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**AGENDA ITEM SUMMARY**

**Meeting Date:** 10/19/2015  
**Meeting Type:** Work Session  
**Staff Contact/Dept.:** Linda Pauly DPW  
**Staff Phone No:** (541)726-4608  
**Estimated Time:** 60 minutes  
**Council Goals:** Mandate

**SPRINGFIELD  
CITY COUNCIL**

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<b>ITEM TITLE:</b>	SPRINGFIELD 2030 COMPREHENSIVE PLAN URBANIZATION ELEMENT: POTENTIAL LAND USE PLANNING AND DEVELOPMENT POLICIES TO GUIDE EFFICIENT URBAN TRANSITION WITHIN THE SPRINGFIELD URBAN GROWTH BOUNDARY (UGB) (Metro Plan Amendment File No. LRP 2009-00014)
<b>ACTION REQUESTED:</b>	Springfield’s proposed “2030 Plan” amendments to the Metro Plan will adopt a new set of Springfield-specific land use policies to guide land use planning and interim development of the unincorporated “urbanizable” lands (ATT1) within Springfield’s UGB, including areas in the proposed UGB expansion. Council is requested to review, discuss and provide input on <b>Attachment 1: 2030 Comprehensive Plan Urbanization Element Draft Policies and Implementation Strategies.</b>
<b>ISSUE STATEMENT:</b>	Oregon law requires cities and counties to: <ul style="list-style-type: none"><li>• Establish urban growth boundaries (UGBs) to provide a supply of land to meet projected long term urban development needs; and</li><li>• Co-adopt comprehensive plan policies, zoning, and development code provisions to regulate interim land uses and land divisions of “urbanizable” lands within the UGB to efficiently and effectively plan and manage the land supply as land uses transition from rural to urban.</li></ul>
<b>ATTACHMENTS:</b>	<ol style="list-style-type: none"><li>1. Draft Springfield 2030 Comprehensive Plan Urbanization Element Part 2: Policies and Implementation Strategies</li><li>2. Map: Springfield 2030 Comprehensive Plan Urban Transition Areas</li><li>3. Existing Metro Plan policies to be replaced by Springfield 2030 Comprehensive Plan Urbanization Element</li></ol>
<b>DISCUSSION/ FINANCIAL IMPACT:</b>	<p>Co-adoption of the Springfield 2030 Comprehensive Plan Urbanization Element land use policy document by the Council and the Lane County Board of Commissioners will establish new comprehensive plan policies applicable to the unincorporated lands within Springfield’s Urban Growth Boundary (UGB) that are necessary to efficiently and effectively plan and manage the land supply as land uses transition from rural to urban. Existing Metro Plan policies pertaining to urbanization (ATT 3) will be supplanted by adoption of the Urbanization Element. This policy direction is based on the need to:</p> <ul style="list-style-type: none"><li>• Designate a 20-year supply of urbanizable land to accommodate population and employment growth.</li><li>• Allow and regulate interim land uses that do not impede future development of planned urban land uses and densities.</li><li>• Plan for the orderly and efficient extension of public facilities and services.</li><li>• Designate land for community open space and recreational needs.</li><li>• Designate land to provide and manage the public facilities and environmental services needed to serve Springfield’s urban area.</li><li>• Manage growth and improve community livability through increasingly efficient use of land consistent and compatible with the community’s needs, resources, opportunities and advantages within the broader Southern Willamette Valley region.</li></ul> <p>Council discussed Part 1 at the October 5<sup>th</sup> Work Session. Council’s input on Attachment 1 will be used to prepare the Urbanization Element for adoption. As needed, discussion of this item will continue at the November 2<sup>nd</sup> Work Session.</p>

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After Council’s input on and approval of the draft Urbanization Element, the following section will be formatted and numbered to be consistent with 2030 Residential and Economic Elements that list policies and implementation strategies under the corresponding **2030 Plan Urbanization Goals**. For discussion purposes, policies are numbered and implementation strategies are bulleted. **Green font = 2030 Urbanization Element Planning Goals**  
**Blue font = Metro Plan policies carried over into the 2030 Plan.** For Metro Plan policies not carried over, see Attachment 3.

## **WORKING DRAFT POTENTIAL URBANIZATION ELEMENT GOALS, POLICIES AND IMPLEMENTATION STRATEGIES**

This draft was prepared with the input of City of Springfield and Lane County staff, SUB staff, and City and Lane County Attorneys to address the policies necessary to demonstrate and ensure that development within the UGB is consistent with applicable Statewide planning goals, statutes and administrative rules, applicable Metro Plan policies, and the City’s existing annexation policies. The draft policies also address input received from the public and from public agencies through the 2010 Springfield and Lane County Planning Commission public hearing process.

The **Springfield 2030 Urbanization Element** Planning Goals express the desired community development outcomes and benefits the City aspires to achieve by planning and managing land in new growth areas before the land is annexed to become part of the City.

The **Springfield 2030 Urbanization Element** Policies and Implementation Strategies are the City’s agreements and commitments to manage urban growth in ways that provide and sustain a healthy, prosperous and equitable environment aligned with Springfield’s interests, values and assets. The adopted policy statements and implementation strategies in this plan provide a consistent course of action, moving the community toward attainment of its goals. Some policies and strategies call for immediate action; others require additional studies or community planning processes to develop more detailed or specific area plans or policy updates.

### **UG-1 Promote compact, orderly and efficient urban development by guiding future growth to vacant sites and redevelopment areas within the established areas of the city and to urbanizable lands where future annexation and development may occur.**

- 1.** Urbanizable lands within the 2030 UGB shall be converted to urban uses as shown in the Metro Plan Diagram and as more particularly described in neighborhood refinement plans, other applicable area-specific plans, and the policies of this Plan.

The following draft policy means that when plan and zoning amendments are proposed and adopted that allow more development capacity (e.g. higher density development) on land than was permitted under the previous plan designation and zoning, the City may assume those effects when determining the impact of proposed plan amendments on the overall buildable land supply. This is consistent with existing policy and practice and provides flexibility for the City to approve land use plan changes that add capacity or re-allocate capacity within the UGB.

