

AGENDA ITEM SUMMARY

Meeting Date: 2/22/2011
Meeting Type: Work Session
Staff Contact/Dept.: Linda Pauly, DSD
Staff Phone No: (541) 726-4608
Estimated Time: 60 minutes
Council Goals: Mandate

**SPRINGFIELD
 CITY COUNCIL**

ITEM TITLE: SPRINGFIELD 2030 REFINEMENT PLAN AND URBAN GROWTH BOUNDARY STEP ONE: PROPOSED AMENDMENTS TO THE *EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN* TO COMPLY WITH HB3337 (ORS 197.304)

ACTION REQUESTED: Conduct a joint work session with the Lane County Board of Commissioners to review and discuss two documents that will guide residential development in Springfield for the plan period 2010-2030: (1) the Springfield Urban Growth Boundary (UGB) Map; and (2) the *Springfield 2030 Refinement Plan (SRP Residential Land and Housing Element* and its Technical Supplement: the *Springfield Residential Land and Housing Needs Analysis (RLHNA)*. Please determine whether the aforementioned inventory, analysis and policies support a determination that Springfield’s proposed UGB will provide sufficient buildable land to accommodate Springfield’s projected housing needs for twenty years.

ISSUE STATEMENT: ORS 197.304 requires Springfield, Eugene and Lane County to evaluate the sufficiency of their residential land supplies and to establish a discrete UGB for each City. Springfield has completed its analysis of housing needs (the *Springfield Residential Land and Housing Needs Analysis - Attachment 2*). Springfield has also prepared a new residential land use and housing policy document in response to the findings of the analysis (the *Springfield 2030 Refinement Plan Residential Land and Housing Element – Attachment 1*). Finally, Springfield has prepared a tax lot-specific map of the proposed Springfield UGB (Attachment 5).

- ATTACHMENTS:**
1. *Springfield 2030 Refinement Plan Residential Land and Housing Element*
 2. Technical Supplement: *Springfield Residential Land and Housing Needs Analysis*
 3. Memorandum from ECONorthwest: Revisions to the *RLHNA*
 4. Planning Process Summary: Springfield Residential Lands Study
 5. Exhibit A: Springfield Urban Growth Boundary Map (a tax lot-specific map of the acknowledged Metro Urban Growth Boundary east of I-5)
 6. Exhibit B: Springfield UGB Affected Tax Lots
 7. Exhibit C: Summary of Methodology Used to Determine Location of UGB

DISCUSSION/ FINANCIAL IMPACT: HB3337 was enacted by the Oregon Legislature in 2007 and codified as ORS 197.304, requiring Springfield to “(d)emonstrate *** that its comprehensive plan provides sufficient buildable lands within an urban growth boundary *** to accommodate estimated housing needs for 20 years” and to “separately from (Eugene) *** (e)stablish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the (Metro Plan).” For Springfield, that jurisdictional area encompasses the lands east of Interstate 5.

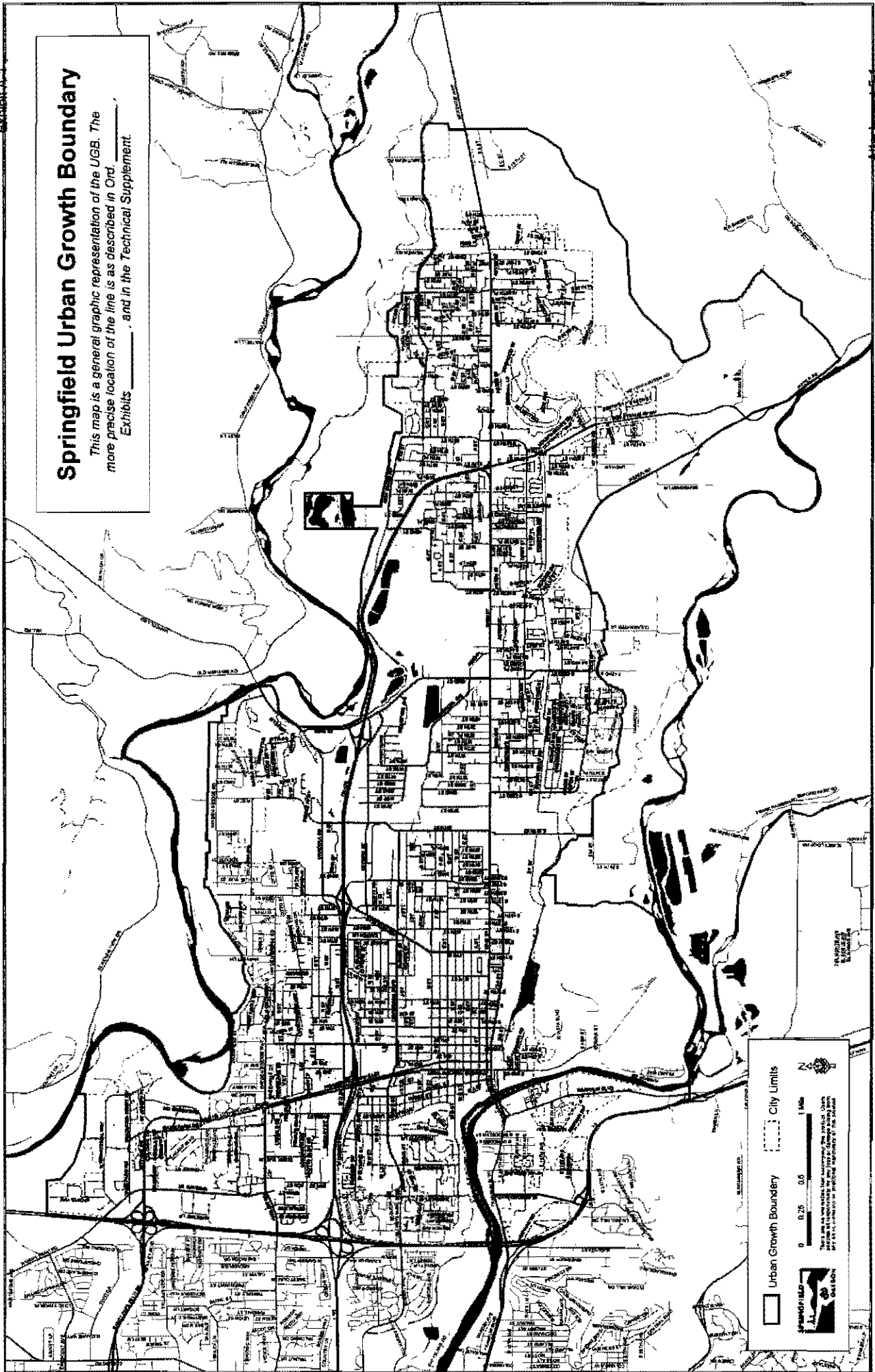
At a February 7th Joint Work Session, three “steps” were identified as necessary to implement HB3337 and consider an expansion for Springfield’s UGB. Step 1 action items require co-adoption by Springfield and Lane County:

