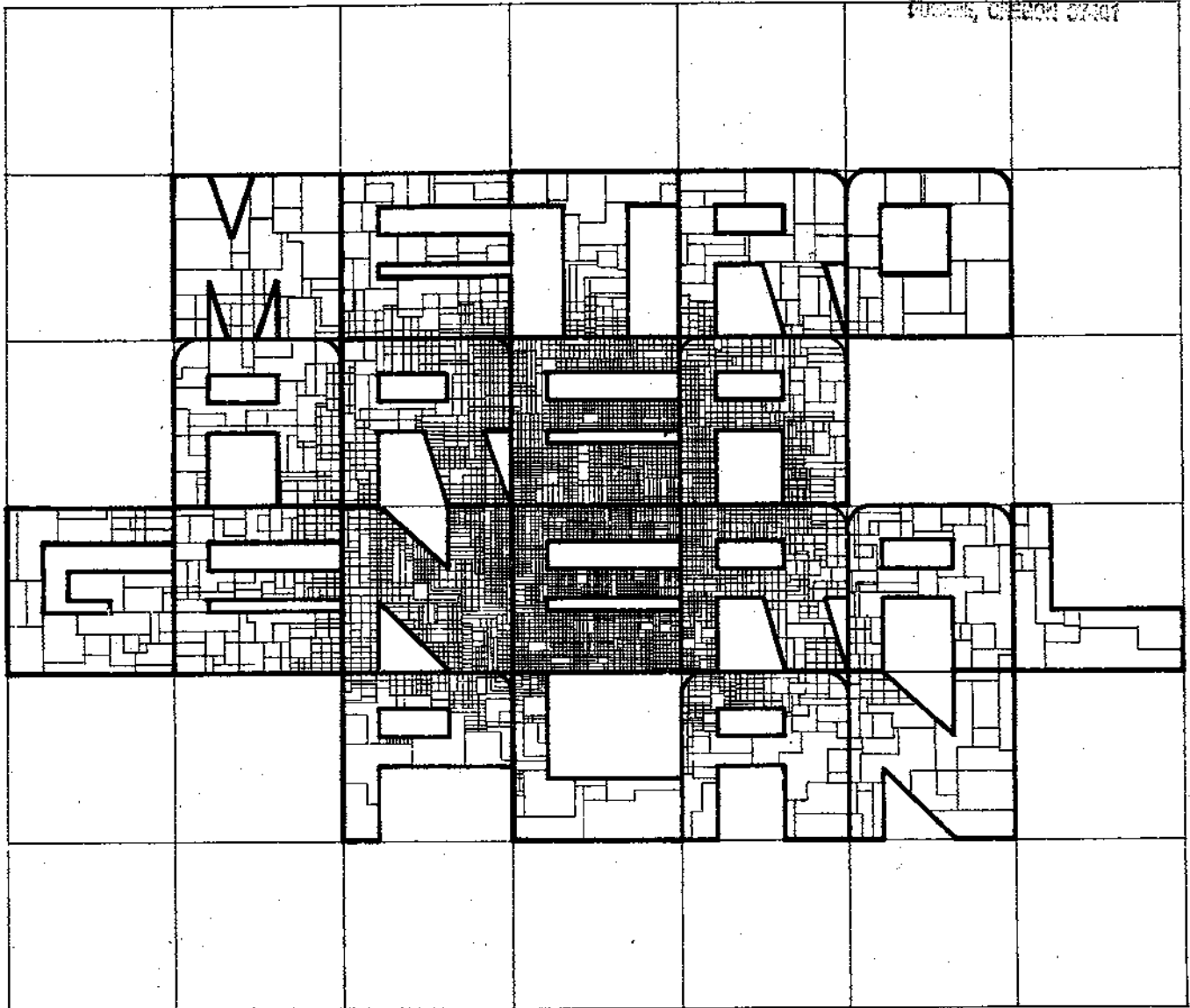


LANE BOUNDARY COMMISSION  
NORTH PLAZA LEVEL, PG3  
125 EAST 8th AVENUE  
EUGENE, OREGON 97401



**Eugene, Springfield and Lane County**

**1982**

**EUGENE-SPRINGFIELD  
METROPOLITAN AREA GENERAL PLAN**

**Eugene, Springfield and Lane County  
February-March 1982**

**Printed November 1982**

**Lane Council of Governments  
125 East 8th Avenue  
Eugene, Oregon 97401**

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BEFORE THE  
LAND CONSERVATION AND DEVELOPMENT COMMISSION  
OF THE STATE OF OREGON

IN THE MATTER OF	)	
EUGENE/SPRINGFIELD/LANE COUNTY METRO	)	COMPLIANCE ACKNOWLEDGMENT
COMPREHENSIVE PLAN AND	)	ORDER
IMPLEMENTING MEASURES	)	

On July 2, 1982, Eugene/Springfield/Lane County Metro, pursuant to ORS 197.251(1) (1981 Replacement Part), requested that its comprehensive plan and implementing measures be acknowledged by the Land Conservation and Development Commission to be in compliance with the Statewide Planning Goals.

The Commission reviewed the attached written report of the staff of the Department of Land Conservation and Development on August 19, 1982 regarding the compliance of the aforementioned plan and measures with the Statewide Planning Goals. Section IV of this report constitutes the findings of the Commission.

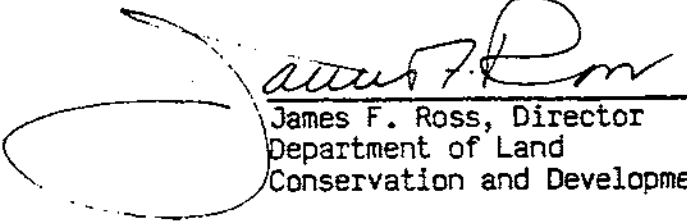
Based on its review, the Commission finds that the area within the Urban Growth Boundary of Eugene/Springfield/Lane Metro comprehensive plan and implementing measures comply with the Statewide Planning Goals adopted by this Commission pursuant to ORS 197.225 and 197.250.

THEREFORE, IT IS HEREBY ORDERED THAT:

The Land Conservation and Development Commission acknowledges that the aforementioned comprehensive plan and implementing measures of Eugene/Springfield/Lane County Metro are in compliance with the Statewide Planning Goals.

DATED THIS 23RD DAY OF AUGUST 1982.

FOR THE COMMISSION:

  
James F. Ross, Director  
Department of Land  
Conservation and Development

You are entitled to Judicial Review of this Order. Judicial Review is governed by the provisions of Section 10, Chapter 748, Or Laws 1981.

JFR:sm  
1014B/2B

## CITY OF SPRINGFIELD

### Mayor and City Council

John Lively, Mayor  
Christine Larson  
Don Carter  
Ken Eilers  
Gene Hulett  
Sandra Rennie  
Duane Herring

### Planning Commission

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Len Blackstone  
Melvin Suit  
Gayle Decker  
Steve Cornacchia

## CITY OF EUGENE

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### Planning Commission

Dennis Cuddeback, Chair  
Gary Sutley  
Suzanne Boyd  
Gene James  
Ginger Dingman  
Clark Roeder  
Ronald Hansen

## CERTIFICATION

This Plan establishes the broad policy direction for land use in Oregon's second largest metropolitan area. The Plan balances our need to accommodate new population and employment by identifying land for future residential, commercial, and industrial development. It also continues and strengthens our local commitment to environmental resource protection and continues our strong resolve to make this metropolitan area a desirable place to live and work.

We commend the citizens of this area for the high level of interest shown in developing this Plan. Over a five-year period, more than 250 public meetings were held leading to Plan adoption. In many respects, the process of compromise used in resolving Plan issues helped bring our units of governments closer together.

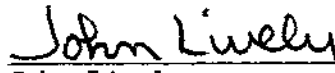
We hereby certify that the Eugene-Springfield Metropolitan Area General Plan has been adopted by our respective elected bodies.

CITY OF EUGENE



R. A. "Gus" Keller  
Mayor

CITY OF SPRINGFIELD



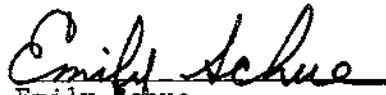
John Lively  
Mayor

LANE COUNTY



Scott Lievalten  
Chair, Board of Commissioners

LANE COUNCIL OF GOVERNMENTS



Emily Schue  
Chair, Board of Directors

## PREFACE

In 1980, Eugene, Springfield and Lane County adopted updated versions of the Metropolitan Area General Plan. The Metropolitan Plan replaced the Eugene-Springfield Metropolitan Area 1990 General Plan which was adopted in 1972.

The Eugene City Council and the Springfield City Council adopted identical versions of the Metropolitan Plan in 1980:

Eugene City Council - July 28, 1980 - Ordinance No. 18686  
Springfield City Council - August 4, 1980 - Ordinance No. 4555

The Lane County Board of Commissioners adopted a different version of the Metropolitan Plan in 1980:

Original adoption - August 27, 1980 - Ordinance No. 9-80  
Amended adoption - October 14, 1980 - Ordinance No. 9-80-A

The two versions of the Metropolitan Plan and supporting documents were forwarded to the Oregon Land Conservation and Development Commission (LCDC) with a request for acknowledgment of compliance with the 15 applicable statewide planning goals. In reports dated June 25-26, 1981 and September 24-25, 1981 and adopted by LCDC on August 6 (amended version of June 25-26 report) and September 24, 1981 respectively, LCDC outlined the requirements necessary to bring the August 1980 versions of the Metropolitan Plan into conformance with State standards.

From September 1981 to February 1982, Eugene, Springfield and Lane County cooperated with coordination and technical assistance from the Lane Council of Governments, to amend the August 1980 versions of the Metropolitan Plan. The three general purpose governments used the Elected Officials Coordinating Committee (two elected representatives each as voting members and one ex-officio Planning Commission from each government) to work out informal compromises and provide policy direction to staff.

In response to LCDC's requirements, ten working papers were prepared and draft Plan amendments were released for public review.

After a joint public hearing by the Eugene, Springfield and Lane County Planning Commissions on November 17, 1981 and joint public hearings by the Eugene City Council, Springfield City Council and Lane County Board of Commissioners on December 15, 1981 and January 12, 1982 (Goal 5), the three governing bodies informally agreed to the amendments in this document.

Following the January 12, 1982 joint meeting, each governing body adopted the mutually agreed upon amendments contained in this document:

Lane County, Ordinance No. 856, adopted February 3, 1982  
City of Eugene, Ordinance No. 18927, adopted February 8, 1982  
City of Springfield, Ordinance No. 5024, adopted March 1, 1982

In February 1982, the City of Eugene began work on the Willow Creek Special Area Study. That study resulted in proposed amendments to the Metropolitan Plan diagram. The Willow Creek diagram amendments, as approved by Eugene, Springfield, Lane County, and the Lane Council of Governments, are incorporated into this document.

Based on the adoption of these amendments, the three governments have a common version of the Metropolitan Plan.

After completing other LCDC required work specific to each jurisdiction, the amended Metropolitan Plan and supporting documents were resubmitted to LCDC with a second request for acknowledgment with the 15 applicable goals. After conducting a hearing in Salem on August 19, 1982, the LCDC granted acknowledgment for the portion of the Metropolitan Plan within the urban growth boundary. LCDC's acknowledgment included the "1982 Amendments to the Metropolitan Plan" and the Willow Creek Metropolitan Plan amendments.

The notations in the left margin refer to the source of the amendment from the list outlined above. These notations are indicated to aid readers wishing to trace the source of the amendments. Where a proposed amendment was changed during the course of adoption, references to more than one document are included.



# Chapter I



# CHAPTER I: INTRODUCTION

## A. Introduction

The Metropolitan Area General Plan is the first update of the Eugene-Springfield Area 1990 General Plan. The 1990 Plan, adopted in 1972, provided that a major update of the General Plan should be initiated every five years. This reflects the fact that a General Plan must be adaptable to the changing needs and circumstances of the community if it is to retain its validity and usefulness.

Therefore, this Metropolitan Area General Plan is not an entirely new product but rather has evolved from and reflects needed changes to the 1990 General Plan.

## B. Purpose

The Eugene-Springfield Metropolitan Area General Plan is the official long-range general 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 Plan. The 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 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 for the projected population of 293,700 (which is projected by the year 2000).

More specifically, the General Plan provides the overall framework for the following planning functions. The 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 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 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 the 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.

### **C. Plan Contents**

As indicated in the Purpose section, the Metropolitan Area General Plan provides the overall policy framework for planning in this community. The five chapters of the General Plan include: this Introduction; Fundamental Principles; Specific Elements; and Plan Review, Amendment, Refinement, and Jurisdictional Responsibility. The Plan Glossary is in Chapter V.

#### **Fundamental Principles**

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

Components of the Fundamental Principles chapter include Metropolitan Goals; Growth Management and the Urban Service Area, Eugene and Springfield Jurisdictional Responsibility, Urban and Urbanizable Land, River Road and Santa Clara, and the Plan Diagram.

#### **Specific Elements**

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

## Plan Review, Amendment, and Refinement

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

## Glossary

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

### D. Use of the Plan

The Metropolitan Area General 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 findings, goals, objectives, and policies; the Plan diagram; and other supporting materials. These terms are defined below:

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 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 policy is a statement adopted as part of the Plan to provide a consistent course of action, moving the community towards attainment of its goals.

The Plan diagram is a graphic depiction of: (1) the broad allocation of projected land use needs in the metropolitan area and (2) goals, objectives, and policies embodied in the text of the Plan. Some of the information shown on the diagram includes land use categories, urban growth boundaries, and major transportation corridors.

The revised goals, objectives, and policies contained in this 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, objectives, and policies. When making decisions based on the Plan, not all of the goals, objectives, and policies can be met to the same degree in every instance. Use of the 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 which follow in the 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 put into the Plan through amendment procedures. Adoption of the 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 Plan takes precedence over the Plan diagram where apparent conflicts or inconsistencies exist. The Plan diagram is a generalized map which is intended to graphically reflect the broad goals, objectives, and policies. As such, it cannot be used independent from or take precedence over the written portion of the Plan.

The degree to which the General 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 General 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 General Plan.

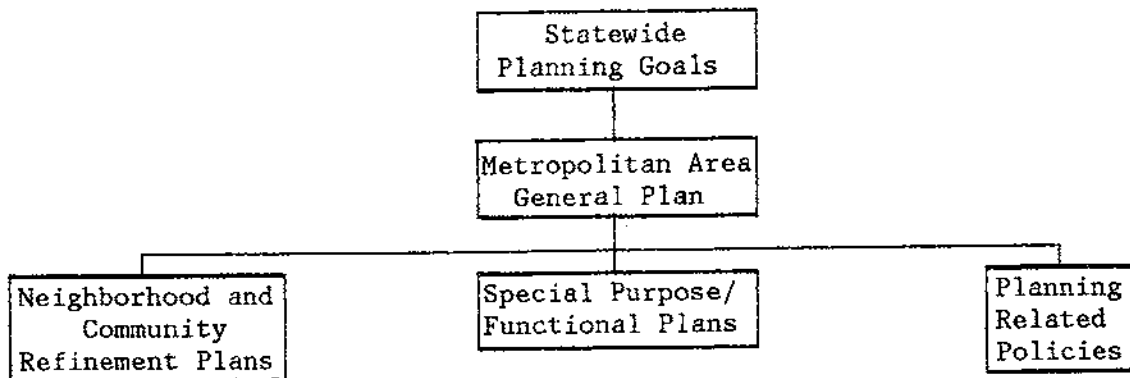
It is recognized that the needs, priorities, and resources vary with each jurisdiction and that the methods and timing used to implement the Plan will also vary.

#### **E. Relationship to Other Plans and Policies**

While the Metropolitan Area General Plan is the basic guiding land use policy document, it is not the only such document. As indicated in the Purpose section above (#8), the General Plan is a framework plan; and it is important that it be augmented 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 metropolitanwide scale should receive priority status.

Refinements to the General Plan can include specific neighborhood or community plans; special purpose or functional plans, such as water, sewer, or transportation plans; or planning related policies. In all cases, the General Plan is the guiding document, and refinement plans and

policies must be consistent with the General Plan. Should inconsistencies occur, the General Plan is the prevailing policy document. The diagram below indicates the relationship of the Metropolitan Area General Plan to refinement plans and policies.



Refinement plans and policies adopted subsequent to the 1990 General Plan remain in effect where they do not conflict with the updated Metropolitan General Plan. In cases of conflict, the Metropolitan Plan will prevail. The North Springfield Community Plan (Part I) and the Gateway Park Development Plan and Standards are completely superseded by this Plan for lands inside the city limits of Springfield and for lands annexed to the City of Springfield.

The North Springfield Community Plan will remain in effect for lands outside the City of Springfield. Refinement plans will be updated, where conflicts exist, to conform to the policies and land use designations of this Plan.

Refinement plans and policies adopted after the adoption of the 1990 General Plan include:

#### Special Purpose/Functional Plans

1. Mahlon Sweet Field (Airport) Master Plan, adopted 1980, Eugene City Council.
2. Metropolitan Bikeway Master Plan, Lane County, Eugene, Springfield.
3. Eugene-Springfield Area 2000 Transportation Plan, Lane County, Eugene, Springfield.
4. Central Lane Parks Plan, Lane County.
5. Solid Waste Management Plan, Lane County.
6. Housing Plan for Lane County, Lane County.
7. Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan).

8. Eugene-Springfield Air Quality Maintenance Area (AQMA) State Implementation Plan for Suspended Particulates, Lane Regional Air Pollution Authority, 1980.

#### Planning-Related Policies

1. Eugene Community Goals and Policies, 1974, revised 1979, Eugene.
2. Housing Dispersal Policy Plan, Eugene.

#### Neighborhood Refinement/Community Plans

1. North Springfield Community Plan (Part I), Lane County, Springfield.
2. Laurel Hill Neighborhood Plan, Eugene.
3. South Hills Study, Eugene.
4. Bethel-Danebo Neighborhood Plan, including the West Eugene Industrial Area, Eugene.
5. Downtown Westside Study, Eugene.
6. Urban Renewal Plan, Eugene.
7. Goodpasture Island Study, Eugene.
8. Whiteaker Refinement Plan, Eugene.
9. Westside Neighborhood Quality Project Plan, Eugene.
10. Springfield Downtown Plan, Springfield.
11. Willamette Greenway Plans, Lane County, Eugene.

In addition to refinement plans adopted subsequent to the 1990 General Plan, there were several plans which preceded the 1990 General Plan. These plans, listed below, remain in effect (where they do not conflict with the General Plan) until they are superseded by future refinements. They are:

1. River Road Development Plan, 1966, Lane County.
2. Santa Clara Community Plan, 1969, Lane County.
3. Willakenzie Plan, 1969, Lane County.

#### F. Relationship to Lane County General Plan

The boundaries of the Metropolitan Area General Plan are adjacent to the boundaries of the Lane County General Plan that surround the Eugene-Springfield metropolitan area. There is no overlap between the boundaries of the Metropolitan Area General Plan and that of the Lane County General Plan.



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

#### **G. Relationship to Statewide Planning Goals**

As required by state law, the Metropolitan Area General Plan has been developed in accordance with the statewide planning goals adopted by the State Land Conservation and Development Commission and published in April, 1977.

These goals provide the standards and set the framework for the planning programs of all governmental agencies and bodies in the metropolitan area. The Metropolitan Area General Plan addresses each of the LCDC goals (as well as local goals) and contains objectives and policies aimed at compliance with the LCDC Goals.

#### **H. Relationship to the Technical Supplement and Working Papers**

The Metropolitan Area General Plan was based on a work program approved by the Metropolitan Plan Policy Committee and by the governing bodies of Eugene, Springfield, and Lane County after review and hearings by the respective Planning Commissions and MAPAC. Based on this work program, a inventory, review, and analysis of a number of relevant elements was conducted. These included population projections, land use and housing (supply and demand), public facilities and utilities, and natural assets and constraints.

From this inventory, review, and analysis, working papers were developed which describe 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 updating the goals, objectives, and recommendations of each of the 1990 General Plan elements. In addition, several new or expanded elements were developed from working papers, partly to comply with LCDC Goals.

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

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\* The working papers are on file for public use in the Springfield, Lane County, and Eugene Planning Offices and at the Lane Council of Governments.

## **I. General Findings and Assumptions**

Unlike findings associated with a single specific element or section of the Plan, the following general findings and assumptions relate to the entire Plan. They are listed in the Introduction because of their general application.

### **General Assumptions**

1. A population of 293,700 is expected to reside in the metropolitan area by the year 2000 if the present trends continue. This is a 63 percent increase from the 1977 population of 184,300. Since this Plan is designed to accommodate the expected population rather than remain static until 2000, it can be adjusted periodically as changes in population trends are detected.
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.
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 projected urban service area depicted on the Plan diagram in Chapter II to ensure reasonable choices in the market place for urban needs through the planning period; i.e., a metropolitan population of 293,700, provided periodic updates of the Plan are conducted and the area designated for urbanization on the diagram is updated to assure that the supply remains responsive to demand.
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. The average annual growth rate in the metropolitan area decreased from 3.1 percent in the 1960's to 2.6 percent between 1970 and 1975. This is the lowest it has been since 1930.
2. Orderly metropolitan growth cannot be accomplished without coordination of public investments. Such coordination can be enhanced through scheduling of priorities.
3. 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.
4. The development and implementation of planning policies have social and economic impacts.
5. 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 nondirect fee facilities and services provided by those cities and financed from their revenues.



# Chapter II



## CHAPTER II: FUNDAMENTAL PRINCIPLES

There are six themes that are basic or fundamental to the entire Metropolitan General Plan. They are implicitly included in the various individual Plan components. These fundamental principles are:

1. The Plan is a long-range policy document providing the framework within which more detailed refinement plans are prepared. This concept is discussed in more detail in Section E of the Introduction (Chapter I).
2. To be meaningful, the Plan requires cooperation by all general purpose, special district, and special function agencies in the community. This reflects its comprehensive nature encompassing physical land use, social, and economic implications for the metropolitan area. Examples where cooperation are essential include planning and implementation of a transportation system, development of a metropolitanwide energy plan, metropolitanwide analysis and resolution of certain housing issues, and planning for areas outside the urban growth boundary and within the Plan.
3. The Plan and most of its elements are oriented to and require that urban development occur in a compact configuration within a prescribed urban service area. Elaboration of this principle is treated in Sections B, C, D, and E of this chapter and the Public Utilities, Services, and Facilities element in Chapter III.
4. Comprehensive plans identify and establish the plan zoning consistency concept and recognize the importance of timing concerning implementation techniques. Implementation techniques, including zoning, shall generally be consistent with the precepts established in the Metropolitan Plan, which is the broad policy document for the metropolitan area. The consistency test shall continuously be applied to implementation measures and public actions taken to rectify inconsistencies when the general direction provided by the Plan is modified. A variety of potential solutions to consistency problems exist, including modification to the Plan or alteration to the implementation techniques themselves.
5. The zoning process shall be monitored and adjusted to meet current urban land use demands through the planning period for all land use categories.
6. The Metropolitan Plan is based on the premise that Eugene and Springfield, the two existing cities, are the logical providers of services accommodating urban levels of development within the urban growth boundary.

While the goals listed in the first section of this chapter are also stated in connection with individual Plan elements, they are central to the entire Plan so they are included here, as well as, in the order they appear in the Plan.





## **A. Metropolitan Goals**

### **Growth Management and the Urban Service Area**

Use urban, urbanizable, and rural lands efficiently.

Encourage orderly and efficient conversion of land from rural to urban uses in response to urban needs, taking into account metropolitan and statewide goals.

Protect rural lands best suited for nonurban uses from incompatible urban encroachment.

### **Residential Land Use and Housing**

Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.

### **Economy**

Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.

### **Environmental Resources**

Protect valuable natural resources and encourage their wise management and proper use and reuse, reflecting their special natural assets.

Maintain a variety of open spaces within and on the fringe of the developing area.

Protect life and property from the effects of natural hazards.

Provide a healthy and attractive environment for the metropolitan population.

### **Willamette River Greenway, River Corridors, and Waterways**

Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors.

### **Environmental Design**

Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.

Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.

Create and preserve desirable and distinctive qualities in local and neighborhood areas.

### Transportation

Provide for a more balanced transportation system to give mobility to all segments of the community.

Serve the existing and future arrangement of land uses with efficient, safe, convenient, and economic transportation systems for the movement of people and goods.

### Public Utilities, Services, and Facilities

Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.

### Parks and Recreation Facilities

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

### Historic Preservation

Preserve reminders of our origin and historic development as links between past, present, and future generations.

### Energy

Maximize the conservation and efficient utilization of all types of energy.

Develop environmentally-acceptable energy resource alternatives.

### Citizen Involvement

Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.

### Plan Review, Amendment, Refinement, and Jurisdictional Responsibility

Ensure that the Metropolitan Area General Plan is responsive to the changing conditions, needs, and attitudes of the community and is fully integrated with surrounding subarea plans.

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

To effectively control the potential for urban sprawl and scattered urbanization, compact growth and the urban service area concepts are, and will remain, the primary growth management techniques for directing geographic patterns of urbanization in the community. In general, this means the filling in of vacant and underutilized lands, as well as redevelopment inside the urban growth boundary.

Outward expansion of the projected urban service area, as defined in the Glossary, will occur only when it is proven necessary according to the policies set forth in this Plan, particularly in this element.

### **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 urban growth boundary can be a disproportionately greater increase in the value of vacant land within the Eugene-Springfield area, which would contribute to higher housing prices.
4. Periodic evaluation of land use needs compared to land supply provides a basis for orderly and nonexcessive conversion of rural land to urbanizable land.

