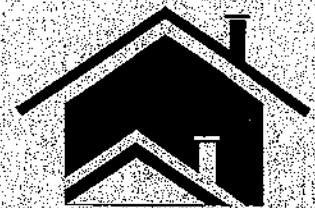


**Eugene-Springfield Metropolitan Area  
Residential Land and Housing Study**

**Citizen Advisory Committee  
Policy Recommendations Report**

January 1998



## Acknowledgments

The Policy Recommendations Report was prepared by the Eugene/Springfield Residential Land and Housing Study Citizen Advisory Committee. Primary staff assistance was provided by an intergovernmental staff team including representatives from the City of Eugene, the City of Springfield, Lane County, and the Lane Council of Governments.

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Preparation of this report was financed through grants to LCOG from the State of Oregon, Department of Land Conservation and Development. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

**Eugene-Springfield Metropolitan Area  
Residential Land and Housing Study**

**Citizen Advisory Committee  
Policy Recommendations Report**

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January 1998



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# Executive Summary

## Background

The purpose of the Metropolitan Residential Land and Housing Study is to update the Residential Land Use and Housing Element of the *Eugene/Springfield Metropolitan Area General Plan (Metro Plan)*. The update must comply with state land use law, the goal of which is “to provide for the housing needs of citizens of the state.”

The study was conducted by an inter-jurisdictional staff team and was guided by a Citizen Advisory Committee (CAC) appointed by the three local jurisdictions. The CAC has spent the last two years learning about residential lands and housing issues, trends, and policies; developing residential land supply and demand assumptions; and creating recommendations for *Metro Plan* amendments that respond to changing conditions and local issues.

The CAC recommendations contained in this report will be reviewed by local citizens and the appointed and elected officials of Eugene, Springfield, and Lane County. The public review and adoption process with a tentative schedule is graphically presented on page 4 of this report.

## Findings and Recommendations Highlights

The Policy Recommendations Report contains findings, policies, and suggested implementation measures in the following topic areas:

Land Supply and Demand	Housing Type and Tenure
Residential Density	Design and Mixed Use
Existing Housing Supply	Affordable, Special Needs, and Fair Housing
Coordination	

The findings, policies, and suggested implementation measures were organized by the topic areas for the report. Below is a list of the key findings from the study and policies, which exemplify the proposed policy direction.

### Significant Findings

- The metropolitan study area population is projected to be in the range of 291,000-311,000 in the year 2015, an increase of between 87,000 and 107,000 persons from the 1990 population of 204,359. This projected metro study area population increase translates into the need for an additional 40,000-49,000 new housing units in the Eugene/Springfield urban growth boundary (UGB) by the year 2015.
- Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?*, a larger share of the future population will be composed of smaller, older, and less-affluent households. This will alter housing market

demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.

- This analysis indicates that there is sufficient buildable land within the UGB to accommodate the 40,000 to 49,000 new housing units. In fact, the buildable land supply exceeds the demand for high-, medium-, and low-density designated land. For a more detailed discussion of the supply and demand analysis see Section IV, Summary of Residential Land Supply and Demand Analysis of the Policy Recommendations Report. This supply and demand analysis is based on the following assumptions:
  - Buildable land is land that is not affected by floodway, significant and protected wetlands, wetland mitigation sites, major powerline easements, and buffers along Class A and B streams and ponds.
  - Some of the demand for new housing units will be met by existing buildable low-density lots, infill, and redevelopment.
  - Approximately 32 percent of the buildable residential land will be used for nonresidential uses such as churches, day care centers, parks, streets, etc. This land was subtracted from the buildable land supply.
  - To meet the future housing needs of the community, 40% of the additional needed housing units will be single-family, detached; 12% single-family, attached; 35% multi-family, and 13% manufactured dwelling in parks.
  - Density assumptions are similar to those in the adopted *Metro Plan* except for single-family, detached in low density, which was lowered based on past trends and multi-family in low density, which was raised based on past trends and proposed implementation measures.
- In 1995, approximately 28% of the buildable residential land supply did not have public services, primarily sanitary sewer. Of this total, 1136 acres or 12% will not be served for ten or more years; 521 acres (5.5%) in five to ten years; 476 acres (5%) in three to four years, and 520 acres (5.5%) in one to two years
- At the present time, adopted *Metro Plan* targeted residential densities for *new* development are not being achieved. The *Metro Plan* assumes a *net density*<sup>1</sup> of 8.57 *dwelling units per acre (du/acre)* (note: translation from 6 units per gross<sup>2</sup> acre) for *new* development over the planning period. For *new* dwelling units constructed during 1986 to 1994, the net density was 7.05 du/acre based on the Lane County geographic information system. The estimated average *overall* residential net density

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1 Density (net): The number of dwelling units per acre of land in residential use, excluding dedicated streets, parks, sidewalks, and public facilities.

2 Density (gross): The number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public rights-of-way.



for all residential development has climbed from 5.69 dwelling units per acre in 1986 to 5.81 du/acre in 1994.

- Substantial and continued federal funding reductions in housing assistance are increasing the burden on local governments and the next 20 years are expected to see increased need for low- to moderately priced housing.

### **Significant Policies**

- Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- Endeavor to provide key urban services and facilities to maintain a five-year supply of serviced, buildable residential land.
- Reevaluate the residential land supply and projected housing demand and take measures to bring them into balance if, at any time, the residential land supply drops below the 20-year demand.
- Promote higher residential density inside the UGB to utilize existing infrastructure, improve the efficiency of public services and facilities, and conserve rural resource lands outside the UGB.
- Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on existing and historic neighborhoods.
- Develop a wider range of zoning options, such as new zoning districts, to integrate a mix of uses and fully utilize existing Metro Plan density ranges.
- Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.
- Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- Consider public purposes such as low- and very low-income housing when evaluating UGB expansions.

- Consider the unique housing problems experienced by special needs populations,<sup>3</sup> including the homeless, through review of local zoning and development regulations, other codes, and public safety regulations to accommodate these specialized needs.

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<sup>3</sup> Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

# Section I

## Introduction

This report presents the recommendations to update the Residential Land Use and Housing Element of the *Eugene/Springfield Metropolitan Area General Plan*. It is one of five documents created as part of the Residential Land and Housing Study. The other supporting documents include the September 1997, *Preliminary Draft Policy Recommendations Report*; the May 1997, *Draft Policy Analysis*; the April 1997, *Draft Site Inventory Document*, which contains characteristics of the larger residential sites; the June 1997 *Supply and Demand Technical Analysis*; and the *Eugene-Springfield Metropolitan Residential Land and Housing Study Citizen Advisory Committee Minutes* (1995-1997).

This section of the report provides information on the purpose and context of the Residential Land and Housing Study. There is also a description of the citizen involvement process to date and the local adoption process. A summary of the supply and demand analysis, which was the basis for many of the findings, is also contained in this section.

### **What is the Purpose of the Residential Land and Housing Study?**

The purpose of this Study is to update the residential land supply, housing demand and needs analysis; and the policies related to the residential land and housing in the *Eugene/Springfield Metropolitan Area General Plan* or *Metro Plan*. Conducting the supply and demand analysis provides information as to whether there is sufficient residential land to meet the housing needs of the projected 2015 urban growth boundary (UGB) population. The policies serve as a guide for local jurisdictions in planning to accommodate future residential development, in balance with other land uses, to meet the housing needs of the existing and projected population.

### **What are the *Metro Plan* and Periodic Review?**

The *Metro Plan* is the area's long-range, comprehensive land use plan that contains the vision for the future of the Eugene-Springfield community. The Plan accomplishes this vision by establishing general planning policies and land use allocations. It serves as the basis for the coordinated development of programs concerning the use and conservation of physical resources; provision of public services and facilities; and development and redevelopment of the metro area.

The *Metro Plan* was acknowledged by the Oregon Land Conservation and Development Commission (LCDC) in 1982. As part of the state planning guidelines, the *Metro Plan* is periodically reviewed to ensure that it is consistent with new laws and rules and that it addresses changing local conditions. This process is referred to as **Periodic Review**. The last Periodic Review of the *Metro Plan* was completed in 1987. The Residential Land and Housing Study is one of the work tasks included in the current *Metro Plan* Periodic Review Work Program, approved by the Oregon Department of Land Conservation and Development (DLCD) in May 1995.

This study responds to State Planning Goal 10, "To provide for the housing needs of citizens of the state." Goal 10, and its accompanying administrative rules, set out a process to estimate future housing needs and to provide an analysis of the supply and demand for residential land that will be needed to accommodate growth. Cities are required to maintain a 20-year supply of residential land within their UGBs, based on a comprehensive housing needs assessment.

### **How Were These Recommendations Decided?**

A public involvement plan was developed by staff and approved by the Joint Planning Commission (JPCC). This plan provided for the following activities: creation of a Citizen Advisory Committee (CAC); presentations to civic groups and professional organizations; direct mailing of newsletters, CAC agendas, and meeting notices to an interested parties mailing list; two public events; and public hearings.

In summer 1995, an 11-member CAC was approved by elected officials of Eugene, Springfield, and Lane County to guide the study, including citizen involvement. The CAC is made up of a group of people that represent a variety of community and business interests that relate to housing in the Eugene-Springfield metropolitan area. This group met on a regular basis over a two-year period. All meetings were advertised and open to the public. Their major activities were:

- Provided direction on the analysis of residential land and housing supply and demand analysis;
- Discussed barriers to affordable housing;
- Reviewed local, state, and national residential market trends;
- Reviewed and commented on *TransPlan's* nodal development concept;
- Identified, discussed, and prioritized specific land use and housing trends and issues;
- Hosted a community forum attended by about 50 local citizens;
- Recommended assumptions for future structure type mix and density; and
- Developed preliminary policy and implementation measure recommendations;
- Hosted a community workshop to obtain input from the community on the preliminary recommendations;
- Revised preliminary findings, policies and implementation measures based on input from the public and local appointed and elected officials.

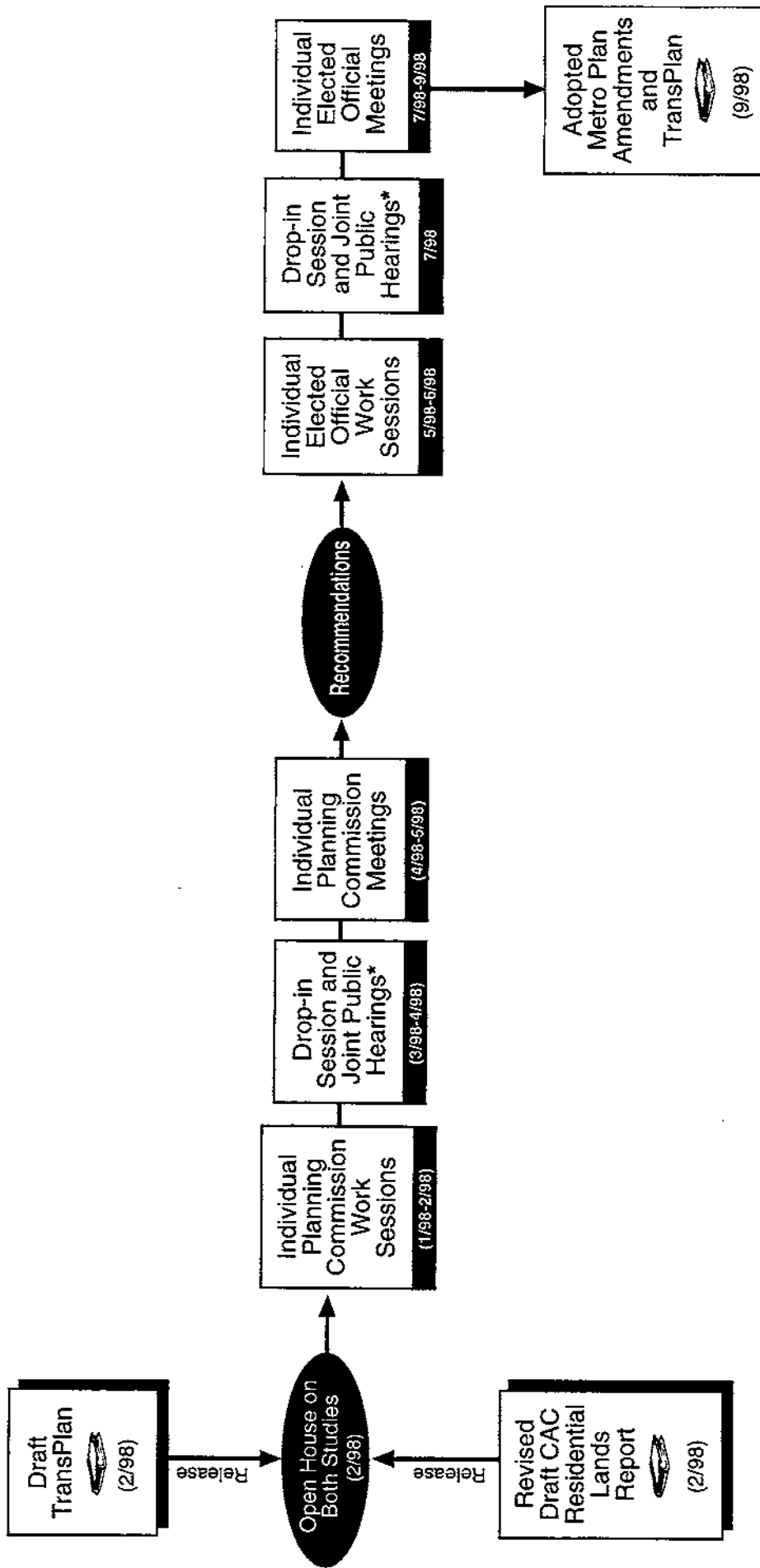
### **What is the Adoption Process and How Can Citizens Comment?**

This report represents the recommendations of the Residential Land and Housing Study Citizen Advisory Committee for review by citizens and local appointed and elected officials. On the following page is a graph that presents an overview of the adoption process and tentative schedule. The adoption of the Residential Land and Housing Study Recommendations will be coordinated with the adoption of the Eugene-Springfield Transportation System Plan (*TransPlan*). As indicated, there will be an open house at which citizens can come and learn about the two studies and make comments. There will be a joint public hearing before the Eugene, Springfield, and Lane County Planning Commissions where citizens can submit oral or

written testimony. After the public hearing, the Planning Commissions' *Metro Plan* Amendments and Draft Study Recommendations will be released to the public and forwarded to elected officials who will also hold a joint public hearing. Again, citizens can submit oral or written testimony at the joint public hearing. After elected officials have adopted the plan amendments, the recommendations will be forwarded to the LCDC for acknowledgment. (See following Public Review and Adoption Process Chart.)

# Coordinated Public Review and Adoption Process for TransPlan and the Metropolitan Residential Land and Housing

December 1997



\*Individual jurisdictions may hold additional public hearings.

## How Does This Study Relate To Other Metropolitan Studies

This study will be coordinated with other related studies through the adoption process. Other studies, such as the Springfield Commercial Lands Study, Eugene Growth Management Study, and *TransPlan*, are underway now. In fact, the Draft *TransPlan* Policy Recommendations Report will also be released in early 1998. Consequently, staff is coordinating the public review and adoption processes of these two studies.

Decisions made in other studies such as the Springfield Commercial Lands Study and the Eugene Growth Management Study could impact the residential land supply, policies and suggested implementation measures in the Residential Land and Housing Study. As a result, staff is keeping abreast of decisions made in these studies to ensure the consistency of policies for the metro area.

## How is the Policy Recommendations Report Organized and How will it be Used?

This report is organized into several sections and includes the following.

- A findings and recommendation section that presents:
  - Findings that support the policy recommendations,
  - A goal statement, and
  - Recommended policies and suggested implementation measures;
- Other recommended amendments to the *Metro Plan*, primarily amendments to the *Metro Plan Glossary*;
- A summary of the residential land supply and demand analysis;
- A glossary containing planning terms used in the report;
- Appendices
  - Existing *Metro Plan* findings, goal, policies, and objectives;
  - An analysis of state policy direction;
  - *What Is The Market Demand For Residential Real Estate In Eugene/Springfield?*  
This report, produced by ECONorthwest and Leland Consulting Group, describes the housing needs analysis that was conducted for the Eugene/Springfield metro area.
  - A list of the local responses to existing *Metro Plan* Residential Land and Housing policies and objectives.

The **findings, policy recommendations, and additions to the Glossary** from this Study, as revised based on public review, will be adopted as amendments to the *Metro Plan*. The **suggested implementation measures** are not recommendations to amend the *Metro Plan*, but are action-oriented tasks suggested to be undertaken to implement the policy and move toward achieving the goals set forth in the *Metro Plan*.





## Section II

# Recommended Metro Plan Amendments and Suggested Implementation Measures

### Introduction

The following section contains the goal, findings, policy recommendations, and suggested implementation measures. The findings are current and future trends from which recommended policy changes are based. **The findings and recommended policies, if adopted, will replace the existing *Metro Plan Residential Land Use and Housing Element* findings, objectives, and policies.** The revised draft has eliminated the objectives. Over the years, there has been confusion about their status as they at times read as policy statements. Also, other planning and policy documents developed in the metro area have not included objectives. Appendix A, which contains the existing *Metro Plan* text, notes how the existing objectives have been included in new policy direction. The suggested implementation measures will not become part of the *Metro Plan* but will remain in the *Residential Land and Housing Study Policy Recommendations Report*. Each jurisdiction will determine what implementation measures it will use to carry out the policies.

The findings, policy recommendations, and suggested implementation measures are organized by categories. The major categories include:

- **Residential Land Supply and Demand;**
- **Residential Density;**
- **Housing Type and Tenure;**
- **Design and Mixed Use;**
- **Existing Housing Supply and Neighborhoods;**
- **Affordable, Special Need, and Fair Housing; and**
- **Coordination.**

The Residential Land Use and Housing Element of the *Metro Plan* contains only one goal that will remain as it now exists. This goal reads:

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

## Residential Land Supply and Demand

### Findings

- Finding 1. By 2015, the Eugene-Springfield Metropolitan Study Area is projected to reach a population of between 291,000 and 311,000. This represents an increase of between approximately 87,000 and 107,000 persons from the 1990 population of 204,359.
- Finding 2. Average household size has been declining both nationally and locally due to a variety of factors. This trend will result in the need for more dwelling units to house population growth.
- Finding 3. Based on the 2015 projected population and average household size, there is a need for between 40,000 and 49,000 new housing units in the Eugene-Springfield UGB boundary between 1992 and 2015.
- Finding 4. There is sufficient buildable residential land to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential land demand in all residential categories. By 2002, there will be a 20-year supply of residential land remaining inside the UGB, approximately 4,674 acres. This assumes land is consumed evenly over the period.
- Finding 5. Most of the buildable residential land is located on the outer edge of the UGB. Some of the buildable residential land has development constraints such as wetlands, floodplain, hydric soil, steep slopes, and service limitations. These development constraints will affect either the cost, density, or timing of development.
- Finding 6. In 1995, approximately 28 percent of the buildable residential land supply did not have public services, primarily sewer. Of this total, 1,136 acres or 12 percent will not be served for ten or more years; 521 acres (5.5 percent) in five to ten years; 476 acres (5 percent) in three to four years, and 520 acres (5.5 percent) in one to two years.
- Finding 7. In the aggregate, nonresidential land uses consume approximately 32 percent of buildable residential land based on staff analysis. These nonresidential uses include churches, day care centers, parks, streets, schools, and neighborhood commercial, etc.
- Finding 8. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger,

single-family lots that have surplus vacant land or passed over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land uses, such as parking lots and single-family dwellings are being replaced with higher density, multi-family development.

