area General Plan is amended to read: (additions underscored, deletions in ~~strikeout~~); in the final draft, the definition numbers will be deleted, and the unamended definitions will be included.*

New definition:

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.)

New definition:

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.

New definition:

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.

New definition:

Density: The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre.

New definition:

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.

Replace:

~~2. Density, gross: The number of dwelling units and area in auxiliary uses, such as dedicated roads, parks, and public facilities, per acre of land.~~

With:

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.

Replace:

~~3. Density, net: The number of dwellings units per acre of land in actual residential use; in other words, excluding dedicated roads, parks, and public facilities.~~

With:

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.

New definition:

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.

Delete definition:

~~9. Duplex dwelling unit: A duplex dwelling unit is a two-unit structure having a common wall between the dwelling units.~~

New definition:

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.

Revised definition:

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

New definition:

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.

New definition:

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.

New definition:

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.)

Replace:

~~8. Mobile home: A dwelling unit designed to be commercially transportable on the public highways that has sleeping, cooking, and plumbing facilities and is intended for permanent human occupancy. This does not include camping or vacation trailers or recreational vehicles. (Note: Now called *manufactured dwellings*.)~~

With:

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.

New definition:

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.

New definition:

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.

New definition:

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

Delete definition:

~~Multiple family dwelling unit: A multiple family dwelling unit is a dwelling unit in a structure having three or more units. It can be a condominium, townhouse, rowhouse, triplex, or apartment. Use of the term multiple family does necessarily connote rental.~~

Replace:

~~14. Plan diagram: A graphic depiction of: a) the broad allocation of projected land use needs in the metropolitan area; and b) the goals, objectives and recommendations embodied in the text and elements of the *Plan*. Some of the information shown on the diagram includes land use categories, the urban growth boundary, major transportation corridors, and Willamette River Greenway boundaries.~~

With:

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.

Replace:

~~15. Policy: Statement adopted as part of the *Plan* to provide a specific course of action moving the community towards attainment of its goals. Due to budget constraints and other activities, all policies cannot be implemented at the same time. Generally, those with metropolitan wide implications should receive priority consideration.~~

With:

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.

Replace:

- ~~16. Redevelopable land: Complete tax lots or portions of tax lots which, due to their characteristics, have high potential for redevelopment at a more intensive use. These characteristics might have one or more of the following:~~
- ~~a. Low improved value to land value ratio~~
  - ~~b. Poor physical condition of the improvement~~
  - ~~c. Low improved value~~
  - ~~d. Large size~~
  - ~~e. Higher zoning potential (indicator of adjacent uses)~~

With:

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.

New definition:

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.

Replace:

- ~~17. Refinement plan: Refinement plans are a detailed examination of the service needs and land use problems peculiar to a particular area. Refinements to the General Plan can include specific neighborhood or community plans or special purpose or functional plans (such as water, sewer, or transportation plans). In addition, refinement plans can be in the form of major planned unit developments, annexation and zoning applications, or other special area studies.~~

With:

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.

Revised definition:

Riparian: Located on the edge of a river or other body of water. 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).

Replace:

~~20. Rural lands: Rural lands are those which are outside the projected urban service area and are: a) nonurban agricultural, forest, or open space lands; or b) other lands suitable for sparse settlement, such as small farms or acreage homesites, with no or hardly any public services and which are not suitable, necessary, or intended for urban use (refer to graphic on page V-4). See also Chapter II, Section E, for a further description of forest lands and agricultural areas, as separately depicted on the Plan diagram.~~

With:

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.

New Definition:

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.

Replace:

~~39. Single family dwelling unit: A single family dwelling unit is a single family detached structure on an individual parcel.~~

With:

Single-family detached: A free-standing dwelling unit that does not share any walls or the roof with another dwelling unit.

New definition:

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.

Replace:

~~23. Underdeveloped land: The vacant or agricultural portion of land on tax lots having more than one land use.~~

With:

Underdeveloped land: The vacant or redevelopable portion of land not having the highest and best use allowed by zoning.

Revised definition:

Undeveloped land: ~~Complete tax lots which are~~ Land that is vacant or used for agricultural purposes.

Revised definition:

Urban lands: Urban Lands are located within an incorporated city. (Refer to graphic on page V-4.)

New definition:

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.)

New definition:

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.

## Exhibit A

### PART III:

*The following sections of the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) are amended in order to be consistent with the findings and policies of the Residential Land Use and Housing Element. These revisions are listed in order as they appear in the Metro Plan. They are indicated by Chapter, Section, page number, and paragraph of the July 1997 reprint of the 1987 Metro Plan. Changes to the text are shown in strike-out (for deletions) and underscoring (for additions). Explanatory comments are in italics.*

#### CHAPTER ONE - INTRODUCTION

##### A. Introduction

###### p. I-1 third paragraph

This document incorporates all amendments as of ~~June 1997~~ *(fill-in effective adoption date)*, 1999.

