AGENDA ITEM	A CHMMADY	Meeting Date:	June 22, 2009
SPRINGFIEL		Meeting Type: Department: Staff Contact: Staff Phone No:	Work Session Development Services Linda Pauly (541) 726-4608
CITY COUNC	CIL	Estimated Time:	1 hour
ITEM TITLE:	URBAN GROWTH BOUNDARY AL	TERNATIVES ANA	LYSIS
ACTION REQUESTED:	Conduct a joint work session with the Alternatives Analysis phase of Springs boundary (UGB) study. Staff and the the Council and Planning Commission potential urban growth boundary expansive and comment.	ield's land supply and City's consultant (EC to be aware that three asion are ready to be on the constant of t	I urban growth ONorthwest) are asking e draft concepts for circulated for public
ISSUE STATEMENT:			
	ECONorthwest will 1) provide an over residential, and public/semi-public use that will address identified land use de information on the requirements for the memorandum (Attachment 1) explains	s; 2) present three dra ficiencies; and 3) pro- e Alternatives Analys	ft land use concepts vide background is. The attached
	City Attorney Bill Van Vactor will probundary expansion process. Staff will Public Review and Adoption Schedule three concepts and supporting docume houses in July and August, presented to interested parties for comments over the public hearing before the joint City and September 15, 2009.	I provide an updated (Attachment 4) and counts will be displayed as a variety of commune summer months, and	UGB Policy Package liscuss next steps. The at two public open nity groups and other ad at the subject of a
ATTACHMENTS:	 Memorandum (ECONorthwest): R Maps: Study Area Existing Condit Maps: Three Preliminary UGB Exp UGB Policy Package Public Review 	ions and Constraints pansion Concepts	·
DISCUSSION/ FINANCIAL IMPACT:	The draft economic opportunities and Springfield will need to expand its UG 2010-2030 period. The exact acreage of general figures are available. The City employment and about 400 buildable a acreage figures will depend on the type adopts, as well as the specific areas int working with the Planning Commission will implement additional efficiency mathematic the Planning Commission and a reside concepts: 1) increasing density in Gler transit corridors and possibly as an adjexpansion areas; and 2) establishing a zoning district (8 to 15 units per net accepted detached single family homes and slight to encourage development of a wider residual contents.	B to accommodate graft the expansion is not needs about 640 suitables of land use efficient to develop Plan and leasures. At its work in the lands focus groupwood, Downtown, Gunct to future employ low-medium density pre) that could allow a notly higher density room.	owth forecast for the yet known; however, able acres for other needs. The final cy measures the City is to occur. Staff is Code Amendments that session on June 2, 2009 p endorsed several ateway, in nodes, along ment centers in the plan designation and mixing of small lot, w houses and duplexes



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10 June 2009

TO: Springfield City Council

CC: Bill Grile, Greg Mott, Linda Pauly

FROM: Bob Parker

SUBJECT: REQUIREMENTS FOR UGB ALTERNATIVES ANALYSIS AND

PRELIMINARY LAND USE CONCEPTS

This memorandum presents a brief description of state planning requirements for the modifications of Urban Growth Boundaries (UGBs). It also includes maps of lands outside the UGB, with a specific focus on 10 employment opportunity areas.

The objectives of this memorandum (and our June 22nd meeting) are to provide the City Council and Planning Commission with:

- An overview of opportunity areas for employment, residential, and public/semi-public uses
- Three draft land use concepts that will address identified land use deficiencies
- Background information on the requirements for the Alternatives Analysis

PRELIMINARY EVALUATION OF LANDS OUTSIDE THE SPRINGFIELD UGB

The draft economic opportunities and housing needs analyses both conclude that Springfield will need to expand its UGB to accommodate growth forecast for the 2010-2030 period. The exact acreage of the expansion is not yet known; however, general figures are available. The City needs about 640 suitable acres for employment and about 400 buildable acres for housing and other needs. The final acreage figures will depend on the types of land use efficiency measures the City adopts, as well as the specific areas that it chooses to expand into.

As a first step in the Alternatives Analysis, ECONorthwest worked with City staff to develop a series of maps showing characteristics of lands adjacent to the existing Springfield portion of the Metropolitan UGB. The primary study area lands adjacent to the Springfield portion of the Metropolitan UGB. The following maps support this memorandum:

• Map 1: Aerial photo of study areas

¹ The evaluation does not consider lands inside the Eugene portion of the Metropolitan UGB, or lands west of Interstate 5.

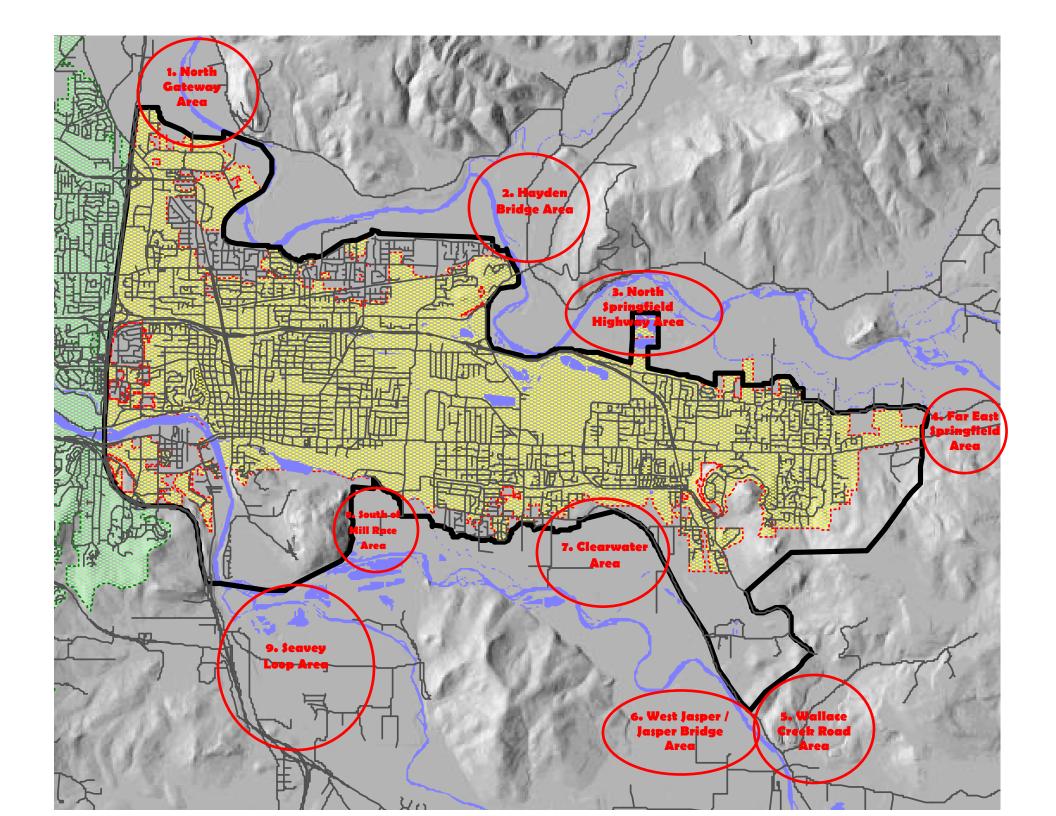
- Map 2: Study area zoning (exceptions, marginal land, resource land)
- Map 3: Study area constraints
- Map 4: Study area soil class
- Map 5: Study area national wetlands inventory and hydric soils
- Map 6: Priority 1 lands
- Maps 7/8: UGB concept 1
- Maps 9/10: UGB concept 2
- Maps 11/12: UGB concept 3

UGB EXPANSION STUDY AREAS

The Commercial and Industrial Buildable Lands Stakeholder Committee identified nine potential UGB expansion areas. These areas were identified by review of physical constraints, topography, access, and other land attributions. The nine study areas include:

- 1. North Gateway Area
- 2. Hayden Bridge Area
- 3. North Springfield Highway Area
- 4. Far East Springfield Area
- 5. Wallis Creek Road Area
- 6. West Jasper/Jasper Bridge Area
- 7. Clearwater Area
- 8. South of Mill Race Area
- 9. Seavey Loop Area

The map on the following page shows the approximate location of the UGB study areas.