- Adopt *Springfield 2030 Refinement Plan Residential Land and Housing Element* and its Technical Supplement: *Springfield Residential Land and Housing Needs Analysis (RLHNA)*; and
- Adopt Springfield Urban Growth Boundary (a tax lot-specific map of the acknowledged Metro Urban Growth Boundary east of I-5).

A public hearing on these items is scheduled for April 4, 2011. No UGB expansion is proposed in this first step. Step 2 action items entail *Metro Plan* Chapter 4 text amendments that will require co-adoption by Springfield, Eugene and Lane County. Step 3 action items will address commercial/industrial land needs and present a proposed expansion of Springfield’s UGB. Approval of proposed Step 3 items will require co-adoption by Springfield and Lane County.

Springfield Urban Growth Boundary

This map is a general graphic representation of the UGB. The more precise location of the line is as described in Ord. Exhibits _____, and in the Technical Supplement.



List of tax lots that are adjacent to and inside, or split by the UGB				
February 11, 2011				
Tax lot #	Status	Description	Area	Note
170219	inside UGB or split by UGB	If the tax lot is split by the UGB, where is the UGB located?	name of area containing split tax lots	Plat, Survey, or land use decision
1702190000101	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	Journal #94-02-32; plat #94-P0555; CS #32200
1702190000203	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000300	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000400	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000500	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000501	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000601	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000699	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000701	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	SUB2003-00014; Plat #2004-PO1787
1702190000800	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190000900	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	Journal #87-03-20; CS #28405
1702190001000	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190001100	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702190001200	split	300' N of N edge of Hayden Bridge ROW	Hayden Bridge	
1702194100101	in			
1702194100102	in			
1702194100200	in			
1702194100300	in			
1702194100800	in			
1702194100900	in			
1702194100901	in			
1702194100902	in			
1702194102900	in			
17-02-20	Status	description	area	note
1702200000500	in	tax lot line, city limits and UGB are coincident		
1702200000600	in	tax lot line, city limits and UGB are coincident		
1702200000700	in	tax lot line, city limits and UGB are coincident		
1702200000800	in	tax lot line, city limits and UGB are coincident		
1702200001361	in	tax lot line, city limits and UGB are coincident		
17-02-27	Status	description	area	note
1702270000801	split	City limits and UGB are coincident	Highbanks	
1702270000902	split	City limits and UGB are coincident	Highbanks	
1702270001002	split	connect the most northerly NE corner of tax lot 1702342200100 to NW corner of tax lot 1702342100400.	Highbanks	
1702270001004	in			
1702270001101	split	UGB and city limits are coincident	Thurston	
1702270001102	in			
1702270002902	in			
1702270002100	in			
17-02-28	Status	description	area	note
1702280000101	split	UGB and city limits are coincident	Highbanks	split by city limits
1702280000102	in			
1702280000300	split	UGB and city limits are coincident	Highbanks	split by city limits
1702280000301	in			
1702280000302	in			
1702280000401	in	UGB, city limits and tax lot lines are coincident		
1702280000402	in			
1702280000405	in			
1702280000408	in	UGB, city limits and tax lot lines are coincident		
1702280000500	split	450' N of the N edge of Highbanks ROW, then coincident with city limits east of tax lot 1702280000600	Highbanks	
1702280000600	in	UGB, city limits and tax lot lines are coincident		
1702284300200	in			
1702284300202	in	UGB, city limits and tax lot lines are coincident		
1702284300203	in			
1702284301308	in	UGB, city limits and tax lot lines are coincident		
1702284301309	in	UGB, city limits and tax lot lines are coincident		
17-02-29	Status	description	area	note
1702290002800	split	450' N of Highbanks ROW on the eastern lot line; connect to NE corner of tax lot 1702290002900	Highbanks	
1702290002900	split	Multi-part tax lot. Extend the UGB from tax lot 2800 to the W, coincident with tax lot line 2900 until it intersects the N ROW of I-105	Highbanks	
1702290003100	split	UGB and city limits are coincident	Highbanks	
17-02-30	Status	description	area	note
1702300000100	in	UGB, city limits and tax lot lines are coincident		
1702300000101	in	UGB, city limits and tax lot lines are coincident		
1702300000200	in	UGB, city limits and tax lot lines are coincident		
1702300002500	in	UGB, city limits and tax lot lines are coincident		