2. Continue to support and facilitate redevelopment and efficient urbanization through City-initiated area-specific refinement planning and zoning amendments consistent with the policies of this Plan. Plans shall designate an adequate and competitive supply of land to facilitate short-term and long-term redevelopment activity. Efficiency measures achieved through plan amendments may be reflected in land supply calculations to the extent that they are likely to increase capacity of land suitable and available to meet identified needs during the relevant planning period.
3. Balance the goals of accommodating growth and increasing average density within the city with goals to stabilize and preserve the established character of sound older neighborhoods. The City shall adopt detailed area-specific refinement plans to clearly define locations where significant growth and redevelopment is expected, and to establish policies and zoning to guide the design of higher density development.
  - Continue to provide public policy and financial support when possible for redevelopment in Springfield.
  - Continue to prioritize and incentivize redevelopment in the Glenwood and Downtown urban renewal districts and support redevelopment throughout the City as described in the Economic and Residential Elements of this Plan.
  - Continue to provide development tools and incentives (such as Urban Renewal support) within targeted priority redevelopment areas as resources become available to facilitate expedient and economically feasible redevelopment.
  - Continue to conduct focused planning in key redevelopment areas, as directed by the City Council, as resources are available. Such efforts will review, update and supersede existing refinement plan designations and policies.
  - Identify and include public agencies and private stakeholder partners in district-specific planning efforts to facilitate redevelopment through partnerships and other cooperative relationships.

4. Any development taking place within the City’s urbanizable area shall be designed to the development standards of the Springfield Development Code.

Policies: Development within the Urban Holding Area- Employment Designation

5. Urbanizable lands added to Springfield’s acknowledged UGB by Ordinance X, date X to meet employment needs are designated “Urban Holding Area- Employment” (UHA-E) in the Metro Plan consistent with the employment site needs criteria for their inclusion in the UGB.<sup>1</sup> The UHA-E designation reserves employment sites within urbanizable areas of 50 or more suitable acres to support creation of economic districts that will accommodate the site needs of target employment sectors. The size of employment districts and parcels of urbanizable land designated UHA-E shall be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of infrastructure to serve the North Gateway or Mill Race urbanizable area.
6. Lands designated UHA-E are planned and zoned for the primary purpose of reserving an adequate inventory of large employment sites that is well located and viable for industry and not easily replicable elsewhere for employment uses that generate:
  - o A significant capital investment;
  - o Job creation within — but not limited to — targeted industry sectors, business clusters and traded-sector<sup>2</sup> industries identified in the most recent economic opportunities analysis and Economic Element policies of this Plan.
7. Lands designated “Urban Holding Area-Employment” are zoned “Agriculture – Urban Holding Area” (AG) on the Springfield Zoning Map and are subject to the development standards of the Springfield Development Code AG Zoning District.

The City is bringing land into the UGB to accommodate the need for large employment sites. The following policies restrict land division to protect those large sites for employers that need large sites.

8. For lots/parcels greater than 50 acres in the North Gateway UHA-E District, the minimum lot/parcel size for land division is 50 acres. Land divisions that create lots/parcels for the purpose of establishing a Natural Resource or Public/Semi-Public Parks and Open Space designation within the floodway, wetland or riparian resource portions of the site may create lots/parcels less than 50 acres within the Natural Resource or Public/Semi-Public Parks and Open Space designation portion of the parent

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<sup>1</sup> Employment site needs are explained in the Economic Element of this Plan, and in the Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis.

<sup>2</sup> ORS 285A.010(9)

lot/parcel. Lots/parcels created and designated for employment purposes shall retain the 50-acre minimum until planned and zoned to allow annexation and site development with urban employment uses and densities consistent with the policies of this Plan.

The following policy retains large parcels. The area's existing Lane County zoning is EFU-25 (25-acre minimum).

9. For lots/parcels less than 50 acres in the North Gateway and Mill Race UHA-E Districts, the minimum lot/parcel size for land division is 20 acres. Land divisions that create lots/parcels for the purpose of establishing a Natural Resource or Public/Semi-Public Parks and Open Space designation within the floodway, wetland or riparian resource portions of the site may create lots/parcels less than 20 acres within the Natural Resource or Public/Semi-Public Parks and Open Space designation portion of the lot/parcel. Lots/parcels created and designated for employment purposes shall retain the 20-acre minimum until planned and zoned to allow annexation and site development with urban employment uses and densities consistent with the policies of this Plan.

The following policy suggests one way the City Council could provide an incentive for development.

10. As directed by the City Council, the City will conduct comprehensive planning processes and adopt refinement-level plans and implementation measures to guide and regulate urban development in the North Gateway and Mill Race UHA-E districts. The Transportation Planning Rule requirements under OAR 660-012-0060 will be addressed prior to any re-designation or zoning map amendment that allows urbanization.
11. Refinement Plans, District Plans, Master Plans and zoning for land within the UHA-E designation shall support cohesive design and development of innovative Employment districts that provide attractive sites for economic development in close proximity to natural and recreational amenities and infrastructure systems designed to integrate and protect water quality, Springfield's Drinking Water Source Areas, riparian, wetland and groundwater resources, aquifer recharge, and floodplain functions with compatible employment uses.
12. Plan and zone land within the UHA-E designation to provide suitable employment sites 20 acres and larger to accommodate clean manufacturing uses and office/tech/flex employers in Springfield's target industry sectors. Limited neighborhood-scale retail uses that primarily serve employees within an industrial or office building or complex may be permitted as a secondary element within employment mixed-use zones. Urban

Holding Area-Employment (UHA- E) sites shall not be re-designated or zoned to permit development of regional retail commercial uses.

13. Master plans are required for contiguous ownerships over 5 acres designated UHA-E and shall address all of the policies of this Plan and the Master Plan requirements of the Springfield Development Code.

The following policies (in blue font) are existing Metro Plan policies applicable to unincorporated land within the existing UGB. The UF-10 overlay is an existing Springfield zone applied to these lands until they are annexed.

Policies: Development within the Urbanizable Fringe (UF-10) Overlay Zoning District

14. Unless the following conditions are met, the minimum lot size for campus industrial designated areas in the UF-10 Zoning District shall be 50 acres and the minimum lot size for all other designations in the UF-10 Zoning District shall be 10 acres. Land division in the UF-10 Zoning District will be subject to the following requirements:
  - a. The approval of a conceptual plan for ultimate development at urban densities in accordance with applicable plans and policies. The conceptual plan shall remain in effect until superseded by other plans or actions required to enable full urban density development.
  - b. Proposed land uses and densities conform to applicable plans and policies.
  - c. The owner of the property has signed an agreement with the city which provides that the owner and his or her successors in interest are obligated to not remonstrate against annexation proceedings should the city, at its option, initiate annexation.
15. Any proposed land division in the UF-10 District that creates any lot under five acres in size will require utilizing the following additional standards:
  - a. The property will be owned by a governmental agency or public utility.
  - b. A majority of parcels located within 100 feet of a boundary of the property are smaller than five acres.
  - c. The land division does not result in more than 3 parcels.
16. The siting of all residences on urbanizable lots served by on-site sewage disposal systems shall be reviewed by Lane County to ensure the efficient future conversion of these lots to urban densities according to *Plan* assumptions and minimum density requirements.