DEVELOPMENT OF DRAFT UGB CONCEPTS

The draft land use concepts presented in this memorandum are based on identified residential, employment and other land needs. The concepts recognize the statutory priority scheme for inclusion of lands in the UGB, and build from input received from the CIBL stakeholder committee, Planning Commission, and City Council.

Table 1 summarizes the three land use concepts. Each concept includes 640 suitable acres of employment land and 400 suitable acres of residential land. Suitable acres are acres free from physical constraints. The suitability analysis used the same deductions as used in the buildable land inventory—floodways, wetlands, steep slopes, riparian setbacks, and powerline easements are all considered unsuitable for development. The total acres column includes both suitable and constrained lands. The concepts were built from tax lot boundaries; in some of the areas, the City would reduce the total acres by not include constrained lands (particularly lands within the floodway).

Table 1. Summary of land use concepts



The concepts vary in how land was allocated to each study area. The area numbers in the table correspond to the areas on the map on the previous page. Areas 2 and 6 were not included in the draft concepts because both would require the City to cross major waterways (Area 2 would require crossing the McKenzie and Area 6 would require crossing the Willamette). These crossings, combined with the physical features of the areas, make them more difficult to service.

All of the areas consider the statutory priority scheme for inclusion of lands in the UGB. All of the concepts include exceptions lands that are in Areas 4, 5, 7, and 9. Priority 1 lands are shown on Map 6. Maps 7 through 12 show the concepts; for each concept we present a generalized map and a map of the concept overlaid on an aerial photo.

A final note on the concepts: the residential component incorporates land use efficiencies that are required to meet the needed mix and density. If the City chooses to adopt additional land use efficiency measures, the needed residential acreage figure would be reduced.

NEXT STEPS

The next step in the process is to identify a preferred land use concept and to finalize the land use efficiency measures. Once these steps are complete, ECO will conduct further study and prepare an alternatives analysis report that will serve as the basis for the amended Springfield UGB.

APPENDIX A: POLICY CONTEXT FOR ALTERNATIVES ANALYSIS

This section provides a brief overview of statewide planning goal 14 (Urbanization) and related statutes and administrative rules that govern UGB expansions. These include Goal 14, ORS 197.298, and OAR 660-024.

Goal 14: Urbanization

The purpose of goal 14 is:

To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

The goal requires that incorporated cities establish UGBs. Moreover, any UGB amendments must be a collaborative process that involves cities and counties and must be adopted by both the city and the county.

Goal 14 requires change of urban growth boundaries be based on the following:

- (1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and
- (2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space, or any combination of the need categories.

Goal 14 includes two other need provisions that are relevant: (1) "in determining need, local governments may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need"; and (2) "prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary." In summary, needs can include land characteristics and cities must consider whether needs can be met within the existing UGB before expanding the UGB.

This is germane to the first steps in the Alternatives Analysis. For example, the City could choose to identify certain areas such as lands with steep slopes or lands in federal ownership as not meeting identified needs.

Priority of lands

ORS 197.298 establishes a priority of lands for consideration in UGB expansions:

- (a) First priority is land that is designated urban reserve land under ORS 195.145, rule or metropolitan service district action plan. (Springfield does not have urban reserve areas; therefore, this does not apply).
- (b) If land under paragraph (a) of this subsection is inadequate to accommodate the amount of land needed, second priority is land adjacent to an urban growth boundary that is identified in an acknowledged comprehensive plan as an exception area or nonresource land.

Second priority may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland as described in ORS 215.710.

- (c) If land under paragraphs (a) and (b) of this subsection is inadequate to accommodate the amount of land needed, third priority is land designated as marginal land pursuant to ORS 197.247. (Lane County is a marginal land county; therefore, this applies to Springfield).
- (d) If land under paragraphs (a) to (c) of this subsection is inadequate to accommodate the amount of land needed, fourth priority is land designated in an acknowledged comprehensive plan for agriculture or forestry, or both.

In short, there are three priorities that apply to Springfield. First priority is exception areas or non-resource lands, and may include resource land that is completely surrounded by exception areas unless such resource land is high-value farmland. Second priority is marginal land. Third priority is resource land.

Goal 14 provides some additional guidance on boundary locations with consideration of the following factors:

- (1) Efficient accommodation of identified land needs;
- (2) Orderly and economic provision of public facilities and services;
- (3) Comparative environmental, energy, economic and social consequences; and
- (4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.

These factors provide direction on selection of lands within the priority scheme and also outline some reasons why lower priority lands may be part of an expansion area if they may better address these factors than lands in higher priority categories. The ORS 197.298 priority scheme is relatively rigid, but the Goal 14 factors allow some flexibility. ORS 197.298 and Goal 14 allow some exceptions to the priority scheme based on "special" needs. For example, if a city identifies a need for lower cost housing that can only be developed on flat land, then that may be a reason to include some resource lands before, or together with, exceptions lands. Such an exception would require additional justification and must be supported by solid technical analysis.

Division 24: The Urbanization Rule

In 2006, the Land Development and Conservation Commission adopted amendments to the Urbanization Rule (OAR 660-024) that were intended to clarify the process of amending UGBs. We have referred to this rule, and some of the safe harbors it establishes, in work on the housing and economic elements.

Subsection 0050 clarifies the procedures for land inventories and local government response to land deficiencies. OAR 660-024-0050(4) requires cities to amend UGBs in response to land deficiencies:

"If the inventory demonstrates that the development capacity of land inside the UGB is inadequate to accommodate the estimated 20-year needs... the local

government must amend the plan to satisfy the need deficiency, either by increasing the development capacity of land already inside the city or by expanding the UGB, or both, and in accordance with ORS 197.296 where applicable. Prior to expanding the UGB, a local government must demonstrate that the estimated needs cannot reasonably be accommodated on land already inside the UGB. Changes to the UGB must be determined by evaluating alternative boundary locations consistent with OAR 660-024-0060."

Based on the Economic Opportunities Analysis and Residential Lands Study, preliminary land needs have been identified. The findings of the buildable lands inventory and land needs analysis are that some of the need will be met within the UGB, but that additional buildable land will be needed.

