Chapter I
Introduction

Background

The 2004 *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* is the third update of the *1990 Plan*. The *1990 Plan*, adopted in 1972, provided that a major update of the comprehensive plan should be initiated every five years. This reflects the fact that comprehensive plans must be adaptable to the changing needs and circumstances of the community if they are to retain their validity and usefulness.

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

The *Metro Plan* was acknowledged by the Land Conservation and Development Commission (LCDC) in 1982 for the area inside the urban growth boundary (UGB). The remaining area was acknowledged in September 1985. The Metro Plan was updated in 1987 and in 2004 through periodic review.

Purpose

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

The *Metro Plan* is intended to designate a sufficient amount of urbanizable land to accommodate the need for further urban expansion, taking into account the growth policy of the area to accommodate a population of 286,000 within the UGB by the year 2015.[1] The *Metro Plan* also identifies the major public facilities required to meet the land use needs designated within the UGB.

1. The population projection range for the Residential Land Use and Housing Element in Chapter III-A is 291,700 to 311,100. The expected population for the year 2015 is 301,400. This projection is for the Metropolitan Study Area, a census tract area much larger than the UGB. The projection was used as the basis for deriving the population figure of 286,000 for the UGB for the year 2015 for the residential lands analysis performed in the 1999 Residential Lands and Housing Study.

In order to achieve timely compliance with their statutory obligations under 2007 Or Laws Chapter 650, the Cities of Eugene and Springfield and Lane County adopt the following forecasts for their respective jurisdictional areas:

	2030	**2031**	**2032**	**2033**	**2034**	**2035**
Eugene – City Only	194,314	195,964	197,614	199,264	200,914	202,565
Metro Urban Area West of I-5	17,469	17,274	17,079	16,884	16,689	16,494
Total	211,783	213,238	214,693	216,148	217,603	219,059
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
Total	81,608	82,252	82,896	83,541	84,184	84,828

These figures effectively provide coordinated projections for each city and the respective metro urban area east or west of I-5 for years ending 2030 through 2035, enabling them to meet state requirements concerning the beginning and ending years of the 20-year planning period.

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

1. Guides all governments and agencies in the metropolitan area in developing and implementing their own activities which relate to the public planning process.

2. Establishes the policy basis for a general, coordinated, long-range approach among affected agencies for the provision of the facilities and services needed in the metropolitan area.

3. Makes planning information available to assist citizens to better understand the basis for public and private planning decisions and encourages their participation in the planning process.

4. Provides the public with general guidelines for individual planning decisions. Reference to supplemental planning documents of a more localized scope, including neighborhood refinement plans, is advisable when applying the *Metro Plan* to specific parcels of land or individual tax lots.

5. Assists citizens in measuring the progress of the community and its officials in achieving the *Metro Plan*'s goals and objectives.

6. Provides continuity in the planning process over an extended period of time.

7. Establishes a means for consistent and coordinated planning decisions by all public agencies and across jurisdictional lines.

8. Serves as a general planning framework to be augmented, as needed, by more detailed planning programs to meet the specific needs of the various local governments.

9. Provides a basis for public decisions for specific issues when it is determined that the *Metro Plan*, without refinement, contains a sufficient level of information and policy direction.

10. Recognizes the social and economic effects of physical planning policies and decisions.

11. Identifies the major transportation, wastewater, stormwater, and water projects needed to serve a future UGB population of 286,000.

Metro Plan Contents

As indicated in the Purpose section, the *Metro Plan* provides the overall policy framework for planning in this community. The five chapters are: Introduction; Fundamental Principles; *Metro Plan* Elements; *Metro Plan* Review, Amendments, and Refinements; and Glossary.

Fundamental Principles

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

Components of Chapter II, Fundamental Principles, are: Metropolitan Goals; Growth Management Goals, Findings, and Policies; Eugene and Springfield Jurisdictional Responsibility; Urban and Urbanizable Land; River Road and Santa Clara Goals, Findings, and Policies; and *Metro Plan* Diagram.

Metro Plan Elements

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

Metro Plan Review, Amendments, and Refinements

[2] Through updates to the *Metro Plan*, the objectives and policies are being combined. Eventually, each element will contain only findings and policies.

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

Glossary

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

Appendices

The following information is available at Lane Council of Governments (LCOG):

Appendix A Public Facility Plan Project Lists and Maps for Water, Stormwater, Wastewater, Electricity, and Transportation [These lists and maps are located in Chapter II of the 2001 *Eugene-Springfield Metropolitan Area Public Facilities and Services Plan* and 2001 *Eugene-Springfield Metropolitan Area Transportation Plan (TransPlan)*]

Appendix B List of Refinement and Functional Plans and Map of Refinement Plan Boundaries

Appendix C List of Exceptions and Maps of Site-Specific Exception Area Boundaries

Appendix D Auxiliary Maps showing the following:

- Fire station locations
- Urban growth boundary
- Greenway boundary
- Schools
- Parks

Use of the *Metro Plan*

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

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

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

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

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

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

- The *Metro Plan* Diagram is a graphic depiction of: (a) the broad allocation of projected land use needs in the metropolitan area; and (b) goals, objectives, and policies embodied in the text of the *Metro Plan*. The *Metro Plan* Diagram depicts land use designations, the metropolitan urban growth boundary, the *Metro Plan* Plan Boundary (Plan Boundary), and major transportation corridors.

