

AGENDA ITEM SUMMARY
May 20, 2019

To: Lane County Planning Commission

From: Rebecca Gershow, City of Eugene Planning Division

Subject: Urban Reserves Planning, Project Update

ISSUE STATEMENT

Staff will provide the Lane County Planning Commission with an update on the Urban Reserves planning work to date. No action is requested at this work session, however feedback is requested. Staff will return in the fall with draft urban reserves alternatives.

BACKGROUND

Planning for growth in line with local values is a long-standing tradition in Oregon and Eugene. Urban Reserves are a special designation, allowed by state law, for lands outside the urban growth boundary (UGB) that can be considered a first priority if and when a city needs to expand for a growing population. The goal of Urban Reserves planning is to identify an appropriate supply of land for possible expansion, so we are prepared to grow in a way that meets our community's needs and values. Land designated as Urban Reserves will remain rural, and cannot be urbanized, unless it is brought into the city's UGB through a formal process for expansion.

Based on the guidance provided by the pillars of Envision Eugene, the urban reserves process advances our community vision beyond 2032 and reflects deep collaboration among the City, County, community, and service providers. Urban Reserves identifies land for housing, parks, schools, and jobs needed by Eugene's population in the long term future, while implementing the area's regional open space vision, including preservation of significant farm and forest land, waterways, and natural resources.

On July 20, 2015, as part of the City Council's direction on the UGB, Council directed staff to begin urban reserves planning, and to bring a proposed urban reserve area back for City and County consideration within two years of UGB acknowledgement. As the UGB was acknowledged by the state of Oregon in January 2018, staff is planning to bring forward an urban reserves proposal for City Council and Board of Commissioners consideration by January 2020. If directed by decision makers to begin the formal adoption process, staff will prepare a complete adoption package and schedule the first formal public hearing by fall 2020.

On [November 27, 2017](#) staff provided the Eugene Planning Commission with an introduction and overview of urban reserves planning. The Eugene Planning Commission reviewed the draft Project Charter and Public Involvement Plan on [May 8, 2018](#). Following that meeting, staff presented the project to the Lane County Planning Commission twice, on May 15, 2018 and June 5, 2018, to the

Eugene City Council on [June 11, 2018](#) and to the Lane County Board of Commissioners on [June 19, 2018](#). On [June 25, 2018](#) the Eugene Planning Commission approved the Urban Reserves Public Involvement Plan, and following, on [July 10, 2018](#), they recommended a Planning Commissioner to participate on the Envision Eugene Technical Advisory Committee, or EETAC.

WORK TO DATE

The urban reserves project will be completed in five phases; each phase is designed to build on the previous one, as shown below:



We are currently wrapping up Phase 2, Technical Analysis and moving into Option Development, which is shown graphically in the Urban Reserves Outreach Process (**Attachment A**). The technical analysis has been a multi-step process focused on identifying the amount of land needed for urban reserves; identifying land in the study area that is developable; and beginning to identify the developable land that would be suitable for urban reserves. The last time staff provided a project update to the Planning Commission, we were nearing completion of the Project Initiation phase. Key work since that time is summarized below.

Over the summer of 2018, staff recruited, and the City Manager appointed the 13-member **Envision Eugene Technical Advisory Committee (EETAC)**, which was established through policy with the adoption of our UGB to provide technical advice to staff on growth management issues, primarily the Growth Monitoring and Urban Reserves projects.

The EETAC has met eight times since October 2018 and has been critical in reviewing and providing input on the Urban Reserves technical analysis to date. Members include a City Councilor, Eugene Planning Commissioner and Sustainability Commissioner; representatives from the Lane County Homebuilders Association, Eugene Chamber of Commerce, 1000 Friends of Oregon, and Beyond Toxics; a local realtor and appraiser, and interested citizens from inside and outside the UGB. See **Attachment B** for a complete list of EETAC members.

Urban Reserves Analysis

The order of analysis and minimum elements included in urban reserves planning work is laid out by state rules, particularly Oregon Administrative Rules, Division 21. Staff is following this structure, which is generally described below, and outlined in **Attachment C**, Urban Reserves Outline for Analysis.

Urban Reserves Land Need Model

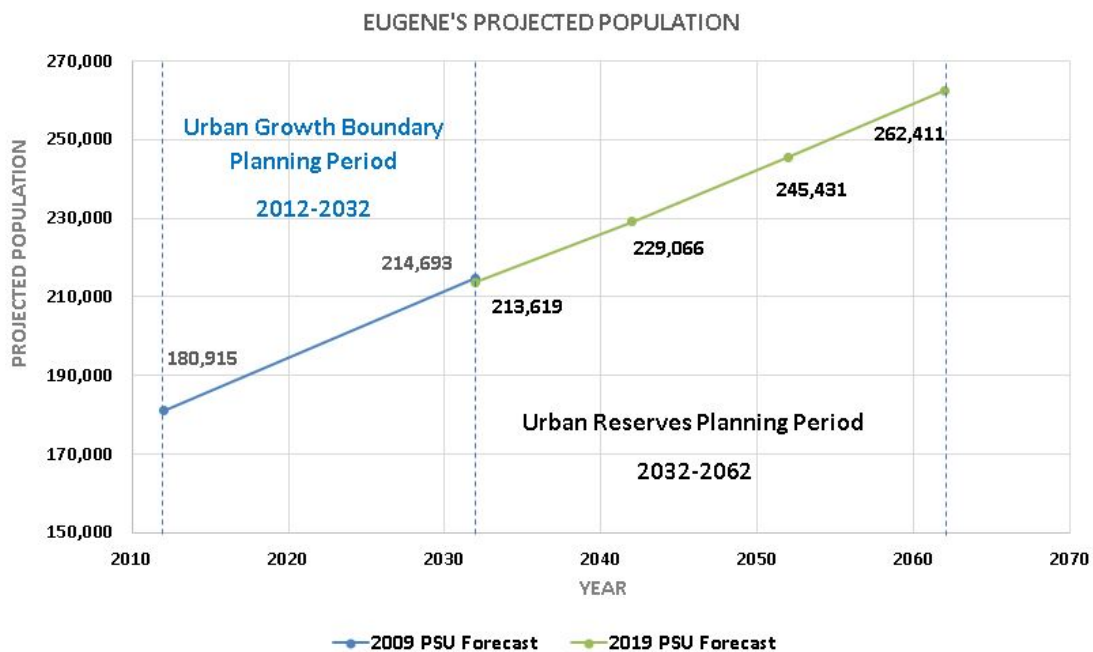
Over the summer and fall of 2018, the City contracted with ECONorthwest to retrofit the Land Sufficiency Model developed for estimating the amount of land needed and the development capacity