17. The Development and Public Works Director may accept the use of on-site sewage disposal systems as a temporary measure for approval of industrial and commercial development proposals within Campus Industrial designated areas in conjunction with annexation to a city provided:
  - a. it is in the City’s interest to encourage economic diversification; and
  - b. extension of the public wastewater system is imminent or is identified as part of an approved capital improvement program; and
  - c. an annexation agreement establishes the timeframe for connecting to the public wastewater system.

**UG-2 Promote efficient and economical patterns of mixed land uses and development densities that locate a variety of different life activities, such as employment, housing, shopping and recreation in convenient proximity; and where accessible by multiple modes of transportation — including walking, bicycling, and transit in addition to motor vehicles — both within and between neighborhoods and districts.**

The following policies suggest ways the City Council could provide incentives to prepare sites for development to meet employment land needs.

18. In new growth and redevelopment areas throughout the City, plan and support the transition to transportation-efficient land use patterns by providing incentives such as City-initiated plan and zoning updates, technical assistance, implementation of design standards, and permit processing assistance to guide the development of well-designed neighborhoods, efficient and economically viable mixed use districts and corridors.
19. Within districts and neighborhoods currently characterized by a limited range of land uses and activities, pursue comprehensive planning and zoning code updates to allow for mixed-use development at appropriate locations as one method of providing additional land use diversity and choices — as described in the Economic and Residential Land Use Elements of this plan.
20. Support new development and redevelopment in mixed use areas to address Springfield’s needs for housing, employment, and shopping opportunities in connected walkable neighborhood locations served by the region’s frequent transit network (FTN).
21. Plan and zone land to support transit-oriented land use patterns and development, including but not limited to higher intensity development in the City’s employment and

commercial centers and along major transit corridors; employment uses located within ¼ mile of transit stations or stops; and residential development within ½ mile of transit stations or stops.

22. As permitted under Oregon law, [require improvements in new commercial, public, mixed use, and multi-unit residential development that encourage walking, bicycling and the use of transit.](#)
23. Plan and zone the North Gateway UHA-E area to guide development of a well-designed employment district adjacent to the Interstate 5 economic corridor to support diversification and improvement of the local, regional and state economies and to make efficient use of existing and planned public transportation systems and infrastructure. Applicant-initiated plan designation and zoning changes shall address logical extension of transportation and public facilities to serve the entire North Gateway UHA-E district. Development within the North Gateway District shall be zoned and designed to enhance the distinctive physical surroundings and natural resources of the area while accommodating growth and change through implementation of attractive building exteriors and low impact development practices.
24. Amend the Gateway Refinement Plan to include the North Gateway UHA-E area prior to or concurrent with approval of an owner-initiated plan amendment or zone change that allows urban development in the North Gateway UHA-E area. The amended Gateway Refinement Plan shall describe the logical extension of transportation and public facilities to serve the entire North Gateway UHA-E area.
25. Lands added to the UGB in 2016 for employment, public facilities, parks, open space and recreation in the Mill Race area shall be comprehensively planned in the context of a larger Mill Race District that includes the Booth Kelly Mixed Use site and the industrially-zoned lands south of the railroad corridor. The plan shall identify opportunities for integrating economic development, recreation, arts, culture, historic interpretation, and pedestrian/bicycle connectivity between the Middle Fork Willamette River and Downtown District; and shall identify development standards that protect Drinking Water Source Areas and other natural resources from incompatible development.
26. As depicted in Map #, certain lands developed with and occupied by Springfield Utility Board and Eugene Water and Electric Board facilities are included in the 2015 UGB expansion and are designated Public/Semi Public to accommodate and protect Springfield's

public water system facilities and Drinking Water Source Areas and shall not be re-designated to allow for other urban uses.

27. As depicted in Map #, certain Willamalane Park and Recreation District lands, parks and facilities are included in the 2016 UGB expansion and are designated Public/Semi Public to accommodate community needs for open space and recreation and shall not be re-designated to allow for other urban uses.

**UG-3 Provide an adequate level of urban services, including but not limited to public water, wastewater, and stormwater management systems, environmental services and an urban multi-modal transportation system as urban development occurs within the Springfield UGB.**

28. The coordinated, timely provision of urban services is a central element of the City's comprehensive growth management strategy for infill, redevelopment and new development. Development undertaken in pursuit of housing goals, diversifying the economy and neighborhood livability shall occur only after the logical and efficient delivery of all urban services have been provided to these sites.
  - Prepare and adopt comprehensive plan and zoning updates at the neighborhood, district, and corridor scale to determine the density, character and design of urban development in alignment with infrastructure capacity to ensure efficient and economical delivery of urban services in balance with the City's financial resources.
29. Regionally significant public investments within Springfield's UGB shall be planned on a metropolitan-wide basis, as described in the regional transportation and public facilities plans.
30. Annexation shall continue to be a prerequisite for urban development and the delivery of City services in accordance with the Springfield Comprehensive Plan and Springfield Development Code.
31. Unincorporated land within the Springfield UGB may be developed with permitted uses at maximum density only upon annexation to the City when it is found that key urban facilities and services can be provided to the area to be annexed in an orderly and efficient manner. Provision of these services to the area proposed for annexation is consistent with the timing and location for such extension, where applicable, in the City' infrastructure plans — such as the Public Facilities and Services Plan; the Springfield Transportation System Plan; the City's Capital Improvement Program; and the urbanization goals, policies and

implementation strategies of this Element — or a logical time within which to deliver these services has been determined, based upon demonstrated need and budgetary priorities.