##### B. Purpose

###### p. I-1 second paragraph

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. *Insert a footnote with the following explanation. Footnote: 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.*

##### C. Plan Contents

###### p. I-3 fourth paragraph

Chapter III is composed of specific elements, including within each an introductory text, applicable goals from Chapter II, and findings, objectives, and policies. *Insert a footnote with the following wording. Footnote: Through updates to the Metro Plan, the objectives and policies are being combined. Eventually, each element will contain only findings and policies.*

##### I. General Findings and Assumptions

###### p. I-7 first assumption

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. *Insert a footnote with the following explanation. Footnote: 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.*

###### p. I-7 sixth assumption

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. *Insert a footnote with the following explanation. Footnote: There are sufficient residential lands to meet the housing needs of the projected high population of 311,100.*

## CHAPTER TWO - PLAN PRINCIPLES

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

#### p. II-B-6 fifteenth policy

15. Ultimately, land within the urban growth boundary shall be annexed to a city and provided with the required minimum level of services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban. ~~the transition of urbanizable land to urban, within the urban growth boundary, should occur before the population of 293,700 is reached.~~

### D. Urban and Urbanizable Land

#### p. II-D-1 second paragraph

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). *Insert a footnote with the following explanation. Footnote: 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.*

### E. The Plan Diagram

#### p. II-E-1 second paragraph

Projections indicate a population of approximately 293,700 will reside and work in the metropolitan area around the year 2000. *Insert a footnote with the following explanation. Footnote: 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.*

#### p. II-E-2 first paragraph under Residential heading

This category is expressed in gross acre density ranges. Using gross acres, approximately ~~30~~ 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.

#### P. II-E-3 first paragraph

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

#### p. II-E-3 third paragraph

~~To respond to the need for residential opportunities near employment centers and public transportation, 2,400 units are allocated to the Eugene central business district and within one~~

~~mile of its core. Due to the absence of sufficient vacant land in the core area, some redevelopment will be required.~~

p. II-E-3 fourth paragraph

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 ~~updated~~ Plan, including the diagram, calls for an overall average of about six dwelling units per gross acre for new construction through ~~2015~~ 2000, 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, ~~for example:~~

a. ~~Minimum densities~~

b. ~~Reduced minimum setbacks, frontages, and lot sizes~~

c. ~~More cluster development incentives~~

d. ~~Zoning based on density rather than structure type, particularly in new developments~~

p. III-C-17 fourth paragraph

- (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 ~~mobile home~~ 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 ~~mobile home~~ manufactured dwelling may be allowed on a permanent basis or may be converted to a permanent dwelling.

Exhibit B  
to  
Ordinance PA 1128

**FINDINGS IN SUPPORT OF AN ORDINANCE AMENDING THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN TO ADOPT A NEW "RESIDENTIAL LAND USE AND HOUSING" ELEMENT AND RELATED CHANGES TO THE PLAN TEXT AND GLOSSARY**

The following criteria from Eugene Code Section 9.128(3), and Springfield Development Code 7.070(3), and Lane Code 12.225(2) shall be applied by the elected officials in approving or denying an amendment to the Metro Plan:

- (a) The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission;
- (b) Adoption of the amendment must not make the Metro Plan internally inconsistent.

The Eugene and Springfield city councils and the Lane County Board of Commissioners make the following findings with respect to the criteria set forth in Eugene Code Section 9.128(3), and Springfield Development Code 7.070(3), and Lane Code 12.225(2):

The following information, analysis, reports, minutes and materials are included along with other material, in the record of this proceedings. While this supporting background material may not all be specifically mentioned or referenced in the findings, they provide most of the factual basis for these findings.

- March 1995, Metropolitan Residential Land and Housing Study Citizen Involvement Plan
- September 1997, Public Involvement Plan for the Transplant Update and the Metropolitan Residential Land and Housing Study
- Metropolitan Residential Land and Housing Study Work Program 2/1/96
- Citizen Advisory Committee (CAC) notebook with background material distributed to CAC
- June 1995, How Do We Grow From Here
- May 1996, Transportation-Efficient Development
- May 1995, Eugene-Springfield Consolidated Plan
- June 1995, Preliminary Draft Supply and Demand Analysis
- May 1997, Eugene-Springfield Metropolitan Residential Land and Housing Study Draft Policy Analysis
- CAC Minutes and all public testimony to the CAC
- September 1997, Residential Land and Housing Study Citizen Advisory Committee Preliminary Draft Policy Recommendations

- January 1998, Residential Land and Housing Study Citizen Advisory Committee Policy Recommendations
- Planning Commission Process Minutes
- Indexed Public Testimony during Planning Commission Public Hearings
- Residential Land and Housing Study Issue/Comment Identification from Testimony submitted to Eugene, Springfield and Lane County Planning Commissions
- Eugene-Springfield Metropolitan Area Residential Land and Housing Study-Report on Residential Demand, Supply and Constrained Lands - 10/13
- Planning Commission Amendments to Citizen Advisory Committee Policy Recommendations Highlighted by Shading
- February 1999, Eugene-Springfield Metropolitan Area Residential Land and Housing Study Policy Recommendation Report
- January 1995, Draft Site Inventory Document
- April 1997, Draft Site Inventory Document
- 1999 Site Inventory Document
- July 1997, Draft Supply and Demand Analysis
- City of Eugene Urban Growth Boundary and Related Policies, Data and Analysis Report, November 1997
- February 1999, Draft Supply and Demand Analysis
- 1999 Supply and Demand Technical Analysis
- Map of Unbuildable and Constrained Land in relation to the supply
- Map of Service Availability
- Small Irregular Lot Maps
- Output from GIS of constraint and slope analysis
- Market Demand Study for Nodal Development, October 1996
- Resumes for Terry Moore and David Leland
- 1995 Site Inventory Documentation and Aerial Analysis

**Criterion #1: Eugene Code Section 9.128(3)(a), Springfield Development Code 7.070(3)(a), and Lane Code 12.225(2)(a): The amendment must be consistent with the relevant statewide planning goals adopted by the Land Conservation and Development Commission.**

The Residential Land and Housing Study recommendations of the joint planning commissions are amendments to the Eugene-Springfield Metropolitan Area General Plan text. Specifically, the changes made replace the Residential Land and Housing Element, Chapter III-A, amend and add definitions to the Glossary of the Metro Plan, Chapter V, and other minor or housekeeping amendments to other portions of the Plan to make the document internally consistent.

