

# ECONorthwest

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**February 19, 2009**

**TO: Springfield CIBL Stakeholder Committee**  
**CC: Linda Pauly and Mark Metzger**  
**FROM: Bob Parker and Beth Goodman**  
**SUBJECT: ESTIMATE OF PUBLIC AND SEMI-PUBLIC LAND NEEDS**

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In 2007, the Oregon Legislature passed House Bill 3337 which directs Springfield to establish a separate Urban Growth Boundary. The city started work on a key element of its new UGB in 2006 by initiating a residential buildable lands inventory and contracting ECONorthwest to conduct a Goal 10 housing needs analysis. With the passage of HB 3337, the City is now preparing additional studies necessary for the establishment of a separate UGB—including an evaluation of public and semi-public land needs.

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

Springfield is in the process of finishing studies that estimate land demand for housing and employment; this memorandum considers other uses that consume land and must be included in land demand estimates. Demand for these lands largely occurs independent of market forces. Many can be directly correlated to population growth.

For the purpose of estimating land needed for other uses, these lands are classified into three categories:

- *Lands needed for public operations and facilities.* This includes lands for city offices and maintenance facilities, schools, state facilities, substations, and other related public facilities. Land needs are estimated using acres per 1,000 persons for all lands of these types.
- *Lands needed for parks and open space.* The estimates use a parkland standard of 14 acres per 1,000 persons based on the level of service standard established in the

Willamalane *Park and Recreation Comprehensive Plan*, which projected need for parkland in Springfield between 2002 and 2022.

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

Table 1 shows land in public and semi-public uses by type. The data show a total of 1,635 acres in public and semi public uses in the Springfield UGB in 2009. This equates to 24.8 acres per 1,000 persons.

**Table 1. Summary of public and semi-public land need by type, Springfield UGB, 2010-2030**

Type of Use	Existing Acres (2007)	Acres per 1,000 Persons	Assumed Need (Ac/1,000 Persons)	Estimated need per 1,000 persons 2010-2030
Government	581	8.8	3.0	44
Utilities	134	2.0	2.0	30
Parks	563	8.5	14.0	357
Schools	277	4.2	0.9	14
Church/Charities/Other	81	1.2	1.2	18
<b>Total</b>	<b>1,635</b>	<b>24.8</b>	<b>22.1</b>	<b>463</b>

Source: City of Springfield GIS data; analysis by ECONorthwest

Table 1 shows that there will be an additional need of about 463 acres of land for all new public and semi-public uses or 22.1 acres per 1,000 people between 2009 and 2029. The information in Table 1 is based on the following assumptions:

- Government land in 2007 includes a 271-acre site that is owned by the Bureau of Land Management (BLM) and the 115-acre Booth-Kelly site. Not including these sites, Springfield has 195 acres of government land or 3.0 acres per 1,000 people. The assumed land need for 2010 to 2030 is 3.0 acres per 1,000 people, assuming that the City's land need will not include more sites like the BLM or Booth-Kelly site.
- Park land needs are based on the level-of-service established in Willamalane's parks plan of 14 acres per 1,000 persons, which will require 207 new acres of parkland. In addition, park land includes need for 150 acres of parkland for need identified in the *Park and Recreation Comprehensive Plan* and to serve residents that moved to Springfield between 2002 and 2008.<sup>1</sup>

<sup>1</sup> According to Greg Hyde, the Planning and Development Manager with the Willamalane Park & Recreation District, Springfield has acquired 37 acres of park land between 2002 and 2008. The *Park and Recreation Comprehensive Plan*

- School land needs are based on the fact that the Springfield School District will need to add one 14 acre site in the Jasper-Natron area over the planning period.<sup>2</sup> The land need of 0.9 acres per 1,000 persons was based on population growth and the District's need for one 14 acre site.
- Land needs for utilities, recreation, and churches/charities/other are based on maintaining the same ratio of acre to population as currently exists for these land uses.

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identified a deficit of 130 acres to serve population in 2002 (at the 14 acres per 1,000 person level of service). That deficit was reduced to 93 acres with the addition of the 37 acres of parkland. In addition, Springfield's population grew by 4,095 people between 2002 and 2008, resulting in an additional need for 57 acres of parkland. Together, Springfield has a need for 150 acres of parkland to serve the City's population in 2008 at the 14 acres per 1,000 person level of service.

<sup>2</sup> According to Jeff DeFranco, the Springfield Public Schools Director of Communications and Facilities, the school district has one 14-acre site that will be sold (the Rainbow (Chase) Property). The City owns a 65-acre site in East Springfield has no services. The District owns a 15-acre site in the Clear Water area that is outside of the UGB, which will be developed when there is more residential development in the area.