5. Prior to the late 1960's, Eugene and Springfield had no growth management policy, and therefore, growth patterns were generally dictated by natural physical characteristics.
6. Mandatory statewide planning standards (goals) adopted by the Land Conservation and Development Commission require that all communities in the State establish urban growth boundaries to identify and separate urbanizable land from rural land.
7. Between 1970 and 1978, Springfield's population increased about 7 percent a year and Eugene's about 4 percent a year, but unincorporated portions of the metropolitan area experienced a population decline. Only about 10 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 urban service area 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 urban service area is an effective growth management tool includes the following:
  - a. Consistent reduction over time of vacant land within the urban service area.
  - 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 projected urban service area.
  - 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.

#### 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 nonurban uses from incompatible urban encroachment.

## 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.
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.

## Policies

1. The urban service area concept and sequential development shall continue to be implemented as an essential means to achieve compact urban growth. The planning, programming, and financing for provision of all urban services shall be concentrated inside the projected urban service area.
2. 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 metropolitanwide basis.
3. Lane County shall discourage urban development in urbanizable and rural areas and encourage compact development of outlying communities.

4. To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the projected urban service boundary 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 County General Plan that borders the metropolitan area.
  - c. Conformance with applicable mandatory statewide planning goals.
5. Outlying communities close to Springfield and Eugene shall be encouraged to develop plans and programs in support of compact urban development.
6. Conversion of rural and rural agricultural land to urbanizable land through Plan amendments expanding the projected urban service area shall be consistent with mandatory statewide planning standards (goals).
7. Land within the projected urban service area 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. They consist of sanitary sewers; solid waste management; water service; fire protection; police protection; parks and recreation programs; electric service; land use controls; communication facilities; and public schools on a districtwide basis (in other words, not necessarily within walking distance of all students served). Paved streets with adequate provision for stormwater runoff and pedestrian travel, meeting applicable local policies, are important--particularly in new developments and along existing streets heavily used by pedestrians.
  - 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 mandatory statewide planning standards (goals).
8. A full range of key urban facilities and services shall be provided to urban areas, according to demonstrated need and budgetary priorities. They include, in addition to the minimum level of key urban facilities and services, urban public transit, natural gas, storm drainage facilities, street lighting, libraries, local parks, local recreation facilities and services, and health services.
9. 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.

10. To accomplish the fundamental principle of compact urban growth addressed in the text and on the diagram, overall metropolitanwide density of new residential construction, but not necessarily each project, shall average approximately six dwelling units per gross acre over the planning period.
11. As an early priority or in any event before the 2-1/2 year midway review of the Metropolitan Plan, Eugene, Springfield, and Lane County shall review the need to conduct a Growth Rate Management Feasibility Study within the context of state programs and policies. The study shall at least include analysis of social, economic, and legal issues, as well as experiences of other communities.
12. Based upon direction provided in policies 3, 7 and 10 of this section, any development taking place in an urbanizable area or in rural residential designations in an urban reserve 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 "special light industrial" designated areas shall be 50 acres and the minimum lot size for all other designations shall be 10 acres. Any lot under ten acres in size but larger than five acres to be created in this area on undeveloped or underdeveloped land will require the adjacent city and Lane County to agree that this lot size would be appropriate for the area utilizing 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 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.

13. Any lot under five acres in size to be created in the area described in policy 12 above will require city-county agreement utilizing the following additional standards:
  - a. the property will be owned by a governmental agency or public utility, or
  - b. a majority of parcels located within 100 feet of the property are smaller than 5 acres, and
  - c. no more than 3 parcels are being created; unless otherwise agreed.
14. 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.
15. 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 12 and 13 above, (c) the requirement for the siting of residences in policy 14 above, (d) the requirements of policy 19, and (5) the requirements for "special heavy industrial" designated areas.
16. Refinement and functional plans shall be consistent with direction established by the Metropolitan Plan and include findings recognizing this consistency.
17. Refinement and functional plans shall be consistent with goals, objectives, and policies of the Metropolitan Plan.
18. Local implementing ordinances shall provide a process for zoning lands in conformance with the Metropolitan Plan, using clear and objective standards.
19. In order to encourage economic diversification, on-site sewage disposal systems shall be allowed for industrial development and for commercial development allowed within "special light industrial" designated areas in conjunction with annexation to a city, when extension of public sewers are imminent or are identified as part of an approved capital improvement program.
20. The lower Mohawk Valley has been identified as a possible area of expansion for the City of Springfield. Subsequent to the adoption of this Plan but in as timely a manner as possible, a study shall be accomplished to determine the economic feasibility of expansion into the valley. This study shall evaluate all pertinent costs, including utilities, roads, development prohibitions (such as flood plains), and the like. The results of this study should be compared with similar data concerning the Natron-Jasper area.



21. The LCC Basin is within the jurisdiction of the Metropolitan Plan and has been identified as a possible area of expansion to the urban area at some time in the future. The next major update should include specific study of this basin to determine feasibility of urban expansion into this area. Prior to the next update, a specific study of this basin shall be conducted to determine feasibility of urban expansion into this area and to prepare detailed comparative cost estimates with other possible areas of urban expansion.

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



### C. Eugene and Springfield Jurisdictional Responsibility

Largely in recognition of existing city limits and areas served by Eugene and Springfield with municipal services, it is appropriate to assume the division of responsibility between the two cities is and will continue to be the Interstate 5 Highway, with the exception of the Glenwood area. However, state law (1981) provides a mechanism for creation of a new city in the River Road-Santa Clara area.

Currently, both existing cities serve the Glenwood area; however, sewers are provided by Eugene. There is no school located in Glenwood. Eugene has already annexed portions of that area where it provides most of the minimum key services now required. Nevertheless, the two cities need to decide who will be ultimately responsible for providing key urban services to additional urban development in Glenwood.

(See page III-G-6 for policy relating to the Glenwood area.)



## D. Urban and Urbanizable Land

### 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 as used in this section, refer to the Plan Glossary.

The undeveloped (urbanizable) area within the urban growth boundary, separating urban and urbanizable land from rural land, has been carefully calculated to include an adequate supply to meet demand for a projected population of 293,700 through the end of the planning period (2000). With the addition of the urban reserve areas, approximately 25,000-30,000 additional people can be accommodated beyond the projected population for the year 2000. However, unless the community consciously decides to limit future expansions of the urban growth boundary, one of several ways to accommodate growth, that boundary will be expanded in future plan updates so that before 2000 it will include more urbanizable area reflecting future population and employment needs than that now depicted on the diagram. Accordingly, periodic updates of land use needs and revision of the urban growth boundary to reflect extensions of the planning period will ensure that adequate surplus urbanizable land is always available.

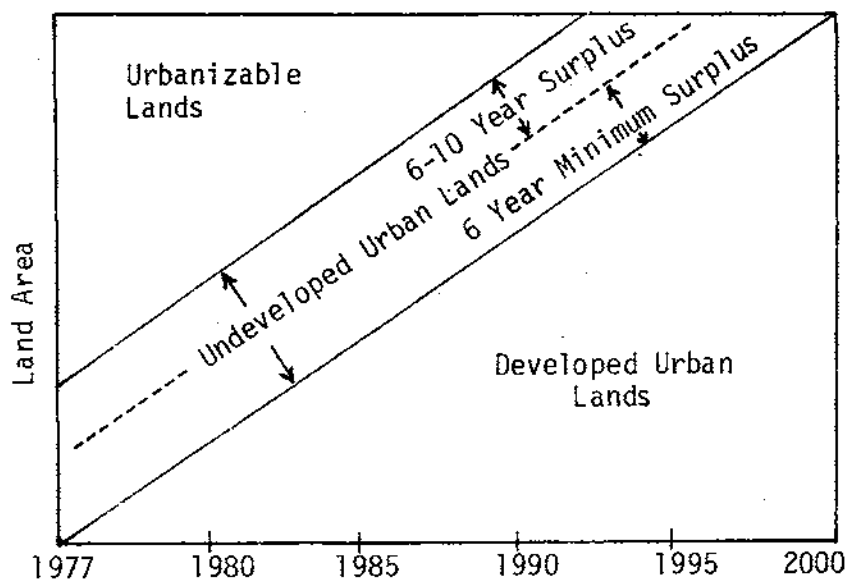
The key to addressing the needs stated at the beginning of this subsection is not so much the establishment of an urban growth boundary but maintaining an adequate and reasonable supply of available undeveloped land at any point in time. The "adequate" and "reasonable" tests are the key to the related 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 sewer 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 (with accompanying public hearing processes, including Boundary Commission approval); (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); and (4) construction of the private development (including local extension of streets, sidewalks, sewers, water and 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, as expressed in the following graphic, 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 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 adopted general plan. Such coordinated capital improvement programs can and should be closely related to implementation of annexation plans.

#### Urban Growth Boundary



Note: Plan will be updated before undeveloped surplus urban lands are exhausted.

The six- to ten-year surplus should be based on the amount of development over the previous three years. Improved monitoring techniques made possible by the geographic data system should allow such monitoring to occur. The monitoring information should be provided on a jurisdictional basis and on the metropolitan level.

Eugene, Springfield, and Lane County shall cooperatively monitor and periodically report on development trends and land supply for all categories of residential, commercial, and industrial land. This system shall include consideration of proper zoning, coordinated capital improvements programming, annexation, and other factors necessary to maintain availability of sufficient land to ensure supply responsive to demand in keeping with the fundamental principles of the Plan.

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 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, including development within the current urban service area before conversion of urbanizable lands to urban; and
4. Cooperation with other utilities and providers of urban services to ensure coordination with their respective capital improvement programs.

#### River Road and Santa Clara

The River Road and Santa Clara portions of the Eugene-Springfield metropolitan area are important components of the metropolitan community. Both River Road and Santa Clara have:

- unique and distinctive neighborhood identities;
- experienced considerable private investment in the past years;
- experienced considerable public investments; e.g., transmission facilities by the Eugene Water and Electric Board and educational facilities by public school systems; and
- a sound housing stock.

In Santa Clara, relatively large parcels of vacant land exist which, with adequate urban services, can be developed at increased densities; in River Road, relatively large developed lots exist which could be further developed by their owners.

The future of both the River Road and Santa Clara areas will play a critical role in the growth of the metropolitan area. For some years, officials of Lane County and Eugene have cooperatively discussed methods of delivering services to these neighborhoods. These discussions have continually focused on two sides of a single critical issue:

How can the short-range costs to the residents and other service providers be balanced against, and what are the long-range benefits to the residents and the entire metropolitan area of logical growth and increased densities?

Inflation has drastically increased the need to balance these two potentially divergent objectives. The effects of continued inflation can be mitigated by identifying and implementing a solution to the servicing issue. (For instance, since 1976, the average construction cost for sewer lines has risen by approximately 50 percent.)

A unique set of circumstances has occurred which lends direction to resolution of the service delivery questions for both River Road and Santa Clara.

1. As part of the acknowledgment process for the Eugene-Springfield Metropolitan Area General Plan, the Land Conservation and Development Commission has directed that a servicing plan be developed for both River Road and Santa Clara and that Eugene provide those services.
2. Discussions between Eugene officials and state and county representatives of the River Road and Santa Clara area have led to reconsideration of Eugene's policy to provide services to these neighborhoods only after annexation to the City of Eugene of both areas has occurred.
3. Preliminary review of Eugene's comprehensive capital improvement program suggested a full range of services could not be provided immediately even if the areas were annexed at one time.

Based on these three conditions, a scenario evolves which can lead to a set of findings, objectives, and policies for inclusion in the Eugene-Springfield Metropolitan Plan and ultimately lead to delivery of urban services to the River Road and Santa Clara areas in cooperation with the residents of these neighborhoods. That scenario is as follows:

The City of Eugene will construct and own the main sanitary sewage system necessary to serve the River Road and Santa Clara neighborhoods. Due to the geography of those areas, the main system may be constructed incrementally. Eugene will alter its policies pertaining to the service delivery of both River Road and Santa Clara to allow incremental annexation. Annexation must, however, be consistent with state law and other applicable local policies; e.g., the ability of the City to deliver services in a timely manner. Eugene will pursue annexation only in accordance with applicable state laws and will not use these mechanisms to circumvent the process and achieve annexation of the entire area.



In every case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and in accord with previous individual property annexation agreements. The City, in conjunction with Lane County and the citizens of both River Road and Santa Clara, will develop a servicing plan which is responsive to the basic service infrastructure which is either in place or contemplated for these areas. An integral part of the River Road-Santa Clara Service Plan will be a financing mechanism which takes into account the financial abilities of residents/property owners and the City of Eugene to pay for service delivery in that area.

The following findings, objectives, and policies reflect that scenario:

### Findings

1. Land supply in the River Road and Santa Clara areas is of metropolitanwide significance.
2. In order to achieve urban densities, urban services, including public sanitary sewers, must be provided.
3. For a long period of time, officials of Lane County and Eugene have made great efforts to resolve the service delivery problems for both River Road and Santa Clara.
4. The history and pattern of development in River Road-Santa Clara have resulted in the creation of two unique metropolitan neighborhoods.
5. The most cost-effective method of service delivery is through annexation. Given current constraints, these annexations must occur incrementally over the next 20 years.
6. A "servicing plan" is the best method of providing a framework for capital improvements programming in the River Road and Santa Clara areas.
7. Because of the substantial public investments already made in both neighborhoods, it is most cost-efficient to achieve urban densities in River Road and Santa Clara prior to accommodating new development needs in totally undeveloped areas.
8. The 1970 CH2M "Sewerage System Study, River Road-Santa Clara" publication demonstrates the feasibility of providing sanitary sewers to the River Road-Santa Clara area in a manner consistent with the "Eugene-Springfield Metropolitan Waste Treatment Alternatives Report" (208 "Facilities" Plan) and the Eugene-Springfield Metropolitan Area General Plan.
9. The CH2M publication defined study boundaries and made population projections which are different than those contained in the Metropolitan Plan; modifications to these factors can occur as part of the required system design work prior to construction.

10. The detailed design work which will occur as part of development of the system will allow discussion of various system concepts with the residents and property owners of the River Road and Santa Clara areas.

### Objectives

1. Ensure the availability of land in River Road and Santa Clara for urban levels of development.
2. Capitalize on existing public expectations by providing further public services which will allow the River Road and Santa Clara areas to achieve urban densities.
3. Deliver urban services to the River Road and Santa Clara areas through incremental annexations occurring over the next 20 years.
4. Consider the unique situation of the residents of River Road and Santa Clara by providing financing mechanisms which will take into account the financial ability of the residents to pay for service delivery and the City of Eugene's ability to provide these services.
5. Guide capital improvements in the River Road and Santa Clara areas through a "servicing plan" developed cooperatively by Lane County, the City of Eugene, and the residents and property owners of the two areas.

### Policies

1. Eugene and Lane County shall, through an active citizen involvement program, develop the River Road-Santa Clara Service Plan "for the entire River Road and Santa Clara area."
2. Eugene shall develop methods of financing improvements in the River Road and Santa Clara areas which are responsive to the unique situation of residents and property owners, as well as the City of Eugene.
3. Eugene will plan, design, construct, and maintain ownership of the entire sanitary sewer system which services the River Road and Santa Clara areas. This will involve extraterritorial extension which will be supported by Lane County before the Lane County Boundary Commission and all other applicable bodies.
4. Annexation of the River Road and Santa Clara areas will occur only through strict application of State laws and local policies; e.g., ability to extend services in a timely manner. In each case, Eugene will make every reasonable attempt to provide for annexation only on a voluntary basis and according to prior individual property annexation agreements.
5. The City of Eugene shall provide urban services to the River Road and Santa Clara neighborhoods upon annexation.

6. Using the CH2M report as a foundation, efforts to prepare more detailed engineering studies which will provide the basis for a capital improvement program to sewer the River Road-Santa Clara areas in a manner consistent with the above policy direction shall proceed.
7. No particular section of the Metropolitan Plan shall be interpreted as prohibiting the process of incorporation of a new city in River Road-Santa Clara in accordance with Oregon Revised Statutes, Chapter 221. This means that:
  - a. As a comprehensive planning document, no particular section of the Metropolitan Plan shall be used in isolation to evaluate different courses of action.
  - b. The phrase "process of incorporation" refers to the specific steps of incorporation outlined in Oregon Revised Statutes, Chapter 221.
  - c. This policy does not negate the requirement for public sanitary sewers as a minimum level of key urban services. Any institutional solution to providing urban services in the River Road-Santa Clara area must provide public sanitary sewers to address Land Conservation and Development Commission (LCDC) requirements and to protect public health and safety in resolving groundwater pollution problems. Public sanitary sewers are also required to achieve higher than septic tank level of urban residential densities and to utilize efficiently valuable metropolitan-scale buildable land.



## E. The Plan Diagram

### Introduction

The Plan diagram is a generalized map and graphic expression of the goals, objectives, and recommendations found elsewhere in the Plan. Rather than an accurate representation of actual size and shape, the arrangement of existing and, to an even greater degree, projected land uses illustrated on the diagram, is based on the various elements and principles embodied in the Plan. Likewise, statements in this section that prescribe specific courses of action regarding the community's future should be regarded as policies.

Projections indicate a population of approximately 293,700 will reside and work in the metropolitan area by 2000. The allocation of living, working, and recreational areas and supporting public facilities shown on the Diagram and Public Facilities Map in this section generally respond to that projection. If a growth rate management system is adopted that effectively slows the growth of population, the fulfillment of the diagram will not be reached until sometime after the turn of the century. When it is acknowledged that the diagram represents a certain number of people rather than a point in time, it becomes clear that acceptance of the diagram does not invalidate the pursuit of a growth rate management system. Should such a system prove feasible and desirable for the community, the process used to allocate land uses on the diagram, fully documented in the Technical Supplement, can be repeated for a population at any point in time.

Finally, the diagram is drawn at a metropolitan scale, necessitating supplementary planning on a local level. The diagram and text provide the overall framework within which more detailed planning occurs on that local level. When local plans include densities or land use allocations significant on a metropolitan scale, their adoption requires analysis of metropolitan implications, followed by amendments to the Metropolitan Plan, when necessary. Standards for identifying factors of metropolitan significance need to be defined and agreed to by Springfield, Lane County, and Eugene.

In practice, the process of referrals between the three bodies will also determine issues of metropolitan significance on a case-by-case basis.

### Major Influences

The Metropolitan Plan diagram reflects the influence of many sources. Particularly noteworthy are the following:

1. The Oregon Land Conservation and Development Commission's Statewide Planning Goals, as published in April 1977.
2. The Eugene-Springfield Metropolitan Area 1990 General Plan, predecessor of this document; particularly the concept of compact urban growth.

3. Adopted neighborhood refinement and community plans (examples in Chapter I of the Plan).
4. Adopted special purpose and functional plans (examples in Chapter I of the Plan).
5. Information generated through preparation of working papers (1978 and 1981) used in the update process. Those papers are on file in the planning departments of Eugene, Springfield, and Lane County, as well as the Lane Council of Governments. Their most significant provisions are contained in the Technical Supplement of the Metropolitan Plan, printed and available under separate cover. Subjects examined include public services and facilities; environmental assets and constraints, including agricultural land, the economy, housing, and residential land use; and energy, all in terms of existing conditions and projected demand.

### Land Use Designations

Land use designations shown on the Plan diagram are depicted at a metropolitan scale. Used with the text and local plans and policies, they provide direction for decisions pertaining to appropriate reuse (redevelopment), urbanization of vacant parcels, and additional use of underdeveloped parcels. They are not intended to invalidate local zoning or land uses which are not sufficiently intensive or large enough to be included on the diagram. They are based on local plans and policies.

Because of their special nature or limited extent, certain land uses are not individually of metropolitanwide significance in terms of size or location. Therefore, it is not advisable to account for most of them on the General Plan diagram. The standards below are intended to provide minimum guidelines to local jurisdictions in determining appropriate new and expanded sites and locations for such uses in urban areas.

#### 1. Residential

This category is expressed in gross acre density ranges. Using gross acres, approximately 30 percent of the area is available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the diagram. Such auxiliary uses shall be allowed within residential designations if compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods. The division into low, medium, and high densities is consistent with that depicted on the 1990 Plan diagram. In other words:

Low Density Residential = Through 10 units per gross acre.

Medium Density Residential = Over 10 through 20 units per gross acre.

High Density Residential = Over 20 units per gross acre.

These ranges do not prescribe particular structure types, such as for example, single-family detached, duplex, mobile home, or multiple-family. That distinction, if necessary, is left to local plans and zoning ordinances.

While all medium and high density allocations shown on the diagram may not be needed during the planning period, their protection for these uses is important because available sites meeting pertinent location standards are limited. In addition, several 10- to 30-acre medium density residential designations are shown as "floating nodes" with related commercial facilities. This designation reflects statements in the Residential Land Use and Housing, Energy, and Transportation elements directed to the provision of a variety of housing densities, types, and locations and linkage of medium density housing with urban public transit. Where these "floating nodes" are shown at intersecting arterial streets, they may actually occur on one or more quadrants of the intersection, as determined by local decisions. Where they appear in the midst of otherwise low density residential neighborhoods, their actual locations require local analysis.

To respond to the need for residential opportunities near employment centers and public transportation, 2,400 units are allocated to the Eugene central business district and within 1 mile of its core. Due to the absence of sufficient vacant land in the core area, some redevelopment will be required.

As of January 1, 1977, density of all existing residential development within the 1990 Plan projected urban service area was about 3.64 dwelling units per gross acre. This updated Plan, including the diagram, calls for an overall average of about six dwelling units per gross acre for new construction through 2000, the planning period. By realizing this goal, the community will benefit from more efficient energy use; preservation of the maximum amount of productive agricultural land; use of vacant leftover parcels where utilities are already in place; and more efficient, less costly provision of utilities and services to new areas. This higher overall average density can only be achieved if the cities explore, and when feasible, in light of housing costs and needs, adopt new procedures and standards including, for example:

- a. Minimum densities;
- b. Reduced minimum setbacks, frontages, and lot sizes;
- c. More cluster development incentives; and
- d. Zoning based on density rather than structure type, particularly in new developments.

The urban growth boundary, through five-year updates, will be modified, as necessary, to insure an ongoing, adequate available land supply to meet needs. See also "Urban and Urbanizable Land," beginning on page II-D-1 in this section.

## 2. Commercial

This designation on the Plan diagram includes only the first four categories:

### a. Major Retail Centers

Such centers normally have at least 25 retail stores, 1 or more of which is a major anchor department store, having at least 100,000 square feet of total floor space. They sometimes also include complimentary uses, such as general offices and medium and high density housing. Presently there are two such developed centers in the metropolitan area: the Eugene central business district and Valley River Center. In Springfield, the developed Mohawk commercial area combined with the former airport site constitutes a future major retail center. The undeveloped Springfield Airport site requires protection for this specialized retail use because other opportunities within the metropolitan area are limited.

### b. Community Commercial Centers

This category includes more commercial activities than neighborhood commercial but less than major retail centers. Such areas usually develop around a small department store and supermarket. The development occupies at least 5 acres and normally not more than 40 acres. This category contains such general activities as retail stores; personal services; financial, insurance, and real estate offices; private recreational facilities, such as movie theaters; and tourist-related facilities, such as motels. When this category is shown next to medium or high density residential, the two can be integrated into a single overall complex, local regulations permitting.

### c. Floating Node

Floating nodes are intended to accommodate a portion of the forecasted demand for commercial land. These nodes are also intended to facilitate achievement of the energy and transportation policies of the Plan by encouraging, whenever possible, medium density residential development adjacent to or surrounding commercial development. The commercial portion of the node may range in scale from neighborhood commercial to community commercial (e.g., 5-20 acres), depending upon the geographic area to be served by the floating node. Land designated for commercial and residential uses does not need to be developed simultaneously. The exact location of floating nodes shall be determined by local decisions or a refinement planning process.

The process for establishment of a floating node must include the following elements:



- (1) identification of the primary geographic area intended to be served by the commercial center;
- (2) an inventory of commercial area/uses presently existing within the primary geographic area; and
- (3) identification of the amount and location of area planned for medium density residential uses (area[s] for medium density residential use must be shown unless precluded by other Plan policies or absence of available land).

The identification of a floating node through a refinement plan or other local decision shall be based on the following criteria:

- (1) applicable goals, policies, and background information of the Metropolitan Plan;
- (2) applicable refinement and functional plans;
- (3) any applicable provisions of the Capital Improvement Program;
- (4) depending upon the scale of the floating node, consistency with either the locational criteria for neighborhood commercial facilities or community commercial centers as described in the Plan; and
- (5) commercial uses are located in an area served by at least a minor arterial street, in accordance with the transportation and energy goals and policies in items 1 and 2 above. The commercial uses can front on a street classified at least as a minor arterial. The conflicts with traffic movement on the arterial can be minimized by the use of frontage roads, side streets, and properly located direct access.

**d. Existing Strip Commercial**

This designation is included when it is of sufficient size to be of more than local significance. Development and location standards for (additional) strip commercial, as well as neighborhood commercial uses, are discussed below.

**e. Neighborhood Commercial Facilities (Not shown on Plan Diagram)**

Oriented to the day-to-day needs of the neighborhood served, these facilities are usually centered on a supermarket as the principal tenant. They are also characterized by convenience goods outlets (small grocery, variety, and hardware stores); personal services (medical and dental offices, barber shops); laundromats; dry cleaners (not plants); and taverns and small restaurants. The determination of the appropriateness of

specific sites and uses or additional standards is left to the local jurisdiction. Minimum location standards and site criteria include:

- (1) Within convenient walking or bicycling distance of an adequate support population. For a full-service neighborhood commercial center at the high end of the size criteria, an adequate support population would be about 4,000 persons (existing or anticipated) within an area conveniently accessible to the site. For smaller sites or more limited services, a smaller support population or service area may be sufficient.
- (2) Adequate area to accommodate offstreet parking and loading needs and landscaping, particularly between the center and adjacent residential property, as well as along street frontages next door to outdoor parking areas.
- (3) Sufficient frontage to ensure safe and efficient automobile, pedestrian and bicycle access without conflict with moving traffic at intersections and along adjacent streets.
- (4) The site shall be no more than five acres, including existing commercial development. The exact size shall depend on the numbers of establishments associated with the center and the population to be served.