- Finding 9. Since the last Periodic Review of the *Metro Plan* in 1987, there have been only two minor expansions of the UGB for residentially designated land. Each was under one acre in size.
- Finding 10. The UGB defines the extent of urban building and service expansion over the planning period. There are geographic and resource constraints that will limit expansion of the UGB in the future. At such time that expansion is warranted, it will be necessary to cross a river, develop agricultural land, or cross over a ridge where the provision of public services and facilities will be expensive.
- Finding 11. Since adoption of the *Metro Plan*, the supply of residential lands has been negatively affected (diminished) due to federal, state, and local regulations to protect wetlands, critical habitat of endangered/threatened species, and other similar natural resources. This trend is likely to continue in order to meeting future Goal 5 and stormwater quality protection requirements.

## **Policies**

- Policy 1. Encourage the consolidation of residentially zoned parcels to facilitate development and redevelopment of such parcels.
- Policy 2. Residentially designated land within the UGB should be zoned consistent with the *Metro Plan* and applicable plans and policies; however, existing agricultural zoning can be continued within the area between the city limits and the UGB.
- Policy 3. Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- Policy 4. Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.
- Policy 5. Develop a monitoring system that measures land consumption, land values, and housing development on an annual basis.

- Policy 6. Reevaluate the residential land supply and projected housing demand and take measures to bring them into balance if, at any time, the residential land supply drops below the 20-year demand.
- Policy 7. Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.

### ***Suggested Implementation Measures***

- Measure 1. Review and modify existing zoning and development codes to ensure that nonresidential uses allowed outright in residential zones are the best use of residential land.
- Measure 2. Develop an ongoing monitoring system that measures land consumption and land price and compares the remaining supply with projected housing demand.
- Measure 3. Establish redevelopment and infill strategies.
- Measure 4. Encourage the State of Oregon to end tax deferrals for farm land upon annexation and evaluate tax deferrals for farm land in the UGB.
- Measure 5. Amend zoning districts to allow agricultural use prior to development.
- Measure 6. Discourage urban development outside the urban growth boundary. Encourage farm land owners to continue farm use outside and adjacent to the UGB for open space and develop strategies to maintain such uses.
- Measure 7. Explore funding mechanisms such as adding to permit fees or contributions from the private sector, to develop a monitoring system that measures land consumption, land values, and housing development.

## Residential Density

### Findings

- Finding 12. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down.
- Finding 13. At the present time, adopted *Metro Plan* targeted residential densities for new development are not being achieved. The *Metro Plan* assumes a net density<sup>4</sup> of 8.57 units per acre (note: translation from 6 units per gross acre<sup>5</sup>) for new development over the planning period. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 du/acre based on the Lane County geographic information system (GIS). The estimated average overall residential net density for all residential development has climbed from 5.69 dwelling units per acre in 1986 to 5.81 du/acre in 1994.
- Finding 14. Both Springfield and Eugene have adopted smaller minimum lot size requirements to allow increased density in low-density residentially designated areas. Even so, density in low-density residentially designated areas does not routinely achieve the higher range of low density zoning (near 10 du/gross acre) due to the current market and the area requirements for other site improvements such as streets.
- Finding 15. The idea of offering incentives (e.g., reduced parking requirements, tax abatements) for increased density has not been completely successful in this metro area. In areas where some increase in density is proposed, there can be neighborhood opposition.

### Policies

- Policy 8. Establish density ranges in local zoning and development regulations that are within the broad density categories of this plan.
- Low density: Through 10 dwelling units per gross acre (translates to 14.28 units per net acre)
  - Medium density: Over 10 through 20 dwelling units per gross acre (translates to 14.28 through 28.56 units per net acre)

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4 Density (net): The number of dwelling units per acre of land in residential use, excluding dedicated streets, parks, sidewalks, and public facilities.

5 Density (gross): The number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public rights-of-way.

- High density: Over 20 dwelling units per gross acre (translates to over 28.56 units per net acre)
- Policy 9. Promote higher residential density inside the urban growth boundary to utilize existing infrastructure, improve the efficiency of public services and facilities, and conserve rural resource lands outside the urban growth boundary.
- Policy 10. Generally locate higher density residential development near employment or commercial services, in relationship to major transportation systems or within transportation-efficient nodes.
- Policy 11. Coordinate higher density residential development with the provision of adequate infrastructure and services, as well as parks and open space, and other urban amenities.
- Policy 12. Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on existing and historic neighborhoods.
- Policy 13. Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.
- Policy 14. Develop a wider range of zoning options such as new zoning districts, to fully utilize existing *Metro Plan* density ranges.
- Policy 15. Allow for the development of zoning districts which allow overlap of the established *Metro Plan* density ranges to promote housing choice.

### ***Suggested Implementation Measures***

- Measure 8. Review and modify zoning and development codes to remove unnecessary barriers such as lot size requirements to development of higher density housing.
- Measure 9. Develop incentives for higher density housing where it supports a public purpose.
- Measure 10. Lower fees, expand incentives, and expedite development processes for higher density residential developments.
- Measure 11. Reduce requirements for public dedications for streets and utilities to allow more land to be used for housing.

- Measure 12. Amend the *Metro Plan* diagram to increase the supply of medium-density residential and high-density residential in selected locations in the metro area, and to more appropriately locate medium-density residential and high-density residential to be consistent with transportation-land use efficiencies.
- Measure 13. Create a low-density residential transition zoning district (8 to 14.28 units per net acre) that would allow a mixing of small lot, single-family homes and slightly higher density that could be created as a matter of right with no requirement for special development approvals. (CAC has serious concerns about imposing minimum densities in R-1 zones.)
- Measure 14. Consider ways to promote home ownership of medium-density housing by encouraging small lot subdivisions in medium-density residential zones.
- Measure 15. Address issues and concerns with existing planned unit development and cluster sub-division provisions.
- Measure 16. Allow smaller lots sizes to facilitate alternative forms of home ownership on individual lots such as cluster subdivisions, zero-lot-line housing, or rowhouses.
- Measure 17. Resolve conflicts between zoning and *Metro Plan* designation. If there are areas designated medium-density residential or high-density residential that are currently zoned for low density, rezone to make zoning conform with plan designation, except interim agricultural zoning.
- Measure 18. Evaluate revising *Metro Plan* designations to allow overlap in density ranges between low-density residential (LDR), medium-density residential (MDR), and high-density residential (HDR) (e.g., LDR 1-12 units/gross acre, MDR 7-22 units/gross acre, and HDR 18+ units/gross acre) to allow more opportunities for innovative housing types.
- Measure 19. Where possible, evaluate and reduce on-site parking requirements for residential developments near downtown areas and other high-employment centers.

## Housing Type and Tenure

### Findings

- Finding 16. Based on 1990 census data for the Eugene area, there is a relationship between household income, size of household, age of household head, and housing choices people make regarding type and tenure. The trends established are as follows: lower income and increasingly moderate-income, primarily young and single-person households tend to be renters. Ownership increases as income and family size increase. Older households predominately remain in owner-occupied, single-family housing, but as the age of the head of household reaches 65, ownership rates begin to decline.
- Finding 17. Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?* a larger share of the future population will be composed of smaller, older, and less affluent households. This will alter housing market demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, divorcees, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.
- Finding 18. Based on Lane County Assessment data, in the 1980s and 1990s, there was a shift to larger, single-family detached homes, even though the average number of persons per household has been declining.

### Policies

- Policy 16. Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- Policy 17. Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.
- Policy 18. Encourage residential developments in or near downtown core areas in both cities.
- Policy 19. Encourage home ownership of all housing types, particularly for low-income households.



Policy 20. Allow manufactured home parks as an outright use if prescribed standards are met.

### ***Suggested Implementation Measures***

- Measure 20. Institute changes in local codes to accommodate additional needed housing types in all residential zones such as: ancillary units, row houses, zero lot line, duplex options, cluster subdivision, downtown housing, and rooming and boarding houses (SRO type).
- 20a. Evaluate (Springfield) and re-evaluate (Eugene) codes that allow the creation of ancillary units (creates two units from one unit if certain conditions are met) for existing or new, single-family housing. The ability to create ancillary units is a way to assist homeowners to remain in their homes when their need for larger living spaces has passed and also adds to the rental housing stock.
  - 20b. Amend duplex lot division requirements (for existing and new) to allow that each side of a duplex can be occupied by homeowners.
  - 20c. Consider removing disincentives (e.g., condo conversion ordinance Eugene) and create incentives that encourage ownership of individual units in multiple-family dwelling
- Measure 21. Evaluate codes to remove conditions in low-density zones (LDR) that limit multiple-family units, so long as the proposal complies with maximum density requirements. The intent is to allow all residential housing types, regardless of the zone, as long as density limitations are followed. Allow density sharing/transfers within and among various zoning districts to provide flexibility in allowing various housing types as long as overall minimum densities are achieved.
- Measure 22. Review Springfield's cluster sub-division ordinance, consider the PUD approach in Springfield and simplify Eugene's PUD process.
- Measure 23. Create more as of right designations (a designation that does not require hearings for its approval) for multiple-family housing projects that need review. Create clear and objective standards for this purpose. Reduce discretionary procedures.
- Measure 24. Establish and promote design standards and guidelines for denser housing types to ensure compatibility with the surrounding neighborhood and improve the livability within and around this type of housing

## Design and Mixed Use<sup>6</sup>

### Findings

- Finding 19. Mixed use development (residential with commercial or office) has the potential to reduce impacts on the transportation system by minimizing or eliminating automobile trips.
- Finding 20. Mixed use may be seen as a threat to predominantly residential development. Standards on siting and use and design review are seen as ways to mitigate negative impacts.
- Finding 21. In-home business and telecommuting are becoming more common. The market for combining home and office uses will continue to increase.
- Finding 22. While people generally are open to the concept of higher density, they are still concerned about how density will affect their neighborhood in terms of design, increased traffic, and activity. With higher densities, people need more local parks and open space.
- Finding 23. The metropolitan area enjoys a wide variety of open spaces, natural areas, and livable neighborhoods. As density increases, design and landscaping standards and guidelines may be necessary to maintain community livability and aesthetics, as well as making density more acceptable.

### Policies

- Policy 21. Expand opportunities for mixed use in newly developing areas and existing neighborhoods through local zoning and development regulations.
- Policy 22. Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- Policy 23. Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear

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<sup>6</sup> Mixed use: A mix of uses in the same building, on the same site, or within one area or block.

and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.

### ***Suggested Implementation Measures***

- Measure 25. Develop and adopt design standards, guidelines and/or incentives for the following situations: ancillary units, areas where higher residential densities are required or allowed, transition zones, mixed use areas, and innovative affordable design solutions for higher densities.
- Measure 26. Consider creation of a mixed use zoning district for newly developing areas with listing of outright uses allowed and development or performance standards to ensure compatibility and a scale of operation that will be in character with surrounding residential uses.
- Measure 27. Increase allowance for home/office uses in all residential zoning districts. May be part of home occupation standards.
- Measure 28. Make existing mixed use legislation easier to create new districts. For example, Eugene currently requires a special study and minimum area before a mixed use district can be created.
- Measure 29. Evaluate on-site parking, street width and design, and other public infrastructure requirements of residential development (in all zones) to promote more design alternatives and land efficiencies.

## Existing Housing Supply and Neighborhoods

### Findings

- Finding 24. Accommodating residential growth within the current UGB encourages infill, rehabilitation, and redevelopment of the existing housing stock and neighborhoods.
- Finding 25. As the age of the housing stock reaches 25 years, the need for rehabilitation, weatherization, and major system upgrades increases. Approximately 59 percent of the single-family housing stock was built prior to 1969.
- Finding 26. More renters than owners live in sub-standard housing conditions. Based on the *1995 Eugene/Springfield Consolidated Plan*, about 16 percent of all occupied rental units of the metropolitan housing stock is considered to be in sub-standard condition.
- Finding 27. Local government has had and will continue to have a role in preserving the aging housing stock. Preserving the housing stock has numerous benefits to the community because much of the older housing stock represents affordable housing. In addition, upgrading the aging housing stock provides benefits that help stabilize older neighborhoods in need of revitalization.

### Policies

- Policy 24. Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.
- Policy 25. Pursue strategies that encourage infill, rehabilitation, and redevelopment of existing housing and neighborhoods.

### *Suggested Implementation Measures*

- Measure 30. Continue and expand publicly supported rehabilitation, weatherization, home repair, and American Disability Act (ADA) accessibility efforts.

Give preference to program approaches that target certain neighborhoods or blocks. Seek added funding for these programs. These programs include:

- Low or no interest loan (dependent on income) programs to pay the costs of rehabilitation for low-income owners.
- Minor home repair, ADA accessibility, and weatherization grant programs for low- and very low-income households.
- Creating (Springfield) and expanding (Eugene) investor owner rehabilitation low interest or other incentive programs. Assure affordability through coupling rental assistance programs.

Measure 31. Consider housing code enforcement programs to address the physical quality of building (e.g., hot and cold running water) and behavioral problems of the residents (e.g., illegal activities).

Measure 32. Expand neighborhood revitalization efforts in the metropolitan area that link physical (of which housing conditions are a part), economic, and social programs to help restore older neighborhoods and the housing in these neighborhoods.

Measure 33. Support community development corporations in the metropolitan area that are involved in neighborhood revitalization strategies including rehabilitation, house moving, ownership counseling programs (that include maintenance issues), and other programs aimed at community and individual asset building.

Measure 34. Use neighborhood groups to encourage maintenance and rehabilitation of the existing housing stock such as neighborhood clean-up days and other volunteer activities.

Measure 35. Revise development fee structure to encourage rehabilitation efforts consistent with other fee structure revisions.

Measure 36. Develop public/private volunteer design resources to assist low-income owners with rehabilitation efforts.

## Affordable<sup>7</sup>, Special Need<sup>8</sup>, and Fair Housing

### Findings

- Finding 28. Substantial and continued federal funding reductions for housing assistance are increasing the burden on local governments. The high cost of housing for low-income families directly correlates with an increasing demand for other support services such as food supplement programs and utility assistance. The high cost of housing results in homelessness for some households. Homelessness directly and indirectly negatively impacts public health, public safety, and public education systems in multiple, measurable ways.
- Finding 29. The next 20 years are expected to see increased need for low- to moderately priced apartments and single-family housing. (Low-<sup>9</sup> to moderately priced refers to costs relative to the market at any given time). Based on the 1990 Census, approximately 20 percent of all households are currently classified as very low-income.<sup>10</sup>
- Finding 30. There is a shortage of unconstrained medium- and high-density zoned sites, for sale, that are flat and serviced with utilities. This is particularly true in Eugene. Low-income projects frequently must use density bonuses or other land-use incentives that require additional land use processes such as public hearings, which exposes the project to longer time lines and appeals.
- Finding 31. Based on the *1995 Eugene/Springfield Consolidated Plan*, in Eugene and Springfield, 35 percent of households experience housing problems (defined by HUD as overcrowded, substandard, or the household is paying over 30 percent of its income for housing and

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7 Affordable housing: Housing priced so that a household at median income pays no more than 30 percent of its total gross income on housing and utilities. (1997 annual median income for a family of three in Lane county is \$33,900; 30 % = \$847/month.)

8 Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

9 Low-income housing: Housing priced so that a household at or below 80% of median pays no more than 30 percent of its total gross household income on housing and utilities. (1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.)

10 Very low-income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.)

utilities). The predominate housing problem is that households are paying more than they can afford for housing.

- Finding 32. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 1980s and adds to the number of homeless, poorly housed, and those needing local support services and special-needs housing.
- Finding 33. Based on the annual one-night Lane County shelter/homeless counts, the number of homeless people is increasing and a third of the homeless are children.
- Finding 34. Demographics point to an increasing proportion of the population over 65 years of age in the future. This will require more housing that can accommodate the special needs of this group.
- Finding 35. Construction of housing with special accommodations or retrofitting existing housing drives up the occupancy costs for the tenant. Tenants with special needs typically have low incomes and are less able to pay increased rents.
- Finding 36. Existing land use regulations do not easily accommodate the establishment of alternative and innovative housing strategies, such as group recovery houses and homeless shelters.
- Finding 37. Emergency shelters do not have the capacity to serve the homeless population, forcing people to illegally inhabit residential neighborhoods and non-residentially zoned areas. The challenges facing homeless people are increased when they are forced far out of the urban areas where resources, training, treatments, and job opportunities are less available.
- Finding 38. Practices of some cultures, such as Latino and Asian households, conflict with existing public policies that limit a household to five unrelated adults, and private rental practices that limit occupancy to two people per bedroom.
- Finding 39. Fair housing issues typically impact renters more often than home buyers and discrimination tends to increase when the vacancy rate decreases.

## **Policies**

- Policy 26. Seek to maintain and increase public and private assistance for households that are unable to pay for shelter on the open market.

- Policy 27. Seek to maintain and increase the supply of affordable rental housing and increase home ownership options for low- and very low-income households by providing economic and other incentives, such as density bonuses, to developers that agree to provide below market and service-enhanced housing in the community to meet housing needs.
- Policy 28. Consider public purposes such as low- and very low-income housing when evaluating urban growth boundary expansions.
- Policy 29. Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.
- Policy 30. Consider the unique housing problems experienced by special needs populations, including the homeless, through review of local zoning and development regulations, other codes, and public safety regulations to accommodate these specialized needs.
- Policy 31. Encourage the development of affordable housing for special needs populations that may include service delivery enhancements on-site.<sup>11</sup>
- Policy 32. Consider the impact on the cost of housing of local zoning and development regulations.
- Policy 33. Protect all persons from housing discrimination.

### ***Suggested Implementation Measures***

- Measure 37. Continue to identify and seek a stable source of funding to provide financial subsidies to create affordable housing that preferably includes enhancements on-site. (Providing affordable housing for all households either requires increasing household income or offering housing subsidies.)
- Measure 38. Remove barriers to affordable housing in land use and siting decisions that serve as obstacles to providing this type of housing in the metro area.
- Measure 39. Review and consider creating added incentives to encourage development entities to build affordable housing through such mechanisms as incentive-based inclusionary zoning that provides trade-offs in consideration of added affordable units. Consider amending the Controlled Income and Rent provision of the Eugene

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<sup>11</sup> Services and amenities provided (or delivered) on-site to lower income tenants based on individual needs that promote empowerment towards self-sufficiency.



Code, that is currently a conditional use, and make it as of right with clear and objective standards to be met.