32. For the purposes of land use planning and annexation approval, the Springfield Comprehensive Plan defines key urban facilities and services as: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; citywide park and recreation programs; electric service; land use controls; communication facilities; and public schools on a district-wide basis.<sup>3</sup>
33. Urban services provided by the City upon annexation to Springfield include storm and sanitary sewer; water; transportation systems; police and fire protection; planning, building, code enforcement and library services; and public infrastructure maintenance of City-owned or operated facilities.
34. Springfield Utility Board (SUB) is the water service provider within the Springfield City Limits. SUB will be the electrical service provider within the UGB as provided or permitted under Oregon law.
35. When unincorporated territory within the UGB is provided with any new urban service, that service shall be provided by one of the following methods in this priority order:
  - a. Annexation to City; or
  - b. Contractual annexation agreements with City
36. The City shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard abatement annexation is required.
37. The City Council may approve construction of urban transportation and public infrastructure facilities prior to or concurrently with development proposals provided that such infrastructure construction occurs as described in the Public Facilities and Services Plan, Springfield Wastewater and Stormwater Master Plans, the regional and local transportation system plans, and the Capital Improvement Program.

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<sup>3</sup> This plan does not address facilities and services provided by Lane County, the State of Oregon, or the Federal government, and does not preclude provision of those services within Springfield.

- The City shall continue to seek funding opportunities and public-private partnerships to allow construction of key urban infrastructure elements to support pedestrian and transit-friendly redevelopment in Glenwood and Downtown, such as the Franklin Corridor multiway boulevard in Glenwood and enhancements to the Main Street/South A couplet through Downtown.

38. Prior to re-designating and rezoning land designated Urban Holding Area- Employment, the City shall update and adopt amendments to the *Eugene-Springfield Metropolitan Public Facilities and Services Plan* (PFSP) that may be needed to identify new facilities or major modification of facilities needed to serve development of urban employment uses within the North Gateway or Mill Race districts as necessary to demonstrate accordance with statewide planning Goal 11 and Goal 11 administrative rules requirements and the policies of Metro Plan Chapter III-G Public Facilities Element of the Metro Plan.

NOTE: Policies 40-42 are intended to address Metro Plan Chapter III-F Eugene-Springfield Metropolitan Area Transportation Element, to address the applicable Statewide planning Goal 12 and Goal 12 administrative rules requirements.

39. To ensure that changes to the Springfield Comprehensive Plan are supported by adequate planned transportation facilities, the City shall update and adopt amendments to the Springfield Transportation System Plan (TSP) to identify facilities that may be needed to provide and encourage a safe, convenient and economic multi-modal transportation system to support development of urban uses and densities in the North Gateway and Mill Race areas. The TSP update shall be coordinated with City-initiated comprehensive land use planning or owner-initiated plan amendments and shall be prepared and adopted prior to or concurrently with any plan or zoning amendment that allows an increase in trips over the levels permitted in the AG zone.

40. The North Gateway and Mill Race districts shall be planned and designed to encourage and support the availability of a variety of transportation choices for moving people that balance vehicular use with other transportation modes, including walking, bicycling and transit in order to avoid principal reliance upon any one mode of transportation; support the mobility needs of the transportation disadvantaged; and provide for safe and convenient vehicular, transit, pedestrian, and bicycle access and circulation. Plan and

zoning amendments shall include a transportation system analysis and plan to demonstrate compliance with Statewide planning Goal 12 and Goal 12 administrative rules.

41. Public transportation systems shall be designed to facilitate future extension of the public transit system to serve the North Gateway district.

**Note:** For other related policy discussion, see the [Public Facilities and Services Element in Metro Plan Chapter III-G](#). The Springfield 2030 Comprehensive Plan Urbanization Element does not address service districts or the financing or management of services that are provided; and does not preclude dissolution, merger, expansion or creation of special districts by public agencies.

**UG-4 As the City grows and as land develops, maintain and reinforce Springfield’s identity as a river-oriented community in the City’s land development patterns and infrastructure design, emphasizing and strengthening physical connections between people and nature.**

42. Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of the McKenzie and Willamette River and waterway corridors as Springfield grows and develops.

The following policies are adapted from existing Metro Plan policies as noted. They are included here to update existing policies applicable to urbanizable lands within Springfield’s UGB.

43. Land use regulations and acquisition programs along river corridors and waterways shall take into account the concerns and needs of the community, such as recreation, resource protection, wildlife habitat, enhancement of river corridor or waterway environments, potential for public access, and opportunities for river-oriented urban development and infrastructure design. (Adapted from Greenway, River Corridors and Waterways Metro Plan D.2 p III-D-4)
44. The City of Springfield and Willamalane shall continue to cooperate in expanding water-related parks and other facilities, where appropriate, that allow access to and enjoyment of river and waterway corridors. (Adapted from Greenway, River Corridors and Waterways Metro Plan D.3, p III-D-4)
45. New development that locates along river corridors and waterways shall be designed to enhance natural, scenic and environmental qualities of those water features. (Adapted from Greenway, River Corridors and Waterways Metro Plan D.4, p III-D-4)

46. Continue efforts to restore, enhance and manage the Springfield Mill Race to fulfill multiple community objectives. Partner with Willamalane and Springfield Utility Board to provide public access to the Mill Race where appropriate. (Adapted from Greenway, River Corridors and Waterways Metro Plan D.4, p III-D-4)
47. Continue efforts to provide increased opportunities for public access to the Willamette River Greenway and the McKenzie River through comprehensive planning, development standards, annexation agreements, the land use permitting process, and through partnerships with Willamalane, Springfield Utility Board and property owners.
48. Prior to approval of a plan amendment or zone change that permits urban development within the North Gateway or Mill Race District urbanizable lands, the Springfield Local Wetland Inventory shall be updated in accordance with Statewide planning Goal 5 and Goal 5 administrative rules requirements.
49. Prior to approval of a plan amendment or zone change that permits urban development within the North Gateway or Mill Race District urbanizable lands, the Springfield Natural Resources Inventory shall be updated in accordance with Statewide planning Goal 5 and Goal 5 administrative rules requirements and the Springfield Natural Resources Study shall be amended. The inventory process shall map the resource areas, determine significance, and adopt a list of significant resource sites as part of the comprehensive plan and land use regulations. More precise field surveys to locate top of bank and to monument riparian area setbacks are required prior to site plan approval and issuance of building permits.

#51 introduces an “eco” district concept for Council’s consideration. Development in these sensitive drinking water source areas will need to very protective of water quality. Instead of thinking of this as a development constraint to overcome, the City could potentially plan and brand one or both or part of these areas to attract forward-thinking companies to locate in Springfield.

50. Employment Lands designated UHA-E shall be planned and zoned as “eco” economic districts to provide and promote suitable sites for clean, green industries and innovative building technologies to attract target employers identified in the latest Economic Opportunities Analysis and to protect the City’s most sensitive drinking water source areas.
  - The Springfield Water Quality Limited Waterways Map shall be updated to include the North Gateway and Mill Race Districts. Springfield’s implementation measures to maintain the City’s compliance with the Clean Water Act and other Federal

resource protection mandates shall automatically apply to the lands included in the UGB though the provisions of the Springfield Development Code.