**Goal 1 - Citizen Involvement:** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

There was significant opportunities and involvement by citizens throughout the Residential Land

2 - Findings in Support of Metro Plan Amendments

and Housing Study. On March 27, 1995, the Joint Planning Commission Committee (JPCC) approved a Citizen Involvement Plan (CIP) for the Residential Lands Study. The JPCC is made up of two planning commissions from each jurisdiction and is charged under the Metro Plan with providing guidance for citizen involvement in all metro studies and projects (See policy 5, Citizen Involvement Chapter III-K). Consistent with the JPCC-approved CIP, the Residential Lands Study was guided by an eleven member Citizen Advisory Committee (CAC). The CAC represented various housing perspectives in the metropolitan area, and the composition of the group was approved by the Joint Planning Commission Committee. The list of members and the organizations they represented were submitted to the Eugene, Springfield and Lane County elected officials for approval. In the summer 1995, the CAC was officially formed as the group responsible for the preparation of the Residential Lands Study.

### CITIZEN ADVISORY COMMITTEE PROCESS

Opportunities for citizen involvement during the CAC process included:

- Monthly CAC Meetings between July 1995 and December 1997. Meetings were advertised and open to the public and opportunity for public comment was available at each meeting.
- During this process, representatives from the CAC and staff made presentations on the study to interested groups.
- In November 1996, the CAC held a public forum. At the forum, citizens, and CAC members identified residential land and housing issues.
- In October 1997, the CAC released the Preliminary Draft Recommendations Report. The report was made available, free of charge, at a variety of accessible locations throughout the metropolitan area for at least 30 days.
- The draft report was also sent to state agencies and local officials for comment. Each report contained a comment form intended to capture public sentiment on the issues.
- An open house was held on October 30, 1997 to allow the CAC to hear directly from those wishing to comment on the report. Newspaper display ads, poster displays and direct mailings, including the Periodic Review Newsletter mailing list, were used to advertise the availability of the document and the open house.
- In November and December 1997, the CAC reviewed and addressed all comments and released the CAC Policy Recommendations Report in January 1998.
- Following release of the CAC recommendations, two open house events for the Residential Lands Study were conducted in February 1998. These events were open to

the public and designed to provide information and a setting for public discussion with staff, stakeholders and the public, and an opportunity for public input. Draft documents, comment forms, fact sheets and visual displays were used to inform the public and provide opportunities for them to submit comments.

## PLANNING COMMISSION PUBLIC HEARINGS AND RECOMMENDATIONS

It was the responsibility of the planning commissions of Eugene, Springfield and Lane County to make recommendations on the draft Residential Land Study to their respective elected bodies. Joint public hearings were conducted by the three planning commissions on April 14, and 16, 1998. The planning commissions agreed to extend the public comment period for testimony to July 6, 1998.

The public hearings were publicized through a mailing to the Residential Lands Study mailing list, and through legal and display advertisements in the news media.

In addition to the two joint public hearings, the Springfield Planning Commission and Eugene Planning Commission conducted their own individual hearings for the Residential Lands Study. These public hearings allowed planning commission members to hear additional public testimony prior to making a recommendation on plan adoption to their respective elected bodies. The dates of the individual public hearings were:

Springfield Planning Commission, April 21st, 7:00 P.M.  
Eugene Planning Commission, June 30th, 6:00 P.M.

Following the hearings and public testimony period, the three planning commissions held joint work sessions on August 18, 1998, and October 13, 1998. As background, the Planning Commissions received indexed copies of all written and oral testimony received during the public input phase and minutes from public hearings held on April 14th, 16th, 21st and June 30th, 1998.

Following the public hearings and two joint work sessions, the planning commissions met separately to deliberate and make recommendations to the elected officials. The three planning commissions developed unanimous recommendations by January 1999. These meetings were also open to the public, although direct public testimony was not taken at this stage in the process. Work sessions were held on the following dates:

- November 10, 1998; Springfield Planning Commission;
- November 17, 1998; Springfield Planning Commission;
- November 23, 1998; Eugene Planning Commission;
- November 24, 1998; Eugene Planning Commission;
- November 30, 1998; Eugene Planning Commission;
- December 19, 1998; Lane County Planning Commission;

- **January 5, 1999; Springfield Planning Commission;**

## **ELECTED OFFICIALS ADOPTION PROCESS**

Following completion of the planning commissions recommendations, elected officials of Eugene, Springfield and Lane County held preliminary work sessions to become familiar with the planning commissions recommendations and to prepare for a Joint Elected Official public hearing held on April 14, 1999. Notice of this public hearing was sent to the interested party mailing list of over 400 persons and groups and advertised in local newspapers in Eugene and Springfield. Following the close of the hearing and opportunity for submission of written testimony, the three elected officials bodies held separate work sessions to deliberate and reach agreement on changes to the Metro Plan.

The citizen involvement process described above demonstrates compliance with Goal 1 in terms of: public notices, comment forms, public forums for direct conversations by the public with Citizen Advisory Committee members, public hearings with the planning commissions and elected officials, provision of technical information for the public during each phase of the study, and a record of all comments received during public forums, public hearings and comments periods that were made available in advance of all decision-making.