17-02-34	refined	description	area	note
1702341107900	in	UGB, city limits and tax lot lines are coincident		
1702341108000	in	UGB, city limits and tax lot lines are coincident		
1702341108100	in	UGB, city limits and tax lot lines are coincident		
1702341108200	in	UGB, city limits and tax lot lines are coincident		
1702341108300	in	UGB, city limits and tax lot lines are coincident		
1702341109000	in	UGB, city limits and tax lot lines are coincident		
1702341109100	in	UGB, city limits and tax lot lines are coincident		
1702341114900	in	UGB, city limits and tax lot lines are coincident		
1702341115000	in	UGB, city limits and tax lot lines are coincident		
1702341115100	in	UGB, city limits and tax lot lines are coincident		
1702341115200	in	UGB, city limits and tax lot lines are coincident		
1702341115300	in	UGB, city limits and tax lot lines are coincident		
1702341115400	in	UGB, city limits and tax lot lines are coincident		
1702341115500	split	split by city limits. Only "leg" portion is inside	Hayden Bridge	UGB formally interpreted in Levi Landing (#97-06-142); refer to plats of Levi Landing
1702341200100	in	UGB, city limits and tax lot lines are coincident		
1702341200500	split	Split by section line 170227 & 170234	Thurston	city limits outside UGB, Thurston Middle School
1702342100400	in	UGB, city limits and tax lot lines are coincident	Thurston	
1702342200100	in			
17-02-35	Status	description	area	note
1702352204801	in			
1702352204900	split	split by city limits	Thurston	
17-02-36	Status	description	area	note
1702362000403	in	UGB, city limits and tax lot lines are coincident on most easterly tax lot line		
1702362400102	in			
1702362400200	in			
1702363000100	in			
1702363002900	in			
1702363003200	in			
1702363003300	in			
1702363003400	in			
1702363003402	in			
17-03-14	Status	description	area	note
1703140000900	in			
1703140001100	in			
1703140001900	in	UGB, city limits and tax lot lines are coincident		
17-03-15	Status	description	area	note
170315	in	maple island slough, unknown lot #	Gateway	tax lot contains public drainage facility
1703150000801	split	City limits and UGB are coincident	Gateway	
1703150001000	in	UGB, city limits and tax lot lines are coincident		
1703154000100	in	UGB, city limits and tax lot lines are coincident		
1703154000200	in	UGB, city limits and tax lot lines are coincident		
1703154000400	split	split by city limits; mostly outside the UGB, only the "leg" portion is inside	Gateway	
17-03-22	Status	description	area	note
1703220003700	in	UGB, city limits and tax lot lines are coincident		
1703220004102	in			
17-03-23	Status	description	area	note
170323	in	UGB is the N edge of the rivetment easement shown on plat.		Refer to plats for McKenzie Manor 1st and 3rd Additions, Royal Delfe 1st and 2nd Additions, and River Glen 3rd Addition
1703234200100	in			
1703234300100	in			
1703234300200	in	UGB, city limits and tax lot lines are coincident		
1703234305500	in	UGB, city limits and tax lot lines are coincident		
1703234305600	in	UGB, city limits and tax lot lines are coincident		
1703234305700	in	UGB, city limits and tax lot lines are coincident		
1703234305800	in	UGB, city limits and tax lot lines are coincident		
1703234305900	in	UGB, city limits and tax lot lines are coincident		
1703234308000	in	UGB, city limits and tax lot lines are coincident		
1703234308100	in	UGB, city limits and tax lot lines are coincident		
1703234308200	in	UGB, city limits and tax lot lines are coincident		
1703234308300	in	UGB, city limits and tax lot lines are coincident		
1703234406000	in	UGB, city limits and tax lot lines are coincident		
1703234408100	in	UGB, city limits and tax lot lines are coincident		
1703234408200	in	UGB, city limits and tax lot lines are coincident		
1703234406300	in	UGB, city limits and tax lot lines are coincident		
1703234407900	in			
1703234408300	in	UGB, city limits and tax lot lines are coincident		
1703234409400	in	UGB, city limits and tax lot lines are coincident		
1703234408500	in	UGB, city limits and tax lot lines are coincident		
1703234409600	in	UGB, city limits and tax lot lines are coincident		
1703234409700	in	UGB, city limits and tax lot lines are coincident		
1703234409800	in	UGB, city limits and tax lot lines are coincident		
1703234409900	in	UGB, city limits and tax lot lines are coincident		
1703234410000	in	UGB, city limits and tax lot lines are coincident		
1703234410100	in	UGB, city limits and tax lot lines are coincident		
1703234410200	in	UGB, city limits and tax lot lines are coincident		