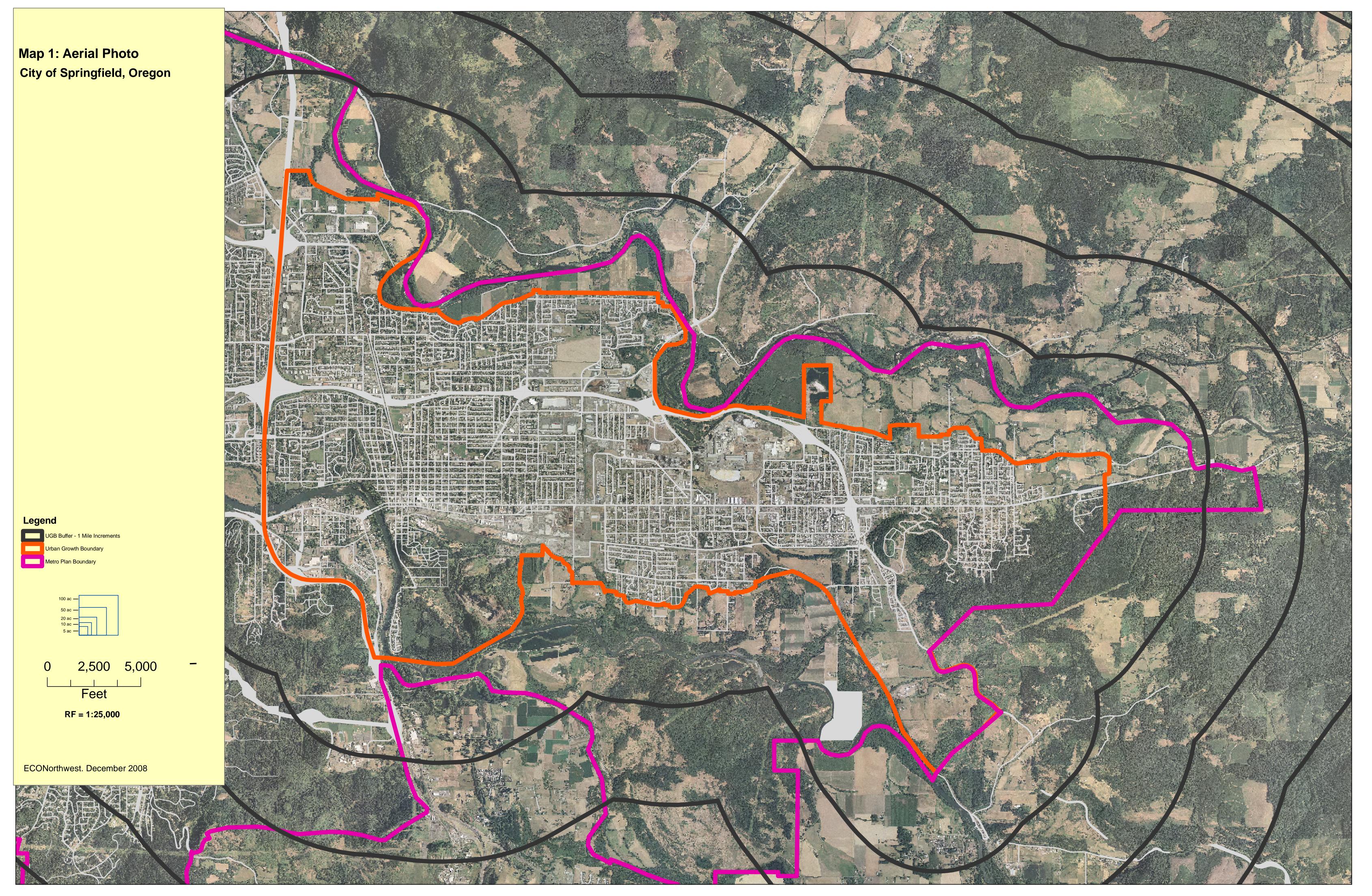
Boundary Location Alternatives Analysis

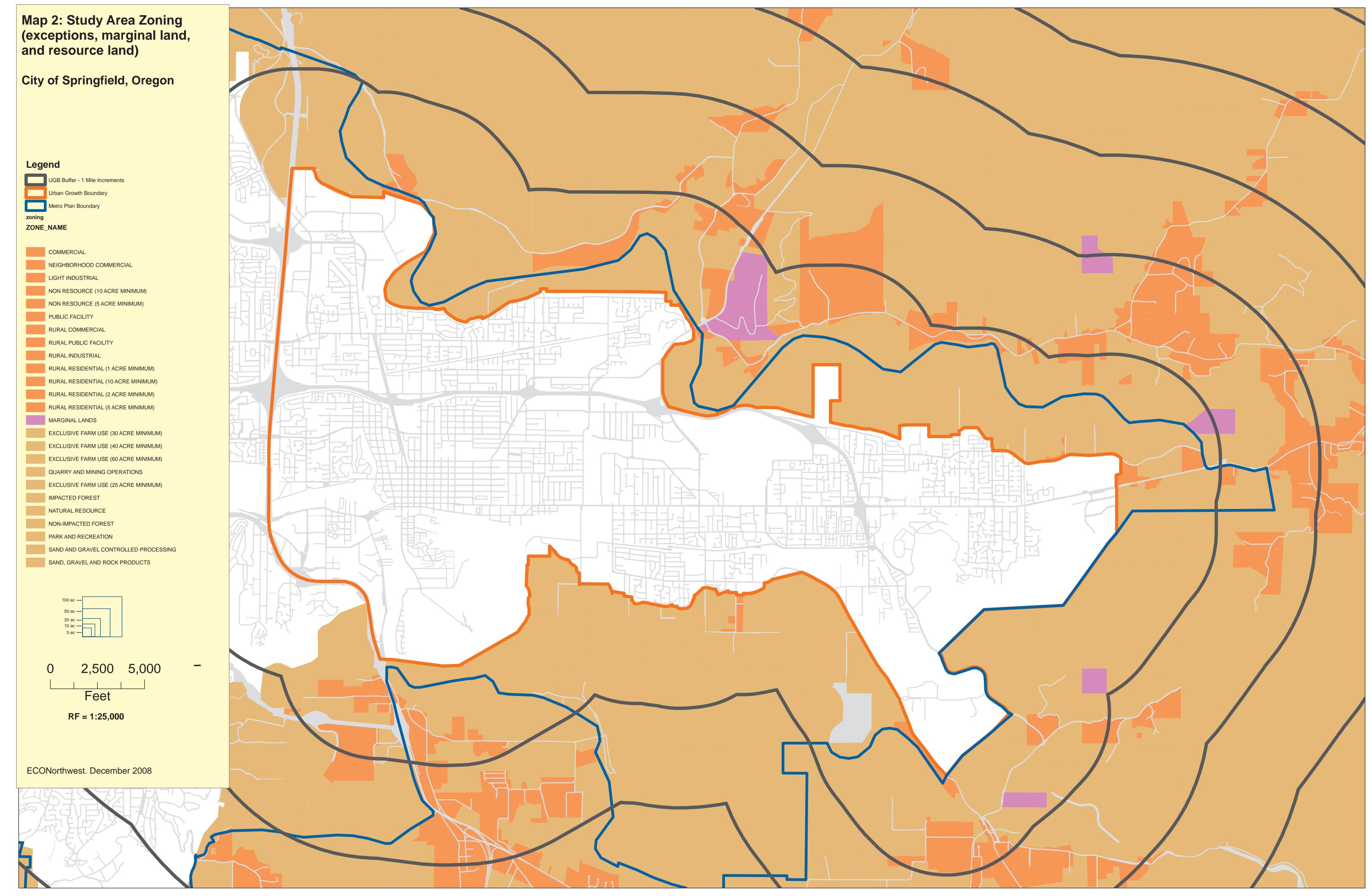
OAR 660-024-0060 requires cities conduct an "Alternatives Analysis" when considering a UGB amendment. The alternatives analysis (the part of the UGB review process that we are now moving into) requires all lands adjacent to and around the existing UGB be reviewed. Relevant sections of OAR 660-024-0060 specify the following:

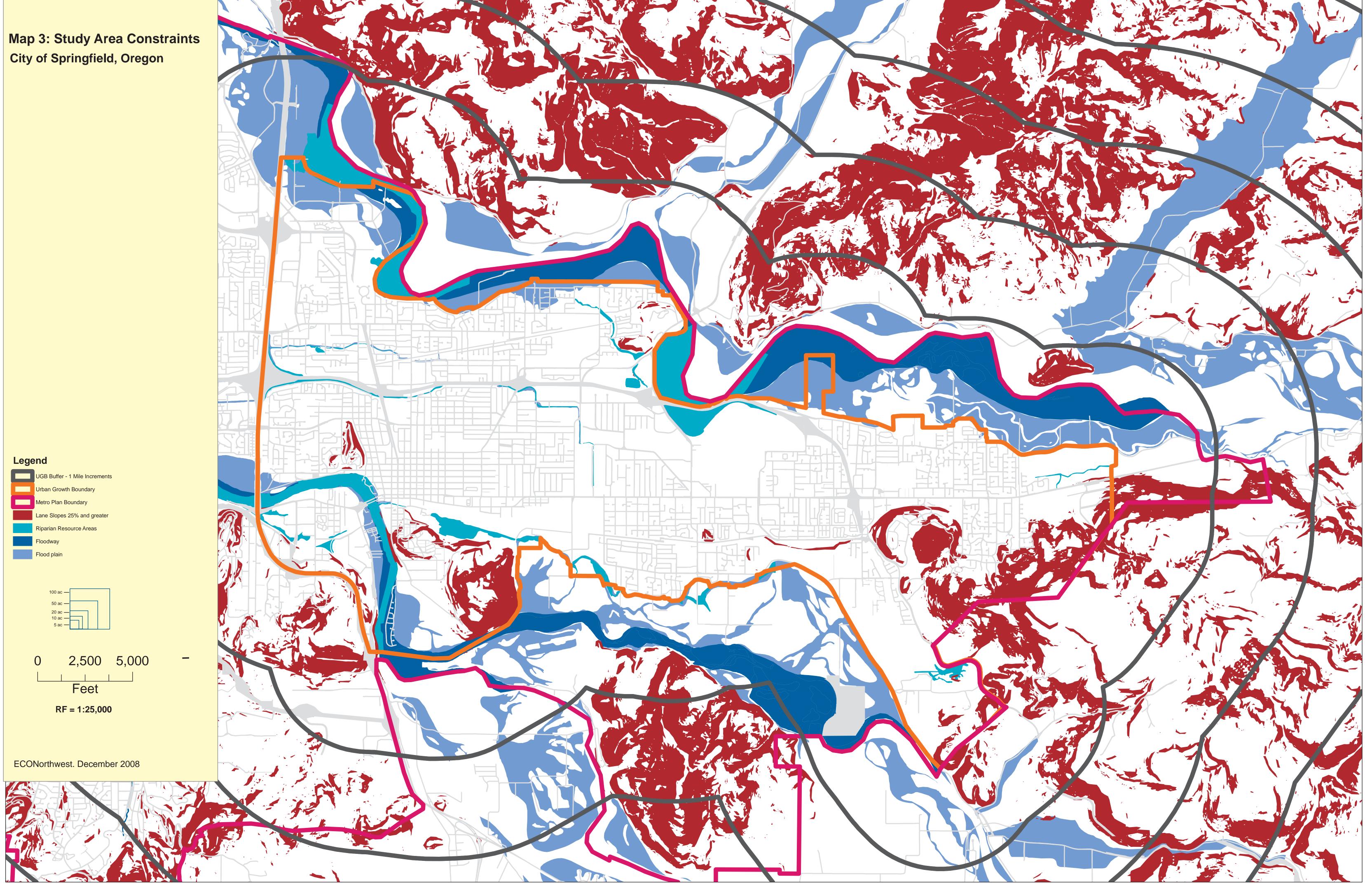
- (1) When considering a UGB amendment, a local government must determine which land to add by evaluating alternative boundary locations. This determination must be consistent with the priority of land specified in ORS 197.298 and the boundary location factors of Goal 14, as follows:
 - (a) Beginning with the highest priority of land available, a local government must determine which land in that priority is suitable to accommodate the need deficiency determined under 660-024-0050.
 - (b) If the amount of suitable land in the first priority category exceeds the amount necessary to satisfy the need deficiency, a local government must apply the location factors of Goal 14 to choose which land in that priority to include in the UGB.
 - (c) If the amount of suitable land in the first priority category is not adequate to satisfy the identified need deficiency, a local government must determine which land in the next priority is suitable to accommodate the remaining need, and proceed using the same method specified in subsections (a) and (b) of this section until the land need is accommodated.
 - (d) Notwithstanding subsection (a) through (c) of this section, a local government may consider land of lower priority as specified in ORS 197.298(3).
 - (e) For purposes of this rule, the determination of suitable land to accommodate land needs must include consideration of any suitability characteristics specified under section (5) of this rule, as well as other provisions of law applicable in determining whether land is buildable or suitable.

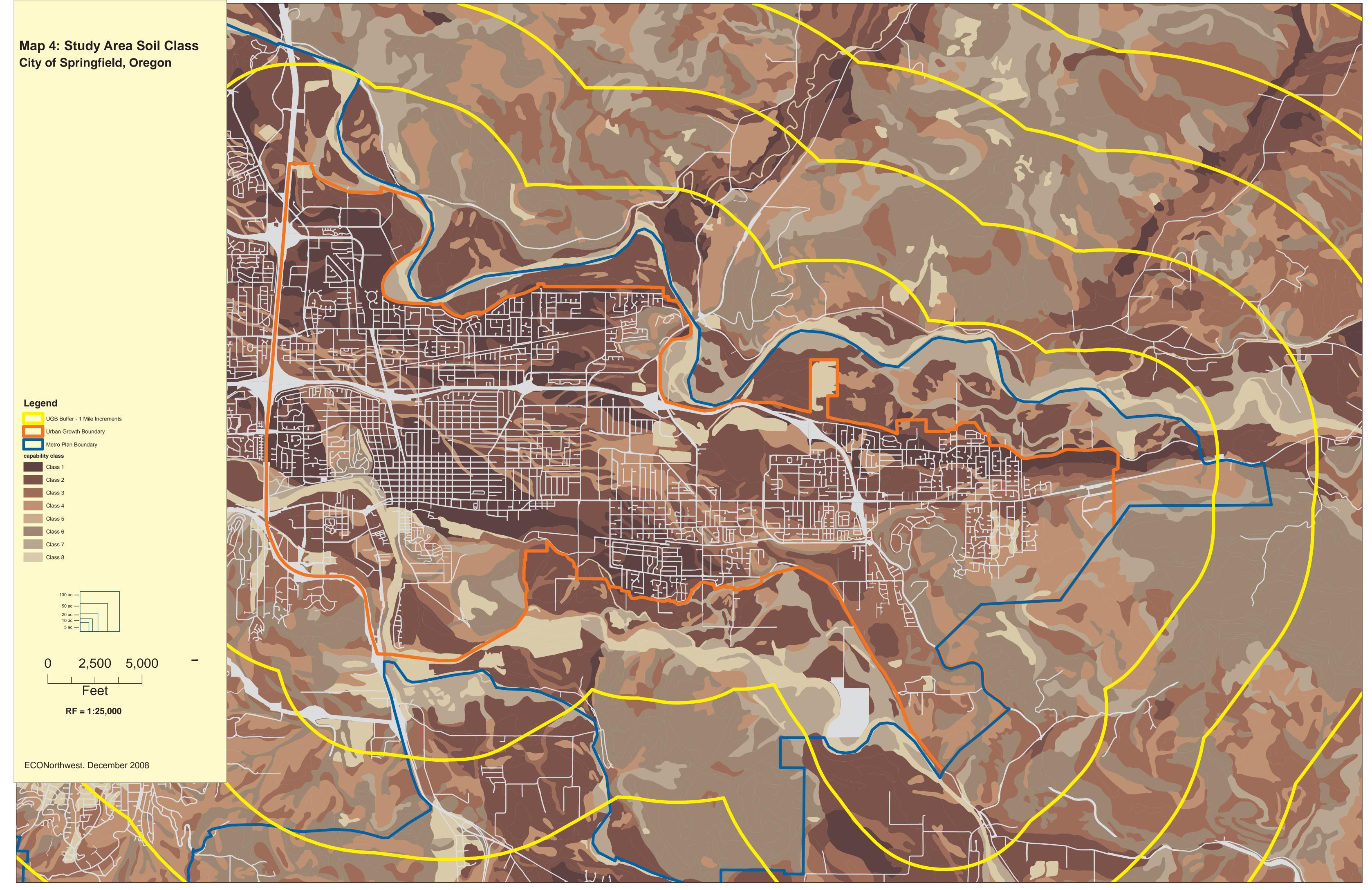
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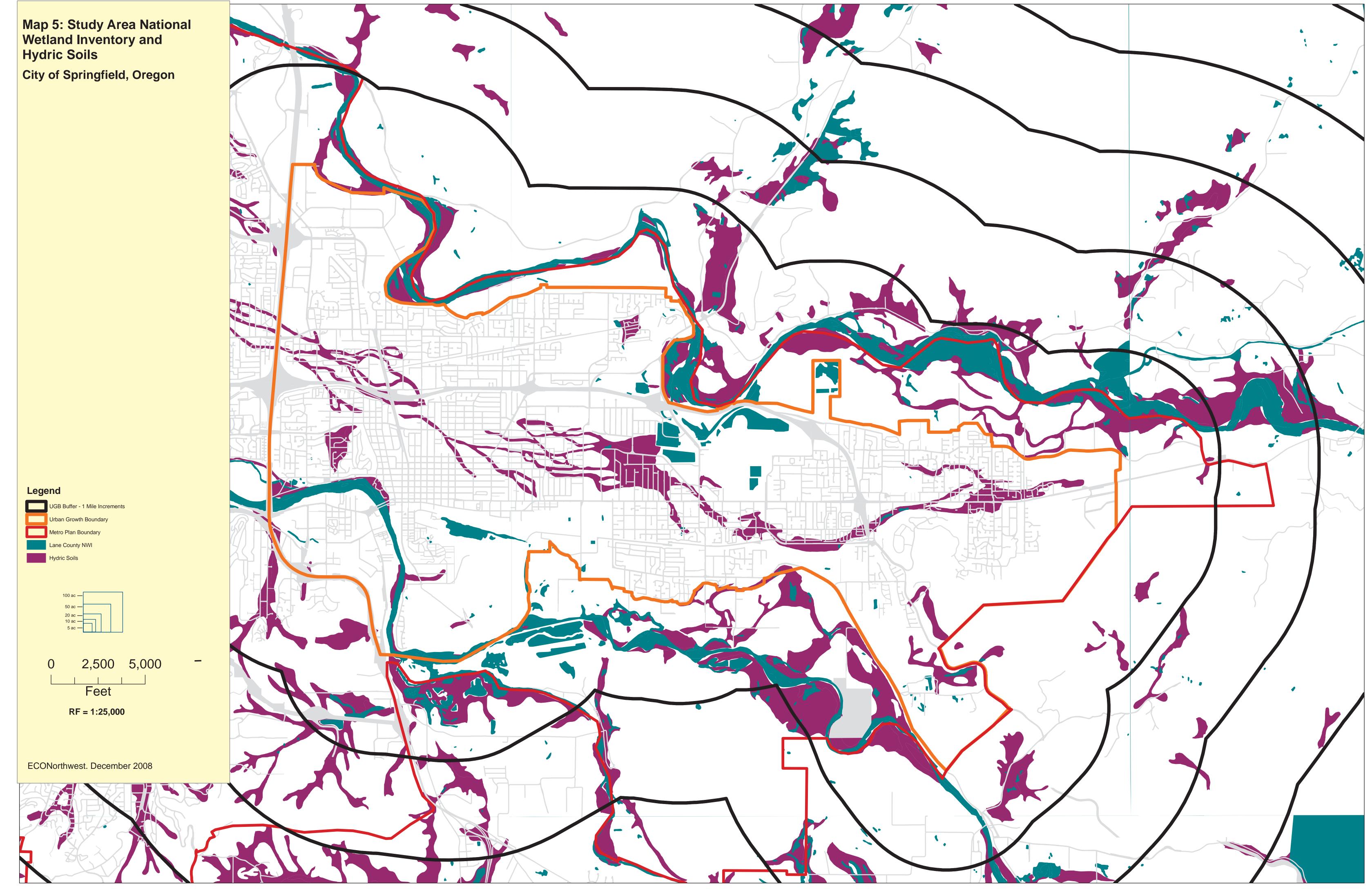
- (3) The boundary location factors of Goal 14 are not independent criteria. When the factors are applied to compare alternative boundary locations and to determine the UGB location, a local government must show that all the factors were considered and balanced.
- (4) In determining alternative land for evaluation under ORS 197.298, "land adjacent to the UGB" is not limited to those lots or parcels that abut the UGB, but also includes land in the vicinity of the UGB that has a reasonable potential to satisfy the identified need deficiency.