of the 2012-2032 Buildable Lands Inventory (BLI) during the UGB expansion analysis. The result is the Urban Reserves Land Need Model (Land Need Model) – its purpose is to estimate the amount of land needed for residential, employment and other uses over the 2032-2062 Urban Reserves planning period. Key assumptions include:

Forecast Period—The model calculates land needed for Urban Reserves ranging from a 10-, 20- and 30-year planning period, (e.g. 2032-2042; 2032-2052; or 2032-2062), depending on population and employment assumptions input in the model.

Population Forecast—Council directed staff to use *the most current population forecast in place*, which at the time of Council direction was the 2015 Portland State University forecast for Eugene and Lane County. However, this spring, a draft 2019 Forecast was released that will be finalized on June 30, 2019. The 2019 Forecast, reflected in the diagram below, is now being used in the Land Need Model as it has virtually the same bottom line results for Urban Reserves planning as the 2015 Forecast.

UGB and Urban Reserves Planning Periods and Population Forecasts



Employment Forecast—The Land Need Model uses the 2017 Oregon Employment Department annual growth rate for Lane County of 1.07 percent, the most recent forecast available. It is a 10-year forecast that is extrapolated for the 30-year planning period.

Land Demand and Capacity Assumptions—Wherever possible, the same assumptions are used in the Urban Reserves Land Need Model as were used during the 2017 UGB analysis. Some of

the assumptions incorporated into the Urban Reserves Land Need Model include average household size, housing mix, and residential and employment densities.

The EETAC reviewed the Land Need Model assumptions and the resulting land demand identified over two meetings, on November 1 and November 15, 2018. High-level summary results of the Land Need Model show a need of between 1,803 and 5,868 acres of land for urban reserves depending on whether the planning period is 10 years (2032-2042) or up to 30 years (2032-2062), as shown below.

Land Use	Land Needed for Urban Reserves		
	2032-2042	2032-2052	2032-2062
Residential	1,203	2,528	3,904
Employment	525	1,113	1,769
Other	75	134	195
Total (acres)	1,803	3,775	5,868

Source: ECONorthwest, City of Eugene Urban Reserves Land Need Model, 2019

Urban Reserves Study Area and Land Supply Model

In the fall, the project management team established the Urban Reserves study area, consistent with state guidelines for urban reserves and the new guidelines for establishing a UGB study area, in order to streamline UGB analysis in the future. A component of establishing the Urban Reserves study area was identifying the “priority land classification” based on the state’s classification system and County plan designations. See **Attachment D**, Urban Reserves Study Area Priority Land Classification Map.

Staff then set to work developing a geospatial land supply model that categorizes the land within the study area and identifies the capacity of the land in the study area that is developable.¹ The land *supply* model works in conjunction with the land *need* model by identifying whether the land supply in the urban reserves study area is adequate to meet the land need identified. To do so, land considered not suitable for development was identified and removed from capacity consideration. This land falls into two categories:

Protected land is reserved to protect natural resources or prevent the impact of natural hazards, and therefore is assigned no development capacity. It includes:

- Lane County Goal 5 adopted riparian corridors
- National Wetlands Inventory and West Eugene Wetlands
- Critical habitat (federal and state-listed threatened and endangered species)
- Historic and cultural resources
- Natural Resources plan designations

¹ The definition of “developable land” from the state’s rules on Urban Reserves is “land that is not severely constrained by natural hazards or designated or zoned to protect natural resources and that is either entirely vacant or has a portion of its area unoccupied by structures or roads” (OAR 660-021-0010(5))

- Floodway and 100-year flood plain (FEMA)
- Prohibitively steep slopes (>30%)
- High risk landslide areas (DOGAMI)²

Committed land includes public and other land that has no development potential for housing or jobs because they are committed to other uses for the foreseeable future. It includes:³

- Public Parks and Open Spaces
- School District Property
- Utility Property
- Airport Property
- Other Government Property
- Cemeteries
- Transportation Rights-of-Way
- Bonneville Power Administration Rights-of-Way

The Land Supply Model further categorizes land at the taxlot level – identifying whether taxlots are considered fully **developed**, **partially vacant**, or **undeveloped**. Taxlots identified as potentially partially vacant (e.g. have some development) and undeveloped were further evaluated, as they are considered to have development potential. Land that is committed, protected or developed was removed from Urban Reserves capacity consideration.

The study area acreage by land categories table below, shows that the remaining buildable acreage (partially vacant plus undeveloped) in the Urban Reserves study area is 10,951 acres, or 42 percent of the land in the study area. **Attachment E**, Urban Reserves Study Area Development Potential Map shows these results geospatially.

Study Area Acreage by Land Category:	
Committed	7,528
Protected	6,321
Developed	1,056
Partially Vacant – Buildable	6,884
Undeveloped – Buildable	4,067
Total Study Area	25,856

Source: City of Eugene Land Supply Model, 2019

In order to determine, generally, how many homes or jobs can be accommodated on the developable land, factors such as density, slope, and lot size were evaluated. Staff and the EETAC looked at capacity assumptions for two of the land needs that are potentially most significant, low density residential

² High-risk landslide areas are currently being added to the Land Supply Model, as it is new data. Therefore, the 718 acres associated with high-risk landslide areas are not yet incorporated into the acreage amounts shown in the table above.