17-03-24	Status	description	area	note
1703240000101	split	260' N of the N edge of Hayden Bridge Rd ROW	Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000102	in		Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000103	split	260' N of the N edge of Hayden Bridge Rd ROW	Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000104	in		Hayden Bridge	Journal #94-02-28; Plat #94-PO567; CS #32260 & 32261
1703240000300	split	375' N of the N edge of Hayden Bridge Rd ROW, include house	Hayden Bridge	
1703240000301	in			
1703240000401	split	375' N of the N edge of Hayden Bridge Rd ROW, include house	Hayden Bridge	
1703240000503	in			
1703240000507	in			
1703240000603	split	from the NE corner of the city limits on tax lot 1703243102000, then to a point 285' N of the N edge of Hayden Bridge ROW, on the east tax lot line of 1703240000803	Hayden Bridge	Journal #92-10-202 O'Neill; CS #33470 & 31021; Plat #92-P0308.
1703243100100	split	From NE corner of tax lot 1703243200301, to city limits on tax lot 1703243104000.	Hayden Bridge	
1703243100200	split	From NE corner of tax lot 1703243200301, to NW corner of city limits on tax lot 1703243100300.	Hayden Bridge	
1703243100300	split	From NE corner of tax lot 1703243200301, to NW corner of city limits on tax lot 1703243100300.	Hayden Bridge	
1703243100600	in			
1703243100701	in			
1703243100702	in			
1703243100704	in			
1703243100900	split	split by city limits	Hayden Bridge	
1703243102000	split	split by city limits, UGB and city limits are coincident	Hayden Bridge	
1703243104000	in	UGB, city limits and tax lot lines are coincident		
1703243104100	in	UGB, city limits and tax lot lines are coincident		
1703243104200	in	UGB, city limits and tax lot lines are coincident		
1703243200200	in			
1703243200301	in			
1703243200302	in			
1703243200303	in			
1703243200304	in			
1703243200305	in			
1703243200306	in			
1703243200307	in			
1703243200500	in			
1703243200600	in			
1703243200700	in			
1703243200800	in			
1703243200900	in			
18-02-01	Status	description	area	note
1802010000100	split	follow rd/gelaine	SE Hills	
18-02-02	Status	description	area	note
1802020000100	split	follow rd/gelaine	SE Hills	
1802020000200	split	follow rd/gelaine	SE Hills	
1802020000300	split	follow rd/gelaine	SE Hills	
1802020000400	split	follow rd/gelaine	SE Hills	
1802020000401	in		SE Hills	
18-02-03	Status	description	area	note
1802030000600	in	follow rd/gelaine	SE Hills	
18-02-04	Status	description	area	note
18020400003000	split	From the NE corner adjacent to Jasper Rd ROW, to a point on the W tax lot line that is 400' S of S edge of Jasper Rd. ROW; the house (5190 Jasper Rd) is inside.	Clearwater	