- Measure 40. Consider a strategy to establish special reserve areas of land for public purpose housing (e.g., through zoning districts).
- Measure 41. Explore mechanisms to set aside land for public purposes and/or low-income housing during an urban growth boundary expansion.
- Measure 42. Review codes that limit length of stay in RV parks.
- Measure 43. Monitor the availability of housing related to the economic status of community members and monitor the ratio of affordable housing to all housing units. These statistical measurements will provide policy makers with information when considering the impact of planning decision on affordable housing.
- Measure 44. Review and amend codes (land use and building) to accommodate special needs populations. Consider super siting for housing dedicated to special needs populations. Reduce obstacles to siting group homes, foster homes, and other group living situations.
- Measure 45. Consider amending land use, zoning provisions, building code and public safety regulations to allow additional provisions for the establishment of alternative housing for homeless people, including urban camp grounds, camping on private property, missions, and private shelters.
- Measure 46. Amend zoning provisions in Eugene that allow churches/religious institutions to provide temporary housing for homeless people. (Springfield currently has these provisions.)
- Measure 47. Continue to support housing programs that assure that housing opportunities are provided without discrimination.
- Measure 48. Support existing intergovernmental programs and explore funding to create new programs that promote for-profit and non-profit funding agencies that develop low- and moderate-income housing.
- Measure 49. Analyze impacts on housing costs of financing mechanisms (e.g., fees) for programs and inform those affected by the financing mechanisms prior to adoption.

## **Coordination**

### **Findings**

- Finding 40. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.
- Finding 41. In the Eugene-Springfield metropolitan area, public, private non-profit and private for profit developers work closely with the cities to develop low-income housing.

### **Policies**

- Policy 34. Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.
- Policy 35. Coordinate public, private, and consumer sectors of the area's housing market, including public-private partnerships, to promote affordable housing and to increase housing density and types.

### ***Suggested Implementation Measures***

- Measure 50. Support intergovernmental programs and explore funding to create new programs that promote affordable housing.
- Measure 51. Use more graphics and less text to illustrate the interrelationships among plans and policies.

## Section III

### Other Amendments to the Metro Plan

This section contains additional metro plan amendments. The first set includes amendments to the introductory narrative of the Residential Land and Housing Element. The second set lists amendments to the Glossary.

#### Amendments to Introductory Narrative

The text below will replace the existing introductory narrative to the Residential Land and Housing Element in the *Metro Plan*.

“The Residential Land Use and Housing Element addresses the housing needs of current and future residents of the metropolitan area. Land in residential use occupies the largest share of land within the urban growth boundary. The existing housing stock and residential land supply and its relationship to other land uses and infrastructure is critical to the future needs of all residents.

This element addresses State Housing Goal 10, ‘To provide for the housing needs of citizens of the state.’ Housing demand originates with the basic need for shelter but continues into the realm of creating communities. The policies contained in this element are based on an analysis of land supply and existing and future housing demand including existing housing problems and the needs of the expected future population. Numerous factors were reviewed to develop a projection of future housing demand including projected number of households, household income, age, household size, household type and special housing needs.

This element is organized by seven topics related to housing and residential land. These topics include:

- Residential Land Supply and Demand;
- Residential Density;
- Housing Type and Tenure;
- Design and Mixed Use;
- Existing Housing Supply and Neighborhoods;
- Affordable, Special Need, and Fair Housing; and
- Coordination.

The applicable findings and policies are contained under each topic heading.

Finally, the policies listed provide direction for the local jurisdictions in preparing zoning and development regulations to address future housing needs as well as direction for consideration of specific land use requests.”

## Amendments to Glossary

Many of the definitions in the *Metro Plan* glossary have been changed slightly to provide more clarity. Definitions of structure types have been revised to reflect changes in the way we think about housing units. For example, duplex has been deleted and single-family, attached has been added. Finally, key terms used in the residential land and housing policies have been added to the glossary to help people better understand the policies. Italicized comments at the end of the definition explain whether the term is being added to the *Metro Plan* Glossary or if the *Metro Plan* definition is being revised. Duplex is the only term that is being deleted from the Glossary.

### ***affordable housing***

Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30% = \$847/month.) *[Add to glossary.]*

### ***annexation***

An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. In the Eugene-Springfield metropolitan area, annexations require approval by the Boundary Commission. *[Add to glossary.]*

### ***buildable residential lands***

Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metro UGB are those within the floodway, land within easement of 230 KV power lines, land within 75 feet of Class A stream or pond, land within 50 feet of Class B stream or pond, protected wetlands and wetland mitigation sites in Eugene, and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewerred but scheduled to be sewerred within the 20-year planning period. *[Add to glossary.]*

### ***density***

The average number of families, persons, or housing units per unit of land. Density is usually expressed as *dwelling units per acre*. *[Add to glossary.]*

### ***density bonus***

A mechanism used in incentive-based zoning that allows a developer to build at higher densities in return for providing more open space, building affordable housing or some other public amenity. *[Add to glossary.]*

### ***density (gross)***

The number of dwelling units for each acre of land, *including* areas devoted to streets, parks, sidewalks, and other public rights-of-way. *[Replace existing definition in glossary.]*

***density (net)***

The number of dwelling units per acre of land in residential use, *excluding* dedicated streets, parks, sidewalks, and public facilities. *[Replace existing definition in glossary.]*

***development***

The construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any excavation, landfill, or land disturbance; and any man-made use or extension of land use. *[Add to glossary.]*

***fair housing***

Refers to the prevention of discrimination against protected classes of people. Protected classes, as defined by the federal government, refer to race, color, religion, national origin, or sex. Protected classes are disproportionately comprised of very low-income populations. Some communities expand the term protected classes to include other areas, including sexual preference. *[Add to glossary.]*

***goal***

A broad statement of philosophy that describes the hopes of a community for its future. A goal may never be completely attainable but is used as a point towards which to strive. *[Replace existing definition in glossary.]*

***infill***

Development consisting of either construction on one or more lots in an area that is mostly developed or new construction between existing structures. Development of this type can conserve land and reduce sprawl. *[Replace existing definition in glossary.]*

***infrastructure***

The facilities and services that support the functions and activities of a community, including roads, street lights, sanitary sewer lines, storm drainage, power lines, and water lines. *[Add to glossary.]*

***low-income housing***

Housing priced so that a household at or below 80% of median pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.) *[Add to glossary.]*

***manufactured home***

A structure constructed at an assembly plant and moved to a space in a manufactured home park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes. *[Replace existing definition for mobile home in glossary.]*

***manufactured home park***

Any place where four or more manufactured homes are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent or lease space. *[Add to glossary.]*

***metropolitan area***

Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* boundary. *[Add to glossary.]*

***mixed use***

A building, project or area of development that contains different land uses such as housing, retail, and office uses. *[Add to glossary.]*

***node***

An area of concentrated activity. *[Add to glossary.]*

***nodal development***

A land use development strategy that consists of a center than contains a mix of compatible land uses, a variety of housing types, and a total population somewhat higher than in areas outside the center. More frequent transit would serve the center and design and development would enhance pedestrian, bicycle, and transit travel options, as well as accommodate automobiles. All areas within the node would be within an average ¼-mile walking distance of the commercial core and transit stops. There are three types of nodes: neighborhood, commercial, and employment. *[Add to glossary.]*

***open space***

Publicly and privately owned areas of land, including parks and natural areas, cemeteries, and other areas that are undeveloped and that can be expected to remain so indefinitely. The term often refers to open spaces that have been designated and/or zoned to remain undeveloped. *[Add to glossary.]*

***plan diagram***

A graphic depiction in the *Metro Plan* of: a) the future land use planned for the metropolitan area; and b) the goals, objectives, and recommendations embodied in the text and elements of a plan. Information includes land use designations and the urban growth boundary. *[Replace existing definition in glossary.]*

***policy***

A statement adopted as part of the *Metro Plan* or other plans to provide a specific course of action moving the community towards attainment of its goals. *[Replace existing definition in glossary.]*

***redevelopable land***

Land on which development has already occurred, but on which, due to present or expected market forces, there is a strong likelihood that existing development will be converted to or replaced by a new and/or more intensive use. This land might have one or more of the following characteristics: low improved value to land value ratio; poor physical condition of the improvement; low improved value; large size; and/or higher zoning potential. *[Replace existing definition in glossary.]*

***redevelopment***

Rebuilding or adaptive reuse of land that has been previously built upon. It may promote the economic development of an area that has been run-down or is no longer needed for its previous use, such as industrial land that is redeveloped as residential. *[Add to glossary.]*

***refinement plan***

A detailed examination of the service needs and land use issues of a specific area. Refinement Plans of the *Metro Plan* can include specific neighborhood plans, special area plans, or functional plans (such as *TransPlan*) that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis. *[Replace existing definition in glossary.]*

***riparian***

The land bordering a stream or river; also pertaining to the vegetation typical of those borders (grasses, shrubs, and trees such as reed canary grass, spiraea, willows, ash, and cottonwoods). *[Replace existing definition in glossary.]*

***rural lands***

Those lands that are outside the urban growth boundary. Rural lands are agricultural, forest, or open space lands; or other lands suitable for sparse settlement, small farms, or acreage homesites with limited public services, and which are not suitable, necessary, or intended for urban use. *[Replace existing definition in glossary.]*

***service enhancements***

Services and amenities provided (or delivered) to lower income tenants based on individual needs on site that promote empowerment towards self-sufficiency. *[Add to glossary.]*

***single-family attached***

An attached dwelling unit that shares common walls, such as a rowhouse, duplex, triplex, or townhouse. *[Add to glossary.]*

***single-family detached***

A free-standing dwelling unit that does not share any walls or the roof with another dwelling unit. *[Replace definition of single-family dwelling unit in glossary.]*

***special needs housing***

Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions. *[Add to glossary.]*

***underdeveloped land***

The vacant or redevelopable portion of land not having the highest and best use allowed by zoning. *[Replace existing definition in glossary.]*

***undeveloped land***

Land that is vacant or used for agricultural purposes. *[Replace existing definition in glossary.]*

***urban lands***

Lands located within an incorporated city. *[Replace existing definition in glossary.]*

***very low-income housing***

Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.) *[Add to glossary.]*

***zoning***

A measure or regulation enacted primarily by local governments in which the community is divided into districts or zones within which permitted and special uses are allowed. Zoning regulations govern lot size, building bulk, placement, and other development standards. A zoning ordinance typically consists of two parts: a text and a map. *[Add to glossary.]*



## **Section IV**

# **Summary of the Residential Land Supply and Demand Analysis**

This summary presents highlights of the supply and demand analysis for residential land within the Eugene-Springfield UGB. For the complete analysis, refer to the July 1997, *Draft Supply and Demand Technical Analysis*. Determining the future demand for residential land and the existing number of buildable acres of residential land allows planners to compare the two and discover whether there is sufficient land in each residential plan designation to meet this area's housing needs through 2015. This supply and demand analysis indicates there is sufficient buildable residential land to meet the future 20-year demand for housing units.

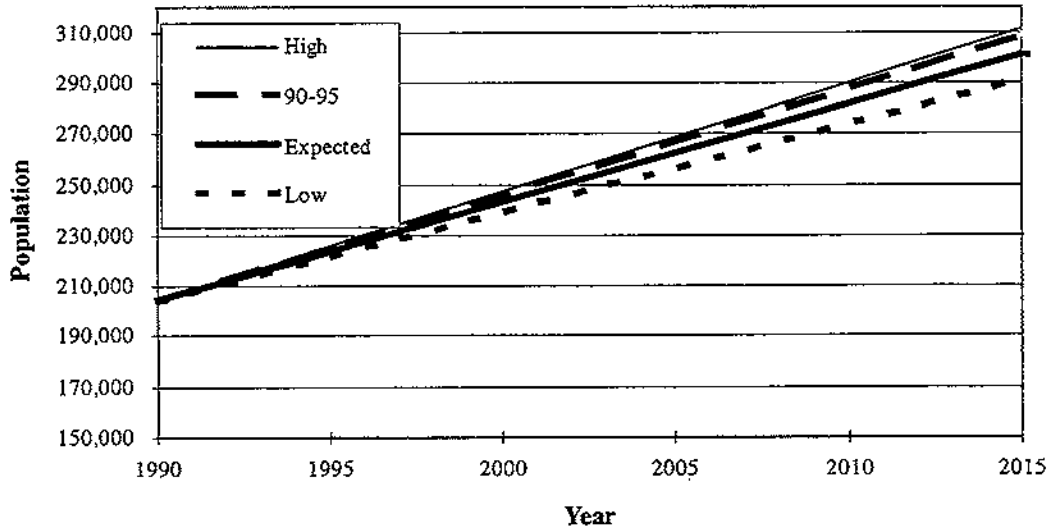
### **Residential Demand Analysis**

#### **Housing Demand**

To project future housing demand, it is necessary to project the demand for housing for a forecasted population level. Housing demand was projected by reviewing and making assumptions about the trends in nine indicators: population, average household size, group quarter population, structure type mix, vacancy, tenure, structure type, age of householder, and household income. This analysis indicates a demand for between 40,000 to 49,000 new housing units inside the UGB.

The population of the Eugene-Springfield Metro Study Area was 204,359 in 1990 based on the decennial census. The population is projected to reach 301,400 by 2015. It is difficult to predict the future and consequently a population projection range from high to low was developed adding and subtracting 10 percent of the 1990 to 2015 growth to the expected projection. This results in a projection of between 291,700 and 311,100 in 2015 and represents the addition of between approximately 87,000 and 107,000 persons in the 25-year period. The following graph displays the expected projection and projected range and compares it with a projection based on the 1990-1995 growth rate.

**Eugene-Springfield Metro Area  
Population Range 1990 - 2015**



To determine the 2015 Metro Study area housing unit demand, the projected number of households is derived and a vacancy rate is applied. The number of households can be determined by subtracting the group quarters population from the projected population and dividing the resulting household population by a projected average household size. It was assumed that 3 percent of the projected population would live in group quarter situations. Group quarters include dormitories, nursing homes, jails, etc. The projected household population was divided by a projected average household size of 2.27. This resulted in a 2015 household projection of between 124,650 and 132,900. A 3.5 percent vacancy rate was then applied, which produced a 2015 housing unit projection of between 129,000 and 137,600 for the Metro Study area.

The 2015 housing unit demand for the Eugene-Springfield UGB was determined by subtracting the existing developed units and those expected to be built outside the UGB and inside the Metro Study area during the planning period. There were 88,007 existing units based on the Lane County geographic information system. It is expected that 680 units will be built outside the UGB and inside the Metro Study area. This results in a 2015 housing unit demand of between 40,000 to 49,000 new units inside the UGB.

## Needed Housing Units

To project the housing needs of these households, we must consider the future composition of households and the type of housing these households will occupy. A market demand study for residential development was conducted by ECONorthwest and Leland Consulting Group to determine the projected housing demand by housing type. Below is a list of some of the forecasted changes anticipated in household composition:

- Growth in one and two person households,
- Growth in the proportion of households with a household head over 55 years of age, and
- Growth in the proportion of households with incomes under \$50,000 although the households with older household heads will likely have the asset of homeownership.

Based on the forecasted changes in households, future housing needs could be met by the following number of units by housing type.

### **Future Housing Needs**

<b>Housing Type</b>	<b>Percent of Future Housing Units</b>	<b>2015 Range of Number of Units</b>
Single Family - detached	40	16,000 - 19,600
Single Family - attached	12	4,800 - 5,880
Apartment	35	14,000 - 17,150
Manufactured Dwelling in Parks	13	5,200 - 6,370
<b>TOTAL</b>	<b>100</b>	<b>40,000 - 49,000</b>

## **Land Demand**

The amount of land needed for the future housing units can be determined by applying two factors:

- The distribution of new units developed within density categories and
- The net density at which new housing units will be built within density categories.

Within the Eugene-Springfield UGB, residential development is planned to occur on land designated low- (LDR), medium- (MDR), and high- (HDR) density residential. The following distribution and net densities were assumed.

**Assumed Distribution of New Units  
by Residential Density Designation**

Housing Type	LDR	MDR	HDR	Total
Single-Family, detached	95%	5%	0	100%
Single-Family, attached	90%	10%	0	100%
Apartment	20%	50%	30%	100%
Manufactured Dwelling in Parks	98%	2%	0	100%

**Assumed Average Net Densities**

Housing Type	LDR	MDR	HDR
Single-Family, detached	5.5	6.5	0.0
Single-Family, attached	10.0	12.0	0.0
Apartment	14.0	20.0	35.0
Manufactured Dwelling in Parks	7.0	10.0	0.0

These densities represent average anticipated net densities for new housing over the 20-year period. For example, it is assumed that sloped land would be built at lower densities while some flat land would be built at higher densities.

Based on these assumptions, the following range of land demand is projected for the planning period.

**2015 Residential Land Demand**

Plan Designation	2015 Residential Land Demand Range in Net Acres
Low Density	4,124 - 5,051
Medium Density	523 - 641
High Density	120 - 147
TOTAL	4,767 - 5,840

**Residential Land Supply**

The 1992 Eugene-Springfield Metro Area Parcel File was used to determine the residential land supply. To refine the land supply analysis, all undeveloped parcels of low-density residential land five acres or greater and medium- and high-density residential of one acre or greater were updated to January 1, 1995, based on December, 1994 aerial photographs and/or a review by the Eugene and Springfield Planning Divisions. Based on this analysis, there was 9,435.3 acres of buildable residential land within the UGB.

Unbuildable Land

The number of unbuildable acres was determined and subtracted from the supply. Unbuildable land includes:

- Floodway
- In Eugene = Protected Wetlands and Wetland Mitigation Sites
- In Springfield = Wetlands larger than 0.25 acres
- Land within easement of 230 KV power lines
- Land within 75 ft of Class A Stream or pond
- Land within 50 feet of Class B Stream or Pond

Approximately 5 percent of the undeveloped residential land was considered unbuildable.

**Buildable Residential Land**

<b>Metro Total</b>			
<b>Generalized Plan Use</b>	<b>Total Area</b>	<b>Total Unbuildable</b>	<b>Total Buildable</b>
<b>Low</b>	8,251.7	316.2	7,935.6
<b>Medium</b>	1,307.1	88.1	1,218.9
<b>High</b>	329.9	49.1	280.8
<b>Total</b>	9,888.6	453.4	9,435.3

Geographic Distribution of Buildable Land

Most of the buildable land is located on the fringe, just inside the UGB. The Eugene portion of the UGB contains approximately 67 percent of the buildable low-density land, 69 percent of the medium-density land, and 77 percent of the high-density land. The Springfield UGB contains 33 percent of the buildable low-density land, 31 percent of the medium-density land, and 23 percent of the high-density land. The 1990 distribution of population can be compared to the distribution of land. In 1990, the Eugene UGB contained 72 percent of the 1990 UGB population, while the Springfield UGB contained 28 percent.

**Buildable Residential Land  
Eugene-Springfield Urban Growth Boundary**

<b>Generalized Plan Use</b>	<b>Eugene UGB</b>	<b>Springfield UGB</b>	<b>Metro Total</b>
<b>Low</b>	5,285.4	2,650.2	7,935.6
<b>Medium</b>	844.8	374.1	1,218.9
<b>High</b>	217.2	63.6	280.8
<b>Total</b>	6,347.4	3,087.9	9,435.3

## Constrained Land

An analysis of constraints to development was also conducted. The following constraints were identified.