**UG-5 Increase Springfield’s capability to respond to natural hazard impacts to enhance public safety, health and robustness of the economy and natural environment by creating opportunities for innovative urban development and economic diversification.**

51. Grow and develop the City in ways that will to ensure the stability of Springfield’s public drinking water supply to meet current and future needs.

- Prior to City approval of annexation, land division or site development in the North Gateway and Mill Race UHA-E districts, the City — in partnership with Springfield Utility Board — shall conduct a Springfield Development Code Amendment process to prepare and apply specialized development standards that protect Drinking Water Source Areas to urbanizable lands designated UHA-E to ensure that new development contributes to a safe, clean, healthy, and plentiful community drinking water supply. The standards shall identify design, development, construction and best management processes appropriate and necessary to maintain aquifer recharge and protect drinking water quality and quantity. The standards shall also identify land use buffers appropriate and necessary to protect the Willamette Wellfield and the surface water features that are known to be in hydraulic connection with the alluvial aquifer.
- Continue to Update the Springfield Comprehensive Plan and Springfield Development Code as new natural hazards information becomes available.
- Encourage increased integration of natural systems into the built environment, such as vegetated water quality stormwater management systems and energy-efficient buildings.

52. Grow and develop the City in ways that maintain and improve Springfield’s air quality to benefit public health and the environment.

- Prioritize and seek funding for mixed use land use district planning and multi-modal transportation projects that reduce reliance on single occupancy vehicles (SOVs) consistent with Springfield Transportation System Plan (TSP) Policy 1.2, 1.3 and 1.4.

- Coordinate land use and transportation system planning for urbanizable lands at the refinement plan and/or Master Plan level to identify and conceptually plan alignments for locating multi – modal facilities.
- Plan, zone and design transportation systems in the North Gateway and Mill Race Urban Holding Area - Employment districts to provide multi-modal transportation choices for district employees.
- Promote the use of active transportation systems as new growth areas and significant new infrastructure are planned and developed.

**FINAL DOCUMENT TO BE FORMATTED LIKE THIS TO MATCH THE OTHER TWO  
2030 PLAN ELEMENTS**

<b>Goal UG-1</b>	<b>Promote compact, orderly and efficient urban development by guiding future growth to vacant sites and redevelopment areas within the established areas of the city, and to urbanizable lands where future annexation and development may occur.</b>
Policy UG.1.	
Implementation Strategy	1.1

**FINDINGS**

**POPULATION AND EMPLOYMENT FORECASTS FOR THE 2010-2030 PLANNING PERIOD**

In order to achieve timely compliance with their statutory obligations under ORS 197.304 (2007) Or Laws Chapter 650, the cities of Eugene and Springfield and Lane County co-adopted the following coordinated population forecasts into the Metro Plan for Springfield’s jurisdictional areas:

	<b>2030</b>	<b>2031</b>	<b>2032</b>	<b>2033</b>	<b>2034</b>	<b>2035</b>
Springfield – City Only	74,814	75,534	76,254	76,974	77,693	78,413
Metro Urban Area East of I-5	6,794	6,718	6,642	6,567	6,491	6,415
<b>Total</b>	<b><u>81,608</u></b>	<b><u>82,252</u></b>	<b><u>82,896</u></b>	<b><u>83,541</u></b>	<b><u>84,184</u></b>	<b><u>84,828</u></b>

These figures effectively provide coordinated projections for years ending 2030 through 2035 and were used as the basis for the Springfield 2030 UGB and plan policies adopted to meet residential and employment land needs for the 20-year planning period 2010-2030. The 2030 UGB relied on the 2006 employment forecast <sup>4</sup>of 13,440 new employees for Springfield in the year 2030 to project employment land needs.

## **LAND INVENTORIES AND ANALYSES FOR THE 2010-2030 PLANNING PERIOD**

The Springfield Comprehensive Plan is supported by the following land inventories and technical analyses which are adopted as technical supplements to this Plan:

Goal 10: Springfield Residential Land and Housing Needs Analysis (acknowledged in 2011)<sup>5</sup>

Goal 9: Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (acknowledged in 2016)<sup>6</sup>

Definitions of constrained and unconstrained land. The land area included in the Springfield 2030 Urban Growth Boundary includes land constrained by natural features, natural hazards, natural resource protection buffers, and 230KV transmission line easements. Constraints are factors that preclude land development or affect the desirability of land for development. Constraints reduce the development capacity of land.

OAR 660-009-0005(2) defines “development constraints” as factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. Assumptions about constraints affect the amount of suitable, buildable land in the City’s inventories, and thus the amount of land Springfield needs to designate to meet housing and employment needs for the planning period. Table 1 shows constraints that were considered unbuildable for the purpose of the 2010-2030 land inventories.

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<sup>4</sup> The employment forecast in the adopted Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis, Appendix C.

<sup>5</sup> Adopted as a Technical Supplement to the Springfield 2030 Residential Land Use and Housing Element

<sup>6</sup> Adopted as a Technical Supplement to the Springfield 2030 Economic Element