Neighborhood commercial facilities may include community commercial centers when the latter meets applicable location and site criteria as listed above, even though community commercial centers are generally larger than five acres in size.

In certain circumstances, convenience grocery stores or similar retail operations play an important role in providing services to existing neighborhoods. These types of operations which currently exist can be recognized and allowed to continue through such actions as rezoning.

**f. Strip or Street-Oriented Commercial Facilities**

Largely oriented to automobile traffic, the need for this type of facility has diminished with the increasing popularity of neighborhood, community, and regional shopping centers with self-contained off-street parking facilities. Strip commercial areas are characterized by commercial zoning, or at least, commercial uses along major arterials; i.e., portions of River Road, West 11th Avenue, part of Willamette Street, Highway 99N., Franklin Boulevard in Eugene, Main Street in Springfield, and others. Such uses often create congestion in adjacent travel lanes, are generally incompatible with abutting noncommercial uses, and are not as vital to the community as previously because of the existence of retail, office, and

service complexes with off-street parking facilities. They should be limited to existing locations and transformed into more desirable commercial patterns, if possible.

To mitigate negative external characteristics, unless it is not in the interest of the public, efforts should be made in connection with existing strip commercial areas to:

- (1) Landscape perimeters, especially when adjacent to residential properties.
- (2) Direct lights and signs away from residential areas.
- (3) Control and consolidate points of access and off-street parking to minimize safety hazards and congestion in connection with adjacent streets.

### 3. Industrial

This designation includes the following; only the first four being shown on the Plan Diagram:

#### a. Heavy Industrial

This category is often characterized by uses that can be hazardous, offensive, obnoxious or unsightly. These industries are generally involved in the (primary) processing of raw materials into refined materials in large volumes, which often requires large energy supplies and large volumes of raw materials. Processing usually generates liquid or solid wastes; air pollutants; and other emissions, such as noise, vibration, heat, and light. Raw materials and refined products require heavy transportation, rail, and truck. Labor force size is normally large. Examples of such uses are: lumber and wood products, paper, chemicals and primary metal manufacturing, large-scale storage of hazardous materials (flammable liquids, explosives, unstable chemicals, etc.), power plants, and railroad yards.

Since heavy industrial demand projections indicate no need for additional acres, this designation generally reflects existing uses. However, to allow for expansion of existing firms, vacant land is allocated for heavy industrial use when: (1) it is owned by and adjacent to existing heavy industry, (2) it is zoned for heavy industry, and (3) it is not larger than twice the size of the existing site as used for heavy industry.

**b. Light-Medium Industrial**

This type is markedly different from heavy industrial. Light and medium industries are generally involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is usually minimal. The need for transportation is usually met by truck, although rail and air transportation may be necessary. The labor force varies from small to large. Activities are generally located indoors, although there may be some outdoor storage.

**c. Special Light Industrial**

This is a specialized concept developed to deal with relatively large (projected employment of at least 500 per firm) light industrial firms, such as manufacturers of semi-conductors, medical and dental supplies, photographic equipment, computers and other electronic equipment, and large-scale research and development complexes. The activities involved are generally characterized by highly skilled and technical labor and are located indoors. Often, precision is of such importance that the air pollutants, noise, and vibration associated with heavy industry are not compatible. These industries are often located in campus-type industrial parks and are generally involved in the manufacture or assembly of final products of small unit size or research-type development in an office-based atmosphere. Both their energy requirements and their necessary component material volumes are normally small. There are generally no effluents or other emissions to create problems. Heavy transport is not important, although access to air transportation may be required. Supporting office-based commercial development shall be considered appropriate use when planned to compliment the primary intent of special light industrial development.

Seven sites are depicted with a star (\*) on the diagram. Locational criteria used for site selection include a minimum of 50 acres; 5 or fewer ownerships; good access to existing or planned transportation facilities, especially highways; compatibility with surrounding designations; and ability to maintain a campus-like atmosphere. While all such sites may not be needed during the planning period, they shall be protected for this specialized use to provide a selection in order to attract firms in response to the need to diversify the economy. Local governments shall take actions to protect the identified sites from premature or piecemeal development and subdivision.

**d. Special Heavy Industrial**

These areas are designated to accommodate relocation of existing heavy industrial uses inside the urban growth boundary that do not have sufficient room for expansion and to accommodate a limited range of other heavy industries in order to broaden the manufacturing base of the metropolitan economy and to take advantage of the natural resources of this region. These areas are designated to also accommodate new uses likely to benefit from local advantage for processing; preparing; and storing raw materials, such as timber, agriculture, aggregate, or by-products or waste products from other manufacturing processes.

Land divisions in these areas shall be controlled to protect large parcels (40 acres minimum parcel size). Because city services are not available to these areas in the short-term, firms may be allowed to provide on-site the necessary minimum level of key urban services subject to standards applied by Lane County and subject to applicable state, federal, and local environmental standards.

Owners of developing parcels must also meet the legal and institutional requirements addressed in policy 24, Chapter III-B, "Economy Element."

**e. Small-Scale Light Industry (Not Shown on Plan Diagram)**

This category is characterized by industrial uses that emit no smoke, noise, glare, heat, dust, objectionable odors, or vibrations beyond property boundaries; pursue their activities within buildings; and do not generate a large amount of vehicular trips for employees, customers, or freight movements. Depending on the local situation, in some instances such industrial uses may be incorporated into mixed use areas. To enhance compatibility with adjacent nonindustrial areas, local governments should apply development standards to specific proposals. Such standards should address building height, setbacks, adequate off-street parking areas, landscaping, and safe and efficient access. The determination of the appropriateness of specific sites and uses or additional development standards is left to the local jurisdictions. Minimum locational standards and site criteria include:

- (1) Access to arterial streets, normally without use of residential streets.
- (2) Up to five acres, with sufficient parking areas and frontage to accommodate structures, parking areas, and access in character with adjacent nonindustrial properties.

#### 4. Public and Semi-Public

This designation contains three categories:

- a. Government (includes major office complexes and facilities and lodges)
- b. Education (includes high schools and colleges)
- c. Parks and Open Space

This designation includes existing publicly owned metropolitan and regional scale parks and publicly and privately owned golf courses and cemeteries in recognition of their role as visual open space. This designation also includes other privately owned lands in response to Plan policies, such as along the Willamette River Greenway, the South Hills ridgeline, the Amazon corridor, the "Q" Street Ditch, and buffers separating sand and gravel designations from residential lands.

Where park and open space is designated on privately owned agricultural land, those lands shall be protected for agricultural use in accordance with Plan policies.

Where park and open space is designated on forest lands inside the urban growth boundary, other values have primary importance over commercial forest values and those park and open space areas shall be protected for those primary values. Where park and open space is designated on forest lands outside the urban growth boundary, commercial forest values shall be considered as one of many primary values.

In addition to those not shown at a neighborhood scale but automatically included in the gross allocation of residential acres, there is a need for public facilities and open space at a nonlocal level, such as regional/metropolitan parks. Several are shown on the diagram. Those not yet in public ownership are based on environmental constraints, such as excessive slopes or assets, such as unique vegetation associations. They should be preserved, if possible, through public acquisition or tax relief programs. If that is not possible, development should be required to respond to their unique conditions through clustering in areas of least value as open space, locating circulation and access points in a manner that will result in minimal disturbance of natural conditions and other similar measures particularly sensitive to such sites.

#### 5. Agriculture

These lands outside the urban growth boundary include: Class I through IV agricultural soils, other soils in agricultural use, and other lands in proximity to Class I through IV soils or agricultural uses on Class V through VIII soils. Designated agricultural lands are protected to preserve agricultural resource values.

6. Sand and Gravel

This category includes existing and future aggregate processing and extraction areas. Aggregate extraction and processing is allowed in designated areas subject to Plan policies, applicable state and federal regulations, and local regulations. For new extraction areas, reclamation plans required by the State of Oregon and Lane County provide a valuable means of assuring environmental considerations, such as revegetation, are addressed. It is important to monitor the demand for aggregate to ensure an adequate supply of this vital nonrenewable resource is available to meet metropolitan needs.

7. Rural Residential and Rural Commercial

These areas are located outside the urban growth boundary. These two rural designations reflect existing patterns of development or commitment to rural lifestyle and have been carefully documented and described with appropriate findings as exceptions to agricultural or forest resource goals. Development on vacant or underdeveloped "rural residential" or "rural commercial" designated parcels is permissible when rural level services are approved and when such development is done in accordance with other applicable policies.

The minimum lot size for "rural residential" areas located outside "urban reserve" areas shall be five acres. The minimum lot size for "rural residential" areas located within "urban reserve" areas shall be subject to policies 12 and 13 in Chapter II-B, "Fundamental Principles" (i.e., land divisions of less than ten acres are subject to the conditions of policy 12; land divisions of less than five acres are subject to the conditions of policies 12 and 13).

8. Forest Lands

These lands designated outside the urban growth boundary include soils with potential forest productivity and lands with existing forest cover. Designated forest lands are protected to preserve multiple forest resource values, including commercial timber harvest, livestock grazing, scenic resources, watershed and soil protection, fish and wildlife habitat, and recreational opportunities.

9. Mixed Uses

This category represents areas where more than one use might be appropriate, usually as determined by refinement plans on a local level. For example, the Whiteaker Refinement Plan includes several areas where a mix of compatible uses, based in part on existing development, are designated.

## 10. Natural Resource

This designation applies to privately and publicly owned lands where development and conflicting uses shall be prohibited to protect natural resource values. These lands shall be protected and managed for the primary benefit of values, such as fish and wildlife habitat, soil conservation, watershed conservation, scenic resources, passive recreational opportunities, vegetative cover, and open space. Where agricultural or forest practices have been identified as a conflicting use incompatible with protection of the primary values of the identified natural resource, those practices shall be prohibited.

Local governments shall apply appropriate implementation measures to protect these areas and to direct development toward "buildable" lands adjacent to natural resource areas (planned unit development application is a suitable technique for balancing conservation of natural resources and need for housing).

## 11. Urban Reserve

These rural areas are located beyond the urban growth boundary and are not needed to satisfy urban demands associated with a population of 293,700 (projected for the year 2000). These areas have been identified, based on current trends and policies, as areas for urban development beyond the planning period. Certain public utilities; services; and facilities, particularly water, sanitary sewers, and storm sewers, can be provided to areas designated urban reserve most economically, following extension from areas within the urban growth boundary because of topographic features. Designating these areas at this time will assist in the preparation of capital improvement programs that extend beyond the planning period of this Plan.

Urban levels of public utilities, facilities, and services shall be designed and sized to serve urban reserve areas; capacity and financing plans shall be calculated to serve urban reserve lands. For purposes of future planning, urban reserve areas shall be assumed to develop as low density residential at densities used in preparation of this Plan. Urban level services shall not be extended to urban reserve areas until they are included within the urban growth boundary through future amendments or updates.

Development, land division, and public improvements (such as street design) in areas designated urban reserve shall be designed and regulated so as to not preclude possible subsequent decisions to provide for future development at urban densities. Until they are added to the urban growth boundary, urban reserve areas shall be designated to protect natural resource values.



## 12. Urban Growth Boundary

This site-specific line separates the projected urban service area designated to accommodate urban development through the planning period (293,700 population) from urban reserve, agriculture, and rural designations. The location of the urban growth boundary results from environmental, social, and economic analysis in terms of supply and demand, which is basic to this entire Plan. Accordingly, LCDC Goal 14's establishment of urban growth boundary criteria was employed with the following results (for more detail, see the Technical Supplement):

Factor 1. "Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;"

Population projections, employment projections, and housing projections were prepared representing the best available technical information about long-range urban growth in the metropolitan area. These projections were translated into total land use needs. The Plan diagram was then constructed to accommodate projected residential growth, assuming new residential construction over the planning period would, on an overall metropolitanwide basis, average approximately six dwelling units per gross acre.

Factor 2. "Need for housing, employment opportunities, and livability;"

The population and employment projections were translated into need for residential, commercial, and industrial land in response to local and statewide goals, objectives, and policies. Extreme care has been taken to consider the demand (projections) when analyzing the land supply in an effort to provide adequate housing and employment opportunities.

Translation of the identified natural assets and constraints into limitations and prohibitions to development, in most instances, was done to preserve the livability of the metropolitan area. These prohibitions and limitations were considered as refinements to the vacant land supply.

- Factor 3. "Orderly and economic provision for public facilities and services;"

The urban growth boundary is based partly on the cost of providing urban services to the metropolitan area (for example, ridgelines and other topographic features were considered). The diagram reflects the concept of compact urban growth, sequential development, and opportunities for the least costly provision of public services and facilities.

- Factor 4. "Maximum efficiency of land uses within and on the fringe of the existing urban area;"

Again, the diagram reflects compact urban growth which, in turn, should achieve maximum efficiency of land uses within and on the fringe of the existing urban area.

- Factor 5. "Environmental, energy, economic, and social consequences;"

The diagram represents a balancing of all environmental, energy, economic, and social impacts, as addressed by LCDC goals and the Plan text. For example, decidedly lower residential densities and a much larger land supply may result in lower land costs, but energy savings may very well be sacrificed through need for longer transportation routes and accompanying fuel consumption.

- Factor 6. "Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority;"

The compact urban growth and sequential development principles embodied in the Plan text and diagram allow for retention of the most productive agricultural lands when balanced with other planning goals.

- Factor 7. "Compatibility of the proposed urban uses with nearby agricultural activities."

Again, the diagram adheres to the compact urban growth form and sequential development. The separation between urban and urbanizable lands and rural lands formed by the urban growth boundary creates a sharp distinction between ultimate urban uses and agricultural uses on rural lands.

While urban development may create problems from an agricultural production standpoint, the compact urban growth form is, in many ways, compatible with nearby agricultural activities.

First, as urban densities increase, the close proximity of productive agricultural areas have the potential to access larger markets for their products, thereby increasing their economic return. Second, close proximity can reduce transportation costs for agricultural products grown near metropolitan population concentrations, enabling local farmers to remain or become competitive with more distant markets. Third, retention of productive agricultural lands immediately adjacent to urban development can provide possible social and psychological benefits to urban residents. Fourth, the compact urban growth form and sequential development avoids the problem of leapfrogging and the problem of surrounding an area of agricultural development with urban areas.

Since the most productive agricultural lands are typified by Class I agricultural soils located in the floodway fringes, the boundary of the floodway fringe often serves as the location of the urban growth boundary. When the floodway fringe follows a natural bench or when a road creates a dike which defines the floodway fringe, the boundary between urban uses and agricultural uses may be abrupt. In other instances, the transition from urban to rural is not as easily definable on the ground.

Recognizing inevitable problems for agricultural production and retention of small isolated pockets of agricultural land that are or would be surrounded by urban uses was not considered a high priority in drawing the urban growth boundary.

The urban growth boundary is precisely described, as noted on and in conjunction, with the "Auxiliary Map No. 3" in this section. A larger scale edition is on file in the Planning Offices of Springfield, Eugene, Lane County, and the Lane Council of Governments.

### 13. Plan Boundaries

With modification to the boundary of the adjacent County General Plan, these lines will represent the interface between the area encompassed in the Metropolitan Plan and areas subject to the Lane County General Plan. At some future date, these boundaries may require further adjustment, reflecting increasing need for urban land in the metropolitan area. The County and the two cities should recognize this possibility in their respective planning programs.

### 14. Major Transportation Corridors and Other Public Facilities

Recognizing the close interrelationship between transportation facilities and land use, the major existing and planned streets and highways included in the adopted Eugene-Springfield Area 2000 Transportation Plan are shown on the Plan diagram.

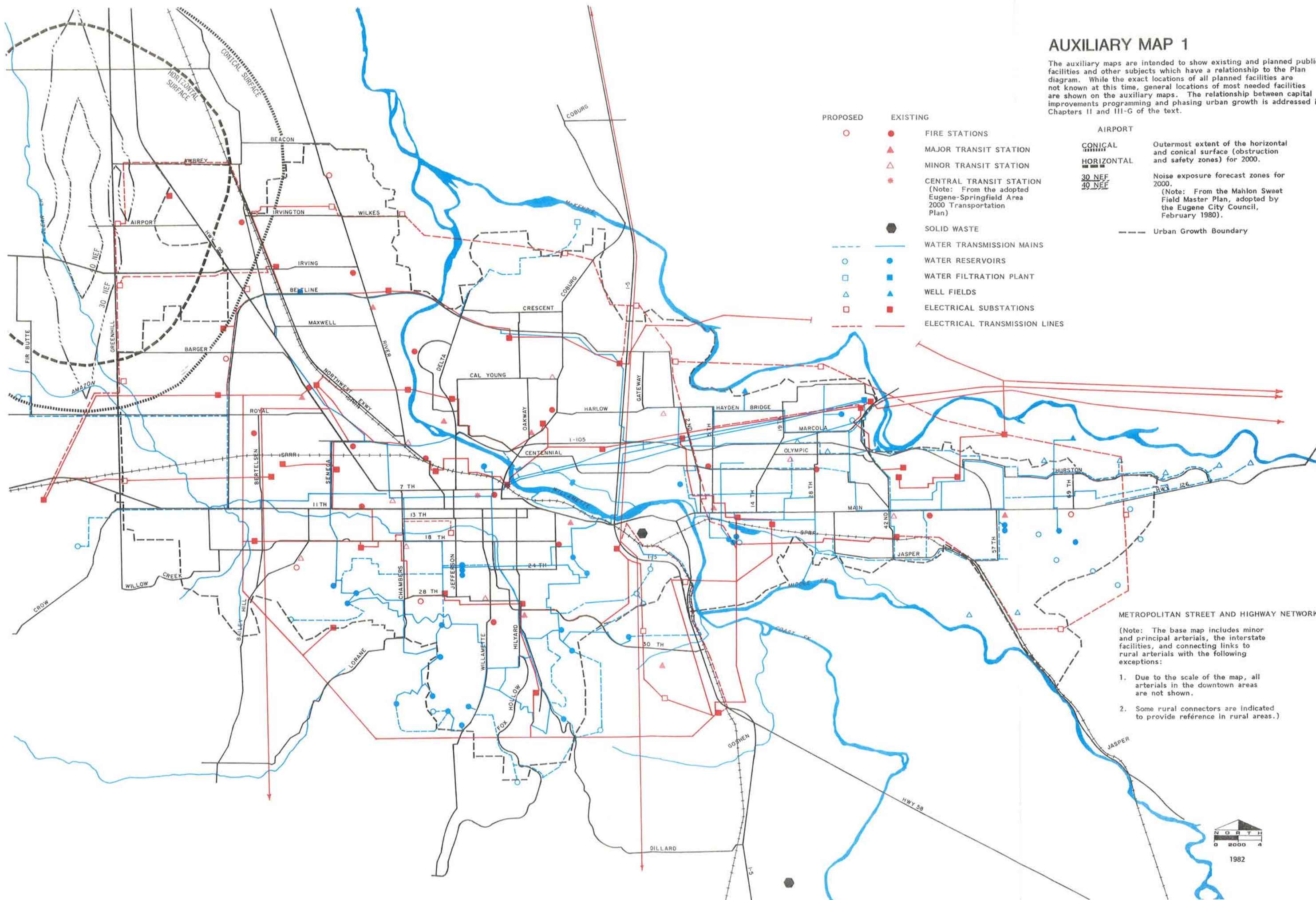
### Plan Diagram Auxiliary Maps

In addition to the urban growth boundary, other factors are important as they interface with land use patterns. They are illustrated on the four "Plan Diagram Auxiliary Maps" and include major utility corridors, sewer trunk lines, electrical substations, the boundaries of the Willamette River Greenway, and identification of areas subject to neighborhood refinement or community plans adopted subsequent to adoption of the 1990 Plan in 1972. Areas for which refinement plans are in process but not adopted in March 1982, are also shown on Auxiliary Map 4.



## AUXILIARY MAP 1

The auxiliary maps are intended to show existing and planned public facilities and other subjects which have a relationship to the Plan diagram. While the exact locations of all planned facilities are not known at this time, general locations of most needed facilities are shown on the auxiliary maps. The relationship between capital improvements programming and phasing urban growth is addressed in Chapters II and III-G of the text.



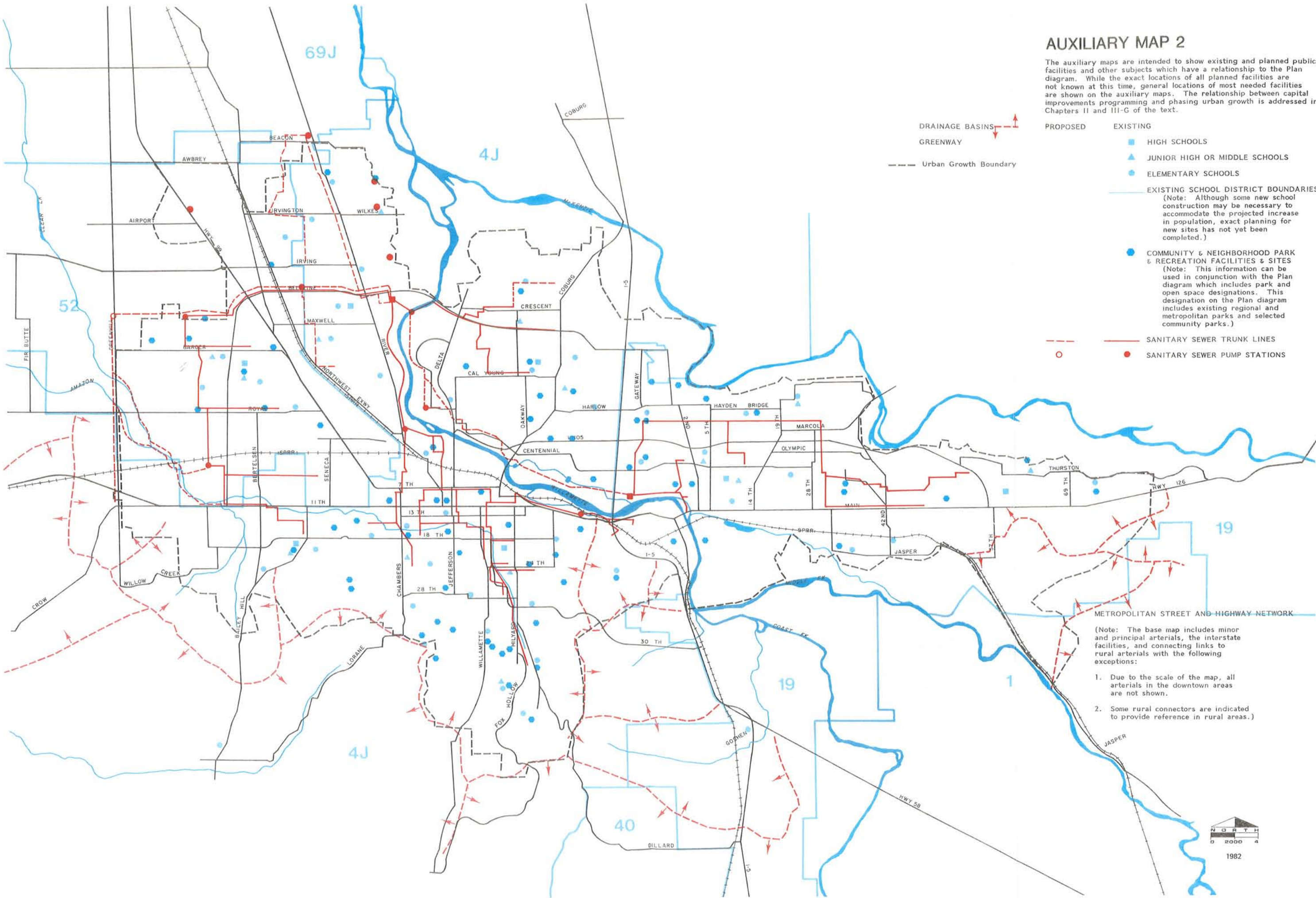


AUXILIARY MAP 2

The auxiliary maps are intended to show existing and planned public facilities and other subjects which have a relationship to the Plan diagram. While the exact locations of all planned facilities are not known at this time, general locations of most needed facilities are shown on the auxiliary maps. The relationship between capital improvements programming and phasing urban growth is addressed in Chapters II and III-G of the text.



- PROPOSED
- EXISTING
- HIGH SCHOOLS
  - JUNIOR HIGH OR MIDDLE SCHOOLS
  - ELEMENTARY SCHOOLS
- EXISTING SCHOOL DISTRICT BOUNDARIES  
(Note: Although some new school construction may be necessary to accommodate the projected increase in population, exact planning for new sites has not yet been completed.)
- COMMUNITY & NEIGHBORHOOD PARK & RECREATION FACILITIES & SITES  
(Note: This information can be used in conjunction with the Plan diagram which includes park and open space designations. This designation on the Plan diagram includes existing regional and metropolitan parks and selected community parks.)
- SANITARY SEWER TRUNK LINES
- SANITARY SEWER PUMP STATIONS



METROPOLITAN STREET AND HIGHWAY NETWORK

(Note: The base map includes minor and principal arterials, the interstate facilities, and connecting links to rural arterials with the following exceptions:

1. Due to the scale of the map, all arterials in the downtown areas are not shown.
2. Some rural connectors are indicated to provide reference in rural areas.)