- **Floodplain**
- **In Eugene = Wetlands in the National Wetland Inventory or in the West Eugene Wetlands Special Area Study and not a mitigation site or protected.**
- **In Springfield = Wetlands smaller than 0.25 acres in the Springfield Wetland Inventory**
- **Hydric Soils**

Approximately 22 percent of the total buildable acres were considered constrained. These constraints do not preclude development but may affect densities and/or development costs. Most of the constrained land (89 percent) is in the Eugene UGB.

### **Constrained Buildable Residential Land**

<b>Metro Total</b>			
<b>Generalized Plan Use</b>	<b>Total Buildable</b>	<b>Constrained Land</b>	<b>Unconstrained Land</b>
<b>Low</b>	7,935.6	1,716.2	6,219.4
<b>Medium</b>	1,218.9	313.0	905.9
<b>High</b>	280.8	77.6	203.2
<b>Total</b>	9,435.3	2,106.8	7,328.5

## Sloped Land

Approximately 12 percent of the buildable residential acres are on slopes greater than 25 percent. Almost all of this sloped land is planned for low-density development. This sloped land is fairly evenly split between the Eugene and Springfield UGBs. Land with this level of slope dictates that development occur at a lower density.

**Sloped Buildable Residential Land**

<b>Metro Total</b>			
<b>Generalized Plan Use</b>	<b>Total Buildable</b>	<b>Steeply Sloped</b>	<b>Slopes &lt; 25%</b>
<b>Low</b>	7,935.6	1,096.3	6,839.4
<b>Medium</b>	1,218.9	13.5	1,205.4
<b>High</b>	280.8	1.2	279.6
<b>Total</b>	9,435.3	1,111.0	8,324.4

## Service Availability

Although all land within the UGB is anticipated to be served within the planning period, there are some places inside the UGB where services are not presently available. There are approximately 2,653 acres that do not presently have services, primarily sewer. This represents about 28 percent of the buildable land supply. This land is primarily low-density residential land. The largest area to which services will not be available for ten or more years is in the southeast Springfield area.

**Service Delay of Buildable Residential Land**

<b>Metro Total</b>				
<b>Generalized Plan Use</b>	<b>Service Delay</b>			
	<b>1-3 Years</b>	<b>3-5 Years</b>	<b>5-10 Years</b>	<b>10+ Years</b>
<b>Low</b>	484.9	362.2	284.8	1,105.9
<b>Medium</b>	35.1	113.7	236.5	21.5
<b>High</b>	0.0	0.0	0.0	8.8
<b>Total</b>	520.0	475.9	521.3	1,136.2

## **Comparison Between Residential Land Demand and Supply**

Comparing the 1992 -2015 demand for residential land with the buildable land supply requires a method to account for demand met by buildable lots, redevelopment, infill, and nonresidential uses on residential land. The following section describes how each of these factors were dealt with.

Housing Demand Met Through Buildable Lots

Analysis indicated there were approximately 3,300 low-density buildable lots inside the Eugene and Springfield UGB. Furthermore, it is assumed that partitioning of existing single-family lots (infill) will continue at the same average as the past ten years adding 640 low-density residential lots.

<b>1992-2015 Single Family-Detached Unit Demand Met by Buildable Lots</b>		
<b>Demand</b>	<b>Lots</b>	<b>Acres</b>
1992-2015 Low Density Residential Land Demand		4,124 - 5,051 acres in low density
<b>Supply</b>		
Existing Buildable Lots	3,300 low density lots	566 acres
Infill Lots	640 low density lots	0.0
<b>Remaining Demand</b>		
1992-2015 Low Density Residential Land Demand Remaining for Buildable Land		3,407 - 4,335 acres in low density

Existing low-density buildable lots and infill lots met the demand for 3,940 single-family, detached housing units. Subtracting these units from the low-density demand results in a demand for 3,407-4,335 acres of low-density land.

Housing Demand Met Through Buildable Land

Land For Nonresidential Use

There are numerous nonresidential uses that locate on residential land such as churches, day care centers, neighborhood commercial, etc. In addition, public facilities such as streets, schools, and parks are necessary to serve residential land. Based on review of existing nonresidential uses on residential land, it was assumed that 32 percent of residential land would be used for nonresidential uses.

Redevelopment

An analysis of redevelopment potential was conducted and determined that there were 58 acres of medium- and high-density developed residential land that was likely to be redeveloped. This redevelopment displaces 149 low-density type units, which were added back into future demand.

Subtracting buildable land used for nonresidential uses and adding land likely to be redeveloped, resulted in a total of 6,089 buildable acres to meet the future buildable land demand.

The following table summarizes residential land demand in relation to the supply of residential land after subtracting for demand meet by buildable lots.



**1992-2015 RESIDENTIAL SUPPLY AND DEMAND SUMMARY TABLE**

	<b>Low Density</b>	<b>Medium Density</b>	<b>High Density</b>	<b>Total</b>
<b>SUPPLY</b>				
<b>Total Buildable Acres</b>	<b>7,935</b>	<b>1,219</b>	<b>281</b>	<b>9,435</b>
<i>Acres Subtracted in Low Density Buildable Lots</i>	<i>566</i>	<i>0</i>	<i>0</i>	<i>566</i>
<b>Buildable Land Remaining after Subtracting Buildable Lots</b>	<b>7,369</b>	<b>1,219</b>	<b>281</b>	<b>8,869</b>
<i>Buildable Land for Nonresidential Uses</i>	<i>2,358</i>	<i>390</i>	<i>90</i>	<i>2,838</i>
<b>Residential Buildable Acres after subtracting for nonresidential uses</b>	<b>5,011</b>	<b>829</b>	<b>191</b>	<b>6,031</b>
Acres added through redevelopment	0	47	11	58
<b>Total Buildable Acres</b>	<b>5,011</b>	<b>876</b>	<b>202</b>	<b>6,089</b>
Flat Land	3,915	862	201	4,978
Steep Sloped Land Total	1,096	14	1	1,111
<b>DEMAND</b>				
Low - High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots	3,407-4,335	523-641	120-147	4,050-5,123
Land Demand for Housing Displaced by Redevelopment	27	0	0	27
<b>Total Expected Residential Land Demand 1992 - 2015</b>	<b>3,950</b>	<b>589</b>	<b>135</b>	<b>4,674</b>
<b>Low - High Range Residential Land Demand 1992 - 2015</b>	<b>3,434-4,362</b>	<b>523-641</b>	<b>120-147</b>	<b>4,077-5,150</b>
<b>Difference between Supply and Expected Residential Land Demand in acres</b>	<b>1,061</b>	<b>287</b>	<b>67</b>	<b>1,415</b>

### Supply and Demand Comparison

This supply and demand analysis indicates there is sufficient buildable residential land to meet the future 20-year demand for housing units. In fact, there is sufficient buildable land in all three plan designation categories to meet the high-end future land demand. Approximately 28 percent of this land is not yet serviced with sanitary sewers.

# Section V

## Glossary

### Introduction

This glossary provides definitions for words contained in the findings, policies, and suggested implementation measures of the Eugene-Springfield Residential Land and Housing Study. They may not have the same meanings as defined in the Eugene, Springfield, or Lane County Development codes. In some cases, these recommended definitions will result in amendments to the *Metro Plan* definitions (see Section III). Eventually, the local codes, building permits, and the Lane County geographic information system will all need to use these terms consistently for accurate data collection and implementation of *Metro Plan* policies.

#### *adopted plan*

A document that has been formally approved by a local governing body, such as a city council.

#### *affordable housing*

Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30% = \$847/month.)

#### *annexation*

An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. In the Eugene-Springfield metropolitan area, annexations require approval by the Boundary Commission.

#### *ancillary unit*

A second dwelling unit either added in or added to an existing single-family, detached dwelling, or as a separate structure on the same lot as the main house.

#### *assumption*

A position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.

#### *apartment*

A suite of rooms including bathroom and kitchen facilities used as a dwelling. Apartments are considered multi-family housing units.

#### *buildable residential lands*

Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metro UGB are those within the floodway, land

within easement of 230 KV power lines, land within 75 feet of Class A stream or pond, land within 50 feet of Class B stream or pond, protected wetlands and wetland mitigation sites in Eugene, and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewerred but scheduled to be sewerred within the 20-year planning period.

***buildable lands inventory***

An inventory of land suitable and necessary to accommodate future population growth projected in the comprehensive plan. In general, the inventory includes a map or other information to specify the location of buildable lands; an explanation of the types and densities that can occur in specific areas; a description of the physical constraints on public services in each area; and a description of the acreage designated on the plan map and zoned for different types of uses. Every city is required by Oregon Statewide Planning Goals to have such an inventory for residential, commercial, and industrial land.

***cluster sub-division***

Cluster development allows reduced lot sizes, greater lot coverage, and reduced setback standards for individual lots, without exceeding the maximum density provisions of the applicable zoning district and the *Metro Plan*. This type of subdivision promotes more economic sub-division layout; encourages ingenuity and originality in sub-division design; and improves the quality of residential development and accommodates incorporation or retention of wetlands, natural drainageways, constructed open stormwater management areas, wooded areas, natural resources, and other open space amenities.

***compact urban growth***

The filling in of vacant and underutilized lands inside the UGB through new construction or redevelopment. Compact urban growth is often viewed as the opposite of sprawl. Specifically, compact urban growth:

- Protects forest, agricultural, and resource lands;
- Uses limited fuel energy resources more efficiently and encourages greater use of bicycle and pedestrian facilities due to less miles of streets and less auto dependence;
- Results in sequential development of land, thus resulting in more efficient and less costly provision and use of utilities, roads, and public services such as fire protection;
- Encourages greater urban transit efficiency; and
- Utilizes redeveloped or underdeveloped areas existing street, utilities, and public infrastructure.

***comprehensive plan***

An official document adopted by a local government that includes general, long-range policies to guide a community's future development. A local comprehensive plan must comply with state-wide planning goals and be acknowledged by the Oregon Land Conservation and Development Commission.

***condominium***

A housing unit that is individually owned. The housing unit itself could be an apartment, townhouse, or a detached, single-family home. Usually, the owner does not own any land, just the housing unit itself, and has an undivided interest in the common areas including community facilities.

***consensus***

All parties involved accept the decision reached.

***conservation***

Managing the environment in a manner that avoids wasteful or destructive use of resources and provides for the availability of resources in the future.

***Consolidated Plan***

The Eugene-Springfield Consolidated Plan combines information and strategies for the Cities of Eugene and Springfield, in collaboration with Lane County, and is intended as a housing/community development action plan. It is a requirement of the 1990 National Affordable Housing Act and the Community Development Plan. The Consolidated Plan consists of a five-year, long-range plan and yearly action plans that are submitted to U.S. Department of Housing and Urban Development.

***cooperative***

A form of tenure in which a tenant-owner corporation owns the building or complex; tenants own stock in the building or complex in proportion to the value of their dwelling units, depending on the lease conditions.

***density***

The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre.

***density bonus***

A mechanism used in incentive-based zoning that allows a developer to build at higher densities in return for providing more open space, building affordable housing or some other public amenity.

***density (gross)***

The number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public rights-of-way.

***density (net)***

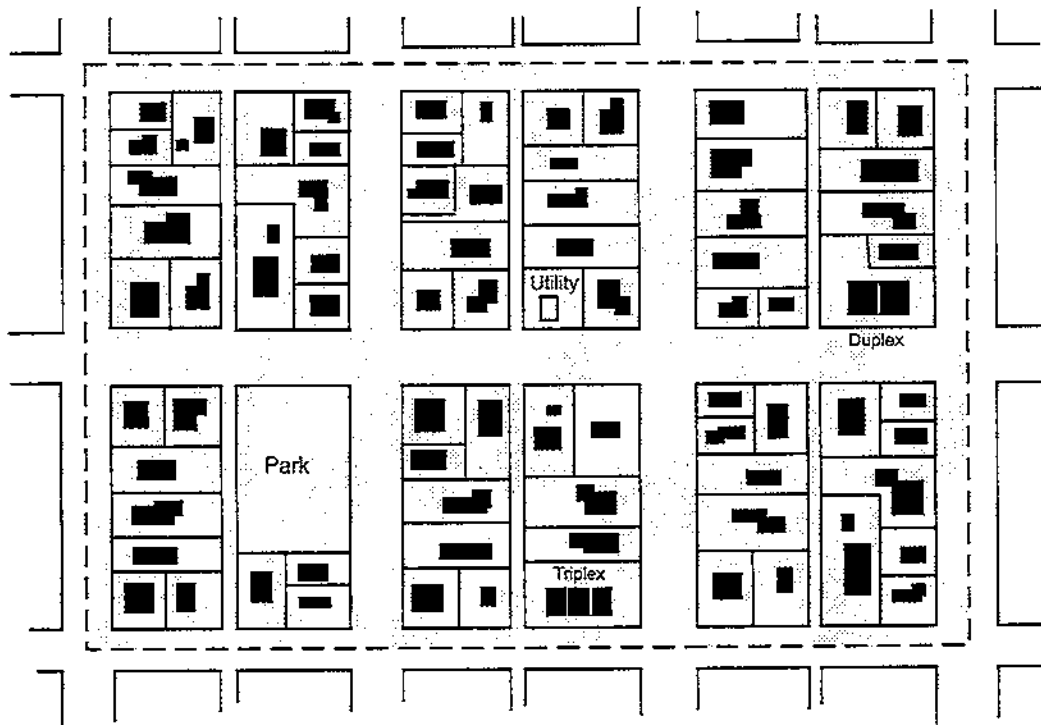
The number of dwelling units per acre of land in residential use, excluding dedicated streets, parks, sidewalks, and public facilities.

# Residential Densities

## Gross Density

The number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public right of ways.

**Total Area:**  
20 acres  
**Total Dwelling Units:**  
78 units  
**Gross Res. Density:**  
3.9 units/acre

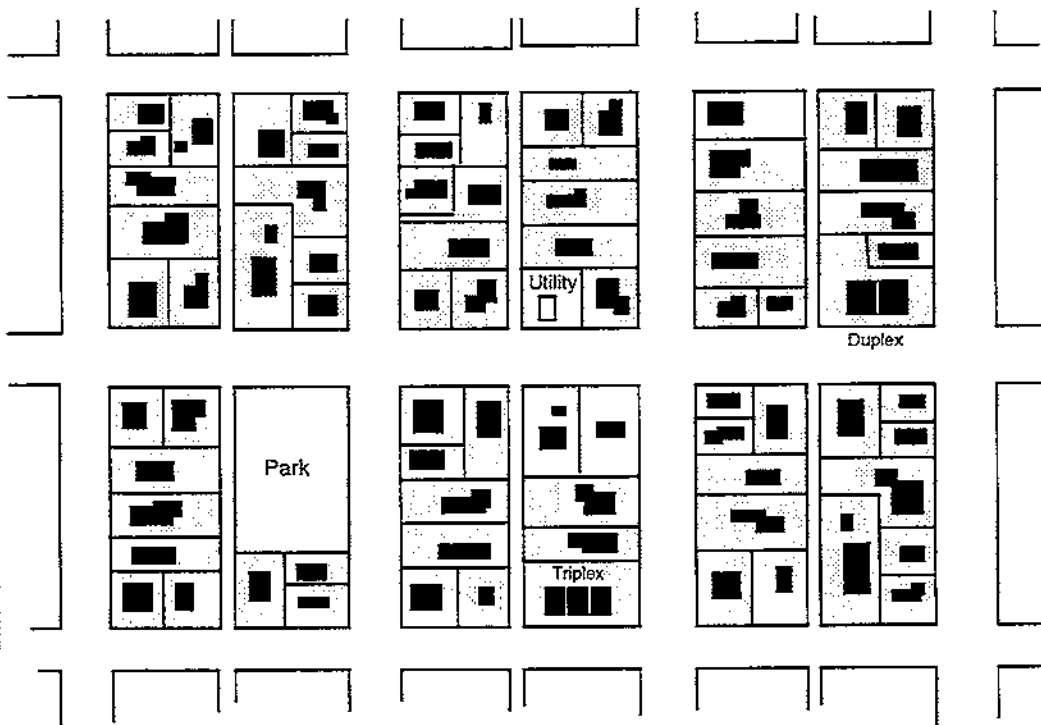



*\*Auxiliary uses in the Metro area consume 30% of the total land area on average.*

## Net Density

The number of dwelling units per acre of land in planned or actual use; in other words, dwelling units per acre excluding dedicated streets, parks, sidewalks, and other public facilities.

**Total Area of Res. Lots:**  
13.8 acres  
**Total Dwelling Units:**  
78 units  
**Net Res. Density:**  
5.7 units/acre



 Area Used to Calculate Density

***Department of Land Conservation and Department, DLCD***

The state agency responsible for administering Oregon's Statewide Planning Goals and statutes. Its policy-making body is the Land Conservation and Development Commission, LCDC.

***development***

The construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any excavation, landfill, or land disturbance; and any man-made use or extension of land use.

***disincentives***

Mechanisms (e.g., regulations, fees, taxes, policies, or programs) that act as deterrents and discourage or prevent decisions, actions, or behaviors.

***downzoning***

A change in zoning classification of land to a classification permitting development that is less intensive.

***duplex***

A duplex is two units that share a wall or that are vertically stacked.

***economic growth***

The change over a period of time in the value (monetary and non-monetary) of goods and services and the ability and capacity to produce goods and services.

***environmental quality***

An overall indication of an area's positive environmental attributes, such as clean air and water, scenic resources, diversity, and health of species.

***exactions***

Fees, dedications, or off-site improvements imposed by a government as a condition of approval to mitigate impacts of a development. Exactions may vary by project and physical mitigations may be located off-site.

***fair housing***

Refers to the prevention of discrimination against protected classes of people. Protected classes, as defined by the federal government, refer to race, color, religion, national origin, or sex. Protected classes are disproportionately comprised of very low-income populations. Some communities expand the term protected classes to include other areas, including sexual preference.

***family wage job***

Permanent job with an annual income greater than or equal to the average annual taxable wage in the region. The Oregon Employment Division uses current average annual taxable wage information to determine the family wage job rate for the region or county.

***finding***

Factual statement resulting from investigations, analysis, or observation.

***floor area ratio, FAR***

Ratio comparing the amount of floor space to the total land area of a development site. Specified ratios are often required in zoning ordinances for commercial and industrial development projects to regulate the dimensions of multi-story buildings.

***full-cost accounting***

The process of accounting for and including all environmental, economic, and social costs (and benefits) of a particular action, activity, policy, or development.

***functional plan***

Type of refinement plan that addresses a specific *Metro Plan* element or sub-element on a city-wide or regional basis.

***goal***

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

***greenbelt***

An area of designated parks or open spaces that surrounds or adjoins a community. In addition to providing recreational and scenic amenities, a greenbelt can prevent urban sprawl or provide a buffer between intensive agricultural activities and incompatible urban uses. Development within the greenbelt can be restricted by the government that owns or regulates it.

***growth***

The word often means one of three things in planning literature: the physical expansion of a city; an increase in the population of a particular jurisdiction; or economic growth, as measured by some standard such as per capita income.