18-02-05	Status	description	area	note
1802050002600	split	Panhandle; 400' S of the S edge of the Jasper Rd. ROW	Clearwater	
1802050002800	split	On the E lot line 400' S of the S edge of Jasper Rd. ROW. ON the W tax lot line 230' S of the S edge of Jasper Rd. ROW.	Clearwater	
1802050002801	split	On the E tax lot line, 400' S of Jasper Rd. to the NW corner of the tax lot. The house (4855 Jasper Rd) is outside.	Clearwater	
1802051303501	in			
1802051303600	in			
1802051303700	in			
1802051303800	in			
1802051304100	in			
1802051304101	in			
1802051304200	in			
1802052300300	in			
1802052300400	in			
1802052300403	in			
1802052300500	in			
1802052300600	in			
1802052400100	in			
1802052400200	in			
1802052401000	in			
1802052401100	in			
1802052401200	in			
1802052407900	in			
1802052408000	in			
1802052408100	in			
1802052408201	in			
1802052409400	in			
1802052409600	in			
1802052409700	in			
1802052409800	in			
1802052409900	in			
1802052410000	in			
1802052411000	in			
1802052412000	in			
1802052413000	in			
18-02-06	Status	description	area	note
1802060001006	in			
1802060001007	in			
1802060004600	in			
1802062403500	in			
1802062403501	in			
1802062403600	in			
1802064104902	in			
1802064105700	in			
1802064105800	in			
1802064105900	in			
1802064106000	in			
1802064106100	in			
1802064106200	in			
1802064106300	in			
1802064114500	in			
1802064115900	in	UGB, city limits and tax lot lines are coincident		
1802064200118	in			
1802064200119	in			
1802064200120	in			
1802064200121	in			
1802064200301	in			
1802064200500	in			
1802064200501	in			
1802064200503	split	connect SW corner of tax lot 1802064200800 to SE corner of tax lot 180206420600		
1802064200600	in			
1802064200800	in			
1802064200900	in			
18-02-09	Status	description	area	note
1802090000100	split	follow ridgeline from the most southerly NE corner of tax lot, to a point along Jasper Rd, 815' from the SW corner of the tax lot	SE Hills	
1802090000600	split	panhandle, 400' S of the S edge of Jasper Rd. ROW	Clearwater	
18-02-10	Status	description	area	note
1802100001600	in	UGB and tax lot lines are coincident	SE Hills	Weyerhaeuser Rd
1802100000100	split	follow ridgeline to a point where the western tax lot line intersects north section line of 180210	SE Hills	
18-02-11	Status	description	area	note
1802110000300	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
1802110000400	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
1802110001600	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
1802110001700	split	interpretation with legal description	SE Hills	Weyerhaeuser Rd. Journal #1998-11-0256 contains legal description (attachment D)
1802110002000	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)
18-02-15	Status	description	area	note
1802150000100	in	interpretation with legal description	SE Hills	Journal #1998-11-0256 contains legal description (attachment D)

18-03-01	Status	description	area	note
180301000701	in			
1803010007100	in			
1803010007301	in			
1803010003100	in			
1803010003200	in		willamette	
1803010003800	in			
18-03-02	Status	description	area	note
1803020000600	in			
18-03-11	Status	description	area	note
1803110000600	split	refer to I5 description	willamette	
1803110000700	split	refer to I5 description	willamette	
1803110001800	in			
18-03-12	Status	description	area	note
1803120000500	in			
ROW/other	Status	description	area	note
Jasper Rd.	in	UGB is the S edge of the Jasper Rd ROW, include entire ROW		
Mill Race	in	the Mill Race within 18-03-01 is entirely within the UGB, UGB is top of S bank		
I-105	in	I-105 within 17-02-29 and 17-02-30 is within the UGB		
17-02-35	in	UGB is the N edge of the Thurston Rd ROW, E of 69th Street to the E lot line of 1702362400200		
18-02-06-24	in	The ROW for Garden Ave and Kintzley Ave are within the UGB		
17-02-38	in	UGB is the N edge of the Thurston Rd ROW		
I5 description		refer to methodology in adopted ordinance		

Summary of Methodology Utilized to Refine the Location of the Springfield Urban Growth Boundary

Purpose of this action

1. To establish a tax lot-specific map of the acknowledged Metro Urban Growth Boundary, east of Interstate 5, in accordance with OAR 660-024-0020(2).
2. To establish a separate Urban Growth Boundary for the city of Springfield, as required by ORS 197.304.

Background & Findings

1. The Urban Growth Boundary (UGB) was originally acknowledged by the Land Conservation and Development Commission on August 19, 1982.
2. The existing map of the UGB was adopted by the Springfield City Council on May 17, 2004, by Ordinance No. 6087.
3. The tax lot-specific map of the acknowledged Metro Urban Growth Boundary, east of Interstate 5 establishes a more precise location of the UGB.
4. The methodology used to determine the precise location of the acknowledged UGB is based on the adopted policies contained in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).
5. As adopted, the UGB is only tax lot-specific where it is coterminous with city limits, where it has been determined through the annexation process, and where it falls on the outside edge of existing or planned rights-of-way. (Page II-G-14 of the Metro Plan).
6. Where it is not tax lot-specific, the UGB is approximately 200' wide. In accordance with the adopted policies in the Metro Plan as well as decisions by the Lane County Hearings Official.
 - a. Levi Landing (Journal #1997-06-142 & #1999-06-144) is the only area where a more precise location of the UGB east of I5 has been determined by the Lane County Hearings Official.
 - b. Letter from Steve Gordon, dated June 29, 1999.
 - c. The Springfield Planning Commission determined the location of the UGB in the SE Hills as follows:
 - i. the ridgeline separating the drainage basins (Journal #2000-06-128, Dilbeck), and
 - ii. a legal description of a portion of the UGB was accurate (Journal #1998-11-256, Dilbeck).