³ *Private property with conservation easements that prohibit urban development* is allowed to be included by state rules, but none was found in the study area.

housing (low density utilizes more land than other housing types) and industrial jobs (industrial has specific siting requirements). The following maps show how and where these needs *could be* accommodated within the study area. See **Attachment F** Potential Industrial Capacity Map and **Attachment G** Density Factors by Lot Assuming Low Density Residential map.

Staff also developed sub-areas of the study area for aiding in a comparative analysis and to organize the suitability analysis. This is shown in **Attachment H**, Development Potential and Draft Subareas map.

The EETAC reviewed the Land Supply Model methodology and results to date over four meetings, between December 2018 and April 2019. The Land Supply Model is a critical tool in the determination of potential urban reserves.

Suitability Analysis

The next step in the analysis is identifying developable land that would be “suitable” for urban reserves.⁴ Staff is evaluating all the developable land in the study area by considering it in terms of all of the following factors, then dismissing land that, on balance, would be unsuitable for urban reserves based on this evaluation. The following are “locational factors” from statewide Goal 14, Urbanization:

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

Work is underway on the suitability analysis. Staff has met with **service providers** three times, in February and April 2019. Participants include wastewater, water, transportation, stormwater, and fire protection service providers within the urban reserves study area, and those within the urban growth boundary. Most “urban” service providers (those within the UGB) have completed a preliminary assessment of serviceability and high-level cost estimates by sub-area to be used for Locational Factor 2 analysis. County land management and transportation staff have been participating in service provider meetings. County and City staff have had an initial meeting to discuss potential urban reserve area planning and zoning standards.

Staff also held the first **Triple Bottom Line (TBL) Sounding Board** meeting in May 2019. The TBL is a framework the City of Eugene is using to reach its sustainability goals. It’s designed to help us think about and explore the environmental, equity and economic impacts, benefits and trade-offs of our decisions. The work of the TBL Sounding Board will help inform Locational Factor 3 analysis.

⁴ OAR 660-021-0030(2) states that “[i]nclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.”

Project Partners

A wide variety of agencies, stakeholder groups and members of the public have been involved in urban reserves planning to date. Some of this coordination has been described above. Urban reserves planning cannot succeed without the strong collaboration of **Lane County** as a critical project partner. County staff serve on the Project Management Team and have been participating in the Service Provider Working Group. A Lane County Transportation Advisory Committee representative is participating on the TBL Sounding Board, as well as a county resident on behalf of the Neighborhood Leaders Council. A county resident also participates on the EETAC. City and County staff are working closely together to ensure County interests are represented in urban reserves planning. See the Project Participation list for more project partners (**Attachment B**).

Other project partners include a diverse list of **interested parties** who are kept up to date on Urban Reserves through a monthly newsletter and a regularly updated webpage with project information and a study area web map. In October 2018, after establishment of the study area, public notice was sent to the approximately 1,600 urban reserves **study area residents**. In October 2018 the Planning Division held a Project Fair called “Making It Happen,” and over 100 participants visited the Urban Reserves table, asking questions and learning more about the project.

Growth Monitoring Coordination

As described in the Project Charter, and above in the Land Need Model section, Urban Reserves planning is carrying forward several key assumptions from the recent UGB analysis, most notably development density and housing mix. In some cases, these assumptions took years of analysis and discussion to agree upon for the 2017 UGB analysis, and are not being revisited for Urban Reserves planning. Instead, they will be revisited when the first growth monitoring report is complete in 2021, per Council direction, when there will be opportunity to update assumptions based on new data. The connection between Growth Monitoring and Urban Reserves planning is shown in the graphic included as **Attachment I**.

NEXT STEPS

Staff is meeting with the Eugene Planning Commission on May 20th. After meeting with the Lane County Planning Commission on May 21, staff will make project presentations to the Lane County Board of Commissioners on June 11, and the Eugene City Council on June 24.

This summer, staff will continue evaluating the urban reserves study area for suitability and will be identifying any land that is considered unsuitable for urban reserves. The remaining land will be considered for inclusion in urban reserves based on its priority land classification, and urban reserves options will be developed for consideration. Preliminary findings will be shared with the EETAC, followed by study area residents, the TBL Sounding Board, service providers, and City and County leaders.

As directed by Council in 2015, the project Charter calls for delivering an Urban Reserves proposal for the City Council and Lane County Board of Commissioners to consider by January 2020. Once direction

is given, staff will proceed with the formal adoption process to achieve the goal of having urban reserves adopted before Council considers the first growth monitoring report, and any future potential changes to the UGB.

PLANNING COMMISSION ROLE ON URBAN RESERVES

The Eugene and Lane County Planning Commissions both have decision-making roles throughout the project, including:

- Review and provide input on the Public Involvement Plan and Project Charter
- Receive updates and provide input throughout the process
- Make final recommendations to adopting bodies, Eugene City Council and Lane County Board of Commissioners.

In addition, staff encourages the Lane County Planning Commission to assign a member to the TBL Sounding Board, if it so chooses.

Planning Commission Action

No formal action is requested at this work session, however feedback on the work to date is requested.

Questions for the Planning Commission to Consider:

1. Is there anything in the AIS or staff presentation that needs clarification?
2. Are you comfortable with our approach and findings to date?
3. Is there anything staff should know before we take the next steps in the analysis?