***growth management***

An explicit government program designed to control or influence the rate, amount, type, density, location, and/or cost of population growth and development within a city, municipality, county, state, or region.

***guidelines***

Suggestions about how to implement a goal or policy.



***habitat***

The place or type of ecosystem in which a plant or animal species is commonly found because of the food and shelter necessary for their survival is provided.

***historic preservation***

The process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property.

***impact***

The consequences of a course of action; the effect of a goal, guideline, plan, development, regulation, or decision.

***impact fees***

Assessments levied on new development to help pay for the construction of off-site capital improvements that benefit the new development. Impact fees are a type of exaction.

***implementation measure***

An action that implements policies and moves toward achieving goals. Measures can take the form of zoning codes, ordinances, incentives, and barrier removal. Implementation measures are not adopted on a metropolitan level, but can be adopted as needed by individual jurisdictions.

***incentive***

Any benefit (economic, regulatory, policy, etc.) that influences or encourages a desired action or behavior.

***inclusionary zoning***

Mandatory requirement for developers to provide something to serve the community, usually a requirement that a certain portion of the housing units must be affordable to low-income households. Incentive-based inclusionary zoning is not mandatory and provides a density bonus, tax break, reduced fees, special development standards, or other incentives in return for more open space, affordable housing units, or some other public amenity.

***infill***

Development consisting of either construction on one or more lots in an area that is mostly developed or new construction between existing structures. Development of this type can conserve land and reduce sprawl.

***infrastructure***

The public facilities and services that support the functions and activities of a community, including roads, street lights, sanitary sewer lines, storm drainage, power lines, and water lines.

***Joint Planning Commission Committee (JPCC)***

A committee made up of two members each of the Eugene, Springfield, and Lane County Planning Commissions. This committee is responsible for overseeing metropolitan citizen involvement activities.

***jurisdiction***

The range or sphere of authority; the territorial range of authority.

***Land Conservation and Development Commission, LCDC***

LCDC directs the Oregon state-wide planning program. The commission includes seven members appointed to four-year terms by the Governor and confirmed by the Senate.

***land use***

The main activity that occurs on a piece of land or the structure in which the activity occurs.

***livability***

A combination of characteristics of a community that together denote positive qualities associated with living in that community.

***low-income housing***

Housing priced so that a household at or below 80% of median pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.)

***manufactured home***

A structure constructed at an assembly plant and moved to a space in a manufactured home park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes.

***manufactured home park***

Any place where four or more manufactured homes are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent or lease space.

***metropolitan area***

Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* boundary.

***Metropolitan Area General Plan, Metro Plan***

The comprehensive land use plan for the cities of Eugene and Springfield and those parts of Lane County within the *Metro Plan* boundary.

***Metropolitan Policy Committee (MPC)***

A committee made up of two elected officials from each jurisdiction, Eugene, Springfield, and Lane County, and other local agencies. The committee administers certain metropolitan programs and provides a dispute resolution mechanism for metropolitan planning issues and plan amendments.

***Metropolitan Statistical Area, MSA***

A United States Census Bureau metropolitan area that must contain either a place with a minimum population of 50,000 or a Census Bureau-defined urbanized area with a total metropolitan area population of at least 100,000. Lane County is referred to as the Eugene/Springfield MSA.

***metropolitan study area***

The area included in census tracts 10.01, 10.02, and 17-54. Generally, this area includes the greater Eugene-Springfield area of Alvadore and Pleasant Hill. This area is only used for developing projections.

***minimum density zoning***

A regulatory mechanism to require development densities to stay above a certain level. Minimum density zoning can be applied as an average density for a development or for a larger geographic area.

***mitigation***

Techniques or requirements aimed at reducing or neutralizing identified negative environmental, economic, or social effects of a proposed activity, policy, or development.

***mixed use***

A building, project or area of development that contains different land uses such as housing, retail, and office uses.

***mode***

A means of moving people and/or goods. Modes may include motor vehicles, public transit, bicycles, railroads, airplanes, waterways, pipelines, and pedestrian walkways.

***multi-family***

A structure having three or more stacked dwelling units.

***natural areas***

Land and water areas that have retained their natural character. These areas provide habitat for plant, animal, or marine life. Such areas are not necessarily completely natural or undisturbed, but can be significant for natural, historical, scientific, or paleontological study, or for the appreciation of natural features.

***natural resources***

Air, land, and water and the elements thereof. Natural resources are valued because they provide habitat for plant or animal life for their existing and potential usefulness to humans.

***net-migration***

The number of persons leaving a geographic area subtracted from the number of persons moving into a geographic area within a given period of time.

***node***

An area of concentrated activity.

***nodal development***

A land use development strategy that consists of a center than contains a mix of compatible land uses, a variety of housing types, and a total population somewhat higher than in areas outside the center. More frequent transit would serve the center and design and development would enhance pedestrian, bicycle, and transit travel options, as well as accommodate automobiles. All areas within the node would be within an average ¼-mile walking distance of the commercial core and transit stops. There are three types of nodes: neighborhood, commercial, and employment.

***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.

***open space***

Publicly and privately owned areas of land, including parks and natural areas, cemeteries, and other areas that are undeveloped and that can be expected to remain so indefinitely. The term often refers to open spaces that have been designated and/or zoned to remain undeveloped.

***ordinance***

A law enacted by a local legislative body, such as a city council or board of county commissioners.

***partition***

The process (and the result) of dividing a parcel into two or three smaller buildable parcels.

***pedestrian-friendly***

An environment with improvements such as sidewalks, crosswalks, lighting, street trees, benches, and traffic calming devices that provide safe, convenient, and attractive places to walk.

***per capita income***

A measure of the average income for every man, woman, and child in an area.

***periodic review***

Regularly scheduled Department of Land Conservation and Development reviews of local government comprehensive plans and implementing ordinances.

***permit fees***

Charges for processing land use or development applications.

***plan***

A concept, design, or statement of how one intends to carry out an action or achieve a goal.

***plan boundary***

Defines the area shown on the *Metro Plan* diagram that includes Springfield; Eugene; and unincorporated urban, urbanizable, rural and agricultural lands exclusive of areas encompassed in the Lane County General Plan.

***plan designation***

A general description of what uses are planned to occur in a district described on the comprehensive or general plan map or diagram.

***plan diagram***

A graphic depiction in the *Metro Plan* of: a) the future land use planned for the metropolitan area; and b) the goals, objectives, and recommendations embodied in the text and elements of a plan. Information includes land use designations and the urban growth boundary.

***planned unit development (PUD)***

A form of development that:

- Encourages comprehensive planning in areas of sufficient size to provide developments at least equal in the quality of their environment to traditional lot by lot development and that are reasonably compatible with the surrounding area;
- Provides flexibility in architectural design, placement, and clustering of buildings; use of open space and outdoor living areas; and provision of facilities for the circulation of automobiles, pedestrians, bicycles, and mass transit, parking storage and related site and design considerations;
- Promotes an attractive, safe, efficient, and stable environment that incorporates a compatible variety and mix of uses and dwelling types;
- Provides for economy of shared services and facilities;
- Encourages the construction of a variety of housing types at price ranges necessary to meet the needs of all income groups in the city;
- Enhances the opportunity to achieve higher densities; and
- Preserves natural resource areas.

***planning***

A systematic process and procedure to determine policies and implementing actions to achieve desired goals and objectives.

***policy***

A statement adopted as part of the Metro *Plan* or other plans to provide a specific course of action moving the community towards attainment of its goals.

***population***

The number of people in a community or place.

***population growth***

An increase in the number of people in a community through births, annexations, and net migration.

***projection***

Calculation of something in the future based on known trends.

***public facility plan***

A component of a comprehensive plan that describes the types and levels of services required to support planned development.

***quality of life***

A term that is usually used to collectively describe positive attributes associated with living in a particular community.

***rate of growth***

A measurement of change. Rate of growth is usually expressed as a percent change per year or decade.

***redevelopable land***

Land on which development has already occurred, but on which, due to present or expected market forces, there is a strong likelihood that existing development will be converted to or replaced by a new and/or more intensive use. This land might have one or more of the following characteristics: low improved value to land value ratio; poor physical condition of the improvement; low improved value; large size; and/or higher zoning potential.

***redevelopment***

Rebuilding or adaptive reuse of land that has been previously built upon. It may promote the economic development of an area that has been run-down or is no longer needed for its previous use, such as industrial land that is redeveloped as residential.

***refinement plan***

A detailed examination of the service needs and land use issues of a specific area. Refinement Plans of the *Metro Plan* can include specific neighborhood plans, special area plans, or functional plans (such as *TransPlan*) that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis.

***regulations***

Rules, ordinances, and laws that regulate conduct.

***riparian***

The land bordering a stream or river; also pertaining to the vegetation typical of those borders (grasses, shrubs, and trees such as reed canary grass, spiraea, willows, ash, and cottonwoods).

***row house***

One of a row of adjoining and usually similar houses, each having its side walls in common with its neighbors.

***rural lands***

Those lands that are outside the urban growth boundary. Rural lands are agricultural, forest, or open space lands; or other lands suitable for sparse settlement, small farms, or acreage homesites with limited public services, and which are not suitable, necessary, or intended for urban use.

***sequential development***

Orderly or efficient development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures made for these services while avoiding sprawl and leapfrog development.

***service enhancements***

Services and amenities provided (or delivered) to lower income tenants based on individual needs on site that promote empowerment towards self-sufficiency.

***single-family attached***

An attached dwelling unit that shares common walls, such as a rowhouse, duplex, triplex, or townhouse.

***single-family detached***

A free-standing dwelling unit which that does not share any walls or the roof with another dwelling unit.

***single-room occupancy (SRO)***

A single room dwelling. Sometimes there is a shared bath, kitchen and/or living area for the residents within the building. Rooming houses are considered SROs.

***small lot development***

A development of single-family, detached houses on lots smaller than 4,500 square feet.

***special needs housing***

Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

***standards***

A standard is a level or degree of quality that is proper and sufficient for a specific purpose. For instance, the local zoning ordinance will contain standards against which development requests are considered for approval or denial. Standards should be clear and objective.

***state-wide planning goals***

Nineteen state-wide planning goals that express the state of Oregon's policies on land use and related topics. Most of the goals are accompanied by guidelines that suggest how goals may be applied. The goals have been adopted as administrative rules. Oregon's state-wide goals are achieved through local comprehensive planning. State law requires each city and county to have a comprehensive plan and the zoning and land division ordinances needed to put the plan into effect.

***strategy***

A plan or action aimed at achieving a specific end.

***subdivision***

The process (and the result) of dividing a parcel of land into four or more smaller buildable lots.

***subsidies***

A general term for various forms of assistance, financial, or otherwise (e.g., grants, loans, tax allowances), which are intended to achieve desired results or behaviors. Also see incentives.

***suburban***

A term used to describe a location and activities characterized by lower density residential land uses.

***super-siting***

A process conducted by an authorized public jurisdiction that allows the siting of a project determined, as benefiting the public good to the extent that pre-emption of local zoning and development regulations is warranted.



***system***

A group of regularly interacting features, activities, or entities forming a network or united whole. For example, there are watershed systems, traffic systems, and systems for providing governmental services and goods.

***system development charges, SDCs***

A fee collected from new development by local governments to pay for offsite public facility improvements to mitigate impacts associated with a development.

***tax deferral for farmland***

The assessed value of farmland for taxing purposes based on comparable properties in agricultural use rather than on the real market value. A tax deferral makes farming an economically viable option for the land the land is used for urban development.

***tenure***

Whether one rents or owns the housing unit. The tenure could also be a cooperative in which a tenant owns stock in the building or complex.

***transfer of development rights***

The transfer from one property to another of certain legal rights granted by the zoning ordinance.

***TransPlan***

The Eugene-Springfield Metropolitan Area's transportation plan. A 20-year policy document intended to guide regional transportation system planning in the Eugene-Springfield metropolitan area by setting forth goals, policies, and implementation measure.

***transportation corridors***

Movement routes that accommodate many modes of transportation.

***Unbuildable land***

Land with the following constraints: floodway, in Eugene protected wetlands and wetland mitigation sites; wetlands larger than 0.25 acres in Springfield, land within easement of 230KV power lines, land within 75 feet of Class A stream or pond, or land within 50 feet of Class B stream or pond.

***underdeveloped land***

The vacant or redevelopable portion of land not having the highest and best use allowed by zoning.

***undeveloped land***

Land that is vacant or used for agricultural purposes.

***unincorporated land***

Land that is not within the boundaries of an incorporated city.

***urban design***

The forms, functions, materials, and activities of cities, and the use and management of neighborhoods, districts, or certain areas within them.

***urban form***

An expression of the physical shape and pattern of development of a city.

***urban growth boundary, UGB***

A site-specific line, delineated on a map or by written description, that separates the projected urban service area from rural land.

***urban lands***

Lands located within an incorporated city.

***urban renewal district***

Urban renewal districts are established to prevent the erosion of property values, as well as increase those values, by stimulating private investment. Urban renewal districts are authorized by the Oregon Constitution and state statutes. They are created to improve the economy of areas that are blighted, underdeveloped, or depressed. Urban renewal projects include land purchase/consolidation, development of utilities and public amenities such as street, water, sewers, lighting, public spaces, parks, etc.

***urban reserve area***

An area outside an urban growth boundary identified as a possible area for future expansion of the UGB during a 20-50 year period. Unlike other rural areas, urban reserve areas have the potential for future development.

***urban services***

Public facilities and actions that serve urban development, including sewers, water, fire protection, parks, open space, recreation, streets, roads, police, and public transit.

***urban sprawl***

The seemingly uncontrolled spread of development over rural or undeveloped land. It usually connotes low densities, inefficient use of land and service delivery, premature conversion of rural farm or forest land to urban uses, leapfrog development patterns, long commutes, and the spread of development outward from cities.

***very low-income housing***

Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.)

***vision***

The overall image of what the community wants to be and how it wants to look at some point in the future.

***wetland***

A land area where excess water is the dominant factor determining the nature of soil and the types of plant and animal communities living at the soil surface. Wetlands are complex ecosystems that are vital to fish, wildlife, and humans and are protected by local, state, and federal law.

***zero-lot line development***

A type of development in which houses are pushed up to the lot line instead of maintaining the typical five-foot setback. The result is typically a larger usable open space toward the opposite edge of the lot. Generally, the side of the house on the lot line has few to no windows.

***zoning***

A measure or regulation enacted primarily by local governments in which the community is divided into districts or zones within which permitted and special uses are allowed. Zoning regulations govern lot size, building bulk, placement, and other development standards. A zoning ordinance typically consists of two parts: a text and a map.



# **Appendix A**

## **Existing Metro Plan**

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

#### **Introduction**

This appendix contains all the findings, goal, objectives, and policies from the existing *Metro Plan Residential Land Use and Housing Element* of the 1987 *Eugene-Springfield Metropolitan Area General Plan*. Also, objectives and policies that apply to housing from the Environmental Design Element are included at the end of this section. Following the existing objective or policy is a statement in italics describing if that objective or policy has been kept, deleted, or modified in the recommended policies. The amended *Metro Plan* will no longer contain objectives, only policies.

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

#### **Findings**

The existing findings listed below will be replaced with the findings contained in Section II of this report.

1. Residential development took place at a rapid rate between 1977-80; about 8,680 new units were constructed during that period. From 1980-83, dwelling unit construction declined; about 2,610 new units were added.
2. The long-term, gradual shift toward a greater proportion of multiple-family type units and a reduced proportion of single-family type units continued in the 1977-83 period. In 1977, 69 percent of the housing stock were single-family type units, and 31 percent were multi-family type units. In 1983, 66 percent were single-family type units, and 34 percent were multi-family units. Of new units added to the inventory in those six years, about 5,830 (52 percent) were multi-family type. The same trend toward a greater proportion of multi-family type units was exhibited in Eugene and Springfield.
3. Overall residential densities continued to increase gradually between 1977 and 1983, from 3.5 to 3.9 units per gross acre (an 11 percent increase in residential density metropolitan-wide).
4. 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 five percent of the area's households occupy units have two or more bedrooms beyond the

number of persons in the household; for example, three bedrooms for a single-person household. These factors may indicate some of the area's housing stock is not being used efficiently.

5. 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, three percent mobile home, six percent duplex, and 21 percent multi-family. In January 1979, the supply consisted of 62 percent single-family, six percent mobile home, nine percent duplex, and 23 percent multi-family.
6. Approximately 12 percent of the area's housing units were substandard in 1976. Nearly all of those were suitable for rehabilitation.
7. 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.
8. 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.
9. 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.
10. Between 1979 and 1984, real housing costs rose relatively more rapidly than household incomes. For example, in 1979, 62 percent of metropolitan area households paid 25 percent or more for housing. By 1984, 67 percent of those households paid 25 percent or more for housing. There continues to be an inadequate number of lower cost units in the metropolitan area for low- and moderate-income households.
11. 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.
12. Residential uses in and near downtown areas are dominated by rental units.
13. 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.