**Goal 2 - Land Use Planning:** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such actions.

The amendments to the Eugene-Springfield Metropolitan Area General Plan through the Residential Land and Housing Study were initiated by Eugene and Springfield city councils and the Lane County Board of Commissioners by joint adoption of the Periodic Review Work Program. An integral part of the Residential Land and Housing Study was the use of land use data, local research and analysis as documented in the 1999 Supply and Demand Technical Analysis; and the 1999 Site Inventory Document and various background papers found in the record.

Throughout the study, factual information was presented to and feedback was solicited from the citizen participants, decision makers, the general public, and affected governmental entities. This information was presented through a variety of means, including publications, meetings, and the media. The results of this study are based on fact and are consistent with the planning framework established in the Metro Plan and applicable State Goals and Oregon Administrative Rules. Therefore, these amendments comply with Goal 2.

**Goal 3 - Agricultural Lands:** To preserve and maintain agricultural lands

There are no lands within the Eugene-Springfield Metropolitan Area General Plan Urban Growth Boundary designated for agricultural use and thus this study and the proposed amendments do

not affect Metro Plan compliance with Goal 3.

**Goal 4 - Forest Lands:** To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use of forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

There are no lands within the Eugene-Springfield Metropolitan Area General Plan Urban Growth Boundary designated for forest use and thus the proposed amendments do not affect Metro Plan compliance with Goal 4.

**Goal 5 - Open Space, Scenic and Historic Areas, and Natural Resources:** To conserve open space and protect natural and scenic resources.

The 1999 Supply and Demand Technical Analysis provides detailed analysis of how the Residential Land and Housing Study addressed constrained lands such as sloped lands, wetlands, floodway and flood plain areas, and waterway corridors (see pages 32 - 46). The Residential Land and Housing Study also discounted the available residential vacant land by 32 percent in part to cover areas that would be reserved for open space, parks, and other natural areas. Adoption of the proposed Metro Plan amendments will not cause the loss of significant Goal 5 resources. Therefore, the amendments are consistent with Goal 5.

**Goal 6 - Air, Water, and Land Resources Quality:** To maintain and improve the quality of the air, water, and land resources of the state.

The 1999 Supply and Demand Technical Analysis addresses constrained lands and excludes from the available land inventory all land within a 75 feet of Class A streams or ponds and 25 feet of Class B streams or ponds. This limitation allows for buffer and protection of these stream corridors which will protect water quality. The proposed amendments to the Metro Plan do not concern waste and process discharges that would impact the quality of air, water and land resources. Therefore, these amendments are consistent with Goal 6.

**Goal 7 - Areas Subject to Natural Disasters and Hazards:** To protect life and property from natural disasters and hazards.

As addressed in the 1999 Supply and Demand Technical Analysis, vacant areas within the floodway are designated as unbuildable and subtracted from the land supply. Further, in Springfield, land within the 100-year flood plain was not assigned any housing development, due to flooding and high water potential. Land in the Eugene flood plain was not subject to this restriction due to findings by the Eugene Planning Commission that these areas could be developed at planned density by adhering to flood plain regulations in the Eugene Code.

Sloped lands in the Metro area were considered in the 1999 Technical Supply and Demand Analysis as constrained lands and these areas were assigned a lower level of development. This is due to the need to address the natural conditions, vegetation and drainage issues in sloped areas that make development more difficult and less intensive than in flat land areas. In addition, the building permit processes of the Eugene and Springfield and the State Building Code address seismic issues and unstable soils. Therefore, these amendments are consistent with Goal 7.

**Goal 8 - Recreational Needs:** To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

The Residential Land and Housing Study does not directly address recreational needs. However, the Residential Land and Housing Study discounted the available residential vacant land by 32 percent in part to account for areas that would be reserved for open space, parks, and other natural areas. Therefore, these amendments are consistent with Goal 8

**Goal 9 - Economic Development:** To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's future.

The proposed Metro Plan amendments do not change any commercial or industrial plan diagram designations or any economic policies of the Metro Plan. Therefore, the amendments will not affect Metro Plan compliance with Goal 9.

**Goal 10 - Housing:** To provide for the housing needs of citizens of the state.

This analysis is divided into two sections. First, are findings showing how the proposed policies are consistent with the Goal 10. Secondly, is an analysis of the Residential Land and Housing Study and its consistency with the Administrative Rule that implements Goal 10, OAR 660-08.

All the proposed amendments to the Residential Land Use and Housing element address the broad direction in Goal 10 to "provide for the housing needs of citizens of the state". While not an exhaustive listing, below are some of the major policies and how they address Goal 10.

The proposed amendments are organized into the topics of:

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

Each of these topics and the policies contained in each address specific elements of the broad

direction of Goal 10.

The policies in Residential Land Supply and Demand section provide for a supply of land to meet the housing needs of the Metro area for the planning period of 1995 to 2015. The following policies provide this direction:

- Policy 3 Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- Policy 4 Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and in-fill to meet the 20-year projected housing demand.
- Policy 5 Develop a monitoring system that measures land consumption, land values, housing development and housing density and reports to the community on an annual basis.
- Policy 6 Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.

These policies support providing a 20-year supply of land for the planning period and show how to facilitate meeting the demand through tools such as annexation and provision of public facilities and services. They also call for developing a monitoring system to measure the consumption of land.

The next topic in the element, Residential Density, lays out mechanisms to better utilize land within the urban growth boundary.

- Policy 9 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.
- Policy 10 Generally locate higher density residential development near employment or commercial services, in relationship to major transportation systems or within transportation-efficient nodes.
- Policy 12 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 existing and historic neighborhoods.
- Policy 13 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.