# AUXILIARY MAP 3

## SELECTED BOUNDARIES

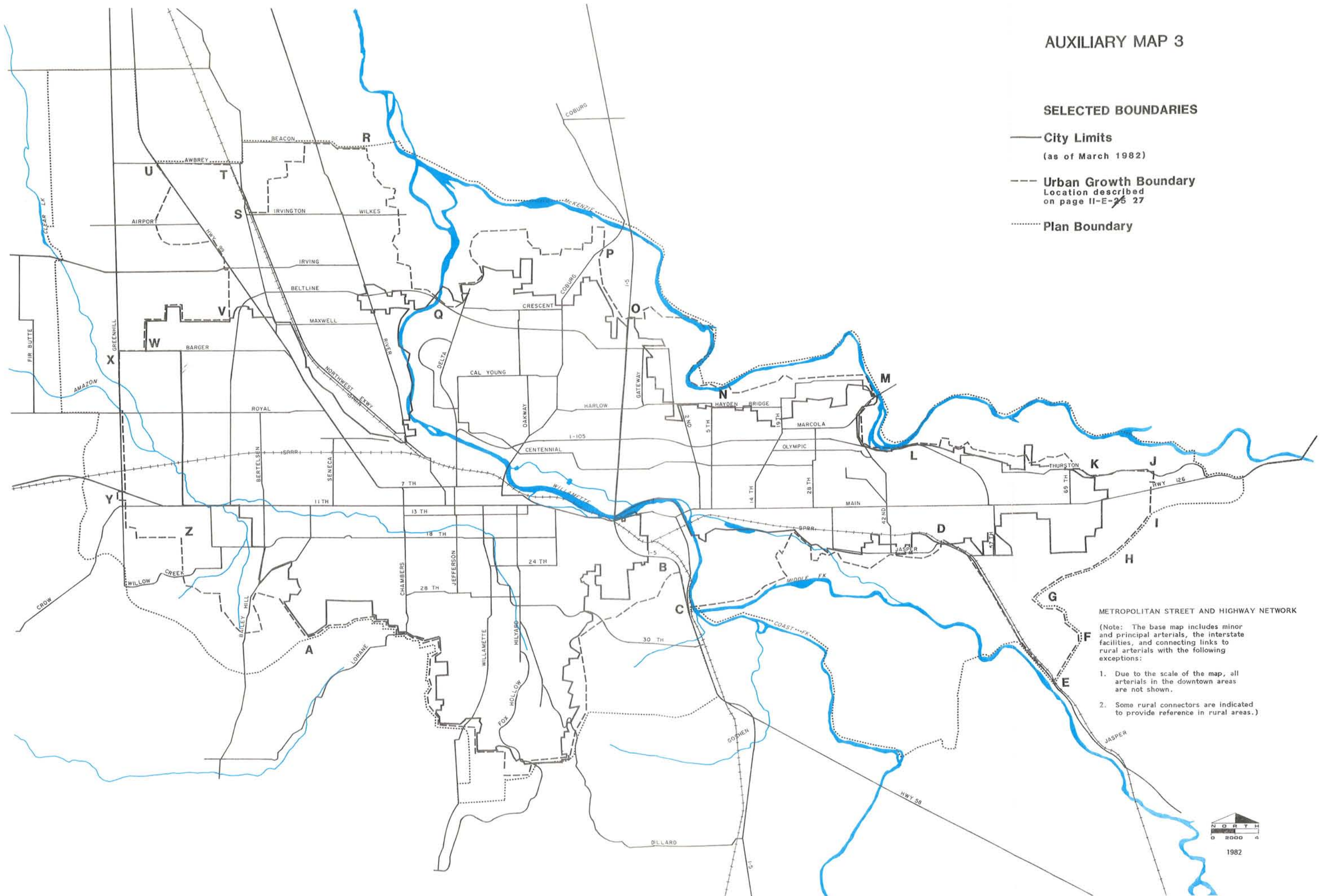
— City Limits

(as of March 1982)

--- Urban Growth Boundary

Location described  
on page II-E-26 27

..... Plan Boundary



## METROPOLITAN STREET AND HIGHWAY NETWORK

(Note: The base map includes minor and principal arterials, the interstate facilities, and connecting links to rural arterials with the following exceptions:

1. Due to the scale of the map, all arterials in the downtown areas are not shown.
2. Some rural connectors are indicated to provide reference in rural areas.)



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## AUXILIARY MAP 4

Adopted Refinement Plan and Study Boundaries:

1. North Springfield Community Plan (Part I), 1973
2. Laurel Hill Neighborhood Plan, 1974
3. South Hills Study, 1974
4. Bethel-Danebo Neighborhood Plan (4a), 1974, including West Eugene Industrial Area (4b), 1979
5. Downtown Westside Study, 1976
6. Urban Renewal Plan, 1968
7. Goodpasture Island Study, 1975
8. Whiteaker Refinement Plan, 1978
9. Westside Neighborhood Plan, 1977
10. Springfield Downtown Plan, 1976
11. Coburg-Crescent Study, 1981

Preceded adoption of the 1990 Plan:

- A. River Road Development Plan, 1966
- B. Santa Clara Community Plan, 1969
- C. Willakenzie Plan, 1969

Areas With Refinement Plans in Process:

These areas are undergoing study or update of refinement plans at the time of adoption in 1982. Upon adoption, they must conform to the General Plan or result in Metropolitan Plan amendments.

- I Bethel-Danebo Neighborhood Plan Update
- II Laurel Hill Plan Update
- III Jefferson/Far West Refinement Plan
- IV Willow Creek Special Area Study
- V Fairmount/U of O Special Area Study
- VI West University Refinement Plan
- VII Eugene Downtown Plan
- VIII East Kelly Butte Neighborhood Plan
- IX Mid-Springfield Neighborhood Plan

(Note: For discussion of relationship of Refinement Plans to the Metropolitan Area General Plan refer to Chapter I).

Urban Growth Boundary

METROPOLITAN STREET AND HIGHWAY NETWORK

(Note: The base map includes minor and principal arterials, the interstate facilities, and connecting links to rural arterials with the following exceptions:

1. Due to the scale of the map, all arterials in the downtown areas are not shown.
2. Some rural connectors are indicated to provide reference in rural areas.)

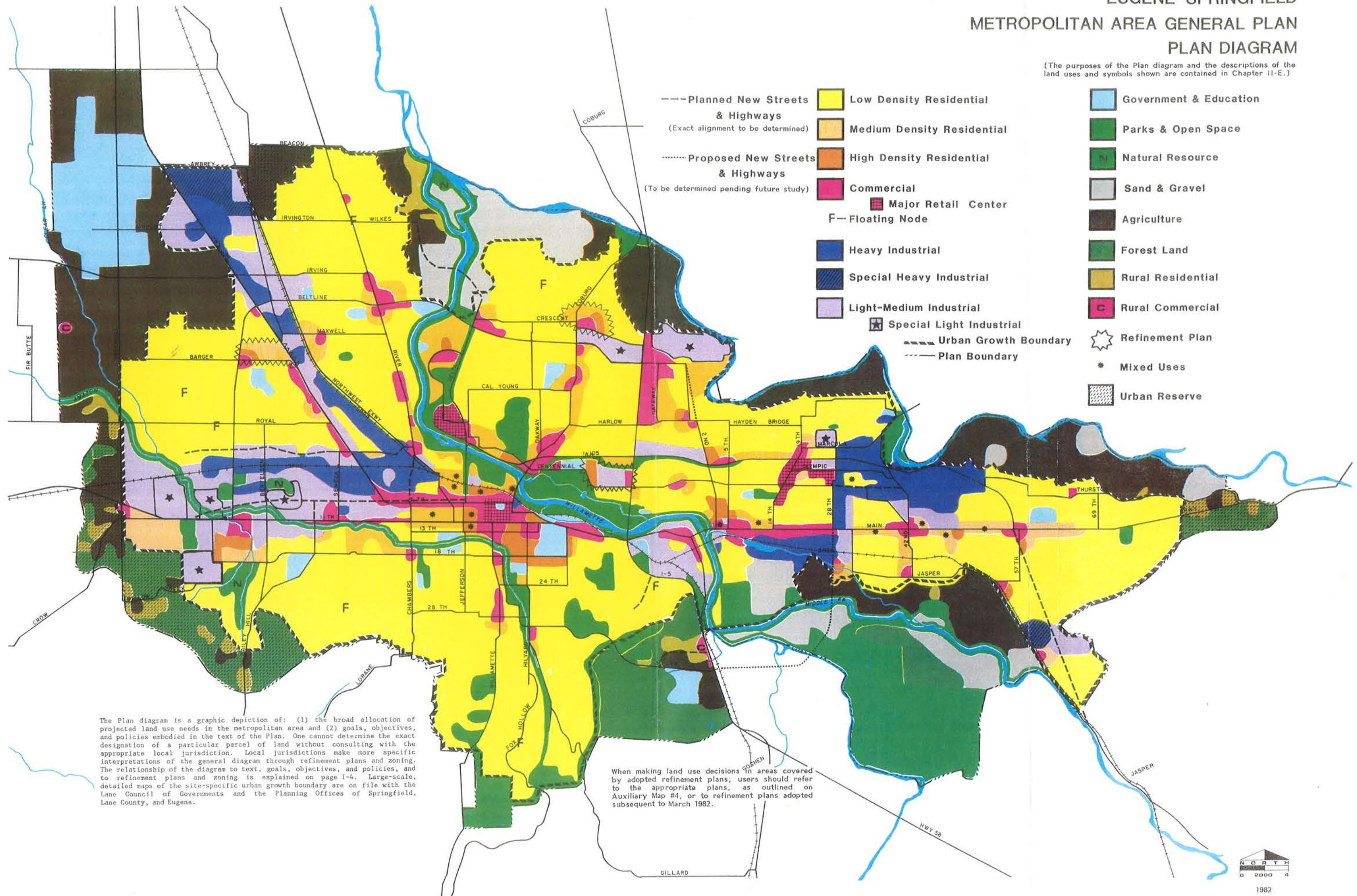


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# EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN PLAN DIAGRAM

(The purposes of the Plan diagram and the descriptions of the land uses and symbols shown are contained in Chapter II-E.)



The Plan diagram is a graphic depiction of: (1) the broad allocation of projected land use needs in the metropolitan area and (2) goals, objectives, and policies embodied in the text of the Plan. One cannot determine the exact designation of a particular parcel of land without consulting with the appropriate local jurisdiction. Local jurisdictions make more specific interpretations of the general diagram through refinement plans and zoning. The relationship of the diagram to text, goals, objectives, and policies, and to refinement plans and zoning is explained on page I-4. Large-scale, detailed maps of the site-specific urban growth boundary are on file with the Lane Council of Governments and the Planning Offices of Springfield, Lane County, and Eugene.

When making land use decisions in areas covered by adopted refinement plans, users should refer to the appropriate plans, as outlined on Auxiliary Map #4, or to refinement plans adopted subsequent to March 1982.





# URBAN GROWTH BOUNDARY LOCATION DESCRIPTION

## KEYED TO AUXILIARY MAP NO. 3

For a more detailed map of the urban growth boundary on a larger scale, contact the Lane Council of Governments. Copies are on file at the Lane Council of Governments and the Planning Offices of Eugene, Springfield, and Lane County. As explained in Chapter II-E, the urban growth boundary was developed considering the seven factors in LCDC Goal 14, "Urbanization." The following matrix outlines key factors which determined location of the urban growth boundary:

MAP KEY	PROTECT AGRICULTURAL LANDS	PROTECT FOREST LANDS	RIDGELINE (DRAINAGE BASIN)	ORDERLY & ECONOMIC PUBLIC SERVICES	FLOODWAY FRINGE	PROTECT WETLANDS	PROTECT SAND & GRAVEL RESOURCES	AIRPORT PROTECTION	EXISTING DEVELOPMENT & SERVICES (E.G., CITY LIMITS)	MEET ECONOMIC GOALS	MEET HOUSING GOALS	COMMENTS
A-B		X	X	X					X		X	
B-C					X						X	Interstate 5
C-D	X				X	X	X		X		X	
D-E					X							Jasper Road
E-F		X	X	X							X	
F-G		X		X						X	X	Booth-Kelly Road - steep slopes
G-H		X	X	X							X	
H-I		X		X							X	Steep slopes o/s UGB
I-J	X	X							X		X	
J-K	X				X	X	X				X	Thurston Road
K-L	X				X	X	X		X		X	
L-M					X	X	X			X	X	
M-N	X				X	X			X		X	
N-O	X			X						X		
O-P	X			X	X				X		X	
P-Q	X				X	X	X				X	
Q-R	X				X	X	X		X		X	
R-S	X			X					X		X	
S-T	X								X	X		Railroad
T-U	X									X		Awbrey Lane
U-V	X							X	X	X		
V-W	X							X	X		X	Eugene City Limits
W-X	X							X			X	
X-Y	X							X		X	X	Green Hill Road
Y-Z		X		X							X	
Z-A		X		X						X	X	



# Chapter III



## CHAPTER III: SPECIFIC ELEMENTS

### A. Residential Land Use and Housing Element

The Residential Land Use and Housing Element considers the land and the units where metropolitan area residents live. Residential uses occupy more developed land than any other use in the metropolitan area.

The element addresses the State Housing Goal: "To provide for the housing needs of citizens of the State" and includes policies based on an analysis of existing and future housing demand, supply, problems, and opportunities. Housing demand originates with the basic need for shelter. When shelter is of insufficient quantity or quality, demand exists for additional or different units. Factors that influence demand include existing and projected population, number and size of households, age of household head, household income, and whether households own or rent.

The element focuses on three aspects of housing supply: the dwelling units, residential development densities, and residential land. It also deals with housing problems and opportunities that exist because of: (1) selected characteristics of households, such as low income; (2) selected characteristics of housing units, such as substandard condition; (3) existing public policies; and (4) difference between the units needed and the units supplied.

Finally, this element provides a guide for local jurisdictions in planning to accommodate future residential development in balance with other land uses and to meet the housing needs of the existing and projected population.

### Findings

1. The growth of the metropolitan area's housing supply is not keeping pace with population growth and rising household formation rates. Vacancy rates in the metropolitan area have been low and with few exceptions, decreasing since 1970 for all structure types.
2. Average household size decreased from approximately 3.0 to 2.6 persons between 1970 and January 1979. However, during the same period, the size of housing units, as reflected by number of bedrooms, increased. As a result, the metropolitan area contains relatively few one- and two-bedroom units for ownership. Furthermore, approximately 5 percent of the area's households occupy units that have 2 or more bedrooms beyond the number of persons in the household; for example, 3 bedrooms for a single-person household. These factors may indicate some of the area's housing stock is not being used efficiently.

3. The composition of the housing supply is changing. Single-family units are decreasing relative to mobile, duplexes, and multi-family units. In 1970, the supply consisted of 70 percent single-family, 3 percent mobile home, 6 percent duplex, and 21 percent multi-family. In January 1979, the supply consisted of 62 percent single-family, 6 percent mobile home, 9 percent duplex, and 23 percent multi-family.
4. Approximately 12 percent of the area's housing units were substandard in 1976. Nearly all of those were suitable for rehabilitation.
5. The average overall gross density of all residential development within the 1990 Plan's projected urban service area was about 3.6 units per acre in January 1977. The average gross density of single-family development was 2.7 units per acre; of mobile homes, 4.5; of duplexes, 7.2; and of multi-family, 18.1.
6. Residential development is generally occurring at densities below the maximum permitted by the 1990 Plan. On January 1, 1976, the overall average of existing residential development in Eugene-Springfield was approximately 4.3 dwelling units per gross acre.
7. If future development occurs at existing overall densities by structure type, the acreage zoned for low, medium, and high density residential use will be inadequate to meet projected demand to the year 2000.
8. Real housing costs are increasing more rapidly than real incomes. Sixty-two percent of the metropolitan area's household spent 25 percent or more of their gross incomes for housing in January 1979. In the same year, approximately 37 percent of all metropolitan area households had incomes lower than 80 percent of the area's median income. There is not an adequate number of lower cost units for low and moderate income households.
9. Ownership units are primarily single-family detached units. There is an increasing demand for more units for households desiring ownership without the burden of home maintenance.
10. Residential uses in and near downtown areas are dominated by rental units.
11. Conflicting land uses threaten the viability and identity of some metropolitan residential neighborhoods. With appropriate land use controls, the mixed use character of these areas can be compatible with residential development.
12. Zoning classifications based on the number of bedrooms per acre may more accurately reflect the level of use of some public facilities and services than traditional zoning classifications that are based on the number of units per acre.

13. Low income households and households that spend a high proportion of their income for housing are primarily single-person households, households headed by persons under 25 years of age or 65 and over, households that include handicapped persons, and female-headed households.
14. The metropolitan area does not have an adequate number of units to meet the special housing needs of the area's elderly, handicapped, and students.
15. Of the groups intended for protection by fair housing ordinances, the principal groups discriminated against in the metropolitan area are racial minorities and single heads of households, especially those with children.
16. Nonlocal policies, such as federal lending policies, affect the metropolitan housing market. Some conflict with the goals and objectives of the Metropolitan Area General Plan.
17. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.
18. Zoning in accordance with policies established by the Metropolitan Plan is one direct way of allowing the private housing market to meet demands for a variety of housing needs of metropolitan area residents.

### Goal

Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.

### Objectives

1. Coordinate residential land use and housing planning with other elements of this Plan and with locally adopted plans.
2. Provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand.
3. Locate residential development in relation to the availability of employment, commercial services, public utilities and facilities, and transportation modes.
4. Provide for and promote generally higher residential densities in the current urban service area to encourage a compact urban growth form.
5. Protect existing and proposed residential areas from conflicting nonresidential land uses while providing for compatible and functional mixed use development (residential and nonresidential).



6. Continue to utilize existing large, vacant, or nearly vacant parcels for residential projects that require such parcels; for example, planned unit developments, multi-family developments, and mobile home parks.
7. Maintain existing neighborhoods which have a supply of rehabilitation housing.
8. Encourage conservation of existing housing by rehabilitation of substandard units and other methods, such as relocation of existing structures and conversion of nonresidential structures to residential use, provided such actions reflect planned densities for the subject area.
9. Encourage and support development of housing units for low and moderate income households.
10. Increase housing opportunities for the specialized needs of the elderly, handicapped, and students, as well as minority, female-headed, and single-person households.
11. Encourage cooperation between public, private, and consumer sectors of the area's housing market.
12. Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban growth form.

#### Policies

1. Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools and parks.
2. Continue to seek public assistance for households that are unable to pay for shelter on the open market.
3. Increase the supply of land zoned for low, medium, and high density residential uses correlating the amount zoned with the projections of demand. Periodically monitor and analyze the population and dwelling unit projections to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a balance between supply and demand.
4. Phase annexations to maintain an adequate inventory of buildable residential land.

5. Establish specific density ranges within zoning ordinances that are consistent with the broad density categories of this Plan. Translation to an equivalent of persons per acre corresponding to the density categories in this Plan may be substituted for dwelling units per acre by local governments. Eugene and Springfield shall establish standards for allowing a waiver of the specific density ranges in this Plan to increase the supply of low and moderately priced housing.
  - a. Low density - Through ten dwelling units per gross acre.
  - b. Medium density - Over 10 through 20 dwelling units per gross acre.
  - c. High density - Over 20 dwelling units per gross acre.
6. Review residential land development regulations to ensure that they encourage a variety of housing densities and types.
7. Encourage public, private, nonprofit, and cooperative associations and joint public-private partnerships to enter the low and moderate income housing market.
8. Continue to encourage the dispersal of housing for all income groups.
9. Encourage proposals to develop specialized housing for the area's elderly, handicapped, and students.
10. Evaluate local development standards and regulations for their effect on housing costs. Modify development regulations that are found to unnecessarily add to housing costs.
11. Encourage retention of large parcels or consolidation of small parcels of residentially zoned land to facilitate their use or reuse for projects requiring such parcels.
12. Promote compatibility between residentially zoned land and adjacent areas.
13. Develop local mechanisms and processes which ensure coordination between public, private, and consumer sectors of the area's housing market.
14. Implement housing programs that provide housing opportunities for all metropolitan area residents without discrimination.
15. Investigate and when advisable, implement mixed use zoning, particularly in established neighborhoods where compatible and functional mixes already exist.

16. Encourage location of nonresidential uses, such as neighborhood commercial and small-scale light industry, within residentially designated areas when those auxiliary uses are compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods.
17. Encourage a variety of new residential development in and near the downtown area.
18. Work with the state and federal governments to minimize conflicts between local and nonlocal housing policies and programs.
19. Facilitate the construction of individually owned units in multi-family structures.
20. Conserve the metropolitan area's existing supply of sound housing in stable neighborhoods in residentially planned areas through code enforcement, appropriate zoning, rehabilitation programs, and by discouraging conversions to nonresidential use.
21. Encourage a mixture of dwelling unit types in appropriate areas.
22. Develop economic incentives, such as density bonuses, for builders and developers who provide amenities or specialized housing that benefit the metropolitan area, such as housing for low and moderate income households.
23. Encourage increased residential density at various locations within cities by implementing programs, policies, and code modifications that both establish minimum densities and allow maximum densities permitted by local or Metropolitan Area General Plan density categories in designated areas, when consistent with other planning policies.
24. Conduct metropolitanwide analysis:
  - a. To determine the number of specialized units needed for the elderly, handicapped, and students, as well as methods for producing such specialized units.
  - b. To determine if zoning classifications that correspond to number of bedrooms or persons per acre more accurately reflect the level of use of some public facilities and services than zoning classes that correspond to structure type or number of units per acre.
  - c. To consider the social and economic effects of the urban growth boundary on the initial price, long-term costs, and availability of land and housing.
25. Where possible, evaluate and reduce on-site parking requirements for residential developments near downtown areas.

26. Encourage in-filling and utilizing existing undeveloped subdivision lots in urban areas.
27. Provide for mobile homes as an outright use in at least one of the following situations in Eugene, Springfield, and Lane County: mobile home subdivisions, mobile home parks, or on individual residential lots.
28. Develop mechanisms and processes for participation in management of low and moderate income housing projects supported with local public funds by persons for whom the projects are intended.
29. Encourage programs that facilitate home ownership by low and moderate income families.
30. Encourage higher density residential development near industrial and commercial centers throughout the metropolitan area.
31. Zoning in accordance with other policies established in the Metropolitan Plan shall be one of the techniques to achieve densities and the variety of housing types envisioned in the Plan.
32. Zoning in accordance with other Plan policies shall be used on a case-by-case basis to meet multiple-family housing needs of the metropolitan area.
33. Application of residential zoning districts shall be used to maintain a minimum six-year supply of undeveloped urban residential lands in all three residential categories.

The following criteria shall be evaluated when considering changes of zone with the Plan boundary of this Metropolitan Plan:

- a. consistency with the Metropolitan Plan,
  - b. consistency with policies and plans of the applicable jurisdiction(s), and
  - c. consistency with ordinances in affect within individual jurisdictions.
34. In newly developing areas, techniques such as planned developments shall be employed to achieve density assumptions of the Metropolitan Plan. The cities shall review the provisions of their residential zoning ordinances and make changes, as necessary, to further development of single- and multiple-family housing units in the number and density anticipated by the Plan.



## **B. Economic Element**

In recent years, there has been a strong structural shift in the Eugene-Springfield metropolitan area's economy. This shift is characterized by three trends: (1) a decline in the lumber and wood products industry as a source of employment and an increase in employment in other manufacturing activities; (2) diversification of the nonmanufacturing segments of the local economy primarily in trade, services, finance, insurance, and real estate; (3) the development of this metropolitan area as a regional trade and service center serving Southern and Eastern Oregon.

The first two trends are consistent with changes that are occurring in other portions of the State and throughout the nation and are the result of rising real incomes (leading to increased consumption and demand for services) and higher productivity of labor in manufacturing.

In general, the economy of the Eugene-Springfield metropolitan area is projected to grow with the majority of employment opportunities in the nonmanufacturing fields of wholesale and retail trade, finance, insurance, and real estate, and in manufacturing sectors other than lumber and wood products and food products. This growth should offset the declines in employment in the lumber and wood products industry.

Given the projected growth in this area's economy, it is essential that an adequate supply (quantitatively and qualitatively) of commercial and industrial land be available. An adequate supply of land includes not only sites sufficient in size to accommodate the needs of the commercial or industrial operations (including expansion) but also includes sites which are attractive from the standpoint of esthetics, transportation costs, labor costs, availability of skilled labor, natural resource availability, proximity to markets, and anticipated growth of local markets.

In striving toward LCDC's Statewide Economic Goal, "to diversify and improve the economy of the State," the Eugene-Springfield metropolitan area must take advantage of and encourage the further diversification of this area's economic activities and role as a regional center.

This diversification and growth can improve the opportunities for presently underutilized human resources and generally raise the standard of living for metropolitan area residents.

Implicit in the goals and objectives that follow is the premise that it is neither economic growth per se nor industrial development as an end in itself which is desirable. Rather, it is the improved welfare of the residents of the metropolitan area, measured by change in unemployment, real incomes, and environmental quality which is the ultimate goal of all economic efforts. Simple aggregate growth or industrial expansion is acceptable only insofar as it is consistent with these goals and objectives.