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

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

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

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

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

Relationship to Other Plans, Policies, and Reports

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

Refinements to the *Metro Plan* can include: (a) city-wide comprehensive policy documents, such as the 1984 Eugene Community Goals and Policies; (b) functional plans and policies addressing single subjects throughout the area, such as the 2001 *Eugene-Springfield Public Facilities and Services Plan (Public Facilities and Services Plan)* and 2001 *TransPlan*; and (c) neighborhood plans or special area studies that address those issues that are unique to a specific geographical area. In all cases, the *Metro Plan* is the guiding document, and refinement plans and policies must be consistent with the *Metro Plan*. Should inconsistencies occur, the *Metro Plan* is the prevailing policy document. The process for reviewing and adopting refinement plans is outlined in Chapter IV.

Relationship to Lane County Rural Comprehensive Plan

The Plan Boundary shown on the *Metro Plan* Diagram in Chapter II is adjacent to the boundaries of the *Lane County Rural Comprehensive Plan* that surround the Eugene-Springfield metropolitan area. There is no overlap between the boundaries of the *Metro Plan* and the *Lane County Rural Comprehensive Plan*. Lane Code Chapter 16 is applied in the area between the UGB and the Plan Boundary to implement the *Metro Plan*.

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

Relationship to Statewide Planning Goals

As required by state law, the *Metro Plan* has been developed in accordance with the statewide planning goals adopted by the Oregon Land Conservation and Development Commission (LCDC). These goals provide the standards and set the framework for the planning programs of all governmental agencies and bodies in the metropolitan area. The *Metro Plan* addresses each of the LCDC goals (as well as local goals) and contains objectives and policies that comply with the LCDC goals.

Relationship to the Technical Supplement and Working Papers

The *Metro Plan* is based on work programs approved by the Metropolitan Policy Committee (MPC) and by the governing bodies of Eugene, Springfield, and Lane County after review and hearings by the respective planning commissions (and MAPAC for the 1982 *Metro Plan*). Based

on these work programs, inventories, reviews, and analyses of a number of *Metro Plan* elements are conducted. These include population projections, land use and housing (supply and demand), public facilities and services, and natural assets and constraints.

A set of working papers[3] was developed for the 1982 *Metro Plan* that describes the relevant issues and factors concerning each subject, and from these analyses, findings were drawn. These findings, in turn, formed an important share of the basis for the goals, objectives, and policies in this plan. In addition, several new or expanded elements were developed from working papers, partly to comply with LCDC Goals.

The 1978 *Technical Supplement*, a product of the working papers and the various reports prepared during preparation of the first *Metro Plan* diagram, is available under separate cover. It was written for use by those who wish more information on the technical aspects of the *Metro Plan* and its preparation. It can also be of assistance for in-depth analysis of metropolitan planning issues.

The working papers and *Technical Supplement* have been amended through updates of individual elements in Chapter III. During major updates, working papers and the *Technical Supplement* are reviewed and updated as part of a comprehensive work program. Applicable working papers and the *Technical Supplement* are referenced by ordinance when subsequent *Metro Plan* amendments are adopted. As new information is obtained, draft working papers may be prepared in advance of proposed amendments to integrate the new information into the *Metro Plan* data base. A current list of working papers is maintained by LCOG.

General Assumptions and Findings

The following general assumptions and findings relate to the entire *Metro Plan*. They are included in the Introduction because of their general application.

General Assumptions

1. A population of 286,000 is expected to reside within the metropolitan UGB by the year 2015. This is a 29 percent increase from the estimated 2000 census population of 222,500. Since this *Metro Plan* is designed to accommodate the expected population rather than remain static until 2015, it can be adjusted periodically as changes in population trends are detected.

2. Based on recent trends, the rate of population growth and the rate of in-migration are projected to decrease.

3. In addition to population growth, increasing household formation rates (i.e., decreasing average household size) will increase the demand for housing.

[3] The working papers are on file for public use in the Springfield, Lane County, and Eugene planning offices, and at LCOG.

4. In addition to population growth, increasing labor force participation rates will increase the resident labor force, thereby increasing the demand for employment opportunities.

5. The metropolitan area will experience continuing growth of the local economy.

6. Based on projections of recent population and economic trends, there will be sufficient land within the urban growth boundary, depicted on the *Metro Plan* Diagram in Chapter II, to ensure reasonable choices in the market place for urban needs to serve a metropolitan UGB area population of 286,000, provided periodic updates of the *Metro Plan* are conducted and the area designated for urbanization on the *Metro Plan* Diagram is updated to assure that the supply remains responsive to demand.

7. Public policies controlling the Eugene-Springfield metropolitan area's growth pattern will continue to be effective. For example, compact urban growth will continue to enhance the opportunity to preserve important natural assets, such as rural open space and agricultural land.

8. Additional urban development will take place within incorporated cities.

General Findings

1. Orderly metropolitan growth cannot be accomplished without coordination of public investments. Such coordination can be enhanced through use of the *Public Facilities and Services Plan* and scheduling of priorities.

2. When urban growth is allowed to occur without consideration for the physical characteristics of the land, it creates problems that are then difficult to solve.

3 The development and implementation of planning policies have social and economic impacts.

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