- (5) If a local government has specified characteristics such as parcel size, topography, or proximity that are necessary for land to be suitable for an identified need, the local government may limit its consideration to land that has the specified characteristics when it conducts the boundary location alternatives analysis and applies ORS 197.298.
- (6) The adopted findings for UGB adoption or amendment must describe or map all of the alternative areas evaluated in the boundary location alternatives analysis. If the analysis involves more than one parcel or area within a particular priority category in ORS 197.298 for which circumstances are the same, these parcels or areas may be considered and evaluated as a single group.
- (7) For purposes of Goal 14 Boundary Location Factor 2, "public facilities and services" means water, sanitary sewer, storm water management, and transportation facilities.
- (8) The Goal 14 boundary location determination requires evaluation and comparison of the relative costs, advantages and disadvantages of alternative UGB expansion areas with respect to the provision of public facilities and services needed to urbanize alternative boundary locations. This evaluation and comparison must be conducted in coordination with service providers, including the Oregon Department of Transportation with regard to impacts on the state transportation system. "Coordination" includes timely notice to service providers and the consideration of evaluation methodologies recommended by service providers. The evaluation and comparison must include:
 - (a) The impacts to existing water, sanitary sewer, storm water and transportation facilities that serve nearby areas already inside the UGB;
 - (b) The capacity of existing public facilities and services to serve areas already inside the UGB as well as areas proposed for addition to the UGB; and
 - (c) The need for new transportation facilities, such as highways and other roadways, interchanges, arterials and collectors, additional travel lanes, other major improvements on existing roadways and, for urban areas of 25,000 or more, the provision of public transit service.