## Findings

1. The structure of the Eugene-Springfield metropolitan area economy is undergoing a shift away from lumber and wood products manufacturing (and other heavy industrial activities) and towards a more diverse economic base characterized by growth in light manufacturing activities and the nonmanufacturing activities of trade, commercial and professional services, finance, insurance, and real estate.
2. The lumber and wood products sector is the metropolitan area's dominant manufacturing activity; and in this respect, Lane County's forest is the area's most important natural resource utilized as a factor of production.
3. Major institutions in the metropolitan area, including the University of Oregon and Sacred Heart Hospital, have had a stabilizing influence on the local economy.
4. The Eugene-Springfield metropolitan area is developing as a regional center for activities, such as tourism, distribution, and financial services, serving the Southwestern and Central Oregon area.
5. In order to meet the projected growth in the commercial and light manufacturing segments of the economy, an adequate supply (quantitatively and qualitatively) of land must be available. The current supply is not adequate to meet projected needs quantitatively, qualitatively, or in terms of location, through the end of the century.
6. Local per capita income is lower than for Oregon as a whole or the Portland metropolitan area but is comparable to or higher than adjacent counties.
7. The local area labor force is characterized by higher levels of unemployment than is Oregon as a whole and the nation; however, it is not presently known what portion of the total unemployment is short-term and what portion is chronic or long-term.
8. Historically, job creation is at a very high level in the metropolitan area. This fact, together with the available data on unemployment, implies that there may be a mismatch between (a) existing job skills and job finding skills and (b) the jobs which are available. These conditions are particularly important to the area's expanding labor force, which results from people moving to the area and seeking jobs, as well as existing residents entering the labor force for the first time; e.g., women.
9. Heavy manufacturing industries, including primary metals, chemicals and paper, are characterized by high levels of pollution or energy consumption.
10. Both expansion of existing businesses through use of local capital and entrepreneurial skills and the attraction of new employers offer realistic opportunities for economic development.

11. The healthful environment of the metropolitan area can help attract industrial development, hold workers, and attract convention- and tourist-related economic activities. The concern for clean air and water is high priority with area residents.
12. The provision of adequate public facilities and services is necessary for economic development.
13. There are presently inefficiently used resources in the metropolitan area, including land, labor, and secondary waste products.
14. Major employment centers include the Eugene and Springfield central business districts, the University of Oregon, Sacred Heart Hospital, the Southern Pacific railyards, the West Eugene industrial area, the East and South Springfield industrial areas, the Highway 99N industrial area, Goodpasture Island, and the Mohawk-Northgate area.
15. The metropolitan economy is made up of a number of interrelated and important elements, one of which is construction and construction-related activities. Construction, for example, is essential for all sectors of the economy, as well as for the provision of an adequate supply of affordable housing.
16. The mixture of commercial and office uses with industrial uses can reduce or enhance the utility of industrial areas for industrial purposes, depending upon circumstances. Uncontrolled mixing creates problems of compatibility, traffic congestion, and may limit the area available for industrial development. Limited mixing, subject to clear and objective criteria designed to minimize or eliminate incompatibility, traffic problems, and which preserve the area for its primary purpose, can make an industrial area more pleasant, convenient, economical, and attractive as a place to work or locate.
17. Special light industrial firms prefer city services.
18. Special light industrial firms have varied site location requirements, prefer alternative sites to choose from, and usually benefit from location of other special light industrial firms within the community and within the same industrial development.

### Goal

Broaden, improve, and diversify the metropolitan economy while maintaining or enhancing the environment.

### Objectives

1. Improve the level, stability, and distribution of per capita income for metropolitan residents.
2. Reduce unemployment in the resident labor force, especially chronic long-term unemployment.



3. Encourage local residents to develop skills and other educational attributes that would enable them to obtain existing jobs.
4. Promote industrial and commercial development with local capital, entrepreneurial skills, and experience of the resident labor force, as well as, with new light manufacturing companies from outside the metropolitan area.
5. Supply an adequate amount of land within the urban growth boundary to accommodate: (a) the diversifying manufacturing sector (especially low polluting, low energy using light manufacturing uses); (b) the expansion of existing businesses; and (c) the continued expansion of the metropolitan area as a regional distribution, trade, and service center.
6. Maintain strong central business districts to provide for office-based commercial, governmental, and specialized or large-scale retail activities.
7. Ensure compatibility between industrial lands and adjacent areas.
8. Reserve enough remaining large parcels for special developments requiring large lots.
9. Increase the potential for convention- and tourist-related economic activities.
10. Provide the necessary public facilities and services to allow economic development.
11. Attempt to find ways to more effectively use inefficiently used resources such as land, labor, and secondary waste products.
12. Provide for limited mixing of office, commercial, and industrial uses subject to clear, objective criteria which: (a) do not materially reduce the suitability of industrial, office, or commercial areas for their primary use; (b) assure compatibility; and (c) consider the potential for increased traffic congestion.

### Policies

1. Demonstrate a positive interest in existing and new industries, especially those providing above average wage and salary levels, an increased variety of job opportunities, a rise in the standard of living, and utilization of our existing comparative advantage in the level of education and skill of the resident labor force.
2. Encourage economic development which utilizes local and imported capital, entrepreneurial skills, and the resident labor force.
3. Encourage local residents to develop job skills and other educational attributes that will enable them to fill existing job opportunities.

4. Encourage the continuance of career preparation and employment orientation for metropolitan area residents by the community's educational institutions, labor unions, businesses, and industry.
5. Provide existing industrial activities sufficient adjacent land for future expansion.
6. Increase the amount of undeveloped land zoned for light industrial and commercial uses correlating the effective supply in terms of suitability and availability with the projections of demand.
7. Encourage industrial park development, including areas for warehousing and distributive industries and research and development activities.
8. Encourage the improvement of the appearance of existing industrial areas, as well as their ability to serve the needs of existing and potential light industrial development.
9. Encourage the expansion of existing and the location of new light manufacturing activities which are characterized by low levels of pollution and a relatively low level of energy use.
10. Encourage economic activities which strengthen the metropolitan area's position as a regional distribution, trade, health, and service center.
11. Continue to encourage the development of convention- and tourist-related facilities.
12. Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.
13. Encourage compatibility between industrially zoned lands and adjacent areas in local planning programs.
14. Utilize processes and local controls which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.
15. Encourage the development of transportation facilities which would improve access to industrial and commercial areas and improve freight movement capabilities by implementing the recommended projects in the Eugene-Springfield Area 2000 Transportation Plan and the Mahlon Sweet Field Master Plan, as outlined in Chapter 8(a), "On Airport Land Use."
16. Encourage research and development of products and markets resulting in more efficient use of underutilized, renewable, and nonrenewable resources, including wood waste, recyclable materials, and solar energy.

17. Reserve several areas within the urban growth boundary for large-scale, campus-type, light manufacturing uses. (See diagram for locations so designated.)
18. Review local ordinances and revise them to promote greater flexibility for promoting appropriate commercial development in residential neighborhoods.
19. Provide for limited mixing of office, commercial, and industrial uses under procedures which clearly define the conditions under which such uses shall be permitted and which: (a) preserve the suitability of the affected areas for their primary uses, (b) assure compatibility, and (c) consider the potential for increased traffic congestion.
20. Continue to evaluate other sites in and around Springfield and Eugene for potential light-medium industrial and special light industrial uses, as well as potential residential uses.
21. Pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of "development ready" land.
22. In order to provide locational choice and to attract new special light industrial firms to the metropolitan area, Eugene and Springfield shall place as a high priority service extension, annexation, and proper zoning of all designated special light industrial sites.
23. Eugene, Springfield, and Lane County shall improve monitoring of economic development and trends and shall cooperate in studying and protecting other potential industrial lands outside the urban growth boundary.
24. Prior to the 2-1/2 year midperiod review, Lane County shall prepare and adopt a special zoning category for the "special heavy industrial" designation. Eugene, Springfield, and Lane County shall cooperatively agree on the legal and institutional mechanisms for allowing on-site interim services and requiring future annexation.
25. Recognize the vital role of neighborhood commercial facilities in providing services and goods to a particular neighborhood.
26. Encourage the expansion or redevelopment of existing neighborhood commercial facilities as surrounding residential densities increase or as the characteristics of the support population change.
27. The City of Eugene shall initiate refinement plans to determine the type and location of commercial and residential land uses in floating nodes prior to the update of the Metropolitan Plan (note: this policy does not preclude privately initiated refinement plans for the purpose of establishing floating nodes).

### C. Environmental Resources Element

The Environmental Resources Element deals with the natural assets and hazards of the metropolitan area. The assets include agricultural land, clean air and water, forest land, sand and gravel deposits, scenic areas, vegetation, wildlife, and wildlife habitat. The hazards include problems associated with floods, soils, and geology. The emphasis of the policies is directed toward reducing urban impacts on wetlands throughout the metropolitan area and toward planning for the natural assets and constraints on undeveloped lands on the urban fringe.

Numerous local efforts reflect a positive attitude by the community toward the natural environment. For example, the Eugene-Springfield metropolitan area has a long history of commitment to local programs directed toward problems of air and water quality. Examples of regional parks which provide significant public open space areas for the metropolitan population include Eugene's Skinner Butte, Spencer Butte, and Hendrick's; Lane County's Alton Baker, Clearwater, and Howard Buford Recreation Area (Mt. Pisgah); and Willamalane Park and Recreation District's Dorris. Eugene has focused special planning efforts toward controlling development and maintaining the scenic and environmental assets in the south hills of the city. A tax levy passed by Eugene voters is resulting in additions to the park and open space system in the metropolitan area. Lane County, Springfield, and Eugene all contribute to the local success of the Willamette River Greenway Program.

The natural environment adds to the livability of the metropolitan area. Local awareness and appreciation for nature and the need to provide a physically and psychologically healthy urban environment are reasons for promoting a compatible mix of nature and city. Urban areas provide a diversity of economic, social, and cultural opportunities. It is equally important to provide diversity in the natural environment of the city. With proper planning, it is possible to allow intense urban development on suitable land and still retain valuable islands and corridors of open space. Open space may reflect a sensitive natural area, such as the floodway fringe, which is protected from development. Open space can also be a park, a golf course, a cemetery, a body of water, or an area left undeveloped within a private commercial or residential development. Agricultural and forested lands on the fringe of the urban area, in addition to their primary use, provide secondary scenic and open space values.

Air and water resources are especially vital in an urban area. Internal and external factors contribute to problems associated with air quality and water quality and quantity, but techniques are available to help reduce these problems and make the environment more livable.

The compact urban growth form concentrates urban development and activities, thus protecting valuable resource lands on the urban fringe. But concentrating development increases pressures for development within the urban growth boundary, making planning for open space and resource protection a critical concern within that boundary. Planning can ensure the coexistence of city and nature; one example is the Willamette River Greenway.

The Environmental Resources Element provides broad direction for maintaining and improving our natural urban environment. Other elements dealing in more detail with particular aspects of the natural environment include Parks and Recreation Facilities and Environmental Design (scenic). With particular respect to waterways, the emphasis in this element is on their protection as a valuable and irreplaceable component of the overall natural resource system important to the metropolitan area. Waterways are also the subject of Section D, "Willamette River Greenway, River Corridors, and Waterways." While some repetition is unavoidable, in that section the emphasis is on their intrinsic value for enjoyment and active and passive use by residents of the area.

The inventories conducted as the basis for this element and the goals, objectives, and policies contained herein, address numerous statewide planning goals and interpret those goals in the context of the needs and circumstances of the metropolitan area.

### Findings

1. The high value placed on clean air and water by local residents is reflected in local commitments to plans and programs directed toward reducing air and water pollution.
2. The potential for air pollution in the Upper Willamette Valley is considerable due to prevailing winds, to surrounding mountains which trap the air, and to the natural conditions caused by temperature inversions.
3. Some pollutants affecting metropolitan air and water quality originate outside the metropolitan area.
4. The metropolitan area violates state and federal air quality standards for suspended particulates (solid and liquid particles of soot, dust, aerosols, and fumes), carbon monoxide (a colorless, odorless toxic gas mostly resulting from incomplete combustion from automobile engines), and state standards for ozone (odorless, toxic gases produced by reaction between oxides of nitrogen and hydrocarbons in the presence of sunlight). Suspended particulates represent the most severe air quality problem facing the metropolitan area.
5. Existing suspended particulate air quality standards and monitoring techniques, which are based on weight, do not adequately account for air pollution impacts of the finer particulates. Recent evidence indicates fine particulates have a greater potential for adverse effects on human health than do larger particulates.
6. The Eugene-Springfield Air Quality Maintenance Area Citizens' Advisory Committee for Total Suspended Particulates is scheduled to complete control strategies for attainment of the Oregon suspended particulate air quality standards by July 1980. Local governments, in cooperation with state agencies, are conducting an analysis of the carbon monoxide problem in the metropolitan area. Preliminary results indicate that additional control strategies will be

6. The Eugene-Springfield Air Quality Maintenance Area Citizens' Advisory Committee for Total Suspended Particulates is scheduled to complete control strategies for attainment of the Oregon suspended particulate air quality standards by July 1980. Local governments, in cooperation with state agencies, are conducting an analysis of the carbon monoxide problem in the metropolitan area. Preliminary results indicate that additional control strategies will be necessary if carbon monoxide air quality standards are going to be met by December 1982, as required. Such strategies will be evaluated by July 1980.
7. Reduction of open space, removal of vegetative cover, and development which increases the amount of impervious surfaces (for example, paved streets, roofs, parking lots) contribute significantly to increases in the peak volume (quantity) of urban storm runoff entering storm sewers and natural drainageways.
8. Water pollution in the metropolitan area results from both "point sources" (municipal and industrial wastewater discharges) and "nonpoint sources" (pollutants such as oil, dust, and debris which are carried into streams by storm runoff). Water pollution is most acute in streams which have low water flow conditions during the summer months (such streams include Amazon Creek and the "Q" Street ditch).
9. Offsetting measures can reduce the negative effects of urban development on water quality and quantity problems. Examples include on-site retention of stormwater, inclusion of landscaped "buffer strips" adjacent to new developments and conservation and improvement of streamside vegetation along water courses.
10. Known and potential groundwater pollution exists in the metropolitan area. Known and potential sources of groundwater pollution include septic tank wastes; industrial, commercial, and residential runoff; leakage from sanitary sewer pipes; leaking from sanitary landfills; agricultural nonpoint sources (spraying and animal wastes); chemical and petroleum spills; and natural contaminants (arsenic).
11. Beneficial uses of groundwater in the metropolitan area include domestic and municipal water supplies, industrial supplies, and domestic and commercial irrigation. The value and frequency of these uses varies among incorporated, urbanizable, and rural areas.
12. Total land designated and zoned for sand and gravel extraction in the metropolitan area and immediately adjacent subareas appears adequate for demand through the planning period.
13. Sand and gravel deposits are an important natural resource necessary for construction in the metropolitan area. Nevertheless, the extraction of sand and gravel can conflict with other open space and recreation values associated with water resources, vegetation, wildlife habitat, and scenic quality. Proper rehabilitation and reuse of abandoned sand and gravel sites can result, however, in the return of valuable land for urban uses, including open space.

14. Due to the general nature of soils and geologic mapping, site specific analysis is often necessary to determine the presence of geologic hazards and the severity of soil problems which are constraints to development. Such geologic hazards exist when certain combinations of slope, soil conditions, and moisture conditions render land unstable.
15. The statewide goal definition for agriculture is based upon: (a) U.S. Soil Conservation Service's Agricultural Soil Capability Classification System for Class I through IV soils, (b) other agricultural uses on Class V through VIII soils, and (c) proximity of other lands to (a) and (b). The majority of land in the metropolitan area is located on agricultural soils rated Classes I through IV, and much of this area has already experienced urban development. The hillside soils are generally Classes VI through VIII soils, and some are suited for grazing and other agricultural uses.
16. The most productive agricultural lands in the metropolitan area are located on Class I through IV agricultural soils on bottomlands along the McKenzie River and the Middle Fork of the Willamette River.
17. The statewide goal definition for forest is based upon: (a) U.S. Soil Conservation Service's soils information translated into a potential forest growth productivity rating and (b) existing forest cover. Many soils in the metropolitan area have forest growth potential. Existing forest cover consists of coniferous and deciduous hardwood forests located primarily in the hills south of Eugene and Springfield and of riparian (streamside) forests along rivers, streams, ponds, and sloughs.
18. Forest lands provide multiple values in the metropolitan area including: scenic resources; watershed and soil protection; recreational opportunities; fish and wildlife habitat; commercial timber harvest; livestock grazing; and other urban uses, such as buffering. Within the urban growth boundary, and particularly within cities, timber harvest has less value to the general public than do other values.
19. The Willamette and McKenzie Rivers run through many jurisdictions, necessitating cooperative water management planning and consideration for downstream effects of actions taken by a single jurisdiction.
20. Unless special precautions are taken, development within the floodway fringe (that portion of the flood plain having a 1 percent per year chance of occurrence - also known as a 100-year flood) is subject to hazards to life and property from flooding.

21. Many portions of the floodway fringe contain natural assets, such as significant vegetation, wildlife and scenic areas, and productive agricultural lands and are thus, valuable for open space and recreation. On the other hand, because of their central location, some floodway fringe areas within the urban service area are important lands for urban development.
22. While development and in-filling have decreased the amount of open space (and associated vegetation and wildlife habitat) within the urban service area, the compact urban growth form has protected open space on the urban fringe and in rural areas within the metropolitan area.
23. Compact urban growth results in pressure on open space within the current urban service area. Programs for preserving quality open space within the projected urban service area become more important as the area grows.
24. Inventories of vegetation, wildlife, and wildlife habitats resulted in the identification of significant areas. Water, wetlands, and areas of diverse vegetation are the most productive wildlife habitats within the metropolitan area. Over half of the significant vegetation and wildlife areas identified in the inventories are already in public ownership.
25. Open space provides many benefits in an urban area, including: retention of habitat for wildlife, filtration of polluted water, absorption of storm runoff flow, protection of scenic quality, provision of recreation opportunities, reduction of atmospheric temperatures, and personal well-being.
26. Literature search and interviews with specialists resulted in the identification of endangered and threatened (as recognized on existing and proposed state and federal lists) plant and wildlife species whose normal or historic range include the metropolitan area. Without additional comprehensive field studies (including field work), it is not possible to determine the actual existence and location of many of those species.
27. Urban agriculture, in other words, backyard and community gardens, and interim use of vacant and underdeveloped parcels, provides economic, social, and environmental benefits to the community.
28. Where urban and agricultural lands abut, farm use management problems are frequently created.
29. Noise sources of a nuisance nature (such as barking dogs, lawn mowers, loud parties, noisy mufflers, and squealing tires) are best addressed through nuisance ordinances rather than land use policies.
30. Major sources of noise in the metropolitan area are airplanes, highway traffic, and some industrial and commercial activities.



31. The City of Eugene Mahlon Sweet Field "Noise Impact Boundary Analysis," November 1980, was found to be in compliance with state airport noise standards by the State of Oregon Department of Environmental Quality in January 1981.
32. Federal Highway Administration noise standards apply to new highway construction, not existing streets; U.S. Housing and Urban Development noise standards apply only to federally assisted housing near existing and proposed highways; the State of Oregon does not have noise standards governing general highway noise levels.
33. Forecasted traffic on existing and planned streets indicate 20 miles of existing streets and 40 miles of streets in year 2000 have the potential to exceed noise levels for sensitive land uses such as residences, parks, schools, and hospitals.

### Goals

1. Protect valuable natural resources and encourage their wise management, proper use, and reuse, reflecting their special natural assets.
2. Maintain a variety of open spaces within and on the fringe of the developing area.
3. Protect life and property from the effects of natural hazards.
4. Provide a healthy and attractive environment for the metropolitan population.

### Objectives

1. Maintain the benefits associated with environmental resources in an urban setting. Those resources include agricultural lands, clean air and water, forest lands, sand and gravel deposits, scenic areas, wildlife and wildlife habitat, and vegetation. Policies directed toward these resources may differ, depending upon whether they are located on urban, rural, or urbanizable land.
2. Maintain the livability of the metropolitan area by integrating open spaces and urban development by planning for a variety of public and private open spaces and by considering the natural environment when making planning decisions.
3. Improve and maintain air and water quality to meet acceptable state and local standards.
4. Minimize problems associated with water quantity and noise.
5. Manage open space areas for their diverse and multiple values.
6. Prevent damage to life and property and expenses associated with flooding and problem soils.

7. Minimize the impacts of urban development upon agricultural lands, forest lands, other natural resource lands, and other valuable open space by promoting compact urban growth and by using urban land efficiently (e.g., increasing urban densities).
8. Protect nonrenewable (sand and gravel) resource lands from premature urban development, thus allowing for extraction and production of that resource.

### Policies

1. Springfield, Lane County, and Eugene shall consider downstream impacts when planning for urbanization, flood control, urban storm runoff, recreation, and water quality along the Willamette and McKenzie Rivers.
2. Development shall be prohibited within the floodway. The floodway is the portion of the flood plain where high volumes of moving water flow through drainageways or channels of a watercourse.
3. When development is allowed to occur in the floodway fringe, local regulations shall control such development in order to minimize the potential danger to life and property. Within the urban service area, development should result in in-filling of partially developed land. Outside the urban service area, the floodway fringe shall be protected for its agricultural and sand and gravel resource values, its open space and recreational potential, and its value to water resources.
4. Local governments shall require site-specific soil surveys and geologic studies where potential problems exist. When problems are identified, local governments shall require special design considerations and construction measures be taken to offset the soil and geologic constraints present, to protect life and property, and to protect environmentally-sensitive areas.
5. Where agricultural land is being considered for inclusion in the future amendments to the urban growth boundary, least productive agricultural land shall be considered first. Factors other than agricultural soil ratings shall be considered when determining the productivity of agricultural land. Relevant factors include suitability for grazing, climatic conditions, existing and future availability of water for farm irrigation, ownership patterns, land use patterns, proximity to agricultural soils or current farm uses, other adjacent land uses, agricultural history, technological and energy inputs required, accepted farming practices, and farm market conditions.
6. Agricultural production shall be considered an appropriate interim and temporary use on urbanizable land and on vacant and underdeveloped urban land.

7. Continued local programs supporting community gardens on public land and programs promoting urban agriculture on private land shall be encouraged. Urban agriculture includes gardens in backyards and interim use of vacant and underdeveloped parcels.
8. Designated agricultural lands shall be protected for agricultural uses through zoning for exclusive farm use or equivalent acceptable zoning and through application of other protective measures.
9. Prior to the next update, a study should be initiated to examine ways of buffering and protecting agricultural lands on the urban fringe from the effects of urban development.
10. Sand and gravel resource areas shall be protected from premature urban development in order to maintain existing and future sources of this important, nonrenewable resource in close proximity to the metropolitan market. The relationship between the demand for the resource and the amount of land planned and zoned for sand and gravel extraction and processing shall be closely monitored so as to ensure the future availability of aggregate material.
11. Local governments shall continue, through land use planning and special regulations, to control sand and gravel extraction and production in order to:
  - a. Minimize negative effects on surrounding land uses and on other natural resources.
  - b. Require reclamation plans for extraction and processing areas which encourage reuse of such lands in a manner compatible with adjacent land uses and adopted plans in accordance with state law.
  - c. Allow other appropriate uses, such as agricultural production, timber production, parks, and other open space uses.
12. The Plan diagram's intent is to include existing sand and gravel zoned areas in sand and gravel designation.
13. Lane County shall conduct studies to determine:
  - a. The location, quality, and quantity of sand and gravel resources within the resource areas designated in the Technical Supplement.
  - b. Conduct reanalysis of the relationship between the demand for the resource and the land planned, zoned, and actually usable for extraction.

These studies should be conducted in cooperation with local sand and gravel industries.

14. Metropolitan goals relating to scenic quality, water quality, vegetation and wildlife, open space, and recreational potential shall be given a higher priority than timber harvest within the urban growth boundary.
15. When commercial forest uses are the primary or one of two or more primary uses identified on forest lands on Metropolitan Plan rural lands outside the urban growth boundary, the Oregon Forest Practices Act shall control commercial forest practices. When other policies of the Plan establish a greater importance for other than commercial forest uses, Lane County shall protect those other values by applying appropriate implementation measures.
16. Lane County shall support programs (state laws, for example) which benefit small woodlot management in rural areas.
17. In rural lands outside the urban growth boundary, forest lands designated in the Metropolitan Plan shall be protected for forest uses through zoning for forest use and through application of other protective measures. The values of forest lands shall not be destroyed or deteriorated by nonforest uses.
18. Local governments shall develop plans and programs which carefully manage development on hillsides and in water bodies and restrict development in wetlands in order to protect the scenic quality, surface water and groundwater quality, forest values, vegetation, and wildlife values of those areas.
19. Local governments shall develop policies and local controls for protection and management of wetland areas.
20. In order to improve water quality and quantity in the metropolitan area, local governments shall consider developing regulations or instituting programs to:
  - a. Increase public awareness of techniques and practices private individuals can employ to help correct water quality and quantity problems,
  - b. Improve management of industrial and commercial operations to reduce negative water quality and quantity impacts,
  - c. Regulate site planning for new development and construction to better control drainage and erosion and to manage storm runoff,
  - d. Increase storage and retention of storm runoff to lower and delay peak storm flows,
  - e. Utilize natural and simple mechanical treatment systems to provide treatment for contaminated runoff waters,
  - f. Reduce street-related water quality and quantity problems, and
  - g. Minimize use of toxic substances.