**Table 6: Development Constraints  
Springfield 2030 Comprehensive Plan Land Inventories (2010-2030)**

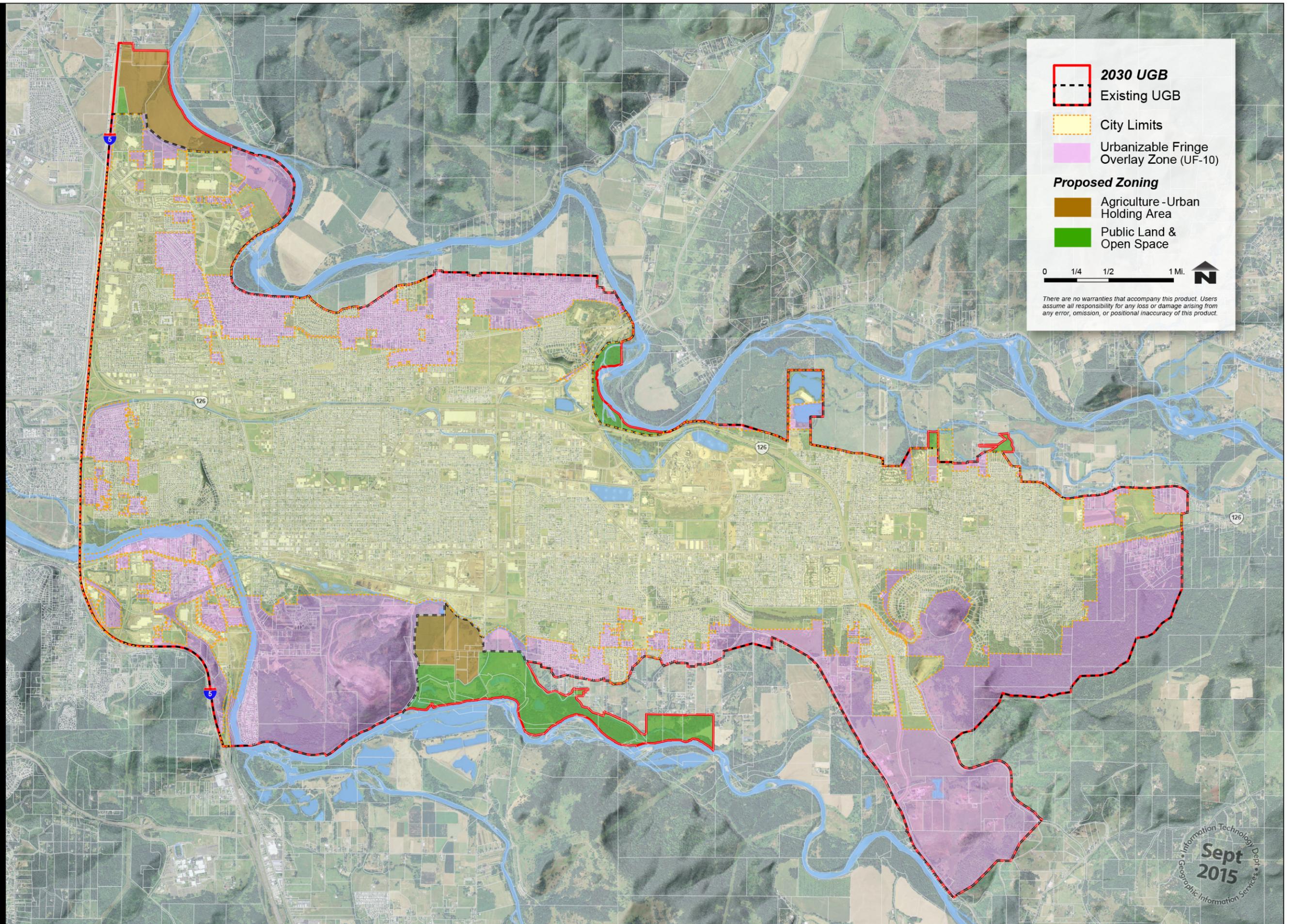
<p align="center"><b>Assumed Constraints Employment Land<sup>7</sup></b></p>	<p align="center"><b>Assumed Constraints Residential Land<sup>8</sup></b></p>
<p><u>Absolute Development Constraints.</u> The following factors are considered absolute development constraints which make employment land <u>unsuitable</u> for development:</p> <ul style="list-style-type: none"> <li>▪ Floodway</li> <li>▪ Wetlands</li> <li>▪ Riparian resource areas</li> <li>▪ Slopes greater than 15%</li> </ul> <p>Springfield’s Natural Resources Inventory and Lane County Rural Comprehensive Plan Natural Resources Inventory identify wetlands and riparian resource areas protected from development by City Ordinance in compliance with Goal 5, the Federal Clean Water Act and the federal Endangered Species Act.</p>	<p><u>Unbuildable, Not Serviceable Land:</u> Tax lots or areas within tax lots with one or more of the following attributes:</p> <ul style="list-style-type: none"> <li>▪ Floodway</li> <li>▪ Wetlands</li> <li>▪ Riparian resource areas and setbacks</li> <li>▪ Areas with severe landslide potential (DOGAMI map)</li> <li>▪ Slopes greater than 25%</li> <li>▪ Easements containing a 230KV transmission line</li> <li>▪ Small irregularly shaped lots</li> <li>▪ Publicly owned land</li> </ul>

<sup>7</sup> Springfield Commercial and Industrial Land Inventory and Economic Opportunities Analysis, page 14.

<sup>8</sup> Springfield Residential Land and Housing Needs Analysis, page 10, Map 3-4.



SPRINGFIELD 2030 COMPREHENSIVE PLAN: Urban Transition Areas



- 2030 UGB
- Existing UGB
- City Limits
- Urbanizable Fringe Overlay Zone (UF-10)
- Proposed Zoning**
- Agriculture - Urban Holding Area
- Public Land & Open Space



There are no warranties that accompany this product. Users assume all responsibility for any loss or damage arising from any error, omission, or positional inaccuracy of this product.



## **C. Growth Management Goals, Findings, and Policies**

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

Outward expansion of the UGB will occur only when the home city and Lane County determine such expansion is proven necessary according to state law and applicable *Metro Plan* and city-specific comprehensive plan provisions.

### **Goals**

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

### **Findings and Policies**

#### **Findings**

1. Many metropolitan areas within the United States that have not implemented geographic growth management techniques suffer from scattered or leapfrog urban growth that leaves vacant and underutilized land in its path and encourages isolated residential developments far from metropolitan centers. Until adoption of the *1990 Plan's* urban service area concept, portions of this metropolitan area were characterized by these phenomena.
2. Beneficial results of compact urban growth include:
  - a. Use of most vacant leftover parcels where utilities assessed to abutting property owners are already in place.
  - b. Protection of productive forest lands, agricultural lands, and open space from premature urban development.
  - c. More efficient use of limited fuel energy resources and greater use of bicycle and pedestrian facilities due to less miles of streets and less auto dependence than otherwise would be required.