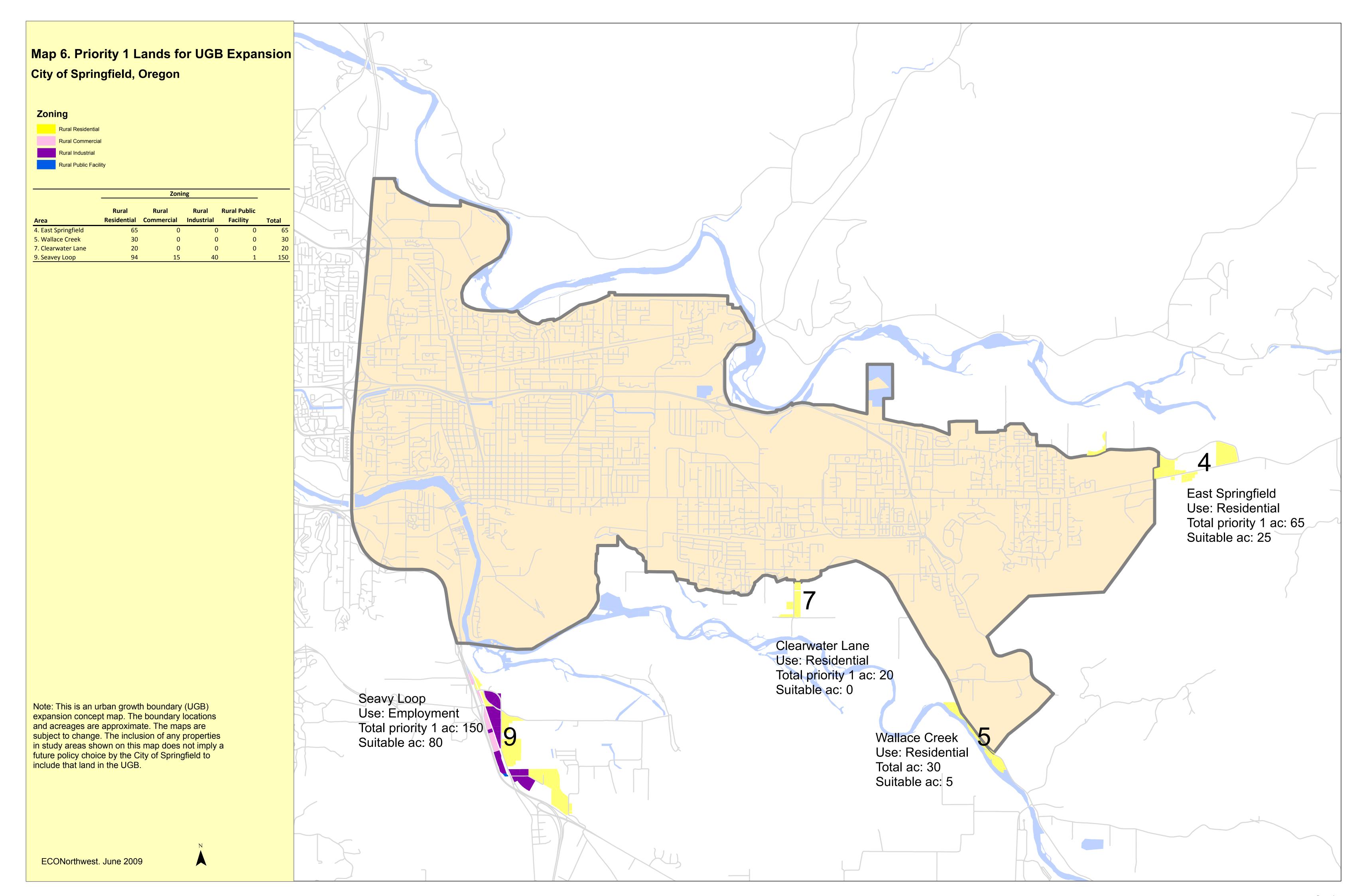












Map 7. Springfield Land Use Concept 1 City of Springfield, Oregon

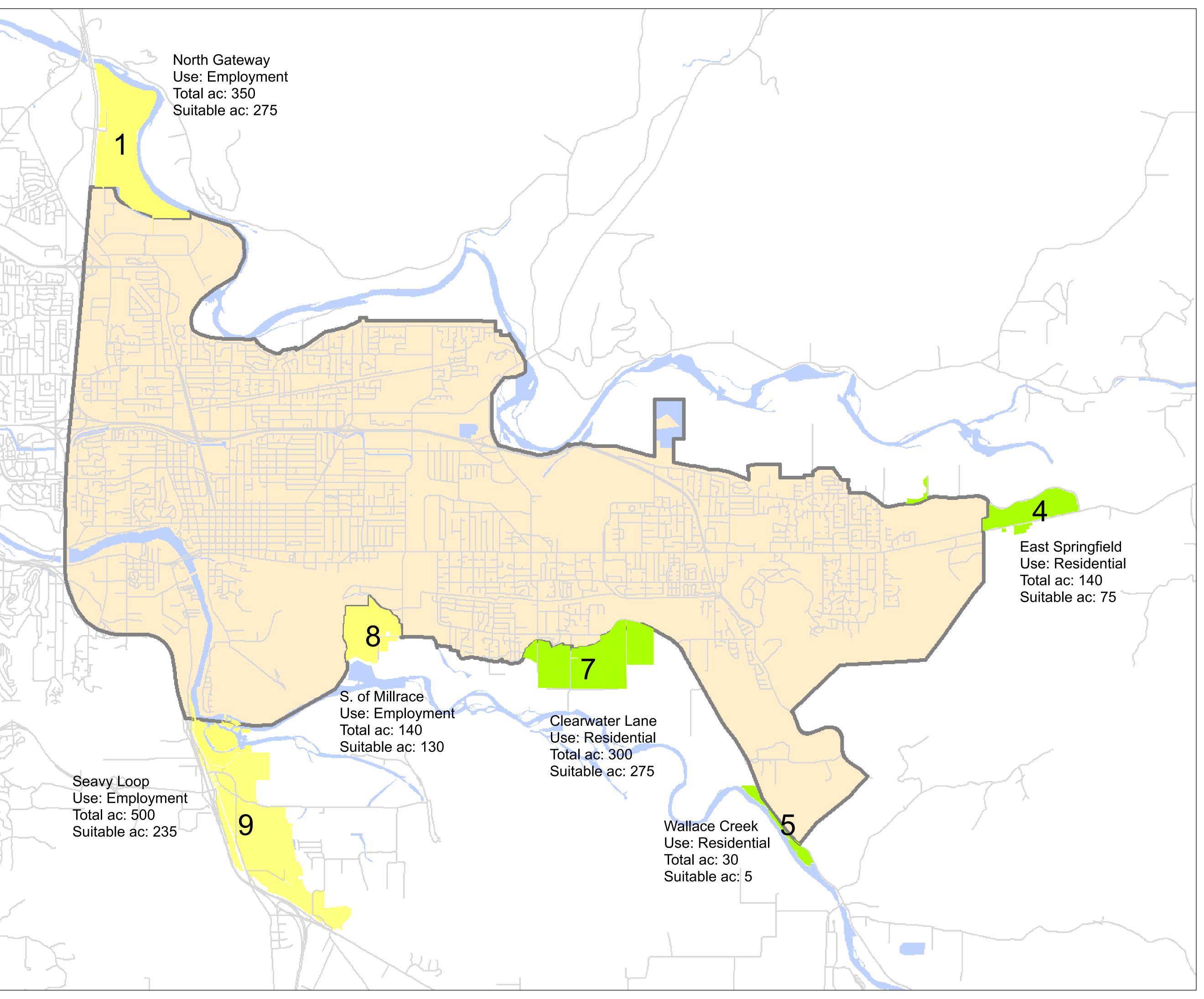
Legend

Residential Areas
Employment Areas

		Total	Suitable
Area	Use	Acres	Acres
1. North Gateway	Employment	350	275
4. East Springfield	Residential	140	75
5. Wallace Creek	Residential	30	5
7. Clearwater Lane	Residential	250	320
8. S. of Millrace	Employment	140	130
9. Seavey Loop	Employment	420	235
Total Employment		910	640
Total Residential		420	400

Note: This is an urban growth boundary (UGB) expansion concept map. The boundary locations and acreages are approximate. The maps are subject to change. The inclusion of any properties in study areas shown on this map does not imply a future policy choice by the City of Springfield to include that land in the UGB.

ECONorthwest. June 2009



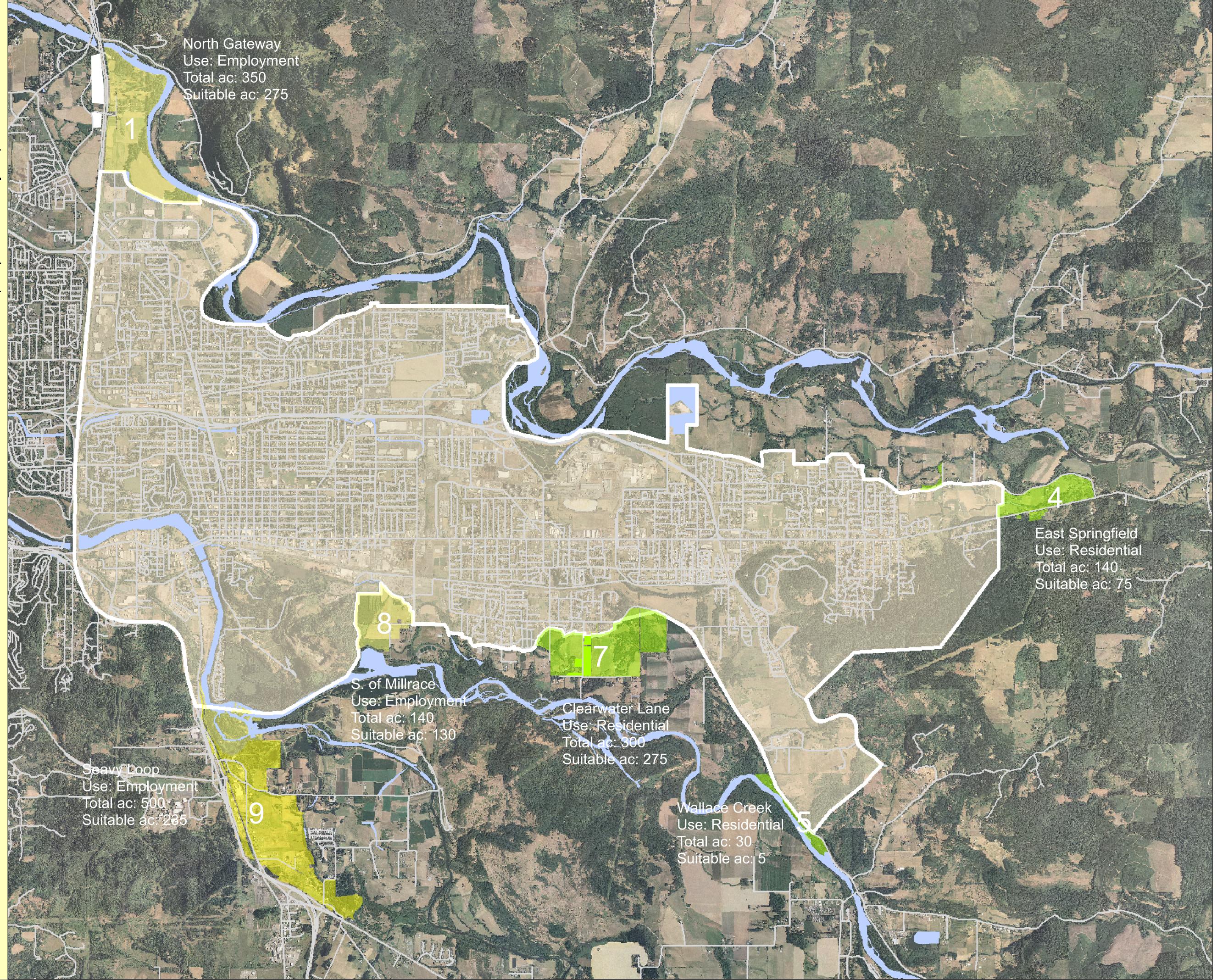
Map 8. Springfield Land Use Concept 1 City of Springfield, Oregon