- h. Minimize the negative effects of chemical and petroleum spills.
21. Positive steps shall continue to be taken to protect from sources of groundwater pollution the Springfield municipal groundwater supplies along the McKenzie River and the middle fork of the Willamette River.
  22. Local governments shall continue to monitor, to plan for, and to enforce applicable air and water quality standards and shall cooperate in meeting applicable federal, state, and local air and water quality standards.
  23. Local governments shall continue to cooperate in developing and implementing ongoing plans and programs necessary to address control strategies adopted for meeting suspended particulate, carbon monoxide, and ozone air quality standards.
  24. Local governments shall encourage changes to state and federal air quality regulations relating to development of fine particulate standards and related monitoring techniques.
  25. When planning for and regulating development, local governments shall each continue to consider the need for protection of open spaces, including those characterized by significant vegetation and wildlife. Means of protecting open space include but are not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning.
  26. Eugene shall maintain and improve and Springfield shall adopt hillside development regulations.
  27. Local governments shall encourage further study by specialists of endangered and threatened plant and wildlife species in the metropolitan area.
  28. Local governments shall protect endangered and threatened plant and wildlife species, as recognized on a legally adopted statewide list, after notice and opportunity for public input.
  29. Local governments shall work with owners of designated environmentally-sensitive areas to require that reasonable actions are taken to protect these lands; e.g., the heronry at the confluence of the Willamette and McKenzie Rivers and the site of the Aster curtis in the Willow Creek Basin.
  30. In the Willow Creek Wetlands, transfer of density (through the planned unit development process) from "natural resource" designated lands to undeveloped portions of tax lots and adjacent tax lots under common ownership which are designated for low density residential use may occur at overall densities between those assumed in Plan development and the maximum allowed Plan densities.

31. Site review criteria shall be applied to large vacant parcels on Gillespie Butte to protect vegetation and scenic values to the maximum extent practicable.
32. Further studies are required for the Pudding Creek heronry and the Upper Russel Creek Drainage Basin potential natural areas.
33. Design of new street, highway, and transit facilities shall consider noise mitigation measures where appropriate.
34. Design and construction of new noise-sensitive development in the vicinity of existing and future streets and highways with potential to exceed general highway noise levels shall include consideration of mitigating measures, such as acoustical building modifications, noise barriers, and acoustical site planning. The application of these mitigating measures must be balanced with other design considerations and housing costs.
35. Local governments shall continue to monitor, to plan for, and to enforce applicable noise standards and shall cooperate in meeting applicable federal and state noise standards.



#### D. Willamette River Greenway, River Corridors, and Waterway Element

The Willamette River has long been recognized in the Eugene-Springfield area as a valuable natural asset. A number of policy documents and programs adopted by local jurisdictions have reinforced the community concern to preserve and protect metropolitan river corridors.

On December 6, 1975, the Land Conservation and Development Commission adopted Statewide Planning Goal 15, "Willamette River Greenway." The goal sets forth the overall framework within which state and local governments carry out protection and maintenance of the Willamette River Greenway.

The goal requires Eugene, Springfield, and Lane County to adopt Greenway boundaries, to specify uses permitted within those boundaries, and indicate areas of potential acquisition along the Greenway. In making these determinations, local jurisdictions must gather information and inventory the nature and extent of all natural resources associated with the Willamette River Greenway. Local jurisdictions are also mandated to adopt provisions, by ordinance, requiring a compatibility review permit for any intensification, change of use, or development within Greenway boundaries. The Cities of Eugene and Springfield have received final Greenway boundary approval by the Land Conservation and Development Commission for that portion of the Greenway located within their city limits. Lane County has adopted interim Greenway boundaries that will be in effect until final Greenway boundary adoption.

Eugene received LCDC acknowledgment of compliance with Goal 15 on February 11, 1977. Springfield and Lane County are both undertaking the work required to comply with Goal 15, which is scheduled to be completed by July 1980.

In the metropolitan area, a large portion of land within the Greenway is in public ownership and existing public parks, such as Mount Pisgah, Skinner's Butte, Alton Baker, and Island Park. Future proposed park acquisitions, such as the Goodpasture Island gravel ponds, will further expand the opportunity for public access and enjoyment of the river area. The three jurisdictions have also cooperated in the development of a bicycle-pedestrian trail system that extends along the Greenway from south of Springfield to north of Eugene and into the River Road area. This system includes three bike bridges across the river.

Land along the Greenway in private ownership is in a variety of uses, some of which appear to provide greater opportunity than others for public access and enjoyment. Residential uses along the Greenway can provide the residents with access to the river area. Certain commercial uses, such as restaurants, can allow customers visual enjoyment of the Greenway. Other uses, such as the many industrial uses, would appear to provide little if any opportunity for access or enjoyment of the Greenway. This is evidenced by much of the existing industrial development along the Willamette River in the Glenwood area. Finally, in rural agricultural areas, isolated access points can work to the detriment of the Greenway program. In these areas, trespass and



vandalism can cause a detraction in the general Greenway environment and create problems for private landowners.

Due to the metropolitan scale and general nature of this Plan, it is not possible to accurately depict the Greenway boundary, to show all allowed uses within the boundary in a completely site-specific fashion or to show areas of future public acquisition. The Greenway boundaries, as adopted by the three jurisdictions, are shown in a form as accurate as possible on the auxiliary map accompanying the Plan diagram. Specific boundary designations, future acquisition areas, and uses allowed within the Greenway remain the primary responsibility of the local jurisdictions. This element, however, provides the basis for a coordinated effort by Eugene, Springfield, and Lane County.

The statewide Greenway Goal specifically applies to the Willamette River. In the Eugene-Springfield area, portions of the McKenzie River share equal importance as a natural resource worthy of conservation and protection. Additionally, the metropolitan network of waterways and associated creeks and drainageways are important features in the metropolitan area, with potential as part of an areawide waterways system. For that reason, while this element must specifically cover the Willamette River Greenway, it is important to consider the McKenzie River, where it is situated within the area of the Plan and the inland system of waterway corridors connecting various parts of Springfield, Eugene, and Lane County to one another.

### Findings

1. The Willamette and McKenzie Rivers are recognized as valuable natural assets to the entire community.
2. In addition to the Willamette and McKenzie Rivers, a number of waterways are important environmental features in the metropolitan area. These include, for example, the Springfield Millrace, Amazon Creek, Fern Ridge Reservoir, and the Eugene Millrace.
3. Recently, the community has begun to realize the potential of inland waterway corridors to contribute to the livability of the area.
4. In addition to its significance to agriculture, flood control, and fish and wildlife, Fern Ridge Reservoir continues to grow in importance as a recreational water facility.
5. Statewide Planning Goal 15, Willamette River Greenway, mandates local governments to establish the Greenway boundaries, allowed uses within the Greenway and potential acquisition areas.
6. Eugene and Springfield have received final Greenway boundary approval by the Land Conservation and Development Commission.
7. The City of Eugene received Land Conservation and Development Commission acknowledgment of compliance with Statewide Planning Goal 15 on February 11, 1977. Lane County and Springfield are both undertaking the work to comply with Goal 15.

8. Compatibility Review Permits are required by Eugene, Springfield, and Lane County for any intensification, change of use, or new development within the Greenway boundaries.
9. Local jurisdictions retain the primary responsibility for implementation of the Willamette River Greenway goal.
10. The metropolitan area's river and waterway corridors require protection to maintain and enhance natural, scenic, environmental, and economic qualities of these waterways.
11. The three jurisdictions have cooperatively developed a public park system and bicycle-pedestrian trails along the Willamette River Greenway.
12. Residential and commercial development along the Willamette River Greenway provides greater opportunity for public access and enjoyment of the river area than does industrial development.
13. Rural agricultural areas along river and waterway corridors can be damaged by isolated public access points because of vandalism and/or trespass on private lands.
14. Experience in other communities indicates that carefully planned and designed residential and commercial development at designated locations along inland water corridors can be compatible with adjacent areas and the corridors themselves.
15. The current unpleasant and unsightly condition of many inland waterway systems results from neglect and uncoordinated waterway planning.

### Goal

Protect, conserve, and enhance the natural, scenic, environmental, and economic qualities of river and waterway corridors.

### Objectives

1. Encourage use of river and waterway corridors to fulfill open space, recreation, and resource protection needs.
2. Ensure that development occurring within river and waterway corridors is responsive to and provides protection of these valuable natural assets.
3. Encourage, where appropriate and in keeping with Greenway goals, development that respects the quality of rivers and waterways and provides a variety of opportunities for enjoyment of those resources by the public.
4. Encourage coordinated water planning and the development of the area's waterways, where appropriate, as part of the area's open space and park system.

## Policies

1. Periodically, local governments shall review Greenway boundaries, uses, and potential acquisition areas to ensure continued compliance with state and local Greenway goals.
2. Land use regulations and acquisition programs along river corridors and waterways shall take into account all the concerns and needs of the community, including recreation, resource, and wildlife protection; enhancement of river corridor and waterway environments; potential for supporting nonautomobile transportation; opportunities for residential development; and other compatible uses.
3. Eugene, Springfield, and Lane County 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.
4. Lane County, Springfield, and Eugene shall continue to participate in efforts to determine the feasibility of an urban canal that would connect Eugene's historic Millrace to Amazon Creek. Likewise, Springfield's efforts to improve the scenic quality of its Millrace should be encouraged.
5. New development that locates along river corridors and waterways shall be limited to uses that are compatible with the natural, scenic, and environmental qualities of those water features.
6. New industrial development that locates along the Willamette and McKenzie Rivers shall enhance natural, scenic, and environmental qualities.
7. Potential public access points in rural agricultural areas shall be carefully reviewed to ensure preservation of the Willamette River Greenway environment, with special emphasis on problems of vandalism and trespass.
8. Within the framework of mandatory statewide planning goals, local Willamette River Greenway plans shall allow a variety of means for public enjoyment of the river, including public acquisition areas, residential areas, and commercial areas.
9. The specific use management considerations and requirements of statewide Goal 15, "Willamette River Greenway," shall be applied, where they are not specifically addressed in policy or land use designations elsewhere in this Plan, in local refinement plans and local implementing ordinances.
10. Local and state governments shall continue to provide adequate public access to the Willamette River Greenway.

11. Eugene and Springfield shall continue to use the conditional use permit system system to address the setback and vegetative fringe requirements of statewide Planning Goal 15. Lane County shall address the setback and vegetative fringe requirements of Goal 15 in its Greenway implementing ordinance.
12. Aggregate extraction may be permitted when compatible with purposes of statewide Planning Goal 15. Local governments shall continue, through land use planning and special regulations, to control aggregate extraction to minimize adverse effects of extraction on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, scenic quality, noise, and safety.



## **E. Environmental Design Element**

The Environmental Design Element is concerned with that broad process which molds the various components of the urban area into a distinctive, livable form that promotes a high quality of life.

The Metropolitan General Plan must go beyond making the urban area more efficient and better organized to also ensure that the area is a pleasant, attractive, and desirable place for people to live, work, and play. The Environmental Design Element is concerned with how people perceive and interact with their surroundings. Perceptions of livability greatly differ between individuals, so generalizations concerning this element need to be carefully drawn. Many different indicators of livability have been identified, such as the numbers of local educational, medical, and recreational facilities, and natural environmental conditions. Not all these indicators are directly concerned with environmental design, showing that the concept of livability is influenced by all elements of the Metropolitan General Plan. This element focuses on some of the features of the natural and built environment that affect the quality of life.

The metropolitan area is changing in ways that are far-reaching and diverse. Decisions which concern change have an effect on the form of the area. If we are to maintain a livable urban environment and realize the full potential of our desirable and distinctive qualities, daily decisions that concern change must be guided by environmental design principles, such as site planning, in combination with other planning policies.

Based on concerns related to energy conservation, environmental preservation, transportation, and other issues, increased density is desirable. This increases the need for effective, detailed environmental design in order to ensure a high quality of life and a high degree of livability in an increasingly dense urban environment.

This area is noted for the high degree of livability enjoyed by its residents. Environmental design is a process that helps to maintain and enhance these positive attributes.

### **Findings**

1. Present and continued emphasis on compact growth increases the need for attention to detailed, specific environmental design components, such as site planning and landscaping of development.
2. Decisions are constantly being made which affect the form and design of the metropolitan area.
3. The location and design of public and private facilities play an important role in giving distinctive identity and character to an area. For example, an area's character may be developed through association with a particular park, a land form, a public building, an area of older homes, vegetation, or a distinctive type of subdivision design.

4. Natural land features, waterways, and native vegetation provide distinctive and easily identifiable components to the metropolitan area environment.
5. The metropolitan area presently offers a variety of naturally distinctive topographic features, waterways, and vegetation that are both visually and personally accessible to residents.
6. Ridgelines and water areas provide the greatest concentration of scenic sites in the metropolitan area.
7. Landscaping with trees and other vegetation provides a pleasant, distinctive, and permanent atmosphere for the metropolitan area.
8. The use of buffer strips and other design features can minimize the negative environmental impact of certain uses, such as roadways and parking areas, while protecting adjacent land uses.
9. Local residents are concerned about the livability and aesthetic quality of residential development that changes the character of their neighborhoods.

### Goals

1. Secure a safe, clean, and comfortable environment which is satisfying to the mind and senses.
2. Encourage the development of the natural, social, and economic environment in a manner that is harmonious with our natural setting and maintains and enhances our quality of life.
3. Create and preserve desirable and distinctive qualities in local and neighborhood areas.

### Objectives

1. Provide the facilities and services needed to maintain our quality of life. Examples include educational, housing, medical, public transportation, and recreational facilities.
2. Encourage a greater diversity of living experiences and environments.
3. Establish or maintain a sense of identity and character for local and neighborhood areas.
4. Shape development to suit natural conditions as much as possible.
5. Enhance views and public use of river corridors; drainageways; and prominent topographic features, such as ridgelines and buttes, within the jurisdiction of the Metropolitan Plan, when consistent with other planning policies.

## Policies

1. In order to promote the greatest possible degree of diversity, a broad variety of commercial, residential, and recreational land uses shall be encouraged when consistent with other planning policies.
2. Natural vegetation, natural water features, and drainageways shall be protected and retained to the maximum extent practicable, considering the economic, social, environmental, and energy consequences in the design and construction of urban developments and landscaping shall be utilized to enhance those natural features.
3. The planting of street trees shall be encouraged.
4. Public and private facilities shall be designed and located in a manner that preserves and enhances desirable features of local and neighborhood areas and promotes their sense of identity.
5. Carefully develop sites that provide visual diversity to the urban area and optimize their visual and personal accessibility to residents.
6. Local jurisdictions shall carefully evaluate their development regulations to ensure that they adequately account for environmental design considerations, such as but not limited to, site planning and landscaping of developments.
7. The development of urban design elements as part of local and refinement plans shall be encouraged.
8. Local governments should consider developing design standards to ensure compatibility with existing development and the livability of major medium and high density residential developments when located in areas otherwise characterized by lower density.





## F. Transportation Element

The Transportation Element deals with surface and air transportation in the metropolitan area. The emphasis of the Transportation Element is on the relationship between land use and transportation. These relationships are, in part, responsible for meeting community goals related to increasing urban public transit ridership; reducing reliance on the automobile; substituting automobile trips to other modes, such as pedestrian and bicycle; and reducing energy consumption related to use of the automobile.

The Eugene-Springfield Area 2000 Transportation Plan forms the basis for the surface transportation part of this element in describing future needs for people and goods movement. Projections of increased population and employment were translated into trips through the transportation planning process. This forecasted demand and other considerations, such as safety, served as the rationale for the policies, facilities, and services contained in the Transportation Plan. The Transportation Plan also outlines specific transportation goals, policies, and recommendations necessary to meet metropolitan transportation needs through the year 2000.

The Eugene-Springfield Metropolitan Bikeway Master Plan serves as the basis for the metropolitan bikeway needs in the area. Originally adopted in 1975, this plan needs to be updated to reflect the substantial bikeway improvements made since 1975, to resolve some conflicts with the Transportation Plan, and to respond to continued community interest in bicycling.

The air transportation portions of this element are based on the Mahlon Sweet Field Master Plan. The emphasis of the air transportation policies contained in this element is directed toward the land use issues of the airport environs.

### Findings

1. When compared to scattered urban growth, the compact urban growth form increases opportunities to reduce intraurban trip lengths, to reduce transportation energy consumption, and to promote trips by means other than the automobile.
2. The current arrangement of land uses is most conducive to travel by automobile.
3. Transportation is an important determinant in the spatial arrangement of the metropolitan area. Land use is an important factor influencing the tripmaking behavior of the population.
4. The automobile is the primary form of transportation used in the metropolitan area.
5. Streets and highways are the primary facilities providing for the intraurban movement of people and goods within the metropolitan area.

6. The role of urban public transit in meeting trip needs has increased within the metropolitan area since 1970. In 1971, Lane Transit District buses carried 2,260 passengers on an average weekday; and in 1977, ridership had increased to 12,265 passengers (2-1/2 percent of all metropolitan trips). During that time, the LTD noncapital budget increased from \$552,000 to \$5,054,000.
7. In July 1979, there were nearly 100 miles of bikeways in the metropolitan area. Nevertheless, while some locations are adequately served by bicycle and pedestrian facilities, others are not.
8. Urban public transit, as opposed to rural public transit, is characterized by lower fares, a higher frequency of service, and a more dense routing pattern.
9. The bicycle network is not yet completely interconnected, which inhibits use of that system.
10. Some areas have inadequate sidewalks which inhibit pedestrian movement within neighborhoods and restrict access to the transit system.
11. The future availability of fuel for transportation uses is uncertain and subject to national and international influences.
12. A number of the policies contained in the Eugene-Springfield Area 2000 Transportation Plan are directed toward increasing the efficiency of existing transportation systems.
13. The transportation needs of the transportation disadvantaged population are unmet by the services provided by any one particular mode. The transportation disadvantaged are persons who, because of age, income, location, physical or mental disability, or other reasons, are limited in obtaining their travel needs.
14. Location and growth in population in rural areas and satellite communities outside the metropolitan area have an impact upon transportation facilities and services within the metropolitan area.
15. Local and metropolitan bikeway plans have been adopted which outline the future needs of the metropolitan area.
16. Lane County has identified priority pedestrian facility needs for the unincorporated portions of the metropolitan area. The City of Eugene has adopted pedestrian recommendations for the city.
17. Current levels of local, state, and federal funding are inadequate to meet the surface transportation needs forecasted for 2000.
18. Mahlon Sweet Field is the major airport providing commercial passenger, cargo, mail, and general aviation services to the metropolitan area. This airport also provides major services to Lane County residents outside the metropolitan area.

19. Some of the general (private) aviation needs of metropolitan residents are met by smaller airfields (Creswell, Cottage Grove, Coburg, Crow-Mag, Daniels, and Walker) within driving distance of the metropolitan area.
20. The Mahlon Sweet Field Master Plan contains recommendations for future improvements in the facilities and services at Mahlon Sweet Field.
21. Mahlon Sweet Field represents a major public investment in terms of the replacement value of the airport facilities land and improvement value of approximately \$30 million in January 1980. The airport also contributes substantially to the economy of the metropolitan area.
22. In addition to the General Plan and the Mahlon Sweet Field Master Plan, Land County's Willamette-Long Tom Subarea Plan affects the land uses within the airport environs (within approximately five miles of the airport proper).
23. Land uses in the vicinity of Mahlon Sweet Field would be rural if the airport did not influence land use decisions.
24. Mahlon Sweet Field is essentially a self-contained facility in terms of urban services, such as water, police and fire protection, and sewer.
25. With the exception of the airport proper and those portions of the City of Eugene that are within the airport environs, the airport environs are not served by an urban level of services.
26. There are adequate commercial and industrial lands within the urban service area (within short travel time) and on airport property to serve the locational requirements of most airport-related development.

### Goals

1. Provide for a more balanced transportation system to give mobility to all segments of the community.
2. Serve the existing and future arrangement of land uses with efficient, safe, convenient, and economic transportation systems for the movement of people and goods.

### Objectives

1. Minimize the direct and indirect negative effects of transportation upon the social, economic, and natural environment.
2. Improve the service (comfort, convenience, travel time, etc.) of the existing and planned urban public transit system to better meet the personal trip needs of the community.

3. Maximize the efficiency and safety of existing transportation facilities and services for the movement of people and goods.
4. Promote the use of alternative modes such as bicycle, pedestrian, and paratransit to meet some of the trip needs of metropolitan residents.
5. Improve the efficiency of energy use resulting from transportation demands.
6. Provide transportation opportunities for the transportation disadvantaged.
7. Improve the interface of local transportation systems with public and private intercity transportation systems. An example would include the placement of a downtown Eugene urban public transit transfer station in close proximity to intercity rail and bus stations.
8. Promote land use arrangements which will optimize use of existing and planned transportation facilities and services and will allow for choice in using alternative transportation modes.
9. Reflect changes in conditions, community needs, and technologies appropriate for this community when developing transportation alternatives through future studies and updates of existing plans.
10. Provide for the present and future needs of commercial and general aviation and the land and facilities necessary to meet those needs.
11. Protect the public investment at Mahlon Sweet Field by not permitting noncompatible development or development having noncompatible operational characteristics within the airport environs.
12. Minimize airport-related impacts on the population by controlling development within the airport environs.

### Policies

1. The goals, policies, recommendations, and proposed facilities and services contained in the adopted Eugene-Springfield Area 2000 Transportation Plan and the Eugene-Springfield Metropolitan Bikeway Master Plan shall serve as the basis for guiding surface transportation improvements in the metropolitan area.

2. The following recommendations are, from a transportation standpoint, geared toward reducing transportation energy demand and improving opportunities for using alternative modes, such as urban public transit, bicycle, pedestrian, and paratransit. These recommendations stress the need to increase residential densities and to locate places of employment and residences in proximity to one another.
  - a. Growth of downtown Eugene and Springfield as commercial, residential, civic, and employment centers shall be encouraged.
  - b. Medium and high density residential development shall be encouraged within one mile of downtown Eugene and Springfield.
  - c. Medium and high density residential development shall be encouraged within one-half mile of transit transfer stations.
  - d. Existing employment centers shall be encouraged to grow and diversify by allowing and concentrating new commercial, governmental, and light industrial uses, where appropriate, in those centers.
  - e. Medium and high density residential development shall be encouraged within one-half mile of existing and future employment centers. Where appropriate, such centers shall include urban public transit transfer stations.
  - f. Development and redevelopment shall be encouraged in designated areas which are relatively well served by the existing or planned urban public transit system.
  - g. An active program to develop pedestrian pathways; e.g., sidewalks shall be encouraged, especially in proximity to major activity centers or in conjunction with other modes of travel.
3. Local governments and the Lane Transit District shall cooperate in the timely identification and acquisition of transit stations in newly developed areas.
4. Encourage the development of auto-free urban areas and transportation corridors.
5. New developments shall include consideration of improvements which would accommodate urban public transit and other alternative modes.
6. Because it is recognized the Eugene-Springfield Area 2000 Transportation Plan is a component of this Metropolitan Area General Plan, the Transportation Plan should be evaluated and revised, if necessary, to maintain consistency and assure transportation facilities are available to serve land uses included in the Metropolitan Area General Plan.

7. The special needs of the transportation disadvantaged shall be considered when developing and implementing transportation improvements.
8. The Mahlon Sweet Field Master Plan shall serve as the guide for improvements of facilities and services at the airport.
9. Mahlon Sweet Field shall be served with the necessary urban services required to operate the airport as an urban facility.
10. Development within the airport environs but outside the airport proper and outside the urban service area shall not be provided urban services.
11. Airport-related commercial and industrial development shall be accommodated on airport-owned property or on privately-owned industrial or commercial property designated within the urban growth boundary.
12. The portion of the airport environs outside the influence of the Metropolitan Area General Plan shall be protected through enforcement of the Lane County General Plan, formerly the Willamette-Long Tom Subarea Plan, and the ordinances and regulations supporting that Plan. The airport environs within the influence of this General Plan shall be protected through the enforcement of the ordinances and regulations which support this General Plan.
13. Local governments shall control developments within the airport environs in order to minimize airport impacts upon the population and to ensure that development does not interfere with the air space needs of the airport (including airport safety zoning, etc.).
14. Land in the airport environs and in the urban growth boundary shall be protected from premature development in order to preserve it for legitimate airport-related development which cannot be located elsewhere within the urban growth boundary.
15. The City of Eugene and Lane County shall adopt up-to-date airport safety ordinances which regulate the height of structures, electromagnetic and/or visual interference with aircraft, and other hazards to airport safety.
16. The City of Eugene should purchase privately owned land which: (a) is necessary for airport improvement or (b) would otherwise have no reasonable use for the owner because of controls placed on the land necessary to protect the airport and its operations for purposes of public safety (note: agricultural operations would be considered a reasonable use of the property).
17. If expansion of the urban growth boundary is contemplated, all other options should be considered and eliminated before consideration of expanding the urban growth boundary in the area west of Highway 99 and north of Royal Avenue.

## **G. Public Utilities, Services, and Facilities Element**

This element considers the provision of water, sewers, power, education, public safety, and other programs the Eugene-Springfield metropolitan area needs to function properly. For the most part, these utilities, services, and facilities are provided or supervised by public or quasi-public agencies, but they can also include other necessary community services of a private nature, such as churches, private schools, and hospitals.

As the metropolitan area grows in population and area, the demand for these services will increase substantially, requiring careful and coordinated planning and management. The public's investment in and scheduling of these public facilities and programs should be viewed as one of the major means of implementing the General Plan.

The urban service area concept discussed in Chapter II, "Fundamental Principles," is an important part of this element. It is intended that development in the metropolitan area will require at least the "minimum level of key urban service at the time development is completed. It is further intended that concerted efforts will be made to ultimately provide the "full range of key urban service to these areas.\* This element is also intended to provide the public and private sectors with policies for developmental and program decisionmaking regarding urban services. For example, development should be coordinated with the planning, financing, and construction of key urban services. This will result in public and private financial savings and efficient use of utilities, services, and facilities.