Methodology

1. OAR 660-024-0020(2): "The UGB and amendments to the UGB must be shown on the city and county plan and zone maps at a scale sufficient to determine which particular lots or parcels are included in the UGB. Where a UGB does not follow lot or parcel lines, the map must provide sufficient information to determine the precise UGB location."
 - a. This OAR requires the UGB to be shown at a scale that identifies which particular tax lots are included in the UGB. If a tax lot is split by the UGB, there must be sufficient information to determine the precise UGB location.
 - b. Where the UGB does not follow tax lot lines, a written description shall provide sufficient information to determine the precise UGB location. This information is contained in the table called: "Tax lots Adjacent and Split by the UGB"
2. The UGB is coincident with tax lot lines unless the tax lot line is outside the 200' wide area.
3. The UGB is coincident with tax lot lines when they are coterminous with the outside edge of rights of way, so the full width of the right-of-way is inside the UGB.
4. Roads and Rights of Way. The UGB shall lie along the outside edge of existing and planned rights-of-way that form a portion of the UGB so that the full right-of-way is within the UGB. Refer to Policy #2, Page II-C-4 of the Metro Plan.
5. The location of the UGB in relation to the I5 corridor is based on the policies contained in "Jurisdictional Responsibility" on Page II-D of the Metro Plan.
 - a. **General description.** The northbound lane is inside the Springfield UGB. The southbound lane is outside the Springfield UGB.
 - b. **Northern terminus.** Extend the northern tax lot line of 1703150000100 to the west until it intersects the centerline of the I5 right-of-way.
 - c. **Southern terminus.** Extend the southernmost point of tax lot 180311001800 that is south of and adjacent to the Filbert Grove 5th Addition, to the W, to the intersection of the I5 centerline and the common section line of TRS 180311 and 180310. This point is approximately 275' south of the NB I5 on-ramp.
 - d. For the area underneath the Willamette River Bridge, the UGB and the city limits are coincident.
6. Split Tax Lots. When the UGB is not coincident with tax lot lines, the criteria from the Metro Plan shall apply. The following criteria are from Page II-G-14 of the Metro Plan. The UGB shall follow the most appropriate feature:
 - a. Protection of Agricultural Lands
 - b. Protection of Forest Lands
 - c. Ridgeline (Drainage Basin)
 - d. Orderly and Economic Public Services
 - e. Floodway Fringe
 - f. Protection of Wetlands
 - g. Protection of Sand and Gravel Resources
 - h. Airport Protection

- i. Existing Development and Services (City Limits)
 - j. Meet Economic Goals
7. The following areas contain tax lots that are split by the UGB. Refer to the detail maps in the supporting documentation for further clarification.
- a. **Hayden Bridge Area Split Tax Lots:** The location of the UGB is a fixed distance (300') that is measured from the N edge of the Hayden Bridge right-of-way, except when a land use decision has determined a more precise location.
 - b. **High Banks Area Split Tax Lots.** The location of the UGB is either:
 - A fixed distance (450') that is measured from the N edge of the High Banks right-of-way, or
 - Coincident with the city limits.
 - c. **N Gateway Area Split Tax Lots.** The UGB is coincident with the unnumbered tax lot that contains the public drainage facility. The tax lot is entirely within the UGB.
 - d. **Thurston Area Split Tax Lots.** Note that the city limits extend outside the UGB on the tax lot that contains the Thurston Middle School.
 - e. **SE Hills Area Split Tax Lots.** The adopted policies indicate the UGB should follow the ridgeline (refer to the table "Metro Plan Urban Growth Boundary Map Key" from Page II-G-21 of the Metro plan). The line was originally drawn in 1982 and generally follows the ridgeline. The city's current mapping technology is able to more accurately follow the ridgeline. Refer to the letter from Steve Gordon, dated June 29, 1999.
 - f. **Clearwater Area Split Tax Lots:** The location of the UGB is based on aerial photo interpretation and locations of the dwellings.
 - g. **Willamette Area Split Tax Lots:** Refer to the description of the UGB within the I5 corridor.

Attachments

1. Tax lot list: "Tax lots that are Adjacent to and Inside, or Split by, the UGB"
2. Pages II-G-1 through II-G-21 of the Metro Plan. Adopted UGB map and location policies.
3. Description of the Springfield Urban Growth Boundary within the I5 Corridor.
4. Maps
 - a. Citywide map of areas with tax lots split by the UGB
 - b. Detailed maps of areas with tax lots split by the UGB
 - N Gateway Area Split Tax Lots
 - Hayden Bridge Area Split Tax Lots
 - High Banks & Thurston Area Split Tax Lots
 - SE Hills Area Split Tax Lots
 - Clearwater Area Split Tax Lots
 - Willamette Area Split Tax Lots
5. Land use decisions, plats, surveys and other evidence.
 - a. Plats: First and Third Additions to McKenzie Manor (1956 & 1960).
 - b. Plats: First and Third Additions to Royal Delle (1963 & 1969)
 - c. Journal #1987-03-20, Sweeney. Survey #28405.
 - d. Journal #1992-10-202, O'Niell. Plat #92-P0306; CS #33470 & 31021.
 - e. Journal #1994-02-28, Guffin. Plat #94-P0567.
 - f. Journal #1994-02-32, Henderson. Plat #94-P0555.
 - g. Journal #1997-06-142, Levi Landing, Phase 1. Plat of Levi Landing.
 - h. Journal #1998-11-256, Dilbeck. Legal description attached as Exhibit D.
 - i. Letter from Steve Gordon, dated June 29, 1999.
 - j. Journal #1998-02-00051, Plat: River Glen Third Addition (1999).
 - k. Journal #1999-06-144; Levi Landing, Phase 2. Plats of Levi Landing First Addition, Second Addition and 2nd Addition Replat.
 - l. Journal #2000-06-0128, Dilbeck.
 - m. SUB 2003-00019, Brainard. Plat #2004-P1787.