ATTACHMENTS

- A. Urban Reserves Outreach Process Graphic
- B. Urban Reserves-Affiliated Groups and Participants
- C. Urban Reserves Outline for Analysis
- D. Urban Reserves Study Area Priority Land Classification Map
- E. Urban Reserves Study Area Development Potential Map
- F. Potential Industrial Capacity Map
- G. Density Factors by Lot Assuming Low Density Residential Map
- H. Development Potential and Draft Subareas Map
- I. Growth Monitoring-Urban Reserves Process Graphic

FOR MORE INFORMATION

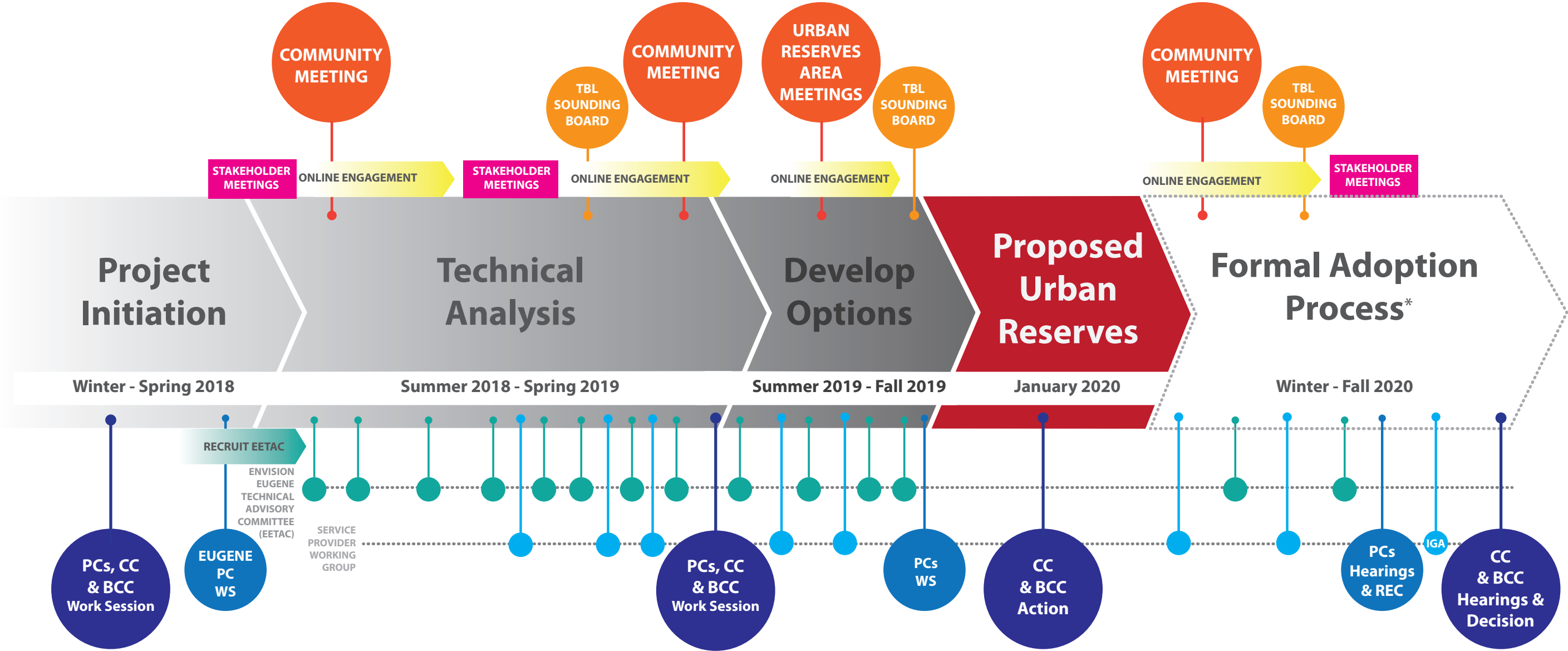
Staff Contact: Rebecca Gershow, Senior Planner Urban Reserves

Telephone: 541-682-8816

Email: Rebecca.F.Gershow@ci.eugene.or.us

Web: <https://www.eugene-or.gov/Urban-Reserves>

URBAN RESERVES OUTREACH PROCESS



ABBREVIATION KEY:

- TBL = Triple Bottom Line
- PCs = Lane County and City of Eugene Planning Commissions
- CC = City of Eugene City Council
- BCC = Lane County Board of Commissioners
- EETAC = Envision Eugene Technical Advisory Committee
- IGA = Intergovernmental Agreements
- WS = Work Session
- REC = Recommendation

* Outreach as needed, depending on direction.

February 2019 update



Affiliated Groups and Participants as of May 2019

Envision Eugene Technical Advisory Committee (EETAC)

John Barofsky (Chair), Planning Commission
Howard Saxion (Chair), Sustainability Commission
Jennifer Yeh, City Council
Ed McMahon
Alexis Biddle
Kevin Shanley
Lisa Arkin
Mark Reed
Michelle Schuett
Philip Farrington
Rick Duncan
Sue Prichard
Tiffany Edwards

Triple Bottom Line Sounding Board

Ela Kubok, Human Rights Commission
Kristen Taylor, Planning Commission
Thomas Price, Sustainability Commission
Eliza Kashinsky, Budget Committee
Mindy Schlossberg, EWEB Board of Commissioners
Isaac Judd, Housing Policy Board
Kate Perle, Neighborhood Leaders Council
Tom Poage, Lane County Transportation Advisory Committee

Service Provider Working Group

Urban Service Providers:

Jeanine Parisi, EWEB
Laura Farthing, EWEB Water
Bill Johnson, EWEB Water
Richard Fatooh, EWEB Electric
Richard Jeffryes, EWEB Electric
Therese Walch, Public Works
Jenifer Willer, Public Works
Jennah Maier, Public Works
Dave Breitenstein, Metropolitan Wastewater Management Commission
Amy Linder, Eugene Springfield Fire and EMS
Andrew Martin, Lane Transit District
Lindsey Eichner, Lane County Land Management

Sasha Vartanian, Lane County Transportation
Bill Johnston, Oregon Department of Transportation
Philip Richardson, Parks and Open Space

Study Area Service Providers (who participated in first meeting):

Terry Ney, Lane Fire Authority
Brandon Nicol, Junction City Rural Fire Protection District
Rick Engstrom, Lane Electric
Doug Barab, Emerald People's Utility District

Project Management Team

Rebecca Gershow, Project manager, Senior Planner, Planning and Development
Robin Hostick, Planning Director, Planning and Development
Terri Harding, Principal Planner, Planning and Development
Lindsey Eichner, Senior Planner, Lane County
Emily Jerome, Deputy City Attorney
Heather O'Donnell, Senior Planner, Planning and Development
Philip Richardson, Parks Planner, Parks and Open Space
Audrey Stuart, Planning Analyst, Planning and Development

Urban Reserves Outline for Analysis

A. Establish the Urban Reserve Land Study Area / Candidate Land for Evaluation

B. Identify the land in the study area that is “developable”

[OAR 660-021-0030(1) states that urban reserves shall include an amount of land estimated to be at least a 10-year supply and no more than a 30-year supply of developable land beyond the 20-year time frame used to establish the urban growth boundary.]