Key urban services are provided in the metropolitan area by a number of governmental agencies, service districts, public and quasi-public utilities, and cooperative agreements. Lane County is responsible for a number of key urban services in the metropolitan area that are also provided countywide. These include health and social services, solid waste management, tax collection, and the courts system. Eugene and Springfield provide key urban services to the cities, such as libraries, fire protection, improved streets, police protection, emergency medical services, and storm sewers. Public and quasi-public utilities provide other key urban services, such as water and telephone. Special service districts are also responsible, in some cases, for such services as water and for others, such as schools and bus service. Finally, under cooperatively established agreements between Lane County, Eugene, and Springfield, other key urban services are provided. An example of this is the County Service District, which is administered by the Metropolitan Wastewater Management Commission. It is important to recognize the responsibility, function, and extent of these different providers of key urban services and to provide guidelines for the proper operation, improvement, and expansion of key urban services in line with the compact urban growth form and urban service area concept of the General Plan.

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\* See Policies 7 and 8 on page II-B-4.



Facilities and services provided within rural areas of the Metropolitan Plan jurisdiction consist of: schools; individual sewage disposal systems; individual water supply systems; electric and communication service; lower than urban level of fire protection, police protection, and solid waste management; rural standard road and storm drainage improvements; and other services as may qualify in the County General Plan.

In planning for provision of key urban services, it is useful to keep in mind the distinction between the "current urban service area," where a minimum level of urban services is available or will be within the near future, and the "projected urban service area," which is the estimated area within which services will be needed to provide for development needs over the long term. It is necessary to provide key urban services in a sequential manner that recognizes the difference between the current and projected urban service areas. In planning and programming for public utilities, services, and facilities, present and near future needs of the metropolitan area should be met in a coordinated arrangement, recognizing the long-term, ultimate needs and service area.

### Findings

1. Urban expansion accomplished through in-filling within and adjacent to existing development inside the current urban service area and in an orderly, unscattered fashion permits new development to utilize existing utilities, services, and facilities or those which can be easily extended, thus minimizing the public cost of premature service extension.
2. Urban services are provided to the metropolitan area by Eugene, Springfield, Lane County, public and quasi-public utilities, special service districts, and by joint cooperative agreements.
3. In a few instances there is overlap in public services, utilities, and facilities, or illogical service boundaries, that prevents the most economical distribution of those utilities, services, and facilities.
4. Portions of the urban area lack certain key urban services.
5. The cost of providing even basic key services, utilities, and facilities to existing and future development in the metropolitan area is significant.
6. The Sewage Master Plan has been replaced by the Metropolitan Wastewater Management Program and the adopted Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan). The Water Master Plan was never adopted on a metropolitanwide basis, even though the water utilities use it as a basic planning resource.
7. When key urban services, such as water, are provided to areas outside the projected urban service area, increased pressure for urban development in rural areas occurs.

8. The population projections in the Eugene-Springfield Metropolitan Area Waste Treatment Management Alternatives Report (208 "Facilities" Plan) are compatible with those for the metropolitan area.
9. Large institutional uses, such as universities and hospitals, present complex planning problems for the metropolitan area due to their location, facility expansion plans, and continuing housing and parking problems.
10. Due to the increase of childbearing persons as a percent of the total population and the leveling off from a downward trend of fertility rates, overall metropolitan school enrollments are projected to increase both in terms of total number and in the rate of growth through the rest of this century. However, projected school enrollment increases will not be evenly distributed among the three metropolitan school districts. The Eugene district will probably continue to decline into the early 1980's before beginning to increase; Springfield, Bethel, and private schools will likely follow the overall metropolitan trend.
11. Growth patterns do not always respect school district boundaries. For example, natural cycles of growth and neighborhood maturation result in uneven geographic growth patterns in the metropolitan area, which cause a disparity between the location of some schools and school children. This results in some fringe area schools exceeding capacity, while some central city schools are under capacity.
12. Adjustments to attendance area boundaries, double shifting, additions to existing facilities, use of portable classrooms, and busing are being used by metropolitan area school districts to maximize the use of present facilities and delay new school construction.
13. Elementary and community schools represent important features to residential neighborhoods, and a lack of such facilities can reduce the livability of an area in terms of neighborhood needs.
14. Residents of central city neighborhoods have identified the presence of elementary and community school facilities as important contributors to the stability of their neighborhoods and to the ability of neighborhoods to attract a range of families and households, including families with school age children.
15. There are no significant increases anticipated in either the overall enrollment or work force at the University of Oregon. New facilities are planned to meet the needs of the various departments and not to create additional capacity.
16. Lane Community College plans no new facilities on the main campus beyond those included in the School Master Plan. Increased enrollment will be accommodated through expansion of off-campus programs.

## Goal

Provide and maintain public utilities, services, and facilities in an orderly and efficient manner.

## Objectives

1. Furnish guidelines for public facility programming and decisionmaking that will result in lower public and private expenditures.
2. Provide public utilities, services, and facilities to serve existing development and closely coordinate them with the land use elements of the General Plan as a means of encouraging orderly and sequential growth.
3. Reduce and, if possible, eliminate the problems created by overlapping service areas and/or illogical service boundaries.
4. Optimize the utilization of existing facilities.
5. Generally reduce public subsidy for utilities and facilities in new development.
6. Provide at least the minimum level of key urban services to all urban development within the metropolitan area.
7. Except for rural fire protection districts and standard rural electrification systems, discourage extension or expansion of single services, utilities, or facilities to outlying areas.
8. Strive for continued cooperation between major institutions, such as universities and hospitals, and local planning agencies.

## Policies

1. In general, the amount of public subsidy for public utilities; services; and facilities, including schools in new development, shall be reduced. This does not preclude subsidy, where a development will fulfill goals and recommendations of the Plan determined by the local jurisdiction to be of particular importance or concern.
2. Sewer and water service shall not be extended beyond the urban growth boundary except to:
  - a. The Mahlon Sweet Field Airport, a public facility serving the entire metropolitan area.
  - b. An existing development outside the urban growth boundary when it has been determined that it poses an immediate threat of public health or safety to the citizens of the metropolitan area that can only be remedied by extension of the service.

In addition, the cities may require annexation as a prerequisite to extending these services in any instance.

3. A system of user charges for public services, utilities, and facilities to cover operation costs and the improvement or replacement of obsolete facilities shall continue to be implemented, where appropriate.
4. In those portions of the urban service area where the full range of key urban services is not available, metropolitan area capital improvement programming (planning, programming, and budgeting for service extension in an orderly and efficient manner) shall be developed and maintained. Such a coordinated capital improvements program shall address geographic phasing.
5. Efforts shall be made to reduce the number of unnecessary special service districts and to revise confusing or illogical service boundaries, including those that result in a duplication of effort or overlap of service. When possible, these efforts shall be pursued in cooperation with Springfield and Eugene.
6. In addition to physical, economic, energy, and social considerations, timing and location of urban development within the metropolitan area shall be based upon the current or imminent availability of a minimum level of key urban services.
7. Facility and program planning in the metropolitan area shall use the General Plan as a basis for decisions to ensure that the needs of the metropolitan area are met in an orderly and efficient manner.
8. Efforts shall be made to mitigate the impact of residential growth on the metropolitan area's schools. Cities shall encourage a mix of dwelling unit types and phasing of single-family residential construction. School districts shall continue to meet peak school child enrollment demand through a variety of means, thus possibly reducing or postponing the need for new, permanent school facilities.
9. Major institutions, such as universities and hospitals, shall continue joint planning coordination with local planning agencies.
10. Support financial and other efforts to provide elementary and community schools in central city areas in order to maintain and increase the attractiveness and stability of those areas for residential purposes.
11. The school districts shall address the possibility of adjusting boundaries where they do not reflect the boundary between Eugene and Springfield or where a single, otherwise internally cohesive, area is divided into more than one school district.
12. Encourage the use of water treatment, solid waste, and sewage disposal systems that are energy efficient and environmentally sound.

13. The utilities responsible for provision and delivery of water to metropolitan area users shall examine the need for a metropolitanwide water master program, recognizing that a metropolitanwide system will require establishing standards, as well as coordinated source and delivery systems.
14. Special agencies and districts operating in the metropolitan area, and Springfield, Eugene, and Lane County shall provide one another the opportunity to review and comment on proposed public facilities, plans, programs, and public improvement projects or changes thereto that may affect one another's area of responsibility.
15. Industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity.
16. Eugene, Springfield, and Lane County shall appoint a joint elected official task force to study and determine which city or cities shall have ultimate responsibility for providing key urban services through annexation to the Glenwood area and to study the land use designations in Glenwood. The study and determinations shall be completed before the next Plan update.

## **H. Parks and Recreation Facilities Element**

A parks and recreation program with sufficient diversity to meet the needs of the citizenry is an essential ingredient to enhancing the livability of a community. The Eugene-Springfield metropolitan area has a long history of supporting parks and recreation programs, and this plan further strengthens that commitment. The main types of parks and recreational facilities that have been developed are:

### **1. Regional-Metropolitan Parks**

Regional-metropolitan parks serve the entire metropolitan population, as well as the surrounding population and provide a variety of recreational opportunities including water areas, trails, picnic areas, recreational facilities, and natural areas (e.g., Alton Baker Park).

### **2. Community Parks**

Community parks serve surrounding metropolitan residents with a variety of specialized recreational facilities and programs, such as swimming pools, tennis courts, and community centers (e.g., Amazon Park and Willamalane Park).

### **3. Neighborhood Parks**

Neighborhood parks serve the various neighborhoods within the metropolitan area. Neighborhood parks may include courts and fields for active recreation.

### **4. Play Lots**

Play lots serve residents of surrounding subdivisions and are normally within walking distance of their users' homes.

### **5. Community Centers**

Community centers are usually located within community parks. They emphasize recreational activities such as swimming, tennis, art, music, etc.

### **6. Neighborhood Centers**

Neighborhood centers, some of which are community schools, emphasize social, civic, and educational programs for young people and adults.

### **7. Special Recreational Facilities**

Special recreational facilities include, for example, public and private golf courses, tennis courts, and swimming pools.

Parks and recreation facilities and programs are administered by park and recreation agencies in Eugene and Lane County and by two park and recreation districts (River Road and Willamalane).

Among these agencies and districts, a wide variety of parks and recreation programs, encompassing those previously mentioned, are provided for the residents they serve.

In addition, the park and recreation agencies and the metropolitan school districts have combined their resources and coordinated efforts to provide open space and parks and recreation facilities in conjunction with the schools.

Also, in recent years, private recreational facilities, such as swimming pools and tennis and racquetball courts, have been developed. Several private golf courses have been in operation in the community for a number of years.

### Findings

1. Increases in leisure time, income, transportation energy costs, and projected population growth indicate that there will continue to be a significant demand for a diversity of park and recreational opportunities in the metropolitan area.
2. Regardless of what standard is used, it is becoming increasingly difficult for local park agencies to meet the demands and needs of the community for parks and recreation facilities. The major problems include:
  - a. Areas developing without park and recreation facilities available for the residents.
  - b. Competition for limited available financial resources between the need to purchase park land to meet future demands (before the land is no longer available) and the need to develop existing park land to meet current demand.
  - c. Competition for limited financial resources to provide the diversity of park and recreational programs demanded by the community's citizens.
  - d. Land suitable and available for park and recreation facilities often competes with other land use activities and needs in the metropolitan area.

3. For the purposes of the Metropolitan Area General Plan, the existing level of parks and recreation facilities in this community were compared to the standards of the National Recreation and Park Association (based on acres or facilities per thousand population). When compared to NRPA standards, there is a gap between the overall supply and demand for park and recreation facilities in this community. This gap is projected to increase unless additional park land and recreational facilities are provided.
  - a. Based on NRPA standards, there are sufficient gross acres of regional-metropolitan park land to meet a future metropolitan population of 246,000. But gross acreage does not accurately reflect the adequacy of regional-metropolitan parks to meet both active and passive recreational needs, and a more detailed analysis of regional park supply and demand is necessary.
  - b. Based on NRPA standards, the supply for community park land is less than what is currently needed.
  - c. Based on NRPA standards, the supply of neighborhood parks is less than what is currently needed.
  - d. Based on NRPA standards, there are enough community centers to meet demand of a future metropolitan population of 195,000. However, existing community centers are not evenly distributed throughout the metropolitan area.
  - e. Based on NRPA standards, there is a deficiency of neighborhood centers.
  - f. Based on NRPA standards, the metropolitan area currently lacks an adequate number of swimming pools, tennis courts, golf courses, and other recreational facilities (such as ball fields, all-purpose courts, etc.).
4. While the NRPA standards provide a useful comparison, they should not be used as the determinant of the adequacy of the park and recreation facilities provided by each jurisdiction. A determination of the adequacy must be based, not only on total acres or facilities, but also on the values of the residents, the location of park and recreation facilities in relation to the residents each is intended to serve, the specific function each park is intended to serve, and the role private facilities play in providing recreational opportunities.



5. Providing adequate park and recreation facilities is made more difficult by the lack of a detailed metropolitanwide parks and recreation analysis and plan that incorporates a methodology reflecting demand characteristics of this local area. Such an analysis and plan would serve a number of essential functions, including:
  - a. The development of a complete inventory of park and recreation facilities, the development of local standards for use by the local governing bodies in determining the type and level of parks and facilities that are needed, the development of demand effectiveness measurements, and the development of capital improvements programming and other implementation strategies.
  - b. Indication of how much land is needed for each type of park (regional, community, neighborhood, etc.), and indication of what types of activities should be provided in each park (e.g., active recreational opportunities such as ball fields, tennis courts, and playgrounds vs. passive recreational opportunities such as hiking trails).
  - c. Indication of how the resources of the local and state park agencies can be coordinated and maximized in order for each agency to provide the level and type of recreational opportunities for which it is best suited.
  - d. Indication of where the advance purchase of park land should occur in anticipation of future demand.
6. Private recreational facilities supplement and help meet the demand for a variety of recreational opportunities.

### Goal

Provide a variety of parks and recreation facilities to serve the diverse needs of the community's citizens.

### Objectives

1. Coordinate regional-metropolitan parks planning and development among local and state agencies.
2. Ensure that regional-metropolitan parks planning provides a balanced variety of park and recreational opportunities.
3. Develop local standards, measures, and implementation techniques to determine the level and types of local park and recreation facilities necessary to serve the needs of the residents of each jurisdiction.
4. Develop park sites and recreation facilities in the manner best suited to serve the diverse interests of local residents and in areas of greatest need.

5. Close the gap between the current supply of park and recreation facilities and the projected demand.
6. Expand opportunities for the development of private recreational facilities.

#### Policies

1. Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The plan and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.
2. Prepare local parks and recreation analyses and plans, coordinated on a metropolitan level, in each jurisdiction.
3. Accelerate the acquisition of park land in projected growth areas by establishing guidelines determining where and when developers will be required to dedicate land for park and recreation facilities, or money in lieu thereof, to serve their developments.
4. Encourage the development of private recreational facilities.
5. Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.
6. All metropolitan area parks and recreation programs and districts shall cooperate to the greatest possible extent in the acquisition of public and private funds to support their operations.



## I. Historic Preservation Element

The metropolitan area has experienced, and it appears will continue to experience, growth and change. On the other hand, public interest and commitment to historic preservation has been increasing, at least partly due to recognition that historic structures, sites, and areas which provide a tangible physical connection with the past are a nonrenewable resource. This link with previous times provides a sense of permanence, continuity, and perspective to our lives, as well as a context within which change occurs. Historic structures can enrich our lives by offering architectural diversity to the visual environment and provide tangible links to the future.

### Findings

1. Programs and publications that identify sites, structures, objects, and cultural areas and activities of historic significance serve as a visual and educational experience for the public.
2. Structures and sites of historic significance contribute to an area's ability to attract tourism.
3. The metropolitan area has an important heritage of historic sites, structures, and objects worthy of preservation.
4. When positive measures are not taken, visible evidence of ties to the past and reminders of our heritage disappear.
5. To varying degrees, Springfield, Lane County, and Eugene are currently designing and implementing programs of historic preservation and awareness.
6. While several archaeological sites are located in the metropolitan area, the value and significance of only one has been determined. There remain many sections of the metropolitan area in which no surveying has been done to locate archaeological sites.
7. Historic preservation programs generally allow continued and changing occupancy of historic structures and sites.
8. Beginning with the Antiquities Act of 1906 and through the present time, both the federal and Oregon state governments have expressed an interest in and enacted laws providing for the protection and preservation of sites, structures, objects, and areas of historic significance.
9. Depending on the nature and condition of an individual structure, rehabilitation, rather than replacement, may be less costly per square foot, more labor-intensive, and less energy-consuming, thereby resulting in net savings.

## Goal

Preserve and restore reminders of our origin and historic development as links between past, present, and future generations.

## Objectives

1. Develop and expand public awareness of the metropolitan area's origin, development, and history.
2. Encourage preservation and restoration of sites, structures, objects and areas of cultural, historic, or archaeological significance for the enjoyment and knowledge of present and future generations.

## Policies

1. Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies.
2. Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.
3. Explore the feasibility of a metropolitan nonprofit historic preservation development organization to bring together public and private funding sources.
4. Periodically review state and federal programs intended to assist in preservation of historic and archaeological sites for possible use in connection with local implementation programs.
5. Monitor and evaluate the effect of these actions on other adopted policies and the metropolitan area as a whole.

## **J. Energy Element**

The Energy Element deals with the conservation and efficient use of energy in the metropolitan area and is meant to provide a long-range guide to energy-related decisions concerning physical development and land uses.

The use of energy is essential for the development and operation of the urban area. Many vital processes, such as commercial and industrial activities; transportation of goods; and the lighting, heating, and cooling of buildings depend on energy supplies for their operation. In addition, our daily lives are greatly influenced by the consumption of energy for a vast number of purposes, such as automobile and home appliance use.

As the cost of energy supplies increases and the availability of new energy sources decreases, we will continue to experience a greater need for conserving and efficiently using existing supplies. Many energy supplies are nonrenewable in that they are only produced once, as in the case of metals, or take hundreds of thousands of years to be produced, as in the case of petroleum and other fossil fuels. It is especially important to efficiently use and conserve energy sources in order that future generations will not unnecessarily suffer by their shortage or absence. Conservation makes possible the use of energy sources to serve greater numbers of people and also reduces the immediate need for the development of new centralized facilities, such as those required for the large-scale generation of electricity.

While a number of specific decisions relating to energy can be made using the energy policies in this element, it is not written at the level of detail that would be required for it to serve as a comprehensive energy plan for the metropolitan area. Examples given in this element are used to illustrate statements and are not meant to be inclusive. Other specific examples that reflect the same statement can also be applied by the reader.

As developments and data relating to energy production and conservation are rapidly changing, the findings, objectives, and policies of the Energy Element should be frequently monitored to ensure their relevancy.

### **Findings**

1. Energy conservation measures can serve as an energy source by making limited energy supplies serve greater numbers of users.
2. Many energy supply and demand factors which influence the metropolitan area are beyond local control. An example is the petroleum supply decisions made by OPEC nations. Furthermore, at the present rate of population growth and energy consumption, it cannot be stated with certainty that overall energy supplies will be adequate to meet demand through the planning period; i.e., a metropolitan population increase to 293,700.

3. Based on metropolitan population projections and current energy use patterns, peak electrical energy demand for the metropolitan area will nearly double by the end of the planning period; i.e., a metropolitan population of 293,700. Energy-efficient land use patterns, conservation efforts, and load management would reduce projected demand. (The highest energy demand to date was on February 2, 1979, when the combined systems of EWEB and SUB experienced a peak hour demand of 703,000 kilowatts.)
4. Energy savings can be obtained by utilizing forms of energy other than electricity or fossil fuels for space heating.
5. Recent trends and analysis indicate that the relative cost of nonrenewable energy supplies, such as petroleum, and the relative cost of the majority of the electric power received by the metropolitan area, will increase in the future.
6. Wood fiber presently provides a significant amount of energy to the metropolitan area. The continued utilization of this alternative energy source will be influenced by the economic and resource conditions affecting the lumber industry and by the air quality conditions and regulations affecting the metropolitan area.
7. Municipal waste can serve as an indirect energy source through the energy savings resulting from the recycling of nonrenewable resources such as metals and glass containers.
8. Solar energy can provide a significant amount of the energy used for the metropolitan area hot water heating and can provide cost-effective supplementary space heating when used in basic, simple, passive systems.
9. Approximately 25 percent of all energy in the metropolitan area is consumed by automobile use. This is the largest amount consumed by any specific use.
10. Electricity supplies over 60 percent of the energy consumed for all residential uses in the metropolitan area.
11. An electrical generation facility which is powered by part of an industrial process (cogeneration) is presently operating in the metropolitan area. Additional opportunities for cogeneration facilities exist in the region.
12. Waste heat from metropolitan area industrial processes can be used for space heating of nearby buildings.
13. Over 75 percent of the total energy utilized by metropolitan area industry is consumed by the 3 industrial categories of metal manufacturing chemical manufacturing, and the paper industry.
14. School buildings use over half of the energy consumed by the metropolitan area government sector but less than 2 percent of the total energy consumed in the metropolitan area.

15. Transportation and space heating consume the largest proportion of energy used in the commercial sector.

### Goal

1. Maximize the conservation and efficient utilization of all types of energy.
2. Develop environmentally acceptable energy resource alternatives.

### Objectives

1. Utilize cost-effective energy conservation techniques, as determined by methods which consider initial operating, replacement, and decommissioning costs of facilities - in other words, life cycle costs.
2. Maintain options for the potential use of energy conservation methods, such as increased building weatherization and some forms of public transit, that are not cost-effective at the present time.
3. Minimize negative environmental effects associated with energy production and use and encourage the utilization of energy sources having the least negative environmental impact.
4. Encourage the utilization of renewable energy sources in order to conserve nonrenewable energy resources.
5. Promote the recovery and reuse of nonrenewable resources, such as metals, as an energy conservation measure.
6. Facilitate the permanent use of solar energy and other decentralized energy sources to displace centralized energy supplies and diversify energy production.
7. Continue and intensify efforts to allocate land uses in a manner that creates a compact growth form for the metropolitan area.
8. Promote policies that minimize the energy consumed for heating, cooling, lighting, appliance use, and other processes in commercial, industrial, and residential buildings.
9. Encourage the maximum amount of energy conservation associated with automobile use.
10. Encourage industrial activities that use energy in the most efficient and productive manner.
11. Encourage the minimization of energy consumption in determining the placement, density, and design of all types of urban land uses.
12. Continue and support energy conservation efforts that are being undertaken by the public and private sector.



13. Continue and support efforts to increase public awareness of energy conservation issues and of methods to effectively utilize solar energy and other renewable energy supplies.

### Policies

1. It is recommended that the coordinated development of a detailed metropolitan energy management plan or plans be undertaken with the active participation of local jurisdictions in order to address local energy issues in greater depth than can be attempted in a metropolitan general plan. The products of this additional process would be considered as part of all metropolitan area planning policies in shaping the development of the region and should be continually monitored and reviewed to ensure their continued relevancy. Most of the energy data needed for this planning effort can be best be collected and stored by a unified energy data bank that would, at a minimum, serve the entire metropolitan area.

This effort should at least:

- a. Establish the current demand and projected energy demand for the various sectors of the economy in the metropolitan area.
- b. Inventory the current supply sources of energy for the metro area and include projected sources, renewable and nonrenewable, centralized and decentralized, and the price projections for each source.
- c. Coordinate the development of a uniform reporting system to be used by the various energy suppliers in the metropolitan area in order to generate an ongoing, accurate data base for energy planning.
- d. Examine the potential economic impacts to metro area residents resulting from projected energy demand, supply, and price.
- e. Determine the impact of current land use policies and actions on energy use and reaffirm or point out adjustments to land use policies, regulations, and activities, as necessary, to reflect these considerations.
- f. Research revisions to regulations which would have a positive effect on the use of renewable, decentralized energy sources, such as solar energy.
- g. Research land use patterns which would facilitate the use of centralized, small-scale energy generation and storage in residential, commercial, industrial, and mixed use applications.
- h. Specify implementation processes.

2. Carefully control, through the use of operating techniques and other methods, energy-related actions, such as automobile use, in order to minimize adverse air quality impacts. Trade-offs between air quality and energy actions shall be made with the best possible understanding of how one process affects the other.
3. Land allocation and development patterns shall permit the highest possible current and future utilization of solar energy for space heating and cooling, in balance with the requirements of other planning policies.
4. Encourage development that takes advantage of natural conditions, such as microclimate, and utilizes renewable energy supplies, such as solar energy, to minimize nonrenewable and overall energy consumption.
5. Resource recovery facilities may serve as a valuable energy source. Their operation and refinement should be investigated by all metropolitan area jurisdictions. Source separation of recyclable materials from waste should be encouraged as a separate, related energy conservation measure.
6. Local jurisdictions and utilities shall examine methods of expanding existing residential, commercial, and industrial energy conservation programs. One potential method would be offering advice concerning the use of solar water heating systems.
7. Encourage medium and high density residential uses when balanced with other planning policies in order to maximize the efficient utilization of all forms of energy. The greatest energy savings can be made in the areas of space heating and cooling and transportation. For example, the highest relative densities of residential development shall be concentrated to the greatest extent possible in areas that are or can be well served by mass transit, paratransit, and foot and bicycle paths.
8. Commercial, residential, and recreational land uses shall be integrated to the greatest extent possible, balanced with all planning policies to reduce travel distances, optimize reuse of waste heat, and optimize potential on-site energy generation.
9. Encourage industrial activities that use the smallest relative amounts of nonrenewable energy.
10. Support efforts to develop industries that have a relatively high potential for utilizing renewable energy sources or waste heat.
11. Encourage the use and development of cogenerative and decentralized energy supplies for commercial and industrial purposes in an environmentally beneficial manner.

12. When practical, the government sector should take the lead in demonstrating and implementing:
  - a. Cost-effective use of renewable and decentralized energy sources, such as solar space and water heating systems.
  - b. Selection and efficient use of energy-saving vehicles.
13. Continue and encourage cooperation and communication between citizens; utilities; and local, state, and federal governmental entities concerning energy-related issues.
14. Encourage efforts at the state level to promote energy conservation, such as in the statewide building code; utilize renewable sources of energy; and develop equitable energy allocation systems.