These policies direct that higher densities should be allowed at various locations within the urban area to prolong the life of the current urban growth boundary. They also point to other ways to increase density such as in-fill and redevelopment. Policy 13 calls for review of zoning and development regulations to ensure that barriers to higher density are removed and a full range of housing options are provided.

The next section is Housing Type and Tenure which contains the following policies, among others:

- Policy 16 Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- Policy 19 Encourage home ownership of all housing types, particularly for low-income households.

These policies provide direction for meeting the varied housing needs of the Metro area in terms of housing type, density, cost, and location. As our population changes over time, having a variety of housing types will be necessary to meet the needs of all residents of the Metro area.

The next section covers Design and Mixed with the following policies:

- Policy 21 Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.
- Policy 22 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.

Mixed use development (residential with commercial or office) has the potential to reduce impacts on the transportation system by minimizing or eliminating automobile trips. It has the prospect to create more functional and walkable neighborhoods. While people generally are open to the concept of higher density, they are still concerned about how density and mixed use development will affect their neighborhood in terms of design, increased traffic, and activity. Standards on siting and use and design review as called for in the above policy 22 are seen as ways to mitigate negative impacts.

The next section concerns Existing Housing Supply and Neighborhoods and the following policy gives direction for this critical area of housing:

- Policy 24** 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.

In addition to providing vacant land for the development of new housing, it is important to also address the existing stock of housing. 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.

The next section covers Affordable, Special Need, and Fair Housing and the following policies provide direction for these topics:

- Policy 26** Seek to maintain and increase public and private assistance for households that are unable to pay for shelter on the open market.
- Policy 31** Encourage the development of affordable housing for special needs populations that may include service delivery enhancements on-site.
- Policy 33** Protect all persons from housing discrimination.

The next 20 years are expected to see increased need for low- to moderately priced apartments and single-family housing. Meeting this demand is provided in policy 26 as well as others. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 1980's and adds to the number of homeless, poorly housed, and those needing local support services and special-needs housing. Also our population is aging and the special needs of older persons must be addressed. Fair housing issues typically impact renters more often than home buyers and discrimination tends to increase when the vacancy rate decreases. The policies in this section address these needs.

The final section of the proposed Residential Land Use and Housing Element concerns coordination of housing and the following policies provides direction to the metro area jurisdictions and housing providers.

- Policy 34** 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.
- Policy 35** Coordinate public, private, and consumer sectors of the area's housing market, including public-private partnerships, to promote affordable

housing and to increase housing density and types.

These policies provide direction for coordinating the many aspects of the adequate provision of housing in the Metro area.

Overall, all the proposed amendments address some aspect of the housing goal and the above analysis shows that the amendments will be consistent with the broad direction of Goal 10.

Oregon Administrative Rules (OAR) 660-008 contains rules to implement Goal 10. The applicable requirements are found primarily in OAR 660-008-0010 and 660-008-0020. Below are the requirements (in italics) followed by findings showing how the 1999 Technical Supply and Demand Analysis, 1999 Site Inventory Document and proposed amendments to the Metro Plan meet these requirements. In most cases the findings also reference where in the record the factual basis and more detailed analysis supports the findings.

*OAR 660-008-010 Allocation of Buildable Land (Housing Needs Projection): The mix and density of needed housing is determined in the housing needs projection. Sufficient buildable lands shall be designated on the comprehensive plan map to satisfy housing needs by type and density range as determined in the housing needs projection.*

The first part requires a determination of the needed mix of housing types and densities of housing. The 1999 Technical Supply and Demand Analysis contains this analysis (see Projecting Future Housing Units section). Appendix B of the Joint Planning Commission Policy Recommendations Report also provides a summary analysis under OAR 660-08.

To determine the needed housing by type and density, ECONorthwest and Leland Consulting Group conducted an analysis of future market demand (see What is the Market Demand for Residential Real Estate in Eugene-Springfield? ) This analysis shows that household characteristics and housing demand will change in the future. As the baby boomers age, the age of head of household will increase and the size of households will decline. There will also be a decrease in married couple families with children and an increase in the proportion of lower- to middle income households. These changes in conditions will demand smaller and alternative housing products. The table in the 1999 Technical Supply and Demand Analysis titled 1990-2015 Housing Unit Demand shows the expected future housing type mix. Findings 4 of the proposed amendments also addresses having sufficient buildable land as follows:

- Policy 4.            There is sufficient buildable residential land 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. By 1999, there will be a 20-year supply of residential land remaining inside the UGB. This assumes land is consumed evenly over the period.

*As defined by OAR 660-08-005(5), "Housing Needs Projection" refers to a local determination justified in the Plan of the mix of housing types and densities that will be:*

- (a) Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period.*

Meeting this standards requires several steps which include determining the population expected over the planning period (1995-2015) and determining the expected income levels of this population and needed household characteristics such as dwelling structure type.

The 1999 Technical Supply and Demand Analysis contains detailed explanation of the population forecast used in this study. There are four components of the population model: fertility, mortality, migration and a special population. The fertility component, which accounts for births, and the mortality component, which accounts for deaths, combine to determine natural increase. An economic component was used to project migration. The University of Oregon students were considered a special population and were not included in the resident population. The model separated population change into components and projected each component independently. The model begins with a base population broken into five-year cohorts. For these projections, 1990 U.S. Census figures were used. Population projections were developed for Lane County first. This allowed for the comparison with other projections and actual birth, death and labor force data. After the county projections were arrived at, the projections were developed for the Eugene-Springfield Metropolitan Study Area.