1. Dismiss land that is severely constrained by natural hazards
2. Dismiss land that is designated or zoned to protect natural resources
3. Dismiss land that is occupied by structures or roads

C. Identify developable land that would be “suitable” for urban reserves

[OAR 660-021-0030(2) states that “[i]nclusion of land within an urban reserve shall be based upon the locational factors of Goal 14 and a demonstration that there are no reasonable alternatives that will require less, or have less effect upon, resource land.”]

Evaluate all the developable land in the study area by considering it in terms of all of the following factors, then dismiss land that, on **balance**, would be unsuitable for urban reserves based on this evaluation:

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

D. Identify and designate as urban reserve: suitable land that is within the first priority category [OAR 660-021-0030(3)(a)]

1. Identify land that is:

- Identified in Lane County's rural comprehensive plan or the Metro Plan as an exception area;
- identified in Lane County's rural comprehensive plan or the Metro Plan as nonresource land; or
- resource land completely surrounded by exception areas, unless such resource land is a high-value crop area as defined in Statewide Planning Goal 8 or prime or unique agricultural lands and defined by the US Department of Agriculture.

2. Dismiss land identified under D. 1 to which future urban services could not reasonably be provided due to topographical or other physical constraints [OAR 660-021-0030(4)(a) / ORS 195.137(2)(b)]

3. Designate Remaining first priority land as urban reserve

4. Designate as urban reserve any lower priority land that, for maximum efficiency of land uses within the urban reserve, is required in order to include or to provide services to the D. 3. land [OAR 660-021-0030(4)(b) / ORS 197.127(2)(b)]

E. If needed, identify and designate as urban reserve: suitable land that is within the second priority category [OAR 660-021-0030(3)(b)]

1. Identify land designated in the Lane County Rural Comprehensive Plan as marginal land pursuant to former ORS 197.247 (1991 edition)

2. Dismiss land identified under E. 1 to which future urban services could not reasonably be provided due to topographical or other physical constraints [OAR 660-021-0030(4)(a) / ORS 195.137(2)(b)]

3. Designate Remaining second priority land as urban reserve

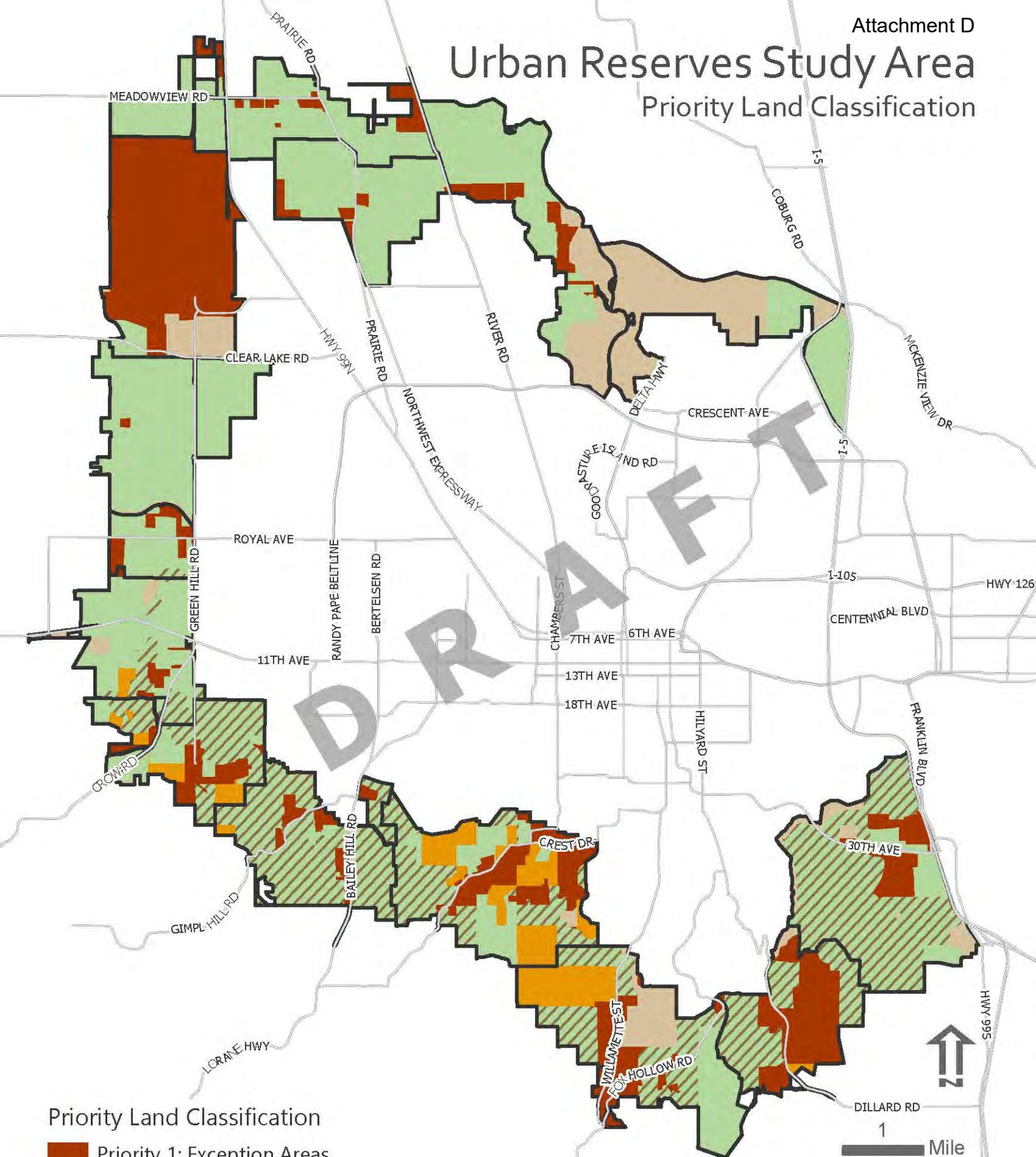
4. Designate as urban reserve any lower priority land that, for maximum efficiency of land uses within the urban reserve, is required in order to include or to provide services to the E. 3. land [OAR 660-021-0030(4)(b) / ORS 197.127(2)(b)]