## K. Citizen Involvement Element

Active, ongoing and meaningful citizen involvement is an essential ingredient to the development and implementation of any successful planning program. Citizens in the Eugene-Springfield metropolitan area have participated in and articulated their concerns on planning activities and decisions as individuals and through various private interest groups, community and neighborhood organizations, and citizen advisory committees.

A citizens' advisory committee was established for the 1990 Plan and was an integral part of that plan's development. The adopted 1990 Plan included a recommendation that a permanent "Citizens' Advisory Committee" be established. That recommendation was implemented by the three governing bodies when the Metropolitan Area Planning Advisory Committee was established. (MAPAC consists of 21 members, 7 from each jurisdiction.) MAPAC's responsibilities have included monitoring that use and implementation of the General Plan, serving as the L-COG advisory committee on natural resources, and reviewing and commenting on planning issues of metropolitanwide significance.

In recent years, citizens' advisory committees have also been established to provide the citizens' perspective on a wide variety of specific planning issues (e.g., Transportation, Greenway, Solid Waste Management).

This emphasis on citizen participation has been recognized at the state level where the Land Conservation and Development Commission adopted citizen involvement as a mandatory statewide planning goal. Eugene, Springfield, and Lane County, in accordance with LCDC's Citizen Involvement Goal, have each appointed committees for citizen involvement whose responsibilities include developing, monitoring, and evaluating the citizen involvement programs in their respective jurisdictions and recommending programs and techniques which will increase citizen participation.

For the purposes of this Metropolitan Area General Plan update, the three governing bodies designated MAPAC as the citizens' committee for coordinating and soliciting citizen input on the update process. MAPAC's functions included reviewing and evaluating the plan document, making recommendations on its various components, and developing and coordinating a citizen involvement program for the update process.

### Findings

1. The Eugene-Springfield metropolitan area has a history of encouraging and recognizing citizen involvement as an essential element in its planning program.
2. Citizens' advisory committees have been established to provide the citizens' perspective on a variety of metropolitanwide planning and related issues.
3. There is presently no readily identifiable and adopted comprehensive metropolitanwide citizen involvement program.

4. Springfield, Lane County, and Eugene each has a committee for citizen involvement in the planning process. There are also several citizen advisory committees involved with individual components of the process, such as housing and transportation planning.
5. MAPAC has been designated as the citizen organization for developing and conducting a citizen involvement program for the Metropolitan Plan update process.
6. The governing bodies have furthered their efforts at citizen involvement through the development and support of community neighborhood organizations, community surveys, citizen involvement advisory committees, and various media techniques for citizen involvement and education.
7. How effective the General Plan will be depends to a large extent upon how much support is provided by the metropolitan area residents in seeing that the Plan is implemented.
8. Successful plan development and implementation is dependent on a joint effort of citizens, public and semi-public agencies, and elected officials.
9. Benefits of an ongoing metropolitan area planning advisory committee to provide citizen perspective include an accumulation of knowledge and experience in the planning process.

### Goal

Continue to develop, maintain, and refine programs and procedures that maximize the opportunity for meaningful, ongoing citizen involvement in the community's planning and planning implementation processes consistent with mandatory statewide planning standards.

### Objectives

1. Promote and strengthen communication and coordination among various citizens' organizations; business, industrial, and other groups in the community; and between these groups and government.
2. Insure adequate opportunities and provide adequate support for citizen involvement in metropolitan planning and related issues.
3. Insure that the roles and responsibilities of the various citizen advisory committees remain effective and responsive vehicles for citizen involvement.
4. Maintain a permanent citizens' advisory committee to provide the citizen perspective on metropolitanwide planning issues.

## Policies

1. Maintain an ongoing metropolitan area planning advisory committee to the governing bodies of Springfield, Eugene, and Lane County to provide the citizens' perspective on major five-year updates, interim reviews, and Plan amendments; monitor and evaluate the use and implementation of the Metropolitan Plan; and review and comment on planning activities of metropolitanwide significance. The bylaws of the committee shall be approved by the three governing bodies.
2. Maintain and adequately fund a variety of programs and procedures for encouraging and providing opportunities for citizen involvement in metropolitan area planning issues. Such programs should provide for widespread citizen involvement, effective communication, access to technical information, and feedback mechanisms from policymakers. These programs shall be coordinated with local citizen involvement programs and shall be prepared on the metropolitan level by the metropolitanwide citizen planning advisory committee.
3. Improve and maintain local mechanisms that provide the opportunity for residents and property owners in existing residential areas to participate in the implementation of policies embodied in this Plan that may affect the character of those areas.



# **Chapter IV**





## CHAPTER IV: PLAN REVIEW, AMENDMENT, REFINEMENT, AND JURISDICTIONAL RESPONSIBILITY

In order for the Metropolitan Area General Plan to serve as an effective policy device to guide change and development, it must be adaptable to the changing circumstances and needs of the community.

Changes to the Metropolitan Area General Plan may occur: (1) as the result of periodic review in between major five-year updates and (2) amendments initiated by any one of the three governing bodies when such amendments are necessary to provide additional guidance.

There are two boundaries described in the Plan which are pertinent to the process of Plan review, amendments, refinements, and jurisdictional responsibility. These boundaries (defined in Glossary, Chapter V) are:

-- Urban growth boundary

-- Plan boundary

### A. Plan Review

Review and evaluation of the Plan should include an analysis of goals, objectives, and policies to determine whether or not they are being attained and implemented and a review of the basic assumptions, data, and findings to identify changes in circumstances that may have occurred. The 1990 Plan recommended annual reviews with major updates every five years. However, two reviews actually occurred prior to the first five-year update.

In retrospect, annual review of the General Plan appears to have been overly ambitious. Because the General Plan undergoes a major update every five years, a single review midway between updates would be more realistic and can be supported for the following reasons: (1) Adequate time is needed to work with the Plan and develop potential areas for review; (2) the data to conduct a review must be readily available, and more frequent reviews do not allow time to gather necessary data; (3) a review is a major undertaking and, given other ongoing planning activities, it is questionable if the local governing bodies can commit the financial and staff resources for more frequent reviews; (4) governing bodies do not have the time to consider Plan reviews on such a frequent schedule; and (5) there is another process available (amendments initiated by governing bodies or citizens) for carrying out needed changes to the Metropolitan Area General Plan.

Reviewing the Metropolitan Area General Plan midway between five-year updates leaves only a two-year period between major updates and review. With this level of periodic scrutiny, the Plan can remain current and consistent with the changing character and needs of the community.

## **B. Plan Amendment**

Plan amendments may be generated by any of three governing bodies. Citizens may initiate amendments by proposing changes to the appropriate implementing jurisdiction subject to the approval of that jurisdiction. Such amendments may be determined appropriate because of changing circumstances and the needs of the community since the adoption of the Plan. Recognizing that amendments to the Metropolitan Area General Plan may occur, the three governing bodies have developed and adopted a uniform procedure for considering such changes.

There are two types of Plan modifications:

1. Amendment of the Plan text and its diagram; and
2. Amendments to the General Plan through refinement plans or subarea plans with boundaries which interface with the General Plan.

A clear understanding of the amendment procedure is important to avoid confusion by the public at large, as well as elected and appointed officials. This procedure includes a method for amendment of the Plan boundary between Eugene, Springfield, and Lane County and incorporates a process by which full participation by the three Planning Commissions and their governmental bodies occurs.

The major elements of this procedure are:

1. Each local governing body may initiate an amendment to the General Plan.
2. The amendment is referred to the other two governing bodies and affected local agencies for review and comment, and the initiating jurisdiction conducts public hearings. The other two jurisdictions have the option to conduct hearings on the amendment. If consensus on the amendment is reached, the L-COG Board ratifies the change.
3. If consensus is not reached, there is an agreed upon procedure for conflict resolution which is included in this Plan as Appendix A.

In addition to established time frames and procedures for reviewing and amending the Metropolitan Area General Plan, it is also necessary to provide for refinements to the Plan. Refinements are necessary in certain geographical portions of the community where there is a great deal of development pressure (e.g., the River Road-Santa Clara area), or they are necessary for certain special purpose or functional elements where more specificity is needed (e.g., Energy Management Plan). Refinement studies must be consistent with the Metropolitan Area General Plan or they may identify the need for amendments to the Plan.

### **C. Plan Refinement**

The Metropolitan Area General Plan is a long-range public policy document which establishes the broad framework within which Eugene, Springfield, and Lane County base coordinated land use decisions. While the General Plan is the basic guiding land use policy document, it is not the only such document; it can be augmented by more detailed refinement plans, programs, and policies. The relationship between the Metropolitan Area General Plan and refinement plans, such as neighborhood or community plans and policies, is explained more fully in Chapter I. All refinement plans and policies must be consistent with the General Plan; and should inconsistencies occur, the General Plan is the prevailing policy document.

Refinement plans establish more detailed public policy direction and are subject to established public review and adoption processes. "Refinement Plan" and "Refinement Planning Process" are also defined in the Glossary, Chapter V.

### **D. Jurisdictional Responsibility**

Eugene, Springfield, and Lane County agree to share responsibility within the Plan boundary for all Plan amendments according to provisions in Chapter IV. Lane County has responsibility for implementing the Plan between city limits and the Plan boundary. The Cities of Eugene and Springfield have responsibility for implementing the Plan within their respective city limits.

### **Findings**

1. If the Metropolitan Area General Plan is to maintain its effectiveness as a policy guide, it must be adaptable to the changing needs and circumstances of the community.
2. In between major five-year updates, changes to the Plan may occur through periodic review and amendment or amendments initiated by the governing bodies.
3. Certain geographical and special purpose or functional refinements to the Plan are necessary.

### **Goal**

Ensure that the Metropolitan Area General Plan is responsive to the changing conditions, needs, and attitudes of the community and is fully integrated with surrounding subarea plans.

## Objectives

1. Maintain a schedule for monitoring, reviewing, and amending the Metropolitan Area General Plan so it will remain current and valid.
2. Maintain a current land use and parcel information base for monitoring and updating the Metropolitan Area General Plan.
3. Prepare refinement and functional plans that supplement the Metropolitan Area General Plan.

## Policies

1. Major Plan updates shall be initiated every five years with participation by the metropolitan area planning advisory committee; the planning commissions of the metropolitan area; and the governing bodies of Springfield, Eugene, and Lane County. Updates should include at least the following:
  - a. Developing new basic information and statistical data.
  - b. Reviewing and testing validity of existing findings, basic research information, and statistical data.
  - c. Testing projections and assumptions and establishing new projections and assumptions.
  - d. Reevaluating and possibly changing or modifying basic concepts, goals, and policies.
  - e. Evaluating the means of implementation and their effectiveness and proposing changes or establishing new implementation techniques.
  - f. Conducting public hearing(s) by the planning commissions and governing bodies on all recommended additions and amendments or alterations to the Plan.
2. The Metropolitan Area General Plan should be reviewed midway between major five-year updates, and this review should be conducted by the metropolitan area planning advisory committee, planning commissions, and governing bodies. The review should include at least the following:
  - a. Evaluation of progress in the implementation of the Plan, with special emphasis on the extent to which the community is moving towards the attainment of goals and objectives and the extent to which the policies are being followed or developed.
  - b. General review of the findings as they may relate to any new data.
  - c. Studies and plans that may be appropriate in light of identified changes.

3. In addition to the review and five-year update of the Metropolitan Area General Plan, refinement studies should be undertaken for individual geographical areas and special purpose or functional elements, as determined appropriate by each governing body.
4. A special review, and if appropriate, Plan amendment, shall be initiated if changes in the basic assumptions of the Plan occur. Examples of basic changes and assumptions include additions or changes in the institutional structure of the governmental bodies affected by the Metropolitan Plan and changes in public demand for certain housing types that in turn may affect the overall inventory of residential land.
5. The geographic information data base shall be maintained on a regular basis.
6. Land use and density allocations in neighborhood or community plans shall be consistent with the Metropolitan Area General Plan. Approval of a difference that might have an effect on a metropolitan scale shall be contingent on an amendment to the General Plan.
7. The process identified in Appendix A of this Plan shall govern conflict resolution among the three jurisdictions.
8. Any plan developed by one of the three governing bodies to refine the General Plan shall be referred to the other two bodies for determination as to its definition as:
  - a. A refinement plan which does not conflict with the General Plan, even though it may affect more than one unit of government, or
  - b. An amendment to the General Plan which requires change to the General Plan, in which case amendment procedures shall be followed.
  - c. If any one of the three governing bodies determines a refinement plan to be an amendment, such plan shall be subject to the General Plan amendment procedures in Appendix A.



# **Chapter V**





## CHAPTER V: GLOSSARY

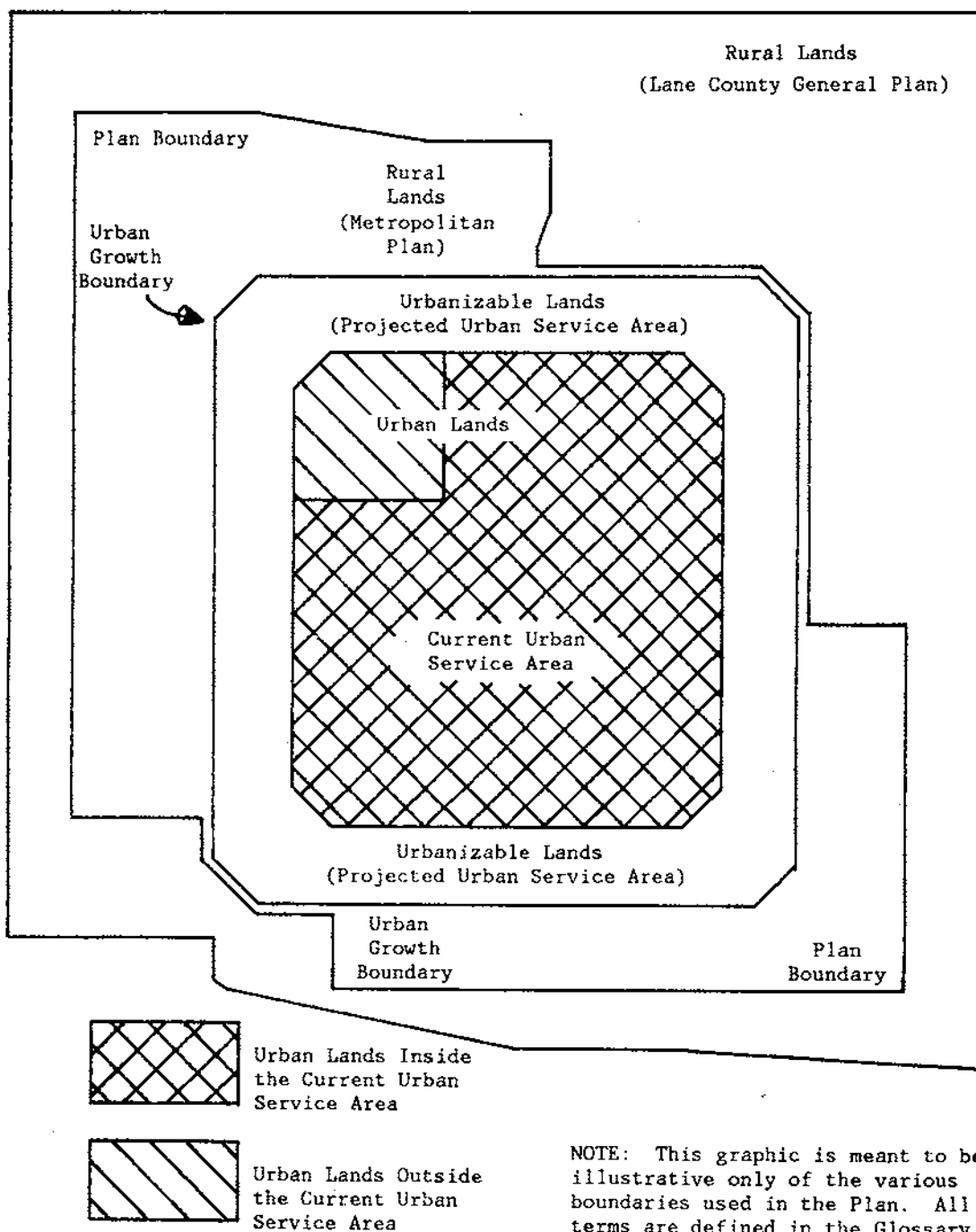
The purpose of the Glossary is to define commonly used terms, as used in the Metropolitan Area General Plan.

1. Assumption: A position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.
2. Density, gross: The number of dwelling units and area in auxiliary uses, such as dedicated roads, parks, and public facilities, per acre of land.
3. Density, net: The number of dwellings units per acre of land in actual residential use; in other words, excluding dedicated roads, parks, and public facilities.
4. Duplex dwelling unit: A duplex dwelling unit is a two-unit structure having a common wall between the dwelling units.
5. Finding: Factual statement resulting from investigations, analysis, or observation.
6. Goal: 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.
7. Key urban facilities and services: Those public facilities and services important to urban development. They are primarily planned for by local government and are provided within the current urban service area and as listed in the policies in Chapter II pertaining to "Growth Management" and the "Urban Service Area."
8. Mobile home: A dwelling unit designed to be commercially transportable on the public highways that has sleeping, cooking, and plumbing facilities and is intended for permanent human occupancy. This does not include camping or vacation trailers or recreational vehicles.
9. Mode: The transportation system used to make a trip, such as automobile, transit, pedestrian, bicycle, or paratransit.
10. Multiple-family dwelling unit: A multiple-family dwelling unit is a dwelling unit in a structure having three or more units. It can be a condominium, townhouse, row house, triplex, or apartment. Use of the term multiple-family does not necessary connote rental.
11. Objective: 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.

12. Paratransit: The various types of ride sharing programs such as carpooling, vanpooling, taxi service, and subscription bus service.
13. Plan boundary: Defines that area shown on the Plan diagram that includes Springfield; Eugene; and unincorporated urban, urbanizable, rural, and agricultural lands exclusive of areas encompassed in the Lane County General Plan. (Note: Assumes boundaries between the area of the Metropolitan Plan and the Lane County General Plan will coincide.)
14. Plan diagram: A graphic depiction of: (a) the broad allocation of projected land use needs in the metropolitan area and (b) the goals, objectives, and recommendations embodied in the text and elements of the Plan. Some of the information shown on the diagram includes land use categories, the urban growth boundary, major transportation corridors, and Willamette River Greenway boundaries.
15. Policy: Statement adopted as part of the Plan to provide a specific course of action moving the community towards attainment of its goals. Due to budget constraints and other activities, all policies cannot be implemented at the same time. Generally, those with metropolitanwide implications should receive priority consideration.
16. Redevelopable land: Complete tax lots or portions of tax lots which, due to their characteristics, have high potential for redevelopment at a more intensive use. These characteristics might have one or more of the following:
  - a. Low improved value to land value ratio
  - b. Poor physical condition of the improvement
  - c. Low improved value
  - d. Large size
  - e. Higher zoning potential (indicator of adjacent uses)
17. Refinement plan: Refinement plans are a detailed examination of the service needs and land use problems peculiar to a particular area. Refinements to the General Plan can include specific neighborhood or community plans or special purpose or functional plans (such as water, sewer, or transportation plans). In addition, refinement plans can be in the form of major planned unit developments, annexation and zoning applications, or other special area studies.
18. Refinement planning process: Refinement plans are developed through a process which includes at least the following elements: a predetermined citizen involvement process, preestablished policy direction in locally adopted planning documents, and a planning commission and elected official process. In some cases, these processes would have to be expanded to include review and involvement by citizens and appointed and elected officials.

19. Riparian: Located on the edge of a river or other body of water.
20. Rural lands: Rural lands are those which are outside the projected urban service area and are: (a) nonurban agricultural, forest, or open space lands or (b) other lands suitable for sparse settlement, such as small farms or acreage homesites, with no or hardly any public services and which are not suitable, necessary, or intended for urban use (refer to graphic on page V-4). See also Chapter II, Section E, for a further description of forest lands and agricultural areas, as separately depicted on the Plan diagram.
21. Single-family dwelling unit: A single-family dwelling unit is a single-family detached structure on an individual parcel.
22. Underdeveloped land: The vacant or agricultural portion of land on tax lots having more than one land use.
23. Underutilized human resources: Persons who are: (a) unemployed, (b) employed part-time but want to work full-time, or (c) in positions that do not fully utilize their skills.
24. Undeveloped land: Complete tax lots which are vacant or used for agricultural purposes.
25. Urban growth boundary: A site-specific line, delineated on a map or by written description, that separates the projected urban service area from rural land (refer to graphic on page V-4).
26. Urban lands: Urban lands are those places or areas which include an incorporated city. They may also include areas adjacent to and outside an incorporated city that: (a) have supporting public facilities and services and/or (b) have concentrations of people who generally reside and work in the area. Such concentrations include: (a) an average of one or more dwelling units per gross acre or (b) subdivided and/or partitioned parcels averaging not over 1/3 acre (refer to graphic on page V-4).
27. Urban service area, current: The actual geographic portion of the metropolitan area designated as urban land and in which the minimum level of key urban facilities and services are available or imminent (refer to graphic on page V-4).
28. Urban service area, projected: The estimated geographic urbanizable area within which a full range of urban services will need to be extended or provided to accommodate urban development needs by a designated future point in time. It is primarily determined by population, land use, and economic projections. Periodic adjustments to these projections are necessary to reflect changing conditions and more recent data (refer to graphic on page V-4).

29. Urbanizable land: Urbanizable lands are those lands or areas within the urban growth boundary which: (a) are determined to be suitable for future urban uses, (b) will be served by urban services and facilities when converted to urban, and (c) will be needed to accommodate future development, within the planning period; i.e., a metropolitan population of 293,700 (refer to graphic below).



## **APPENDIX A: PROCEDURE FOR AMENDMENT OF THE GENERAL PLAN**

### **1. Initiation of Amendment**

Each local jurisdiction (Eugene, Lane County, Springfield) may initiate an amendment to the General Plan. A proposed amendment shall be referred to the other two jurisdictions by the initiating jurisdiction. The initiating jurisdiction shall conduct public hearings on the proposed amendment at both planning commission and governing body level. Local jurisdictions shall have the option of establishing procedures for citizen participation (e.g., referral to neighborhood groups as required by local policy, etc.)

### **2. Consensus Amendment**

All three jurisdictions may, but shall not be required to, conduct joint or simultaneous hearings. In the event all three planning commissions and all three governing bodies adopt an identical amendment, the Lane Council of Governments (hereafter L-COG) Board shall be required to ratify the amendment without further action by any of the jurisdictions.

### **3. Amendment by Initiating Jurisdiction**

If consensus to amend the Plan in identical fashion is not reached (Step 2) by all three jurisdictions, the governing body of the initiating jurisdiction shall have the authority to adopt the amendment on behalf of that jurisdiction. Adoption of the amendment would not become final until 30 days after action is taken.

### **4. Referral of Amendment**

Upon action by a local jurisdiction on a proposed amendment, copies thereof shall be forwarded to the other jurisdictions and to the Metropolitan Area Planning Advisory Committee (hereafter MAPAC), which bodies would have 30 days thereafter to respond to the amendment. Response may be a form of overt concurrence, silence, or dissent. In the event none of the reviewing bodies dissent, the amendment shall immediately be forwarded to the L-COG Board for ratification and inclusion in the Metropolitan Plan at the expiration of the 30-day period. In the event of dissent by any of the reviewing bodies, procedures thereafter shall be in accordance with paragraphs 5, 6, and 7 hereafter set forth.

**5. Action on Dissent (First Stage)**

If a local body or MAPAC objects to an amendment adopted by one of the local jurisdictions, it shall so notify the local jurisdiction sponsoring the amendment within the 30-day period. Thereafter, the objecting body and the sponsoring local jurisdiction shall schedule a joint meeting for the purpose of discussion of the amendment. Such joint meetings shall occur at the planning commission level, the governing body level, or both, depending upon the circumstances in each specific case. If resolution of the objection(s) is reached, the amendment shall be forwarded to the L-COG Board for ratification and incorporation into the Metropolitan Area General Plan. If the joint meeting process results in substantial modifications to the amendment, as adopted by the local jurisdiction, such body shall conduct new hearings on the amendment, as modified, and if approved, forward the modified amendment to the other local jurisdictions and MAPAC for their consideration. If the objection(s) cannot be resolved through the joint meeting process, resolution thereof shall move to the second stage.

**6. Action on Dissent (Second Stage)**

If the individual jurisdictions involved in an amendment to the Metropolitan Plan are unable to resolve the objection(s) concerning an amendment through joint meetings, the matter shall be referred to a tri-agency appeals board (hereinafter referred to as Appeals Board) to be established by a joint resolution of Lane County, the City of Eugene, and the City of Springfield.

The Appeals Board shall consist of the following members:

- a. The Mayor of the City of Eugene
- b. The Mayor of the City of Springfield
- c. A representative of the Board of Lane County Commissioners.

If the Appeals Board approves an amendment to the Metropolitan Plan, the amendment shall be forwarded to the L-COG Board for ratification and incorporation into the Metropolitan Plan.

**7. Appeal From L-COG Board Decision (Third Stage)**

In the event any local jurisdiction does not agree with the decision rendered by the Appeals Board, the local jurisdiction may appeal the decision to the Land Conservation and Development Commission. At this stage, the appellant must demonstrate that the decision of the Appeals Board violates the state goals and guidelines. Appeals to the State Land Use Board of Appeals must be submitted within 30 days from the date the decision of the Appeals Board is rendered.