14. 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.
15. 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.
16. 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.
17. 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.
18. Non-local policies, such as federal lending policies, affect the metropolitan housing market. Some conflict with the goals and objectives of the *Metro Plan*.
19. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.
20. Zoning in accordance with policies established by the *Metro 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. *[Retained as stated.]*

### **Objectives and Policies**

**Objective 1:** Coordinate residential land use and housing planning with other elements of this plan and with locally adopted plans. *[Modified and replaced with recommended policy in Coordination section.]*

**Objective 2:** Provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand. *[Modified and replaced with recommended policies in Residential Density section and Housing Type and Tenure section.]*

**Objective 3:** Locate residential development in relation to the availability of employment, commercial services, public utilities and facilities, and transportation

modes. *[Modified and replaced with recommended policy in Residential Density section.]*

**Objective 4:** Provide for and promote generally higher residential densities in the current urban service area to encourage a compact urban growth form. *[Modified and replaced with recommended policy in Residential Density section.]*

**Objective 5:** Protect existing and proposed residential areas from conflicting non-residential land uses while providing for compatible and functional mixed-use development (residential and non-residential). *[Expanded and replaced with recommended policies in Design and Mixed Use section.]*

**Objective 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. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

**Objective 7:** Maintain existing neighborhoods which have a supply of rehabilitation housing. *[Modified and replaced with recommended policy in Existing Housing Supply and Neighborhood section.]*

**Objective 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. *[Modified and replaced with recommended policy in Existing Housing Supply and Neighborhood section.]*

**Objective 9:** Encourage and support development of housing for low- and moderate-income households. *[Modified and replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

**Objective 10:** Increase housing opportunities for the specialized needs of the elderly and handicapped, students, as well as minority, female-headed, and single-person households. *[Modified and replaced with recommended policies in Affordable, Special Need, and Fair Housing section.]*

**Objective 11:** Encourage cooperation between public, private, and consumer sectors of the area's housing market. *[Modified and replaced with recommended policy in Coordination section.]*

**Objective 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. *[Retained as is in Affordable, Special Need, and Fair Housing section.]*



**Policy 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. *[Modified and replaced with recommended policies in Coordination section.]*

**Policy 2:** Continue to seek public assistance for households that are unable to pay for shelter on the open market. *[Replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

**Policy 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. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

**Policy 4:** Phase annexations to maintain an adequate inventory of buildable residential land. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

**Policy 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 acres by local governments. Eugene and Springfield shall establish standards for allowing 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

*[Replaced with recommended policy in Residential Density section.]*

**Policy 6:** Review residential land development regulations to ensure that they encourage a variety of housing densities and types. *[Modified and replaced with recommended policies in Residential Density section and Housing Type and Tenure section.]*

**Policy 7:** Encourage public, private, nonprofit, and cooperative associations and joint public-private partnerships to enter the low- and moderate-income housing market. *[Modified and replaced with recommended policy in Coordination section.]*

**Policy 8:** Continue to encourage the dispersal of housing for all income groups. *[Some ideas are incorporated into recommended policy in Housing Type and Tenure section.]*

**Policy 9:** Encourage proposals to develop specialized housing for the area's elderly, handicapped, and students. *[Modified and replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

**Policy 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. *[Some ideas are incorporated into policy in Residential Land Supply and Demand section.]*

**Policy 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. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

**Policy 12:** Promote compatibility between residentially zoned land and adjacent areas. *[Expanded and replaced with recommended policies in Design and Mixed Use section.]*

**Policy 13:** Develop local mechanisms and processes which ensure coordination between public, private, and consumer sectors of the area's housing market. *[Modified and replaced with recommended policy in Coordination section.]*

**Policy 14:** Implement housing programs that provide housing opportunities for all metropolitan area residents without discrimination. *[Replaced with recommended policy in Affordable, Special Need and Fair Housing section.]*

**Policy 15:** Investigate and when advisable, implement mixed use zoning, particularly in established neighborhoods where compatibility and functional mixes already existing. *[Expanded and replaced with recommended policy in Design and Mixed Use section.]*

**Policy 16:** Encourage location of non-residential 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. *[The mixed use component was replaced with recommended policy in Design and Mixed Use section. The portion of Policy 16 addressing non-residential was deleted.]*

**Policy 17:** Encourage a variety of new residential developments in and near the downtown area. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

**Policy 18:** Work with the state and federal governments to minimize conflicts between local and non-local housing policies and programs. *[Eliminated.]*

**Policy 19:** Facilitate the construction of individually owned units in multi-family structures. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

**Policy 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. *[Modified and replaced with recommended policy in Existing Housing Supply and Neighborhood section.]*

**Policy 21:** Encourage a mixture of dwelling types in appropriate areas. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

**Policy 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. *[Modified and replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

**Policy 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 *Eugene-Springfield Metropolitan Area General Plan* density categories in designated areas, when consistent with other planning policies. *[Eliminated.]*

- a. To determine the number of specialized units needed for the elderly, handicapped, and students, as well as methods for producing such specialized units. *[Eliminated.]*
- 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. *[Deleted, this method of calculating density by bedroom count was discontinued and not longer appears necessary to conduct the analysis.]*
- c. To consider the social and economic effects of the urban growth boundary on the initial price, long-term costs, and the availability of land and housing. *[Modified and replaced with recommended policies in Residential Land Supply and Demand section.]*

**Policy 25:** Where possible, evaluate and reduce on-site parking requirements for residential developments near downtown areas. *[Replaced with suggested implementation measure in Residential Density section.]*

**Policy 26:** Encourage in-filling and utilizing existing undeveloped sub-division lots in urban areas. *[Expanded and replaced with recommended policy in Residential Density section.]*

**Policy 27:** Provide for mobile homes as an outright use in a least one of the following situations in Eugene, Springfield, and Lane County: mobile home sub-divisions, mobile home parks, or on individual residential lots. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

**Policy 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. *[Eliminated.]*

**Policy 29:** Encourage programs that facilitate home ownership by low- and moderate-income families. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

**Policy 30:** Encourage higher density residential development near industrial and commercial centers throughout the metropolitan area. *[Replaced with recommended policy in Residential Density section.]*

**Policy 31:** Zoning in accordance with other policies established in the *Metro Plan* shall be one of the techniques to achieve densities and the variety of housing types envisioned in the plan. *[Expanded and combined with other policies addressing density and housing types and replaced with recommended policies in Residential Density section and in Housing Type and Tenure section.]*

**Policy 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. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

**Policy 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 within the plan boundary of this *Metro Plan*:

- a. Consistency with the *Metro Plan*;
- b. Consistency with policies and plan of applicable jurisdiction(s); and
- c. Consistency with ordinances in affect within individual jurisdictions.

*[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

**Policy 34:** In newly developing areas, techniques such as planned unit developments shall be employed to achieve density assumptions of the *Metro 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 in the Plan. *[Deleted reference to only newly developing areas. Modified and updated in recommended policies in Residential Density section.]*

### ***Overlapping Metro Policy from Environmental Design Element***

The existing objectives and policies listed below are from the Environmental Design Element and will not be replaced until that element is revised. The portions of the existing policies addressing mixed use and compatibility through design standards have been addressed through Recommended Policies in the Design and Mixed Use section

**Objective 6:** Coordinate development to achieve compatibility in mixed use areas (with or without refinement plans) through the adoption and administration of design standards.

**Policy 6:** Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high- and medium-density development locating adjacent to low-density residential).

**Policy 7:** The development of urban design elements as part of local and refinement plans shall be encouraged.

**Policy 8:** Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.



## **Appendix B State Policy Direction**

This chapter discusses relevant existing state policy direction in light of the data and policy analyses completed for the Metropolitan Residential Land and Housing Study.

### **Overview of State Policy**

The following existing State Goals, statutes, administrative rules, and guidebooks were reviewed for this analysis.

- Statewide Planning Goals 1, 10, and 14
- OAR 660, Division 8
- *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, Oregon Transportation and Growth Management Program, March 21, 1997
- LCDC's 1979 guidebook, *Housing Planning in Oregon*
- ORS 195.036
- ORS 195.295-197.314
- ORS 197.296
- ORS 197.475 to 490
- ORS 446.003(26)(a)(C)

### ***Statewide Citizen Involvement Goal (Goal 1)***

**Goal: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.**

It is necessary and important to conduct citizen involvement activities consistent with Statewide Planning Goal 1, Citizen Involvement. Goal 1 requires that citizens be involved in all stages of the planning process. As the work program for this project was developed, the jurisdictions designed, approved, and implemented a public involvement plan consistent with the *Metro Plan* that meets the requirements of Statewide Planning Goal 1, including the following required components:

#### **Widespread Citizen Involvement**

The citizen involvement program for this project involved a cross-section of affected citizens and a Citizen Advisory Committee, selected by an open, well-publicized public process. The JPCC, the officially recognized citizen involvement coordinating body for the *Metro Plan*, provided overall direction on and approved the citizen involvement plan for this project.

## **Communication**

Two-way communication between citizens and elected and appointed officials occurred and will continue to occur through workshops, comment forms, public forums, outreach, and public hearings.

## **Citizen Influence**

Citizens will continue to have the opportunity to be involved in all phases of the planning process, including preparation of plan amendments and implementation measures, plan content, plan adoption, minor changes and major revisions in the plan, and implementation measures. See chart in the Introduction of this report.

## **Technical Information**

This document provides the information necessary for each policy decision. A copy of all supporting documents, including technical reports will be available at LCOG, the cities of Eugene and Springfield development departments, local public libraries, and other locations open to the public.

## **Feedback Mechanisms**

Recommendations resulting from the citizen involvement program will be retained and made available for public assessment. Citizens who have participated in this program will continue to receive a response from elected officials. The rationale used to reach land-use policy decisions will be available in the written reports.

## **Financial Support**

Sufficient funding was allocated to citizen involvement to make citizen involvement an integral part of the planning process.

## ***Statewide Housing Goal (Goal 10)***

Statewide Land Use Goal 10, known as the Housing Goal, requires local comprehensive plans and land use regulations to provide as follows:

- Goal:** To provide for the housing needs of citizens of the state.  
"Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for the flexibility of housing location, type, and density."



The Housing Goal has been supplemented over the years with statutes that address specific housing issues and types. In addition, there are two state administrative rules that interpret the requirements of Goal 10. Oregon Administrative Rule (OAR) Chapter 660, Division 7 addresses housing requirements within the Metropolitan Portland (Metro) urban growth boundary; it does not apply to Eugene-Springfield or other areas of the state. Another administrative rule, OAR 660, Division 8, which does apply to Eugene-Springfield, is intended to define standards for compliance with Goal 10 and State housing statutes.

In the text below, key elements of the Housing Goal are described, followed by where these elements are addressed in the supply and demand analysis and policy analysis of the Metropolitan Residential Land and Housing Study.

### **Availability**

The residential land supply must be adequate to meet need. It must be buildable.<sup>12</sup> If a community has no financial possibility of extending public services to currently developed areas, then these lands should not be included as part of the buildable inventory. In addition, designation of short-term supply must be effective. Local plans and development codes must provide: clear plan policies, clear and objective approval standards, no competing or incompatible uses, services must be planned for long-term supply, and services must be available

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<sup>12</sup> The guidebook, *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, provides the following definitions as referenced in statute and administrative rules:

**Buildable Land:** Lands in urban and urbanizable areas that are suitable, available, and necessary for residential uses. Buildable lands include both vacant land and developed land likely to be redeveloped. [ORS 197.295(1)]. Lands defined as unbuildable within the metro urban growth boundary are those that are not severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly owned land is generally not considered available for residential use. Land with slopes of 25 percent or greater unless otherwise provided for at the time of acknowledgment and land within the 100-year floodplain is generally considered unbuildable for purposes of density calculations. [OAR 660-08-005(2)]

The unbuildable calculation may be more precise. For instance, the floodway must be counted as unbuildable because federal law generally prohibits development in the floodway, but the remainder of the floodplain would be counted as buildable if the local jurisdiction allows development in these areas. Also, slopes over 25 percent may be buildable, and could be counted, as long as that is consistent with the jurisdiction's land development policies (e.g., engineered structures, driveways and roads; no building above slopes of 35 percent, etc.). Jurisdictions should decide what is buildable based on local development policies.

**Redevelopable Land:** Lands zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period. [OAR 660-08-005(12)]

**Suitable and Available Land:** Residentially designated vacant and redevelopable land within an urban growth boundary that is not constrained by natural hazards, or subject to natural resource protection measures, and for which public facilities are planned or to which public facilities can be made available. Publicly owned land generally is not considered available for residential use. [OAR 660-08-005(13)]

for short-term supply. Information on the availability of the residential land supply is contained in the *Draft Supply and Demand Technical Analysis*.

Inventory must be kept current as supply is used up or depleted by changing conditions, such as wetlands problems, changing demographics, annexation difficulties, etc.

### **Affordability**

The Housing Goal speaks of price ranges that are commensurate with the financial capabilities of Oregonians. Those capabilities change over time.<sup>13</sup> The findings and recommended policies contained in this report address affordability.

### **Diversity of Housing Types**

According to the LCDC's 1979 guidebook, *Housing Planning in Oregon*, housing choice should be available to all residents. With respect to housing types, "it implies a need for housing at various economic levels provided in a variety of modes. This could include such things as single-family units, mobile homes, apartments, condominiums, shared-facilities housing, and so forth. In other words, the community should encourage the widest possible range of options or alternatives for both housing purchasers and renters." The guidebook also states that availability means housing "in quantities which allow all sectors of the market some reasonable choice in selection of a place to live in terms of housing type, tenure, and price range." The findings and recommended policies contained in this report address the availability of housing choices.

### **Diversity of Housing Locations**

As regards location, flexibility implies a willingness of the community to define its standards to allow a variety of housing to be located throughout the community, and not limited to one or two particular neighborhoods. The recommended policies contained in this report address the availability of housing choices throughout the community.

### **Needs Assessment**

Goal 10 requires that local plans and implementing regulations be based upon a realistic assessment of supply and demand. On the demand side, the Goal requires local jurisdictions to assess the need for housing of various types, locations, densities, and price ranges. On the supply side, the Goal requires an inventory of buildable lands and a demonstration that enough buildable lands are actually available to meet the identified need. Information on needed housing in relation to buildable land is contained in the *Draft Supply and Demand Technical Analysis*. A summary of this document is contained in Appendix B.

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<sup>13</sup> The guidebook, *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, provides specific direction on how to conduct a housing needs analysis that addresses the issue of affordability. See discussion of House Bill 2709 in this chapter.

## ***Statewide Urbanization Goal (Goal 14)***

**Goal:** To provide for an orderly and efficient transition from rural to urban land use.

Goal 14 requires that urban growth boundaries separate urbanizable land from rural land. If there is a demonstrated need to change an urban growth boundary based on population projections, Goal 14 lays out the framework within which further analysis to justify an expansion must be conducted. Changes in boundaries are based on consideration of the following factors:

1. Demonstrated need to accommodate long-range urban population growth requirement consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic, and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agricultural activities.

This study complies with Goal 14. It does not recommend a UGB expansion because factor #1 was not met.

## **State Housing Legislation**

### **Prohibition of Vague Standards and Delaying Procedures**

The Oregon Legislature has required by statute that local approval standards, special conditions, and procedures for approval of needed housing "shall be clear and objective" and "shall not have the effect, either in themselves, or cumulatively, of discouraging needed housing through unreasonable cost or delay." ORS 197.307(6) and ORS 197.312(1) and (2). This statutory requirement applies directly to all local government land use procedures, regulations, and decisions affecting proposals for the development of needed housing. Because it is a statutory requirement, not a goal requirement, it does not cease to apply upon acknowledgment or issuance of a periodic review order. It imposes a continuing, direct, and mandatory obligation upon all local governments. The cities of Eugene and Springfield have reviewed their codes and found them to be consistent with this requirement.

### **Needed Housing Requirements**

Over the years, the Oregon Legislature has supplemented the housing goal by defining certain types of housing as needed housing and by requiring specific measures be taken to assure that adequate land is available for such housing. ORS 197.303 defines needed housing, and currently provides that needed housing includes:

1. **Locally Identified Housing Types.** This category includes all housing identified as needed by local governments in their Goal 10 inventory and planning processes up to the time of their first periodic review. As the statute puts it, it includes "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels." ORS 197.303(1) and OAR 660.08.005.
2. **Ownership and Rental Housing.** Needed housing includes, but is not limited to, attached and detached, single-family housing and multiple-family housing for both owner and renter occupancy. ORS 197.303(1)(a) and OAR 660.08.005
3. **Government Assisted Housing.** ORS 197.303(1)(b). This means "housing that is financed in whole or part by state, federal, or local money, and housing occupied under rent supplements or housing vouchers." ORS 197.295(3)
4. **Mobile Home or Manufactured Dwelling Parks.** ORS 197.303(1)(c) and ORS 197.475 to 197.490. These provisions require local jurisdictions to provide for such parks by July 1, 1990, based upon an inventory and projection of need taking into account population projections, household income levels, and housing market trends.
5. **Manufactured Dwellings on Individual Lots.** ORS 197.303(1)(d) identifies as needed housing: "Manufactured dwellings on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions." The 1993 Legislature added the requirement that: ". . . within urban growth boundaries each city and county shall amend its comprehensive plan and land use regulations for all land zoned for single-family residential uses to allow for siting of manufactured homes as defined in ORS 446.003(26)(a)(C)[H.U.D.-certified homes]. A local government may only subject the siting of a manufactured home allowed under this section to regulation as set forth in ORS 197.307(5)[siting standards for manufactured homes on individual subdivision lots]."

The *Draft Supply and Demand Technical Analysis* that included the housing needs analysis contained in Appendix C are consistent with the needed housing requirements.

### **Expedited Land Divisions**

The 1995 Legislature enacted House Bill 3065 as a means of encouraging residential development within urban growth boundaries, when that development meets specified performance standards. Under the statute, land divisions meeting these performance standards can be processed through an expedited process that bypasses review by the Land Use Board of Appeals (LUBA). That is, any appeal of a local government's approval or denial of such a land division would be reviewed directly by the Oregon Court of Appeals, instead of going through LUBA first.

In order to qualify for this expedited process, the land division must meet the following standards:

- The land must be zoned for residential uses and be within the urban growth boundary;
- The land division must be solely for the purposes of residential use;
- The action must not allow for dwellings or accessory buildings to be located on land mapped and designated for natural resource protection;
- The action must create three or fewer parcels and create “enough lots or parcels to allow building residential units at 80 percent or more of the maximum net density permitted by the zoning designation”.

Use of the expedited land division procedures is not mandatory. It is up to the applicant to elect to use the special procedures. The cities of Eugene and Springfield offer the expedited land division procedure upon request.

### **Recent Legislation**

In 1995, the Oregon Legislature passed House Bill 2709 (HB 2709) concerning planning for needed housing. As stated above in the section entitled, Goal 10, Oregon Revised Statutes and Administrative Rules already required jurisdictions to analyze and provide for needed housing prior to the adoption of HB 2709. HB 2709 supplemented these provisions as follows.

1. Refined the definition of buildable lands,
2. Required coordination of population projections,
3. Set criteria for prioritizing land for UGB expansions, and
4. Set specific requirements in ORS 197.296.

Provisions #1 through #3 apply to all Oregon jurisdictions, including Eugene-Springfield. Provisions #1 and #2 were addressed in this study. Provision #3 was not addressed in this study because no urban growth boundary amendments are proposed. Regarding #4, the Eugene-Springfield area is not required to comply with ORS 197.296 at this time, as explained below.

#### **1. Definition of Buildable Lands [ORS 197.295(1)]**

Buildable lands now include “developed land likely to be redeveloped.” Prior to HB 2709, it was a local option as to whether or not to include redevelopable lands in the buildable lands inventory (see section, above, Statewide Goal 10: Housing: Availability, for current definitions of buildable lands and redevelopable).

## **2. Coordination of Population Forecasts (ORS 195.036)**

HB 2709 requires the coordinating body for an area to establish and maintain a population forecast for the area and to coordinate the forecast with the local governments within its boundary. LCOG is the coordinating body in Lane County. The Oregon State Economist provides 20-year statewide forecasts and coordinated regional forecasts.

## **3. Priority of Lands for UGB Expansions (ORS 197.298)**

If a community expands its UGB, it must include certain types of land before others. The order of priority is as follows.

1. Urban reserve land designated under ORS 195.145,
2. Exception and nonresource land adjacent to a UGB,
3. Marginal lands pursuant to ORS 197.247 (1991 Edition), and
4. Agriculture and forestry lands, or both.

Jurisdictions can include lower priority land under the following circumstances: 1) a need for specific type of land, 2) constraints to providing urban services, and 3) efficiency of land uses.

## **4. ORS 197.296 Requirements**

ORS 197.296 requires certain jurisdictions to provide for a 20-year housing need based on actual developed densities in the past five years or since the last periodic review; to take measures and/or expand the UGB, if needed; and to zone land appropriate for planned densities as indicated by the market.

According to staff at the DLCD, the Eugene-Springfield metropolitan area does not have to meet the requirements of ORS 197.296 at this time because these provisions must be met at periodic review and the local periodic review process was initiated prior to passage of the legislation. However, if a legislative change to the urban growth boundary is considered, then the requirements of ORS 197.296 would apply.