Legend

Residential Areas
Employment Areas

Total Residential

Area	Use	Total Acres	Suitable Acres
Alea	USE	Acics	Acres
3. N. of 52nd Ave.	Employment	540	300
4. East Springfield	Residential	60	35
5. Wallace Creek	Residential	30	5
7. Clearwater Lane	Residential	390	360
8. S. of Millrace	Employment	350	250
9. Seavey Loop	Employment	260	90
Total Employment		1150	640



Map 9. Springfield Land Use Concept 2 City of Springfield, Oregon

Legend

Residential Areas

Employment Areas

		Total	Suitable
Area	Use	Acres	Acres
3. N. of 52nd Ave.	Employment	540	300
4. East Springfield	Residential	60	35
5. Wallace Creek	Residential	30	5
7. Clearwater Lane	Residential	390	360
8. S. of Millrace	Employment	350	250
9. Seavey Loop	Employment	260	90
Total Employment		1150	640
Total Residential		480	400

Note: This is an urban growth boundary (UGB) expansion concept map. The boundary locations and acreages are approximate. The maps are subject to change. The inclusion of any properties in study areas shown on this map does not imply a future policy choice by the City of Springfield to include that land in the UGB.

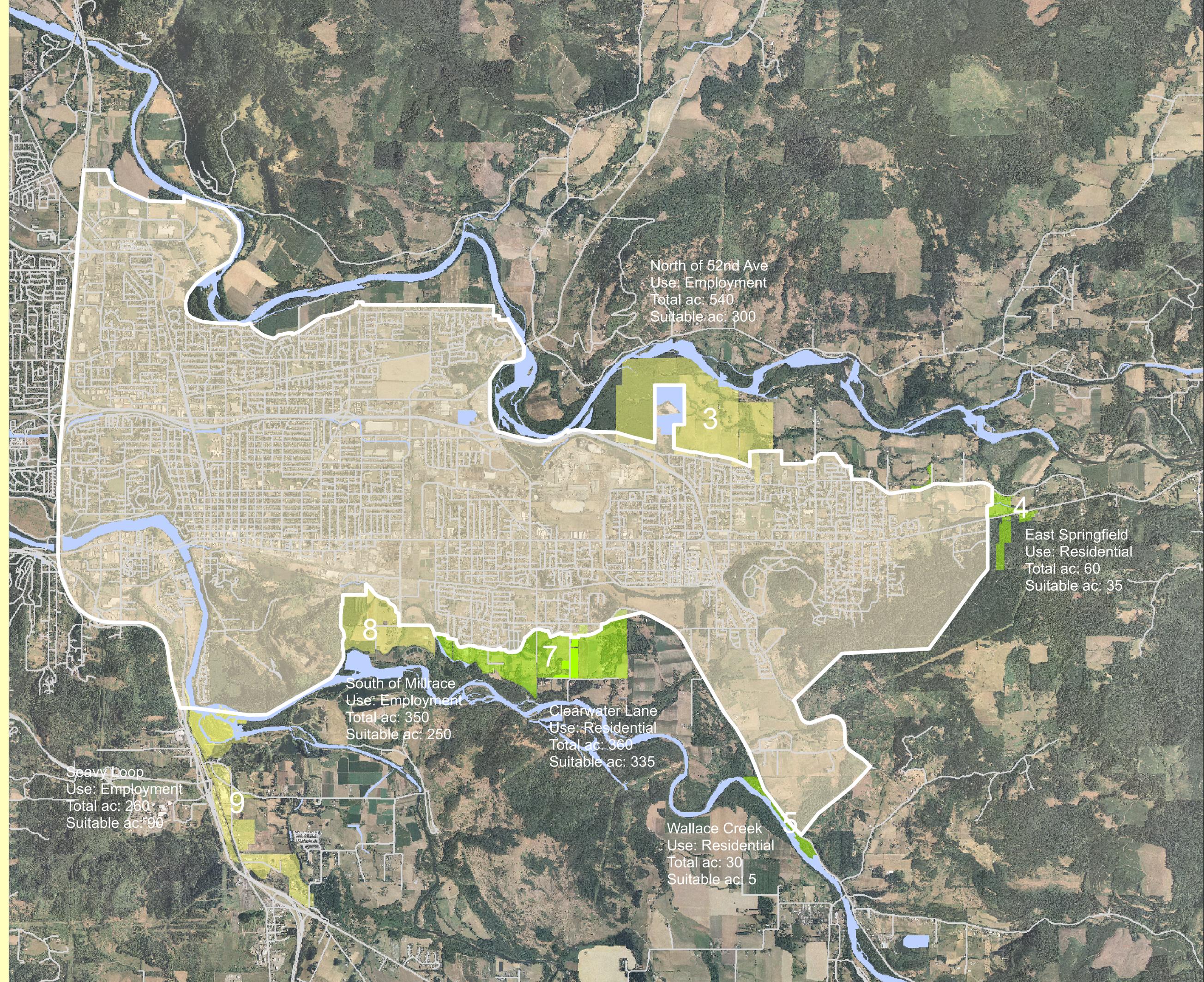
ECONorthwest. June 2009

Map 10. Springfield Land Use Concept 2 City of Springfield, Oregon

Legend

1 Coldertial 7 (Feas
Employment Areas

		Total	Suitable
Area	Use	Acres	Acres
3. N. of 52nd Ave.	Employment	540	300
4. East Springfield	Residential	60	35
5. Wallace Creek	Residential	30	5
7. Clearwater Lane	Residential	390	360
8. S. of Millrace	Employment	350	250
9. Seavey Loop	Employment	260	90
Total Employment		1150	640
Total Residential		480	400