F. If needed, identify and designate as urban reserve: suitable land that is within the third priority category [OAR 660-021-0030(3)(c)]

1. Identify land designated in Lane County's Rural Comprehensive Plan or the Metro Plan for agriculture or forestry [OAR 660-021-0030(3)(c)]
2. Dismiss land identified under F. 1 to which future urban services could not reasonably be provided due to topographical or other physical constraints [OAR 660-021-0030(4)(a) / ORS 195.137(2)(b)]
3. Identify remaining priority three land based on capability as measured by the capability classification system (agricultural land) or by cubic foot site class (forest) [OAR 660-021-0030(3)(c)]
4. Designate as urban reserve enough third priority land to meet needs, starting with lowest capability and including any higher capability land that, for maximum efficiency of land uses within the urban reserve, is required in order to include or to provide services to the lower capability land [oar 660-021-0030(3)(c) / OAR 660-021-0030(4)(b) / ORS 197.127(2)(b)]

Urban Reserves Study Area

Priority Land Classification



This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

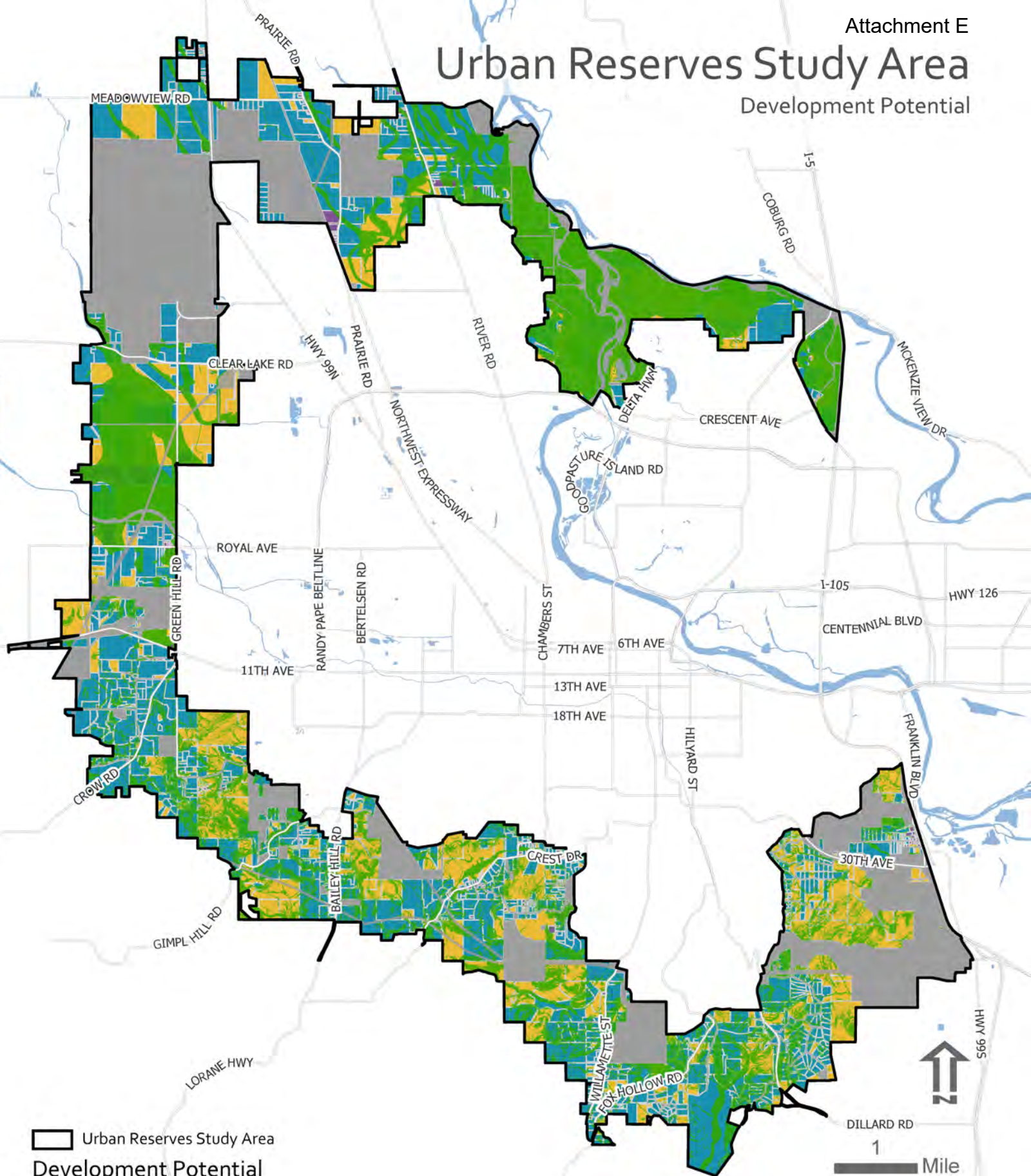
Map created February 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