- d. Decreased acreage of leapfrogged vacant land, thus resulting in more efficient and less costly provision and use of utilities, roads, and public services such as fire protection.
  - e. Greater urban public transit efficiency by providing a higher level of service for a given investment in transit equipment and the like.
3. The disadvantages of a too-compact UGB can be a disproportionately greater increase in the value of vacant land within the Eugene-Springfield area, which would contribute to higher housing prices. Factors other than size and location of the UGB and city limits affect land and housing costs. These include site characteristics, interest rates, state and federal tax laws, existing public service availability, and future public facility costs.
4. Periodic evaluation of land use needs compared to land supply provides a basis for orderly and non-excessive conversion of rural land to urbanizable land and provides a basis for public action to adjust the supply upward in response to the rate of consumption.
5. Prior to the late 1960s, Eugene and Springfield had no growth management policy and, therefore, growth patterns were generally dictated by natural physical characteristics.
6. Mandatory statewide planning goals adopted by the Land Conservation and Development Commission (LCDC) require that all communities in the state establish UGBs to identify and separate urbanizable land from rural land.
7. Between 1970 and 1983, Springfield's population increased about 4 percent and Eugene's about 2.5 percent a year, but unincorporated portions of the metropolitan area experienced a population decline. About 17 percent of the total increase in the population was related to annexations. This indicates that growth is occurring in cities, which is consistent with the compact urban growth concept, and limitations on urban scatteration into unincorporated areas, as first embodied in the *1990 Plan*.
8. In addition to Finding 7 above, evidence that the metropolitan UGB was an effective growth management tool included the following:
  - a. Consistent reduction over time of vacant land within the metropolitan UGB.
  - b. Reduction of vacant residential zoned land in Springfield and Eugene.
  - c. Greater value of vacant land within Springfield and Eugene than similar land outside incorporated areas but within the metropolitan UGB .
  - d. Increase since 1970 of the proportionate share of residential building permits issued within city limits.
9. Reduction in the use of zoning provisions and regulatory processes that favor single-family detached dwellings on standard size parcels would increase the opportunity to

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

10. A variety of public services are provided by Lane County and special service districts to unincorporated portions of the Eugene-Springfield metropolitan area.
11. In 1986, the Cities of Eugene and Springfield entered into Urban Transition Agreements with Lane County which transferred from the County to the Cities administration for building and land use within the urbanizable portion of the UGB.

### **Objectives**

1. Continue to minimize urban scatteration and sprawl by encouraging compact growth and sequential development.
2. Insure that land supply is kept in proper relationship to land use needs.
3. Conserve those lands needed to efficiently accommodate expected urban growth.
4. Protect rural land and open space from premature urbanization.
5. When necessary to meet urban needs, utilize the least productive agricultural lands for needed expansion, in accordance with state statutes, Statewide Planning Goal 14, and the Land Conservation and Development Commission's administrative rules.
6. Encourage new and maintain existing rural land uses where productive or beneficial outside the urban growth boundary.
7. Shape and plan for a compact urban growth form to provide for growth while preserving the special character of the metropolitan area.
8. Encourage development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures already made for these services.
9. Protect life and property from natural hazards and natural disasters.
10. Allow smaller outlying communities the opportunity to plan for their own futures without being engulfed by unlimited outward expansion of the metropolitan area.
11. Identify methods of establishing an urban transition program which will eventually reduce service delivery inefficiencies by providing for the provision of key urban services only by cities.

## Policies

1. The UGB and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The provision of all urban services shall be concentrated inside the UGB.
2. The Metropolitan UGB was mapped and described to lie along the outside edge of existing and planned rights-of-way that form a portion of the UGB so that the full right-of-way is within the UGB.
3. Control of location, timing, and financing of the major public investments that directly influence the growth form of the metropolitan area shall be planned and coordinated on a metropolitan-wide basis.
4. Lane County shall discourage urban development in urbanizable and rural areas and encourage compact development of outlying communities.
5. To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the UGB shall be restricted and based on at least the following criteria:
  - a. Preservation and conservation of natural resources
  - b. Conformity with the policies and provisions of the *Lane County Rural Comprehensive Plan* that borders the metropolitan area
  - c. Conformance with applicable mandatory statewide planning goals.
6. Outlying communities close to Springfield and Eugene shall be encouraged to develop plans and programs in support of compact urban development.
7. Conversion of rural and rural agricultural land to urbanizable land through *Metro Plan* amendments expanding the UGB shall be consistent with mandatory statewide planning goals.
8. Land within the UGB may be converted from urbanizable to urban only through annexation to a city when it is found that:
  - a. A minimum level of key urban facilities and services can be provided to the area in an orderly and efficient manner.
  - b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the *Metro Plan*.

9. A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities.
10. Annexation to a city through normal processes shall continue to be the highest priority.
11. The tax differential concept, as provided for in ORS 222.111 (2), shall be one mechanism that can be employed in urban transition areas.
12. Police, fire and emergency medical services may be provided through extraterritorial extension with a signed annexation agreement or initiation of a transition plan and upon concurrence by the serving jurisdiction.
13. Both Eugene and Springfield shall examine potential assessment deferral programs for low-income households.
14. Creation of new special service districts or zones of benefit within the Plan Boundary of the *Metro Plan* shall be considered only when all of the following criteria are satisfied:
  - a. There is no other method of delivering public services which are required to mitigate against extreme health hazard or public safety conditions.
  - b. The three metropolitan area general purpose governments concur with the proposal to form the service district or zone of benefit.
  - c. The district or zone of benefit is an interim service delivery method, and there are legal assurances, such as annexation agreements, to ensure that annexation to the appropriate city occurs within the planning period.
  - d. The servicing city is not capable of providing the full range of urban facilities and services in the short term, although it is recognized that urban facilities and services will be provided by a city consistent with adopted public facilities plans and capital improvement programs.
  - e. The district or zone of benefit will contract with the appropriate city for interim service delivery until annexed to the appropriate city.
15. Ultimately, land within the UGB shall be annexed to a city and provided with the required minimum level of urban facilities and services. While the time frame for annexation may vary, annexation should occur as land transitions from urbanizable to urban.
16. Eugene and Springfield and their respective utility branches, Eugene Water & Electric Board (EWEB) and Springfield Utility Board (SUB), shall be the water and electrical service providers within the UGB.

17. As annexations to cities occur over time, existing special service districts within the UGB shall be dissolved. The cities should consider developing intergovernmental agreements, which address transition issues raised by annexation, with affected special service districts.
18. The realignment (possible consolidation or merger) of fringe special service districts shall be examined to:
  - a. Promote urban service transition to cities within the UGB.
  - b. Provide continued and comprehensive rural level services to property and people outside the UGB.
  - c. Provide more efficient service delivery and more efficient governmental structure for serving the immediate urban fringe.
19. Annexation of territory to existing service districts within the UGB shall occur only when the following criteria are met:
  - a. Immediate annexation to a city is not possible because the required minimum level of key urban facilities and services cannot be provided in a timely manner (within five years, as outlined in an adopted capital improvements program);
  - b. Except for areas that have no fire protection, affected property owners have signed consent to annex agreements with the applicable city consistent with Oregon annexation law.