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January 18, 2011

TO: Linda Pauly
FROM: Bob Parker
SUBJECT: REVISIONS TO THE SPRINGFIELD RESIDENTIAL LAND AND HOUSING NEEDS ANALYSIS

1 BACKGROUND

In 2006, ECONorthwest initiated work on a housing needs analysis for the City of Springfield. The study (called the Residential Lands Study, or RLS) is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR 660 Division 8. The primary goals of this study are to (1) project the amount of land needed to accommodate the city's future housing needs of all types, and (2) evaluate the existing residential land supply within the Springfield Urban Growth Boundary to determine if it is adequate to meet that need.

In September 2009, the City posted the work product of the study, the Springfield Residential Land and Housing Needs Analysis (RLHNA) for public review and comment in advance of Planning Commission Hearings in October, and City Council Hearings in November. ECO made several changes to the RLHNA at that time, including updating the buildable lands inventory. On December 7, 2009, the Springfield City Council adopted the preliminary inventory, analysis, and determination of the RLHNA to fulfill the City's statutory obligation under ORS 197.304 (commonly known as "House Bill 3337") and as one foundation for the Springfield 2030 Refinement Plan.

The City received many comments on the Draft RLS during the public hearing process. Winterbrook Planning reviewed the comments and the draft RLS and developed a list of suggested refinements to the Draft RLS. ECO and City staff then discussed the suggestions with Winterbrook and agreed on what changes were necessary.

This memorandum summarizes areas where substantial revisions occurred between the December 2009 draft RLS and the current draft RLS.

2 SUMMARY OF REVISIONS

The revisions to the Residential Land and Housing Needs Analysis do not change any of the core conclusions of the previous draft. Revisions fall into three categories:

1. Addressing inconsistencies (primarily between data tables)
2. Clarifying methodologies and assumptions
3. Updating results and conclusions

The remainder of this memorandum describes the key changes by section.

Executive summary:

- Updated Table S-3 to resolve inconsistencies in acreage figures.
- Updated narrative and tables related to land need based on other edits to the report (described below).

Chapter 3 – Buildable Land Inventory:

- Created a new definition for partially vacant land in response to comments.
- Clarified definition and methods used for redevelopment estimates. The previous narrative contained inconsistencies and addressed redevelopment in several places of the report. All of the redevelopment discussion was consolidated in Chapter 3.
- Updated Table 3-7 to fix inconsistencies with the buildable acreage figures from other tables.

Chapter 4 – Housing Trends:

- Moved redevelopment discussion to Chapter 3.

Chapter 5 – Housing Needs:

- Modified the future persons in group quarters assumption from 1% of new population to 2% of new population. This change better reflects historical trends and the anticipated future demographic characteristics of Springfield.
- Modified Table 5-5 to reflect the revised group quarters assumption.
- Modified Tables 5-28 through 5-31 to reflect revised group quarters assumption and resolve other inconsistencies between the tables.

Chapter 6 – Comparison of Supply and Demand:

- Updated Table 6-1 to reflect changes in Chapter 5.

- Added discussion and data tables to the section on other (public/semi-public) land uses to clarify methodology used to allocate public and semi-public lands to plan designations.
- Updated Table 6-3 (now Table 6-5) to reflect inconsistencies in buildable acres.
- Updated the comparison and conclusions section to reflect other changes including the new group quarter assumption as well as the new allocation of public and semi-public land to plan designations. Split Table 6-4 into two tables to better clarify the methods used and results.

Summary of substantive changes:

The modifications do not change any of the core conclusions of the RLS. They are intended to clear up inconsistencies, expand on methods, and better describe the results. Following are the major substantive changes:

- Changed the persons in group quarters assumption from 1% to 2% of new population. This changes the needed group quarters units from 145 to 291 and the acres needed for group quarters from 9 to 19. It also results in a slight reduction of need for non-group quarters dwellings from 5,980 to 5,920.
- Modified how the report accounts for public and semi-public land needs. The previous draft assumed all these land needs would be met on residential lands. This draft assumes that those land needs will largely be met as they were in the past through the range of residential, employment, and public plan designations – as shown in Table 6-3 of the revised report. The major changes are that most (80%) of the park need is assumed to be met on land designated for Parks and Open Space. The analysis also assumes that some demand for public and semi-public land needs – such as land needed for government facilities that will be met on land designated for employment. It is assumed that such public uses that include employment such as City public works facilities, fire stations, and potentially semi-public uses such as churches, would occupy a portion of commercial and industrial lands inventoried in the Commercial and Industrial Lands Inventory and Economic Opportunities Analysis (EOA), thus those needs are already reflected in the EOA and are not double-counted.
- The tables below summarize the changes between the December 2009 draft and the January 2011 draft.