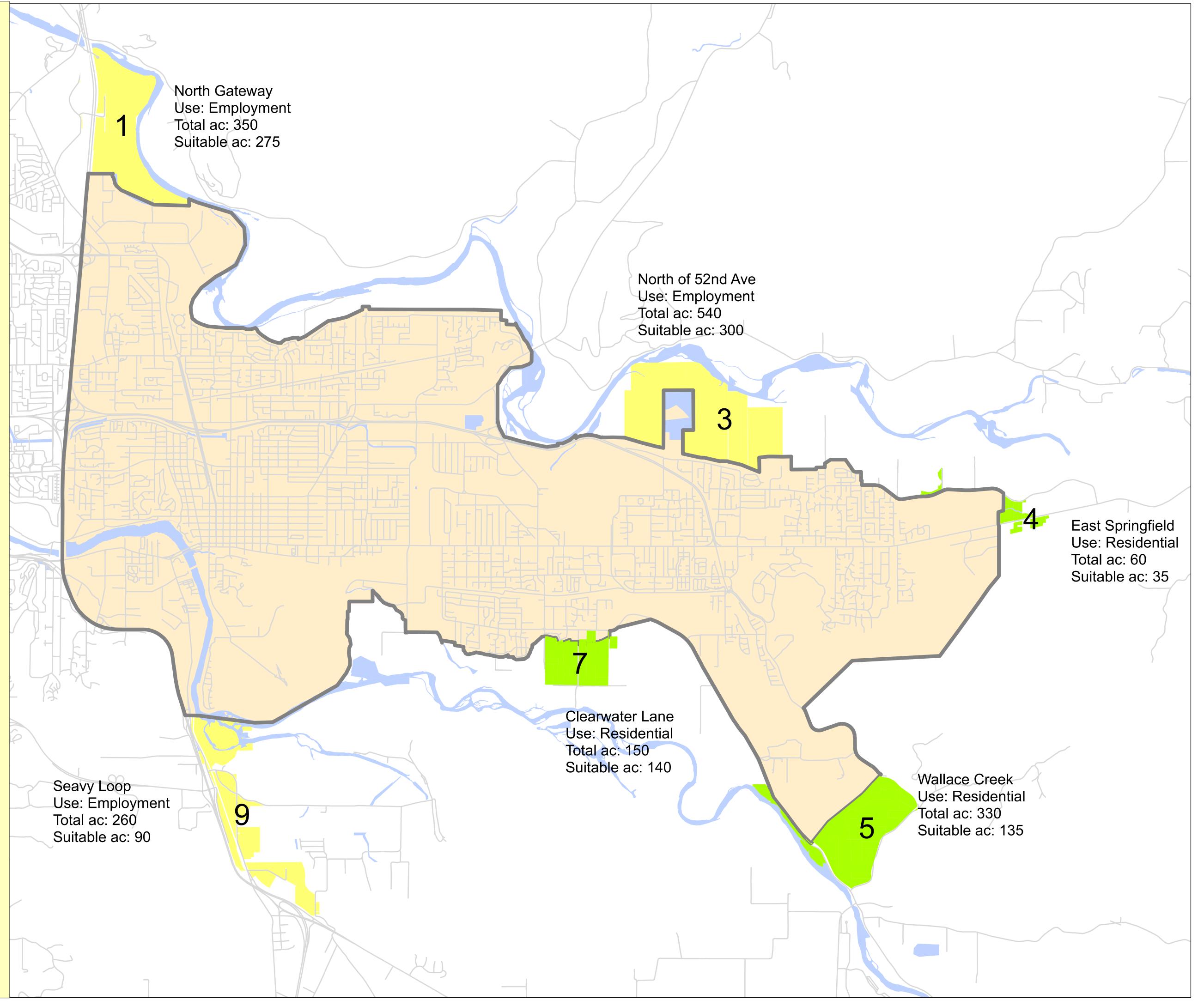


Map 11. Springfield Land Use Concept 3 City of Springfield, Oregon

Legend

Residential Areas
Employment Areas

		Total	Suitable
Area	Use	Acres	Acres
1. North Gateway	Employment	350	275
3. N. of 52nd Ave.	Employment	500	275
4. East Springfield	Residential	60	35
5. Wallace Creek	Residential	310	250
7. Clearwater Lane	Residential	140	115
9. Seavey Loop	Employment	260	90
Total Employment		1110	640
Total Residential		510	400

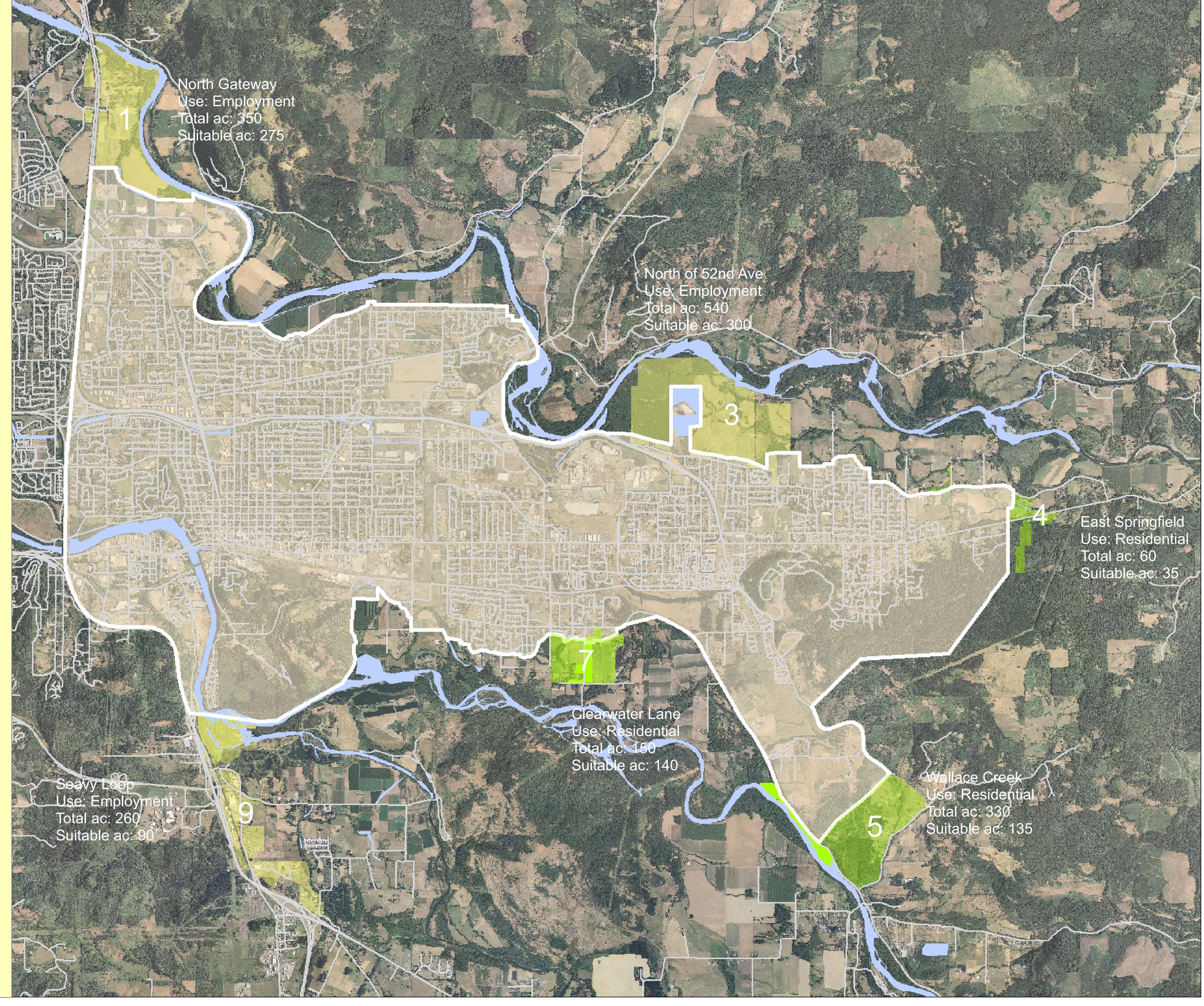


Map 12. Springfield Land Use Concept 3 City of Springfield, Oregon

Legend

Residential Areas
Employment Areas

		Total	Suitable
Area	Use	Acres	Acres
1. North Gateway	Employment	350	275
3. N. of 52nd Ave.	Employment	500	275
4. East Springfield	Residential	60	35
5. Wallace Creek	Residential	310	250
7. Clearwater Lane	Residential	140	115
9. Seavey Loop	Employment	260	90
Total Employment		1110	640
Total Residential		510	400



CIBL/RLS/UGB Public Review and Adoption Process

*The dates shown are subject to change. Please contact Planning Division staff
Linda Pauly at 726-4608 to confirm dates prior to these meetings.

Public Open House: Land Use Efficiency Measures
April 2, 2009



Planning Commission Work Session

with CIBL Stakeholder Committee Commercial & Industrial Land Needs & Alternatives (ECONorthwest)

April 16, 2009



City Council Work Session

Residential Lands Study Update & Land Use Efficiency Measures (ECONorthwest)

April 13, 2009

Public Open Houses:

Buildable Land Inventories and Alternatives Analysis

May 14 & 20, 2009

Planning Commission Work Session

with RLS Stakeholder Committee

June 2, 2009

CIBL Stakeholder Committee Meeting June 11, 2009







Planning Commission / City Council Work Session

Present recommended UGB land use concepts based on all input collected throughout the project. Three UGB alternatives will be presented. (ECO Northwest)

June 22, 2009



Public Open Houses:

UGB Alternatives
July - August 2009



Planning Commission Work Session(s)

Land Use Efficiency Measures Review Draft Code Amendments July 21, 2009



Joint Planning Commissions Public Hearings: CIBL, RLS & UGB September 15 (ECONorthwest)

- October 2009



Joint Elected Officials Public Hearing(s)

December 7, 2009 (ECONorthwest)



Adoption Hearing(s) January 18, 2010