In 1990, the Eugene-Springfield metropolitan study area population was 204,359. The metro area population is projected to reach 301,400 persons by 2015, an increase of 97,041 persons or a 47 percent increase. This represents a 1.57 percent annual average increase over the 25-year period 1990 to 2015. Between 1990 and 2010, the Eugene-Springfield metro area population is expected to grow faster than both the state and the County, increasing at an annual average rate of approximately 1.54 percent compared to the state's 1.45 and the County's 1.50. The table in the 1999 Technical Supply and Demand Analysis report titled Eugene-Springfield Metropolitan Area Population shows in five year increments the expected population.

There are a number of factors that affect the demand for housing in addition to the growth in households. To identify the long-run market for housing in the Eugene-Springfield UGB, ECONorthwest and Leland Consulting Group conducted an analysis. See Appendix B of the *February 1999, Draft Supply and Demand Technical Analysis*. These consultants identified and projected the relevant factors and projected the residential demand for housing units by housing type. This analysis shows that the population will be older, less affluent and will need smaller and alternative dwelling units. Using the population projection and the results from the ECONorthwest and Leland Consulting Group study, the expected housing unit needs by type was developed (see 1999 Technical Supply and Demand Analysis, section titled Projecting

**Future Households.** This resulted in a need for a range<sup>1</sup> of between 40,000 to 49,000 added dwelling units within the planning period. The breakdown of dwelling units by type is in a table titled Eugene-Springfield Urban Growth Boundary 1990-2015 Housing Unit Demand.

Based on the above analysis and that contained in the 1999 Technical Supply and Demand Analysis, the housing needs projection does take into account financial capabilities of future residents in projecting housing for the planning period.

*(b) Consistent with any adopted regional housing standards, state statutes and LCDC administrative rules; and*

There are no adopted regional housing standards for the Eugene-Springfield area comparable to those adopted for the Portland Metropolitan area in LCDC's Metropolitan Housing Rule, (OAR 660-07). The existing Metro Plan policy establishing density ranges low Low, Medium, and High-Density Residential can be considered a regional standard. As documented in the 1999 Technical Supply and Demand Analysis, the proposed amendments are consistent with this standard.

In 1995, the Oregon Legislature passed House Bill 2709 (HB 2709) concerning planning for needed housing. Goal 10, Oregon Revised Statutes and Administrative Rules already required jurisdictions to analyze and provide for needed housing prior to the adoption of HB 2709. HB 2709 supplemented these provisions as follows.

1. Refined the definition of "buildable lands",
2. Required coordination of population projections,
3. Set criteria for prioritizing land for UGB expansions, and
4. Set specific requirements in ORS 197.296.

Provisions #1 through #3 apply to all Oregon jurisdictions, including Eugene-Springfield. Provisions #1 and #2 were addressed in this study. Provision #3 was not addressed in this study because no urban growth boundary amendments are proposed. Regarding #4, the Eugene-Springfield area is not required to comply with ORS 197.296 at this time, as explained below.

1. Definition of Buildable Lands [ORS 197.295(1)]

Buildable lands now include "developed land likely to be redeveloped." Prior to HB 2709, it was a local option as to whether or not to include redevelopable lands in the buildable lands

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<sup>1</sup>The Residential Lands Study Citizen Advisory Committee decided to use a range that was 10 percent below and above the actual projection to allow a reasonable latitude in the projection number. This same range is used throughout the study analysis.

inventory. The Residential Land and Housing Study included redevelopable lands in the inventory (see 1999 Technical Supply and Demand Analysis, section titled Infill and Redevelopment).

## 2. Coordination of Population Forecasts (ORS 195.036)

HB 2709 requires the coordinating body for an area to establish and maintain a population forecast for the area and to coordinate the forecast with the local governments within its boundary. L-COG is the designated coordinating body in Lane County for preparing and updating population forecasts. L-COG coordinates the population forecasts with Lane County and all cities in Lane County and their forecast was used in the Residential Land and Housing Study. They also coordinate at the state level with the Oregon State Economist provides 20-year statewide forecasts and coordinated regional forecasts.

## 3. Priority of Lands for UGB Expansions (ORS 197.298)

The Residential Land and Housing Study and proposed Metro Plan amendment do not call for expansion of the urban growth boundary.

## 4. ORS 197.296 Requirements

ORS 197.296 requires certain jurisdictions to provide for a 20-year housing need based on actual developed densities in the past five years or since the last periodic review; to take measures and/or expand the UGB, if needed; and to zone land appropriate for planned densities as indicated by the market.

According to DLCD staff, the Eugene-Springfield metropolitan area does not have to meet the requirements of ORS 197.296 at this time because these provisions must be met at periodic review and the local periodic review process was initiated prior to passage of the legislation.

However, the guidebook, "Planning for Residential Growth": A Workbook for Oregon's Urban Areas, does provide guidance on pre-existing Statewide Goal 10 requirements, as well as the new requirements specific to ORS 197.296. The Metropolitan Residential Land and Housing Study was conducted in a manner consistent with the tasks and steps laid out in the guidebook for the following tasks:

- Inventory the supply of buildable residential lands
- Conduct a housing needs analysis

In addition, the Residential Land and Housing Study recommends policies and implementation measures to increase densities, provide a greater mix of housing types, and monitor development activity over time to determine the impacts of these measures. These policies and measures will help ensure that the land in the existing urban growth boundary is sufficient to meet the needs of

the growing population over the next 20 years.