December 2009 Draft

Table S-4 shows the capacity for residential development by plan designation both before and after subtracting acreage needed for other uses, such as parks, schools,

churches, etc. ECO estimates Springfield will need 463 acres for other uses during the 2010-2030 period.

The results lead to the following findings:

- Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,021 new dwelling units including redevelopment capacity without taking into account the need for 463 acres of this land for other uses. The housing needs forecast projects a need for 5,980 dwelling units and 145 group quarter dwellings.
- The Low Density Residential designation has a *surplus* of approximately 72 gross acres.
- The Medium Density Residential designation has a *surplus* of approximately 18 gross acres.
- The High Density Residential designation has a *deficit* of approximately 34 gross acres.
- The total residential land *surplus* is 59 gross acres.

Table S-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

1	2	3	4	5	6	7	8	9
Plan Designation	Need (DU)	Capacity (DU)	Surplus/Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need (Gross Acres)	Housing Surplus/Deficit (Gross Ac)	Other Residential Land Need	Total Surplus/Deficit (Gross Ac)
Low Density Residential	3,468	5,379	1,911	5	-422	422	347	75
Medium Density Residential	1,794	3,137	1,343	12	0	111	93	18
High Density Residential	718	505	-213	20	11	-11	23	-34
Total	5,980	9,021	3,041	0	-411	522	463	59

Source: ECONorthwest

Column Notes:

1. Plan designations
 2. Needed dwellings by plan designation (table 5-30)
 3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); redevelopment capacity is included in MDR (150 DU) and HDR (150 DU)
 4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
 5. Needed Gross Density (from bottom of page 5)
 6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
 7. Surplus/deficit gross acres. Equals Column 4 divided by Column 5
 8. Other residential land need (land needed for parks, etc)
 9. Total surplus/deficit. Equals column 7 minus column 8.
- Note: Total Surplus/Deficit (column 9) adds to 344 acres due to rounding errors.

January 2011 Draft

Table S-4 shows the capacity for residential development by plan designation. The results show that, not considering other land needs (public and semi-public), Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,018 new dwelling units. The housing needs forecast projects a need for 5,920 dwelling units and 291 group quarter dwellings, or 6,211 total dwellings. The 291 group quarter dwellings are evenly allocated between the Medium-Density and High-Density residential designations.

Table S-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

	1	2	3	4	5	6	7
Plan Designation	Need (DU)	Capacity (DU)	Surplus/ Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need (Gross Acres)	Housing Surplus/ Deficit (Gross Ac)	
Low Density Residential	3,316	5,379	2,063	4.5	-455	455	
Medium Density Residential	1,982	3,136	1,154	12.5	-93	93	
High Density Residential	914	503	-411	20.0	21	-21	
Total	6,211	9,018	2,807		-527	527	

Source: ECONorthwest

Column Notes:

1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.
4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 5)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7. Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5

The last step in the analysis is to add in public and semi-public land needs. Table S-5 shows the reconciliation of land need and supply. The results show that Springfield has an overall surplus of residential land, but has deficits in the High-Density Residential and Parks and Open Space categories.

Table S-5. Reconciliation of land need and supply, Springfield UGB, 2010

Plan Designation	Residential		Total Surplus/ Deficit
	Land Surplus/Deficit (From Table 6-4)	Public/Semi- Public Land Need	
Low Density Residential	455	77	378
Medium Density Residential	93	17	76
High Density Residential	-21	7	-28
Parks and Open Space		300	-300
Government/Employment		62	Met through land need in EOA
Total	527	463	126

Source: ECONorthwest

The results lead to the following findings:

- The Low Density Residential designation has a *surplus* of approximately 378 gross acres.
- The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.
- The High Density Residential designation has a *deficit* of approximately 28 gross acres. The City will meet the deficit of 411 dwellings (21 acres) through adoption of the Springfield 2030 Refinement Plan Residential Land and Housing Element policies and implementation strategies applicable to the Glenwood and Downtown Mixed-Use Nodal Development districts. The additional seven acres of public/semi-public land is intended to provide public open space for the higher density development, as well as any needed public facilities. This need could potentially be met through a variety of approaches—from designating seven additional acres high-density residential to ensuring that land designated park and open space is provided adjacent to high density residential developments. Zoning within a plan district could also establish higher minimum density requirements and/or density averaging options to increase efficiency of land use and to allow a greater percentage of the land to be developed with park and open space uses.
- The Parks and Open Space designation has a *deficit* of 300 acres. This need does not imply that the City should expand the UGB for parks and open space. Statewide Planning Goal 8 allows cities and park districts to acquire land for park uses outside of urban growth boundaries. Portions of the parkland need can be met on existing residential lands within the UGB except where such use of residential lands would create an additional deficit in a needed category. A portion of parkland need could be met on lands designated Low Density Residential (LDR) or Medium Density Residential (MDR) because a surplus

exists in those categories. Parkland need could be met on lands designated HDR as described in the preceding paragraph.

- Government and employment land needs will be met through existing lands or land needs identified in the Springfield Economic Opportunities Analysis.