Urban Reserves Study Area

Development Potential



This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

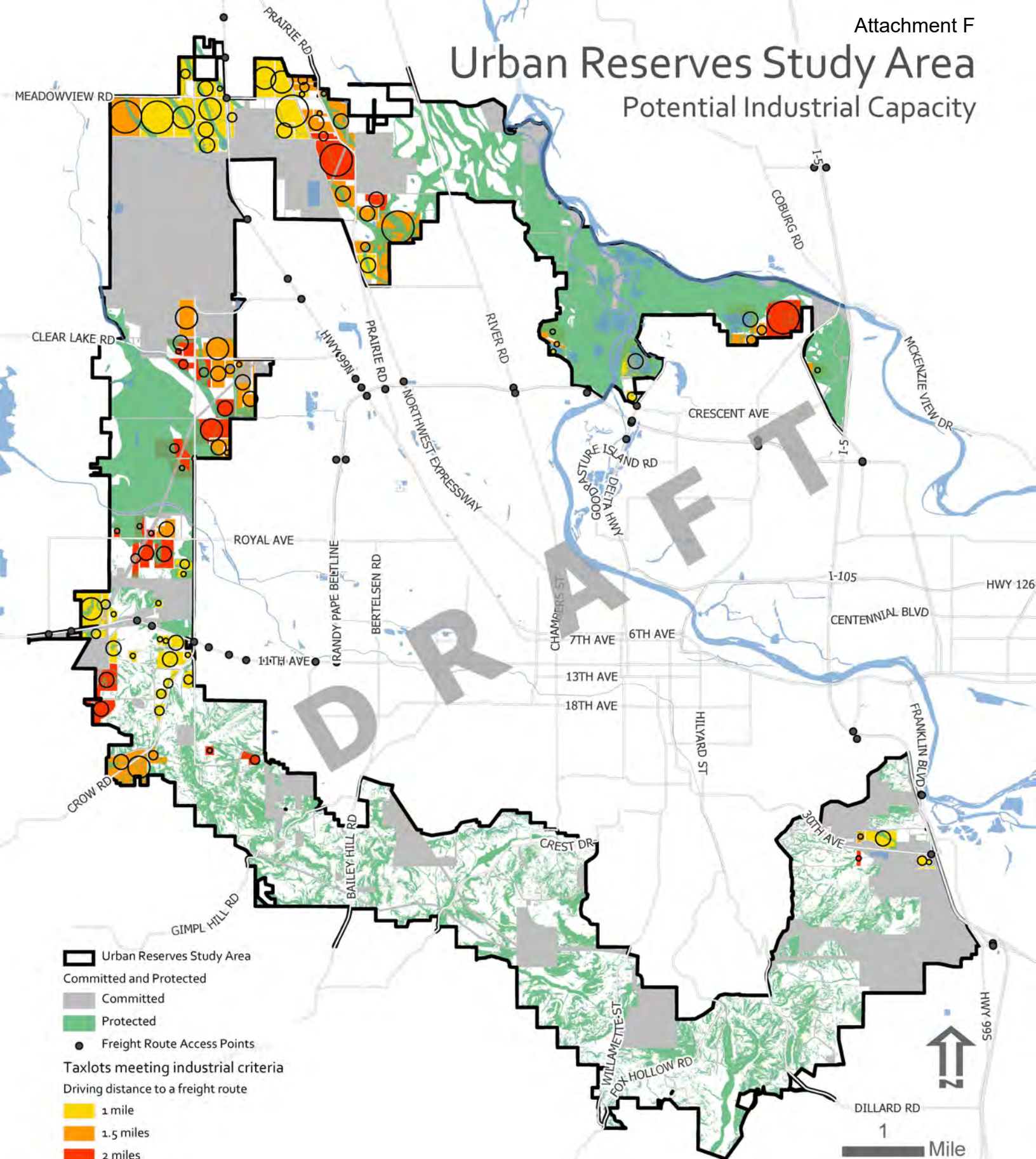
Map created May 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



Urban Reserves Study Area

Potential Industrial Capacity



This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

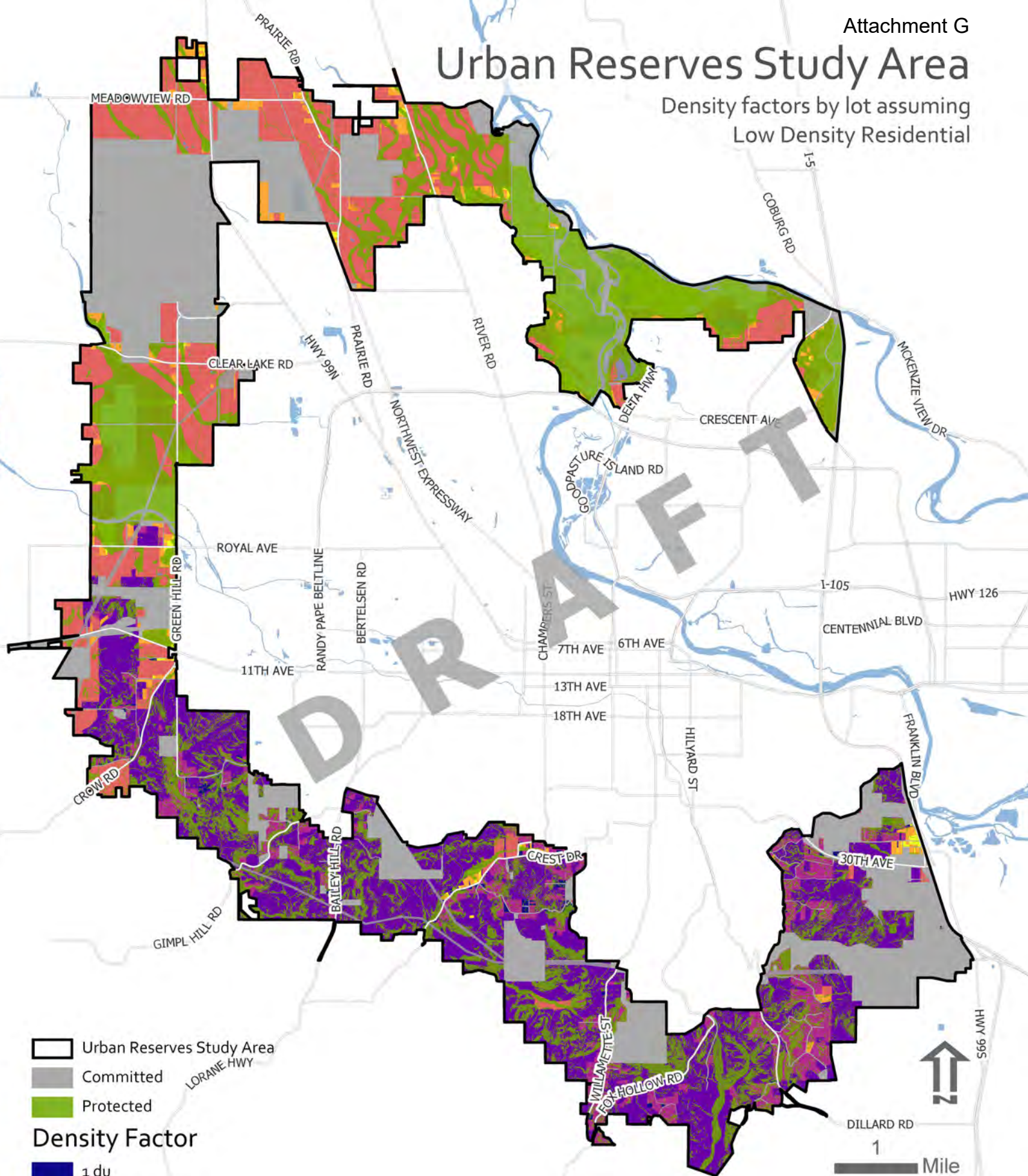
Map created April 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