### **Eugene/Springfield Compliance with ORS 197.296**

ORS 197.296 requirements apply to comprehensive plans in areas within an urban growth boundary for a city with a population of 25,000 or more, within any urban growth boundary with a rate of growth that exceeds the average rate of growth for the state for three of the last five years, and the Portland Metro area. Local jurisdictions must meet the requirements "at periodic review or any other legislative review of an urban growth boundary."

Again, the Eugene-Springfield area is not required to comply with ORS 197.296 at this time. However, the guidebook, *Planning for Residential Growth: A Workbook for Oregon's Urban*

*Areas*, does provide guidance on pre-existing Statewide Goal 10 requirements, as well as the new requirements specific to ORS 197.296. The Metropolitan Residential Land and Housing Study was conducted in a consistent manner with the tasks and steps laid out in the guidebook for the following tasks:

- Inventory the supply of buildable residential lands
- Conduct a housing needs analysis

In addition, the study recommends policies and implementation measures to increase densities, provide a greater mix of housing types, and monitor development activity over time to determine the impacts of these measures. These policies and measures will help ensure that the land in the existing urban growth boundary is sufficient to meet the needs of the growing population over the next 20 years. This is especially important in the Eugene-Springfield area where the residential supply and demand are relatively close.





**Appendix C**  
**What is the Market Demand for Residential Real Estate in Eugene/Springfield?**



# WHAT IS THE MARKET DEMAND FOR RESIDENTIAL REAL ESTATE IN EUGENE/SPRINGFIELD?

## THE EUGENE/SPRINGFIELD REGION WILL GROW

*Long-run national, Northwest, and local economic conditions are favorable*

- Continued westward migration supports continued population growth.
- Increasing Pacific Rim trade creates opportunities for economic growth.
- An educated and productive workforce allows Northwest firms to remain competitive.
- The Northwest has relatively well-maintained investments in infrastructure and public services that support growth.
- Most of the population and economic growth in the west has been concentrated along the I-5 corridor.
- The Eugene/Springfield region is planning for public services to support growth, and has some economic development programs that encourage the expansion of existing firms and location of new firms.

## SEVERAL FACTORS AFFECT THE MARKET FOR RESIDENTIAL REAL ESTATE PRODUCTS IN NODES

*Both demand and supply factors are important*

Demand Factors	Supply Factors
• Population growth	• Availability and price of buildable land
• Demographic conditions: Household size	• Location of residential land: Neighborhood characteristics
Age distribution	School district quality
Age of household head	Proximity to employment, shopping, and recreation
Marital status & presence of children	• Cost of construction
• Household income	• Availability of financing
• Net worth	• Experienced builders of alternative housing

## ALMOST 100,000 NEW PEOPLE ARE EXPECTED IN THE EUGENE/ SPRINGFIELD METRO AREA BETWEEN 1990 AND 2015

*An average of about 4,000 people per year over the 25-year period; an overall increase of 48%; an average growth rate of 1.6% per year*

### Population Growth in the Eugene/Springfield Metropolitan Study Area, 1990-2015

	1990	1995	2000	2005	2010	2015	1990- 2015
Population	204,000	224,000	241,000	257,000	278,000	301,000	97,000
Average annual growth		4,000	3,400	3,200	4,200	4,600	3,880
Average annual growth rate		1.89%	1.47%	1.29%	1.58%	1.60%	1.57%

Source: Lane Council of Governments

Note: The Eugene/Springfield Metropolitan Study Area is slightly larger than the Eugene/Springfield Urban Growth Boundary (UGB) area used for household forecasts in this report. Population forecasts for the UGB area are not available.

**THE POPULATION WILL GET OLDER**

*The share of population over 55 will increase over the next 20 years, but the amount of growth will be greatest for younger age groups*

Persons in the Eugene/Springfield Metropolitan Study Area by Age, 1990 and 2015

Age	1990		2015		Change 1990-2015	
	#	Share	#	Share	#	Share
<25	76,000	38%	107,000	35%	31,000	-3%
25-54	88,000	43%	115,000	38%	27,000	-5%
55-64	15,000	7%	35,000	12%	20,000	5%
65+	25,000	12%	44,000	15%	19,000	3%
Total	204,000	100%	301,000	100%	97,000	0%

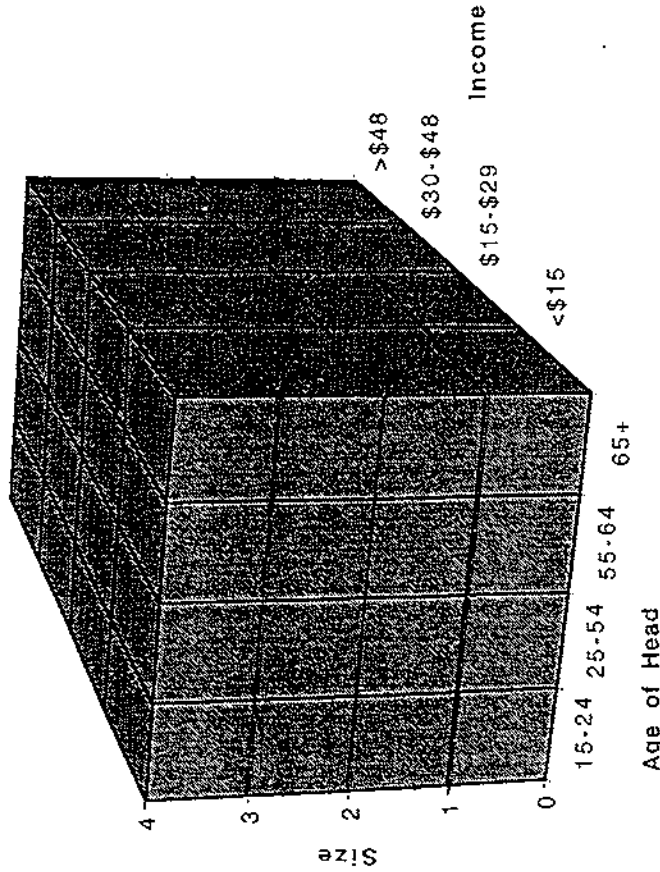
Source: Lane Council of Governments

- Important to household formation and housing is the fact that there will be an increase of about 50,000 people between the ages of 25 and 64.

# HOUSEHOLDS CAN BE GROUPED BY INCOME, SIZE, AND AGE OF HOUSEHOLD HEAD

*Household types can be correlated to housing types and tenure*

- Low-income (<\$15,000), and increasingly, moderate-income (\$15-\$30,000), young (head 15-24), and single-person households are predominantly apartment renters.
- Remaining households predominantly own single-family homes, with the share in single-family homes and ownership increasing with income and household size.



- The share of households in single-family homes and ownership declines for household heads over 64, but these households are still predominantly in owner-occupied single-family housing.



## INCOME AFFECTS THE TYPE OF HOUSING THAT IS FINANCIALLY ATTAINABLE

*New, unsubsidized housing is unattainable to low-income and, increasingly, lower-middle income households*

Market Segment by Income <sup>1</sup>	Household Income Range	Financially Attainable Products	
High (21%)	\$48,000 or more	All housing types	
Upper Middle (21%)	\$29,000 to \$48,000	Small lot and cluster housing Attached housing Multi-family housing	↑ New housing
Lower Middle (30%)	\$15,000 to \$29,000	Garden apartments	↓ Used housing
Low (28%)	Less than \$15,000	Low-rise high-density Mid-rise housing Apartments Subsidized housing	

Source: Claritas, Inc. and Leland Consulting Group  
 1 Percentages are approximate share of total households in 1990.

## HIGHER INCOME IS CORRELATED WITH HIGHER RATES OF OWNERSHIP AND SINGLE-FAMILY HOUSING

*Low-income households are predominantly apartment renters*

Percent of Households in Eugene by Income, Structure Type, and Ownership, 1990 (thousands of dollars)

Structure Type	<\$15	\$15-29	\$30-48	>\$48	All
Single-family detached	26%	54%	72%	85%	56%
Single-family attached	7%	8%	9%	4%	7%
Apartments	60%	32%	16%	9%	32%
Mobile Home	6%	6%	3%	1%	4%
Other	1%	1%	0%	1%	1%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Tenure</b>					
Own	23%	46%	65%	85%	51%
Rent	77%	54%	35%	15%	49%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Public Use Microdata Samples and ECONorthwest. Note: Public Use Microdata Samples are only available for Eugene or the remainder of Lane County. The Eugene area was used to represent housing relationships in the Eugene/Springfield metropolitan area. Differences between Eugene and Springfield are not likely to be enough to change the general conclusions of this analysis.

**HOUSEHOLDS WITH INCOME >\$50,000 WILL GROW SLOWLY**

*Households in all income ranges will grow in absolute number, and those with income <\$50,000 will gain relative share*

Households in Eugene/Springfield by Household Income, 1990, 2000, and 2015 (thousands of 1990 dollars)

Income	1990		2000		2015		1990-2015	
	Share	Share	Share	Share	Share	Share	Share	Share
< \$15	22,000	28%	27,000	31%	37,000	31%	15,000	3%
\$15-\$29	23,000	30%	27,000	31%	37,000	31%	14,000	1%
\$30-\$49	16,000	21%	20,000	23%	28,000	23%	12,000	2%
\$50-\$99	14,000	18%	12,000	13%	17,000	13%	3,000	-5%
>\$100	2,000	3%	2,000	2%	3,000	2%	1,000	-1%
Total	77,000	100%	88,000	100%	122,000	100%	45,000	0%

Source: Claritas, Inc. (1990 and 2000); ECONorthwest (2015 and conversion to 1990 dollars)  
 Note: Claritas forecasts income for five years only; 2015 forecast calculated by applying the 2000 distribution to the total households in 2015.

## COUPLES AND FAMILIES ARE MORE LIKELY TO OWN SINGLE-FAMILY DETACHED HOMES

*Single-person households are predominantly apartment renters*

Percent of Households in Eugene by Household Size, Structure Type, and Tenure, 1990

Structure Type	1	2	3	4+	All
Single-family detached	29%	58%	68%	84%	56%
Single-family attached	8%	8%	8%	5%	7%
Apartments	57%	28%	20%	10%	32%
Mobile Home	6%	6%	3%	0%	4%
Other	1%	1%	1%	0%	1%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Tenure</b>					
Own	33%	55%	58%	67%	51%
Rent	67%	45%	42%	33%	49%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Public Use Microdata Samples and ECONorthwest

**HOUSEHOLD SIZE IS EXPECTED TO DECREASE SLIGHTLY**

*One- and two-person households will grow relative to larger households*

**Households in Eugene/Springfield by Household Size, 1990 and 2015**

Persons	1990		2015		1990-2015	
	Share	Share	Share	Share		
1	21,000	27%	37,000	30%	16,000	3%
2	28,000	36%	46,000	38%	18,000	2%
3	12,000	16%	18,000	15%	6,000	-1%
4+	16,000	21%	21,000	17%	5,000	-4%
Total	77,000	100%	122,000	100%	45,000	0%

Source: Lane Council of Governments (1990 and 2020); 2015 distribution imputed by ECONorthwest

- The 1990 share of households living in apartments (32%) and growth of households between 1990 and 2015 implies a demand over 14,000 apartment units, or an average of about 560 units per year.

**HOUSEHOLDERS 15-24 ARE MOSTLY APARTMENT RENTERS**

*Householders 25-64 predominantly own; the share in apartments or renting increases again after age 65*

**Percent of Households in Eugene by Age of Head,  
Structure Type, and Tenure, 1990**

Structure Type	15-24	25-54	55-64	65+	All
Single-family detached	15%	63%	68%	54%	56%
Single-family attached	8%	9%	5%	4%	7%
Apartments	74%	27%	18%	31%	32%
Mobile Home	2%	2%	10%	9%	4%
Other	1%	0%	0%	1%	1%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Tenure</b>					
Own	5%	50%	81%	67%	51%
Rent	95%	50%	19%	33%	49%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Public Use Microdata Samples and ECONorthwest

**THE SHARE OF HOUSEHOLDS WITH HEADS OVER 55 WILL INCREASE**

*Households with heads over 55 will account for half of the growth in households over the 25-year period*

**Households in Eugene/Springfield by Age of Head, 1990 and 2015**

Age of Head	1990		2015		1990-2015	
	Count	Share	Count	Share	Count	Share
15-24	8,000	10%	12,000	10%	4,000	0%
25-54	46,000	60%	62,000	51%	16,000	-9%
55-64	8,000	10%	20,000	16%	12,000	6%
65+	15,000	20%	28,000	23%	13,000	3%
<b>Total</b>	<b>77,000</b>	<b>100%</b>	<b>122,000</b>	<b>100%</b>	<b>45,000</b>	<b>0%</b>

Source: Lane Council of Governments

## FAMILY TYPES AND LIFE CYCLE AFFECT HOUSING CHOICES

*Households with people never married and young married couples with no children are more likely to rent housing*

### Never Marrieds

- These households are most likely to live in rented units near other rental units.
- Of the "never marrieds" under 30, only 12 percent were homeowners.
- Home ownership increases in likelihood as these households age. Of the "never marrieds" between 45 and 59, 45 percent were homeowners.

### Married couples, no children

- Married couples without children under the age of 30 are more likely to rent (60 percent of households in this category) than to own (40 percent)
- For all ages, these couples generally select single-family units or multi-family units in buildings with fewer units.

Source: U.S. Census Public Use Microdata Samples and Leland Consulting Group



## FAMILY TYPE AND LIFE CYCLE AFFECT HOUSING CHOICES

*Families with children and older households are more likely to own housing*

### One-parent families

- These households, with lower median incomes than two-parent households, have lower rates of home ownership than their two-parent counterparts.
- Ownership rates increase as the age of the youngest child increases, and are higher than for single people.

### Older households (ages 45 to 64)

- These households have a strong tendency to own their own homes and to remain in their current housing unit. Although households have been shown to move motivated by the need for additional space, the same motivation has not been found for households with excess space.
- Many households view these years as a transitional period before retirement, and generally defer major housing changes until retirement.

Source: U.S. Census Public Use Microdata Samples and Leland Consulting Group.

## LOCAL CHANGES IN HOUSEHOLDS ARE CONSISTENT WITH NATIONAL TRENDS

*Fewer married couples with children under 18, more married couples without children, and more persons living alone*

### Share of Total U.S. Households by Family Type

	1995	2010	1995-2010
Families	70%	68%	-2%
Married couples	55%	52%	-3%
with children <18	25%	20%	-5%
with children 18+ only	5%	6%	1%
with no children	25%	26%	1%
Single parents	8%	8%	0%
Other families	7%	8%	1%
Nonfamilies	30%	32%	2%
Persons living alone	25%	27%	2%
Other nonfamilies	5%	5%	0%

Source: American Demographics, 1993

Note: Each higher level is a subtotal of the levels immediately underneath it. Thus, columns do not sum to 100%.

## SUMMARY OF DEMAND CONDITIONS

*Changing composition of households will affect demand for residential real estate*

- Growth in households with income <\$15,000 should increase demand for moderate rent apartments. Most of these households will occupy older units, and many may require subsidy.
- Growth in households with income \$30-\$49,999 should increase demand for low-to moderately-priced single-family housing.
- The market for high-end housing, though lucrative, is not deep. Slow growth of households with income >\$50,000 should reduce the relative demand for standard- and large-lot single-family housing.
- Growth of one- and two-person households should increase demand for apartments and smaller forms of single-family housing.
- Declining share of three- and four- or more-person households should reduce the relative demand for traditional single-family housing.
- Aging households should increase the number of households making post-retirement transitions out of traditional single-family housing.
- The direction of the demographics and economics is toward reducing housing cost (in part by reducing land and built space), smaller households, and older households, all of which are consistent with the type of housing compatible with nodes.

## MANUFACTURED HOUSING HAS BEEN 20% OF NEW RESIDENTIAL CONSTRUCTION LOCALLY

*Manufactured housing should capture a larger share of new housing than the 5-6% share suggested by 1990 Census data on housing stock*

Structure Type	1985-1995
Single Family Detached	44%
Single Family Attached	5%
Apartment	31%
Mobile Home	20%
<b>Total</b>	<b>100%</b>

- In 1995, 72% of Manufactured Homes in Eugene were in parks and 28% were on single-family lots.
- Manufactured home parks appear popular; 988 spaces in parks were created between 1990 and 1995 in Eugene.

Source: City of Eugene Building & Permit Services Division

- Manufactured homes on lots have about the same density as single-family detached housing, while those in parks result in higher densities.

## IMPLIED RESIDENTIAL DEMAND IN EUGENE/SPRINGFIELD

Household forecasts imply demand for about 45,000 dwelling units

Additional Dwelling Units by Structure Type and Tenure, Based on Existing Housing Stock and Potential Distribution, 1990-2015

Based on 1990 Housing Stock Potential Distribution<sup>1</sup>

Structure Type	Total Units	%	Avg. Units	Total	%	Units
	(1,000)	Units	/Year	Units	Units	/Year
Single-family detached <sup>2</sup>	23-26	52-57%	980	18,000	40%	720
Single-family attached	2.8-3.4	6-8%	120	4,500	10%	180
Apartments	13-16	30-35%	590	15,750	35%	630
Manufactured Homes <sup>3</sup>	2.1-2.8	5-6%	100	6,750	15%	270
<b>Tenure</b>						
Own	21-27	47-59%				
Rent	18-24	41-53%				

Source: ECONorthwest

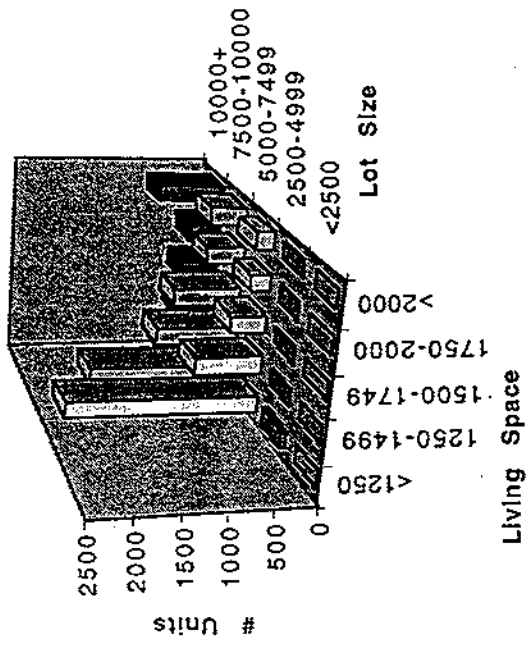
Note: Based on demographic forecasts and the relationship of household income, size, and age of head with structure type and tenure in 1990. Estimates do not include adjustments for demolitions, or vacancies, or any existing under-supply.

1. Potential distribution assumes increasing cost of land and buildings, resulting in more alternative housing.
2. Single-family detached includes manufactured housing on single-family lots.
3. Manufactured homes includes only those in manufactured home parks.