*(c) Consistent With Goal 14 requirements.*

The Residential Land and Housing Study and proposed amendments to the Metro Plan do not recommend any expansion of the Urban Growth Boundary nor propose conversion of land from rural to urban uses. See also findings under Goal 14.

*The determination must include provision for "needed housing". As defined by OAR 660-08-005(11), "needed housing" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels; "Needed housing also means housing that includes, but is not limited to:*

- (a) attached and detached single-family housing and multiple family housing for both owner and renter occupancy*

The 1999 Technical Supply and Demand Analysis and ECONorthwest/Leland Consulting Group market study consider and address each of the above housing types throughout the analysis. Further the proposed policy recommendations address and require the provision of each housing type and a variety of housing for both renter and home ownership.

- (b) Government assisted housing;*

The 1999 Technical Supply and Demand Analysis and ECONorthwest/Leland Consulting Group market study address owner, renter, and government assisted housing and policy direction for these housing types and is included in the policy recommendations.

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

The ECONorthwest/Leland Consulting Group market study address mobile home or manufactured dwelling parks on page 30 and 31.

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

The ECONorthwest/Leland Consulting Group market study considered and addressed manufactured homes on individual lots. Both Eugene and Springfield allow them as permitted use in all areas planned and zoned for single-family residential use.

*OAR 660-08-010 Allocation of Buildable Land (Buildable Lands Inventory): ...The buildable lands inventory must document the amount of buildable land in each residential plan*

*designation.*

The 1999 Site Inventory Document and the 1999 Technical Supply and Demand Analysis contain the buildable<sup>2</sup> land analysis. As part of the inventory, the analysis considered various prohibitions and constraints to development (See 1999 Technical Supply and Demand Analysis section titled Undeveloped Residential Land Supply).

As part of the supply analysis, unbuildable land was identified and subtracted from all the supply components. Unbuildable land included the following:

- Floodway
- In Eugene = Protected wetlands, wetland mitigation sites and other significant wetlands
- In Springfield = Wetlands larger than 0.25 acres
- Land within easement of 230 KV powerlines
- Land within 75 feet of Class A stream or pond
- Land within 50 feet of Class B stream or pond
- Small irregularly-shaped lots were also subtracted from the total buildable land supply during the adjustment to the land supply.

In addition, for each component of the land supply, an analysis of the following constraints was conducted:

**Constraints to Development**

- Floodplain
- In Eugene = wetlands in the National Wetland Inventory or wetlands in the West Eugene Special Area Study that were not a mitigation site or protected.
- In Springfield = Wetlands smaller than 0.25 acres in the Springfield Wetland Inventory
- Hydric Soils
- Slopes greater than 15 percent

The 1999 Technical Supply and Demand Analysis contains the detailed rationale used in determining each of the development prohibitions and constraints and the level of development assigned to vacant lands in each of the categories.

*OAR 660-08-020 Specific Plan Designations Required*

*(1) Residential plan designations shall be assigned to all buildable land and shall be specific so*

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<sup>2</sup>Buildable Land-- defined as residentially designated vacant and, at the option of the local jurisdiction, redevelopable land within the Metro urban growth boundary that is not severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly owned land is generally not considered available for residential use. Land with slopes of 25 percent or greater unless otherwise provided for at the time of acknowledgment and land within the 100-year floodplain is generally considered unbuildable for purposes of density calculations.

*as to accommodate the varying housing types and densities indentified in the local housing needs projection.*

The 1999 Technical Supply and Demand Analysis contains the Housing Needs projection which has been covered in earlier findings. For each housing type, a density assumption and distribution by density range in the Metro Plan was determined. These are shown in the 1999 Technical Supply and Demand Analysis section titled Residential Land Demand. Based on the overall analysis considering both the needs in the future and the available lands. The table in the proposed Metro Plan amendments, Chapter III-A, shows that the need can be met within the current urban growth boundary for the 20-year planning period.. No changes to the existing Metro Plan diagram are necessary to accommodate this demand.

Based on the above analysis and the more detail analysis contained in the Joint Planning Commissions Policy Recommendations Report, 1999 Technical Supply and Demand Analysis , 1999 Site Inventory Document, and the ECONorthwest/Leland Consulting Market Analysis, the proposed amendments comply with Goal 10 and its Administrative Rule, OAR 660-08.

**Goal 11 - Public Facilities and Services:** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

The 1999 Technical Supply and Demand Analysis under the Service Availability section states that public facilities and services are available to 6,782 acres or 72 percent of the buildable residential land. Approximately 2,653 acres do not presently have public facilities and services and will not for a period of time ranging from one to more than ten years. Based on this analysis, the following policies are included in the proposed Metro Plan amendments:

**Policy 4.** Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and in-fill to meet the 20-year projected housing demand.

The policy provides direction to the cities, who are the providers of public facilities and services, to meet the housing demand by, among other measures, provision of adequate public facilities and services. This includes capital improvement programs and other measures for the sequential extension of needed public facilities and services.

**Policy 6.** Endeavor to provide key urban services and facilities required to maintain a five year supply of serviced buildable residential land.

This policy provides a time threshold for cities in the timing of extension of public facilities and services to maintain a five year supply of serviceable lands.

**Policy 7.** Development shall be required to pay a greater share of the cost 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.

This clarifies the role of development in funding the provision of public facilities and services.

Policy 9. 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.

This policy provides direction to capitalize on existing public facilities and services already in place by planning for higher density in these areas. This will reduce the need or prolong the timing of need to extend facilities and service to areas currently not serviced.

Policy 34. 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.