Urban Reserves Study Area

Density factors by lot assuming
Low Density Residential



This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

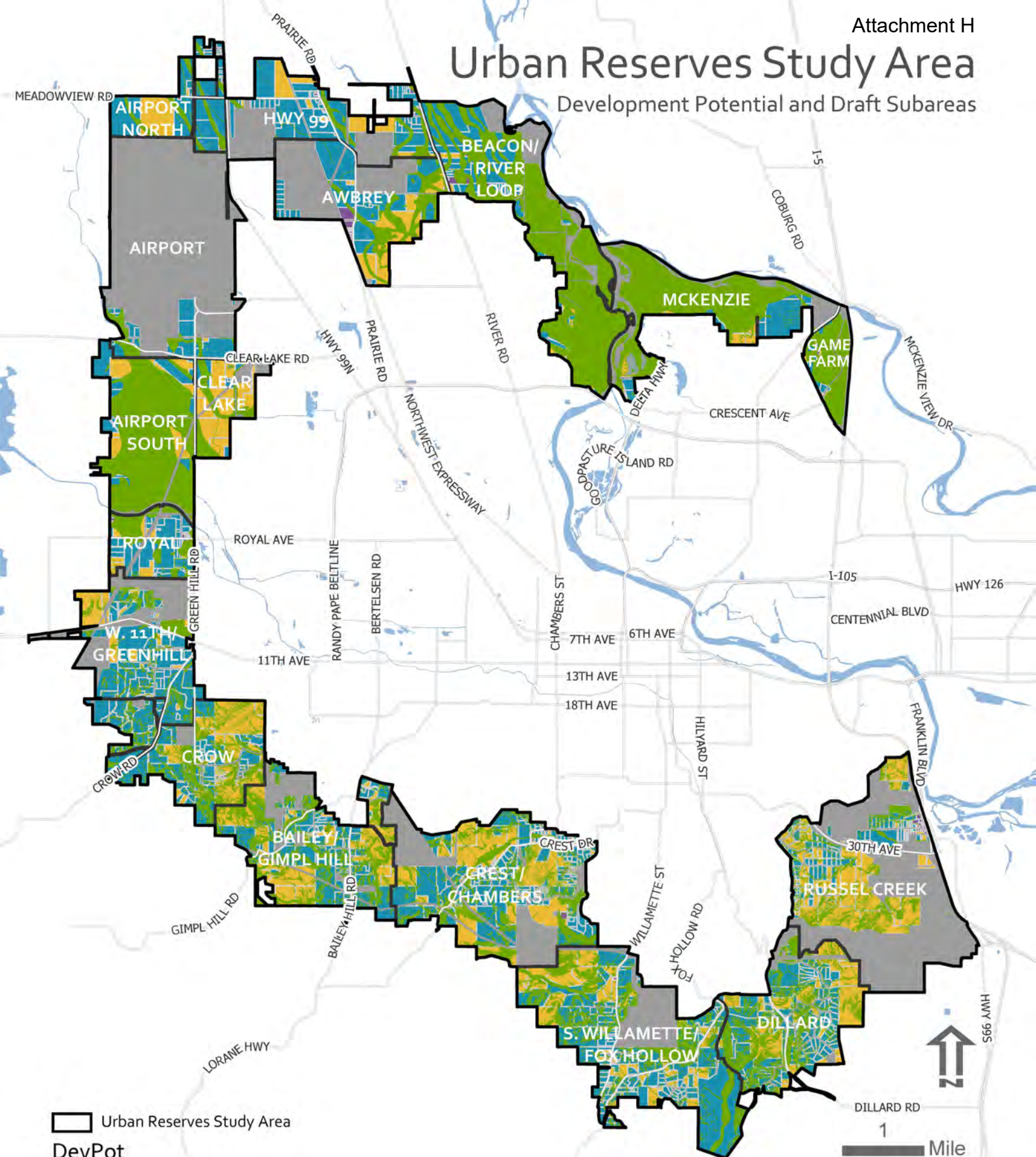
Map created May 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



Urban Reserves Study Area

Development Potential and Draft Subareas



This map is intended for illustrative purposes, and is not suitable for legal, surveying, or engineering purposes. The draft study area is based on imprecise source data and is subject to change.

Map created May 2019 by City of Eugene Planning Division.

For additional information, visit www.eugene-or.gov/UrbanReserves



MONITORING AND PLANNING FOR GROWTH