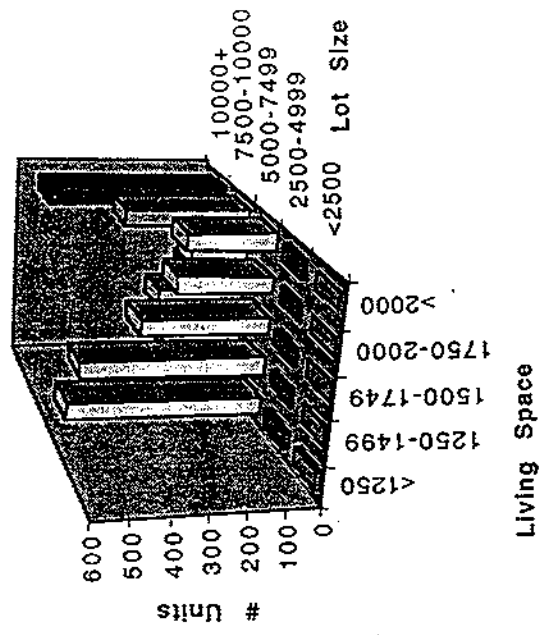
# DEMAND FOR NEW LARGE HOMES ON LARGE LOTS HAS GROWN

*Square feet of single-family lot size and living space, 1970s and 1980-92, in Eugene/Springfield*

1970s



1980/90s



Source: Lane Council of Governments, from Lane County assessor files.

- Small homes (<1,250 sq. ft.) on moderate lots (5,000-7,499 sq. ft.) have been the most popular product in the 1970s and 1980/90s.
- 1980/90s chart shows a shift to larger homes and some shift to larger lots, with significant growth in the share of large homes on large lots.

## DEMOGRAPHIC FORCES SUGGEST THOSE TRENDS WILL CHANGE

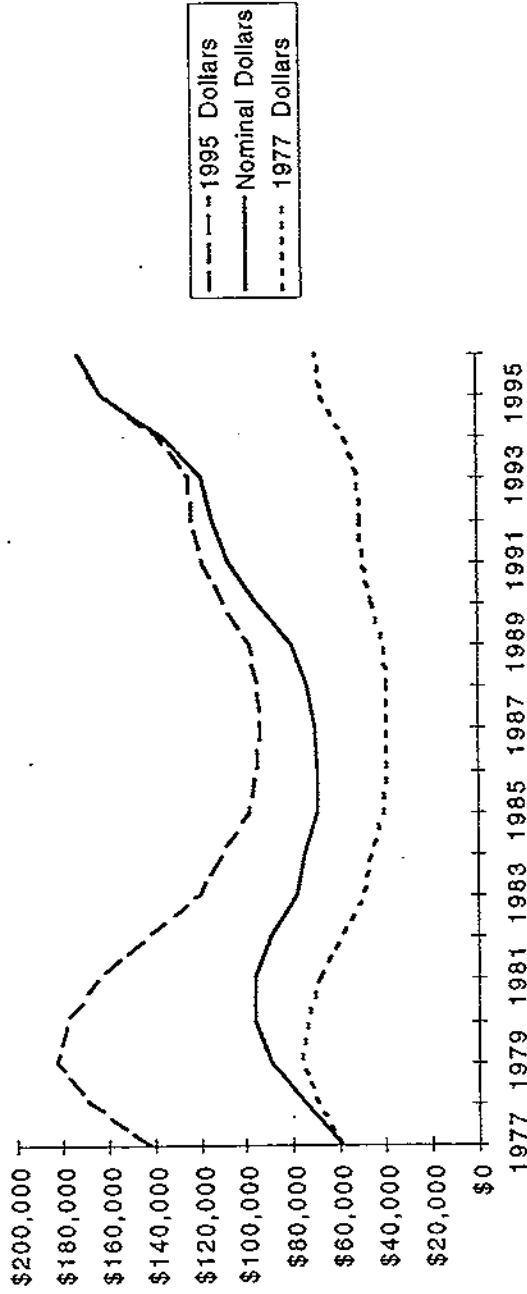
*The amount of demand and how it will be supplied with housing is influenced by the amount and price of buildable land, and is illustrated by trends in construction and absorption*

- In the 1980s and 1990s, there has been growing demand for large new homes on large lots.
- But the supply of buildable land is decreasing (at least temporarily) and dispersing.
- Public policies (e.g., the UGB, environmental regulation, and the cost of services) and market forces (growth pressure) will increase the cost of land and housing.

# HOUSING PRICES HAVE CLIMBED DRAMATICALLY SINCE 1988

*In real terms, housing prices have only recently reached the level of the late 1970s*

Price Trend of a \$60,000 House in 1977



Source: Real Estate Valuations Northwest; converted to 1977 and 1995 dollars by ECONorthwest using the Personal Consumption Expenditure deflator reported in the Economic Report of the President, 1996.



## MOST BUILDABLE RESIDENTIAL LAND IS DESIGNATED FOR LOW-DENSITY DEVELOPMENT

*Acres of vacant unconstrained land in the UGB designated for residential use, 1992*

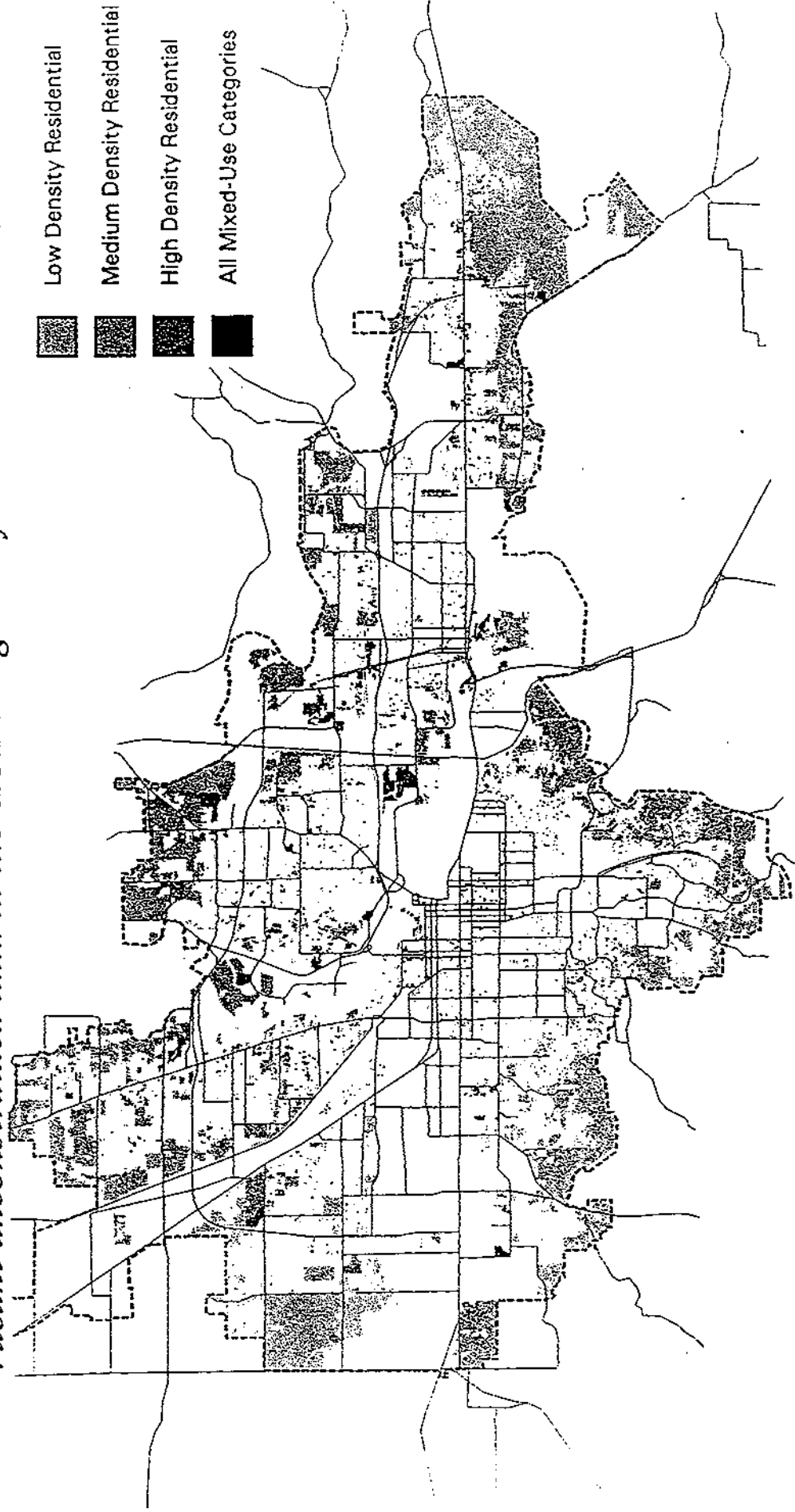
	Acres	Share
Low density	8,225	84%
Medium density	1,305	14%
High density	222	2%
<i>Total</i>	9,752	100%

Source: Lane Council of Governments

- As currently zoned, low-density residential land will be developed primarily with single-family homes, with some duplex, multi-family, and manufactured home development.
- Medium- and high-density residential land will be developed almost entirely with multi-family housing.
- 26 acres are in mixed use areas that allow residential along with commercial and industrial uses.

# MOST BUILDABLE RESIDENTIAL LAND IS LOCATED IN THE PERIPHERY OF THE URBAN AREA

*Vacant unconstrained land in the UGB designated for residential use, 1992.*



## RESIDENTIAL DEVELOPMENT WILL REDUCE THE SUPPLY OF LAND IN EUGENE/SPRINGFIELD

*Potential demand could consume 56-78% of the available residential land by 2015.*

### Estimated Acres Used by Residential Development in Eugene/Springfield, 1990-2015

	Dwelling Units	Net Density (d.u./acre)	Gross Acres
Single-family detached	18,000	5-7	3,500-4,800
Single-family attached	4,500	12-18	300-500
Apartments	15,750	21-25	800-1,000
Manufactured Home	6,750	7-10	900-1,300
Total	45,000		5,500-7,600

Source: ECONorthwest

Note: Based on the potential distribution of demand by structure type and net density of residential real estate by structure type. Net acres are generally 75% of total development area, with the remaining 25% in roads and open space.

## IMPLICATIONS OF DEMAND, SUPPLY, AND TRENDS FOR THE RESIDENTIAL MARKET IN EUGENE/SPRINGFIELD

*Demographic and economic forecasts suggest a market for higher-density housing that would be compatible with nodes*

- Declining household size, an aging population, and more households with non-traditional families should increase demand for smaller and alternative housing products.
- If the population grows as forecasted and the residential land supply continues to decrease, the price of land will increase, reducing lot sizes for single-family development and increasing densities for all residential structure types.
- Households must trade off the housing characteristics they want with the price they have to pay to get them. Higher-density housing will be more successful if it incorporates characteristics households look for in standard single-family homes, such as privacy, security, and storage.
- The challenge for smaller units and lots: deliver equivalent adequate amenity at the same price.

## SMALL-LOT RESIDENTIAL HOMES HAVE FOUND A NICHE IN THE LOCAL MARKET

*Several successful developments in the region would fit well in nodes*

There have been several examples of small-lot residential developments that incorporate neotraditional designs similar to those envisioned for nodal development. Examples include:

- Overbrook in south Eugene, with small homes on lots that average 2,500 square feet (for a gross density of about 12 units/acre).
- Champignon, a series of small craftsman-style cottages off of Spyglass Drive in Eugene.
- Field of Dreams, 44 small 2, 3, and 4 bedroom homes on lots less than 4,500 square feet. The homes all use a neotraditional design, with front porches and no garages.

While these developments were successful, there were some marketing challenges. The lack of garages in Field of Dreams deterred some buyers, who want garage space for storage more than for cars. In general, small-lot residential must be designed to address market preferences for privacy, security, and storage.

## MULTI-FAMILY HOUSING HAS BEEN SUCCESSFUL IN THE EUGENE/SPRINGFIELD MARKET

*Typical apartment developments have the density to be suitable for nodes*

- Multi-family housing is already accepted in the market — 39% of households in Eugene lived in apartments or single-family attached housing in 1990.
- The market also accepts multi-family housing in mixed-use nodes — multi-family developments have often been used as a buffer between commercial and single-family areas.
- There is a current boom in apartment construction, with over 1,500 units built in the last two years. Many of these apartments respond to demand from the high end of the market with average rents greater than \$600. Much of the demand for these units is from newcomers who are here temporarily to participate in construction projects or that intend to stay and purchase a single-family home.
- Employment in high-tech industries may sustain demand for high-end apartments. In the long run, most demand for apartments will come from young, small, households in the lower half of the income distribution.

## WHAT WOULD DEVELOPMENTS WITH ALTERNATIVE HOUSING LOOK LIKE?

*Summary of density, unit size, and typical ownership of alternative housing*

Product	Units per		Unit size (sq. Ft.)	Ownership propensity	
	Net acre			Owner	Renter
Standard single-family	4 to 7		1,600 to 2,200	●	
Small lot single-family	7 to 10		1,200 to 1,800	●	
Clustered housing	8 to 14		1,400 to 1,900	●	
Townhouses	12 to 18		1,400 to 1,600	●	●
Stacked low-rise	15 to 22		600 to 2,000		●
Garden apartments	18 to 24		450 to 1,300		●
Low-rise high-density <sup>1</sup>	30 to 90		450 to 1,600	●	●
Mid-rise <sup>1</sup>	40 to 120		450 to 1,600	●	●

1. Low-rise high-density and Mid-rise housing could be rental apartments or condominium units.

## EVEN SMALL MARKET SHARES COULD RESULT IN SIGNIFICANT RESIDENTIAL DEVELOPMENT IN NODES

*It is not unreasonable to expect average development on the order of 250 units per year in areas designated for nodal development*

Potential Annual Residential Development in Nodes by Structure Type, 1990-2015

Structure Type	1996-2000		2001-2015	
	Annual Units	Percent in Nodes	Annual Units /Year	Percent in Nodes
Single-family detached	720	8-12%	72	12-15%
Single-family attached	180	15-20%	32	20-25%
Apartments	630	12-16%	88	16-20%
<i>Total</i>	1,530		192	251

Source: Leland Consulting Group and ECONorthwest

Note: Based on potential distribution of implied demand forecast and assumptions about market share by structure type for nodes. Market share for nodes varies with the removal of barriers and increased incentives for nodal development.



**Appendix D**  
**Actions Taken by Local Jurisdictions to Address Goal, Policies, and**  
**Objectives of the Metropolitan Plan by Category**



## **Actions Taken by Local Jurisdictions to Address Goal, Policies and Objectives of the Metro Plan by Category**

Since the adoption of the *Eugene/Springfield Metropolitan Area General Plan* in 1982, local jurisdictions have taken a number of positive steps towards realizing the goal, objectives and policies of the Residential Land Use and Housing Element of the *Metro Plan*. A brief list of these actions by category include:

### **Residential Land Supply and Demand**

1. Established minimum densities in medium and high density zones - Eugene and Springfield
2. Metropolitan Plan Monitoring Report 1977-1983 - January 1985
3. Metropolitan Plan Monitoring Report 1977-1984 - June 1986
4. 1991 Eugene-Springfield Supply and Demand Analysis Draft Report - June 1991
5. Infrastructure Plans (CIP's)
6. Annexation Plans and Programs

### **Residential Density**

1. Accessory Units Allowed - Eugene
2. Duplexes On Interior Lots In New Development - Eugene
3. Cluster Subdivisions Allowed - Eugene and Springfield
4. Minimum Density Requirements - Eugene and Springfield
5. Reduced Parking Requirements for Downtown Residential Development - Eugene - 1988
6. Springfield Community Housing Plan - Springfield - 1995
7. Willakenzie Refinement Plan - 1991
8. Eugene Zoning Code Review (ZCRP) - in progress as of 1997

### **Housing Type and Tenure**

1. Reduced Parking Requirements for Downtown Residential Development - Eugene
2. Manufactured Housing On Single Lots - Eugene and Springfield - 1992
3. Springfield Community Housing Plan - Springfield - 1995
4. Whitaker Refinement Plan - 1995
5. Eugene Council Goal to Increase Housing Downtown - 1993 - City of Eugene

### **Design and Mixed Use**

1. Neighborhood Refinement Plans - both communities
2. Eugene Zoning Code Review Program (ZCRP)

## **Existing Housing Supply and Neighborhoods**

1. Amendments to Condominium Conversion Ordinance - Eugene - 1986
2. Mobile Home Conversion Ordinance - Eugene - 1989
3. Owner and Renter Rehabilitation Programs - Eugene and Springfield
4. Emergency Home Repair Programs - Eugene and Springfield
5. Springfield Community Housing Plan - 1995
6. Various Neighborhood Refinement Plans, both communities

## **Affordable, Special Need and Fair Housing**

1. Lane County Task Force Report - 1989
2. Housing Policy Board formation - 1990
3. Community Development Block Grant/HOME Programs - both cities
4. HOME Consortium - Eugene and Springfield - 1993
5. First Time Buyers Program created (SHOP) - Springfield - 1993
6. Land Banking Development Program - Eugene - 1989
7. CHAS - 1991 and 1993
8. Consolidated Plan for Housing and Community Development 1995
9. Springfield Community Housing Plan - 1995
10. Property Tax Exemption Programs - Eugene and Springfield
11. Development Fees for Low Income Housing Projects - Eugene and Springfield
12. Support for Nonprofit Housing Developments for Owners and Renters (NEDCO, St. Vincent de Paul, Habitat, Metropolitan Affordable Housing, Springfield CDC)
13. Creation of Springfield CDC
14. Amendments to CIR (Controlled Income and Rent Ordinance) - Eugene - 1995
15. Support for Emergency Services, Homeless and Transitional Housing - Eugene and Springfield
16. Cracking the Housing Crisis Report - City of Eugene - 1995
17. Eugene Council Committee on Housing Finance Alternatives - 1995
18. One percent Utility Tax Vote - Eugene - 1996
19. Added to stock of affordable rental housing stock in Eugene and Springfield through various incentive programs.
20. Eugene Council Social Goal - 1987
21. Springfield SHOP program created for first time buyers - 1993
22. Support of nonprofit provision of special housing needs - Eugene and Springfield
23. Parking exceptions for special housing - Eugene - 1990
24. Property Tax Exemptions for affordable and special need housing - Eugene and Springfield
25. Interfaith Emergency Shelter Program - 1991 - Eugene and Springfield
26. Car Camp for Homeless Persons - 3 years
27. Emergency Shelter for Youth - 1995
28. Access Center for Single Homeless Adults - 1995
29. Intergovernmental Human Services Plan

30. Human Rights Programs - Eugene and Springfield
32. Fair Housing Plans, Eugene and Springfield
33. Fair Housing Hotline, Eugene and Springfield
34. Community Housing Resource Board

## **Coordination**

1. Lane County Housing Task Force Report 1989
2. Intergovernmental Housing Policy Board created 1990 (three jurisdictions)
3. Joint Planning Commission Committee (JPCC) and Metropolitan Plan Committee (MPC)
4. Periodic Review and *TransPlan* Process
5. Comprehensive Housing Affordability Strategy (CHAS 1991 and 1993)
6. Consolidated Plan for Housing and Community Development - Eugene-Springfield - 1995
7. Eugene/Springfield HOME Consortium (1991)