Such annexations shall be considered as interim service delivery solutions until ultimate annexation to a city occurs.
20. When unincorporated territory within the UGB is provided with any new urban service, that service shall be provided by the following method (in priority order).
  - a. Annexation to a city;
  - b. Contractual annexation agreements with a city;
  - c. Annexation to an existing district (under conditions described previously in Policy #19); or
  - d. Creation of a new service district (under conditions described previously in Policy #14).
21. Cities shall not extend water or wastewater service outside city limits to serve a residence or business without first obtaining a valid annexation petition, a consent to annex agreement, or when a health hazard annexation is required.

22. Regulatory and fiscal incentives that direct the geographic allocation of growth and density according to adopted plans and policies shall be examined and, when practical, adopted.
23. To accomplish the Fundamental Principle of compact urban growth addressed in the text and on the *Metro Plan* Diagram, overall metropolitan-wide density of new residential construction, but not necessarily each project, shall average approximately six dwelling units per gross acre over the 1995-2015 planning period addressed in the 1999 Residential Lands and Housing Study.<sup>1</sup>
24. When conducting metropolitan planning studies, particularly the *Public Facilities and Services Plan*, consider the orderly provision and financing of public services and the overall impact on population and geographical growth in the metropolitan area. Where appropriate, future planning studies should include specific analysis of the growth impacts suggested by that particular study for the metropolitan area.
25. Based upon direction provided in Policies 4, 8, and 23 of this section, any development taking place in an urbanizable area shall be designed to the development standards of the city which would be responsible for eventually providing a minimum level of key urban services to the area. Unless the following conditions are met, the minimum lot size for campus industrial designated areas shall be 50 acres and the minimum lot size for all other designations shall be 10 acres. Creation of new parcels in the urbanizable area will comply with the following standards:
  - a. The approval of a conceptual plan for ultimate development at urban densities in accord with applicable plans and policies.
  - b. Proposed land uses and densities conform to applicable plans and policies.
  - c. The owner of the property has signed an agreement with the adjacent city which provides:
    - (1) The owner and his or her successors in interest are obligated to support annexation proceedings should the city, at its option, initiate annexation.
    - (2) The owner and his or her successors in interest agree not to challenge any annexation of the subject property.
    - (3) The owner and his or her successors in interest will acquire city approval for any subsequent new use, change of use, or substantial intensification of use of the property. The city will not withhold appropriate approval of the

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<sup>1</sup> This policy no longer applies to the City of Springfield. For the City of Springfield, the 1995-2015 planning period for the accommodation of the metropolitan area's residential land need and the 1999 Residential Lands and Housing Study that addressed that planning period have been supplanted by the 2010-2030 planning period addressed in the 2011 "Springfield 2030 Refinement Plan Residential Land Use and Housing Element." Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

use arbitrarily if it is in compliance with applicable plans, policies, and standards, as interpreted by the city, as well as the conceptual plan approved under subsection a above.

26. Any lot under five acres in size to be created in an urbanizable area will require utilizing the following additional standards:
  - a. The property will be owned by a governmental agency or public utility.
  - b. A majority of parcels located within 100 feet of the property are smaller than five acres.
  - c. No more than three parcels are being created.
27. The siting of all residences on urbanizable lots served by on-site sewage disposal systems shall be reviewed by Lane County to ensure the efficient future conversion of these lots to urban densities according to *Metro Plan* assumptions and minimum density requirements.
28. The approval of on-site sewage disposal systems for rural and urbanizable area uses and developments shall be the responsibility of Lane County, subject to: (a) applicable state law; (b) the criteria for the creation of new lots in Policies 25, 26 above; (c) the requirement for the siting of residences in Policy 27 above; (d) requirements of Policy 29; and (e) the requirements for special heavy industrial designated areas.
29. In order to encourage economic diversification, on-site sewage disposal systems shall be allowed for industrial development and for commercial development allowed within Campus Industrial designated areas in conjunction with annexation to a city, when extension of the public wastewater system is imminent or is identified as part of an approved capital improvement program.
30. Eugene, Springfield, and Lane County shall continue to involve affected local governments and other urban service providers in development of future, applicable *Metro Plan* revisions, including amendments and updates.
31. If expansion of the UGB is contemplated, all other options should be considered and eliminated before consideration of expanding the UGB in the area west of Highway 99 and north of Royal Avenue.

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

## **E. Urban and Urbanizable Land**

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

The undeveloped (urbanizable) area within the metropolitan UGB, separating urban and urbanizable land from rural land, was carefully calculated to include an adequate supply to meet demand for a projected population of 286,000 through the end of the planning period (2015). When the metropolitan UGB was established for the 1995-2015 planning period, Lane County, Eugene and Springfield realized, however, that unless the community consciously decided to limit future expansions of the UGB, one of several ways to accommodate growth, that boundary would need to be expanded in future plan updates. The jurisdictions anticipated that before 2015, the metropolitan UGB would include more urbanizable area reflecting metro-wide population and employment needs of populations beyond those in 2015.. Periodic updates of land use needs and revision of the metropolitan UGB to reflect extensions of the planning period were expected to ensure that adequate surplus urbanizable land was always available.

With the transition mandated in 2007 by ORS 197.304, the shared metropolitan UGB will be replaced with two separate UGBs (the Eugene UGB and the Springfield UGB). This changed the land use work programs for the three jurisdictions. Evaluation of the sufficiency of the 2015 metropolitan UGB was replaced with an in-depth analysis of each city's independent needs and the supplies of land that exist with respect to the separate areas of jurisdictional responsibility. That process began with the three jurisdictions' adoption of city-specific population forecasts in Chapter I of the *Metro Plan*. In 2011, the City of Springfield, with co-adoption by Lane County, amended the *Metro Plan* to establish its own UGB consistent with ORS 197.304.<sup>2</sup>

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

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

1. The actual annexation and rezoning of the land.

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<sup>2</sup> Springfield Ordinance No. 6268 and Lane County Ordinance No. PA 1274.

2. Filing and approval of a subdivision or planned unit development (with accompanying public hearing processes).
3. Extension of public capital improvements (in accordance with programming and funding availability).
4. Construction of the private development (including local extension of streets, sidewalks, wastewater, water, electricity, and construction of dwelling units or businesses).

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

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

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

Comprehensive plans will be updated before undeveloped surplus urban lands are exhausted.

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

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

1. Orderly economic provision of public facilities and services (maintenance and development of capital improvement programs).
2. Availability of sufficient land to ensure a supply responsive to demand.

3. Compact urban growth.
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