These policies require the coordination of the residential land and housing policies with other applicable sections of the Metro Plan including provision of facilities and services. Another work task of Periodic Review currently underway is the update of the Metro Public Facilities Plan. The policy requires coordination of the policy direction in these proposed Metro Plan amendments with that study.

The proposed policies listed above address the provisions of public facilities and services to residential land. Therefore, the amendments comply with Goal 11.

**Goal 12 - Transportation:** To provide and encourage a safe, convenient and economic transportation system.

The, type, density and location of housing can have an effect on the transportation system, both locally and regionally. The proposed Metro Plan amendments include the following policies that support Goal 12:

Policy 10. Generally locate higher density residential development near employment or commercial services, in relationship to major transportation systems or within transportation-efficient nodes.

Policy 12. 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 existing and historic neighborhoods.

Policy 18. Encourage residential developments in or near downtown core areas in both cities.

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

The chief way residential land use policy can assist in meeting the transportation goal is by the way future housing is developed. This includes location, density, housing type and mixed use development. The above policies all provide direction to assist in creating a transportation-efficient land use pattern that supports alternative modes such as transit and reduces dependence on the automobile. Higher density housing allows transit to be more efficient and serve a greater percent of the population. Locating density near shopping and employment, and downtown reduces the need for single-occupancy auto travel, thus reducing vehicle miles traveled (VMT). Mixed use development where residential, business, and employment are co-mingled either on one site or in close proximity reduces automobile trips. Therefore, the amendments comply with Goal 12.

**Goal 13 - Energy Conservation:** To conserve energy.

The proposed policy direction in the amendments encourage higher density which will, because of the structure type and reduced dwelling sizes, assist in meeting energy conservation goals. Therefore, the amendments comply with Goal 13.

**Goal 14 - Urbanization:** To provide for an orderly and efficient transition from rural to urban land.

The Residential Land and Housing Study and proposed amendments to the Metro Plan do not recommend any expansion of the Urban Growth Boundary nor propose conversion of land from rural to urban uses. Therefore, the amendments are consistent with Goal 14.

**Goal 15 - Willamette River Greenway:** To protect, conserve, enhance and maintain the natural, scenic, historic, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

The Residential Land and Housing Study and proposed Metro Plan amendments do not make any changes to lands along the Willamette River or within the Greenway Boundary. As stated under the Goal 5 findings, certain constrained lands such as lands along Class A streams, which include the Willamette River, were addressed. In the case of Class A streams, all land within 75 feet was excluded from the vacant land inventory. Based on this and the lack of changes in the status of lands within the Willamette River Greenway, the amendments are consistent with Goal 15.

**Goals 16 - 19 (Estuarine Resources, Coastal Shorelands, Beaches and Dunes, and Ocean**

**19 - Findings in Support of Metro Plan Amendments**

**Resources):**

Not applicable to the Metro area.

**Criterion #2: Eugene Code Section 9.128(3)(b), Springfield Development Code 7.070(3)(b), and Lane Code 12.225(2)(b): Adoption of the amendment must not make the Metro Plan internally inconsistent.**

The Residential Land and Housing Study and the joint planning commissions are recommending a completely new Metro Plan element for Residential Land Use and Housing. The proposed policy direction generally represents a continuation of existing policy direction in the current Metro Plan. Policies have been updated, strengthened, or rewritten to be clear and concise and do not create any inconsistencies with other parts of the Plan. The changes in the Glossary are not substantive; additions or modification were made to existing definitions that are out of date, or, in the case of new definitions that are used in the revised Residential Land Use and Housing Element. The other amendments, such as the footnote of new population projection are not policy and only represent explanatory text.

Fundamental Principles of the Metro Plan

The proposed policy direction in the Residential Land Use and Housing Element will continue to meet the overall Metro Plan fundamental principles of compact urban growth, and reducing urban sprawl.

Plan Diagram

As noted in the evaluation under Criterion #1, the housing needs of the Metro area for the planning period of 1995-2015 can be accommodated by vacant and redevelopable land within the current urban growth boundary. No changes are needed to the existing Metro Plan Diagram.

Specific Elements of the Metro Plan

While the Residential Land and Housing Element stands as a separate and distinct section, the proposed policy direction in the amendments was reviewed continually with other specific elements of the Plan during its creation and review. In certain instances other policy direction in specific elements of the Plan was used to guide analysis and policy setting. For example, in the review of constrained lands, policy direction in the Environmental Resources element and Willamette River Greenway, River Corridors, and Waterways element was used to guide how to address constrained lands such as wetlands, sloped lands, waterways corridors, and floodway and floodplain areas. The policy direction in the Transportation element calls for higher density, growth in downtown areas, and encouraging development in proximity to transit. These same goals are part of the policy direction in the proposed amendments to the Residential Element. Thus, the amendments proposed have addressed and taken into account other elements of the

Metro Plan and are consistent with the policy direction of those elements.

#### Other Sections of Metro Plan

A detailed analysis was done of the other sections of the Metro Plan that required changes due to the proposed amendments and the findings of the 1999 Technical Supply and Demand Analysis. These changes are included in the proposed amendments. In all other respects, there are no inconsistencies between the proposed plan amendments and other sections of the Plan.

#### CONCLUSION

Based on the findings set forth herein, the Eugene and Springfield City Councils and the Lane County Board of Commissioners concludes that the proposed amendments to the Metro Plan text are consistent with relevant statewide planning goals adopted by the Land Conservation and Development Commission; and adoption of the amendments will not make the Metro Plan internally inconsistent.